

Scrutiny Committee

Date: **Wednesday 18 May 2022**

Time: **10 am**

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

Membership:

Cllr Steve Morpew (Chair)	
Cllr Lana Hemsall (V Chair)	
Cllr Carl Annison	Cllr Keith Kiddie
Cllr Lesley Bambridge	Cllr Ed Maxfield
Cllr Graham Carpenter	Cllr Jamie Osborn
Cllr Phillip Duigan	Cllr Richard Price
Cllr Barry Duffin	Cllr Brian Watkins
Cllr Mark Kiddle-Morris	

Parent Governor Representatives

Mr Giles Hankinson
Vacancy

Church Representatives

Mrs Julie O'Connor
Mr Paul Dunning

Advice for members of the public:

This meeting will be held in public and in person. It will be live streamed on YouTube and members of the public can watch remotely by clicking on the following link:

https://www.youtube.com/channel/UCdyUrFjYNPfPq5psa-LFIJA/videos?view=2&live_view=502

However, if you wish to attend the meeting in person it would be most helpful if, you could indicate in advance that it is your intention to do so. This can be done by emailing committees@norfolk.gov.uk where we will ask you to provide your name, address and details of how we can contact you (in the event of a Covid-19 outbreak). Please note that public seating will be limited.

Councillors and Officers attending the meeting will be required to wear face masks when they are moving around the room but may remove them once seated. We would like to request that anyone attending the meeting does the same to help make the event safe for all those attending.

To ensure that the meeting is held safely we ask that if you have any of the symptoms of Covid then for the safety of others please do not attend. For further information on Covid please visit the County Council's website [here](#)

A g e n d a

1 To receive apologies and details of any substitute members attending

2. Minutes

(Page 5)

To confirm the minutes of the meetings held on 20 April 2022

3. Members to Declare any Interests

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

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

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

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

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

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

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

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

5 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm on Thursday 12 May 2022**. For guidance on submitting a public question, please visit <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>

6 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by **5pm on Thursday 12 May 2022**

7 The deadline for calling-in matters for consideration at this meeting of the Scrutiny Committee from the Cabinet meeting held on Tuesday 3 May 2022 was 4pm on Tuesday 10 May 2022

8 Committee Terms of Reference (Page 12)

Report by the Director of Governance

9 Distribution of Covid-19 Adult Social Care Funding (Page 20)

Report by Director of Commissioning, Adult Social Services

10 Appointment to the Norfolk Countywide Community Safety Partnership Scrutiny Sub-Panel (Page 35)

Report by the Director of Governance

11 Scrutiny Committee Forward Work Programme (Page 41)

Report by the Director of Governance

Tom McCabe
Head of Paid Service
County Hall
Martineau Lane

Norwich
NR1 2DH

Date Agenda Published: 10 May 2022



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Scrutiny Committee

Minutes of the Meeting Held on 20 April 2022
at 10 am at County Hall Norwich

Present:

Cllr Steve Morpew (Chair)

Cllr Lana Hemsall (Vice Chair)

Cllr Carl Annison

Cllr Lesley Bambridge

Cllr Graham Carpenter

Cllr Barry Duffin

Cllr Phillip Duigan

Cllr Mark Kiddle-Morris

Cllr Paul Neale (substitute for Cllr Jamie Osborn)

Cllr Richard Price

Cllr Brian Watkins

Cllr Tony White (substitute for Cllr Keith Kiddie)

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

Cllr Greg Peck

Cabinet Member for Commercial Services and Asset Management

Cllr Andrew Jamieson

Cabinet Member for Finance

Tom McCabe

Head of Paid Service and Executive Director of Community and Environmental Services

Paul Cracknell

Executive Director of Strategy and Transformation

Simon George

Executive Director of Finance and Commercial Services

Al Collier

Director of Procurement

Jonathan Franklin

Policy Officer in the Procurement Team and for the Secretariat of the Net Zero Board

Peter Randall

Democratic Support and Scrutiny Manager

Kat Hulatt

Head of Legal Services

Tim Shaw

Committee Officer

1. Apologies for Absence and related issues

1.1 Apologies were received from Cllr Keith Kiddie, Cllr Ed Maxfield, Cllr Jamie Osborn, Mr Giles Hankinson (Parent Governor), Mrs Julie O' Connor (Church Representative) and Mr Paul Dunning (Church Representative).

1.2 Apologies were also received from Cllr Andrew Proctor, the Leader of the Council, who would have attended the meeting but for other Council business that involved him being elsewhere.

2 Minutes

- 2.1 The minutes of the previous meetings held on 23 March 2022 and 30 March 2022 were confirmed as an accurate record and signed by the Chair.

3. Declarations of Interest

- 3.1 There were no declarations of interest,

4 Urgent Business

- 4.1 No urgent business was discussed.

5. Public Question Time

- 5.1 There were no public questions.

6. Local Member Issues/Questions

- 6.1 There were no local member issues/questions.

7 Call In

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

8 Better Together for Norfolk: Delivering our Strategy

- 8.1 The annexed report (8) was received.

- 8.2 The report set out the role expected of the Scrutiny Committee with regards to providing challenge and oversight of items that formed part of the Council's Policy Framework for the delivery of the Better Together for Norfolk strategy, to ensure good progress was made against strategic priorities and targets. Included as an appendix to the report was a report presented to Cabinet on 4 April 2022 that included the Corporate Delivery Plan, updated to reflect a change in priorities for Norfolk as the county emerged from the pandemic.

- 8.3 During discussion of the report with the Cabinet Member for Finance and the Executive Director of Strategy and Transformation, the following key points were noted:

- Cllrs spoke about the alignment of the strategy to wider system changes, specifically the launch of the Integrated Care System and the potential development of a County Deal.
- In reply to questions it was pointed out that Norfolk was one of nine areas in the country attempting to negotiate a deal whereby central Government devolved powers and functions to the County Council. Negotiations on a "county deal" were at a very early stage and if successful could enable the Council to set up a long-term investment fund and allow for significant infrastructural improvements across the county.
- Strategy and policy development (through responding to changes in national policy and lobbying of Government Ministers and local MPs) were already key components of the Better Together for Norfolk Strategy.
- Essential day-to-day service delivery would continue to be captured in the

Council's departmental plans.

- The Chair broadly welcomed the Better Together for Norfolk strategy which he said should enable the Council to have a stronger grip and focus on Council priorities. The Chair did, however, question whether the overall strategy contained too many corporate priorities and asked if the headline priorities within the strategy should be cross referenced to increase their impact. He also said that he would have liked to have seen the strategy contain more consistent and in-depth descriptions of what success in meeting the Council's headline ambitions would look like, and the timescales for when targets were expected to be achieved.
- In reply, the Cabinet Member for Finance said that the ending of the pandemic provided an opportunity to do things differently; the Corporate Select Committee was involved in the formulation of the overall strategy and had supported the inclusion of a wide range of ambitious targets.
- The Executive Director of Strategy and Transformation said that the strategy was a broad delivery plan partly because of the wide breadth of the County Council as an organisation and partly because officers should be able to see their own work reflected in the strategy.
- A rolling annual Corporate Delivery Plan would be maintained behind the scenes to take account of critical activity updates and any changes in priorities and obligations that contributed to the delivery of the strategy and key areas of focus for the next performance year.
- Officers were putting together a suite of measures that joined together operational performance, transformational change and strategic outcome measures that would be reported to Cabinet and Select Committees over the life of the strategy. Cabinet would receive reports on a quarterly basis that set out the corporate vital signs. This matter would be reviewed to take account of comments made by the Chair about the cross referencing of important headline projects.
- The Scrutiny Committee was informed that Select Committees would as part of their work plans have an opportunity to examine the projects that were relevant to them. Where there was some inconsistency in reporting mechanisms this was essentially due to some of the individual projects being in the early stages of their development and attempts by some Select Committees to have their own separate reporting mechanisms.
- In terms of process for taking projects through the Select Committees, a new forum was in place to coordinate, develop and review progress on work plans which would shape the regular reporting of the overall strategy to Cabinet.
- It was agreed to take up a suggestion that the strategy should have a glossary that made it easier for the non-expert to read.
- Cllrs welcomed the launch of the "green skill road map" but spoke about how the inclusion of nuclear energy in this section of the strategy required policy challenge rather than scrutiny challenge.
- Cllrs spoke about how the refreshed communications strategy would help to ensure effective and targeted communications with Norfolk residents and stakeholders across local, regional and national systems. Cllrs and officers alike would be advocates for coordinating story telling around key communication themes and strategies.

8.4 **RESOLVED**

- That Scrutiny Committee note the report (including that presented to Cabinet and the 2022-23 Corporate delivery Plan) and the feedback to officers that can be found in paragraph 8.3 of these minutes.
- That, at its work programming meeting scheduled for 16 May 2022, Scrutiny Committee consider its role in supporting the delivery of the Better Together for Norfolk 2021-25 strategy, discussing arrangements for further challenge and oversight.

9 Strategic and Financial Planning 2023-24

9.1 The annexed report (9) was received.

9.2 The report provided Committee with an opportunity to scrutinise the Council's process for developing the 2023-24 Budget, to consider the overall timeline and activity required to prepare for that budget and to help identify savings.

9.3 During discussion of the report with the Cabinet Member for Finance and the Executive Director of Finance and Commercial Services the following key points were noted:

- The Cabinet report that formed an appendix to the Scrutiny Committee's report marked the start of the Council's budget setting process for 2022/23 which was two months earlier than in previous years. To ensure that the Council set a legal and balanced budget in February 2023 there was a year one savings target of some £60m.
- The savings mentioned in table 4 of the report were savings that had already been agreed and needed to be delivered before the Council set about meeting the £60m gap in the budget for 2022/23.
- The Cabinet would be asked to consider making savings in July 2022 and further savings in October 2022.
- Some of the pressures within the Council's budget were driven by Central Government decisions, including elements of pay and price market pressures which were linked to the National Living Wage, social care reform, and pressures relating to assumed reductions in funding.
- There was a lot of uncertainty linked to Government's plans to reform local government funding during 2022 (for 2023-24) linked to the delivery of the levelling up agenda.
- The medium-term financial strategy that underpinned the budget would focus on supporting the Council's ambitions and delivering on transformational change set out in the Better Together for Norfolk Strategy.
- There would be three rounds of Budget Challenge (initial proposals in May and June and a detailed session for each directorate in September).
- Select Committees would have a role to play as part of the budget-setting process, considering areas for savings in May 2022 and commenting on detailed proposals in November 2022.
- The report assumed Council Tax base growth of 1% per annum but this was likely to work out for the current year at between 1.3% and 1.4% (around another £2m).
- The organisational review approved by Cabinet was the first comprehensive review of its kind undertaken in ten years. Optimising spans of control and reducing management layers suggested that cost savings in the order of £15m could be achieved.

- The Cabinet Member said that while the report mentioned a figure of £15m to £20m for dealing with organisational change this was not a cap on potential savings; it would be for the Cabinet to challenge the Executive Directors as to if this ballpark figure was appropriate when the findings of the external consultants were known.
- The Chair said that if there was a duplication in layers of senior management and administration within the organisation then he would have expected this to have been identified during the challenge mechanism used during previous budget rounds.
- In reply, the Cabinet Member said that the way in which the Council's budget had historically been knitted together had not teased out of the system the savings that could be achieved from an organisational review; the need for such a review had become more apparent following the introduction of a Cabinet system of local government in Norfolk in 2019 and the steps taken since then to provide a coordinated approach to tackling the pandemic.
- The Executive Director said that there was between £2.5m and £3m in the base revenue budget to cover the cost of redundancies that arose from organisational change, together with £3m in reserves. This was considered sufficient to meet all redundancy costs.
- The Chair said that it was important for the organisation to be comprehensive enough in its approach to show whether the Council was fit for purpose following the ending of the pandemic.
- In reply to further questions about the success or otherwise of the Council's lobbying of government for additional funding, the Cabinet Member explained how the Council continued to press for an uplift in its funding and for a long-term financial settlement for local government generally which would be essential in balancing the budget in the long term.
- It was pointed out that the end of year government settlement for 2022/23 was expected to be somewhat short of the real rate of inflation.
- The Head of Paid Service said that while table 1 in the report showed that the Council was spending more money on services each year the budget gap for 2022/23 would be twice the size of that which the Council had previously had to find.
- The Vice Chair said that it would be wrong to assume that all savings were cuts in services, since some savings made services more efficient. While there was a large budgetary gap that had to be met it was important not to lose sight of the fact that there were various good news stories from smarter ways of working, from technology and from transformation that had made for year-on-year improvements in the way Council services were run.

9.4 **RESOLVED**

- **That Scrutiny Committee note the proposed strategic and financial planning timeline set out in the report and the feedback to officers that is set out above.**
- **That Scrutiny Committee place on record thanks to the Cabinet Member and Executive Director for their help in answering Councillors detailed questions.**

10 **Monitoring of NCC Environmental Policy – Development of a Digital Dashboard**

10.1 The annexed report (10) was received.

10.2 The report provided an update on progress towards the development of a digital emissions dashboard to monitor progress against key environmental targets. The report reviewed the benefits and drawbacks in terms of form, functionality and deliverability of a dashboard developed through different reporting platform options.

10.3 The Committee also received on the screens in the Council Chamber a (work in progress) demonstration from Jonathan Franklin, Policy Officer in the Procurement Team, of the high-level digital dashboard currently in development.

10.4 During discussion of the report and the digital dashboard demonstration with the Director of Procurement, and the Policy Officer in the Procurement Team the following key points were noted:

- The Policy Officer explained how the dashboard was developed through different reporting platform options and utilised the Azure (cloud-based) platform to extract, transform and load data from multiple sources.
- The Chair said that the dashboard would provide the Scrutiny Committee with a means to assess progress with the Council's net zero and Natural Norfolk work programmes.
- In reply to questions it was noted that it was too early to include in the dashboard baseline figures for carbon emissions in future years. The Council had a carbon emissions target for 2030 but was still working on the trajectory for how it would get to that point in time.
- The prototype dashboard would lead into a go-live version that was based on data collected annually. Phase 2 of the project could include data collected on a quarterly basis but there were numerous technical reasons why this data could not be shown in real time.
- The dashboard would go live in the next few weeks.
- The parameters in the dashboard were set in accordance with international standards and currently included scope 1 and scope 2 standards.

10.5 **RESOLVED**

- **That Scrutiny Committee acknowledge the progress being made in the development of a digital emissions dashboard.**
- **That Scrutiny Committee place on record thanks to the Director of Procurement and Jonathan Franklin, Policy Officer in the Procurement Team and for the Secretariat of the Net Zero Board, for their help in answering Councillors detailed questions.**

11 **County Farms – Updates on Actions Following Scrutiny**

11.1 The annexed report (11) that was circulated with the supplementary agenda was received.

11.2 The report provided an update on actions taken on the County Farms Estate since the Scrutiny Committee had previously considered this matter in September 2021.

11.3 The Cabinet Member for Commercial Services and Asset Management explained the work that the County Farms Team was doing with tenants to increase tree and hedge planting.

11.4 **RESOLVED**

That the Committee note the report and the actions that are being taken.

12 **Scrutiny Committee Forward Work Programme**

12.1 The annexed report (12) was received.

12.2 The Democratic Support and Scrutiny Manager drew Cllrs attention to changes in the work programme previously reported to the Committee which were highlighted in the appendices to the report. This was subject to further change. Following comments made earlier in this meeting, a further scene setting item for the annual budget setting process would be added to the forward work programme for July 2022.

12.3 **RESOLVED**

That the Committee:

Note the current forward work programme as set out in the appendix to the report which was subject to a revised work programme being distributed to Members in the next week.

The meeting concluded at 12.40 pm

Chair

Scrutiny Committee

Item No: 8

Report Title: Scrutiny Committee Terms of Reference

Date of Meeting: 18 May 2022

Responsible Cabinet Member: None

Responsible Director: None

Executive Summary

This annual paper serves as an opportunity for members to note and consider the sections of the NCC Constitution that relate to the operation and powers of the Scrutiny Committee.

Recommendations

Members of the committee are asked to:

1. Note the following documents with relation to the powers and procedures of the Scrutiny Committee:
 - Excerpt from article 5 of the NCC Constitution - Overview and Scrutiny Bodies (pg. 23-25).
 - Appendix 10 of the NCC Constitution – Overview and Scrutiny Procedure Rules (pg. 146-147).

1. Background and Purpose

- 1.1 This is the first iteration of an annual standing item for the Scrutiny Committee – allowing members the opportunity to note the current powers and operating procedures for overview and scrutiny arrangements at Norfolk County Council.
- 1.2 The two documents appended are both excerpts from the NCC constitution, the full text of which can be found [here](#).
 - Appendix A is an excerpt from article 5 of the NCC constitution. This provides a high-level outline of overview and scrutiny arrangements at NCC, detailing how the Scrutiny Committee is appointed, alongside its powers and composition.

- Appendix B is Appendix 10 of the NCC Constitution. This provides members with an outline of the Scrutiny Committee procedure rules.
- 1.3 This item is only to note. The role of Scrutiny is set out in the Constitution, which is adopted and maintained by Full Council (barring minor changes and corrections which can be made by the monitoring officer in accordance with the powers delegated to them).
- 1.4 The next iteration of this report will come to committee in May 2023. If changes are made to the constitution by Full Council which impact the role or operation of the Scrutiny Committee in the intervening time, then a further iteration of this report will be taken to the next scheduled meeting of the Scrutiny Committee. This report will outline changes and ensure members are aware of the implications for Scrutiny moving forward.

2. Recommendations

Members of the committee are asked to:

2. Note the following documents with relation to the powers and procedures of the Scrutiny Committee:
- Excerpt from article 5 of the NCC Constitution - Overview and Scrutiny Bodies (pg. 23-25).
 - Appendix 10 of the NCC Constitution – Overview and Scrutiny Procedure Rules (pg. 146-147).

3. Background Papers

- 3.1. **Appendix A** – Excerpt from article 5 of the NCC Constitution - Overview and Scrutiny Bodies (pg. 23-25).
- 3.2. **Appendix B** - Appendix 10 of the NCC Constitution – Overview and Scrutiny Procedure Rules (pg. 146-147).

Officer Contact

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

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Telephone no.: 01603 307570

Email: peter.randall@norfolk.gov.uk



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5.2. Scrutiny Committee

- a) The Council appoints the Scrutiny Committee from among the non-executive Members of the Council to review or scrutinise decisions made or other action taken in accordance with:
 - a) any functions which are the responsibility of the Executive, including decisions made/actions taken directly by the Executive itself and those decisions/actions delegated to Chief Officers and individual Members of the Executive; and
 - b) any functions which are not the responsibility of the Executive.
- b) The Scrutiny Committee may make reports or recommendations to either the Cabinet or to the County Council with respect to:
 - a) the discharge of any functions which are the responsibility of the Executive;
 - b) the discharge of any functions which are not the responsibility of the Executive;
or
 - c) matters which affect Norfolk or its inhabitants.
- c) The Scrutiny Committee:
 - a) exercises overall responsibility for the resources made available to it by the Council;
 - b) conducts its proceedings in accordance with the additional Overview and Scrutiny Procedure Rules set out in Appendix 10.

5.3. Membership of the Scrutiny Committee

- i. The Committee comprises 13 Members of the Council who are not Members of the Executive, 2 Parent Governor representatives and 1 representative of each of the Church of England and Roman Catholic Diocesan Boards. The Council Members will be appointed to reflect the political balance requirements.
- ii. The Committee will be chaired by the Chair of the Committee who will be appointed by the Council and who will normally be the Leader of the main Opposition Group on the Council.
- iii. The Parent Governor and Church representatives are entitled to speak on all matters considered by the Scrutiny Committee but vote only on matters relating to education.
- iv. The quorum for meetings of the Scrutiny Committee is 7.

5.4. Powers of the Scrutiny Committee

- i. In carrying out its powers of review and scrutiny the Scrutiny Committee will take into account the desirability of co-ordination and avoiding duplication with the work of the County Council's Select Committees.
- ii. The Scrutiny Committee has the power to 'call-in' for scrutiny all decisions made by the Cabinet but not implemented and recommend that they are reconsidered or be reviewed or scrutinised by the full Council.
- iii. The Scrutiny Committee should only use the power to refer matters to the full Council:
 - a) if the Committee considers that the decision is contrary to the policy framework;
or
 - b) if the Committee considers that the decision is contrary to or not wholly in accordance with the budget.

Any called-in matters that are considered by full Council under this arrangement will be dealt with in accordance with the full Council procedure rules rather than the scrutiny procedure rules. This means that all Members of the Council may participate, the debate will be chaired by the Chair of the County Council, and there will be no opportunity to question officers.

- iv. The Scrutiny Committee also has the power to 'call-in' for scrutiny any decisions (as defined in Article 10) which are the responsibility of the Executive but taken by an individual Cabinet Member or officer on the Executive's behalf. The Committee may recommend that the decisions are reconsidered by the person or body which made the decision.
- v. The call-in power is to be taken in accordance with the County Council's system for the call-in of decisions, as follows:
 - a) any Member of the Council, with the support of three other Members must give notice within five working days of a meeting of the Cabinet or, if the decision is taken by an individual Member or Chief Officer, within five working days of the decision being published under the Access to Information Procedure Rules in Appendix 13;
 - b) where education matters are involved, the Parent Governor and Church representatives together count as one Member;
 - c) a Member who has called in a decision may participate in the debate of that call-in by the Scrutiny Committee, irrespective of whether they are a Member of the Scrutiny Committee;
 - d) The call-in procedure will not apply to urgent decisions. In this respect:
 - in deciding the urgency of key decisions, the procedure in Paragraphs and 1.9 of the Access to Information Procedure Rules will apply;

- in deciding the urgency of decisions which are contrary to the Budget and Policy Framework, the procedure in Paragraph 1.9 of the Budget and their Policy Framework Rules will apply;
 - in all other cases the final decision as to whether a decision is urgent will rest with the Head of Paid Service or in their absence the Monitoring Officer. For this purpose, an urgent decision is one which cannot reasonably wait until the full call-in process would otherwise have been completed.
- vi. In order to enable it to exercise its powers, the Scrutiny Committee may:
- a) require the Leader, Cabinet Members and officers to attend before it and answer questions; and such Members and officers will attend unless reasonably prevented from doing so;
 - b) invite any other person to attend its meetings and answer questions but may not require them to do so;
 - c) question and gather evidence from any person with their consent;
 - d) commission reports from officers;
- vii. The Scrutiny Committee is the Council's designated Crime and Disorder Committee for the purposes of section 19 of the Police and Justice Act 2006.

Appendix B - Appendix 10 of the NCC Constitution – Overview and Scrutiny Procedure Rules

1. The following rules apply to the Scrutiny Committee and its Sub-Committee:
 - a) Members of the Cabinet may not serve as ordinary or substitute Members of the Scrutiny Committee. Deputy Cabinet Members may not serve on the Scrutiny Committee.
 - b) The Scrutiny Committee should not normally scrutinise individual decisions made by other Committees of the County Council, particularly decisions relating to development control and other permissions.
 - c) The views of all Members of the Scrutiny Committee (or Sub-Committee) should be taken into account when deciding the Committee work plans.
 - d) The Scrutiny Committee should consider the remit and work plans for the Select Committees and consider adopting an approach that compliments and avoids duplication of the Select Committees remit and work plans.
 - e) Party whipping will not take place.
 - f) The Relevant Chief Officer should present reports and attend meetings.
 - g) Reports to the Leader, Cabinet or Council will include the views of Members dissenting from the majority recommendation of the Committee.
2. The following rules apply only to the Scrutiny Committee and its Sub Committee:

2.1. Agenda Planning

- 2.1.1. The Chair and the Scrutiny Committee will agree:

- Which matters the Committee is to scrutinise (except for call-ins).
- Which Members of the Cabinet and officers it requires to attend and answer questions.

- 2.1.2. For call-in items only, the Chair and the Members calling-in an item will agree which Members of the Cabinet and officers they require to attend and answer questions.

2.2. Questioning

- 2.2.1. The Chair may permit a Member not on the Scrutiny Committee (including Members of the Cabinet) to speak and ask questions of those being scrutinised if a matter on the agenda has a particularly significant impact on that Member's division or if the Committee is considering a call-in made by the Member concerned.

- 2.2.2. Members should endeavour not to request detailed information from officers at meetings of the Committee, unless they have given prior notice through the officer supporting the Committee. If, in the course of question and answer at a meeting of Committee, it becomes apparent that further information would be helpful, the officer being questioned may be required to submit it in writing to the Scrutiny Committee Members.
- 2.2.3. In the course of questioning at meetings, officers other than the Head of Paid Service and Chief Officers may decline to give information or respond to questions on the ground that it is more appropriate that the question be directed to the Head of Paid Service or relevant Chief Officer. Officers may also decline to provide information to which Members do not have a right of access.
- 2.2.4. Members of the Executive and officers may decline to answer questions in an open session of the Committee on the grounds that the answer might disclose information that would be exempt or confidential as defined in the Access to Information Procedure Rules. In that event, the Committee may resolve to exclude the media and public in order that questions may be answered in private session.
- 2.2.5. Anyone other than a Member of the Executive or an officer attending at the invitation of the Committee may decline to answer any question without giving reasons.

3.1. Formulation of Recommendations and Reports.

- 3.1.1. After debate, the Committee will decide whether to report or express comments to the Leader, Cabinet, Cabinet Member, the relevant officer or the Council. There is a legal requirement for the Executive to respond to recommendations within 2 months of them being made.

Scrutiny Committee

Item No: 9

Report Title: Distribution of Covid-19 Adult Social Care Funding

Date of Meeting: 18 May 2022

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

Responsible Director: Gary Heathcote, Director of Commissioning, Adult Social Services

Executive Summary

In addition to the Covid-19 funding received by Norfolk County Council (the Council), the Government directed additional funding to Adult Social Care to help manage emerging priorities through the pandemic. In total, since the start of the Covid-19 pandemic in spring 2020, Norfolk County Council received £55.559m of additional one-off funding to predominately support organisations providing social care in Norfolk to help meet the costs of new government legislation, guidance and the impact of the pandemic on the sector.

Any unspent grant had to be returned to the government. In Norfolk, £201,000 has been returned to date, with the final deadline for reporting usage of the final grants not reached at the time of writing this report. A verbal update will be provided to Committee.

All Covid-19 one-off funding ceased on 31st March 2022. Following the end of the funding, Scrutiny Committee has asked for a paper which sets out an overview of the funding received through the last two years, including the purpose of the funding and where it was distributed; the approach to distribution; how the use of the funding was audited; and the impact of the grant with particular focus on the workforce.

All grants received included criteria for spending and requirements for reporting back to the Department of Health and Social Care. Our Internal Audit team conducted a review of the approach taken for the distribution of grants.

In overall terms the grants were not provided to enhance services, but instead to enable the care sector to continue delivering existing services as safely as possible throughout the pandemic. The workforce grant aimed to address the difficulties with workforce shortages both in early 2021 and during Winter 2021/22. The impact of this grant is difficult to evidence, given the difficulties experienced by the sector during this winter and also by wider employment shortages across other sectors nationwide. However, the grant enabled actions to be taken to counter measures being taken by other employers (including hospitality and logistics) and will have supported retention of staff and reduced some of the impact of workforce shortages. There is evidence that the number of people awaiting longer term care packages reduced in January and February 2022, when pressures would be expected to be at the highest, however increased again during March as Norfolk experienced the impact of the latest wave of Covid-19. The funding also enabled new approaches for workforce support to be piloted. Despite significant challenges, the funding helped protect both the care sector and supported the best possible availability of care for people that needed it in Norfolk. Although much of the grant

has been required to meet immediate pressures and the requirements for infection control and testing, without this level of funding the recovery for the care sector and those that continued to work in the sector would be significantly harder. The funding has also signalled both to the those working in social care and to the wider health and social care system how critical funding is to all parts of the system to enable a sustainable and functioning care network. There is emergence from the pandemic with a social care market, which although is still recovering, is also largely positive for the future and working hard to attract new people to the workforce and retain existing staff.

Action Required

Committee is recommended to:

- a) Note and discuss the content of this report**

1. Background and Purpose

- 1.1 Scrutiny Committee requested a paper that provided an update on the pandemic related spending in Adult Social Care setting out:
 - a) An overview of the money spent through the pandemic explaining the amounts, the intended purpose of the funding and how and where it was distributed – see Section 3
 - b) The process for distribution of the funding and how delivery was audited – see Section 2
 - c) Expectations attached to the funding and how these were followed up - see Section 3
 - d) The impact of the funding, with a particular focus on the workforce and how it made its way to people at the front line of care delivery – see Section 4
- 1.2 At the start of the pandemic and following a tragic increase in the number of infections and deaths in care homes, the Government announced new infection control guidance and additional funding to support social care providers. Additional funding was announced in May 2020 with funding received in June 2020.
- 1.3 This was the start of a series of one-off funding announcements to deal with the continuing issues arising from the Covid-19 pandemic. In total 13 separate funding arrangements were announced between May 2020 and December 2021 totalling £55.559m for Norfolk.
- 1.4 At the outset, and in light of rising cases that exposed staff, residents and others in receipt of care to increased risks, the focus of the funding was on the additional costs of infection control and to support delivery of risk mitigation actions in line with the developing guidance for social care providers.
- 1.5 This funding extended to support testing of staff later in the year. After successive announcements of infection control grant, during 2021-22 this funding was progressively reduced, in line with the opening up of wider society and the impact and reduced risk presented by the vaccination programme – although testing remained broadly the same.
- 1.6 The vaccination grant was introduced in October 2021, which reflected the push to support the care sector in light of new legislation requiring mandatory vaccination of

staff in care homes settings in November. This legislation was revoked earlier this year.

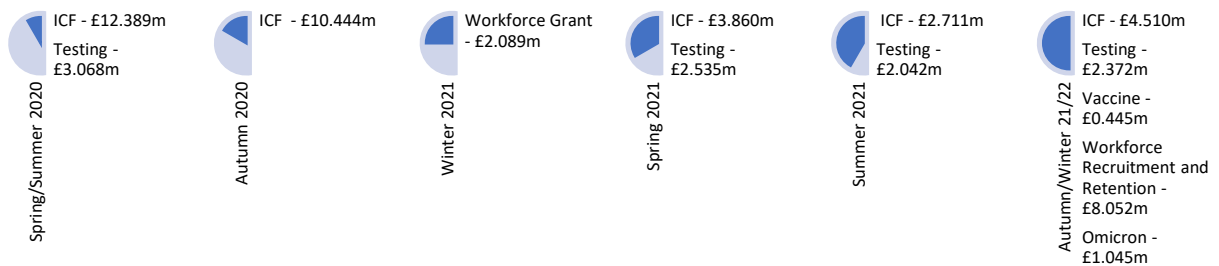
- 1.7 Whilst the early grants were focussed on safety of staff and those that they were caring for, by January 2021 the focus of the grants had started to shift to manage the increasing challenge of workforce shortages. Initially, staffing gaps were mainly due to staff sickness and staff isolation, and the government quickly announced a workforce grant in January 2021, which was received at the end of that month. This was one-off funding that needed to be spent by March 2021 which presented limitations for its use. However, the issue significantly worsened during early autumn 2021 in line with national staffing shortages. This led to the introduction of a new one-off Workforce Recruitment and Retention Grant announced in November 2021 to enable local authorities to address local adult social care workforce capacity pressures. This grant was increased with a Round 2 announcement less than one month later.
- 1.8 Finally, in the face of the pressures of the Omicron variant – again relating to staff sickness and isolation – a non-ringfenced grant was announced to increased actions being taken.
- 1.9 This represents a significant amount of funding received for Norfolk and, indeed, a level of support for the social care market that has now ceased entirely. This paper provides Scrutiny Committee with details about each grant received, how it was used and our assessment of the impact. It also sets out the governance process, controls and returns.

2. Covid-19 Funding for adult social care

- 2.1 The Covid-19 pandemic created an unprecedented challenge for adult social care, with care providers at the centre of the risk presented by the virus and needing to continue to deliver services to vulnerable people. To support this the government introduced tighter infection control measures for those providing care and funding to enable this. As set out above, this started a series of funding announcements over the course of a 20 month period in line with the developing stages of the pandemic.
- 2.2 The table below sets out the different grants received and the financial year.

£m	2020-21	2021-22	Total
Infection Control	22.830	11.081	33.911
Testing	3.068	6.949	10.017
Vaccination		0.445	0.445
Workforce Grant	2.089		2.089
Workforce Recruitment and Retention		8.052	8.052
Omicron Support Fund		1.045	1.045
TOTAL	27.987	27.572	55.559

2.3 In total there were thirteen separate grant allocations. The chart below provides details of these and when these were received:



- 2.4 The grant criteria was specified for all grants received. Where there was a discretionary element a delegated Cabinet Member decision was sought with a subsequent report to Cabinet. The nature of the one-off grant to respond to the unfolding situation meant that announcements and receipt of funding did not have long lead in times and included requirements to allocate grant quickly, with deadlines for spending. Therefore, decisions were required urgently based on the evidence at that time.
- 2.5 All grants required certain criteria to be met and the Council opted, as did most councils regionally, to require a signed grant agreement ahead of issuing funding to any organisation. This was required for every new grant announcement or separate round of funding. In addition, where specific requirements were needed to be met, such as completion of the Capacity Tracker, these were followed up. Funding was only allocated where these requirements were met.
- 2.6 All grant required reporting back to the Department of Health and Social Care. This varied for each grant, but usually required both interim returns and a final return. To enable this all providers in receipt of funding were required to complete information about how they had spent the money; to confirm the amount that they had spent for the purposes of the grant and to declare and return any underspends.
- 2.7 In summer 2021, as part of the 2021/22 Audit plan agreed by Audit Committee, our Internal Auditors (Norfolk Audit Services) undertook an audit to achieve the following objectives:
- a) To provide assurance over the adequacy and effectiveness of the controls put in place by the Council to ensure payments made to care providers in relation to the following funds were accurate, complete and timely:
 - i. Adult Social Care Infection Control Fund (ICF)
 - ii. Adult Social Care Rapid Testing Fund (RTF)
 - iii. Workforce Capacity Fund for Adult Social Care (WCF)
 - b) To confirm a consistent and approved approach was taken to the calculation of payments which followed government guidance in terms of the calculation methodology and the timing of the payments made with sufficient supporting evidence retained.

The final audit report issued an “Acceptable” audit opinion stating “...we can give assurance over the adequacy and effectiveness of the controls in place to ensure payments made to care providers for RTF, WCF and ICF were accurate, complete and timely”.

- 2.8 Although the grant agreement enables us to conduct audits in provider organisations, including access to all receipts and accounts, we have not undertaken to do this. We have raised questions with providers based on the returns and sought clarification. Additionally, providers have also raised questions with the Council about the criteria and suitable use of the funding and we issued guidance both through our local Care Association and online. Throughout we have worked closely with colleagues in councils across the region to share best practice and seek clarification to ensure that our approaches were in line with others. Initially, the DHSC also provided webinars to ensure understanding and enable greater consistency of approach.
- 2.9 There has also been learning for care providers and exploration of initiatives to support recruitment and retention. Work with Norfolk Care Association and Norfolk Suffolk Care Support Ltd (NSCS) has enabled use of forums and Q&A sessions to share best practice across the sector and there have been great examples of collaborative working between organisations.

3. Purpose and allocation of the grants

3.1 Infection Control Grant (£33.911m one-off ring-fenced grant)

- 3.2 The overriding purpose of the infection control grant was to provide support for the additional costs attached to:

- a) Restricting staff to one care home
- b) Paying the wages of those self isolating
- c) Limiting staff to individual groups of residents or floors/wings
- d) Recruiting new staff
- e) Paying for transport (not public transport)
- f) Provision of accommodation where appropriate

- 3.3 In total there were five rounds of infection control funding. Although the percentages varied each time, the majority of the funding allocation was stipulated within the grant criteria, with amounts to be paid either based on the number of beds or people supported, together with an element that was at the discretion of each council and could be allocated based on the local assessment of need.
- 3.4 The key focus as determined by the grant criteria was to distribute the funding to CQC care providers, regardless of whether the Council commissioned care with the provider. The discretionary elements were largely allocated to providers but extended to some providers not included in the mandatory element. This included supported living providers; reopened day services; wellbeing packs for carers and additional outbreak management funding.
- 3.5 The table below shows where each round of funding was spent. (This is after redistribution of unspent funding)

	Round 1	Round 2	Round 3	Round 4	Round 5	Total
	£m	£m	£m	£m	£m	£m
Care Homes	9.416	7.039	2.410	1.890	3.222	23.977
Home Support	1.128	1.910	0.725	0.431	0.660	4.854
Supported Living	0.353	0.319	0.146	0.076	0.087	0.981
Day Services	0.280	0.348	0.178	0.170	0.262	1.238
Housing with Care	0.475	0.383	0.161	0.089	0.123	1.231
Other	0.734	0.444	0.240	0.060	0.156	1.634
Returned	0.000	0.000	0.000	0.000	0.000	0.000

3.6 Rapid Testing Fund (£10.017m one off ring-fenced grants)

- 3.6.1 The purpose of the funding was to support additional rapid testing of care staff, to support visiting professionals and later in the pandemic to enable close contact visiting where possible. Again, this included adult social care providers with whom the Council did not have a contract.
- 3.6.2 There were four separate rounds of funding announced with most of this funding requiring distribution on a per bed basis to care homes. However, 20% was able to be allocated at the discretion of the local authorities and used to support testing in other care provision.

	Round 1	Round 2	Round 3	Round 4	TOTAL
Care Homes	2.551	2.161	1.681	2.031	8.424
Home Support	0.000	0.000	0.121	0.123	0.244
Supported Living	0.103	0.093	0.043	0.047	0.286
Day Services	0.000	0.138	0.059	0.086	0.283
Housing with Care	0.213	0.160	0.138	0.071	0.582
Other	0.000	0.011	0.004	0.017	0.032
Returned	0.201	0.000	0.000	0.000	0.201

3.7 Vaccine Grant (£0.445m one off ring-fenced grant)

- 3.7.1 This funding was provided in autumn 2021 specifically to support care providers to undertake measures to ensure that staff were paid for their time and costs to attend vaccination and to cover any reasonable costs associated with organising Covid-19 or flu vaccination. This funding was distributed in line with the guidance, with 70% allocated to care homes and domiciliary care settings and 30% allocated to other care settings, including non-regulated care provision.

3.8 Omicron Support Fund (£1.045m one-off non-ringfenced grant)

- 3.8.1 Emergency funding was provided as a single instalment in January 2022 to help support the sector with the challenges of the Omicron wave and rising cases. In order for councils to make use of the funding as quickly as possible, it did not have conditions and had only a single reporting requirement. The expectation was that it should support the care sector with measures already covered by the Infection Control and Testing Fund but could also be used to increase ventilation in care homes; provide additional support for providers experiencing outbreaks; and pay for temporary staff to cover increased absences or other wider measures.

- 3.8.2 In Norfolk, 95% of this funding was distributed to providers based on the number of care staff, with 5% retained for a contingency which was used to offset additional infection control costs where there further outbreaks.
- 3.9 **Workforce Capacity Grant** (January 2021) – (£2.089m – one-off ringfenced grant)
- 3.9.1 This grant was announced on the 16th January 2021 and received at the end of that month, to support local authorities to manage workforce pressures. The purpose was to deliver measures to supplement and strengthen adult social care capacity to ensure that safe and continuous care could be delivered. However, this funding needed to be spent by 31st March 2021, which limited the options for the Council.
- 3.9.2 It was agreed that the Council would aim to offer a range of initiatives to support the care market, but with sufficient flexibility to be able respond to changing needs. It was agreed that the funding would be used to:
- a) Provide financial support to providers as Covid-19 had compromised their ability to deliver services owing to staffing issues
 - b) To set up an emergency agency staffing bank and emergency support
 - c) To offer care workers health and wellbeing support
 - d) To roll out 'iStumble' across the 50 homes with the highest number of falls amongst residents
 - e) To carry out a recruitment campaign
- 3.9.3 £1.418m of the funding was passported to care providers (£0.760m to care home providers and £0.658m to home care, supported living and housing with care providers).
- 3.9.4 Initially £0.357m was set aside for the emergency staffing, however, actual expenditure was £0.035m. Although work took place through our agency framework to recruit 40 senior carers, cleaners, cooks and registered managers, it was not possible to do this and therefore the bank was scaled back, supporting eight Norfolk providers. It was clear that the timeframe limited the opportunity for this and that the availability of staff was too late for the crisis period which had peaked earlier in January. Additional staff were recruited to the Integrated Quality Services to directly support providers with a single point of contact, which enabled more senior Quality Monitoring Officers to be able to focus on quality improvement work.
- 3.9.5 The underspend from the emergency staffing was added to a discretionary fund to enable a total of £0.482m for providers, including the VCSE sector, delivering care services to bid for workforce capacity expenditure over and above any other allocation and other public funding. 49 providers received discretionary funding. Some £0.039m was also paid to Supported Living providers to support additional staffing costs that they had incurred during the day when day care had been closed.
- 3.9.6 Based on returns, providers estimated that the support enabled an additional 61,000 hours of care to be provided.
- 3.9.7 The funding for the recruitment campaign enabled work already being undertaken to be increased and to develop join up to the national 'Call to Care' campaign. Work included virtual recruitment events, radio and TV adverts and advertising in convenience stores and garages. The impact of the overall recruitment campaign has led to a rise in those accessing Norfolk Care Careers website to 14,735. In terms of

new visits to the website, this represents an increase of 27.4% when compared with the previous year.

- 3.9.8 A wellbeing support programme was also commissioned from Norfolk and Suffolk Care Support Ltd, who delivered a targeted programme of sessions for the care workforce, which was well received.

3.10 **Workforce Recruitment and Retention Grant** (£8.052m – one-off ringfenced grant)

- 3.10.1 As part of the Government's commitment to Adult Social Care in its Covid-19 Autumn and Winter Plan, DHSC announced on 3rd November support for the sector including a commitment to provide support for workforce recruitment and retention in the face of increasing workforce shortages. Initially, a ringfenced grant totalling £162.5m was announced, amounting to £2.829m for Norfolk. This grant was received in two instalments, 60% at the end of November 2021 and 40% in January 2022. However, on the 10 December 2021, the Government announced a further and larger grant of £300m, amounting to £5.223m for Norfolk. This second round of funding was a direct response from the Government to the critical levels of social care capacity, the rising pressures at the time across health and social care systems nationally and the impact that this was having on hospital performance, as well as the forecast impact for the winter months due to the rising cases of the Omicron variant of Covid-19.

- 3.10.2 Both grants were time limited with grants needing to be spent by 31st March 2022 or returned to DHSC. The criteria for the Workforce Recruitment and Retention Fund was to address local adult social care workforce capacity pressures to:

- a) Support care providers to maintain safe care and bolster capacity
- b) Support timely and safe discharge from hospital and prevent admission
- c) Enable timely new care provision in the community
- d) Support and boost retention of staff within social care

And, in addition, for Round 2 only:

- a) Use the funding to bring forward planned pay uplifts

- 3.10.3 In Norfolk, it was decided to use 71% (£2m) of the funding to support external care providers, with 75% (£1.500m) of this funding directed at home support provision, which is where the biggest impact was being felt regarding availability of care and then 25% (£0.500m) to care homes. The remainder of the funding was to support capacity to manage the impact of limited care and to support a provider of last resort function by Norfolk First Response. Funding was also used to provide a range of measures and recruitment initiatives to benefit all parts of the care market. This included plans for a further wellbeing support programme, extension of the recruitment campaign and workshops; to pilot a Norfolk Care Academy and Earn as you learn initiative and to provide support for international recruitment.

- 3.10.4 The distribution to care providers was based on an allocation of £245 per person for home support providers and a fixed amount of £1,562.50 per care home. As there was only £0.500m available for care homes, the rationale for providing a fixed amount for each home was to support smaller homes, such as those more likely to support people with disabilities or mental health needs, where safe levels of care were likely to be a higher risk. The decision was challenged by some larger care homes, where the amount was felt to not be sufficient to have impact. Other councils did take different approaches, with some providing an even distribution and others focusing only on

home support. As part of Round 1 funding the available funding was able to be increased slightly to £0.610m.

- 3.10.5 The second round of the Workforce Recruitment and Retention Grant enabled a different approach due to the change in criteria. A delegated Cabinet member decision was made to enable the Executive Director to distribute the grant allocation when received in line with the Government guidance and based on the priorities for the Norfolk care market over the period to 31 March 2022. Following agreement by the Departmental Leadership Team and Executive Director, 95% of the funding (£4.96m) was distributed directly to care providers to increase payments to staff. This included all CQC registered care providers, including those that the Council does not directly commission services from. It was agreed that funding was allocated based on social care staff numbers and that these would be confirmed as part of the grant agreement.
- 3.10.6 However, due to the time limited nature of the grant, we recognised that meaningful impact for staff needed to be more sustainable. Although many providers had already started increasing pay levels, the Council committed to provide early information about the Council's proposed fee uplift for 2022/23. This meant that for providers with standard council contracts, that there could be assurance about continuation of the investment. As part of the funding there was an expectation that funding would be prioritised for the purpose of bringing forward staff pay increases ahead of April 2022, where pay had not already been increased.
- 3.10.7 The remaining funding was initially held as a contingency but was redistributed as part of the second instalment.

	Round 1	Round 2
	£m	£m
Care Homes	0.610	3.429
Home Support	1.501	1.212
Supported Living	0.102	0.175
Housing with Care	0.082	0.306
Other	0.549	0.101
TOTAL	2.829	5.223

4. Impact of the funding received

- 4.1 The funding, which amounted to just under £28m each year, has been seen as lifeline nationally for the social care sector during the pandemic. Where other businesses were able to receive support while not operating fully, the social care sector needed to continue its support for people across our communities, despite challenging and uncertain conditions. During 2020-21 18 Norfolk care homes or home support providers closed, this rose to 20 in 2021-22. However, this was slightly below the three-year average of 22, suggesting that the funding supported a level of stability across the care market.
- 4.2 Infection Control Grant and Testing amounted to £43.9m (79%) of pandemic funding for the sector. This supported additional measures and testing. Each care provider had different needs and indeed risks. As well as measures to support staff, some providers were able to reorganise settings to cohort people and staff and reduce the risk of transfer of the virus. Others had less options and needed to focus on measures to keep their operations as safe as possible, including making some changes to

fixtures and fittings to help reduce the likelihood of infections and making changes to support safe visiting outside. Based on the provider returns, the funding distributed was spent on the following areas for the period 1st October 2021 to 31st March 2022:

ICF

Measure	%
Staff Isolating	31%
Staff Movement	31%
Staff Segregation	16%
Staff Mixing	4%
Recruitment	11%
Vaccines	7%
TOTAL	100%

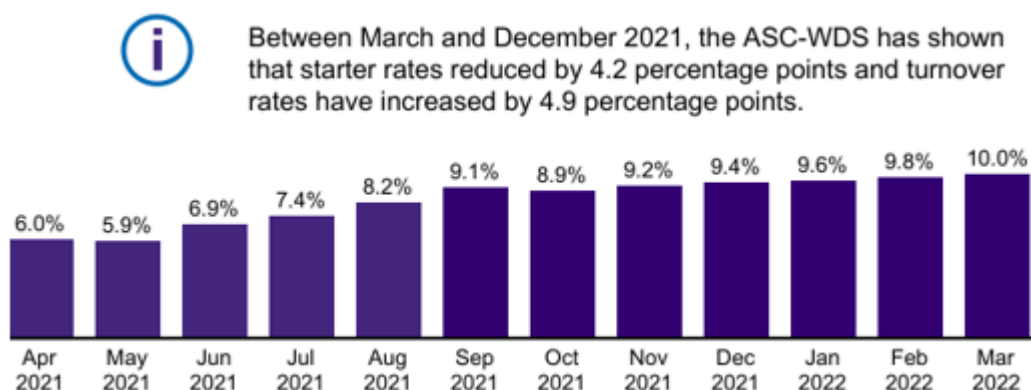
Testing

Measure	%
Training	28%
Testing Costs	11%
Safe Visiting	25%
Recruitment	4%
Testing Area	10%
Staff Testing	19%
Equipment Disposal	3%
TOTAL	100%

- 4.3 Across Norfolk, as of 1 April 2022, the county has sadly experienced 2455 Covid-19 deaths of which 713 were within care homes. (Source: Office of National Statistics – weekly count of deaths in England and Wales where COVID is mentioned on the death certificate and based on the date of death registration). Infection control measures supported safe delivery of care, and enabled continuation of essential care delivery, but as was the case nationally, it was not able to stop the virus from spreading entirely or prevent the impact of the virus.
- 4.4 During the pandemic the utilisation of care homes decreased to 82%, this was impacted by less people choosing to move to a residential care home, and staffing shortages, which reduced the ability for some care homes to safely take new admissions. Utilisation rates have risen again and now stand at above 86%, which is still lower than the position pre-pandemic.
- 4.5 The impact of the vaccination rollout substantially reduced the risks from infection and as such the level of grant was reduced. Vaccine grant was introduced in autumn 2021 to help support care staff to access vaccination without incurring additional cost. In Norfolk, by the time of the introduction of the mandatory requirement for vaccination in care settings, 97% of staff had received both vaccinations. This rate compared well regionally and nationally. However, it is estimated that some 350 staff that remained unvaccinated left the Norfolk residential care sector.
- 4.6 In Norfolk, it is estimated that 24,500 people work in the social care sector. Just under 11,000 work within the residential and nursing care sector, with the remaining workforce within other community care provision such as home support, supported living and day services. Staffing shortages caused by multiple factors have affected many sectors regionally and nationally, including health, transport and logistics, hospitality and manufacturing. For social care this has impacted on availability of care

and led to the introduction of further government funding. The chart below shows the national average vacancy rates over the last year. Whilst increasing, the chart does show a slowing down over the winter months, despite the expectation of a worsening position. Concerted action around recruitment, retention and evidence of pay increases may have helped reduce the impact for the social care sector.

4.7 Average vacancy rates across England: Skills for Care March 2022



Domiciliary care sector is facing higher than average vacancy rates at 12.8%.

4.8 We have seen first-hand the impact of staff shortages across this sector. In the autumn, the Council had some packages of care handed back and providers (both in home support and residential) were unable to take new referrals at the same volume as previously. This led to more people needing to be supported temporarily by Norfolk First Response (NFR), and, as such, less people able to be supported with reablement. At the peak of the winter almost 900 people were identified as being supported with interim care arrangements, equating to almost 11,000 hours of care per week. In practice this meant that care was being met through a number of different ways, either being held by NFR; provided by a home support provider – but not exactly meeting the requirements; supported temporarily by family or friends, temporarily being supported in a residential care setting, or remaining in hospital while alternative support was identified. These levels have now reduced to c700 but are still significantly high. People being supported by NFS has reduced to just over 100.

4.9 Ahead of the final returns on the grant, a survey was conducted in February 2022 to better understand how the workforce recruitment and retention grant was being used by providers. 46 care providers, representing care homes, home support, supported living and housing with care, returned information. All providers expected to spend more than the grant on the measures that they were implementing and at the time pay increases (34%) and retention measures (28%) were the highest focus. Based on the returns to date, the funding distributed was spent on the following areas.

Measure	Total Spend	% of Total
Staff Pay	£1,610,555	27%
Overtime/Childcare	£891,134	15%
Health and Wellbeing	£1,749,302	30%
Additional Capacity	£282,687	5%
Local Recruitment	£698,698	12%

Hospital Discharge	£134,935	2%
Reasonable Admin	£192,309	3%
Other Measures	£310,517	6%

4.10 **Additional capacity**

- 4.10.1 Various ways to add capacity directly into the market were explored; including accessing workers via the Council's framework provider GRI, and development of an emergency local care bank. However, given the short timescales, availability of workers and receptiveness of the market this was halted.

4.11 **Wellbeing support**

- 4.11.1 A programme of training and support mechanisms were put in place to support resilience, mental health and wellbeing, and Infection Prevent Control CPD. This included the delivery of 22 online sessions, a Q&A session and the production of three short training videos - reaching nearly 1000 attendees.
- 4.11.2 Survey feedback on the online workshops was very positive, with over 85% of delegates reporting that they 'strongly agree and agree' that the content and materials were relevant and over 86% either 'strongly agreed or agree' that they will be able to put the learning into practice.
- 4.11.3 Reflecting upon the successful outcomes and provider feedback, further sessions for 2022/23 have been commissioned and will be going forward including:
- a) 96 x1 hour facilitated discussions online available for all care staff at all levels
 - b) The production of 6 short training videos for all care provider Managers to support their teams
 - c) 22 x1 hour sessions focusing on resilience, team and leadership skills as well as sign posting to wellbeing framework and champion role

4.12 **Norfolk Care Academy**

- 4.12.1 Norfolk Care Academy was established, marketed and delivered in February 2022. The academy aims to act as a stepping stone into a career in adult social care, supporting individuals gain a Level 1 accreditation in: preparing for Work in Adult Social Care and Introductory Awareness of Person Centred Support in Health and Social Care. They are also given support to develop other skills needed to secure a job, including creating a CV and preparation for an interview. Following the one-week online course an interview with a suitable provider is sought. The initial pilot cohort reached eight individuals with four completing the course and one person in employment. The remaining members are still interested in seeking employment in the care sector. Two further cohorts are currently being marketed to take place during May and June, with further work with the DWP to support increasing take up.
- 4.12.2 During this time the Department of Work and Pension Job Centre also delivered Sector Based Academy Schemes, one with our North Norfolk District Council colleagues and Norfolk and Suffolk Care Support Ltd with varied inputs and outcomes. We are collectively evaluating the components of each scheme for both the individual and providers and are at the initial stages of discussing how to coordinate one offer to harness effectiveness and avoid duplication or confusion in the system.

4.13 Earn as you learn

- 4.13.1 The project, delivered by Norfolk and Suffolk Care Support, was aimed at targeting students, looking for paid, flexible employment and/or experience, and connecting them to social care providers to develop a talent pool to support the sector. The initiative also seeks to develop greater awareness and understanding of the sector, in term of settings, roles and careers for potential post study take up.
- 4.13.2 The pilot initiative resulted in seven appointments, with other candidates in the pipeline. The resources established and learning gathered will be built upon and the offer will be extended to other FE/HE institutions, including the University of East Anglia and The College of West Anglia in 2022/23. Our workforce strategy supports active promotion of care careers with schools and colleges to try increase the number of young people joining careers in this sector.

4.14 Recruitment workshops

- 4.14.1 In total, nine online recruitment workshops were delivered between winter/spring 2022, providing guidance on candidate attraction and experience, brand awareness, and measuring success. The sessions were attended by 42 delegates from a wide range of providers across homecare, residential, day services, nursing homes, and supported and independent living settings. Survey results indicated that 83% rated the workshop as Very Good or Good and were Very Likely or Likely to change their approach to recruiting in response. We are looking to develop further localised best practice workshops, including staff retention and international recruitment.

4.15 International recruitment

- 4.15.1 At the start of the year the Migration Advisory Committee (MAC) made care and support workers eligible for the Health and Care visa and added the occupation to the Shortage Occupation List. The visa allows applicants and their dependents to benefit from fast-track processing, dedicated resources in processing applications and reduced visa fees.
- 4.15.2 To benefit from this new talent pipeline, individual providers are required to hold a sponsorship license and once recruited must comply with the responsibilities that accompany it. The Council sought to encourage providers to apply for a licence by offering reimbursement of £268 of the sponsorship licence, financial support to fast-track applications and one-off payments for candidates recruited up to the value of £3,000.
- 4.15.3 The deadline for submissions was 31 March 2022. To date, 20 applications with a total value of £70,020 have been received and 27 further applications are pending receipt of additional information. Further development of support in this space is being considered, including collaborative work with Health.

- 4.16 In summary, the financial support provided to the care market enabled continuation of services throughout the pandemic, with no providers leaving the market during this period solely because of the impacts of Covid-19. While some measures were not able to be used as initially planned, such as the level of access to agency staff hoped for, the funding was able to be reallocated to ensure that it was spent and retained in Norfolk for the purpose it was provided. Some of the innovations that were enabled through the use of the grant, such as the Norfolk Care Academy, Earn as you Learn and recruitment workshops, highlighted new opportunities that could support different

routes into recruitment and widen the reach of the existing recruitment campaign. It is planned to continue to develop these ideas during 2022-23 to help grow both the reach and volume of potential new recruits to the social care sector. This work also supports the workforce strategy for adult social care in Norfolk.

5. Financial Implications

- 5.1 The financial costs are set out in this paper. All funding was within the government grant provided and spent in line with the individual grant conditions.
- 5.2 All grants distributed external to Norfolk County Council were undertaken with a signed grant agreement and compliance with any conditions attached to the grant.

6. Resource Implications

6.1 Staff:

- 6.1.1 Where funding was allocated to all registered care providers, the grant was allocated to Norfolk County Council provided care services. This funding supported similar approaches to the rest of the care market and was spent in line with the grant criteria. The workforce recruitment and retention grant was used by the Council to enable retention of frontline staff working within the Norfolk First Response service and help address the workforce shortages being experienced.

6.2 Property:

- 6.2.1 None identified

6.3 IT:

- 6.3.1 None identified

7. Other Implications

7.1 Legal Implications:

- 7.1.2 Grant agreements were put in place ahead of all grant payments being made to any care provider. This also included a statement identifying that funding was considered exempt from state aid because it was for services of general economic interest and specifically and only provided for measures to reduce the risk from Covid-19 over and above measures normally delivered by the business. This followed the Government direction that the funding was provided in the public interest and as compensation for delivering the specific measures set out in the grant conditions.

7.2 Human Rights Implications:

- 7.2.1 None identified

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

- 7.3.1 The grants were distributed based on the grant conditions set by the Government. Where there was a discretionary element the equality impact was referenced in the Cabinet report.

7.4 Data Protection Impact Assessments (DPIA):

- 7.4.1 None identified

7.5 Health and Safety implications:

- 7.5.1 The purpose of the grant was to support the protection of Norfolk residents and the social care workforce. 79% of the grant was used for infection control and testing measures, which enabled safer working and practice for the delivery of social care throughout the Covid-19 pandemic.

8. Risk Implications / Assessment

- 8.1 Throughout this period some £56m has been distributed to support the social care sector in meeting the additional measures and challenges faced by the pandemic. This funding has now ceased and there is a risk that while some pressures remain, including from outbreak management and workforce shortages, that there will be an increase in financial instability for some care providers.

9. Recommendations

- 9.1 **Committee is recommended to:**

a) **Note and discuss the content of this report**

10. Background Papers

- 10.1 None

Officer Contact

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Scrutiny Committee

Item No: 10

Report Title: Appointment to the Norfolk Countywide Community Safety Partnership Scrutiny Sub-Panel

Date of Meeting: 18 May 2022

Responsible Cabinet Member: Cllr Margaret Dewsbury (Cabinet Member for Communities and Partnerships)

Responsible Director: Helen Edwards, Director of Governance

Executive Summary

The County Council has a statutory duty to ensure that it has a Crime and Disorder Committee to review, scrutinise and make reports and recommendations regarding the functions of the responsible authorities. This role is currently undertaken by the Countywide Community Safety Partnership Scrutiny Sub Panel which under the new governance arrangements is now a sub panel of the Scrutiny Committee.

Recommendations

Members are asked to:

1. Consider appointing three Members (politically balanced: 2 Conservative and 1 Labour) onto the Countywide Community Safety Partnership Scrutiny Sub Panel.

1. Background and Purpose

- 1.1. In June 2011 the Home Secretary gave permission for the seven Community Safety Partnerships (CSPs) in Norfolk to formally merge into one CSP for the whole of the county. Responsibility for scrutiny of the County Community Safety Partnership (CCSP) lies with the County Council.
- 1.2. The County Council agreed in 2011 to the formation of a Scrutiny Sub Panel to scrutinise the Community Safety Partnership (CCSP) and until May 2019 this role has been undertaken by a sub panel of the Communities Committee.
- 1.3. The Scrutiny Committee has the power to scrutinise and make reports and recommendations regarding decisions taken by the 'responsible authorities' in connection with the discharge of their crime and disorder functions. Responsibility for the Sub Panel therefore now rests with this Committee.
- 1.4. The role of the Countywide Community Safety Partnership Scrutiny Sub Panel is to:

- scrutinise the actions, decisions and priorities of the Norfolk Countywide Community Safety Crime and Disorder Partnership in respect of crime and disorder on behalf of the Scrutiny Committee.
- Scrutinise the priorities as set out in the annual Countywide Community Safety Partnership Plan.
- Make any reports or recommendations to the Countywide Community Safety Partnership and/or where considered appropriate to the Scrutiny Committee.

2. Proposals

- 2.1. The Scrutiny Committee is asked to appoint 3 County Council members (2 Conservative and 1 Labour) to represent the County Council on the Countywide Community Safety Partnership Scrutiny Sub Panel. A copy of the terms of reference for the Sub Panel are attached at Appendix A.

3. Impact of the Proposal

- 3.1. Appointing Members to the Scrutiny Sub Panel will ensure that the County Council is meeting its statutory duty under Section 19 of the Police and Justice Act 2006.
- 3.2. The Scrutiny Sub Panel and the Police and Crime Panel have the complementary aims of supporting the delivery of local measures to reduce crime and disorder and enhance public safety. Both Panels have therefore agreed a Protocol to ensure that mechanisms are in place to exchange information while ensuring that their individual roles and functions are delivered, without duplicating effort and resources.

4. Evidence and Reasons for Decision

- 4.1. The County Council has a statutory duty to ensure that it has a Crime and Disorder Committee and has determined that the Countywide Community Safety Partnership Scrutiny Sub Panel undertakes this role on behalf of the Scrutiny Committee.

5. Alternative Options

- 5.1. There are no alternative options for the Scrutiny Committee to consider.

6. Financial Implications

- 6.1. None

7. Resource Implications

- 7.1. **Staff:**
Support to the Sub Panel is provided by Norfolk County Council's Democratic Services.
- 7.2. **Property:**
None

7.3. **IT:**
None

8. Other Implications

8.1. Legal Implications:

Section 19 of the Police and Justice Act 2006 requires every local authority to have a Crime and Disorder Committee to review, scrutinise and make reports and recommendations regarding the functions of the responsible authorities.

8.2. **Human Rights implications**
None

8.3. **Equality Impact Assessment (EqIA) (this must be included)**
None

8.4. **Health and Safety implications** (where appropriate)
N/A

8.5. **Sustainability implications** (where appropriate)
N/A

8.6. **Any other implications**

9. Risk Implications/Assessment

9.1. None.

10. Select Committee comments

10.1. This report does not need to be considered by a Select Committee.

11. Action required

11.1. The Scrutiny Committee is asked to consider appointing three Members (politically balanced: 2 Conservative and 1 Labour) onto the Countywide Community Safety Partnership Scrutiny Sub Panel.

12. Background Papers

12.1. [Police and Justice Act 2006 – Section 19 Local Authority Scrutiny of Crime and Disorder Matters](#)

Officer Contact

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APPENDIX A

Countywide Community Safety Partnership - Terms of Reference

(Excerpt from constitution)

4. Scrutiny of the Norfolk Countywide Community Safety Partnership

- 4.1** The Scrutiny Committee has the power to scrutinise and make reports and recommendations, regarding decisions taken by the 'responsible authorities' in connection with the discharge of their crime and disorder functions. For this purpose, the Committee has established a Norfolk Countywide Community Safety Partnership Sub Panel.

The 'responsible authorities' in Norfolk are: -

- The County Council
- District Councils
- Norfolk Constabulary
- Norfolk Fire and Rescue Service
- Health – Clinical Commissioning Groups
- Probation service

4.2 Role of the Sub Panel

The role of the Norfolk Countywide Community Safety Partnership Scrutiny Sub Panel is to:

- Scrutinise on a quarterly basis the Community Safety Partnership Plan and on such other occasions as are required to scrutinise the actions, decisions and priorities of the Norfolk Countywide Community Safety Crime and Disorder Partnership in respect of crime and disorder.
- Scrutinise the priorities as set out in the annual Norfolk Countywide Community Safety Partnership Plan.
- Make any reports or recommendations to the Norfolk Countywide Community Safety Partnership and/or where considered appropriate to Norfolk County Council's Scrutiny Committee.

4.3 Membership

- 3 County Councillors (politically balanced and can be drawn from the Police and Crime Panel).
- 7 District Council members – one co-opted from each District.
- Each member of the Sub Panel to have one named substitute. No other substitutes are acceptable.
- The Sub Panel may wish to consider co-opting additional non-voting members onto it if appropriate.
- The Chair to be elected from the County Council members on the Sub Panel on an annual basis.

- The Vice Chair to be elected from other members on the Sub Panel on an annual basis.

4.4 Working Style

- The Community Safety Scrutiny Sub Panel meetings will be held quarterly to scrutinise the progress being made with delivering the Partnership Plan and on such other occasions as are required.
- The Chair will provide regular update reports to the Scrutiny Committee.
- The quorum for the Sub Panel will be five members.
- Unless otherwise stated meetings of the Sub Panel will be held in accordance with Appendix 8 of the County Council's constitution.

4.5 General issues

- Democratic support to the Sub Panel will be provided by the County Council.

Scrutiny Committee

Item No: 11

Report Title: Scrutiny Committee Forward Work Programme

Date of Meeting: 18 May 2022

Responsible Cabinet Member: None

Responsible Director: Director of Governance

Executive Summary

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

Recommendations

Members of the committee are asked to:

1. Note the current Scrutiny Committee forward work programme and discuss potential future items for consideration.
2. Note that the programme is due to be updated following a work programming session held on the 16th May 2022.

1. Background and Purpose

- 1.1 Members agreed a forward programme of work at the meeting of the Scrutiny Committee on the 21 July 2021. While updates to this original programme carry the committee through to June 2022, further items are needed to ensure a robust programme of scrutiny through to 2023.
- 1.2 The work programme attached contains all known items requested for the committee to consider, and all standard scheduled items.
- 1.3 All topics are subject to change, with the committee remaining flexible to ensure the ability to adapt to emerging and urgent topics for consideration.

2. Proposal

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

- 2.2 Members are further asked to note that the work programme will be updated following the work programming session scheduled for the 16th May 2022. The new programme will be circulated to members and officers shortly after, and included in the June meeting of the Scrutiny Committee.

3. Impact of the Proposal

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

4. Financial Implications

- 4.1 None

5. Resource Implications

5.1 Staff:

The County Council is still dealing with the COVID crisis and the focus for Officers will be in supporting this work. Some Officers may be redeployed from their current roles elsewhere to support ongoing work during the pandemic and the Committee may need to be mindful of focusing requests on essential information at this time.

5.2 Property:

None

5.3 IT:

None

6. Other Implications

6.1 Legal Implications:

None

6.2 Human Rights Implications:

None

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

None

6.4 Data Protection Impact Assessments (DPIA):

None

6.5 Health and Safety implications (where appropriate):

None

6.6 Sustainability implications (where appropriate):

None

6.7 Any Other Implications:

None

7. Risk Implications / Assessment

7.1 None

8. Select Committee Comments

8.1 None

9. Recommendations

Members of the Scrutiny Committee are asked to:

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

10. Background Papers

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

Officer Contact

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

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Scrutiny Committee Forward Work Programme

Date	Report	Further notes/Comments	Better Together for Norfolk - Strategic Goal(s)*	Cabinet Member	Exec Director
18/05/22	Committee Terms of Reference	Standard annual item	N/A	N/A	N/A
	Adult Social Care – Distribution of Covid-19 Funding	Requested by the Chair and Vice-Chair of the Scrutiny Committee	- Healthy, Fulfilling and Independent Lives	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention	James Bullion, Executive Director of Adult Social Care
23/06/22	Local Transport Plan – implementation plan	Requested by the Committee as part of the 2021 work programming round.	- A Greener, More Resilient Future - A Vibrant and Sustainable Economy	Cllr Graham Plant, Deputy Leader and Cabinet Member for Growing the Economy	Tom McCabe, Executive Director of Community and Environmental Services
	NALEP - Update on Economic Renewal Strategy	Requested at the meeting of the Scrutiny Committee on the 22 September 2021	- A Vibrant and Sustainable Economy	Cllr Graham Plant, Deputy Leader and Cabinet Member for Growing the Economy	Tom McCabe, Executive Director of Community and Environmental Services
	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee	- Better Opportunities for Children and Young People	Cllr Bill Borrett, Cabinet Member for Adult Social Care,	James Bullion, Executive Director of Adult Social Care

		at the meeting held on 21 July 2021	- Healthy, Fulfilling and Independent Lives	Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services	& Sarah Tough, Executive Director of Children's Services
20/07/22	Strategic and Financial Planning 2023-24	Agreed by the Scrutiny Committee at the meeting held on the 20 April 2022	- A Vibrant and Sustainable Economy	Cllr Andrew Jamieson, Cabinet Member for Finance	Simon George, Executive Director of Finance and Commercial Services
25/08/22					
22/09/22	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	- Better Opportunities for Children and Young People Healthy, Fulfilling and Independent Lives	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services	James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services
19/10/22	Strategic and Financial Planning 2023-24	Agreed by the Scrutiny Committee at the meeting held on the 20 April 2022	- A Vibrant and Sustainable Economy -	Cllr Andrew Jamieson, Cabinet Member for Finance	Simon George, Executive Director of Finance and Commercial Services

23/11/22			-		
14/12/22	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	- Better Opportunities for Children and Young People Healthy, Fulfilling and Independent Lives	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services	James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services
26/01/22					
15/02/22	Scrutiny Committee 2023-24 Budget scrutiny	Standard budget setting process	- A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities - A Greener, More Resilient Future	Cllr Andrew Jamieson, Cabinet Member for Finance	Simon George, Executive Director of Finance and Commercial Services

22/03/22	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	- Better Opportunities for Children and Young People Healthy, Fulfilling and Independent Lives	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention & Cllr John Fisher, Cabinet Member for Children's Services	James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children's Services
20/04/22					

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

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

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

Issues to be considered for addition to work programme:

- Implementation of New Technology in Adult Social Care
- Onshore Renewable Energy
- Waste Disposal
- Quality of Care & Care Market in Norfolk

- Norfolk Rural Strategy 2021-24
- Local Transport Plan
- Social Value in Procurement (pending review of the Cawston Park SAR at the Norfolk HOSC).
- People with Disabilities – Engagement and Charging Policy
- Update on Flood Prevention Activity