

Cabinet Scrutiny Committee

Date: **Tuesday 19 January 2010**
Time: **10am**
Venue: **Edwards Room, County Hall, Norwich**

Persons attending the meeting are requested to turn off mobile phones

Membership:

Mr T Adams	Mr P Morse
Dr A Boswell	Mr G Nobbs
Mr A Byrne	Mr R Rockcliffe
Mr J Dobson	Mr M Scutter
Mr P Duigan	Mr J Shrimplin
Mr R Hanton	Mr T White
Mr C Jordan	Mr M Wilby
Mr J Joyce	Mr R Wright
Mr M Kiddle-Morris	

Parent Governor Representatives:

Mr P East	Dr L Poliakoff
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Church Representatives:

Mrs J O'Connor	Mr A Mash
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**For further details and general enquiries about this Agenda
please contact the Committee Administrator:**

Vanessa Dobson on 01603 223029
or email vanessa.dobson@norfolk.gov.uk

A g e n d a

1. To receive apologies and details of any substitute members attending

2. Members to Declare any Interests

Please indicate whether the interest is a personal one only or one that is prejudicial. A declaration of a personal interest should indicate the nature of the interest and the agenda item to which it relates. In the case of a personal interest, the member may speak and vote on the matter. Please note that if you are exempt from declaring a personal interest because it arises solely from your position on a body to which you were nominated by the County Council or a body exercising functions of a public nature (e.g. another local authority), you need only declare your interest if and when you intend to speak on a matter.

If a prejudicial interest is declared, the member should withdraw from the room whilst the matter is discussed unless members of the public are allowed to make representations, give evidence or answer questions about the matter, in which case you may attend the meeting for that purpose. You must immediately leave the room when you have finished or the meeting decides you have finished, if earlier.

These declarations apply to all those members present, whether the member is part of the meeting, attending to speak as a local member on an item or simply observing the meeting from the public seating area.

3. Minutes

To confirm the minutes of the meeting of the Cabinet Scrutiny Committee held on 22 December 2009

(Page **1**)

4. To receive any items of business which the Chairman decides should be considered as a matter of urgency

5. Call-in Item(s)

Councillors James Joyce and Mervyn Scutter wish to call-in Cabinet's decision, taken on 4 January 2010 "To create a Norfolk Infrastructure Fund".

- 5i Report by the Head of Democratic Services and Scrutiny including the full call-in letter and Cabinet report.

(Page **7**)

- 5ii The deadline for calling-in any other matters for consideration by the Cabinet Scrutiny Committee on 19 January from Cabinet on 4 January is 4.00pm on 11 January. Notification of any further call-in items will follow.

- 6. Abolition of the Learning and Skills Council (LSC)**
- (i) Suggested approach by the Scrutiny Support Manager (Page **25**)
 - (ii) Report from the 14-19 Director, Children's Services and the Head of Norfolk Adult Education Service (Page **27**)
- 7. Norfolk County Council's role in commissioning and developing services for people with dementia**
- (i) Suggested approach by the Scrutiny Support Manager (Page **38**)
 - (ii) Report by the Director of Adult Social Services (Page **43**)
- 8. Child Poverty Working Group: Update on Recommendations**
- (i) Suggested approach by the Scrutiny Support Manager (Page **64**)
 - (ii) Report from the Director of Children's Services (Page **65**)
- 9. Forward Work Programme**
- Suggested approach by the Cabinet Scrutiny Committee Group Leads (Page **73**)

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Date Agenda Published: 11 January 2010



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The Working Style of the Cabinet Scrutiny Committee

(adopted 31 July 2001 and re-affirmed on 7 June 2005)

Independence: Members of the Scrutiny Committee will not be subject to Group whipping arrangements

Member Leadership: Agendas and meetings will be member led.

A Constructive Atmosphere: Meetings will be constructive, and not judgmental. People giving evidence at a Committee meeting should not feel under attack. Experience has shown that an atmosphere of challenge and constructive enquiry is vital to the success of the scrutiny process.

Respect and Trust: Meetings will be conducted in a spirit of mutual respect and trust.

Openness and Transparency: The Committee's business will be open and transparent. In particular, the minutes of Scrutiny Committee meetings will explain the discussion / debate such that they can be understood by an outside reader.

Consensus: Committee Members will strive to work together and while recognising political allegiances, attempt to achieve consensus and agreed recommendations. However scope for minority reports will be permitted.

Impartial and Independent Officer Advice: Officer advice and support will be impartial and independent, as officers support all members of the Authority (and not just the ruling Administration).

Regular Review: There will be regular reviews of how the process is working, and a willingness to adapt if things are not working well.

Programming and Planning: The Committee will have a programme of work and plans for individual meetings. Before each piece of scrutiny work, the committee will agree about the extent of the work, what information they will need initially and which members and officers they wish to see.

Managing Time: Committee meetings will be kept to a reasonable length of time, up to two hours. Also, where it is possible to conduct the Committee's business by circulating information between meetings, this will be done.

Cabinet Scrutiny Committee

Minutes of the Meeting Held on 22 December 2009

Present:

Mr A Adams	Mr P Morse (Chair)
Mr J Dobson	Mr G Nobbs
Mr P Duigan	Mr R Rockcliffe
Mr R Hanton	Mr M Scutter
Mr C Jordan	Mr M Wilby
Mr J Joyce	Mr A White
Mr M Kiddle-Morris	Mr R Wright

Substitute Members:

Mr R Bearman

Also Present:

Mr K Cogdell, Scrutiny Support Manager
Mr D Collinson, Head of Trading Standards
Mr D Palmer, Emergency Planning Manager
Mr T Palmer, Business Development Manager, Planning and Transportation
Ms J Hannam, Head of Communications and Customer Services
Ms K Haywood, Scrutiny Support Manager
Mr M Langlands, Media & Public Affairs Manager
Ms F McDiarmid, Head of Economic Development
Mr C Walton, Head of Democratic Services

1. Apologies for Absence

Apologies for absence were received from Dr A Boswell (Mr Bearman substituted), Mr J Shrimplin and Mr A Byrne.

2. Declarations of Interest

2.1 Members declared the following interests in Item 6 'Report on The Pitt Review':

Mr Kiddle-Morris declared a personal interest as a member of the Internal Drainage Board.

Mr Rockcliffe declared a personal interest as Norfolk County Council's representative on the Environment Agency Central Area Flood Committee and also because his family own property in an area at risk of flooding.

3. Minutes

3.1 The minutes of the meetings held 24 November 2009 were confirmed as a correct record and signed by the Chair, subject to the following amendments:

Item 2.1, Mr Hanton declared an interest in Item 7 as a Member of the Police Constabulary.

Item 6.7, third bullet, remove "Members would like".

Item 7.3, amend to read "The Committee agreed that this be referred to the Constitution Working Group so that the CCfA can be discussed and any necessary proposed amendments be made to the Constitution, before being agreed at a meeting of Full Council."

- 3.2 The minutes of the meetings held 27 November 2009 were confirmed as a correct record and signed by the Chair.

4. Items of urgent business which the Chair decides should be considered as a matter of urgency

- 4.1 The Chair advised Members that the draft Terms of Reference for the scrutiny of Norfolk County Council's role in commissioning and developing services for people with dementia would be taken as urgent business to enable this item to be included on the 19 January 2010 Cabinet Scrutiny Committee. The draft Terms of Reference had been circulated to members.

- 4.2 Members said that there were two issues to be considered;

- (i) The dilution of services available to older people without dementia consequent from improving services for those with dementia.
- (ii) Two TV programmes had stated the treatment dementia sufferers received in care homes was, in many cases, being provided by untrained staff and there was a complete lack of leadership.

It was agreed that these two points should be adequately expressed in the Terms of Reference.

RESOLVED:

Members agreed that the Chair and Scrutiny Leads should work with Officers to amend the Terms of Reference wording, to take into account both the above, and that a report would be received by the 19 January 2010 Cabinet Scrutiny Committee.

5. Call-in Items(s)

No items had been called-in from the 7 December Cabinet meeting.

6. Report on The Pitt Review (NCC Progress Update)

- 6.1 Members received the suggested approach by the Scrutiny Support Manager, together with a report by the Director of Environment, Transport and Development and the Head of Emergency Planning which looked at the current situation in Norfolk with regard to the recommendations put forward by Sir Michael Pitt in his review of the multi-agency response to the flooding nationally in June and July 2007.

- 6.2 Mr D Palmer, Emergency Planning Manager and Mr T Palmer, Business Development Manager, Planning and Transportation, attended the meeting to answer questions.
- 6.3 The Chair reminded Members that Full Council had given this Committee responsibility to investigate the progress of the County Council's implementation of the Pitt Review and that over the past four years there had been many instances of flooding in Norfolk. As a local member the Chair had experienced a lack of coordination and accountability during incidents of flooding in his Division.
- 6.4 During discussion of the Report, the following points were noted:
 - 6.4.1 The authority was progressing well with responsibilities of how the Bill should be implemented. There was good partnership working in place with the District Councils, Environment Agency, Anglian Water, Utilities and Internal Drainage Boards (IDBs).
 - 6.4.2 Regarding flood maps, it was intended to look at what was already available and bring everything together by the December 2010 deadline. A successful £125k bid for Defra funding for Norwich has helped with this. In January, a meeting would take place between the Planning & Transportation and Emergency Planning departments to discuss resource requirements; it was considered vital that a dedicated resource must be identified to take this work forward.
 - 6.4.3 Clarity was awaited with regard to the implementation of Emergency Planning with Planning Policy Statement 25. It seemed agencies were expecting Emergency Planning Officers to be able to state categorically, based on a developers evacuation plan, whether development was suitable within flood areas. As lead authority, Norfolk County Council may well have to undertake this work itself.
 - 6.4.4 A very formal, defined system of command and control exists for the response to and recovery from a major emergency such as tidal or coastal flooding.
 - 6.4.5 When flooding occurs or when there are drainage issues most people simply want to know who was responsible and it was suggested that partnerships allow people to 'pass the buck' when flooding occurs. Members heard that currently the ultimate responsibility lay with the Environment Agency but that under the new legislation everything below river level Norfolk County Council would be the lead authority. As such, Norfolk County Council would have to make sure that the system works and if the partnership does not resolve the problems, the responsibility would fall back to the lead authority.
 - 6.4.6 Legislation already exists to enforce landowners to accept responsibility for ditches and piping on their land. It was noted that no one represents landowners on the Norfolk Water Management Partnership and it was suggested that local authorities were reluctant to make sure that people fulfil their responsibilities. Members heard that there were regulations in place to ensure that ditches were cleared and the authorities had the power to enforce this.
 - 6.4.7 Concern was expressed that local drainage issues were not being properly covered. For example, there was an incidence of flooding which had occurred because a builder had raised the level of his land, and this had caused a property situated next door to flood. Members heard that within the Flood & Water

Management Bill it was proposed that no more than two dwellings could be built without the approval of the lead authority.

- 6.4.8 It was likely that the new Bill would be enacted within months. Norfolk County Council would have to put forward and consult on a local Flood Strategy for Norfolk.
- 6.4.9 It was suggested that IDBs already had the expertise and equipment and they should be given more power.
- 6.4.10 Whilst Members recognised that additional resources might be required, the majority view was that in the current economic climate the Council should not be looking to enhance staff but should be looking for compensating reductions elsewhere to undertake this work. The authority must wait until the Bill is in place to see what needed to be done and the authority should not undertake a detailed study before the proposals were received. However, Cabinet should be made aware that there might be resource implications once the Bill became law.
- 6.4.11 Mr Nobbs suggested a Working Group should be set up to look at how Norfolk responds to flood alerts. There was no seconder for this proposal.
- 6.4.12 Mr Dobson proposed that Cabinet should be invited to read the minutes of this debate, but that as far as this Committee was concerned he suggested that the Pitt Review should be brought back to the Committee as soon as the Bill was enacted and the associated guidance published. Mr Kiddle-Morris seconded this proposal.

RESOLVED:

- 6.5 The proposal at 6.4.12 was carried with 11 votes in favour, none against and 2 abstentions. It was also agreed that Cabinet should be invited to read the minutes of this debate.

7. Supporting People in Economic Difficulties

- 7.1 Members received the annexed report by the Scrutiny Support Manager
- 7.2 Mr D Collinson, Head of Trading Standards, Mr M Langlands, Media & Public Affairs Manager and Ms F McDiarmid, Head of Economic Development, attended the meeting to answer questions.
- 7.3 The Chair commented that at the start of the recession the Cabinet Scrutiny Committee wanted to see what steps Norfolk County Council were taking to support people facing economic difficulties and received regular reports. This report was a mixture of the big strategic picture and specific actions implemented as a response to the recession and it was the latter that was the origins for this piece of scrutiny.
- 7.4 During discussion of the Report, the following points were noted:
 - 7.4.1 It was suggested that the report contained only those things that Norfolk County Council should be doing regardless of the recession, and the question was asked, what the authority was doing over and above this - for example invoices should always be paid within thirty days. In response, the Head of Economic Development acknowledged that the report might not have captured all those activities Members were expecting to find. However, Norfolk County Council did guarantee to pay all invoices within thirty days and those companies

experiencing financial difficulties could request earlier settlement. £280k of capital work had been brought forward. In terms of addressing recessionary issues there were things the authority was doing that would have a positive impact on the recession. The Head of Economic Development agreed to provide a list to all Members of the Committee showing specific achievements, over and above what the authority would normally do, since the Committee last looked at this. Members heard that this information was also received by the Economic Development & Cultural Services Overview & Scrutiny Panel on a regular basis.

- 7.4.2 It was requested that future releases include wider information on credit unions throughout Norfolk and the Media & Public Affairs Manager agreed to include this information in future press releases.
- 7.4.3 With reference to accelerating the capital programme, it was noted that there had been slippage in the schools capital building programme and the question was asked how much emphasis had been put on this speed things up. In response, Members heard that officers were very aware of the impact of delays but the Head of Economic Development could not respond to this particular point as it was beyond her brief.
- 7.4.4 It was noted that there had been 6186 redundancies notified to JobCentrePlus in Norfolk since July 2008 and it was suggested that this figure would be much higher if the level of unemployment in the building trade, where many were self employed, was taken into account.
- 7.4.5 It was suggested that Norfolk County Council was a small player in the economic downturn, a national and global issue, and it should be acknowledged that the authority could not end the recession on its own; but what it was currently doing was playing an important part. Whilst accepting the aforementioned it was also commented that the authority needed to use its resources in the best way to mitigate the circumstances, particularly those of young people, to make sure work or training was made available for them. There might be a point in the future when the Public Services Leaders' Board is able to address this, for example through the County's public sector building programme.
- 7.4.6 Concern was expressed about the level of 18 – 24 year old unemployment, which appeared to be higher than that of other counties. It was suggested that young people in this age group often had no work experience and until demand for staff increased it was unclear how this could be rectified. Members heard there was nothing to indicate why Norfolk's figures were worse but some areas had been hit in different ways, depending on local industries. It was noted that in terms of age and duration of unemployment, Norfolk had considerably higher levels of long term JSA claimants (over 12 months) than both the regional and national averages.
- 7.4.7 It was commented that the authority was active in trying to reduce unemployment but nevertheless Members stressed there was no room for complacency.
- 7.4.8 Mr Scutter proposed that further investigation should take place to look behind the 18 – 24 year old unemployment figures and that this could be done as a brief report in the first instance. Mr Nobbs seconded this proposal.

RESOLVED:

- 7.5 With 3 votes in favour and 7 against, this proposal was lost.

8. Meeting with MEPs

8.1 Members received the suggested approach by the Scrutiny Support Manager.

8.2 It was agreed that any future meeting with MEPs should be publicized more widely.

RESOLVED:

8.3 Members agreed that there should be a further meeting with MEPs next year. They asked that officers work up a proposal for a 'Question Time' format with MEPs not knowing the questions in advance.

9. Forward Work Programme

9.1 Members received and agreed the annexed report.

[The meeting closed at 12 noon]

PAUL MORSE, CHAIR



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Proposal to Create a Norfolk Infrastructure Fund

Report by the Head of Democratic Services and Scrutiny

This report relates to the call-in of Item 14, 'Proposal to Create a Norfolk Infrastructure Fund' from the Cabinet's meeting of 4 January 2010

1. Cabinet, at its meeting on 4 January 2010, considered a proposal to create a Norfolk Infrastructure Fund.

A copy of the report that was considered by Cabinet is attached as Annex 1.

2. The minute extract from Cabinet's meeting is as follows:

13. Proposal to create a Norfolk Infrastructure Fund

"The Cabinet received a report (Item 14), which proposed to re-allocate the 25% of second homes funding, retained by the County Council, into a newly formed Norfolk Infrastructure Fund.

It was advised that the list of infrastructure investments required for growth to 2031 at Appendix 1 of the Cabinet report was not a comprehensive list.

The Leader was pleased that the proposal had been brought forward and said it was only right that the County Council should provide such support and leverage for other money.

Decision

RESOLVED -

The Cabinet agreed to:

- 1) Establish a Norfolk Infrastructure Fund, using 25% of second homes monies collected, which had been used for affordable housing projects with district councils.
- 2) Task officers to prepare a report for the Cabinet to consider detailing proposals for how the Fund will operate.
- 3) Incorporate this decision as part of the overall budget process at the end of January 2010 and seek agreement at Full Council in February.

Reasons for Decision

The infrastructure deficit would not be solved by setting up a Norfolk Infrastructure Fund. However, it would enable Norfolk to invest in prioritised infrastructure projects that would have a significant impact on the planned growth and economy. It may also provide opportunities to lever in match funding.

Alternative Options Considered

The Cabinet could have agreed that the County Council should review the use of the total second homes monies collected each year.

The Cabinet could have agreed that the County Council should review the arrangements for the 75% allocated to district and county Local Strategic Partnerships (LSPs), on completion of the current review of LSPs being undertaken by the Corporate Affairs Overview and Scrutiny Panel.”

3. Councillors James Joyce and Mervyn Scutter called in the matter. Their call-in letter is reproduced below:

“We wish to call-in the decision by Cabinet to reallocate the second homes money retained by Norfolk County Council into the newly created Norfolk Infrastructure Fund featured in the Cabinet papers of 4th January 2010,

Proposal to create a Norfolk Infrastructure Fund

(Item 14: page 137)

Cabinet Scrutiny Committee, 19th January 2010

After careful consideration, we wish to call-in the aforementioned decision of the Cabinet to re-allocate the 25% of second homes funding, retained by the County Council, currently to spend on affordable housing projects, into a newly formed ‘Norfolk Infrastructure Fund. This is a decision that will result in communities with a high abundance of second homes losing out on the revenue that these second homes within their communities create. We think it is essential to further scrutinise this decision given the potential repercussions for those Norfolk communities which rely upon second homes money to initiate affordable housing projects in their area. For example, 9.5% of all dwellings in North Norfolk, 6.2% in Great Yarmouth, and 4.1% in Kings Lynn and West Norfolk¹ are classified as second homes and the income raised by these homes is fundamental to assisting in providing affordable housing as compensation to offset rising house prices and lack of availability within those locales. It is our fear that the infrastructure fund will act to direct money away from rural communities with high numbers of second homes and channel it into (urban) growth areas with few if any second homes. This would represent a significantly detrimental policy for the rural residents of Norfolk.

We are also deeply concerned that the decision was progressed contrary to the spirit and expectation of openness and transparency amongst Norfolk Local Authorities, without any consultation with and hence input from, partner district councils who

¹ Knight Frank Residential Research March 2007. *English Second Home Hotspots*. (cited January 11th 2010). <http://www.docstoc.com/docs/18391151/Second-Homes>

would be directly affected by the proposals. It is also our contention that the decision to direct money away from the second homes Council Tax fund was taken without consideration of the principles supporting the current arrangements and of the consequence this will have upon Norfolk's rural communities.

A further reason for initiating the Call-in is based on the perception that the Cabinet report lacks the requisite information from which the Cabinet can make a fully informed decision. The report put to Cabinet on January 4th focuses solely on arguing for greater investment in infrastructure and identifies the second homes council tax income as a source of funding for this initiative. However, whilst it explains the practical arrangements, it fails to accurately report to the Cabinet on the arrangements which lay behind the introduction of the current agreement in 2004 and the subsequent modifications:

- It makes no reference to the principles which underpinned the government's decision to grant tax collection authorities a permissive power to reduce the discount on the council tax levied on second homes from the mandatory 50% to a discretionary minimum discount of 10%. The intention being that the additional monies would be reinvested in the areas where they were raised to improve the quality of life for disadvantaged rural communities and to build additional affordable housing in recognition of the impact of second home ownership in forcing up property prices and widening the affordability gap. In summation, the money is intended to help mitigate the impact of second home ownership on local communities by supporting services and contributing to new affordable homes.
- Additionally the report fails to outline the manner in which the money is currently being used. For example, since the agreement was implemented in 2005/06, North Norfolk, being an area with a high proportion of second homes, has benefited through the partnership with NCC from an additional £1.436m which has provided around 25 new affordable homes. Whilst local authorities and the Homes and Communities Agency remain the prime funders of affordable housing, the removal of this contribution will leave a measureable gap in future housing strategies. For example, in North Norfolk, it will mean a shortfall of around £350k pa, equivalent to 6/7 homes not being built – the difference between a village exceptions housing scheme being provided or not.

Procedurally, the report was also compiled and progressed internally without any consultation with District Councils. Given the manner in which the proposed policy shift directly affects these Local Authorities we feel it is necessary that they should have been consulted and involved prior to the publication of the proposals. The current arrangements were negotiated in partnership between county and district representatives and were introduced through the Norfolk Local Government Association (LGA). It is our contention then, that any proposals to withdraw the arrangements should have followed the same route and should have been discussed first by the Norfolk Public Services Leaders Board (PSLB) which has replaced the Norfolk LGA.

Furthermore, there has existed over the last year a strategic planning/infrastructure group which comprises representatives from the County Council and the District Councils. We are disappointed that the administration declined the opportunity to put this proposal to this group despite it being directly linked to the group's core objectives.

We are also concerned that only some District Council Leaders were contacted before Christmas by the Leader of the County Council and advised of the proposal and the subsequent report that would be put through the decision making process at county level in January. A major issue of concern with this decision has been the relatively quick delivery of this policy and the lack of opportunity for response and input afforded to the District Councils. We feel this does not accurately represent the ethos of 'partnership working' all Local Authorities are attempting to foster within the county.

Given the partnership nature of this agreement, and the fact that the County Council was clearly aware of the implications for districts, the processing of the issue internally was contrary to the expected standards of openness and transparency and was not conducted within this aforementioned spirit of 'partnership working'. As a result, the views of those districts affected by the proposal as a consequence of withdrawal of funding have not been heard and consequently have not been factored into the report.

Finally, Members were not advised of the other consequences related to how the funding is actually managed. For example, North Norfolk District Council, with the approval of the County Council, has each year substituted the tax income received as revenue with its own capital funds to benefit budget management. The outcome is exactly the same. The withdrawal of future year's funding may also create revenue budget shortfalls for District Councils for 2010/11 as their draft budget preparations will have assumed continuation of the arrangement in the absence of any prior notification to the contrary. It appears that the cancellation of this ongoing agreement without consultation does not represent the values of professional partnership working typically exhibited by Norfolk County Council.

In summation, we the undersigned believe the decision to create a Norfolk Infrastructure Fund and to reallocate second home tax to this project requires further scrutiny on the basis that:

- i) There was a lack of consultation between the County Council and the affected District Authorities.
- ii) Norfolk's rural residents will be negatively affected as they will lose essential funding for affordable housing and other projects to compensate the impact of second home purchases within their community.
- iii) The report put to Council was deficient of the necessary information from which Cabinet could make a fully informed decision.
- iv) The decision making process did not incorporate or request the views of specific strategic stakeholders.

We request the attendance of:

Bill Borrett – Cabinet Member for Corporate Affairs and Efficiencies
Paul Adams – Director of Corporate Resources and Cultural Services



Councillor James Joyce
Member of Cabinet Scrutiny Panel



Councillor Mervyn Scutter
Member of Cabinet Scrutiny Panel"

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Proposal to create a Norfolk Infrastructure Fund

Report by the Director of Corporate Resources and Cultural Services

Summary

Norfolk has to deliver significant levels of growth up to 2021/31 in both urban and rural areas. There are three 'Growth Point' designated towns (Kings Lynn, Norwich and Thetford) and an Urban Regeneration Company for Great Yarmouth. A number of market towns will also grow significantly. Public and private sector funding for infrastructure to support growth will be severely limited for the foreseeable future and there is a real challenge to identify innovative ways to fund infrastructure projects.

In order for Norfolk County Council to improve support to these areas, it is proposed to re-allocate the 25% of second homes funding, retained by the County Council, currently to spend on affordable housing projects, into a newly formed 'Norfolk Infrastructure Fund'.

1. Background

- 1.1 The infrastructure is an essential element for the planned growth of Norfolk and its economy. However the cost for infrastructure programmes falls to public and private funders and given the current economic downturn, this option is significantly reduced and will have major implications for the planned growth.
- 1.2 In 2004, the law in relation to council tax on second homes changed. Previously second home owners had a discount of 50% on council tax, but this reduced to 10%. This extra income to the county has been treated the same way as any other council tax income; 80% to the County, 10% to Norfolk Constabulary, 10% to the District. In 2009/10 the second homes monies are £3,316,114.

2. The infrastructure issues for Norfolk

Cabinet discussed the issue of the new growth proposed for Norfolk, as part of the East of England Plan Review to 2031, (EERA Consultation on scenarios for housing and economic growth) at their meeting on 9th November 2009. The issue of infrastructure was highlighted as the key issue facing the delivery of the planned growth, given the current implications of the recession not only on the building rates, but also the availability of funding to tackle infrastructure projects.

(Appendix 1 is taken from the Cabinet Report and lists the current known critical infrastructure requirements in the county). The infrastructure issues have arisen as a result of a number of factors, including:

a) The scale of growth which Government has asked the region to consider requires house building levels in Norfolk not experienced since the 1960s and 70s when the Town Expansion Schemes were developed (Thetford and King's Lynn) and there was large scale council house building, particularly in Norwich.

b) The infrastructure deficit has built up over time, especially for transport schemes e.g. A11 dualling.

c) Privatisation and regulation of the utility companies - private companies are unable to invest in long term infrastructure capacity as the Local Development Frameworks are seen as 'speculative' - this has led to a more reactive programme of development, potentially hindering growth due to the long lead time needed for infrastructure development.

d) Short term horizons and reductions in Government funding - for example there is still no certainty regarding funding for the NDR even though it is pivotal for the long term development of Norwich.

e) More stringent standards and regulations - e.g. higher legal standards relating to water abstraction, water quality and waste water discharge will require very significant improvements or replacement of infrastructure.

f) The age of existing infrastructure - e.g. the national and local electricity grid is of an age where it now needs a substantial investment to match current and future demand. There are also major existing gaps in the power supply network in the county.

g) The new planning process requires a test of 'soundness' to be established before the plan is submitted for approval, leading to the need for evidence that the plan's growth can be delivered in a sustainable way. New studies for this evidence base are highlighting where gaps in existing and future infrastructure exist which will require investment e.g. for water supply, sewerage networks and treatment, power, flood defence and green infrastructure.

h) The government's planned methodology for funding infrastructure, via development profits (using the proposed Community Infrastructure Levy), has been undermined by the financial collapse of the development industry in the recent recession.

3. Infrastructure costs identified for Norfolk

Within the overall growth levels required in the county, Thetford, King's Lynn and the Greater Norwich will accommodate most of Norfolk's planned growth in housing and jobs in the next 20-30 years. There is government funding to support infrastructure costs in these growth point areas, but the funding levels are reducing. (see Appendix 2).

There are no similar routes open to other areas. In the rural areas, several market towns, such as Attleborough and Fakenham, will need to grow

significantly. Integrated Development Programmes (a format designed by EEDA) have been prepared for growth point areas. These contain a prioritised programme of proposed interventions that are designed to support the delivery of jobs and housing with a particular focus on infrastructure but also other specific interventions.

A list of critical infrastructure requirements to support growth across the county has been drawn up as part of the response to EERA's growth scenario consultation (Appendix 1), which indicates the scale of the interventions required.

4. Addressing the infrastructure deficit in Norfolk

The economic downturn is leading to reduced availability of public and private infrastructure funding, which will have major repercussions for delivery of new housing and economic growth. There is a real challenge to key funding agencies to identify innovative ways to fund infrastructure projects.

It is proposed to use the affordable housing element of the 2nd homes monies (£829,000) to establish a 'Norfolk Infrastructure Fund'.

In the current three year spending period, Norfolk is expecting to receive an average of approximately £36 million per annum from Government, for affordable housing. The second homes allocation for affordable housing of £829,000 needs to be put into this context.

4.1 Current arrangements for second homes monies

In 2004, Norfolk County Council, through the Norfolk LGA agreed to use the additional funding raised from the changes in the council tax on second homes as follows;

- a) 50% (around £1.2 million, at that time) to Local Strategic Partnerships (pro rata to district collection), to be spent on Local Strategic Partnership (LSP) priorities, including affordable housing where appropriate
- b) 50% (around £1.2 million, at that time) to Norfolk Strategic Partnership Fund, available for all Local Strategic Partnerships (district and county) to bid against.

In 2004, after one round of applications to the Norfolk Strategic Partnership Fund, a review of the arrangement was undertaken and discussed with the Norfolk LGA in December 2004. The following proposal was agreed by the County Council and has been in place since April 2005;

- a) 50% to Local Strategic Partnerships (pro rata to district collection), to be spent on LSP priorities, including affordable housing where appropriate.
- b) 50% retained at County level;
 - i) Half ring fenced for the County Council to spend on affordable housing projects (pro rata to district collection), in consultation with the relevant District Council
 - ii) Half committed to strategic initiatives identified by the County Strategic Partnership, with no bidding process.

The funding is collected by districts each month during the year. The estimate collection for 2009/10 is £3,316,114.

Since these arrangements were set up and reviewed in 2004, the financial situation has changed radically, which prompts a review as to whether this funding is used in the best interests for Norfolk people.

4.2 Norfolk Infrastructure Fund

The purpose of this Fund would primarily be to support the infrastructure projects across the county. It will be managed by Norfolk County Council and allocated based on its Growth Point and other infrastructure priorities. It is proposed that this new Fund will start from April 2010. If the establishment of a Norfolk Infrastructure Fund is agreed by Cabinet, a report will come back to Cabinet, which will set out proposals for the how decisions on spending will be made and the criteria to be applied to proposals.

Any unspent funding remaining in the Affordable Housing allocation of second homes monies will be carried forward into the new Infrastructure Fund. This currently stands at £1,134,262.25. However North Norfolk has been in discussion with Norfolk County Council on an affordable housing project and will be looking to withdraw their allocation (£343,135.50) before March 2010.

5. **Resource Implications**

5.1 **Finance:** None

5.2 **Staff:** Currently Finance Officers provide support to administer the funding for this aspect of affordable housing. This staff resource will continue.

5.3 **Property:** None

5.4 **IT:** None

6. **Other Implications (where appropriate)**

6.1 **Legal Implications:** None

6.2 **Human Rights:**
None

6.3 **Equality Impact Assessment (EqIA)**

At this stage, an Equality Impact Assessment (EqIA) is not relevant. However it may be when individual projects are identified in which case and EqIA will be undertaken, assessed on evidence of need.

6.4 **Communications:**
None

7. Section 17 – Crime and Disorder Act

There are no direct implications in relation to crime and disorder at this stage.

8. Risk Implications/Assessment

- 8.1 The risks are associated with not identifying some resource to support the infrastructure projects identified as critical to the planned growth and economy for the county. Growth without infrastructure to support it, will lead to unsustainable communities.

9. Review Panel Comments

This report has not been to a Review Panel

10. Alternative Options

- 10.1 The County Council may wish to review the use of the total second homes monies collected each year.
- 10.2 In 2005, the Norfolk County Strategic Partnership (NCSP) Board agreed that its share of 2nd homes monies would be used to support the delivery of the Local Area Agreement. In 2008, the NCSP Board agreed to put £200,000 of its allocation into a Participatory Budget (PB) pilot, 'Your Norfolk Your Decision'. Participatory budgeting is about local people deciding how to spend public sector funding.

A green flag has been given within Norfolk's Area Assessment for the innovative way that the NCSP has involved local residents in making decisions about how to spend £200,000 of money raised from the tax on second homes. The projects that were given money are already helping to improve lives and create local jobs.
- 10.3 The allocation to district Local Strategic Partnerships (LSP) is based pro rata on the number of second homes in the area. This means that the amount of funding available to each district LSP varies between £686,000 and £55,000.
- 10.4 The County Council may wish to review the arrangements for the 75% allocated to district and county LSPs, on completion of the current review of LSPs being undertaken by Corporate Affairs Overview and Scrutiny Panel.

11. Conclusion

- 11.1 The infrastructure deficit will not be solved by setting up a Norfolk Infrastructure Fund. However it will enable Norfolk to invest in prioritised infrastructure

projects that would have a significant impact on the planned growth and economy. It may also provide opportunities to lever in match funding.

12. Recommendation

- 12.1 Cabinet is asked to consider the proposal and agree to establish a Norfolk Infrastructure Fund, using 25% of second homes monies collected, which has been used for affordable housing projects with district councils.
- 12.2 Task officers to come back to Cabinet with a paper detailing proposals for how the Fund will operate.
- 12.3 Cabinet is asked to incorporate this decision as part of the overall budget process at the end of January and seek agreement at Full Council in February.

Background Papers

None

Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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Infrastructure Investments Required for Growth to 2031

Roads

District	Description of works	Impact on dwelling delivery
GNDP	Northern Distributor Road	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Postwick Interchange	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A47 Blofield to North Burlingham	*1 (see footnote)
	A140 Long Stratton Bypass	*1 (see footnote)
	Junctions on A47 Southern bypass	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Cross Valley Link between UEA and Research Park	*1 (see footnote)
Kings Lynn	A47 Junction improvements	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A10 West Winch Bypass	*1 (see footnote)
	A47 East Winch/Middleton Bypass	*1 (see footnote)
	A149 Queen Elizabeth Way	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Great Yarmouth	Gapton Hall Roundabout and Vauxhall Roundabout improvements	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	3 rd River Crossing	*1 (see footnote)
	A47 improvements	*1 (see footnote)
Breckland	A47 Easton to North Tuddenham dualling	*1 (see footnote)
	Attleborough - bridge over railway and distributor road	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	A11 dualling - Fiveways roundabout to Thetford	*1 (see footnote)
	A11 junction improvements at Croxton Road, Thetford	Failure to provide this infrastructure will curtail the provision of planned dwellings.

¹ Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable.

North Norfolk	No major strategic road improvements are required to deliver dwelling growth.	*1 (see footnote)
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Transport

District	Description of works	Impact on dwelling delivery
GNDP	Improve Norwich London Rail Route	*1 (see footnote)
	Improve Norwich Cambridge Rail Route	*1 (see footnote)
	New Rail Halts at Postwick Park and Ride and Broadland Business Park	*1 (see footnote)
	Expand Postwick Park and Ride	*1 (see footnote)
	Bus Rapid Transit	*1 (see footnote)
Kings Lynn	Kings Lynn to Ely rail line dualling	*1 (see footnote)
	Measures to improve public transport arising from KLATS (Park & Ride, etc)	*1 (see footnote)
	New King's Lynn Bus Station	*1 (see footnote)
Great Yarmouth	Improve Norwich to Great Yarmouth Rail services	*1 (see footnote)
Breckland	Thetford - New Bus Station	*1 (see footnote)
North Norfolk	Improve frequency of Norwich to North Walsham rail service.	*1 (see footnote)

¹ Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable.

Water Cycle

District	Description of works	Impact on dwelling delivery
GNDP	Norwich area – improvements required for waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Rural area – improvements required for waste water treatment at Reepham, Aylesham, Wroxham, Acle, Loddon.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Provision for water abstraction.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Norwich area - new strategic sewers required north, south and central Norwich	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Kings Lynn	King's Lynn - New pumped sewage main across River to serve development in the north of King's Lynn.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Downham Market - Significant upgrading of sewers.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Hunstanton - New terminal sewage pumping station	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Wisbech - Significant upgrading to the sewerage network	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Great Yarmouth	Provision for water abstraction and Discharge	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland	Attleborough improvements required to waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Attleborough – Trunk sewer to serve southern extension	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Thetford – Improvements required to waste water treatment	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Water quality and	Failure to provide this infrastructure will

	capacity improvements at Dereham, Watton and Swaffham Sewage Treatment Works	curtail the provision of planned dwellings
	Provision for water abstraction across the district.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
North Norfolk	Foul sewerage network.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Waste Water Treatment Stalham, Horning, Fakenham, Holt, Beleaugh, North Walsham, Roughton, Great Walsingham and Wells	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Energy

District	Description of works	Impact on dwelling delivery
GNDP	NE Norwich Sector – Electricity supply	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	West Norwich Primary sub station (new one required)	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Form Norwich Esco to support north eastern eco extension	*1 (see footnote)
	Biomass Power station western quadrant	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland	Thetford primary sub station	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Reinforcement of Attleborough electricity network	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Snetterton energy solution?	*1 (see footnote)

¹ Individually this scheme is not critical to dwelling delivery but is one of several schemes that collectively have an impact. Failure to invest in too many of these schemes could have a cumulative impact that could both discourage development or make further development unacceptable.

North Norfolk	Works will be required to the Cromer Primary Substation	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Scarborough Hill switching station, Cawston substation and Thorpe in Norwich. - major reinforcement works	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Works at the North Walsham primary substation.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
	Works to the Primary Substation at Egmere.	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Flood Defences

District	Description of works	Impact on dwelling delivery
Great Yarmouth	Repair and increase height of flood defences at Great Yarmouth and Gorleston	Failure to provide this infrastructure will curtail the provision of planned dwellings.

Green Infrastructure

District	Description of works	Impact on dwelling delivery
GNDP Develop	Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat and maintain the setting of historic landscapes and the setting of historic buildings.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
Breckland Thetford	- Develop Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat	Failure to provide this infrastructure will curtail the provision of planned dwellings.

North Norfolk	Develop Green Infrastructure to provide spaces that will relieve recreational pressures on areas of protected habitat.	Failure to provide this infrastructure will curtail the provision of planned dwellings.
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Appendix 2

New Growth Point; allocation of funding to Norfolk areas

Area	Funding requested 2008-11	Allocation 2008/9	Allocation due 2009/10	Allocation due 2010/11
Kings Lynn	Capital £23.5m Revenue £0.7m Total; £24.2m	Revenue £100k	Capital – £989,383 Revenue - £80,936 Total - £1,070,320	<u>Requested:</u> Capital - £1,570,215 Revenue – £107,915 Total - £1,678,130 <u>Allocated:</u> *Capital - £888,617 Revenue - £107,915 Total – £996,532
Norwich	Capital £14.2m Revenue £1.2m Total; £15.4m	Capital - £3,858,869 Revenue - £411,475 Total - £4,270,344	Capital - £4,722,371 Revenue - £428,376 Total - £5,150,747	<u>Requested:</u> Capital - £5,639,286 Revenue - £427,825 Total - £6,067,111 <u>Allocated:</u> *Capital - £3,191,580 Revenue - £427,825 Total - £3,619,405
Thetford	Capital £22.9m Revenue £1.7m Total; 24.7m	<u>Requested:</u> Capital - £2,015,000 Revenue - £211,000 Total - £2,226,000 <u>Offered and allocated:</u> Capital - £1,946,579 Revenue - £203,980 Total - £2,150,559	<u>Requested:</u> Capital - £8,379,500 Revenue - £1,013,000 Total – £9,392,500 <u>Offered and allocated:</u> Capital - £2,619,480 Revenue - £235,696 Total - £2,855,176	<u>Requested:</u> Capital - £12,600,000 Revenue - £558,000 Total - £13,158,000 <u>Offered:</u> Capital - £3,111,137 Revenue - £235,191 Total - £3,346,328 <u>Allocated:</u> *Capital - £1,760,762 Revenue - £235,191 Total - £1,995,953

Abolition of the Learning and Skills Council

Suggested approach by the Scrutiny Support Manager

1. Background

- 1.1 This issue was originally raised at the Cabinet Scrutiny Committee awayday on 28th July 2009. Concerns were raised regarding the apparent lack of awareness amongst members of the implications for the County Council and Norfolk following the abolition of the Learning and Skills Council (LSC).
- 1.2 The main objectives for this scrutiny were agreed as being:
- To examine how well prepared the County Council is to take on the responsibility of the LSC
 - To examine what the County Council is doing to influence other bodies that will be fulfilling the role of the LSC

2. Issues for consideration

- 2.1 The attached report by the Director of Children's Services and the Head of Adult Education outlines the current situation with regard to the transfer of the functions of the LSC to the County Council. In considering the report the Committee might wish to consider the following issues as a basis for scrutiny:
- 2.2 General:
- How the County Council currently works with providers of 16-19 education
 - The context for the changes
 - The role of the LSC and how the roles will now be allocated
 - The role of the Young People's Learning Agency
 - How the changes will be funded

Transfer of Staff:

- How many staff will be transferred to work for the County Council from the LSC
- Staff have been working in shadow mode with colleagues in Children's Services since October 2009 – how has this arrangement been working
- How well prepared is Children's Services for the intake of new staff

16-19

- How Children's Services will need to engage with employers in the post 16 sector. What restructuring will need to take place in Children's Services to accommodate the changes and new staff
- What measures the County Council has taken to assume responsibility for 16-19 apprenticeships
- Responsibility for the education and training in public sector young offender institutions will pass to Local Authorities in September 2010, what measures has the County Council taken regarding this

Adult Education Training:

- The role of the Skills Funding Agency and how it will operate in the County
- Will funding for Adult Education in the County be affected by the changes

Funding:

- LSC is currently responsible for some European Social Fund Norfolk: who/how will this be picked up after April 2010
- What will happen to the funding for projects within the County that the LSC currently funds and who will assume responsibility for these projects

2.3 The following people have been invited to attend the meeting:

Gordon Boyd, 14-19 Director, Children's Services
Beverley Evans, Head of Adult Education
Shelagh Hutson, Cabinet Member for Children's Services

3. Suggested Approach

It is suggested that the Committee:

- Considers the attached report from the Director of Children's Services and Head of Adult Education
- Considers the issues raised in section 2 above
- Agrees if it has completed scrutiny of this issue and if not how it now wishes to take the issues forward.

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Abolition of the Learning and Skills Council and Transfer of Responsibility for Planning and Commissioning 16-19 Education and Skills to Norfolk County Council

Cabinet Scrutiny Committee, 19 January 2010

This paper outlines the implications of the abolition of the Learning and Skills Council. It summarises the responsibilities that will transfer from the Learning and Skills Council (LSC) to the Local Authority on 1 April 2010 and gives an update on work underway in Norfolk to prepare for this.

This paper deals mainly with the Local Authority's new responsibility for planning and commissioning 16-19 education and training. We also comment on the Post 19 landscape as it affects Norfolk's providers and learners, including the impact on Norfolk Adult Education Service.

There remain some uncertainties, not least the future of Post 16 capital development.

Local Authority officers are fully engaged in discussions with regional LSC colleagues who will become officers in the new Young People's Learning Agency (YPLA) and Skills Funding Agency (SFA) in order to understand full details of the new regime as they are announced and clarified by Ministers.

1) Introduction

- a) The role of the LSC has been to improve the further education and training sector (ie Post 16) to raise standards and to make learning provision more responsive to the needs of individuals and employers. The work of the LSC has focussed on: young people aged 14-19; Post 19 adult learners; employers. Funding for most Post 16 education and skills (except for Higher Education) has been provided by the LSC.
- b) The LSC is a non-departmental public body that took over responsibility from the Further Education Funding Council and the Training and Enterprise Council in 2001. A national organisation, the LSC has always had a local presence and in Norfolk John Brierley and his successor Graham Brough have been the local Area Directors. Non-executive boards have been involved in the work of the LSC and, until 2007, there was a Norfolk LSC Board that included representatives from schools, colleges, businesses, Connexions, the Local Authority, Higher Education, Job Centre Plus, Trade Unions and EEDA. Local Members were involved in membership.
- c) With the passing of the Apprenticeships, Schools, Colleges and Learners (ASCL) Act 2009, responsibilities transfer from the LSC to Local Authorities and to two new agencies, the Young People's Learning Agency (YPLA) and the Skills Funding Agency (SFA).

- d) Local Authorities and the YPLA assume responsibility for strategic planning and commissioning of 16-19 education and training. In Norfolk in 2007/8, this represented planning for education and training of around 20,000 16-18 year olds, of whom approximately 30% were in School Sixth forms, 65% in FE or Sixth Form colleges and 5% in work based training such as apprenticeships and entry to employment courses. Funding for this provision amounted to approximately £66.5M.
- e) Responsibility for Post 19 skills passes to the SFA. The National Apprenticeship Service, part of the SFA, will oversee procurement of apprenticeships for both 16-19 and Post 19.
- f) The new landscape gives Norfolk County Council the potential to play a central and co-ordinating role in developing appropriate education and skills for both its people and its economy. Two Norfolk partnership groups – the 14-19 Strategy Group and the Employment and Skills Board – have the ability to work in a coordinated manner to realise this potential.

2) Policy Context

a) Local services commissioned at local level

- i) Transfer of responsibility for commissioning 16-19 education and training to the Local Authority is part of the Government's approach to ensuring that high quality local services are commissioned at local level.
- ii) Responsibility for commissioning education and training for learners with learning difficulties or disabilities (LLDD) up to the age of 25 will rest with the Local Authority. This is part of the Government's drive to ensure that the most needy are provided for in a closely coordinated manner.
- iii) Assuming responsibility for commissioning 16-19 education and training complements Local Authorities' responsibilities for 0-16 and enables Local Authorities to plan for the complete age range of children and young people aged 0-19. This seamless responsibility will give Local Authorities more opportunity to ensure that the outcomes of the Every Child Matters agenda are realised.
- iv) Improving arrangements for 16-19 education and training and for Adult skills development is part of the Government's ambition to improve the skills of all of its people. A more highly skilled workforce will result in a more competitive economy. More highly skilled individuals are less likely to suffer from social and economic disadvantage and, in turn, they are likely to provide better life chances for their children and families.

b) 16-19 Education and Training within 14-19 Reform

- i) Key elements in 14-19 Reform are :

- Raising the participation age so that each young person participates in some form of education or training up to 17 (2013) and up to 18 (2015)
 - Providing the entitlement for each young person to a high quality learning route – whether an apprenticeship (or equivalent), a Diploma, Foundation Learning or General qualifications (GCSE/A Levels)
 - To provide the right support for each young person so that they can make the most of their opportunities and choices
 - To give young people the knowledge and skills that employers and the economy need to prosper in the 21st Century
 - To close the achievement gap so that all have an equal opportunity to succeed.
- ii) Developing the 14-19 strategy for Norfolk's young people is led by a well-established 14-19 Strategy Group. The group is chaired by the Director of Children's Services and includes representatives of Further Education and Sixth Form Colleges, schools (11-16, 11-18 and Special), learners, Higher Education, the local business community, the Learning and Skills Council, Connexions, Norfolk Economic Development and Norfolk Children's Services. The Cabinet Member for Children's Services is a member of the group.
- iii) Norfolk's 14-19 Strategy Group is a sub-set of the County Children and Young People's Trust and links through the Trust to the County Strategic Partnership. The Chair and several members of Norfolk's Employment and Skills Board also sit on the 14-19 Strategy Group.
- iv) The 14-19 Development Team works with all of Norfolk's 14-19 providers – special schools and high schools, pupil referral units, Norfolk's six Colleges and Norfolk Adult Education Service, private training providers and the voluntary and community sector. Most providers are part of a local 14-19 operational partnership (LOP) each of which is coordinated by a 14-19 Partnership Director. The latter are members of the 14-19 Development Team. The 14-19 Development Team already works closely with local LSC colleagues and with the Integrated Youth Service.

c) Building on strengths

- i) The new responsibilities offer the opportunity to maintain a distinctive Norfolk approach that provides broader opportunities for 14-19 year olds. We are fully engaged with sub-regional colleagues in developing arrangements so that young people who need to travel to learn in other Local Authority areas (including some of the most needy young people with learning difficulties or disabilities) can readily do so.
- ii) This builds on:
- Success in the Joint Area Review findings last year and in developing new courses

- Ambition of the 14-19 Strategy Group that echoes 'Norfolk Ambition' including fulfilling challenging targets for NEET and Diploma recruitment
 - Positive and dynamic relations between the LA and post 16 providers such as Colleges and private training providers through local operational partnerships and the 14-19 Strategy Group.
- iii) Progress against particular National Indicators (NIs) could be accelerated by the coordinated approach that is envisaged. For example, aspirational targets such as for Participation at age 17 (NI 91) (90% by 2012/13 compared to 72.5% in 2007/8) and attainment of Level 2 and 3 by age 19 (NI 79 and NI 80) (86% and 55% by 2012/13 respectively compared to 71.8% and 43.5% in 2007/8) could be achieved.

3) New Local Authority Responsibilities for Planning and Commissioning 16-19 Education and Training

a) Funding and commissioning

- i) The new responsibilities are for the planning and commissioning of 16-19 education and training. Whether this is provided in Local Authority institutions (such as school Sixth Forms or in Norfolk's Adult Education Service) or in independent FE and Sixth Form colleges or training providers is immaterial. The role of the Local Authority is to commission the best and most appropriate services for Norfolk learners. The Local Authority – in its role as commissioner – must remain 'provider-neutral'. It must not favour Local Authority providers over independent providers.
- ii) The new responsibilities do not place responsibility on the Local Authority for providing all 16-19 education and training. For example, there is no sense that Colleges return to local authority control as pre-incorporation.
- iii) The methodology for planning and commissioning 16-19 education and training will be heavily informed by national arrangements articulated in a National Commissioning Framework. Funding will be provided to Local Authorities by the YPLA in line with agreed priorities. Whilst these will have a vital local flavour, they will also reflect the sub-regional, regional and national priorities. Priorities will reflect both educational and economic requirements.
- iv) An annual commissioning cycle will include : data analysis, needs analysis, planning (Norfolk's 14-19 Plan and a local area statement of needs both of which will cohere with regional priorities), national priorities and funding availability, procurement, contracting and funding allocations.
- v) Members may wish to receive an annual outline of the process to be followed over the ensuing 18 month planning period. For example, planning for September 2011 will commence in May 2010, at which point such a briefing may be opportune. At two key points

in the year Members will need to be involved in the commissioning cycle. In November, this will be to receive a report on local priorities and to give approval to officers to take forward contracting decisions. In February, this will be to receive a report on the outcome of the allocations process.

- vi) Most education and training for 16-19 year olds – in School Sixth Forms, in the two Sixth Form Colleges, in the four FE Colleges, in Norfolk Adult Education Service and in private training providers - will be commissioned by the Local Authority. Apprenticeships for 16-19 year olds will be procured by the National Apprenticeship Service on behalf of the Local Authority. Local Authority commissioning of 16-19 education and training will need to cohere with other commissioning activity of the Children and Young People's Trust managed by its 11-19 Commissioning Group.
- vii) Two specific responsibilities for pre-16 commissioning – for the Education Business Partnership (EBP) Service and for Young Apprenticeships – already sit with the Local Authority and will be managed in the same way as for 16-19 education and training. EBP services for August 2010 are currently being tendered through an open competitive process. The successful bidder will build dynamic, innovative links between schools, colleges and a range of employers. Young Apprenticeships are applied learning programmes for academically able 14-16 year olds in skill area such as Engineering and Performing Arts. They lead on to A levels, Advanced Diploma or a 16-18 Apprenticeship.

b) Links with employers

- i) These are being established in various ways, notably through links between the 14-19 Strategy Group and the Employment and Skills Board and its various sector skills groups.
- ii) The specification for the new Education Business Partnership service includes the role of broker between employers and schools and this will build on the extensive network of business links already in place with the FE Colleges.

c) Performance Management

- i) Whilst commissioning of 16-19 education and training (except for Apprenticeships) will rest with the Local Authority, performance management will be restricted to School Sixth Forms and the two Sixth Form Colleges. Other providers (FE Colleges, private training providers and, probably, the Adult Education Service) will be formally performance managed by the Skills Funding Agency, given the preponderance of Post 19 activity that takes place in such organisations. Academies will be performance managed directly by the YPLA.
- ii) The Local Authority will receive data and performance management information from the YPLA and the SFA to ensure that its

commissioning decisions across the whole 16-19 sector are fully informed.

- iii) Importantly, there will be no change of status for providers. The FE and Sixth Form Colleges remain incorporated bodies established as private sector organisations with the powers to invest and borrow. There is no sense that these Colleges return to local authority control as pre-incorporation. Academies remain independent 11-18 schools within the public sector.

d) Apprenticeships for Young People

- i) In promoting 16-19 Apprenticeships, the 14-19 Development Team and Norfolk Connexions are working closely with the Apprenticeships team in Corporate HR and with the Skills Pledge Team. Jointly, we are hosting awareness raising events, particularly for public sector employers. The National Apprenticeship Service is contributing to these.
- ii) As with all other forms of 16-19 education and training, the Local Authority will plan and commission 16-19 Apprenticeships. This will be by placing an order with the National Apprenticeship Service which, in turn, will undertake the procurement of these.
- iii) Norfolk Adult Education Service is geared up to support any County Council Department seeking to appoint an Apprentice – whether 16-19 or Post 19 – in providing or brokering the necessary framework of training.

e) Education and training for children and young people in youth custody

- i) Under the ASCL Act 2009, local authorities become responsible for securing the provision of education and training for children and young people in youth custody. As a result local authorities with youth custodial establishments in their area ('Host' local authorities) will need to incorporate their plans for learning in youth custody in their Commissioning Plans.
- ii) Suffolk County Council – the host LA for HMP and YOI Warren Hill - is the Local Authority in the Eastern Region that will need to make relevant plans.

4) Planning the Transfer of Responsibilities

a) Summary of Planning Activity

- i) Activity is well advanced at Regional, sub-regional and local level to provide for a smooth transition of responsibility. It is essential that transition enables 'business as usual' for providers but also that it brings greater coherence to local implementation of 14-19 reform. Indeed, responsibility for funding 16-19 education and training is a critical ingredient in implementing the 14-19 Reforms.

Transfer of Responsibility for Planning and Commissioning 16-19 Education and Skills

- ii) Formally, transfer takes place in April 2010 but transitional arrangements are well embedded, particularly in planning for the 2010/11 academic year whereby LA staff work alongside LSC colleagues.
- iii) The 14-19 Development Team, a small team led by the 14-19 Director, currently leads and coordinates the implementation of the 14-19 strategy. It is planned that all but one of the incoming LSC staff will join the 14-19 Development team although with strong links to others teams within and beyond Children's Services. One role, a senior role with responsibility across the sub-regional group, is likely to report directly to the Deputy Director of Children's Services.
- iv) The process of transfer of responsibility for 16-19 funding and commissioning was described in the joint DCSF/DIUS publication *Raising Expectations : Enabling the System to Deliver* (published in April 2008). It will enable Councils to
 - bring together provision of all sorts for children and young people right up to the age of 19
 - make sure that education and training for 16-19 year olds meets the needs of all – including the most vulnerable who are at risk of becoming NEET (Not in Education Employment or Training).
 - provide a smoother transition at 16 and at 19 for students with special educational needs
 - plan education and training that balances learners' choices, employers' needs, and response to economic trends
- v) REACT (Raising Expectations Action Programme) has been established by the Local Government Association (LGA) and the Association of Directors of Children's Services (ADCS). This project seeks to coordinate advice nationally, including for Councillors. A link to the REACT website is included at the end of this paper.
- vi) Over the past months, various groups have met regionally to prepare for the transfer of responsibility and this has enabled Norfolk County Council officers to shape and influence the unfolding landscape. Significant groups include :
 - The Regional Planning Group (RPG) of Directors of Children's Services that has formal links with the Government Office (GO East), the Regional Development Agency and the shadow YPLA (Young People's Learning Agency)
 - A sub-regional group (SRG) – Norfolk, Suffolk, Cambridgeshire and Peterborough, in our case – of senior officers including 14-19 leads with LSC, that has made a formal submission to GO East to establish its capacity to undertake the new responsibilities. Importantly, the SRG had to demonstrate that it has the potential to provide for Further Education Colleges – that draw from across LA boundaries – 'joined up' planning conversations.

b) Staff transferring and structures

- i) To undertake the new responsibilities, 12.6 full time equivalent posts will be transferred to Norfolk County Council from the LSC. All but one of these posts are filled and many of the transferring colleagues already work intensively with Local Authority staff either as part of 14-19 developments or as part of the transitional arrangements for 16-19 funding in 2010/11.
- ii) Included in the 12.6 posts are three key LSC Managers who will manage the themes of 'assessing need', 'managing allocations' and 'managing relationships with and performance of Colleges'. These themes will underpin the work of the 14-19 Strategy Group and the CYPP Trust Board in making commissioning decisions. 5.6 of the remaining posts will support the three Managers.
- iii) Two specialist posts – one that relates to Audit and one to Learners with Learning Difficulties and Disabilities (LLDD) – will join the Norfolk team. These post-holders will have some responsibility to support work in other Local Authorities in the Eastern Region. Reciprocal arrangements will exist for other specialist functions – finance, contracts, health & safety – where post holders are hosted by other Local Authorities in the region. The aim is for such expertise to be shared and transferred to existing Local Authority staff.
- iv) These transferring staff will join Norfolk's 14-19 Development Team under the leadership of the 14-19 Director. These colleagues will be able to focus on commissioning activity leaving others (14-19 Senior Adviser, the 14-19 Local Partnership Directors and the Integrated Youth Service IAG Team) to work closely with providers in improving provision and support for each young person.
- v) The unfilled post is for a senior role to create coherence across the Sub Regional Group (SRG) between the four separate LA plans for 16-19 commissioning. Norfolk is allocated this post on behalf of our SRG and, at present, the post is unfilled. The post holder is likely to be line managed by the Deputy Director of Children's Services but will work closely with senior officers across the SRG. A Personal Assistant transfers to support the work of the senior post holder.

c) Funding for transferring staff

- i) In spite of protestation locally and through the LGA we do not yet have details of the special purposes grant that we will receive in order to cover the employment and associated costs of the transferring staff. However, Ian Wright, 14-19 Minister, has indicated that this will be clarified in early January and that the grant will fund fully the transferring LSC staff (that is, salary, NI, pensions, and any other contractual allowances), transferring vacancies (that is, salary, NI, and pensions) at the average of the top and bottom of the relevant pay band, together with an allocation for IT, premises and other costs.

5) Post 19 Skills including Norfolk Adult Education Service 19+ work

a) Skills Funding Agency and associated services

- i) From 2010, a new national agency for England, The Skills Funding Agency (SFA), will take responsibility for funding all learning for adults aged 19+ (apart from higher education). The new body will allocate funding of some £4 billion to further education colleges and other training providers (including Norfolk County Council's Adult Education Service) in much the same way as the LSC has done, though the Government has ambitions that the new agency will drive up employer demand for skilled employees and that training providers will be more responsive in delivering the skills that employers and learners want.
- ii) European Social Funding (ESF) will be administered through the SFA that will establish itself as a co-financer in the same way as the LSC has done. It will do so in partnership with the YPLA so that 14-19 projects are also maintained. It will be important for Norfolk's Employment and Skills Board and 14-19 Strategy Group to influence ESF funding decisions for Post 19 and 14-19 activity, respectively. .
- iii) Within the SFA there will be three discrete departments:
 - The National Apprenticeship Service that will deal with apprenticeships at all levels;
 - The Employer Skills Service that will provide services to employers under the Train to Gain programme; and
 - The Learner Skills Service that will include responsibility for the Adult Advancement and Careers Service, replacing existing arrangements for careers guidance to adults which the County Council's Norfolk Guidance Service (NGS) currently delivers.

b) Impact of the Changes

- i) In order to promote greater responsiveness to the needs of employers and individuals, there will be changes to the way in which funding is allocated. In future, learning providers will not receive block grants but will receive a broad indication of the levels of funding that might be available to them which they will then draw down as and when they recruit learners.
- ii) These changes, *in themselves*, do not necessarily herald any reduction in Government funding to Norfolk Adult Education Service or other providers. However, along with most other areas of the public sector, the sector will be affected by the general pressure on Government funding.
- iii) The Department for Business, Innovation and Skills (BIS) has recently published a new national skills strategy and a corresponding strategy on its investment plans to deliver these

skills. These highlight where the Government expects training providers to deliver more for less and realise significant efficiency savings. The precise impact on adult training provision in Norfolk and on the County Council's Adult Education Service will become clearer only when the discussions take place with the SFA's regional office in the early part of 2010 but it is likely to be significant.

c) Regional Skills Planning for Adult Training – Role of Local Authorities

- i) The main role for the Skills Funding Agency is the allocation of funding. The new arrangements also include a regional strategic planning role that will inform the allocation of funding and that will be the responsibility of the Regional Development Agencies. The Department for Business, Innovation and Skills (BIS) has indicated that this strategic planning role should be undertaken in conjunction with Local Authorities as part of a Single Integrated Regional Strategy. The detail of how this will work is not yet clear.
- ii) However, in a proactive move to ensure that Norfolk is ready to work with The East of England Regional Development Agency (EEDA) and with the regional arm of the Skills Funding Agency, an official level board– the Employment and Skills Board – chaired by the County Council's Head of Economic Planning, Fiona McDiarmid has been set up to develop an adult skills strategy for Norfolk. This will mirror the partnership approach of the 14-19 Strategy Group, with membership from all of the key agencies in Norfolk with an interest in adult learning.

6) Opportunities and challenge

a) Benefits to 14-19 year olds and adult learners

- i) The ambitions expressed in Norfolk's 14-19 Education Plan and in Norfolk's Skills Roadmap will benefit significantly from the coordinated approach offered by the new responsibilities.
- ii) The challenge to raise the participation age so that all 18 year olds are engaged in education or training by 2015 becomes more feasible with the new approach to commissioning. This will result in benefits for young people, including the most needy, and for the Norfolk economy.
- iii) Work in commissioning 16-19 education and skills is commensurate with the local authority's wider role as commissioner of local services and this will bring greater coherence for young people and adults.

b) Challenges and risks

- i) The complexity of the transfer arrangements means that detailed planning is required to ensure a 'safe landing' for existing LSC responsibilities. Advice about funding to build capacity is urgently required in order that this can take place.
- ii) Equally, exclusive emphasis on the nuts and bolts of the new responsibilities will result in the broader opportunities – for coordination and coherence of services – being lost.
- iii) Capital funding will be considered alongside other funding requests by the YPLA or SFA. However, availability of capital development funding remains unclear and, given the disappointment over the last year regarding LSC capital funding, this remains a cause for concern. Major developments in Norfolk – including at College of West Anglia, City College Norwich, Paston College and the Construction Industry Training Board (CITB) centre at Bircham Newton – were all casualties of the lack of capital funding from the LSC in the last year.

7) Background References

REACT website <http://www.lga.gov.uk/lga/core/page.do?pagelId=2339224>
Norfolk's 14-19 Education Plan, (July 2009)
DCSF *14-19 Reform : Next Steps* (October 2008)

8) Officer Contact

If you have any questions about matters contained in this paper please get in touch with:

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Norfolk County Council's role in commissioning and developing services for people with dementia

Suggested approach by the Scrutiny Support Manager

1. Background

At its meeting on 24 November 2009, it was suggested that Cabinet Scrutiny Committee should scrutinise older people's day care centres and the reorganisation of the provision of dementia care as a matter of urgency. This followed a discussion at the previous full Council meeting of reports to the Adult Social Services Overview and Scrutiny Panel and Cabinet in early November on future commissioning models for community care in-house day services, which had attracted significant interest from local Members, service users and carers, members of the public and the local media.

At the meeting of the Overview and Scrutiny Strategy Group on 10 December 2009, there was some discussion of a recent television documentary which had highlighted serious concerns about the quality of care that many people with dementia receive in care homes, which were mainly due to lack of staff training and leadership in the way the homes were managed. It was therefore agreed to include residential care in the Committee's scrutiny of this topic.

On 22 December 2009, Cabinet Scrutiny Committee confirmed that, in addition to looking into the issues raised by this documentary about care homes, it did not want to lose sight of its interest in developments in day services. The attached terms of reference were subsequently approved by the Group Leads who were present at the meeting.

2. Suggested Approach

It is suggested that the Committee:

- Considers the attached report from the Director of Adult Social Services in the light of the terms of reference agreed for scrutiny of this topic
- Addresses any outstanding questions to the Cabinet member for Adult Social Services and officers present
- Agrees whether or not it has completed scrutiny of this issue and, if not, identifies the remaining issues and questions it would like to have addressed.

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Terms of reference for scrutiny of:

Norfolk County Council's role in commissioning and developing services for people with dementia, and its impact on the provision of day services for older people with lower levels of need.

Scrutiny by:

Cabinet Scrutiny Committee

Purpose of the scrutiny

For the Committee to satisfy itself that the County Council is engaging fully with partners and commissioning appropriate services so that people with dementia in Norfolk, and their carers, receive appropriate care and support, and that older people with lower levels of need will continue to have the opportunity of receiving day services which provide them with social opportunities.

Issues and questions to be addressed

- What steps are planned to ensure that there is sufficient capacity to care for the anticipated rise in the number of people with dementia needing both day and residential care?
- What is being done to ensure that staff in day and residential settings, whether in-house or in the voluntary or private sector, are adequately trained and managed to offer high quality care to people with dementia?
- What arrangements are there to monitor the quality of care for people with dementia in day and residential care on a regular basis, and not just by periodic inspections by the Care Quality Commission?
- What is the likely impact of the provision of day services for older people with high levels of need on the provision of more traditional social opportunities for those with lower levels of need?
- How have Members been involved in proposed developments in day services?
- How will progress in taking forward the proposed changes arising from the 'Making Your Day' review of day opportunities and the draft joint commissioning strategy for dementia care be monitored, and by whom?

Style and approach

Panel-style scrutiny at the scheduled Cabinet Scrutiny Committee meeting on 19 January 2010.

People to invite:

- David Harwood, Cabinet Member, Adult Social Services
- Harold Bodmer, Director, Adult Social Services
- James Bullion, Assistant Director, Community Care, Adult Social Services

Background information

Reports to Cabinet

- **11th August 2008** – ‘A Commissioning Strategy for Day Opportunities Older People and People with a Physical Disability or Sensory Impairments in Norfolk’
- **13th October 2008** – Making Your Day: Locality Commissioning Plans for Day Opportunities for Older People and People with a Physical Disability or Sensory Impairments in Norfolk
- **12th October 2009** – Norfolk’s Draft Joint Dementia Commissioning Strategy
- **9th November 2009** – Future Commissioning Models – Community Care In House Day Services

Reports to Adult Social Services Overview and Scrutiny Panel

- **17th November 2008** - Locality Commissioning Plans for Day Opportunities – ‘Making Your Day’ Project
- **February 2009** - Briefing Paper on ‘Making Your Day’ Consultation
- **3rd November 2009** - Future Commissioning Models – Community Care In House Day Services
- **5th January 2010** – Norfolk’s Draft Joint Dementia Commissioning Strategy

Reports to Norfolk Health Overview and Scrutiny Committee

- **26th November 2009** – Older people’s mental Health Services – Dementia
- **21st January 2010** – Response to Joint Dementia Commissioning Strategy Commissioning Strategy consultation

Consultation documents

- Living well with dementia: Transforming the quality and experience of dementia care for the people of Norfolk. A draft joint commissioning strategy for consultation – 30 November 2009 to 22 February 2010
- Your views on our ideas for Norfolk County Council-run day services – Essex and Silver Rooms in Norwich, and two social services days at Hempnall Mill – 14 December 2009 to 8 March 2010
- Your views on our ideas for Norfolk County Council-run day services – Cranmer House (Fakenham), Benjamin Court (Cromer), Laburnham Grove (Thetford), Humberstone House (Gorleston) and The Lawns (Great Yarmouth) – 14 December 2009 to 8 March 2010

National Dementia Strategy: Living well with dementia

- Objective 6: Improved community personal support
- Objective 11: Improving care for people with dementia in care homes
- Objective 13: Workforce competencies, development and training in dementia
- Objective 14: A joint commissioning strategy for dementia

**Norfolk County Council's role in commissioning and developing
services for people with dementia**

Report by the Director of Adult Social Services

This paper outlines the issues around services for people with dementia in Norfolk, with a particular focus on quality in care homes, day opportunities and workforce development:

- It is estimated that by the year 2025 the number of people with dementia in Norfolk will have increased by 62%.
- In November 2009 Norfolk's plan for implementing the National Dementia Strategy was published as a draft joint commissioning strategy with the two Norfolk PCTs
- The Care Quality Commission in its recently published 2008/2009 Annual Performance Assessment Report concluded that the number of care homes in Norfolk that meet the quality of life standards is above the national average.
- Currently only 3 Care Homes, 2.6%, providing a dementia care service have been inspected and found to be delivering a "poor" service, 76.7% deliver a "Good" or "Excellent" service.
- Norfolk has its own Service Specification for Care Homes with Highly Dependent Older People with Mental Health Problems and Organic Mental Health Problems.
- Norfolk has financial arrangements with 104 providers of day care services across the voluntary and independent sectors and has 15 in-house services.
- In addition a significant number of care homes each provide a small number of day care places.
- There is work beginning to commission more specialist day services for people with dementia, develop models of day opportunities and to provide breaks for carers.
- Norfolk provides a range of dementia training opportunities for carers working with people with dementia

1. Context

- 1.1 There are currently estimated to be 700,000 people in the UK with a dementia. Dementia is thought to cost the UK economy £17 billion a year – more than the combined similar costs associated with stroke, heart disease and cancer together. The number of people with a dementia is set to double in the next thirty years and the cost predicted to treble.
- 1.2 It is predicted that the number of older people with a dementia will rise in Norfolk from an estimated 12,714 in 2008 to 20,621 in 2025 - an increase of 62% over this period (an equivalent of 3.6% per annum). It is important to note that dementia also affects people under 65 – an

estimated 400 people in Norfolk. There are also 31 people locally under 65 who have a dementia associated with Down's syndrome.

- 1.3 Whilst the numbers and costs are daunting, the impact on those with the illness and on their families is also profound. Dementia results in a progressive decline in multiple areas of function, including memory, reasoning, communication skills and the skills needed to carry out daily activities. Alongside this decline, individuals may develop behavioural and psychological symptoms such as depression, psychosis, aggression and wandering, which complicate care and can occur at any stage of the illness. Also, family carers of people with dementia are often old and frail themselves.
- 1.4 Currently only about one-third of people with dementia receive a formal diagnosis at any time in their illness.

2. National Dementia Strategy

- 2.1 In February 2009 central government published a National Dementia Strategy. This specified 17 key objectives that together will lead to significant improvements in dementia services across both health and social care. In November 2009 Norfolk's plan for implementing the National Strategy was published as a draft joint commissioning strategy, produced in partnership with the two Primary Care Trusts (PCTs). This document – currently subject to a public consultation exercise - outlines the current position in Norfolk on each of the key objectives that must be actioned at a local level and details the priorities for action in respect to each.
- 2.2 The overall priorities for Norfolk were developed with people who use services, their families, NHS and social care staff and key partners such as voluntary organisations and housing agencies. The priorities are:
 - Early diagnosis and support – such as information and treatment
 - Raising awareness and understanding amongst professionals working with older people, and the public, so that people come forward for earlier diagnosis
 - Providing support and breaks for carers
 - Improving the quality of care for people with dementia who live in care homes; and
 - Improved quality of care for people in general hospitals
- 2.3 Once the public consultation has been completed, the final version of the Norfolk Joint Commissioning Strategy will be the blueprint for the multi-agency development of services for people with dementia over the next five years. The National Dementia Strategy Objectives which relate to the concerns of the Cabinet Scrutiny Committee have been used as the headings for the subsequent sections of this report.

3. **Improving community personal support – (National Dementia Strategy Objective 6).**
- 3.1 One aspect of this Objective is the provision of “day opportunities”. A Commissioning Strategy for Day Opportunities for Older People and People with a Physical Disability or Sensory Impairments in Norfolk has been developed over the past eighteen months based on what people told us about their preferences in our ‘More Choices, Better Choices’ consultation. This has led to the production of five locality plans, covering Southern, Western, Northern, Norwich and Eastern localities, which describe proposed changes in services. These were presented to the Adult Social Services Overview and Scrutiny Panel in November 2008 as part of the public consultation process. A briefing report regarding the outcome of the consultation was made available to the Overview and Scrutiny Panel in February 2009.
- 3.2 Many day centres for older people integrate people with dementia into the service. This approach can be extremely successful but must be balanced against the continuing need of people with a physical frailty. A series of meetings across the county have been held with the providers of community-based day care services over the past eighteen months and have provided an opportunity to share issues inherent in such an approach, for example, levels of staff competence and training etc.
- 3.3 However, the need to commission further, more specialist day services for people with a dementia has been recognised in each of the locality plans. These plans have been drafted by multi-agency Locality day Opportunities Steering Groups (that included member representation). A new outcome based service specification is being drafted that will constitute a core part of future contracts. Negotiations are now beginning with a view to commissioning additional services in areas of the county where a shortfall of dementia places exists or is predicted. As one of the roles of dementia day care is to provide a break for carers, this work includes developing new models of day opportunities which provide care closer to home, such as home share day care.
- 3.4 A further response to the growing need for more specialist day services has been the policy decision - currently out for public consultation - of the Cabinet for the “in-house” services to focus on people with dementia or re-ablement. There are currently 1448 places provided by the County Council of which approximately 550 are designated as places for people with dementia. The overall approach is to increase the number of places available for people with dementia at the same time as minimising any impact on more “generalist” services. In this regard, the review of community care day services involved gathering details on spare capacity. This showed that, generally across the county, there is sufficient current spare capacity to increase the proportion of places for people with dementia without adversely impacting on the overall availability of places for people with physical

frailty or mental frailty. In addition, it is expected that older people who are physically frail will use personal budgets to pay for their use of community based services for day opportunities.

- 3.5 A series of provider meetings at a Locality level were launched to coincide with the review. These meetings – which are continuing on a quarterly basis – provide the opportunity to understand and track the changes to this sector as a consequence of personal budgets.
- 3.6 For Member involvement in this process please see information on the reports taken to Cabinet, Adult Social Services Overview and Scrutiny panels in Appendix 3. In addition, Members were involved in the 5 locality review groups which produced the locality plans, took part in some of the review visits to individual services and the Member champion for older people sits on the project group. Member involvement has also been through the reports brought to both Cabinet and Adult Social Services Overview & Scrutiny Panel:
- 12 August 2008 to Cabinet – A Commissioning Strategy for Day Opportunities for Older People and people with a Physical Disability or Sensory Impairments in Norfolk
 - 13 October 2008 to Cabinet – Making Your Day: Locality Commissioning Plans for Day Opportunities for Older People and People with a Physical Disability or Sensory Impairment in Norfolk
 - 17 November 2008 to ASS Overview & Scrutiny Panel – Locality Commissioning Plans for Day Opportunities – Making Your Day Project
 - February 2009 to ASS Overview & Scrutiny Panel a Briefing Paper on Making Your Day consultation
 - 2 November 2009 to ASS Overview & Scrutiny Panel – Future Commissioning Models – Community Care In House Day Services
 - 9 November 2009 to Cabinet – Future Commissioning Models – Community Care In House Day Services.
 - Members were also informed of the outcome of the review visits in respect to each service

Summarised Panel comments and response to these reports are attached at Appendix 2.

4. Improving care for people with dementia in care homes – National Dementia Strategy Objective 11

- 4.1 It is estimated that one-third of people with a dementia live in Care Homes. In Norfolk, this amounts to about 4,500 people – 1,750 men and 2,750 women. Future projections of need indicate that by 2020 a further 1732 specialist dementia care places will be required across the county. This projection originates from the County Council Strategic Model of Care Project that aims to reshape the whole residential and housing care market to maximise the numbers of care places available

for purchase through publicly funded social care support or for purchase privately. See Appendix 2 for Cabinet Report, October 2008 and Adult Social Services Overview and Scrutiny Panel Report, September 2009 on the Strategic Model of Care for more detail.

- 4.2 The work on the Strategic Model of Care has identified shortfalls in local areas and is used to shape the market eg in discussions with private sector providers who are interested in developing their services. It also underpins plans for the future of the council's in house care homes, including the development of housing with care schemes.
- 4.3 It has also been estimated that at least two-thirds of all people living in Care Homes have a form of dementia, so dementia care issues impact to a greater or lesser extent on every older person's care home in the county. In line with the national picture, quality varies. However, the overall trend across Norfolk is an improvement in quality as evidenced by the quality ratings awarded by the Care Quality Commission to each care home. The recently Care Quality Commission (CQC) Annual Performance Assessment Report for 2008/09 found that Norfolk was performing well, consistently delivering above the minimum requirements for Improved Quality of Life and commented that "the number of care homes in the county that meet quality of life standards is above the national average. It is reported that social and leisure opportunities offered to people who live in care homes are of a good standard." See Appendix 1 for details of the work undertaken within the specialist dementia Norfolk County Council Care Homes over the past three years.
- 4.4 It is the duty of the Director of Adult Social Care to ensure the safety of residents in all care homes, not just those homes that offer services for people with dementia. This responsibility falls to the Quality Assurance Team, part of the Purchasing and Quality Assurance Unit of Adult Social Services.
- 4.5 The Care Quality Commission is the regulatory body that oversees the observance of the National Minimum Standards by care homes. They allocate a star rating system for their inspections on the following basis;
- 0 stars – poor service
 - 1 star - adequate service
 - 2 stars – good service
 - 3 stars – excellent service
- There is another category for those services "Not Yet Rated" because they are either new, have changed ownership or are appealing their rating.
- The Quality Assurance Team within Adult Social Services also monitor the quality of service being provided but focus more on the outcomes experienced by people using those services.
- 4.6 There are currently 378 Care Homes in Norfolk, of which 31 are "small"

homes, 3 residents or less. Of these, 116 homes are registered with the Care Quality Commission to provide dementia care, 11 of which are In House and the remainder private or voluntary homes. There are 3 homes registered as “poor” services, 2.6%, this is down from a high of 13 in November 2007 and has been gradually falling. Norfolk is not currently making placements in these “poor” homes. The Quality Assurance Team is working with the homes, providing advice and guidance, to address the areas of concern and raise standards. Timescales have been agreed for improvements to be made at which point further monitoring will take place to review progress. CQC follow their own timescales.

- 4.7 There are currently 24 care homes registered as “adequate” services - 20.7% - and these have now become the focus of ongoing work for the Quality Assurance Team. The remaining 76.7% of care homes deliver a “good” or “excellent” service.

- 4.8 Norfolk has its own Service Specification for Care Homes with Highly Dependent Older People with Mental Health Problems and Organic Mental Health Problems which:

- sets out a best practice ratio of 1 member of staff to every 5 residents
- requires new staff to undertake induction that includes approaches and skills needed for caring with people with dementia
- requires continual development for staff through practice based training and specialist training based on Skills for Care Knowledge Set for Dementia

There are 78 Care Homes in Norfolk signed up to this Specification.

- 4.9 If Members wish to learn more about the services provided by dementia care homes then the Quality Assurance Team would be happy to facilitate this.

- 4.10 The improvement in quality is partly as a result of a series of initiatives, including:

- A major initiative, involving Norfolk County Council, the Care Quality Commission and NHS Norfolk, on the use of anti-psychotic drugs (a current concern of central government);
- The quality of care in the eleven NCC specialist care homes has been significantly improved (further details may be found in Appendix 1);
- A multi-agency Dementia Provider Forum has been established, with plans to extend it to all care home providers across the county;
- The Norfolk and Waveney Mental Health Foundation Trust, Norfolk County Council Adult Education Older Persons Training and Education Team and Norfolk County Council Adult Education are providing a significant amount of training

- to the Care Home sector;
- More in-reach into Care Homes is planned from the Mental Health Trust that includes a training element;
- Telecare and Assistive Technology are being piloted within Care Homes.

4.11 A “stakeholders” workshop has been arranged for 21 January to share information on current initiatives and explore in detail how the priorities might be implemented. These proposed priorities for further improvement over the next 4 – 5 years included in the Norfolk Draft joint commissioning strategy include:

- Complete the review on the use of anti-psychotic drugs and share the learning across the sector;
- Extend the Dementia Provider Forum and use it to promote best practice;
- Work with partners to develop more in-reach support to care homes;
- Continue to test the potential of telecare and assistive technology within care homes.

5 Workforce Competencies, development and training in dementia – National Dementia Strategy Objective 13

- 5.1 The importance of improving the standards of knowledge and awareness of dementia amongst health and social care staff was a consistent theme throughout the listening and consultation events run across the country as part of the development of the National Dementia Strategy.
- 5.2 A study undertaken in 2008 by the Commission for Social Care Inspection (now the Care Quality Commission), concluded that in care homes the quality of staff communication with people with dementia has a major impact on their quality of life. Leadership, ethos of the care home, staff training and support and development were also seen as crucial factors in supporting good practice. This can be a significant challenge both in the care home sector where there is generally a high turn-over of staff associated with the demands of the role and relatively low pay, and in day care settings where there is a reliance on volunteers.
- 5.3 Within Norfolk there are a series of rolling training programmes run by Adult Education, Adult Social Services Learning and Development Team and the Norfolk and Waveney Mental Health Trust. The draft Norfolk Dementia Strategy envisages these initiatives being set within a multi-agency county workforce strategy in order to ensure that training is consistent and targeted across all sectors where there is regular contact with people with dementia.
- 5.4 As part of the Council’s work with service providers a range of training opportunities is presented. A one day conference was held at the

beginning of the month aimed at shining a spotlight on people, practice and dementia care for anyone working with people with dementia where Adult Social Services funded 20 places. Themes covered included:

- The brain and behaviour
- The dynamics of dementia care
- Emotional learning through experience
- Extended empathy
- Using role-play
- Life story work
- Reminiscence
- Evidence based practice
- Experimental approaches to learning
- Reflective practice
- Person-centred principles

- 5.5 Six one day courses are running on Dementia Care Foundation Training aimed at increasing participants' awareness of person-centred approaches in dementia care for any carers working with people with dementia. In addition a series of 5 short courses, between 3 and 6 hours, are available through Adult Education.
- 5.6 In terms of dementia training for the last year it is estimated that 175 people have attended foundation level training, 50 have attended the Shining Stars programme, and 75 have attended some other form of training. Courses in the pipeline for the next financial year include:
One day dementia awareness
Half-day dementia workshops – Shining Stars
Dementia NVQ level 2 Units
Various NVQ Dementia Units
VRQ Dementia Units
Dementia Mapping
Advanced Dementia Mapping
- 5.7 The Norfolk & Waveney Mental Health Foundation Trust will also provide training to care services, both general through links with Community Psychiatric Nurses and specific advice around individuals
- 5.8 One of the issues for all service providers, but care homes in particular is the cost of training, in terms of paying staff to get to the venues, their time attending training and backfilling their caring role in the home. As part of the Department's push to raise standards the Quality Assurance Team have contacted "poor" and "adequate" homes offering to cover costs for this type of training. The response has been somewhat disappointing so the Norfolk Care Brokerage, on the Department's behalf will be looking to take this on and target individual homes. We are also, through the Brokerage Scheme, looking at how we can provide management and leadership courses specifically aimed at day to day managers of care services.

5.9 Work is also ongoing in conjunction with the two Primary Care Trusts in Norfolk, looking at medication issues in care homes for people with dementia. This focus's on three aspects:

- Guidance for care homes, which has now been issued;
- A protocol for GP's in terms of their responsibilities around prescribing, which has also been issued;
- Training for care homes on the use of psychotropic medication. This falls into two parts – understanding the effects of the drugs being administered, combinations of drugs and changes in dosages and managing behaviour without the use of medication.

This is work that will also be linked in with the implementation of the National Dementia Strategy.

6 Governance arrangements

6.1 The monitoring of the proposed developments outlined above will take place on a number of levels:

- As a component of the National Dementia Strategy, there will be monitoring from the Department of Health at both a national and regional level;
- As a component of the Adult Social Service's Service Plan it is likely to be a focus of the regular Care Quality Commission Inspection of Adult Social Care programme;
- At a local level, a multi-agency Norfolk Implementation Group will oversee the realisation of the Joint Commissioning Strategy;
- The quality of the care home services purchased by Adult Social Services will continue to be monitored through its Purchasing and Quality Assurance Unit ;
- This Unit will also be monitoring attendance levels at day centres through a system of monthly returns and undertaking an annual review of each service receiving funding from Adult Social Services.
- The current governance arrangements of the Making Your Day project are under review but include proposals to develop the current locality multi-agency steering groups to have a wider role in building social capacity. These groups are also charged with taking forward the implementation of the locality plans. They will be monitoring the impact of changes implemented as a result of actions to date, as well as working with partners to develop a wider range of day opportunities for older and disabled people with a range of needs. The establishment of these groups will strengthen Member involvement.

Officer Contact

If you have any questions about matters contained in this report please get in touch with:

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Norfolk County Council Care Homes Service

Three years ago the Adult Social Services Department established the Care Home Service in order to provide a dedicated management team with a clear focus on leading the development of good quality care in the 25 care homes the County Council runs across the County. Eleven of the care homes have a specific registration with the Care Quality Commission (CQC) to care for people with dementia.

Additionally there is a strategic plan in place for our care home stock in order to meet the care needs of the future. This involves the re-provision of the current care homes to provide more specialist dementia care residential placements and also increased Housing with Care provision.

The Care Homes Service is committed to developing excellent dementia care and we have taken great efforts during the last three years to research this and actively engage with specialists in order to capture and use their expertise. Set out below are some of the initiatives that have resulted:

- All refurbishments and redecoration schemes are undertaken using colour schemes as advised by Stirling University, who have an international reputation for excellence in dementia friendly design.
- We have worked closely with the local Mental Health Foundation Trust to develop a four half-day specialist training programme on dementia for care staff.
- We have already trained a number of staff to undertake dementia care mapping. This is a four-day intensive course run in collaboration with Bradford University group. Dementia care mapping is designed to place the person with dementia at the centre of all care planning and to consider how life feels for the person and how it might be improved. Dementia care mapping is also used for quality assurance purposes.
- We have established a multi-agency dementia care forum where people working with people with dementia can get together and share practice. This is open to all members of the department and we are hoping to open this up to care staff working within the Independent and Voluntary sectors in 2010.
- We have successfully obtained grant funding from the Mental Health Foundation Trust for a project called 'Friends and Families reunited'. Working with other partner agencies including the Alzheimer's Society, Age Concern, the Norfolk and Waveney Mental Health Foundation Trust and Creative Arts East, we have been running the project in two specialist homes over the last year and aim to develop models for the involvement of family members (often the 'lost carers') in the overall delivery of care provided to residents with dementia.
- In conjunction with Creative Arts East, we have put on a development programme for our staff employed as activity assistants designed with the aim of delivering more person centred activities for our residents.

- We have submitted a proposal to David Sheard, Dementia Care Matters Ltd (and recently involved in the Gerry Robinson TV programme on dementia), to undertake a qualitative evaluation in one of our specialist homes to enable us to benchmark our current care and highlight where we need to improve.
- Working with the Assistive Technology team and the University of East Anglia, we are involved in a research project to determine if assistive technology can help maintain the independence of residents within care homes.
- For many people with dementia, the changes that are experienced as the dementia progresses can have an impact on the whole meal time experience. These changes can result in weight loss, under-nutrition and dehydration or even weight gain. As a result we use the 'MUST' tool (Malnutrition Universal Screening Tool) to monitor the weight of residents in order to identify people who may be malnourished or at the risk of being so. We are introducing a flexible approach to providing food as people with dementia may struggle to ask for food - it is important to have finger food and snacks available and easy to access and see, so residents can take a drink or something to eat without having to wait for it to be offered.

**REPORTS TO CABINET AND ADULT SOCIAL SERVICES
OVERVIEW AND SCRUTINY PANEL ON DAY OPPORTUNITIES
FOR OLDER PEOPLE AND PEOPLE WITH SENSORY
IMPAIRMENT,
“MAKING YOUR DAY”**

Copies of full individual reports can be accessed through the Committee pages, Council & Democracy on the Norfolk County Council website.

Report to Cabinet 11 August 2008

Review Panel discussed the Commissioning Strategy on 21 July 2008, and was generally pleased with both the strategy and the standard of the report. In discussion, the following comments were made:

- The transformation of Adult Social Services into a commissioning authority will be an on-going process over a period of time.
- If it is decided that a service will be decommissioned, adequate notice should be given to the provider and service users.
- The changes will be considerable, and a staged approach should be taken so that existing Service Level Agreements can be managed.
- It was felt that the title “Happy Days” risked becoming a point of fun. Review Panel recommended that this be changed and this has been accepted by the Project Team.
- It is likely that there will be sensitive issues when implementing this strategy, and as these are approached, Review Panel will need to be consulted again.
- Review Panel would like to be informed when the locality plans are drafted, so that specific examples of where the five models will be employed can be discussed. This is planned as part of consultation process on the locality plans.
- Review Panel requested that the management of the Edith Cavell Day Centre be contacted to discuss their particular concerns. This has been taken forward by Sarah Day, Commissioning Officer.

Cabinet response

In recommending the report, the Cabinet Member for Adult Social Services explained that this was the only draft strategy of its kind in the Eastern Region that was being led and managed by service users involving detailed research on disabled issues. The Commissioning Strategy would now lead to a review of the current opportunities in Norfolk with the sole aim of making sure that older

people, people with physical or sensory disabilities will have access to an increasingly full and flexible range of day opportunities.

In response to a concern raised, Cabinet were reassured that access to the various services would not be made more complicated for voluntary organisations than at present.

Cabinet resolved to:

1. Approve the strategy and in particular, the principles for commissioning, as set out in the accompanying report in Section 7, page 10, and the principles for decommissioning as set out in Section 9, pages 14 and 15.
2. Agree the models for day care opportunities as set out in Section 8 in the appended report, recognising that these represent key elements in a continuum of opportunities, which will need to be interpreted flexibly in light of local circumstance and needs.
3. Agree that the project can progress to the next phase, which is
 - to draft locality commissioning plans; and
 - to bring the draft plans to Cabinet in October 2008 with a view to consulting on the plans thereafter.

Reasons for Decision

The aim of the commissioning strategy and the review is that older people and people with physical or sensory impairments will be able to access an increasingly full and flexible range of day opportunities which meet their individual requirements, promote their health and well being, and that of their carers, and reduce social isolation. The project will support the move to preventative and personalised service and enable funding arrangements to be developed to support the introduction of personal budgets.

Alternative Options

Do Nothing

This is not considered a viable option due to the need to develop services to provide more personalised services and support the introduction of personal budgets. The change to current centre based services and block purchasing arrangements needs to be proactively managed by the authority.

Changing the focus of the Review

The draft commissioning strategy covers services for all adults in community care services from 18 to 100+ years. Consideration has been given to reviewing only those services provided for under 65 year olds or over 65 years olds, however this would perpetuate a service/ silo based approach rather than one which is focussed on people's wants and needs. There is significant synergy in the choice and control issues expressed by people of all ages and disabilities around day opportunities, and some of the best examples of personalised approaches are to be found in younger people's services. In addition a combined review offers

opportunities to develop more inclusive services, especially in rural areas, increases the likelihood of better engagement by other partners and reduces duplication of effort.

Consideration has also been given to producing one plan for service change and development for the whole county. This is viewed as being too 'top down' and risks the imposition of service models, which are not flexible enough to address local circumstances and needs. It would also be more difficult to engage providers and partners, as well as service users and carers, in a county plan, which could appear remote from local needs.

The proposed option is a combination of a county commissioning strategy, giving consistency and coherence to the work of the review, coupled with locality commissioning plans providing the detail of how services are intended to change and develop.

Report to Cabinet 13 October 2008

The aim of Making Your Day and the locality commissioning plans is that older people and people with physical or sensory impairments will be able to access an increasingly full and flexible range of day opportunities which meet their individual requirements, promote their health and well being, and that of their carers, and reduce social isolation. The project will support the move to preventative and personalised services and enable funding arrangements to be developed to support the introduction of personal budgets.

Cabinet response

The Cabinet Member for Cultural Services praised the involvement of cultural services staff in these plans and commented on their commitment to continuing this work. On a separate note, he added that day services meant a lot to those who attended them and noted that, sometimes, such provision was under a real threat from competing activities. In reply, the Director of Adult Social Services noted that people no longer chose standard services. He noted the positive work and partnership with cultural services and emphasised the importance of choice. Finally, he confirmed that the consultation document would be a simple and clear explanation of the process, enabling all to participate appropriately.

Cabinet resolved to: approve the draft locality commissioning plans with a view to wider public consultation being undertaken between November 2008 and January 2009.

Reasons for Decision

The aim of Making Your Day and the locality commissioning plans is that older people and people with physical or sensory impairments will be able to access an increasingly full and flexible range of day opportunities which meet their individual requirements, promote their health and well being, and that of their carers, and reduce social isolation. The project will support the move to preventative and personalised services and enable funding arrangements to be developed to support the introduction of personal budgets.

Alternative Options

1. Do nothing
2. Develop more detailed plans before consultation
3. Develop the plans in consultation with stakeholders and the public.

Report to Adult Social Services Overview and Scrutiny Panel 17 November 2008

The aim of Making Your Day and the locality commissioning plans is that older people and people with physical or sensory impairments will be able to access an increasingly full and flexible range of day opportunities which meet their individual requirements, promote their health and well being, and that of their carers, and reduce social isolation. The project will support the move to preventative and personalised services and enable funding arrangements to be developed to support the introduction of personal budgets

Panel Response

The Review Panel received a report on the draft locality commissioning plans for supported day opportunities for older people and people with physical disabilities and sensory impairments that the Cabinet had previously agreed to consult on.

The Review Panel discussed the main risks within the strategy that were set out in paragraph 7.2.

Members asked for a separate report on plans for helping those with mental health difficulties, and detailed figures for those suffering with dementia. Members said that there should be national standards for day care, although it was recognised that the County Council did have its own high standards for such services.

It was also pointed out that there was a need to monitor the providers and infrastructure organisations to see that they were achieving the targets set out for the project.

The Review Panel will be updated at regular intervals on progress with Making Your Day and the locality commissioning plans.

Report to Adult Social Services Overview and Scrutiny Panel 2 November 2009

A comprehensive review of all community care day services has now been completed.

This review was undertaken as part of the 'Making Your Day' project to decide on future commissioning and funding arrangements for all day services provision in the independent, voluntary and in-house sectors.

This report proposes a strategic plan regarding the future use of all in house day services for older people and younger people with physical and sensory impairments.

The proposed model for in house day services would replace current usage by providing two main services:

- Older people with dementia
- Re-ablement services based on social care needs

Panel Response

The Panel received a report concerning a comprehensive review of the future use of all in-house day services for older people and young people with physical and sensory impairments. It was noted that the proposed model for in-house day services would replace current usage by providing two main services, namely:

Older people with dementia

Re-ablement services based on social care needs.

The Panel received on the table a number of coloured maps to show the current location of frail/elderly and in-house services (including dementia day services). The Panel also received on the table information from a relative of a service user in Norwich, and responses from Julie Brociek-Coulton, a City Councillor and Stephanie Howard, the Hempnall Day Care Manager.

During the course of discussion, the following key points were made:

- It was noted that an “equality impact assessment” had been undertaken for the “Making Your Day” project but this was not specific to the review of in-house day services for older people and young people with physical and sensory impairments. If Cabinet agreed to proceed with the review, then a further more detailed equality impact assessment was needed that related to each of the five locality plans covering Southern, Western, Northern, Norwich and Eastern areas.
- The consultation on the locality plans had identified a lack of dementia care across the county.
- Some Members said that until personal budgets and direct payments were more widely used by older people it was too early to make changes to in-house day services. In reply Officers said that the introduction of personal budgets was not the driving force behind the proposed changes in in-house day services. The proposed changes were about refocusing in-house services on dementia care and re-ablement services and limited centre closures over a five-year interim period.
- Some Members said that the evidence-base of the review should be updated.

They said that it was geographically imbalanced, made use of external evidence and was based on the views of many different groups, including those with long-term disabilities, and some of these groups were not users of in-house services. Furthermore, Members said that the evidence-base did not include any direct consultation with service users on the question of closure.

- The Director said that a consultation exercise would take place with service users in day centres where a service would no longer be offered. He assured the Panel that those individuals directly affected by the closures would be fully consulted and offered alternative self-directed care plans.
- It was pointed out that the “More Choices, Better Choices” consultation had included:
 - 1,000 responses from those over 55 years of age
 - Working with the Citizens Panel
 - Focus Group discussions with older people, including the Older People’s Forum and other organisations.
- The commissioners of NHS Norfolk services had been consulted about the proposed changes.
- The comments in the report at paragraph 7.1.3 and 7.1.4 did not apply to the Hempnall Day Centre.
- Hempnall Mill, the Silver Rooms and the Essex Rooms were considered valuable resources that needed to continue to be put to community use. The Department would carefully consider what alternative day care services with spare capacity were available in the vicinity of centres that were subject to possible closure.
- If the Social Services days at Hempnall Day Centre were to close then there would be implications for other services provided at the Hempnall Mill site, such as the Meals on Wheels service and the village-based local community services that were provided two days a week.
- The Edith Cavell Centre at Long Stratton and day care services at Loddon could be viewed as alternatives to Hempnall Mill. Whilst these locations might mean longer journey times for some individuals, there could be shorter journey times for others.
- Further, more detailed discussions would be held with the Trustees of the Hempnall Mill site and these could involve Adult Social Services continuing to make use of the site, in some redefined way.
- Adult Social Services was seeking strategic partners, including partners to manage the services at the Vauxhall Centre.

Mr Stephen Little proposed, duly seconded:

“The Review Panel recommends that Hempnall Mill, the Silver Rooms and the Essex Rooms continue to be commissioned as providers of day services to physically or mentally frail older people who meet the Fair Access to Care Services eligibility criteria. This provision is to be maintained unless it becomes evident that significant numbers of actual and potential service users wish to use their personal budgets to choose other services. The Review Panel recommends that the centres either continue as in-house services or that the Council investigate the possibility of continuing the services in partnership with the voluntary sector.

This is in recognition that:

- The centres are well-placed to meet the considerable continued demand for day services within the Norwich and south Norfolk areas.
- The centres provide an efficient, integrated and high quality service which complements existing provision and impacts positively on the health and wellbeing of service users.
- The Panel is not confident that suitable alternative provision is currently in place.”

On being put to the vote there were three votes in favour and six votes against (with abstentions by other Members), whereupon the motion was declared LOST.

It was then moved by Ms Alison Thomas, duly seconded:

“That the Cabinet at its meeting on 9 November 2009 defers making a final decision on the proposed day care centre changes until after consultation with the people affected is complete”.

On being put to the vote the motion was CARRIED, there were 12 votes in favour and no votes against (with abstentions by some Members). Mr Callaby asked for it to be recorded that he had abstained from voting on this matter.

It was then RESOLVED- Accordingly.

Report to Cabinet 9 November 2009

A comprehensive review of all community care day services has now been completed.

This review was undertaken as part of the ‘Making Your Day’ project to decide on future commissioning and funding arrangements for all day services provision in the independent, voluntary and in-house sectors.

This report proposes a strategic plan regarding the future use of all in house day services for older people and younger people with physical and sensory impairments.

The proposed model for in house day services would replace current usage by providing two main services:

- Older people with dementia
- Re-ablement services based on social care needs

Cabinet response

The Director of Adult Social Services highlighted that the review formed part of a wider transformation programme which aimed to allow people to purchase a wider range of services than those currently offered under the more traditional day service model.

The Cabinet Member for Adult Social Services re-stated the conclusion of the Overview and Scrutiny Panel that he had reported previously and proposed that the Cabinet agree an additional recommendation to undertake consultation before making a final decision. He stressed that the proposal was not about cost-cutting and added that no cash savings would be made if the current proposal was agreed. The Government had asked all Local Authorities to look at personal budgets and to implement them if they wanted to. With rising numbers of people requiring this type of care the County Council needed to look at new ways of providing services across Norfolk.

Cabinet Members added their support for consultation to take place with people currently using the Essex Rooms, Silver Rooms and Hempnall Mill and added that this should also be extended to carers and their families, acknowledging that the suggestion of change was unsettling. The final decision would aim to provide more solutions for individuals, not deny opportunities for support in the future, and both the social and environmental consequences would be taken into consideration.

The Cabinet agreed:

- 1) To implement the proposal to re-focus in house services on dementia care and reablement services over a five year interim period from 2009 to 2014.
- 2) To consult with people currently using the Essex Rooms, Silver Rooms and Hempnall Mill and their carers and families and other centres where a change in role is proposed and that no final decision would be made until consultation had taken place and it (the Cabinet) had considered the findings.
- 3) To seek strategic partners for all centres to support the future development of services.

Reasons for Decision

The proposal strategically fitted in with the need to redesign services that had low occupancy rates and to cease providing building based services that were accommodated in premises that were not fit for purpose. The reablement model sat well with the prevention agenda by avoiding inappropriate admission to hospital or delaying the need to be admitted into a care home. The proposal reflected the strategic aim of Norfolk County Council to better commission services rather provide them directly.

Alternative Options Considered

Two alternative options were outlined in the Cabinet report, both of which were not considered to be viable. Option one was to maintain the status quo and option two was to de-commission all in house services. The reasons these options were not considered to be viable were outlined in the Cabinet report.

Child Poverty Working Group: Update on Recommendations

Suggested approach by the Scrutiny Support Manager

1. Background

In December 2006 Cabinet Scrutiny Committee first received a report outlining some of the key issues relating to child poverty in Norfolk. As a result of this the Committee established a working group to look into what influence Norfolk County Council could have in tackling this issue locally.

Cabinet Scrutiny Committee reported the findings of the Working Group to Cabinet on 5th May 2009, where Cabinet agreed the recommendations and committed to publishing a full response, including the action proposed. In July 2009, Cabinet considered and agreed the proposed response to the recommendations from the working group.

It was agreed that an update on progress against these recommendations would be brought to this meeting. The attached report by the Director of Children's Services outlines the progress to date.

2. Suggested Approach

It is suggested that the Committee:

- Considers the attached report by the Director of Children's Services
- Considers if it is satisfied with the progress made to date on the Working Group's recommendations and if not how it wishes to take the issues forward.

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Child Poverty Working Group: Update on Recommendations

Report by the Director of Children's Services

The Norfolk County Council Cabinet Scrutiny Committee identified child poverty as an issue to investigate how Norfolk County Council is tackling this now and in the future. This paper reports on progress since the report was presented to Cabinet in July 2009.

1. Background

Cabinet Scrutiny Committee reported the findings of the Working Group to cabinet on 5 May 2009, where Cabinet agreed the recommendations and committed to publishing a full response, including the action.

The work of the Working Group has included :

- Bringing together a view of child poverty in the UK covering definitions and national measures of child poverty and government targets.
- Drawing up a picture of child poverty in Norfolk to establish how Norfolk has prioritised child poverty and an analysis of intervention across each County Council service department.
- Undertaking consultation on that picture and the local interventions to develop a view from partners from the statutory and voluntary sectors.

The full report 'A Chance in Life ? ' was published in April 2009.

2. Child Poverty in Norfolk Action Plan

The work highlighted key issues around which the working group has developed an Action Plan, under the following themes;

- Welfare and access to finance
- Raising aspirations
- Childcare and other support services
- Strategic approach to tackling child poverty in Norfolk

Whilst some of these issues are specifically for the County Council to progress, and are being coordinated by the Employment and Skills Board, there were also recommendations for wider discussions with partner organisations. This in recognition of the fact that the incidence of child poverty cannot be reduced without it being addressed in the wider context of the family ; in turn those families and parents' circumstances need to be seen in the broader context of the national economy , and in particular the characteristics of the county of Norfolk.

3. Progress

Progress against the recommendations in the Action Plan is described in the table attached as appendix one.

Additional steps taken now include:

- A report to the Norfolk County Strategic Partnership Board on 9 December 2009.

At this meeting it was noted that the NCSP will hold responsibility for the oversight of the work on poverty as agreed by Cabinet.

The NSCP Board noted progress made and confirmed its broad support for the Action Plan.

The NCSP Board accepted the proposal that National Indicator 116 (the proportion of children in poverty) be incorporated in the negotiations for LAA 3, which will start this year.

- NSCP also supported the proposal that it requests that the Norfolk Children & Young People's Trust hosts a Child Poverty workshop , to include partners from the NCSP, to help progress the Action plan.
- Links have also been made with the initiative by the NCSP which uses the Government's 'Total Place' model.

This includes ' Norfolk Numbers ' which work seeks to better understand the current public sector spend across the county and using this information to develop efficiencies and improve service delivery, including those families most vulnerable to experiencing poverty. It was confirmed that the areas of biggest spend are, social protection, health and education, which are of particular relevance to those children experiencing poverty in its various aspects.

Further activity has been commissioned which has direct relevance to child poverty. Two 'Deep Dives' will provide opportunities for detailed analysis in a smaller defined area to identify options for change. PriceWaterhouseCoopers will be supporting this work. The particular themes to be addressed are:

- Skills- to be led by the Employment & Skills Board
- High contact families- to be led by the Norfolk Children & Young People's Trust, using the iMPower consultancy.

Findings from these workstreams will be brought together to maximise efficiencies and reduce duplication in service delivery and to maximise impact on child poverty.

Officer Contact

If you have any questions about matters contained in this paper please get in touch with:
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Child Poverty Action Plan

No.	Recommendation	Lead Officer	Action/Completion date	Comments
	Welfare and access to services			
1	Provide free lunch for children in school holidays, through holiday play schemes, where they meet the criteria for free school meals.	Director of Children's Services	Children's Services Overview and Scrutiny (O&S) Panel to consider a report at its September meeting setting out costs/feasibility of free school meals	The feasibility study has been re-programmed for March (O&S) Panel.
2	Arrange an internal marketing exercise to raise awareness about the availability of local deprivation data, to encourage more senior officers and Members to use it to challenge action planning and strategy creation. This marketing exercise should also include information about training that is available to help senior officers and Members access the data.	Head of Economic Development/ Insight Norfolk	Information to be provided within September O&S Panel Member briefings/published on the Member Insight web pages	Insight Norfolk is available to all members. Promotional activity is scheduled to be undertaken in the new year.
3	Request that County Council services consider the challenges for Norfolk highlighted by the Voluntary Norfolk Survey through their service planning activity, with a view to addressing specific needs such as transport.	Chief Officer Group	Chief Officers to consider within the 2010/11 service and budget planning cycle – committee/O&S Panel reports to include a paragraph showing that the issues have been addressed as planning considerations (November 2009)	

4	<p>Improve the availability of and access to reasonable credit, through the roll-out of credit unions.</p>	<p>Head of Economic Development /Recession Task Group (lead officers from Trading Standards, Economic Development and Communications)</p>		<p>Norfolk Credit Union has received funding to establish a Credit Union Current account. This will play a key role in helping to tackle financial exclusion as a significant proportion of Norfolk's residents do not have access to conventional banking arrangements placing them at a significant disadvantage.</p>
5	<p>Improve access to debt advice and pursuit of loan sharks in poor communities.</p> <p>(The Working Group is aware that Cabinet is already improving access to reasonable credit through promoting Credit Unions and the availability of financial and debt advice, including avoidance of loansharks. However, it agrees that tackling child poverty will require more sustained activity than that proposed to support people in the current difficult economic times. It would therefore like to see a well-planned, sustainable approach to the roll out of Credit Unions and debt/financial advice.)</p>	<p>Head of Economic Development / Recession Task Group</p>	<p>The impact of current activity on Debt advice and development of Credit Unions needs to be analysed, with further report on future proposals supported by evidence of impact of activity. This needs to be considered on an on-going basis by the Recession Task Group</p>	<p>Our support for Norfolk Credit Union and specifically the current account above, is enabling a significant number of people to access debt advice and support.</p>

	Raising Aspirations			
6	<p>The Working Group recommends that the Children's Services Overview & Scrutiny Panel undertakes further scrutiny, beginning within the next six months, to explore the following issues to ensure that Raising Aspirations activity remains a priority for partners and continues to develop:</p> <ul style="list-style-type: none"> • How the county's Raising Aspirations strategy is articulated in partnership plans • How the county's Raising Aspirations strategy is articulated within school planning • Whether the Raising Aspirations action plan is clearly referenced within the Norfolk Children & Young People's Plan 	Director of Children's Services	Children's Services O&S Panel to consider working group Terms of Reference at its September meeting	This work is being aligned to the review of Children and Young Peoples plan 2010/11
	Childcare and other support services			
7	<p>The Working Group recommends that joint scrutiny is undertaken by the Economic Development and Cultural Services and Children's Services Overview & Scrutiny Panels, beginning within the next six months to explore the following issues to ensure that people in Norfolk are able to access support services when and where they need them:</p> <ul style="list-style-type: none"> • The barriers which are preventing people on low incomes from accessing childcare with particular focus on affordability and 	Director of Children's Services / Head of Economic Development	Cabinet propose that this work be incorporated into a Child poverty needs analysis and strategy that is integrated into the work and skills plan being produced for March 2010 and will form a key part of the Local Economic Assessment.	Some initial primary research is being undertaken as part of the production of a County-wide work and skills plan that will explore these issues and the cash flow barriers outlined in section 10 below.

	<p>developing tailored interventions</p> <ul style="list-style-type: none"> • The take up of “in work” childcare tax allowances and gain an understanding of why the current system is disproportionately benefiting higher paid workers and making the outcome of this known to Government • The factors that prevent people accessing support services across the county 			
	Strategic approach to tackling child poverty in Norfolk			
8	The Working Group recommends that a senior officer within Children's Services should be designated to oversee activity taken by the County Council to tackle child poverty, because it cross-cuts departments and themes. It requests that Cabinet actions this as soon as possible.	Director of Children's Services	Cabinet Member to report designated officer at 23 July meeting	Graham Wright has been appointed as senior officer to oversee this work
9	The Working Group also recommends that Cabinet appoints a Member champion for child poverty as soon as possible.	Head of Democratic Services	Cabinet to consider a report at its 23 July meeting, which will set out the Member champion role and ask Cabinet to appoint a Member champion	Cllr Shelagh Hutson was appointed by Cabinet as the member champion

10	<p>The Working Group recommends that the Leader of Norfolk County Council, in his capacity as Chairman of the NCSP Board, includes child poverty as a discussion item at the next appropriate meeting of the NCSP Board, to raise the profile of the issue and establish how the Partnership might better tackle it locally.</p> <p>The Working Group recommends the discussion includes the following:</p> <ul style="list-style-type: none"> • Findings of this Working Group • Whether, in light of the findings, partners agree that child poverty is being appropriately prioritised and effectively addressed within Norfolk Action (Norfolk's Local Area Agreement) • Whether, in light of the findings, partners agree the specific indicator (NI 116) should be added to the LAA through the next refresh process • Developing a Partnership communication plan to ensure that key messages about child poverty in Norfolk and the services available are clearly communicated. This should be linked with the ongoing partnership 	NCSP Officer /LAA Manager/ Director of Children's Services/Head of Economic Development to attend	NCSP Board to consider a report at the 30 September meeting to introduce the discussion	The report attached to today's agenda addresses the points in this action
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	<p>work relating to the economic downturn.</p> <ul style="list-style-type: none"> • Recommending the NCSP approaches the Department of Work and Pensions to suggest a pilot might be undertaken in Norfolk to provide transition payments to overcome first month cash flow barriers and encourage people back into work. 		<p>This forms part of the exploration of the Work and Skills Plan</p>	<p>There are recent central Government proposals to make Housing Benefit payments on a transitional basis for people newly in employment</p>
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Forward Work Programme

Suggested Approach by the Scrutiny Support Manager

1. Suggested Approach

The Committee is asked to consider the Forward Work Programme at Appendix A and agree whether there are any scrutiny topics to be added or deleted.

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APPENDIX A

Cabinet Scrutiny Committee: Forward Work Programme

Meeting date	Topic	Objective	Report from
9 th February 2010	Proactively reducing youth crime	To examine the respective roles of Children's Services and partner organisations in early intervention and prevention of youth crime and identify any gaps.	Director of Children's Services and Head of the Youth Offending Team
	County Farms Policy	Update regarding the progress of the recommendations of the Cabinet Scrutiny Committee Working Group	Managing Director of NPS Property Consultants and Cabinet Member for Corporate and Commercial Services
16 th March 2010	Private Finance Initiative	To examine: <ul style="list-style-type: none"> • How the County Council has benefited from PFIs • If the County Council has been correct in assessing the benefits/risks of PFI • What lessons we have learnt from PFI 	Director of Corporate Resources
20 th April 2010	Scrutiny of large project processes to establish best practice	To examine: <ul style="list-style-type: none"> • What lessons can be learnt from large project processes • How can we establish best practice for future projects 	Director of Corporate Resources
	Contract Monitoring	To examine: <ul style="list-style-type: none"> • How NCC monitors contracts and organisations • What lessons we can learn from best practice across the Council • How we monitor our sub contractors • What the County Council's contract standards are 	Director of Corporate Resources

Following the 2010 General Election	Meeting with MPs	Objectives to be agreed.	Scrutiny Support Team
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Issues to be scheduled:

- **Pitt Review**
Progress update following the enactment of the Flood and Water Management Bill in 2010.
- **Waste PFI:**
To consider how the lessons learnt from Contact A are being applied to the Waste PFI. This will be the subject of scrutiny by this Committee at a timescale to be agreed.

Current Working Groups:

- **Comprehensive Area Assessment:** Membership of Working Group to be determined.