

Scrutiny Committee

Date: **Thursday 20 April 2023**

Time: **10 am**

Venue: **Council Chamber, County Hall, Martineau Lane,
Norwich NR1 2DH**

Membership:

| | |
|-----------------------------|--------------------|
| Cllr Steve Morphew (Chair) | |
| Cllr Lana Hemsall (V Chair) | |
| Cllr Carl Annison | Cllr Ed Maxfield |
| Cllr Lesley Bambridge | Cllr Jamie Osborn |
| Cllr Phillip Duigan | Cllr Richard Price |
| Cllr Mark Kiddle-Morris | Cllr Brian Watkins |
| Cllr Keith Kiddie | Vacancy |
| Cllr Brian Long | |

Parent Governor Representatives

Vacancy
Vacancy

Church Representatives

Ms H Bates
Mr Paul Dunning

Advice for members of the public:

This meeting will be held in public and in person.

It will be live streamed on YouTube and members of the public may watch remotely by clicking on the following link: [Norfolk County Council YouTube](#)

We also welcome attendance in person, but public seating is limited, so if you wish to attend please indicate in advance by emailing committees@norfolk.gov.uk

We have amended the previous guidance relating to respiratory infections to reflect current practice but we still ask everyone attending to maintain good hand and respiratory hygiene

and, at times of high prevalence and in busy areas, please consider wearing a face covering.

Please stay at home if you are unwell, have tested positive for COVID 19, have symptoms of a respiratory infection or if you are a close contact of a positive COVID 19 case. This will help make the event safe for attendees and limit the transmission of respiratory infections including COVID-19.

A g e n d a

1 To receive apologies and details of any substitute members attending

2. Minutes

To confirm the minutes of the meetings held on:

- 16 March 2023 and
- 22 March 2023

(Page 5)
(Page 9)

3. Members to Declare any Interests

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, to a greater extent than others in your division

- Your wellbeing or financial position, or
- that of your family or close friends
- Any body -
 - Exercising functions of a public nature.
 - Directed to charitable purposes; or
 - One of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union);

Of which you are in a position of general control or management.

If that is the case then you must declare such an interest but can speak and vote on the matter.

4 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm on Friday 14 April 2023**. For guidance on submitting a public question, please visit <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>

5 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm on Friday 14 April 2023**

6 To note that the deadline for calling-in matters, from the Cabinet meeting held on Monday 3 April 2023 was 4pm on Wednesday 12 April 2023

7 Update on Recommendations to Cabinet from the Scrutiny Committee (Page 14)

Report from Executive Director of Strategy & Transformation

8 Adult Social Care – Overview of Care Market Quality and Improvement (Page 18)

Report from Executive Director of Adult Social Services

9 Scrutiny Committee Forward Work Programme (Page 38)

Report from Executive Director of Strategy & Transformation

Tom McCabe
Head of Paid Service
County Hall
Martineau Lane
Norwich
NR1 2DH

Date Agenda Published: 12 April 2023



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Scrutiny Committee

Minutes of the Meeting Held on 16 March 2023
at 10 am at County Hall Norwich

Present:

Cllr Steve Morphew (Chair)

Cllr Lana Hempsall

Cllr Carl Annison

Cllr Phillip Duigan

Cllr Barry Duffin

Cllr Mark Kiddle-Morris

Cllr Keith Kiddie

Cllr Brian Long

Cllr Jamie Osborn

Cllr R Savage (sub for Cllr Richard Price)

Cllr Brian Watkins

Parent Governor

Giles Hankinson

Also, present (who took a part in the meeting):

Cllr Margaret Dewsbury

Cllr Andrew Jamieson

Ceri Sumner

Scott Norman

Kat Hulatt

Peter Randall

Tim Shaw

Cabinet Member Communities& Partnerships

Cabinet Member for Finance

Director Norfolk Fire and Rescue Service / Chief Fire Officer

Deputy Chief Fire Officer

Head of Legal Services

Democratic Support and Scrutiny Manager

Committee Officer

1 Apologies for Absence

- 1.1 Apologies were received from Cllr Lesley Bambridge, Cllr Ed Maxfield, Cllr Richard Price, Cllr Ricard Price, Ms Helen Bates (Church Representative) and Mr Paul Dunning (Church Representative).

2 Minutes

- 2.1 The minutes of the previous meetings held on 15 February 2023 were confirmed as an accurate record and signed by the Chair.

3. Declarations of Interest

3.1 There were no declarations of interest.

4. Public Question Time

4.1 There were no public questions.

5. Local Member Issues/Questions

5.1 There were no local member issues/questions.

6 Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26

7.1 The annexed report (6) was received.

7.2 The Scrutiny Committee received a report that provided members with a copy of the draft Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26 and associated Cabinet papers. The plan formed part of the Norfolk County Council Policy Framework, which required a scrutiny process to take place in accordance with part 11B of the NCC constitution.

7.3 During discussion of the report with Cllr Margaret Dewsbury (Cabinet Member for Communities& Partnerships), Ceri Sumner (Director Norfolk Fire and Rescue Service / Chief Fire Officer) and Scott Norman (Deputy Chief Fire Officer) the following key points were noted:

- It was noted that the draft Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26 had been amended following the outcome of public consultation. The main changes were in relation to proposals 5 and 7 on pages 19 and 20 of the agenda.
- Proposal 5 related to the response by the Norfolk Fire and Rescue Service to the summer heatwave conditions and the steps that were taken to keep local communities and firefights safe during these difficult conditions.
- In reply to questions, it was pointed out that the Thetford Technical Rescue Unit (TRU) was relocated to Great Yarmouth in order to better align this specialist water capability to the location of greatest risk. There were four TRU units spread throughout the county, one of which was located in the King's Lynn area. The latest data showed that the TRU at Thetford was not as well utilized as those located elsewhere in the county and that the greatest risk was in the Great Yarmouth area.
- The storage of lithium-ion batteries was an emerging issue of concern not only for the Norfolk Fire and Rescue Service but also for partner organisations involved in planning for large scale battery storage sites. The Risk Management Plan referred to how the Norfolk Fire and Rescue Service approach to data collection and risk profile about the storage of lithium-ion batteries would be developed over a three- year period in collaboration with partner organisations.
- There had been significant improvements around the approach taken to fire prevention activities since the publication of the latest HMI report. Both whole time stations and on call stations were doing more to help vulnerable people

to protect themselves. Approximately £240,000 of investment from the County Council had enabled the Norfolk Fire and Rescue Service to increase its resource within the prevention teams and the amount of time that firefighters spent on fire prevention activity.

- Community risk profiles had been put in place to enable the Service to target the most vulnerable people. The Service had won an award earlier this year for the work that was done with the Adult Education Service in providing fire safety information for people within refugee/ asylum communities who did not have English as their first language. This was part of an increased focus within the Service towards providing safeguarding work; with new policies and training in place to help firefighters to identify vulnerable individuals and refer them to partner organisations who were best placed to support their needs.
- The Committee was pleased to hear that the Norfolk Fire and Rescue Service had a Community Interest Company that provided training and advice for businesses and care home on fire safety issues. The Community Interest Company helped to provide funding for smoke alarms for those who were unable to provide smoke alarms for themselves.
- Councillors said that one of the biggest risks for the Service identified in the report was the impact of climate change. Important issues for the future would be how the County Council's collection of high-level data on climate change got integrated into the Risk Management Plan, what dealing with climate change meant for the resourcing of the Service and how dealing with fires resulting from climate change got linked with data on social vulnerability.
- In reply to questions, it was pointed out the fire crews in the southern district had detailed plans in place for dealing with fires in the Thetford Forest Area.
- A significant level of support was available to help staff to cope with wellbeing and mental health issues that arose from having to deal with tragic incidents. Details about the level of support available from public health experts, the Fire Chiefs Council, a firefighters charity and research on academic best practice could be shared with Members of Scrutiny Committee at a later date.
- The Norfolk Urban Fire and Rescue Team had worked with the military to deal with an unexploded World War 2 bomb at Gt Yarmouth as part of a multi-agency response to help with the evacuation and provide technical advice. An incident review was currently taking place which the Chair asked officers to make available to all Councillors in due course.
- The Norfolk Fire and Rescue Service boundaries were based on minimum response times from fire stations and were not aligned to either District or health service boundaries.
- The national review of on-call firefighting had not yet been completed. This would take account of changes in workforce patterns.
- The detailed work of the roaming fire appliance was explained to members.
- It was suggested that future such reports should include a table of contents and a glossary of terms.

- Steps were being taken to encourage and support new entrants to the Norfolk Fire and Rescue Service through such activities as fire service open days. It was suggested that local County Councillors should be informed when such activities were being planned.
- Members spoke about the difficulties that fire crews could experience in accessing homes via estate roads that were blocked by parked cars. This was a problem that was not particular to the Norfolk Fire and Rescue Service.

7.4 The Committee RESOLVED

1. **To note the proposed Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26, providing the comments listed above.**
2. **Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework Procedure Rules), providing feedback and recommendations where appropriate.**

The meeting concluded at 1.15 pm

Chair



Scrutiny Committee

Minutes of the Meeting Held on 22 March 2023
at 10 am at County Hall Norwich

Present:

Cllr Steve Morpew (Chair)

Cllr Carl Annison

Cllr James Bensly(substitute for Cllr
Lana Hemsall)

Cllr Phillip Duigan

Cllr Barry Duffin

Cllr Mark Kiddle-Morris

Cllr Keith Kiddie

Cllr Brian Long

Cllr Ed Maxfield

Cllr Jamie Osborn

Cllr Brian Watkins

Cllr Tony White (substitute for Cllr Lesley
Bambridge)

Also, present (who took a part in the meeting):

Jonathan Glerum

Dr Robin Price

Emily Linsdell

Henry Cator OBE

Rachael Storr

Joel Hull

Mark Ogden

Kat Hulatt

Peter Randall

Tim Shaw

Regional Flood & Coastal Manager, Anglian Water

Director of Quality and Environment, Anglian Water

Regional Engagement Intern, Anglian Water

Chair of the Norfolk Strategic Flooding Alliance

Environment Agency

Assistant Director - Waste and Water Management (Community
and Environmental Services)

Flood & Water Manager (Community and Environmental
Services)

Head of Legal Services

Democratic Support and Scrutiny Manager

Committee Officer

1 Apologies for Absence

- 1.1 Apologies were received from Cllr Lesley Bambridge, Cllr Richard Price, Cllr Lana Hemsall, Ms Helen Bates (Church Representative), Giles Hankinson (Parent Governor) and Mr Paul Dunning (Church Representative).
An apology was also received from Eric Vardy, Cabinet Member for Environment and Waste.

2. Declarations of Interest

- 2.1 There were no declarations of interest.

3. Public Question Time

3.1 There were no public questions

4. Local Member Issues/Questions

4.1 There were no local member issues/questions.

5 Call In

5.1 The Committee noted that there were no call-in items.

6 Combined Sewer/Storm Water Overflows

6.1 The annexed report (6) was received.

6.2 The Scrutiny Committee received a report that provided an update on the issue of combined sewer/storm water overflows (which had previously been considered by the Committee in November 2022) and explained the activity carried out by both Anglian Water and the Environment Agency to monitor and prevent sewerage and drainage issues.

6.3 During discussion of the report with Jonathan Glerum (Regional Flood & Coastal Manager, Anglian Water), Dr Robin Price (Director of Quality and Environment, Anglian Water), Emily Linsdell (Regional Engagement Intern, Anglian Water), Henry Cator OBE (Chair of NSFA0, Rachael Storr (Environment Agency), Joel Hull (the Assistant Director Waste and Water Management (Community and Environmental Services), and Mark Ogden (Flood & Water Manager (Community and Environmental Services) the following key points were noted:

- The representatives of Anglian Water and the Environment Agency were questioned about sewage discharge incidents that had taken place across the county and how they intended to prevent them in future.
- In reply to questions from the Chair about how long it would take before Norfolk no longer had raw sewage discharges into rivers and the sea, the representatives from Anglia Water said that the company was due to publish data shortly that would show spills from storm outflows had decreased significantly during the last 12 months.
- In reply to questions from Councillors it was pointed out that pollution from sewage was ranked on a scale of 1-4, with 4 being the worst type of pollution. In making an assessment as to the ranking of sewage discharge, the impact on the local community and tourism were important considerations. Steps needed to be taken to educate communities on the right things to flush down the drainage system.
- Councillors stressed the importance of Event Duration Monitors (EDMs), their installation and maintenance, especially as they tended to be in volatile locations. The representatives of Anglia Water said that all water companies provided the Environment Agency with EDM data every year as part of their regulatory annual return to fulfil their permitted conditions to discharge from storm overflows under the Environmental Permitting Regulations. The data was available on the DEFRA data services platform. The 2022 return was currently being verified by the EA.

- Figures at this stage across the region had shown a reduction of 54% in the total hours of spills compared to 2021, with an average of 14 spills per overflow down from 25 in 2021.
- Anglian Water was investing £811 million between 2020-2025 as part of their Water Industry Natural Environment Programme to improve the environment and river water quality. This was the largest investment of any UK water company.
- Anglian Water was engaged with local communities on a wide range of local issues to improve water quality. For example, Anglian Water worked closely with Coastal Partnership East on the protection of coastal water assets.
- Anglian Water are supporting local innovative projects to drive change such as the County Council's Reclaim the Rain, at three sites in Norfolk aimed at improving water resilience. The use of slow-release water butts and large water storage within local communities was being explored as part of this project. An update on this project could be provided at a later date.
- By working together with partners Anglian Water hoped to come up with new ideas and concepts to reclaim excess water and deal with sewage discharges. Most of that which storm overflows released was rainwater.
- Anglian Water was working towards 26 new wetlands by the end of the decade.
- There was a flagship wetland project at Ingoldsthorpe, created in partnership with Norfolk Rivers Trust which Councillors were welcome to visit.
- There was also an Integrated Constructed Wetland (ICW) site at Stiffkey that included a sustainable, low-carbon, natural wastewater treatment system that also boosted biodiversity and Councillors were also welcome to visit this site.
- Wetlands were a natural flood defence. Barriers to introducing additional wetlands were discussed, specifically issues about acquiring land given that took land away from agricultural use which was not always well received by the local farming community.
- Anglian Water was taking steps to investigate where new reservoirs might be introduced in the area.
- A nature-based approach to water management solutions was also being taken in urban areas.
- Both the Committee and Anglian Water welcomed the Government's announcement earlier this year about a consultation on of the Flood and Water Management Act 2010 and for a direct and adequate funding stream for the work of the Norfolk Strategic Flooding Alliance. This issue had been previously considered by this Committee in 2022, the aim being to make Sustainable Drainage Systems mandatory and remove the automatic right to connect which would help to reduce storm overflow activations.
- The Committee also noted the House of Lords Industry and Regulators Committee had published its report entitled 'The affluent and the effluent: cleaning up the failures of water and sewage regulation' on the day of this meeting, which found that under investment, insufficient government strategy and poor coordination has resulted in the failure to protect the water environment. It was too early for the Scrutiny Committee to give any consideration to this report at today's meeting.
- Councillors said that in the past some of the water management projects introduced by Anglian Water had lacked scale and required more linkages between government funding and public and private sources of funding. Partnerships with the local planning authority, local Rivers Trust, farmers, landowners, and highways authorities were seen as being vital to improve river

health and reduce storm flow activations.

- The representatives from Anglian Water said that the company planned to make Norfolk the first area in Europe to take a blended approach to obtaining partnership funding for changes in land use that made for better water management.
- Councillors said there was a tendency for funding to be geared towards projects in areas that would benefit the most people, the consequence being that areas with smaller populations were not as well supported.
- Anglian Water had a map on their website (which was constantly being updated) that showed the location of sewage outflows across the county. Work was being done on the map to allow it to show changes in real time.
- There was a drive for innovation and pooling of data between partner organisations.
- Members were informed as to why outflows were permitted, to protect homes and local businesses from damage that could be incurred by flooding and sewage. It was for this reason that Anglian Water took a measured approach to the issue of revoking permits.
- It was acknowledged that when overflow pipes were designed and introduced in the days before Anglian Water, the environmental thinking behind allowing them was flawed. Many of the issues that arose from their design and use today were not unique to Norfolk.
- Water obstruction and nutrient levels were regarded as issues that were as significant as storm overflow levels in relation to achieving good ecological status of rivers.
- Where beaches were not meeting the required standards, the reasons behind this were investigated in conjunction with the Environment Agency.
- There were issues concerning the discharge of sewage into the river Wensum where bacterial levels were higher than the permitted levels.
- The Committee highlighted the provision of waterbutts by NCC as a viable option for encouraging water recycling. The Chair pointed out that the Committee had previously made a recommendation to the Cabinet Member on this matter and suggested that the Cabinet Member should be asked to provide Councillors with an update on the current position. Anglian Water representatives said that they would be happy to work with the County Council and other partner organisations to set up a campaign to help provide water butts.

6.4 **RESOLVED**

That the Committee

- 1. That the Committee note the nature and speed of progress made with flood prevention activities in Norfolk and the desire by all partners to have more done faster, done better and done together.**
- 2. That representatives of Anglian Water and the Environment Agency be invited to attend a meeting of the Scrutiny Committee in one year's**

time to provide an update on progress with sewage and stormwater overflow issues and flood prevention activity.

3. That the Cabinet Member for Environment and Waste be invited to provide an update for members on plans to implement the widest possible use of slow release water butts to store flood water and make them available for use by agriculture, industry, communities, and the environment. It was noted that Anglian Water had offered to assist in this matter.
4. That Members of the Scrutiny Committee welcome the steps being taken to create more wetlands and other partnership projects and take up an offer from Anglian Water to visit the site of the wetland project at Ingoldsthorpe and the Integrated Constructed Wetland (ICW) site at Stiffkey.

7. **Update from the Chair of the Norfolk Countywide Community Safety Partnership (NCCSP) Scrutiny Sub Panel**

7.1 The annexed report (7) was received.

7.2 The Scrutiny Committee received an update from the Chair of the NCCSP Scrutiny Sub Panel, Cllr Mark Kiddle-Morris.

7.3 The Committee agreed to endorse the report and the progress being made by the Scrutiny Sub Panel.

8 **Scrutiny Committee Forward Work Programme**

8.1 The annexed report (8) was received.

8.2 **RESOLVED**

That the Committee:

Note the current forward work programme as set out in the appendix to the report.

The meeting concluded at 12.30 pm

Chair

Scrutiny Committee

Item No: 7

Report Title: Update on Recommendations to Cabinet from the Scrutiny Committee

Date of Meeting: 20 April 2023

Responsible Cabinet Member: None

Responsible Director: Executive Director of Strategy and Transformation

Executive Summary

Following debate at the Scrutiny Committee, a Select Committee, or by Full Council, the body will decide whether to report or express comments to the Leader, Cabinet, Cabinet Member, the relevant officer or the Council. There is a legal requirement for the executive to respond to recommendations within 2 months of them being made. The procedure for handling recommendations from the Scrutiny Committee, a Select Committee, or by Full Council is set out in Section 3.1 of the [NCC constitution](#). This report sets out recommendations made by the Scrutiny Committee to Cabinet, and the response from the Cabinet Member as described in the minutes.

Recommendations

Members of the committee are asked to:

1. Note the Cabinet response to recommendations made by the Scrutiny Committee, and discuss whether further action is required.

1. Background and Purpose

- 1.1 Cabinet received the following recommendations from Scrutiny at the meeting held on the [6 March 2023](#):

| Date of Scrutiny Meeting | Topic/Recommendation to Cabinet. |
|---------------------------------|--|
| 26 January 2023 | Education Health and Care Plans |

| | |
|--|--|
| | <ul style="list-style-type: none"> • <i>That the Cabinet Member be asked to review the adequacy of the support for families that were currently going through the appeal process with the aim of reducing the incidence of appeals.</i> |
|--|--|

1.2 The Cabinet Member provided the following verbal response:

- The written scheme of action board would be replaced by the local first inclusion board and Members would be invited to sit on this. Monthly meetings of the delivery group, practitioner reference group, schools' forum and parent carer groups would input into this board.
- The aim of the local first inclusion board was to support children and families at an earlier stage so that they did not need to seek an Education Health and Care Plan. Increased help and support would also be developed, and more specialist provision would be made available in mainstream schools.
- A new role would be invested in to restore relationships with parents and help minimise disputes.
- This work could be reviewed through the Select Committee if required.

1.3 Following the verbal update, Cabinet:

- Considered the recommendation from Scrutiny Committee outlined in the report responding to issues raised
- Noted the verbal response to the recommendation from Scrutiny Committee given by the Cabinet Member for Children's Services who explained the developments which would be put in place to support families and children with Special Educational Needs and Disabilities to reduce the incidence of appeals relating to Education Health and Care Plans.

2. Financial Implications

4.1 None

3. Resource Implications

5.1 Staff:

None

5.2 Property:

None

5.3 IT:

None

4. Other Implications

6.1 Legal Implications:

None

6.2 Human Rights Implications:

None

6.3 Equality Impact Assessment (EqIA) (this must be included):

None

6.4 Data Protection Impact Assessments (DPIA):

None

6.5 Health and Safety implications (where appropriate):

None

6.6 Sustainability implications (where appropriate):

None

6.7 Any Other Implications:

None

5. Risk Implications / Assessment

7.1 None

6. Select Committee Comments

8.1 None

7. Recommendations

Members of the Scrutiny Committee are asked to:

Members of the committee are asked to:

1. Note the Cabinet response to recommendations made by the Scrutiny Committee, and discuss whether further action is required.

10. Background Papers

- [Minutes of the Cabinet Meeting held on the 6 March 2023](#)
- [Minutes of the Scrutiny Committee meeting held on the 26 February 2023](#)

Officer Contact

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

Officer name: Peter Randall

Telephone no.: 01603 307570

Email: peter.randall@norfolk.gov.uk



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Scrutiny Committee

Item No: 8

Report Title: Adult Social Care – Overview of Care Market Quality and Improvement

Date of Meeting: 20 April 2023

Responsible Cabinet Member: Cllr Bill Borrett (Cabinet Member for Adult Social Care, Public Health & Prevention)

Responsible Director: James Bullion (Executive Director of Adult Social Services)

Executive Summary

Ensuring everyone in Norfolk is able to access good quality care is a key priority for Norfolk County Council (the Council). It is at the heart of the approach agreed by Cabinet last year to embed a system wide approach to care quality improvement across the County. The Integrated Care Systems (ICS) Social Care Quality Improvement Programme was launched in August 2022 to support achievement of that aim.

Norfolk has seen higher levels of care provision that CQC rates 'Requires Improvement' compared to other areas both regionally and nationally. Conversely, the County has lower than average 'Inadequate' rated provision and higher than average 'Outstanding' rated provision. There is much to be proud of across the provision of social care in Norfolk, including some exceptional services and dedicated individuals. But too many people are being cared for by services that are not meeting the standard of care that people should expect. Sometimes this reflects a temporary decline in standards which care providers quickly remedy, but it can reflect longer term issues that require additional support and in some cases action to escalate, including termination of contracts with Norfolk County Council.

Market conditions can increase challenges for providers, for individuals requiring care and for the Council when commissioning or choosing services. Workforce shortages mean that it can be difficult to retain high quality and skilled staff and this can also lead to lack of care capacity and within it – choice. This can result in people choosing care rated 'Requires Improvement'; for example, where this is a better choice than a 'Good' or 'Outstanding' care service that is further away from a persons' locality, family, or social networks.

While responsibility for delivering compliant care rests with care providers and registration is the responsibility of the Care Quality Commission (CQC); it is the Council's responsibility to promote the diversity, efficiency and effectiveness of the care and support market. Our ambition is for 85% of care provision in Norfolk to be rated 'Good' or 'Outstanding' by the Care Quality Commission. This will take time, not least because it will take time for CQC to re-inspect care services, but the range of work being undertaken and outlined in this report is ensuring continual focus and collaboration across all partners and governance systems. In addition to the ongoing work of the Integrated Quality Service, key actions being undertaken include:

- a) Enhancing PAMMS to include audit of Positive Behaviour Support (activity developed in Norfolk with a national impact for all LAs utilising PAMMS)
- b) Piloting deployment of Experts by Experience to support review of services for people with a Learning Disability and Autism
- c) Building provider-led peer support with recognition for providers helping to champion quality improvement in Norfolk
- d) Provider-led training seminars focussing on best practice for key features of Good and Outstanding provision
- e) Reviewing methods of feedback from individuals, carers and families to increase engagement and develop effective mechanisms to enable reporting and act upon this information
- f) Review of delegated healthcare tasks and support to enable this – including training, skills and funding
- g) Delivering a new contract and performance management tool working alongside Procurement as part of the development of new approaches to support contract management

This paper provides an overview of the care market and the current challenges, an assessment of the current care quality position and its impact; the approach to supporting care quality in Norfolk including progress of the ICS Social Care Quality Improvement Programme, and wider actions within Adult Social Care that will actively influence and improve the quality of Council commissioned care.

Action Required

Committee is recommended to:

- a) **Note and discuss the content of this report providing feedback and recommendations where appropriate**

1. Background and Purpose

- 1.1 Scrutiny Committee requested a paper to provide an update on the quality of care in Norfolk and the actions and progress taken to support improvement. The purpose of the paper is to update Scrutiny Committee on the current quality of care provision in Norfolk and the progress and impact of the improvement actions undertaken to date and planned. This paper provides:
 - a) An overview of the care market position in Norfolk and current challenges
 - b) Assessment of the formal measures of care quality through CQC inspection and the Council led PAMMS assessments, including variation across service types and areas of Norfolk. The paper also provides an assessment of the impact of quality on the stability of the market.
 - c) Activity undertaken by the Council and the Integrated Care System over the last twelve months to support and influence care quality improvement
 - d) The purpose of an ethical framework to support care quality and improve outcomes for people in Norfolk
 - e) An overview of the measures being taken over the coming year to further support improvement
- 1.2 Factors that can impact on the quality of care include access to a skilled and consistent workforce, including care managers and the availability of care, and the

choice of Good and Outstanding care. Therefore, it is important to acknowledge the challenges across the Norfolk care market when considering the actions taken to improve care quality.

- 1.3 Delivery of compliant care is the responsibility of each care provider and they are held to account by the regulatory body, the Care Quality Commission (CQC); who is responsible for registering, inspecting and de-registering care provision.
- 1.4 The quality of care in Norfolk has been relatively low for some time, with poor comparison regionally and nationally. However, Norfolk has below average levels of 'Inadequate' care and above average 'Outstanding' care provision. But there is a comparably high volume of care provision that 'Requires Improvement' and therefore not delivering care that is compliant with care standards.
- 1.5 This position led to both officer and Member scrutiny and action. In 2019 the Integrated Quality Service was formed and in 2021 a Member Task and Finish Group was set up to review the challenges faced by the Norfolk market in more detail. This led to the recommendation for a system wide care quality framework and in 2022 the ICS Social Care Quality Improvement Programme was initiated to lead and drive change across all partners.
- 1.6 As has been the case nationally, the COVID-19 pandemic has seen a decline in care quality. However, whilst Norfolk remains poorly ranked compared to other councils for all care categories, the County has seen an incremental month-on-month improvement in CQC ratings since November 2022.

2. Norfolk's Care Market and the impact on care quality

2.1 Capacity and Sustainability

- 2.2 The County of Norfolk has a population of just over 910,000 residents, with projected growth to one million by 2036. Norfolk has an ageing population. Currently 25% of Norfolk's residents are aged 65+ compared to a 19% national average. The number of people over 85 is expected to double to 60,000 by 2040.
- 2.3 Norfolk is the 5th largest County in England covering over 2000 square miles and over half of our population lives in rural areas and market towns. Linked to the rurality of the County, travel times for all methods of transport is longer than England averages, affecting costs and workforce. The County has some stark differences within it with almost 130,000 living in communities that are in the 20% most deprived in England and yet parts of the County are amongst the most expensive places to live in the country.
- 2.4 The table below details challenges in different parts of Norfolk and the impact that these have in developing and delivering the care and support needed. As an example, North Norfolk has the highest proportion of over 65-year-olds at 34% and the biggest decrease in the population of 15–64-year-olds. Coupled with the most expensive housing, it is not surprising that it is the most difficult area to secure social care. Consistently around 50% of the unmet need for home care is in North Norfolk. In contrast, Norwich is an area with the lowest percentage of the population aged over 65 and a growing population of 15–64-year-olds. It is therefore not surprising that there is a concentration of service provision within the Norwich locality as this is where

it is easier to recruit the staff needed.

2.5 Table 1 – population data by Norfolk localities (source 2021 Census)

| Area | % of population aged | | Increase/(decrease) in population since 2011 census | |
|---------------------------|----------------------|------|---|-----------------|
| | 65+ | 85+ | 65+ | 15-64 year olds |
| England | | | 20.1% | 3.6% |
| Breckland | 25.6% | 3.6% | 25.8% | 3.6% |
| Broadland | 26.5% | 3.8% | 22.6% | 0.6% |
| Great Yarmouth | 25.3% | 3.4% | 17.8% | (1.7%) |
| Kings Lynn & West Norfolk | 26.8% | 3.5% | 17.9% | (0.1%) |
| North Norfolk | 34.0% | 5.0% | 17.8% | (5.6%) |
| Norwich | 15.2% | 2.3% | 10.6% | 8.6% |
| South Norfolk | 24.4% | 3.5% | 30.1% | 9.7% |

2.6 In addition to national workforce shortages, which has seen the loss of 150,000 care workers over the last year, the above table highlights the specific challenges of workforce availability to provide care in some parts of our County. Skills for Care data for 2022 estimates that there are 23,850 jobs across adult social care in Norfolk (CQC regulated services only). 16,075 are within services for older people and 7,700 supporting services for work age adults. Turnover rates for staff working in care homes is high across the County, but higher in homes for working age adults than older people. The data also identifies significant variances across the County with vacancy rates lowest in the East and Norwich and highest in the North, some parts of the West and Thetford. This is a clearly a challenge in relation to capacity of care, but also a consideration for new care providers considering expansion in Norfolk.

2.7 Although areas such as North Norfolk are experiencing the highest workforce challenges the quality of home care is very high in stark contrast to residential and nursing care. However, the availability of home care in North Norfolk is low for council commissioned contracts and this potentially demonstrates the impact of a high self-funder market for home care in this area.

2.8 Care Quality in Norfolk

2.8.1 Delivery of compliant good or outstanding care is the responsibility of any organisation that is registered to deliver social care services. Non-compliance risks enforcement action and de-registration by CQC. With a few notable exceptions, such as the Council's Norfolk First Response service, the vast majority of care provision in Norfolk is delivered by the independent sector. The tables below show the current position across different parts of the sector and across Norfolk. The first highlights the volume of provision within each CQC rating. The second table shows the movement over the last year.

| Provision | Outstanding | Good | Requires Improvement | Inadequate | Total |
|-------------|-------------|------|----------------------|------------|-------|
| Home Care | 10 | 91 | 31 | 1 | 133 |
| Nursing | 4 | 35 | 18 | 1 | 58 |
| Residential | 12 | 165 | 80 | 8 | 265 |
| All | 26 | 291 | 129 | 10 | 456 |

Current CQC ratings - All Care Types

| Month | Outstanding | Good | Requires Improvement | Inadequate | Overall % Good and Outstanding |
|----------------|-------------|-------|----------------------|------------|--------------------------------|
| March 2022 | 6.0% | 65.1% | 24.9% | 4.0% | 71.1% |
| April 2022 | 6.0% | 64.9% | 25.6% | 3.5% | 70.9% |
| May 2022 | 6.0% | 64.7% | 25.8% | 3.5% | 70.6% |
| June 2022 | 5.9% | 64.8% | 25.8% | 3.5% | 70.7% |
| July 2022 | 5.9% | 64.1% | 26.2% | 3.7% | 70.0% |
| August 2022 | 5.9% | 63.7% | 26.9% | 3.5% | 69.6% |
| September 2022 | 6.0% | 62.8% | 27.4% | 3.8% | 68.8% |
| October 2022 | 6.0% | 62.6% | 28.3% | 3.1% | 68.6% |
| November 2022 | 5.9% | 62.0% | 29.2% | 2.9% | 67.9% |
| December 2022 | 5.7% | 63.0% | 28.9% | 2.4% | 68.7% |
| January 2023 | 5.7% | 63.5% | 28.6% | 2.2% | 69.2% |
| February 2023 | 5.7% | 63.8% | 28.3% | 2.2% | 69.5% |

- 2.8.2 Further analysis is being completed to share with members to present the care quality ratings for different types of business. This will show the percentage of companies split by private independent business, third sector owned organisations and NCC owned companies that are Outstanding, Good, Requires Improvement or Inadequate.

2.9 Approach to review and assessment of Norfolk's care market

- 2.9.1 The Integrated Quality Service (IQS) was set up in 2019 to enable sustained quality assurance of commissioned care in Norfolk, to support quality improvement and where necessary, escalation. In the first year of formation, policies and processes were embedded and a systematic risk-based programme of PAMMS and Quality Monitoring audits implemented. This work was largely suspended throughout the COVID-19 pandemic when the Service predominately focused activity on supporting care providers on behalf of Public Health; in arranging the allocation and distribution of PPE, promoting positive infection control measures, outbreak management, provision of information and advice on rapidly changing Coronavirus legislation and guidance and coordinating multi-disciplinary forums for crisis intervention in serious outbreak situations.
- 2.9.2 In addition, the Service managed urgent quality assurance work in response to high-risk quality concerns, undertaking virtual Quality Monitoring Visits before relaxation of government restrictions in care settings in 2021. A return to business as usual was then reintroduced to enable focus on risk-based scheduling of routine quality assessment visits as well as resource to respond to specific concerns and follow up where quality improvement measures were identified. In the last 12 months (between

1 March 2022 – 28 February 2023) IQS has undertaken 308 threshold crossing audits (163 PAMMS and 145 Quality Monitoring Visits) across 278 care provider locations.

2.9.3 The remit of the service is all CQC regulated health and social care services that the Council commissions:

- a) Residential and Nursing Homes
- b) Domiciliary Care Agencies
- c) Housing with Care Schemes
- d) Supported Living Schemes

As well as the following un-regulated services:

- e) Day Opportunities
- f) Domestic Abuse settings

2.9.4 IQS services uses the Provider Assessment and Market Management Solution (PAMMS) a comprehensive audit of the quality of care delivered by providers of adult social care services. The tool aligns regulatory requirements set by CQC and contractual obligations. It is a supportive tool that has been developed by Local Authorities and is intended to assist providers prepare for a CQC inspection. PAMMS assessments result in published reports – a summary report for publication and a granular report for the provider – and an overall rating equitable with CQCs rating system. In addition, IQS uses Quality Monitoring Visits to assess progress against agreed actions plans arising from CQC or PAMMS assessments. These visits are also deployed in response to specific concerns, complaints or to support Safeguarding enquiries. Since 2023, Quality Monitoring Visit reports have also been rated enabling analysis and tracking of progress between comprehensive audits.

2.9.5 The Integrated Quality Service has been strengthened to deliver an increased level of quality assurance activity. This is supporting a consistent approach to quality improvement and escalation following a risk-based approach and providing a comprehensive service to complement Safeguarding, operational social work and commissioning teams along with health and other partner agencies. During this process teams across social care work closely with providers, individuals and their families to seek assurance and to work in the best interest of individuals.

2.9.6 Norfolk County Council has worked within the Integrated Care System to set up a Social Care Quality Improvement Programme whose aim is to increase and address care quality across all provision in Norfolk. The programme encompasses; provider support, workforce and care market transformation, improving feedback from people in receipt of services, their relatives and representatives, focus on contract monitoring, reviewing health functions in social care and wider support from health services and continued development of the Integrated Quality Services – including work focused on Positive Behaviour Support and working with people with lived experience as part of review of provision for learning disability services.

2.9.7 In common with the Integrated Quality Service, the Care Quality Commission inspects health and social care services on a dynamic risk-based basis. It is regrettable that, where the regulator has rated a care setting non-compliant, a subsequent audit by the Council showing improved performance provides CQC with assurance which has the effect of de-prioritising an early re-inspection. Contemporary compliance in this instance will not be reflected by the most recent CQC rating. In a recent pilot exercise CQC invited Local Authorities to nominate care settings where it was believed the current non-compliant (Requires Improvement) rating was inaccurate. In 5 out of 6

settings nominated by the Council, CQCs re-inspection rated the settings compliant (Good). It is demonstrable therefore that delays in re-inspection introduced by the regulators current inspection methodology are detrimental to care providers who have evidenced improved performance to the Council.

- 2.9.8 Collaborative and information sharing activity with the Care Quality Commission is set out in the Joint Working Protocol between CQC and ADASS (2019). This sets out the parameters within which information of concern about care providers is shared between agencies, the frequency of routine inter-agency engagement and agreed escalation and referral procedures. The Protocol requires the Council to be sighted in advance of certain regulatory action (enforcement) which might impact on its commissioning activity. There have been examples within the last twelve months where early notice of high-level enforcement activity has enabled the Council to take measures either to prevent urgent de-registration or to provide sufficient assurance of mitigation to delay action until suitable arrangements are made for individuals using services. The Council enjoys a healthy professional relationship with the regulator.
- 2.9.9 Norfolk County Council strengthened the IQS service, which costs £0.879m per annum. Including wider commissioning resources that support strategic direction, market shaping, direct commissioning, contract oversight and management the total £3.2m is per annum, which equates to 0.9% of the councils direct spend on care provision.
- 2.10 **PAMMS and CQC ratings equivalence and frequency.** There is a high correlation between the ratings of Council PAMMS assessments and CQC inspection ratings. Where there is a gap between visits (in the case of either agency) of more than six months, a variation in equivalence is expected. This is because both assessments are broadly 'snapshots' at the time of the visit but informed by intelligence collated throughout the year, leading to high levels of consistent measurement. The frequency of visits of both agencies is illustrated in a typical reporting period in the tables below; the regulator conducting 65% fewer visits than the Council. The Council gives greater priority to supporting non-compliant providers, although it should be noted that a proportion of its visits are for the purpose of collecting evidence to support escalated action.

Norfolk New CQC Inspection Ratings Dec 22 to Feb 23

| | Outstanding | Good | Requires improvement | Inadequate | Total |
|-------------------|-------------|-------|----------------------|------------|-------|
| Published ratings | 0 | 14 | 8 | 5 | 27 |
| % | 0.0% | 51.9% | 29.6% | 18.5% | |

Norfolk New PAMMMS Inspection Ratings Dec 22 to Feb 23

| | Excellent | Good | Requires Improvement | Poor | Total |
|-------------------|-----------|-------|----------------------|-------|-------|
| Published ratings | 1 | 15 | 18 | 7 | 41 |
| % | 2.4% | 36.6% | 43.9% | 17.1% | |

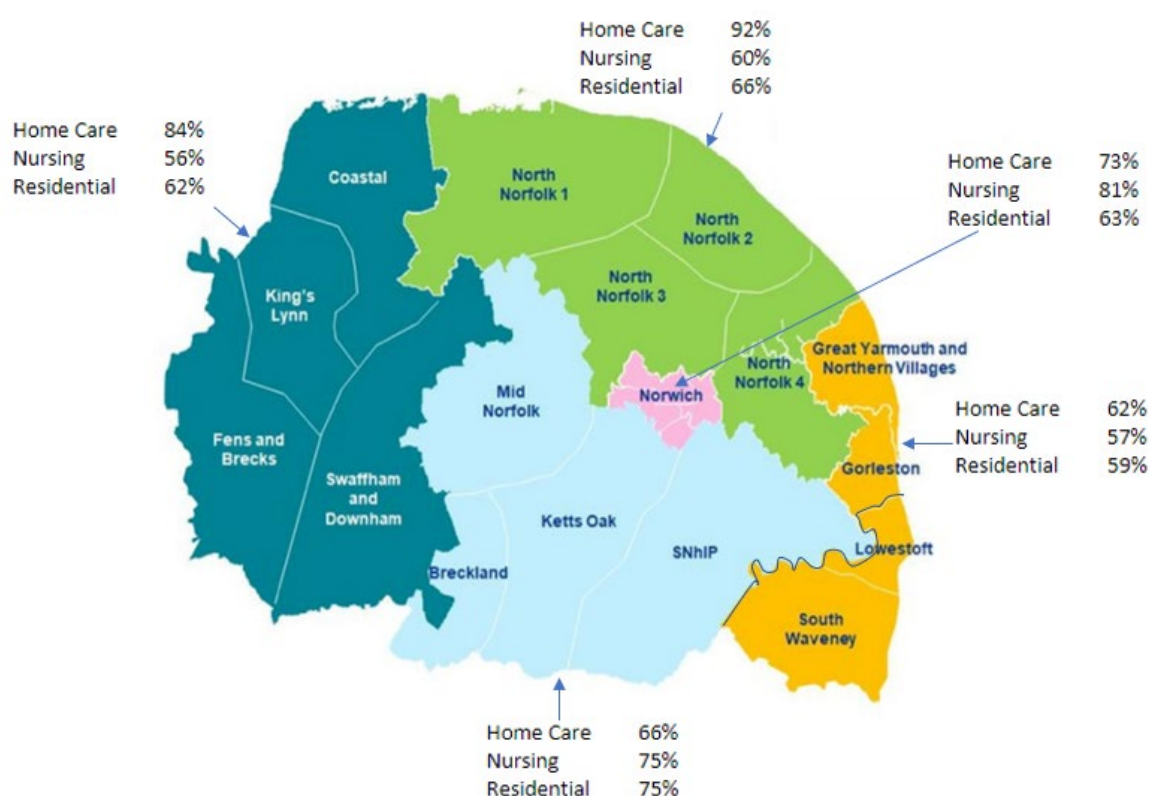
Sources

CQC and PAMMS

2.11 Evaluation of the care quality landscape

2.11.1 The below map provides a visual representation of the variation in quality across the County. Although some of the figures can be skewed by small numbers of provision in some areas, particularly in relation to nursing, it highlights the challenge with understanding the complexity around the drivers affecting care quality. Residential care has the highest volume of providers and therefore shifts in ratings for a few providers can have a negligible impact on the total numbers. The converse is true for nursing care. There are less workforce challenges in both Norwich and in the East of the County, however the picture below shows that availability of workforce does not in itself ensure good quality care and it is likely to also be affected by skills and training and the quality of leadership and investment into the service and staff.

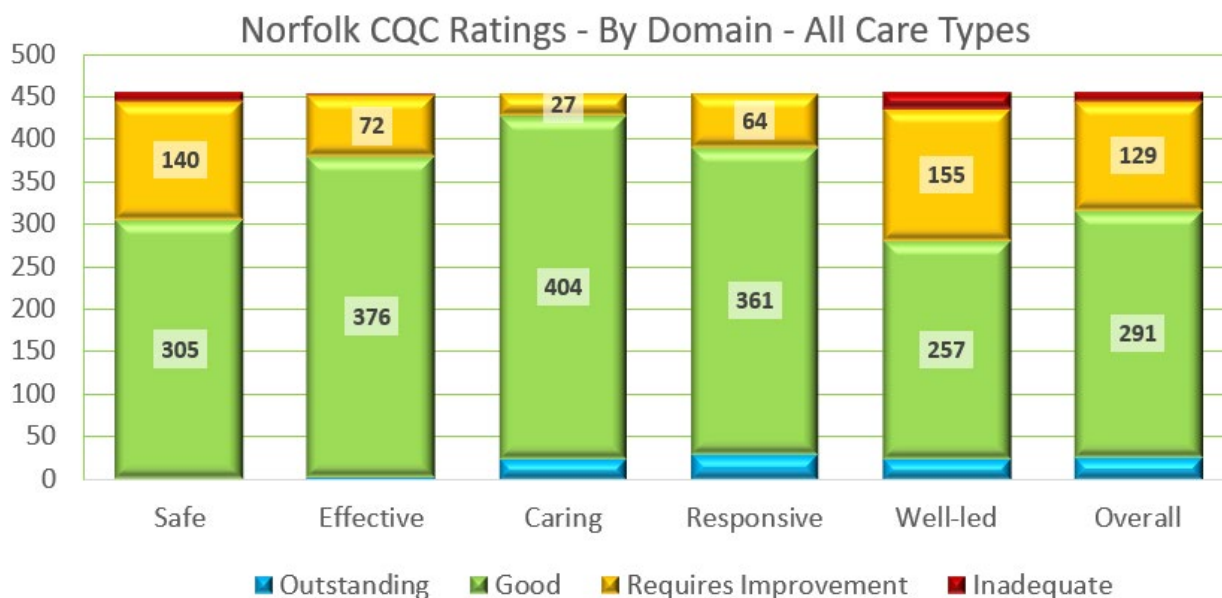
Table showing the % of different types of care rated good or outstanding by location.



2.11.2 There is no area that has good quality ratings across all service types. North Norfolk, South Norfolk and Norwich have the highest service ratings overall with North Norfolk particularly strong in home support services (92% rated good or outstanding). North Norfolk does, however, have the highest level of unmet needs with insufficient capacity available to meet demand. East Norfolk is the poorest performing area in relation to the quality of all regulatory services with only 62% of home care, 59% of residential care and 57% of nursing care rated good or outstanding.

2.11.3 Comparing the quality ratings for each district against similar local authority averages, highlights that North Norfolk has more home support services rated good or outstanding 92% compared to 88.8% for other similar authorities. The average ratings for nursing homes which are good or outstanding in Norwich is 81% compared to 77.4% in other similar local authorities. The average rating of good and outstanding in like authorities for residential homes is 81.6%; South Norfolk has the highest rating in Norfolk but this is only 75% of homes rated good or outstanding.

2.11.4 The below chart clearly highlights the elements of the CQC ratings, which are known as domains, and shows that the domains of safe and well led are more likely to be rated requires improvement or inadequate. The role of the registered manager, directors and owners and for larger providers the support of operational managers and quality improvement teams is vitally important to secure compliant services in both these areas. Norfolk currently has an estimated vacancy level of 20% across registered managers.



2.12 Integrated Quality Service Improvement and Escalation Policy

2.12.1 The IQS Improvement and Escalation Policy was produced to set out the means by which the Council, notably the Integrated Quality Service, would promote and support improvement in quality in the care market. It further addresses the escalation routes available to informally lever improvement and, where necessary, more formally by reference to provisions within the contract. The draft policy was consulted upon, with over 150 respondents comprising statutory partners, care providers, voluntary and third sector organisations and individuals. The published policy forms the framework within which IQS conducts its activity.

2.13 Provider risk

2.13.1 There are increasing numbers of providers across all residential and supported living provision highlighting concerns in relation to current and future sustainability. Since COVID-19 the average occupancy levels within homes has reduced. The National Capacity Tracker reports current occupancy rates of:

- a) 83% and 81% for older adult residential and nursing provision respectively, and
- b) 89% and 88% for working age adult residential and nursing provision

2.13.2 The Council therefore needs to work with providers as part of market shaping to re-size the market so that it is sustainable.

2.13.3 Some providers have, or are signalling a desire to, de-register nursing provision where nursing is not making up a large enough proportion of their business and it is not cost effective for them to continue to deliver. As part of the Collaborative Care Market

Review Project the Council is working with the ICB to review future approaches to ensure a more sustainable nursing home market.

- 2.13.4 Norfolk does continue to be an attractive area for new development as can be seen with the net increase in beds over the last 12 months. However, it is a mixed picture across older adult and working age adult provision. For older adult residential and nursing homes there has been a net increase of three care homes delivering 237 registered beds. For working age adults, there has been a net reduction of 5 care homes accounting for 138 registered beds.
- 2.13.5 Norfolk's residential stock tends to be converted older buildings which are increasingly not fit for purpose in meeting the higher acuity of presenting needs. Some homes do not have the type of environment conducive to meeting these needs and this impacts on the occupancy of the home and financial viability.
- 2.13.6 Poor quality provision further impacts on provider risk as homes will have restrictions placed on them limiting or preventing new referrals to the service. There are currently 8 nursing homes subject to restriction, 46 residential homes (of which 34 are for working age adults, and 12 care homes for older people). 8 restrictions are in force in home care services.

3. Progress to support care quality improvement and market sustainability

3.1 Overview of the ICS Social Care Quality Improvement Programme

- 3.1.1 The Council has identified improvement in care quality as a corporate vital sign, with the target for at least 85% of all types of care provision to be either 'Good' or 'Outstanding' by April 2024.
- 3.1.2 The mission is for Norfolk to be a County where everyone can access good quality adult social care. Working together we will ensure good quality delivery and availability of care and support to the residents of Norfolk that need it. Supporting people to stay independent for longer in the most appropriate setting and ensuring good ongoing support and opportunity for those with more complex needs. We recognise that success needs a collective focus from all stakeholders to put care quality at the forefront of our agendas, policies and actions.

3.2 Progress to date

Governance and Stakeholders

- 3.2.1 To deliver on our ambitions, change programme, and improve quality and performance, a priority was to strengthen our governance arrangements and focus on delivery on our performance. This has led to the introduction of an Adults Social Care Quality Improvement Board and an Operational Delivery Board.
- 3.2.2 The ICS Social Care Quality Improvement Programme has brought together representatives from across the ICS including care provider representation through Norfolk Care Association, Healthwatch Norfolk, the Integrated Care Board (ICB), Norfolk County Council Adult Social Care and Norfolk Safeguarding Adults Board. This has been important to ensure a wide range of expertise and challenge, plus system-wide involvement will support the means to deliver change and to support collaboration, openness, and transparency in our approach to adult social care.

- 3.2.3 The programme board reports to both Adult Social Services Director Leadership Team and into the ICB with quarterly reporting to the System Quality Group. The Board meets bi-monthly with an Operational Delivery Group overseeing actions and progress on a monthly basis. This is co-chaired by Tim Weller, Head of Integrated Quality Services and Paul Benton, Director for Quality and Care, Norfolk and Waveney ICB.

Themes and Objectives

- 3.2.4 A number of key stakeholders from across the system, from leadership and operational level, collaborated at a workshop to design the vision of the programme under five themes and 19 objectives to deliver the high impact deliverables.
- 3.2.5 Further system led collaboration assessed the current position against those objectives allowing coproduction of the following workstreams and the projects detailed below.
- a) Provider support
 - b) Care market transformation
 - c) Improving feedback and use of feedback from people accessing services, families and carers
 - d) Commissioning and contract management approach
 - e) Collaborative care across health and social care
 - f) Embedding a quality improvement culture
 - g) Ethical Framework – this will set out how as a system we will do business and what we should be able to expect from each other
 - h) Market sustainability actions – including commissioning approaches, cost of care, fee increases, workforce actions

Key Deliverables

- 3.2.6 The table below sets out the key deliverables from the programme over the coming year.



Provider support

- 3.2.7 Following initial engagement with providers about the key needs, this work is delivering provider led support through peer support from outstanding providers or good providers with outstanding features and a series of seminar topics focusing on the areas that will make the biggest difference. We are keen to develop a recognition scheme that will acknowledge the work being undertaken by providers acting as quality improvement champions on behalf of the Norfolk care sector.

3.3 Care market sustainability and transformation

- 3.3.1 Cabinet agreed the [market sustainability plan](#) at its meeting in March 2023 and this has been published. This provides a detailed assessment of the older people residential and nursing market and home care market, but also identified universal challenges for the social care sector. It highlights the actions needed to prepare for social care reform to support a sustainable care market. The [cost of care](#) work was completed in January and helped to inform the fee uplift for 2023-24.
- 3.3.2 The [Norfolk and Waveney Social Care Workforce Strategy](#) was published in 2021. This was a five year plan. The requirements for the social care workforce have not significantly changed and the core strategy remains. However, much progress has been made against the action plan and it is now timely to reassess these actions and priorities to reflect the current workforce landscape. Stakeholders have reassessed the priorities and a small working group is developing a revised action plan which will be completed this spring and is due to be report to the People and Communities Select Committee in July 2023. Key activities delivering towards this strategy include the continuing recruitment campaign and championing of care careers; retention best practice; international recruitment support; development of a job evaluation framework by Norfolk Care Association; social care academies to help people access social care work for the first time; enabling and promoting use of the Care App – which is a recruitment tool to encourage existing staff to recommend friends and family into social care; work with schools and colleges including the earn as you learn initiative for adults.
- 3.3.3 The Norfolk and Waveney ICB are leading a joint project with the Council to support care providers to meet the government target for providers to implement digital social care records. We are on track for 60% of providers to have systems in place by the end of March 2023 and will be working towards 80% by the end of 2023-24. As part of this programme we are promoting the effective use of digital care record systems to ensure that this investment support good quality care.

3.4 Increasing and improving feedback about social care provision

- 3.4.1 An instrumental strand to the quality programme was the improvement of feedback to embed the experience of those in receipt of services in our leadership and operational processes. To enhance our culture where feedback is welcomed and used to improve services systematically across the ICS
- 3.4.2 Healthwatch have launched a review with both providers and individuals to gain insight and evidence to the way feedback is collected, used and delivered. Further work will also review any current feedback mechanisms to shape quality improvement and address any gaps.

- 3.4.3 This initial phase running from Mar 2023 to June 2023 will highlight the vital future steps needed to develop this area further.

3.5 Health services to support care provision

- 3.5.1 This work is delivering a health led improvement plan to both improve access to health services for care providers and those they are supporting but also to review the delegation of healthcare tasks to social care, ensuring teams have the support to enable this including access to training, skills and funding. Provider engagement work has been undertaken to obtain qualitative data and quantitative research which will inform the priorities for the sector and help redefine the framework.

3.6 Commissioning and contract management

- 3.6.1 The workstream led by the Council, has several outputs ranging from contract segmentation, review of contract and performance frameworks, a 360-feedback policy and process between providers and the Council and the CCMR project.
- 3.6.2 A contract segmentation approach was approved by Corporate Board and is now proceeding to the design and promotion of operating models. The CCMR project has conducted its review and in the coming weeks will provide key recommendations for next steps.
- 3.6.3 Other outputs identified will await the outcomes of the Council's Strategic Review and potentially new timelines or objectives may need to be identified thereafter.

3.7 Integrated Quality Service

- 3.7.1 The work is building on the existing role of IQS. This has included the implementation of the Quality and Escalation Policy, which provides a consistent framework for the operation of the team and escalation of performance concerns and actions taken. The service has led the work to develop and introduce Positive Behaviour Support audit into the PAMMS assessment tool and this is being launched across all regions using PAMMS in April 2023. The service has developed and piloted a Quality Assurance Framework for Domestic Abuse services and following lessons learned from this the approach will be formally launched in April 2023. It is believed this is the first such dedicated audit for Domestic Abuse in England.
- 3.7.2 Pilots are commencing in April 2023 to work with Experts by Experience to support the delivery of quality assurance visits to services for people with learning disabilities and autism. This will provide a new dimension to the PAMMS assessment and ensure the insight and viewpoint of people with lived experience is incorporated into assurance activity. This is believed to be the first engagement of people with lived experience in Local Authority audit of commissioned care functions.

4. Impact on quality improvement

- 4.1 Whilst not an impact on quality improvement itself, delays in CQC re-inspections brought about by its current inspection methodology means accurate data on the contemporary performance of care providers is not available by reference to CQC ratings alone. A current restructure within the CQC – to accommodate the regulators new role in Local Authority and ICB audit – means previously dedicated social care

inspectors will be working among hybrid teams and it is anticipated that frequency of inspections will reduce further as consequence, if only for a transitional period.

- 4.2 The volume of care settings with a continuous history of non-compliant CQC ratings (where the Council has also failed to secure sustainable improvement) is at a level where action to terminate contracts is not commensurate with capacity in the compliant care market to meet the needs of individuals impacted (particularly the case for people with a learning disability or autism). Activity is underway within learning disability and autism commissioning to address the shortfall in capacity for people with enhanced assessed support needs, including the expansion of the team to manage dedicated improvement and development strategies.
- 4.3 Norfolk Care Association (NorCA) has been operational for three years, with the early years focusing on direct support providers throughout the pandemic. Over the last two years the association has built membership with providers across the Norfolk social care market and developed its support offer including six sub-groups for all parts of the sector. These provide both a network and forum for information and new initiatives. Through these groups there is opportunity for feedback to Norfolk County Council and the ICB, which has led to change, as well as engagement of key plans including the redesign of the homecare strategy; the quality improvement strategy and the winter resilience plans. NorCA has supported the work of the Council through the cost of care activity. The importance of a strong care association cannot be underestimated. It delivers the provider voice, enables challenge back to the Council and an opportunity to address issues that can hinder progress. It also enables provider engagement to help ensure the council is listening to those delivering care in the design of services and processes as well as those in receipt of those services.
- 4.4 NorCA undertook the role as lead sponsor of the Norfolk Care Awards in 2022, with the Council sponsoring two of the individual awards. The awards provide an important opportunity to acknowledge and celebrate the work of the social care sector. It also provides recognition of those Good and Outstanding providers enabling a spotlight on best practice and innovation in social care delivery.

5. Key medium-term actions

- 5.1 The programme of work being undertaken across the system brings together both existing and new actions, but through the common lens of ensuring actions to influence, steer and support improvement to the quality of care available within Norfolk. The direction of travel needs to be sustainable for the long term, so an important part of the work will be the transition to business as usual – ensuring the right governance continues to oversee progress at both a system and place level, maximising the use of feedback and data from the designed dashboard and continuing to embed the culture, tools and support that drive high quality care delivery.
- 5.2 In addition to the specific deliverables of the programme, the work across commissioning and the wider department is key to market shaping; supporting growth and encouraging inward investment to Norfolk of high-quality care provision; and commissioning strategies to prioritise and incentivise good quality care. Key actions that are underway include:

| Market Shaping Programmes | Vision | Aims |
|----------------------------------|--|---|
| Connecting Communities | Supporting people to be independent, resilient, and well. | To help people in Norfolk access the right service for them at the right time. |
| Home Support Strategy | To create a strong and responsive home care market | To create a home care market that is: <ul style="list-style-type: none"> • Sustainable • Has the capacity to meet current and future demand • Delivering good or outstanding quality of care |
| Collaborative Care Review | To develop an innovative and sustainable care market that is responsive to the needs of local people, delivers high quality care and provides value for money. | To review the current models for accommodation-based provision to achieve: <ul style="list-style-type: none"> • Care market sustainability and moving towards a fair cost of care. • Joint strategic direction for care home commissioning and contract management. • Development of new, integrated service models which focus on quality and outcomes for local people. • Strategic transformation of Housing with Care. • Delivery of Norse Care transformation programme • Improved health support to providers. |
| Specialist Housing Programmes | A home should provide everyone with a safe foundation for a good life | The specialist housing programme aims to deliver: <ul style="list-style-type: none"> • Attractive housing for older people which offers peace of mind, helping people to stay independent in their local communities for longer. • Attractive housing for adults with care and support needs that give people choice and opportunity to live independently in the community. • Strong partnerships to facilitate more affordable developments across Norfolk over the next 5 years supported by: <ul style="list-style-type: none"> ○ £29m capital funding to help facilitate 1,135 units of affordable Independent Living for older people ○ £18m capital funding to help facilitate 181 units of affordable supported living for working age adults |
| Preparing for Social Care Reform | To have the right people, policies and technology in place to manage demand now and in the future. | Although implementation of Social Care and Charging Reform has been delayed there is still a lot to do to be ready for October 2025. We need... <ul style="list-style-type: none"> • To ensure that we have the right resources and skills mix in place to manage the new demand. |

| | | |
|--|--|---|
| | | <ul style="list-style-type: none"> • To support as many adults as possible to access a broader first contact offer as part of the customer journey. • To support as many adults as possible to conduct self-service and supported self-assessments. • To support as many adults as possible to set up their care account and manage their care support planning. • Build on Connecting Communities to equip people and staff with more technologies and options to safeguard, respond to social care crisis and in ways of meeting long term needs. • Set fee levels for older people residential and nursing homes and home care that secure value for money, choice, quality and long-term market sustainability. • Capture intelligence reports to inform our financial planning and commissioning arrangements. |
|--|--|---|

- 5.3 The market shaping activities will be supported by the development of an **Ethical Commissioning Framework** for Norfolk. This was one of the recommendations from the Safeguarding Adult Review into the tragic deaths of Joanna, Jon and Ben at Cawston Park hospital. A community interest company, Curators of Change, has been commissioned to support the co-production of the framework with people who access services, their families and other key stakeholders. This framework will set out the principles and standards that will govern the way that the Council and ICB commissions services, the expectations of providers and their staff in the delivery of services and for the people who access services. The framework will set out clear expectations which all involved believe will support an improvement in the quality of services and support in Norfolk.
- 5.4 The draft framework is due to be presented back to the Safeguarding Adults Review Board in July 2023.

6. Financial Implications

- 6.1 There are no financial implications arising from this report. The Social Care Quality Improvement Programme is predominately being managed through existing budgets and planned resources. Additional costs funded from existing reserves are supporting programme management and some provider support. Separate business cases will continue to be made for individual projects.

7. Resource Implications

- 7.1 **Staff:**

7.1.1 None at this time, but potential review of activities may be required pending the outcome of the Council's Strategic Review.

7.2 Property:

7.2.1 None identified

7.3 IT:

7.3.1 None identified

8. Other Implications

8.1 Legal Implications:

8.1.2 None identified

8.2 Human Rights Implications:

8.2.1 There are no Human Rights Implications specific to the activity set out in this paper beyond those principles that apply to ECHR Article 8 Rights (considered by operational staff and others when arranging transfer of individuals in the event of service failure, and Mental Capacity Act considerations. Consultation and engagement (including with people who use services) has been designed into project work where change is proposed or envisaged.

8.3 Equality Impact Assessment (EqIA):

8.3.1 Quality is below national and regional averages across all areas of provision for all client groups however, the working age adult residential sector appears to be less sustainable than other sectors currently. There has been a net reduction in the number of residential places in learning disability, autism and mental health services and although there are new services in the pipeline the situation will continue to be challenging for these client groups in the short to medium term.

8.4 Data Protection Impact Assessments (DPIA):

8.4.1 None identified

8.5 Health and Safety implications:

8.5.1 None identified

9. Risk Implications / Assessment

9.1 The care quality programme has identified a significant risk in meeting its overall target of 85% by 2024. This aim is reliant on CQC, assessing and rating the required providers. Based on current projections of approximately nine inspections per month. It has been calculated approximately to take 25 months to achieve (January 2025). This estimate may deviate subject to revised inspection methodologies and/or increase in registered provision.

- 9.2 The risk has been raised with the Programme Board and development of mitigations are in progress, such as further discussions with CQC and use of PAMMS ratings.

10. Recommendations

10.1 Committee is recommended to:

- a) Note and discuss the content of this report providing feedback and recommendations where appropriate**

11. Background Papers

11.1 [Delivering a social care quality framework for Norfolk – Cabinet 6 June 2022](#)

Officer Contact

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

Officer name: Gary Heathcote

Telephone no: 01603 973863

Email: gary.heathcote@norfolk.gov.uk



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Glossary of Terms

Alphabetical list of terms, where not explained in the report

Collaborative Care Market review project - NCC led project working closely with the Integrated Care Board to increase joint working for the future effective and sustainable commissioning of nursing including funded nursing care, and NHS Continuing Healthcare.

Connecting Communities – the NCC transformation programme to deliver improvements to the social care front door, prevention, initial engagement and longer-term social care interventions and pathways.

Contract segmentation – in line with the NCC Procurement Strategy this is an approach to assess all contracts and suppliers through a judgement of risk, value, criticality and carbon to help shape effective supplier relationship management and enable the right focus on these.

CQC – The Care Quality Commission is the independent regulator of health and social care in England.

Digital social care records – a description of a system that allows the digital recording of care information and care received by an individual, within a social care setting, replacing traditional paper records.

Experts by Experience – people who have recent personal experience (within the last eight years) of accessing or caring for someone who accesses services.

Integrated Care Board (ICB) – the statutory NHS organisation which is responsible for developing a plan for meeting the health needs of the population, managing the NHS budget and arranging for the provision of health services in the area.

Integrated Care System (ICS) – partnerships of NHS organisations, councils and wider partners that come together to plan and delivery joined up health and care services and to improve lives of people who live and work in their area. It legally must have an Integrated care Partnership (the statutory committee – in Norfolk and Waveney this has been combined with the Health and Wellbeing Board) and an ICB

National Capacity Tracker - a national web based tool that enables care homes, domiciliary care providers and other community provision to share vacancy and other critical information in real time. There is a mandatory requirement for providers to update the tracker monthly.

Norfolk and Waveney System Quality Group – a strategic forum for partners across health, social care, public health and wider organisations within the ICS to review and share information, insight and learning on quality matters across the ICS.

Norfolk Safeguarding Adults Board – a statutory board with representation from the local authority, NHS and the police to provide assurance that local safeguarding arrangements and partners act to help and protect adults in its area who meet the criteria under the Care Act. It has a key responsibility for protecting adults from abuse, reducing the risk of abuse and supporting people to stop abuse where it happens.

PAMMS – the provider assessment and market management solution is an online assessment tool, which is used by Norfolk County Council and councils nationally, to help assess the quality of care delivered by providers of adult social care service and to help prepare for CQC inspection. Although the assessment is not the same as CQC inspection requirement there is a close relationship and it is designed to be a supportive tool to help highlight both high achieving service areas and those where additional actions are needed.

Positive Behaviour Support (PBS) – is a person-centred approach to supporting people with a learning disability based on a set of values enabling inclusion, choice, participation and equality of opportunity.

Skills for Care – the strategic workforce development and planning body for adult social care in England,

Scrutiny Committee

Item No: 9

Report Title: Scrutiny Committee Forward Work Programme

Date of Meeting: 20 April 2023

Responsible Cabinet Member: None

Responsible Director: Executive Director of Strategy and Transformation

Executive Summary

This paper sets out the current forward work programme for the Scrutiny Committee, outlining committee dates and agreed items.

Recommendations

Members of the committee are asked to:

1. Note the current Scrutiny Committee forward work programme and discuss potential further items for future consideration.

1. Background and Purpose

- 1.1 Members of the Scrutiny Committee took part in a work programming session held on the 16 May 2022, discussing proposed items for the Committee to consider through until May 2023.
- 1.2 The work programme attached is amended frequently to better reflect officer pressures and changes to the Cabinet forward plan of decisions.
- 1.3 All topics are subject to change, with the committee remaining flexible to ensure the ability to adapt to emerging and urgent topics for consideration.
- 1.4 Members are further advised that the scheduled Scrutiny Committee meeting on the 24th May has now been moved forward to the 18th May.

2. Proposal

- 2.1 Members are asked to note the attached forward programme of work (**Appendix A**) and discuss potential further items for consideration.

3. Impact of the Proposal

- 3.1 Maintaining the proposed work programme will ensure that the Scrutiny Committee has a full schedule of work, and officers are well prepared to present to the committee.

4. Financial Implications

- 4.1 None

5. Resource Implications

5.1 Staff:

None

5.2 Property:

None

5.3 IT:

None

6. Other Implications

6.1 Legal Implications:

None

6.2 Human Rights Implications:

None

6.3 Equality Impact Assessment (EqIA) (this must be included):

None

6.4 Data Protection Impact Assessments (DPIA):

None

6.5 Health and Safety implications (where appropriate):

None

6.6 Sustainability implications (where appropriate):

None

6.7 Any Other Implications:

None

7. Risk Implications / Assessment

7.1 None

8. Select Committee Comments

8.1 None

9. Recommendations

Members of the Scrutiny Committee are asked to:

1. Note the Scrutiny Committee forward work programme and discuss potential further items for future consideration.

10. Background Papers

10.1 **Appendix A** – Scrutiny Committee Forward Programme of Work

Officer Contact

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

Officer name: Peter Randall

Telephone no.: 01603 307570

Email: peter.randall@norfolk.gov.uk



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Scrutiny Committee Forward Work Programme

| Date | Report | Further notes/Comments | Better Together for Norfolk - Strategic Goal(s)* | Cabinet Member | Exec Director |
|-----------------|--|---|---|---|---|
| 20/04/23 | Quality of Care – Overview of the Care Market in Norfolk | Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022 | - Healthy, Fulfilling and Independent Lives | Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention | James Bullion, Executive Director of Adult Social Care |
| 18/05/23 | Committee Terms of Reference | Standard annual item | - N/A | N/A | N/A |
| | County Deal – Consultation Outcomes and Next Steps. | Scheduled item on the County Deal timeline | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future | Cllr Andrew Proctor, Leader of the Council and Cabinet Member for Governance and Strategy | Paul Cracknell, Executive Director of Strategy and Transformation |

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|-----------------|--|-------------------------|---|--|---|
| | Performance Review Panels – Quarterly Update | Standard quarterly item | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives | Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services | James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services |
| 21/06/23 | Update from the Chair of the Norfolk Countywide Community Safety Partnership | Standing item | <ul style="list-style-type: none"> - Strong, Engaged and Inclusive Communities | None | Tom McCabe, Executive Director of Community and Environmental Services |
| 19/07/23 | Performance Review Panels – Quarterly Update | Standard quarterly item | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives | Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services | James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services |

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|-----------------|--|--|---|---|--|
| | Strategic and Financial Planning 2023-24 | Standard budget setting item | - A Vibrant and Sustainable Economy | Cllr Andrew Jamieson, Cabinet Member for Finance | Harvey Bullen, Director of Strategic Finance |
| 23/08/23 | County Deal - Update | Scheduled item on the County Deal timeline | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future | Cllr Andrew Proctor, Leader of the Council and Cabinet Member for Governance and Strategy | Paul Cracknell, Executive Director of Strategy and Transformation |
| 20/09/23 | Update from the Chair of the Norfolk Countywide Community Safety Partnership | Standing item | Strong, Engaged and Inclusive Communities | None | Tom McCabe, Executive Director of Community and Environmental Services |
| 18/10/23 | County Deal - Update | Scheduled item on the County Deal timeline | - A Vibrant and Sustainable Economy | Cllr Andrew Proctor, Leader of the Council and Cabinet Member for | Paul Cracknell, Executive Director of Strategy and Transformation |

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|-----------------|--|--|--|--|---|
| | | | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future | Governance and Strategy | |
| | Performance Review Panels – Quarterly Update | Standard quarterly item | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives | Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children’s Services | James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children’s Services |
| | Strategic and Financial Planning 2023-24 | Standard budget setting item | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy | Cllr Andrew Jamieson, Cabinet Member for Finance | Harvey Bullen, Director of Strategic Finance |
| 22/11/23 | Review of Norfolk Flood Prevention Activity | Agreed by the Scrutiny Committee at the meeting held | <ul style="list-style-type: none"> - A Greener, More Resilient Future | Cllr Martin Wilby, Cabinet Member for Highways, | Tom McCabe, Executive Director of Community and |

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|-----------------|--|--|---|---|--|
| | | on the 23 November 2022 | | Infrastructure and Transport | Environmental Services |
| 13/12/23 | County Deal – Consideration of Statutory Instrument | Scheduled item on the County Deal timeline | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future | Cllr Andrew Proctor, Leader of the Council and Cabinet Member for Governance and Strategy | Paul Cracknell, Executive Director of Strategy and Transformation |
| | Update from the Chair of the Norfolk Countywide Community Safety Partnership | Standing item | Strong, Engaged and Inclusive Communities | None | Tom McCabe, Executive Director of Community and Environmental Services |
| 20/12/23 | Nothing Currently Scheduled | | | | |
| 25/01/24 | Update on Local Government Finance Settlement | Standard budget setting item | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy | Cllr Andrew Jamieson, Cabinet Member for Finance | Harvey Bullen, Director of Strategic Finance |

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|-----------------|--|------------------------------|---|--|---|
| | Performance Review Panels – Quarterly Update | Standard quarterly item | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives | Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services | James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services |
| 14/02/24 | Scrutiny Committee 2023-24 Budget scrutiny | Standard budget setting item | <ul style="list-style-type: none"> - A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future | Cllr Andrew Jamieson, Cabinet Member for Finance | Harvey Bullen, Director of Strategic Finance |
| 20/03/24 | Nothing Currently Scheduled | | | | |
| 24/04/24 | Performance Review Panels – Quarterly Update | Standard quarterly item | <ul style="list-style-type: none"> - Better Opportunities for Children and Young People | Cllr Bill Borrett, Cabinet Member for Adult Social Care, | James Bullion, Executive Director of Adult Social Care |

| | | | | | |
|--|--|--|---|---|---|
| | | | - Healthy, Fulfilling and Independent Lives | Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services | & Sarah Tough, Executive Director of Children's Services |
|--|--|--|---|---|---|

The 'Better Together for Norfolk – County Council Strategy 2021-25**' outlines five strategic priorities. These are:*

- A Vibrant and Sustainable Economy*
- Better Opportunities for Children and Young People*
- Healthy, Fulfilling and Independent Lives*
- Strong, Engaged and Inclusive Communities*
- A Greener, More Resilient Future*

When scheduling items for the work programme the committee should consider, where applicable, the item contributes to the above strategic goals and overall delivery of the County Council's strategy for 2021-25.