

## **Policy and Resources Committee**

**Minutes of the Meeting Held on 29 October 2018**

**10:00am Edwards Room, County Hall, Norwich**

### **Present:**

Mr A Proctor (Chairman)

Mr B Borrett

Mr S Dark

Mrs M Dewsbury

Mr T FitzPatrick

Mr S Morpew

Mr G Plant

Mr D Roper

Mr B Stone

Mr M Wilby

### **Substitute Member present:**

Mr I Mackie for Mr R Oliver

Mr E Maxfield for Mr E Seward

Mrs C Walker for Ms E Corlett

### **Also present:**

Ms A Kemp

Mr B Spratt

Mr T White

### **1A Wyndham Northam**

1A.1 The Committee stood in silent tribute to the memory of the late Wyndham Northam, a former Chairman of Norfolk County Council for the municipal year 2008/09 who had recently passed away.

Cllr FitzPatrick paid tribute to the work of Wyndham Northam and said that he would be sadly missed by everyone who knew him.

### **1B Apologies for Absence**

1B.1 Apologies for absence were received from Ms E Corlett, Mr R Oliver and Mr E Seward.

### **2 Minutes**

2.1 The minutes of the previous meeting held on 24 September 2018 were confirmed

by the Committee and signed by the Chairman.

### **3 Declarations of Interest**

3.1 There were no declarations of interest.

### **4 Items of Urgent Business**

4.1 There were no items of urgent business.

4.2 The Chairman welcomed students from the UEA journalism school, together with their Lecturer, Clare Precey, on their annual visit to a meeting of the Committee. It was noted that the students would be writing a news story based on today's meeting for their coursework and they might be making an audio or video recording to help them with this exercise.

### **5 Public Question Time**

5.1 There were no public questions.

### **6 Local Member Issues**

6.1 There was one local Member question from Ms A Kemp which can be found together with a supplementary question and the answer given in the meeting at Appendix A to these minutes.

## ***Section A – Items for Discussion and Decision/Action***

### **7 Living Well-Homes for Norfolk**

7.1 The annexed report (7) by the Executive Director of Adult Social Services was received.

7.2 The Committee received a report by the Executive Director of Adult Social Services that set out a proposal and business case for accelerating the development of extra care housing in Norfolk that was agreed by Adult Social Care Committee on 8 October 2018. ASCC had agreed the principles of the programme and recommended that Policy and Resources Committee agree that NCC funds capital investment up to £29m over the life of the programme.

7.3 In introducing the report, the Chairman of Adult Social Care Committee said that many older people entered residential care earlier than was necessary. This was partly due to a lack of suitable extra care housing to enable people to maintain their independence in their local communities for longer. Increasing provision of extra care housing to match future demand would deliver a gross £4m revenue saving per year to the County Council, after all units were completed and occupied.

7.4 Members spoke in support of having appropriate supported housing in place in the

right locations, at the right time and with the right characteristics and said that this would go a long way to fulfilling the vision set out in the report of keeping people independent. Members also spoke in support of the data contained in the report being refined in conjunction with the needs of the District Councils and other stakeholders to create area-based plans for each District Council area that could be fed into the planning process.

**7.5 RESOLVED**

**That the Policy and Resources Committee agree that NCC funds capital investment up to £29m over the life of the programme.**

**8 Transforming the system for Special Educational Needs and Disability (SEND) in Norfolk**

8.1 The annexed report (8) by the Executive Director of Children's Services was received.

8.2 The Committee received a report by the Executive Director of Children's Services that requested capital and revenue borrowing in the region of £120million to transform the system of support for children with special educational needs and disabilities (SEND) in Norfolk.

8.3 In reply to questions, the Executive Director of Children's Services said that the transformation process would be achieved through the creation of new specialist provision and a programme to dramatically support and challenge mainstream inclusion. The financial impact of where within the wider SEND transformation programme of work the money would be spent in Norfolk would be provided in reports to future meetings of the Children's Services Committee following more detailed planning.

8.4 Members asked for Policy and Resources Committee to also receive regular progress reports and for a county-wide mapping exercise to be undertaken to progress and determine the scale, scope and impact of where the money should be spent.

8.5 A Member expressed concern that spending so much money on special schools could in the long-term create a scenario where children were placed in these schools for financial reasons, rather than because of their needs. This comment was rejected by other Members who pointed out that rising SEND pupil numbers across Norfolk were being seen nationally. They said that this indicated a growing long-term need in Norfolk for more specialist and complex needs provision that necessitated the large amount of money that had to be spent.

**8.6 RESOLVED**

**That Policy and Resources Committee:**

- 1. Support and agree that the County Council will make a step-change investment to transform the system for Special Educational Needs &**

**Disability (SEND) in Norfolk;**

- creating new and expanded provision to meet the needs of all children and young people with SEND
  - enabling children's needs to be met more locally and reducing travel time
  - improving the level of inclusion in mainstream education and supporting schools to achieve positive outcomes for children with special educational needs.
2. To agree capital investment of up to £100million (Phase 1), implemented over a three-year period to establish new specialist provision and to enable plans to return to a balanced budget for High Needs Block and SEN Transport, plus a further estimated £20million for associated residential / outreach and early intervention services, including Preparing for Adult Life (Phase 2).
  3. To approve the initial investment of £4.8m of capital investment in the current financial year (2018/19) to allow the first phase 1 works detailed in paragraph 1.7 of the report to commence as quickly as possible.
  4. Endorse the wider SEND transformation programme of work, to be reported in full to the CS Committee, to improve Education Health & Care Plan performance, mainstream school inclusion and raise overall parental confidence in Norfolk's SEND provision.
  5. Agree the specific location of a proposed new special school in the Great Yarmouth area.
  6. Agree the areas, across the County, for the location of up to 3 new special schools and in excess of 12 new specialist resource bases.
  7. Agree the 3-year programme for capital development of special schools, specialist resource bases and other relevant provision.

**9 Director of Public Health Annual Report 2018: A Health Profile for Norfolk**

9.1 The annexed report (9) by the Director of Public Health was received.

9.2 The Committee received a report by the Director of Public Health that included the Public Health Annual Report 2018, "A Health Profile for Norfolk."

9.3 The Committee's attention was drawn to the following key issues:

- The total population of Norfolk was increasing. Most of the increase in population was in the older age groups, especially in those aged 65 and over.
- Life expectancy had risen, but this increase might now be stalling. There was a significant period where people were living in poor health and this had increased recently for women. From the age of 65 years, on average people would spend about half of their remaining years with ill health.
- Most deaths were in the older old age groups and associated with frailty conditions such as dementia. This changing pattern of health and care needs had significant implications for delivery of health services.
- Leading causes of disability and ill health were back pain, eyesight and hearing problems, skin disorders, migraines, and depression. These

conditions constituted a significant proportion of health and care service needs.

- Mental health conditions especially depression and anxiety constituted a significant burden of ill health.
- Preventable behavioural risk factors had an important impact on ill health. Of concern were the rates of smoking, poor diet, and alcohol consumption.
- High blood pressure was the third leading risk for deaths and disability in Norfolk.
- Life expectancy was lower in more deprived areas. There was nearly 14 years difference in life expectancy for women in areas of West Norfolk and Broadland and just over 13 years difference for men in areas of Great Yarmouth compared to areas of South Norfolk.
- Common causes of death such as heart disease were decreasing, replaced with conditions such as dementia. The way current services were organised with emphasis on clinical specialisms was not well designed to deal with the complex needs of patients. Current models of service provision and end of life care focussed in specialist hospital settings were unlikely to be sustainable.
- Health improvement services needed to be targeted to provide a more holistic approach for an individual with multiple risk factors, focussed in local areas of highest need.

9.4 The Committee asked for a press release to be issued on the findings of the annual report.

9.5 The Chairman of the Adult Social Care Committee sought the support of the Committee to the setting up of a small Member Working Group to work with the Norfolk Health and Wellbeing Board and its partners to examine palliative and end-of-life-care in Norfolk. It was pointed out that the Working Group would be able to examine the often multiple and complex needs of those needing palliative and end-of-life care which were being poorly met by organising services into separate highly specialised services.

9.6 **RESOLVED**

**That Policy and Resources Committee support the setting up of a small Member Working Group to work with the Norfolk Health and Wellbeing Board and its partners to examine palliative and end-of-life-care in Norfolk.**

**RESOLVED to RECOMMEND to FULL COUNCIL:**

**That Policy and Resources Committee accepts the main population health findings and trends identified in the Director of Public Health's Annual Report for 2018 and recommends that it be endorsed by Full Council.**

10 **Finance Monitoring Report**

10.1 The annexed report (10) by the by the Executive Director of Finance and Commercial Services was received.

- 10.2 The Committee received a report by the Executive Director of Finance and Commercial Services that summarised the Period 5 (31 August 2018) forecast financial outturn position for 2018-19, to assist Members to maintain an overview of the overall financial position of the Council.
- 10.3 The Executive Director of Finance and Commercial Services drew Members' attention to the table at paragraph 2.7 of the report. In reply to questions about the budget for Children's Services he said that the forecast overspend was mainly in relation to costs associated with looked after children and children who had a high level of needs. The spending in this area of budgetary activity could get a little worse before it started to show signs of improvement. This issue was of concern to all County Treasurers across the country.
- 10.4 In reply to questions about the HR and Finance Systems Replacement Project, the Executive Director of Finance and Commercial Services said that the procurement process was likely to cost in the region of £500,000. Interest payments were expected to amount to approximately £50,000 a year and would appear in the revenue budget at an interest rate of approximately 2.4% for 50 years. As was usual for projects of this kind this sum could be expected to be written off in 10 years, in line with the asset life of the new system.
- 10.5 In reply to questions about the transparency of the capitalisation of costs currently in revenue budgets, the Chairman said that this was reported regularly to the Committee as part of the in-year underspend in Finance General and did not require more detail.

10.6 **RESOLVED**

**That the Policy and Resources Committee:**

1. **Note the period 4 forecast general fund revenue overspend of £5.696m (period 4 £5.634m), noting also that Chief Officers will take measures throughout the year to reduce or eliminate potential over-spends;**
2. **Note the forecast General Balances at 31 March 2018 of £19.536m, before taking into account any over/under spends;**
3. **Note the revised expenditure and funding of the current and future 2018-22 capital programme as set out in Appendix 3 of the report;**
4. **Approve additional capital funding for HR & Finance Systems Replacement discovery phase (£0.530m) and Capitalisation of costs currently in revenue budgets (£1.500m) as set out in Capital Appendix 2 paragraph 3 of the report.**

11 **Delivering Financial Savings 2018-19**

- 11.1 The annexed report (8) by the Executive Director of Finance and Commercial Services was received.
- 11.2 The Committee received a report by the Executive Director of Finance and Commercial Services that provided details of the forecast outturn position in delivering the savings of £29.999m for the year that were agreed by the County

Council as part of the 2018-19 budget setting process. The report commented on the exceptions to successful delivery which were rated RED or AMBER.

### 11.3 **RESOLVED**

**That Policy and Resources Committee note:**

- a. **the total projected shortfall of £5.695m in 2018-19, which amounts to 19% of total savings;**
- b. **the budgeted value of 2018-19 savings projects rated as RED of £3.542m, of which £1.057m are forecast to be delivered;**
- c. **the budgeted value of 2018-19 savings projects rated as AMBER of £12.145m, of which £8.715m are forecast to be delivered;**
- d. **the budgeted value of GREEN and BLUE rated projects of £14.312m, where we are forecasting to deliver £14.532m.**
- e. **the forecast changes to assumptions and rescheduling of savings totalling £4.200m in 2019-20, £3.000m in 2020-21 and £2.500m in 2021-22, which have been reflected in budget planning.**

## 12 **Strategic and Financial Planning 2019 to 2023**

- 12.1 The annexed report (12) by the Executive Director of Finance and Commercial Services and the Strategy Director was received.
- 12.2 The Committee received a report by the Executive Director of Finance and Commercial Services and the Strategy Director that summarised the Council's current budget planning position, including the forecast budget gap for 2019-20 to 2021-22, in support of the development of a robust, balanced budget for 2019-20.
- 12.3 In reply to questions, the Executive Director of Finance and Commercial Services said that the Council could be expected to achieve a balanced budget at year-end. He added that service departments were not being asked to make additional savings at this time.
- 12.4 **RESOLVED**

**That Policy and Resources Committee:**

**With 13 votes in favour and 0 votes against:**

1. **Note the content of this report and the continuing progress of change and transformation of the County Council strategy and Norfolk Futures;**
2. **Note the Council's latest budget assumptions and pressures, and the resulting revised forecast budget gap of £45.980m, which has been updated by Policy and Resources Committee to reflect the latest available information and following Service Committee input in October (paragraph 3.4 and table 1 of the report);**

3. **Note the key areas of risk in relation to 2019-22 planning for the Council's budget, including any additional pressures and the robustness of existing planned savings as set out in table 3 of the report, and that any changes may impact on the overall budget gap and will require additional offsetting savings to be found;**
4. **Note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Finance Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in paragraph 3.13 of the report.**

**That Policy and Resources Committee:**

5. **With 9 votes in favour and two votes against:  
Agree the proposed savings relating to Policy and Resources Committee's own budgets to be included in budget planning totalling 3.505m for the 2019-20 to 2021-22 budget round as set out in table 4 and paragraph 5.2 of the report, and agree that none of these savings are considered to require consultation as set out in paragraph 5.14 of the report;**
6. **With 9 votes in favour and 4 votes against:  
Agree the new 2019-20 to 2021-22 savings that have been recommended by Service Committees as detailed in table 4 and their contribution to the overall budget position;**
7. **With 9 votes in favour and 4 votes against:  
Agree the resulting level of savings assumed to be delivered in 2019-20 to 2021-22 based on the planned changes to assumptions and rescheduling of savings and the new savings proposed as set out in table 5 of the report.**

**That Policy and Resources Committee with 13 votes in favour and 0 votes against:**

8. **Agree that public consultation on budget proposals, including the level of council tax for 2019-20, be initiated for those savings which require it as set out in paragraphs 5.4 to 5.14 of the report;**
9. **Agree the budget planning timetable (section 6 of the report).**

**13 Performance and Risk Management**

**13a Corporately Significant Vital Signs Performance Management Report**

- 13a.1 The annexed report (13a) by the Strategy Director was received.
- 13a.2 The Committee received a report by the Strategy Director that presented up to date performance management information for corporately significant vital signs.
- 13a.3 In reply to questions, the Executive Director of Community and Environmental



Services explained how the data behind the breakdown of figures on apprenticeship starts in Norfolk was collected and the story behind current performance in this area of activity which would continue to be reported to the Committee on a regular basis. He said that he would provide Mrs Walker with further details about the number of people with Learning Difficulties who were undertaking apprenticeships.

13a.4 The Committee was of the view that no additional action was needed regarding any of the issues mentioned in the report.

13a.5 **RESOLVED**

**That Policy and Resources Committee:**

**Note the performance data and recommended action.**

13b **Risk Management**

13b.1 The annexed report (13b) by the Executive Director of Finance and Commercial Services was received.

13b.2 The Committee received a report by the Executive Director of Finance and Commercial Services that explained the corporate risks with significant changes since the last risk management report in July 2018, and other related matters, following the latest review conducted during September 2018.

13b.3 **RESOLVED**

**That Policy and Resources Committee accept the main changes to the corporate risk register since the previous report.**

14 **Norse Group Annual report 2017/18**

14.1 The annexed report (14) by the Executive Director of Finance and Commercial Services was received.

14.2 The Managing Director of the Norse Group Ltd outlined the results of the Norse Group Ltd for the financial year 2017-18 including the on-going growth in the business and the benefits the Company continued to bring to the Norfolk economy.

14.3 **RESOLVED**

**That Policy and Resources Committee note the Norse Group annual report for 2017/18.**

15 **Annual Review of the Enforcement Policy**

15.1 The annexed report (15) by the Executive Director of Community and Environmental Services was received

15.2 The Committee received a report by the Executive Director of Community and

Environmental Services that included a revised CES Enforcement Policy (at appendix 1 to the report) with all the proposed changes highlighted in yellow, supported by explanatory notes and a new enforcement protocol for Blue Badge Enforcement.

### 15.3 **RESOLVED**

**That Policy and Resources Committee approve the CES Enforcement Policy (appendix 1 to the report) and its annex documents and agree to the ongoing review of the Policy on an annual basis.**

## **Section B – Items for Report**

### 16 **Feedback from Members serving on Outside Bodies**

- 16.1 The Chairman briefly updated the Committee on issues which had been considered at meetings of outside bodies and said that he would be meeting with the Norfolk MPs in the next few days to seek further support for fair funding for the County Council.

## **Appendix A**

### **Question from Alexandra Kemp**

“Public Health’s Annual Report places the healthy life expectancy gap for Norfolk men at 14.4 years, for women 19.4 years, and acknowledges higher levels of risk in deprived areas.

As a Member with a ward in a LLSOA within the most 10% deprived in England, South and West Lynn, I am mindful the Marmot Review found health inequalities are largely preventable, but it is not sufficient just to focus on the bottom 10 % because there are poorer outcomes all the way along the social gradient.

Would the Committee pay regard to the risk of families falling through the gap if NCC focuses Children’s Centres only on the most deprived?”

### **Answer:**

There is no direct link between the work of Children’ Centres and our measurements of Life Expectancy.

However, life expectancy is associated with deprivation. Areas of high deprivation are a key factor in the designing of service provision but not the only factor.

We provide a wide range of services that provide support to young families.

Recognising the impact of poverty, we want to develop our approach to achieve equity of outcomes recognising that some need more help than others, an approach Marmot recommends and calls ‘proportionate universalism’.

Our new proposed ECFS model will focus on those that need this extra help and will focus on outcomes. We know that these can be affected by a number of factors such as socio-economic status, maternal health, parenting skills and mental health.

The provision proposed is underpinned by the following drivers:

- More children in early years achieve positive physical, social and emotional developmental milestones (ready to learn/school readiness).
- More parents are supporting their children's learning from birth to aged 5 in the community and at home.
- More children have improved early speech language listening and communication at two years
- More mothers experience positive mental wellbeing during pregnancy and the first two years of their child's life.
- Fewer children experience parental conflict.
- More children remain safely in the care of their families from birth to age 5.

### **Supplementary Question from Alexandra Kemp:**

I ask you to consider 3 things:

1. The health benefit of Surestart Buildings staying in the most deprived 10% of areas like South Lynn, where there is an above average contact with the most disadvantaged families, and where the buildings make the service visible and accessible to those who need them most.
2. The health benefits to parents and children of the free front-door advice service. Parents who become isolated and depressed really value and trust this service funded by NCC because it is non-judgmental and they don't have to be assessed as disadvantaged to access it. But under the proposals they will have to be labelled disadvantaged first to use the service or they will just be able access an internet or telephone-based service which won't be the same. It takes courage to ask for help and we shouldn't be excluding parents.
3. The health benefits to families of being able to attend the free professionally-led support groups. Under the proposals, parents will have to be assessed as disadvantaged before they can use them. They don't want this. They don't want to be put in groups just for families with problems, or to have to set up their own groups and pay to go. Parents can't afford to pay. The peer-to-peer groups were tried but failed in South Lynn. What happens when a parent says to a volunteer " I am afraid to go home tonight because of domestic violence" ? That is a huge burden to place on a volunteer. The Marmot Report said it is not enough to focus help on the most deprived as there is social disadvantage along the social scale.

### **Reply by the Chairman:**

This issue is out to public consultation. The public consultation finishes on 12 November 2018 and a report on the matter will be presented to the Children's Services Committee on 29 January 2019.

**The meeting concluded at 11.40 am**

**Chairman**