

Adult Social Care Committee

Date: **Monday 12th January 2015**

Time: **10am**

Venue: **Edwards Room, County Hall, Norwich**

SUPPLEMENTARY A g e n d a

- 9. Service and Budget Planning 2015-18**
Report by Executive Director of Adult Social Services

(Page A2)

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Adult Social Care Committee

Item No 9

Report title:	Strategic and Financial Planning 2015-18
Date of meeting:	12 January 2015
Responsible Chief Officer:	Harold Bodmer, Director of Community Services
Strategic impact The proposals in this report will contribute towards the County Council setting a legal budget for 2015/16 which sees its total resources of £1.4billion focused on meeting the needs of residents.	

Norfolk County Council is due to agree its new budget and plan for 2015-18 on 16 February 2015. Policy & Resources Committee works with service committees to coordinate this process and develop a sound, whole-council budget and plan for Norfolk.

The County Council is currently facing unprecedented financial challenges. In the current year (2014-15), a total of £69m savings are being implemented; a further £40m of savings for 2015-16 were consulted on and agreed in February 2014. In September 2014, the Council learned that an estimated budget shortfall of £3.8m for 2015-16 was likely to increase to £12.9m. This was due to new financial risks.

In order to set a balanced budget for 2015-18, the Council agreed a strategy to meet as much of the shortfall as possible through efficiency measures. In total, £11.2m of efficiency savings were found across all services, leaving a shortfall of £1.7m for 2015-16. Committees then identified further savings proposals to meet the remaining £1.7m gap. Some of these proposals were likely to have an impact on the public, so have undergone equality and rural assessment and public consultation.

This paper sets out the latest information on the Local Government Finance Settlement and the financial and planning context for the County Council for 2015-18. It summarises the Committee's savings proposals for 2015-16 and the proposed cash limit revenue budget based on all current proposals and identified pressures and the proposed capital programme. It also reports on the findings of rural and equality assessments. The findings of public consultation will be presented at the meeting.

The information in this report will enable the Committee to take a considered view of all relevant factors in order to agree a balanced budget for 2015-18, and recommend this to Policy & Resources Committee for consideration on 26 January 2015 before Full Council meets on 16 February 2015 to agree the final budget and plan for 2015-18.

RECOMMENDATIONS:

The Committee to:

- (1) Consider and agree the findings of public consultation**

- (2) Consider and agree the findings of equality and rural assessment, and in doing so, note the Council's duty under the Equality Act 2010 to have due regard to the need to:
- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- (3) Agree and recommend a budget as set out in Appendix A and any associated risks or issues and the proposed use of reserves contained in Appendix C to Policy & Resources Committee for consideration on 26 January 2015, to enable Policy & Resources Committee to recommend a sound, whole-Council budget to Full Council on 16 February 2015

1.	Proposal
1.1	Norfolk County Council is due to agree its new budget and plan for 2015-18 on 16th February 2015.
1.2	The County Council continues to manage unprecedented financial challenges. In February 2014, the Council agreed the budget for 2014-15, and in the context of establishing a three year rolling financial plan, agreed planned savings of £71.8m for 2015-17. This left a predicted shortfall of £3.8m in 2015-16 and £18.2m in 2016-17.
1.3	However, in September 2014, the Council learned that the budget shortfall for 2015-16 was likely to be significantly higher - £12.9m. This was due to changes in circumstances making it difficult to achieve budget reductions agreed for this year (2014-15) and next; cuts of £2.7m to the Education Services Grant, the total impact arising from the Better Care Fund and the NHS Invest to Save Fund on the Council's budget (a loss of £6.85m in revenue for 2015-16) and increasing pressure on and demand for social care services for vulnerable adults.
1.4	Since September 2014, service committees have worked to identify savings proposals to meet the £12.9m shortfall. Policy and Resources Committee, which works with service committees to coordinate the budget setting process, agreed that as much of the shortfall as possible should be met through further efficiency proposals. This would be in addition to the £88m of efficiency savings for 2014-17 already agreed by Full Council in February 2014.
1.5	Committees were successful in identifying around £11m of additional efficiency savings to meet the £12.9m budget gap. This, together with the outcome to date of the Better Care Fund, left a remaining budget shortfall of £1.7m (this was on the assumption that there were no overspends on the current revenue budget (2014-15), and that all savings for 2015-16 already consulted on and agreed by Full Council were delivered).
1.6	Committees then sought to find additional savings to meet the £1.7m shortfall for 2015-16. Policy & Resources Committee suggested the following apportionment across committees: <ul style="list-style-type: none"> • Children's: £310k • Adults: £395k

	<ul style="list-style-type: none"> • Cultural: £105k • ETD: £385k • Fire and rescue: £ 95k • Resources £320k • Finance general: £ 85k
1.7	Adult Social Care Committee identified £395k savings proposals to help meet the £1.7m shortfall and enable the Council to set a balanced budget for 2015-18. Some of these proposals were likely to have an impact on the public, so have undergone equality and rural assessment and public consultation as part of the wider consultation on the budget savings.
1.8	On 3 December 2014, the Government announced its Provisional Local Government Settlement 2015-16 and the Autumn Statement 2014. The implications of this will have a significant impact on the Council's budget and service planning over the next five years, and will be one of many factors that the Committee will need to take into account in determining its savings proposals for 2015-16, as well as the budget for 2015-18.
1.9	This paper sets out the latest information on the Local Government Finance Settlement and the financial and planning context for the County Council for 2015-18. It summarises the Committee's savings proposals for 2015-16 and the proposed cash limit revenue budget based on all current proposals and identified pressures and the proposed capital programme. It also reports on the findings of rural and equality assessments. The findings of public consultation will be presented at the meeting, to enable members to take a considered view of all relevant information before agreeing a balanced budget for 2015-18 to recommend to Policy & Resources Committee for consideration on 26 January 2015 before Full Council meets on 16 February 2015 to agree the final budget and plan for 2015-18.
2.	Provisional Local Government Settlement 2015-16 and the Autumn Statement 2014
2.1	The Chancellor of the Exchequer announced his Autumn Statement on 3 December 2014. Following the Statement our planning assumptions remained broadly the same.
2.2	<p>There were a number of announcements affecting business rates. The RPI increase in business rates will be capped at 2% for a further year from 1 April 2015. Our assumption, based on last year, is that these business rate policy changes will be fully funded through section 31 grant payments:</p> <ul style="list-style-type: none"> • Small Business Rates Relief will be extended to April 2016; it was due to end April 2015 (after a two year extension) • Business rates discount for shops, pubs, cafes and restaurants with a rateable value of £50,000 or below, has been increased from £1,000 to £1,500 in 2015-16
2.3	Department of Communities and Local Government announced the detailed finance settlement for local government on 18 December 2014. This provided provisional details for 2015-16. In relation to our plans, the funding settlement (Revenue Support Grant and Business Rates funding) is £0.381m lower than expected in 2015-16. There are also adjustments to specific grants which are £0.444m less than the budget planning assumptions.

2.4	The adjusted Settlement Funding Assessment for 2014-15 is £320.054m, for 2015-16 the Settlement Funding Assessment reduced by £42.093m to £277.961m.
2.5	Further detail is available on the Local Government Finance Settlement in Appendix B, within the briefing paper to all Members and Chief Officers circulated via email 19 December 2014. This was also made available on Members Insight.
2.6	Implications of the settlement for Adult Social Care Committee
2.6.1	Funding for the initial implementation of the Care Act 2014 has been included in the settlement for 2015/16. Nationally the sum made available to fund the Care Act in 2015/16 is £285m. The allocations for early assessments for the cap and for deferred payment agreements have been allocated using new methodologies developed by the review of Adult Social Care Relative Needs Formulae, as consulted on in Summer 2014. Norfolk's allocation to meet these costs is £5.629m. £3.121m has been allocated for early assessment costs, £1.542m for deferred payment agreements and £0.966m for Care Act implementation. In addition there will also be a grant from the Department of Health for Norfolk of £0.371m for social care in prisons, a new duty under the Care Act. It has been assumed for planning purposes that the additional funding will be fully utilised. Further work is currently underway to assess whether the new funding will cover the costs of the Care Act but this will not be known until early February. The implementation in April 2016 of the cap on a person's contributions towards their social care costs and the significant increase in the amount of assets a person can have before they are eligible for social care funding will have a big impact on Norfolk given the demographics of the population in the county. The national financial costing tool to estimate these costs has not been released yet. In addition the Better Care Fund will provide funding of £2.204m to cover a range of areas that include Carers, Information and Advice, Safe-guarding and Assessment and Eligibility
2.6.2	Funding to support the Better Care Fund (BCF) is in line with what was expected at £56.381m being Norfolk County Council's share of £3,460m assumed nationally. The only minor change is where funding for Independent Mental Health Advocacy and Guaranteed Income Payments for veterans which totalled £192k in 2014/15 as part of the financial settlement information would be met by the BCF. As the £192K was not factored into discussions with respect to the BCF the £192k will be treated as a pressure and will be absorbed by the Adult Social Services Budget.
3.	The County Council Plan and the latest planning position
3.1	<p>The Council's ambition for Norfolk is for everyone in Norfolk to succeed and fulfil their potential. By putting people first we can achieve a better, safer future, based on education, economic success and listening to local communities. The Council's priorities are:</p> <ul style="list-style-type: none"> • Excellence in education – We will champion our children and young people's right to an excellent education, training and preparation for employment because we believe they have the talent and ability to compete with the best. We firmly believe that every single child matters • Real jobs – We will promote employment that offers security, opportunities and a good level of pay. We want real, sustainable jobs available throughout Norfolk • Good infrastructure – We will make Norfolk a place where businesses can succeed and grow. We will promote improvements to our transport and technology infrastructure to make Norfolk a great place to do business

3.2	The latest planning position
3.2.1	Over the last four years, the Government has cut funding to local government by 24%. Only the defence budget has seen a higher percentage reduction. Across Government spending departments as a whole, the average reduction is 8%.
3.2.2	Over this period, Norfolk County Council's share of that 24% cut has seen the authority lose £85.099m in Government funding while the actual cost pressures on many of the Council's services have continued to go up. For example, last year alone, extra demands on children's services and adult's social care services arising from circumstances outside of the Council's control – such as changes in Norfolk's population profile - cost another £9m. Continuing spending reductions of this scale and size require the Council to fundamentally reassess its business and operations in consultation with others.
3.2.3	The period of shrinking government finance and cuts to local government funding is set to continue. Indications are that the Government has achieved only half the spending reductions it plans as part of its "fiscal consolidation" plans.
3.2.4	After setting the budget for 2015-18, the County Council will look to develop a longer term strategy with a clear sense of purpose to ensure continued delivery of the authority's ambition and priorities and other objectives. This will ensure that the Council's remaining budget of £1.4bn is spent to the best effect for Norfolk people. Committees have already commenced work on this through a process of workshops and public debate – this will continue throughout the first half of 2015, taking into account the resources available to the Council, central government policy and local circumstances.
3.2.5	The demand and the cost of delivering Adult Social Care continues to create significant pressure on the Councils budget position where there is an underlying pressure on Purchase of Care budgets of £4.135m based on the 2013-14 year end expenditure compared to the budget. Based on the current forecast expenditure for 2014-15 the pressure on the purchase of care budget is predicted to be even greater. The implementation of the Care Act over the next two years will create additional pressures on the department where the capacity in the care market is already stretched and the ability to recruit social work professionals is already difficult. Whilst the department has successfully delivered significant savings through the transformation programme with further savings planned over the next two years, the department is looking at amending the model of care so that promoting independence will be at the heart of everything the department does and providing support and funding to an individual and in particular providing residential care will only be considered after all other options have been exhausted or is the most cost effective solution.
3.2.6	An initial discussion has already taken place, including a day with Professor John Bolton and a further day planned. The new model of care will be completed by June 2015 which will bring together all existing planned savings, refocus them where necessary and identify new ways of working together with new savings proposals that will address the underlying budget pressures on purchase of care and deliver a sustainable budget going forward, subject to the scale of further cuts.
4.	Budget proposals for Adult Social Care Committee

4.1	<p>The summary of the savings planned for 2015/16 and 2016/17 are shown below with details provided in appendix A.</p> <table><tr><th>Summary Planned Savings</th><th>2015-16 £m</th><th>2016-17 £m</th></tr><tr><td>1a Digital Transformation, BWOW. Organisation</td><td>-0.250</td><td>0.000</td></tr><tr><td>1b Digital Transformation, BWOW. Lean</td><td>-0.835</td><td>-2.000</td></tr><tr><td>1b Digital Transformation, BWOW. T&Cs</td><td>-0.099</td><td>-0.090</td></tr><tr><td>2a Procurement, Commissioning. Procurement</td><td>-2.306</td><td>-1.500</td></tr><tr><td>2b Procurement, Commissioning. Shared Services</td><td>-0.150</td><td>0.000</td></tr><tr><td>3a Income generation, Trading. Sweat the assets</td><td>-0.150</td><td>-0.050</td></tr><tr><td>4a Demand Management. Change Standards</td><td>-3.450</td><td>-4.050</td></tr><tr><td>4b Demand Management. Stop Doing Things</td><td>-6.000</td><td>-3.000</td></tr><tr><td>Use of Reserves</td><td>-3.156</td><td>3.156</td></tr><tr><td>Total planned savings</td><td>-16.396</td><td>-7.534</td></tr></table>	Summary Planned Savings	2015-16 £m	2016-17 £m	1a Digital Transformation, BWOW. Organisation	-0.250	0.000	1b Digital Transformation, BWOW. Lean	-0.835	-2.000	1b Digital Transformation, BWOW. T&Cs	-0.099	-0.090	2a Procurement, Commissioning. Procurement	-2.306	-1.500	2b Procurement, Commissioning. Shared Services	-0.150	0.000	3a Income generation, Trading. Sweat the assets	-0.150	-0.050	4a Demand Management. Change Standards	-3.450	-4.050	4b Demand Management. Stop Doing Things	-6.000	-3.000	Use of Reserves	-3.156	3.156	Total planned savings	-16.396	-7.534
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4.2	<p>Chief Officers and the Executive Director of Finance have a responsibility to ensure that final budget proposals considered by County Council are robust and are as certain as possible of being delivered. Following further work by the Chief Officer, it is recommended that the Service Committee recommends to Policy and Resources that the following budget savings are removed from the 2015-16 budget:</p> <table><tr><th>Summary Planned Saving</th><th>2015-16 £m</th><th>2016-17 £m</th></tr><tr><td>Economic Development securing more funding for key care services</td><td>-0.750</td><td>-0.750</td></tr></table> <p>At this stage, and before the January 26th Policy and Resources Committee has considered the 2015-16 budget proposals to be recommended to County Council, the advice of the Executive Director of Finance is that these savings can be removed and a balanced budget delivered. This is due to a larger than forecast increase in the council tax base and a revision to the risk profile. However, the advice is that it is not possible to put forward additional budget pressures or remove any other budget savings unless the Service Committee identifies offsetting budget savings.</p>	Summary Planned Saving	2015-16 £m	2016-17 £m	Economic Development securing more funding for key care services	-0.750	-0.750																											
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4.3	<p>As previously advised reported to Committee the department will continue to use new ways of working and harnessing new technologies to deliver efficiencies, continue to commissioning services more effectively and closely examine our service standards as well as examining what services may no longer be appropriate to be delivered. In addition a one-off use of reserves is planned to reflect the underlying budget pressure associated with purchase of care.</p>																																	
4.3	Revenue Budget																																	
4.3.1	<p>The attached proposals in Appendix A set out the proposed cash limited budget. This is based on the cost pressures and budget savings reported to this Committee in October which have been updated to reflect any changes to assumptions identified. Cost neutral adjustments for each committee will be reflected within the Policy and Resources revenue budget 2015-18 paper presented 26th January 2015.</p>																																	
4.4	Capital Budget																																	
4.4.1	<p>The Council's overall proposed capital programme can be summarised as follows:</p>																																	

	<table><tr><th>Service</th><th>2015-16 £m</th><th>2016-17 £m</th><th>2017-18+ £m</th><th>Total £m</th></tr><tr><td>Children's Services</td><td>78.105</td><td>33.450</td><td>1.800</td><td>113.355</td></tr><tr><td>Adult Social Care</td><td>8.251</td><td>2.013</td><td>2.000</td><td>12.264</td></tr><tr><td>CES Highways</td><td>82.605</td><td>121.291</td><td>43.114</td><td>247.010</td></tr><tr><td>CES Other</td><td>12.373</td><td>4.036</td><td>1.426</td><td>17.835</td></tr><tr><td>Resources</td><td>16.317</td><td>5.500</td><td>11.600</td><td>33.417</td></tr><tr><td>Finance and Property</td><td>12.852</td><td>1.600</td><td>0.600</td><td>15.052</td></tr><tr><td>Total</td><td>210.503</td><td>167.890</td><td>60.540</td><td>438.933</td></tr></table>	Service	2015-16 £m	2016-17 £m	2017-18+ £m	Total £m	Children's Services	78.105	33.450	1.800	113.355	Adult Social Care	8.251	2.013	2.000	12.264	CES Highways	82.605	121.291	43.114	247.010	CES Other	12.373	4.036	1.426	17.835	Resources	16.317	5.500	11.600	33.417	Finance and Property	12.852	1.600	0.600	15.052	Total	210.503	167.890	60.540	438.933
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	A more detailed summary of the programme, including an analysis of existing and new schemes is shown as Appendix D. The appendix also gives details of new and significantly expanded schemes relevant to this committee.																																								
4.5	Impact assessment – findings and suggested mitigation																																								
4.5.1	When making decisions the Council must give due regard to the need to promote equality of opportunity and eliminate unlawful discrimination of people with protected characteristics. The Council's impact assessment process for 2015-16 budget proposals has sought to identify the potential for adverse impacts on protected groups and rural communities, so that decisions can be informed, and where appropriate, action can be taken to address any impacts identified.																																								
4.5.2	<p>The assessments indicate that two of the Council's budget proposals (reduce the amount the Council spends on transport for people who use adult social care services and reduce arts grant funding) may have an adverse impact on disabled and older people, and some other marginalised groups:</p> <ul style="list-style-type: none">• The proposal to reduce the amount the Council spends on transport for people who use adult social care services may make life more difficult for some disabled and older people in Norfolk, and in some cases, their carers. Some service users may feel their choices are limited. This may impact on their independence and wellbeing, particularly if they live in a rural community where alternative travel options may be restricted and more costly• The proposal to reduce funding for the arts may impact on a range of potentially vulnerable people – such as disabled and older people, people with learning difficulties and people from marginalised communities. This is because people from these groups are particularly targeted by organisations receiving arts grant funding																																								
4.5.3	The detailed findings of equality and rural assessments of the budget proposals 2015-16 are attached for the Committee's consideration at Appendix E. Details of all assessments for all proposals are included, to ensure the Committee can take the broadest possible view of potential impacts for Norfolk residents.																																								
4.5.4	Where potential adverse impact has been identified, the assessment recommends an appropriate mitigating action/s for the Committee to consider and take into account in the decision-making process.																																								
5.	Feedback from consultation																																								
5.1	The findings of public consultation will be presented at the meeting, to enable members to take a considered view of all feedback from the public and stakeholders before determining the recommendations.																																								
5.2	Summary of the public consultation process																																								

5.2.1	The Council launched public consultation on the budget shortfall on 5 September 2014. As part of this process a dedicated website (see below) was established, to enable the public and stakeholders to give their views and stay updated on new developments. All saving proposals identified by committees were published on the website. This included information about the Council's efficiency proposals and early drafts of equality and rural assessments.
5.2.2	<p>The public was encouraged to respond in a number of ways:</p> <ul style="list-style-type: none"> • Online using our consultation tool, Citizenspace • By email to a dedicated email address • On Twitter using #norfolkbudget • On Facebook using the NCC Facebook page • By phone via our Customer Service Centre • Through their local county councillor • By post by writing to us using a freepost address
5.2.3	Where particular groups of service users were likely to be affected by a proposal, the Council contacted them directly. For example, all current users of adult social care transport services were contacted in writing to outline the proposal relating to adult social care transport – around 4,000 people in total. The Council also ran a number of targeted consultation events to give potentially vulnerable service users and their carers a chance to ask questions and highlight how the proposals could affect them.
5.2.4	<p>Every individual response the Council has received has been read in detail and analysed. The analysis identifies:</p> <ul style="list-style-type: none"> • Whether people agreed or disagreed with the proposal/s • The range of people's views on the proposal/s • Any repeated or consistently expressed views • The reasons people support or object to the proposal/s • The anticipated impact of proposals on people
5.2.5	<p>The website address for the Council's budget consultation page is as follows:</p> <p>www.norfolk.gov.uk/Council_and_democracy/Interact_with_us/Norfolks_budget_and_services_2015-18/index.htm</p>
5.2.6	A full update will be provided at the meeting.
6.	Implications and risks for budget planning for 2015-16
6.1	<p>The continuing level of change and cuts associated with the budget proposals for 2015/16 to 2016/17 together with the changes being brought about by two of the most significant changes facing adult social care in recent memory, namely the implementation of Care Act and the Better Care Fund there are a series of risks which are generic to all services. These are:</p> <ol style="list-style-type: none"> a. Service Performance: the risk that the scale of change and the cuts will impact on performance and on user satisfaction with services b. Staffing: the risk that skills and knowledge may be lost as people leave or are made redundant and that staff morale is adversely affected c. Capacity for change: there is insufficient capacity and skills to re-design services and implement new ways of working d. Increasing demand: there is a risk that the changes being implemented will increase demand for services at a time where capacity is limited

6.2	<p>Specific risks for Adult Social Services are:-</p> <ol style="list-style-type: none"> The Purchase of Care Budget (£216m) is year on year under significant pressure with a reported overspend at the end of last financial year of £4m, with a projected overspend at month 8 for 2014/15 of £8.5m though income from service users is projected to be £3m better than budgeted. With an ageing population and in particular multiple morbidity factors having a significant impact on service demand the pressure on this budget will not diminish without being addressed corporately As a proportion of total service users Norfolk County Council has the largest number of residential placements for Older People, Learning Disabilities and Mental Health when compared to neighbouring councils. The consequence of this is that the average cost per service user is higher putting pressure on the budget. The risk is that if the balance between different care settings is not addressed the pressure on the on the Purchase of Care budget will be become even more acute The phased implementation of Care Act is due to commence from April 2015. As part of the funding settlement for 2015/16 Norfolk County Council received support of £6.001m. This was part of the £285m made available nationally to support the Care Act. Modelling around the projected costs of implementing the Care Act has still to be completed after previous attempts made to model future costs using the national models that were proved to be unreliable. As it stands there is a risk that level of funding is well short of what is actually needed in future years to deal with the new burdens placed on the council through the Care Act The Better Care Fund submission was resubmitted prior to Christmas. A pooled fund of £62.461m will be created on the 1st of April 2015. The key outcomes of the submission are to reduce non-elective admissions, increase the diagnosis of dementia, reduce delayed transfers of care, increase the effectiveness of reablement, reduce nursing and residential placements and improve patient experience. As part of the submission a proportion of the fund was earmarked for pay for performance, in total £4.9m. If the reduction in non-elective admissions of 3.5% is not achieved some or all of the £4.9m will be retained by the CCGs (Clinical Commissioning Groups) to pay for the costs of acute care. The demands to develop detailed plans to deliver the outcomes outlined above in a relatively short timescales between the County Council and the five CCGs presents a significant risk around their deliverability in the timescales contained in the plans The department continues to face significant challenges in recruiting high calibre qualified and experienced social work practitioners. Over the course of the past year there have been significant vacancy level among social work professionals with a staff turnover of 12%. At a national level the average vacancy level is 8.9%. A consequence of this is that agency staff have to be used at greater cost and due to a high turnover of staff consistency of approach is a challenge to maintain. The demand for social work professionals will become greater as the Care Act commences implementation from April 2015 and filling vacancies will become a greater challenge In delivering care for those who need it, the capacity of the market to respond to those needs continues to be a challenge. This is not just about the availability of residential and nursing places but the availability of sufficient home care staff and all at an affordable price and standard. The market for care nationally has suffered from some key failures in recent times and the refresh of the Market Position Statement and how we work with providers will be critical in mitigating the risk of provider failure, creating more capacity in key specialisms and geographic areas, managing quality and standards and
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	ensuring that the price paid by the council is sustainable where financial pressures on the council will not ease in the future. Part of the solution to managing the capacity of the market is how we work with our arm's length providers, Norsecare and Independence Matters. Not only may they help in dealing with problems in the market but help in dealing with the financial pressures the department and council finds itself in
6.3	<p>Appendix C details the planned movement in reserves over the next two years. The £3.156m Use of Reserves in 2015-16 is to come from: the Residential Review (£2.330m) with the remainder of £0.826m to come from the IT reserve. The department is having to include the use of reserves to balance its revenue budget because of the whole council financial pressures. Although this helps to resolve the wider budget issues in 2015-16 it does mean that based on current forecasts by the end of the end of 2015-16 the department will potentially only have £2.731m of reserves left to deliver the transformation and savings projects in future years. If the department overspends/has slippage on savings in 2015-16 then there will be nothing to fund the transformation/savings projects from 1 April 2016 onwards.</p> <p>If there are no reserves left to fund the transformation in 2016-17, this means that there will be no money to fund the transformation staff as there is no revenue budget/funding for this team. The team are on temporary contracts, although they have redeployment rights etc. However this does mean that the department will have no staff to deliver the projects, which in turn will mean that future savings will not be delivered.</p>
7.	Evidence
7.1	The proposals in this report are informed by the Council's constitution, local government legislation, best practice recommendations for financial and strategic planning, and feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation launched on 5 September 2014.
8.	Financial Implications
8.1	The financial implications are detailed throughout this paper.

Officer Contact

If you have any questions about matters contained in this report or want to see copies of any assessments, e.g. equality impact assessment, please get in touch with:

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**Budget Changes Forecast for 2015-18
Adult Social Care Committee**

Savings Ref		2015-16 £m	2016-17 £m	2017-18 £m
1	Cash Limited Base Budget	248.597	236.903	240.270

2	GROWTH			
	Economic	5.066	5.167	5.271
	Demand/Demographic	18.795	5.734	6.134
	Total Growth	23.861	10.901	11.405

3	SAVINGS			
1a	Digital Transformation, Better Ways Of Working: Organisation	-0.250		
1b	Digital Transformation, Better Ways Of Working: Lean	-0.835	-2.000	
1d	Digital Transformation, Better Ways Of Working: Terms and Conditions	-0.099	-0.090	
2a	Procurement, Commissioning. Procurement	-2.306	-1.500	
2b	Procurement, Commissioning. Shared Services	-0.150		
3a	Income generation, Trading. Sweat the assets	-0.150	-0.050	
4a	Demand Management. Change Standards	-3.450	-4.050	-0.800
4b	Demand Management. Stop Doing Things	-6.000	-3.000	
4c	Demand Management. Change Assumptions	-3.156	3.156	
	Total Savings	-16.396	-7.534	-0.800

4	Base Adjustments	-19.159	0	0
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5	Cash Limited Base Budget	236.903	240.270	250.875
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6	Definitions			
1a	Savings achieved through the restructuring of staff. e.g. a management restructure.			
1b	Savings achieved through better processes resulting in the same service delivered at a lower cost. e.g. reduction in systems cost or reducing training budget.			
1d	Savings achieved through review of staff terms & conditions.			
2a	Savings achieved through procuring more cost effective agreements with suppliers.			
2b	Savings achieved through sharing services with other organisations			
3a	Savings achieved through generating more from current processes. e.g. Income generation or reduced cost of borrowing.			
4a	Savings which result in a reduced service for customers.			
4b	Savings from the identification of factors that may reduce costs. e.g. reduced retirement costs for teachers.			
4c	Savings from the ceasing of a service.			

Budget Changes Forecast for 2015-18
Adult Social Care Committee

Con Ref	Savings Ref		2015-16 £m	2016-17 £m	2017-18 £m
		Cash Limited Base Budget	248.597	236.903	240.270

		GROWTH			
		Economic			
		Basic Inflation - Pay (1% for 15-18)	0.303	0.306	0.309
		Basic Inflation - Prices	4.763	4.861	4.962
		Demand / Demographic			
		Demographic growth	6.035	6.134	6.134
		Purchase of Care cost for leap year	0.400	-0.400	
		Purchase of Care (recurring overspend)	4.156		
		New burdens: Social Care in Prisons	0.371		
		New burdens: Adult Social Care	5.629		
		New burdens: Care Act	2.204		
		Total Growth	23.861	10.901	11.405

		SAVINGS			
14	1a	Further Savings from PCSS (Personal Community Support Service)	-0.250		
14	1b	Review Care Arranging Service	-0.140		
30	1b	Change the type of social care support that people receive to help them live at home	-0.200		
06	1b	Electronic Monitoring of Home Care providers		-0.500	
04	1d	Reducing the cost of business travel	-0.099	-0.090	
06	2a	Review block home care contracts	-0.100		
06	2a	Review of Norse Care agreement for the provision of residential care	-1.000	-1.500	
04	2a	Renegotiate contracts with residential providers, to include a day service as part of the contract, or at least transport to another day service	-0.100		
04	2a	Renegotiate the Norse bulk recharge	-0.106		
18	2b	Integrated occupational therapist posts with Health	-0.100		
18	2b	Assistant grade posts working across both health and social care	-0.050		
20	3a	Trading Assessment and Care Management support for people who fund their own care		-0.050	
08	3a	Decommission offices, consolidate business support	-0.150		
33	4a	Changing how we provide care for people with learning disabilities or physical disabilities	-2.000	-3.000	

Budget Changes Forecast for 2015-18 Adult Social Care Committee					
Con Ref	Savings Ref		2015-16 £m	2016-17 £m	2017-18 £m
35	4a	Scale back housing-related services and focus on the most vulnerable people	-1.200		
36	4a	Reduce the number of Adult Care service users we provide transport for	-0.150	-0.150	
31	4b	Reduce funding for wellbeing activities for people receiving support from Adult Social Care through a personal budget	-6.000	-3.000	
		Sub-total Savings from 2014-17 Budget Round	-11.645	-8.290	0.000
1a	1b	Residential care. Process improvements for more effective management of residential care beds	-0.100		
3c	1b	Redesign Adult Social Care pathway. Work with Hewlett Packard and procurement on areas of the pathway to drive out further efficiencies	-0.395	-1.500	
1b	2a	Norse care rebate. The proposal is for the rebate to be allocated to the Adult Social Care revenue budget on an ongoing basis, rather than to the Adult Social Care Residential Care Reserve as previously.	-1.000		
5a	4a	Service users to pay for transport out of personal budgets, reducing any subsidy paid by the Council	-0.100	-0.900	-0.800
NA	4c	One Off: Use of Earmarked Reserves (Adults)	-3.156	3.156	
		Sub-total new savings	-4.751	0.756	-0.800
		Total Savings	-16.396	-7.534	-0.800

		BASE ADJUSTMENTS			
		New burdens adult social care funding	-5.629		
		Local reform and community voices: Independent Mental Health Advocacy	0.162		
		Local reform and community voices: Guaranteed Income Payments for veterans	0.030		
		Local reform and community voices: New Social Care in Prisons	-0.371		
		Increased NHS Social Care Funding	-13.351		
		Total Base Adjustments	-19.159	0.000	0.000

		Cash Limited Base Budget	236.903	240.270	250.875
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2015-16 Provisional Local Government Settlement

19 December 2014

Key Facts

Norfolk County Council

£0.494m

Less funding than planned for 2015-16

£42.093m

Settlement funding reduction compared to 2014-15

1%

2015-16 Council Tax Freeze
Compensation worth £3.542m

0.9%

Reduction in spending power
(including Health monies)

Nationally

12.7%

Reduction to
Settlement Funding
Assessment 2015-16

25.6%

Reduction to Revenue
Support Grant
2015-16

2%

2015-16 Council
Tax Referendum
Limit

1.8%

Reduction in spending power 2015-16 (including Health monies)

A complete and full explanation is within the briefing paper attached. If you want to follow up any points within this document please contact the Finance team:

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Provisional Local Government Finance Settlement 2015-16

Report by the Executive Director of Finance (Interim)

Summary

The Council's budget plans to date have included estimates of government funding based on high level government announcements and provisional funding announced last December as part of the annual Local Government Finance Settlement.

The Chancellor of the Exchequer announced his Autumn Statement on 3 December and the Provisional Local Government Finance Settlement for 2015-16 was published on 18 December 2014. Consultation closes on 15 January 2015.

This paper sets out the key announcements and changes to the Council's funding forecasts based on the provisional finance settlement. In relation to our plans, the funding settlement (Revenue Support Grant and Business Rates funding) is £0.380m lower than expected in 2015-16. There are also adjustments to specific grants which are £0.114m less than the budget planning assumptions.

The adjusted Settlement Funding Assessment for 2014-15 is £320.054m, for 2015-16 the Settlement Funding Assessment reduced by £42.093m to £277.961m.

Recommendation:

Members are asked to consider the changes to funding announced within the Provisional Local Government Finance Settlement, note that these will be reported to Service Committees and Policy and Resources Committee as part of the service and budget planning process, and that the Council will respond to the consultation.

1. Background

- 1.1 The Council's budget plans to date have included estimates of government funding based on high level government announcements and exemplifications of funding as part of the Government's consultation on the annual Local Government Finance Settlement.
- 1.2 The Chancellor of the Exchequer announced his Autumn Statement on 3 December and the Provisional Local Government Finance Settlement for 2015-16 was published on 18 December 2014.
- 1.3 This paper sets out the key announcements and changes to the Council's funding forecasts based on the provisional finance settlement.

2. **Autumn Statement 2014**

- 2.1 The Chancellor of the Exchequer announced his Autumn Statement on 3 December. Following the Statement our planning assumptions remained broadly the same.
- 2.2 There were a number of announcements affecting business rates. As part of changes to local government funding and the introduction of the Business Rates Retention Scheme in 2013-14, Council's funding is now linked to collection and growth in business rates. Nationally, total UK receipts from business rates are expected to be around **£1.1bn lower** in 2015/16 than expected in March 2014 Budget.
- 2.3 The RPI increase in business rates will be capped at 2% for a further year from 1 April 2015. Our assumption, based on last year is that these business rate policy changes will be fully funded through section 31 grant payments:
- Small Business Rates Relief will be extended to April 2016; it was due to end April 2013
 - Business rates discount for shops, pubs, cafes and restaurants with a rateable value of £50,000 or below, has been increased from £1,000 to £1,500 in 2015-16

3. **Provisional Local Government Finance Settlement 2015-16**

- 3.1 Department of Communities and Local Government announced the detailed finance settlement for local government on 18 December 2014. This provided provisional details for 2015-16:
- The Business Rates Retention Scheme including
 - Uplifts to the business rates baseline and top-ups
 - Revenue Support Grant
 - Pooled figures for the Norfolk Business Rates Pool
 - Council Tax Freeze Grant
 - Specific grants
 - Some capital grants
- 3.2 The publication marks the beginning of the consultation on the 2015-16 Draft Local Government Finance Report. The deadline for submissions to the consultation is 15 January 2015.
- 3.3 The Council receives most of its funding through the Business Rates Retention Scheme and Revenue Support Grant, plus various specific grants. A council funding share is published as its Settlement Funding Assessment and this funding is received by councils through Revenue Support Grant and the Business Rates Retention Scheme (both local share of retained rate and a top-up). The local share of business rates has been fixed until 2020 to provide councils with an incentive to promote growth, therefore changes to Settlement Funding Assessment, i.e. to manage reduction in the overall Local Government Departmental Expenditure Limits, is addressed through changes to the Revenue Support Grant amount.
- 3.4 The table below shows the breakdown of the 2015-16 Settlement Funding Assessment compared to an adjusted 2014-15, our adjusted 2015-16 planning assumptions and how we will receive this as income.

	Settlement Funding Assessment		
	2014-15 Adjusted £	2015-16 Planning £	2015-16 Provisional £
Upper-tier Funding	221,986,401	186,144,243	184,193,958
Fire and Rescue Funding	15,353,596	14,061,152	13,977,317
Learning Disability and Health Reform	41,706,675	41,692,906	41,550,009
2011-12 Council Tax Freeze Compensation	8,515,022	8,512,172	8,482,588
Early Intervention	22,049,109	20,166,585	20,083,909
Lead Local Flood Authorities	195,629	195,563	194,875
2013-14 Council Tax Freeze Compensation	3,490,892	3,490,892	3,490,892
Returned Funding	404,459	0	0
Local Welfare provision	2,274,588	0	1,712,607
2014-15 Council Tax Freeze Compensation	3,512,000	3,512,000	3,511,834
Rural Service Delivery	565,271	565,271	761,887
Total	320,053,642	278,340,784	277,959,876

Which will be received by:

	2014-15 Adjusted £m	2015-16 Planning £m	2015-16 Provisional £
Settlement Funding Assessment	320.053	278.340	277.960
Received through:			
Revenue Support Grant	181.993	136.470	137.262
Business Rates Baseline	138.060	141.870	140.698
<i>via Top-up</i>	<i>112.578</i>	<i>115.685</i>	<i>114.729</i>
<i>Retained rates</i>	<i>25.482</i>	<i>26.185</i>	<i>25.969</i>

3.5 The above Settlement Funding Assessment (SFA), varies from previous forecasts for a number of reasons:

Increases:

- Roll in of Local Welfare Provision funding of £1.713m
- Roll in of Rural Services Delivery Grant of £0.762m (an increase of £0.196m compared to expected)

Decreases:

- Reduction of £1.950m in upper tier funding of (£184.194m in 2015-16)
- Reduction of £0.143m to Learning Disability and Health Reform funding (£41.550m 2015-16)
- Reduction of £0.084m to Fire and Rescue funding (£13.977m 2015-16)
- Reduction of £0.083m to Early Intervention funding (£20.084m 2015-16)
- Reduction of £0.029m to the Council Tax Freeze compensation 2011-12 (£8.483m 2015-16)

3.6 In relation to our plans, the settlement funding assessment is £0.380m lower than expected in 2015-16. There are also adjustments to specific grants which are £0.114m less than the budget planning assumptions.

3.7 The County Council budget planning has included estimates of government funding based on the latest information available. The detail of the settlement has resulted in changes to the budget plans and these are shown in Appendix A.

3.8 **Capital Grants**

The Department for Education has announced last year, Basic Needs allocations of £8.520m for 2015-16 and £8.946m for 2016-17. Further capital grant announcements are expected shortly.

3.9 **Dedicated Schools Grant**

The Department for Education has announced Dedicated Schools Grant allocations of £546.548m for 2015-16 (compared to £530.308 2014-15) on 17 December 2014. This funding is ring-fenced for schools. The increase is due to an increase in the per-pupil funding within the Schools Block, which has been discussed prior to this announcement. There has also been an increase in the number of pupils, which has seen an increase in the schools block funding. There has been a small increase in the high needs block to reflect the additional places that are currently within the system. The Early years block now has an indicative amount for the early years pupil premium funding, which is new from 2015/16, but the early years block currently does not have an indication of the participation funding for disadvantaged two year olds, which will be added in the July 2015 DSG update. This is only a high level review of headlines within the DSG announcement, further detailed work is required to understand the changes within the individual elements of the different blocks and the changes to non-recoupment academies.

Spending Powers

3.10 The Government has also issued its calculation of council's spending powers. This measure includes all available funding for the council and includes the government's assumptions of council tax, settlement funding assessment and other specific grants outside of schools. Significantly, it also includes the additional funding for health. The spending power figures for Norfolk are a reduction of 0.9% compared to an overall reduction of 1.8%. The average reduction for County Councils was 0.6%. The Government has published a heat map by billing authorities for 2015-16. This shown in Appendix B.

3.11 **Local Welfare Assistance**

The Local Welfare Assistance funding has been confirmed for 2015-16 at £1.713m, the Government had previously announced that this funding will cease for 2015-16. (£2.275m 2014-15). However this additional income is offset by a reduction of £1.950m to upper tier funding and effectively the Government has moved existing funding around within the formula to create a specific allocation in 2015-16.

3.12 **Public Health**

0-5 year old Funding

On 11 December, we received proposed allocation of funding for the transfer of the commissioning of 0-5 children's public health services from NHS England to Local Authorities which is due to take place on 1 October 2015. This is the final part of the transfer of public health responsibilities to Local Government. It represents £6.893m for

half of 2015-16, with the full year allocation for 2016-17 likely to be £13.786m. This funding will be used to meet the additional responsibilities following the transfer.

Ring-fenced funding

For 2015-16 Public Health funding has been announced as £30.590m compared to 2014-15 £30.633m.

3.13 Extended Rights Funding Allocation for Home to School Transport

On 17 December, we received proposed allocation of funding for Extended Rights Funding Allocation for Home to School Transport. The grant which was introduced when transport law was extended to defined low income families (maximum working tax credit or entitlement to free school meals) from September 2008. There have been limited changes to the grant historically and until now Norfolk's share has been relatively stable.

For primary pupils the low income extended rights reduces the over 3 mile statutory limit for the provision of free transport for over 8's to two miles (the limit for all under 8's). For secondary pupils the extended entitlement is to free transport to any of the 3 nearest schools providing the school is more than 2 miles and less than 6 miles away. Additionally for secondary aged pupils there is entitlement to a school on faith grounds where a school is over 2 and less than 15 miles from home.

The national reduction is just under 24% from 2014-15 to 2015-16 but although Norfolk's reduction is significantly less at around 14% the actual reduction is around £0.116m - from £0.835m to £0.719m.

3.14 Care Act

The recent reforms to Adult Social Care introduce a number of new burdens to local authorities. From 2016, the Council will likely have to pay more towards adult care and support under the Care Act 2014. The sum individuals are expected to pay towards their own care will be capped at £72,000. More people will become eligible for help if they have savings or assets of £118,000 or less instead of the present £23,250.

The allocations for early assessments for the cap and for deferred payment agreements have been allocated using new methodologies developed by the review of Adult Social Care Relative Needs Formulae, as consulted on in summer 2014. Norfolk's allocation to meet these costs is £5.629m. £3.121m has been allocated for early assessment costs, £1.542m for deferred payment agreements and £0.966m for Care Act implementation. There will also be a grant from the Department of Health of £0.371m for social care in prisons Work is currently underway to assess whether this will cover the costs of the new assessments.

3.15 Better Care Fund

The settlement includes health and social care funding of £56.381m. This is an increase of £0.057m compared to budget plans for the Better Care Fund. The NHS and local authorities must agree locally through Health & Wellbeing Boards how the funding will be spent across health and care services. Further analysis of this funding is being undertaken, for we have to check with Partners on their spending assumptions. However the funding Norfolk County Council will receive is still broadly in line with the amounts reported to September's Policy and Resources Committee and the budget planning assumptions.

3.16 Council Tax

The Government has announced council tax freeze funding for 2015-16, equivalent to a 1% increase, of £3.542m. Council Tax Freeze Grant of £3.512m for 2014-15 has

been built into the Settlement Funding Assessment. This is £0.017m less than we expected.

- 3.17 The Government has made an announcement on a Council Tax referendum limit of 2% for 2015-16

3.18 **New Homes Bonus**

The Government has announced New Homes Bonus funding for 2015-16 of £4.124m. This is £0.005m more than we expected. Alongside this funding is the New Homes Bonus Adjustment funding of £0.462m, this is £0.275m less than we had planned for.

3.19 **Business Rates Pools**

Norfolk County Council currently is part of a business rates pool with Breckland District Council, Broadland District Council, Borough Council of King's Lynn & West Norfolk, North Norfolk District Council and South Norfolk District Council. In October 2014 Norfolk authorities applied to expand the pool with the inclusion of Norwich City Council from April 2015.

A letter has been received from the Department of Communities and Local Government stating that in accordance with paragraph 34 of Schedule 7B to the Local Government Finance Act 1988 ("the 1988 Act"), the Secretary of State designates the following authorities as a pool of authorities for the purposes of the scheme for local retention of non-domestic rates under Schedule 7B to the 1988 Act.

- Breckland District Council
- Broadland District Council
- Borough Council of Kings Lynn and West Norfolk
- Norfolk County Council
- North Norfolk District Council
- South Norfolk District Council
- Norwich City Council

- 3.19 The settlement provides information for both individual councils and pools. The settlement therefore shows pools as a single authority for top-up/tariffs and levy and safety net purposes. This will enable authorities to see both their pooled and individual position relative the pool figures and will allow them to establish if they still wish to pool.

- 3.20 Local authorities in the pool have 28 days to consider if they wish to continue to be designated as a pool. Provided that no authority within the pool requests the Secretary of State to make a revocation during that period, the pool will come in to effect on 1st April 15, meaning that all local authorities covered by the designation will remain in the pool for the full financial year. However, if a member of the pool decides it no longer wishes to be designated as part of a pool for 2015/16 it must notify DCLG by 14 January 2015. If any council in the pool requests a revocation of the designation before this date the rest of the pool cannot continue. The Secretary of State will then revoke this designation and all local authorities identified as part of this pool will revert to their individual settlement figures.

The following settlement information is provided in relation to the Norfolk business rates pool.

Provisional settlement information for Norfolk Business Rates Pool 2015-16

Local authorities within pool	Breckland	Broadland	Kings Lynn and West Norfolk	North Norfolk	South Norfolk	Norfolk	Norwich	Total for pool
Baseline funding level (£)	3,593,642	2,609,905	4,983,945	2,927,279	2,833,084	140,697,910	5,433,541	163,079,307
Of which-								
Council Tax Freeze (£)	30,485	53,524	65,347	59,410	63,042	3,550,139	95,545	3,917,491
Early Intervention Funding (£)	0	0	0	0	0	9,921,080	0	9,921,080
GLA General Funding (£)	0	0	0	0	0	0	0	0
GLA Transport Funding (£)	0	0	0	0	0	0	0	0
London Bus Service Operators Funding (£)	0	0	0	0	0	0	0	0
Homelessness Prevention (£)	58,388	46,832	52,610	49,720	81,500	0	139,281	428,330
Lead Local Flood Authority Funding (£)	0	0	0	0	0	82,431	0	82,431
Learning Disability and Health Reform Funding (£)	0	0	0	0	0	17,147,718	0	17,147,718
Tariffs and Top-Ups (£)	-7,901,888	-8,921,443	-11,722,150	-6,748,811	-8,170,277	114,729,390	-25,885,224	45,379,598
Levy Rate	0.50	0.50	0.50	0.50	0.50	0.00	0.50	0.00
Safety Net Threshold (£)	3,324,119	2,414,162	4,610,150	2,707,733	2,620,602	130,145,567	5,026,026	150,848,359

4. Resource Implications

- 4.1 **Finance:** The details announced within the Local Government Finance Settlement will be incorporated within the ongoing budget and service planning and reported to Service Committees and Policy and Resources Committee throughout January to help inform budget planning.

5. Other Implications

5.1 Equality Impact Assessment (EqIA)

There are no direct impacts requiring equality impact assessment, however, the financial implications will impact on budget and service planning. Budget proposals have been subject to EqIA and will be reported to Service Committees and Policy and Resources Committee throughout January.

5.2 Environmental Implications: None

5.3 Any Other implications

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

6. Section 17 – Crime and Disorder Act

- 6.1 There are no direct implications arising within this report.

7. Risk Implications

- 7.1 The funding position of the Council forms part of the financial risk assessment of the Council's finances. The risks implications within the County Council's budget planning will be set out within the reports to Policy and Resources Committee on 26 January 2015.

8. Recommendation

- 8.1 Members are asked to consider the changes to funding announced within the Provisional Local Government Finance Settlement, note that these will be reported to Service Committees and Policy and Resources Committee as part of the service and budget planning process, and that the Council will respond to the consultation.

Background Papers

Officer Contact

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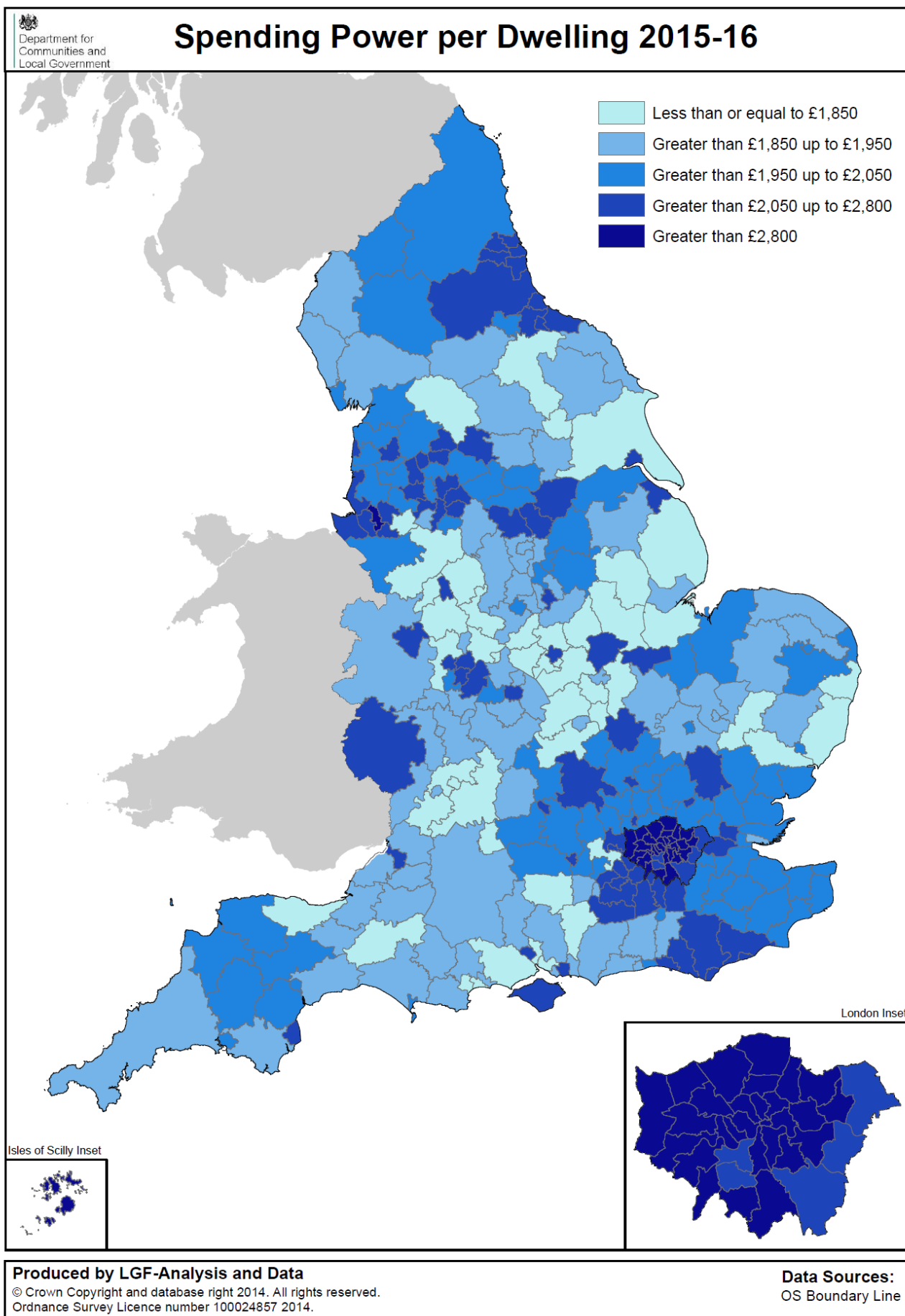


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Details of Provisional Settlement

	14-15	15-16	15-16
	Adjusted Final	Planning forecast	Provisional
	£	£	£
Settlement Funding Assessment	320,053,477	278,340,784	277,959,876
Other Grants/funding			
Section 31 grants for Government business rates initiatives	1,465,603	1,878,766	2,051,845
New Homes Bonus (NHB)	3,213,266	4,119,077	4,124,184
NHB Adjustment	466,315	737,321	461,604
Education Services Grant	10,756,660	10,615,455	No information
Public Health Grant (ring-fenced)	30,633,000	30,633,000	30,590,000
Public Health 0-5	0	0	6,893,000
Social Fund AME	1,905,516	0	0
Social Fund DEL	369,072	0	0
Community right to challenge	8,547	0	0
Better Care Fund (See paragraph 3.15)	28,064,994	56,324,000	56,381,000
Adult Social Care new Burdens	0	0	5,629,284
Fire Revenue Grant - New Dimension & Firelink	1,079,315	1,110,215	1,004,280
Inshore Fisheries	151,999	151,999	151,999
Lead Local Flood (LSSG)	310,643	207,095	207,095
Local reform and Community Voices (DH Revenue Grant)	754,702	754,702	934,171
Extended rights to free travel (Local Services Support Grant)	835,600	835,600	719,321
Dedicated Schools Grant (ring-fenced)	530,308,000	530,308,000	546,548,000
Council Tax Freeze Grant 14-15	3,525,719	3,525,719	
Council Tax Freeze Grant 15-16	0	3,559,015	3,542,351

Spending Powers



Adult Social Care Reserves and Provisions			
	Estimated Balance	Forecast Balance	
	01-Apr-15	31-Mar-16	31-Mar-17
	£m	£m	£m
Doubtful Debts provision	0.952	0.452	0.952
Redundancy provision	0.031	0.031	0.031
Prevention Fund - Living Well in Community	0.000	0.000	0.000
Prevention Fund – General - As part of the 2012-13 budget planning Members set up a Prevention Fund of £2.5m. To mitigate the risks in delivering the prevention savings in 2012-13 and 2013-14, particularly around reablement and Service Level Agreements, and the need to build capacity in the independent sector.	0.533	0.533	0.283
Prevention Fund - Strong and Well	0.000	0.000	0.000
Repairs and renewals	0.028	0.028	0.028
IT reserve - For the implementation of various IT projects and IT transformation costs.	1.425	0.116	0.116
Residential Review - Required in future years for the Building Better Futures programme, including the transformation of the homes transferred to Norse Care on 1 April 2011.	2.330	0.000	0.000
ASC Legal Liabilities - Cabinet approved on 9 May 2011 the creation of the Adult Social Care Legal Liabilities reserve to cover the potential costs arising from the dismissal on Tuesday 15 February 2011 at the Court of Appeal of the appeal lodged by Hertfordshire County Council regarding the funding of aftercare under section 117 of the Mental Health Act. These costs appear in the Purchase of Care budget.	0.000	0.000	0.000
Unspent Grants and Contributions- Mainly the Social Care Reform Grant which is being used to fund the Transformation in Adult Social Care.	2.571	1.571	0.571
Total ASC reserves and provisions	7.870	2.731	1.981

Capital programme 2015-18

The proposed Norfolk County Council capital programme is summarised on the following pages which show:

- The total programme for the three years 2015-18
- Existing schemes carried forward into 2015-18
- New schemes for 2015-18

New or significantly expanded schemes specifically relevant to this committee include:

- **Housing with Care projects (£2.3m grant added 2015-16)**

Adult Social Service see Housing with Care as a key component of the future provision of care and working with Boroughs and Districts and Housing Associations to development of community facilities. An amount of £2.327m recently announced for Norfolk by the DoH has been added to the Capital programme to facilitate these developments, with an indicative £2m in both 2016-17 and 2017-18.

New schemes which may have a direct impact on assets relevant to this committee include:

- **Managing asbestos exposure - testing and remedial works (£2.1m over 2 years)**

Chief Officers have agreed to a programme of asbestos testing and associated remedial action. The work will concentrate on areas which have been demonstrated as high risk. This includes boiler rooms schools and other council properties, and former maintained schools transferred to Academy status. Funding of £2.1m over two years has been added to the programme. In order to avoid additional costs to future revenue budgets, funding will be from general capital receipts.

Norfolk County Council proposed capital programme 2015-18, total all schemes

	2015-16							2016-17							2017-18							TOTAL
	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsup- ported Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsup- ported Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsup- ported Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	
Department/Project	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Children's Services	1.694	0.857	0.000	0.000	1.277	74.277	78.105	0.805	0.875	0.000	0.000	0.000	31.770	33.450	0.000	0.000	0.000	0.000	0.000	1.800	1.800	113.355
A1 - Growth	1.076					23.000	24.076	0.605					16.138	16.743								40.819
A2 - Growth						0.100	0.100						0.100	0.100								0.200
A3 - Growth						22.073	22.073						3.000	3.000								25.073
A4 - Growth						4.028	4.028						0.926	0.926								4.954
B1 - Targeted need						9.476	9.476						0.410	0.410								9.886
B2 - Targeted need	0.283	0.615					0.898		0.875					0.875								1.773
B4 - Targeted need		0.242					0.683							0.925								0.925
C1 - condition	0.012						1.752						2.500	2.500								4.264
C2 - condition	0.145						3.227						1.600	1.600								4.972
C3 - condition	0.130						0.130	0.200						0.200								0.330
D - Other schemes	0.048						4.962						1.382	1.382								6.392
New Basic Need schemes, subject to funding confirmation							3.476						4.724	4.724						1.800	1.800	10.000
Temporary Classrooms							1.500						1.000	1.000								2.500
Bryggen Road, subject to confirmation						1.277	1.277						(0.010)	(0.010)								1.267
Adult Social Care	0.000	0.252	0.102	0.000	0.090	7.807	8.251	0.013	0.000	0.000	0.000	0.000	2.000	2.013	0.000	0.000	0.000	0.000	0.000	2.000	2.000	12.264
Adult Care - Unallocated Capital Grant			0.083		0.090	4.542	4.715															4.715
LPSA Domestic Violence						0.092	0.092															0.092
Failure of kitchen appliances			0.015				0.015															0.015
Adult Social Care IT Infrastructure			0.004				0.004	0.013						0.013								0.017
Prospect Housing - formerly Honey Pot Farm						0.320	0.320															0.320
Great Yarmouth Dementia Day Care						0.150	0.150															0.150
Strong and Well Partnership - Contribution to Capital Programme		0.252					0.252															0.252
Bishops Court - King's Lynn						0.150	0.150															0.150
Supported Living for people with Learning Difficulties						0.009	0.009															0.009
Redevelopment of Attleborough Enterprise Centre						0.014	0.014															0.014
Young Peoples Scheme - East						0.200	0.200															0.200
DoH - Extra Care Housing Fund (Learning Difficulties)						0.003	0.003															0.003
Unallocated Better Care Fund Grant						2.327	2.327						2.000	2.000						2.000	2.000	6.327
Community & Environmental Services	13.064	0.000	0.418	5.500	4.150	71.846	94.978	19.236	0.000	0.000	3.000	0.000	103.091	125.327	9.741	0.000	0.000	9.340	0.000	25.459	44.540	264.845
Highways Capital Improvements						20.527	20.527						28.810	28.810								49.337
Structural Maintenance						30.428	30.428						28.981	28.981						25.459	25.459	84.868
NDR & Postwick Hub	3.150			5.500		19.000	27.650	17.000			3.000		43.500	63.500	8.315			9.340				108.805
Norfolk Energy Futures Ltd	7.250						7.250															7.250
Closed Landfill Sites-Capping & Restoration			0.100				0.100															0.100
Scottow Enterprise Park (Indicative)	2.664						2.664	2.236						2.236	1.426						1.426	6.326
Real Fire Training Unit est 14-15			0.093				0.093															0.093
Other Fire Station improvements			0.033			0.050	0.083															0.083
New Fire Station - Boat Store & Enhanced			0.153				0.153															0.153
Flood Rescue Grant - Defra							0.096															0.096
Defra East Coast Flood Rescue 3 counties							0.005															0.005
Portable generators & wiring			0.040				0.220															0.259
Downham Market replacement appliance					0.150		0.150															0.150
Command & Control vehicles and ICT							0.306															0.306
Compact Fire Appliances (CLG bid) est 14-15													0.900	0.900								0.900
Unallocated capital grant (est 2014-15)							0.314															0.314
Street Lighting Technology Improvements						4.000	4.000															4.000
Gressenhall Voices From The Workhouse							0.900						0.900	0.900								1.800
Resources	14.209	0.000	0.000	0.000	0.155	1.953	16.317	0.333	0.000	0.000	0.000	0.000	5.167	5.500	0.667	0.000	0.000	0.000	0.000	10.933	11.600	33.417
Better Broadband	14.209					1.953	16.162	0.333					5.167	5.500	0.667					10.933	11.600	33.262
Coroners Tables					0.155		0.155															0.155
Finance	9.530	1.045	0.577	1.700	0.000	0.000	12.852	0.000	0.000	0.000	1.600	0.000	0.000	1.600	0.000	0.000	0.000	0.600	0.000	0.000	0.600	15.052
County Hall Refurbishment	7.770						7.770															7.770
County Hall Refurbishment (Workstyle elements)	1.760						1.760															1.760
Great Yarmouth Property Rationalisation		1.045					1.045															1.045
Asbestos Survey & Removal Prog (Chief Exec)			0.185	1.100			1.285				1.000			1.000								2.285
Alterations to Offices to Comply with Disability Discrimination Act			0.230				0.230															0.230
Fire Safety Requirements			0.049				0.049															0.049
Corporate Minor Works			0.113				0.113															0.113
County Farms				0.600			0.600				0.600			0.600				0.600			0.600	1.800
TOTAL	38.497	2.154	1.098	7.200	5.671	155.883	210.503	20.387	0.875	0.000	4.600	0.000	142.028	167.890	10.408	0.000	0.000	9.940	0.000	40.192	60.540	438.933

Norfolk County Council proposed capital programme 2015-18, existing schemes

	2015-16							2016-17							2017-18							TOTAL
	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsupp-orted Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsupp-orted Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	Supported Borrowing & Invest To Save	Deferred Borrowing	Unsupp-orted Borrowing	Capital Receipts	Revenue and Reserves	Grants and Cont'ns	TOTAL	
Department/Project	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Children's Services	1.694	0.857	0.000	0.000	0.000	68.301	70.852	0.805	0.875	0.000	0.000	0.000	0.000	26.056	27.736	0.000	0.000	0.000	0.000	0.000	0.000	98.588
A1 - Growth	1.076					23.000	24.076	0.605						16.138	16.743							40.819
A2 - Growth						0.100	0.100							0.100	0.100							0.200
A3 - Growth						22.073	22.073							3.000	3.000							25.073
A4 - Growth						4.028	4.028							0.926	0.926							4.954
B1 - Targeted need						9.476	9.476							0.410	0.410							9.886
B2 - Targeted need	0.283	0.615					0.898		0.875						0.875							1.773
B4 - Targeted need		0.242					0.683															0.925
C1 - condition	0.012					1.752	1.764							2.500	2.500							4.264
C2 - condition	0.145					2.227	2.372							1.600	1.600							3.972
C3 - condition	0.130						0.130	0.200							0.200							0.330
D - Other schemes	0.048					4.962	5.010							1.382	1.382							6.392
Adult Social Care	0.000	0.252	0.102	0.000	0.090	5.480	5.924	0.013	0.000	0.000	0.000	0.000	0.000	0.013	0.000	0.000	0.000	0.000	0.000	0.000	0.000	5.937
Adult Care - Unallocated Capital Grant			0.083		0.090		4.542															4.715
LPSA Domestic Violence						0.092	0.092															0.092
Failure of kitchen appliances			0.015				0.015															0.015
Adult Social Care IT Infrastructure			0.004				0.004	0.013						0.013								0.017
Prospect Housing - formerly Honey Pot Farm						0.320	0.320															0.320
Great Yarmouth Dementia Day Care						0.150	0.150															0.150
Strong and Well Partnership - Contribution to Capital Programme		0.252					0.252															0.252
Bishops Court - King's Lynn						0.150	0.150															0.150
Supported Living for people with Learning Difficulties						0.009	0.009															0.009
Redevelopment of Attleborough Enterprise Centre						0.014	0.014															0.014
Young Peoples Scheme - East						0.200	0.200															0.200
DoH - Extra Care Housing Fund (Learning Difficulties)						0.003	0.003															0.003
Community & Environmental Services	10.795	0.000	0.418	5.500	0.150	51.713	68.576	17.000	0.000	0.000	3.000	0.000	0.000	44.400	64.400	0.000	0.000	0.000	0.000	0.000	0.000	132.976
Highways Capital Improvements						4.962	4.962															4.962
Structural Maintenance						26.760	26.760															26.760
NDR & Postwick Hub	3.150			5.500		19.000	27.650	17.000			3.000			43.500	63.500							91.150
Norfolk Energy Futures Ltd	7.250						7.250															7.250
Closed Landfill Sites-Capping & Restoration			0.100				0.100															0.100
Scottow Enterprise Park (Indicative)	0.395						0.395															0.395
Real Fire Training Unit est 14-15			0.093				0.093															0.093
Other Fire Station improvements			0.033			0.050	0.083															0.083
New Fire Station - Boat Store & Enhanced			0.153				0.153															0.153
Flood Rescue Grant - Defra						0.096	0.096															0.096
Defra East Coast Flood Rescue 3 counties						0.005	0.005															0.005
Portable generators & wiring			0.040			0.220	0.259															0.259
Downham Market replacement appliance					0.150		0.150															0.150
Command & Control vehicles and ICT						0.306	0.306															0.306
Compact Fire Appliances (CLG bid) est 14-15													0.900	0.900								0.900
Unallocated capital grant (est 2014-15)						0.314	0.314															0.314
Resources	14.209	0.000	0.000	0.000	0.155	0.653	15.017	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	15.017
Better Broadband	14.209					0.653	14.862															14.862
Coroners Tables					0.155		0.155															0.155
Finance	9.530	1.045	0.577	0.000	0.000	0.000	11.152	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	11.152
County Hall Refurbishment	7.770						7.770															7.770
County Hall Refurbishment (Workstyle elements)	1.760						1.760															1.760
Great Yarmouth Property Rationalisation		1.045					1.045															1.045
Asbestos Survey & Removal Prog (Chief Exec)			0.185				0.185															0.185
Alterations to Offices to Comply with Disability Discrimination Act			0.230				0.230															0.230
Fire Safety Requirements			0.049				0.049															0.049
Corporate Minor Works			0.113				0.113															0.113
County Farms																						
TOTAL	36.228	2.154	1.098	5.500	0.394	126.147	171.521	17.818	0.875	0.000	3.000	0.000	0.000	70.456	92.149	0.000	0.000	0.000	0.000	0.000	0.000	263.670

Norfolk County Council proposed capital programme 2015-18, new schemes

Department/Project	2015-16							2016-17							2017-18							TOTAL £m
	Supported Borrowing & Invest To Save £m	Deferred Borrowing £m	Unsup- ported Borrowing £m	Capital Receipts £m	Revenue and Reserves £m	Grants and Cont'ns £m	TOTAL £m	Supported Borrowing & Invest To Save £m	Deferred Borrowing £m	Unsup- ported Borrowing £m	Capital Receipts £m	Revenue and Reserves £m	Grants and Cont'ns £m	TOTAL £m	Supported Borrowing & Invest To Save £m	Deferred Borrowing £m	Unsup- ported Borrowing £m	Capital Receipts £m	Revenue and Reserves £m	Grants and Cont'ns £m	TOTAL £m	
Children's Services	0.000	0.000	0.000	0.000	1.277	5.976	7.253	0.000	0.000	0.000	0.000	0.000	5.714	5.714	0.000	0.000	0.000	0.000	0.000	1.800	1.800	14.767
A1 - Growth																						
A2 - Growth																						
A3 - Growth																						
A4 - Growth																						
B1 - Targeted need																						
B2 - Targeted need																						
B4 - Targeted need																						
C1 - condition																						
C2 - condition						1.000	1.000															1.000
C3 - condition																						
D - Other schemes																						
New Basic Need schemes, subject to funding confirmation						3.476	3.476						4.724	4.724						1.800	1.800	10.000
Temporary Classrooms						1.500	1.500						1.000	1.000								2.500
Bryggen Road, subject to DFE approval (Funding in addition to £1.633m in current programme)					1.277		1.277						(0.010)	(0.010)								1.267
Adult Social Care	0.000	0.000	0.000	0.000	0.000	2.327	2.327	0.000	0.000	0.000	0.000	0.000	2.000	2.000	0.000	0.000	0.000	0.000	0.000	2.000	2.000	6.327
Adult Care - Unallocated Capital Grant																						
LPSA Domestic Violence																						
Failure of kitchen appliances																						
Adult Social Care IT Infrastructure																						
Prospect Housing - formerly Honey Pot Farm																						
Great Yarmouth Dementia Day Care																						
Strong and Well Partnership - Contribution to Capital Programme																						
Bishops Court - King's Lynn																						
Supported Living for people with Learning Difficulties																						
Redevelopment of Attleborough Enterprise Centre																						
Young Peoples Scheme - East																						
DoH - Extra Care Housing Fund (Learning Difficulties)																						
Unallocated Better Care Fund Grant						2.327	2.327						2.000	2.000						2.000	2.000	6.327
Community & Environmental Services	2.269	0.000	0.000	0.000	4.000	20.133	26.402	2.236	0.000	0.000	0.000	0.000	58.691	60.927	9.741	0.000	0.000	9.340	0.000	25.459	44.540	131.869
Highways Capital Improvements						15.565	15.565						28.810	28.810								44.375
Structural Maintenance						3.668	3.668						28.981	28.981						25.459	25.459	58.108
NDR & Postwick Hub															8.315			9.340			17.655	17.655
Norfolk Energy Futures Ltd																						
Closed Landfill Sites-Capping & Restoration																						
Scotrow Enterprise Park (Indicative)	2.269						2.269	2.236						2.236	1.426						1.426	5.931
Real Fire Training Unit est 14-15																						
Other Fire Station improvements																						
New Fire Station - Boat Store & Enhanced																						
Flood Rescue Grant - Defra																						
Defra East Coast Flood Rescue 3 counties																						
Portable generators & wiring																						
Downham Market replacement appliance																						
Command & Control vehicles and ICT																						
Compact Fire Appliances (CLG bid) est 14-15																						
Unallocated capital grant (est 2014-15)																						
Street Lighting Technology Improvements					4.000		4.000						0.900	0.900								4.000
Gressenhall Voices From The Workhouse						0.900	0.900															1.800
Resources	0.000	0.000	0.000	0.000	0.000	1.300	1.300	0.333	0.000	0.000	0.000	0.000	5.167	5.500	0.667	0.000	0.000	0.000	0.000	10.933	11.600	18.400
Better Broadband						1.300	1.300	0.333					5.167	5.500	0.667					10.933	11.600	18.400
Coroners Tables																						
Finance	0.000	0.000	0.000	1.700	0.000	0.000	1.700	0.000	0.000	0.000	1.600	0.000	0.000	1.600	0.000	0.000	0.000	0.600	0.000	0.000	0.600	3.900
County Hall Refurbishment																						
County Hall Refurbishment (Workstyle elements)																						
Great Yarmouth Property Rationalisation																						
Asbestos Survey & Removal Prog (Chief Exec)				1.100			1.100				1.000			1.000								2.100
Alterations to Offices to Comply with Disability Discrimination Act																						
Fire Safety Requirements																						
Corporate Minor Works																						
County Farms				0.600			0.600				0.600			0.600				0.600			0.600	1.800
TOTAL	2.269	0.000	0.000	1.700	5.277	29.736	38.982	2.569	0.000	0.000	1.600	0.000	71.572	75.741	10.408	0.000	0.000	9.940	0.000	40.192	60.540	175.263

Norfolk County Council's Budget Proposals 2015/16

Equality impact assessments of the proposals



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Neil Howard on 0344 800 8020 or 0344 800 8011 (Textphone).

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Introduction

1. This report summarises the findings of Norfolk County Council's equality assessments of the budget proposals for 2015/16. It also sets out the legal framework for equality assessments, and explains what will happen between now and 16 February 2015, when Full Council will meet to agree the County Council's budget for 2015/16.

About equality assessments

2. Under the Equality Act 2010, the County Council and other public bodies must pay due regard to the 'equality duty' when planning, changing or commissioning services:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Act;
 - Advance equality of opportunity between persons who share a protected characteristic¹ and persons who do not share it;
 - Foster good relations² between persons who share a relevant protected characteristic and persons who do not share it.
3. It is up to public bodies how they implement the duty. However they must be able to provide evidence that full consideration was given to the duty before a decision is made. Equality assessments are an effective way of demonstrating this.

The purpose of an equality assessment

4. The purpose of an equality impact assessment is to identify any potential negative impact a proposal or service change may have on people with protected characteristics. This enables decision-makers to take this into account when making decisions and find ways to avoid or mitigate any negative impact.
5. It will not always be possible to adopt the course of action that will best promote equality. However, equality assessments enable informed decisions to be made, that take into account opportunities to minimise disadvantage.

How the Council assesses the equality impact of the budget proposals

6. The process comprises the following key steps:
 - Public consultation on the proposals is launched – making sure that residents and service users can highlight issues that must be taken into account.
 - The Council gathers evidence on each of the proposals – looking at the service users who might be affected, the findings of related equality assessments and public consultation that has already taken place (such as the Council's 'Big Conversation' and 'Putting People First' strategy) and other relevant data and research.
 - The Council publishes the draft assessments on its budget consultation webpages, to enable members of the public and local groups to consider them and give feedback (November 2014).

- When the Council's public consultation on the 2015/16 budget proposals draws to a close (19 December 2014), the results are analysed. The Council makes sure that any equality impacts highlighted by residents inform the final assessments
- The Council publishes the final equality assessments (January 2015).
- Committees consider the assessments during the January 2015 round of committee meetings as part of their budget papers.
- Full Council considers the findings of equality assessments (along with other important information, such as rural assessments) before meeting on 16 February 2015 to agree the Council's budget for 2015/16.

Key findings of the equality assessments

The assessments indicate that two of the Council's budget proposals (reduce the amount the Council spends on transport for people who use adult social care services and reduce arts grant funding) may have an adverse impact on disabled and older people, and some other marginalised groups:

- The proposal to reduce the amount the Council spends on transport for people who use adult social care services may make life more difficult for some disabled and older people in Norfolk, and in some cases, their carers. Some service users may feel their choices are limited. This may impact on their independence and wellbeing, particularly if they live in a rural community where alternative travel options may be restricted and more costly.
- The proposal to reduce funding for the arts may impact on a range of potentially vulnerable people – such as disabled and older people, people with learning difficulties and people from marginalised communities. This is because people from these groups are particularly targeted by organisations receiving arts grant funding.

The detailed findings of equality assessments are set out on the following pages. Where potential adverse impact has been identified, the assessment recommends an appropriate mitigating action/s for the Committee to consider as part of the decision-making process.

Human rights implications

10. Public authorities in the UK are required to act compatibly with the Human Rights Act 1998. There are no human rights issues arising from the proposals.

Equality impact assessment

Title of proposal:	Charging for parking at Gressenhall Farm and Workhouse
Aims of proposal:	Proposal to start charging for car parking at Gressenhall Farm and Workhouse from 1 April 2015.
Directorate:	Community and Environmental Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Jennifer Holland, Jo Warr, Steve Miller

Analysis of proposal & potential impact

Overview – more about the proposal

1. We are proposing to start charging for car parking at Gressenhall Farm and Workhouse from 1 April 2015. We would not charge Norfolk Museums Pass holders or Friends of Gressenhall for parking. Blue Badge Holders will still be able to park for free.
2. Based on our current forecasts and visitor numbers, if we were to charge £1 - £2 per car to park for the whole day/visit, we think we could save £15,000 in 2015-16.
3. We would collect this charge by using pay and display machines, or car parking attendants on special event days. If we do introduce parking charges we would need to pay a one-off cost of £10,000 for the car-parking 'pay and display' machines. This cost would be removed in 2016-17. This means that the net saving is £5,000 in 2015-16 and £10,000 in 2016-17.
4. During 2013 – 2014 Gressenhall had 65,000 visitors. If the proposal goes ahead, it is estimated that the number of visitors will stay at 65,000
5. Currently visitors do not have to pay to park when they visit Gressenhall Farm and Workhouse. However, many similar museums and visitor attractions in Norfolk and elsewhere in the UK do charge visitors and other users of their car parks. The proposal would therefore bring Gressenhall in line with other such attractions.

More about Norfolk's Museum's Service

6. Our museums service runs ten museums as well as a schools service delivered to over 40,000 children a year and work with hard-to-reach groups across Norfolk.

Current 2014 ticket prices to visit the museum are:

- Adult: £9.90
- Concession £8.60 (For visitors with disabilities, unwaged, over 65s or those in full time education)
- Young People (4-18): £6.50
- Family ticket (1 adult + all children) £20.00
- Family ticket (2 adults + all children) £29.00

- Free admission for Norfolk Museums Pass holders, Friends of Gressenhall, and children under 4.
- Visitors with disabilities may bring one companion in free.
- Discounts for groups.
- We currently also offer free admission to the Museum Shop and Mardlers' Rest Café on all non-event days.

Analysis – potential impacts

7. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified.
8. If the proposal goes ahead, Blue Badge Holders will still be able to park for free. This is something that disabled people have welcomed in consultation and an acknowledgement of the fact that disabled people tend to fall into lower income groups compared to other people.
9. It should be noted however that disabled residents have told us that due to changes in the eligibility criteria for Blue Badges, there is a rise in the number of people with mobility difficulties who are now unable to obtain a Blue Badge. This may be an issue to take into account in the final decision about this proposal.
10. If the proposal goes ahead, it will be important to ensure that the pay machine procured and its location within the car park is fully accessible.

Action to address any negative impact

	Action/s	Lead	Date
1.	Consideration to be given to the type and location of Pay Machine procured to ensure accessibility	Steve Miller	By 1 April 2015

List of evidence used to conduct analysis

- Relevant legislation: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.
- Museums attendance figures

Equality impact assessment form

Title of proposal:	One-off sale of antiquarian library stock
Aims of proposal:	To generate an estimated £100,000 in 2015/16 and 2016/17.
Directorate:	Community and Environmental Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Jennifer Holland, Janet Holden

Analysis of proposal & potential impact

1. We currently own some old and rare books that are in safe storage. We do not lend these books out to people as they are either too valuable or simply 'of their time'. The books are not about Norfolk or by Norfolk authors and do not relate to Norfolk's local history or culture so they are not of value to the service nor to the Norfolk Record Office. As the books are only of specialist interest it is unlikely that we would ever display them. They may however be of interest to collectors of old and unusual editions.
2. We propose to sell a selection of these books at auction. Although we have not yet had them valued by specialist auctioneers we estimate that selling some, with appropriate advice, could raise £100,000 in 2015/16 and 2016/17.
3. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified.
4. The only potential equality implication arising from this proposal might be if any of the books were of particular value to a minority community in Norfolk, for example, relating to the community's culture, history or identity. However, we know this not to be the case.

Action to address any negative impact

N/A

Equality impact assessment

Title of proposal:	Charge people to visit the Ancient House Museum in Thetford in the winter
Aims of proposal:	To raise additional funds by charging people to visit during winter months
Directorate:	Community and Environmental Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Jennifer Holland, Jo Warr, Steve Miller

Analysis of proposal & potential impact

Overview – more about the proposal

1. People can currently visit the Ancient House Museum in Thetford for free between October and March. The Museum previously charged for admission during this period but stopped charging in 2006 to help the museum grow its visitor numbers. We propose to raise an additional £3,000 in 2015-16 by charging people to visit during these winter months. This estimate is based on our current admission charges and visitor forecasts. The attendance for Ancient House Museum this year is estimated at 8,600 visitors.
2. If this proposal goes ahead we would start charging people in October 2015. Norfolk schools and other key groups including our Teenage History Club will still be able to visit for free. We would also continue to open Ancient House Museum free of charge during the year as part of national events including Museums at Night and Heritage Open Days.
3. Here are our current charges for visiting the Ancient House Museum between April and September. If the proposal goes ahead these charges would apply all year round:
 - Adult: £3.95
 - Concession: £3.40 (Visitors with disabilities, unwaged, over 65s or in full-time education)
 - Child (4-16): £2.30
 - Family Ticket (1 Adult + all your children): £6.50
 - Family Ticket (2 Adults + all your children): £10.00
 - Pop in for a £1: One hour tickets available every day 1 hour before closing time.
 - Free admission: Museum Pass holders, Friends of Ancient House Museum, Children's University members and under 4s, Norfolk schoolchildren.

Analysis – potential impacts

4. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified.

5. Ancient House Museum in Thetford currently operates a concessionary rate for disabled and older people, which is an acknowledgement of the fact that disabled and older people tend to fall into lower income groups compared to other people. This concession would still apply to people charged admission in the winter months. The museum would also continue to offer some days of free entry, for example as part of the national Museums at Night event and Heritage Open Days. This would enable disabled people and other people on low incomes who might not otherwise be able to afford the entry fee to continue to visit the museum.

Action to address any negative impact

No Action Required

List of evidence used to conduct analysis

- Relevant **legislation**: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of **public consultation** – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.

Equality impact assessment

Title of proposal:	Reduce library staff
Aims of proposal:	We need to make further savings of £80k in 2015/16, and we propose to do this through reducing library staff.
Directorate:	Community and Environmental Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Jennifer Holland, Jan Holden

Analysis of proposal & potential impact

Overview – the proposal in detail

1. Norfolk has 47 libraries and nine mobile libraries. Library staff offer a wide range of advice and support to library users; they help people choose books, find information, learn internet skills, join reading groups and other activities, locate research materials in the library or through interlibrary loans, train volunteers, and create a safe and welcoming environment.
2. As part of our Putting People First strategy, we consulted on proposals to change the way we staff libraries. This has meant that some libraries now share managers and we have reduced the number of staff on duty.
3. We need to make further savings of £80k in 2015/16, and we propose to do this through reducing library staff. Both staff based in libraries and those working on outreach projects may be affected.
4. If our proposal goes ahead, most library users will not be affected. It would not affect opening hours of libraries or mobile libraries. We propose to re-organise staff and reduce staffing on outreach projects. It could mean that there will be fewer staff on duty in some of our libraries, and fewer staff able to work on outreach projects.

Analysis – potential impact

5. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified.
6. The proposal is clear that most library users will not be affected. Members of the public will still have access to libraries in the normal way, although there may be fewer staff to work on outreach projects.
7. If the proposal goes ahead, the amount of work undertaken via activities such as outreach may have to be more focused in the future to ensure the service has the capacity to support such activity. Libraries will use the resources they have available to make sure that staff with the right skills are in the right place to help people whenever possible, to minimise any impact on outreach work and people who particularly need support and help to use the library.

Action to address any negative impact

	Action/s	Lead	Date
1.	Libraries to continue to use the resources they have available to make sure that staff with the right skills are in the right place to help people whenever possible, to minimise any impact on outreach work and people who particularly need support and help to use the library.	Jennifer Holland	From 1 April 2015

List of evidence used to conduct analysis

- Relevant **legislation**: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.

Equality impact assessment

Title of proposal:	Reduce the Norfolk County Council Arts budget by £150,000 in 2015/16. This will be through a combination of further cuts to the grants programme, and reductions in the other activities of the service.
Aims of proposal:	To reduce the arts budget by £150,000 in 2015/16, to make savings of £150,000 in 2015/16.
Directorate:	Community and Environmental Services
Lead Officer:	Jo Richardson and Neil Howard
Names of other officers/partners involved:	Jennifer Holland, Steve Miller, Laura Cole

Analysis of proposal & potential impact

Overview – about the proposal

1. Last year we reduced our arts grants budget by £92,250. However, we now need to make further savings, reducing our arts budget by a further £150,000. This will be through a combination of further cuts to the grants programme, and reductions in the other activities of the service.

More information about the proposal

2. Arts organisations provide countywide cultural activities that are accessible to residents and visitors alike, and which help to raise the profile of Norfolk as a leading cultural destination to visit and invest in. In 2012 almost 3.4 million tourists and visitors came to Norfolk and in 2013/14, organisations funded by our arts grant budget of £250,480 ran 3,820 events which engaged a total audience of 683,752 people – equivalent to around three-quarters of the county's population. This helped to raise the profile of Norfolk and Norwich locally, nationally and internationally.
3. The Arts make a significant contribution to the local economy. In 2013/14 grant awards of **£250,480** by Norfolk County Council to **19** arts organisations helped to bring in an extra £5,710,382 of external funding, which contributed to an overall income of just over **£22 million**.
4. Additional support from the Council's Arts Project Fund of £20,000 helped 73 small organisations secure match funding of £339,283 from Arts Council England and alternative funders.
5. A recent study by the Local Government Association estimated that for every £1 spent by councils on the arts, leverage from grant aid and partnership working brings up to £4 in additional funding to the area.³

Who the proposal is most likely to affect

6. This proposal will affect arts organisations who receive arts grants from Norfolk County Council, and the groups and communities they work with, many of whom (34% of the total audience figure - see paragraph 10 below) are from potentially vulnerable or disadvantaged backgrounds⁴. For example:
- The Garage in Norwich focuses the majority of its activity on vulnerable and hard to reach young people, including looked after children and minority groups.
 - Creative Arts East is leading a three-year Arts and Wellbeing partnership programme, which focuses on older people with dementia or at risk of developing dementia and young people, including care leavers and those in transition from Children's Services to Adult Social Care.
7. In 2013/14, the Arts Grant Budget funded organisations provided 418 jobs. It also provided volunteering opportunities for large numbers of people and placements for creative interns and apprenticeships.

What would happen in practice if the proposal goes ahead

8. If we reduce the Arts Grant Budget this could mean:
- Residents and visitors, including residents and visitors from potentially vulnerable or disadvantaged groups, could have fewer opportunities to participate in arts events.
 - Some arts organisations may find it difficult to get further funding from national funding bodies (e.g. Arts Council England). This is because funding via the Arts Grants budget is a means of enabling organisations to access a wide range of external funding, including public funding such as the lottery, Arts Council England (ACE), and trusts and foundations. Almost all such funds require local authority match-funding and support. Some key sources of arts funding will only give grants if there is support from the local council⁵
 - Some larger organisations may not be able to continue their outreach work with other groups.
 - Norfolk may not be able to compete as successfully for arts funding against other parts of the country.

Looking closely at the profile of service users who may be affected

9. In 2013/14, the 19 arts organisations that received Arts Grants worked with an estimated total of 237,112 people from potentially vulnerable or disadvantaged groups as participants, volunteers, audience members, artists and performers. This includes:
- 226,790 members of the audience
 - 8,862 participants and volunteers
 - 1,460 artists and performers

10. This figure of 237,112 represents **34%** of the total audience figure of 683,752 for 2013/14.

11. A more detailed breakdown is as follows:

- 99,784 Older People
- 37,508 Rurally Isolated people
- 33,059 People with Physical Disabilities & Sensory Impairment
- 24,367 Children under 5
- 14,416 People with Mental Health issues
- 8,280 Young people at risk in low income/deprived circumstances
- 7,276 People with Learning Difficulties
- 7,337 Young carers
- 1,540 Refugees/people from migrant communities
- 989 People Not in Education, Employment or Training (NEET & PreNEET)
- 771 Looked After Children
- 815 Individual young people with rural and/or socio/economic deprivation
- 510 Young people in challenging circumstances
- 352 People from Black and Minority Ethnic (BAME) groups
- 75 People from traveller communities
- 30 Young mothers and referral families
- 3 School refusers.

Analysis – potential impacts

12. Current data, detailed above, shows that Arts organisations in Norfolk play a key role in delivering outward facing programmes to engage potentially vulnerable and disadvantaged residents in the Arts and promote equality of access. A significant proportion of the Arts Grant Budget – 34% - currently benefits a large number of residents from potentially vulnerable and disadvantaged groups, including disabled and older people, people with learning difficulties, young people and BAME people.
13. Reducing the Arts Grant Budget may reduce opportunities for residents from potentially vulnerable and disadvantaged backgrounds to participate in the arts in Norfolk. This is a significant impact, for a number of reasons. Firstly, evidence suggests that people from these groups are already at risk of social exclusion and isolation, and less likely to participate in the Arts than other people. In addition, they may face a range of barriers to participation – for example, they may be on a lower income and have reduced access to transport and the built environment.
14. It is also important to consider the potential impact in a broader context. Research shows that people from disadvantaged groups face inequalities in a range of areas – for example education, employment, health and civic engagement⁶. The Arts are evidenced to make an important contribution to people's outcomes in these areas. For example, the Department for Culture Media and Sport has found a range of social impacts are significantly associated with both culture and sport engagement, such as:⁷
- 'Health impacts: Those engaging with the arts as an audience member were 5.4% more likely to report good health.
 - Education impacts: Participants in arts are 14.1% more likely to report an intention to go on to further education.

- Economic productivity related impacts: Unemployed people who engage with the arts as an audience member were 12% more likely to have looked for a job in the last four weeks when compared with unemployed people who had not engaged with the arts.
 - Civic participation impacts: People who engage with the arts as an audience member are 6% more likely to have volunteered frequently (once a fortnight or more). Those who engage with the arts as an audience member are also gave £50 per person more in charitable donations over the last year.'
 - Another key area that benefits from arts and culture is wellbeing: 'Experiencing arts and culture has demonstrable impacts on wellbeing both directly and indirectly (e.g. through improved physical health). This is particularly of participatory (as opposed to purely spectator) activities.'⁸
15. Additionally, arts and culture engagement have been linked directly with better subjective wellbeing:
- Various studies show a link between engagement with the arts and higher life satisfaction, controlling for other factors such as income and health. Survey and anecdotal evidence also supports the idea that engagement with the arts is good for wellbeing.
 - Participatory arts such as dance and crafts appear to be somewhat more beneficial than audience arts such as theatre.
 - Arts programmes have also been shown to deliver positive results in various specific contexts, from care home residents to young offenders.
 - Various studies suggest a link between arts activity and community cohesion or social capital, a key driver of wellbeing. There is also evidence that arts activities can help combat loneliness and social isolation, particularly among older people.'⁹
16. The community impact of engagement with the arts organisations that receive Arts Grants is described by users in Appendix 1. This includes quotes from participants from potentially vulnerable and disadvantaged groups.

Fostering social cohesion in Norfolk

17. Arts organisations in Norfolk play a key role in delivering outward facing programmes to foster positive relationships between different communities in Norfolk and provide educative and learning opportunities¹⁰. A reduction in outreach work may impact on this.

Rural issues relating to disability and age

18. Many of the arts organisations that receive Arts Grant funding are based in or service rural communities throughout Norfolk, providing high quality arts provision for rurally isolated communities that they would otherwise find it hard to access. Creative Arts East is a good example of this¹¹. This is another important point to note, because living in a rural location can exacerbate the issues some disabled and older people face – for example, rural isolation and barriers to transport and the built environment¹².

Action to address any negative impact

	Action/s	Lead	Date
1.	Signpost arts organisations to appropriate alternative sources of funding or methods of income generation where available.	Steve Miller	From 1 April 2015
2.	Assist arts organisations to plan effectively to mitigate the effects of funding cuts to their organisation.	Steve Miller	From 1 April 2015

List of evidence used to conduct analysis

- Relevant legislation: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.

Equality impact assessment

Title of proposal:	Remove subsidy we give to schools for community groups using their facilities
Aims of proposal:	Schools in Norfolk are responsible for their own premises and they are able to rent them out for community groups to use outside of schools hours. We propose to stop this subsidy. This would save £97k in 2015/16.
Directorate:	Children's Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Gordon Boyd, Alison Everitt

Analysis of proposal & potential impact

Overview – the proposal in more detail

1. Schools in Norfolk are responsible for their own premises and they are able to rent them out for community groups to use outside of schools hours. We currently subsidise schools who keep their rates at a low threshold for community groups. Our subsidy ensures that the schools' costs are fully covered.
2. So far this year 67 schools have registered with us and taken advantage of the subsidy. Of these, 20 are high schools and colleges and 47 are infant, junior and primary schools. That works out at roughly 40% of secondary schools in Norfolk and 14% of primary schools.
3. We pay this subsidy directly to schools to help enable voluntary and community groups to use school facilities.
4. For a school to receive a subsidy it cannot charge above a set threshold. Here are some examples of the threshold rate. All rates include the cost of one caretaker:
 - 1 hour's football pitch hire - £15.28
 - 1 hour's hall hire - £18.40
 - 1 hour's classroom hire - £8.56
5. Any groups running activities specifically for **young people** or **older people** can then benefit from a 15% discount on those rates, and the County Council reimburses the school to cover loss of income from the discount.
6. There is also a 100% subsidy available to Norfolk Schools Association Groups. There is limited take up of this subsidy. This year, six Norfolk Schools Association groups have used school premises and claimed a subsidy. These groups are all providing sports activities

What would happen if the proposal goes ahead

7. If we stopped the subsidy, this would save £97k in 2015/16. This would mean that schools will no longer be able to claim the subsidy and will need to decide whether they pass the increased cost onto the groups hiring their facilities. This is in line with broader changes to school funding, where money is delegated to schools who can then decide how it is spent. This could mean that some schools decide to increase the rate that they charge community groups to use their school. However, it should be noted that under the current system, schools can already increase the rates they charge.

Analysis – potential impact

8. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified. However, there are some issues that should be taken into account before any decisions are made.
9. If the proposal goes ahead and the Council ends the subsidy, some schools may decide to increase the rate that they charge community groups to use their school. This may mean a small increase in cost to some community groups aimed at younger people under 16 and older people over 65.
10. The table below provides some illustrations of what the financial impact of removing the 15% subsidy could be for most community and voluntary groups.

	Typical hourly cost with 15% subsidy	Typical hourly cost without subsidy	Estimated total annual cost of a 3 hour hire per week - with 15% subsidy	Estimated total annual cost of a 3 hour hire per week - without subsidy
Football pitch hire	£12.99	£15.28	£2033.36	£2,391.82
Hall hire	£15.64	£18.40	£2448.17	£2880.20
Classroom hire	£7.28	£8.56	£1139.56	£1339.92

11. Evidence shows that both younger and older people are more likely to be in lower income groups. This means it is possible that some community groups for younger and older people may be unable to afford the increased cost.
12. A small number of consultation respondents have expressed concerns that the proposal could lead to community groups ceasing to run activities or increasing charges to participants. This includes representatives of community groups that would be directly affected by the proposal, and some of these specify that they work with young people, including those who are harder to reach or from ethnic minorities. Several respondents comment that the removal of the subsidy may affect disadvantaged individuals and communities and could prevent people on lower incomes accessing opportunities.
13. Young people and older people experience social exclusion and discrimination in a variety of forms – which is why ‘age’ is a protected characteristic¹³. The nature and extent of this depends on different socio-economic factors – such as where people live and their relative income. Consultation with younger and older people in Norfolk

shows that opportunities for social interaction and learning are regularly highlighted as a priority and an important mechanism for tackling social exclusion. This is particularly the case in rural areas where there might be fewer opportunities for participation.

14. If removing the subsidy may cause difficulties for some older or younger people's groups which currently benefit, it might be possible to help them find alternative ways to operate. This could be explored as a mitigating action.

Action to address any negative impact

	Action/s	Lead	Date
1.	Signpost advice to older or younger people's groups that might consider closing if the subsidy is removed to help them find alternative ways to operate.	Gordon Boyd	From 1 April 2015

List of evidence used to conduct analysis

- Relevant legislation: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.
- Schools community group registration form to Norfolk County Council
- Norfolk County Council Einstein recording system
- Star accounts finance system

Equality impact assessment

Title of proposal:	Reduce the amount we spend on transport for people who use Adult Social Care services
Aims of proposal:	<ul style="list-style-type: none"> • Ensure that where people have a Motability vehicle or mobility allowance for their transport they are using these. • Meet people's needs locally so that we don't have to pay for them to travel long distances to get their service. • Make more use of community transport services and public transport, where available and people can use them.
Directorate:	Adult Social Services
Lead Officer:	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Janice Dane and Tracy Jessop

Analysis of proposal & potential impact

Overview - about the proposal

1. The County Council currently spends over £7 million each year on providing transport for people who receive social care and social care funding.
2. Last year we asked people's views about a proposal to save £2.1m on transport in 2014-17. The Council agreed this proposal, which meant that we changed the way we allocated personal budget funding for people so that they got less money for transport. Given our financial pressures, we now need to save more money from our transport budget. We are proposing to save an extra:
 - £100,000 in 2015/2016
 - £900,000 in 2016/2017 and
 - £800,000 in 2017/18.
3. We propose to save this money by making sure that where people have a Motability vehicle or mobility allowance for their transport they are using these. We will ask people to use the service that is closest to them if this will meet their needs and if they prefer to use a service that is further away, we would not pay for them to travel there. We will also try harder to meet people's needs locally so that we don't have to pay for them to travel long distances to get their service. We also propose to make more use of community transport services and public transport, where these are available and we think people can use them.

Who the proposal is most likely to affect

4. This proposal will affect people who receive a transport service from Adult Social Care and people who use their personal budget to pay for transport. It will particularly affect older people, disabled people and people with a learning disability.

What would happen in practice if the proposal goes ahead

5. If this proposal goes ahead we would look more closely at transport costs when we assess what social services people need. This means that:
 - We will make sure people are using their Motability vehicle or mobility for their transport.
 - We would ask people to use public transport or community transport where we assess that they are able to do this.
 - We would ask people to use the service that is closest to them if this will meet their needs, for example, their local day centre. If they don't want to use the local service as they prefer to use a service that is further away, we would not pay for them to travel there.
 - If we could not find a service that meets people's needs in their local area we would not automatically pay for them to travel a long way to get the service elsewhere. Instead we would work with the person who needs the service and their carer/s to come up with a more creative solution that involves less travel. For example a group of people in a town could pool their Personal Budgets and pay for a personal assistant to help them access local services rather than travel to a day centre in another town.
 - If we cannot meet people's care needs through the options listed above, we would pay for people's transport through their personal budget.
6. We would start using the new policy from 1 April 2015. We would assess all new service users under the new criteria. We would re-assess existing service users, who use their personal budget to buy transport or who have their transport paid for by the department, at their annual review.

Looking closely at the profile of service users who may be affected

The Transport Plus service

7. The County Council, through the Transport Plus service, arranges transport for social care clients, including those with personal budgets. The service currently supports 2,100 service users, arranging around 568,000 individual journeys each year.
8. A significant number of people (over 39%) using the Transport Plus service are 75+ years old¹⁴. Around 10% of service users are under 30 years of age. This is important to note because research shows that service users may have different transport needs depending on their age¹⁵. For example, young disabled people, particularly those in rural areas, may rely on accessible transport to attend educational and social/leisure opportunities. As people age, they may become less mobile and more reliant on transport. Disabled people of all ages are at risk of social isolation, especially in rural areas¹⁶.

9. Around 50% of people using the transport service are from rural areas. This is an important point to note, as disabled and older people from rural areas are likely to have more complex transport needs than people living in urban areas. They are likely to need to travel further or pay more to get to services than those living in urban areas. In addition, they may have limited public transport options, and the public transport options available may not be accessible.
10. People use the transport service mostly to access day services and day/leisure activities. Other uses include getting to respite care, to colleges and other educational establishments, to visit council offices, places of worship and community hospitals.

People who use personal budgets to pay for transport

11. The Council is not able to record detailed data on all of the things that people spend their personal budgets on and as such isn't able to analyse what journeys everyone might use theirs for. In view of this, the Council has written to everyone receiving a direct payment (and those currently in receipt of a transport service - around 4,000 in total) asking service users for their views, to make sure we fully understand the potential impact of this proposal on these users.
12. Overall, the Council provides personal budgets to around 9,152 people every year. Around 49% of people in receipt of personal budgets are aged 75 and over¹⁷. More women than men (61% vs 39% are in receipt of a personal budget – probably as a result of gender-related mortality trends).
13. 48% of people in receipt of personal budgets are from rural communities¹⁸.

People in receipt of a Motability vehicle or mobility allowance

14. If the proposal goes ahead we will make sure people are using their Motability vehicle or mobility allowance for their transport. Motability vehicles and mobility allowance are paid from Personal Independence Payments (PIP), a new national benefit introduced in April 2013, replacing Disability Living Allowance (DLA) for eligible people aged 16 to 64. PIPs cover 'daily living' and 'mobility'. The mobility component is paid at either a 'higher' rate (£55.25 per week) or a 'lower rate' (£21 per week). People on the higher rate have severe walking difficulties and people on the lower rate need guidance or supervision outdoors.
15. People can choose to exchange their higher rate mobility allowance to lease a car, scooter or powered wheelchair ('Motability vehicles'). PIP's are not means-tested or taxable and can be paid whether people are working or not.
16. The Government estimates that it will be around two years before all eligible people will have transferred to PIP. In view of this the most reliable indication of the number of people in receipt of a Motability vehicle or mobility allowance in Norfolk are the DLA figures for 2012/2013. These figures show that at the last count, around 44,000 people across Norfolk claimed DLA¹⁹, with around half of all claimants falling into the 'higher rate' mobility category²⁰. The majority of higher rate claimants were aged 50+, with a fairly even balance between the number of male and female claimants. Around 48% of recipients lived in rural areas²¹.

Analysis – potential impacts

19. Our analysis suggests this proposal may have an adverse impact on disabled and older people, for the reasons highlighted below:

(a) *We will make sure people are using their Motability vehicle or mobility allowance for their transport.*

17. This aspect of the proposal may impact on disabled and older people regardless of where they live. However, it may particularly impact upon service users living in rural areas, because people in rural areas may need to travel further to reach services and may have limited access to accessible community or public transport, making accessible travel more challenging and costly. There are similar issues for people receiving the higher rate mobility allowance.
18. Another issue is that Motability vehicles can be used by or for the benefit of the disabled person. This means that in some instances the disabled person does not drive the car – indeed the majority of people with a learning disability are unable to drive - and instead their carer or other family members do, and use the vehicle for shopping, travel to work or other routine activities. For some people this means that their Motability vehicle – and/or their carer - may not be available at certain times.
19. There is also a potential impact on carers, including informal carers. Some carers have said that if people are asked to use their Motability vehicle or mobility allowance to access services instead of arranged transport, informal carers may in many cases be required to drive. Where services are a significant distance from the service user's house this could mean carers having to cover a lot of extra miles in one day. Respondents have suggested that this could lead to carers having to give up other commitments, such as work, or losing valuable respite time.
20. Service users have also highlighted the impact of changing from arranged shared transport to use of a Motability vehicle. Some have suggested that moving from independent travel to being escorted by parents or family members undermines their dignity and independence.

(b) *We would ask people to use public transport or community transport where we assess that they are able to do this.*

21. Not all public or community transport services will be sufficiently accessible for all disabled and older people to use them. Also, whilst a transport service may be accessible in one direction, this might not be the case for the return journey.
22. The reliability of public and community transport provision is also an issue. For example, the late or non-arrival of a bus may cause discomfort for someone who is unable to stand or sit for long. Service users have highlighted incidents where they have been stranded for several hours waiting for an accessible bus to appear.
23. Some consultation respondents have highlighted the significant extra costs that they might have to incur to use public transport - where a carer would be required to help them access transport the service user would be required not only to pay for their own public transport, but potentially also for the carer's transport. They might have to pay for the carer to accompany them there and back.

24. Consultation with residents shows that the disability awareness of bus drivers has a key role to play in disabled people's confidence in using public transport²². For example, a bus driver with good disability awareness will make sure that a disabled person with communication difficulties does not feel rushed into buying a ticket and has time to make enquiries, and someone with mobility difficulties has time to sit down safely before the vehicle moves off.
25. Consultation with disabled residents in Norfolk shows that fear of hate crime or hostility and discrimination by members of the public is sometimes a factor deterring use of public transport²³.

(c) *We would ask people to use the service that is closest to them that will meet their needs, for example, their local day centre. If they don't want to use the local service as they prefer to use a service that is further away, we would not pay for them to travel there.*

26. Part of the disability rights movement has been to put disabled people at the centre of decision-making about services that affect them. The adage "Nothing about us, without us" arose from disabled people's experiences that decisions were sometimes made on their behalf without their involvement or against their wishes. If the proposal goes ahead, some disabled people may feel they are being allocated a service based on what is 'perceived' as their primary need.
27. A range of complex issues may inform a disabled person's preference about where they go. For example, they may have long-standing friendships with trusted people at a particular venue. It may not be as easy for some disabled people to make and sustain friendships as people who are not disabled. This may be a particular issue for someone with communication difficulties. Disabled people are more likely than non-disabled people to have a limited social network and are at greater risk of social isolation. A disabled person may wish to travel long distances to attend a venue which offers the only social contact they have with others.

(d) *If we could not find a service that meets people's needs in their local area we would not automatically pay for them to travel a long way to get the service elsewhere. Instead we would work with the person who needs the service and their carer/s to come up with a more creative solution that involves less travel. For example a group of people in a town could pool their Personal Budgets and pay for a personal assistant to help them access local services rather than travel to a day centre in another town.*

28. This aspect of the proposal could present disabled people with some genuine opportunities to improve provision in their area and tailor it specifically to their needs. The idea of pooled personal budgets initiatives has been a success in some areas of Norfolk.
29. There might also be an opportunity to use this initiative as a way of supporting service users to become involved in existing mainstream community activities in their area, which might not currently be accessible, but which, with the right intervention, could become accessible and meet service users' needs.
30. There are some issues to take into account in taking this part of the proposal forward. Local venues (eg community centres) in some rural areas of Norfolk may

not be fully accessible to all disabled people. Another issue is that some disabled people may experience fatigue as an effect of their disability, which may limit the investment they are able to make in establishing new initiatives.

31. In taking this forward, plans would need to be in place detailing the resources available to service users in helping them plan and implement initiatives for pooling budgets. For example, support regarding finding a venue; setting up transport; personal budget arrangements; supporting people in setting up a group and putting in appropriate safeguards in case someone became ill or transport failed to arrive. Staff supporting service users in this work will need a range of skills, which, depending on the initiative, could include community development skills.

(e) If we cannot meet people's care needs through the options listed above, we would pay for people's transport through their personal budget.

32. The proposal is clear that if none of the above options are possible, then the Council will pay for people's transport through service users' personal budgets. The main issue here is that some disabled people, particularly those in rural areas, might have complex transport needs and the proportion of their personal budget that may need to be used for transport may be higher than for other people²⁴. This may only affect a small number of service users, but for the purposes of this assessment it is important to highlight.

(f) Other issues

33. Consultation with disabled and older people in Norfolk consistently highlights access to transport as a major enabling factor²⁵ and doorway to participation in education, employment and social opportunities. Disabled people are less likely to achieve in education or gain employment²⁶ than non-disabled people and are at greater risk of social isolation. They are more likely to experience barriers to the built environment and transport and fall into low income groups.

Human Rights implications

34. The impact upon the human rights of individuals affected by this proposal has been considered in relation to the Human Rights Act 1998 and the European Convention of Human Rights.
35. The Convention rights that may apply in relation to individuals affected by this proposal are Article 8 (Right to respect for private and family life). This right is broader than simply protecting personal privacy. It also covers issues such as:
- Being able to maintain and establish relationships with others (including family relationships)
 - Being able to participate in the life of your community
 - Being able to access medical treatment
 - Respecting the confidentiality of personal information
 - Respecting physical and mental well-being
 - Respecting rights to make choices about things that affect the individual
 - Being able access personal information
36. These rights have been carefully considered and it is concluded that they are not engaged in relation to this specific proposal.

Action to address any negative impact

	Action/s	Lead	Date
1.	Work with service users as part of the assessment and review process to identify the social care transport needs and options available to service users, taking their individual needs fully into account.	Janice Dane	From 1 April 2015
2.	Where the assessment process highlights areas of limited accessible community or public transport provision in some parts of the county, which might result in affordability issues or a loss of independence for service users, work with service users to try to find ways to address this, offering where appropriate travel planning support to make sure people are spending as effectively as possible.	Janice Dane	From 1 April 2015
3.	Where the assessment process highlights areas of limited accessible community or public transport provision in some parts of the county, work with commissioners, communities and community transport providers to find opportunities to address this, and inform strategic transport planning, to enable consideration to be given to whether there are opportunities to address this at a strategic level over the medium/long term.	Janice Dane	From 1 April 2015
4.	Provide service users with support to help them plan and establish pooled budgets. Ensure staff supporting service users in this work have the appropriate skills – eg this may include community development skills. Monitor the extent to which service users are able to participate in this initiative.	Janice Dane	From 1 April 2015
5.	Continue ongoing dialogue with transport providers to promote disability awareness and identify where further action can be taken to improve accessibility and increase the confidence of disabled people in using community and public transport.	Tracey Jessop	From 1 April 2015
6.	Monitor the implementation of these mitigating actions, reporting back to the committee at six monthly intervals on progress.	Janice Dane	From 1 April 2015

List of evidence used to conduct analysis

- Relevant **legislation**: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014. As part of this

consultation, the Council has written to everyone receiving a direct payment and those currently in receipt of a transport service - around 4000 in total - asking service users for their views, to make sure we fully understand the potential impact of this proposal on these users. Five consultation events for service users have been held across the county.

Equality impact assessment form

Title of proposal:	Highways Maintenance
Aims of proposal:	Make a permanent saving on highway maintenance
Directorate:	ETD
Lead Officer (author of the proposal):	Jo Richardson/Neil Howard
Names of other officers/partners involved:	Nick Tupper, Sarah Rhoden

Analysis of proposal & potential impact

Overview – about the proposal

1. In 2013/14 our budget for highway maintenance was £24.128m.
2. Last year we asked peoples' views on a proposal to make a one-off saving of £1m on highway maintenance. The council agreed this proposal which meant that our budget for highway maintenance for 2014/15 was £23.128m. However, we now need to save more money from our highway maintenance budget. We are therefore proposing to make a permanent saving on highway maintenance of £385k.
3. If this proposal goes ahead, the total amount we would spend in 2015/16 would be £23.743m. It would also mean that during 2015/16 we would have to reduce the amount of highway maintenance work we do across Norfolk.
4. We would continue to carry out all urgent work and any work that is needed to keep people safe. However, our proposal could mean:
 - It may take longer for some road markings to be re-painted
 - It may take longer for some damaged verges to be repaired
 - We may postpone some bridge maintenance work
 - We may inspect traffic signals less often – although we would still meet national standards
 - We may only repair safety barriers where they have been damaged and postpone our routine maintenance work.

More information about the proposal

5. We have a legal duty to maintain the highway, making it safe for road users and dealing with small repairs to prevent larger defects occurring. We meet this duty through a wide range of activities including pothole repairs, road patching, drain cleaning, grass cutting, sign cleaning, winter maintenance, bridge and culvert repairs and emergency response to incidents on the highway.
6. We prioritise highway maintenance work by looking at the strategic importance of the road and how severe the problem is. This process is set out in Norfolk's Transport Asset Management Plan.

7. We propose to make a permanent cut of £385,000 from highways funding from 2015/16.
8. Here is some more information about what the proposals could mean:
 - **Road markings** - we have an intervention programme for re-painting road markings. We tackle these in order of priority, for example, stop line replacements would take priority over markings that define the edge of a carriage way. It may take longer for some non-urgent road markings to be re-painted.
 - **Verge damage repair** – some non-urgent repairs may need to wait longer than those that we consider urgent because they represent a danger.
 - **Bridge maintenance** – we would continue to complete any urgent works. However, we may postpone some non-urgent bridge works.
 - **Traffic signals** – new traffic signals are more reliable and require less regular inspections. This will mean we will inspect some equipment less frequently. We would carry on making urgent repairs to faulty lights.
 - **Safety barriers** – we would carry on repairing damaged safety barriers but postpone our routine maintenance work.
 - **Grit bins** – we would maintain grit at the same level as in 2014-15. We will continue to inform communities about the best way to use grit during periods of snow and ice as there is currently a tendency for people to use too much.

Analysis – potential impact

9. At this stage, no significant detrimental or disproportionate impact on people with protected characteristics is identified.
10. Although there will be some local community impact around verge aesthetics, there should not be any impact on paths or walkways that disabled people, older people and parents would use to access local services and bus stops.

Action to address any negative impact

No Actions required

List of evidence used to conduct analysis

- Relevant **legislation**: Equality Act 2010 and Public Sector Equality Duty; Human Rights Act 1998
- Highways Act 1980
- PROW (Public Right of Way) maintenance
- County Transport Asset Plan
- The findings of public consultation – including feedback from residents and stakeholders in the Council's two most recent budget consultations (the Big Conversation and Putting People First), as well as public consultation on the budget proposals for 2015/16 launched on 5 September 2014.

1 The **protected characteristics** are: age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Having due regard to the need to advance equality of opportunity might mean:

- (a) Removing or minimizing disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic;
- (b) Taking steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of others;
- (c) Encouraging people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low.

2 Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.

³ LGA 2013, Driving Growth through local authority investment in the arts, http://www.local.gov.uk/c/document_library/get_file?uuid=5d54ddf4-1025-4720-810a-fd077d5dbf5b&groupId=10180

⁴ People from potentially vulnerable or disadvantaged backgrounds may have one or more 'protected characteristics'; these include age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

⁵ The importance of this partnership between Arts Council England and local authorities is explained in the following quote: *'The Arts Council cannot make up any shortfall in local authority funding. We place immense value on our relationship with local government, and we want to work with those local authorities that continue to value and invest in arts and culture. In practical terms, this means developing sustainable long-term partnerships with local government where there is a shared agenda for the arts – where the arts are understood as key to a community's well-being and prosperity and where there is alignment with our goals.'*

Ed Vaizey MP, Minister of State at the Department for Culture, Media and Sport and the Department for Business, Innovation and Skills, with responsibility for digital industries, recently advised the Department for Culture Media and Sport Committee into the Work of Arts Council England, that: 'It is important that the Arts Council does stress to local authorities it is there as a partner, rather than a funder of last resort—somebody to bail out arts organisations that the local authorities are walking away from.'

6 Fairness & Freedom: The Final Report of the Equalities Review, Cabinet Office, 2007

7 DCMS, Quantifying the Social Impacts of Culture and Sport, Department for Culture Media and Sport, April 2014
[www.gov.uk/government/uploads/system/uploads/attachment_data/file/304897/Quantifying the Social Impacts of Culture and Sport.docx](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/304897/Quantifying_the_Social_Impacts_of_Culture_and_Sport.docx)

⁸ Page 7, Wellbeing in Four Policy Areas: Report by the All-party Parliamentary Group on Wellbeing Economics & New Economics Foundation (NEF), Sept 2014, http://b.3cdn.net/nefoundation/ccdf9782b6d8700f7c_lcm6i2ed7.pdf

⁹ Page 37, Wellbeing in Four Policy Areas: Report by the All-party Parliamentary Group on Wellbeing Economics & New Economics Foundation (NEF), Sept 2014, http://b.3cdn.net/nefoundation/ccdf9782b6d8700f7c_lcm6i2ed7.pdf

¹⁰ 'Participation in the arts can contribute to community cohesion, reduce social exclusion and isolation and make communities feel safer and stronger.' - Page 97, Create, A journal of perspectives on the value of art and culture, Arts Council England, 2014, [http://www.artscouncil.org.uk/media/uploads/value-sota-create/Create Digital Singles V1.pdf](http://www.artscouncil.org.uk/media/uploads/value-sota-create/Create_Digital_Singles_V1.pdf)

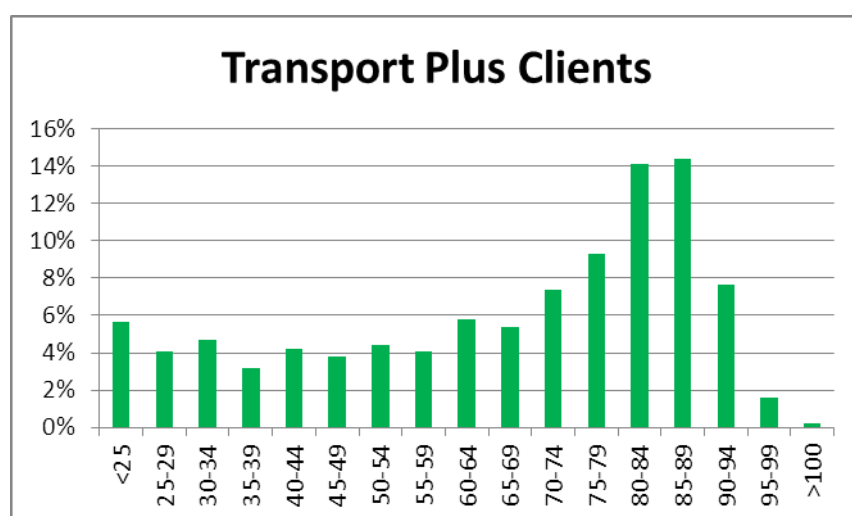
¹¹ Through their rural touring programme they work in partnership with local volunteers to bring professional theatre, music, cinema and cultural opportunities to rural and disadvantaged communities across Norfolk, Suffolk and the East. A participant in the CAE Live scheme commented: *'The events my family, friends and I have attended have all been wonderful and have brought the whole community together. Without these events, the village communities would be even more isolated.'* Comment from Creative Arts East website:

<http://www.creativeartseast.co.uk/live-performance/>

¹² Page 37, Wellbeing in Four Policy Areas: Report by the All-party Parliamentary Group on Wellbeing Economics & New Economics Foundation (NEF), Sept 2014, http://b3cdn.net/nefoundation/ccdf9782b6d8700f7c_lcm6i2ed7.pdf; *Arts and cultural provision can have a positive impact on specific health conditions such as: dementia, Parkinson's and depression.* Page 97, Create, A journal of perspectives on the value of art and culture, Arts Council England, 2014, http://www.artscouncil.org.uk/media/uploads/value-sota-create/Create_Digital_Singles_V1.pdf; Evidence shows that disabled people are more likely than non-disabled people to experience barriers to participation in arts: *'disabled audiences' patterns of engagement are largely dictated by practical factors (such as access and transport) which, unaddressed, can become barriers*. Page 21, Equality and diversity within the arts and cultural sector in England, Evidence and literature review final report, Arts council England, September 2014, http://www.artscouncil.org.uk/media/uploads/Equality_and_diversity_within_the_arts_and_cultural_sector_in_England.pdf

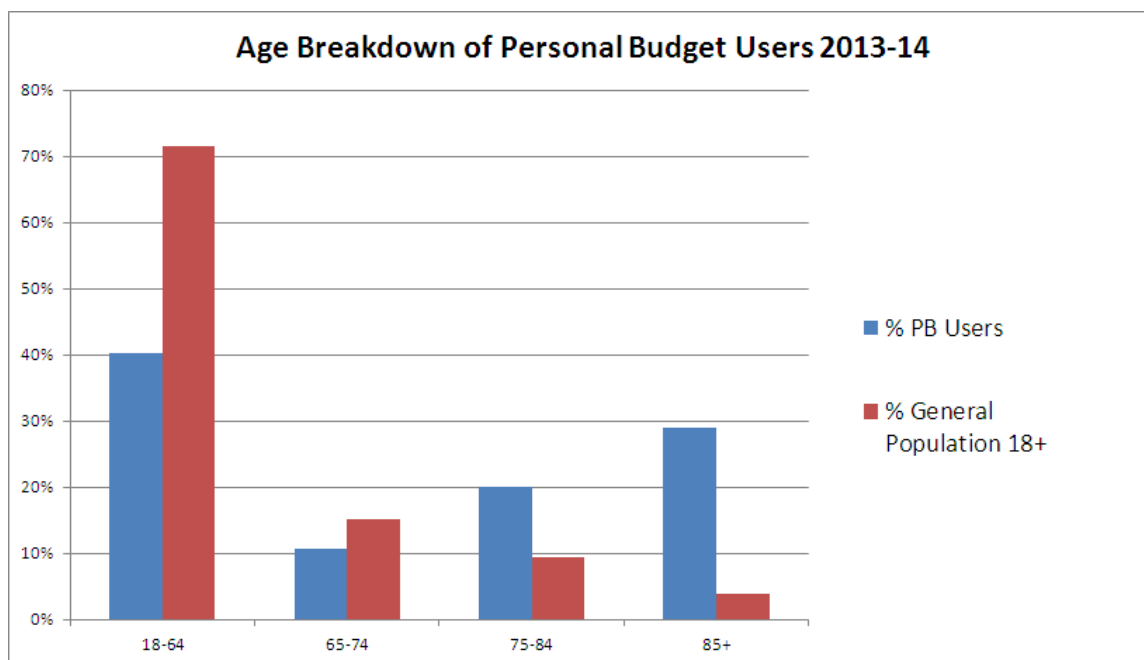
13 The Equality Act 2010

14 Age of Transport Plus Clients: (latest data available on 24 November 2014)

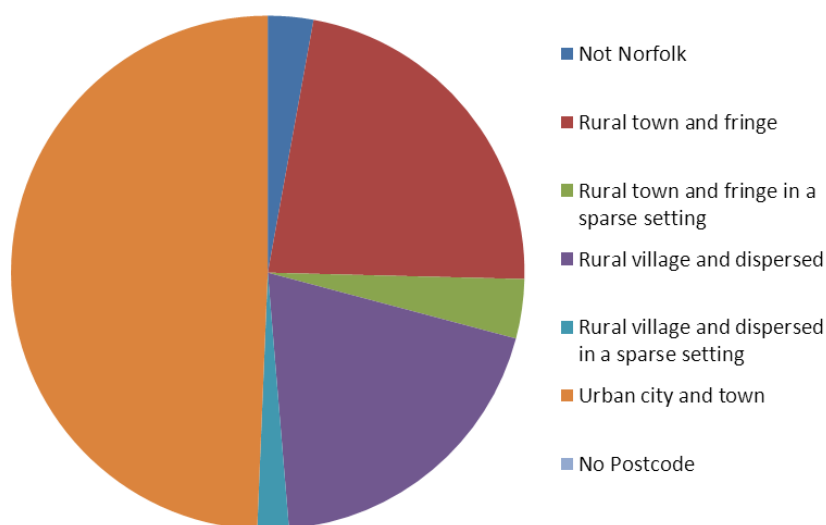


15 Travel behaviour, experiences and aspirations of disabled people, Department for Transport, 2008; Young People with Special Educational Needs/Learning Difficulties and Disabilities: Research into Planning for Adult Life and Services, LG Group Research Report, Martin, K., Hart, R., White, R. and Sharp, C, September 2011

16 Preventing loneliness and social isolation: interventions and outcomes, Karen Windle, Jennifer Francis and Caroline Coomber, Social Care Institute for Excellence, 2001



¹⁸ **Personal budget users in 2012-13 by where they live**



¹⁹ Department for Work & Pensions

²⁰ DLA higher rate mobility claimants, February 2013 data

Age	Total	Male	Female
All ages	21,920	10,080	11,830
Aged 16-24	530	300	230
Aged 25-49	4,220	1,810,	2,410
Aged 50-64	7,880	3,450	4,230
Aged 65+	8,780	4,120	4,860

21 Department for Work & Pensions

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- 22 Norfolk County Council Disability Pilot Project 2010
 - 23 Norfolk County Council Disability Pilot Project 2010
 - 24 Priced out: ending the financial penalty of disability by 2020, SCOPE, 2014
 - 25 Norfolk County Council Disability Pilot Project 2010
 - 26 Fairness & Freedom: The Final Report of the Equalities Review, Cabinet Office, 2007



Norfolk County Council

Norfolk County Council's Budget Proposals 2015/16

Rural impact assessment of the proposals

**With thanks to the Norfolk Rural Community Council
for advice on methodology and approach**

www.norfolkrcc.org.uk/

Compiled by:

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Norfolk County Council

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1. Introduction

1.1 About rural impact assessment

- 1.1.1 Norfolk is a rural county with 53% of its population designated as rural and only two districts, Great Yarmouth and Norwich, which are primarily urban. This means that addressing rural issues is central to sound strategic planning, and it is important that the Council considers the impact of new proposals, service redesign or commissioning decisions on rural areas.
- 1.1.2 'Rural proofing' seeks to achieve effective and successful outcomes for communities, businesses and individuals, regardless of their size or location, by embedding a local focus in policy making, service design and commissioning.
- 1.1.3 Rural impact assessment assesses whether changes to policy or service delivery may have a disproportionate and/or significantly detrimental impact on rural areas and is a critical part of the rural proofing process.
- 1.1.4 When it is effective, rural impact assessment should:
- Highlight any potential for rural communities to be disadvantaged;
 - Enable the Council to take full account of differences related to 'place' and the different impacts a proposal may have in different settings, particularly with regard to cost, accessibility and outcomes of service provision;
 - In appropriate cases, recommend actions that may help to mitigate any identified disproportionate rural impacts e.g. unintended gaps in service accessibility;
 - Identify opportunities to discuss with communities and neighbourhoods how best use can be made of all available local resources and assets to mitigate rural impacts.

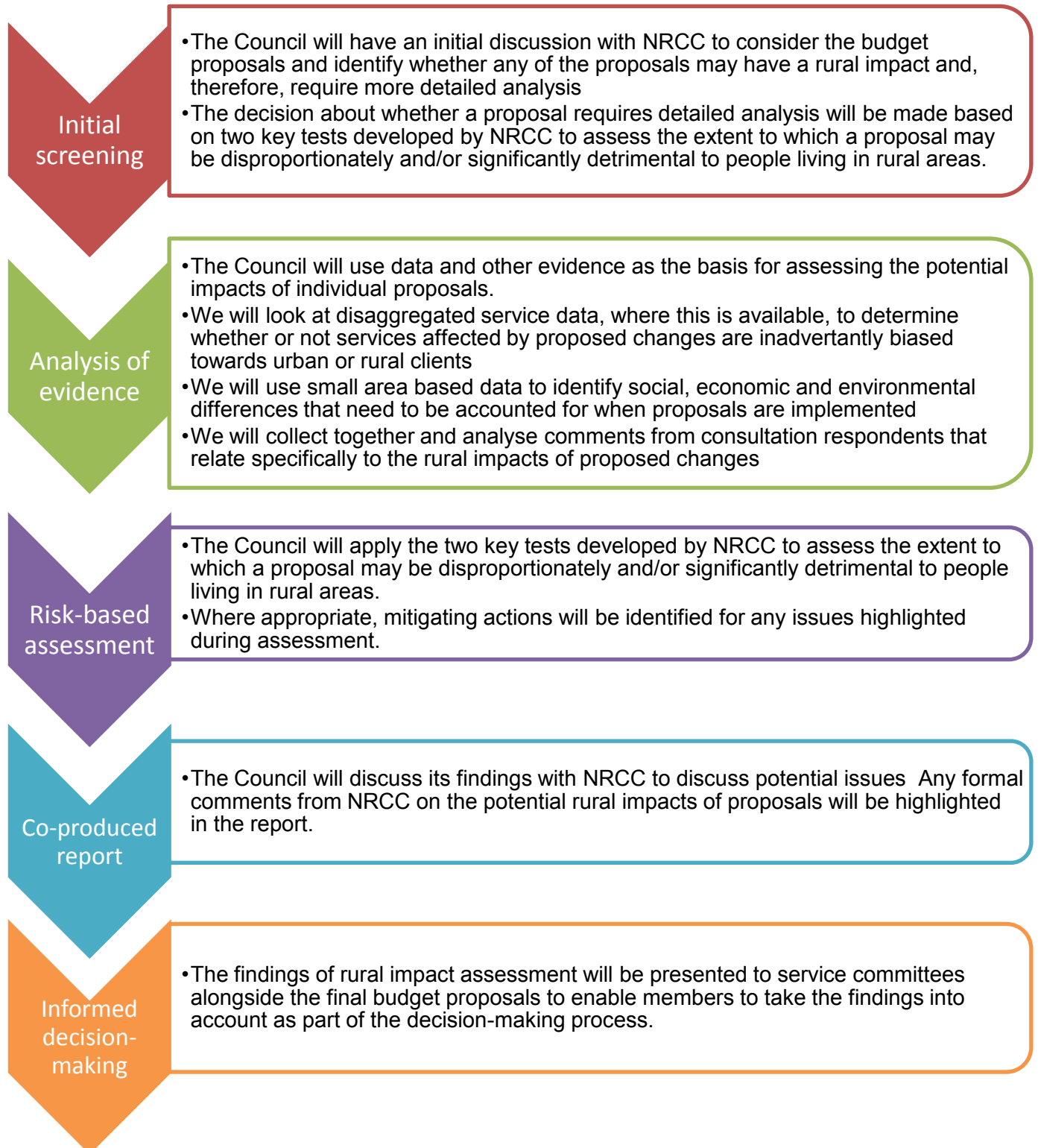
1.2 Methodology & approach to rural impact assessment

- 1.2.1 To ensure that any changes the Council is considering making as part of the budget process for 2015/16 take into account the needs and interests of rural people, communities and businesses, the Council has worked with the Norfolk Rural Community Council (Norfolk RCC) to agree a methodology for rural impact assessment.
- 1.2.2 Norfolk RCC is an independent charity and one of 38 that make up the national Rural Community Council Network, supported by a national body ACRE. Norfolk RCC lobbies on rural issues at a strategic level, providing a voice for rural communities in Norfolk.

1.2.4 Norfolk County Council is grateful for the support of Norfolk RCC in co-producing the rural impact assessment. This assessment relates to whether proposals may have a disproportionate and/or significantly detrimental impact on rural areas. Norfolk RCC will submit separately into the consultation process its views on the wider implications of proposals.

1.2.5 The approach the Council and Norfolk RCC have agreed is set out below.

1.3 Summary of methodology for rural impact assessment:



2.1.4 **Table 1** shows in more detail how Norfolk's population and land area are divided between each of the area types. Norfolk's land area is around 95% rural, including smaller towns and their fringes, villages and hamlets, and this area is home to a little over half of the county's population.

2.1.5 The concept of sparsity is essentially one of population density. Around 78% of the county is classed as less sparse, though this includes 92% of the population. Areas classed as sparse, over a fifth of the county, have a density of population that by definition is quite low.

Table 1: Norfolk urban and rural area types, mid-2010

		Mid-2010 population	% of mid- 2010 population	% of total land area
Wider area type	Narrower area type			
Urban	Urban - less sparse	409,800	47.5	5.7
	Urban - sparse	0	0.0	0.0
Rural	Town & fringe - less sparse	147,900	17.2	9.1
	Town & fringe - sparse	37,300	4.3	4.2
	Village, etc* - less sparse	233,100	27.0	63.4
	Village, etc* - sparse	34,300	4.0	17.6
Urban		409,800	47.5	5.7
Rural		452,500	52.5	94.3
Less sparse		790,800	91.7	78.2
Sparse		71,600	8.3	21.8
Total		862,300	100.0	100.0

* Note: 'Village etc' means villages, hamlets and isolated dwellings

Source: ONS mid-2010 population estimates, and land areas (2001 Census Table UV2)

2.1.6 Delivering services to people in sparse areas is likely to be challenging and more costly. Any proposals to make savings on the costs of delivering services may need to consider arrangements for people living in sparse areas to make sure they are not disproportionately affected.

Research conducted by Oxford Consultants for Social Inclusion (OCSI) for ACRE in 2011² shows that Rural Norfolk has a higher proportion households particularly vulnerable to exclusion compared to rural England as a whole. This includes in rural areas of Norfolk 6,820 lone parent households and 28,795 pensioners who live alone.

² 'The rural share of deprivation in Norfolk', v1.1, published March 2011, ©ACRE/RCAN/OCSI 2011

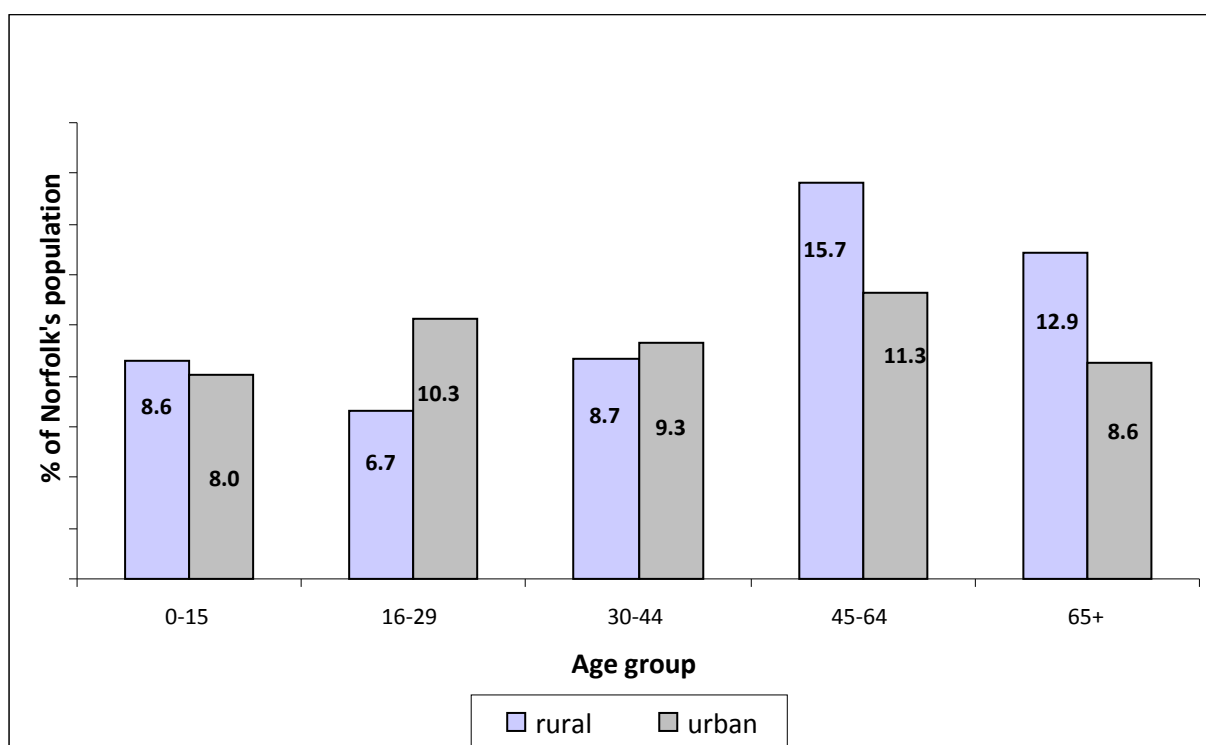
2.2 Is there a different population profile in rural areas? (3)

2.2.1 There are some differences in the age profiles of Norfolk's urban and rural population.

2.2.2 **Figure 2** shows that middle aged (45-64) and older people (65+) are more likely to be found in rural as opposed to urban areas. Younger adults (16-29) are more likely to be found in urban areas.

2.2.3 It is also worth noting that 60% of people of pensionable age live in rural areas.

Figure 2: Rural and urban population of Norfolk by age, mid-2010



Note: the sum of all the bars is 100 per cent of the Norfolk population

Source: ONS mid-2010 population estimates

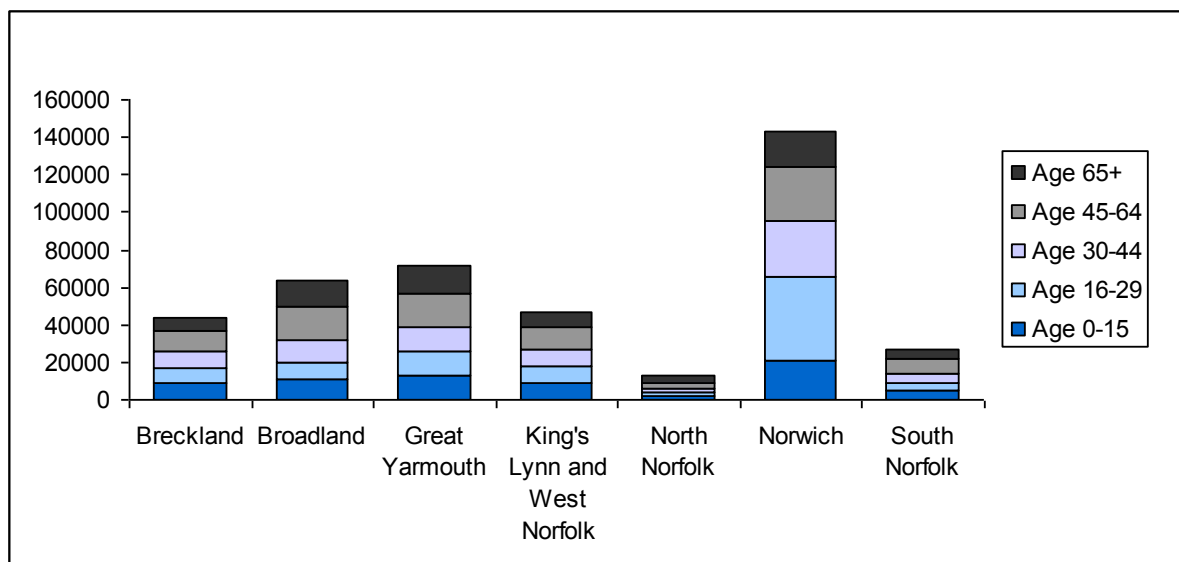
2.2.4 There are some variations at local authority area level. **Figures 3 and 4** compare the age structure of Norfolk's urban and rural areas by district.

2.2.5 **Figure 3** shows there is a very large number of 16-29 year olds in Norwich, which is entirely urban. That is the main reason why there are more people in this age group in Norfolk categorized as being in urban rather than rural areas.

2.2.6 **Figure 4** shows that the 45-64 and 65 and over age groups are typically greater in number in the rural parts of each area than the urban parts.

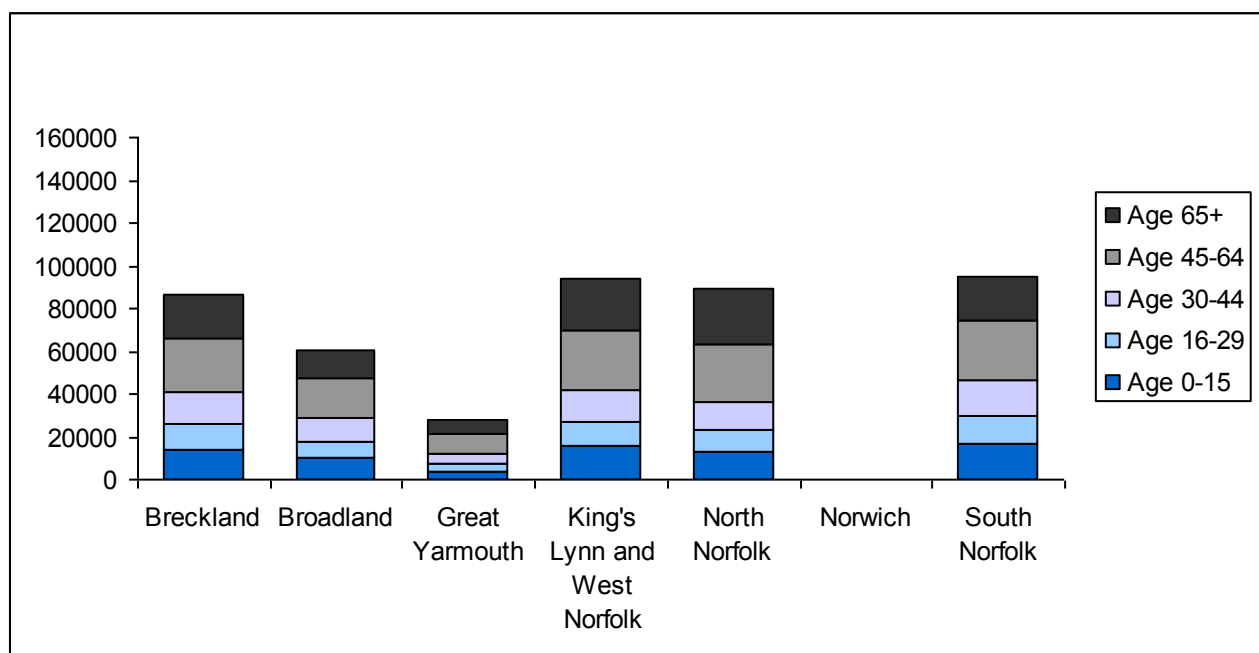
³ The information in this section is drawn from Norfolk County Council's 'Norfolk's Story' report, version 5.0, published August 2014, unless stated otherwise.

Figure 3: Age structure of urban areas, mid-2010



Source: ONS mid-2010 population estimates

Figure 4: Age structure of rural areas, mid-2010



Source: ONS mid-2010 population estimates

The information in this section shows that generally there are marked differences between Norfolk's urban and rural populations when we look at broad age range. This information may influence decisions about access to services and resource allocation, though it should be noted that not everyone classed as 'older', for example, needs the same level of assistance or care.

2.3 What quality of life do people living in Norfolk's rural areas experience?⁴

2.3.1 Deprivation

2.3.1.1 People living on a low income are among the most deprived groups in society and are likely to experience a lower quality of life than people on higher incomes.

2.3.1.2 Research conducted by Oxford Consultants for Social Inclusion (OCSI) for ACRE in 2011 shows that the rural share of deprivation in Norfolk is larger than is typically understood.

2.3.1.3 Here are some of the headlines from their report:

- 30,185 people of working age in rural areas are receiving some form of DWP benefit – 42.3% of total claimants across Norfolk.
- 47,360 people in rural areas are income deprived – 42.7% of Norfolk's total
- The number of people receiving 'out of work' benefits (JSA and IB) in rural areas is 19,125 – 41.7% of the total across Norfolk
- 9,995 children in rural areas live in income deprived households - 37.6% of the total across Norfolk
- 99,705 adults in rural areas have no qualifications – 53.5% of Norfolk's total
- 11,290 rural households lack central heating – 47.0% of Norfolk's total

2.3.1.4 **Figure 5** indicates that the rural share of deprivation in Norfolk is high compared to regional and national figures:

⁴ The information in this section is drawn from 'The rural share of deprivation in Norfolk', v1.1, published March 2011, ©ACRE/RCAN/OCSI 2011, unless otherwise stated.

Figure 5

The proportion of people experiencing deprivation or low income that live in rural areas in Norfolk (rural share)

	Norfolk - Rural		East of England - Rural		England - Rural	
	N	% share	N	% share	N	% share
Total People	452,270	53.2	1,756,635	30.7	9,803,535	19.1
Working-age client group	30,185	42.3	99,235	22.6	592,525	12.0
Income Support (IS) claimants	7,850	36.4	25,235	18.4	147,590	9.0
People who are "income deprived"	47,360	42.7	147,520	22.2	859,850	10.9
Children living in income deprived households	9,995	37.6	33,930	18.7	195,930	9.0
Pension Credit claimants	22,670	51.9	66,840	29.4	372,675	16.3

Source: DWP 2009, CLG 2007. 'Share' refers to the proportion of the total population (on an indicator) that live in rural areas.

2.3.2 Health

- 2.3.2.1 Health is a key determinant of quality of life, not least because poor health can affect an individual's ability to work and earn income.
- 2.3.2.2 **Figure 6** shows that about half of the people in Norfolk who have limiting long-term illnesses or permanent disabilities live in rural areas.
- 2.3.2.3 It also shows that the rural share of limiting long term illness and permanent disability is higher in Norfolk compared to regional and national figures.
- 2.3.2.4 Not surprisingly, given the older age profile of Norfolk's rural areas, the majority (56.3%) of people receiving Attendance Allowance (56.3%) are also shown to live in rural areas.

Figure 6

Proportion of people by key health condition living in rural areas in Norfolk (rural share)						
	Norfolk - Rural		East of England - Rural		England - Rural	
	N	% share	N	% share	N	% share
All people	452,270	53.2	1,756,635	30.7	9,803,535	19.1
People with a limiting long-term illness (aged 0-64)	38,155	50.8	127,720	28.9	771,295	16.4
Working age adults who are permanently sick or disabled	13,945	48.9	40,675	26.8	272,355	14.4
Attendance Allowance claimants	16,150	56.3	51,190	31.3	297,620	20.1
Disability Living Allowance claimants	19,080	48.0	59,580	26.7	375,465	14.8
Source: DWP 2009, Census 2001. 'Share' refers to the proportion of the total population (on an indicator) that live in rural areas.						

2.3.3 Access to services⁵

- 2.3.3.1 Access to services, or lack of access, can have a significant impact on the quality of life that people in rural communities experience. Where transport is inadequate and necessary services such as hospitals, education, work or shops are not easily accessible, there is a risk of social exclusion.
- 2.3.3.2 Poor access is especially likely to present difficulties for people who do not have use of a car or have limited mobility, lone parents and older people.
- 2.3.3.3 For each of the following key services, the proportion of households in rural Norfolk that live more than 2km away is higher than the regional and national figures:
- Cashpoint - 40.4%
 - GP (all) – 47.6%
 - GP (principal) – 56.1%
 - Primary schools – 13.7%
 - Supermarket – 68.1%
 - Petrol station – 50.9%
 - Pub – 15.6%

⁵ The information in this section is drawn from 'Access to services in Norfolk', v1.1, published March 2011, ©ACRE/RCAN/OCSI 2011, unless otherwise stated.

- 2.3.3.4 **Figure 7** shows that the majority of the households in Norfolk that are situated a long way from key amenities such as places of work, job centres and secondary schools are based in rural areas.
- 2.3.3.5 This clearly has an impact on people's working arrangements as the majority of people who work from home live in rural areas and 66.3% of all self-employed people across Norfolk live in rural areas.⁶
- 2.3.3.6 This could explain why close to two thirds of VAT registered enterprises in the county are located in rural locations and 90% of them employ fewer than ten people.

Figure 7

The proportion of people living in rural areas in Norfolk (rural share) - distance to work and amenities indicators

	Norfolk - Rural		East of England - Rural		England - Rural	
	N	% share	N	% share	N	% share
People aged 16-74	193,810	54.0	797,380	30.9	4,433,315	19.8
Households with no car or van	26,065	36.6	86,325	19.5	537,450	9.8
Working at home	24,940	66.7	99,600	40.9	605,920	29.5
Travelling more than 10 km to work	7,245	57.3	36,870	40.5	171,520	28.2
Households 6+km from principal GP site	4,850	100.0	7,160	100.0	67,805	98.2
Households 10+km from a Job Centre	114,805	96.1	382,975	80.3	2,129,770	76.6
Households 6+km from Secondary School	20,500	100.0	50,950	95.0	303,955	94.7

Source: CRC 2009, Census 2001. 'Share' refers to the proportion of the total population (on an indicator) that live in rural areas.

- 2.3.3.7 The distance lying between Norfolk's rural households and key services can result in long travel times to access them.
- 2.3.3.8 **Figure 8** illustrates the extent of this problem across Norfolk. For example, it shows that 41 (about 8%) of Norfolk's LSOAs have a travel time of more than two hours to get to hospital.

⁶ 'The rural share of deprivation in Norfolk', v1.1, published March 2011, ©ACRE/RCAN/OCSI 2011

Figure 8

No. of LSOAs more than 120 minutes travel time of a key service	
Employment centre	5
Further Education (FE) college	15
Hospital	41
Secondary School	25
Supermarket	4
Town Centre	15
Source: Department of Transport (DfT)	

2.3.3.9 The distance people in rural areas are required to travel to access services impacts on their quality of life in several key ways:

- a. It means that they are more reliant on private transport
- b. It means they generally spend more on transport than their urban counterparts
- c. It means they travel nearly twice as far by car each year compared to urban residents, most often as a result of needing to access work
- d. This extra travel also has a time implication creating a significant opportunity cost (often more significant for rural businesses) and potentially acting as a disincentive to participation.

2.3.3.10 In the most deprived rural areas in Norfolk, 35% of households have no access to a car or van. These people are likely to face particular challenges to accessing key services and amenities.

2.3.4 Communications

2.3.4.1 Access to communications technology, including mobile and digital services can make a significant difference to individuals day to day. For example, it can enable:

- access to a wide range of goods and services
- greater choice and comparison between options to increase value for money
- access to information eg about healthcare
- access to employment opportunities and learning resources
- social contact and reduced isolation

2.3.4.2 Increasingly, public services are being delivered through mobile and digital media but the access issues for Norfolk's rural areas are significant.

2.3.4.3 The County Council's Better Broadband for Norfolk consultation in 2012 identified that the high cost of delivering commercially sustainable broadband in rural locations has resulted in large parts of Norfolk having poor or no broadband capability, and that there is a significant urban/rural divide in terms of access to broadband services.

2.3.4.4 **Table 2** below shows average speeds in Norfolk in 2012, for location type, based on Broadband Delivery UK speed data:

Table 2

Location Type	Average Speed obtainable
Village, Hamlet and Isolated Dwellings	4.2Mb/s
Urban > 10K population	6.032Mb/s
Town and Fringe	8.134Mb/s

The County Council's Better Broadband for Norfolk campaign means that by the end of 2015 more than 80% of Norfolk's premises are expected to be able to access superfast broadband (24 Megabits per second and above) and it is intended that all Norfolk premises will be able to access a minimum broadband speed of at least 2Mbps. However, some rural areas will remain at risk of digital exclusion due to poorer performing connections.

2.3.4.5 Mobile phone coverage is also an issue across Norfolk; the Government's Mobile Infrastructure Project (MIP) has identified that there are 12 'Not Spot clusters' in Norfolk currently – a Not Spot is any 200 metre square where no mobile emergency signal exists.

2.3.4.6 Not-spots raise important policy issues because of the reliance that society now places on mobile phones.

2.3.4.7 For commercial reasons, the exact location of Norfolk's Not spots is unavailable for this report, but research by Ofcom has shown that 'complete Not Spots' exist mostly in rural areas⁷.

A Norfolk County Council Member Working Group is lobbying to see mobile coverage in Norfolk improved. A key issue is that complete not-spots are likely to continue to persist to some extent, particularly in rural areas, which are a lower priority for mobile operators to extend their coverage because of low levels of use.

Comparatively poor access to mobile and digital technology places rural areas at risk of exclusion from services and socio-economic opportunities that are open to people in better connected areas. It also means that consideration will continue to need to be given to the rural implications of proposals to 'channel shift', or change services in a way that requires good communications access to function effectively.

⁷ 'Mobile not-spots – an update on our research', published 5 November 2010, Ofcom.

3. Norfolk's key rural issues

3.1 The information provided in this section of the report summarises key rural issues for Norfolk:

- a. **More than half of Norfolk's population live in rural areas** – therefore, any identified rural impacts associated with a proposal may potentially affect a significant number of people.
- b. **Over a fifth of Norfolk's land area is classified as sparse and these areas are home to nearly 72,000 people** – delivering services to people in these areas is likely to be challenging and more costly. Any proposals to make savings on the costs of delivering services may need to give additional consideration to the implications for people living in sparse areas.
- c. **Norfolk's rural areas have an older age profile than urban areas.** 60% of people of pensionable age live in rural areas, as do 56.3% of people claiming Attendance Allowance. This means changes to services for older adults and their carers are more likely to have a disproportionate impact on the populations of rural areas.
- d. **43% of people who are considered to be income deprived in Norfolk live in rural areas** – this means that targeting resources and services at highly deprived urban places alone means they may not reach substantial numbers of deprived people.
- e. **The rural share of limiting long term illness and permanent disability is high in Norfolk** compared to regional and national figures. This means that services for people with disabilities and their carers must give adequate consideration to how delivery can be managed effectively in rural areas, which often have challenging access issues.
- f. **Rural households are more likely to be situated a long way from key amenities** such as places of work, job centres, health services and schools, resulting in long travel times to access them. This means they generally spend more on transport than people in urban areas and are more reliant on private car use. Any decision to centralise services could add to access challenges and especially the 35% of rural households in the most deprived rural areas in Norfolk that have no access to a car or van. This could effectively mean the costs of service delivery are shifted to people needing the service in rural areas and some people may struggle to afford this.
- g. **Comparatively poor access to mobile and digital technology places rural areas at risk of exclusion** from services and socio-economic opportunities that are open to people in better connected areas. It also means that consideration may need to be given to the rural implications of proposals to

'channel shift', or change services in a way that requires communications to function effectively.

- h. **The majority of Norfolk's self-employed workers and small enterprises are located in rural areas.** This means that changes to service delivery that affect small businesses, for example, regarding infrastructure or economic development, may have a particular impact on rural areas.

4. The rural assessment - initial screening

- 4.1 The Council has worked with Norfolk RCC to assess whether any of the savings proposed for 2014/15 could have a significant rural impact and will, therefore, require more detailed analysis.
- 4.2 The decision about whether a proposal requires detailed analysis has been made based on two key tests developed by Norfolk RCC - these assess the extent to which a proposal may be disproportionately and/or significantly detrimental to people living in rural areas.
- 4.3 Any proposals considered to have the potential to be disproportionately and/or significantly detrimental to rural areas will be subject to further analysis in Section 5 of this report.
- 4.4 The results of the Council's initial discussion with Norfolk RCC about the potential rural impact of the proposals are provided at Appendix A.

4.5 Overview of the results

- 4.5.1 The results of this initial screening exercise indicate that further rural impact assessment was required for the following proposals:

Ref	Name of proposal
1d	Reduce the cost of our buildings and make full use of our own facilities
3c	Redesigning the way we deliver our services to reduce our costs
3d	Cutting some budgets
3e	Reduce the costs of delivering services
3g	Reduce library staff
4a	Reduce funding for the arts
4b	Remove subsidy we give to schools for community groups using their facilities
5a	Reduce the amount we spend on transport for people who use Adult Social Care services
5b	Reduce highway maintenance

5. Rural impact assessment findings

5.1 Summary of findings related to efficiency proposals

- 5.1.1 Budget savings proposals 1a to 1d, 2a and 3a to 3f are efficiency savings - this means that they involve the Council cutting its own costs and becoming even more efficient. None of these proposals is considered to require public consultation as they are not anticipated to affect services that people receive.
- 5.1.2 Following discussion with the Norfolk RCC some further information was gathered to consider whether any rural issues may be highlighted. The findings of this research are presented below.
- 5.1.3 In summary, no detrimental or disproportionate impact on rural areas was found:

5.2 Findings in relation to proposal 1d – Reduce the cost of our buildings and make full use of our own facilities (spending less on external venues)

- 5.2.1 This saving is intended to be achieved through making better use of Council buildings, such as fire stations or libraries, which we may not currently be considering for meetings, so we can reduce spend on hiring other facilities.

5.3 Findings in relation to proposal 3c – We will redesign some of our Adult Social Care services

- 5.3.1 The Council has been working with HP to look at some of our business processes and consider where these could be re-engineered to make time efficiencies. As part of this work, we have been looking at our adult social care assessment and care management and financial back office processes to identify where we can simplify what we are doing and reduce the time it takes to complete certain parts of our processes.

5.4 Findings in relation to proposal 3d – Cutting some budgets (reducing the consultation budget)

- 5.4.1 This saving is intended to be achieved through reducing procurement costs associated with purchasing consultation support (eg software), rather than reducing spend on consultation activity, so there is not anticipated to be any impact on rural outreach.

5.5 Findings in relation to proposal 3e – Reduce the costs of delivering services (Reducing the transport costs for Looked After Children)

- 5.5.1 When arranging meetings in relation to Looked After Children (LAC), social workers try to make any associated transport arrangements as efficient and cost-effective as possible. This means that they will consider whether it is possible to use public transport instead of private hired transport, where it is appropriate and practical to do so. This is an approach that social workers have implemented for some time.
- 5.5.2 As a result of taking this approach, savings have already been made on the LAC transport budget. This has not yet been reflected in the Council's budget. The proposed reduction in funding for LAC transport is therefore a budget adjustment to reflect this saving and not a cut to service funding.

5.6 Summary of findings related to proposals requiring consultation

- 5.6.1 The initial screening process of this assessment identified that five of the budget proposals requiring public consultation had the potential to have a disproportionate and/or significantly detrimental impact on rural areas and further analysis was required to assess whether this is the case.
- 5.6.2 Further information has been gathered about these proposals and the findings of this research are presented below.
- 5.6.3 In summary, it was found that:
- Proposal **5a (Reduce the amount we spend on transport for people who use Adult Social Care services)** appears likely to have a **disproportionate and significantly detrimental impact** on rural areas.
 - Proposal **5b (Reduce highway maintenance)** is likely to have a **disproportionate impact** but is not likely to have a significantly detrimental impact on rural areas.
- 5.6.4 No detrimental or disproportionate impacts on rural areas have been identified for the other proposals assessed.
- 5.6.5 Where potential adverse impact has been identified, the assessment recommends an appropriate mitigating action/s for the Committee to consider as part of the decision-making process.

5.7 Findings in relation to proposal 3g - Reduce library staff

Overall findings:

This proposal does not appear likely to have a disproportionate or significantly detrimental impact on rural areas.

Detail

5.7.1 Proposal 3g proposes to reduce the Council's spend on library staff by £80k in 2015/16. This is intended to be achieved through a combination of:

- a. Reducing staffing on some outreach projects
- b. Vacancy monitoring
- c. Finding more opportunities to share managers between libraries

5.7.2 At the Council's initial discussion with Norfolk RCC about the budget proposals, it was identified that this proposal could have a disproportionate impact in rural areas if it would result in staffing reductions at smaller libraries that only have a small staff base to begin with. To illustrate, the overall effect of reducing one staff member would be more significant in a small library with only two staff than it would be in a large library with ten or more staff.

5.7.3 Further information has been gathered about how it is proposed to achieve the proposed library staffing savings. This confirms that:

- There are no plans to close libraries or reduce opening hours – this includes mobile libraries
- There are no plans to reduce staff in small libraries
- None of the outreach activity that is likely to be reduced as a result of this proposal is targeted at rural areas or at groups that are represented in rural areas
- Vacancy monitoring has been in use for some time and will continue to be used as a way of reducing staffing costs – this means that when a staff post becomes vacant the needs of the library are reviewed to ensure that the post is still needed and has not become superfluous. Sometimes, for example, a full time position might be reduced to part time. If data about library use shows that the post is still needed it will be retained. Library data shows that the greatest staff turnover tends to be in larger urban libraries so vacancy monitoring is likely to occur more frequently outside of rural areas.
- The roles of library assistants (who serve the public) and library managers (who focus on management specific tasks) are clearly separated in the library service. This means that sharing a manager between libraries should not impact on the amount of face to face time between staff and the public. Where managers are spending a lot of time serving the public, extra library assistant hours are brought in to replace this before moving to shared management. Consultation is always carried out with library staff before shared management arrangements are introduced to make sure that concerns about any significant impacts on service

delivery are highlighted. 26 libraries, in both rural and urban areas, are already successfully using shared management arrangements.

- Staffing reductions resulting from this proposal could potentially mean some smaller libraries could end up with just one staff member working at a time, if data shows this is sufficient to meet the needs of people using the library. This is already the case in 34 of Norfolk's libraries and in mobile libraries. A review of lone working in libraries conducted in October 2014 showed that library staff are concerned that lone working means they have fewer opportunities to support library customers, but also that the amount of customer complaints about reduced staffing levels has been minimal.

- 5.7.4 Based on the above, we can conclude that reducing staffing on some outreach projects is unlikely to have a disproportionate impact on rural areas. Other staff savings will be made on an unplanned basis where vacancies arise - there are no specific plans to reduce staff in small libraries.
- 5.7.5 Since rural libraries are more likely to be small it could be argued that they are more likely to be considered for lone working or shared management arrangements where vacancies do come up. However, the library service's evidence-based approach to staffing means that this should not impact on the amount of face to face time between staff and the public.
- 5.7.6 One consultation respondent has suggested that reducing staffing could limit the ability of libraries to further develop their role as community hubs and offer more support in areas where access to services is reducing. However, since this proposal does not include plans to close libraries or reduce their opening hours and staffing levels should always be sufficient to meet the needs of the people using them, it is not considered likely to have a significantly detrimental impact on rural areas.

5.8 Findings in relation to proposal 4a - Reduce funding for arts

Overall findings:

This proposal does not appear likely to have a disproportionate or significantly detrimental impact on rural areas. The Council should, however:

- Continue to allocate arts grants in line with the Council's Arts Policy, which states that "we will invest in the arts to meet the needs of local communities, rural and urban"
- Monitor implementation of this policy going forward to ensure that rural arts organisations are not being disproportionately impacted by the reduction in grants funding.

Detail

5.8.1 The proposal will reduce the Council's funding for the arts by £150k in 2015/16. This is intended to be achieved through a combination of:

- Removing a special grant of £70k that has been made annually to support the Norfolk and Norwich festival as part of the Strategic Ambitions programme (this programme has come to an end);
- Removing £80k from the Council's annual arts grants awards programme (this would reduce the current arts grants funding budget by about 50%)

5.8.2 At the Council's initial discussion with the NRCC about the budget proposals, it was queried whether this proposal could have a disproportionate impact in rural areas if:

- a. It results in larger, urban based arts organisations being considered a priority for the remaining funding at the cost of smaller rural organisations;
- b. it affects local tourism-based enterprise;
- c. It impacts on organisations delivering prevention activities in rural areas.

5.8.3 This assessment considers these issues in detail below.

- a. Is the reduction in arts funding likely to have a disproportionate and detrimental impact on rural areas because larger, urban based arts organisations will be considered a priority for the remaining funding at the cost of smaller rural organisations?**

5.8.4 Some respondents to the Council's consultation have suggested that the proposal may affect the ability of arts organisations to draw in match funding and could mean they will struggle to continue operating. Specific concerns are raised about the financial risk to rural based arts organisations, such as Welborne Festival and Sheringham Little Theatre. However, concerns are also raised about urban based arts organisations, such as the Garage and Cinema City.

- 5.8.5 The Council's Arts Policy states specifically that "we will invest in the arts to meet the needs of local communities, rural and urban".
- 5.8.6 In deciding which organisations to award grants to, the strategic priorities of the County Council are taken into account, along with the need to support a balance of small and larger organisations and to support an equitable geographic spread of funding between rural and urban areas.
- 5.8.7 If the Council continues to allocate arts grants in line with this policy, there is not anticipated to be any disproportionate impact on rural areas.

b. Is the reduction in arts funding likely to have a disproportionate and detrimental impact on rural areas because it may affect local tourism-based enterprise?

- 5.8.8 Tourism is a particularly important sector in rural areas as it creates employment and opportunities for business growth and supports the economic viability of local services and amenities.⁸
- 5.8.9 The importance of tourism for rural economies is growing. Nationally, enterprises in tourism related industries increased their share of England's rural economy from 9.5% to 10.2% between 2003 and 2010, and the share of employment in rural based tourism related industries increased from 11.2% to 12.6%.⁹
- 5.8.10 Significant investment is currently being made in the development of cultural tourism across the New Anglia Local Enterprise Partnership (LEP) area to support growth and attract inward investment. An estimated 1,013 organisations and 5,815 jobs exist in the sector across the region (of which only one-third are in Ipswich and Norwich) reflecting a higher proportion of people working in culture than the national average.¹⁰ Commitment from local authorities is seen as being critical to the success of this initiative.
- 5.8.11 The organisations that currently receive Council arts grant funding provide training, employment and volunteering opportunities. In 2013/14 this included 18 posts, 86 volunteering roles and 2 apprenticeships within organisations based in rural areas.
- 5.8.12 The proposed reduction in funding could risk the loss of some of these opportunities or affect the Council's strategic plans to develop cultural tourism, and either of these would have a detrimental impact on the economies and people living in some of Norfolk's rural areas.
- 5.8.13 However, national research shows that any impact on tourism in Norfolk is likely to be felt equally by urban areas – for example, the share of tourism related industry (enterprise, turnover and employment) specifically connected to arts,

⁸ Rural Tourism Action Plan 2010-2020, Visit England

⁹ September 2011 Statistical Feature Report -Tourism , DEFRA, 14 December 2011

¹⁰ 'Building Cultural Tourism in New Anglia' – New Anglia Final Report, Creative Tourist Consults, January 2013

creative and entertainment activities was slightly higher for urban areas in 2009/10 (6.7%) than it was for rural areas (5.4%).¹¹

c. Is the proposal likely to affect the role that arts organisations play in prevention activity in harder to reach areas?

5.8.14 In 2013/14 the 19 arts organisations that received NCC Arts Grants worked with an estimated total of 237,112 people with protected characteristics as artists, performers, participants, volunteers and audience members (approximately 34% of the total worked with). These figures included:

- **99,784** Older People
- **37,508** Rurally Isolated people
- **33,059** People with Physical Disabilities & Sensory Impairment
- **24,367** Children under 5
- **14,416** People with Mental Health issues
- **8,280** Young people at risk in Low income/Deprived circumstances
- **7,276** People with Learning Difficulties
- **7,337** Young carers
- **1,540** Refugees/people from migrant communities
- **989** people Not in Education, Employment or Training (NEET & PreNEET)
- **771** Looked After Children
- **815** individual young people with rural and/or socio/economic deprivation
- **510** Young People in Challenging Circumstances
- **352** people from Black and Minority Ethnic groups
- **75** people from traveller communities
- **30** Young Mothers and referral families
- **3** School Refusers

5.8.15 All of the arts organisations receiving Council funding are delivering some sort of prevention activity through the arts services that they provide. This could include:

- Providing learning and social opportunities that support the health and wellbeing of older people or people with disabilities
- Supporting education, skills and talent development, work experience and opportunities for social enterprise
- Support for young people, early years and schools, including children at risk of exclusion or who struggle to engage with formal education

5.8.16 Some of this prevention activity is delivered in rural areas. For example:

- Community Arts East leads delivery of the Norfolk Arts and Wellbeing Programme, which seeks to demonstrate the value and impact of using creative approaches to addressing health and social care priorities for older people and disadvantaged young people.
- The Garage's 'Creative Gym' project provides access countywide to physical activities for adults and older young people who do not regularly exercise.

¹¹ September 2011 Statistical Feature Report -Tourism , DEFRA, 14 December 2011

- Thalia Theatre Company runs a Community Outreach Programme that aims to promote disability art
- Welborne Festival has provided outreach opportunities for older people by offering dance workshops to local care facilities
- Cinema Plus has provided courses to rural communities in partnership with Film Hub Central East

5.8.17 Arts organisations also play a wider role in the development of volunteering and third sector organisations, which can be critical to the sustainability of other prevention activities in small communities. For example, in 2013/14 the Garage trained 50 volunteers supporting programmes in Norwich and in community centres and schools across the county. Community Arts East has also supported voluntary groups and community venues across the county with training, programming, marketing assistance and financial subsidy.

5.8.18 A reduction in arts grant funding may lead to a reduction in this prevention activity. However, we do not have any evidence at this stage to suggest that this will be more detrimental to rural areas than urban areas.

5.8.19 It is possible that if urban based arts organisations receive reduced funding, they may cut back on rural outreach activity. A small number of consultation respondents have highlighted the difficulty of accessing arts in rural communities, particularly for vulnerable or low income groups, and the important role that the Council plays in supporting this.

5.8.20 To mitigate this risk, the Council should:

- Continue to allocate arts grants in line with the Council's Arts Policy, which states that "we will invest in the arts to meet the needs of local communities, rural and urban"
- Monitor implementation of this policy going forward to ensure that rural arts organisations are not being disproportionately impacted by the reduction in grants funding.

5.8.21 Taking into account all of the information presented above, this proposal does not appear likely to have a disproportionate or significantly detrimental impact on rural areas if the proposed mitigating actions are taken.

5.9 Findings in relation to proposal 4b - Remove subsidy we give to schools for community groups using their facilities

Overall findings

This proposal does not appear likely to have a disproportionate or significantly detrimental impact on rural communities

Detail

- 5.9.1 The proposal aims to save £97k in 2015/16 by removing a subsidy we give to schools for community groups using their facilities.
- 5.9.2 The subsidy means that schools are able to charge most voluntary groups 15% less than their normal rate for the use of school premises outside of school hours. As long as the schools apply the standard scale of lettings charges appropriate to the let, they can then claim the difference back from the Council.
- 5.9.3 A higher rate of subsidy is available to Norfolk Schools Association groups – they can use the school premises for free (100% subsidy). This year, six Norfolk Schools Association groups have used school premises and claimed a subsidy. These groups are all providing sports activities and all are situated in schools in urban areas.
- 5.9.4 At the Council's initial discussion with Norfolk RCC about the budget proposals, it was agreed to undertake additional analysis to ensure that the proposal would not have a disproportionate impact in rural areas. Further information has now been gathered about the groups that have been benefitting from both levels of this subsidy. This shows us that:
- Currently 67 schools are hosting groups that benefit from this subsidy – this is approximately 15% of all schools in Norfolk
 - There is an even balance of subsidy use across rural and urban areas - 49% of the schools where groups are receiving a subsidy are based in rural areas.
 - Of the schools in rural areas, 82% have alternative community facilities nearby that the subsidised voluntary groups could be using.
 - 54% of the schools where groups are receiving a subsidy are hosting sports groups
 - Schools in urban areas are more likely to host subsidised sports groups than schools in rural areas (65% of urban schools where groups are receiving a subsidy are hosting sports groups compared to 42% of rural schools where groups are receiving a subsidy)
 - Subsidised sports organisations in rural areas are less likely to have alternative facilities nearby - across Norfolk as a whole, 31% of schools hosting subsidised sports groups do not appear to have any suitable

alternative facilities within close proximity but this rises to 43% when just rural schools are considered.

5.9.5 Based on the above, we can conclude that removing the subsidy we give to schools for community groups using their facilities is unlikely to have a disproportionate impact on rural areas, since the subsidy is not being used more in rural areas than it is in urban areas.

5.9.6 In the majority of the rural areas where the subsidy is being used there appear to be suitable alternative community facilities available that the subsidised groups could be using. Arguably, this could mean that the provision of a subsidy for school use could unfairly disadvantage rural community centres and village halls which might also have facilities for hire. It also means that most of the organisations in rural areas that could potentially be affected by the removal of the subsidy would have the choice of using other venues if the cost of the school facilities became too expensive for them.

5.9.7 The possible exception to this is the subsidised sports organisations. Over half of the schools where groups are receiving a subsidy host sports organisations, and for nearly a third of these there do not appear to be alternative facilities nearby. In rural areas 43% of schools hosting subsidised sports groups do not appear to have suitable alternative facilities nearby. This means that for community sports organisations in rural areas, there would potentially be no options for moving venue if costs increased too much as a result of removing the current subsidy. This could disincentivise community sports provision in rural areas.

5.9.8 The size of the current subsidy is relatively small for all but the Norfolk Schools Association groups. **Table 3** below provides some illustrations of what the financial impact of removing the 15% subsidy could be for most community and voluntary groups.

Table 3

	Typical hourly cost with 15% subsidy	Typical hourly cost without subsidy	Estimated total annual cost of a 3 hour hire per week - with 15% subsidy	Estimated total annual cost of a 3 hour hire per week - without subsidy
Football pitch hire	£12.99	£15.28	£2033.36	£2,391.82
Hall hire	£15.64	£18.40	£2448.17	£2880.20
Classroom hire	£7.28	£8.56	£1139.56	£1339.92

5.9.9 The schools hosting organisations that are currently subsidised could choose to continue offering them a reduced rate for the hire of school premises. While it is probable that most schools would seek to cover their costs in full, there is a chance that the removal of the subsidy would not result in an increase in costs for some voluntary and community organisations.

5.9.10 It should be remembered that only a small proportion of Norfolk schools currently have groups making use of the 15% subsidy and six groups making use of the 100% subsidy so the overall impact of the reduction is likely to be limited.

5.10 Findings in relation to proposal 5a – Reduce the amount we spend on transport for people who use Adult Social Care services

Overall findings

This proposal appears likely to have a disproportionate and significantly detrimental impact on rural areas.

Detail:

- 5.10.1 This proposal will affect people who receive a transport service from Adult Social Care and people who use their personal budget to pay for transport. It will affect older people, disabled people and people with a learning disability, because these are the people who use this service.
- 5.10.2 If this proposal goes ahead the Council would look more closely at transport costs when we assess what social services people need. This means that:
- a. We will make sure people are using their Motability vehicle or mobility for their transport.
 - b. We would ask people to use public transport or community transport where we assess that they are able to do this.
 - c. We would ask people to use the service that is closest to them if this will meet their needs, for example, their local day center. If they don't want to use the local service as they prefer to use a service that is further away, we would not pay for them to travel there.
 - d. If we could not find a service that meets people's needs in their local area we would not automatically pay for them to travel a long way to get the service elsewhere. Instead we would work with the person who needs the service and their carer/s to come up with a more creative solution that involves less travel. For example a group of people in a town could pool their Personal Budgets and pay for a personal assistant to help them access local services rather than travel to a day center in another town.
 - e. If we cannot meet people's care needs through the options listed above, we would pay for people's transport through their personal budget.
- 5.10.3 At the high level screening, this proposal was identified as having potential to impact on people from rural areas. This arose from two factors – first, the proposal relates to transport, and as detailed earlier in this report it is evident that transport, and access to transport, is a major issue for people living in rural areas. Secondly, the service users likely to be affected - older people, disabled people and people with a learning disability – were likely to have complex transport needs.

5.10.4 For example:

- People from rural areas are likely to have more complex transport needs than people living in urban areas. They are more likely to need to travel further or pay more to get to services than those living in urban areas. In addition, they may have limited public or community transport options, and the transport options available may not be accessible.
- Consultation with disabled and older people in Norfolk consistently highlights access to transport as a major enabling factor and doorway to participation in education, employment and social opportunities. Disabled people are more likely to experience barriers to the built environment and transport and fall into low income groups.

5.10.5 In undertaking the analysis, evidence was gathered to find out more about the service users likely to be affected. Consideration was also given to each specific element of the proposal. This analysis and conclusions are described below.

Looking closely at the profile of service users who may be affected

The Transport Plus service

5.10.6 The County Council, through the Transport Plus service, arranges transport for social care clients, including those with personal budgets. The service currently supports 2,100 service users, arranging around 568,000 individual journeys each year.

5.10.7 Around 50% of people using the transport service are from rural areas. A significant number of people (over 39%) using the Transport Plus service are 75+ years oldⁱ. Around 10% of service users are under 30 years of age. This is important to note because research shows that service users may have different transport needs depending on their ageⁱⁱ. For example, young people, particularly those in rural areas, may rely on accessible transport to attend educational and social/leisure opportunities. As people age, they may become less mobile and increasingly reliant on transport. Disabled people of all ages in rural areas are at risk of social isolationⁱⁱⁱ.

5.10.8 People use the transport service mostly to access day services and day/leisure activities. Other uses include getting to respite care, to colleges and other educational establishments, to visit council offices, places of worship and community hospitals.

People who use personal budgets to pay for transport

5.10.9 The Council is not able to record detailed data on all of the things that people spend their personal budgets on and as such isn't able to analyse what journeys everyone might use theirs for. In view of this, the Council has written to everyone receiving a direct payment (and those currently in receipt of a transport service - around 4,000 in total) asking service users for their views, to make sure we fully understand the potential impact of this proposal on these users.

5.10.10 Overall, the Council provides personal budgets to around 9,152 people every year. 48% of people in receipt of personal budgets are from rural communities^{iv}. Around 49% of people in receipt of personal budgets are aged 75 and over^v.

People in receipt of a Motability vehicle or mobility allowance

- 5.10.11 If the proposal goes ahead the Council will make sure people are using their Motability vehicle or mobility allowance for their transport. Motability vehicles and mobility allowance are paid from Personal Independence Payments (PIP), a new national benefit introduced in April 2013, replacing Disability Living Allowance (DLA) for eligible people aged 16 to 64. PIPs cover 'daily living' and 'mobility'. The mobility component is paid at either a 'higher' rate (£55.25 per week) or a 'lower rate' (£21 per week). People on the higher rate have severe walking difficulties and people on the lower rate need guidance or supervision outdoors.
- 5.10.12 People can choose to exchange their higher rate mobility allowance to lease a car, scooter or powered wheelchair ('Motability vehicles'). PIP's are not means-tested or taxable and can be paid whether people are working or not.
- 5.10.13 The Government estimates that it will be around two years before all eligible people will have transferred to PIP. In view of this the most reliable indication of the number of people in receipt of a Motability vehicle or mobility allowance in Norfolk are the DLA figures for the period 2012/2013.
- 5.10.14 These figures show that around 44,000 people across Norfolk claimed DLA^{vi} during this period. Around 48% of recipients lived in rural areas^{vii}, with around half of all claimants falling into the 'higher rate' mobility category^{viii}. The majority of higher rate claimants were aged 50+.
- 5.10.15 The analysis below considers each element of the proposal in detail:

a. We will make sure people are using their Motability vehicle or mobility allowance for their transport.

- 5.10.16 This aspect of the proposal may particularly impact upon people living in rural areas, because people in rural areas may need to travel further to reach services and may have limited access to accessible public or community transport, making travel more challenging and costly.

b. We would ask people to use public transport or community transport where we assess that they are able to do this.

- 5.10.17 People in rural areas are likely to have less access to accessible public or community transport than people in urban areas. This means that they may have fewer options or opportunities to travel.

c. We would ask people to use the service that is closest to them that meets their needs, for example, their local day centre. If they don't want to use the local service as they prefer to use a service that is further away, we would not pay for them to travel there.

- 5.10.18 This aspect of the proposal may reduce the amount of choice that service users in rural areas have about the services they access. People in rural areas may be at

particular risk of reduced choice, as they may have fewer accessible travel options available and the options available may be more costly.

d. If we could not find a service that meets people's needs in their local area we would not automatically pay for them to travel a long way to get the service elsewhere. Instead we would work with the person who needs the service and their carer/s to come up with a more creative solution that involves less travel. For example a group of people in a town could pool their Personal Budgets and pay for a personal assistant to help them access local services rather than travel to a day centre in another town.

5.10.19 This aspect of the proposal could present service users in rural areas with some genuine opportunities to improve provision in their community and tailor it specifically to their needs. The idea of pooled personal budgets initiatives has proven to be a success in some areas of Norfolk.

5.10.20 There might also be an opportunity to use this initiative as a way of supporting service users in rural areas to become involved in existing mainstream community activities in their area, which might not currently be accessible, but which, with the right intervention, could become accessible and meet service users' needs.

5.10.21 Some social work staff may need to develop new skills to be able to support people properly in exploring more creative options such as pooling personal budgets. The Council would need to make sure social work staff have the support that they need to be able to offer this sort of help effectively.

e. If we cannot meet people's care needs through the options listed above, we would pay for people's transport through their personal budget.

5.10.22 The proposal is clear that if none of the above options are possible, then the Council will pay for people's transport through service users' personal budgets. The main issue here is that some disabled people, particularly those in rural areas, might have complex transport needs and the proportion of their personal budget that may need to be used for transport may be higher than for other people. This may only affect a small number of service users, but for the purposes of this assessment it is important to highlight.

5.10.23 Potential mitigating actions, if the proposal goes ahead:

	Action/s	Lead	Date
1.	Where the assessment process highlights areas of limited accessible community or public transport provision in some parts of the county, which might result in affordability issues or a loss of independence for service users, work with service users to try to find ways to address this, offering where appropriate travel planning support to make sure people are spending as effectively as possible.	Janice Dane	From 1 April 2015

2.	Where the assessment process highlights areas of limited accessible community or public transport provision in some parts of the county, work with commissioners, communities and community transport providers to find opportunities to address this, and inform strategic transport planning, to enable consideration to be given to whether there are opportunities to address this at a strategic level over the medium/long term.	Janice Dane	From 1 April 2015
3.	Provide service users with support to help them plan and establish pooled budgets. Ensure staff supporting service users in this work have the appropriate skills – eg this may include community development skills. Monitor the extent to which service users are able to participate in this initiative.	Janice Dane	From 1 April 2015
4.	Continue ongoing dialogue with transport providers to promote disability awareness and identify where further action can be taken to improve accessibility and increase the confidence of disabled people in using community and public transport.	Tracey Jessop	From 1 April 2015
5.	Monitor the implementation of these mitigating actions, reporting back to the committee at six monthly intervals on progress.	Janice Dane	From 1 April 2015

5.11 Findings in relation to proposal 5b – Reduce highway maintenance

Key findings

This proposal may have a disproportionate impact on rural areas. However, it is not likely to have a significantly detrimental impact on rural areas.

Detail

- 5.11.1 Proposal 5b proposes to save £385k in 2015/16 by making a saving on highway maintenance costs.
- 5.11.2 In 2014/15 a £1m reduction to the highway maintenance budget was agreed. This was intended to be a one-off saving with the highways maintenance budget restored to its previous level in 2015/16. This proposal will mean that only £615k is restored, instead of the full £1m.
- 5.11.3 The Council would continue to carry out all urgent work and any work that is needed to keep people safe. However, the proposal could mean:
- It may take longer for some road markings to be re-painted

- It may take longer for some damaged verges to be repaired
 - We may postpone some bridge maintenance work
 - We may inspect traffic signals less often – although we would still meet national standards
 - We may only repair safety barriers where they have been damaged and postpone our routine maintenance work.
- 5.11.4 At the Council's initial discussion with Norfolk RCC about the budget proposals, it was identified that this proposal could have an impact in rural areas, as rural roads are often less well used and harder to get to, and therefore less cost effective to maintain.
- 5.11.5 Further information has now been gathered about how it is proposed to achieve the highway maintenance savings, and this is set out below.
- 5.11.6 The highway network in Norfolk is classified according to a route hierarchy, which distinguishes roads and footways on the basis of their function and level of use. The hierarchy is used to determine which routes are a priority for non-urgent maintenance. It is also a factor in how often highway inspections are carried out - either monthly, quarterly, six monthly or annually depending upon the road and location.¹²
- 5.11.7 This hierarchy means that emphasis is placed on ensuring that Norfolk's principal and major urban and inter-urban routes are kept in good condition, and other routes, including many in rural areas, will be a lower priority for maintenance. This means that over the last 10 years the condition of Norfolk's A and B road network has improved, but there has been some deterioration of the remainder of the road network and bridges.¹³
- 5.11.8 While all urgent work required to keep people safe will continue to be carried out, wherever it is needed, non-urgent maintenance work may take longer to be completed in rural areas.
- 5.11.9 Taking into account the information presented above, it is considered that proposal 5b may have a disproportionate impact on rural areas. This is because:
- a. people living in rural areas are more reliant on cars to access key amenities and travel nearly twice as far by car each year compared to urban residents (as described earlier in this report)
 - b. the Council's hierarchy approach to highways maintenance means that highway assets in rural areas will be less of a priority for maintenance.
- 5.11.10 Savings proposal 5b will not result in the overall budget available for highway maintenance being any lower in 2015/16 than it is currently. The proposed saving is also reasonably small relative to the size of the budget, representing a 1.6% saving, which suggests that it is unlikely to have a significant impact on Norfolk's road users.

¹² Norfolk's Transport Asset Management Plan 2014/15-2018/19

¹³ Connecting Norfolk – Norfolk's Transport Plan for 2026

- 5.11.11 The Council's Transport Asset Management Plan suggests that sufficient funds currently exist to carry out "inspection regimes, any emergency and high priority works identified... However, anticipated funding is insufficient to maintain the entire highway asset in a 'steady state'. Deterioration is expected across most asset types".¹⁴ It is estimated that a capital investment of £72.5m would be required to get Norfolk's highway back to the same condition it was in during 2006/07.
- 5.11.12 The most recent National Highways and Transport satisfaction survey demonstrates that public satisfaction with the condition of Norfolk's highway is high compared to other county councils and increasing, despite ongoing reductions to the maintenance budget, which suggests that the Council's overall approach to asset management has been effective.¹⁵ However, it should be noted that, although Norfolk ranks well nationally because satisfaction with the condition of highways is low across the country, its satisfaction score was not very high.
- 5.11.13 Taking into account all of the information above, the proposal is not considered likely to be significantly detrimental to people living in rural areas as the total highways maintenance budget will not reduce overall in 2015/16 as a result of it being implemented. If further reductions continue to be made over the longer term, however, it will be important to continue monitoring this area for potential rural impact.

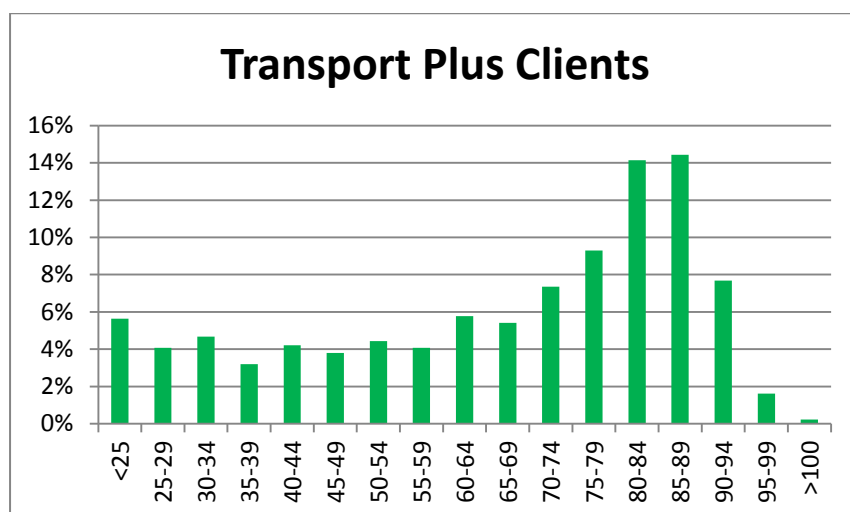
¹⁴ Norfolk's Transport Asset Management Plan 2014/15-2018/19

¹⁵ NHT Survey 2013

6. Conclusion and next steps

- 6.1 This is the first time that Norfolk County Council has undertaken a separate rural impact analysis on its budget proposals with this level of detail. In addition to highlighting some issues that the Council will need to consider as it is making decisions about the budget for 2015/18, the assessment process has also provided some valuable learning about wider issues, such as the importance of access planning in commissioning.
- 6.2 Following Full Council on 16 February 2016, Policy and Resources Committee may wish to consider the role of rural impact assessments in determining the Council's budget and other wider initiatives, to identify opportunities for developing this in going forward.

ⁱ Age of Transport Plus Clients: (latest data available on 24 November 2014)

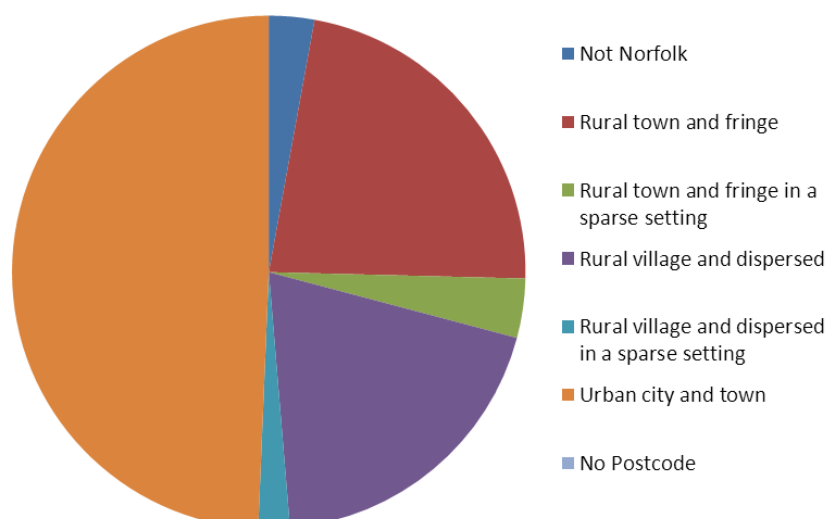


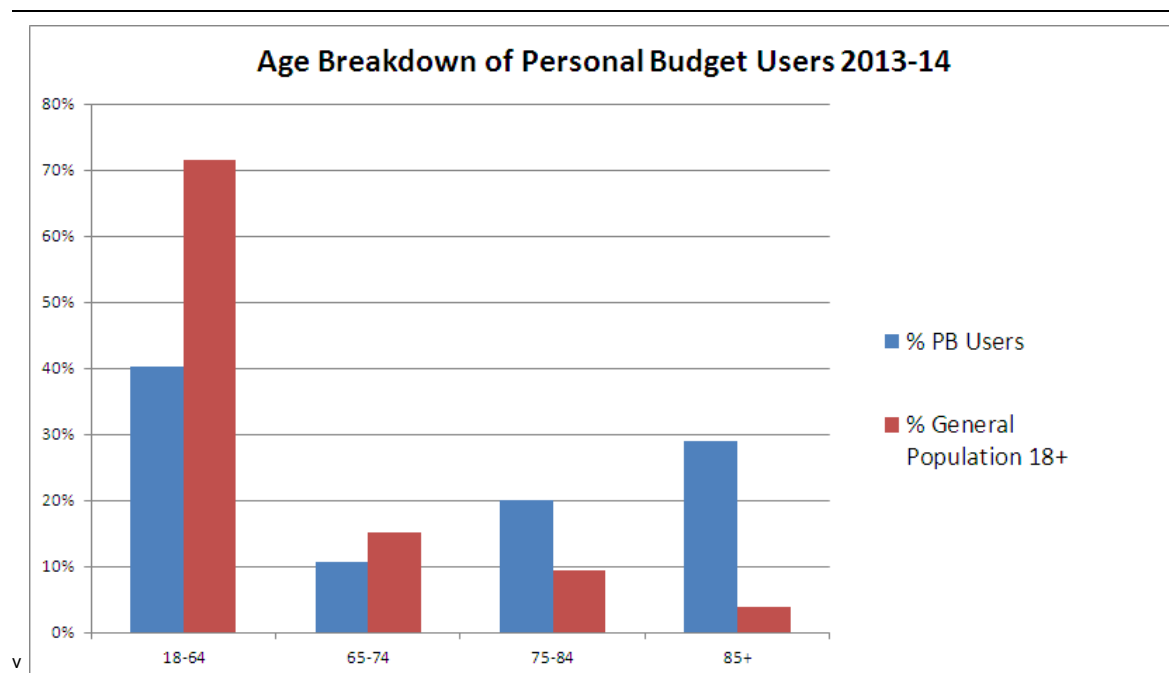
ⁱⁱ *Travel behaviour, experiences and aspirations of disabled people*, Department for Transport, 2008;
Young People with Special Educational Needs/Learning Difficulties and Disabilities:

Research into Planning for Adult Life and Services, LG Group Research Report, Martin, K., Hart, R.,
 White, R. and Sharp, C, September 2011

ⁱⁱⁱ *Preventing loneliness and social isolation: interventions and outcomes*, Karen Windle, Jennifer Francis
 and Caroline Coomber, Social Care Institute for Excellence, 2001

^{iv} **Personal budget users in 2012-13 by where they live**





vi Department for Work & Pensions
vii Department for Work & Pensions

viii DLA higher rate mobility claimants, February 2013 data

Age	Total	Male	Female
All ages	21,920	10,080	11,830
Aged 16-24	530	300	230
Aged 25-49	4,220	1,810,	2,410
Aged 50-64	7,880	3,450	4,230
Aged 65+	8,780	4,120	4,860

ix Priced out: ending the financial penalty of disability by 2020, SCOPE, 2014