

# Cabinet

Date: **Monday 5 June 2023**

Time: **10 am**

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

## Membership

Cllr Kay Mason Billig	Chair. Leader and Cabinet Member for Strategy and Governance
Cllr Andrew Jamieson	Vice-Chair. Deputy Leader and Cabinet Member for Finance
Cllr Bill Borrett	Cabinet Member for Public Health and Wellbeing
Cllr Penny Carpenter	Cabinet Member for Children's Services
Cllr Margaret Dewsbury	Cabinet Member for Communities and Partnerships
Cllr Fabian Eagle	Cabinet Member for Economic Growth
Cllr Jane James	Cabinet Member for Corporate Services and Innovation
Cllr Graham Plant	Cabinet Member for Highways, Infrastructure and Transport
Cllr Alison Thomas	Cabinet Member for Adult Social Care
Cllr Eric Vardy	Cabinet Member for Environment and Waste

## Advice for members of the public:

This meeting will be held in public and in person.

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

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

We have amended the previous guidance relating to respiratory infections to reflect current practice but we still ask everyone attending to maintain good hand and respiratory hygiene and, at times of high prevalence and in busy areas, please consider wearing a face covering.

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

## A g e n d a

### 1 To receive any apologies.

### 2 Minutes

To confirm the minutes from the Cabinet Meeting held on 10 May 2023

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### 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 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.

### 5 Updates from the Chairman/Cabinet Members

### 6 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](mailto:committees@norfolk.gov.uk)) by

5pm on Tuesday 30 May 2023. For guidance on submitting a public question, please follow this link: [Ask a question to a committee - Norfolk County Council](#)

Any public questions received by the deadline and the responses will be published on the website from 9.30am on the day of the meeting and can be viewed by clicking this link once uploaded: [Click here to view public questions and responses](#)

## **7 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](mailto:committees@norfolk.gov.uk)) by 5pm on Tuesday 30 May 2023.

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**19 Disposal, Acquisition & Exploitation of Property**

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Report by the Executive Director of Community and Environmental Services

**20 Appointments to Internal and External Bodies**

*To Follow*

Report by the Executive Director of Strategy and Transformation

**21 Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting:**

To note the delegated decisions made since the last Cabinet meeting.

**Decision by the Cabinet Member for Children's Services**

- [Children's Services Grant to HomeStart Norfolk](#)

**Decision by the Cabinet Member for Corporate Services and Innovation**

- [Lease acquisition – Unit 17D, Scottow Enterprise Park](#)

**22 Exclusion of the Public**

Cabinet is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the item below on the grounds that it involves the likely disclosure of exempt information as defined by paragraph 3 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Cabinet will be presented with the conclusions of the public interest test carried out by the report author and is recommended to confirm the exclusion.

**23 Disposal, Acquisition & Exploitation of Property: Exempt Appendix 1**

Tom McCabe

Head of Paid Service  
Norfolk County Council  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

Date Agenda Published: 25 May 2023



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**Cabinet**  
**Minutes of the Meeting held on Wednesday 10 May 2023**  
**in the Council Chamber, County Hall, at 10am**

**Present:**

Cllr Kay Mason Billig	Chair. Leader and Cabinet Member for Strategy and Governance
Cllr Andrew Jamieson	Vice-Chair. Deputy Leader and Cabinet Member for Finance
Cllr Bill Borrett	Cabinet Member for Public Health and Wellbeing
Cllr Penny Carpenter	Cabinet Member for Children's Services
Cllr Margaret Dewsbury	Cabinet Member for Communities and Partnerships
Cllr Jane James	Cabinet Member for Corporate Services and Innovation
Cllr Graham Plant	Cabinet Member for Highways, Infrastructure and Transport
Cllr Alison Thomas	Cabinet Member for Adult Social Care
Cllr Eric Vardy	Cabinet Member for Environment and Waste

**Deputy Cabinet Members Present**

Cllr Shelagh Gurney	Deputy Cabinet Member for Adult Social Care
Cllr Lana Hemsall	Deputy Cabinet Member for Highways, Infrastructure and Transport

**Executive Directors Present:**

Harvey Bullen	Director of Strategic Finance
James Bullion	Executive Director of Adult Social Services
Paul Cracknell	Executive Director of Transformation and Strategy
Kat Hulatt	Assistant Director of Governance
Tom McCabe	Executive Director for Community and Environmental Services
Sara Tough	Executive Director of Children's Services

**1 Apologies for Absence**

- 1.1 Apologies were received from the Cabinet Member for Economic Growth

**2 Minutes from the meeting held on 3 April 2023**

- 2.1 Cabinet agreed the minutes of the meeting held on 3 April 2023 as an accurate record.

**3 Declaration of Interests**

- 3.1 None declared

**4 Matters referred to Cabinet by the Scrutiny Committee, Select Committees or by full Council.**

- 4.1 No matters were referred.

## **5 Update from the Chair/Cabinet Members**

- 5.1 The Cabinet Member for Public Health and Wellbeing gave an update to Cabinet:
- The Executive Director for Adult Social Services was due to go on a secondment to the Care Quality Commission to run an assurance regime for Adult Social Care Nationally. The Cabinet Member for Public Health and Wellbeing wished him well and said he would be missed as he had contributed to the Adult Social Services performance at Norfolk County Council immensely, however he noted that him being asked to take on this role reflected well on him and on Norfolk County Council.
  - The secondment would be for one year and he hoped to see the Executive Director for Adult Social Services return to the Council afterwards.
- 5.2 The Chair gave an update to Cabinet:
- The Chair was humbled to be elected as Leader of Norfolk County Council at the meeting of Full Council held on 9 May 2023. This meeting was her first meeting of Cabinet as Leader of the Council, and she looked forward to working collaboratively with all of Norfolk County Council and partner agencies.

## **6 Public Question Time**

- 6.1 The list of public questions and the responses is attached to these minutes at Appendix A.
- 6.2.1 Anna Sanfield asked a supplementary question:
- With the tremendous success of Better Broadband for Norfolk she felt there could not be enough of a demonstrable benefit of allowing Norwich to be peppered with new industrial scale 13-20m monopoles at odds with beautification she asked why there was evidence of neighbours being unaware of these applications, particularly with the risks of new beam forming millimetre waves of 5G. She noted that International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines did not cover those with metal implants such as pacemakers and there was a lack of adequate health impact studies. Anna Sanfield felt that the Council had a duty to protect the historic heritage of the county and health of all its residents by staying with existing broadband instead.
- 6.2.2 The Cabinet Member for Environment and Waste replied that erection of masts was a decision that was made along with District Councils and thought that they would appreciate hearing her views.

## **7 Local Member Questions/Issues**

- 7.1 The list of Local Member questions and the responses is attached to these minutes at Appendix B.
- 7.2.1 Cllr Brian Watkins asked a supplementary question:
- Cllr Watkins welcomed the new administration's intentions however noted the cancellation of two Member briefings on the County Deal. He asked how the Leader planned to take on board the frustrations of Norfolk

District Councils to build a consensus around the County Deal.

- 7.2.2 The Chair replied that the Member briefings and working groups had been delayed for a short time given the new chair of it and would be brought back. As a twin hatter the Chair understood the frustrations of District Councils and would meet with District Councils and talk to Government to find a good governance model.
- 7.3.1 Cllr Maxine Webb asked a supplementary question:
- Cllr Webb asked the Cabinet Member to expand on the details in the last line of the response to her question, discussing the dedicated parent resource and how it would enhance co-production; she asked if independent carers and parents of young people would have direct input into the teams that were being created about issues and the work being done on inclusion that would impact their children at school.
- 7.3.2 The Cabinet Member for Children's Services replied that local first inclusion teams would be sited in schools, so parents and children would have direct access to staff in mainstream schools. The Cabinet Member for Children's Services suggested that Cllr Webb discuss this with her at a later date to discuss what she felt the issues were to help get this right.

## **8. Norfolk County Council Climate Strategy**

- 8.1.1 Cabinet received the report setting out Norfolk County Council's climate strategy.
- 8.1.2 The Cabinet Member for Environment and Waste introduced the report to Cabinet:
- Norfolk County Council was committed to supporting Britain's journey to net zero at local level by showing leadership in making its estate net zero by 2030 and working with partners to achieve carbon neutrality.
  - In April 2022, Cabinet endorsed a recommendation to Council to produce a formal strategy, articulating in one place a range of actions to tackle climate change.
  - The strategy included with the report brought together the Norfolk County Council approach to addressing its own estate emissions and the national journey towards a low carbon future, working with others including businesses and community groups to achieve best outcomes for Norfolk.
  - The strategy highlighted interlinking issues to address in a holistic manner to support landscapes and wildlife and would help the Council maintain momentum on the progress made so far including halving carbon emissions on its estate since 2016-17 and leveraging money from grant funding
  - The strategy set out 7 areas for climate change
    1. "Reduce the estate emissions", committing to making the Council's estate net zero by 2030 and leading by example by addressing emissions of buildings, street lights and buildings
    2. "Reduce scope 3 emissions" by using influence as a procurer and shareholder to drive carbon emission reductions across the supply chain and companies owned by the Council
    3. "Address Norfolk's countywide emissions" by playing a pivotal role in mitigating and adapting against climate change across the Norfolk



- area to implement change to make an impact across the county
4. “Promoting a green economy” by seeking to catalyse Norfolk’s private sector to be an engine for green, inclusive growth, working in partnership with partners to produce jobs and economic growth
  5. “Ensuring that nature has space to recover and grow” by using the Council’s position in the County to show leadership in ensuring better joined up spaces for nature and supporting better land management to support improved biodiversity.
  6. “Climate adaptation” by ensuring the services delivered by the Council are resilient to the impact of climate change and ensure the resilience of citizens and services
  7. “Engagement and collaboration”, by prioritising collaborative engagement with public, private and community stakeholders to draw on shared expertise and make service delivery more cost effective.
- The Cabinet Member for Environment and Waste thanked all officers who worked to produce the comprehensive strategy, and the Deputy Cabinet Member for Finance and his team for their involvement in looking at actions related to the Council estate.
  - The Cabinet Member for Environment and Waste moved the recommendations as set out in the report

8.2 The Cabinet Member for Public Health and Wellbeing felt that this was an immense piece of work which would underpin all decisions made across the council. Everyone across Norfolk was responsible for making decisions which would have a positive impact on the climate and the council would seek to set the tone with this piece of work.

8.3 The Vice-Chair agreed that this was a powerful and important strategy which was clear and coherent. The range of recommendations underscored how the work would be carried out internally and externally. The best outcomes would be achieved through working collaboratively. The Vice-Chair noted that work was already underway in this arena such as the Norfolk Local Cycling and Walking Infrastructure Plan (LCWIP), Supplemented by the Queens Platinum Jubilee walking networks, and the Norfolk Natural Recovery Strategy, which was showing Norfolk to be a leader in the Country.

8.4 The Cabinet Member for Highways, Infrastructure and Transport noted page 63 of the report which showed the importance of a good road network to connect businesses and communities however, transport represented a quarter of the county’s carbon footprint so mitigations in this area were important such as promoting electric vehicles, use of public transport and electric buses. The Norwich Western Link (NWL) would be important in this by reducing the amount of traffic travelling through areas such as Weston Longville and reducing journey times on the West of Norwich by up to a half, supporting modes of travel such as walking and cycling and taking traffic out of local communities. The NWL had strong support from people who lived in areas nearby particularly those affected by high traffic volumes. The council had secured £128m grant funding for significant investment in walking, cycling and electric charging infrastructure. This included £38.1m capital funding for improved sustainable infrastructure in Norwich through two tranches of the Transport for Norwich fund consisting of improvements to junctions, new bus and cycle lanes, upgrades to Norwich bus depot, and the introduction of the beryl bike scheme, £49.6m to deliver the

Norfolk bus service improvement plan including £30.9m for capital projects and £14.7m through the zebra scheme matched by £21m local investment by First Bus to bring 70 electric buses to Norwich making the Norwich bus depot one of first fully electric bus depots outside London.

- 8.5 The Cabinet Member for Corporate Services and Innovation noted that the strategy showed the Council's collective response to leave the environment in a better way than we found it. In March 2023 1.8m funding to provide low carbon heating and energy efficiency measures in 6 libraries, 5 children's homes, 3 fire stations and 2 community centres through the public sector decarbonisation scheme.
- 8.6 The Cabinet Member for Adult Social Care noted the extraordinary amount of work that had gone into this strategy and that the LCWIP had contributed to the Long Stratton Bypass Project to ensure people could walk or cycle to Long Stratton.
- 8.7 The Cabinet Member for Environment and Waste noted that the strategy was a live document; on 20 June 2023, a seminar would be held at Gressenhall Environmental Hub to see how large businesses could affect climate change.
- 8.8 The Deputy Cabinet Member for Highways, Infrastructure and Transport congratulated the Cabinet Member for Environment and Waste on the consultative approach to the strategy making this a Norfolk strategy.
- 8.9 The Chair noted that Covid-19 lockdowns had shown the importance of walking in nature for wellbeing. As the Cabinet Member for Highways, Infrastructure and Transport said, new and better infrastructure was not incompatible with the green agenda, as it was important for people to get about the County either by foot, cycle or car. The council was doing good work, for example, County Hall had been developed to bring it into the new century and look after staff and visitors in the building; the building won an award for supporting disabled and partially sighted people.
- 8.10 Cabinet **RESOLVED**
- A. To agree the climate change strategy
  - B. To agree that a series of engagement workshops be held with a view to refining specific aspects of the strategy and developing evidence-based action plans. These aspects would include:
    - 1. engagement with public sector partners, including the Norfolk Climate Change Partnership;
    - 2. bringing together key public and private stakeholders to move forward domestic retrofit;
    - 3. further reducing carbon emissions from buses, taxis and private hire vehicles, including those used for the council's contracts;
    - 4. reducing carbon emissions from other major areas of contract spend – social care, highways and construction;
    - 5. engagement with the private sector on partnering opportunities; and
    - 6. engagement to reduce emissions from schools.
  - C. To agree that the definition of estate emissions for the purposes of the council's 2030 net zero target should be broadened to include emissions from

the council's vehicle fleet [alongside emissions from water consumption, building heating, and building and streetlighting energy consumption]

- D. To ask officers to develop a funding blueprint that will identify high-level funding options for reducing indirect (scope 3) and county wide emissions and for climate adaptation, including leveraging in private investment, grant funding, direct investment by government agencies and community funding.
- E. To agree that proposed changes to the Policy Framework be brought to select committee and then, in the autumn, to Council to reflect the Climate Strategy
- F. To endorse the targets set out in the draft climate change strategy for
  - 1. a 90% reduction in gross carbon emissions from the Council's estate for the year 2030/31, compared to the 2016/17 baseline, with intermediate targets of
  - 2. a two-thirds reduction for the year 2024/25; and
  - 3. an 85% reduction for the year 2028/29.

#### **8.11 Evidence and Reasons for Decision**

Please refer to section 3 of the report.

#### **Alternative Options**

8.12 Please refer to section 4 of the report.

### **9. Local first inclusion update**

9.1.1 Cabinet received the report presenting the final element of the multi-year financial plan, which was an important and vital opportunity for Norfolk to bring significant investment to enable the delivery of an ambitious programme of change to improve better outcomes.

9.1.2 The Executive Director for Children's Services gave an introduction. This was an update setting out the second phase of the SEND transformation programme now known as Local First Inclusion, reflecting the full financial investment received through negotiations with the Department for Education. The Department for Education had invited local authorities to invite packages to bring the deficit in their high needs block back into balance. The investment which would be received by Norfolk, referred to as the Safety Valve deal, would fund a 6-year plan spread over 7 years with an upfront payment of £28m which had already been received. Financial investment was also committed by the Norfolk Schools Forum and Norfolk County Council as previously reported to Cabinet. An in-principle agreement of £28m capital was in place in addition to the Council's capital investment of £120m. Local First Inclusion was the delivery approach aimed at changing culture and practice to ensure the right approach was provided in children's local communities and mainstream schools, in engagement with parents to improve confidence that children's needs can be met.

9.1.3 The Cabinet Member for Children's Services introduced the report to Cabinet:

- The Local First Inclusion plan report focussed on an update of the Safety Valve agreement with the Department for Education which had secured an additional funding of over £70m over 7 years. In Norfolk the Safety

Valve would be known as Local First Inclusion and it was an opportunity to improve on Special Educational Needs and Disability services and specialist provision. There was agreement in principle for 2 new special needs schools to be built.

- It would also be an opportunity to ensure children with Special Educational Needs and Disabilities would have the support they needed in mainstream schools from an earlier age which would provide them with better life chances and reduce the need for them to have to travel significant distances from home to school.
- There would be significant monitoring through this programme to include the involvement of the Norfolk Schools Forum and a core aim for Norfolk County Council and the Department for Education was to achieve an in year balanced budget and ensure outcomes for children were improved and a long term sustainable model of Special Educational Needs and Disabilities and special provision for children with complex needs.
- The Cabinet Member for Children's Services moved the recommendations as set out in the report.

- 9.2 The Cabinet Member for Adult Social Care noted that the report set out the challenges in the high needs block which had been felt for many years as well as the challenges for the council and Norfolk Schools Forum, making the decision of Government welcome. There was detail in the paper around cultural change which would allow young people to grow up and learn in their own communities, as young people did not want to be singled out due to their different needs and wanted to have the option to be educated with their friends, neighbours and peers. Local schools had a duty to support children within their own setting.
- 9.3 The Deputy Cabinet Member for Highways, Infrastructure and Transport, as a person who had been through specialist education, was pleased with this report, noting that it was not helpful to separate children with special needs from society.
- 9.4 The Vice-Chair felt this was a good news story; he congratulated Children's Services and the Finance Team for their work pulling this together. The high needs block was an escalating problem across country due to central Government instructions, but the cost was borne by local authorities resulting in an unsustainable position; the solution set out in the report was as good as could be expected, with £70m investment over 7 years and a change in direction of travel including building 11 new special resource bases in schools. There was an in-principle agreement from the Department for Education for two new special schools, with £30m funding from the Department for Education for this. If an agreement had not been reached with the Department for Education, the Vice-Chair noted that there would have been up to a £100m deficit by the end of the period.
- 9.5 The Chair was pleased that this would allow the views of parents to be acknowledged. The Council had a duty to meet the needs of children which the council took seriously and understood that children were better off in school close to their home since travelling long distances to school each day was not good.
- 9.6 Cabinet **RESOLVED:**
1. to endorse the development of the Safety Valve agreement with the Department for Education.

2. to delegate decision making powers to the Executive Director of Children's Services and the Director of Strategic Finance, in conjunction with the Lead Member for Children's Services and the Lead Member for Finance, to sign the reports to the Department for Education enabling the draw-down of funding.

## 9.7 **Evidence and Reasons for Decision**

Please refer to section 4 of the report.

## 9.8 **Alternative Options**

Please refer to section 5 of the report

## 10. **Winter Service Policy Review**

10.1.1 Cabinet received the report setting out the refreshed winter service policy.

10.1.2 The Executive Director for Community & Environmental Services reported that annually the performance of the gritting service was reviewed and improvements for the following year then made; this was a higher-level review of the policy which underpinned the annual service.

10.1.3 The Cabinet Member for Highways, Infrastructure and Transport introduced the report to Cabinet

- Winter services were an essential and highly valued service, relied on by visitors, communities and businesses to ensure the roads remained open for all modes of transport.
- The council had a well-established winter plan to provide gritting to a third of the highway network of around 2,200 miles of road, delivered by Norse Highways, using 49 gritting vehicles. In addition, 636 miles of priority 3 network was treated during prolonged periods of ice and snow.
- There were 7 salt barns throughout the county with a strategic salt stock in Swaffham which could collectively hold 15,000 tonnes of salt, and 1,900 salt bins for the public to use.
- Across the county the service was supported by the farming community and contractors when weather deteriorated to help keep the county open.
- The service commenced each year in mid-October until April.
- Since the last review of the policy there had been changes and events, including:
  - the addition of the full length of the 28 miles of the Broadland Northway which was added into the P1 and P2 route without additional vehicles
  - The salt private finance initiative with Compass ending in 2020
  - winter services delivery being transferred to Norse in 2019
  - the "Beast from the East" extreme winter weather in 2018 and snow in March 2021.
- During the Covid-19 pandemic, the winter services team worked with Public Health England to ensure gritting at vaccination and testing sites.
- The report showed the updated service policy which incorporated advances in technology and national guidance. There were no changes proposed to the delivery of the service.
- The Cabinet Member for Highways, Infrastructure and Transport noted the

excellent work of Councils and the Norse Highways team in delivering the service, noting the national award won by the gritting team before Christmas 2022 for their work in using new technology to improve the effectiveness of gritting. The team were proactive in adopting new technology such as low cost temperature sensors connected to the Council's LoRaWAN (Long Range Wide Area Network) network and would continue to deliver a safe and resilient network.

- 10.2 The Cabinet Member for Environment and Waste noted the human cost of serious accidents caused by ice and therefore the importance of gritting to help keep the roads safe in winter.
- 10.3 The Cabinet Member for Public Health and Wellbeing noted the investment in new technology which could provide benefits and make the service more efficient; by investing in such technologies less raw materials could be used, creating an overall saving.
- 10.4 The Cabinet Member for Adult Social Care thanked the teams who provided this service keeping the roads open including the support of local farmers.
- 10.5 The Chair also thanked teams and volunteers who helped keep roads open in winter; she was happy to see that the team were investing in new technology to help keep roads open and prevent accidents.
- 10.6 Cabinet **RESOLVED** to approve the proposed Winter Service Policy in Appendix B of the report

#### 10.7 **Evidence and Reasons for Decision**

Norfolk County Council are recognised nationally for the way the winter service is delivered across the county. Norfolk County Council has a robust winter plan which has been consistently reviewed and followed, which has allowed the service to perform well. However, there are opportunities to make efficiencies and utilise new and emerging technologies which have developed in the field of winter treatment operations. These new technologies are successfully used by other local authorities. Against strong national competition, in October 2022 Norfolk County Council received a national award for the work it has carried out in using new technology to inform the winter service in the County.

#### 10.8 **Alternative Options**

The winter service will continue to deliver the operations in line with national guidance, to a high standard. The proposals outlined within the report and refreshed Winter Services policy are there to further improve the performance and cost-effectiveness of the winter service going forward.

### 11. **Corporate Delivery Plan**

- 11.1.1 Cabinet received the report setting out a review of the 2022-23 corporate Delivery Plan.
- 11.1.2 The Executive Director of Transformation and Strategy reported that the Corporate Delivery Plan was agreed by Cabinet each year; the report presented

gave a look back on the last financial year and summarised the targets and priorities set for 2022-23 and the challenges and achievements over that year.

- 11.2 The Cabinet Member for Highways, Infrastructure and Transport noted page 221-222 of the report which showed the achievements over the past year including 7175 emergency callouts by the emergency services a saving of 3403 tonnes of CO2 on the council's estates which was an 81.5% decrease since 2016/17, 40,000 children attending programmes in libraries, £61m savings over the past 5 years from promoting independence in Adult Social Care, over 2 million kilometres, a good rating in all areas for Children's Services following inspection and 1300 laptops provided to residents including 500 to Ukrainian refugees, among others. This had been a successful year and showed the Council was working to make the lives of people in Norfolk better.
- 11.3 The Vice-Chair noted the achievement of £61m savings in Adult Social Services from the Promoting Independence Strategy which supported the savings of the Council and provided a better service.
- 11.4 The Cabinet Member for Public Health and Wellbeing noted that this document promoted the Better Together for Norfolk aim "healthy and fulfilling lives" and that the strategy "sets out the ambition for Norfolk to be a place where everyone can live fulfilling, independent lives and, where necessary, access the support they need at the right time. We want to ensure that health conditions which can compromise quality of life are addressed early and lifestyles changed for the better. A key piece of this puzzle lies in the continuing integration of health and social care. This will enable us to respond to new pressures and demands through stronger partnership and collaboration by tackling health inequalities at their roots". This was a key ambition two years ago and was just as important now.
- 11.5 The Chair noted that the administration of the Council was mid-term and this report showed how they had kept their promises and intended to deliver on them building on the legacy of Cllr Andrew Proctor who had put in place the building blocks for a successful Council. The Chair noted the good rating achieved by Children's Services and the balanced budget achieved by the Council. 40,000 children had attended programmes in libraries, showing how libraries were still relevant today for people to access books, the internet and as warm rooms. The report was an audit trail to success and a forward-looking plan would be brought to Cabinet soon, showing how the Council would move forward over the next year. The Chair moved the recommendation as set out in the report.
- 11.6 Cabinet **RESOLVED** to approve the Annual Report of the 2022/23 Corporate Delivery Plan
- 11.7 **Evidence and Reasons for Decision**
- N/A
- 11.8 **Alternative Options**
- N/A
- 12 Reports of the Cabinet Member and Officer Delegated Decisions**

**made since the last Cabinet meeting**

- 12.1 Cabinet **RESOLVED** to **note** the Delegated Decisions made since the last Cabinet meeting

The meeting ended at 11:16

**Chair of Cabinet**



**Cabinet**  
**10 May 2023**  
**Public & Local Member Questions**

	<b>Public Question Time</b>
6.1	<p><b>Question from Dale Rea</b>  What plans do you have to introduce LTN's (Low Traffic Neighbourhoods) into Norfolk's Towns and Cities, where and when?</p> <p><b>Response from the Cabinet Member for Highways, Infrastructure and Transport</b>  The Transport for Norwich Strategy sets out that the County Council will work with local communities, elected members and stakeholders to reduce the impact of unnecessary traffic in neighbourhoods and provide connections that meet local needs and support active travel. This will involve the investigation of different measures based around the principle of Healthy Streets, that could include Low Traffic Neighbourhoods, School Streets and lower speed limits. This work is at a very early stage and there are no firm plans at the current time.</p> <p><b>Supplementary question from Dale Rea</b>  Will we be duly consulted and will we be given all the relevant facts?</p> <p><b>Response from the Cabinet Member for Highways, Infrastructure and Transport</b>  The development of any scheme such as a Low Traffic Neighbourhood, in the future, anywhere in Norfolk, would need to be in consultation with local elected representatives, the local community and other local stakeholders.</p>
6.2	<p><b>Question from Anna Sanfield</b>  I am pleased that the council has had and continues to have such tremendous success with Better Broadband for Norfolk, particularly within the city itself. This rollout is not only safe and fast but also allows for residents to enjoy connections which are well within capacity for both working from home and enjoying leisure time. However, I am very concerned about the increasing numbers of planning applications for ugly, disquieting and over-dominant telecommunications monopoles, which further blight our beautiful, heritage county. For example, how is the council going to protect the stunning view from Mousehold Heath from so many masts that are at the very minimum, at least 13m high?</p> <p><b>Response from the Cabinet Member for Environment and Waste</b>  Firstly, please can I thank you for your positive feedback on the incredibly hard work carried out by the better broadband for Norfolk team to ensure that Norfolk has the communication network it needs for the 21st century. With regards to the concerns going forward, I think the masts you are referring to are those being installed by telecoms companies largely driven by the expansion of the 5g network. These are matters for the relevant district council as local planning authority rather than the County Council.</p>
6.3	<p><b>Question from Judith Lubbock</b>  Have there been additional costs to the original £6.1m of digging up St Stephens again, the second time in 2 years, to install essential bus shelters and associated cabling to install 'real time information' to them? An explanation is needed to bus passengers, businesses, pedestrians, cyclists and taxis who have all been very badly affected by both sets of works.</p> <p><b>Response from the Cabinet Member for Highways, Infrastructure and Transport</b>  The costs of installing the bus shelters and electronic information screens in St Stephens Street is covered within the original £6.1m budget allocated to the scheme. The paving</p>

where the shelters are being installed was laid in such a way to minimise the extent of works needed to install the shelters at this later date. I would like to thank the bus passengers, businesses, pedestrians, cyclists and taxis for their patience as we complete this project.

**Cabinet**  
**10 May 2023**  
**Local Member Questions**

	<b>Member Question Time</b>
7.1	<p><b>Question from Cllr Saul Penfold</b> We're still feeling the effects of covid on the education of children nationally across the country and in this county. Figures from the 2021/22 academic year portrayed a worrying situation where one in 50 pupils across Norfolk's schools are absent for more than half of their school time. What work is being undertaken to identify these 'lost children' and to ensure they receive the education they deserve?</p> <p><b>Response from the Cabinet Member for Children's Services</b> In response to learning from the Covid-19 Pandemic, Norfolk Children's Services began work to review its response to school attendance in 2021. School attendance is a key priority for us locally as well as nationally and we have benefitted from engaging with the Department for Education and other LAs to develop a strategic approach to tackling poor school attendance.</p> <p>The <a href="#">Attendance Strategy</a> which was formally launched in March this year and has been developed to help the Local Authority, schools, settings and other services understand what we need to do to work in a more coherent way, making the best use of resources available, in order to ensure that all children and young people can make the most of the opportunities provided by attending school. This strategy is a vital contribution to our aim of supporting young people to flourish in Norfolk and will impact almost every team working with or supporting children and young people in Norfolk.</p> <p>The strategy includes 4 key priorities in order to make the required improvements.</p> <p>Priority 1: Relationships &amp; Communication Priority 2: Effective Intervention Priority 3: Systems &amp; Data Priority 4: Workforce development</p> <p>An Action Plan was developed in July 2022 to address the priorities identified within the Strategy. Work started in September 2022 within 4 workstreams aligned to the strategic priorities. These workstreams are made up of professionals from across Children's Services and as well as other agencies and meet regularly to deliver the priorities. A School Attendance Strategic Board has been established which meets monthly to monitor the progress of the Strategy and Action Plan; Membership includes representation from across Children's Services.</p> <p>We are working with colleagues from a wide variety of services in Norfolk including the voluntary and community sector to deliver this strategy in a comprehensive and effective manner. The critical importance of school attendance is something that we want all practitioners and teams to prioritise in their work with families. Some key achievements to date have been:</p>

	<ul style="list-style-type: none"> <li>• Awareness raising activities across the Partnership including a formal launch of the Strategy endorsed by the Executive Director for Children's Services and the Chair of the NSCP.</li> <li>• In order to support practitioners with this area of work, the Attendance Team now run weekly attendance surgeries that provide anyone working with a child where school attendance is of concern can receive support and advice; further information about the surgeries can be accessed <a href="#">here</a>.</li> <li>• Support for schools through the development of a self-evaluation framework, whole school training and attendance networks.</li> <li>• Work with school leaders to develop a system for gathering live attendance data and nationally as a critical partner to the work the DfE is doing nationally regarding attendance data.</li> </ul>
7.2	<p><b>Question from Cllr Sharon Blundell</b></p> <p>In June this year, the Director of Adult Social Care will take up a year-long seconded post at the CQC. At a time where adult social care is facing substantial financial and capacity pressures, can the Cabinet Member for Adult Social Care ensure me that arrangements have been made to ensure the directorate will continue to function and the priorities of the directorate will not be affected by this change?</p> <p><b>Response from the Cabinet Member for Adult Social Care</b></p> <p>Thank you for your question.</p> <p>I can confirm that Tom McCabe, our Head of Paid Service, has put in motion arrangements to ensure that Norfolk's DASS role is appropriately covered with an interim appointment, and members will receive further information in due course. I certainly recognise the need for clear leadership and would say the Adult Social Care Department has a strong leadership team to ensure the services continues to function well.</p>
7.3	<p><b>Question from Cllr Brian Watkins</b></p> <p>Your election as Leader of the County Council will undoubtedly create great interest about how the new Administration might differ from the one which went before. What are the first things that you will be looking to change as Leader?</p> <p><b>Response from the Leader and Cabinet Member for Strategy and Governance</b></p> <p>Thank you for the question. I was very proud to be chosen to lead the conservative Group and therefore become leader of this Council. I will continue to deliver the strong track record of this Administration and tackle the issues facing the council over the next two years. I look forward to working in a collaborative way with all Members in this chamber and partner organisations across the County.</p>
7.4	<p><b>Question from Cllr David Sayers</b></p> <p>How does the cabinet member for Adult Social Care, Public Health and Prevention respond to the hundreds of West Norfolk residents who queued from as early as 5am in Kings Lynn, hoping to register with an NHS dentist. Does he agree with the comments of Shawn Charlwood, British Dental Association who said, "they remind me of images you used to see in the Soviet Bloc when people used to queue up for food"?</p> <p><b>Response from the Cabinet Member for Public Health and Wellbeing</b></p>

	<p>Thank you for your question. As you are already aware Norfolk County Council does not have responsibility for the provision of dental health services in Norfolk. Dentistry is an important part of Norfolk's Health provision, and I personally would like to see better access for residents.</p>
7.5	<p><b>Question from Cllr Steffan Aquarone</b></p> <p>A consultation paper was published by the council recently which suggests a reduction in spending for SEN Independent Schools from just over £42m a year to less than £4m a year by 2029. Many children rely on these schools to give them the best opportunity in life and education. What impact assessment has been done on the students currently enrolled in these schools, given that many SEND children will suffer disproportionately from disruption caused by changing schools?</p> <p><b>Response from the Cabinet Member for Children's Services</b></p> <p>The reduction in funding for the independent specialist school sector for Norfolk children and young people, with Education Health and Care Plans, is part of our Local First Inclusion programme. This is the ambitious plan that has been negotiated with the DfE to secure £70million revenue funding from DfE alongside £35million from NCC to address the historic underfunding and resulting cumulative deficit to the 'High Needs Block' budget. This major revenue investment is complemented by additional capital funding from both DfE and NCC to continue our expansion of specialist SEN provision, literally building on the recent success of opening 3 new special schools in Norfolk since 2021. The Local First Inclusion programme sets out, over a six year period, an ambition to achieve greater local mainstream inclusion for children with special educational needs and disabilities whilst expanding state-funded specialist resource bases and special schools; in excess of 1000 specialist places will be achieved when all current expansion and new provision is completed. This enables us to reduce our reliance on the independent sector. Historically we have had an over-reliance on the independent sector and, in the main, these schools do not compare favourably to the state-funded sector in Norfolk when taking into account funding levels and outcomes as judged by Ofsted. Norfolk state-funded schools are almost exclusively judged Good and Outstanding and are, on average, half the cost per pupil in comparison. However, we have stated that the majority of children currently placed within the independent sector schools will continue within their placements. It will be new placements that will be prioritised within the new state-funded specialist provision. We are working closely with the independent sector schools and are grateful to those we have had initial discussions with for their approach which has been typified by a spirit of joint working to navigate this transition.</p> <p><b>Second question from Cllr Steffan Aquarone</b></p> <p>What impact assessment on health and wellbeing the County Council carried out as part of its statutory response to the application for the offshore wind development consent order by Orstead?</p> <p><b>Response from the Cabinet Member for Environment and Waste</b></p> <p>Thank you for your question.</p> <p>As part of the County Council's statutory response to the submitted Development Consent Order (DCO) in 2018, all the relevant services and teams within the County Council were consulted on the applicant's Environmental Statement, including Public Health. No health-related matters were raised by the County Council at that time, and it</p>

	was accepted that more detailed issues were the responsibility of other statutory bodies such as District Councils who have responsibility for environmental health.
7.6	<p><b>Question from Cllr Rob Colwell</b></p> <p>The Norfolk hospitality, care and healthcare, plus farming industries continue to face a recruitment and staffing crisis following Brexit. What efforts will this new administration make to lobby the government for further relaxation of rules to allow vital EU workers to return and grow the Norfolk economy?</p> <p><b>Response from the Cabinet Member for Economic Growth</b></p> <p>We continue to develop the skills of our Norfolk workers to meet the present and future needs of industry. We are working with providers to ensure that the needs of business are met in the design and delivery of the training that they provide. The County Deal offers Norfolk the opportunity for greater responsibility for the Adult Education Budget which would enable us to further focus the needs of Norfolk businesses on skills and training provision</p>
7.7	<p><b>Question from Cllr Lucy Shires</b></p> <p>Years of Government neglect has caused a GP shortage crisis leaving people unable to see a local doctor when they need to. Do you agree with the Liberal Democrats that people should have a guaranteed right to a GP appointment within one week?</p> <p><b>Response from the Cabinet Member for Public Health and Wellbeing</b></p> <p>Thank you for your question. As you already know Norfolk County Council does not have responsibility for NHS primary care services. As Cabinet Member for Public Health I fully support easy access to local general practice services for all of Norfolk's residents</p>
7.8	<p><b>Question from Cllr David Sayers</b></p> <p>Do you believe that free school meals should be a basic right for all children who need them, and if so, do you support the expansion of free school meals provision to every child whose family is in receipt of Universal Credit or with a low-income?</p> <p><b>Response from the Cabinet Member for Children's Services</b></p> <p>I welcome that nationally there continues to be research and policy considerations to help meet the needs of children and families who need it, particularly at a time when cost of living is affecting many children and families. Based on current free school meal criteria the Council seeks to encourage every family who is currently entitled to free school meals to access this support and indeed 91% of eligible families do so. Norfolk County Council has supported the provision of cost of living support to families eligible for free school meals over the last 3 years, initially during the pandemic and now as part of wider cost of living support. Children in reception, year 1 or year 2 are already entitled to free school meals regardless of household income. As a council we support nearly 30,000 children across our primary and secondary schools who are eligible for means tested free school meals, at a weekly cost of approximately £450,000. We believe that all households in the County should be able to access hardship support, in a variety of ways, should they need it. This is why we have developed a hardship programme that has helped over 31,000 households the last 6 months alone and which will continue for a further 12 months. In addition, there are now 17 community supermarkets rising to 25 by the end of the Summer, providing affordable and low cost food for families to purchase.</p>

7.9	<p><b>Question from Cllr Maxine Webb</b></p> <p>The “Better Together, For Norfolk” strategy commits to “improve the real-life experiences of people in Norfolk” by “empowering” people and communities and of being “collaborative” with individuals and willing partners.</p> <p>The Local First Inclusion Update leaves out any mention of how parent carers and families will be involved as the programme is implemented.</p> <p>Can the Cabinet Member for Childrens Services confirm what plans does the Council have to enable the families of children and young people with SEND to give input directly to the Council’s new teams that are being appointed, about their experiences and whether meaningful improvements are being felt</p> <p><b>Response from the Cabinet Member for Children’s Services</b></p> <p>The Local First Inclusion programme sets out, over a six year period, an ambition to achieve greater local mainstream inclusion for children with special educational needs and disabilities whilst expanding state-funded specialist resource bases and special schools; these core elements of the programme have been informed by the co-production carried out with parents/carers, young people and the professionals who support them as part of our Area SEND Strategy. It is true that due to the nature of the negotiations with the DfE, as part of their ‘safety valve’ process, NCC were not able to co-produce the detail of the Local First Inclusion programme with parents/carers, young people or school leaders. We have acknowledged this previously and, now that the Secretary of State decision is in the public domain, now will be implementing the programme in a way that ensures engagement with parents/carers and professionals in the way we do across all of our SEND improvement work. We have recently carried out high level briefings to Family Voice Norfolk and to the multi-agency professional group who oversee the Area SEND Strategy. We have provided a commitment to work together on the next stages of Local First Inclusion and will do this through existing mechanisms, for example the ‘Making Sense of SEND’ events held regularly around the county, and assisted through the dedicated participation resource that we are planning to enable us to enhance our co-production with children and families during implementation and delivery.</p>
7.10	<p><b>Question from Cllr Chrissie Rumsby</b></p> <p>Will the Leader confirm that the Council continues to support the Nourishing Norfolk Network?</p> <p><b>Response from the Leader and Cabinet Member for Strategy and Governance</b></p> <p>Thank you for your question</p> <p>Norfolk County Council will continue to support the Community Foundation to deliver the Nourishing Norfolk Initiative across the County, having invested £500k last year to support the creation of 15 food hubs across the County. NCC’s arms reach company, Norse, will continue to provide warehousing and logistics for a centralised deliver hub.</p> <p>Over the next 12 months the county council has committed £800k of funding, through the governments Household Support Fund, to provide emergency food support to households, via the community food hubs across the County.</p> <p>So as you can see from all I have outlined NCC is and will continue to support this initiative.</p>





# Cabinet

Item No: 8

**Report Title: Corporate Delivery Plan 2023 – 2024**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Kay Mason Billig** (Leader and Cabinet Member for Strategy & Governance)

**Responsible Director: Paul Cracknell, Executive Director of Strategy and Transformation**

**Is this a Key Decision? Yes**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: 21 February 2023**

## **Executive Summary / Introduction from Cabinet Member**

Following the adoption of Norfolk County Council's Corporate Strategy, [Better Together, For Norfolk](#) in 2021, the organisation committed to develop a delivery plan, highlighting the key activities which deliver on the key five themes of the strategy.

Corporate Delivery Plan 2023-2024 marks the second Corporate Delivery Plan produced under the new strategy. The format has been adjusted to make the plan more visually appealing while reducing the document length, which will aid with reporting on the plan in future years.

The purpose of this report is to seek Cabinet's approval of the Corporate Delivery Plan 2023-2024 and agree that the plan will be reported on at the start of the next business planning cycle, which is aligned to the financial year.

Key activities listed in the Corporate Delivery Plan for 2023-2024 include:

- Continuing to advance progress towards our County Deal, working with partners to develop strong models of delivery and collaboration.
- Continue to deliver the 5-year Norfolk Investment Framework, delivering £1.5m of pilot projects starting in April 2023.
- Work to sustain the improvements of "Good" in all areas following our recent Inspection of Local Authority Children's Services (ILACS) and work towards "Outstanding".

- Continue to deliver our Independent and Supported Living Capital Programmes, which will include 12 new units of bespoke accommodation for people with complex needs.
- Work with VCSE and local council partners in continuing delivery of the Hardship Support Programme.
- Implement our climate strategy, which sets out a comprehensive approach to reducing our carbon emissions, protecting nature, and adapting to change.

## **Recommendations:**

- 1. Approve the Corporate Delivery Plan for 2023-2024**
- 2. Agree that the plan will form the basis of the next annual report at the start of the business planning cycle**

## **1. Background and Purpose**

- 1.1 The Council's Strategy and the Corporate Delivery Plans (the latter produced annually) form the highest-level strategic products within the County Council's strategic framework, to help ensure there is a clear line of sight from the organisation's priorities and ambitions through to delivery. The documents work alongside a Performance Management Framework, which provides oversight on the organisation's corporately significant vital signs.
- 1.2 The Corporate Delivery Plan acts as a compendium for the key activities occurring over the next business planning cycle, while the annual report seeks to present the progress against the key activities over the past cycle.
- 1.3 The Corporate Delivery Plan is not expected to cover each and every piece of work taking place across Norfolk County Council, but instead looks to set out the organisation's key activities alongside their relevant strategic priority, which are outlined below.
  - 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

## **2. Norfolk County Council's Strategic Framework**

- 2.1 Work has taken place to overhaul and simplify the council's strategic framework and its constituent documents. Briefly, these comprise of:

- The Council's Corporate Strategy, *Better Together, For Norfolk*. This is our high-level strategy which runs from 2021 – 2025.
- Corporate Delivery Plan – this is refreshed and reported on annually to provide a progress update on the key priorities of our strategy.
- Department Plans – these sit within each department and should be aligned to our Corporate Strategy and Delivery Plan.
- Plans on a Page – These are developed annually and sit within whatever level is deemed appropriate within a department. They are delivery focussed and will tend to summarise the key priorities and work which takes place across a team.
- Personal Development Plans – these are set by each individual in discussion with their line manager. The plans should link back to delivery of the Corporate Strategy and include personal objectives.

### **3. Corporate Delivery Plan 2023-2024**

- 3.1 The attached Corporate Delivery Plan 2023-2024 sets out the council's key activities over the coming business planning cycle.
- 3.2 A key activity has been agreed as activities which:
- Support the delivery of the strategic outcomes, and objectives in our strategy
  - Help deliver our Medium-Term Financial Strategy
  - Are business critical
- 3.3 In addition to the activities being categorised to each strategic priority, the section on Operational Effectiveness covers the activities which cut across many areas of the council's work which seek to improve efficiency within the organisation.
- 3.4 Departments remain responsible for the implementation or adaption (subject to direction from cabinet lead) of key activities in the Corporate Delivery Plan. The Corporate Delivery Plan brings these activities into one place, to aid with reporting while ensuring the council is focussed on the delivery of its strategic priorities.
- 3.5 The Corporate Delivery Plan is owned by the Leader, Cabinet, and Executive Directors. It has been developed in collaboration with Departmental teams and business planning leads.

- 3.6 As mentioned above, the Corporate Delivery Plan forms part of the business planning cycle and will be reported on at the start of the next business planning cycle in April 2024.

## **4. Financial Implications**

- 4.1 The work undertaken to compile the Corporate Delivery Plan has taken place within existing agreed budgets, and the activities outlined within the plan are aligned to the Medium-Term Financial Strategy.

## **5. Resource Implications**

**5.1 Staff: N/A**

**5.2 Property: N/A**

**5.3 IT:** The document will need to be uploaded, in its accessible format, to the council's website under the strategy and policies section.

## **6. Other Implications**

**6.1 Legal Implications: N/A**

**6.2 Human Rights Implications: N/A**

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

The Corporate Delivery Plan seeks to consolidate key activities taking place across the council into one document, outlining how these key activities are helping to delivery on the council's strategic priorities. As the document is a compendium of key activities, EqIAs will have been conducted for each key activity rather than for the Corporate Delivery Plan itself.

All project managers and business leads have therefore been required to ensure that due regard is given to the equality duty in designing, reporting on and delivering their activities.

**6.4 Data Protection Impact Assessments (DPIA): N/A**

**6.5 Health and Safety implications: N/A**

**6.6 Sustainability implications: N/A**

**6.7 Any Other Implications: N/A**

## **7. Risk Implications / Assessment**

- 7.1 The Council maintains a Corporate Risk Register that identifies the most significant corporate and strategic risks. The register contains details of the principal risks to the achievement of the objectives of our strategy. Each of these risks is assessed for likelihood and impact and has a responsible owner and programme of mitigating actions/controls. The register is updated throughout out the year and reported quarterly to Cabinet.

## **8. Recommendations**

- 1. Approve the Corporate Delivery Plan 2023-2024**
- 2. Agree that the plan will form the basis of the next annual report at the start of the business planning cycle**

## **9. Background Papers**

- 9.1. Better Together, for Norfolk 2021-2025
- 9.2. Strategy development and business planning at NCC (page 45)

### **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 306124

**Email:** [tristan.hopper@norfolk.gov.uk](mailto:tristan.hopper@norfolk.gov.uk)



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



# ► **CORPORATE DELIVERY PLAN** **2023-2024**

A look at Norfolk County Council's key activities for the coming year.





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## ► **LEADER'S FOREWORD**

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In May 2023, we will have reached the halfway point of this administration, with two more years until the next County Council elections. This means we are also heading towards the halfway point of our current strategy Better Together, for Norfolk, launched in November 2021.

The context in which the 2023-24 planning began has moved on. From being dominated by recovery from the Covid years, the focus has shifted to a fundamental uncertainty around the ongoing war in Ukraine, global energy and food security, and significant inflationary pressures, the impact of which is substantial - on both the cost and demand for services we deliver, and also on the lives of our residents, as households and communities struggle with the cost of living.



And although we have worked hard and done much to support people and communities through this difficult period, we continue to face challenges as we move into the coming year. It is in this context that we set out our Corporate Delivery Plan for 2023/24.

We have achieved a significant amount over the past year: we have agreed an “in principle” devolution deal – a County Deal for Norfolk; we have been recognised by Ofsted as “good” for our services to children, young people and families in Norfolk; and we have sought to develop new systems and ways of working to ensure we are as efficient and fit-for-the-future as we can be.

Our Corporate Delivery Plan for the year ahead does not attempt to describe everything that we do across the Council. It sets out what we want to achieve for local residents and communities, and underpins our ‘One Council’ approach, which ensures all services are working towards shared goals and will help different areas of the council work together more effectively.

We want to be a council that continues to offer our residents the services they need and the conditions to live the life they deserve, but that also shows strong leadership and speaks up proudly for Norfolk.

Despite the ongoing challenges of inflation and the need for fairer funding for local government, I am confident that, together, Norfolk can rise to this challenge.

With best wishes,



**Kay Mason Billig, Leader**

# ► **THE COUNCIL'S WORK ON A PAGE**

Designed to show operating context and breadth of council's service delivery.

## **Norfolk population**

**914,039** – 2,079 square miles. **401** people per square mile.



Over **60%** of our 65+ population live within rural areas.

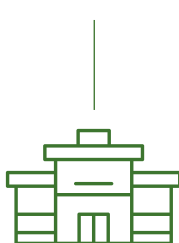
## **We deliver/support:**

**10** museums  
managed  
by council



**6,200 miles**  
of road

**47** libraries.



**13** special schools



**2,800 miles**  
of footway  
and cycleway

**42** fire stations



**20** recycling and  
waste centres  
and **15** re-use  
shops



**3,400 miles**  
of Norfolk Trails and  
public footpath

**19,000** adults in  
care – with a daily  
spend of just over

**£1.3m**

Over **900** 16-25 year olds  
are care leavers



There are around **1150** children in care,  
of which **~150** are unaccompanied  
migrant children.



**8,677** children supported with EHCP



# LOOKING TO THE YEAR AHEAD

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The outlook for 2023-2024 perhaps allows for more cautious optimism than we might have thought towards the end of 2022. We are seeing signs that inflation is beginning to slow, with lower-than-expected fuel and energy costs driving this.

Extreme weather over the past year has created new challenges for services, with storms causing disruption early in the year, followed by a hot summer which will continue to pose problems for services such as highway maintenance. Our Climate Strategy outlines our ambition to mitigate and address the impact of climate change, working across our own estate and services, as well as in partnership with public sector organisations, and local and business communities.

It will be prudent to expect this trend of extreme weather to continue, as we understand more about the effects that climate change has on our weather patterns. We have been able to build resilience in the organisation in preparing for these risks through our Business Continuity programmes which plan to minimise service disruption in the event of a power outage caused by extreme weather, or otherwise.

Now we are over halfway through this Parliamentary term with two years remaining and many challenges still to be addressed, we are expecting a busy legislative agenda; with new policy arising to address emerging pressures such as the disruption from widespread industrial action and measures to help households with the cost of living.

We remain mindful of the commitments already set out by Government in both their manifesto and Queen's Speeches to deliver significant areas of reform, such as to Adults' and Children's Care, and local government finance. While reform has not yet been forthcoming, we will continue to monitor the legislative landscape and influence policy where possible through our established engagement programme with MPs.

We cannot predict the future but we can ensure we are prepared to react at pace to new pressures and legislation, remaining agile in continuing to deliver our strategic priorities.

We are aware of longer-term trends in Norfolk which will affect delivery of our core services such as population growth, an ageing population, and a high percentage of people living within rural areas which increases the cost of service delivery.

We know that the world of work will continue to change, with decreasing jobs in invoicing, clerical, and administrative work as these are replaced by technology. Instead, new opportunities will arise within the technology, energy, and green sectors and we will be working to equip our residents with the skills they need to thrive in these roles.

Addressing this skills gap will be central to delivering economic improvements to our county.

Local Government finances remain stretched, so working out efficient ways to deliver improvements to our county at reduced cost will remain vital. We have set out our key financial information on the next page, including where our money comes from and how it is spent.



# OUR FINANCIAL POSITION

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Norfolk County Council has a gross revenue budget for 2023-24 of £1,803m. Just over a fifth of the budget is immediately passed to schools, which have discretion over their own spending.

Between 2011 and 2020, Norfolk County Council's settlement funding assessment from the Government was cut by £220m. Over the period 2011-12 to 2023-24 the Council has budgeted for savings of £565m. During the same period, we have had to fund additional costs of £816m.

For 2023-24, the Council approved an increase in council tax of 4.99%. This includes an increase of 3% for general council tax, and 2% for the Adult Social Care (ASC) precept. Norfolk County Council previously froze council tax for five years between 2010-11 and 2015-16. Council tax accounts for just over a quarter of our funding and will raise £494m for financial year 2023-24.

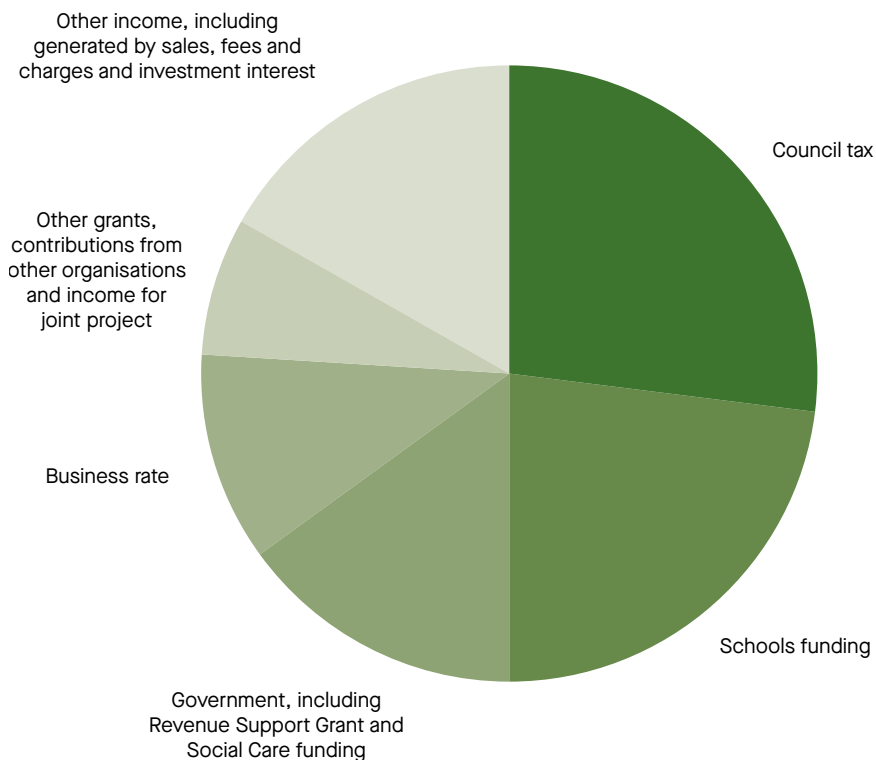
The Council continues to face higher costs, increasing levels of demand for services, and restricted Government funding. When making local authority funding decisions, Government also assumes that councils will raise the maximum council tax available to them. In this environment, the Council is working to ensure that it operates as efficiently as possible, and only raises council tax where absolutely necessary to fund vital local services.

### Where the money comes from:

Our total income for 2023-24 is £1.803 billion.

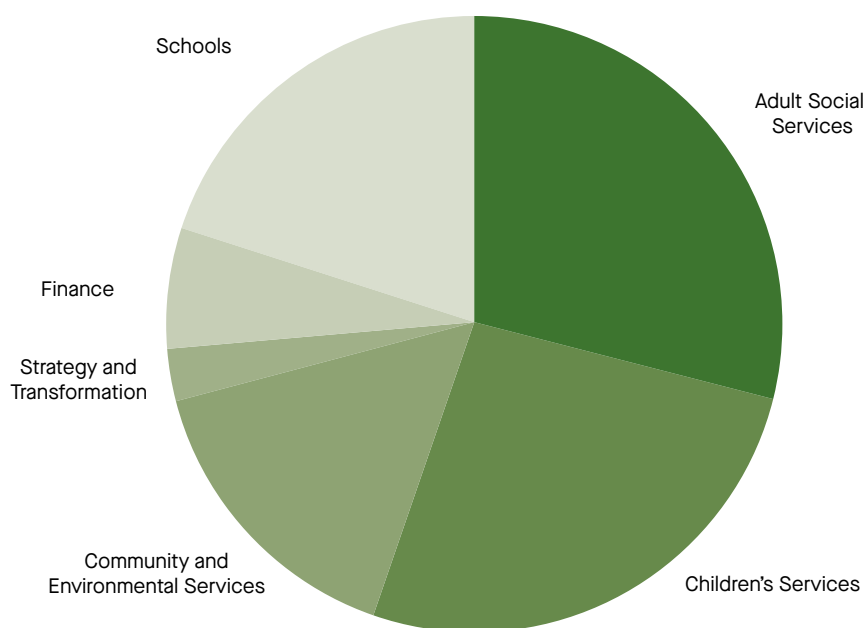
### This comes from:

- 27% Council tax (£494m)
- 23% Schools funding (£407m)
- 15% Government, including Revenue Support Grant and Social Care funding (£268m)
- 11% Business rates (£194m)
- 7% Other grants, contributions from other organisations and income for joint projects (£133m)
- 17% Other income, including generated by sales, fees and charges and investment interest (£131m)



### Where the money is spent:

- 33% Adult Social Services (£595m)
- 30% Children's Services (£300m)
- 18% Community and Environmental Services (£331)
- 3% Strategy and Transformation (£46m)
- 7% Finance (£122m)
- 23% Schools (£410m)



# ▶ DELIVERING OUR PRIORITIES OVER 2023-2024

Our Corporate Delivery Plan flows directly from our Corporate Strategy, Better Together, For Norfolk 2021 – 2025. It offers a high-level look at the council's strategic priorities, and the key activities which the council is working on to deliver those priorities.

Our strategic priorities are set out below:



## **A VIBRANT AND SUSTAINABLE ECONOMY**

– supporting skills, high value jobs, growth, investment and infrastructure



## **BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE**

– improved outcomes for families, better educational attainment and more employment opportunities for young people



## **HEALTHY, FULFILLING AND INDEPENDENT LIVES**

– levelling up health outcomes, living well and better local services



## **STRONG, ENGAGED AND INCLUSIVE COMMUNITIES**

– more participation, capacity building and empowerment of communities



## **A GREENER, MORE RESILIENT FUTURE**

– protecting and enhancing the environment, access to quality spaces and community resilience



# ► A VIBRANT AND SUSTAINABLE ECONOMY

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## **We will:**

1. Continue to deliver the 5-year Norfolk Investment Framework, with development of longer-term strategic projects underway. The Framework will deliver £1.5m worth of pilot projects due to start in April 2023. Where appropriate, we will also seek to align work with opportunities presented through Norfolk's in-principle devolution deal, and in particular the Investment Fund
2. Work with local partners to continue to deliver the 2021-4 Rural Economic Strategy for Norfolk, tackling issues that affect the rural community, such as skills, connectivity, access to services and infrastructure. This year, pilot projects will focus on addressing skills gaps and facilitating carbon reduction.



3. Continue to deliver our economic plan for recovery and growth, including the delivery of the Go Digital project and Innovation Grant Mentoring Programme to help create a strong, diverse and thriving economy. Key programmes will include the business start-up day and working closely with the refugee support programme.
4. Oversee the completion of construction for the Operations and Maintenance campus for Great Yarmouth which will provide a major boost to the region's offshore energy sector and local economy.
5. Work with our delivery partners to continue to run the CHANCES programme and support over 2000 longer term unemployed residents into work by September 2023.
6. Explore opportunities to build on the success of the County Council's Employer Training Incentive Project which supported 344 Norfolk businesses in 6 months.
7. Continue to deliver the Skills, Progression, Adaptability and Resilience (SPAR) programme which incentivises local businesses to access training in key skills including digital, leadership, customer services, and relationship management.
8. Work in partnership with Great Yarmouth and King's Lynn and West Norfolk Borough Councils to deliver the new Library and Learning Hubs in Great Yarmouth and King's Lynn in Spring 2024, which will support the development of vital skills and services in the heart of the town. We will develop plans with partners to ensure the building has maximum participation following its opening.



9. Continue to implement the priorities in the annual Strategic Infrastructure Delivery Plan, including the Transforming Cities programme, and deliver on key schemes such as the West Winch Housing Access Road, the Long Stratton Bypass, and the Norwich Western Link.
10. Continue to deliver a comprehensive capital programme to maintain and improve our 6,200 miles of road, 2,800 miles of footway and cycleway, and 3,400 miles of Norfolk Trails and public footpaths.
11. We will continue to advance opportunities to deliver and promote the economic growth potential of the A11 corridor, with a focus on advanced manufacturing, engineering agri-tech and other key sectors, and make the corridor a recognised location for investment activity
12. Complete delivery of Better Broadband for Norfolk, which aims to deliver Fibre To The Premises (FTTP) to 8821 locations by 2024.
13. Help roll out Project Gigabit, delivering gigabit-capable infrastructure to up 86,000 of the most hard-to-reach rural premises by 2025/6.
14. Continue to deliver the Norfolk and Suffolk Innovation Network, focussing on increasing the use of sensor technology across the region to help our places run as efficiently as possible.





# ► **BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE**

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## **We will:**

1. Continue to deliver the Healthy Child Programme, including statutory checks for pregnant women and young children, additional support for key groups, and health and wellbeing pathways for 5-19 year olds.
2. Work with the Department for Education to maximise the impact of our status as an Education Investment Area, targeting investment, support and action to help children from all backgrounds to succeed at the highest levels.



3. Take a system-wide local first inclusion approach to help intervene early and more holistically to prevent escalation of need, focusing on how we incentivise and increase mainstream inclusion practice.
4. Progress our ambitious goal of enabling more local children to have their special educational needs met in Norfolk by establishing plans for the two further new special schools identified in the SEND Sufficiency Strategy.
5. Work to sustain the improvements of “Good” in all areas following our recent Inspection of Local Authority Children’s Services (ILACS) and work towards “Outstanding”.
6. Continue to adopt a proactive approach in planning for areas with demographic change, to ensure sufficient school places for children in Norfolk as well as efficient use of resources and value for money.
7. In light of the Independent Review of Children’s Social Care, improve the experience of families seeking help, including exploring the ‘Family Help’ model that will allow professionals, including social workers, to operate more flexibly to meet the needs of children and families, and Joint Agency Group Supervision to share information to promote wellbeing and protect children.
8. Establish a children and young people’s health system collaborative with an initial focus on multi-disciplinary community-based delivery models for children and young people with mental health needs.



9. Build on the Children and Young People Strategic Alliance and establish a new Children's Collaborative with health partners, moving towards a multi-agency and community-based model for supporting children, young people and families.
10. Prepare for the new SEND Inspection Framework by undertaking a self-inspection and developing a comprehensive improvement plan, working in partnership to collectively drive better outcomes for children with SEND, and improving communications so that families better understand where to find support.
11. Work with partners in the education system to create a new Learning Strategy for Norfolk which will form the basis of a sustained programme of work over the coming 3-5 years to support significant improvement in learning outcomes for children and young people.
12. Improve the sufficiency of placements for children in care by increasing recruitment and retention of foster carers and specialist children's residential practitioners and developing better quality, local and more affordable provision.
13. Deliver our revised Apprenticeship Strategy over 2023/2024, which will set out an updated action plan for apprenticeships in Norfolk across all areas of the council, reducing siloed working and ensuring better collaboration between departments. Particular focus will be placed on apprenticeships which help deliver on Net-Zero priorities.





# ► **HEALTHY, FULFILLING, AND INDEPENDENT LIVES**

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## **We will:**

1. Build on work already completed in 2022 to offer preventative support to help people live independently for as long as possible, using digital technology to identify people who might benefit from earlier help.
2. Continue to engage and work with the Norfolk Strategic Housing Partnership to achieve our goal of No Homelessness in Norfolk and continue to deliver the Norfolk Homelessness Prevention Strategy.



3. Continue to fulfil our duties under the Domestic Abuse Act 2021 to meet the needs of victim-survivors living in safe accommodation. Work is ongoing to deliver the Support in Safe Accommodation Strategy, a key aim of which is to increase the amount of flexible accommodation and quality of support for victim-survivors fleeing domestic abuse in Norfolk.
4. Continue to deliver the Public Health Wellbeing Programme, including rolling out a new provider framework for weight management interventions from April 2023, as well as continuing to support people needing Drug & Alcohol treatment services and support to quit smoking.
5. Continue to deliver Project ADDER in association with partners, which has been extended until 2025 due to its success. The project is a key feature of the Government's 10 Year Drugs Strategy, From Harm to Hope.
6. Work with key agencies in the new Norfolk Drug and Alcohol Partnership to deliver positive outcomes locally with regards to reducing drug use, drug-related deaths, crime and harm, as well as reducing drug supply and increasing engagement with treatment and recovery. Priorities will be agreed in 2023.
7. Continue to deliver the Independent Living Capital Housing programme and the Supported Living Capital Housing programme, including 12 new units of bespoke accommodation for people with complex needs during 2023.





8. Complete the work at all existing sites agreed under the Changing Places toilets initiative, which helps increase independence and quality of life for people with complex needs and disabilities, and consider any further sites that the funding allows.
9. Build on the work completed to improve Home Care provision, including delivering our strategic plan over the next year to continue driving improvement to the market.
10. Continue to play a key leadership role in the Integrated Care System to improve population health and care, tackle unequal outcomes, enhance value for money, and support social and economic development.
11. Further develop our programme of transforming existing libraries into Multi-User Hubs with the completion of Great Yarmouth and King's Lynn and West Norfolk Hubs expected in Spring 2024.
12. Continue to prepare for expected social care reform, using the delay announced in the Government's Autumn Statement to rescope our project programme to improve our efficiency and outcomes for people.
13. Adopt the new Community Risk Management Plan (23-6) and action plan within our Fire and Rescue Service and make Norfolk safer through its prevention, protection and response activities.



# ► **STRONG, ENGAGED, AND INCLUSIVE COMMUNITIES**

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## **We will:**

1. Continue to work effectively with the VCSE sector and take a whole system approach to the way we support residents in the county. We will build on work already undertaken to agree commissioning approaches and develop an overall set of principles that look more broadly at the way the council communicates, engages and works with the sector.
2. Work with the VCSE sector to develop a volunteering strategy for Norfolk, delivering a set of properties for volunteering across the County to support communities, improved mental health and wellbeing, and develop innovative opportunities for people gaining vital work experience to support aspiration



3. Work with VCSE and local council partners to continue to deliver the Hardship Support Programme to provide financial support to Norfolk households where this is necessary, and develop sustainable long-term solutions for hardship in our communities.
4. Continue to promote Public Health campaigns through our libraries, using them as an essential part of the provision of NHS health checks for local communities, as well as offering all libraries as warm spaces throughout colder months.
5. Continue to meet the legal duties of the Armed Forces Act across council departments by implementing the duty of due regard to the principles of the Armed Forces Covenant, and promote the Covenant internally and with partners, where possible.
6. Continue to offer investment in infrastructural support to the VCSE sector, focussing on funding and finance, advice and support, volunteer recruitment and deployment, and training.
7. Continue to work with partners and stakeholders to better connect the support we commission and make it simpler for residents to access the help or services they need.
8. Continue to roll out our ambitious 3-year Digital Inclusion Strategy to ensure that Norfolk residents have access to the digital skills development and connectivity they need for their lives and work, and look at innovative ways to use technology to upskill our staff and improve the ways we work with partners and communities.
9. Deliver a fourth year of Digifest, which will aim to inspire the next generation of coders, creators and tech innovators.
10. Deliver projects to put Libraries and Learning in the heart of Great Yarmouth and King's Lynn and roll out a similar operating model across our network of Libraries. This will provide easy to access skills and training to make sure Norfolk residents can benefit from the range of economic opportunities available to them, and increase the average wage across the county.

# ► A GREENER, MORE RESILIENT FUTURE

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## We will:

1. Continue to build on the progress made to reduce carbon emissions from our own services and operations, and through significant changes to our transport infrastructure, enable a reduction in emissions across the county. Launched in May 2023, the seven areas of our climate strategy bring together the work to address emissions, take advantage of the opportunity to build a greener economy within Norfolk, support nature recovery and work closely with our partners to adapt and evolve our services to collectively face into the challenges that climate change presents.
2. Continue to implement projects from our Local Transport Plan, and ensure it is aligned with carbon reduction targets expected from the Department for Transport in summer 2023.
3. Aim to further reduce our own emissions, including through further rollout of LED streetlighting and the commencement of a multi-year building retrofit programme.
4. Continue to support our residents in reducing their own emissions, including through the rollout of electric buses in the Norwich area and a programme of installing EV charging points.





5. Work with our partners in the Norfolk Climate Change Partnership and the Integrated Care System to take forward actions where a collaborative approach is the best way forward.
6. Continue to work towards our commitment to making our estates net-zero for carbon emissions by 2030, a climate strategy and associated action plan is planned for launch in Spring 2023.
7. Build on progress towards nature recovery by continuing to deliver the 1 Million Trees for Norfolk Programme. We will public engage on our new Green Infrastructure Strategy in February 2023.
8. Continue to deliver waste reduction initiatives and deliver improvements to the recycling centre network, with new sites being considered in the Sheringham, Wymondham, Long Stratton and North Walsham areas.
9. Continue our work to deliver 'Norwich Castle: Royal Palace Reborn', our £13.5m project to transform Norwich Castle's iconic Norman Keep.
10. Continue to work to improve Norfolk's green travel networks for the benefit of both people and the environment, through Greenways to Greenspaces, which this coming year will include identifying new sites for roadside nature reserves and the opening of five new walking routes in partnership with the Norfolk Platinum Jubilee Committee.
11. Continue to deliver the Dark Skies programme to help protect the remaining dark landscapes in the UK. Working with partners, we will continue to deliver events to promote the programme and help reduce light pollution across the county.
12. Continue, as Lead Local Flood Authority, to play a key role in protecting our communities from the impact of coastal and inland flooding, making additional funding of £1.5m available in each of the next two years and working with partners in the Norfolk Strategic Flooding Alliance to help address agreed priorities.
13. Invest, subject to the confirmation of Active Travel England, the award of Active Travel Phase 3 funding of almost £1m to deliver 3 further Active Travel schemes over 2023/2024, namely Jellicoe Road in Great Yarmouth, Middleton Road in Gorleston, and Mile Cross Road in Norwich.

# ► OPERATIONAL EFFECTIVENESS

While striving to meet the ambitious strategic priorities and activities set out in our plan and to continue to provide the best outcomes for Norfolk's residents, businesses and communities, we must ensure we offer the best possible value for money.

This means being careful with our budgets, our assets, and also our staff, ensuring they are engaged, skilled, and feel valued. This section represents activities focussed on improving our efficiency and the way we work as we strive to deliver value against a tightening financial backdrop.



## **We will:**

- 1.** We will continue to advance progress towards our County Deal, working with our partners to develop strong models of delivery and collaboration. It is expected that County Councillors will have the opportunity to vote to endorse the leader and change the Council's model of governance, to have a leader directly elected by the public, later in 2023.
- 2.** Phase two of the Strategic Review will be developed in 2023, with implementation expected in 2024/25.
- 3.** Design principles for a Portfolio Governance transformation model to reduce duplication and improve efficiency have been agreed as part of the Strategic Review and the detailed design and implementation stages are being planned for delivery in 2023-2024.
- 4.** We shall continue to develop and learn from our Smarter Working Programme so hybrid-working facilities are meeting needs across the organisation.
- 5.** We will regularly monitor and review the implementation of our Workforce Strategy, which runs to 2025, to ensure it is on-track and fit for purpose. This will include conducting surveys with employees amongst other metrics.
- 6.** We will continue to review deliver our Digital Strategy, which focusses on key improvements such as public access to WiFi, automation of some council processes, and bolstering cyber-security.
- 7.** There will continue to be ongoing reviews our property, determining where further consolidation and exploitation of assets can be achieved. Where possible, we will continue to release surplus property.
- 8.** We will continue to deliver Net-Zero improvements through better cross-departmental working, including our climate change strategy which brings together various teams to deliver our key objectives.



# ► MEASURING OUR PERFORMANCE

The following performance measures tell us how successful we are in delivering our strategic priorities.

The measures below are not the full list of everything in our sight, instead they are some of the key indicators that underpin activities listed in our Corporate Delivery Plan and, ultimately our Corporate Strategy.

As part of our strategic review, we have agreed the overhaul of the whole performance management framework. Therefore, our vital signs are subject to change following the implementation of our strategic review and ongoing work to ensure the metrics we use to judge performance are fit for purpose.





The metrics and their progress against our targets will be reported on in our annual report for the following year.

### **A Vibrant And Sustainable Economy**

- % Superfast broadband coverage
- % Gigabit fibre coverage (Fibre to the Premises)
- % 4G Mobile coverage
- % LoRaWAN sensor network coverage
- Help provide stability in apprenticeship starts throughout Norfolk
- Developer contributions (S106 agreements) secured per year
- % of businesses brought to compliance
- % of planning applications determined within statutory or agreed timescales
- % of road defects dealt with within timescales

### **Better Opportunities For Children And Young People**

- Healthy Life Expectancy at birth for male and female (Annual)
- % of schools judged good or outstanding by OFSTED
- % of children and young people subject to a permanent exclusion
- % of care leavers who are in education, employment, or training (19 - 21)
- Decreasing the rate of children looked after per 10,000 of the overall 0-17 population
- % of children achieving a good level of development in the Early Years at age 5
- % attendance of looked after children
- % of Education, Health and Care Plans completed within timescale

### **Healthy, Fulfilling & Independent Lives**

- Proportion of people in long term support whose needs have been reviewed within the last 12 months and/or in a planned way
- Proportion of contacts where need for social care is reduced or delayed
- Proportion of service users who have some control over how their care and support needs are met
- Proportion of carers who have some control over how their support needs are met
- Maximised independence for people who draw on our services
- Increased levels of active travel
- % of emergency response within 10 minutes to fire incidents where life may be at risk (and 13 minutes to other incidents where life may be at risk)

### **Strong, Engaged and Inclusive Communities**

- Adult Learning - Increased participation in basic skills development - (digital, English, maths)
- Number of museum visits
- % of learning delivered to the most deprived wards in Norfolk
- Participation of Early Years Foundation Stage activity in libraries
- % of learning delivered to the most deprived wards in Norfolk

### **A Greener, More Resilient Future**

- Increased use of public transport
- Increased levels of active travel
- EV charging infrastructure increased for public use
- % waste recycled at Recycling Centres
- Kilograms of residual household waste per person per year

### **Operational Effectiveness**

- Customer satisfaction with council services
- New employee retention for 24+ months
- Sickness absences as a percentage of lost time
- Absence due to mental health as a percentage of lost time due to sickness absence

# **Cabinet**

**Item No: 9**

**Report Title: A County Deal for Norfolk: Consultation and findings**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Kay Mason Billig, Leader and Cabinet Member for Strategy & Governance**

**Responsible Director: Paul Cracknell, Executive Director of Strategy and Transformation**

**Is this a Key Decision? Yes**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: 4 May 2023**

## **Executive Summary**

On 8 December 2022 Norfolk County Council (NCC) and the Government agreed, in principle, a new [County Deal for Norfolk](#) designed to transfer significant funding and powers to Norfolk.

On 17 January 2023 Full Council and Cabinet agreed to progress the County Deal and following their decision a six-week public consultation was launched on 6 February 2023 and closed on 23 March 2023.

The consultation was publicised to residents and stakeholders through a variety of channels, including social media. All key consultation information, including the consultation questionnaire and information about consultation information events was available via a dedicated webpage on the Citizen Space website and a devolution webpage on the Council's website.

If Cabinet agrees to share the consultation results with government, government will use them to inform their decision to proceed to the next stage of Norfolk's in principle deal agreement. Full Council will then be asked in December 2023 whether they endorse the deal and support the move to an elected leader and

cabinet system of governance. If this doesn't happen, a Level 3 deal will not be possible.

Cabinet is invited to consider the County Deal consultation outcomes and make a decision on sending the responses on to central government. In agreeing to submit the consultation report, Cabinet confirm that they are satisfied the Deal has been appropriately consulted on and that the process undertaken has been in line with published guidelines and requirements,

## **Recommendations**

1. That Cabinet considers the contents of the report, including the responses from the public consultation and engagement exercises and decides whether to submit the findings to the Secretary of State for Levelling Up, Housing and Communities.

## **1. Background and Purpose**

- 1.1. 'County Deals' are part of the Government's levelling up agenda (as set out in the 2022 Levelling Up White Paper) "to spread opportunity equally across the UK" through greater devolution of powers and funding.
- 1.2. The Government set a mission that, by 2030, every part of England, that wants a devolution deal, will have a devolution deal offering powers and funding over issues like transport, skills and economic support and with a strong emphasis on the importance of high profile, directly elected local leadership.
- 1.3. On 8 December 2022, the Secretary of State for Levelling Up, Housing and Communities announced that the Government was "minded to" enter into a [County Deal for Norfolk](#), to transfer more funding and powers to the county. As the deal is "in-principle" further steps will be taken before a final decision is made by Norfolk County Council.
- 1.4. Devolution offers a generational opportunity to unlock significant long-term funding and gain greater freedom to decide how best to meet local needs and create new opportunities for the people who live and work in Norfolk, including improving the economy, supporting the delivery of more affordable houses, and enhancing public transport. The Deal also means that some decisions and funding previously controlled in Westminster will now be decided by Norfolk, for Norfolk.
- 1.5. On 17 January 2023, Full Council discussed the proposed County Deal for Norfolk and Cabinet decided to progress it to the next stage, a public consultation.
- 1.6. The Deal states;  
*The proposals in this devolution deal are subject to ratification by Norfolk County Council through their normal executive decision-making processes. The implementation of the deal will require consultation with other public sector partners including city, district and borough councils as well as local communities and business on the proposals. Implementation is also subject*

*to the Secretary of State for the Department for Levelling Up, Housing and Communities being satisfied that the required statutory requirements have been met.*

- 1.7. Therefore in order to satisfy this part of the Deal, the Cabinet must have had an opportunity to consider the results of the consultation and should, if satisfied, return them to the Secretary of State for the Department for Levelling Up, Housing and Communities.
- 1.8. The public consultation process itself has not been a statutory requirement of the County Deal. The aim of the consultation has been to share the County Deal proposals with residents, businesses, networks and other key stakeholders, and to gauge opinion on whether the Deal is likely to improve both the exercise of statutory functions, and the economic, social and environmental well-being of some or all of the people who live or work, in Norfolk. It has also sought to provide a richer understanding of both the concerns and the opportunities resulting from the Deal to inform implementation.
- 1.9. The purpose of this report is to provide an update related specifically to the consultation process, results and findings for members to discuss ahead of the June Cabinet meeting.

## **2. Key elements of Norfolk's County Deal**

- 2.1 Norfolk has an ambitious vision for enhancing social and economic prosperity and increasing the wellbeing of our communities, as set out in [Better Together, For Norfolk 2021-2025](#).
- 2.2 The Deal for Norfolk contains significant new and devolved powers and funding for Norfolk and represents an opportunity to gain greater local control and influence across a range of issues that directly affect our residents that are currently decided in Whitehall.
- 2.3 It will enable us to invest in areas such as better transport, skills, job opportunities, housing and regeneration, tailored to the specific needs of local people, and will ensure that the County is not disadvantaged as other areas acquire their own devolution deals. The Deal for Norfolk will include:
  - Control of a **new investment fund of £20m per year for 30 years** (40% capital and 60% revenue), to drive growth and take forward priorities over the long term. The high proportion of revenue secured gives the investment fund a strong multiplier effect.
  - Almost **£7m capital funding for the building of new homes on brownfield land** in 2024/25.
  - New powers to drive the regeneration of the area and to build more affordable homes, including Homes England compulsory purchase powers and the ability to establish Mayoral Development Corporations (with the consent of the relevant planning authority/ies).

- **£5.9m of capital funding**, in this Spending Review period, to support the delivery of housing, regeneration and development priorities.
- New powers to shape local skills provision to better meet the needs of the local economy and local people, including the **devolution of the core Adult Education Budget** from the 2025/26 academic year, as well as input into the new Local Skills Improvement Plans.
- **An integrated transport settlement** starting in 2024/25, which will provide greater control in how these budgets are directed locally to better meet our needs and priorities, and **£250,000 in revenue funding** to accelerate the review of Transport plans and implement quantifiable carbon reductions. Government will work with Norfolk to agree an integrated multi-year transport settlement at the next Spending Review, at which point opportunities for expanding the integrated transport settlement offer will also be explored.
- A commitment to explore a local partnership with Great British Railways so that the Norfolk County Council directly elected leader can help to shape and improve local rail services.
- Norfolk County Council will **plan and deliver the UK Shared Prosperity Fund (UKSPF) from 2025/26**, to boost skills, pride in place and support businesses. The County **Council will continue to engage district, borough and city authorities on the delivery of the UK Shared Prosperity Fund** through the Norfolk Investment Framework Steering Group. Representatives include portfolio holders for each district, borough and city authority and Town Deal Board Chairs. This could include investing in:
  - creating further opportunities for residents and local businesses by increasing skills and labour market dynamism
  - improving the provision of efficient and effective public service delivery to a spatially diverse population,
  - strengthening and future-proofing key business sectors, and
  - protecting Norfolk's economic and cultural assets from climate change

2.4 It is worth noting that, since the Budget event on 15 March 2023, the future integration of Local Enterprise Partnerships, including the New Anglia LEP, forms part of central government policy, no longer dependent on the County Deal.

2.5 Both the Government and Norfolk County Council recognise that devolution is a journey, not a one-off event. This agreement would be the first step in a process of further devolution and will pave the way for future conversations as part of an ongoing dialogue; with the experience from other devolution areas showing that initial deals can open the door to receiving further powers, funding and influence.

2.6 The Government's 2022 Levelling Up White Paper places a strong emphasis on the importance of high profile, directly elected local leadership, strong local governance, and joint working across sensible and coherent economic geographies, which it sees as essential for delivering better local outcomes

and more joined up public services, as well as providing a focal point for innovation and local collaboration with local accountability.

- 2.7 The Deal for Norfolk is contingent upon a County Council resolution to change the current leader and cabinet executive governance model to a 'directly elected leader and cabinet' governance model in December 2023.

### **3. Consultation approach and process**

- 3.1. The Norfolk Devolution Deal agreement set out that a public consultation on the Deal proposals must be undertaken with:

- public sector partners including district and borough councils;
- local communities; and,
- other sectors such as local businesses and voluntary organisations

- 3.2. Our public consultation ran between 6th February and 23 March 2023. The County Council worked with representatives of the Department for Levelling Up to design and agree the approach, to ensure that the consultation reflects [the Government's principles for consultation](#). The decision to undertake the consultation at this point was to inform all ongoing development in respect of the approach to devolution and assess general public support in respect of devolution itself. As Norfolk moves through its devolution journey it will continue to engage the public, businesses, local authorities and the third sector.

- 3.3. The content of consultation has covered:

- Each of the functions, powers and funding to be devolved
- Why the devolution of each of the funding, powers and responsibilities to Norfolk is likely to improve their delivery and benefit Norfolk
- Proposed changes in governance arrangements required for the Deal.

- 3.4. The consultation provided information to residents to assist them to give their views in a helpful and formative way. In order to ensure that the consultation included a meaningful sample size and a good geographic distribution of respondents, as well as engage the breadth of the local business community to at least the same level as local communities, the activities as described below were wide ranging to ensure maximum engagement.

- 3.5. The main method of collecting responses was through a consultation survey hosted on Citizen Space. The questions were drafted to allow maximum engagement with a range of 'disagree to agree', and a free text box to allow any comments that members of the public wished to make. This allowed for all comments and queries to be properly captured and promoted an open and qualitative approach to answering the questions.

- 3.6. The survey was supported by significant engagement activity such as:

- Focus group discussions with members of the Norfolk Residents' Panel, a virtual group consisting of nearly two thousand participants

- 18 drop-in events at locations spread across the whole of Norfolk, to share the proposals with residents and local businesses
  - Engagement events with partner organisations and other local authorities
  - A series of business events with large employers, anchor institutions and representative organisations for small and medium sized enterprises
  - Engagement events with representative groups such as Youth Parliament
  - Elected Member briefings
  - Staff briefings
  - Information shared through media, social media, online brochures
  - Dedicated email address for any stakeholder to ask questions, request information or provide feedback
- 3.7. The Council also sought to ensure that residents and stakeholders could choose to participate via their preferred route, so additional non-digital routes such as paper copies of the survey were also publicly available via venues such as libraries and community hubs, returnable to a Freepost address. All information was made available in accessible formats and different languages on request, and written responses and letters were captured. Full details of the Deal and frequently asked questions were included on the consultation hub and every effort was made to answer queries as the consultation progressed.
- 3.8. As a member of the Consultation Institute, the Council drew on the Institute's expertise and independence, and commissioned an independent analysis of all consultation responses and feedback received via the survey, as well as written submissions in the form of letters or emails received from stakeholders and members of the public.

## **4. Headline responses to the public consultation**

- 4.1. The full report by the Consultation Institute is appended (See Appendix 1)
- 4.2. The consultation asked for views on the seven areas of our Deal, through a mix of closed and open questions. A total of 1,211 responses were received to the online survey, including hard copy input manually.
- 4.3. The questions in the survey included:
- To what extent do you agree or disagree with the proposal for Norfolk to have control of money devolved from the Government?
  - To what extent do you agree or disagree with the proposed change to create a stronger local business voice for Norfolk?
  - To what extent do you agree or disagree with the proposal to move the Adult Education Budget from Government to Norfolk County Council?
  - To what extent do you agree or disagree with plans to open-up housing and employment sites in Norfolk?
  - To what extent do you agree or disagree with proposals for an integrated transport settlement?



- To what extent do you agree or disagree with plans for an elected leader and cabinet system of governance?
  - To what extent do you agree or disagree with the principles of devolution and the benefits it brings to Norfolk?
- 4.4. All questions in the survey had a majority of “agree” (consisting of the total of “strongly agree” and “agree”) over those who “disagreed” and “strongly disagreed”, as well as over those who “didn’t know” or “neither agreed or disagreed”.
- 4.5. The question with the highest majority of “agree” was on integrated transport budgets, with 67% of respondents “agreeing”. The question with the highest majority of “disagree” (consisting of the total of “strongly disagree” and “disagree”) was on the directly elected leader with 31% of respondents “disagreeing”.
- 4.6. Overall, 57% of respondents agreed with the principles of devolution and the benefits it brings to Norfolk, while 24% disagreed and a further 17% did not know or were unsure. The remainder did not answer the question.
- 4.7. Analysis of submissions by stakeholder groups shows that:
- The business community (including large employers such as Aviva, Norwich Research Park and the University of East Anglia as well as SMEs and representative bodies such as the Chamber of Commerce) is supportive of devolution and the proposed deal, and it is noted that the approval rate for the deal was higher among those respondents who represented or named their organisation.
  - Local authorities are broadly supportive of the principles of devolution, and express concern about governance arrangements and the role of local councils in decision making.
  - Statutory partners like the Integrated Care Board, and representatives of the voluntary sector welcome devolution as containing funding which would help to address some of the wider determinants of health, such as housing, jobs, and access to more opportunities.
- 4.8. Some of the broad themes in support of the deal include:
- **The use of local intelligence leading to enhanced efficiency:** an opportunity to use intelligence rooted in an in-depth understanding of the local context to improve efficiency of local spending for the benefit of Norfolk
  - **Investing in Norfolk’s future:** the potential investment to support Norfolk’s overall sustainability providing flexibility for local leaders to make their own investment decisions rather than following Whitehall directives.
  - **The opportunity to provide voice for local Small and Medium Sized Enterprise (SME) businesses in decisions:** providing the opportunity for local SME businesses to have a direct say in those support arrangements and to have a voice in decisions.

- **An opportunity to enhance transport connectivity for all:** increase transport connectivity across the county to link key service areas such as employment and tourism with a focus on improving links to/within rural areas.
- **Ensuring development protects the Norfolk environment:** The proposal was viewed favourably due to the approach of using existing/brownfield sites in built up areas rather than open countryside; protecting agricultural land from development; and the use of suitable sites to protect the local environment.
- **Enhanced local democratic structures:** the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced accountability.
- **Pragmatic acceptance of conditions for enhance national visibility:** the terms of the Deal, while not entirely suitable/acceptable are accepted to achieve a potentially enhanced national voice for the county at Westminster.

4.9. Some of the broad themes in opposition to the deal include:

- **Norfolk County Council not best placed to deliver the Deal:** recurring reference to a perceived failings in the County Council, with many remarking on a poor track record of performance, coupled with concerns over the creation of more layers of bureaucracy.
- **Reservations concerning the overall financial settlement offered in the Deal:** the proposed finance seem large but the reality will not be enough to achieve anything significant for Norfolk nor are the futureproofed with no account made of inflation.
- **Rural transport improvements:** Reservations exist that any transport improvements in the Deal will reach beyond towns and cities into rural communities.
- **A reduction in democratic accountability:** an increasing lack of trust in **politics** in general made people less inclined to support the Deal.
- **Consultation:** reservations over agreeing with the proposals based on perceived bias in the consultation questions.

## 5. Headlines from the Scrutiny Committee

- 5.1. At the meeting held on the 18 May 2023, members of the Scrutiny Committee received the draft Cabinet report, consultation outcomes pack and an accompanying covering paper outlining next steps.
- 5.2. Members of the Scrutiny Committee provided challenge over the purpose of the consultation, and how the data gathered and views expressed by residents would be utilised moving forward to inform decision making. This was explored further when drawing out a distinction between the statutory purpose of the consultation to fulfil obligations set out by central government as part of the devolution process, and the broader duty of council decision

makers to ensure that views are brought to bear to influence how the County Deal would be taken forward. Members received assurances from the Cabinet Member and officers that views would be taken into account as the County Deal programme progressed, on top of the duty to inform central government of the outcomes.

- 5.3. Members further drew attention to the broader role of consultation, and raised concerns around the narrative included within the consultation document. The Committee were informed by Cabinet Members and officers that the consultation document was driven by the need to both inform the public around what the deal would entail and the impact on services and residents, as well as a desire to gather qualitative and quantitative feedback to inform the process moving forward. The Leader, Deputy Leader and officers present were satisfied that the document as presented fulfilled both roles, working with the 'consultation institute' as a reputed independent partner to ensure that this role was carried out with integrity.
- 5.4. Members of the Scrutiny Committee provided further challenge around the process of consultation itself, with attention drawn to the timing of the consultation, the costs associated with conducting it, and the method of distribution. Concerns were particularly raised around the number of responses, and the number of attendees at consultation events. Members further raised the issue of risk to the authority, and whether the small number of responses might impact the integrity of the deal process moving forward. Assurances were provided by officers that the consultation had followed government guidelines, with outreach events across the county, and advertising through social media. Members were signposted to data around social media engagement, and informed that work had been carried out to reach younger residents as well. Scrutiny Committee has added the NCC consultation process to its work plan for further exploration.
- 5.5. Members discussed next steps, and were assured by the Leader of the Council that further engagement would take place with members around the consultation outcomes and the route to adopting governance changes in December 2023. The deal was unique, and entirely distinct from devolution arrangements in areas of the country such as Greater Manchester or the West Midlands. It therefore needed to be properly considered by NCC members.
- 5.6. It was also noted that negotiations had begun with central government around enhancements to the current proposed deal. In response to questions around whether a further item at Full Council would be scheduled to consider the deal before December, the Leader reiterated assurances that this process would be collaborative to include members of all groups where possible who would be able to provide feedback and recommendations, and undertook to ensure that members were kept informed moving forward through both the internal Member Engagement Working Group, and at future planned Scrutiny sessions throughout.

## 6. Next steps

- 6.1. If Cabinet agrees today to submit the report to Government, the Secretary of State for the Department for Levelling Up, Housing and Communities consider whether the required statutory requirements have been met.
- 6.2. If all these requirements are met, Full Council will be asked in December 2023 whether they endorse the deal and support the move to an elected leader and cabinet system of governance.
- 6.3. If the County Council agrees to proceed, Parliament will decide, in spring 2024, whether to approve the 'statutory instrument' required to let the County Deal for Norfolk proceed.

## 7. Impact of the Proposal

- 7.1. If Cabinet agree to process, the consultation results will be submitted to government as the next step of their county deal decision making process.

## 8. Financial Implications

- 8.1. Funding to Norfolk County Council as part of an agreed Deal includes capacity funding available to fund the set-up costs, governance costs and costs associated with delivering the commitments within the deal.
- 8.2. On 22 February 2023, Council agreed to allocated £250,000 to support the mobilisation of the County Deal, including the costs of the public consultation and any additional resources required, prior to capacity funding becoming available in December 2023, if the County Deal is approved.

## 9. Resource Implications

- 9.1. **Staff:** There is currently a small project team, within existing staff resources, that have worked on the consultation and are continuing to work on the development of the County Deal.
- 9.2. **Property:** None at present
- 9.3. **IT:** None at present

## 10. Other Implications

- 10.1. **Legal Implications:** The consultation responses will form part of the consideration for the secretary of State on whether the statutory tests, as outlined in paragraph 1.8 are met for the granting of additional powers
- 10.2. **Human Rights Implications:** None

## 11. Equality Impact Assessment (EqIA)

- 11.1. A comprehensive range of evidence has been gathered and analysed, to enable the Council to develop a sound equality impact assessment about the likely impacts of the Deal on people with protected characteristics.

- 11.2. This has involved reviewing data about people and services that might be affected, contextual information and commissioned research about local areas and populations, and crucially, the findings of public consultation.
- 11.3. The public consultation was led by the Consultation Institute (tCI) to ensure impartiality.
- 11.4. The appended equality impact assessment identified that the Deal has the potential to significantly enhance access for disabled and older people in Norfolk - and equality of opportunity for people with other protected characteristics. (See Appendix 2).

## **12. Data Protection Impact Assessments (DPIA):**

- 12.1. No direct DPIA implications arising from this report

## **13. Health and Safety implications (where appropriate):**

- 13.1. None

## **14. Sustainability implications (where appropriate):**

- 14.1. There are no direct sustainability implications arising from this report. The investment and powers within the proposed deal have the potential to drive significant environmental benefits.

## **15. Any Other Implications:**

- 15.1. None

## **16. Risk Implications / Assessment**

- 16.1. The primary risk is related to set up and implementation costs expended should the Deal not receive formal approval. If agreed, the Deal provides capacity funding to cover these costs. The risk is expected to diminish as council progresses through the Deal agreement process, but the risk is only eliminated upon the legislation being made and the Deal being agreed.

## **17. Select Committee Comments**

- 17.1. N/A

## **18. Recommendations**

- 18.1. Cabinet is asked to:
- consider the contents of the report, including the responses from the public consultation and engagement exercises and decides whether to submit the findings to the Secretary of State for Levelling Up, Housing and Communities.

## 19. Background Papers

- 19.1. [Norfolk Devolution Deal text](#)
- 19.2. [A Deal for Norfolk - report to Council Extraordinary Meeting 17 January 2023](#)
- 19.3. [A Devolution Deal for Norfolk - report to Cabinet Extraordinary Meeting 17 January 2023](#)

### Officer Contact

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If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



## County Deals Consultation Findings Report, 27 April 2023

### 1. BACKGROUND

On 8 December 2022 Norfolk County Council (NCC) and the Government agreed, in principle, a new County Deal for Norfolk designed to transfer funding and powers to Norfolk - a process known as devolution. Under a Deal, Norfolk would receive a £20 million investment fund, every year for 30 years.

On 17 January 2023 our Councillors agreed to progress the County Deal and a six-week public consultation was launched on 6 February, closing on 20 March 2023 and sought views from residents and key stakeholders across Norfolk. We invited their comments about the Deal which provides opportunity to unlock significant funding and for decisions currently made in Whitehall to be made in Norfolk, by Norfolk.

In particular, the consultation asked for views on the seven areas of our Deal, namely:

- Target funding and resources to Norfolk's own priorities
- Give Norfolk a stronger business voice
- Invest in the skills we know we need
- Open-up housing and employment sites
- Invest in local transport planning and consolidate transport budgets
- Have a Council Leader who is directly elected by the public, with the first election in May 2024
- Raise our profile nationally, enabling our voice to be heard by Government and help shape future policies

### 2. METHODOLOGY

Our consultation was developed and supported by a range of marketing materials designed to explain the key elements of our Deal. The consultation was made available for six weeks via the County Council's Citizen Space consultation hub. Paper copies, large print copies and Easy Read copies were available to download from the online portal, and available on request by email and phone (with a Freepost returns process in place). We also created videos including one in British Sign Language outlining the Deal and how residents were able to feedback to us. These videos were posted on our consultation hub and our website.

### **3. PROMOTION**

To ensure we reached out to as many residents and stakeholders as possible the County Deal consultation was promoted through the following written, digital and face to face channels:

- Press releases to all media partners/channels across Norfolk
- Social media promotion on Twitter, Facebook, LinkedIn, NextDoor, Instagram
- Drop-in events throughout Norfolk
- Members briefing to all NCC councillors
- NCC Managers Briefing and Information on the staff intranet and staff newsletters and the Leaders blog, plus staff lock screen and myNet banner
- Information on the Council's website [www.norfolk.gov.uk](http://www.norfolk.gov.uk)
- Email briefing to stakeholders including Hard to Reach groups via our Equalities team and 520 parish councils
- Parish Council Webinars
- Voluntary Sector Briefing
- Business Events
- Norfolk Residents' Panel feedback session
- Norfolk Youth Parliament Briefings

The key areas of promotion are described in detail below:

#### **3.1 Press releases**

Media releases were issued to announce the start of consultation, the staging of drop-in events and a reminder to take part before consultation closed.

Media coverage was obtained on key media channels and their associated websites, including the EDP, Lynn News, BBC Online, BBC Radio Norfolk and Greatest Hits Radio, throughout the consultation period.

Council leader Councillor Andrew Proctor was interviewed by BBC Radio Norfolk, publicising the consultation, explaining the potential benefits of the Deal and addressing the main criticisms received so far.

The media also reported on views of district councils and county council opposition groups and included a reference that the consultation was taking place.



### 3.2 Social Media

There were regular social media posts on Twitter, Facebook and LinkedIn some of which linked to short videos from the council leader, head of paid service and executive director of strategy and transformation. The number of organic posts, reach and online interactions are tabled below:

Platform	Posts	Reach	Engagement (link clicks)
Facebook	18	77,215	13,299
Twitter	17	25,020	371
Nextdoor	17	83,551	N/A

We also placed 15 Facebook and Instagram advertisements throughout the consultation period sign posting people to our drop-in events; these advertisements reached out to 188,902 readers and enabled 4,782 link clicks.

As well as digital advertising we purchased 7 print media advertisements with Archant local newspapers – all advertisements were designed to promote our consultation and encourage residents and stakeholders to attend our drop-in events and feedback to our consultation.

### 3.3 Drop-in events

We held a series of drop-in events to share the proposals relating to Norfolk's County Deal with residents and local businesses. These events were held in numerous locations across the county, to ensure they were accessible to residents, representatives from local businesses and organisations.

During these events, residents and representatives from community groups could speak to Council representatives about our County Deal to find out more, complete a paper version of the consultation or take a paper copy home with them (to be returned via our Freepost address). Our prospectus and A5 flyers were also made available – this literature included QR codes for scanning taking the reader directly to our online consultation.

### 3.4 Members and staff briefings

A written briefing about our consultation plus the prospectus titled *Unlock Norfolk's Potential* was issued to all Members. They were invited to share details of the consultation with residents and attend our drop-in events scheduled throughout Norfolk during the consultation period. We invited staff to feedback to our consultation via our Leader Blog, Manager Briefing and staff newsletter. A computer lock screen and banner on the staff intranet reminded colleagues to participate in the consultation. Prior to the consultation senior officers also delivered briefings for the Member of each District Council

### **3.5 Parish Council Webinars**

We partnered with the Norfolk Association of Local Councils to invite parish councils to two webinars on the 9<sup>th</sup> and 14<sup>th</sup> March. Our Head of Paid Services and Director of Strategy gave short presentations and answered questions about what type of person would make an elected leader for Norfolk and how decisions will be made about funding should we go ahead with the Deal. Representatives from 40 parish councils attended both events and we also wrote directly to all 520 parish councils inviting them to respond to our consultation.

### **3.6 Voluntary Norfolk Briefings**

Written and verbal briefings were shared with Voluntary Norfolk which provides support to some 3,500 charities in Norfolk. Our consultation featured in their February newsletter, was shared via their networks and social media platforms. A briefing meeting was held with their Leaders Voice Network in March and Voluntary Norfolk has requested further meetings and involvement should the Deal proceed.

### **3.7 Business Events**

Officers from our Economic Development team attended several business events to engage with local businesses, highlight the consultation and encourage feedback. The events allowed us to meet with a wide and varied range of local businesses from across Norfolk and included a mix of informal networking, more formal talks and question and answer sessions.

These events included the Big Debate hosted by the Chamber of Commerce, an investor event 'Enterprise Wednesday' at Norwich Research Park, which was well attended by several local businesses based at the Research Park; the Norfolk Developers' Conference, the eastern region's largest tech conference which hosted a variety of technical and development businesses from across the county; and the Local Enterprise Partnership (LEP) integration business meals at both City College, Norwich, and College of West Anglia, Kings Lynn.

Other events also included Great Yarmouth's Operations and Maintenance Campus launch event in partnership with the LEP, which saw attendance from several offshore and energy businesses from the local area and Norfolk Chamber of Commerce's Local Skills Improvement Plan (LSIP) roadshow. This event was well attended by local businesses from all industries who met to discuss the needs of employers and their workforces. We distributed a series of marketing collateral. This collateral included flyers, business cards and banners which all clearly outlined opportunities for businesses to take part in the County Deal consultation and encouraged feedback. All collateral included tailored business-focused key messages and links to our website.

### **3.8 Norfolk Youth Parliament Meeting**

On 22 February, officers from Children's Services met with Norfolk Youth Parliament (NYP) members to discuss our County Deal. Their members told us they supported the idea of having a directly elected lead of Norfolk County Council and they were supportive of the Deal as it could open more opportunities for Norfolk. They also told us they would like to see the money being spent on children and young people to show that the Council would invest in the future of young people. Also, NYP members wanted to see more money spent on spaces and universal services for young people including better health provision. They highlighted they would like to see better transport links in the county to help young people become more independent, especially for those in rural areas. They also wanted to see environmental policies made a priority and rejuvenation of city and town centres.

### **3.9 Norfolk Residents Panel Feedback Session**

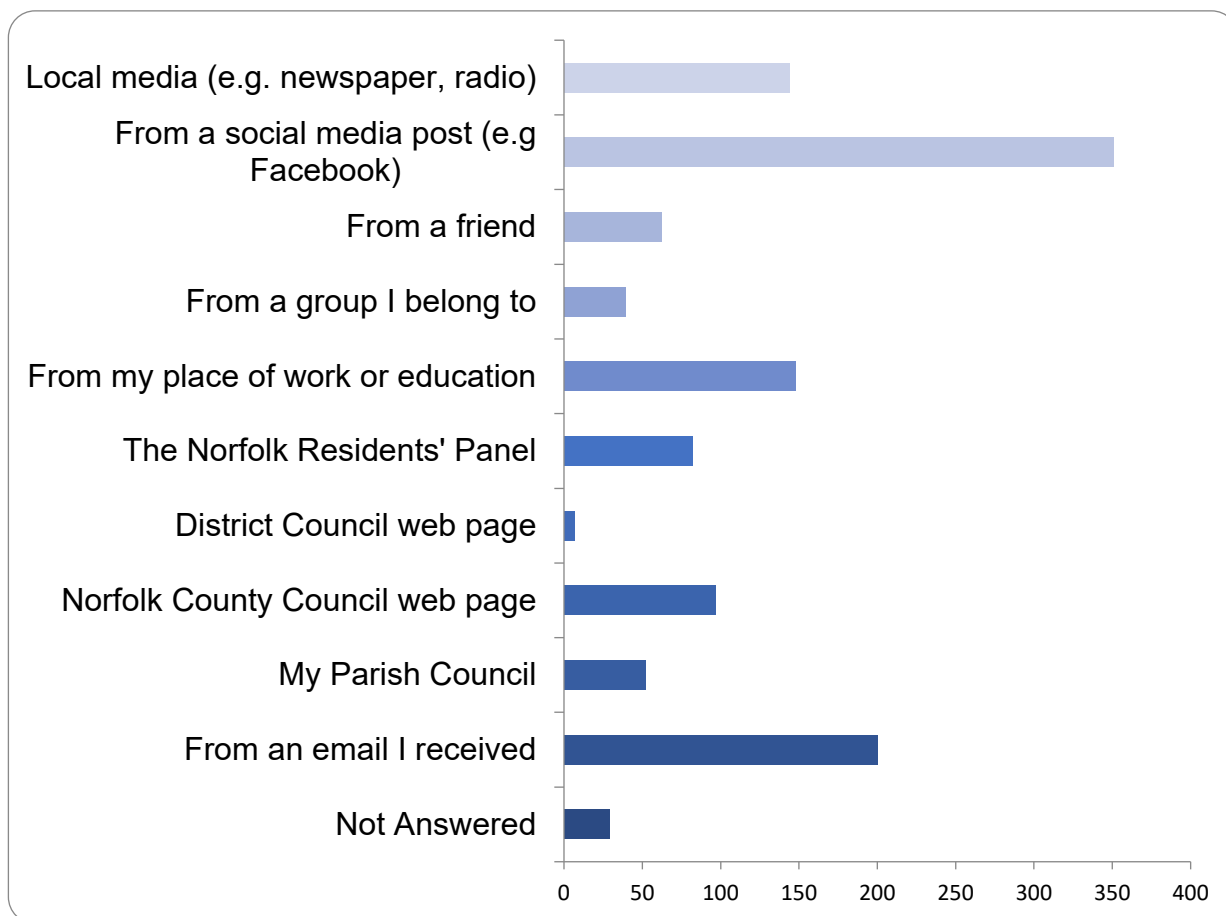
On the 15 March, the Leader of Norfolk County Council hosted an online feedback session with members of the Norfolk Residents' Panel. This included a short presentation about key areas of our Deal followed by questions and answers. Most of the questions were about the directly elected leader with many people wanting to know what type of person would put themselves forward for the position and whether he or she would be political or from the business world.

### **3.10 Norfolk D/deaf Community Video and Feedback Session**

During the consultation, a request was received for information about the County Deal to be produced in British Sign Language (BSL). Norfolk County Council produced a video explaining the County Deal and how to get involved in the consultation in BSL.

The video was shared with D/deaf charities and organisations in Norfolk, as well as being uploaded to the County Deal consultation page. A screening of the video was organised at Dereham Deaf Social Club's monthly meeting, feedback from the group was submitted to the HaveYourSay email address and was analysed by the Consultation Institute.

**We asked respondents how they heard about this consultation and the response is tabled below.**



Option	Total	Percent
Local media (e.g., newspaper, radio)	144	11.89%
From a social media post (e.g., Facebook)	351	28.98%
From a friend	62	5.12%
From a group I belong to	39	3.22%
From my place of work or education	148	12.22%
The Norfolk Residents' Panel	82	6.77%
District Council web page	7	0.58%
Norfolk County Council web page	97	8.01%
My Parish Council	52	4.29%
From an email I received	200	16.52%
Not Answered	29	2.39%

## 4. SUMMARY OF SURVEY RESPONSES

This section provides a summary of the survey analysis report produced independently by the Consultation Institute (tCI). Norfolk County Council commissioned tCI to analyse the open and closed question responses received to their online survey as part of the consultation on County Deal devolution arrangements for Norfolk.

The remainder of this section is set out in the following manner:

- An executive summary of the overall findings
- Details of the response rates and survey methodology
- Detail of the responses to the closed and open questions for each of the seven key areas of the Deal.

### 4.1 Executive Summary

When considering the proposal to **devolve financial control to Norfolk**:

- The majority (64%<sup>1</sup>) agreed (28% strongly agree, 36% agree)
- Around a quarter (24%) disagreed (8% disagree, 16% strongly disagree)
- Approximately one tenth (9%) neither agreed nor disagreed
- A small number (2%) did not know
- The remainder (1%) chose not to provide an answer

The broad themes in **support** of the proposal were:

- **The use of local intelligence leading to enhanced efficiency:** an opportunity to use intelligence rooted in an in-depth understanding of the local context to improve efficiency of local spending for the benefit of Norfolk
- **Investing in Norfolk's future:** the potential investment to support Norfolk's overall sustainability providing flexibility for local leaders to make their own investment decisions rather than following Whitehall directives.
- **Enhanced local democratic structures:** the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced accountability.
- **Cautious acceptance in recognition of potential inefficiencies:** There is a concern even among those supporting the proposal about additional bureaucracy and cost

The broad themes in **opposition** to the proposal were:

- **Norfolk County Council not best placed to deliver the Deal:** recurring reference to a perceived failings in the County Council, with many remarking on a poor track record of performance, coupled with concerns over the creation of more layers of bureaucracy.

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<sup>1</sup> All percentages are calculated against a base of 1,211 respondents.

- **Reservations concerning the overall financial settlement offered in the Deal:** the proposed **finance** seem large but the reality will not be enough to achieve anything significant for Norfolk nor are the **futureproofed** with no account made of inflation.
- **A reduction in democratic accountability:** an increasing lack of trust in **politics** in general made people less inclined to support the Deal.
- **A move towards local priorities at the expense of other areas in the County:** Respondents felt that the **local** nature of the proposed arrangements could lead to favouritism in decision making, and a focus on urban areas at the expense of other areas.
- **Perceptions of bias towards positive decisions in the consultation:** leading questions were used and lack of 'downside' explanations (potential disadvantages or risks) would inevitably lead to supportive answers.

The broad themes from those **unsure** whether to support or oppose:

- **Concerns over current delivery and future transparency:** concerns over the perceived effectiveness of the county council current track record and whether it can be trusted with new duties.
- **Is the potential investment in Norfolk's future sufficient to justify accepting the Deal:** the **finance** settlement contained in the Deal may not be enough to achieve any significant change for Norfolk nor was it **futureproofed** for the impact of inflation.
- **The potential of becoming entangled in politics and bureaucracy:** Respondents were wary around the implications of **politics** in the Deal, specifically the perceived negative impact of increased politicisation of decision making and additional bureaucracy.
- **The consultation itself:** a perceived bias in the consultation questions were reported as a reason for uncertainty over whether to support or oppose the proposal
- **The need to demonstrate local intelligence not fully met:** unconvinced the Deal reflected an intelligence based full understanding of the local context, landscape and democratic structures.

When considering the proposal to create a **stronger local business voice** for Norfolk

- The majority (60%) agreed with the proposal (25% strongly agree and 35% agree)
- Around a quarter (23%) disagreed (13% strongly disagree and 10% disagree)
- Just over a tenth (14%) were unsure (neither agree nor disagree)
- A small number (2%) did not know
- The remainder (1%) did not answer the question.

### Reasons for agreeing:

- **The opportunity to provide voice for local Small and Medium Sized Enterprise (SME) businesses in decisions:** providing the opportunity for local SME businesses to have a direct say in those support arrangements and to have a voice in decisions.
- **The opportunity for enhanced accountability and coordination:** the opportunity for local businesses to have a direct say in the business support arrangements overcoming perceptions reduced accountability in the current arrangements.
- **Providing a clear local focus of business support:** The proposal provides a clear focus on the county of **Norfolk** without distraction from Suffolk which has a different economic/entrepreneurial make-up.
- **Providing extra resource for business support in Norfolk:** the proposal will go some but not all the way to address the situation where current resources are insufficient to address the business support needs for the county.
- **A recognition that the current business support arrangements could be better:** while the current LEP works and the current arrangements can be further built.

### Reasons for disagreeing:

- **Change seems needless and lacking adequate financial support:** the proposal seen as a **waste** of resources when the current **LEP works** and the arrangements are successful.
- **The proposed arrangements reduce accountability and independence:** removing the **independence** of the current arrangements in which the non-politicised decision-making of the LEP is seen as a significant disbenefit to the county.
- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:** Norfolk is too small an area to deal effectively with issues currently dealt with on a wider scale.
- **Overlooking the benefits of local coordination:** The proposal appears to overlook both the opportunity for coordination of the needs of business with the needs of other service areas.
- **Consultation:** reservations over agreeing with the proposals based on perceived bias in the consultation questions.

### Reasons unsure:

- **Change seems needless with the potential to reduce accountability:** the proposal reduces/removes accountability are seen as a **waste** of resources.
- **Not convinced business interests are being fully considered:** The proposals do not clearly set out the way in which the direction of business support by **local**



agencies understanding the **local** context is to be met and **coordinate** the needs of business with the needs of other service areas.

- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:** Norfolk is **too small** an area to deal effectively with issues currently dealt with on a wider scale.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.

When considering the proposal to move **control of Adult Education** to Norfolk County Council:

- The majority (65%) agreed with the proposal (33% strongly agreed and 32% agreed)
- Less than a quarter (21%) disagreed (12% strongly disagreed 9% disagreed)
- Just under 12% were unsure
- 1% did not know
- The remainder (1%) did not answer.

#### **Reasons for agreeing:**

- **Local intelligence leading to improved delivery:** the potential to base delivery on understanding of the unique context, landscape and democratic structures grounded in local intelligence of what is required.
- **Resources on offer:** brings in resources to deliver adult education that would otherwise not have been available.
- **Future performance based on the past:** Norfolk has a strong track record of delivering effective adult education in the past leading to confidence in the potential to deliver.

#### **Reasons for disagreeing:**

- **Poor performance and overlooking local intelligence:** Concerns over the effectiveness of the county council's **current track record** and the extent to which it can be trusted with new responsibilities.
- **Inadequate resources on offer:** concern that the financial resources on offer in the Deal were inadequate to meet the overall adult education needs of Norfolk.
- **Consultation concerns:** concern over agreeing with the proposals based on perceived bias in the consultation questions.

#### **Reasons unsure:**

- **Poor performance and overlooking local intelligence:** a lack of clarity of the effectiveness of the county council's **current track record** and the extent to which it can be trusted with new responsibilities.
- **Inadequate resources on offer:** concern that the financial resources on offer in the Deal might be inadequate to meet the overall adult education needs of Norfolk.

When considering the proposal to **open up housing and employment sites** in Norfolk:

- The majority (55%) agreed with the proposal (24% strongly agree and 31% agree)
- Just over a quarter (27%) disagreed (17% strongly disagree and 10% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know
- The remainder (1%) did not provide a response.

#### **Reasons for agreeing:**

- **Development to address need:** meets the requirement to provide affordable housing for all to meet the county's needs, addressing concern about the need to control housing to prevent an increase second home ownership rather than for those who need it most, particularly in respect of new developments.
- **Ensuring development protects the Norfolk environment:** The proposal was viewed favourably due to the approach of using existing/brownfield sites in built up areas rather than open countryside; protecting agricultural land from development; and the use of suitable sites to protect the local environment.
- **Local intelligence leading to appropriate development:** a focus on local needs based on understanding of the local context and an **intelligence**-led approach based on local knowledge about the specifics of the area.
- **Additional resources:** brings in additional resources to Norfolk despite concerns over the ability of the resources in the Deal to meet development targets.

#### **Reasons for disagreeing:**

- **Potential failure to consider Norfolk's future sustainability:** concerns that the proposal failed to take account of the overall need to use **brownfield** sites, particularly in existing urban settings leading to housing and employment sites that are not **suitable**.
- **Affordable before second homes:** Concern that the proposal lacked focus on affordable housing for local people and failed to address the issues of second homes.
- **Potential failure to meet local need:** Concern was expressed over a lack of focus on understanding of the local context leading to development that fails to meet identifiable need.
- **Excessive centralisation leading to the loss of local context and understanding:** the potential centralisation of all planning authority roles within the County Council removing local knowledge held by District Councils.
- **Inadequate resources:** The resources in the proposed financial settlement were not felt to be sufficient to meet the development targets in the Deal.

### Reasons unsure:

- **Remain to be convinced about environmental considerations:** unsure if the proposal had fully addressed concerns around prioritisation of the use of brownfield over agricultural, so ensuring suitable development including concerns over adequate sustainable infrastructure.
- **Intelligence led provision to meet local need:**  
The lack of detail around the use of **local intelligence** to develop housing and employment sites that met local **need** including a focus on **affordable** housing caused respondents to remain unsure about the proposal (67 comments in total).
- **Uncertainty over the funding settlement:** unsure if the resources in the settlement would enable delivery of the development targets associated with the Deal.
- **Uncertainty over the consultation:** reservations over agreeing with the proposals based on perceived bias in the consultation questions.

### When considering the proposal for an **integrated transport settlement**:

- The majority (66%) agreed with the proposal (37% strongly agree, 29% agree)
- Just under a fifth (19%) disagreed (12% strongly disagreed, 7% disagree)
- Just over a tenth (13%) were unsure (neither agree nor disagree)
- A small number (1%) provided a response indicating they did not know
- The remainder (1%) did not answer.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **An opportunity to improve public transport:** enhancing the public transport offer in the county as a key benefit of the Deal, particularly in the opportunity to increase bus efficiency.  
**Adopting an evidence-led approach to developing an enhanced transport offer:** underpinned by the opportunity for action after experiencing stagnation/decay in the county's transport infrastructure, new approaches such as enhanced contract management directed by local intelligence were seen as a key benefit.
- **Adopting an environmentally friendly approach to transport:** consideration of active transport, car sharing and alternative approaches to transport and developing a net zero /low carbon transport infrastructure to address adverse environmental issues were seen as positives of the proposal.
- **New road building:** The opportunity to meet the perceived need for new road building.
- **An opportunity to enhance transport connectivity for all:** increase transport connectivity across the county to link key service areas such as employment and tourism with a focus on improving links to/within rural areas

### Reasons for disagreeing:

- **No faith anything will result from the proposal:** any **action** proposed was unlikely to materialise and the required skills to adopt a new approach in the county did not exist.
- **Public transport is broken beyond fixing:** view that **public transport** is beyond fixing and respondents are not convinced proposal will make any difference to **bus efficiency**.
- **Too little, too late:** The resources offered within the proposal are not enough to reverse the decline in road investment and overall the funds are too little to achieve anything of note.
- **Achieving net zero:** Norfolk is focused on the car not on net zero. Additionally, the infrastructure is not in place to support a switch to electric or walking/cycling to provide **alternatives**, and the required powers to achieve this are only available to a combined authority.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.
- **Rural transport improvements:** Reservations exist that any transport improvements in the Deal will reach beyond towns and cities into rural communities.

### Reasons unsure:

- **A desire to see a focus on delivery:** concerns that the **resources** on offer were not enough to address the needs of Norfolk, including the need to be convinced adequate funds are available and there is the opportunity to bring **public transport** back into public ownership.
- **Addressing transport needs for all:** a need to be convinced bus efficiency will address the needs of all people in towns, cities and rural settings. Above all ensuring transport improvements meet the needs of people in rural areas
- **Addressing net zero:** disappointment with the lack of ambition for sustainable transport and other alternatives.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.

### When considering the proposal for an **elected leader and cabinet system of governance**:

- Half (50%) agreed with the proposal (24% strongly agree and 26% agree)
- Just under a third (31%) disagreed (23% strongly disagree, 8% disagree)
- Just under a fifth (17%) were unsure (neither agree nor disagree)
- 1% did not know
- The remainder (1%) did not provide an answer.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Enhanced local democratic structures:** provides the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced democratic, accountability.
- **A focus on Norfolk:** the potential to overcome any perceived negative impact of the increased politics in decision-making by having an elected leader focused on the benefits for Norfolk.
- **A revised approach to strategy for Norfolk:** an opportunity to think in a more strategic way.
- **Positive experience from elsewhere:** Perceived success/failure of other elected mayors/leaders.
- **Inefficiency:** concerns over potential increases in bureaucracy and added layers of decision making.
- **Centralisation:** Removing important links to local communities through district councils by an increased centralisation of functions under the proposed Deal.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.

**Reasons for disagreeing:**

- **Reduced accountability, local connections and trust:** the potential to remove democratic accountability through a perceived removal of the process of dialogue and associated checks and balances.
- **Negative experience from elsewhere:** Respondents opposed the deal based on their own negative experiences or views of the performance of other mayors elsewhere in the country and the Police and Crime Commissioner locally
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.

**Reasons unsure:**

- **The need to demonstrate transparent and accountable processes:** The politics of the arrangements were a cause of confusion, particularly if the leader is from an opposition party to the majority and how this would be managed.
- **An efficient and democratically accountable leader's office:** The potential for being seen as **undemocratic** must be countered alongside a move away for potential **inefficiency** through duplication of function in the leader's office.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions
- **Resources:** Reassurance sought that the resources in the settlement are adequate and futureproofed.

When considering the extent to which people agree or disagree with the **principles of devolution**:

- The majority (57%) agreed with the proposal (25% strongly agree, 32% agree)
- Just under a quarter (24%) disagreed (16% strongly disagree, 8% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know
- The remainder (2%) did not provide an answer

#### **Reasons for agreeing:**

- **Enhanced accountability based on local understanding:** allowing for enhanced **accountability** and lobbying in the interests of the county based on **intelligence** rooted in local knowledge about the specifics of the area underpinned by understanding of context, history and geography.
- **Pragmatic acceptance of conditions for enhance national visibility:** the terms of the Deal, while not entirely suitable/acceptable are accepted to achieve a potentially enhanced national voice for the county at Westminster.
- **Acceptance of the principles to access resources otherwise unavailable:** the county will be better off in terms of additional funds and self-determination, although the resources are recognised as not being very large.

#### **Reasons for disagreeing:**

- **Failing to achieve any gains through added bureaucracy:** concern over the potential for inefficiency by introducing increased bureaucracy and added layers of decision.
- **Potentially difficult conditions:** The terms associated with the Deal have the potential to be unacceptable, with the impact of politics felt to be potentially of significant negative impact in the future.
- **The financial settlement is not worthwhile:** The funds were not felt to be enough to compensate for the additional responsibilities given to Norfolk under the Deal and in the long run the county would be worse off.
- **Loss of democratic accountability through the election of a leader:** Concern was expressed about the loss of democratic accountability through concentration of power in the hands of one person in the shape of the elected leader.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.

#### **Reasons unsure:**

- **Potentially difficult conditions:** The terms associated with the Deal have the potential to be unacceptable, with the impact of politics felt to be potentially of significant negative impact in the future.

- **Failing to achieve any gains through added bureaucracy:** Significant concern was expressed over the potential for inefficiency by introducing increased bureaucracy and added layers of decision-making.
- **Futureproofing governance:** Concern over the extent to which the Deal provides for the opportunity for local people to have a direct involvement in decisions through local democratic arrangements making the leader accountable once the agreement is made with Government.
- **Is the Deal worth it:** Reservations over the extent to which the resources offered under the Deal are sufficient to deliver the additional devolved responsibilities and will the funds continue to be available in the future; 30 years is a long time.
- **Consultation:** Reservations over agreeing with the proposals based on perceived bias in the consultation questions.
- **Intelligence:** Direction of activity and allocations based on local knowledge about the specifics of the area.

**NB:** Full detail of the analysis of responses, including the number of people who responded, detail of the individual codes used to develop the themes completed by the Consultation Institute (tCI) can be found in **Annex One**.

## 4.2 Response rates

A total of 1,211 responses were received to the online survey, including hard copy input manually. Of these responses:

- 60 were received from respondents identifying as groups, organisations or businesses.
- 61 were received from respondents who mentioned the organisation they worked for or represented.
- The remainder, and overwhelming majority (1,090) were from individuals.

## 4.3 Survey format

Respondents had the opportunity to make submissions to the online survey in two formats:

1. **Closed questions** – respondents were asked to rate each of the proposals in the Deal using a fixed scale from ‘strongly disagree’ to ‘strongly agree’.
2. **Open questions:** alongside rating the extent to which respondents agreed or disagreed with the proposals, the online survey provided an opportunity for a ‘free text’ response (‘why do you say that?’).

## 4.4 Analysis

The analysis of the response was conducted using the following approaches:

- **Closed questions:**
  - Reporting is based on providing both number of respondents to each question and their percentage against the total response. Where



percentages are used, totals may not necessarily add up to 100% because of rounding or instances where multiple responses are allowed to the same question (i.e. 'tick all that apply').

- The number of respondents (base) for each question varies due to individual choice regarding questions answered.
- **Open questions:**
  - Each comment was assigned a code to capture its content and the sentiment expressed. These codes have been combined into overall themes for reporting.
  - This analysis was conducted using the 'tagging' facility in Norfolk County Council's online platform (Citizen Space). This involves the analysts reading through all the responses and developing codes to represent the core sentiment expressed in a group of comments. These codes are then added to the Citizen Space system using a facility known as 'Tags' which can then be used to mark all similar comments.
  - These individual codes (tags) have been combined to form themes which are reported throughout. Within these themes we have included the direct reference to the key word or words that describes the code and highlighted these in bold text.

## 4.5 Survey structure and analysis

The online survey asked questions related to the seven key areas of the Deal and the analyses against each of these questions is set out in turn in the following sections.

## 4.6 Local control of money devolved from Government

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the proposal for Norfolk to have control of money devolved from the Government?**

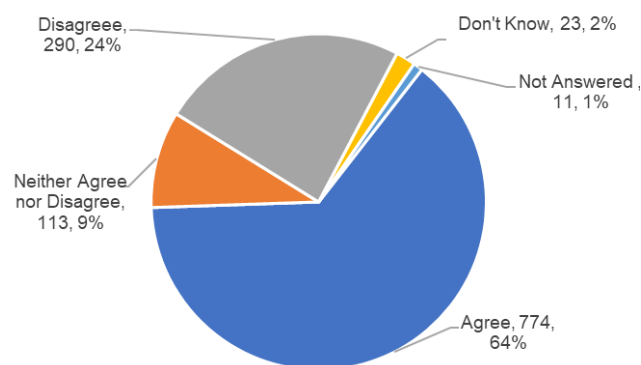
### 4.6.1 Quantitative (closed) responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed, respondents were largely in agreement with the proposal as seen below:

- The majority (64%) agreed (28% strongly agree, 36% agree)
- Around a quarter (24%) disagreed (8% disagree, 16% strongly disagree)
- Approximately one tenth (9%) neither agreed nor disagreed
- A small number (2%) did not know
- The remainder (1%) chose not to provide an answer

Response	No.	%
Agree	774	64%
Neither Agree nor Disagree	113	9%
Disagree	290	24%
Don't Know	23	2%
Not Answered	11	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



#### 4.6.2 Qualitative (open) responses

Responses to the prompt “*Why do you say that?*” were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order, the broad themes in support of the proposal were:

- Local intelligence leading to enhanced efficiency:**  
 Respondents saw the Deal as an opportunity to use **intelligence** rooted in an in-depth understanding of the **local** context to improve **efficiency** of local spending for the benefit of Norfolk (501 comments in total).
- Investing in Norfolk’s future:**  
 Respondents were supportive based on the potential for the Deal to provide **investment** to support Norfolk’s overall sustainability helping to **futureproof** through the direct control of local expenditure. This is supported by recognition that while the **finance** settlement is relatively small it is in line with other areas and will provide flexibility for local leaders to make their own investment decisions rather than following Whitehall directives (121 comments in total).
- Enhanced local democratic structures:**  
 The proposed Deal provides the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced accountability. It is hoped that this will lead to increased accountability although it is recognised that there will inevitably be some form of trade-off between local priorities and national direction resulting from the inevitability of **politics** in the process (116 comments in total).
- Cautious acceptance in recognition of potential inefficiencies:**  
 There is a concern even among those supporting the proposal about additional bureaucracy and cost and associated **inefficiency** (18 comments in total).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Norfolk County Council not best placed to deliver the Deal and inefficiency:**

There was a recurring reference to a perceived failings in the County Council, with many remarking on a poor track record of performance. This was coupled with a concern that the proposal would create more layers of bureaucracy resulting in duplication and inefficiency (155 comments in total).

- **Reservations concerning the overall financial settlement offered in the Deal:**

Respondents expressed the view that the proposed **finance** in the Deal seem large but the reality will not be enough to achieve anything significant for Norfolk. The proposed finances in the Deal are not **futureproofed** with no account made of inflation. Overall, the proposed **investment** in the Deal was not felt to be worth it in terms of the money attracted to Norfolk (86 comments in total).

- **A reduction in democratic accountability:**

Respondents reported that an increasing lack of trust in **politics** in general made them less inclined to support the Deal. This made them reluctant to move away from accountability through national Government structures to devolved decision-making (58 comments in total).

- **A move towards local priorities at the expense of other areas in the County:**

Respondents felt that the **local** nature of the proposed arrangements could lead to favouritism in decision making. There were additional concerns that there would also be a focus on urban areas with decisions being '**too Norwich**' at the expense of other areas (28 comments in total).

- **Perceptions of bias towards positive decisions in the consultation:**

Concern was expressed about perceptions of bias in the consultation, with the view that leading questions were used and lack of 'downside' explanations (potential disadvantages or risks) would inevitably lead to supportive answers (15 comments).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Concerns over current delivery and future transparency:**

Respondents reported concerns over the perceived effectiveness of the county council current track **record** and whether it can be trusted with new duties. Lack of trust that NCC can deliver, with a need for **transparency** in decision-making to reassure respondents (38 comments in total).

- **Is the potential investment in Norfolk's future sufficient to justify accepting the Deal:**

Respondents were concerned that the **finance** settlement contained in the Deal may not be enough to achieve any significant change for Norfolk,

alongside concerns that this was not **futureproofed** by not factoring in any consideration of the impact of inflation. However, respondents were open to persuasion around the opportunity for local **investment** (31 comments in total).

- **The potential of becoming entangled in politics and bureaucracy:**  
Respondents were wary around the implications of **politics** in the Deal, specifically the perceived negative impact of increased politicisation of decision making. There were also concerns expressed around the potential to increase **inefficiency** through additional bureaucracy and layers of decision making which were seen as a diversion of resources (19 comments in total).
- **The consultation itself:**  
Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions were reported as a reason for uncertainty over whether to support or oppose the proposal (12 comments).
- **The need to demonstrate local intelligence not fully met:**  
Respondents were not convinced the Deal reflected an **intelligence** based full understanding of the **local** context, land scape and democratic structures (9 comments in total).

## 4.7 Local Business Voice for Norfolk

Respondents were asked to provide their response to the question:

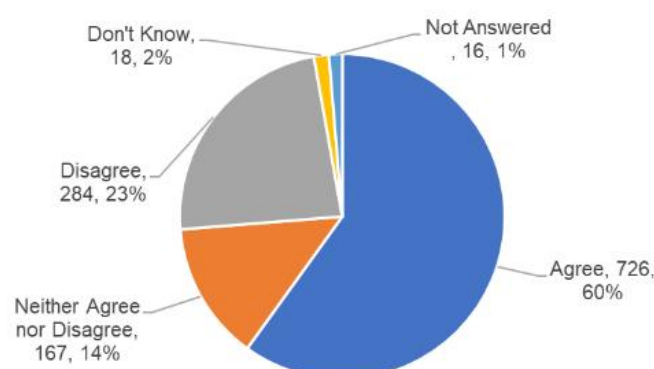
**To what extent do you agree or disagree with the proposed change to create a stronger local business voice for Norfolk?**

### 4.7.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree. When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (60%) agreed with the proposal (25% strongly agree and 35% agree)
- Around a quarter (23%) disagreed (13% strongly disagree and 10% disagree)
- Just over a tenth (14%) were unsure (neither agree nor disagree)
- A small number (2%) did not know
- The remainder (1%) did not answer the question.

Response	No.	%
Agree	726	60%
Neither Agree nor Disagree	167	14%
Disagree	284	23%
Don't Know	18	1%
Not Answered	16	1%
<b>Total</b>	<b>1,211</b>	<b>100%<sup>2</sup></b>



### 4.7.1 Qualitative (open) responses

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **The opportunity to provide voice for local Small and Medium Sized Enterprise (SME) businesses in decisions:**

Respondents saw the Deal as providing an opportunity for the direction of business support by agencies with an in-depth understanding of the **local** context. At the same time providing the opportunity for local **SME** businesses to have a direct say in those support arrangements and to have a voice in decisions (239 comments in total).

<sup>2</sup> Rounding has been applied

- **The opportunity for enhanced accountability and coordination:**  
The Deal provides the opportunity for local businesses to have a direct say in the business support arrangements overcoming perceptions that the current situation reduce or remove **accountability**. Alongside this, the Deal provides the prospect of **coordination** of the needs of business with the needs of other service areas (122 comments in total).
- **Providing a clear local focus of business support:**  
The proposal provides a clear focus on the county of **Norfolk** without distraction from Suffolk which has a different economic/entrepreneurial make-up while recognising the importance of **regional** working (57 comments in total).
- **Providing extra resource for business support in Norfolk:**  
While it was accepted that existing resources are insufficient to address the business support needs for the county there were doubts that enough funding was being offered in the Deal to address this (18 comments).
- **A recognition that the current business support arrangements could be better:**  
The view was that the **Local Enterprise Partnership (LEP) works** and, though the current arrangements are successful, they can be further built on under the Deal (8 comments).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Change seems needless and lacking adequate financial support:**  
Proposals seen as a **waste** of resources when the current **LEP works** and the arrangements are successful. Alongside this sat respondents' concerns over the extent to which resources being made available under the deal were sufficient to meet Norfolk's business support requirements (98 comments in total).
- **The proposed arrangements reduce accountability and independence:**  
The proposals in the Deal appear to reduce/remove accountability. This was felt to be exacerbated by removing the **independence** of the current arrangements in which the non-politicised decision-making of the LEP is seen as a significant benefit to the county (84 comments in total).
- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:**  
Norfolk is **too small** an area to deal effectively with issues currently dealt with on a wider scale. The proposal fails to recognise of the benefits of working at a wider geographic, **regional**, scale than Norfolk (37 comments in total).

- **Overlooking the benefits of local coordination:**

The proposal appears to overlook both the opportunity for coordination of the needs of business with the needs of other service areas and the direction of business support by local agencies with an in-depth understanding of the **local** context (18 comments in total).

- **Consultation:**

Respondents expressed reservations over agreeing with the proposals based on perceived bias in the consultation questions (14 comments in total).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Change seems needless with the potential to reduce accountability:**

The proposals in the Deal reduce/remove accountability (**no accountability**) and are seen as a **waste** of resources, reducing the perceived benefit of the **independence** in current arrangement through the non-politicised decision-making of the LEP (31 comments in total).

- **Not convinced business interests are being fully considered:**

The proposals do not clearly set out the way in which the direction of business support by **local** agencies understanding the **local** context is to be met and **coordinate** the needs of business with the needs of other service areas. Neither does it provide a convincing argument that **SMEs** will be heard and their needs met or the wider opportunity for local business to have a **voice** in decisions (21 comments in total).

- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:**

Norfolk is **too small** an area to deal effectively with issues currently dealt with on a wider scale. The proposal fails to recognise of the benefits of working at a wider geographic, **regional**, scale than Norfolk (21 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (9 comments).

## 4.8 Adult Education

### 4.8.1 Quantitative (closed) responses

Respondents were asked to provide their response to the question:

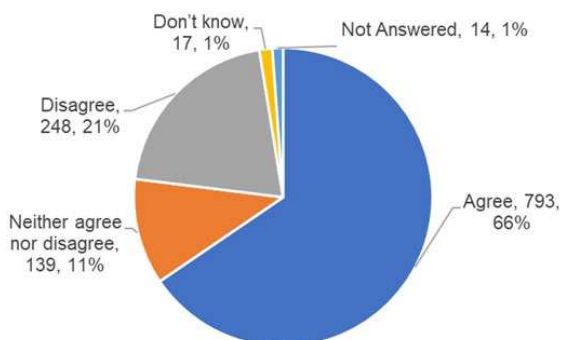
**To what extent do you agree or disagree with the proposal to move the Adult Education Budget from Government to Norfolk County Council?**

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree. When the results were analysed the majority of respondents were in agreement with the proposal as seen below:



- The majority (65%) agreed with the proposal (33% strongly agreed and 32% agreed)
- Less than a quarter (21%) disagreed (12% strongly disagreed 9% disagreed)
- Just under 12% were unsure
- 1% did not know
- The remainder (1%) did not answer.

Response	No.	%
Agree	793	65%
Neither agree nor disagree	139	11%
Disagree	248	21%
Don't know	17	1%
Not Answered	14	1%
Total	1,211	100%



#### 4.8.2 Qualitative (open) responses

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Local intelligence leading to improved delivery:**  
The proposed Deal offers the potential to base delivery on understanding of the unique **local** context, landscape and democratic structures based on **intelligence** of what is required (317 comments in total).
- **Resources on offer:**  
The proposal brings in resources to deliver adult education that would otherwise not have been available (52 comments in total).
- **Future performance based on the past:**  
Norfolk has a strong track record of delivering effective adult education in the past leading to confidence in the potential to deliver the requirements of the Deal (37 comments in total).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Poor performance and overlooking local intelligence:**  
Concerns over the effectiveness of the county council's current track **record** and the extent to which it can be trusted with new responsibilities, coupled with the view that the proposal does not maximise local **intelligence** about what is required (104 comments in total).
- **Inadequate resources on offer:**  
Respondents expressed concern that the financial **resources** on offer in the Deal were inadequate to meet the overall adult education needs of Norfolk (40 comments in total).

- **Consultation concerns:**

Respondents expressed concern over agreeing with the proposals based on perceived bias in the consultation questions (12 comments in total).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Poor performance and overlooking local intelligence:**

Respondents were unsure whether to agree or disagree with the proposal as a result of a lack of clarity of the effectiveness of the county council's current track **record** and the extent to which it can be trusted with new responsibilities, coupled with the view that the proposal does not maximise local **intelligence** about what is required (44 comments in total).

- **Inadequate resources on offer:**

Respondents expressed concern that the financial **resources** on offer in the Deal might be inadequate to meet the overall adult education needs of Norfolk (17 comments in total).

## 4.9 Housing and employment

Respondents were asked to provide their response to the question:

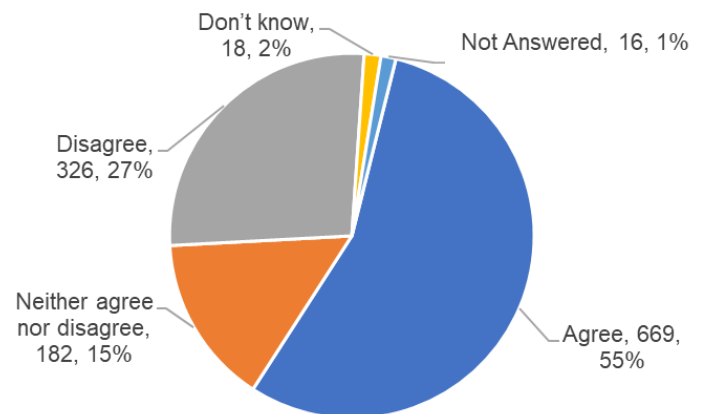
**To what extent to do you agree or disagree with plans to open-up housing and employment sites in Norfolk?**

### 4.9.1 Quantitative (closed) responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree. When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (55%) agreed with the proposal (24% strongly agree and 31% agree)
- Just over a quarter (27%) disagreed (17% strongly disagree and 10% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know
- The remainder (1%) did not provide a response.

Response	No.	%
Agree	669	55%
Neither agree nor disagree	182	15%
Disagree	326	27%
Don't know	18	2%
Not Answered	16	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



#### 4.9.2 Qualitative (open) responses

Responses to the prompt “**Why do you say that?**” were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Development to address need:**

The proposal was felt to meet the requirement to provide **affordable** housing for all to meet the county’s needs, addressing concern about the need to control housing to prevent an increase **second home** ownership rather than for those who need it most, particularly in respect of new developments. The Deal was also felt to provide the opportunity to develop all required **infrastructure** to meet identifiable **need** both in housing and employment sites (304 comments in total).

- **Ensuring development protects the Norfolk environment:**

The proposal was viewed favourably due to the approach of using existing/**brownfield** sites in built up areas rather than open countryside; protecting agricultural (**farm**) land from development; and the use of suitable sites to protect the local environment (175 comments in total).

- **Local intelligence leading to appropriate development:**

The proposal offers a focus on local needs based on understanding of the local context and an **intelligence**-led approach based on local knowledge about the specifics of the area (82 comments in total).

- **Additional resources:**

Recognition that the Deal brings in additional resources to Norfolk despite concerns over the ability of the resources in the Deal to meet development targets (18 comments).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Potential failure to consider Norfolk's future sustainability:**  
Respondents were concerned that the proposal failed to take account of the overall need to use **brownfield** sites, particularly in existing urban settings leading to housing and employment sites that are not **suitable**. This included concerns over the impact of lack of consideration of **infrastructure** demand on economic, social and environmental **sustainability** (115 comments in total).
- **Affordable before second homes:**  
Concern that the proposal lacked focus on **affordable** housing for local people and failed to address the issues of **second homes** (69 comments in total).
- **Potential failure to meet local need:**  
Concern was expressed over a lack of focus on **local** understanding of the local context leading to development that fails to meet identifiable **need(s)** (45 comments in total).
- **Excessive centralisation leading to the loss of local context and understanding:**  
Concerns over the potential of **centralisation** of all planning authority roles within the County Council removing local knowledge held by District Councils (34 comments).
- **Inadequate resources:**  
The **resources** in the proposed financial settlement were not felt to be sufficient to meet the development targets in the Deal (39 comments in total).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Remain to be convinced about environmental considerations:**  
Respondents were unsure if the proposal had fully addressed concerns around prioritisation of the use of **brownfield** over agricultural (**farm**) land, so ensuring **suitable** development including concerns over adequate sustainable **infrastructure** (100 comments in total).
- **Intelligence led provision to meet local need:**  
The lack of detail around the use of **local intelligence** to develop housing and employment sites that met local **need** including a focus on **affordable** housing caused respondents to remain unsure about the proposal (67 comments in total).

- **Uncertainty over the funding settlement:**

Respondents were unsure if the resources in the settlement would enable delivery of the development targets associated with the Deal (16 comments).

- **Uncertainty over the consultation:**

Respondents expressed reservations over agreeing with the proposals based on perceived bias in the consultation questions (11 comments).

## 4.10 Integrated transport

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with proposals for an integrated transport settlement?**

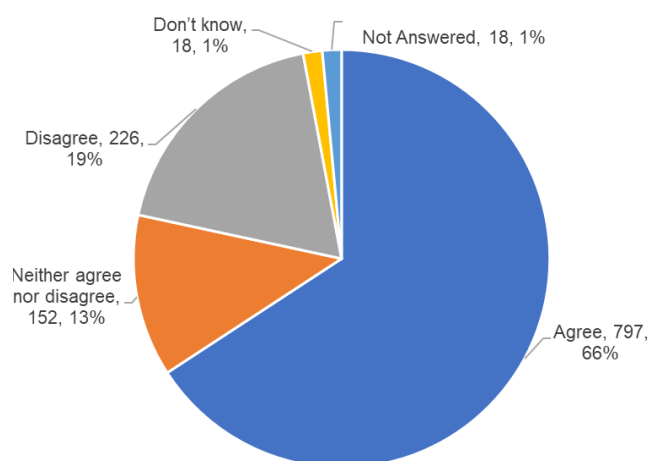
### 4.10.1 Quantitative (closed) responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (66%) agreed with the proposal (37% strongly agree, 29% agree)
- Just under a fifth (19%) disagreed (12% strongly disagreed, 7% disagree)
- Just over a tenth (13%) were unsure (neither agree nor disagree)
- A small number (1%) provided a response indicating they did not know
- The remainder (1%) did not answer.

Response	No.	%
Agree	797	66%
Neither agree nor disagree	152	13%
Disagree	226	19%
Don't know	18	1%
Not Answered	18	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



#### 4.10.2 Qualitative (open) responses

Responses to the prompt “**Why do you say that?**” were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **An opportunity to improve public transport:**  
Respondents focused on enhancing the **public transport** offer in the county as a key benefit of the Deal, particularly in the opportunity to increase **bus efficiency** (296 comments in total).
- **Adopting an evidence-led approach to developing an enhanced transport offer:**  
Underpinned by the opportunity for **action** after experiencing stagnation/decay in the county’s transport infrastructure, new approaches such as enhanced **contract management** directed by local **intelligence** were seen as a key benefit (100 comments in total).
- **Adopting an environmentally friendly approach to transport:**  
Consideration of active transport, car sharing and **alternative** approaches to transport and developing a net zero /low carbon transport infrastructure to address adverse **environmental** issues were seen as positives of the proposal (97 comments in total).
- **New road building:**  
The opportunity to meet the perceived need for new road building (32 comments).
- **An opportunity to enhance transport connectivity for all:**  
The opportunity to increase transport **connectivity** across the county to link key service areas such as employment and tourism with a focus on improving links to/within **rural** areas (21 comments in total).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **No faith anything will result from the proposal:**  
Respondents felt that any **action** proposed was unlikely to materialise and the required skills to adopt a new approach in the county did not exist particularly around changes associated with **contract management** (50 comments in total).
- **Public transport is broken beyond fixing:**  
The view was that **public transport** is beyond fixing and respondents were not convinced proposal will make any difference to **bus efficiency** (46 comments in total).

- **Too little, too late:**

The **resources** offered within the proposal are not enough to reverse the decline in **road investment** and overall the funds are too little to achieve anything of note (34 comments in total).

- **Achieving net zero:**

In terms of **environmental** transport initiatives respondents feel Norfolk is focused on the car not on net zero. Additionally, the infrastructure is not in place to support a switch to electric or walking/cycling to provide **alternatives**, and the required powers to achieve this are only available to a combined authority (32 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (15 comments).

- **Rural transport improvements:**

Reservations exist that any transport improvements in the Deal will reach beyond towns and cities into rural communities (14 comments).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **A desire to see a focus on delivery:**

Respondents were concerned that the **resources** on offer were not enough to address the needs of Norfolk, including the need to be convinced adequate funds are available and there is the opportunity to bring **public transport** back into public ownership. This includes more effective public transport run through alternative approaches such as **contract management** and **connectivity** by focusing on delivery not new roads, including recognition that not enough funds are available for **road repairs** (59 comments in total).

- **Addressing transport needs for all:**

Respondents need to be convinced bus efficiency will address the needs of all people in towns, cities and rural settings. Above all ensuring transport improvements meet the needs of people in rural areas (35 comments in total).

- **Addressing net zero:**

Respondents expressed disappointment with the lack of ambition for sustainable transport and other alternatives (13 comments).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (12 comments).

## 4.11 Elected Leader and Cabinet

Respondents were asked to provide their response to the question:

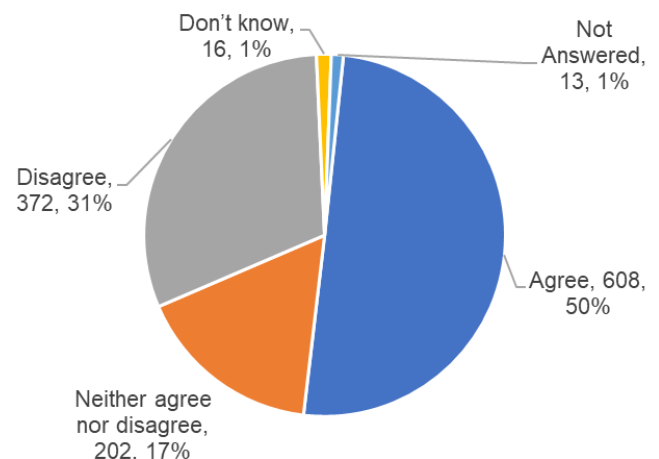
**To what extent do you agree or disagree with plans for an elected leader and cabinet system of governance?**

### 4.11.1 Quantitative (closed) responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree. When the results were analysed of respondents were in agreement, on balance, with the proposal as seen below:

- Half (50%) agreed with the proposal (24% strongly agree and 26% agree)
- Just under a third (31%) disagreed (23% strongly disagree, 8% disagree)
- Just under a fifth (17%) were unsure (neither agree nor disagree)
- 1% did not know
- The remainder (1%) did not provide an answer.

Response	No.	%
Agree	608	50%
Neither agree nor disagree	202	17%
Disagree	372	31%
Don't know	16	1%
Not Answered	13	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 4.11.2 Qualitative (open) responses

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Enhanced local democratic structures:**  
The proposed Deal provides the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced **democratic, accountability**. It is hoped that this will lead to increased **transparency** and openness of decision making (301 comments in total).



- **A focus on Norfolk:**  
The proposed Deal has the potential to overcome any perceived negative impact of the increased politics in decision-making by having an elected leader focused on the benefits for Norfolk. This could help restore public trust in elected Members and perceptions of Members' competency (74 comments in total).
- **A revised approach to strategy for Norfolk:**  
Providing an opportunity to think in a more strategic way (34 comments in total).
- **Positive experience from elsewhere:**  
Perceived success/failure of other elected mayors/leaders (14 comments in total).
- **Inefficiency:**  
Despite an overall positive acceptance of the proposal, there were some concerns over potential increases in bureaucracy and added layers of decision making seen as a diversion of resources leading to inefficiency (7 comments in total).
- **Centralisation:**  
Removing important links to local communities through district councils by an increased centralisation of functions under the proposed Deal (5 comments in total).
- **Consultation:**  
Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (4 comments).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Reduced accountability, local connections and trust:**  
The Deal has the potential to remove democratic **accountability** through a perceived removal of the process of dialogue and associated checks and balances. In turn this could undermine **trust** in elected officials by concentrating power in one individual, which was felt to be **undemocratic** removing transparency from the process and introducing an increased impact of **politics** in decision-making. The structure put in place could lead to **over-centralisation**, breaking connections with local communities currently achieved through district councils and potentially introducing **inefficiency** through functional duplication (366 comments in total).
- **Negative experience from elsewhere:**  
Respondents opposed the deal based on their own negative experiences or views of the performance of other mayors elsewhere in the country and the Police and Crime Commissioner locally (37 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (14 comments).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **The need to demonstrate transparent and accountable processes:**

The **politics** of the arrangements were a cause of confusion, particularly if the leader is from an opposition party to the majority and how this would be managed. To counter this, respondents felt the leader must act in the interests of Norfolk to enhance **accountability** ensuring the process is **democratic**. All of which need to be underpinned by **trust** and **transparency** (108 comments in total).

- **An efficient and democratically accountable leader's office:**

The potential for being seen as **undemocratic** must be countered alongside a move away for potential **inefficiency** through duplication of function in the leader's office. This must incorporate consideration of the ways in which the changed County Council District Council (**CCDC**) **relations** can be most effectively managed through these arrangements (32 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (5 comments in total).

- **Resources:**

Reassurance sought that the **resources** in the settlement are adequate and futureproofed (3 comments).

## 4.12 Principles of devolution

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the principles of devolution and the benefits it brings to Norfolk?**

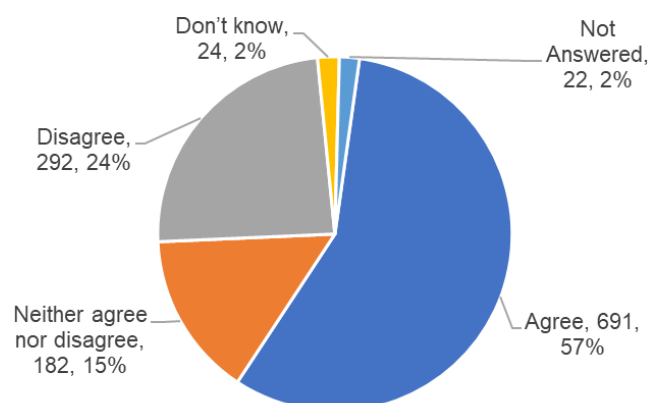
### 4.12.1 Quantitative (closed) responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree. When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (57%) agreed with the proposal (25% strongly agree, 32% agree)
- Just under a quarter (24%) disagreed (16% strongly disagree, 8% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know

- The remainder (2%) did not provide an answer.

Response	No.	%
Agree	691	57%
Neither agree nor disagree	182	15%
Disagree	292	24%
Don't know	24	2%
Not Answered	22	2%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



#### 4.12.2 Qualitative (open) responses

Responses to the prompt “**Why do you say that?**” were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**Reasons for agreeing:** In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Enhanced accountability based on local understanding:**  
The proposal allows for enhanced **accountability** and lobbying in the interests of the county based on **intelligence** rooted in local knowledge about the specifics of the area underpinned by understanding of context, history and geography of local and hyper local **locations** (158 comments in total).
- **Pragmatic acceptance of conditions for enhance national visibility:**  
The **terms** of the Deal, while not entirely suitable/acceptable are accepted to achieve a potentially enhanced **national voice** for the county at Westminster, with a practical acceptance that **politics** mean there may be a price to pay in the future (104 comments in total).
- **Acceptance of the principles to access resources otherwise unavailable:**  
The view is that county will be **better off** in terms of additional funds and self-determination, although the **resources** are recognised as not being very large. However, it is recognised that without the **funds** associated with the Deal it will be harder to make progress, while offering the opportunity to reduce duplication of function and improve **efficiency** (81 comments in total).

**Reasons for disagreeing:** In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Failing to achieve any gains through added bureaucracy:**  
Significant concern was expressed over the potential for **inefficiency** by introducing increased bureaucracy and added layers of decision. This was felt to be compounded by the inherent potential for **duplication** of function within the Deal. Further, related, negative comment focused on the perceptions of a

poor performance **record** of the county council which did not promote confidence in the ability to deliver the Deal (110 comments in total).

- **Potentially difficult conditions:**

The **terms** associated with the Deal have the potential to be unacceptable, with the impact of **politics** felt to be potentially of significant negative impact in the future (85 comments in total).

- **The financial settlement is not worthwhile:**

The **funds** were not felt to be enough to compensate for the additional responsibilities given to Norfolk under the Deal and in the long run the county would be **worse off** (47 comments in total).

- **Loss of democratic accountability through the election of a leader:**

Concern was expressed about the loss of democratic **accountability** through concentration of power in the hands of one person in the shape of the elected leader, which in turn was felt to be **undemocratic** by reducing checks and balances (46 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (18 comments).

**Reasons unsure:** In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Potentially difficult conditions:**

The **terms** associated with the Deal have the potential to be unacceptable, with the impact of **politics** felt to be potentially of significant negative impact in the future (64 comments in total).

- **Failing to achieve any gains through added bureaucracy:**

Significant concern was expressed over the potential for **inefficiency** by introducing increased bureaucracy and added layers of decision-making. This was felt to be compounded by the inherent potential for **duplication** of function within the Deal. Further, related, negative comment focused on the perceptions of a poor performance **record** of the county council which did not promote confidence in the ability to deliver the Deal (29 comments in total).

- **Futureproofing governance:**

Concern over the extent to which the Deal provides for the opportunity for local people to have a direct involvement in decisions through local democratic arrangements making the leader **accountable** once the agreement is made with Government (15 comments in total).

- **Is the Deal worth it:**

Reservations over the extent to which the **resources** offered under the Deal are sufficient to deliver the additional devolved responsibilities and will the

**funds** continue to be available in the future; 30 years is a long time (14 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (11 comments).

- **Intelligence:**

Direction of activity and allocations based on local knowledge about the specifics of the area (6 comments).

## **5. SUMMARY OF INDEPENDENT REVIEW OF DIRECT STAKEHOLDER AND PUBLIC RESPONSES**

This section provides a summary of the full analysis report produced independently by the Consultation Institute (tCI) available as **Annexe Two** of this document.

Norfolk County Council commissioned the Consultation Institute (tCI) to analyse the responses received from stakeholders and members of the public as part of the consultation on County Deal devolution arrangements for Norfolk. The details of stakeholder organisations making these submissions are shown in Annexe Two.

### **5.1 Responses**

The responses analysed in this short report came from three main sources:

- Responses submitted to the online survey as official representation of opinion by a stakeholder organisation
- Responses submitted to the online survey where individuals mentioned the organisation they worked for when they were asked the basis on which they were responding
- Written submissions to the consultation provided in the form of letters or emails

In addition to the stakeholder responses, submissions were also made directly to the consultation via the Have Your Say portal from members of the public.

### **5.2 Written Stakeholder Responses**

In total 13 responses were received from stakeholders, either via letter or email. Reporting is based on the following grouping of submissions:

#### **District and City Council:**

- Breckland District Council
- Great Yarmouth Borough Council
- Norwich City Council
- Kings Lynn and West Norfolk Borough Council
- South Norfolk Council
- North Norfolk District Council

#### **Parish Council:**

- Wells-next-the-sea Council
- Hempnall Parish Council

#### **Major Employers:**

- Norwich Airport
- Norwich Research Park
- Aviva

### Statutory Partner:

- NHS Norfolk and Waveney Integrated Care Board

### Other Key Stakeholder Groups:

- Dereham Deaf Group
- New Anglia Local Enterprise Partnership
- Norfolk Chamber of Commerce
- Norfolk Youth Parliament
- University of East Anglia

## 5.2.1 Overall Comments

### Borough, District and City Councils

- **Breckland District Council** welcome the concept of devolution and highlighted the key aspects of support:
  - Devolving more powers locally was welcomed, allowing the tackling of challenges around skills and transport more effectively.
  - Devolving funding over a long-term basis.
  - Creating the ability to form new functions like Development Corporations.

However, the following concerns were raised:

- The Deal overlooks the important role of District Councils, including their role as housing and planning authorities.
  - Concerns that the proposal misses the opportunity of a Mayoral Combined Authority which would have County and District at the decision-making table. This was framed with particular reference to the potential to undermine the existing Enterprise Zones.
  - Reservations around the proposed Directly Elected Leader (DEL) model. Citing the advantages of the tried and trusted Mayoral model used elsewhere in the country.
  - The proposed Deal lacks ambition, both in comparison with previously agreed devolution deals and the Government's own policy as set out in the Levelling Up White Paper. The proposed Deal is felt to miss significant opportunities normally associated with Level 3 including mayoral control of the Police and Crime Commissioner (PCC).
- Following a discussion at full Council, **King's Lynn and West Norfolk Borough Council** is reserving its final position until the final debate and decision at Norfolk County Council and no further correspondence was received.

The letter sets out three key areas of consideration following the County Council decision in December 2023:

- King's Lynn and West Norfolk Borough Council's powers and sovereignty will remain undiminished;
- West-Norfolk will have a fair say in the priorities being set for any new funding under the 'deal'; and

- West-Norfolk will have a fair opportunity to access such funding.
- **South Norfolk Council** supports the principles of devolution and the benefits it can bring but believe the proposed Deal does not stand up to scrutiny. Citing a directly elected Mayoral Combined Authority as the preferred option for the future which:
  - Avoids the creation of an 8th structure of local government, which is only applicable to Norfolk and Suffolk.
  - Allows for the widest possible and equal participation which includes district councils, with all the powers needed to strategically plan and deliver pulling in the same direction.
  - Brings stability, not just politically, but financially.
  - Is more ambitious, embedded in a strong, collaborative, tried and tested governance model – *“which would allow us to deliver more, further and faster”*
- **Norwich City Council** wrote to set out its position *“as a matter of principle, the city council supports the devolution of powers, responsibilities, and funding from central to local government.”* However, the city council does not feel the devolution deal on offer goes far enough, is not ambitious enough, and is too generic. It doesn’t reflect some of the unique needs of the region and the offer Norfolk can make to government in terms of housing; industry and commerce; agriculture; skills; energy and carbon reduction. In that sense, it represents a missed opportunity.

The city council took an overall view of the consultation that in the absence of any realistic likelihood of the government changing its approach to devolution away from its standard template tactic, the city council’s focus now is on getting the best of what’s on offer for the city, which will also benefit the wider county.

*It’s clear from the recent devolution deals in places such as Yorkshire and the East Midlands that the government’s approach to devolution follows a standard template – a suite of fairly limited powers devolved to upper tier authorities, together with an investment fund of c£20m a year for 30 years, with some one-off money for housing and development. This standard template forms the basis of the deal offered to Norfolk, which makes it generic and underwhelming.*

## Parish Councils

- **Wells-next-the-Sea Town Council** wrote:
 

*Wells-next-the-Sea Town Council has considered the Norfolk Devolution Deal and has significant concerns.*

*Therefore Wells-next-the-Sea Town Council does not support the deal.*
- **Hempnall Parish Council** opposes the County Deal for Norfolk based on the introduction of an extra layer of bureaucracy, the Police and Crime Commissioner was cited as a similar unwarranted local overhead.



The Deal is seen as ‘bribe’ to accept Government’s offer, with no reason being provided why offered investment cannot be delivered through existing structures.

### **Major Employers**

- **Aviva** wrote to support the proposed devolution deal, focusing on opportunities to improve skills, invest in infrastructure and housing and to deliver an economic plan over the long term. The scope for public private partnership was highlighted alongside complementary commitments to achieving net zero.

Aviva welcome the opportunity for continued partnership working and to contribute to the consultation on the proposed Deal.

- **Norwich Research Park (NRP)** wrote to support the proposed Deal, highlighting areas of ongoing research and the potential for enhanced opportunities through attraction and retention of high growth businesses.
- **Norwich Airport** wrote to support the Deal, viewed as providing:
  - greater decision-making powers and resources to local leaders and communities.
  - a much-needed boost to our region's infrastructure, allowing for improved transport links and greater investment in emerging industries.

### **Other Key Stakeholders**

- **Norfolk Youth Parliament** reported support for the Deal and that young people liked the idea of having the leader of Norfolk County Council that is a councillor elected by members of the public.

## **5.2.2 Comments regarding the consultation on the Deal**

### **Borough, District and City Councils**

- **South Norfolk Council** wrote to express disappointment at the timing of the consultation exercise. This was expressed as two linked issues:
  - The consultation questions which are felt to be leading and fail to separate the general principles of devolution from the specific details of the proposed Deal.
  - The timing of the consultation, which is felt to be premature and lacking in detail, particularly around the governance arrangement associated with a Directly Elected Leader.

The council expressed disappointment in the lack of involvement in development and opportunities for coproduction of the proposed Deal.

## 5.2.3 Local control of money devolved from Government

### Borough, District and City Councils

- **Breckland District Council** wrote to express concern that the investment pot ‘while generous compared to nothing’ is significantly below the needs of the areas and will not begin to address the underfunding experienced in parts of Norfolk ongoing for some time.
- **Broadland District Council** strongly agreed with the proposal on the basis that it is the only Deal available to Norfolk to enable better outcomes for residents and businesses. Broadland also believes that Norfolk should have maximum devolution based on:
  - Being the biggest deal with the most powers.
  - Involving and engaging all the principal authorities.
  - Building on the tried and tested model for devolution.

There were, however, a number of reservations expressed around this support.

- **Great Yarmouth Borough Council:** wrote to make several points on the proposed financial settlement in the proposed Deal:
  - £600m over the next 30 years is investment into the County is welcome, but there are concerns that the sum is not index-linked and when calculating a discounted cashflow the real investment sum becomes much reduced. Therefore, a request is made that Norfolk County Council, Norfolk MPs and District Leaders continue to lobby government for an improved deal, and as a minimum to have an inflationary index-linked deal.
  - The County Deal provides the opportunity to unlock some capacity funding and Great Yarmouth Borough Council wish to see an early dialogue on how that capacity funding and future revenue funding could and should be used to drive forward an investment plan with strong and effective governance. However, it does nothing to address any existing capital investment deficits.
- **Norwich City Council** wrote to set out its position on the financial settlement in the Deal. The funding will not fix the financial struggles that all councils in the region are facing. It won’t help plug the county council’s £60m budget gap, nor the city’s £10m gap over the next four years.

*The city council and county council must be at one in lobbying Whitehall to make good on its promises to fix local government funding and not allow any devolution deal to be used as a cover story. While the government’s devo template may help provide some funding for infrastructure, it’s not going to help us protect local services and we must continue to be vocal about that. Levelling up must ensure that people services – health, education, social care and skills – are adequately funded too.*

The City Council also argue that Norwich is the economic and cultural powerhouse not just of the county but of the wider region. The future success of Norfolk is held to be dependent on the future success and prosperity of Norwich.

Devolution needs to benefit the unique attributes of the city and contribute to their further development. It will be crucial for the city council and county council - under the proposed directly elected leader model - to work together to ensure that Norwich gets its fair share of the devolution prize in order to drive growth and prosperity for the local and regional economy. City council officers will work to develop business cases for investment so that the benefits of devolution can make a visible difference in housing, industry, transport, carbon reduction and environmental enhancement.

- **North Norfolk District Council** strongly agrees with and welcomes the principles behind a Devolution Deal for Norfolk, with powers and funding over infrastructure issues and key service provision being transferred from Whitehall to Norfolk
- **South Norfolk Council (SNC)** strongly disagree with this proposal. SNC do not disagree that Norfolk should have more control of devolved funding, stating that Norfolk should have maximum devolution, involving and engaging all principal authorities and built upon a tried and tested model. However, the specifics of the proposal are believed to result in a materially worse proposition than is available elsewhere in terms of both money and powers.

### Major Employers

- **Norwich Airport** wrote to confirm its belief that with increased autonomy and funding, Norfolk will be better equipped to address the unique challenges facing our region, from promoting economic growth and job creation to improving the overall quality of life for residents.
- **Norwich Research Park** highlighted their existing activity to attract research funding, inward and private sector investment and highlighted the opportunity for further partnership working under the proposed devolution Deal.

### Statutory Partner

- **NHS Norfolk and Waveney Integrated Care Board (ICB)** wrote to explain that, although vital, the NHS only accounts for a fraction of health and wellbeing. The rest depends on other things: genetics, our environment - whether we have decent work, enough money, close family and friends, a warm home, clean air - and our own lifestyles. The County Deal for Norfolk contains significant and very welcome funding which would help them to address some of these wider determinants of health.

The Integrated Care Board welcomes not just the additional funding, but the ambitions set out in the deal to improve housing, reduce carbon emissions, support active transport, help people get the skills they need and into good jobs. Taking further action on these issues would help to improve local people's health and wellbeing, as well as make good on their commitments to prioritise prevention, reduce health inequalities and enable resilient communities, as set out in their Integrated Care Strategy for Norfolk and Waveney.

## Other Key Stakeholders

- **Norfolk Chambers of Commerce** strongly agreed with the proposal identifying that at present the county has to compete for funding against large areas such as the Northern Powerhouse and the Midlands Engine, and as a rural area the business case does not always compare well against large urban areas. The ability to control our own budget, means we spend it where is to most needed across Norfolk, rather than having to justify why we deserve the funding more than another UK location.
- **Norfolk Youth Parliament:** Generally young people were supportive of the devolution Deal as it brings more money and opportunities to Norfolk.

Young people would like to see the money being spent on children and young people as much as possible, to show investment in their futures.

Young people set the following spending priorities:

- Community engagement and cohesion within communities and culture
  - Support for engaging with further education
  - Environmental priorities
  - City and town centres
  - Spaces for young people, universal services for young people and open youth provision
  - Well-being and mental health services
  - Transport: for young people to be independent they need a good bus service and for those rurally isolated, a service that runs till late.
  - Units where families affected by things like dementia can spend time with their family as it is not always nice for them in the care homes where they reside.
- **Dereham Deaf Group** held a group discussion in which they set out their main priority as ensuring Norfolk County Council direct funds to help them. They do not feel the Deal will help in this area; however, their key investment priorities are to see:
    - more organisations who can help with Advocacy in their language BSL
    - hubs in Norfolk, with Advocacy in their language BSL so that people not in or around Norwich or King's Lynn can actually get help.

A plea was also made for commissioners to co-produce services with Deaf and Deafblind people from start to finish.

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote to express a firm belief in devolution of funding and powers to local areas. Funding and powers are controlled more centrally in England than in comparable economies. This was viewed as stifling local enterprise and growth, meaning local partners have to adopt short term approaches to secure central Government funding rather than focus on longer term local priorities.

The £20m a year investment fund is welcomed. The deal secured by Norfolk is comparable with other areas and a good start, but UEA would be keen to see further funding and powers devolved in further deals, as has happened in other parts of the country.

- The **University of East Anglia** (UEA) strongly agreed with the proposal and wrote stating Norfolk's needs are distinct from its neighbouring counties. While there is commonality of need to a degree with Suffolk, Cambridgeshire and Essex, if able to tailor policy and target investment to the specific needs of the county to develop a bespoke socio-economic strategy, Norfolk would be able to unlock the tremendous potential on offer here.

## 5.2.4 Local business voice for Norfolk

### Borough, District and City Councils

- **Breckland District Council** agreed with the proposal supporting the concept of a strong business voice, and for the role of business and business leaders in helping shape policy and interventions. There were, however, reservations expressed on the lack of recognition of the proposed Deal to represent the diversity of businesses and economies in Norfolk, a role district, borough and city councils could actively assist in, which is overlooked in the current proposals.

The preference for a Mayoral Combined Authority structure for business support was also expressed.

- **Broadland District Council** agreed that Norfolk should have a stronger local business voice. It is critical that we are able to embed a more collaborative model to growth to drive investment for our businesses. However, they did have concerns with the proposal that the LEP should be integrated into Norfolk County Council as a single institution.
- **Great Yarmouth Borough Council** state their preference for a Mayoral Combined Authority model of governance which would have embodied the functions of the Local Enterprise Partnership (LEP); without such governance the future of the LEP and its assets remains a concern. Clarification of future ownership is urgently required and Great Yarmouth Borough Council would expect to see these held within a joint company with District Councils.
- **North Norfolk District Council** agrees that there should be a strong "business voice" in any County Deal agreed for Norfolk as a key stakeholder community in Norfolk's future growth and prosperity.
- **South Norfolk Council** strongly disagree with this proposal on the grounds shown below, believing the devolution deal should be for the County of Norfolk, not for Norfolk County Council. The exclusion of districts will result in there being no powers to achieve better planning, housing, cleaner environment, welfare or growth

## Major Employers

- **Norwich Research Park** believe that by working closely with a devolved Norfolk County Council, it can maximise the societal impact of publicly funded research, through the campus-wide enterprise strategy, attract inward private sector investment in high-growth business activity and ensure the development of compelling new facilities for exciting companies.
- **Norwich Airport** see the devolution deal as helping to create skilled jobs in areas such as technology, innovation, and renewable energy, ensuring that our region remains at the forefront of the UK's economic growth.

## Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** neither agreed nor disagreed with the proposal and wrote to state it is not yet possible to say if the proposals will give Norfolk a stronger business voice, because at this stage the proposed structures, roles and powers of the Norfolk Business Board have yet to be determined.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal
- The **University of East Anglia (UEA)** strongly agreed with the proposal

## 5.2.5 Adult education

### Borough, District and City Councils

- **Breckland District Council** disagreed with the proposal setting out their reasons for opposition as (in brief) whilst we wholeheartedly welcome the devolution of budgets we believe that these powers and funding should be devolved to a Mayoral Combined Authority (MCA), and not to Norfolk County Council.
- **Broadland District Council** agreed with the proposal:

*We do agree that devolution of the Adult Education Budget is the right thing to do. Alongside this, we also believe there are further opportunities which need to be explored in a devolution deal to ensure as a County, we are able to invest in the skills we need for the future*
- **North Norfolk District Council** agrees with the principle of the Adult Education Budget for Norfolk forming part of the County Deal for Norfolk, it does not believe that this budget will be best placed within Norfolk County Council.

## Major Employers

- **Norwich Airport** believe that the proposed Deal will provide the opportunity to develop skills in areas such as technology, innovation and renewable energy.

## Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote stating “...*ensuring individuals and businesses have the right skills is critically important for the success of the Norfolk economy.*” This funding, however, needs to be ringfenced to ensure it is solely used for the intended purpose of ensuring individuals and businesses have the right skills, which is critically important for the success of the Norfolk economy.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, stating the following:

*As the ERB responsible for delivering the LSIP, we feel it is fundamental that we work in close collaboration with NCC to understand the needs of both the business community and the education providers. Having local control of the adult education budget means that the funds can be used where they are most needed, we can 'join the dots' and create an holistic plan of action to deliver to maximum effect.*

- The **University of East Anglia** (UEA) strongly agreed with the proposal expressing the view that having greater autonomy over skills investment and policy delivery will enable more bespoke, localised decision making about pipeline needs. The University also stated the view that the County Council's work with education providers at all levels (schools, further education and higher education) should become more responsive to Norfolk's economic opportunities.

## 5.2.6 Housing and employment

### Borough, District and City Councils

- **Breckland District Council** agreed with the proposal providing the following reasons for and caveats to that support:

*We are incredibly positive about the broad concept of opening up housing and employment sites in Norfolk, providing they are appropriate to do so and fit in the context of local priorities and local plans. However, we do also see that there are numerous missed opportunities that could have been secured, which would have fully maximised the devolution deals potential. As an example, we believe that it would have been beneficial to seek greater power over infrastructure through powers that have previously been devolved to other Mayoral areas, these include: the power to create Land Commissions across all principal authorities; and the ability for Development Corporations to issue development bonds.*

- **Broadland District Council** agreed with the proposal making the following comments:

*We agree that the Deal goes some way to put in place plans to open-up housing and employment sites in Norfolk. We continue to reiterate however, that we believe there is further to go in the powers and freedoms negotiated as part of this Deal to make a real change and impact in Norfolk. As mentioned in other*

*parts of this response, simply ‘working with’ and getting the ‘consent’ of district councils is not enough to ensure delivery of Levelling Up is fully maximized for Norfolk.*

- **Great Yarmouth Borough Council** would welcome an early conversation and understanding of the role which Mayoral Development Corporations could play in supporting a place-based agenda.
- **North Norfolk District Council** supports the principle of the County Deal for Norfolk assisting with the opening up of key housing and employment sites...*although the consultation document provides little real detail as to how this might be achieved.*”
- **South Norfolk Council** strongly disagreed with the proposal citing the following reasons for their position:

*We agree that the Deal goes some way to put in place plans to open-up housing and employment sites in Norfolk. We continue to reiterate however, that we believe there is further to go in the powers and freedoms negotiated as part of this Deal to make a real change and impact in Norfolk. As mentioned in other parts of this response, simply ‘working with’ and getting the ‘consent’ of district councils is not enough to ensure delivery of Levelling Up is fully maximized for Norfolk.*

## **Parish Councils**

- **Hempnall Parish Council** expressed concern over the possible imposition of Investment Zones and increased housing, offering evidence of the potential negative impact of both to Norfolk:

*Hempnall Parish Council is very concerned about proposals to weaken, or perhaps even remove, the role of the planning system, within Investment Zones. A fully functioning planning system should remain in operation in all parts of the County. Furthermore housing targets in existing and emerging local plans (e.g. the GNLP) are already excessive and unnecessary as evidenced, for example, in South Norfolk, Broadland and Norwich where around 30,000 houses in the current plan (The Joint Core Strategy) have not been built out (the current commitment) and are therefore being “rolled over” into the GNLP.*

## **Other Key Stakeholders**

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote to state the proposal is very welcome, although the amount of funding being devolved are relatively modest compared with the need and potential across Norfolk. This proposal is welcome as a first step, and the LEP encourages Norfolk and Government to rapidly build on this initial agreement.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, writing:



*Norfolk needs to be seen as 'open for business' this means we need to be able to attract talent - who will need appropriate housing and infrastructure and employment sites to provide opportunity etc.*

- The **University of East Anglia** (UEA) agreed with the proposal and wrote:

*UEA's commitments to biodiversity and net zero objectives mean that we will always prefer the redevelopment of existing sites where possible. However, we recognise the importance of economic development in the county and, where appropriate, could offer opinion on a case-by-case basis.*

## 5.2.7 Integrated Transport

### Borough, District and City Councils

- **Breckland District Council** strongly agreed with the proposal for the following reasons:

*We agree to the broad concept of integrating all elements of transport for Norfolk, particularly if they are able to be integrated with wider functions in support of the economy. As before, we believe the most effective vehicle for achieving this is one which ensures strong partnership and engagement such as a Mayoral Combined Authority (MCA) for Norfolk.*

- **Broadland District Council** agreed with the proposal making the following comments:

*We agree with the proposal for an integrated transport settlement for Norfolk, however, again reiterate that we believe this would best be delivered through a collaboration of principal authorities rather than through the County Council alone.*

- **South Norfolk Council** disagreed with this proposal, citing the following reasons:

*We agree with the proposal for an integrated transport settlement for Norfolk, however, again reiterate that we believe this would best be delivered through a collaboration of principal authorities rather than through the County Council alone.*

*The most ambitious level 3 powers for strategic passenger transport are only available to MCAs. It is inexplicable why Norfolk should settle for a deal that excludes the potential for an 'Oyster' style card.*

### Major Employers

- **Norwich Airport** wrote of the critical importance of a thriving local economy for their business and the wider tourism industry. They believe that the devolution Deal will be of significant benefit to both their business and the wider business

and tourism sectors that rely on the airport to connect with the rest of the UK and the world.

The response went on to detail an understanding of the importance of regional connectivity and the role that the airport plays in connecting Norfolk with the rest of the UK and the world. The proposed devolution Deal could provide a much-needed boost to the region's infrastructure, allowing for improved transport links and greater investment in emerging industries.

### Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal stating it as very welcome. For too long Norfolk's transport planning has been held back by Government giving funding in different funding pots and over different timescales to different terms and conditions. This makes it difficult for budget planning, reduces efficiencies and makes it harder for the council to invest in the infrastructure required to accelerate low carbon transport. It will be important to gain a commitment from Government that the amount of funding being devolved is not a net reduction.

- **Norfolk Chambers of Commerce** strongly agreed with the proposal writing:

*An integrated transport settlement will allow us to consider the needs of our multi modal rural environment. Rural public transport must be improved in order to allow people to access both employment and education. Connectivity is huge across the whole of our region and being given control of our own budget means we get the opportunity to do the right thing for the needs of Norfolk residents and the business community.*

- The **University of East Anglia** (UEA) agreed with the proposal and wrote:

*Norfolk's rural geography contributes to its minimal and fragmented public transport provision. This lack of integrated transport impacts the skills and jobs markets, and therefore the economy, as many people cannot afford personal transport and therefore cannot commute to jobs*

### 5.2.8 Elected Leader and cabinet

#### Borough, District and City Councils

- **Breckland District Council** strongly disagreed with the proposal based on the belief that the proposed system of governance set out in the Deal, present a number of risks, as well as a missed opportunity. For the following reasons Breckland believe a Mayoral Combined Authority (MCA) model not a Directly Elected Leader (DEL) is the most suitable for Norfolk.
- **Broadland District Council** neither agreed nor disagreed with the proposal making the following comments:

*We have concerns with the plans for an elected leader and cabinet system of governance which is untried and untested. Within the Deal, there is a lack of focus on delivering new devolved powers and functions. We want a model which does not subordinate Norfolk – Across the country, there are 10 combined authorities already in existence which cover 53 different types of Councils and government have made it clear that it is models like a Mayoral Combined Authority they are keen to move forwards with. We want a model which does not leave Norfolk behind.*

- **Great Yarmouth Borough Council** wish to be assured:

*that we will continue to be involved in the development of that governance; and the principles of inclusivity and transparency will prevail. Governance that respects and protects the unique role which District Councils play in shaping their places and driving forward an inclusive growth agenda is critical to our continued support.*

- **North Norfolk District Council** strongly disagreed with this proposal, citing the following reasons:

*Whilst North Norfolk District Council is supportive of the principles of a devolution deal being agreed for Norfolk; the Council is not persuaded that the current governance model being proposed to administer the County Deal in Norfolk will ensure that the voices of the diverse communities of interest which exist across Norfolk – urban, rural, coastal, young and old, people from different backgrounds and cultures, business and environment - will be properly reflected through the governance model of the County Council with a Directly Elected Leader.*

- **South Norfolk Council** strongly disagree with this proposal, citing the following for their position:

*We strongly disagree with plans for an elected leader and cabinet model and believe that this governance model will inhibit delivery within Norfolk and block the Levelling Up of our County. We want a model which does not subordinate Norfolk. Norfolk and Suffolk would be the only areas in the country which would be in this model of governance, at a time where Government is focused on further devolution to Mayoral Combined Authorities...*

### **Other Key Stakeholders**

- The **New Anglia Local Enterprise Partnership** agreed with the proposal because a directly elected leader is a requirement from Government to secure the new investment fund, which is the biggest single component of the deal. However, concerns were expressed about the model – for example:

- Can one person run such a large organisation as a county council and manage the deal.
- Will the title – DEL – rather than Mayor mean they are treated in a different and more junior way to mayors.
- What is the role of the other councils in the area if the DEL is only accountable to the county council.

Nonetheless the LEP feel a directly elected leader will enable Norfolk to have a figurehead who can make the case for Government and raise the profile of the county in the way other successful mayors are doing.

- **Norfolk Chambers of Commerce** agreed with the proposal, writing:

*The Directly Elected Leader must ensure that they are doing good for the whole county and not just their own ambitions. This role should be altruistic and about the long term wellbeing and development of Norfolk*

- The **University of East Anglia (UEA)** strongly agreed with the proposal and wrote:

*Strong, accountable leadership usually leads to better decision making. Whilst there is no guarantee that devolution will lead to stronger leadership, the framework for a directly elected leader of the Council, supported by a cabinet of councillors, will strengthen the legitimacy and accountability of local governance.*

## 5.2.9 Principles of devolution

### Borough, District and City Councils

- **Breckland District Council** strongly agree with the proposal as a catalyst for change and delivery to the benefit of local communities. However, there are issues highlighted with the Deal's proposed governance.
- **Broadland District Council** agreed with the proposal making the following comments:

*We agree with the principles of devolution and the benefits it could bring to Norfolk. This deal is a starting point but we believe there is scope for a more ambitious deal for Norfolk which is needed to deal with the challenges and opportunities of the future across our County. There is room for growth in relation to the powers and funding negotiated with Government. The deal is focussed too narrowly on elements of growth and could be seen to miss the wider opportunities around health, justice and the community, which is increasingly important in Norfolk with an increasingly challenged social care system and growing problems with health care.*

- **Great Yarmouth Borough Council** understand and appreciate that the ‘Deal’ is between Norfolk County Council and central government, however the governance that determines the local decision-making and prioritisation of investment is critical to the success of the Deal.
- **Norwich City Council:** in terms of governance, it’s essential that Norfolk pursue a model of double devolution where powers and resources flow to those authorities which are closest to their communities. The last three years in particular have shown that local is best. The city council – and Norfolk’s other districts - provides effective local leadership. The districts know their communities and hold the responsibility for place-shaping through housing and regeneration responsibilities, their planning powers and through the £billions in assets held.

The city council and other districts need to be at the table working with the county council to design and implement a governance system which ensures that the money and powers are devolved to the right strategic priorities and accountability sits at the lowest possible level of governance (district level).

- **North Norfolk District Council** neither agreed nor disagreed with this proposal for the following reasons:

*North Norfolk District Council finds this question difficult to answer. North Norfolk District Council recognises the opportunities and supports the principles of devolution, allowing local people in Norfolk to have direct influence in setting the future direction and growth priorities of our County.*

- **South Norfolk Council** disagreed with this proposal for the following reasons:

*Recent announcements from the Treasury have made it clear that they will give preference to MCAs in future. What is being contemplated for Norfolk is not an MCA. So, we are considering something that is second-best at inception. It is not entirely clear why anyone would find this acceptable.*

### Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** strongly agree with the principles of devolution – for funding and powers to be devolved from central Government to local areas. The Deal on offer to Norfolk is felt to be broadly comparable with the current round of deals. A directly elected leader is a necessary part of the deal. However, the Deal should only be the starting point, not a signal to Government that Norfolk has had its deal. Therefore it should be the starting point of further discussions with Government in order to ensure Norfolk is not disadvantaged by the Government’s Levelling Up agenda and the county’s investment priorities and opportunities can be fully recognised by Government.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, writing:

*Norfolk is an amazing place to live and work. We have world leading sectors and a dynamic business community - this is our opportunity to showcase what we can do, given the funding and powers to do the best for Norfolk.*

- The **University of East Anglia** (UEA) strongly agreed with the proposal and wrote:

*UEA is a civic institution founded in, by and for the region, but with a global impact. Our annual contribution to the economy in the East of England was estimated at £560m GVA in 2019. We are committed to being an institution that looks beyond our immediate business needs to the need of the wider community including business and other anchor institutions. As such we have just completed a region-wide democratic engagement process gathering organic views of the University's role, and potential role, in the region. What that has made clear is that while there are general issues facing communities and organisations here that reflect national and international contexts, there are also particular strengths and challenges. This suggests a bespoke approach to local governance would be highly beneficial.*

### **5.3 Public submissions to the consultation**

In total eight written responses were received directly to the consultation from members of the public via the County Council's Have Your Say portal. These responses are reported anonymously and have been thematically analysed below

- **Comments on the consultation process**

Some respondents (3) were concerned that the consultation was not widely publicised, suggesting many citizens were unaware of the opportunity to comment on the potential Deal.

---

*I was dismayed to find this after the consultation for my town had already taken place. I have also discovered that none of my neighbours or friends in Norfolk are aware of this proposed deal or its implications for the county.*

*I don't believe you are giving your potential voters a real opportunity to have their say. Particularly as this has been kept so quiet.*

*I feel a survey form should have been made available to residents along with highly advertised details of venues and dates, in order to maximise attendance.*

---

- **Support for the Deal**

There was an expression of support from two correspondents for the Deal received from correspondents.



---

*I fully support what has been achieved by Norfolk County Council.*

*I think it will be very good for the county.*

---

- **Democratic accountability**

Two respondents provide comments on the issues of democratic accountability at all levels associated with the Deal, covering:

- Concerns around the extent to which the process of selecting a Democratically Elected Leader (DEL) is seen to be fair, particularly in regards to the candidates who stand for election. Specifically the case in which the candidates do not inspire confidence.

---

*In the situation with an elected police commissioner, there are only a few names to be selected from. What happens if none of the names of the potential candidates for leader inspires the confidence of the electorate?*

---

- The issue was also raised over the ability of the electorate to remove the DEL in the case of a loss of confidence in their leadership.

---

*What transparency would there be? Who would have the power to remove the elected leader/'governor' from power? Would people turn to the judiciary for resolution of each and every issue? Our judiciary are already 'stretched.'*

---

- Concern was also raised over the potential loss of democratic accountability in circumstances where responsibility for delivery is transferred to organisations in the Voluntary Community and Social Enterprise (VCSE) sector, which is not accountable in the same way the County Council is.

---

*My only comment would be that the voluntary sector, if it received more funding, would need to be more open and transparent about where the money is spent and what difference it made rather than simply going on salaries and admin costs across the VCSE sector. You, the County Council, get funding to deliver services and have a hierarchal structure and you are also properly accountable. We don't need 100+ mini service providers who are not democratically accountable in the same way. However you dress it up nobody's going up keep an eye on the money flowing into the VCSE sector.*

---

- The issue of future accountability of the DEL's actions was also raised with the suggestion that contentious issues should be tested against public opinion.

---

*If major changes are proposed, that affect the public, like congestion charges, there should be a local referendum. The one proposed for Cambridge has caused a lot of animosity!!*

---

- **Funding**

The potential funding settlement offered in the Deal was also commented on, with the view that it was not enough to make any significant difference in Norfolk over the proposed timeframe.

---

*Also the sum being offered 600m over 30 years is approximately £21 per head per year.*

---

- There were also comments focused on ensuring the fair distribution of funding across the county, avoiding the perceived favouritism towards Norwich.

---

*If it goes ahead i hope the money is evenly proportioned not most going to Norwich.*

*Maybe if successful the county council might realise there are other areas in Norfolk other than Norwich.*

---

- The issue of transparency and accountability for the expenditure was also raised.

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*However, there needs to be total transparency about how and when the money will be spent.*

---

- **Environmental concerns**

Respondents also focused on issues within the environment that the felt it was important for the Deal to address:

- Littering

---

*A key issue for me is lack of care for our environment. Litter is lined on every roadside. And almost daily i notice more fly tipping on forest edge's.*

---

- **Housing and Infrastructure**

- Respondents also focused on issues related to the environmental impact of development, particularly the impact of development and protection of natural habitat and the countryside.

---

*There is a very real concern (please see Sheffield's and most recently, Plymouth's 'regeneration' plan, where large amounts of*



*trees were felled), that swathes of the unique and wildlife rich countryside, which is unique to Norfolk and is well-known for bringing in visitors and tourism, contributing much to the local economy, could be lost forever with too many housing developments and new roads being built.*

---

- There was also a concern over developments on greenbelt/agricultural land and the pressure on existing infrastructure.
- 

*There has already been a lot of pressure for farm land to be sold for prospective developments, together with the preposterous idea from central Government that a 'new town,' consisting of 5,000 houses, plus the associated vehicles attributed to these properties, can be accommodated in mid-Norfolk. Our infrastructure and roads cannot sustain this increase in people and traffic on our narrow, windy country hedge-lined lanes, which have markedly seen a large increase in vehicles and associated traffic accidents in the last 2-3 years.*

---

- **Transport**

Respondents highlighted issues of importance to them when considering the issue of integrated transport, specifically:

- Concerns over future road repairs
- 

*I see that transport is highlighted; I hope the repair of roads comes under that umbrella?*

---

- Concerns over the concept of 15 minute cities<sup>3</sup>, taking the opportunity to offer opposition to that idea, which is not referenced in the Deal.
- 

*I am also aware that Norfolk has signed up to 15 minute cities. I would like reassurance that there will be no citizens restrictions of movement on the cards!*

---

- **Comments out of scope:** The focus of the consultation was on the scope of the Deal; however, one respondent used the opportunity to exercise their right to comment on issues beyond this. In this case they wanted to raise the issue of health care, which is reported below for completeness.
- 

*I am also astonished that health care is not mentioned or included in this deal. Watton is desperately short of Doctors and dentists.*

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<sup>3</sup> The outline concept of the 15 minute city is that all necessary amenities are within a 15-minute walk

## **ANNEXE ONE:**

### **ONLINE SURVEY INDEPENDENT ANALYSIS REPORT**



# Norfolk County Council

## County Deal Consultation

### Analysis Report

**27 April 2023**

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# 1 INTRODUCTION

## 1.1 Introduction

The Consultation Institute (tCI) was commissioned by Norfolk County Council to analyse the open and closed question responses received to their online survey as part of the consultation on County Deal devolution arrangements for Norfolk.

The online survey was hosted on Norfolk's Citizen Space, a proprietary software system. Hard copy versions of the survey were made available to those people who were unable to access the online system and these were all inputted to the online platform for inclusion in this analysis.

This report sets out the results of that analysis.

NB: The online survey was not the only channel available for responses to the consultation, submissions were received by letter and email from stakeholders and members of the public which are analysed in a separate report.

### 1.1.1 Background

The consultation document "Unlock Norfolk's Potential: Together we can shape our future" provides the following introduction to the proposed County Deal.

The Government and Norfolk County Council have negotiated a proposed County Deal, which means the Government would give more powers and funding to Norfolk.

This is an opportunity for more decisions that are currently made by central Government to be made locally - by people and organisations who know and understand Norfolk and its communities.

If the Deal is agreed, Norfolk will get new decision-making powers, local control of funding currently held by central Government and additional investment of more than £600 million over the next 30 years. This will help us to boost our economy through more jobs, training and development, as well as improve our transport network and support the local environment.

The County Deal is between Government and Norfolk County Council, however the involvement of district, borough and city councils, alongside businesses and other key organisations will be essential to its success.

## 1.2 Response Rates

A total of 1,211 responses were received to the online survey, including hard copy input manually. Of these responses:

- 60 were received from respondents identifying as groups, organisations or businesses.
- 61 were received from respondents who mentioned the organisation they worked for or represented.
- The remainder, and overwhelming majority (1,090) were from individuals.

A full breakdown of the demographic characteristics of all who responded – where they provided that information – can be seen at Appendix One of this report.

## 1.3 Consultation Submission Format

Respondents had the opportunity to make submissions to the online survey in two formats:

1. **Closed questions** – respondents were asked to rate each of the proposals in the Deal using a fixed scale from ‘strongly disagree’ to ‘strongly agree’.
  - Reporting is based on providing both number of respondents to each question and their percentage against the total response. Where percentages are used, totals may not necessarily add up to 100% because of rounding or instances where multiple responses are allowed to the same question (i.e. ‘tick all that apply’).
  - The number of respondents (base) for each question varies due to individual choice regarding questions answered.
2. **Open questions:** alongside rating the extent to which respondents agreed or disagreed with the proposals, the online survey provided an opportunity for a ‘free text’ response (‘why do you say that?’).
  - Each comment was assigned a code to capture its content and the sentiment expressed. These codes have been combined into overall themes for reporting.
  - This analysis was conducted using the ‘tagging’ facility in Norfolk County Council’s online platform (Citizen Space). This involves the analysts reading through all the responses and developing codes to represent the core sentiment expressed in a group of comments. These codes are then added to the Citizen Space system using a facility known as ‘tags’ which can then be used to mark all similar comments.
  - These individual codes (tags) have been combined to form themes which are reported throughout.

The open text analysis is presented in the following manner:

- A summary discussion of the broad themes with a narrative explanation, which incorporates the individual codes. The number in brackets after



each theme represents the number of mentions as the sum of the codes included.

- A separate sub-section which provides more granularity about the detailed comments under each broad theme, , with the number in brackets after each code representing the total number of comments.

Quotes are provided to demonstrate the central opinion within each. All quotes are provided verbatim.

The online survey asked questions related to the seven key areas of the Deal:

- **Local control of money devolved from Government**  
Target funding and resources to Norfolk's own priorities
- **Local Business Voice for Norfolk**  
Give Norfolk a stronger business voice
- **Adult Education**  
Invest in the skills we know we need
- **Housing and Employment**  
Open-up housing and employment sites
- **Integrated Transport**  
Invest in local transport planning and consolidate transport budgets
- **Elected Leader and Cabinet**  
Have a Council Leader who is directly elected by the public, with the first election in May 2024
- **Principles of devolution**  
Raise our profile nationally, enabling our voice to be heard by Government and help shape future policies

The analyses against each of these questions is set out in turn in the following sections.

## 2 LOCAL CONTROL OF MONEY DEVOLVED FROM GOVERNMENT

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the proposal for Norfolk to have control of money devolved from the Government?**

The analysis of the open and closed elements of this question are set out below.

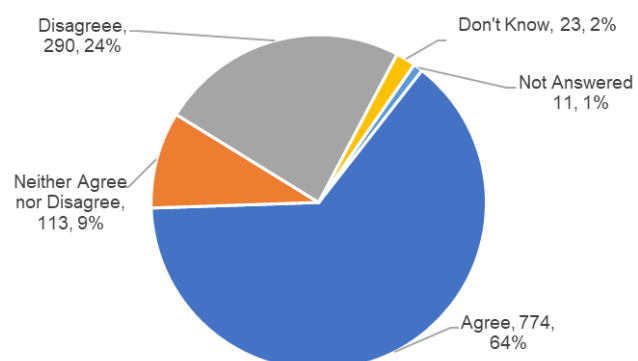
### 2.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed, respondents were largely in agreement with the proposal as seen below:

- The majority (64%) agreed (28% strongly agree, 36% agree)
- Around a quarter (24%) disagreed (8% disagree, 16% strongly disagree)
- Approximately one tenth (9%) neither agreed nor disagreed
- A small number (2%) did not know
- The remainder (1%) chose not to provide an answer

Response	No.	%
Agree	774	64%
Neither Agree nor Disagree	113	9%
Disagree	290	24%
Don't Know	23	2%
Not Answered	11	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 2.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 2.2.2.

#### 2.2.1 Reasons for Agreeing

In descending order, the broad themes in support of the proposal were:

- **Local intelligence leading to enhanced efficiency:**

Respondents saw the Deal as an opportunity to use **intelligence** rooted in an in-depth understanding of the **local** context to improve **efficiency** of local spending for the benefit of Norfolk (501 comments in total).

- **Investing in Norfolk's future:**

Respondents were supportive based on the potential for the Deal to provide **investment** to support Norfolk's overall sustainability helping to **futureproof** through the direct control of local expenditure. This is supported by recognition that while the **finance** settlement is relatively small it is in line with other areas and will provide flexibility for local leaders to make their own investment decisions rather than following Whitehall directives (121 comments in total).

- **Enhanced local democratic structures:**

The proposed Deal provides the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced accountability. It is hoped that this will lead to increased accountability although it is recognised that there will inevitably be some form of trade-off between local priorities and national direction resulting from the inevitability of **politics** in the process (116 comments in total).

- **Cautious acceptance in recognition of potential inefficiencies:**

There is a concern even among those supporting the proposal about additional bureaucracy and cost and associated **inefficiency**. (18 comments in total).

## 2.2.2 Codes (for)

From the comments provided by respondents who agreed with the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Intelligence (303)**

Benefits associated with the opportunity offered through the Deal to use local knowledge to make better decisions.

*Norfolk will know what is best for people.*

*As a coastal and rural County Norfolk has a range of opportunities and challenges not always easily understood by those who don't live and work in the area.*

*Norfolk is too dissimilar to the major urban counties for Westminster to understand the county's needs and they are not interested enough to delve deeply to work them out.*

*Norfolk has unique geography - fenland, Broadland water, coastal, tidal areas, outstanding high grade farmland and forests -*

*unmatched by any other county. It is a unique environment best served by local knowledgeable people.*

*The County Council are perfectly placed to know where investment is needed most, and apply budgets accordingly.*

- **Local (111)**

Understanding of the wider local context, landscape and democratic structures

*Focus on local issues with decision making made locally should open up lots of opportunities, which may have been overlooked otherwise.*

*Autonomous responsibility is generally favourable.*

*The opportunity for decisions made about Norfolk, to be made in Norfolk, will (I feel) will be extremely beneficial to our county. I live and work in Norfolk, so our priorities here, may be different to elsewhere and to have a local oversight and say in how our money is spent, will only be a plus!*

*The more control devolved locally the better. In fact I believe this should trickle down to area councils and town and parish councils.*

*Norfolk has unique geography - fenland, Broadland water, coastal, tidal areas, outstanding high grade farmland and forests - unmatched by any other county. It is a unique environment best served by local knowledgeable people. It also has a predominately rural population with a unique demographic and balance of owner occupied housing. All this is best served by the local community.*

- **Efficiency (87)**

The potential for the Deal to improve the efficiency of local spending

*I believe removing layers of approval will enhance delivery and reduce costs. Hopefully Norfolk can deliver with existing management and will not see it as an opportunity to grow the organisation which will defeat the object.*

*I hope it might lead to a more entrepreneurial and dynamic approach. Although I hope the very important health and social needs of the people in Norfolk will be foremost, too.*

*This has the potential to cut the staff time spent bidding for money and allow us to direct resources to delivering for our residents.*

*Norfolk requires policy delivery based on a higher granularity of detail regarding the socio-economic needs and opportunities within and across our region – and the linkages and interdependencies*

*that can be proactively managed to ensure greater effectiveness and efficiency of public spending.*

- **Transparency (71)**

Respondents are supportive of the proposals with the proviso that the potential for enhanced transparency around decision making and priority setting through democratic structures is in place.

*This is a positive move but the money needs to be allocated for use prudently and within set requirements such as quality of provision and expected outcomes.*

*the money needs to be accountable for, not spent on useless thing that don't help the locals*

*I agree in principle with Norfolk County Council have direct control over funding to meet the identified needs of Norfolk. We will need to monitor the progress of this arrangement.*

*Overall I agree but do have concerns about the checks and balances on how it will be spent.*

- **Investment (63)**

The potential investment in the Deal provides an opportunity to enhance Norfolk, socially, environmentally and economically.

*We need investment for Norfolk to grow our economy, support local businesses and enable young people to have a future where they live!*

*Norfolk is an amazing County and a wonderful place to live and totally deserves the opportunity to have control to develop and diversify the huge potential of our County by our people*

*It is vital that Norfolk takes advantage of this opportunity for devolved finances and powers, which do not come around often.*

- **Finance (33)**

The financial settlement in the Deal, while, relatively small is in line with other areas and will provide flexibility for local leaders to make funding decisions that reflect local rather than national priorities.

*It makes sense for local leaders to be able to have the funds to respond to local needs.*

*While a relatively small amount it compares to other areas.*

- **Futureproof (25)**

The Deal offers the potential for Norfolk to take control of its future.

*It is better to have local control over local spending. But how much will £30 million be worth in 10 never mind 30 years' time?*

*To provide Norfolk with long term funding - which allows strategic, long term planning.*

- **Accountability (24)**

The Deal provides an opportunity for local people to have a direct involvement in decisions through local democratic arrangements.

*If levelling Up in the wider sense is to work, it is important that powers be devolved down to local government. This is the first step to achieve this.*

*This deal allows local people to influence how funding is allocated.*

- **Politics (21)**

There is balanced acceptance that the process will be driven by politics, and this will inevitably require some form of trade-off between local priorities and national direction.

*The principle is good but slightly worried that the decisions on where it should be spent will become too political.*

*It will be very political and policies will be determined by the party who not all of us would accept*

- **Inefficiency (18)**

Despite supporting the proposal, some respondents were concerned that it may create more layers of bureaucracy resulting in duplication and inefficiency.

*I would not want to see additional staff diluting the effect of the investment though.*

*I agree so long as that doesn't result in additional elected and non-elected posts and offices being set up incurring salaries, pensions, NI and or expenses.*

### 2.2.3 Reasons for Disagreeing

In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Norfolk County Council not best placed to deliver the Deal and inefficiency:**

There was a recurring reference to a perceived failings in the County Council, with many remarking on a poor track record of performance. This was coupled with a concern that the proposal would create more layers of bureaucracy resulting in duplication and inefficiency (155 comments in total).

- **Reservations concerning the overall financial settlement offered in the Deal:**

Respondents expressed the view that the proposed **finance** in the Deal seem large but in reality will not be enough to achieve anything significant for Norfolk. The proposed finances in the Deal are not **futureproofed** with no account made of inflation. Overall the proposed **investment** in the Deal was not felt to be worth it in terms of the money attracted to Norfolk (86 comments in total).

- **A reduction in democratic accountability:**

Respondents reported that an increasing lack of trust in **politics** in general made them less inclined to support the Deal. This made them reluctant to move away from accountability through national Government structures to devolved decision-making (58 comments in total).

- **A move towards local priorities at the expense of other areas in the County:**

Respondents felt that the **local** nature of the proposed arrangements could lead to favouritism in decision making. There were additional concerns that there would also be a focus on urban areas with decisions being '**too Norwich**' at the expense of other areas (28 comments in total).

- **Perceptions of bias towards positive decisions in the consultation:**

Concern was expressed about perceptions of bias in the consultation, with the view that leading questions were deployed and lack of 'downside' explanations (potential disadvantages or risks) would inevitably lead to supportive answers (15 comments).

### 2.2.3.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Record (87)**

There was a recurring reference to a perceived failings in the County Council, with many remarking on a poor track record of performance.

*County Hall is a White Elephant eating up money because they can't make better use of the land due to the conditions of the land grant.*

*I have concerns because of the current governance of NCC and its internal culture which is defensive and unreflective in my experience.*

*I would be very concerned about NCC, as it currently operates, having any additional monies or powers without significant guarantees or restrictions in terms of oversight by other partner organisations.*



- **Inefficiency (68)**

Respondents were concerned that the proposal would create more layers of bureaucracy resulting in duplication and inefficiency.

*Another layer of folk doing little for high wages that have to be found through local taxes.*

*This will create yet more layers of bureaucracy and more opportunities for corruption than exist already..*

*Another layer of folk doing little for high wages that have to be found through local taxes.*

- **Finance (52)**

Concern that the proposed finance in the deal seem large but in reality will not be enough.

*Not enough money is being offered, the amount of funding will not cover all of the investment the County needs.*

*I am suspecting that this would result in the Government passing down responsibility and costs which may result in higher Council Tax bills. The County has a deficit now, which is either happened as a result of inefficient Council spending budget or that there was not enough released from the Government to cover costs. I would suggest, logically it has to be one or the other. This would only be worse with devolution.*

- **Politics (52)**

An increasing lack of trust in politics in general among respondents made them less inclined to support the Deal

*We have essentially a two party political decision making system in this country and I can't see how local politics will be kept out of county decision making, instead of the right business decisions being made. Having another pot of money to play with politically is tempting but needs to be moderated in some way. There needs to be more frequent accountability of the spend, than every five years as planned by the government.*

*I do not believe that a directly elected Tory leader voted in by a predominantly Tory electorate will help levelling-up in Norfolk.*

- **Futureproof (29)**

The proposed finances in the Deal are not futureproofed with no account made of inflation.

*If there is no inflation linked element to the funding then this deal is there is signing up a whole generation of our county to live in poverty for 30 years with no way out.*



*£20m in 30 years will be worth less than £5m in today's terms if inflation remains at 10%, perhaps it will be enough to buy a two bedroom house.*

- **Local (20)**

Respondents felt that the local nature of the proposed arrangements could lead to favouritism in decision making.

*Didn't NCC vote against Regional Government in the 90's?*

*Would prefer local residents identify essential projects, then council cost and apply for money.*

- **Consultation (15)**

Concern was expressed about perceptions of bias in the consultation, with leading questions and lack of explanations of potential disadvantages or risks.

*Also, where are the downsides? Give me the downsides too rather than trying to sell us on the benefits alone - what are you hiding?*

*Absolutely no explanation of the substance of the changes has been given - no specifics or examples have been given.*

- **'Too Norwich' (8)**

Concern that the focus will be on Norwich at the expense of other areas.

*As I see things any funding from central government will stay in the city as normal and the rest of the county will not benefit especially North Norfolk.*

*Very concerned that money will be distributed to Norwich and surrounding areas. West Norfolk is at the bottom of the list when funds are distributed. Ask folk and my perception will be confirmed.*

- **Accountability (6)**

Respondents' reluctance to move away from accountability through national Government.

*I think we need a national policy and not local ones. Local ones tend to focus on the needs of a small area and not see the whole picture.*

*I want Norfolk to adhere to National Standards.*

- **Investment (5)**

Overall, the Deal was not felt to be worth it in terms of the money attracted to Norfolk.

*This is a very poor financial settlement and I do not believe that this government can commit future ones for 30 years. Therefore, the deal has to be viewed as what is promised and can be delivered. This reduces the figure to £35m - much of which will*

*be swallowed up in reorganisation costs. Whoever negotiated this needs to be retired and someone else come in and make a better job.*

*Not enough money is being offered, the amount of funding will not cover all of the investment the County needs.*

## 2.2.4 Reasons Unsure (neither agree nor disagree)

In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Concerns over current delivery and future transparency**  
Respondents reported concerns over the perceived effectiveness of the county council current track **record** and whether it can be trusted with new duties. Lack of trust that NCC can deliver, with a need for **transparency** in decision-making to reassure respondents (38 comments in total).
- **Is the potential investment in Norfolk's future sufficient to justify accepting the Deal:**  
Respondents were concerned that the **finance** settlement contained in the Deal may not be enough to achieve any significant change for Norfolk, alongside concerns that this was not **futureproofed** by not factoring in any consideration of the impact of inflation. However, respondents were open to persuasion around the opportunity for local **investment** (31 comments in total).
- **The potential of becoming entangled in politics and bureaucracy:**  
Respondents were wary around the implications of **politics** in the Deal, specifically the perceived negative impact of increased politicisation of decision making. There were also concerns expressed around the potential to increase **inefficiency** through additional bureaucracy and layers of decision making which were seen as a diversion of resources (19 comments in total).
- **The consultation itself:**  
Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions were reported as a reason for uncertainty over whether to support or oppose the proposal (12 comments).
- **The need to demonstrate local intelligence not fully met:**  
Respondents were not convinced the Deal reflected an **intelligence** based full understanding of the **local** context, landscape and democratic structures. (9 comments in total).

### 2.2.4.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Record (22)**

Concerns over the effectiveness of the county council in discharging their current responsibilities and whether it can be trusted with new responsibilities.

*I'm not convinced that the County Council is competent enough to manage an even larger budget.*

*I'm not sure that I understand what it means for Norfolk. I like the thought of more money coming into Norfolk but worry that we don't have the expertise locally to manage it effectively.*

- **Transparency (16)**

Lack of trust that Norfolk County Council will provide clear and transparent decision-making.

*This will either be the best thing since sliced bread or an unmitigated disaster.*

*Norfolk County Council does not manage resources well currently. There would need to be very clear transparency for the public and accountability for how money is spent.*

- **Finance (14)**

Questions about whether the financial settlement is enough:

*The amount of devolved funding agreed sounds insignificant to me given the total current NCC budget.*

*The amounts are trifling and the deal is very unlikely to last more than a few years - certainly not 30!*

- **Futureproofing (14)**

Concerns about inflation/whether the current deal is futureproofed:

*In principle agree however if in the event of a change of politics leadership nationally but not locally, will Norfolk in its decision making reflect the priorities of the newly elected government?*

*Annual sum is barely % of the overall NCC budget and is not indexed link so ultimately will become valueless.*

- **Consultation (12)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*The presentation does not take into account the views of those who oppose the "deal" and to provide our "elected leader" with more select powers over the Cabinet whose views and approach I disagree with is pushing democratic actions even further away from our elected Councillors.*

*Strongly disagree under these circumstances. This is a one-sided question and totally biased...*

- **Politics (12)**

The perceived negative impact of increased politicisation of decision making:

*In principal it sounds positive.....however there will be a "pay off" for this to government in some form which may not yet be apparent.*

*Trust in what national or local politicians say is probably at an all-time low. Can we trust that they will deliver this without upsetting the population of Norfolk, or without destroying the ruralness of our beautiful county?*

- **Inefficiency (7)**

Increased bureaucracy and added layers of decision-making seen as a diversion of resources:

*I am for the proposal in principal but I can't help thinking it will cost a lot more money to put into place - more money on the Council Tax. Another layer of bureaucracy.*

*The money us fine but will be wasted on a new high paid job.*

- **Intelligence (5)**

The need to clearly demonstrate the benefits of local evidence, local knowledge and context:

*It is important that money is focused where it is needed in the long term and not to combat short term issues.*

*Norfolk must have a detailed plan to spend the money without using it to fund new employees and divert to other causes.*

- **Local (4)**

A strong statement and demonstration of understanding of the unique local context, landscape and democratic structures needed to convince respondents of the benefits of the Deal.

*I agree with the base assumption that local communities are better placed to know what they want from government funding.*

- **Investment (3)**

Opportunity for money to be invested locally:

*Depends on how the money is spent and how expenditure is controlled. We need proper investment as described to bring prosperity to the county without destroying the rural and agricultural heritage.*

### 3 LOCAL BUSINESS VOICE FOR NORFOLK

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the proposed change to create a stronger local business voice for Norfolk?**

The analysis of the open and closed elements of this question are set out below.

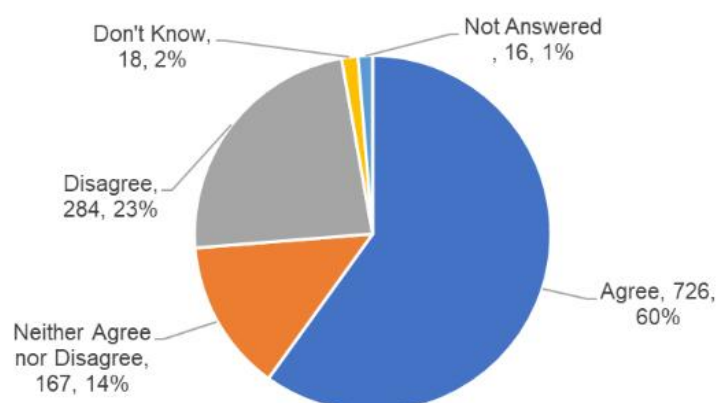
#### 3.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (60%) agreed with the proposal (25% strongly agree and 35% agree)
- Around a quarter (23%) disagreed (13% strongly disagree and 10% disagree)
- Just over a tenth (14%) were unsure (neither agree nor disagree)
- A small number (2%) did not know
- The remainder (1%) did not answer the question.

Response	No.	%
Agree	726	60%
Neither Agree nor Disagree	167	14%
Disagree	284	23%
Don't Know	18	2%
Not Answered	16	1%
<b>Total</b>	<b>1,211</b>	<b>100%<sup>4</sup></b>



#### 3.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 3.2.2.

<sup>4</sup> Rounding has been applied

### 3.2.1 Reasons for Agreeing

In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **The opportunity to provide voice for local Small and Medium Sized Enterprise (SME) SME businesses in decisions:**  
Respondents saw the Deal as providing an opportunity for the direction of business support by agencies with an in-depth understanding of the **local** context. At the same time providing the opportunity for local **SME** businesses to have a direct say in those support arrangements and to have a voice in decisions (239 comments in total).
- **The opportunity for enhanced accountability and coordination:**  
The Deal provides the opportunity for local businesses to have a direct say in the business support arrangements overcoming perceptions that the current situation reduce or remove **accountability**. Alongside this, the Deal provides the prospect of **coordination** of the needs of business with the needs of other service areas (122 comments in total).
- **Providing a clear local focus of business support:**  
The proposal provides a clear focus on the county of **Norfolk** without distraction from Suffolk which has a different economic/entrepreneurial make-up while recognising the importance of **regional** working (57 comments in total).
- **Providing extra resource for business support in Norfolk:**  
While it was accepted that existing resources are insufficient to address the business support needs for the county there were doubts that enough funding was being offered in the Deal to address this (18 comments).
- A recognition that the current business support arrangements could be better:  
The view was that the **Local Enterprise Partnership (LEP) works** and, though the current arrangements are successful, they can be further built on under the Deal (8 comments).

#### 3.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal, the ten most frequently codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Local (166)**  
Respondents supported the overall proposed direction of business support by local agencies with an in-depth understanding of the local context contained in the Deal.

*For Norfolk by Norfolk*

*Local decisions based on locally driven policies, created by local priorities.*

*Great! I hope this will be led by local businessmen.*

*Local businesses should be able to target the needs and aspirations of their local community.*

- **Co-ordination (80)**

Opportunity to coordinate the needs of business with the needs of other service areas:

*Less so about the 'business voice' than about co-ordinating new enterprises with training, recruitment and community needs*

*Co-ordinated approach with clearly agreed priorities and objectives will deliver better outcomes.*

*I like the idea of coordination.*

- **Voice (52)**

Opportunity for local business to have a voice in decisions:

*Norfolk needs to hear and support Norfolk's business community - and help steer development to meet future needs and away from some current areas.*

*It will make government take notice of Norfolk more*

- **Norfolk (41)**

Focus on the county of Norfolk without distraction from Suffolk:

*Norfolk has a vastly different economy to Suffolk, with the former being more of a producer economy and the second being higher value added. It is important that Norfolk's business voice is unified and can make its points collectively. With different challenges and context, Norfolk will need different solutions to Suffolk.*

*The current LEP, shared with Suffolk, is too diffused to answer the economic needs of the County. It is increasingly important that economic growth is viewed holistically, across multiple service areas (education; adult education; transport; environment), rather than siloed.*

- **Accountability (28)**

The Deal provides the opportunity for local businesses to have a direct say in the support arrangements.

*It creates a 'local' voice for businesses and to have more accountability*



*I agree 100% businesses should be involved in decision making for the county*

- **Small and Medium Sized Enterprise (SME) (21)**

Opportunity for SMEs to be heard and for their needs to be met.

*Small businesses need a voice.*

*The LEP has little interest in small businesses where Norfolk County Council has.*

- **Resources (18)**

The funding doesn't seem enough, but the existing resources are not sufficient for the challenge:

*Your "track record" for assisting local businesses, creating local employment, speaks for itself. With more funding this should lead to even better employment opportunities in the area of Norfolk.*

*However, the funding is totally insufficient.*

- **Regional (16)**

Recognition of the benefits of working at a wider geographic scale than Norfolk:

*There are strengths to current New Anglia LEP arrangements which allow cross-working with colleagues in Suffolk and promotes strong relationships in certain areas between NCC and SCC. While a stronger business voice for Norfolk would be welcome, it should not come at the detriment of working together with Suffolk.*

*Would allow a concentration on Norfolk, but still have the ability to work in partnership across a wider area.*

- **No accountability (14)**

The proposals provide the opportunity to overcome the current arrangements that are felt to reduce or remove accountability to others:

*The current LEP, shared with Suffolk, is too diffused to answer the economic needs of the County. it is increasingly important that economic growth is viewed holistically, across multiple service areas (education; adult education; transport; environment), rather than siloed.*

*The New Anglia Local Enterprise Partnership (LEP) is a non-statutory body which has no democratic mandate. This should be brought under the democratic control of the people of Norfolk and Suffolk.*



- **LEP works (8)**

The current arrangements are successful and can be further built on under the Deal.

*I like the work the LEP have previously done. They have great local business knowledge on their board.*

*A stronger business voice for Norfolk is necessary but it does not need a devolution agreement to achieve this. Just bring the LEP into County Council control.*

### 3.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **Change seems needless and lacking adequate financial support:**  
Proposals seen as a **waste** of resources when the current **LEP works** and the arrangements are successful. Alongside this sat respondents' concerns over the extent to which resources being made available under the deal were sufficient to meet Norfolk's business support requirements (98 comments in total).
- **The proposed arrangements reduce accountability and independence:**  
The proposals in the Deal appear to reduce/remove accountability. This was felt to be exacerbated by removing the **independence** of the current arrangements in which the non-politicised decision-making of the LEP is seen as a significant benefit to the county (84 comments in total).
- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:**  
Norfolk is **too small** an area to deal effectively with issues currently dealt with on a wider scale. The proposal fails to recognise of the benefits of working at a wider geographic, **regional**, scale than Norfolk (37 comments in total).
- **Overlooking the benefits of local coordination:**  
The proposal appears to overlook both the opportunity for coordination of the needs of business with the needs of other service areas and the direction of business support by local agencies with an in-depth understanding of the **local** context (18 comments in total).
- **Consultation:**  
Respondents expressed reservations over agreeing with the proposals based on perceived bias in the consultation questions (14 comments in total).

#### 3.2.2.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal, the ten most frequently mentioned codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **No accountability (67)**

The proposals in the Deal reduce/remove accountability to others:

*Any business board needs to be independent and not part of the Council. The LEP is merely being sucked into NCC with no thought as to whether this is the best model. You have not yet announced what this board will look like and how it will operate.*

*Giving all the LEP powers to NCC is centralization, not devolution.*

*The LEP and TEP are names that have been around for a few years now. They don't seem to have any impact on many of the residents, it's a group of people sitting round a table but no actions.*

- **Waste (57)**

Proposals seen as a waste of resources

*NCC couldn't run a pub in a brewery. Also creating new boards means more quangos and wasted money.*

*Waste of more public money*

*It's not broken. The LEP seems to be operating well. This move will strip funding from a nimble delivery organisation and create another lethargic County department.*

- **LEP works (26)**

The current arrangements are successful:

*The LEP functions well and is independent of the local politics. It is also better that it is cross county as business is not based on county borders.*

*The LEP runs fine without interference from NCC - I think businesses would be worse off than better off. Business people know how to run businesses properly - councils are terrible business people.*

- **Too small (19)**

Norfolk is too small an area to deal effectively with issues currently dealt with on a wider scale

*You are selling this as a means to be Norfolk centric but the economies of scale of working with Suffolk will be lost.*

*If there is an existing board for Norfolk and Suffolk, I don't see the value of changing it just to Norfolk. Collaboration with projects in Suffolk might be harmed.*

- **Regional (18)**

Respondents were not convinced that the proposal recognised the benefits of working at a wider geographic scale than Norfolk, with the need for regional and national action largely overlooked:

*Not sure that having Norfolk and Suffolk competing to host business is a great idea.*

*I believe that there is still a role for LEP outside of county, it is far bigger than county and local government.*

- **Independence (17)**

The non-politicised decision-making of the LEP is a benefit.

*I'm concerned that in absorbing the LEP its independence and strong business voice will be lost and that will be to the detriment of the community.*

*The LEP is an independent organisation which should be free from political influence. That would not be the case under these proposals.*

- **Resources (15)**

Concerns over the resources made available under the Deal - will they be enough/new/available?

*There is no ability of £20m (which will be worth £18m next year) to reassure me that any actions taken will meet the stated aims - this needs a political move of agenda at the centre rather than splitting it up. We are going to be affected by the actions of others and still not have sufficient funding to actually counter that.*

*How will you staff this? Who will do the work required? Do your staff have the right skills to deliver this?*

- **Consultation (14)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*Give us both sides of this rather than the sunlit uplands.*

*These questions are all loaded. So that everyone says Strongly Agree. I thought you wanted our opinions not to ask loaded questions.*

- **Coordination (9)**

Opportunity to coordinate the needs of business with the needs of other service areas:

*The idea that the council can be an effective voice for business simply doesn't pass any critical analysis. Business is culturally fundamentally different, it is orientated towards getting things done, overcoming problems; the council is obsessed with gathering data and creating audit trails that tend to slow down the entrepreneurial journey.*

*Most businesses/employers are national or international e.g. Aviva, NHS. It is these we need to work with in a joined up way.*

- **Local (9)**

The direction of business support by local agencies with an in-depth understanding of the local context:

*A business voice should come from business, not be imposed from above.*

*I do not believe local government have the knowledge or expertise to understand current, let alone, future business needs. Local government is generally seen as a blocker to progress and an organisation with too much internal red tape, its slow to change, top heavy, jobs/roles that add no real value...and the big one: doesn't seem able to manage its own business as a business: wasting money, slow to deliver, not meeting customer expectation... etc etc hardly a business other businesses would look to work with.*

### 3.2.3 Reasons Unsure (neither agree nor disagree)

In descending order of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Change seems needless with the potential to reduce accountability**

The proposals in the Deal reduce/remove accountability (**no accountability**) and are seen as a **waste** of resources, reducing the perceived benefit of the **independence** in current arrangement through the non-politicised decision-making of the LEP (31 comments in total).

- **Not convinced business interests are being fully considered**

The proposals do not clearly set out the way in which the direction of business support by **local** agencies understanding the **local** context is to be met and **coordinate** the needs of business with the needs of other service areas. Neither does it provide a convincing argument that **SMEs** will be heard and their needs met or the wider opportunity for local business to have a **voice** in decisions (21 comments in total).

- **Focusing business support solely on Norfolk ignores the wider regional and national opportunities:**

Norfolk is **too small** an area to deal effectively with issues currently dealt with on a wider scale. The proposal fails to recognise the benefits of working at a wider geographic, **regional**, scale than Norfolk (21 comments in total)

- **Consultation**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (9 comments).

#### 1.1.1.1 Codes (unsure)

From the comments provided by respondents who were unsure, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **No accountability (17)**

The proposals in the Deal reduce/remove accountability:

*That is because at this stage the proposed structures, roles and powers of the Norfolk Business Board have yet to be determined.*

*It is unclear how and when the board will be appointed and because of this I am not sure if it will be a success. There needs to be transparency about how members are elected to the board, how they can be removed etc.*

- **Regional (12)**

Recognition of the benefits of working at a wider geographic scale than Norfolk:

*I'm not convinced that separation from Suffolk on this is essential. A joined up approach may be more successful and sustainable.*

*Not sure having a Norfolk-specific LEP as opposed to a Norfolk & Suffolk LEP will make a great deal of difference.*

- **Consultation (9)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*these questions are worded to get the result you wish, of course we want control, of course we want more money per head. but not the way this proposal is put together*

*This is the first of numerous loaded questions in this questionnaire. Who would disagree about the need for a "stronger local business voice" on some matters, but it is far from established that these proposals would deliver this.*

- **Too small (9)**

Norfolk is too small an area to deal effectively with issues currently dealt with on a wider scale.

*it is sometimes best to work with others especially in development even if out of county*

*Are the needs of Norfolk that different from Suffolk? Perhaps it is better to look at these two counties together. Would the NCC be better placed than the LEP as an independent body to drive enterprise?*

- **Co-ordination (8)**

Opportunity to coordinate the needs of business with the needs of other service areas:

*A stronger local business voice could be a force for good but there is a need to balance that with a strong democratic voice so that local people are involved in decisions where they live rather than being told what they should, or even must, have.*

*It depends who articulates that voice - we need some new ideas and passion for what works for us in today's world.*

- **Waste (8)**

Proposals seen as a waste of resources:

*It's a QANGO. Many meetings, many staff, many reports, much money wasted.*

*This can be done through the existing framework.*

- **Independence (6)**

The non-politicised decision-making of the LEP is a benefit.

*I think the LEP should remain independent but be listened to and collaborated with not it's functionality subsumed into public service operations.*

*I think business leaders need to have an independent structure/mechanism to be able to hold leaders to account but not to the extent that public expectations are ignored. Will this set up enable transparency and the avoidance of undue influence?*

- **Local (5)**

The direction of business support by local agencies with an in depth understanding of the local context:

*Greater knowledge of local needs - but need to beware of nepotism*

*As we can see from central government politicians don't understand business. I can't see a good outcome bringing the LEP under the control of an inefficient NCC.*

- **Small and Medium Sized Enterprise (SME) (4)**

Opportunity for SMEs to be heard and for their needs to be met:

*If it includes local, independent, small businesses then yes, but, if it continues to be run by the public sector and large businesses, it will be of little use to the local economy.*

*If this happens it must be remembered that there are numerous very small businesses in Norfolk and these need to be part of this deal as well.*

- **Voice (4)**

Opportunity for local business to have a voice in decisions:

*Concerned that suggests Norfolk does not have a strong voice at present. Why not?*

*A stronger local business voice could be a force for good but there is a need to balance that with a strong democratic voice so that local people are involved in decisions where they live rather than being told what they should, or even must, have.*



## 4 ADULT EDUCATION

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the proposal to move the Adult Education Budget from Government to Norfolk County Council?**

The analysis of the open and closed elements of this question are set out below.

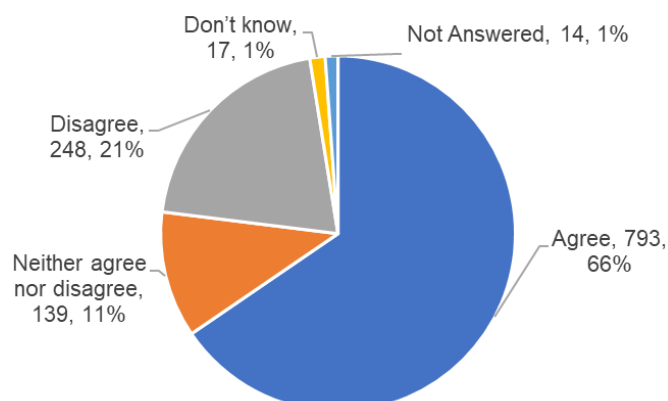
### 4.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (65%) agreed with the proposal (33% strongly agreed and 32% agreed)
- Less than a quarter (21%) disagreed (12% strongly disagreed 9% disagreed)
- Just under 11% were unsure
- 1% did not know
- The remainder (1%) did not answer.

Response	No.	%
Agree	793	65%
Neither agree nor disagree	139	11%
Disagree	248	21%
Don't know	17	1%
Not Answered	14	1%
Total	1,211	100%



### 4.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt **“Why do you say that?”** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 4.2.2.



## 4.2.1 Reasons for Agreeing

In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Local intelligence leading to improved delivery:**  
The proposed Deal offers the potential to base delivery on understanding of the unique **local** context, landscape and democratic structures based on **intelligence** of what is required (317 comments in total).
- **Resources on offer:**  
The proposal brings in resources to deliver adult education that would otherwise not have been available (52 comments in total).
- **Future performance based on the past**  
Norfolk has a strong track record of delivering effective adult education in the past leading to confidence in the potential to deliver the requirements of the Deal (37 comments in total).

### 4.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal the most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Intelligence (259)**

Local knowledge about what is required:

*NCC will have a clearer view of the skills needs of Norfolk industry, so can target funding in adult education to the skills needed. Funding can be used specifically to meet local skills gap. NCC must ensure it liaises closely with businesses to ensure the accuracy of skills gaps in our area - and support businesses to provide the adult training needed.*

*Hopefully will enable training and learning to be more targeted at what is needed in Norfolk and where it is needed most in Norfolk.*

*Having funding located within NCC will allow money to be tailored to the local workforce needs.*

*Norfolk has a unique population, with a higher than average age group so needs to be focused on the needs of Adult students. So, by having the ability to spend the education budget to suit our needs can only help those adults that require education not matter what their age group is.*

*The proposal will give NCC the flexibility to fund skills and qualifications that meet the needs of employers in Norfolk*

- **Local (58)**

A strong statement and demonstration of understanding of the unique local context, landscape and democratic structures needed to convince respondents of the benefits of the Deal:

*We know best what skills we need to serve and grow key local industries.*

*Again, local people know what skills they require and need this to be a priority for them in their area.*

*Local decision making will be more effective than central government.*

- **Resources (51)**

Will the resources be made available for devolution plans to make a difference.

*We would be able to spend funds on where Adult education most suits the needs of Norfolk residents, rather than via a proscribed list from Whitehall.*

*It would boost adult skills in the area adding significant value to our workforce, becoming an attractive area for businesses to grow or move to Norfolk from outside the county.*

*I agree but there are important issues. How will the value of the budget be protected in future years (index-linking). I've seen delegations like this lead to much lower budgets in within a few years*

- **Record (37)**

Concerns over the effectiveness of the county council with current responsibilities and whether it can be trusted with new responsibilities.

*Adult Education is hugely successful in Norfolk and we know our learners far better than central government. We know the skills needs, the lifestyles and barriers that have to be navigated for our learners to succeed and we have the local knowledge to effectively implement sound, reasoned planning.*

*Norfolk County Council has a very strong adult learning provision. With very good examples of how available funding has been utilised to support apprenticeships, developing digital skills, and other provision such as the Norfolk Care Academy.*

## 4.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **Poor performance and overlooking local intelligence:**  
Concerns over the effectiveness of the county council's current track **record** and the extent to which it can be trusted with new responsibilities, coupled with the view that the proposal does not maximise local **intelligence** about what is required (104 comments in total).
- **Inadequate resources on offer:**  
Respondents expressed concern that the financial **resources** on offer in the Deal were inadequate to meet the overall adult education needs of Norfolk (40 comments in total).
- **Consultation concerns:**  
Respondents expressed concern over agreeing with the proposals based on perceived bias in the consultation questions (12 comments in total).

### 4.2.2.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Record (97)**  
Concerns over the effectiveness of the county council with current responsibilities and whether it can be trusted with new responsibilities:

*Norfolk's record on Adult Education is dismal. Nothing about giving the NCC more control gives me confidence.*

*NCC cannot manage AEBs currently. How will they with more money?*

*Norfolk's record on education is not good*

*I don't see how the council will suddenly do a better job with devolution.*

- **Resources (40)**

Will the resources be made available for devolution plans to make a difference?

*The budget is and will be far too small to shift anything considerably.  
The move towards the Norfolk council doesn't change that.*

*The government should pay for all education. Skilled people are a national asset. The government have run down and underfunded*

*adult education for years. So you can pick up a failing underfunding service. Are you nuts!*

- **Consultation (12)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*These questions are loaded, giving any sort of negative answer is difficult.*

*Your questions are completely misleading. 'Have the money for adult ed and can decide locally' - you have clearly already decided!*

- **Intelligence (7)**

Local knowledge about what is required

*We have a perfectly good post 16 sector called Further Education. Councils have no place providing much that already exists. Instead, why not transfer the Adult Ed budget to Norfolk FE establishments instead of reinventing the wheel?*

*Adult Education is not just about providing skills for jobs that don't exist. Prioritising job skills over leisure skills and enrichment has brought Adult Education in Norfolk, that once was excellent to a useless organisation that serves no one.*

### 4.2.3 Reasons Unsure (neither agree nor disagree)

In descending order of frequency of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Poor performance and overlooking local intelligence:**

Respondents were unsure whether to agree or disagree with the proposal as a result of a lack of clarity of the effectiveness of the county council's current track **record** and the extent to which it can be trusted with new responsibilities, coupled with the view that the proposal does not maximise local **intelligence** about what is required (44 comments in total).

- **Inadequate resources on offer:**

Respondents expressed concern that the financial **resources** on offer in the Deal might be inadequate to meet the overall adult education needs of Norfolk (17 comments in total).

#### 4.2.3.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposals, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Record (32)**

Concerns over the effectiveness of the county council with current responsibilities and whether it can be trusted with new responsibilities:

*A transfer of responsibility for Adult Education does not guarantee it will be better or worse. Training skills just for Norfolk might inhibit job mobility if these skills are not required elsewhere. Does the County Council feel it can do a better job than central government?*

*Norfolk County Council has a poor record in all education funding and fairness in distribution of funds. There must be safeguarding to ensure equal benefits in allocation.*

- **Resources (17)**

Will the resources be made available for devolution plans to make a difference?

*The whole country needs upskilling and I think education and training is vital to our future. I don't see how chopping up the same budget and adding layer upon layer of bureaucracy helps. Why does it have to be a competition?*

*Unclear if there is a benefit in doing so. Presumably NCC would have more knowledge about targeting funding, but in what way does this differ from the current set up?*

- **Intelligence (12)**

Local knowledge about what is required:

*Adult education has been very poor and limited in scope over the last 25 years and needs to change. If local control brings about change that must be good.*

*Adult Education needs are a national priority and there are risks to localising this. It will depend on how data and intelligence is shared as well as access to high quality resources to deliver an effective programme of adult ed.*

## 5 HOUSING AND EMPLOYMENT

Respondents were asked to provide their response to the question:

**To what extent to do you agree or disagree with plans to open-up housing and employment sites in Norfolk?**

The analysis of the open and closed elements of this question are set out below.

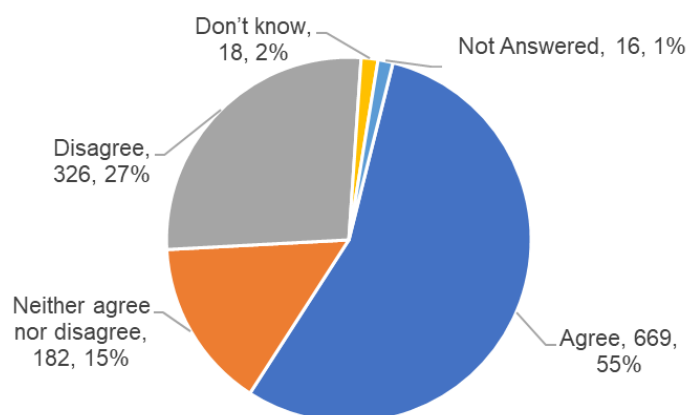
### 5.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (55%) agreed with the proposal (24% strongly agree and 31% agree)
- Just over a quarter (27%) disagreed (17% strongly disagree and 10% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know
- The remainder (1%) did not provide a response.

Response	No.	%
Agree	669	55%
Neither agree nor disagree	182	15%
Disagree	326	27%
Don't know	18	2%
Not Answered	16	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 5.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 5.2.2.

## 5.2.1 Reasons for Agreeing

- **Development to address need:**

The proposal was felt to meet the requirement to provide **affordable** housing for all to meet the county's needs, addressing concern about the need to control housing to prevent an increase in **second home** ownership rather than for those who need it most, particularly in respect of new developments. The Deal was also felt to provide the opportunity to develop all required **infrastructure** to meet identifiable **need** both in housing and employment sites (304 comments in total).

- **Ensuring development protects the Norfolk environment:**

The proposal was viewed favourably due to the approach of using existing/**brownfield** sites in built up areas rather than open countryside; protecting agricultural (**farm**) land from development; and the use of suitable sites to protect the local environment (175 comments in total).

- **Local intelligence leading to appropriate development:**

The proposal offers a focus on local needs based on understanding of the local context and an **intelligence**-led approach based on local knowledge about the specifics of the area (82 comments in total).

- **Additional resources:**

Recognition that the Deal brings in additional resources to Norfolk despite concerns over the ability of the resources in the Deal to meet development targets (18 comments).

### 5.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Affordable (154)**

The need to provide affordable housing for all to meet the county's needs:

*Affordable housing should be a priority, but there needs to be restrictive covenants on resale in perpetuity. If that were enforceable, I would be happy to have one on my property.*

*More affordable housing is essential to keep young families in the county.*

*First time housing is very limited in Norfolk, providing more affordable housing (especially in the current financial climate we are in) would encourage people to stay.*

*It is obvious that Norfolk needs more and much better suitable housing for local people. I worry that affordable housing means*



*cheap, badly designed houses which will be unsustainable as well as unattractive to look at and horrible to live in. Just look at the quality of the housing being put up for middle ranking families by the big developers. Building seriously good new affordable homes ought to be an opportunity to enhance Norfolk's towns, villages and countryside not litter the county with red-brick boxes as is currently being allowed to happen.*

- **Brownfield (90)**

Using existing/brownfield sites in built up areas rather than open countryside:

*It is essential brownfield sites are identified and used and that infrastructure is developed to support this new housing.*

*Brownfield sites first absolutely - BUT any land owned by us (i.e. district or council) must be used for social housing.*

*Brownfield sites should rightly be used for housing, and affordable housing is needed. More building on greenfield sites (what has happened in Swaffham is atrocious) I will never agree to.*

*If it is truly brownfield sites that are to be developed I am in total agreement. We are seeing masses of building on green land and farmland currently.*

- **Infrastructure (66)**

Identified need to ensure all supporting infrastructure is in place prior to building:

*Improving the infrastructure along with housing is a must. GP practices, schools and local high quality jobs.*

*infrastructure must be built alongside it, close by, in walking distance.*

*We can't keep building estates with no shops and encouraging more and more cars to do journeys that are unnecessary. THIS HAS TO STOP.*

- **Suitable (66)**

The use of suitable sites to protect the local environment:

*Providing affordable housing is a priority. However, the environmental impact on the surrounding countryside areas are also a priority i.e.: wildlife and conservation areas.*

*As long as the employment sites are sensibly located with easy access by foot bicycle or regular bus services to allow employees a twenty minute or less journey to work from a home area that offers a range of properties to suit all family sizes and budgets.*



*We need to have a say in determining that development happens in a way that is supported by local communities, and new housing developments are targeted towards local people and on brown field sites, not tearing up more green field sites as is now happening*

- **Need (55)**

Development to meet identifiable need(s):

*First time housing is very limited in Norfolk, providing more affordable housing (especially in the current financial climate we are in) would encourage people to stay. More jobs would also do this.*

*Employment sites for the younger generation would be a good step forward.*

- **Local (53)**

Focus on local needs based on understanding of the local context:

*There is a real need for new housing and employment opportunities. Locally we know where this is needed, rather than being directed to have it where government think it is needed.*

*Anything that would make the process less cumbersome, more timely and less prohibitively costly would be a bonus to those who have sites they put forward to develop to provide the much needed housing and employment.*

- **Intelligence (29)**

Local knowledge about the specifics of the area

*I believe it is essential that local communities have a say in where developments take place and that building on green sites is avoided. More local control on developments is welcome, provided environmental concerns and local communities are heard.*

*Norfolk are aware of the need for decent affordable housing and where these needs to be.*

- **Second homes (29)**

Concern about housing development to increase second home ownership, particularly in respect of buying up new developments:

*make homes for local people and not have too many second homes which are abandoned in the winter and protect wildlife areas instead of development of second homes for outsiders*

*In an area such as I live in the second home market has immensely reduced the opportunity for local people and workers to live in the villages or coastal places near their work. Dedicated housing for*

*local people or workers, with a covenant so that it can only be used as such is very necessary.*

- **Farm (19)**

Protection of agricultural land from development

*Brownfield sites yes but not agricultural land*

*Too many large national developers are building large estates on good agricultural land rather than small local developments in villages for local people.*

- **Resources (18)**

Concerns over the ability of the resources in the Deal to meet development targets

*It makes sense but the sums involved are very small in comparison to the challenge. How will it be guaranteed that the new homes created will be for local people?*

*Whilst I would like to strongly agree with this statement the paltry sum allocated to this is disappointing.*

## 5.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **Potential failure to consider Norfolk's future sustainability:**

Respondents were concerned that the proposal failed to take account of the overall need to use **brownfield** sites, particularly in existing urban settings leading to housing and employment sites that are not **suitable**. This included concerns over the impact of lack of consideration of **infrastructure** demand on economic, social and environmental **sustainability** (115 comments in total).

- **Affordable before second homes:**

Concern that the proposal lacked focus on **affordable** housing for local people and failed to address the issues of **second homes** (69 comments in total).

- **Potential failure to meet local need:**

Concern was expressed over a lack of focus on **local** understanding of the local context leading to development that fails to meet identifiable **need(s)** (45 comments in total).

- **Excessive centralisation leading to the loss of local context and understanding:**

Concerns over the potential of **centralisation** of all planning authority roles within the County Council removing local knowledge held by District Councils (34 comments).

- **Inadequate resources:**

The **resources** in the proposed financial settlement were not felt to be sufficient to meet the development targets in the Deal (39 comments in total).

### 5.2.2.1 Codes (against)

From the comments provided by respondents who disagree with the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Suitable (60)**

The use of suitable sites to protect the local environment:

*More urban development on green fields and open spaces is a completely wrong strategy. There are thousands of empty premises both commercial and residential in the county. They should be utilised and if Landlords won't upkeep them then compulsory purchase them.*

*All we are seeing is inappropriate developments in inappropriate locations, without the necessary transport links e.g. Scottow, a big white elephant that those that run it manufacture inaccurate statistics to justify the way of millions on this site. Where is the strategy, there isn't one that is appropriate to any site.*

*Too many houses are being built in villages affecting current residents. More use should be made of existing unused buildings and DO NOT build more!*

- **Infrastructure (52)**

Identified need to ensure all supporting infrastructure is in place prior to building:

*There is too much rural development without investment in services, utilities or other infrastructure. Focus on supporting existing villages first, e.g. get better broadband for all not just a select few, and supporting small businesses such as village shops and pubs as before long these will just disappear.*

*We've too many houses already and no infrastructure, ruining our villages and market towns.*

*There is too much rural development without investment in services, utilities or other infrastructure. Focus on supporting existing villages first, e.g. get better broadband for all not just a select few, and supporting small businesses such as village shops and pubs as before long these will just disappear*

- **Affordable (49)**

The need to provide affordable housing for all to meet the county's needs:

*Too many developments been done for non local people. Personally I would be happy to see good quality low rise blocks of flats so more homes on a smaller site at a lower cost.*

*There has been no real attempt to do anything but allow property developers to maximise their outrageous profits. Real affordable homes cannot be entrusted to NCC, most local housing goes into wealthy ownership, not to those who genuinely need it*

*To date, the most common action that I have seen is developers identifying that land they bought a decade ago and then identified a limited number of 'affordable' housing becomes uneconomic without significant reduction of affordable housing. The definition of affordable housing is such that for a significant percentage of the local population it is unaffordable*

- **Resources (39)**

Concerns over the ability of the resources in the Deal to meet development targets:

*£7 million wont build many homes will it? We have long waiting lists in housing in all areas of Norfolk and this money won't even scratch the surface!*

*7m is not nearly enough to achieve this aim and if used would be wasted money that could have greater impact elsewhere.*

- **Centralisation (34)**

Concerns over the potential to centralise all planning authority roles within the County Council removing local knowledge held by District Councils:

*Just let District councils develop sites for housing. Why have another tier to deliver the same goal?*

*You don't need devolution and a mayor to do this. District Councils - who currently have housing functions - have been ignored and sidelined in this proposal.*

- **Brownfield (23)**

Using existing/brownfield sites in built up areas rather than open countryside

*building more and more housing in a predominantly agricultural county is not the answer. In most cases there is no infrastructure to support this and even if there were, the developers will not stop at 'Brownfield Sites'. I see this especially in the spoilt areas of North Norfolk - once sites of 'outstanding natural beauty' - to know what happens when developers, aided by the seduction of more taxes*

*and massive profits, are allowed free rein over house building. Then there is the wanton destruction of trees and wildlife that accompany it.*

*Housing should only be built when there are sufficient jobs are in place on brownfield sites only.*

- **Local (23)**

Focus on local needs based on understanding of the local context:

*We don't need any more people moving into this county. You need to identify and use the skills that are needed and train. It's simple.*

- **Need (22)**

Development to meet identifiable need(s)

*Planning should be decided on need and not the need for a small group of people to profit.*

*Local planning boards seem to ignore local opinion and people feel powerless. This demonstrates that local leadership doesn't always listen well to their communities or else they have more compelling hidden agendas.*

- **Second homes (20)**

Concern about housing development to increase second home ownership, particularly in respect of buying up new developments:

*I live in a rural area in NE Norfolk where a good proportion of property is secondary homes or holiday lets as a result house prices are sky high It's not the need for development of houses in brownfield sites that's needed it's more the control and taxation of second homes to make cost out the London factor.*

*All new housing in the rural part of the region is going to second home owners. This means that the levelling up fund will be used to line the pockets of housing developers instead of people who need it. Some areas have as much as 30% of properties as second homes.*

- **Sustainable (14)**

Development should focus on environmental, social and economic sustainability.

*Why is east Anglia the dumping ground for more housing? We need... passivhaus<sup>5</sup> standard housing, but I doubt that's what this deal will deliver.*

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<sup>5</sup> Passivhaus, literally passive house in English, refers to buildings created to rigorous energy efficient design standards so that they maintain an almost constant temperature

*any new housing should not be over 100 dwellings and only in an area where there is sufficient employment and sustainable transport - whilst the County is not the planning authority is it the agent for the Highways England and should aim to work with the LPA's to generate lower housing demands but increasing employment options.*

### 5.2.3 Reasons Unsure (neither agree nor disagree)

In descending order, the most frequently mentioned broad themes in opposition to the proposal were:

- **Remain to be convinced about environmental considerations:**  
Respondents were unsure if the proposal had fully addressed concerns around prioritisation of the use of **brownfield** over agricultural (**farm**) land, so ensuring **suitable** development including concerns over adequate sustainable **infrastructure** (100 comments in total).
- **Intelligence led provision to meet local need:**  
The lack of detail around the use of **local intelligence** to develop housing and employment sites that met local **need** including a focus on **affordable** housing caused respondents to remain unsure about the proposal (67 comments in total).
- **Uncertainty over the funding settlement:**  
Respondents were unsure if the resources in the settlement would enable delivery of the development targets associated with the Deal (16 comments).
- **Uncertainty over the consultation:**  
Respondents expressed reservations over agreeing with the proposals based on perceived bias in the consultation questions (11 comments).

#### 5.2.3.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Infrastructure (36)**

Identified need to ensure all supporting infrastructure is in place prior to building:

*All development should include provision of infrastructure - schools, GPs etc - to be built BEFORE other building is permitted.*

*We already have houses being built without the infrastructure there to support it*

- **Suitable (35)**

The use of suitable sites to protect the local environment:



*We have enough housing - keep the area natural in its beauty and invest in the infrastructure for employment and businesses to thrive.*

*Yes we do need more housing! However our existing housing is in dire need of regenerating first and we need to try and maintain as much of our countryside as possible to support wildlife and our beautiful scenery which is what brings in a lot of tourists!*

- **Affordable (29)**

The need to provide affordable housing for all to meet the county's needs:

*"affordable" housing must mean just that - smaller properties which can be afforded by your average young people on a realistic wage. We have enough 4 & 5 bed properties at the moment - stop building more!*

*I am ambivalent about unrestricted housing projects as this may lead to the disfigurement of Norfolk's open spaces. At the same time I recognise that affordable housing is needed for local populations whilst restricting an unwanted influx of second home owners.*

- **Brownfield (19)**

Using existing/brownfield sites in built-up areas rather than open countryside:

*All development should be on brownfield sites, of which there are plenty.*

*I'm in favour of employment sites being developed but more housing should only be developed on brownfield sites.*

- **Resources (16)**

Concerns over the ability of the resources in the Deal to meet development targets:

*Really nervous about this one. Obviously building decent affordable homes is a priority and is already in our Neighbourhood Plans, so in a sense that is a given. The text suggests that the £7m only comes if this Deal is agreed - really? There'd be £0 otherwise?*

*This is a long-term objective and given the demographic breakdown of the county will not help to generate growth either in housing or employment in the near term. I'm not sure how much £7m can really alter the long-term trend of Norfolk becoming a 'retirement' and 'holiday' county for decades.*

- **Local (15)**

Focus on local needs based on understanding of the local context

*Norfolk does not need "housing" it needs "local homes for local people..."*

*As long as locals are correctly consulted and this will not just be another scheme for developments sake is*

- **Need (14)**

Development to meet identifiable need(s)

*The housing needs to be where it is genuinely needed so that people can live where they are needed to work, for example to provide care in the community, and to continue to live in the areas where they were brought up.*

*There is a need for more housing, but more focus needs to be on brownfield sites and ensuring that where populations of existing towns have been increased, the infrastructure must be improved at the same time.*

- **Consultation (11)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*The language here is waffly,*

*Another poorly drafted question which somehow implies that something is currently "shutting down" housing and employment opportunities without offering any explanation as to why that is or how the Deal would rectify this.*

- **Farm (10)**

Protection of agricultural land from development:

*this needs to be balanced as Norfolk is known for its farming and rural beauty agree more houses are needed but don't take all the green land away*

*support the idea of developing brownfield sites but am concerned about the loss of agricultural land (not just to housing but to conservation and green energy projects too). Norfolk should be at the forefront of the UK's food security - I'm not convinced that our current (or indeed proposed) approach is doing it. Indeed I think it is taking it in the wrong direction.*

- **Intelligence (9)**

Local knowledge about the specifics of the area:

*Will this give Norfolk the ability to make our own decisions?*

*I think the employment sites would bring the housing requirements...(with them).*



## 6 INTEGRATED TRANSPORT

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with proposals for an integrated transport settlement?**

The analysis of the open and closed elements of this question are set out below.

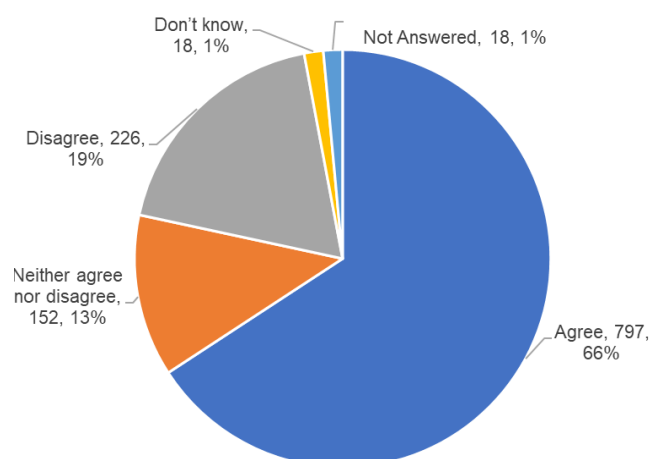
### 6.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (66%) agreed with the proposal (37% strongly agree, 29% agree)
- Just under a fifth (19%) disagreed (12% strongly disagreed, 7% disagree)
- Just over a tenth (13%) were unsure (neither agree nor disagree)
- A small number (1%) provided a response indicating they did not know
- The remainder (1%) did not answer.

Response	No.	%
Agree	797	66%
Neither agree nor disagree	152	13%
Disagree	226	19%
Don't know	18	1%
Not Answered	18	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 6.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or being unsure, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 6.2.2.

## 6.2.1 Reasons for Agreeing

In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **An opportunity to improve public transport:**  
Respondents focused on enhancing the **public transport** offer in the county as a key benefit of the Deal, particularly in the opportunity to increase **bus efficiency** (296 comments in total).
- **Adopting an evidence-led approach to developing an enhanced transport offer:**  
Underpinned by the opportunity for **action** after experiencing stagnation/decay in the county's transport infrastructure, new approaches such as enhanced **contract management** directed by local **intelligence** were seen as a key benefit (100 comments in total).
- **Adopting an environmentally friendly approach to transport:**  
Consideration of active transport, car sharing and **alternative** approaches to transport and developing a net zero /low carbon transport infrastructure to address adverse **environmental** issues were seen as positives of the proposal (97 comments in total).
- **New road building:**  
The opportunity to meet the perceived need for new road building (32 comments).
- **An opportunity to enhance transport connectivity for all:**  
The opportunity to increase transport **connectivity** across the county to link key service areas such as employment and tourism with a focus on improving links to/within **rural** areas (21 comments in total).

### 6.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Public Transport (186)**

The opportunity to increase the public transport offer in the County - all modes - to make the car attractive as a last resort rather than first choice:

*I actively avoid the city due to all the road closures because it becomes a nightmare to navigate around. This would be fine if other transport links into the city were efficient and carbon neutral but that isn't the case. I know this is the way forward but there doesn't seem to be a cohesive plan, rather sporadic approaches. Hopefully this funding can address that.*

*Improving public transport is essential for a whole range of reasons and in recent years it has diminished and become so poorly delivered that it really needs a complete overhaul.*

*Again being masters of your own destiny must be the best way forward. Rural transport has been decimated and needs to be reinvested in. Popular well used routes should find lost (sic) leader routes*

*We need better public transport so we become less reliant on private cars.*

- **Bus Efficiency (110)**

A specific focus on improving the availability and reliability of bus services anywhere in the County:

*Bus services, particularly in the evenings, are dreadful and I would love to see investment.*

*Many rural people rely on Buses, so more support here would be great. Many people I know complain about buses not arriving at all, or coming late.*

*to be able to travel on buses which come more than 1 per every 6 hours would be wonderful and would take off the roads all these extra cars which now invade our villages by overbuilding*

*Someone needs to think about bus services...The £2 cap on bus fares is a great idea and it would be useful to have it extended, even if it would be certain days or times.*

- **Rural (104)**

Recognition that the predominantly rural nature of the County means transport requirements vary:

*The govt want us to reduce emissions but no thought has been given to villages where transport is poor i.e. most of Norfolk. Nearly everyone needs a car to get to work because buses aren't often enough and trains don't really serve the county as they should. Two train lines just going around the edges of Norfolk is not enough.*

*Norfolk's rural geography contributes to its minimal and fragmented public transport provision. This lack of integrated transport impacts the skills and jobs markets, and therefore the economy, as many people cannot afford personal transport and therefore cannot commute to jobs.*

*Rural networks should be considered at a local level*

*We need to maximise our access to transport to bring in wealth to rural areas and better service the coastal areas*

- **Connectivity (95)**

Transport links to help other service areas (e.g. employment, tourism etc):

*Poor transport provision is a major issue for Norfolk and has a huge impact on its economic development, as well as the emotional and social wellbeing of its residents. Better and more co-ordinated transport links would provide much better opportunities and quality of life, better access to services, and would also help with things like lack of care provision in the North.*

*Businesses can be hampered by poor transportation. In either getting people or goods to where they are needed in a timely, economically viable way.*

*An integrated transport scheme is vital in Norfolk because we need adequate transport links by train and car but also bus services.*

*A decent transport system linking most areas and at regular times, think of the elderly and their needs*

- **Alternatives (79)**

Consideration of active transport, car sharing and alternative approaches to transport:

*Many roads between villages can only be safely navigated by car such as that between Taverham parish church and Costessey/Ringland lane junction. This needs funding for cycle/footpaths urgently so lessen the need for car use.*

*We need to make environmentally friendly transport more available.*

*We should have an Oyster card equivalent for Norfolk...*

- **Action (44)**

The desire to see positive change after experiencing stagnation/decay in the county's transport infrastructure:

*It's essential but I'm not holding my breath. In the 45 years I've lived in Norfolk transport has got worse and too much emphasis is on cycling when an ageing population needs better bus and train services.*

*We agree with the proposal for an integrated transport settlement for Norfolk, however again reiterate that we believe this would best be delivered through a collaboration of principal authorities rather than through the County Council alone.*

- **Intelligence (39)**

Benefits of local evidence, local knowledge and context:

*Having control of the funding for transport will allow the resource to be best used for Norfolk and it's residents, given its unique geography, rurality and population need.*

*Again, local needs being responded to by local leaders.*

- **Road investment (32)**

The perceived need for new road building:

*As our roads continue to get worse it is essential we prioritise improvements.*

*Car transport is essential in Norfolk. We must not unduly victimise car usage.*

- **Environmental (18)**

Developing a net zero /low carbon transport infrastructure:

*Public transport is key to Norfolk meeting Net Zero targets and we cannot do this without the flexibility of un-ringfenced funding. I would like to see more local say in how buses and trains are run and need routes established for rural communities and I hope that a move like this would help achieve that.*

*Transportation should move away from the car based model and back to public transport and active travel. The car is destroying our countryside, urban areas, climate and lives.*

- **Contract Management (17)**

The potential for new approaches to transport in the county:

*...it is well known transport contracts go to lowest bids... It should not be just on cheapest quote, but also taking into account who will provide, and continue to provide a good service, and be business-like and value for money.*

*Public transport in Norfolk is abysmal. You don't get complaints because people accept the awful service. If you spent a week using the buses I think you'd contract manage. The service is poor, buses often filthy.*

## 6.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **No faith anything will result from the proposal:**

Respondents felt that any **action** proposed was unlikely to materialise and the required skills to adopt a new approach in the county did not exist particularly around changes associated with **contract management** (50 comments in total).

- **Public transport is broken beyond fixing:**

The view was that **public transport** is beyond fixing and respondents were not convinced proposal will make any difference to **bus efficiency** (46 comments in total).

- **Too little, too late:**

The **resources** offered within the proposal are not enough to reverse the decline in **road** investment and overall the funds are too little to achieve anything of note(34 comments in total).

- **Achieving net zero:**

In terms of **environmental** transport initiatives respondents feel Norfolk is focused on the car not on net zero. Additionally, the infrastructure is not in place to support a switch to electric or walking/cycling to provide alternatives, and the required powers to achieve this are only available to a combined authority(32 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (15 comments).

- **Rural transport improvements:**

Reservations exist that any transport improvements in the Deal will reach beyond towns and cities into rural communities (14 comments).

### 6.2.2.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Action (32)**

The desire to see positive change after experiencing stagnation/decay in the county's transport infrastructure.

*A huge amount of money has been spent on various projects already and achieved no noticeable benefits or improvements. The NDR road is good though the number and quality of all bar one of the junctions is unbelievably poor. Hugely overpriced too. What hope therefore, for devolution.*

*Neither national government or Norfolk County Council have excelled themselves in national or local infrastructure projects, so I have no faith that the new deal authority would be any more successful.*

- **Public Transport (27)**

The opportunity to increase the public transport offer in the County – all modes to make the car attractive as a last resort rather than first choice.

*Transport, in Norfolk, has passed the point of no return. Failure, of local politicians, to invest in support is now coming home to roost. What a shame. We could have had a network of buses that appealed to tourists.*

*It's not financially viable. Public transportation does not work for small villages.*

- **Resources (23)**

The resources made available under the deal - will they be enough/new/available?

*The amount of funding offered will not achieve this.*

*A properly funded local government would be able to deal with the transport issues within the county. This deal would do nothing to solve the one county issues such as poor and inadequate rail provision and lack of major highway integration and work on the A47 Acle through road.*

- **Alternatives (22)**

Consideration of active transport, car sharing and alternative approaches to transport:

*NCC needs to recognise the need for a fossil-fuel based transport system for many decades yet, and not to try to push residents into expensive virtue signalling by way of electric vehicles. NCC regularly fails to provide adequately for cycling and walking, with poor design standards making 'facilities' unusable.*

*The full powers to regulate strategic transport are only available to combined authorities. We should be demanding all the powers and the exclusion of the most important ones in the County's proposal means the proposals are unacceptable*

- **Bus Efficiency (19)**

A specific focus on improving the availability and reliability of bus services anywhere in the County:



*Having read the Norfolk Plan for bus travel I am far from convinced that this can be carried out at the local level without much more thought.*

*Bus services are being cut consistently. Most people can't use buses for any distance as the timetables are not conducive to getting both to their destination and home again. Vast housing estates are being built with no proper usable bus services, this means more and more people are forced to travel by car. This would not change with devolution.*

- **Contract Management (18)**

The potential for new approaches to transport in the county:

*I do not believe that NCC has the skills or capability to manage transport.*

*Our present transport planners create enough problems with totally anti-motorist policies. This would only make things worse!*

- **Consultation (15)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*Should be brought under a mayoral entity, not county council.*

*Why is there no information in this "consultation" indicating the opposing view to that taken by NCC? You should be explaining the advantages and the disadvantages of the proposal.*

- **Rural (14)**

Recognition that the predominantly rural nature of the County means transport requirements vary:

*This is a rural and more elderly community, but the concentration for transport improvements are always the towns and cities and walking and cycling. The more isolated and elderly are just left to get in their cars, which is made more difficult by the anti-car councils.*

*There is no focus on the needs of market towns and villages.*

- **Road investment (11)**

The perceived need for new road building:

*West Norfolk has already suffered cuts in public transport, whether local or further afield. The A47 at the King's Lynn end badly needs dualling to ease congestion, help hauliers, and encourage people to travel.*



*Norfolk is a rural county. People are reliant on the motor car for transport. That is what residents want. The drive to discourage such use is reducing residents ability to lead their lives as they wish.*

- **Environmental (10)**

Developing a net zero /low carbon transport infrastructure:

*Norfolk county council has a transport policy based on private car ownership. This is totally unfit for an urban area like Norwich.*

*Building the Western Link would be illegal in terms of NCC's net zero commitment. We don't not need more roads. We need to change the ways in which we travel.*

### 6.2.3 Reasons Unsure (neither agree nor disagree)

In descending order of frequency of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **A desire to see a focus on delivery:**

Respondents were concerned that the **resources** on offer were not enough to address the needs of Norfolk, including the need to be convinced adequate funds are available and there is the opportunity to bring **public transport** back into public ownership. This includes more effective public transport run through alternative approaches such as **contract management** and **connectivity** by focusing on delivery not new roads, including recognition that not enough funds are available for **road repairs** (59 comments in total).

- **Addressing transport needs for all:**

Respondents need to be convinced bus efficiency will address the needs of all people in towns, cities and rural settings. Above all ensuring transport improvements meet the needs of people in rural areas (35 comments in total).

- **Addressing net zero:**

Respondents expressed disappointment with the lack of ambition for sustainable transport and other alternatives (13 comments).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions (12 comments).

#### 6.2.3.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Public Transport (22)**

The opportunity to increase the public transport offer in the County - all modes - to make the car attractive as a last resort rather than first choice.

*Public transport is very important and needs a great deal of investment. If the 'pot' of money devolved to our region isn't a great deal more than is currently spent then the needed improvements still won't be possible just by managing them locally.*

*Public transport needs to be brought back into public control. Norfolk's bus service is appalling. Punctuality is laughable, coverage is patchy, timetable is largely aimed at commuting. Evening services are minimal.*

- **Bus Efficiency (21)**

A specific focus on improving the availability and reliability of bus services anywhere in the County.

*Public transport needs to meet the needs of local people in order to get people to use it more. Too often buses pass by empty or buses get cancelled and you spend a long time and a lot of money trying to get home.*

*More needs to be done to support local bus routes, which in some of the villages are almost non-existent. A large majority of residents, particularly in the coastal areas, are pensioners. Many do not drive and rely on a bus service to get about. Electric vehicles are not a practical way forward, with the exception of urban areas.*

- **Rural (14)**

Recognition that the predominantly rural nature of the County means transport requirements vary:

*Transport links are so important. So many rural areas don't have access to a bus route. Having control of our own budget the council could make some provision.*

*plans for transport currently favour Norwich, not rural area where better paths for walking between villages and cycle routes are sadly lacking. I don't have confidence that benefits will be fairly distributed with the current short-sighted attitudes. For example many rural roads have large verges which could be converted into cycle and walking routes but Breckland says it's too expensive so they would rather have cars on the road, pollution and rural poverty (lack of mobility being a key driver).*

- **Alternatives (13)**

Consideration of active transport, car sharing and alternative approaches to transport, including changes in the skills base to access local opportunities reducing the need for transport:

*Very disappointed that such a geographically large county seems to have no vision for policies on sustainable travel. Until such a vision is established the County's productivity will struggle to improve.*

*Given other areas of the country have tried this with mixed success it would be better to focus on skilled job creation rather than tinker with transport infrastructure.*

- **Consultation (12)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions or lack of information to inform decision making:

*these questions are worded to get the result you wish, of course we want control, of course we want more money per head. but not the way this proposal is put together*

*It's not obvious what the devolution deal is making possible.*

- **Action (11)**

The desire to see positive change after experiencing stagnation/decay in the county's transport infrastructure:

*The current track record of Norfolk County Council is lacking in this regard, there is a lack of confidence that the current setup in Norfolk is not fit for purpose and needs changing before Norfolk takes a lead in this area. there are too many examples of vanity projects which have not delivered the stated benefits.*

*Don't believe you have the ability or knowledge to achieve this.*

- **Resources (9)**

The resources made available under the deal - will they be enough/new/available?

*In principle an integrated settlement sounds good. The NCC would still be dealing with a patchwork of private businesses, each with their own profits to defend.*

*The budget for roads never includes sufficient for real maintenance of existing roads. There is no point creating new when existing systems fail due to lack of maintenance. Bus services in rural areas are notoriously expensive and any budget from Government should reflect this rather than being based on population or similar when Norfolk always loses out.*

- **Road repairs (9)**

A specific focus on repairing existing road surfaces:

*Better roads are needed, Pott holes fixed, west Norfolk roads are like riding a big dipper in places. Not sure if the council, controls its own work force at the moment, or contracts out the work. The standard of repairs are atrociously poor and only last a short time. If it is just more money, I see no improvement in the managing of road repair. I rarely travel Norfolk as parking is terrible and I have found it extremely expensive. It reduces my spending in the county.*

*Given that the same pot holes come back year after year, a bit of snow closes everything I think it's a wonderful pipe dream that has no hope of success.*

- **Contract Management (8)**

The potential for new approaches to transport in the county:

*More effective and efficient public transport. Including for schools and large employers. Not private companies who run for profit but CICs run for community.*

*There could be a risk that an overspend on a failed project would seriously affect funding for essential services, trains, buses, cycle-paths, maintenance of road network and the creation of new roads. Proper management of this 'one whole pot' is obviously paramount!*

- **Connectivity (7)**

Transport links to help other service areas (e.g. employment, tourism etc):

*100% agree with integrated transport. Again, if the money is available for this then let's have it. Are we saying 'County' couldn't manage it if given the money? And that some new, untested organisation definitely could do it better? No evidence.*

*Improving transport is great but I wouldn't be too impressed if we ended up having more countryside dug up for new roads. The beauty of Norfolk is we have no motorways.*

## 7 ELECTED LEADER AND CABINET

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with plans for an elected leader and cabinet system of governance?**

The analysis of the open and closed elements of this question are set out below.

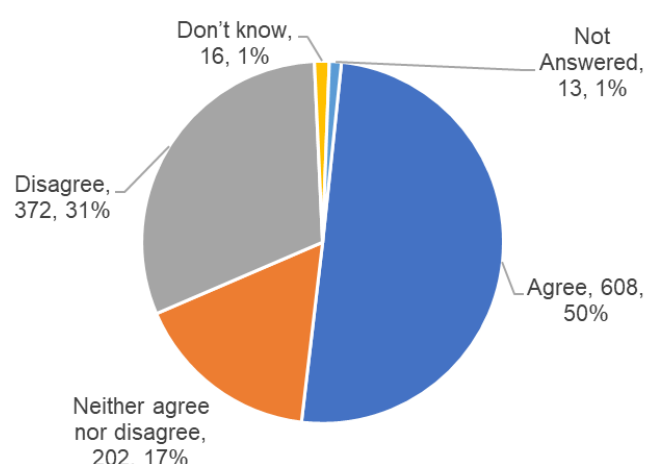
### 7.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed of respondents were in agreement, on balance, with the proposal as seen below:

- Half (50%) agreed with the proposal (24% strongly agree and 26% agree)
- Just under a third (31%) disagreed (23% strongly disagree, 8% disagree)
- Just under a fifth (17%) were unsure (neither agree nor disagree)
- 1% did not know
- The remainder (1%) did not provide an answer.

Response	No.	%
Agree	608	50%
Neither agree nor disagree	202	17%
Disagree	372	31%
Don't know	16	1%
Not Answered	13	1%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 7.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt “**Why do you say that?**” were analysed and grouped thematically around reasons for support, opposition or otherwise, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 7.2.2.

## 7.2.1 Reasons for Agreeing

In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Enhanced local democratic structures:**  
The proposed Deal provides the potential for local people to have a direct involvement in decisions through a directly elected leader in the county, resulting in enhanced **democratic, accountability**. It is hoped that this will lead to increased **transparency** and openness of decision making (301 comments in total).
- **A focus on Norfolk:**  
The proposed Deal has the potential to overcome any perceived negative impact of the increased politics in decision-making by having an elected leader focused on the benefits for Norfolk. This could help restore public trust in elected Members and perceptions of Members' competency (74 comments in total).
- **A revised approach to strategy for Norfolk:**  
Providing an opportunity to think in a more strategic way (34 comments in total).
- **Positive experience from elsewhere:**  
Perceived success/failure of other elected mayors/leaders (14 comments in total).
- **Inefficiency:**  
Despite an overall positive acceptance of the proposal, there were some concerns over potential increases in bureaucracy and added layers of decision making seen as a diversion of resources leading to **inefficiency** (7 comments in total).
- **Centralisation:**  
Removing important links to local communities through district councils by an increased centralisation of functions under the proposed Deal (5 comments in total).
- **Consultation:**  
Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (4 comments).

### 7.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Accountability (187)**  
The Deal provides for the opportunity for local people to have a direct involvement in decisions through local democratic arrangements.

*Hopefully the electorate will make a wise decision.*

*This should give a better reflection of democracy in the county and remove some of the power from more rural, traditional voting patterns, better reflecting the county overall.*

- **Democratic (67)**

Increases democratic accountability of decision-making to local people:

*Directly electing a leader of our local government, which would then have control over a more devolved budget would be a step towards a more direct form of democracy, which I believe would be a wonderful thing.*

*This would likely bring more cohesion to decision making, and it is good that it will be democratic. However, also important that Norfolk's development is not tied to one person's political or social agenda. How will the board be chosen?*

- **Politics (52)**

The perceived negative impact of the increased politicisation of decision making:

*For me, this is where it becomes more political! The leader of the council needs to be focused on Norfolk first and foremost - and party politics must be secondary. It is about getting the best leader irrespective of political view. Everyone's passion must be for our beautiful County and doing what is best for the people of Norfolk - not a political party. This is probably a very ideological view - but Norfolk first!!!*

*Leaders should definitely be elected by the people and not selected by factions. It should happen separate to a local election as well, or on a different ballot at least.*

- **Transparency (47)**

The openness of decision making:

*A locally accountable leader can only improve public participation.*

*With additional powers, additional oversight and public engagement essential*

- **Strategic (34)**

Providing an opportunity to think in a more strategic way:

*With central oversight this provides a robust model. The Norfolk leadership board should also be voted in for full representation and equity, securing diversity of thought.*

*This is the best way to get more money from central Government, to have a strong voice who can get the best result for Norfolk. The government will listen to them.*



- **Trust (22)**

Public trust in Members or perceptions of Members' competency:

*One strong leader would be good, I suppose we would have the Mayor of Norfolk.*

*There is also a risk that the people putting themselves forward to be an elected leader and subsequently appointed do not have the skills, experience and knowledge to lead Norfolk and get the best for the County. Arguably it is a similar risk to currently but the impact of that one person can be significant.*

- **Other Mayors (14)**

Perceived success/failure of other elected mayors/leaders:

*A proactive Mayor can be a really positive influence. It works well for London and Manchester.*

*Good that the people get to elect the person leading the Council. If they work as strongly for Norfolk as Andy Burnham does for Manchester it will be a massive improvement.*

- **Inefficiency (7)**

Increased bureaucracy and added layers of decision making seen as a diversion of resources:

*As long as we don't start creating paid positions for the sake of it. Too many people representing the general public in all governments and councils. Trim down the numbers and make them work for their allowances please.*

*But we do not need another layer of Management waste, a directly elected Leader but it must Not cost WeThe People any more Monies... Councils are wasting Our monies in many ways, and enough is enough... you need to cut your overheads and be more Efficient...*

- **Centralisation (5)**

Removing important links to local communities through district councils by an increased centralisation of functions under the proposed Deal:

*It would be nice to have one person overseeing just Norfolk as a whole. Especially if they were someone who knows Norfolk and knows what it is needed to better the county.*

*It sounds like our very own Norfolk Parliament. Which I am all for, as long as Norwich does not become the hub of everything that is Norfolk, like our capital seems to be in England.*



- **Consultation (4)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*I would need to know more to give a stronger opinion on this, but it sounds good from what I have seen so far.*

*Agree but more information on how this differs from the currently system of elected councillors, what are the benefits?*

## 7.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **Reduced accountability, local connections and trust:**

The Deal has the potential to remove democratic **accountability** through a perceived removal of the process of dialogue and associated checks and balances. In turn this could undermine **trust** in elected officials by concentrating power in one individual, which was felt to be **undemocratic** removing transparency from the process and introducing an increased impact of **politics** in decision-making. The structure put in place could lead to **over-centralisation**, breaking connections with local communities currently achieved through district councils and potentially introducing **inefficiency** through functional duplication (366 comments in total).

- **Negative experience from elsewhere:**

Respondents opposed the deal based on their own negative experiences or views of the performance of other mayors elsewhere in the country and the Police and Crime Commissioner locally (37 comments in total).

- **Consultation:**

Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (14 comments in total).

### 7.2.2.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Politics (104)**

The perceived negative impact of the increased politicisation of decision making:

*Nope, this just a power grab by power hungry politicians. Don't pretend it's anything else.*

*I hate the idea of an elected leader and would much prefer a Mayor.  
I want all interested parties and leaders to be involved in decision*

*making and not a small group of individuals who may or may not have their own interests at the forefront of their decisions ... I would like a non-political person to become Mayor and make Norfolk County Council non-political but a fair governing body working only in the interests of Norfolk!*

- **Inefficiency (101)**

Increased bureaucracy and added layers of decision making seen as a diversion of resources:

*Yet more expense and governance around another election and more wasted money running a larger office. You should have gone for the mayoral model but this would have taken power away from the Council.*

*More bureaucracy more wasted money.*

- **Accountability (61)**

The Deal provides for the opportunity for local people to have a direct investment in decisions through local democratic arrangements.

*Debate and frequent democratic elections lead to better decisions than leaders.*

*More quangos behind an elected leader. So if the board or cabinet disagree with the elected person who gets the say? The whole system needs to be elected to be fair. Not jobs for the boys system.*

- **Trust (48)**

Public trust in Members or perceptions of Members' competency:

*Only if that leader is totally independent and not aligned with any political party. Clearly if the leader is political he will only follow his party line, which means decisions will have bias which is not always to majorities benefit.*

*A Mayor is over powerful and a cabinet system is not democratic enough.*

- **Undemocratic (36)**

Giving decision making power to a new body and an elected mayor is perceived as reducing democratic control.

*One person cannot be held accountable or properly listen to what people have to say, inevitable that the person 'in charge' will be a political appointment and will be led by party politics rather than listen to all views.*

*We have such a system in central government and it is hugely undemocratic, do we really want power in the hands of a small group led by one person on a local level as well? I don't think so!*

- **Other Mayors (24)**

Perceived success/failure of other elected mayors/leaders:

*Bristol... is not working well - with major cuts in services (including transport!). The only ones that seem to work well are Birmingham, Manchester and Liverpool. I have worked in the latter two areas over the past three years. There are none that have worked in rural areas.*

*Manchester aside, this isn't a model which has worked universally well across the country. Too many grandstanding politically motivated figureheads from out of county would turn up. Not too much wrong with the existing democratic STRUCTURE aside from losing so much of their budgets over the last 20 years. Ask the people and councils of Teesside what they think of their unitary mayor.*

- **Centralisation (23)**

Removing important links to local communities through district councils by an increased centralisation of functions under the proposed Deal:

*The idea of devolution is to increase accountability and give more power to democratic bodies. A leader and cabinet system will do the opposite. It will simply be a conduit for central government allocating pots of funding to whichever leader can put the best proposal to central government.*

*This system of governance is sub-optimal as it misses out on the key role that the county's city, borough, and district councils can play.*

- **Transparency (16)**

Concerns around openness of decision making and the associated process of checks and balances:

*It isn't clear what the checks and balances will be on excessive use of powers by this role, when there is precedent of things like vanity projects.*

*Council elections using proportional representation voting would be hugely more relevant and meaningful. No monopolising of power in one group.*

- **Consultation (14)**

Reservations over agreeing with the proposals based on perceived bias in the consultation materials:

*I do not consider this to be a full and proper consultation. I cannot see anywhere the 'alternative' point of view/other options laid out. This makes it impossible to have an informed opinion. All the introductions to each section are biased, subjective and leading.*

*Far too much remains unexplained.*

- **Police and Crime Commissioner (PCC) (13)**

Comparisons between the established office of Police and Crime Commissioner and the proposed Directly Elected Leader (DEL):

*The history of local politicians gives me no reason to have confidence in this. We had to vote for a local police commissioner and look where that has got us! the local police commissioner has made no improvement whatsoever in local crime.*

*PCC elected leaders have been a failure. Crime has never been higher and detentions never lower. I would worry about this kind of power in one hands.*

### 7.2.3 Reasons Unsure (neither agree nor disagree)

In descending order of frequency of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **The need to demonstrate transparent and accountable processes:**  
The **politics** of the arrangements were a cause of confusion, particularly if the leader is from an opposition party to the majority and how this would be managed. To counter this, respondents felt the leader must act in the interests of Norfolk to enhance **accountability** ensuring the process is **democratic**. All of which need to be underpinned by **trust** and **transparency** (108 comments in total).
- **An efficient and democratically accountable leader's office:**  
The potential for being seen as **undemocratic** must be countered alongside a move away for potential **inefficiency** through duplication of function in the leader's office. This must incorporate consideration of the ways in which the changed County Council District Council (**CCDC**) **relations** can be most effectively managed through these arrangements (32 comments in total).
- **Consultation:**  
Reservations over agreeing with the proposals based on perceived bias in the **consultation** questions (5 comments in total).
- **Resources:**  
Reassurance sought that the **resources** in the settlement are adequate and futureproofed (3 comments in total).

### 7.2.3.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Politics (46)**

The perceived negative impact of the increased politicisation of decision-making

*Not sure how this would work in practice especially if leader is a different political party or affiliation to the council.*

*don't know how this would work? If you had a Labour leader elected by the public for instance could they pick a cabinet of Labour councillors who might be voted down on everything they wanted to do by a conservative majority? How would anything ever get done?*

- **Accountability (39)**

The Deal provides for the opportunity for local people to have a direct investment in decisions through local democratic arrangements.

*There is no evidence of any leadership at Norfolk County Council at this present time. If NCC and government decided to go ahead with devolution, Norfolk would need a very strong leader and a focused, business-like and efficient team of officers to carry devolution through.*

*They must be sensitive to the needs of all the population and must not indulge in vanity expenditure.*

- **Inefficiency (24)**

Increased bureaucracy and added layers of decision making seen as a diversion of resources:

*It depends upon what this will cost the council tax payers. We don't want another high paid civil servant such as a mayor the role must not cost the council tax payers any more money.*

*With new responsibilities comes higher expenses and more staff. The £20m will not go very far.*

- **Transparency (10)**

The openness of decision making and democratic processes:

*As long as other means to encourage greater participation in the democratic process are also explored, such as increasing voter turnout during elections.*

*I'm not sure what the impact of this would be locally and what difference it could bring positive or negative*

- **Trust (10)**

Public trust in Members and perceptions of Members' competency:

*I agree in principal with this. However, it is easy to tell the public what they want to hear. Those that are working with the applicants have more knowledge on the real working person behind a campaign. I would suggest 30% of the votes are made by all council employees and the further 70% completed by public vote.*

*We do agree with the cabinet system as it currently operates as we feel it works. The elected leader is untried and therefore an unknown.*

- **Consultation (5)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions and the provision of sufficient information to make an informed choice:

*Not sure I understand the implications of this change fully enough to comment.*

*Don't feel sufficiently convinced for or against.*

- **County Council/District Council Relations (4)**

The changed dynamics in the relations between County and District councils under the proposed Deal:

*Not sure that another elected person would not muddy the water with district councils.*

*Council noted there could be a lot of additional cost involved with the election and questioned potential conflict within decision making bodies.*

- **Undemocratic (4)**

Giving decision making power to a new body and a directly elected leader (DEL) is perceived as reducing democratic control and accountability:

*I am concerned that the number of voters would be very low, like for the Police Commissioner*

*I think the public are turned off voting because they don't believe it results in democracy. And locally I think a lot of people just don't care because they don't see anything changing which is of benefit.*

- **Democratic (3)**

Will the Deal increase the democratic accountability of decision-making to local people?

*This would likely bring more cohesion to decision making, and it is good that it will be democratic. However, also important that Norfolk's development is not tied to one person's political or social agenda. How will the board be chosen?*

*Whilst more democracy is always good I am concerned about how this will work if the elected council leader represents a different party to that in power at County Hall.*

- **Resources (3)**

The resources made available under the deal - will they be enough/new/available?

*I think that careful thought must be given to this process. It's not great when "money talks" and only those who can afford to stand, stand. Hello USA?*

*The proposal is fine, but I believe that after initial government funding, the cost of the bureaucracy will be detrimental to any advantages gained. The 4yr. term is too long, as any incompetence of the elected members would have to be tolerated for the term.*



## 8 PRINCIPLES OF DEVOLUTION

Respondents were asked to provide their response to the question:

**To what extent do you agree or disagree with the principles of devolution and the benefits it brings to Norfolk?**

The analysis of the open and closed elements of this question are set out below.

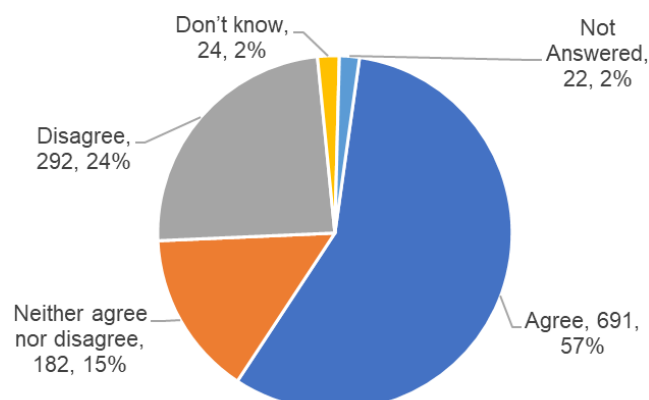
### 8.1 Quantitative (Closed) Responses

Respondents provided their response against a closed rating scale, strongly disagree to strongly agree.

When the results were analysed the majority of respondents were in agreement with the proposal as seen below:

- The majority (57%) agreed with the proposal (25% strongly agree, 32% agree)
- Just under a quarter (24%) disagreed (16% strongly disagree, 8% disagree)
- 15% were unsure (neither agree nor disagree)
- 2% did not know
- The remainder (2%) did not provide an answer.

Response	No.	%
Agree	691	57%
Neither agree nor disagree	182	15%
Disagree	292	24%
Don't know	24	2%
Not Answered	22	2%
<b>Total</b>	<b>1,211</b>	<b>100%</b>



### 8.2 Qualitative (Open) Responses

Having provided their responses to the closed questions respondents were then asked to provide a free text reason for their response.

Responses to the prompt ***“Why do you say that?”*** were analysed and grouped thematically around reasons for support, opposition or otherwise, as shown below.

**NB:** When reporting the themes we present the codes (tags) in **bold text** as they are recorded in the system and reported in detail in section 8.2.2.



## 8.2.1 Reasons for Agreeing

In descending order of frequency of mentions, the broad themes in support of the proposal were:

- **Enhanced accountability based on local understanding:**  
The proposal allows for enhanced **accountability** and lobbying in the interests of the county based on **intelligence** rooted in local knowledge about the specifics of the area underpinned by understanding of context, history and geography of local and hyper local **locations** (158 comments in total).
- **Pragmatic acceptance of conditions for enhance national visibility:**  
The **terms** of the Deal, while not entirely suitable/acceptable are accepted to achieve a potentially enhanced **national voice** for the county at Westminster, with a practical acceptance that **politics** mean there may be a price to pay in the future (104 comments in total).
- **Acceptance of the principles to access resources otherwise unavailable:**  
The view is that county will be **better off** in terms of additional funds and self-determination, although the **resources** are recognised as not being very large. However, it is recognised that without the **funds** associated with the Deal it will be harder to make progress, while offering the opportunity to reduce duplication of function and improve **efficiency** (81 comments in total).

### 8.2.1.1 Codes (for)

From the comments provided by respondents who agreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Accountability (95)**  
The Deal provides for the opportunity for local people to have a direct involvement in decisions through local democratic arrangements.

*better lobbying powers...*

*This needs to be monitored very closely, as it would be all too easy for any elected official to direct the funding in ways that suits their needs or wishes rather than the collected needs and wishes of the people in Norfolk.*

- **Intelligence (46)**  
Local knowledge about the specifics of the area:

*local issues should be for local people*

*Good to be tailoring Norfolk's budget to the needs of its people...*

- **Terms (40)**

Discussions around the terms set out on the Deal between central and local government, considering the adequacy/ reasonableness of the offer:

*I agree with the principals I however disagree with the current approach to elected mayor. Whilst I understand that this is one of the rules attached to the funding I don't see how renaming the leader of the council mayor and having essentially the same cabinet will change things enough to realise all the benefits of the new opportunity.*

*Agree ONLY because of the extra money. No other reason. It's really a Westminster bribe so that if anything goes wrong the central government can step away and say it isn't their responsibility and heap blame on the locally elected leader. They stay squeaky clean (hollow laughter).*

- **National Voice (35)**

The potential of the Deal to strengthen Norfolk's voice at Westminster/national level:

*If this increases the 'clout' Norfolk has in Westminster, that's a good thing and makes the local leadership more accountable on a county level.*

*Westminster must take more notice of rural areas.*

- **Better off (29)**

Discussion of the anticipated financial benefits of the Deal:

*Having control over our destiny be it money, housing etc has got to be better than the present system.*

*Local control of sustainable transport solutions, housing and business planning, climate change actions, adult education and training and investment spending are all clear benefits and acutely needed to unlock the potential of a region that lacks the necessary infrastructure to pull its weight in the national economy.*

- **Politics (24)**

The perceived negative impact of the increased politicisation of decision making:

*This is the key aspect of the deal in my view - it is not just about the funding but that fact that Norfolk is seen as a county which is worth trialling new policy.*

*Agree, but with a few reservations, I don't think this Tory government gives money away without a longer term benefit for themselves.*

- **Resources (19)**

The resources made available under the Deal - will they be enough/new/available?

*Confirmed annual funding for the long term allows projects/strategies to go forward without bidding scrambles and abortive costs.*

*I agree in principle with devolution but don't think it will bring as much benefit to Norfolk as the 'powers that be' seem to think. £20 million a year is very little money to do anything meaningful with and the same political party will direct how this is spent, as always, so I'm doubtful that much will change.*

- **Efficiency (17)**

The extent to which the Deal offers the potential for reduction in duplication, pooling of resources etc:

*Bidding for funding is time consuming and diverts resources persuading those without local knowledge to release funding, therefore devolution has the potential to reduce wasted time and allow staff to focus on delivery. This would be with the proviso that adequate funding and internal audit processes are in place to ensure quality is maintained.*

*Localisation should be more efficient use of public funds.*

- **Locations (17)**

The extent to which the Deal allows for response to meet local and hyper local need based on understanding of context, history and geography:

*Good to be tailoring Norfolk's budget to the needs of its people. But Norfolk is already quite an isolated community that is behind in many ways. We would also benefit from ensuring we have strong ties with professionals and organisations from other parts of the government and the country so that we can use that budget to make Norfolk a more innovative and modern community.*

*Agree principal but it must work for rural communities as well as towns and cities.*

- **Funds (16)**

Discussions around the extent to which the Deal's proposed settlement is not enough or too small to do what's proposed:

*Without funding we cannot make progress.*

*It isn't clear how much funding Norfolk County Council will need to contribute towards devolution. The capacity funding mentioned as being provided seems very small compared to the cost of*

*administering devolution, engagement with partners and the different areas of funding etc.*

## 8.2.2 Reasons for Disagreeing

In descending order of frequency of mentions, the broad themes in opposition to the proposal were:

- **Failing to achieve any gains through added bureaucracy:**  
Significant concern was expressed over the potential for **inefficiency** by introducing increased bureaucracy and added layers of decision. This was felt to be compounded by the inherent potential for **duplication** of function within the Deal. Further, related, negative comment focused on the perceptions of a poor performance **record** of the county council which did not promote confidence in the ability to deliver the Deal (110 comments in total).
- **Potentially difficult conditions:**  
The **terms** associated with the Deal have the potential to be unacceptable, with the impact of **politics** felt to be potentially of significant negative impact in the future (85 comments in total).
- **The financial settlement is not worthwhile:**  
The **funds** were not felt to be enough to compensate for the additional responsibilities given to Norfolk under the Deal and in the long run the county would be **worse off** (47 comments in total).
- **Loss of democratic accountability through the election of a leader:**  
Concern was expressed about the loss of democratic **accountability** through concentration of power in the hands of one person in the shape of the elected leader, which in turn was felt to be **undemocratic** by reducing checks and balances (46 comments in total).
- **Consultation:**  
Reservations over agreeing with the proposals based on perceived bias in the consultation questions (18 comments in total).

### 8.2.2.1 Codes (against)

From the comments provided by respondents who disagreed with the proposal, the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Inefficiency (60)**  
Increased bureaucracy and added layers of decision-making seen as a diversion of resources:

*There are no benefits for the residents of Norfolk. Just more bureaucracy.*

*I don't think it will have any significant impact and will ultimately be used to move service obligations off of the central government budgets, while cutting the size of grants - pretty much like the rest of the local government.*

- **Politics (45)**

The perceived negative impact of the increased politicisation of decision-making:

*This is Tory jobs for Tory mates. Norfolk's "voice" will be no more important than anyone else's. Stop pretending this is actually going to be anything other than a power grab. There will be little benefit to Norfolk...*

*you have to ask yourself why government are doing this and I expect so they don't take the blame when situations don't materialize.*

- **Terms (40)**

Discussions around the terms set out on the deal between central and local government, considering the adequacy/ reasonableness of the offer:

*There is nothing new here in the way of self-determination or extra powers. The deal is subject to a biannual review and the whim of future Governments. The money is not index linked and the new governance will make Norfolk a laughing stock over time it fails to work.*

*Why was the deal negotiated without consultation from the public on what we want? This deal will make the situation where wealthy land and business owners have undue power much worse. The extra funding being promoted in the rhetoric is actually not much at all over 30 years. The council is not capable of taking on new powers - it isn't even coping with existing responsibilities. This deal will be a disaster for the average person in Norfolk.*

- **Record (26)**

Discussion around Norfolk County Council's track record of delivery to date:

*Because the NCC can't manage the issues they have now so I don't see how another layer is going to change anything*

*Devolution depends on having the capacity to make good decisions, plan local development and utilise funds effectively and without waste. Norfolk County Council has not demonstrated these capacities in my view*

- **Worse off (26)**

Discussion of any potential detrimental financial impacts of the Deal:

*I do not believe it's in the best interests I believe the decisions should be made in parliament.*

*Not sure there will be any benefit long-term - this is just another way central government is reducing local financial support and transferring costs to counties to grapple with. Future costs are going to be much higher which will only mean higher rates or bankrupt council.*

- **Accountability (24)**

Discussion of any potential detrimental financial impacts of the Deal:

*Great concerns over a locally elected leader - too much power in the hands of one person is fraught with danger.*

*One person having all the power is not good. Councils not Mayors making the decisions please.*

- **Duplication (24)**

Discussion of the potential for duplication of function within the Deal:

*Having read all the information you have made available, this just seems an idea without any merit, apart from more costs, reduced efficiency and more money wasted.*

*Totally opposed to this idea and yet another level of bureaucracy and costly appointments paid for by the taxpayers. A mini dictator and a "A Khan for Norfolk"!!! You must be joking!!!*

- **Undemocratic (22)**

Giving decision making power to a new body and a directly elected leader (DEL) is perceived as reducing democratic control.

*If the Govt wants an Elected Leader to give Norfolk a seat at the table, this shows the voice of the District Leaders will be diminished. It is unnecessary and top heavy to put in more powers at the top. The Govt will just take notice of one person.*

*The whole thing is a waste of money, as it isn't a step towards better democratic representation for the people of Norfolk. We need Proportional Representation in council (and parliamentary) elections for that to happen.*

- **Funds (21)**

Discussions around whether the Deal's proposed sum is enough to do what's proposed:

*It's not real devolution and the monies involved are not that great. They don't appear to be index linked and is a very watered down version that does not provide the cost savings that could occur. The deal seems to be between NCC and the government and it appears that districts have been left out of the negotiations. This current deal should be rejected and a new deal should be struck for more monies*



*that are index linked and also offer cost savings by agreeing reorganisation to reduce the number of politicians and officers involved in local government in Norfolk.*

*The figures look good on paper but what will £20 million be worth in a few years' time?*

- **Consultation (18)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions:

*I am gasping at the way these questions have been drafted. Did you get professional outside help to make these balanced?*

*Another leading question. Your question asks if I want to disagree with any benefits! Of course benefits must by very definition be good. The point is that the benefits must be weighed against the negatives. Devolution to a one party cabinet system is more of a slap in the face to anyone who does not agree with the politics of that cabinet.*

### 8.2.3 Reasons Unsure (neither agree nor disagree)

In descending order of frequency of mentions, the broad themes from those respondents who were unsure whether to support or oppose the proposal were:

- **Potentially difficult conditions:**

The **terms** associated with the Deal have the potential to be unacceptable, with the impact of **politics** felt to be potentially of significant negative impact in the future (64 comments in total).

- **Failing to achieve any gains through added bureaucracy:**

Significant concern was expressed over the potential for **inefficiency** by introducing increased bureaucracy and added layers of decision-making. This was felt to be compounded by the inherent potential for **duplication** of function within the Deal. Further, related, negative comment focused on the perceptions of a poor performance **record** of the county council which did not promote confidence in the ability to deliver the Deal (29 comments in total).

- **Futureproofing governance:**

Concern over the extent to which the Deal provides for the opportunity for local people to have a direct involvement in decisions through local democratic arrangements making the leader **accountable** once the agreement is made with Government (15 comments in total).

- **Is the Deal worth it:**

Reservations over the extent to which the **resources** offered under the Deal are sufficient to deliver the additional devolved responsibilities and will the **funds** continue to be available in the future; 30 years is a long time (14 comments in total).

- **Consultation:**  
Reservations over agreeing with the proposals based on perceived bias in the consultation questions (11 comments).
- **Intelligence:**  
Direction of activity and allocations based on local knowledge about the specifics of the area (6 comments).

### 8.2.3.1 Codes (unsure)

From the comments provided by respondents who were unsure about the proposals the ten most frequently occurring codes used to develop the themes were:

**NB:** the numbers in brackets against each represents the total number of comments that make up the code. Representative quotes are included to illustrate the sentiment expressed.

- **Terms (46)**

Discussions around the terms set out on the deal between central and local government, considering the adequacy/ reasonableness of the offer.

*I strongly agree with devolution principles but not on the terms currently set by Central Government which sadly appear to be more about further red tape/top down bureaucracy & political opportunism rather than democratic sustainable development.*

*There is not enough info to make this conclusion.*

- **Politics (18)**

The perceived negative impact of the increased politicisation of decision-making:

*I am very much on the fence on the whole question. There are elements which i think may be beneficial, and others which are likely to lead to more provincial local politics.*

*Part of me is concerned that it will just be another bureaucratic exercise ...that will (be) reversed in the near future.*

- **Inefficiency (17)**

Increased bureaucracy and added layers of decision-making seen as a diversion of resources:

*I am worried that this will end up being jobs for the boys so to speak however if the representation was without bias then I would be in agreement.*

*Not sure I understand it fully but I have concerns that it could just be another bright idea where lots of money is pumped into it but there is very little to show for it.*



- **Accountability (15)**

Does the Deal provide an opportunity for local people to have a direct involvement in decisions through local democratic arrangements?

*I think there are too many unknowns and too many unanswered questions even after speaking to council officers at the consultation events. I don't want Norfolk to miss out but not so I want us tied into a 30 year deal, 20million won't seem that much in 30 years.. Until we have fairer democratic elections such as proportional representation which might encourage more collaborative working I have reservations about devolving more power.*

*It will only be as good as the people in charge.*

- **Consultation (11)**

Reservations over agreeing with the proposals based on perceived bias in the consultation questions or the lack of sufficient information to make an informed choice:

*I am not sufficiently sure about the pros and cons of this issue.*

*Once again a question designed to elicit the answer desired. You appear to be asking whether I agree with the principles (even though you've misspelled it) and benefits of devolution. But the answer will be interpreted as implying support for this specific flavour of devolution.*

- **Record (8)**

Discussion around Norfolk County Council's track record of delivery to date:

*I'm yet to be convinced it brings any benefits. I don't think the councils employ the right kind of people to deal with that scenario.*

- **Funds (7)**

Discussions around whether the Deal's proposed sum is enough to deliver what's proposed:

*£20 million a year is not much for a county the size of Norfolk, especially when current deficits are taken into account.*

*Agree with devolution but think Norfolk should get a better deal financially or have a very strong promise that this will improve in the near future.*

- **Resources (7)**

The resources made available under the deal - will they be enough/new/available?

*Will the government give on one hand and take back with another so overall we are not £20m better off?*

*The funding expressed as a percentage of the current County budget is just over 1% of the budget.*

- **Intelligence (6)**

Local knowledge about the specifics of the area:

*It makes sense to have funding more central to Norfolk providing the funds.*

- **Duplication (4)**

Concerns over the potential for introducing additional bureaucracy resulting in a likely duplication of function within the Deal:

*I am not sure how more layers necessarily means better services. It rather begs the question - if we are to have Mayors (or whatever you want to call them) then what are MP's for? Why is Government getting larger and larger? I see no improvements over the last 30 years; things are not better despite an ever expanding Civil Service. It all sounds like a good idea but I am sceptical. If we are to make decisions and manage ourselves, why is Westminster not being slimmed down?*

*Norfolk's voice doesn't seem to be heard now despite all the Tory MPs that we have. Are we supposed to believe that this would change?*

## 9 APPENDIX ONE: RESPONDENT DEMOGRAPHICS

Set out below are the responses provided by respondents to standard demographic questions asked by Norfolk County Council.

Responses to this were purely voluntary and not all respondents chose to provide their details.

Please note that percentages are shown for the total response (1,211) not the total of those who provided information.

### 9.1 Sex

Option	No.	%
Male	575	47.48%
Female	536	44.26%
Prefer not to say	59	4.87%
Prefer to self-describe	4	0.33%
<b>Total</b>	<b>1,174</b>	<b>96.94%</b>

### 9.2 Age

Option	No.	%
Under 18	1	0.08%
18-24	14	1.16%
25-34	76	6.28%
35-44	113	9.33%
45-54	212	17.51%
55-64	289	23.86%
65-74	276	22.79%
75-84	103	8.51%
85 or older	6	0.50%
Prefer not to say	86	7.10%
Not Answered	35	2.89%
<b>Total</b>	<b>1,211</b>	<b>100%</b>

### 9.3 Longterm illness, disability or limiting health problem

Option	No.	%
Yes	191	15.77%
No	872	72.01%
Prefer not to say	106	8.75%
Not Answered	42	3.47%
<b>Total</b>	<b>1,211</b>	<b>100%</b>

- 237 respondents provided further detail of their disability.

Option	No.	%
Blind or partially sighted	8	0.66%
D/deaf or hard of hearing	22	1.82%
Limiting health condition e.g., heart disease, asthma, strokes, osteoarthritis,	68	5.62%
Rheumatoid arthritis, fibromyalgia and myalgic encephalomyelitis (ME) etc.	35	2.89%
Learning Disabilities	7	0.58%
Neurodiversity e.g., autistic spectrum disorders, dyslexia, dyspraxia	30	2.48%
Mental health conditions – e.g., depression, schizophrenia, bipolar affective disorders, eating disorders, obsessive compulsive disorder	39	3.22%
Physical disability e.g., limb disorder, amputee, wheelchair user, cerebral palsy, motor neurone disease, muscular dystrophy	38	3.14%
Prefer not to say	81	6.69%
Not Answered	974	80.43%

### 9.4 Ethnicity

1,049 individuals answered in total with separate tables presented below for each group.

Option	No.	%
Asian British	7	0.58%
Indian	4	0.33%
Pakistani	1	0.08%
Bangladeshi	0	0.00%
Chinese	1	0.08%
Not Answered	1,198	98.93%

Option	No.	%
Black British	3	0.25%
Caribbean	0	0.00%
African	1	0.08%
Not Answered	1,207	99.67%

Option	No.	%
White and Black Caribbean	0	0%
White and Black African	1	0.08%
White and Asian	4	0.33%
Not Answered	1,206	99.59%

Option	No.	%
English, Welsh, Scottish, Northern Irish, or British	1,020	84.23%
Irish	6	0.50%
Gypsy or Irish Traveller	1	0.08%
Roma	0	0%
Not Answered	184	15.19%

Option	No.	%
Arab	0	0%
Not Answered	1,211	100%

## 9.5 Response by District

Option	No.	%
Breckland	154	12.72%
Broadland	221	18.25%
Great Yarmouth	73	6.03%
Kings Lynn and West Norfolk	153	12.63%
North Norfolk	166	13.71%
Norwich	189	15.61%
South Norfolk	206	17.01%
Not Answered	49	4.05%

## 9.6 Caring Responsibilities

Option	No.	%
No	853	70.44%
Yes – for children with additional needs	37	3.06%
Yes – for older family members	129	10.65%
Yes – other	96	7.93%
Not Answered	96	7.93%

## 9.7 Employment Status

Option	Total	Percent
Employed (full time)	438	36.17%
Employed (part time)	130	10.73%
Self employed	106	8.75%
Unemployed	9	0.74%
Student	8	0.66%
Looking after the family home	22	1.82%
Long-term sick	24	1.98%
Retired	417	34.43%
Not Answered	57	4.71%

## 9.8 Language

Option	Total	Percent
English	1,127	93.06%
Not Answered	84	6.94%

## 9.9 (Language) Other, please write in the box below:

There were 25 responses to this part of the question

**ANNEXE TWO:****STAKEHOLDER AND PUBLIC RESPONDENT  
SUBMISSIONS REPORT**



# Norfolk County Council

## County Deal Consultation

### Stakeholder and Public Respondent Submissions Report

**27 April 2023**



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# **1 INTRODUCTION**

## **1.1 Introduction**

Norfolk County Council commissioned the Consultation Institute (tCI) to analyse the responses received from stakeholder organisations and members of the public as part of the consultation on County Deal devolution arrangements for Norfolk.

This report sets out the results of that stakeholder analysis and is separate to the report detailing the online survey results.

## **1.2 Responses**

The responses analysed in this short report came from three main sources:

- Responses submitted to the online survey as official representation of opinion by a stakeholder organisation
- Responses submitted to the online survey where individuals mentioned the organisation they worked for when they were asked the basis on which they were responding
- Written submissions to the consultation provided in the form of letters or emails

The stakeholder organisations making these submissions are shown in the table on the following page.

In addition to the stakeholder responses, submissions were also made directly to the consultation via the Have Your Say portal from members of the public.

Response submitted by Letter	Response submitted by survey	Responses submitted by survey (where individuals mentioned the organisation they worked for)
<ul style="list-style-type: none"> <li>• Aviva</li> <li>• Breckland District Council<sup>1</sup></li> <li>• Dereham Deaf Group</li> <li>• Great Yarmouth BC</li> <li>• Hempnall Parish Council</li> <li>• Kings Lynn and West Norfolk Borough Council</li> <li>• NHS Norfolk and Waveney Integrated Care Board</li> <li>• Norfolk Youth Parliament</li> <li>• Norwich Airport</li> <li>• Norwich City Council</li> <li>• Norwich Research Park</li> <li>• South Norfolk Council<sup>6</sup></li> <li>• Wells-next-the-sea Council</li> </ul>	<ul style="list-style-type: none"> <li>• Albanwise Wallace Estates</li> <li>• Aylsham Town Council</li> <li>• Broadland District Council</li> <li>• Broadland Agricultural Water Abstractors Group (BAWAG)</li> <li>• Breckland District Council</li> <li>• Burroughes Business Developments Ltd</li> <li>• Chadwicks</li> <li>• Chemanglia Ltd</li> <li>• Discover King's Lynn (King's Lynn BID Ltd)</li> <li>• Eaton Rise Residents' Association</li> <li>• epos now</li> <li>• East Norfolk Transport Users As.</li> <li>• Exchange Vintage</li> <li>• Fakenham Area Conservation Team</li> <li>• Felthorpe Parish Council</li> <li>• Institute of Directors</li> <li>• T Gabriel insurance ltd (Financial services)</li> <li>• Fransham Parish Council</li> <li>• fsg signs &amp; graphics ltd</li> <li>• Harleston Heritage Group</li> </ul>	<ul style="list-style-type: none"> <li>• BoxcoUK Limited</li> <li>• Brancaster Parish Council</li> <li>• Briningham Parish Council</li> <li>• CCB Mining Consultant</li> <li>• Chair of Governors The Nicholas Hamond Academy Swaffham</li> <li>• Charity trust</li> <li>• Coast and Countryside</li> <li>• Connected Energy LTD</li> <li>• Construction consultancy company</li> <li>• Creative Arts East</li> <li>• Credit Suisse</li> <li>• Cromer Community Shed (AKA Men's Shed)</li> <li>• Diocese of Ely</li> <li>• Docking Parish Council</li> <li>• East Anglia Bylines (citizen journalism)</li> <li>• Easton Parish Council</li> <li>• Eco-boat</li> <li>• Elector</li> <li>• Engage with Business Ltd</li> <li>• Ethnic fusion fine foods ltd</li> <li>• Farming Company</li> <li>• Felthorpe Lakes</li> </ul>

<sup>6</sup> Letter and survey submitted

Response submitted by Letter	Response submitted by survey	Responses submitted by survey (where individuals mentioned the organisation they worked for)
	<ul style="list-style-type: none"> <li>• Hemp Innovations Ltd</li> <li>• Hethel Innovation Ltd</li> <li>• Holme-next-the-Sea Parish Council</li> <li>• Kaimai Ltd</li> <li>• Kenninghall Parish Council</li> <li>• Keswick &amp; Intwood Parish Council</li> <li>• Lewes Workspace Ltd</li> <li>• Little Dunham Parish Council</li> <li>• Middleton Towers Railway Preservation Ltd</li> <li>• Moore Networking Limited</li> <li>• National Lottery Heritage Fund</li> <li>• New Anglia Local Enterprise Partnership<sup>7</sup></li> <li>• New-U Enterprises Ltd</li> <li>• Norfolk Seaweed Ltd</li> <li>• Norfolk-tours</li> <li>• Norfolk Chamber of Commerce</li> <li>• North Norfolk District Council</li> <li>• Padmaloka - FWBO (Surlingham)</li> <li>• PCL Ceramics</li> <li>• Potter Heigham Parish Council</li> <li>• Reflex Theatre Ltd.</li> <li>• Rocollec Ltd</li> </ul>	<ul style="list-style-type: none"> <li>• Feltwell Parish Council</li> <li>• Flagship Group</li> <li>• Fritton with St Olaves Parish Council</li> <li>• Healthwatch Norfolk</li> <li>• Hemsby Co-op</li> <li>• Hingham Town Council</li> <li>• Homes for Wells</li> <li>• Ingoldisthorpe Parish Council</li> <li>• Kettlestone Parish Council</li> <li>• Kinship</li> <li>• KLWNBUG The Norfolk and Fens Cycling Campaign</li> <li>• 'Law Firm'</li> <li>• Lisa and Neil wedding photography</li> <li>• LisaRose Crafts</li> <li>• LittlePiggy Associates Ltd</li> <li>• Lotus Cars Ltd</li> <li>• Mayes and Co Limited</li> <li>• Mind</li> <li>• Norfolk Residents Panel</li> <li>• Norwich BID</li> <li>• Norwich school of hair and beauty</li> <li>• Reepham Town Council</li> <li>• Roleshare</li> </ul>

<sup>7</sup> Comment from respondent: *I am responding with my own personal opinions but I have to declare an interest in so far as I am the Deputy Chair of New Anglia LEP*

Response submitted by Letter	Response submitted by survey	Responses submitted by survey (where individuals mentioned the organisation they worked for)
	<ul style="list-style-type: none"> <li>• South Norfolk District Council</li> <li>• Sandra Reynolds Agency and East Coast Design Studio</li> <li>• Sandringham Windows Norfolk Ltd</li> <li>• Saul D Humphrey LLP</li> <li>• Seahorse Guest house</li> <li>• Tarmac Holdings</li> <li>• The Feed</li> <li>• The Norwich School of Hair &amp; Beauty</li> <li>• Thomas Paine hotel</li> <li>• Thorpe St Andrew Town Council</li> <li>• Thrive</li> <li>• University of East Anglia</li> <li>• Uttings Insurance Brokers</li> <li>• Valeo Snackfoods</li> <li>• Visit East of England</li> <li>• Voluntary Norfolk</li> <li>• Westcotec Ltd</li> <li>• Wicklewood Parish Council</li> </ul>	<ul style="list-style-type: none"> <li>• Specialist Instrument Services</li> <li>• St Martins Housing</li> <li>• Support for Success - Corporate Parenting</li> <li>• Taverham High School</li> <li>• Taxi Company</li> <li>• Team Jones Design</li> <li>• The Corn Hall</li> <li>• THK</li> <li>• Tilney All Saints Parish Council</li> <li>• Walsingham Parish Council</li> <li>• West Earlham Dental Health Practice</li> <li>• Weston Longville Parish Council</li> <li>• Wickmere Parish Council</li> <li>• Woodton Parish Council</li> <li>• Wroxham and District u3a</li> <li>• Zebu Consulting Ltd</li> </ul>

## 2 SURVEY RESPONSES

### 2.1 Introduction

In this section we revisit the survey responses to understand if there was a difference in support for each of the proposals with the Deal between:

- All responses submitted to the online survey.
- Responses submitted to the online survey as official representation of opinion by a stakeholder organisation.
- Responses submitted to the online survey where individuals mentioned the organisation they worked for.

We discuss in turn each of the key components in the Deal to establish if there is a difference in quantitative opinion<sup>8</sup>.

What is clear from the consideration is that the approval levels for all proposals are higher from those representing or identifying with organisations than with the wider respondent base.

### 2.2 Local control of money devolved from Government

When considering the response to the question:

**To what extent do you agree or disagree with the proposal for Norfolk to have control of money devolved from the Government?**

It becomes clear that agreement is higher amongst those who identify with or represent an organisation than the general responses:

- Overall agreement is at 64%
- For those representing an organisation it is 71%
- Those who identify with an organisation are 73% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	774	64%	37	71%	47	73%
Neither Agree nor Disagree	113	9%	5	10%	3	5%
Disagree	290	24%	9	17%	14	22%
Don't Know	23	2%	-	-	-	-
Not Answered	11	1%	1	2%	-	-
<b>Total</b>	<b>1,211<sup>9</sup></b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

<sup>8</sup> We have not revisited the qualitative data due to the relatively small sample size.

<sup>9</sup> Please note that the overall figure contains both additional categories compared in this table and should be treated with appropriate caution

## 2.3 Local business voice for Norfolk

When considering the responses to the question:

**To what extent do you agree or disagree with the proposed change to create a stronger local business voice for Norfolk?**

The pattern of higher levels of agreement from organisations continues with:

- Overall agreement at 60%
- For those representing an organisation it is at 69%
- Those who identify with an organisation are 75% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	726	60%	36	69%	48	75%
Neither Agree nor Disagree	167	14%	4	8%	3	5%
Disagree	284	23%	9	17%	13	20%
Don't Know	18	2%	3	6%	-	-
Not Answered	16	1%	-	-	-	-
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

## 2.4 Adult education

The same pattern continues when considering responses to the question:

**To what extent do you agree or disagree with the proposal to move the Adult Education Budget from Government to Norfolk County Council?**

- Overall agreement is at 65%
- For those representing an organisation it is at 69%
- Those who identify with an organisation are 70% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	793	65%	36	69%	45	70%
Neither Agree nor Disagree	139	11%	4	8%	5	8%
Disagree	248	20%	9	17%	13	20%
Don't Know	17	1%	3	6%	-	-
Not Answered	14	1%	-	-	1	2%
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>



## 2.5 Housing and employment

When considering the responses to the question:

**To what extent do you agree or disagree with plans to open-up housing and employment sites in Norfolk?**

The pattern of higher level of agreement once again continues with:

- Overall agreement at 55%
- For those representing an organisation it is at 67%
- Those who identify with an organisation are 66% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	669	55%	35	67%	42	66%
Neither Agree nor Disagree	182	15%	6	12%	9	14%
Disagree	326	27%	8	15%	13	20%
Don't Know	18	2%	-	-	-	-
Not Answered	16	1%	3	6%	-	-
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

## 2.6 Integrated Transport

Once again the same pattern continues when considering responses to the question:

**To what extent do you agree or disagree with proposals for an integrated transport settlement?**

- Overall agreement is at 66%
- For those representing an organisation it is at 71%
- Those who identify with an organisation are 70% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	797	66%	37	71%	45	70%
Neither Agree nor Disagree	152	13%	6	12%	8	13%
Disagree	226	19%	6	12%	10	16%
Don't Know	18	1%	-	-	1	1%
Not Answered	18	1%	3	5%	-	-
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

## 2.7 Elected Leader and cabinet

When considering the responses to the question:

**To what extent do you agree or disagree with plans for an elected leader and cabinet system of governance?**

The pattern of higher agreement once again continues with:

- Overall agreement at 50%
- For those representing an organisation it is at 54%
- Those who identify with an organisation are 53% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	608	50%	28	54%	34	53%
Neither Agree nor Disagree	202	17%	7	13%	10	16%
Disagree	372	31%	13	25%	19	30%
Don't Know	16	1%	-	-	1	2%
Not Answered	13	1%	4	8%	-	-
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

## 2.8 Principles of devolution

When considering the responses to the question:

**To what extent do you agree or disagree with plans to open-up housing and employment sites in Norfolk?**

The pattern of higher agreement once again continues with:

- Overall agreement at 57%
- For those representing an organisation it is at 65%
- Those who identify with an organisation are 61% in agreement

Response	Overall		Organisations		Individual identifying with Organisation	
	No.	%	No.	%	No.	%
Agree	691	57%	34	65%	39	61%
Neither Agree nor Disagree	182	15%	8	15%	12	19%
Disagree	292	24%	7	13%	12	19%
Don't Know	24	2%	-	-	1	2%
Not Answered	22	2%	3	6%	-	-
<b>Total</b>	<b>1,211</b>	<b>100%</b>	<b>52</b>	<b>100%</b>	<b>64</b>	<b>100%</b>

### 3 WRITTEN STAKEHOLDER SUBMISSIONS

In total 13 responses were received from stakeholders, either via letter or email. In addition Norfolk County Council has identified an additional five responses submitted to the survey identified as key stakeholders and are considered separately in this section. These responses were from:

1. Aviva
2. Breckland District Council
3. Broadland
4. Broadland District Council
5. Dereham Deaf Group
6. Great Yarmouth Borough Council
7. Hempnall Parish Council
8. Kings Lynn and West Norfolk Borough Council
9. New Anglia Local Enterprise Partnership
10. NHS Norfolk and Waveney Integrated Care Board
11. Norfolk Chamber of Commerce
12. Norfolk Youth Parliament
13. North Norfolk District Council
14. Norwich Airport
15. Norwich City Council
16. Norwich Research Park
17. South Norfolk Council
18. University of East Anglia
19. Wells-next-the-sea Council

These break down into the following categories, which we have used in reporting opinion:

#### **District and City Council:**

- Breckland District Council
- Great Yarmouth Borough Council
- Norwich City Council
- Kings Lynn and West Norfolk Borough Council
- South Norfolk Council
- North Norfolk District Council

#### **Parish Council:**

- Wells-next-the-sea Council
- Hempnall Parish Council

#### **Major Employers:**

- Norwich Airport
- Norwich Research Park
- Aviva

#### **Statutory Partner:**

- NHS Norfolk and Waveney Integrated Care Board

#### Other Key Stakeholder Groups:

- Dereham Deaf Group
- New Anglia Local Enterprise Partnership
- Norfolk Chamber of Commerce
- Norfolk Youth Parliament
- University of East Anglia

Set out below is a summary and thematic analysis of responses from these stakeholder groups.

### 3.1 Overall Comments

#### 3.1.1 District and City Councils

- **Breckland District Council** welcome the concept of devolution and highlighted the key aspects of support:
  - Devolving more powers locally was welcomed, allowing the tackling of challenges around skills and transport more effectively.
  - Devolving funding over a long-term basis
  - Creating the ability to form new functions like Development Corporations.

However, the following concerns were raised:

- The Deal overlooks the important role of District Councils, including their role as housing and planning authorities.
- Concerns that the proposal misses the opportunity of a Mayoral Combined Authority which would have County and District at the decision-making table. This was framed with particular reference to the potential to undermine the existing Enterprise Zones.
- Reservations around the proposed Directly Elected Leader (DEL) model. Citing the advantages of the tried and trusted Mayoral model used elsewhere in the country.
- The proposed Deal lacks ambition, both in comparison with previously agreed devolution deals and the Government's own policy as set out in the Levelling Up White Paper. The proposed Deal is felt to miss significant opportunities normally associated with Level 3 including mayoral control of the Police and Crime Commissioner (PCC).
- Following a discussion at full Council, **King's Lynn and West Norfolk Borough Council** is reserving its final position until the final debate and decision at Norfolk County Council and no further correspondence was received. The letter sets out three key areas of consideration following the County Council decision in December 2023:
  - King's Lynn and West Norfolk Borough Council's powers and sovereignty will remain undiminished;
  - West-Norfolk will have a fair say in the priorities being set for any new funding under the 'deal'; and

- West-Norfolk will have a fair opportunity to access such funding.
- **South Norfolk Council** supports the principles of devolution and the benefits it can bring but believe the proposed Deal does not stand up to scrutiny. Citing a directly elected Mayoral Combined Authority as the preferred option for the future which:
  - Avoids the creation of an 8th structure of local government, which is only applicable to Norfolk and Suffolk
  - Allows for the widest possible and equal participation which includes district councils, with all the powers needed to strategically plan and deliver pulling in the same direction
  - Brings stability, not just politically, but financially.
  - Is more ambitious, embedded in a strong, collaborative, tried and tested governance model – *“which would allow us to deliver more, further and faster”*
- **Norwich City Council** wrote to set out its position *“as a matter of principle, the city council supports the devolution of powers, responsibilities, and funding from central to local government.”* However, the city council does not feel the devolution deal on offer goes far enough, is not ambitious enough, and is too generic. It doesn’t reflect some of the unique needs of the region and the offer Norfolk can make to government in terms of housing; industry and commerce; agriculture; skills; energy and carbon reduction. In that sense, it represents a missed opportunity.

The city council took an overall view of the consultation that in the absence of any realistic likelihood of the government changing its approach to devolution away from its standard template tactic, the city council’s focus now is on getting the best of what’s on offer for the city, which will also benefit the wider county.

---

*It’s clear from the recent devolution deals in places such as Yorkshire and the East Midlands that the government’s approach to devolution follows a standard template – a suite of fairly limited powers devolved to upper tier authorities, together with an investment fund of c£20m a year for 30 years, with some one-off money for housing and development. This standard template forms the basis of the deal offered to Norfolk, which makes it generic and underwhelming.*

---

### 3.1.2 Parish Councils

- **Wells-next-the-Sea Town Council** wrote:

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*Wells-next-the-Sea Town Council has considered the Norfolk Devolution Deal and has significant concerns.*

*Therefore Wells-next-the-Sea Town Council does not support the deal.*

---

- **Hempnall Parish Council** opposes the County Deal for Norfolk based on the introduction of an extra layer of bureaucracy, the Police and Crime Commissioner was cited as a similar unwarranted local overhead.

The Deal is seen as ‘bribe’ to accept Government’s offer, with no reason being provided why offered investment cannot be delivered through existing structures.

### 3.1.3 Major Employers

- **Aviva** wrote to support the proposed devolution deal, focusing on opportunities to improve skills, invest in infrastructure and housing and to deliver an economic plan over the long term. The scope for public private partnership was highlighted alongside complementary commitments to achieving net zero. Aviva welcome the opportunity for continued partnership working and to contribute to the consultation on the proposed Deal.
- **Norwich Research Park (NRP)** wrote to support the proposed Deal, highlighting areas of ongoing research and the potential for enhanced opportunities through attraction and retention of high growth businesses.
- **Norwich Airport** wrote to support the Deal, viewed as providing:
  - greater decision-making powers and resources to local leaders and communities.
  - a much-needed boost to our region's infrastructure, allowing for improved transport links and greater investment in emerging industries.

### 3.1.4 Other Key Stakeholders

- **Norfolk Youth Parliament** reported support for the Deal and that young people liked the idea of having the leader of Norfolk County Council that is a councillor elected by members of the public.

## 3.2 Comments regarding the consultation on the Deal

### 3.2.1 District and City Councils

- **South Norfolk Council** wrote to express disappointment at the timing of the consultation exercise. This was expressed as two linked issues:
  - The consultation questions which are felt to be leading and fail to separate the general principles of devolution from the specific details of the proposed Deal.
  - The timing of the consultation, which is felt to be premature and lacking in detail, particularly around the governance arrangement associated with a Directly Elected Leader.

The council expressed disappointment in the lack of involvement in development and opportunities for coproduction of the proposed Deal.

## 3.3 Local control of money devolved from Government

### 3.3.1 Borough, District and City Councils

- **Breckland District Council** strongly agreed with the proposal and wrote to express concern that the investment pot 'while generous compared to nothing' is significantly below the needs of the areas and will not begin to address the underfunding experienced in parts of Norfolk ongoing for some time.

In addition the council made the following points:

- The proposed governance model does not fully utilise local decision makers. The proposed DEL structure means that only Norfolk County Council will have decision making powers over the Norfolk Investment Fund. Breckland state a preference for all borough, city, and district councils to be part of the decision-making process, utilising all local leaders and their expertise, ensuring better outcomes are delivered for residents.

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*District councils in England deliver 86 out of 137 essential local government services. As the housing and planning authorities, they hold most of the critical levers in terms of Levelling Up and are the effective 'super-connectors' between the tiers of local government, government agencies, and local people and businesses.*

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- There was a further statement in support of a Mayoral rather than DEL structure:

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*We see a Mayoral Combined Authority (MCA) as the ideal model to ensure that all councils in Norfolk are utilised effectively and given a say in the decision-making process. The MCA model would also allow for all partners together to lever borrowing through bespoke development corporations, for example. This could have the*

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*significant increased benefit of leveraging any debt against a much bigger asset pool.*

- The overall funding in the Deal and the failure to take into account any inflationary pressures on the available budget:

*In terms of the actual funding amounts being delivered, whilst we recognise that the Norfolk Investment Fund is on par per head with other devolution deals agreed, it is evident that other areas have secured more ambitious funding levels for their regions. The West of England Deal (which was agreed in 2016) equated to £27 per head per annum (£30m per year) – plus inflation 2016-2022. In order to reach the same per head figure and relative value, the Norfolk Deal would have to be worth more than £30m – this does not take into account the inflationary impact of this financial year. It is also worth noting that, unlike other areas of the country, we are a net contributor to HMT – and so it is already well established that our area delivers a strong ROI for the UK.*

- **Broadland District Council** strongly agreed with the proposal on the basis that it is the only Deal available to Norfolk to enable better outcomes for residents and businesses. Broadland also believes that Norfolk should have maximum devolution based on:
  - Being the biggest deal with the most powers.
  - Involving and engaging all the principal authorities.
  - Building on the tried and tested model for devolution.

There were, however, a number of reservations expressed around this support:

- *We do not support the proposal that Norfolk County Council will ‘use and control the new Norfolk Investment Fund’ through a new governance model of a directly elected leader and cabinet, which only allows for one of the eight principal authorities in Norfolk to make critical decisions. Our preference would be for a more collaborative model which would allow for all councils in Norfolk to work together in partnership to deliver the devolved powers and functions.*
- *A large proportion of the deal and what the investment fund would be spent on, is set around growth, housing and planning as an enabler for levelling up. However, successful delivery of these levers are reliant on the functions, powers and capacity of the city, borough and district councils in Norfolk. Though mentioned that districts would be ‘engaged’ with, it is clear from other areas of the Country where devolution has been incredibly successful, that all key principal authorities in the area (whom have the functions and power to deliver), have a constituent role to play.*



- *Tees Valley Devolution Deal, mentioned by the County Council in the consultation itself as a comparison of what a successful deal looks like, worked across all four of the constituent councils in the area to develop a Mayoral Combined Authority. As the County Council had said, Tees Valley has managed to bring in a further £ 900m of Government investment in the 5 years since their original deal. A key difference between the Tees Valley Deal and the proposed Deal for Norfolk is Tees Valley had the ability to bring all partners around the table, utilising the capacity and capabilities of all councils, to make critical decisions and see these through to delivery. This Deal does not do that and will struggle to deliver the powers and investment fund successfully without the buy in and partnership of all councils.*
  - *The current deal for Norfolk could seek to be more ambitious and the funding amount of £ 20m per year could be more. The West of England Deal (which was agreed in 2016) equated to £ 27 per head per annum (£ 30m per year) – plus inflation 2016-2022. In order to reach the same per head figure and relative value, the Norfolk Deal would have to be worth more than £ 30 m – this does not take into account the inflationary impact of this financial year.*
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- **Great Yarmouth Borough Council:** wrote to make several points on the proposed financial settlement in the proposed Deal:
    - £600m over the next 30 years is investment into the County is welcome, but there are concerns that the sum is not index-linked and when calculating a discounted cashflow the real investment sum becomes much reduced. Therefore, a request is made that Norfolk County Council, Norfolk MPs and District Leaders continue to lobby government for an improved deal, and as a minimum to have an inflationary index-linked deal.
    - The County Deal provides the opportunity to unlock some capacity funding and Great Yarmouth Borough Council wish to see an early dialogue on how that capacity funding and future revenue funding could and should be used to drive forward an investment plan with strong and effective governance. However, it does nothing to address any existing capital investment deficits.
  - **Norwich City Council** wrote to set out its position on the financial settlement in the Deal. The funding will not fix the financial struggles that all councils in the region are facing. It won't help plug the county council's £60m budget gap, nor the city's £10m gap over the next four years.
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*The city council and county council must be at one in lobbying Whitehall to make good on its promises to fix local government funding and not allow any devolution deal to be used as a cover story. While the government's devo template may help provide some funding for infrastructure, it's not going to help us protect local services and we must continue to be vocal*

*about that. Levelling up must ensure that people services – health, education, social care and skills – are adequately funded too.*

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The City Council also argue that Norwich is the economic and cultural powerhouse not just of the county but of the wider region. The future success of Norfolk is held to be dependent on the future success and prosperity of Norwich.

Devolution needs to benefit the unique attributes of the city and contribute to their further development. It will be crucial for the city council and county council - under the proposed directly elected leader model - to work together to ensure that Norwich gets its fair share of the devolution prize in order to drive growth and prosperity for the local and regional economy. City council officers will work to develop business cases for investment so that the benefits of devolution can make a visible difference in housing, industry, transport, carbon reduction and environmental enhancement.

- **North Norfolk District Council** strongly agrees with and welcomes the principles behind a Devolution Deal for Norfolk, with powers and funding over infrastructure issues and key service provision being transferred from Whitehall to Norfolk.
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*The District Council recognises that the current “Deal” being offered by Government is a first step and that in other areas of the country, where devolution is already in place, powers over additional functions and responsibilities and further devolved funding often follow. We therefore aspire for Norfolk to secure the best devolution deal possible, with as many powers as possible being devolved to the County so that decisions over locally developed proposals, which meet the needs of our residents and businesses, can be taken within Norfolk.*

*North Norfolk District Council recognises that the proposed 30-year £600million Norfolk Investment Fund, against which delivery of our Levelling Up ambitions might be realised locally, is “additional” funding for Norfolk and welcomes this in principle. However, whilst this proposal might appear generous, or a lot of money to many of the County’s residents, this only equates to approximately £21.00 per head per annum of additional money to the County. It also needs to be seen in the context of significant financial pressures and service cuts having to be considered by many public service providers in Norfolk at the present time.*

*It is also not clear how these additional funds would be allocated across the County, where, in recent times, much investment has been in the Greater Norwich and Great Yarmouth areas, with the needs of many rural parts of the County – including North Norfolk, seemingly being overlooked. The District Council is concerned that without a deeper understanding of how decisions around spending the County Deal (Norfolk Investment Fund) monies might be taken there is a risk that the gap between more successful and lagging parts of the County might*

*grow rather than be narrowed, as proposed through the Government's wider Levelling Up agenda.*

*North Norfolk faces many challenges in this respect which it would be hoped might be addressed through any County Deal. These include the capacity of the local electricity distribution network, water scarcity, access and cost of transport to post-16 education and training, the health and social care challenges of meeting the needs of an ageing rural population, affordability of housing for many local people of working age. However, the District Council does not understand, based on funding decisions over many years by Central Government and the County Council, how the real needs of places such as North Norfolk will be addressed through the governance model proposed - particularly as the roles, powers, responsibilities and functions of district councils do not appear to be properly considered and reflected in the Directly Elected Leader model. North Norfolk District Council (with the exception of the Conservative Opposition Group which reserves its position on the governance model to be adopted) therefore believes that a better model to support delivery of a County Deal for Norfolk would be that of an elected mayor and Combined Mayoral Authority*

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- **South Norfolk Council (SNC)** strongly disagree with this proposal. SNC do not disagree that Norfolk should have more control of devolved funding, stating that Norfolk should have maximum devolution, involving and engaging all principal authorities and built upon a tried and tested model. However, the specifics of the proposal are believed to result in a materially worse proposition than is available elsewhere in terms of both money and powers; SNC made the following points:
    - SNC disagrees with the proposal that Norfolk County Council will 'use and control the new Norfolk Investment Fund' through a directly elected leader model, which only allows for one of the eight principal authorities in Norfolk to make critical decisions. Norfolk's city, borough and district councils are the powerhouses and engine rooms for delivery across the county, working collaboratively, effectively and at pace to improve the lives of our communities. The deal takes a focus on the delivery of Levelling Up through the key levers of housing, growth and planning. To deliver this, it must use the functions and role of district councils who control these powers.
    - The proposal is unclear on governance of existing LEP assets, where SNC has significant investments and revenue opportunities around the enterprise zone. Unless and until these are clarified, SNC cannot support this proposal.
    - The current deal for Norfolk could be more ambitious and the funding amount of £20m per year should be more. The West of England Deal (which was agreed in 2016) equated to £27 per head per annum (£30m per year); plus inflation 2016-2022. To reach the same per head figure and relative value, the Norfolk Deal would have to be worth more than £30m, a figure that does not take into account the inflationary impact of this financial year.
    - The County also needs the ability to leverage greater levels of investment through the covenant strength of all partners. This can only be achieved by

severing links with the financial drag of the County (social care services in particular) and establishing a Mayoral Combined Authority governance model.

### 3.3.2 Major Employers

- **Norwich Airport** wrote to confirm its belief that with increased autonomy and funding, Norfolk will be better equipped to address the unique challenges facing our region, from promoting economic growth and job creation to improving the overall quality of life for residents.
- **Norwich Research Park** highlighted their existing activity to attract research funding, inward and private sector investment and highlighted the opportunity for further partnership working under the proposed devolution Deal.

### 3.3.3 Statutory Partner

- **NHS Norfolk and Waveney Integrated Care Board (ICB)** wrote to explain that, although vital, the NHS only accounts for a fraction of health and wellbeing. The rest depends on other things: genetics, our environment - whether we have decent work, enough money, close family and friends, a warm home, clean air - and our own lifestyles. The County Deal for Norfolk contains significant and very welcome funding which would help them to address some of these wider determinants of health.

The Integrated Care Board welcomes not just the additional funding, but the ambitions set out in the deal to improve housing, reduce carbon emissions, support active transport, help people get the skills they need and into good jobs. Taking further action on these issues would help to improve local people's health and wellbeing, as well as make good on their commitments to prioritise prevention, reduce health inequalities and enable resilient communities, as set out in their Integrated Care Strategy for Norfolk and Waveney.

### 3.3.4 Other Key Stakeholders

- **Norfolk Chambers of Commerce** strongly agreed with the proposal identifying that at present the county has to compete for funding against large areas such as the Northern Powerhouse and the Midlands Engine, and as a rural area the business case does not always compare well against large urban areas. The ability to control our own budget, means we spend it where is to most needed across Norfolk, rather than having to justify why we deserve the funding more than another UK location.

- **Norfolk Youth Parliament:** Generally young people were supportive of the devolution Deal as it brings more money and opportunities to Norfolk. Young people would like to see the money being spent on children and young people as much as possible, to show investment in their futures. Young people set the following spending priorities:

- Community engagement and cohesion within communities and culture
- Support for engaging with further education
- Environmental priorities
- City and town centres

- Spaces for young people, universal services for young people and open youth provision
- Well-being and mental health services
- Transport: for young people to be independent they need a good bus service and for those rurally isolated, a service that runs till late.
- Units where families affected by things like dementia can spend time with their family as it is not always nice for them in the care homes where they reside.
- **Dereham Deaf Group** held a group discussion in which they set out their main priority as ensuring Norfolk County Council direct funds to help them. They do not feel the Deal will help in this area; however, their key investment priorities are to see:
  - more organisations who can help with Advocacy in their language BSL
  - hubs in Norfolk, with Advocacy in their language BSL so that people not in or around Norwich or King's Lynn can actually get help.

A plea was also made for commissioners to co-produce services with Deaf and Deafblind people from start to finish.

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote to express a firm belief in devolution of funding and powers to local areas. Funding and powers are controlled more centrally in England than in comparable economies. This was viewed as stifling local enterprise and growth, meaning local partners have to adopt short term approaches to secure central Government funding rather than focus on longer term local priorities.

The £20m a year investment fund is welcomed. The deal secured by Norfolk is comparable with other areas and a good start, but UEA would be keen to see further funding and powers devolved in further deals, as has happened in other parts of the country.

- The **University of East Anglia** (UEA) strongly agreed with the proposal and wrote stating Norfolk's needs are distinct from its neighbouring counties. While there is commonality of need to a degree with Suffolk, Cambridgeshire and Essex, if able to tailor policy and target investment to the specific needs of the county to develop a bespoke socio-economic strategy, Norfolk would be able to unlock the tremendous potential on offer here.

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- *Devolution has the capacity to deliver better understanding of Norfolk's place-based needs. Norfolk requires policy delivery based on a higher granularity of detail regarding the socio-economic needs and opportunities within and across our region – and the linkages and interdependencies that can be proactively managed to ensure greater effectiveness and efficiency of public spending.*
  - *Recent examples of the enabling effect of policy and investment opportunities in areas that already have regional devolution show the potential that Norfolk could enjoy in the future (e.g. investment zones announced in the March 2023 Budget). If devolution can deliver more*



*autonomy in the County Council's revenue raising capacity, legitimised by electoral accountability, the region is likely to benefit.*

- *However, where there is established effective collaboration across the wider East of England – for instance through activity driven by the LEP like the Norfolk and Suffolk Culture Board or UEA's Health and Social Care Partnership – attention should be paid to ensure this work across the wider region should be supported or renewed under any new arrangements. New funding regimes must support those services that cross county borders.*
- *The East of England is a net contributor to HM Treasury but currently loses out in place-based investment decisions taken in Westminster. Devolution has the potential to align political objectives and enable swifter, more opportunistic delivery and therefore benefit from more executive governance. Devolution will gift the Directly Elected Leader of Norfolk County Council a louder voice within Whitehall.*

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### 3.4 Local business voice for Norfolk

#### 3.4.1 Borough, District and City Councils

- **Breckland District Council** agreed with the proposal supporting the concept of a strong business voice, and for the role of business and business leaders in helping shape policy and interventions. There were, however, reservations expressed on the lack of recognition of the proposed Deal to represent the diversity of businesses and economies in Norfolk, a role district, borough and city councils could actively assist in, which is overlooked in the current proposals.

The preference for a Mayoral Combined Authority structure for business support was also expressed:

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*We believe the integration of the functions of the LEP should be supported; however, this would be more beneficial if the governance model was that of a Mayoral Combined Authority (MCA). The LEP's previous success was down to how it championed a collaborative way of working across all partners, including district councils such as Breckland. District councils have control of the key levers of economic growth, such as housing and planning, and therefore should be involved in working collaboratively to support businesses and economic growth, as is currently done with the LEP, via an MCA model or similar.*

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- **Broadland District Council** agreed with the proposal making the following comments:

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*We agree that Norfolk should have a stronger local business voice. It is critical that we are able to embed a more collaborative model to growth to drive investment for our businesses. However, we do have concerns with*

*the proposal that the LEP should be integrated into Norfolk County Council as a single institution.*

*The LEP has historically had a strong role to play in the growth of Norfolk across our key sectors and the reason the LEP has been successful, is because of the collaborative and integrated way of working across all partners. Districts have the key levers of economic growth, housing and planning – all of which are the key elements which drive growth. We believe that bringing the functions of the LEP into a more collaborative governance model would avoid the ‘stop start’ challenges we have had with growth in Norfolk and enable it to become a successful delivery vehicle for growth across the County.*

*Alongside this, it has not been made clear in the Deal or consultation on what happens with any assets in the LEP which are owned by districts which would need to be considered alongside the contracts for each asset.*

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- **Great Yarmouth Borough Council** state their preference for a Mayoral Combined Authority model of governance which would have embodied the functions of the Local Enterprise Partnership (LEP); without such governance the future of the LEP and its assets remains a concern. Clarification of future ownership is urgently required and Great Yarmouth Borough Council would expect to see these held within a joint company with District Councils.
  - **North Norfolk District Council** agrees that there should be a strong “business voice” in any County Deal agreed for Norfolk as a key stakeholder community in Norfolk’s future growth and prosperity.
- 

*It isn’t clear to the Council however, how such a voice would be heard through the existing LEP functions and responsibilities being “absorbed” into the County Council.*

*North Norfolk District Council (with the exception of the Conservative Opposition Group which reserves its position on the governance model to be adopted) would have a strong preference for any County Deal for Norfolk operating through a Combined Mayoral Authority structure. This would allow the existing LEP functions to be recognised as a key stakeholder body in its own right alongside the District and County councils so that the voice of business could be heard directly by the elected mayor*

*North Norfolk District Council is however supportive of the principle of the separation of the current LEP structures which cover Norfolk and Suffolk, allowing greater focus on the needs of Norfolk. This is because, whilst under the current arrangements the two counties share some common sectors and characteristics, North Norfolk District Council believes that the more remote, ‘end of the line’ geography of Norfolk in respect of utility, road, rail and broadband and mobile infrastructure, are*

*not always the focus of investment and initiatives taken forward by the New Anglia LEP, which covers the two counties*

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- **South Norfolk Council** strongly disagree with this proposal on the grounds shown below:
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*We believe that the devolution deal should be for the County of Norfolk, not for Norfolk County Council. By excluding districts, there will be no powers to achieve better planning, housing, cleaner environment, welfare or growth. This is clearly evident in the proposed removal of the UK Shared Prosperity Fund from districts, who are best placed with local insight and knowledge, to drive allocation of funding in the areas in need of growth.*

*Districts are the powerhouses for economic growth across the region – without the 86 powers districts bring, the Deal will fail immediately in delivery.*

*We disagree with the proposal that the LEP should be integrated into Norfolk County Council and strongly believe that the LEP needs to be fully integrated into a model which allows for full participation of all councils which hold the levers for growth. Districts own many of the LEP assets therefore folding the LEP into the County Council may not be a viable option.*

*Fully integrating the functions of the LEP into a model such as a Mayoral Combined Authority, would avoid the 'stop start' challenges we have had with growth in Norfolk and enable it to become a successful delivery vehicle for growth across the County. As mentioned in other parts of our consultation response, a Mayoral Combined Authority model provides a clear focus on delivering Levelling Up, without the conflict of interest of also needing to deliver statutory services of the County.*

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### 3.4.2 Major Employers

- **Norwich Research Park** believe that by working closely with a devolved Norfolk County Council, it can maximise the societal impact of publicly funded research, through the campus-wide enterprise strategy, attract inward private sector investment in high-growth business activity and ensure the development of compelling new facilities for exciting companies.
- **Norwich Airport** see the devolution deal as helping to create skilled jobs in areas such as technology, innovation, and renewable energy, ensuring that our region remains at the forefront of the UK's economic growth.

### 3.4.3 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** neither agreed nor



disagreed with the proposal and wrote to state it is not yet possible to say if the proposals will give Norfolk a stronger business voice, because at this stage the proposed structures, roles and powers of the Norfolk Business Board have yet to be determined.

The existing structure of New Anglia LEP as a partnership between all local authorities, the private sector and education has brought hundreds of millions of pounds of funding from Government and other sources into Norfolk. It has provided funding and support for thousands of Norfolk businesses, created thousands of jobs and has given business a key role in the development of activities and programmes to support business. It has championed the importance of enterprise and innovation within the county and raised the profile of the county nationally and internationally. For the deal to give Norfolk a stronger business voice it is critical that the key strengths of the LEP are built upon, and enhanced. As a minimum this would include:

1. **Maintaining a strong, effective and independent business voice.** To achieve this it is critical that the Business Board is proactively involved in the development and implementation of economic strategy and the decision making about programmes, funding and projects to support growth. Further that the sector groups and industry councils which provide a critical voice for business are maintained and strengthened. These groups, as well as the Business Board need to include representation from the universities and colleges of the county to ensure that their valuable input is maintained in decision making. Businesses understand what the barriers to growth and measures are needed to unlock investment, their expertise is critical in developing and managing programmes and interventions to boost local businesses.
2. **A suite of effective programmes to support businesses.** It would be a huge loss to the business community if the LEP's programmes were ended prematurely or interrupted. It is vital these programmes are protected, continued and enhanced as part of the county deal.
3. **An agile and entrepreneurial approach to support businesses.** The LEP board and executive have been able to respond to opportunities, take measured risks and support the local economy. This fleet of foot approach has enabled swifter, nimbler and more innovative business support.
4. **Cross county working should be preserved where possible.** Norfolk and Suffolk working together has brought significant benefits in areas such as energy and agri-food and areas such as innovation where critical mass has helped raise profile, enabled more to be done, secured additional funding and has driven efficiencies. Businesses do not work to local authority boundaries and those groups and councils already working cross county need to be maintained to ensure that the tangible benefits of such collaboration are not lost. Cross border partnership discussion should be encouraged to harmonise approaches around skills and other areas as much as possible.

- **Norfolk Chambers of Commerce** strongly agreed with the proposal writing the following:  

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  - *Whilst NALEP has done a good job for distribution of funding across Norfolk & Suffolk - we feel that the business community is not as well supported or listened to as it could be. A Business Board, purely for Norfolk gives the ability to reflect the true needs of the Norfolk business community. This also means that business support can be targeted where it is most needed across Norfolk, rather than the support being balanced across two counties.*

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- The **University of East Anglia (UEA)** strongly agreed with the proposal and wrote the following:  

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  - *If the County Council engages stakeholders and businesses in its new strategies, and if those strategies are designed to be more bespoke to Norfolk's economic needs and opportunities, the policies and decisions that follow should be more closely aligned to the stakeholders' and businesses' objectives.*
  - *Businesses may be able to access policy processes more easily closer to home than engaging via Westminster where there is greater competition of voices.*
  - *Norfolk County Council must use its new powers and budget allocation to guard against parochialism. Norfolk must strive to be outward facing, globally recognised and ready to stimulate innovation and attract international investment and trade.*
  - *UEA is a globally impactful institution with a specific (founding) remit to serve the people of Norfolk and Suffolk. We are and will continue to be an enthusiastic partner in championing the needs of the local business community with the Council and in playing our role as the key provider of higher-level skills, generating useful new knowledge and techniques for local needs and assisting the devolved government in developing strategy in this area. We feel that devolution will bring greater legitimacy to innovative approaches in this area and we would stand ready to assist the new elected leader in this space and alongside other FE and HE providers.*
  - *Norfolk County Council's policies must be nested within and linked coherently to national agendas and targets. For example, policies that impact Norfolk's energy sector must reflect and inform national net zero policy. UEA's world leading research in this field specifically (or others where we have relevant expertise) would support those ambitions.*
  - *In driving economic progress, New Anglia LEP is able to assimilate Norfolk's and Suffolk's needs. Devolution will reinstate the*

*geopolitical silos in economic policy. There must be constant, close and integrated working between the two devolved governments in our region to maximise economic growth and avoid duplication and fragmentation of economic policy delivery.*

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### 3.5 Adult education

#### 3.5.1 Borough, District and City Councils

- **Breckland District Council** disagreed with the proposal setting out their reasons for opposition as follows:

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*Whilst we wholeheartedly welcome the devolution of budgets — we believe that these powers and funding should be devolved to a Mayoral Combined Authority (MCA), and not to Norfolk County Council. This is because, we believe that district, city and borough councils should be included and given an active role in the decision-making process, making proper use of their local knowledge and experience.*

*It is also our belief that the current deal misses opportunities on the topic of adult education and skills. For example, we would argue that a more ambitious deal for Norfolk would seek to secure a skills deal, allowing for greater devolution of powers and funding around skills, whilst also providing a leading role in the design of Local Skills Plans based on the local labour market and economic needs.*

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- **Broadland District Council** agreed with the proposal making the following comments:

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*We do agree that devolution of the Adult Education Budget is the right thing to do. Alongside this, we also believe there are further opportunities which need to be explored in a devolution deal to ensure as a County, we are able to invest in the skills we need for the future. To enable effective delivery of the devolved budget, it is key to ensure there are strong links with skills plans within the area to facilitate growth. We would argue that a more ambitious deal would seek to secure a skills deal, allowing for greater devolution of skills powers and funding and a leading role in the design of Local Skills Plans based on the local labour market and economic needs.*

*A collaboration of partners of principal authorities, could take on a more active role as economic champions — a key way of doing this is empowering through consolidating funding and powers around skills plans development.*

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- Whilst **North Norfolk District Council** agrees with the principle of the Adult Education Budget for Norfolk forming part of the County Deal for Norfolk, it does not believe that this budget will be best placed within Norfolk County Council.

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*The District Council believes that there is a need for a much broader partnership approach required to address the education, training and skills needs of the County than can be achieved through the County Council. A Skills Partnership for Norfolk should include local schools, FE and HE educational establishments, sector based skills development organisations and trade bodies, training and apprenticeship providers, all of the local authorities, local businesses, the DWP and voluntary and community sector organisations. Bringing this diverse and broad group of interests together would be much easier under an elected mayor rather than such responsibility sitting within the County Council where current Adult Education provision focussing on Basic Skills and lifestyle courses is not driving up skills standards across the County.*

*North Norfolk District Council would also wish for any Skills Partnership Plan for Norfolk to recognise the large geography and rural nature of large parts of the County where many young people and people looking to develop their careers or change career direction are disadvantaged in cost, transport and time terms having to access courses in distant urban centres of the County. This is stifling social mobility and opportunity for many residents of the County and needs to be a key focus of the County Deal secured for Norfolk and the District Council wouldn't be confident that this could be achieved sitting with one body in the form of the County Council.*

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- **South Norfolk Council** strongly oppose this proposal stating:

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*The devolution of the Adult Education Budget is an important part of the wider skills agenda for Norfolk. There are further opportunities however to explore alongside this – moving us away from a top down and centralised approach to skills. Districts working within the locality, have unrivalled local knowledge and insight and the proven ability to bring businesses, skills providers and people seeking work together and turn that into delivery.*

*To enable effective delivery of the devolved budget, it is key to ensure there are strong links with skills plans within the area to facilitate growth. We would argue that a more ambitious deal would seek to secure a skills deal and leading role in the design of Local Skills Plans based on the local labour market and economic needs.*

*We do not agree that the Adult Education Budget should be moved to Norfolk County Council. A Mayor, leading a collaboration of partners of principal authorities, could take on a more active role as economic champions – a keyway of doing this is empowering through consolidating funding and powers around skills plans development.*

*So whilst the desirability of local control of skills is accepted, this is not the best way to achieve it, especially as it would discard and disband the work*

*done by the LEP over a decade at the moment the economy needs it. This is a disruptive proposal that will cause an unacceptable hiatus in skills delivery.*

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### 3.5.2 Major Employers

- **Norwich Airport** believe that the proposed Deal will provide the opportunity to develop skills in areas such as technology, innovation and renewable energy.

### 3.5.3 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote stating “...*ensuring individuals and businesses have the right skills is critically important for the success of the Norfolk economy.*” This funding, however, needs to be ringfenced to ensure it is solely used for the intended purpose of ensuring individuals and businesses have the right skills, which is critically important for the success of the Norfolk economy, further stating:
  - The skills system is too fragmented and too much controlled at a national level.
  - The devolved Adult Education Budget (AEB) should be invested through local providers (colleges and Independent Training Providers). Currently a high proportion of AEB is delivered by national providers via distance learning primarily focused on commercial benefit rather than truly being invested in meeting the needs of the local community.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, stating the following:

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*As the ERB responsible for delivering the LSIP, we feel it is fundamental that we work in close collaboration with NCC to understand the needs of both the business community and the education providers. Having local control of the adult education budget means that the funds can be used where they are most needed, we can 'join the dots' and create an holistic plan of action to deliver to maximum effect.*

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- The **University of East Anglia** (UEA) strongly agreed with the proposal expressing the view that having greater autonomy over skills investment and policy delivery will enable more bespoke, localised decision making about pipeline needs. The University also stated the view that the County Council's work with education providers at all levels (schools, further education and higher education) should become more responsive to Norfolk's economic opportunities.
- 
- *Better careers advice and specific skills offers, informed by Norfolk's key sectors, will help school leavers upskill in growth sectors. There is a*



*huge gap here nationally which we could address with a locally bespoke solution.*

- *This should lead to greater talent retention within the county. Being able to provide clear career horizons to learners of all ages and an integration with wider economic strategy in the county should enable incoming skilled workers to see Norfolk as a permanent destination rather than job specific relocation. Similarly, the local workforce could see retraining and upskilling as part of an integrated local economy with movement between sectors and transferability of expertise between them as supported within the county infrastructure.*
- *Again, the new skills strategy should proactively avoid parochialism, many of the skills challenges faced by the county are deeply engrained and similar to those faced by Suffolk. We would welcome wider regional (Norfolk & Suffolk) collaboration on the skills agenda to make a real difference in supporting economic growth. Consideration should also be given to attracting international interest in Norfolk's unique skills providers: e.g. working with Lotus on globally renowned automotive innovation or working with the wind farm industry to offer the latest renewable engineering expertise.*
- *A county level skills strategy would also be able to address the widening participation and social mobility agendas in a more effective way. UEA would offer to partner with the county to help develop this skills strategy convening relevant providers, employers and learners to help develop a coherent, legitimate and authentic regional response to the skills related elements of the UK wide problem with productivity.*

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## 3.6 Housing and employment

### 3.6.1 Borough, District and City Councils

- **Breckland District Council** agreed with the proposal providing the following reasons for and caveats to that support:

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*We are incredibly positive about the broad concept of opening up housing and employment sites in Norfolk, providing they are appropriate to do so and fit in the context of local priorities and local plans. However, we do also see that there are numerous missed opportunities that could have been secured, which would have fully maximised the devolution deals potential. As an example, we believe that it would have been beneficial to seek greater power over infrastructure through powers that have previously been devolved to other Mayoral areas, these include: the power to create Land Commissions across all principal authorities; and the ability for Development Corporations to issue development bonds.*

*As before, we believe the most effective vehicle for achieving this is one which ensures strong partnership and engagement such as a Mayoral*

*Combined Authority (MCA) for Norfolk. We do not believe that ‘working with’ and ‘getting the consent’ of district councils is enough to ensure that delivery of Levelling Up is maximised for Norfolk.*

*A key factor in development of housing and employment sites will be through the relationships we can leverage across Norfolk with key agencies – such as Homes England. As it stands we do not see that the County Council has the experience, or capacity, to manage these on the required scheme / site level needed to bring significant new opportunities forward. They also do not have some of the key statutory powers, such as Planning, to form the required partnerships. Districts clearly do have all of these things, so, again through an MCA model Norfolk would be able to leverage a network of local expertise and capacity to open-up housing and employment sites.*

- **Broadland District Council** agreed with the proposal making the following comments:

*We agree that the Deal goes some way to put in place plans to open-up housing and employment sites in Norfolk. We continue to reiterate however, that we believe there is further to go in the powers and freedoms negotiated as part of this Deal to make a real change and impact in Norfolk. As mentioned in other parts of this response, simply ‘working with’ and getting the ‘consent’ of district councils is not enough to ensure delivery of Levelling Up is fully maximized for Norfolk.*

*There are further opportunities (see below) which could be secured through a devolution Deal to drive growth and housing delivery which are not currently included in this Deal. Particularly, it would be beneficial to seek greater power over infrastructure through powers previously devolved to other Mayoral areas such as:*

*Power to create Land Commissions across all principal authorities – reviewing and developing creative approaches to the use of public land*

*Ability for Development Corporations to issue development bonds (similar to the model previously seen in Milton Keynes)*

- **Great Yarmouth Borough Council** would welcome an early conversation and understanding of the role which Mayoral Development Corporations could play in supporting a place-based agenda.
- **North Norfolk District Council** supports the principle of the County Deal for Norfolk assisting with the opening up of key housing and employment sites...*although the consultation document provides little real detail as to how this might be achieved.*” Providing the following discussion:

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*North Norfolk District Council believes that through structures such as Mayoral Development Corporations key growth sites could be opened up for development through the early or upfront delivery of utility infrastructure, highways, green and surface water drainage infrastructure and, as appropriate, dependent on scale of developments, education and primary care facilities. These structures would give certainty to developers, utility and community service providers and local communities as to how major developments might come forward and be delivered. Such Development Corporations would have powers of Compulsory Purchase to ensure timely delivery of schemes in both regeneration areas involving brownfield sites and on greenfield sites as allocated through Local Plans, hopefully securing additional external funding into the County through Homes England and registered social landlord partners. It is not clear however, how such organisations might work through a Directly Elected Leader County Deal governance model.*

*Whilst North Norfolk District Council welcomes the priority which it is suggested will be given to increasing the availability of decent affordable housing for local people, it would wish to understand how this objective will be delivered. This is because in many rural and remote rural parts of the County, including the Norfolk Coast Area of Outstanding Natural Beauty, there is a limited supply of brownfield sites available to accommodate new homes. The District Council therefore questions the proposed commitment of £7million in 2024/25 to develop new homes on brownfield sites as this sum will not go far in terms of total housing numbers across Norfolk as a whole particularly in the remediation of brownfield land.*

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- **South Norfolk Council** strongly disagreed with the proposal citing the following reasons for their position:

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*We agree that the Deal goes some way to put in place plans to open-up housing and employment sites in Norfolk. We continue to reiterate however, that we believe there is further to go in the powers and freedoms negotiated as part of this Deal to make a real change and impact in Norfolk. As mentioned in other parts of this response, simply 'working with' and getting the 'consent' of district councils is not enough to ensure delivery of Levelling Up is fully maximized for Norfolk.*

*The proposals around the duty to cooperate and the execution of strategic powers are unclear. The questions fail to adequately explain how these will be dealt with and the necessary democratic oversight of the authorities with the statutory powers to deliver them.*

*There are further opportunities which could be secured through a MCA devolution Deal to drive growth and housing delivery which are not*



*currently included in this Deal. Particularly, it would be beneficial to seek greater power over infrastructure through powers previously devolved to other Mayoral areas such as:*

- \* Power to create Land Commissions across all principal authorities – reviewing and developing creative approaches to the use of public land.*
- \* Ability for Development Corporations to issue development bonds (like the model previously seen in Milton Keynes)*

*In essence, a DEL deal that excludes the authorities with the statutory powers for planning and housing isn't a deal worth having.*

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### 3.6.2 Parish Councils

- **Hempnall Parish Council** expressed concern over the possible imposition of Investment Zones and increased housing, offering evidence of the potential negative impact of both to Norfolk:

*Hempnall Parish Council is very concerned about proposals to weaken, or perhaps even remove, the role of the planning system, within Investment Zones. A fully functioning planning system should remain in operation in all parts of the County. Furthermore housing targets in existing and emerging local plans (e.g. the GNLP) are already excessive and unnecessary as evidenced, for example, in South Norfolk, Broadland and Norwich where around 30,000 houses in the current plan (The Joint Core Strategy) have not been built out (the current commitment) and are therefore being “rolled over” into the GNLP.*

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### 3.6.3 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal and wrote to state the proposal is very welcome, although the amount of funding being devolved are relatively modest compared with the need and potential across Norfolk. This proposal is welcome as a first step, and the LEP encourages Norfolk and Government to rapidly build on this initial agreement.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, writing:

*Norfolk needs to be seen as 'open for business' this means we need to be able to attract talent - who will need appropriate housing and infrastructure and employment sites to provide opportunity etc.*

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- The **University of East Anglia** (UEA) agreed with the proposal and wrote:

*UEA's commitments to biodiversity and net zero objectives mean that we will always prefer the redevelopment of existing sites where possible.*

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*However, we recognise the importance of economic development in the county and, where appropriate, could offer opinion on a case-by-case basis.*

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## 3.7 Integrated Transport

### 3.7.1 Borough, District and City Councils

- **Breckland District Council** strongly agreed with the proposal for the following reasons:

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*We agree to the broad concept of integrating all elements of transport for Norfolk, particularly if they are able to be integrated with wider functions in support of the economy. As before, we believe the most effective vehicle for achieving this is one which ensures strong partnership and engagement such as a Mayoral Combined Authority (MCA) for Norfolk.*

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- **Broadland District Council** agreed with the proposal making the following comments:

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*We agree with the proposal for an integrated transport settlement for Norfolk, however, again reiterate that we believe this would best be delivered through a collaboration of principal authorities rather than through the County Council alone.*

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- **South Norfolk Council** disagreed with this proposal, citing the following reasons:

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*We agree with the proposal for an integrated transport settlement for Norfolk, however, again reiterate that we believe this would best be delivered through a collaboration of principal authorities rather than through the County Council alone.*

*The most ambitious level 3 powers for strategic passenger transport are only available to MCAs. It is inexplicable why Norfolk should settle for a deal that excludes the potential for an 'Oyster' style card.*

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### 3.7.2 Major Employers

- **Norwich Airport** wrote of the critical importance of a thriving local economy for their business and the wider tourism industry. They believe that the devolution Deal will be of significant benefit to both their business and the wider business and tourism sectors that rely on the airport to connect with the rest of the UK and the world. The response went on to detail an understanding of the importance of regional connectivity and the role that the airport plays in connecting Norfolk with the rest of the UK and the world. The proposed devolution Deal could provide a much-needed

boost to the region's infrastructure, allowing for improved transport links and greater investment in emerging industries.

### 3.7.3 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal stating it as very welcome. For too long Norfolk's transport planning has been held back by Government giving funding in different funding pots and over different timescales to different terms and conditions. This makes it difficult for budget planning, reduces efficiencies and makes it harder for the council to invest in the infrastructure required to accelerate low carbon transport. It will be important to gain a commitment from Government that the amount of funding being devolved is not a net reduction.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal writing:

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*An integrated transport settlement will allow us to consider the needs of our multi modal rural environment. Rural public transport must be improved in order to allow people to access both employment and education. Connectivity is huge across the whole of our region and being given control of our own budget means we get the opportunity to do the right thing for the needs of Norfolk residents and the business community.*

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- The **University of East Anglia (UEA)** agreed with the proposal and wrote:

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*Norfolk's rural geography contributes to its minimal and fragmented public transport provision. This lack of integrated transport impacts the skills and jobs markets, and therefore the economy, as many people cannot afford personal transport and therefore cannot commute to jobs.*

*Norfolk needs an integrated transport policy to enable rural connectivity. Communities will have the lived experience and insights needed to inform such a policy.*

*More autonomy and spending for a bespoke transport offer will help Norfolk to embrace net zero, i.e. more charging points for electric vehicles.*

*As a campus University a key challenge is being able to support regional commuters as students – which often includes mature and widening participation students. An integrated transport strategy that could help us address that issue in direct consultation with the council. In our recent community engagement work around CivicUEA, this came through strongly from participants across a number of events.*

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## 3.8 Elected Leader and cabinet

### 3.8.1 District and City Councils

- **Breckland District Council** strongly disagreed with the proposal based on the belief that the proposed system of governance set out in the Deal, present a number of risks, as well as a missed opportunity. For the following reasons Breckland believe

a Mayoral Combined Authority (MCA) model not a Directly Elected Leader (DEL) is the most suitable for Norfolk:

- The model is untried, presenting potential risks around governance of a directly elected leader being voted in from an opposing political party to that of the County Council’.
- Under this model will a leader have the ability to be focused on delivery of newly devolved powers and functions whilst simultaneously dealing with the delivery of County Council statutory services.
- This system of governance is sub-optimal as it misses out on the key role that the county’s city, borough, and district councils can play. Breckland believe governance should include city, borough and district councils as constituent as the most connected to local communities, and as experts in delivering positive outcomes for residents.
- The proposed Deal also misses out the opportunity to integrate Police & Crime Commissioner (PCC) functions into the DEL role as has been the case in other devolved areas. This would have saved on the cost of an additional election for the PCC role, which would have counteracted the additional cost of running an election for a Directly Elected Leader (DEL).
- There are clear examples of strong success through a Mayoral model in other parts of the country – and internationally. From Andy Street to Andy Burnham. A key feature of these, however, is the Mayors ability to be ambassadors and lifted above the constraints of statutory services.
- There is no obvious benefit to constructing a new governance solution which would only be applicable to relatively few parts of the country. The country by-and-large understands and supports a Mayor, the same cannot be said for a Directly Elected Leader. Breckland are concerned the DEL model would naturally find itself isolated in national conversations, as the model doesn’t neatly fit with the development of policy; and then even isolated within Norfolk as residents could find the differences confusing and frustrating.
- **Broadland District Council** neither agreed nor disagreed with the proposal making the following comments:

- 
- *We have concerns with the plans for an elected leader and cabinet system of governance which is untried and untested. Within the Deal, there is a lack of focus on delivering new devolved powers and functions. We want a model which does not subordinate Norfolk – Across the country, there are 10 combined authorities already in existence which cover 53 different types of Councils and government have made it clear that it is models like a Mayoral Combined Authority they are keen to move forwards with. We want a model which does not leave Norfolk behind.*
  - *We also have a concern around how focused the DEL can be on delivery of devolved powers and functions, while also having to deal with the ongoing delivery of statutory services of the County Council.*

*A DEL would have the responsibility of the powers and funding devolved from Government, but they will also be vested with all executive powers of the County Council. No other existing Mayor has to simultaneously manage the added responsibilities of growth with the complicated minutia of service delivery. Is this too much for one person to do? There is a real risk here of Levelling Up in Norfolk being hampered by the need for the DEL to focus on resolving critical service delivery issues. More detail on how the capability and capacity to deliver as a DEL needs to be developed and shared.*

- *We believe that the best way of achieving Levelling Up in Norfolk and to deliver Levelling Up through the devolved powers and functions, is to deliver a more collaborative model across the county, building upon the successful partnership working across all local authority partners and bringing together critical levers for delivery.*
- *District councils in England deliver 86 out of 137 essential local government services to over 22 million people – 40% of the population – and cover 68% of the area of the country. Achieving levelling up for our communities can only be done with true participation of each partner.*
- *A more collaborative model of governance for Norfolk would allow us to utilise the capacity, capabilities and local knowledge of all councils to drive delivery of devolved powers.*
- *Working in collaboration Norfolk could have an important role and voice across the eastern region and wider and be a key partner of central government to drive regional growth and productivity. This builds upon the tried and tested model seen across the country.*
- *There are a range of benefits to a more collaborative model which could be capitalised upon. Benefits:*
  - *Ability to make decisions that affect the people we represent, closer to those people – through having city, borough and district representatives sit apart of a collaborative partnership.*
  - *It formally embeds the already existing Norfolk Public Sector Leaders Board and allows for a greater ability to affect change in Norfolk. This does not add a layer of governance, as it embeds the already existing partnership in Norfolk.*
  - *Greater access to resources through collaboration of city, borough, districts and County – leading to co-investment and co-production rather than siloed delivery. This would allow for all partners working together to pool budgets on shared ambitions and shared decision making e.g., business rate pooling.*
  - *Focus on delivery of newly devolved powers and functions.*

- *It would set the course for future collaboration and better joined up working.*

- **Great Yarmouth Borough Council** wrote with the statement that they wish to be assured...

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*...that we will continue to be involved in the development of that governance; and the principles of inclusivity and transparency will prevail. Governance that respects and protects the unique role which District Councils play in shaping their places and driving forward an inclusive growth agenda is critical to our continued support.*

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- **North Norfolk District Council** strongly disagreed with this proposal, citing the following reasons:

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*Whilst North Norfolk District Council is supportive of the principles of a devolution deal being agreed for Norfolk; the Council is not persuaded that the current governance model being proposed to administer the County Deal in Norfolk will ensure that the voices of the diverse communities of interest which exist across Norfolk – urban, rural, coastal, young and old, people from different backgrounds and cultures, business and environment - will be properly reflected through the governance model of the County Council with a Directly Elected Leader.*

*North Norfolk District Council (with the exception of the Conservative Opposition Group which reserves its position on the governance model to be adopted) would therefore have a strong preference to see delivery of the Norfolk County Deal taken forward through a Mayoral Combined Authority model with an elected Mayor working with the existing District and County Council structures, as this would better reflect the political geography and communities of interest which exist across our very large county.*

*North Norfolk District Council notes that despite Mayoral Combined Authority models being successfully implemented and proposed in many parts of England, Norfolk and Suffolk are the only places where a County Council and Directly Elected Leader model is currently being proposed. The District Council is therefore concerned that this will immediately place Norfolk at a disadvantage in terms of having its voice heard in Government relative to what is perceived to be a stronger Mayoral Combined Authority model existing elsewhere. In this respect we don't feel the current proposal is ambitious enough for Norfolk.*

*North Norfolk District Council (with the exception of the Conservative Opposition Group which reserves its position on the governance model to be adopted) does not therefore support the Directly Elected Leader governance model being proposed by the County Council and is*



*disappointed that this consultation does not really provide alternative models upon which local residents and stakeholders might comment or express a preference. It is also concerned that in the public's eyes there will be another remote and inaccessible layer of governance and bureaucracy established and that the opportunity to incorporate the Norfolk Police and Crime Commissioner roles and responsibilities into the County Deal governance structure appears to have been missed.*

- **South Norfolk Council** strongly disagree with this proposal, citing the following for their position:

*We strongly disagree with plans for an elected leader and cabinet model and believe that this governance model will inhibit delivery within Norfolk and block the Levelling Up of our County. We want a model which does not subordinate Norfolk. Norfolk and Suffolk would be the only areas in the country which would be in this model of governance, at a time where Government is focused on further devolution to Mayoral Combined Authorities...*

*A DEL in this model would not have a core focus on delivery of Levelling Up and the functions/powers devolved from Government, as they would also have the added of complicated minutia of service delivery. The nature and role of a Mayor for Norfolk should be understood at the outset. It should be about having a collaborative role setting out a long-term strategy and working with government to resource it in the most effective way possible. A mayor cannot be dealing with decisions on social care whilst negotiating large scale investment deals for the County.*

*The deal has also missed the opportunity and benefits which could be sought in rolling in the PCC functions into the directly elected leader role. The proposed model would mean that an additional election would be taking place (both an election for a PCC and an election for a DEL). By integrating the PCC into a DEL or Mayor role, this would not only allow for greater integration of criminal justice and public service delivery, it would also save the public purse approx. £1m by avoiding an additional election being held.*

*Every district in Norfolk in 2022 wrote to the County Council expressing their preference and support for an MCA model. To get there and to deliver effectively, Norfolk needs a collaborative governance structure through an MCA which:*

- \* *is tried and tested, bringing together key levers of growth, housing, planning and local insight and puts Norfolk in the same standing as other parts of the Country.*
- \* *allows for the widest participation with all statutory responsibilities and principal authorities as constituent partners around the table.*

- \* *allows for focus on Levelling Up and growth in UKplc without the complexity and detraction of statutory services like adult social care.*
- \* *is flexible enough to allow for certain decisions to be retained by certain authorities it affects e.g., so one council cannot outvote another.*
- \* *provides stability both politically and financially.*
- \* *can raise and deploy capital and not back funding revenue cuts.*

*It has been confirmed that an MCA model is an option on the table for Norfolk and could be delivered at pace and through existing legislation which enables all partners (e.g., city, borough, districts, and county) to be constituent voting members – allowing for decisions to be made closer to the communities they affect – something which the Levelling Up agenda sees as a priority. The benefits of this model are:*

- \* *All councils would have an equal voice in deciding what works best across Norfolk to deliver our ambitions for the County.*
- \* *Decisions that affect people and communities can be made closer to them.*
- \* *It formally embeds the already existing Norfolk Public Sector Leaders Board and allows for a greater ability to affect change in Norfolk. This does not add a layer of governance, as it embeds the already existing partnership in Norfolk.*
- \* *Greater access to resources through collaboration of city, borough, districts and County – leading to co-investment and co-production rather than siloed delivery.*

*A directly elected mayor of an MCA provides greater local accountability and decision- making power in a similar way to a directly elected leader. The key difference and benefit here is that a mayor of an MCA would work in formal partnership with the combined authority and constituent councils. It also convenes all partners to focus on delivery and outcomes, with the ability to set the direction for the wider state. Compared to the Directly Elected Leader model, a Mayor of a Combined Authority would not have excessive power over both statutory functions of a Council and the devolved powers and funding from government.*

*It would set the course for future collaboration when it comes to public sector reform.*

*It could be delivered at pace through establishing a ‘Shadow’ Authority with all partners agreeing and no reliance on the Levelling Up Bill.*

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### 3.8.1 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** agreed with the proposal because a directly elected leader is a requirement from Government to secure the new investment fund, which is the biggest single component of the deal. However, concerns were expressed about the model – for example:



- Can one person run such a large organisation as a county council and manage the deal.
- Will the title – DEL – rather than Mayor mean they are treated in a different and more junior way to mayors.
- What is the role of the other councils in the area if the DEL is only accountable to the county council.

Nonetheless the LEP feel a directly elected leader will enable Norfolk to have a figurehead who can make the case for Government and raise the profile of the county in the way other successful mayors are doing.

- **Norfolk Chambers of Commerce** agreed with the proposal, writing:

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*The Directly Elected Leader must ensure that they are doing good for the whole county and not just their own ambitions. This role should be altruistic and about the long term wellbeing and development of Norfolk*

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- The **University of East Anglia** (UEA) strongly agreed with the proposal and wrote:

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*Strong, accountable leadership usually leads to better decision making. Whilst there is no guarantee that devolution will lead to stronger leadership, the framework for a directly elected leader of the Council, supported by a cabinet of councillors, will strengthen the legitimacy and accountability of local governance.*

*There is a risk that if a directly elected leader is from a different political party to the Westminster government, there could be political stalemate. However, in devolved regions where this scenario exists, (e.g. Manchester and Liverpool) there is still plenty of opportunity and joint policy objectives.*

*Recent political decisions that have been determined by short-term populism (e.g. referenda) have demonstrated the risks associated with the transience of (media-led) public opinion.*

*Whether Norfolk embraces devolution or not, policy must be rooted in evidence. A greater plurality of stakeholders engaging in governance tends to result in more evidence-based policy making. UEA is well placed to contribute to this evidence base, both as an anchor institution and through the deep and varied expertise of our staff.*

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## 3.9 Principles of devolution

### 3.9.1 Borough, District and City Councils

- **Breckland District Council** strongly agree with the proposal as a catalyst for change and delivery to the benefit of local communities. However, there are issues highlighted with the Deal's proposed governance, namely the need to explore further:

- A **collaborative governance model** which brings all principal authorities with all the powers of local government together to drive effective delivery for the County.
- **Funding over a 30-year period which is sufficient** and considers inflationary pressures providing at least £30m per year.
- **Full integration of the LEP into a collaborative governance model like an MCA**, enabling it to become a successful delivery vehicle, driving growth across the County.
- A more **holistic and co-design approach to criminal justice**, prevention and rehabilitation through devolution and integration of criminal justice, offender management powers and PCC functions.
- **Greater integration and delivery of health and wellbeing** – taking a person centred approach through enabling partners to work collaboratively to have a strategic convening role, bringing together the statutory responsibilities from across the ICS, County and District partners.
- **Agreeing a Skills Deal and design of Local Skills Plans** based on local labour market and economic needs.
- **Power over infrastructure** to drive growth, through for examples MCA created Land Commissions or the issue of development bonds, including greater powers over key issues such as energy and power infrastructure.
- **Broadland District Council** agreed with the proposal making the following comments:

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*We agree with the principles of devolution and the benefits it could bring to Norfolk. This deal is a starting point but we believe there is scope for a more ambitious deal for Norfolk which is needed to deal with the challenges and opportunities of the future across our County. There is room for growth in relation to the powers and funding negotiated with Government. The deal is focussed too narrowly on elements of growth and could be seen to miss the wider opportunities around health, justice and the community, which is increasingly important in Norfolk with an increasingly challenged social care system and growing problems with health care.*

*The Levelling Up White Paper sets out a total of 23 functions which could be negotiated in devolution deals. The Directly Elected Leader model, chosen by the County Council, will only allow for 17 out of the 23 functions to be devolved. 6 of the functions are reserved only for either a Combined Authority or Mayoral Combined Authority.*

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- **Great Yarmouth Borough Council** understand and appreciate that the ‘Deal’ is between Norfolk County Council and central government, however the governance that determines the local decision-making and prioritisation of investment is critical to the success of the Deal.

- **Norwich City Council:** in terms of governance, it's essential that Norfolk pursue a model of double devolution where powers and resources flow to those authorities which are closest to their communities. The last three years in particular have shown that local is best. The city council – and Norfolk's other districts - provides effective local leadership. The districts know their communities and hold the responsibility for place-shaping through housing and regeneration responsibilities, their planning powers and through the £billions in assets held.

The city council and other districts need to be at the table working with the county council to design and implement a governance system which ensures that the money and powers are devolved to the right strategic priorities and accountability sits at the lowest possible level of governance (district level).

- North Norfolk District Council neither agreed nor disagreed with this proposal for the following reasons:

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*North Norfolk District Council finds this question difficult to answer. North Norfolk District Council recognises the opportunities and supports the principles of devolution, allowing local people in Norfolk to have direct influence in setting the future direction and growth priorities of our County.*

*North Norfolk District Council is ambitious for its residents, communities and businesses and believes that both our area and Norfolk (as a whole) has huge untapped and unrealised potential and has been held back for many years as more public funds per capita have gone to other parts of England and the UK. The Council believes that successive Governments have failed to properly understand the needs of our County and its rural and coastal communities and of how it is different to many other parts of the East and South East of England. In all these respects the District Council sees the potential benefits for Norfolk of securing a Devolution Deal for the County and would hope that over time further powers and funding will follow.*

*However...North Norfolk District Council (with the exception of the Conservative Opposition Group which reserves its position on the governance model to be adopted) does not believe that the Directly Elected Leader and amended governance structure for the County Council being proposed will realise the full benefits of devolution to Norfolk. The Council fears this will leave Norfolk in the slow lane in terms of its future negotiations with Government, its departments, utility companies and future inward investment proposals compared to other parts of England with Mayoral Combined Authorities.*

*In this respect North Norfolk District Council is disappointed with the governance model being proposed for the Norfolk County Deal and*

*does not feel able to support this element of the proposition at the present time.*

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- **South Norfolk Council** disagreed with this proposal for the following reasons:
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*Recent announcements from the Treasury have made it clear that they will give preference to MCAs in future. What is being contemplated for Norfolk is not an MCA. So, we are considering something that is second-best at inception. It is not entirely clear why anyone would find this acceptable.*

*Analysis of the areas eligible for the DEL model give rise to the realistic expectation that the construct proposed will only be available to Norfolk & Suffolk and perhaps one or two other areas. All other areas either already have Executive Mayors within them, have a unitary within the historical ceremonial county or are already members of a combined authority.*

*This niche proposal is an invitation to be bypassed and exposes Norfolk to the risk that rather than be eligible for subsequent deals, it is structurally incapable of accessing them.*

*The deal is focused too narrowly on elements of growth and misses the wider opportunities around health, justice and the community, which is increasingly important in Norfolk with a near failing social care system and growing problems with health care.*

*The Levelling Up White Paper sets out a total of 23 functions which could be negotiated in devolution deals. The Directly Elected Leader model, chosen by the County Council, will only allow for 17 out of the 23 functions to be devolved. 6 of the functions are reserved only for either a combined authority or mayoral combined authority.*

*It is devolution of new freedoms and powers which will drive a more ambitious deal for Norfolk and we believe there are further opportunities which need to be fully explored as part of the Deal.*

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### 3.9.2 Other Key Stakeholders

- The **New Anglia Local Enterprise Partnership** strongly agree with the principles of devolution – for funding and powers to be devolved from central Government to local areas. The Deal on offer to Norfolk is felt to be broadly comparable with the current round of deals. A directly elected leader is a necessary part of the deal. However, the Deal should only be the starting point, not a signal to Government that Norfolk has had its deal. Therefore it should be the starting point of further discussions with Government in order to ensure Norfolk is not disadvantaged by the Government's Levelling Up agenda and the county's investment priorities and opportunities can be fully recognised by Government.
- **Norfolk Chambers of Commerce** strongly agreed with the proposal, writing:

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*Norfolk is an amazing place to live and work. We have world leading sectors and a dynamic business community - this is our opportunity to showcase what we can do, given the funding and powers to do the best for Norfolk.*

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- The **University of East Anglia (UEA)** strongly agreed with the proposal and wrote:
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*UEA is a civic institution founded in, by and for the region, but with a global impact. Our annual contribution to the economy in the East of England was estimated at £560m GVA in 2019. We are committed to being an institution that looks beyond our immediate business needs to the need of the wider community including business and other anchor institutions. As such we have just completed a region-wide democratic engagement process gathering organic views of the University's role, and potential role, in the region. What that has made clear is that while there are general issues facing communities and organisations here that reflect national and international contexts, there are also particular strengths and challenges. This suggests a bespoke approach to local governance would be highly beneficial.*

*As such UEA strongly supports devolution in Norfolk. We believe that it will have a strong net benefit for people in the county and will contribute to better policy, healthy economic growth within a net zero frame, social flourishing and the championing of culture and creativity in Norfolk. We have some concerns that existing infrastructure across the wider region may be deprioritised and will work closely with any new administration to ensure that where those organisations and networks working in, but also beyond Norfolk continue to receive necessary support.*

*UEA can play a leading role in helping to deliver devolution. Our educational programmes are already well synced to the counties needs and help to create centres of world leading excellence in areas such as climate science, development, health, area studies, history and creative writing. These disciplines have helped to define the region and play to its strengths and needs. The Faculty of Health underpins the skills base of the county's NHS and provides the next generation of doctors and nurses. Norwich Business School is a regional hub for international excellence in corporate leadership. There are many more examples.*

*Our research and innovation strategy reflects these regional strengths with cross cutting themes in Climate, Creative and Health, framed by Civic commitments and Global reach around a core of sustainability and ethical practice. As the institution continues to develop and change, we would aim for a close relationship with the council and the region and we believe devolution presents an excellent opportunity to deepen that relationship further.*

*We also have expertise across many relevant areas of policy and would look to work with the council to find mechanisms to make that expertise available to the leadership in ways that may be more direct than currently configured. These are exciting conversations for us to be having and we would look to develop them further as the consultation, and hopefully the process of devolution continues.*

*UEA acts as a responsible anchor institution with strong links to other key institutions in the region and beyond. We can partner with the council to take a convening role in some of these spaces to help the newly devolved government hear a good range of voices in its strategy and policy making. We also bring extensive international connection to the region and where appropriate can be an honest broker (as well as ardent champion) for the region in bringing those connections into dialogue with the local authority.*

*In short, UEA can advise on interdisciplinary policy making and facilitate stakeholder engagement to improve policy at the devolved level.*

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## 4 PUBLIC SUBMISSIONS TO THE CONSULTATION

### 4.1 Introduction

In total eight written responses were received directly to the consultation from members of the public via the County Council's Have Your Say portal.

These responses are reported anonymously and have been thematically analysed below.

### 4.2 Thematic Analysis

The key issues arising from the responses received from members of the public are set out thematically below.

- **Comments on the consultation process**

Some respondents (3) were concerned that the consultation was not widely publicised, suggesting many citizens were unaware of the opportunity to comment on the potential Deal.

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*I was dismayed to find this after the consultation for my town had already taken place. I have also discovered that none of my neighbours or friends in Norfolk are aware of this proposed deal or its implications for the county.*

*I don't believe you are giving your potential voters a real opportunity to have their say. Particularly as this has been kept so quiet.*

*I feel a survey form should have been made available to residents along with highly advertised details of venues and dates, in order to maximise attendance.*

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- **Support for the Deal**

There was an expression of support from two correspondents for the Deal received from correspondents.

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*I fully support what has been achieved by Norfolk County Council.*

*I think it will be very good for the county.*

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- **Democratic accountability**

Two respondents provide comments on the issues of democratic accountability at all levels associated with the Deal, covering:

- Concerns around the extent to which the process of selecting a Democratically Elected Leader (DEL) is seen to be fair, particularly in regards to the candidates who stand for election. Specifically the case in which the candidates do not inspire confidence.

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*In the situation with an elected police commissioner, there are only a few names to be selected from. What happens if none of the names of the potential candidates for leader inspires the confidence of the electorate?*

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- The issue was also raised over the ability of the electorate to remove the DEL in the case of a loss of confidence in their leadership.

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*What transparency would there be? Who would have the power to remove the elected leader/'governor' from power? Would people turn to the judiciary for resolution of each and every issue? Our judiciary are already 'stretched.'*

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- Concern was also raised over the potential loss of democratic accountability in circumstances where responsibility for delivery is transferred to organisations in the Voluntary Community and Social Enterprise (VCSE) sector, which is not accountable in the same way the County Council is.

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*My only comment would be that the voluntary sector, if it received more funding, would need to be more open and transparent about where the money is spent and what difference it made rather than simply going on salaries and admin costs across the VCSE sector. You, the County Council, get funding to deliver services and have a hierarchal structure and you are also properly accountable. We don't need 100+ mini service providers who are not democratically accountable in the same way. However you dress it up nobody's going up keep an eye on the money flowing into the VCSE sector.*

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- The issue of future accountability of the DEL's actions was also raised with the suggestion that contentious issues should be tested against public opinion.

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*If major changes are proposed, that affect the public, like congestion charges, there should be a local referendum. The one proposed for Cambridge has caused a lot of animosity!!*

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## - **Funding**

The potential funding settlement offered in the Deal was also commented on, with the view that it was not enough to make any significant difference in Norfolk over the proposed timeframe.

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*Also the sum being offered 600m over 30 years is approximately £21 per head per year.*

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- There were also comments focused on ensuring the fair distribution of funding across the county, avoiding the perceived favouritism towards Norwich.

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*If it goes ahead i hope the money is evenly proportioned not most going to Norwich.*

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*Maybe if successful the county council might realise there are other areas in Norfolk other than Norwich.*

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- The issue of transparency and accountability for the expenditure was also raised.
- 

*However, there needs to be total transparency about how and when the money will be spent.*

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- **Environmental concerns**

Respondents also focused on issues within the environment that they felt it was important for the Deal to address:

- Littering
- 

*A key issue for me is lack of care for our environment. Litter is lined on every roadside. And almost daily I notice more fly tipping on forest edge's.*

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- **Housing and Infrastructure**

- Respondents also focused on issues related to the environmental impact of development, particularly the impact of development and protection of natural habitat and the countryside.
- 

*There is a very real concern (please see Sheffield's and most recently, Plymouth's 'regeneration' plan, where large amounts of trees were felled), that swathes of the unique and wildlife rich countryside, which is unique to Norfolk and is well-known for bringing in visitors and tourism, contributing much to the local economy, could be lost forever with too many housing developments and new roads being built.*

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- There was also a concern over developments on greenbelt/agricultural land and the pressure on existing infrastructure.
- 

*There has already been a lot of pressure for farm land to be sold for prospective developments, together with the preposterous idea from central Government that a 'new town,' consisting of 5,000 houses, plus the associated vehicles attributed to these properties, can be accommodated in mid-Norfolk. Our infrastructure and roads cannot sustain this increase in people and traffic on our narrow, windy country hedge-lined lanes, which have markedly seen a large increase in vehicles and associated traffic accidents in the last 2-3 years.*

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- **Transport**

Respondents highlighted issues of importance to them when considering the issue of integrated transport, specifically:

- Concerns over future road repairs

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*I see that transport is highlighted; I hope the repair of roads comes under that umbrella?*

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- Concerns over the concept of 15 minute cities<sup>10</sup>, taking the opportunity to offer opposition to that idea, which is not referenced in the Deal.
- 

*I am also aware that Norfolk has signed up to 15 minute cities. I would like reassurance that there will be no citizens restrictions of movement on the cards!*

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### 4.3 Comments out of scope

The focus of the consultation was on the scope of the Deal; however, one respondent used the opportunity to exercise their right to comment on issues beyond this.

In this case they wanted to raise the issue of health care, which is reported below for completeness.

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*I am also astonished that health care is not mentioned or included in this deal. Watton is desperately short of Doctors and dentists.*

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<sup>10</sup> The outline concept of the 15 minute city is that all necessary amenities are within a 15-minute walk



**Norfolk** County Council

# **The County Deal**

## **Equality Impact Assessment: Phase 1 and 2 - findings and recommendations**

**1 April 2023**

## Summary

1. This report summarises the findings of Phase 1 and 2 of the equality impact assessment of the Norfolk County Deal.
2. Phases 1 and 2 relate to evidence gathering, analysis, findings and recommendations.
3. Phase 3 relates to implementation. The requirements of Phase 3 are set out in paragraphs 34 to 37.

## Legal context

4. The Equality Act 2010 (available [on the Government's website](#)) states that public authorities have a duty to pay due regard to:
  - Eliminating discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - Advancing equality of opportunity between people who share a [protected characteristic](#) and people who do not share it;
  - Fostering good relations between people who share a protected characteristic and people who do not share it.
5. Since 2022, public authorities must also pay due regard to the new [Armed Forces Covenant Duty](#) when making decisions on topics specified in the Act. The new Duty applies to the County Deal and is addressed in this equality impact assessment.
6. Public authorities must comply with related legislation. This is summarised at Appendix 1.

## About the County Deal

7. On 8 December 2022, Norfolk County Council and the Government agreed, in principle, a County Deal', to transfer funding and powers to boost jobs, regeneration, housing and transport to Norfolk.
8. Under a Deal, Norfolk would receive a £20 million investment fund, every year for 30 years. There would also be specific funding for integrated transport, brownfield development (£7 million), adult education, and infrastructure (£5.9 million for housing, regeneration and development during this Spending Review period).
9. If the Deal goes ahead, this would mean that from 2024, the Council could do more to:

- Target funding and resources to Norfolk’s own growth and infrastructure priorities
  - Attract and retain new and key businesses and sectors
  - Invest in the skills we know we need
  - Unlock housing and employment sites
  - Raise our profile nationally, enabling our voice to be heard by Government and help shape future policies.
10. As part of the deal, Norfolk County Council would have a Council Leader who is directly elected by the public, with the first election in May 2024.
  11. Details about the Deal are published on [the Norfolk County Council website](#) and are not replicated here.

## **Evidence gathering and public consultation**

12. A comprehensive range of evidence has been gathered and assessed, to enable the Council to draw sound conclusions about the likely impacts of the Deal on people with protected characteristics.
13. This has involved reviewing data about people and services that might be affected, contextual information and commissioned research about local areas and populations, and crucially, the findings of public consultation.
14. The public consultation was led by the Consultation Institute (tCI) to ensure impartiality. A summary of the findings is provided elsewhere in the submission to Government and is not repeated in this document. The public consultation findings form an essential part of the evidence base and should be read in conjunction with this equality impact assessment.
15. The equality impact assessment is also informed by research over the last 18 months to develop the Council’s equality, diversity and inclusion objectives for 2023 to 2026. This included engagement with over 1000 people from seldom heard communities about the top priorities to improve equality, diversity and inclusion in Norfolk.
16. This included reviewing over 500 data sets of local evidence. You can find out more about this [on our website](#).

## **Who is affected?**

17. The Deal will affect everyone in Norfolk – including people who live, work in and visit the county. This includes people with [protected characteristics](#).

This includes, but is not limited to residents and staff from the following backgrounds:

- Older and younger

- Men and women; people who are non-binary or transgender
- Asian and Asian British (Indian, Pakistani, Bangladeshi, Chinese)
- Black British, Black Caribbean and Black African
- Arab
- White English, Welsh, Scottish, Northern Irish or British
- Irish
- Gypsy or Irish Traveller
- Roma
- Mixed or multiple ethnic groups
- Other ethnic groups
- Christian, Muslim, Jewish, Sikh, Buddhist, other faiths and beliefs
- Disabled people including people with mobility issues (e.g. wheelchair users; cane users; people who do not have mobility in a limb etc); blind and partially sighted people; people who are D/deaf or hearing impaired; people with learning disabilities; neurodiversity (including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, autism)
- People with long-term health conditions which meet the criteria of disability
- Lesbian, gay, bisexual

## **Impact of the Deal on people with protected characteristics**

18. The Deal has the potential to **significantly enhance** access for disabled and older people in Norfolk - and equality of opportunity for people with other protected characteristics. These are core themes within the Council's *vision and strategy*.
19. The reasons for this positive impact are as follows:

### **Providing a stronger voice for Norfolk – allocating funding to local priorities**

20. A core theme in the public consultation was a desire to ensure that the needs of disabled and older people in Norfolk and people with other protected characteristics in relation to growth, infrastructure, employment, housing, transport and education are understood, championed, prioritised and addressed. This was seen as particularly important in the context of the current economic climate and pressures on public spending. If the Deal goes ahead, it will better position and empower Norfolk to address these issues, by targeting funding to identified local priorities and enabling Norfolk's voice to be heard by Government to shape future policies.

### **Accessibility of the built environment, transport and regeneration**

21. The Deal represents a lifetime opportunity for Norfolk to systematically integrate disability access considerations into core growth, infrastructure, transport, development and

regeneration projects – accelerating progress on access for disabled and older people and addressing persistent barriers to participation. Accessibility of the built environment and transport is regularly highlighted by our disabled residents as one of the top priorities to achieve disability equality.

22. Norfolk County Council is a national leader on access for disabled people in the built environment. We are quadruple award-winning for our work to promote accessibility and our Full Council has committed to help deliver **the Government's ambition to make the UK the most accessible tourist destination in the world**. The County Deal will provide the resources and devolved authority to help us to achieve this aim – and we have the track record and expertise to deliver this.
23. This is particularly important – not just to position the UK as the global leader of accessibility – but because Norfolk has a higher-than-average number of disabled and older residents compared to other areas of the UK. The Deal will enable Norfolk to improve the accessibility of county infrastructure, promoting independence and building resilience for future generations.
24. We define 'access' as the ability of a user to independently access a service and all its features in relation to physical access, ICT, organisational culture, policy and procedure. It involves meeting any reasonable access needs an individual might have because of a disability.

### **Social mobility, entrepreneurship, career progression**

25. The Deal will uniquely position Norfolk to address one of the 'grand challenges' which impacts on our residents with protected characteristics – access to high quality adult education.
26. This is because access to adult education is well documented to have a fundamental impact on the life chances of people with protected characteristics – particularly people from ethnic minority groups, disabled people, women, older people and people who are lesbian, gay, bisexual, transgender or non-binary.
27. A substantial proportion of our ethnic minority population is relatively new to Norfolk, having moved and settled here since 1991. Access to Adult Education is vital to support social mobility, entrepreneurship and career progression. Access to quality learning opportunities is a priority for many of our ethnic minority residents – as it is for many of our residents on lower incomes.
28. Our Adult Education Service is award-winning with a track record of supporting people to learn, grow and achieve. The Deal will enable our residents, particularly those who experience the greatest barriers, to access the education they require in order to build the lives they want to lead and fulfil their potential.
29. Younger people in Norfolk – and people with all other protected characteristics - regularly cite access to career opportunities as an important priority. Funding made available

through the Deal provides an opportunity to increase higher paid jobs and retain talent in Norfolk, to create a place where all our residents can see a positive future, where they want to stay, live and work.

### **Empowerment and decision-making**

30. The Deal will provide a substantial opportunity to empower residents with protected characteristics to be in control of their lives and influence decision making in Norfolk.
31. Our independent advisor on race equality advises that devolved control on funding and decision making will lay foundations to enable service planning and strategy to respond to Norfolk's communities' need. This will allow also more locally focused solutions to Norfolk's priorities and planning that is led and driven at a county level.

### **Affordable housing**

32. People with protected characteristics in Norfolk regularly cite access to affordable housing as a vital priority. Funding made available through the Deal provides an opportunity to support the development of affordable housing in the county.

### **Connection and reducing social isolation**

33. The Deal creates new opportunities to better connect people and places across the county – which will have a positive impact for all residents with protected characteristics, who are at greater risk of social exclusion and isolation.

### **Phase 3 of the equality impact assessment**

34. If the Deal is implemented, equality impact assessments will be undertaken at the design stage of all core strategic planning and commissioning activities, in line with the Council's [Equality, Diversity and Inclusion Policy](#). This will enable accessibility and equality for people with protected characteristics to be routinely and systematically reviewed.
35. In particular, as part of the assessment, guidance will be provided on the maximum access considerations that could be applied to each initiative.
36. This will enable elected members to consider what would be the most ambitious and inclusive approach in the circumstances, taking all relevant factors into account such as: local issues; county aspirations for improved access; available resources; demand and future proofing. In the medium term, this would have obvious benefits for service quality and would stretch performance on equality and accessibility as far as reasonably practicable. It would also ensure consistency across all aspects of the Deal.



37. Equality impact assessments enable informed decisions to be made, that take into account every possible opportunity to minimise disadvantage.

## Human rights implications

38. Public authorities in the UK are required to act compatibly with the Human Rights Act 1998. This assessment does not identify any human rights issues arising from the Deal. Any specific issues will be addressed in individual equality assessments. Actions

Number	Action	Lead	Date
1.	If the Deal is implemented, equality impact assessments to be undertaken at the design stage of all strategic planning and commissioning activities.	The Head of Paid Services	From decision date
2.	Ensure that arrangements for the next phases of public consultation on the Deal continue to be accessible and inclusive and engage with local communities proportionately.	The Head of Paid Services	From decision date
3.	Ensure that, in the determination of new democratic arrangements, all appropriate measures are taken to encourage people who share a protected characteristic to participate in public life or in any related activity in which participation is disproportionately low.	The Head of Paid Services	From decision date

## Evidence used to inform these assessments

- Norfolk County Council's [Equality, Diversity and Inclusion Policy](#)
- Norfolk County Council's [Equality, Diversity and Inclusion Objectives](#)
- Demographic factors set out in [Norfolk's Story 2021 published - Norfolk Insight](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

## Further information

For further information about this equality impact assessment please contact [equalities@norfolk.gov.uk](mailto:equalities@norfolk.gov.uk) or visit [our website](#) to contact us in a way that meets your needs.



If you need this document in large print, audio, Braille, alternative format or in a different language please contact 01603 973232 or 18001 0344 800 8020 (Text relay).

## Appendix 1: Legal context

In addition to the Equality Act 2010, public authorities must comply with other legislation.

Some related requirements are included below:

Number	Title	Details
1	Autism Act 2009	<p>The Autism Act 2009 aims to improve support for autistic people.</p> <p>The Council's <a href="#">Autism Strategy</a>, co-produced with Norfolk's Autism Partnership Board (which brings together autistic residents and service users, parents and carers) sets out the Council's commitments on autism.</p>
2	Modern Slavery Act 2015	<p>The Council publishes a Modern Slavery Statement <a href="#">on their website</a>. The statement describes the steps we have taken during the year to deal with modern slavery risks in our supply chains and business.</p>
3	The Public Sector Bodies (Websites and Mobile Applications) Accessibility Regulations 2018	<p>The regulations require us to meet minimum standards of web accessibility.</p> <p>Council is leading work to ensure that all our digital content complies with the regulations.</p> <p>We provide <a href="#">guidance</a> to everyone we work with about how important this legislation is and how to get it right.</p>
4	The Armed Forces Act 2021 – the new Duty	<p>The Armed Forces Covenant Duty is a legal obligation on certain public bodies to pay due regard to the Covenant principles when exercising certain functions.</p>
5	The British Sign Language Act 2022	<p>The Act legally recognises British Sign Language as a language of England. It requires the government to publish reports on how the language is used in its public communications.</p> <p>There are currently no specific requirements for local authorities, but our commitment is to provide services that are inclusive for D/deaf residents.</p>
6	Down Syndrome Act 2022	<p>The Act makes provision about meeting the needs of people with Down syndrome.</p>

Number	Title	Details
		The County Council is awaiting the publication of the statutory guidance to accompany the Act, which will set out our specific new duties.

# **Cabinet**

**Item No: 10**

**Report Title: Delivering Norfolk County Council's Net Zero Pledge: Retrofitting our buildings**

**Date of Meeting: 05 June 2023**

**Responsible Cabinet Member: (Cllr Jane James (Cabinet Member for Corporate Services and Innovation))**

**Responsible Director: Tom McCabe Executive Director for Community and Environmental Services**

**Is this a Key Decision? Yes**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: 06 April 2023**

## **Introduction from Cabinet Member**

In order to achieve Norfolk County Council's net zero carbon target by 2030, the design and construction of retrofit energy improvement works to remove fossil fuel (combination of oil, gas, and liquid petroleum gas) from multiple buildings needs to commence in 2023. The programme is led by the Corporate Property Team (CPT) and spans 193 sites. These sites are both held freehold, which are targeted to be completed by 2027, and leasehold, which are targeted to be completed by 2030.

The first and highest priority programme relates to freehold buildings that are using fossil fuels for space heating and hot water. Through 2022 and early 2023, a total of 160 buildings across 100 sites have been surveyed and retrofit improvement plan reports completed.

These buildings are primarily the estate from which we deliver services for residents, such as libraries, fire stations, and children's homes.

These reports set out the energy improvement measures and heating system changes that are needed to reduce carbon emissions from fossil fuels down to zero for these sites, whilst reducing energy consumption including electricity to the lowest practicable levels. The reports are now complete, and the next stage is to tender the design and construction works, via the open market, and allow appointment of a suitable design and build contractor.

Subsequent programmes relating to electricity only sites, leased-in and leased-out buildings, as well as a final “catch-all” for other building/site types, have yet to be developed. However, based on findings of the reports completed for the Freehold sites heated using fossil fuels, estimated costs have been compiled.

The combined programmes will aim to achieve net zero carbon emissions from fossil fuel by the Norfolk County Council 2030 target date and reduce energy consumption, including electricity, to the lowest economically practical levels. To achieve this, the estimated funding requirement will be £82.5million.

## **Recommendations:**

The Cabinet is asked:

- 1. To approve continuation of this programme of works to maintain progress towards NCC’s 2030 Net Zero Carbon Target, which will in turn allow:-**
  - i. Tendering of design and build contractual arrangements through which the main programme of works can be delivered**
  - ii. Tendering and appointment of the consultant teams to manage and quality assure delivery**
  - iii. Scoping out and defining works for other programmes, including electric only sites, and leased in/leased out properties, that will be undertaken in future years.**
- 2. To delegate to the Director of Procurement and Sustainability in consultation with Cabinet Member for Corporate Services and Innovation and the Director of Property approval to award the necessary contracts.**
- 3. To note the likely cost of over £80 million and that NCC will look to engineer cost, seek external funding, and identify programme efficiencies to reduce this. Spend will be between 2023 and 2030.**
- 4. To note that the work will be carried out in tranches and approve the first tranche of £22.5m covering 2023/24 and 2024/25**
- 5. To note that subsequent tranches will be subject to future Cabinet reports.**
- 6. To note the existing funding provision of £5.8m and recommend to full council that £16.7m is added to the capital programme to be funded from prudential borrowing in the first instance to enable the delivery of tranche 1 (The prudential borrowing amount will be reduced by any external funding received).**

## 1. Background and Purpose

- 1.1 In 2019 Norfolk County Council (NCC) redeclared its Environmental Policy and set an ambitious goal of reaching net zero carbon by 2030. This goal set out a target to work collectively, with regional partners, to achieve 'net zero' carbon emissions on Norfolk County Council's (NCC) property estates by 2030. At its meeting on 10 May 2023 Cabinet approved the council's climate strategy and agreed interim targets as follows: a 90% reduction in gross carbon emissions from the Council's estate for the year 2030/31, compared to the 2016/17 baseline, with intermediate targets of a two-thirds reduction for the year 2024/25; and an 85% reduction for the year 2028/29.
- 1.2 There are multiple programmes of work being undertaken across NCC to reach this target and the Corporate Property Team (CPT) are responsible for decarbonisation of the buildings (excluding schools) via a set of programmes as set out in Table 1 below. The full list of sites is contained in Appendix I.

Programme	Sub-Programme	Ownership	Heating System Type	No. of Sites
Fossil Fuel Use Sites	-	Freehold	Fossil Fuels	100
Electric Buildings	-	Freehold	Electric	46
Leased Buildings	Fossil Fuels	Leasehold & Freehold	Fossil Fuels	16
Leased Buildings	Electric	Leasehold & Freehold	Electric	16
Catch All/Contingency	County Hall	Freehold	Fossil Fuels	1
Catch All/Contingency	Others	Freehold	Fossil Fuels	14
			Total	193

Table 1: Sites Categorisation and Programmes/Sub-Programmes

- 1.3 Carbon Dioxide equivalent (CO<sub>2e</sub>) is a unit of measurement used to standardise the climate effects of various greenhouse gases, which include carbon dioxide, methane, nitrous oxide and other gases such as refrigerants. Different fuel types, such as natural gas, fuel oil and electricity, have different CO<sub>2e</sub> values.

NCC's carbon emissions are calculated by converting energy use from kilowatt hours (kWh) into CO<sub>2e</sub> utilising a standardised conversion factor. Fossil fuels, such as natural gas and fuel oil have a consistent conversion factor over time as they shall always produce the same CO<sub>2e</sub> when combusted. However, electricity conversion factors decrease over time as the supplier's electricity generation method moves from burning fossil fuels to renewable methods such as wind and solar. Therefore, by switching from fossil fuel generated heating to electricity powered heating the CO<sub>2e</sub> will continually fall until 2050 when the grid is predicted to no longer be utilising fossil fuels for generating electricity.

- 1.4 Furthermore CO<sub>2</sub>e emissions are categorised into 3 different scopes which are dependent on the level of control that an organisation has on those emissions being created. Emissions applicable to these programmes of work are summarised below: -

**Scope 1 Emissions.** Direct emissions from energy/heating generation in buildings. This includes only generation of power so use of Gas, Oil and Liquid Petroleum Gas (LPG). These emissions are under the direct control of NCC to manage.

**Scope 2 Emissions.** Indirect emissions released into the atmosphere from energy purchased and used by NCC, like electricity.

**Scope 3 Emissions.** Indirect emissions from sources that NCC do not own or control but use in their activities, such as NCC's supply chain. There are no specific targets for reduction of Scope 3 emissions within these programmes, but through procurement and tendering of the works, Scope 3 emissions and the green credentials of the supply chain will be a key focus area.

- 1.5 The CO<sub>2</sub>e emissions associated with the buildings within the programmes listed in Table 1 are a significant proportion of NCC's total emissions and have been broken down as follows for the year April 2021 to March 2022:

• Scope 1 (Gas, Oil, LPG)	3,227 tons(t) CO <sub>2</sub> e
• Scope 2 (electricity)	2,716 t CO <sub>2</sub> e
Total	5,943 t CO <sub>2</sub> e

- 1.6 NCC's approach to building decarbonisation is based on a fabric-first approach. The concept is based on the premise that the journey to achieve net zero starts with better energy performance of a building. Heat pumps, for example, do not deliver heat as quickly as gas/oil boilers and this becomes problematic in winter months when the available external heat is lower since they draw heat from either the air or the ground. These issues can however be mitigated by optimising the thermal efficiency of buildings, through retrofit measures.

- 1.7 The programmes are targeting:-

- Reduce Scope 1 emissions to net zero by 2030 by removing fossil fuel heating system from sites and replace with electricity powered air source heat pumps (ASHP) or direct electric heating where ASHPs are not viable.
- Where Scope 1 emissions cannot be reduced to zero due to site constraints, the CO<sub>2</sub>e shall be offset to achieve net zero.
- Reduce Scope 2 emission to practicable levels by reducing energy consumption via improved thermal performance of buildings and efficiency of electric installations.
- Reduce Scope 2 emissions by installing solar panels at sites as well as reducing reliance on the electricity grid and providing resilience against energy prices.



1.8 The strategy for sequenced delivery of the programmes is as follows based on prioritisation to make the biggest carbon reduction impacts earlier in the programme.

- 2022 – 2027 Freehold sites heated using fossil fuels
- 2026 – 2027 Electric Only Sites
- 2027 – 2030 Leased in and out buildings and Catch All

The timings of the above programmes are essential to ensure that NCC's net zero target of 2030 is met.

## 2. Proposal

2.1 Up to now the focus has been on scoping out and determining the works for the freehold buildings heated using fossil fuels. At this point, no detailed analysis has been completed on the electric only sites or the leased-in and leased-out buildings. However, their anticipated budgets are based on sound assumptions from the data relating to freehold sites heated using fossil fuels, or simple payback mechanisms.

2.2 In relation to the **Freehold Sites heated using fossil fuels** the programme is currently underway with:

- Site surveys undertaken to all 100 sites to understand the existing condition and energy performance of buildings and installed mechanical and electrical systems.
- Completion of final decarbonisation reports including final recommended improvement measures packages with predictions on reductions in energy and Scope1 and Scope 2 carbon emissions, as well as refined high-level capital costs.

To commence the retrofit energy improvement measures and replacement of heating systems a Main Contractor is to be appointed on a 2-stage design and build basis to first develop economical, and quality driven design solutions, then agree final construction contract costs prior to installation works commencing in 2024.

Around one third of the buildings under the programme are either traditionally constructed with solid vapour permeable walls or have protected status (such as being listed or in a conservation areas). Therefore, these buildings need special consideration when specifying and installing retrofit improvement measures. In addition, many of the buildings suffer from historic maintenance deficiency which will require remediation prior to retrofit improvement works.

Therefore, the cost of retrofit improvements measures can be dis-proportionally higher than retrofit measures to an average property. It is to be recognised that

the capital costs should be assessed against the requirement to reduce CO<sub>2</sub>e emissions and meet NCC's net zero targets rather than a simple payback based on energy cost savings.

The initial estimate to deliver this programme of **freehold sites heated using fossil fuels is in the region of £62.5million.**

- 2.3 No detailed delivery strategy for the **buildings heated using electricity only** has been formulated at this point, as focus has been on fossil fuel use buildings. Electricity falls within Scope 2 carbon emissions, with NCC having no direct control over the carbon produced in electricity production. It is the primary responsibility of the electrical supplier/network operator to decarbonise the grid. However, it is NCC's responsibility to try and reduce energy consumption. Therefore, a programme of works will be established to improve energy efficiency of those buildings.

It is anticipated that these energy improvement measures will be implemented on a simple neutral payback mechanism where there will only be a capital expenditure if the return on energy saving is worthwhile. In addition to energy savings, it will be the intention to install solar panels on buildings to generate electricity, reducing reliance on the grid. In a similar fashion to the energy improvements, this will be completed on a simple payback mechanism with energy savings paying for the capital outlay.

The initial estimate to deliver this programme for **buildings heated using electricity only in the region of £2.5million.**

- 2.4 No detailed delivery strategy for the **leased-in and leased-out buildings** has been formulated at this point, as focus has been on fossil fuel use buildings. Leased out buildings don't currently fall within our reportable carbon emissions, but NCC may wish to consider the replacement of fossil fuels. It is possible that legislative changes and market forces may dictate that the buildings that we lease out should have low carbon emissions and so to make them leasable in the future NCC may have to undertake retrofit and electrification of the buildings. No detailed study of improvement measurement to these sites has been completed.

Based on a comparable cost of carbon reduction that will be realised on the Freehold Sites heated using Fossil Fuels the initial estimate to deliver this programme to remove fossil fuel heating systems and reduce electrical consumption on **leased in and leased out buildings is in the region of £12.5million.**

- 2.10 As the full programme has yet to be developed there is a risk that some buildings, elements, or considerations have not been covered or are under estimated. Therefore, it is recommended that a **contingency of £5million** is made to capture all these eventualities and to ensure the full Net Zero Programme is deliverable by 2030.

2.11 More broadly NCC would note the significant reduction in the cost of environmental technologies and the change, signalled by Government policy, to the wider retrofit market. As the programme develops there will be learning that can be applied across buildings.

2.12 NCC would also note the success in securing external funding and grant monies (notably from Salix) to reduce the cost of decarbonisation to the authority. A number of future funding sources and investment approaches are being explored.

2.13 A **previous capital bid for £4million was approved in February 2023** for continuation of the programme and commencement of initial projects to begin reducing Scope 1 emission through the 23/24 financial year.

2.12 The anticipated spend profile is set out in Table 2 below;

	Anticipated Expenditure Profile, £ M								Estimate Total
	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	
Fossil Fuel Buildings	7.5	15	20	15	5				62.5
Electric Buildings and PV				1.25	1.25				2.5
Leased in and out buildings					3.5	7	2		12.5
Catch All/Contingency							3	2	5
<b>Total</b>	<b>7.5</b>	<b>15</b>	<b>20</b>	<b>16.25</b>	<b>9.75</b>	<b>7</b>	<b>5</b>	<b>2</b>	<b>82.5</b>

Table 2: Anticipated Spend Profile

### 3. Impact of the Proposal

3.1 The retrofit programme will support and contribute to Norfolk County Council's Climate Strategy and the targets established there in.

### 4. Evidence and Reasons for Decision

4.1 Continued support for the retrofit works to ensure NCC meets the Climate Strategy targets

### 5. Alternative Options

5.1 Not to undertake this programme would mean NCC not achieving the targets to reducing CO2 emissions and so there is no other viable option.

### 6. Financial Implications

- 6.1 The financial implications of climate change are considerable. Intervention, in the form of these retro fit improvements, is required to reduce NCC's carbon emissions in line with the carbon strategy and contribute to the global effort to reduce the impact of climate change.
- 6.2 Individual decisions will need to be made in line with the strategy, and some individual programmes of work will require significant capital expenditure
- 6.3 The financial envelope for capital expenditure on building retrofit is estimated at some £82.5 million over the period to 2030. Every effort will be made to offset this as far as possible through obtaining government grants and through rigorous review of the estate. Learning from projects across the programme and the impact of reducing cost of retrofit materials should also offset these costs.
- 6.4 Capital provision of £4m for retrofit works in 2023/24 is in the capital programme. The council has additionally secured £1.8m capital funding for 2024/25 through the Government's Public Sector Decarbonisation Scheme to contribute towards decarbonisation works on 16 sites. The £1.8M funding is conditional on the NCC contribution being formally approved, which forms part of this key decision. If the key decision is delayed or not approved the funding will be at risk of being withdrawn. Other provision will be sought at the applicable point(s) in the programme.
- 6.5 The capital programme will support the significant investment in the retained estate, however, this will in return have significant impact on lowering the revenue costs of heating and powering buildings used to deliver frontline and support services.
- 6.6 Whilst the report recommends seeking a main contractor for the whole programme, the work will be undertaken in tranches requiring separate Cabinet approvals.
- 6.7 The first tranche covering 2023/24 and 2024/25 is for £22.5m. Funding provision of £5.8m is available and to enable this tranche to be delivered £16.7m of prudential borrowing is required to be added to the capital programme. If further external funding is received this will be used to reduce the prudential borrowing.

## 7. Resource Implications

- 7.1 **Staff:** Procurement and management of the programme will be undertaken within existing resources
- 7.2 **Property:** The investment in the built estate will improve the energy efficiency of buildings and facilities through retrofitting, upgrading heating and cooling systems, and installing energy-efficient lighting to reduce greenhouse gas emissions. Also the installation of renewable energy systems, such as solar

panels, will lower the council's carbon footprint and reduce its reliance on fossil fuels.

### 7.3 IT: nil

## 8. Other Implications

**8.1 Legal Implications:** Main contractors will be procured in accordance with prevailing procurement regulations.

**8.2 Human Rights Implications:** There are no specific human rights implications in undertaking this programme

**8.3 Equality Impact Assessment (EqIA) (this must be included):** No specific EqIA has been undertaken in respect of this programme. Where changes to building design are made these will be assessed to ensure accessibility.

**8.4 Data Protection Impact Assessments (DPIA):** No impact identified

**8.5 Health and Safety implications (where appropriate):** Will be the usual implications related to building maintenance and construction contracts.

**8.6 Sustainability implications (where appropriate):** A key aim of the programme is to improve the energy efficiency of the fabric of the building and the services therein, thereby contributing to NCC's carbon reduction commitment.

## 9. Risk Implications / Assessment

**9.1** The risks around procuring building maintenance and construction contractors is around ensuring the specification and terms are clearly defined. This risk is mitigated using experienced expert consultants.

## 10. Select Committee Comments

10.1 N/A

## 11. Recommendations

The Cabinet is asked:

1. To approve continuation of these programmes of works to maintain progress towards NCC's 2030 Net Zero Carbon Target, which will in turn allow:-
  - i. Tendering of design and build contractual arrangements through which the main programme of works can be delivered
  - ii. Tendering and appointment of the consultant teams to manage and quality assure delivery
  - iii. Scoping out and defining works for other programmes, including electric only sites, and leased in/leased out properties, that will be undertaken in future years.
2. To delegate to the Director of Procurement and Sustainability in consultation with the Cabinet Member for Commercial Services & Asset Management and the Director of Property approval to award the necessary contracts.
3. To note the likely cost of over £80 million and that NCC will look to engineer cost, seek external funding, and identify programme efficiencies to reduce this. Spend will be between 2023 and 2030.
4. To note that the work will be carried out in tranches and approve the first tranche of £22.5m covering 2023/24 and 2024/25
5. To note that subsequent tranches will be subject to future Cabinet reports.
6. To note the existing funding provision of £5.8m and recommend to full council that £16.7m is added to the capital programme to be funded from prudential borrowing in the first instance to enable the delivery of tranche 1 (The prudential borrowing amount will be reduced by any external funding received).

## **12. Background Papers**

12.1 N/A

### **Officer Contact**

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

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\\norfolk.gov.uk\ncd\dfs1\CorporateProperty\CPT ADMIN & MANAGEMENT\Meetings & Groups\Committees\CABINET\2023-24\2023.06.05\Drafts\Cabinet Paper - DRAFT - CPT Decarbonisation Programme draft 0.1.docx

## Appendix A: FOSSIL FUEL USE SITES - FREEHOLD

The following list covers all sites that have current heating and hot water systems fuelled by Fossil Fuels and are included in the active decarbonisation programme.

Lot 1 - Community Hubs and Offices	Attleborough Community Hub	21 Properties
	Caister Community Hub inc Day Centre	
	Blithemeadow Court Offices	
	Crossroads and South Wootton Com Hub	
	Faro Lodge	
	Sprowston Community Hub	
	Dereham Community Hub	
	Shirehall House	
	Ketteringham Highways Depot	
	Great Yarmouth Community Hub	
	Holt Community Hub	
	Caister Highways Depot	
	33a Lynn Road Area Office inc Day Centre	
	Ipswich Road Community Hub (learning Lounge)	
	Church Green Lodge Sprowston	
	Laburnum Grove Community Hub inc Thetford Centre and Office	
	Norfolk Industries for Disabled People - Oak Street	
	Norman House Tarworks Road	
	Vauxhall Community Hub	
	Woodside One Nursery School	
	Norfolk Coastal Centre (Beacon Centre)	
Lot 2 - Children's Services Residential	Sites redacted for confidentiality	26 Properties

Lot 3 - Fire Stations	Kings Lynn Fire Station	20 Properties
	Dereham Fire Station inc USAR	
	Hethersett Fire Whitegates	
	Attleborough Fire Station	
	Sprowston Fire Station	
	Thetford Fire Station	
	Diamond Jubilee Fire and Rescue Station	
	Cromer Fire Station	
	Great Yarmouth Fire Station	
	Bowthorpe B A Fire Training	
	Gorleston Fire Station	
	Downham Market Fire Station	
	Aylsham Fire Station	
	Acle Fire Station	
	South Lynn Fire Station	
	Diss Fire Station	
	North Walsham Fire Station	
	Fakenham Fire Station	
	Wymondham Fire Station	
	Sheringham Fire Station New	
Lot 4 - Libraries and Museums	Fakenham Library	33 Properties
	Great Yarmouth Library and attached museum	
	Gorleston Central Library	
	Long Stratton Library	
	Harleston Library	
	Plumstead Road Library Norwich	
	Holt Library	
	Attleborough LE Centre includes Library	
	Cromer Library	
	Loddon Library	
	Wells Library	
	Mile Cross Library	
	Swaffham Library	
	Caister Library	
	Earlham Library	
	Sprowston Library	
	Poringland Library	
	Hellesdon Library	
	Sheringham Library	
	Diss Library	
	Dereham Library	
	Downham Market Library	
	Costessey Library	
	Dersingham Library	
	St Williams Thorpe Library	
	Thetford Library	
	Hethersett Library	
	Watton Library	
	Acle Library	



	Wymondham Library	
	Gaywood Library	
	Shirehall & Castle Study Centre	
	Rural Life Museum Gressenhall and Union House	

**Report Title: Market Position Statement**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Alison Thomas (Cabinet Member for Adult Social Care)**

**Responsible Director: James Bullion, Executive Director for Adult Social Services**

## **Executive Summary**

Norfolk County Council's (the Council) Market Position Statement sets out the social care landscape for the area and the direction of travel required. It helps Councils to demonstrate understanding of the local care market as part of its responsibilities to promote the efficient and effective operation of the care and support market within the Care Act (2014). It is an important document for care providers and commissioners alike through describing the support and care services that people in Norfolk need and how this is changing; setting out the current availability of care and forecasting what care will be needed in future; but, also how we wish to shape these opportunities to meet both best practice and the type of care that people tell us they want.

Throughout each year engagement with people in receipt of services, care providers, national developments and commissioning data helps shape the emerging priorities and the revisions needed to the Market Position Statement (MPS), included as Appendix A.

This year, the Council has also been required to develop and publish a Market Sustainability Plan, which was agreed by Cabinet in March 2023. That plan specifically focused on the older people residential and nursing market and home support services, linked to preparedness for Social Care Reform, which has now been delayed for two years. The Market Sustainability Plan aligns to the MPS; however, the market position statement covers all social care delivery, including recognition of the important role of unpaid carers and the voluntary, community and social enterprise sector.

The key commissioning intentions for the Council largely remain, but with strengthened priorities for improving quality and choice of services for people with a learning disability and autism and maximising the benefits of equipment in care delivery. There is also a recognition of the impact of the wider health and social care system on the Norfolk care market and the need to acknowledge impact of health commissioning as part of the MPS.

In response to feedback the MPS this year has provided some more detailed information at a place level.

## Recommendations

Cabinet is recommended to:

- a) **Review and agree the draft Market Position Statement 2023**

### 1. Background and Purpose

- 1.1 The Care Act (2014) requires local authorities to promote the efficient and effective operation of the care and support market. This means that people needing to access care and support will have:
  - a) a variety of providers to choose from offering a good range of services
  - b) good quality services to choose from
  - c) information to make informed decisions about the right services to meet their needs
- 1.2 To achieve these requirements, local authorities must:
  - a) Understand the importance of ensuring the sustainability of the market. A sustainable market means that providers are paid a “fair” fee rate so that they can deliver the services and support that people need at the right level of quality
  - b) Support the continuous improvement in the quality of services and encouraging innovative practice to improve the efficiency and effectiveness of services supplied
  - c) Understand the importance of having staff within social care who have the skills and ability needed to deliver high quality services
- 1.3 Local authorities must have appropriate systems in place to fulfil their duties in relation to market shaping and commissioning. The money that Councils are given comes from the taxes that people pay to the Government. To spend the money in the best way means that we must let providers know what services are needed and what we believe is a fair price to pay for them. Providers who are not delivering what is needed can either change what they do or decide to stop supplying the services that are no longer needed. This process is defined as ‘shaping the market’.
- 1.4 The Council’s Market Position Statement sets out the social care landscape for the area and the direction of travel required. It is an important document for care providers and commissioners alike through describing the support and care services that people in Norfolk need and how this is changing; setting out the current availability of care and forecasting what care will be needed in future; but, also how we wish to shape these opportunities to meet both best practice and the type of care that people tell us they want.

### 2. Market Position Statement 2023

- 2.1 The MPS sets out the Council’s key messages to the market. It also provides an overview of the Norfolk social care landscape including population, workforce, quality and locality--based information. The market shaping and market analysis is included for each part of the social care sector including carers and voluntary community and social enterprises. This provides an overview, the key challenges and information about supply and demand for that sector, and the key messages for the market about what is needed, where and the actions that the Council will take.

## 2.2 Key Messages

### **Quality:**

We want at least 85% of services commissioned to be rated good or outstanding – we are seeking a sustained improvement towards this by 2024 and delivery by 2026.

### **Quality – Learning Disability and Autism**

We want all services that provide specialist services to people with a learning disability and autism to align with the CQC regulatory requirements of Right Support, Right Care, Right Culture.

### **Domestic Abuse – support in safe accommodation:**

By using New Burdens Funding we will continue to increase the amount of Domestic Abuse support by increasing the amount and choice of flexible safe accommodation; this will be achieved by working with our key partners who are members of the Norfolk Domestic Abuse Partnership Board.

### **Complex Care:**

As people live longer, we want to work with providers, the ICB and health trusts to develop affordable, high quality, residential and nursing provision that can care for people with complex needs and comorbidities, including advanced dementia.

For working age adults, and those with primary needs around Learning Disability, Autism and Mental Health, we need to develop more individualised responses to people's needs to enable them to live in their own home, within their own community.

### **Let's get digital!**

We will continue to work with partner organisations to access funding and help drive forward the digital transformation of the care sector. This also includes how people in receipt of care and support can benefit from technology in their home. For example, we have introduced the Alcove Video Carephones to provide welfare checks and medication prompts, as part of a blended package of care alongside face-to-face visits by a carer.

### **Care at home:**

Home First is a key priority, and we need to ensure that the home support market has the staff needed with the capability to support people to be independent, resilient and well. Informed by the engagement and market research undertaken, the Council proposes to adopt a Prime Provider model in Norfolk.

Care for working age adults and those specifically delivering care to people with Learning Disability and, or autism, will have to align to the new regulatory framework from CQC, particularly in regard to the training element.

### **Voluntary, community and social enterprise sector:**

Through our Connecting Communities programme, we want to unlock the potential and opportunity of the VCSE in supporting the care market and supporting people's needs at the right time. As a Council we recognise the impact that social isolation and loneliness has on people's health and wellbeing and as a Council we will continue to fund services that seek to address this.

### **Housing:**

- For people over the age of 55 years of age, we are investing in independent living housing and existing housing with care schemes to develop greater choices

for older people to live independently in addition to residential care home provision

- We have an ambitious programme to develop 181 units of supported living for working age adults by 2024 and want to work with providers interested in moving into this space

### **Services for adults with mental ill-health conditions:**

We want to support more provision of recovery focussed residential care and for tenancy and community based mental health support for adults of working age with mental ill-health.

### **Day services for adults with disabilities:**

We will transform our current day services offer with a more targeted approach working with providers to build on people's strengths and assets, enabling people, where appropriate, to move into employment and training opportunities. We want providers to be actively working with service users to promote their independence and interaction with their local community and providing more bespoke care to people with learning disabilities who have complex care and support needs. We want to ensure that people who want to work are given every opportunity to do so. We want day services that can support people to become work ready.

### **Maximising the benefits of equipment in care delivery**

The Council, along with Suffolk County Council and the Integrated Care Board have awarded a new contract to Medequip to provide the Integrated Community Equipment Service. This new partnership will continue to ensure the effectiveness of equipment in keeping people independent, resilient and well, seeking to innovate to adapt to changing needs.

## **2.3 Key challenges**

- 2.3.1 Recruitment and retention of social care staff continues to be a significant challenge, particularly in the more rural coastal areas of North, South and West Norfolk. As a result, in addition to all of the local recruitment support offered by the Council, there has been a greater focus this year on the recruitment of international workers to address the current gaps. It is important that we have the support infrastructure in place for staff coming from overseas to make this the best experience for them, the providers they are employed by and the clients who they will be supporting.
- 2.3.2 Although we are seeing improvements in the quality ratings of social care services in Norfolk, we are still lagging behind comparator local authorities and the East of England local authorities. The Market Position Statement details the work that is being done to improve and sustain quality of services delivered in Norfolk.
- 2.4 Following feedback from providers, we have included more detail at a locality level as it is recognised that there are specific challenges in delivering services in areas of Norfolk. For example, North Norfolk has the highest proportion of over 65 year olds and the largest decrease in the population of adults of working age. Coupled with the most expensive housing it is not surprising that it is the most difficult area to secure social care. This is evidenced in home care services where in excess of 43% of the unmet need is in North Norfolk.
- 2.5 The Market Position Statement has been structured in a format for it to be an on-line document. Work is underway with the web-design team to enable this to be delivered. This will make it easier for the Council to have links within the MPS to current data to

ensure that providers have the most up-to-date information to inform their business planning.

- 2.6 The Market Analysis sections provide detail at a service level. These sections detail the key aims, current supply and demand analysis, commissioning intentions and the market development opportunities for providers.
- 2.2 In last year's MPS, we introduced a section entitled 'Working Together – Doing Business in Norfolk'. This section is being expanded this year to include a greater focus on system wide work, the areas of service re-design that we are developing jointly with the Integrated Commissioning Board (ICB). In this section we want to agree with the ICB and health providers what the adult social care sector can expect to be commissioned by health such as delegated health tasks within residential settings and in-reach support to enable providers to manage higher levels of complexity of need. Work is underway with the ICB and in co-production with providers, to develop new residential and nursing service models and to agree how these will be resourced.

### 3. Impact of the MPS

- 3.1 During the last year, there has been the following key changes to the care market landscape:
  - a) **Independent Living** – Two new schemes opened offering 124 new homes. Another scheme ready to start on site in 2024 and 4 schemes in planning process
  - b) **Supported living**: 14 Transforming Care Partnership (TCP) homes purchased and adapted. Seven TCP properties in active search and a community housing scheme in planning. A learning disability enablement scheme opened and a mental health scheme in pre-planning
  - c) **Home care**: During 2022/23:
    - i. extensive work was undertaken to address the interim care list resulting in a decrease from an initial c800 people where the Council was struggling to source care, to 65 as at 23/05/2023. The main areas of difficulties in sourcing packages are North, South and West Norfolk
    - ii. Co-production with providers to develop a new model for home care which will be implemented in a phased way starting July 2023
  - d) **Learning Disability care home provision** – during 2022/23 there has been a focus on de-commissioning poor quality provision where the provider has not been able to sustain the improvements needed to deliver safe care
  - e) **A Collaborative Care Market project** was initiated during the year which is working with the ICB and providers to develop more sustainable models of care home provision

### 4. Resource Implications

- 4.1 Corporate communications support to deliver a more professional looking on-line document.
- 4.2 Insight & Analytics team (I&A) support to link key dashboard information to the market position statement.

- 4.3 Six monthly review and updating of the information included within the market position statement to ensure that it remains current.

## **5. Other Implications**

5.1 **Legal Implications:** None identified

5.2 **Human Rights Implications:** None identified

5.3 **Equality Impact Assessment (EqIA) (this must be included):**

5.3.1 The MPS is a document which outlines what support and care services people need and how these should be provided. A key aim is that people living in Norfolk are able to access the right service, in the right place at the right time. All services commissioned should provide equity of access for people regardless of gender, faith, sexuality ethnicity and disability. In any Local Authority area there will be people who require more specialist provision to ensure that their needs are met. We do not expect that people will be judged by their diagnosis; through strength-based assessments, people will be supported to identify the right service that is most appropriate to delivering the outcomes that they aspire to achieve.

5.4 **Data Protection Impact Assessments (DPIA):** None identified

5.5 **Health and Safety implications (where appropriate):** None identified

5.6 **Sustainability implications (where appropriate):** None identified

5.7 **Any Other Implications:** None identified

## **6. Risk Implications / Assessment**

6.1 There are delivery risks for market shaping across Norfolk, which is not all with the influence of the Council. There are significant external factors including government policy, economic factors affecting care providers as well as risks within our integrated care system. The agenda set out with the MPS will require adequate resources and support from within commissioning teams, procurement, the ICB, NHS Trusts and Adult Social Care Operational Teams. We are trying to reduce this risk through engaging with all key partners to confirm what they are able and willing to provide that will help support providers and the wider market shaping that is needed to achieve a sustainable, good quality adult social care market within Norfolk.

## **7. Recommendations**

7.1 **Cabinet is recommended to:**

- a) **Review and agree the draft Market Position Statement 2023**

## **8. Background Papers**

8.1 None

## **Officer Contact**

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

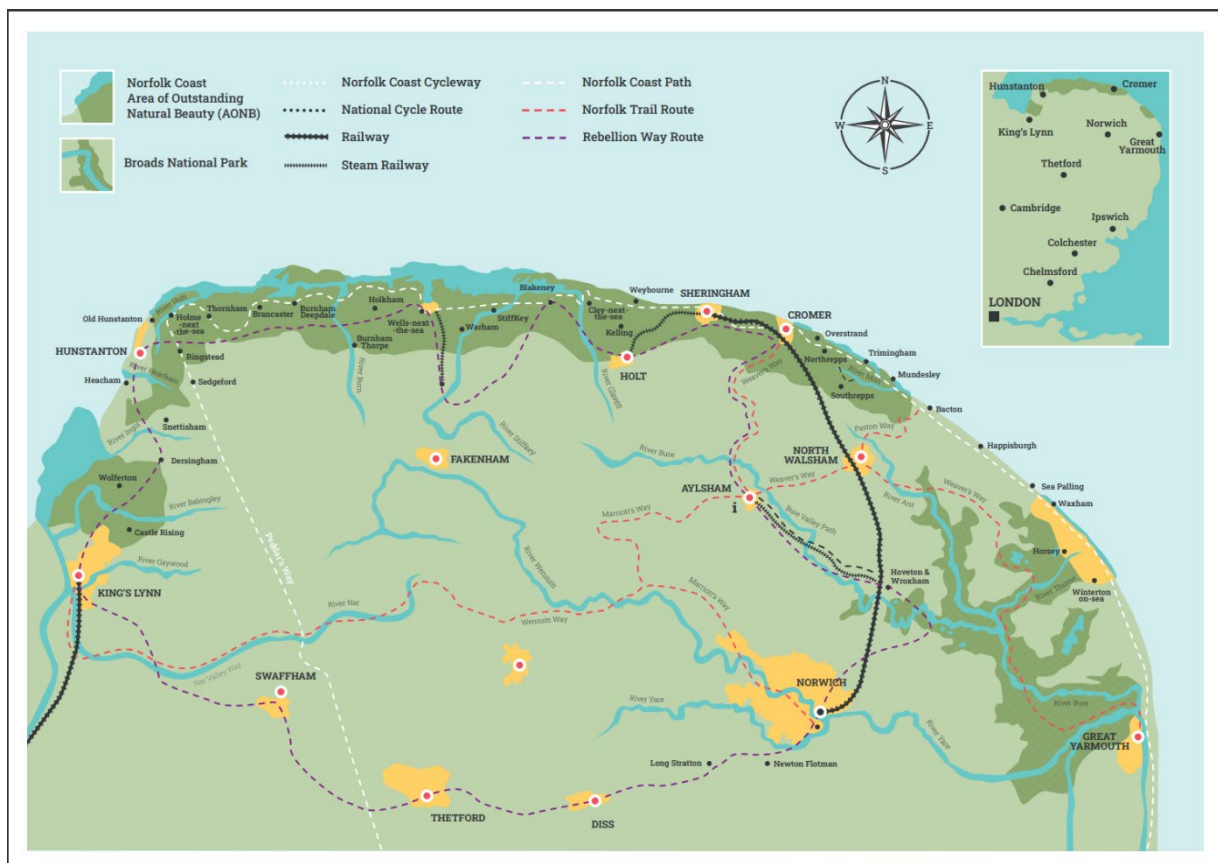
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# Market Position Statement for Norfolk



# Introduction to the Market

## Foreword/Exec Summary

This year the market position statement will be presented in a new web-based format. This is to make it easier for people to find the information that they need and to have links to live dashboards and other relevant information that will support a better understanding of local need for example, the Joint Strategic Needs Assessment.

In Adult Social Services, we have a vision “to support people to be independent, resilient and well.” At the heart of this is an aim to help people in Norfolk access the right service for them at the right time. The MPS describes how demand for care and support has, and continues, to change and what this means for the services that we need to commission. Our Connecting Communities Transformation Programme has identified opportunities that have a greater focus on prevention and early help, and we will work in partnership with the Voluntary, Community and Social Enterprise Sector (VCSE) and other key stakeholders to achieve this.

More people are wanting to remain living at home, or in independent living schemes so understanding the impact that this will have on care services is important. The Council has supplied significant capital investment totalling £48m, to support the development of new independent living and supported living services. This is particularly important for younger adults as we seek to support more people with learning disabilities and mental health needs to have the right, good quality care.

It is recognised that more staff are needed in domiciliary care services to meet current and future predicted demand. The Council has prioritised investment in this sector to achieve this. People going into residential care have higher level needs and we need more services able to support people with complex needs. During the year we will work with residential and nursing care providers, including NorseCare, to enable more services to support people with complex needs. Aligned to this, during the next year we will work with residential and nursing care providers, and the Integrated Care Board (ICB), to review our current care definitions and to consider what is needed to ensure that the market is sustainable.

The key aims detailed within the MPS are:

- Access to the right high-quality support, in the right place at the right time. Supporting people to live independently for longer.
- A sustainable, high-quality workforce that is well trained and supported, with opportunities for a great career in social care.
- At least 85% of commissioned services will be good or outstanding – we are seeking sustained improvement towards this by 2024 and delivery by 2026.

- Working together to shape a sustainable market that provides choice of high-quality provision.
- Working together to design a better, more efficient sector.
- Working together to design a lower carbon sector.

This MPS sets out what we are doing to achieve these aims, identifying the changes that are needed and the actions we will take to address this. The MPS details our commissioning intentions, the key challenges that we need to work with the sector to address and how we intend to support the sector to be sustainable.

## About this Market Position Statement

### What is a Market Position Statement?

A Market Position Statement (MPS) is an important part of what a council must do to help to make sure that there is a choice of different types of service and support available.

The MPS outlines:

- What support and care services people need and how they should be provided.
- The support and services available at present, and what is not available but needs to be.
- What support and care services the council thinks will be needed in the future.
- What the future of care and support will be like locally, how it will be funded and purchased.
- How commissioners want to shape the opportunities that will be available.

The main aim of a MPS is to encourage commissioners, people who use services, carers, and provider organisations to work together to explain what care services and support is needed in the area and why?

The test of a good MPS is how well it is used by providers and the Council once produced. If it does not contain information that is useful then it will not be used. Discussions with providers highlighted the need to have more up to date information about referral patterns, commissioning intentions, service tender timelines and the expected impact of demographic changes on services needed to meet expected demand. Providers also wanted more information at a local level to inform their own development plans, including investment into the services they currently deliver. Some of this we have been able to deliver within this MPS, the things we have not yet been able to do, we are working on ways to address and ensure this is shared with key stakeholders

## Key Messages

### Quality:

At least 85% of services commissioned will be good or outstanding – we are seeking a sustained improvement towards this by 2024 and delivery by 2026.

### Quality – Learning Disability and Autism

We want all services that provide specialist services to people with a learning disability and autism to align with the CQC regulatory requirements of Right Support, Right Care, Right Culture. [Right support right care right culture \(cqc.org.uk\)](https://www.cqc.org.uk)

### Domestic Abuse – support in safe accommodation:

By using New Burdens funding we will continue to increase the amount of Domestic Abuse support by increasing the amount and choice of flexible safe accommodation; this will be achieved by working with our key partners who are members of the Norfolk Domestic Abuse Partnership Board.

### Complex Care:

As people live longer, we want to work with providers, the ICB and health trusts to develop affordable, high quality, residential and nursing provision that can care for people with complex needs and comorbidities, including advanced dementia.

For working age adults, and those with primary needs around Learning Disability, Autism and Mental Health, we need to develop more individualised responses to people's needs to enable them to live in their own home, within their own community.

### Let's get digital!

We will continue to work with partner organisations to access funding and help drive forward the digital transformation of the care sector. This also includes how people in receipt of care and support can benefit from technology in their home. For example, we have introduced the Alcove Video Carephones to provide welfare checks and medication prompts, as part of a blended package of care alongside face-to-face visits by a care worker.

### Care at home:

Home First is a key priority, and we need to ensure that the home support market has the staff needed with the capability to support people to be independent, resilient, and well. Informed by the engagement and market research undertaken, the Council will be implementing a Prime Provider model in Norfolk. The procurement process will commence in July 2023 and details will be published via the Intend Portal.

[Norfolk County Council Electronic Tendering Site - Home \(in-tendhost.co.uk\)](https://in-tendhost.co.uk).

Care for working age adults and those specifically delivering care to people with

Learning Disability and, or autism, will have to align to the new regulatory framework from CQC, particularly in regard to the training element.

#### Voluntary, community and social enterprise sector:

Through our Connecting Communities programme, we want to unlock the potential and opportunity of the VCSE in supporting the care market and supporting people's needs at the right time. As a Council we recognise the impact that social isolation and loneliness has on people's health and wellbeing and as a Council we will continue to fund services that seek to address this.

#### Housing:

- For people over the age of 55 years of age, we are investing in independent living housing and existing housing with care schemes to develop greater choices for older people to live independently in addition to residential care home provision.
- We have an ambitious programme to develop 181 units of supported living for working age adults by 2024 and want to work with providers interested in moving into this space. Mental health and learning disability providers who are interested in knowing more about this programme can email the commissioning team at [LDCommissioning@norfolk.gov.uk](mailto:LDCommissioning@norfolk.gov.uk)

#### Services for adults with mental ill-health conditions:

We want to support more provision of recovery focussed residential care and for tenancy and community based mental health support for adults of working age with mental ill-health.

#### Day services for adults with disabilities:

We will transform our current day services offer with a more targeted approach working with providers to build on people's strengths and assets, enabling people, where appropriate, to move into employment and training opportunities. We want providers to be actively working with service users to promote their independence and interaction with their local community and providing more bespoke care to people with learning disabilities who have complex care and support needs. We want to ensure that people who want to work are given every opportunity to do so. We want day services that can support people to become work ready.

#### Maximising the benefits of equipment in care delivery:

The Council, along with Suffolk County Council and the Integrated Care Board have awarded a new contract to Medequip to provide the Integrated Community Equipment Service. This new partnership will continue to ensure the effectiveness of equipment in keeping people independent, resilient, and well, seeking to innovate to adapt to changing needs.

## Guiding our approach

### The Care Act (2014)

The Care Act (2014) requires local authorities to promote the efficient and effective operation of the care and support market. This means that people needing to access care and support will have:

- a variety of providers to choose from offering a good range of services.
- good quality services to choose from.
- information to make informed decisions about the right services to meet their needs.

To achieve these requirements, local authorities must:

- Understand the importance of ensuring the sustainability of the market. A sustainable market means that providers are paid a “fair” fee rate so that they can deliver the services and support that people need at the right level of quality.
- Support the continuous improvement in the quality of services and encouraging innovative practice to improve the efficiency and effectiveness of services supplied.
- Understand the importance of having staff within social care who have the skills and ability needed to deliver high quality services.

Local authorities must have appropriate systems in place to fulfil their duties in relation to market shaping and commissioning. The money that Councils are given comes from the taxes that people pay to the Government. To spend the money in the best way means that we must let providers know what services are needed and what we believe is a fair price to pay for them. Providers who are not delivering what is needed can either change what they do or decide to stop supplying the services that are no longer needed. This process is defined as ‘shaping the market’

### National Legislation People at the Heart of Care: adult social care reform

- A 10-year vision that sets out long term aspirations for how people will experience care and support.
- The strategy has a focus on three key aims:
  - Supporting people to have choice, control, and independence
  - Provision of outstanding quality of care
  - Provision of care in a way that is fair and accessible to everyone who needs it.
- The strategy sets out the responsibility of local authorities to ensure that their local care market is healthy and diverse. Support for sustainable care markets, including moving towards paying providers a fair rate for care, are key aspects in the delivery of the vision for social care reform.
- As part of the levelling up agenda, the Government is committed to addressing the current geographical inequalities so that everyone, everywhere receives



outstanding quality and tailored care.

## Health and Social Care Integration: joining up care for people, places, and populations (updated February 2022)

This policy paper [Health and social care integration: joining up care for people, places and populations - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/health-and-social-care-integration) sets out the Government's plans to make integrated health and social care a reality for everyone across England and to level up access, experience and outcomes across the country. Key objectives:

- – as people who use health and social care services require ever more joined up care to meet their needs, achieving this will make all the difference both to the quality of care and to the sense of satisfaction for staff. For example, closer working between mental health and social care services can reduce admissions and improve the quality of life for those living with a mental illness.
- – The Government has worked with stakeholders in the development of a Framework with a focussed set of national priorities and an approach for prioritising shared outcomes at a local level, focussed on individual and population health and wellbeing.
- [Ensuring strong leadership and accountability](#) – criteria for place-level governance and accountability for the delivery of shared outcomes. The key characteristics needed in any model will be for it to develop a clear, shared plan and, crucially, to be able to demonstrate a track record of delivery against agreed shared outcomes over time, underpinned by pooled and aligned resources.
- [Finance and integration](#) – Local leaders should have the flexibility to deploy resources to meet the health and care needs of their population, as necessary. NHS and local government organisations will be supported and encouraged to do more to align and pool budgets, both to ensure better use of resources to address immediate needs, but also to support long-term investment in population health and wellbeing.
- [Digital and data](#): maximising transparency and personal choice – a core level of digital capability everywhere will be critical to delivering integrated health and care and enabling transformed models of care. When several organisations are involved in meeting the needs of one person, the data and information required to support them should be available in one place, enabling safe and proactive decision making and a seamless experience for people.
- [Delivering integration through our workforce](#) – the health and social care workforce are our biggest asset, and they are at the heart of wrapping care and support around individuals. We want to ensure that staff feel confident, motivated, and valued in their roles and that they can work together in a person's interests regardless of who they are employed by. Staff should be able to progress their careers across the health and social care family, supporting the skills agenda in their local economy.

To achieve this, Integrated Care Systems will support joint health and social

care workforce planning at place level, working with both national and local organisations. There is a commitment to improve initial training and on-going learning and development opportunities for staff, create opportunities for joint continuous development and joint roles across health and social care and increase the number of clinical practice placements in adult social care for health undergraduates.

## Local Government Finance Act (1992) and Local Audit and Accountability Act (2014)

The Local Government Finance Act requires a council to set a balanced budget annually. The Local Audit and Accountability Act requires that a council's auditors be satisfied that the Council has made proper arrangements for securing economy, efficiency, and effectiveness in its use of the money it has available. The Council therefore must manage the delivery of its care market duties within the wider context of financial constraints.

## Market Sustainability and Fair Cost of Care Fund 2022/23 (2021)

The Market Sustainability and Fair Cost of Care Fund guidance is aimed at calculating the actual costs of delivering care and developing a plan to narrow the gap between local authority and self-funder fee rates to secure a sustainable care sector. This paper was one of the key elements of charging reform underpinning the national social care reform programme.

A delay of two years in the implementation of the Social Care Reform was announced in the Chancellor of the Exchequers Autumn Statement in October 2022. Local Authorities were required to publish their fair cost of care reports and a Market Sustainability Plan. The link to these reports is: [fair cost of care reports and market sustainability plan](#)

The **fair cost of care** reports detail the process undertaken to calculate the median cost of care for care homes primarily supporting people aged 65 and above and domiciliary care services for people aged 18 and above.

The Market Sustainability Plan focuses on three elements:

- An assessment of the current stability of the care market
- An assessment of the impact of future market changes between now and October 2025 – when social care reform is not due to be implemented.
- A recognition of the gap between the current market median rates (from the cost of care exercise) and the current average fee rates paid by the Council. This section also includes our plans to help address the sustainability issues identified.
- In Norfolk we have recognised the pressures of the working age adult sector, who work with adults under the age of 65. This sector is facing acute financial sustainability concerns and it is acknowledged that a major piece of work is



needed to better understand the costs of delivering care within this sector.

The Market Sustainability Plan is aligned with the Market Position Statement.

## Norfolk and Waveney Adult Social Care Workforce Strategy - Living a Good Life, Excellence in Care 2021-2026

The Adult Social Care Workforce Strategy provides an overview of the social care workforce in Norfolk and Waveney and the challenges faced. It provides a statement of our strategic workforce priorities in the immediate, medium, and longer term and the action we will take to delivery those priorities.

Our two key ambitions are to grow and transform the social care workforce and ensure that the workforce is valued. We seek to enable staff, volunteers, and carers to continue responding to the increasingly complex demands of 21st century care and provide support to ensure we have the right people with the right skills and values in the right places at the right time and enable a good and steady pipeline of new entrants. We aim to attract the right people into the social care sector and develop and retain those already working here. It also means being clear what is expected from a future adult social care workforce. For registered managers and owners, it means having the business skills and processes in place to expand and develop their services and to invest in their workforce.

## Engagement and Co-production

During 2022/23 there have been a number of projects and events that have helped gather the views of people accessing services and those providing them. These have included:

The work that we have been doing to develop an **ethical framework** has provided rich information from people accessing care and support, their carers and families, providers delivering services and their staff. People have told us that ...

- care and support services need to be person centred. “No decision about me without me”
- we need to listen and be guided by people with lived experience, and for them to be equal partners in how services and support should be commissioned and delivered.
- they want more choice and diversity of services, particularly in services for working age adults.
- we need to ensure that individuals are supported to access the setting that is best suited for them.
- we need to question accepted practice and conventional wisdom and keep checking that we are achieving best value for people accessing services and for the Council who commissions them.

- we need to fully understand the needs of the community and the role that the community can play in supporting people.
- we need to help people to branch out and do things that matter to them individually.
- there needs to be better pay, progression and opportunities for the adult social care workforce.
- people want to be supported to make informed choices.
- there should be reduced reliance on paid services – the best support delivering the best outcomes might not be formal care.
- people don't know what they don't know – it is difficult to make decisions if you are not clear about the options available.
- mistakes will be made so how do we learn from them to prevent similar issues arising again. A learning culture not a blame culture.

The work that we undertook last year with providers on the **Fair Cost of Care and Market Sustainability Plan** provided a wealth of information about the current state of the market for domiciliary care and older adult care home services. Providers told us that:

- the financial difficulties and current instability in the market that they are facing means that they might not be able to continue to deliver services in Norfolk.
- recruitment and retention issues continued to be the most significant challenge facing providers.
- the acuity of need is increasing, people in their services are far more complex and that this requires staff with higher skill levels and expertise to support. These skills are not matched by the pay rates that providers are able to afford to pay their staff. The Council has committed to continue to engage in national discussions for parity of pay with equivalent roles within the NHS and will continue to increase pay rates included within the usual price breakdown by the National Living Wage (NLW) percentage increase to ensure that providers are funded to pay above the NLW rate. Norfolk Care Association (NorCA) NorCA and Norfolk & Suffolk Care Support (NSCS) commissioned an external review of job roles to develop the Care Worker Job Evaluation Framework which has just been published and is being widely promoted.
- our current care definitions do not adequately reflect the current needs being supported in the older adult home care sector. In partnership with providers, we will be reviewing care definitions during 2023 and will ensure that new criteria are accurate reflections of needs to be met in a care home environment, as opposed to e.g., Independent Living or Home Care. Providers who are interested in working with us on this can contact us at ASSD Integrated Commissioning Team: [integratedcommissioners@norfolk.gov.uk](mailto:integratedcommissioners@norfolk.gov.uk)
- occupancy levels are low for some providers, and they report that they are not getting the level of placements needed to keep their businesses sustainable. They want to better understand what we need as a Council and where we need it. In response to this feedback, Norfolk County Council and the Norfolk and Waveney Integrated Commissioning Board are working together with

providers as part of the Collaborative Care Management Review project, to co-produce care home service models that will support a more sustainable sector.

- nursing referrals are particularly low, and many providers are not covering the cost of their nurse staff establishment with the Funded Nursing Care (FNC) income that they are receiving. They want to work with the Council and the ICB to better understand this position and to work together to find solutions. As above, the Collaborative Care Management Review project will support this understanding and identify next steps.
- the uncertainty of current and future inflationary pressures was making business planning difficult. Many providers reported that they had had to increase staff pay rates several times during the year to retain staff.

Stakeholder engagement supporting the **Regional Market Development Priorities for the East of England local authorities** reported that we should...

- **listen more** – hearing about people’s experiences will help identify where services are, or are not, delivering the intended outcomes.
- **be more human** – “putting the person into personalisation.”
- **build trust and relationships** – creating safe spaces where people can be open and voice ideas and concerns.
- **start with a blank page** – often the priorities identified by local authorities are the right ones, but people want to contribute to how they can be best achieved. To consider how people with lived experiences and their families can co-produce commissioning mechanisms that would impact on service quality such as inclusions in provider contracts and in the monitoring of performance.

## Our Aims

Access to the right high-quality support, in the right place, at the right time. Supporting people to live independently for longer.

How will we achieve this?

Through market shaping ...

- And via our Connecting Communities transformation programme, we will develop front line services with the voluntary, Community and Social Enterprise Sector (VCSE) that deliver advice and support.
- We will work with providers through our home care strategy to increase the service capacity to enable more people to be supported to remain at home.
- For home care providers who want to develop a specialism in working with Learning Disability and/or autism clients, Norfolk County Council will work to

develop a training programme to assist providers with meeting the regulatory requirements for this specialism.

- We will ensure that our commissioning approach enables the development of services, such as the Community Equipment service to ensure that they are supporting people to remain at home now and can meet future needs.
- We will continue to support the development of independent living and supported living schemes backed by capital funds provided by Norfolk County Council.
- We will support residential providers to meet higher acuity of needs through staff training and development, and with the support of the NHS as key partners in ensuring care delivery.
- We will, in partnership with providers, review the current care definitions for residential and nursing care for older people.
- We will continue working with the ICB to improve the way that we work together to commission and contract Continuing Health Care and Funded Nursing Care for older people.
- For working age adults, we will review the current approach to commissioning and the way that we pay for care. We will do this alongside providers and operational colleagues.
- We want a residential market that can support working age adults with learning disability, autism, and mental health conditions to live their most independent life within their local community.
- Norfolk County Council in partnership with Norfolk and Waveney Integrated Care Board (ICB) is engaging in the national programme 'small supports' to develop more locally grown organisations that can provide care and support to people with a learning disability and/or autism who are of working age and may have spent a long period of time in hospital.
- We have started the transformation of learning disability day opportunities provision and expect to see more people being supported through these services to become work ready and to be more independent in their activities of daily living. For clients with the most complex needs we want day opportunities providers to deliver personalised care and support.

## What did we achieve last year?

### Connecting Communities:

- Through the Connecting Communities transformation programme new ways of working have been designed which has enable the Social Care Community Engagement (SCCE) team to manage demand better. This has meant that our Care & Assessment phonenumber has remained open for all needs since September, where previously this was sometimes open for emergencies only.
- The new Information, Advice and Advocacy (IAA) service was implemented during 2022 supporting more people to get the information and advice that they need.
- In the Community Referrals trial of the Connecting Communities Transformation Programme, we tripled SCCE referrals to the Development Worker team as part of our goal to increase community connections for people contacting the Front Door. We're now focused on achieving these results team-wide week-on-week in

addition to making the most of other preventative routes like Carers Matter, NFS and AT.

- Because of the work of Initial Engagement, people contacting SCCE for support are now less likely to be referred for a care package and more likely to be supported to stay independent with preventative tools and community connections.

### **Home Care Commissioning:**

- The Home Care Commissioning team has worked with NorCA and providers to co-produce new home care service models.
- The lack of available capacity within home care services resulted in c800 people in July 2022 unable to secure the care and support needed. A Home Care Improvement plan was developed which focused on the delivery of actions that could improve this position. This included the Commissioning of additional block contracts, use of technology and exploring the use of alternative provision such as personal assistants or via the community and voluntary sector support. This work has significantly reduced the number of people on the interim care list which now stands at 65 as at 23/05/23.

### **Integrated Equipment Services:**

- During 2022, NCC and N&W ICB retendered the integrated community equipment service. This has a focus on improved efficiency and also in supporting the Council's and ICB aims for carbon reduction.

### **How will we measure that we have achieved this aim?**

- More people being supported to access community and voluntary sector advice and support at an earlier stage, delaying the need for formal care.
- Reduction in the number of individuals waiting for home care provision.
- We will see an increase in home support agencies who feel skilled in delivering the specialism of learning disability and/or autism as part of a domiciliary care service for people.
- More individuals in receipt of a re-abling style of care enabling them to live more independently for longer.
- More people accessing independent living schemes.
- We will deliver another 10 supported living schemes across Norfolk by April 2025.
- New care definitions for older adult residential and nursing provision developed
- For working age adults, we will work to re-develop the residential care market, driving quality, maintaining sufficiency for the needs presenting and working with the sector to make any model aspirational for people of working age who need residential care.
- We will see our first small support organisation start the registration process with CQC.
- Through improved contract and performance management, commissioned services will have key performance indicators requiring providers and

commissioners to work together on customer engagement, delivering both effective contract management and the continuous improvement of services.

## Impact

### People will tell us...

- I can get information and advice that helps me to think about and plan my life.
- I can live the life I want and do the things that are important to me as independently as possible.
- I am supported to manage my health and care needs in ways that make sense to me.
- I live in a home, which is accessible and designed so that I can be as independent as possible.
- I have a place I can call home, not just a “bed” somewhere that provides me with care.

**A sustainable, high-quality workforce that is well trained and supported, with opportunities for a great career in social care.**

### How will we achieve this?

The Council will continue to support by...

- We will continue to commission Norfolk and Suffolk Care Support (NSCS) to provide access to training for the social care workforce.
- Development and delivery of plans in alignment with the Norfolk and Waveney Adult Social Care Workforce Strategy.
- Ensuring training offers are aligned to the Skills for Care Code of Conduct which sets the standard expected of all adult social care workers and healthcare support workers in England. Outlining the behaviours and attitudes that people who need care and support should rightly expect.
- Sharing and developing best practice guidance from the quality strategy programme.
- Enabling further join up opportunities between health and social care.
- Supporting access to training and mentoring opportunities, including training specifically for providers who want to deliver services to people with a learning disability and/or autism.
- Supporting access to specific leadership training programmes.
- Commissioning local recruitment campaigns and initiatives to attract new staff to the sector.
- Focusing on best practice and retention of staff.
- Working with Norfolk Care Association and Norfolk and Suffolk Care Support to implement a Care Worker Job Evaluation framework for the sector.
- Co-producing an Ethical Framework for Norfolk.

- Working with eastern region councils to develop a centre of excellence for international recruitment and the support offer.

### What did we achieve last year?

- Developed and delivered a multi-channel local recruitment campaign – including maintaining support via Norfolk Care Careers brand.
- Supported providers with best practice recruitment workshops, including one to one consultancy and the purchase of Care Friends licences.
- Encouragement and financing of the Blue Light Card rewards programme for staff working in the social care sector.
- Commissioned a talent pipeline – Earn As You Learn, linking local students to flexible work opportunities.
- Established a Community of Practice for International Recruitment in recognition of the growing interest of providers in this talent pipeline.
- Continued progress with the Developing Skills in Health and Social Care Programme, including increasing the range of accredited and non-accredited training and mentoring opportunities offered.
- Created opportunities for link up with health via the ICB – events and links to international recruitment support.
- Secured government funding to deliver an eastern region centre of excellence during 2023 to support safe and effective international recruitment.

### How will we measure that we have achieved this aim?

- We need to maintain sufficiency of provision, providing the regulatory activity for learning disability and/or autism, across residential, supported living and domiciliary care.
- There will be an improvement in the CQC ratings of services through staff being supported to achieve the skills and competencies required to deliver good quality care and support.
- Monitoring engagement with training and mentoring and by asking participants what the impact has been on their skills development and the quality of care they deliver.
- Training and qualification expectations more explicit within service specifications.
- Link to the NSCS training needs analysis.
- Engagement with the workforce directly.
- Monitor take-up of the evaluation framework amongst providers.
- Recruitment campaign indicators.
- Skills for Care reported vacancy rates.
- Reporting of interim care levels, which indicates the extent that people are waiting for the right longer-term care needs to be met.



## Impact

### **People receiving support will tell us...**

- I am supported by people who listen carefully, so that they know what matters to me and how to support me to live the life I want.
- I have considerate support delivered by competent, well-trained people.

### **People working in the sector will say...**

- I am proud to care in Norfolk.
- I am a care professional.
- I have the skills and confidence to deliver high quality care.
- I feel able to add value to the service that I work in.

## Working towards 85% of commissioned services will be good or outstanding

### How will we achieve this?

- Involving people who use services in improving service quality.
- Working with CQC to fast-track providers for an inspection who are identified through the PAMMS process as making significant quality improvements.
- Implement a robust commissioning and procurement process, aligned to the IQS Escalation Policy, that will seek to take action that could include the termination of contracts with providers who continue to be non-compliant.
- Through our Integrated Care System Quality Improvement Programme which will ensure a focus on quality across all health and social care workstreams and activities.
- Through paying a fair price for care that will support delivery of the quality standards required.
- Ensure that any block contracts being tendered have a minimum threshold requirement for any provider to be at least Good or Outstanding, otherwise they will not be able to bid.

### What did we achieve last year?

- Development of a Quality Plan supported by a robust quality assurance process.
- Developed and published an Integrated Quality Escalation Policy.
- We have established a provider led workstream within the Quality Improvement Programme developing peer to peer support and webinars on outstanding practice.
- Continued access to free, accredited training for staff.
- A cohort of managers graduated from the My Home Life leadership programme.
- Continued NHS in-reach support and training to adult social care services to support providers to safely manage the higher acuity of presenting needs.



## Challenges in achieving this aim

- Insufficient CQC capacity to undertake timely reviews of providers who are demonstrating significant quality improvements. CQC focus is on providers who are poorly performing so we will need to use PAMMS inspections as the measure of improvement.

## How will we measure that we have achieved this aim?

- Improved PAMMS ratings.
- Improved CQC ratings
- Fewer safeguarding concerns
- Reduction in complaints received and Local Government Office enquiries.
- Increased uptake in staff training and development.

## Impact

### People will tell us...

- I am confident that the people supporting me have the skills needed to meet my care and support needs in the best way.
- I feel safe.
- At all times I am treated with dignity and respect.
- I have control over the support that I receive so that it is delivered in ways that best meet my needs.

### Providers will tell us...

- I feel supported to deliver high quality of care.
- I will encourage and support my staff to progress their career in the social care sector.
- I will employ suitably qualified managers who have a collective vision of what “good” care looks like.
- My staff feel part of the solution and are inspired to make continuous improvements in the services that we deliver.
- I am confident to develop person-centred, creative, and flexible care and support.

## Working together to shape a sustainable market that provides choice of high-quality provision

### How will we achieve this?

- Paying providers a fair rate that will deliver the quality of service specified within the contract and service specification.

- Clarity of commissioning intent shared with providers to enable them to plan.
- Information about current and future demand modelling made available to providers.
- Robust information about current and future needs and the services required to meet them.
- Developing more ways of delivering personalised support options such as direct payments and individual service funds, giving people more choice and control over how their care is delivered. As part of this we will engage with a national programme called Small Supports to find more innovative ways to deliver services to those people with a learning disability and/or autism. This will involve identifying local based champions who could be supported and enabled to deliver services within their local communities.

### What did we achieve last year?

- During 2022/23 we implemented the previous year's cost of care review that was undertaken for providers of older adult care homes which significantly increased the fee rates paid by the Council.
- In partnership with older adult care home and 18+ domiciliary care providers, we undertook the national fair cost of care exercise during 2022/23, to gain a better understanding of the actual costs of delivering care in Norfolk for these sectors.
- We updated the pre-covid demand modelling for older adult care home provision and have looked at this at a locality level to inform our commissioning intentions and support provider business planning. The detail of this modelling can be seen in the Older Adult accommodation-based services section of this document.
- We undertook some open book accounting reviews for providers who had highlighted concerns around their financial viability.

### Challenges in achieving this aim

- Insufficient CQC capacity to undertake timely reviews of providers who are demonstrating significant quality improvements. QCQ focus is on providers who are poorly performing so we will need to use PAMMS inspections as the measure of improvement.

### How will we measure that we have achieved this aim?

- New co-produced service models that deliver better, person centred outcomes for local people.
- Evidence of integrated commissioning underpinned by joint commissioning strategies and joint service specifications.
- We expect to see an increase in people choosing to access different ways to organise their care and support needs.

- We will have better data sets indicating our population needs to inform commissioning intentions around housing, types of care and more personalised support options.
- More people are supported to live in independent settings.
- Ensuring that our revised usual rates are regularly reviewed and that they reflect the actual costs of delivery in different areas of Norfolk.
- Providers report that the fee rates paid are fair and reasonable, whilst representing best value for health and social care commissioners.
- Providers report that they have sufficient information to enable them to plan.

## Impact

### People will tell us...

- I have a choice of good quality support options available to me that will meet my needs.

### Providers will tell us...

- I am paid a fair rate to deliver good quality care and my business is financially secure.
- I am clear about what the Council wants to commission – meaning that I can plan.

## Working together to design a better, more efficient sector

### How will we achieve this?

- Norfolk County Council has been piloting an innovative new Virtual Care Agency approach with 7 domiciliary care agencies in Norfolk and the technology company Alcove. We are evaluating this pilot see if this has delivered the outcomes expected. If deemed successful, Norfolk County Council will then be looking to expand the blended care package offer across the whole county.
- We will encourage and champion innovation and technology enabled services where they benefit people and where the innovation results in more efficient and effective services.
- We will encourage services to play an active part in research to improve care for all, foster innovation and enhance people's experience of care.
- We will be open for discussions about the use of assistive technology in supporting less labour-intensive approaches.
- Development of a more collaborative geographical home care service model that delivers greater service efficiencies.

## What did we achieve last year?

- The Council worked with the Digital Health and Social Care Team at the NHS Norfolk and Waveney ICB to secure grant funding to support the implementation of digital social care records systems with CQC registered providers in Norfolk.
- Through this process we have secured c£1.5m of grant funding which enables CQC registered care providers to be able to apply for 50% of the first-year cost of implementing a new digital social care records system, up to a total of £10,000.
- The fund was launched in October 2022, and we have already had applications to bring the total number of care providers in Norfolk with a digital social care records system to over 60%.
- Norfolk County Council implemented a pilot for an innovative new Virtual Care Agency approach with seven domiciliary care agencies in Norfolk and the technology company Alcove. This pilot offers blended digital and physical domiciliary care packages whereby low-level check in calls are done via a Video Care Phone, freeing up 'in-person' resources to support more people who need physical support as part of their care visit.

## How will we measure that we have achieved this aim?

- 80 % of CQC Registered Care Providers, in Norfolk, will have a Digital Social Care Records system in place by the end of March 2024.
- An increase in the number of care packages that take a blended approach to service delivery where technological solutions and physical support work together to drive better outcomes.

## Impact

### People will tell us...

- I have more face-to-face time with staff supporting me, which improves my experience of care.
- My home has the right equipment and technology to enable me to live as independently as possible, for as long as possible.

### Providers will tell us...

- I am encouraged to be innovative.
- My ideas for a more efficient sector are welcomed and given full consideration.

## Working together to design a lower carbon sector

### How will we achieve this?

- During 2023/24 we will undertake a carbon footprint assessment of social care services delivered by the Council. The Council is funding two energy assessors this year to support providers to improve the energy performance of their buildings.
- Particular attention will be put towards actions that can both reduce carbon, utility, and fuel costs to relieve some of the inflationary financial pressures facing the sector.
- For contracts and services which support the provision of care, such as community equipment, we will require a commitment to carbon reduction aligned to the Council's Carbon Reduction Plan.
- Development of a more collaborative geographical home care service model that enables improved service efficiencies regarding the delivery of care rounds

### What did we achieve last year?

- The retendered integrated Community Equipment Service included carbon reduction as part of the evaluation criteria, for the first time. Medequip who were awarded the contract, which started in April 2023, have put in place a range of initiatives such as the use of electric vans, supporting the development of the EV charging points, in addition to the reuse and recycle of equipment.

### How will we measure that we have achieved this?

- We will work with providers to design KPIs that help the Council to understand how providers are looking to reduce their carbon footprint.

### Impact

#### **People will tell us...**

- I live in a home that stays warm and comfortable all year round.

#### **Providers will tell us...**

- I feel supported in our efforts to reduce our carbon footprint whilst not compromising on service quality.
- I am proud to do my bit to help protect the environment and know what is expected of me.

## Contact Us

This Market Position Statement is a live document and will be regularly updated.

If you would like to contact us to provide feedback on our market position statement, please contact us on

**Last updated** 01/04/2023

### Useful links:

<https://www.gov.uk/government/publications/care-act-2014-part-1-factsheets/care-act-factsheets>

[Norfolk's Joint Strategic Needs Assessment \(JSNA\) - Norfolk Insight](#)

[Projecting Adult Needs and Service Information System \(pansi.org.uk\)](#)

[Projecting Older People Population Information System \(poppi.org.uk\)](#)

[Market sustainability and fair cost of care - Norfolk County Council](#)

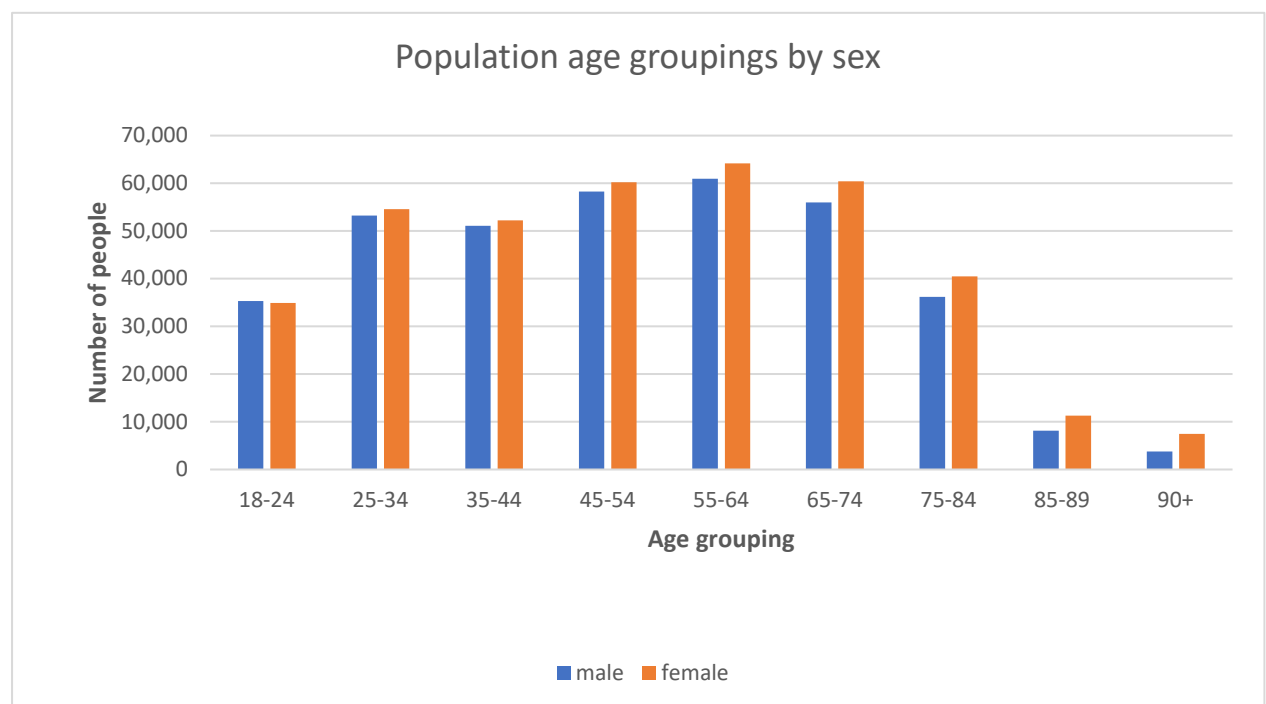
# The Norfolk Picture

## The Norfolk Population

The population of Norfolk and Waveney is growing. Since 2011, Norfolk and Waveney's population has increased by an estimated 57,900 people to 1,032,700 (Office for National Statistics 2021). The population is forecast to increase by a further 111,700 over the next 20 years (Office for National Statistics 2020).

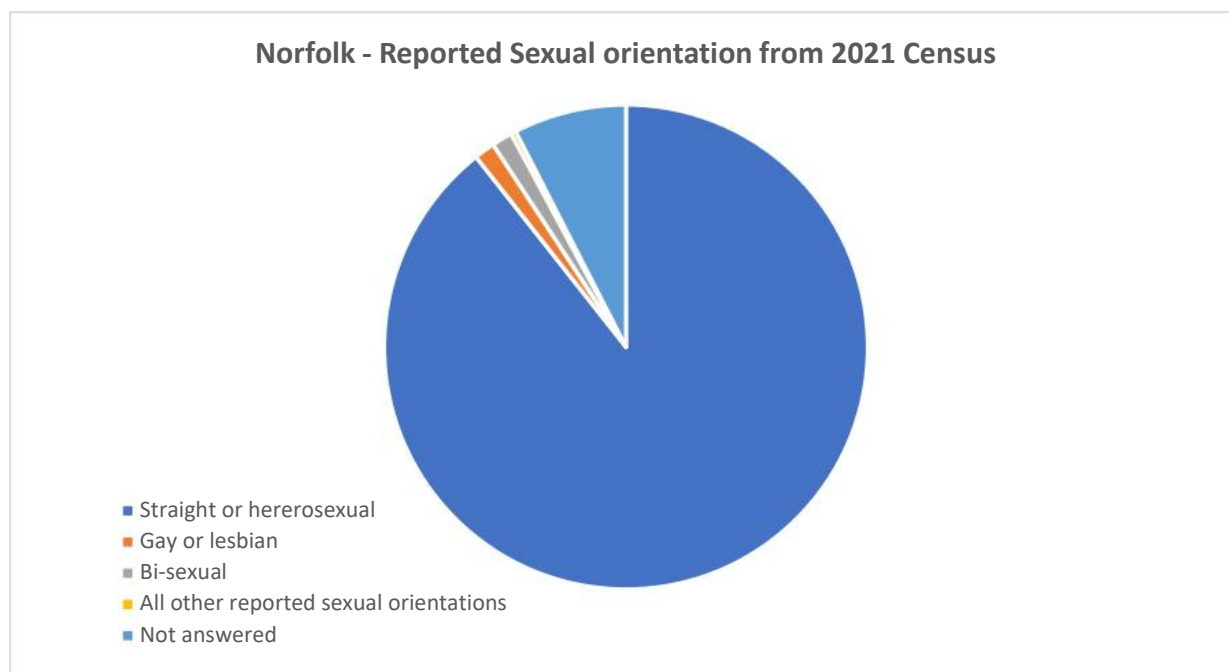
Most of the population increase will be in the older age groups, with those aged 65 and above increasing by 93,900. Norfolk has the 15<sup>th</sup> most elderly population in England but is projected to drop to the 17<sup>th</sup> largest by 2040.

The chart below details the adult population split by age grouping and sex. 52% of the adult population is identified as female and 48% male based upon the 2021 Census.



The above table details the population grouping by male and female, however, not all of the population define themselves as male or female.

The following chart details the sexual orientation reported by people in Norfolk for the 2021 Census.



From 2020 to 2040 there will be an estimated:

- 36% increase in people aged over 65, mostly in those aged over 75 years of age.
- 3% increase in people of working age
- 1% decrease in children and young people

This increase in older people means that by 2040 the non-working age population (those aged under 16 or over 65 years of age) will have increased by almost 91,500 whereas the working age population will have increased by just over 20,200. This means that there will be fewer people of working age for every person under 16 or over 65 years of age. Planned increases in the state pension age will only partially offset this relative increase of pensioners.

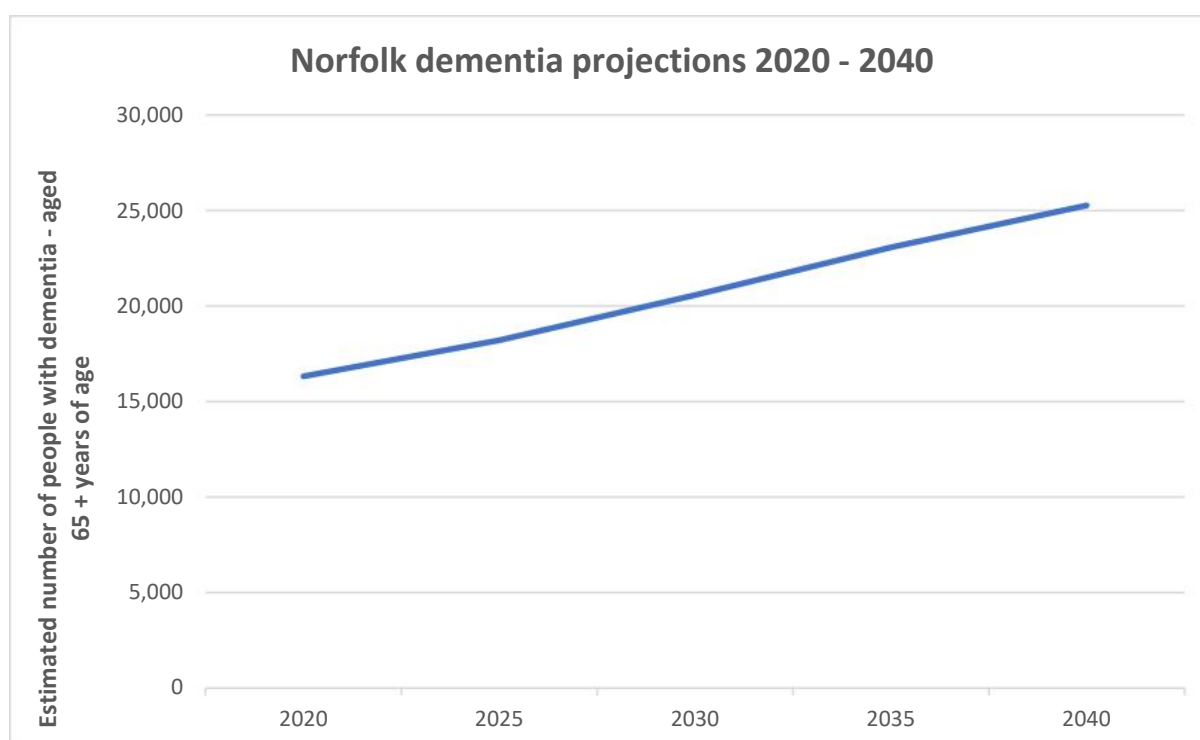
## Dementia

Applying the Prince 2014 estimates of population prevalence of late on set dementia and applying these to the 2021 population derived from the Census, the number of people aged 60 years and above living in Norfolk with a dementia was estimated to be 16,691 during 2021.

In January 2022 NHS Digital recorded 9,509 people in Norfolk diagnosed with dementia against an estimated prevalence of 17,104 people which is a diagnosis rate of 55.6%. Based upon the expected increases in the population of people aged over 60 by 2030 the prevalence of people with dementia will have risen to 20,579



and by 2040 this will have risen again to 25,269.



Research by the Alzheimer's Society (2020) and by Wittenberg (2019) estimate that the proportion of people with mild, moderate, and severe dementia is 14%, 28% and 58% respectively. This would mean that for Norfolk of the 17,104 people estimated to have dementia in 2022, 9,920 will have severe dementia, 4,789 moderate dementia and 2,395 mild dementia. This would suggest that the people diagnosed with dementia in Norfolk are those with severe symptoms. It is estimated that 1:20 people nationally with dementia are aged under 65 years of age.

This will be a key driver of social care demand, primarily in the older people's care market, but also impacts learning disabilities, autism, and mental health services catering for older care users.

### Adults with a Learning Disability and/or Autism

It is estimated, using PANSI (Projecting Adult Needs and Service Information) that in 2020 there were 17,322 adults living in Norfolk who have a learning disability (LD) which is 2% of the Norfolk population. Of the 17,322 it is estimated that 12,594 are aged between 18 and 64 years of age and 4,728 people (1.8% of the Norfolk population) are aged 65 years and above<sup>i</sup>. Of these it is predicted that 3,491 adults have a moderate to severe learning disability; 629 are aged 65 years and above. The locality section of this document provides more detail in support of people with a learning disability.

People with a learning disability are living longer and are more likely to develop

health conditions associated with older age. People with a learning disability are at greater risk of developing dementia as they get older compared with the general population (Cooper, 1997). Kerr (2007) reports that three studies found the following prevalence rates of dementia among people with a learning disability: 13% of people over 50 years of age and 22% of people aged over 65 years of age. For people with Down's syndrome, the risk of developing dementia is significant with a higher estimated prevalence rate of 36.1% of people aged 50-59 and 75% for people over 60 years. (Prasher 1995). We need to grow the number of providers that have the settings and skills to support people with these needs.

PANSI data provides predictions for the number of people with autism living in Norfolk in 2020 as 5,145 people increasing by 3.7% to 5,335 people by 2040. It is therefore important that services supporting people with a learning disability and/or mental ill-health have staff trained to have a good understanding of autism and the approaches required to support people well. The Government has introduced a requirement for Care Quality Commission (CQC) registered service providers to ensure their employees receive mandatory learning disability and autism training, such as the Oliver McGowan training, appropriate to their role. This is to ensure the health and social care workforce has the right skills and knowledge to provide safe, compassionate, and informed care to autistic people and people with a learning disability. This requirement is set out in the [Health and Care Act 2022](#).

## Adults with mental ill-health conditions

Using the 2021 Census population data and applying the estimated prevalence of mental health conditions in people aged over 18 indicates that there are c99,500 people living in Norfolk with common mental health disorders (anxiety and depression). Previous estimates predict that by 2040 the number of people with common mental health problems will have increased to 101,450.

The prevalence of people with anti-social and borderline personality disorders are the next largest cohort with an estimated prevalence of 17,474 people with anti-social and 12,635 people with borderline personality disorders.

The prevalence of people with psychotic disorders is estimated to be 3,675 people.

It is estimated that there are 23,216 people living in Norfolk who are at higher risk of alcohol related health problems and 17,740 people who are dependent on drugs.

## Life Expectancy

Nationally, life expectancy has continued to improve throughout the past few decades. This has been attributed to improvements in public health (such as childhood immunisation), medical advances in treating diseases (such as heart disease and cancer), as well as lifestyle changes (such as a decline in smoking).

This improvement has also been observed locally in Norfolk and Waveney. Life expectancy in Norfolk and Waveney has consistently been higher than the national average for both males and females over time.

However, over the last ten years this improvement had levelled off and, most recently, life expectancy has declined nationally and locally for both males and females (2018-20). For Norfolk and Waveney, life expectancy fell slightly for males to 79.9 years and for females to 83.8 years

Although life expectancy is increasing for people with a **learning disability**, evidence shows that adults with a learning disability will still have a shorter life expectancy than the general public. On average, a female with a learning disability will have an 18-year shorter life expectancy than the general population and 14 years for males.<sup>ii</sup>

## Healthy Life Expectancy

Living a healthy life is as important as living a long life. 'Healthy life expectancy' is the average number of years that a person can expect to live in "full health." Latest data (2018- 2020) shows, on average, that a female in Norfolk would expect to live to approximately 84 years old but have a healthy life expectancy of 63.9 years (Office for Health Improvement and Disparities 2022). This means that a woman spends approximately 24% of her life or 20 years in poor health. Males, in contrast, are expected to live to approximately 80 years, with a healthy life expectancy of 62.9 years, meaning that they spend 21% of their total life or 17 years and 1 month in poor health.

Although females live longer than males, they spend a longer amount of their life in poor health. This is in line with what we see nationally.

## Cause of Death

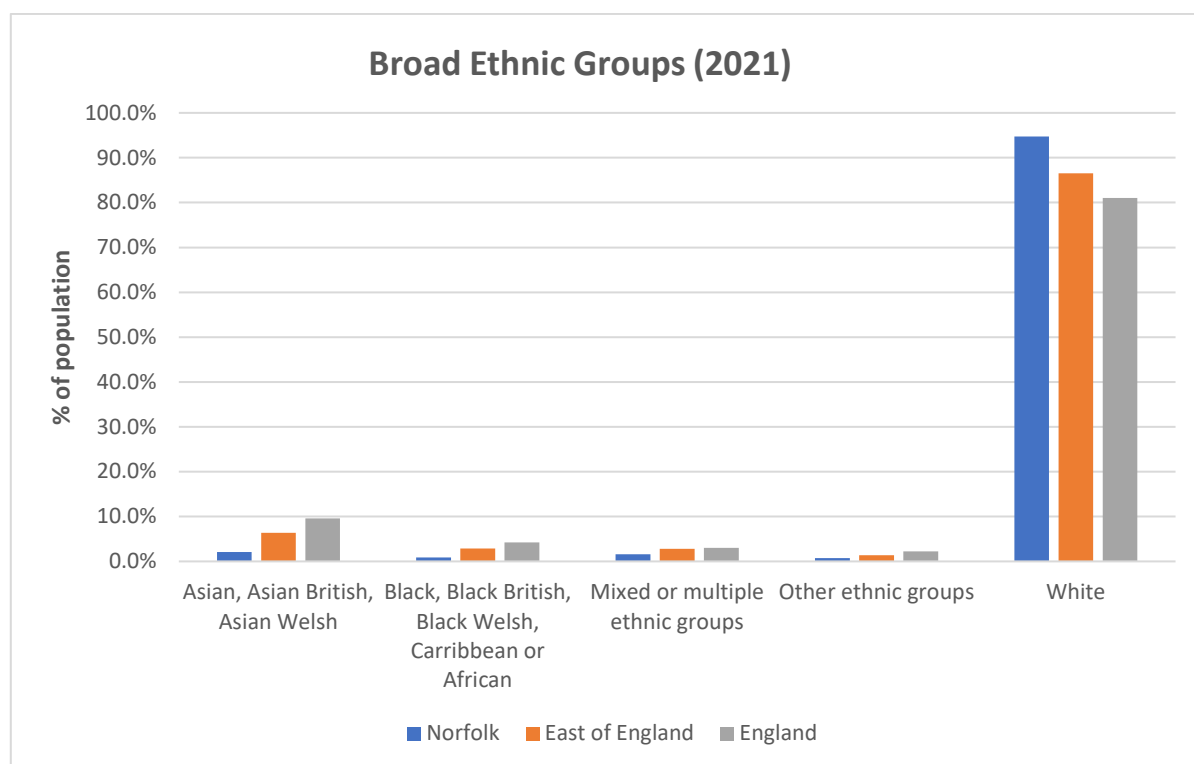
As we are living longer, the leading causes of death are changing. The death rates from heart disease and stroke, once clearly the most common causes of death, have reduced substantially in the last decade. At the same time there has been a doubling of the death rate from conditions associated with extreme old age and frailty such as dementia, which is now the leading cause of death in women.

It is increasingly common for people with a long-term condition to have at least one other condition. The number of co-morbidities increases with age, with older people more likely to have several long-term conditions.

For people with a **learning disability** the main causes of death for adults in England are circulatory diseases, respiratory diseases, and cancer.

## Ethnicity

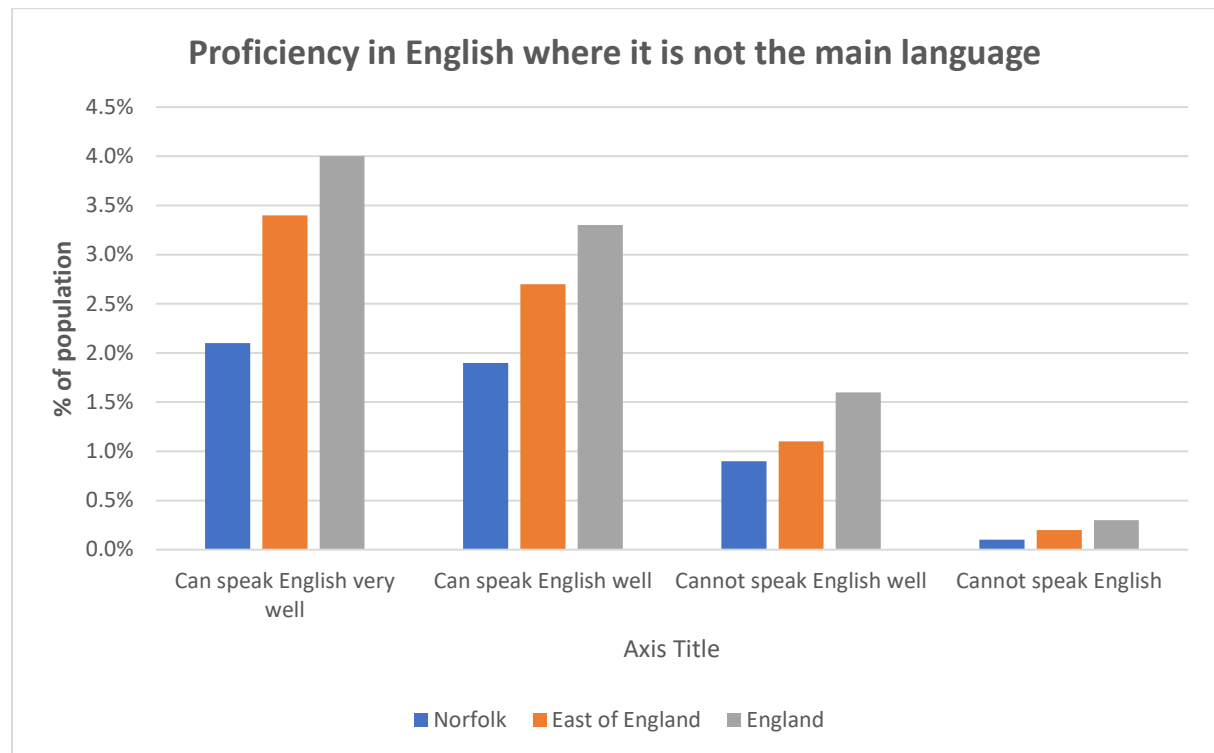
This section displays census data about the number and percentage of people from each ethnic group. The way people describe their ethnic group is based on their culture, family background, identity, or physical appearance.



The difficulties that the adult social care sector is facing in the recruitment and retention of staff has resulted in more staff being recruited internationally. The main countries from which staff are currently being recruited from are from Nepal, India, Sri Lanka, Kenya, Malaysia, and the Philippines. It is essential that there is the right support infrastructure in place to ensure that the experiences of people coming to Norfolk from other countries is good. The recent funding allocated to the East of England to support international recruitment will support the following key initiatives:

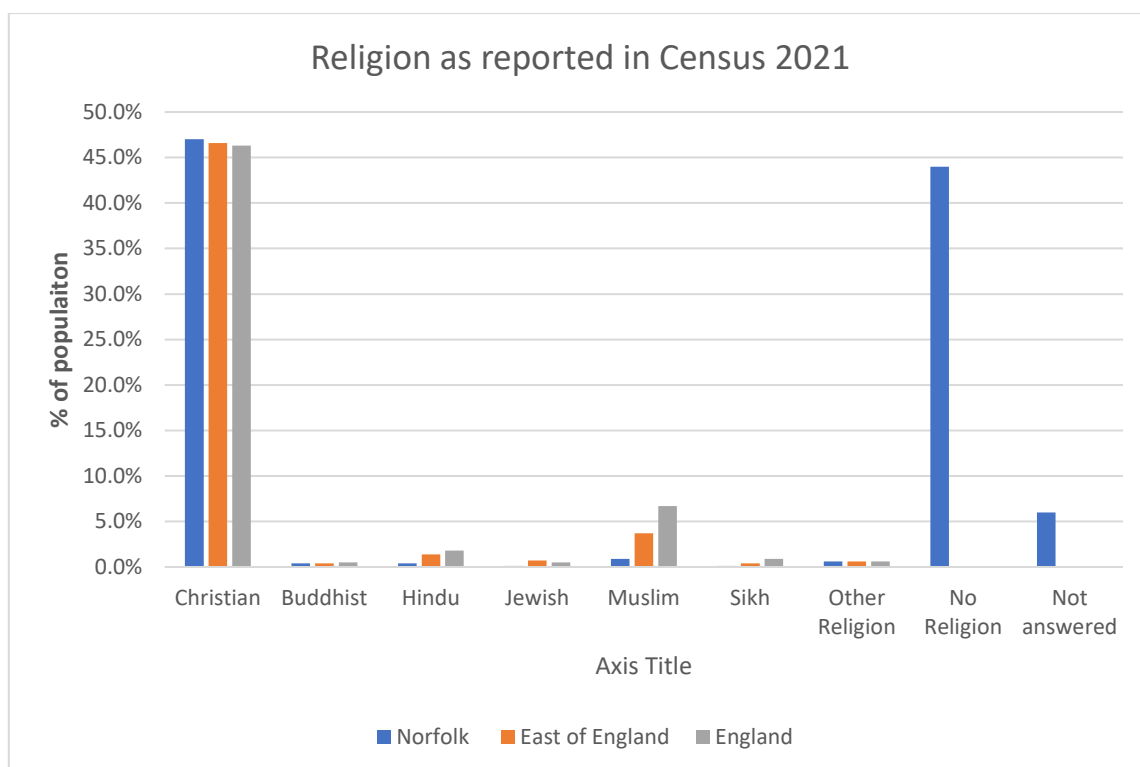
- Advice/guidance/training/webinars to care providers
- Equality diversity & inclusion (EDI) training
- 'Good practice' guidance/protocol for pastoral care
- Agreement regarding minimum standards/competency framework—creating a model with an enhanced Care Certificate
- Specialist advice on immigration, sponsorship, housing etc. issues
- Support to drive safely in the UK/access public transport
- Accommodation support
- Training/coaching for the existing workforce/managers to create welcoming and supportive work environments which embed anti-discriminatory/anti-racist/anti-oppressive practice
- Access to English for Speakers of Other Languages (ESOL)

Language is a key defining characteristic of people's identity. Data on the main languages spoken in an area facilitates the provision of public services, for example, to help identify the need for translation and the interpretation for providing English language lessons. The Census reports 95% of the Norfolk population confirming that English was their main spoken language. The proficiency in English for those whom English is not their main language highlighted:



## Religion

The data below gives an insight into religious affiliation. However, it is important to highlight that this question relates more to identity than to an actual measure of practise or belief.



The religion question within the Census is voluntary; nationally, 94% of usual residents answered the question in 2021, an increase from 92.9% in 2011. For the first time in a census of England and Wales, less than half of the population described themselves as “Christian,” a 13.1%-point decrease from the 2011 Census. Despite this decrease, “Christian” remained the most common response to the religion question with “no religion” being the second most common response, increasing by 12 percentage points to 37.2% from the position reported in the 2011 Census.

# The Challenges we face

## Workforce Challenge

A job in the care market needs to be appealing and held in high regard by society. Key to a properly functioning, high quality and sustainable adult social care market is a workforce that is well trained, professional, caring, appropriately paid with progression opportunities and with satisfaction with both their jobs and employers. The latter point is telling, as many carers who leave caring roles move to different care jobs, indicating greater satisfaction with the caring role than their employer; 64% of staff were recruited from within the adult social care sector during 2021/22 within Norfolk. Where these positive factors do not fully exist, this is manifested in high turnover of staff. Information from the 2021/22 Skills for Care Workforce Minimum Data Set highlights social care staff turnover rates of 41.2% for direct care staff and 50.2% for registered nurses. Vacancy rates for all job roles increased from 6.3% in 2020/21 to 8.5% in 2021/22.

The composition of care workers can provide sustainability issues in the care market, especially if a high percentage of workers are reaching retirement age and the profession is not appealing enough to new workers. The age profile of the adult social care workforce highlights that the average age of workers in this sector is 45 years. The average age varies by type of role with the average age for registered nurses being 50 years, direct care staff 43 years and managers 48 years. The number of workers aged 55 years and above has increased with 26% of direct care staff and 42% of registered nurses aged 55 and over and therefore likely to leave the workforce within the next 5-10 years.

The workforce in Norfolk has been reliant on workers from the European Union although this has reduced since Brexit. In 2020/21, 11% of direct care staff and 28% of registered nurses were recorded as having EU nationality. By 2021/22 this had reduced to 9% for direct care workers but the percentage of EU nurses had remained the same at 28%. The need for international recruitment to plug the current recruitment and retention gaps is seeing an increase in workers from Nepal, India, Sri Lanka, Kenya, Malaysia, and the Philippines.

Most concerning is the percentage of the direct care workforce in Norfolk who hold a relevant social care qualification. Information submitted by providers to Skills for Care shows that in 2021/22, 31% of direct care staff had completed the Care Certificate, 22% were in progress/partially completed and 47% had not started. This is better than the England average where only 40% of the workforce had achieved or were working towards the Care Certificate. It is essential that we work together to showcase social care as a career and to encourage all staff within the sector to take advantage of the training, development and apprenticeship opportunities available to them to advance their career in care.

Well-led continues to be the key domain that providers are failing against with 38% of all services inspected being rated requires improvement or inadequate. This highlights the need to develop strong registered managers within the Norfolk social

care sector. The Council has invested in training programmes that help support registered managers to develop their skills which include the ESF Aspiring Managers Training programme and also the “My Home Life” programme delivered by City of London University.

## Our Ambition to address the challenges identified

In last year’s Market Position Statement we said that to achieve our aim of securing passionate, well trained, supported staff with opportunities for a great career in social care we would:

- Fund a two-year advertising campaign to support recruitment into the sector through TV, radio, social media, and poster advertising. All campaigns signpost people to the Norfolk Care Careers Website.
- Advertise the opportunities for careers in social care and signposting people to [How to Become a Care Worker - Jobs & Careers at Norfolk Care \(norfolkcarecareers.co.uk\)](https://norfolkcarecareers.co.uk) which also provides a free platform for providers to advertise jobs.
- Continue to develop the Norfolk Care Academy, offering candidates an opportunity to join the social care sector, with free training and a guaranteed job interview.
- Offer access to courses such as My Home Life and other accredited leadership qualifications support the development of strong management across the sector.
- Provide access to free training for staff in social care supported by training mentors.
- Grow and further develop the nurse associate programme.

## What did we achieve?

Between 3<sup>rd</sup> October 2021 and 31<sup>st</sup> January 2023, we have:

- Achieved a 20% increase in visitors to Norfolk Care Careers website based on the same period in the previous year.
- Published 1,323 adverts on behalf of adult social care providers
- Enabled 56,174 applications through the website
- Had 42 spaces taken up on recruitment best practice workshops, with 85% of respondents surveyed indication that they would change their approach as a result.
- Developed 8 new care career case studies: increasing awareness of the different settings, roles and value of social care.
- Produced new materials including booklets summarising career pathways
- 20 individuals completed the Care Academy pilot
- Norfolk Care Careers represented at over 40 events to promote careers in social care
- Had had 582 members of the health and social care workforce in Norfolk engaged in a training or mentoring intervention with Developing Skills in Health and Social Care (DSHSC) between April 2022 and March 2023.



- A team of 7 mentors based in Norfolk are employed by DSHSC, which is co-funded by the European Social Fund and Norfolk and Suffolk County Councils.
- Mentors have also supported recruitment activities across Norfolk by being present at face-to-face events to promote the training and skills development opportunities available to the workforce.

## Quality Challenge

Service quality continues to be a significant concern within Norfolk. Norfolk has the lowest care quality in the Eastern Region and is one of the lowest nationally. Our aim is for at least 85% of all services to be rated “good” or “outstanding” by 2024.

The position reported on 31/03/2023 highlights the following:

### ***All user groups***

Service category	% of services rated “good” or “outstanding”			
	Norfolk	East of England	Similar local authorities (family group)	England
All services	69.8%	82.2%	83.6%	83.2%
Home Support	77.4%	86.0%	88.6%	85.8%
Residential	66.4%	79.5%	81.8%	82.7%
Nursing	67.8%	78.0%	78.2%	78.1%

The above table shows how Norfolk services are performing against all comparator groups. The most relevant comparison being those local authorities that are identified as “family group” as these are the most similar in geography, demographics etc.

However, when the above ratings are analysed into services registered for older people and services registered for people with a learning disability, mental health, and physical disabilities without older people, it can be seen that there are fewer services rated good and outstanding in working age adult provision than for older adults.

### ***Services registered for older people***

Service category	% of services rated “good” or “outstanding”			
	Norfolk	East of England	Similar local authorities (family group)	England
All services	71.9%	81.5%	82.5%	82.1%
Home Support	76.4%	85.4%	88.0%	85.3%
Residential	71.0%	78.1%	79.7%	80.5%
Nursing	64.8%	77.1%	77.7%	77.8%

**Services registered for Learning Disabilities and/or mental health, or physical/sensory disabilities without older people**

Service category	% of services rated “good” or “outstanding”			
	Norfolk	East of England	Similar local authorities (family group)	England
All services	68.7%	83.5%	85.5%	84.4%
Home Support	73.4%	85.9%	88.9%	85.9%
Residential	66.2%	80.8%	83.1%	84.4%
Nursing	63.2%	80.5%	81.0%	76.0%

The quality of nursing care appears to be an issue for most local authorities with the percentage of good and outstanding being lower in all comparator groups than other registered provision. This could be due to the difficulties of recruiting and retaining nurses. Skills for Care reports that during 2021/22, there was a turnover rate of 50.2% for registered nurses in Norfolk. The vacancy rate for nurses reported in 2021/22 was 11.5% which was 50 posts. Most recruitment for nurses is from within the adult social care sector 63%. A transient workforce means that staff will not be gaining the training and qualifications to deliver the qualitative service required. This is also applicable to direct care staff.

Well-led and safe continue to be the key domains that providers are failing against with 38% of all services inspected being rated requires improvement or inadequate in “well-led” and 33% in “safe”.

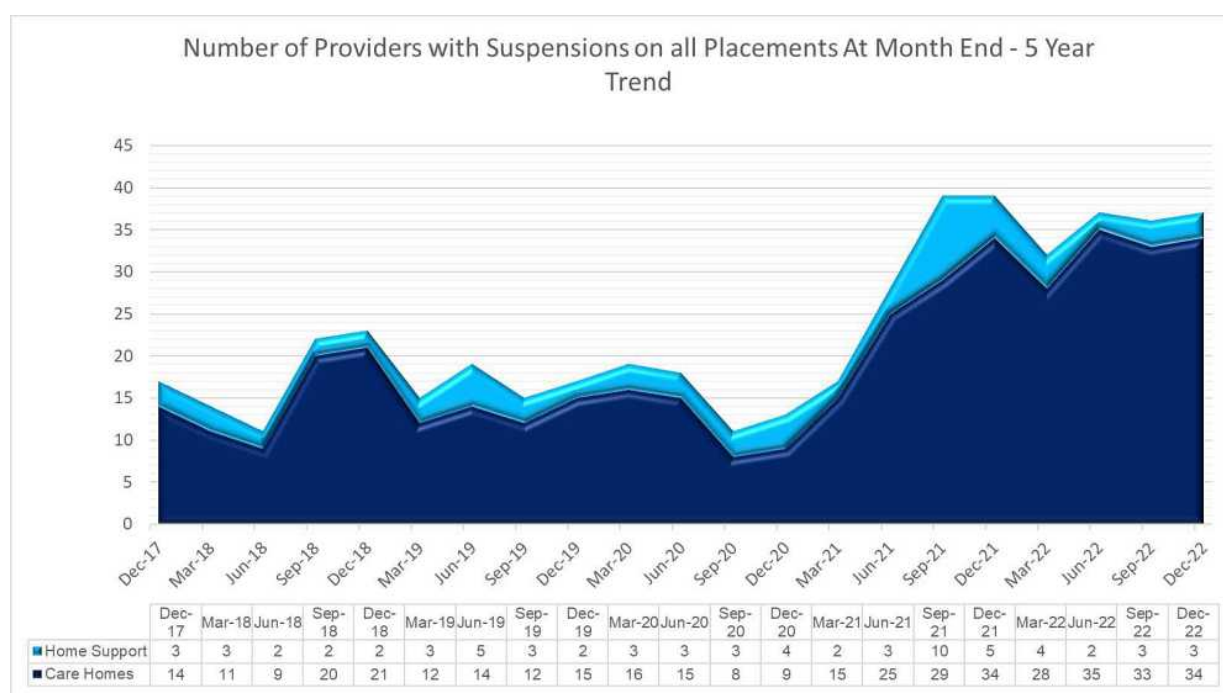
### Services with restrictions on admission/new referrals

A review of services with restrictions as at 4 April 2023 highlights that there are currently 70 services that are subject to restrictions accounting for 9.4% of all registered services. Restrictions can range from a need to consult before placement to no new placements allowed. The impact of restrictions by service type varies massively with c31% of WAA care home services, c8% of older adult care homes, c1% of supported living services, c8% home care services and c1% of day services have some form of restriction. Details of the types of restrictions by service type are detailed below:

- **Working age adult residential care services:**
  - 10** homes have a ‘contact Quality Assurance team prior to placing new people’ restriction – affecting **90** registered beds.
  - 3** homes have a ‘restriction on the number of placements’ that can be made each month – affecting **57** registered beds.
  - 27** homes have a ‘no new placements’ restriction – affecting **159** registered beds.
- **Working age adult nursing home services:**
  - 1** home has a ‘restriction on the number of placements’ that can be made each month – affecting **32** beds.
  - 2** homes have a ‘no new placements’ restriction – affecting **71** registered beds.

- **Older adult residential care**  
3 homes have a 'restriction on the number of placements' that can be made each month – affecting **141** registered beds.  
7 homes have a 'no new placements' restriction – affecting **196** registered beds.
- **Older adult nursing care**  
1 home has a 'restriction on the number of placements' that can be made each month – affecting **29** registered beds.  
5 homes have a 'no new placements' restriction – affecting **287** registered beds.
- **Supported Living**  
1 service has a 'contact IQS before placing' restriction – affecting **6** registered tenancies.  
1 service has a 'no new placements' restriction – affecting **3** registered tenancies.
- **Shared Lives**  
1 service has a 'contact IQS before placing' restriction
- **Home Care**  
2 services have a 'restriction on the number of placements' that can be made each month.  
5 services have a 'no new placements' restriction.
- **Day services**  
1 service has a 'contact IQS before placing' restriction.

The graph below shows the five-year trend on restrictions (suspensions). The light blue section depicts home support services, and the dark blue depicts care homes. As can be seen there has been an increase in the number of providers with some type of restriction from June 2021, which will correlate to the creation of the Integrated Quality Service.



## Our ambition to address the quality challenges identified

In last year's Market Position Statement, we said that to achieve our aim of at least 85% of regulated services in Norfolk being rated good or outstanding we would:

- Engage people who use services (Experts by Experience) in our reviews of service quality.
- Develop and implement a system wide strategic framework for care quality improvement across Norfolk - with a focus on system wide drivers including individual, family and carer feedback; provider led change; workforce; commissioning and contract management; quality monitoring and improvement; health services to support care provision and operational measures.
- Identify further key themes relating to poor quality, share these with providers and support them to achieve the improvements required. Market Position Statement 2022-23
- To review and amend processes and procedures that directly impact upon provider quality.
- Implement our Improvement & Escalation Policy
- Achieve ambitious KPIs for published PAMMS and QMV audits

## What did we achieve?

### **We have:**

- Worked with our partners within the ICS to develop a wide-ranging programme to drive care quality improvement in Norfolk. New tools: support model, approaches and engagement are being rolled out as part of the programme to deliver change, oversee progress, and improve data.
- NorCA is leading work to increase shared learning from outstanding and good providers and to support the focus on best practice.
- Initial research has been completed on delegated health tasks with next steps to deliver new protocols for Norfolk.
- Healthwatch Norfolk has launched engagement to get people views on how they provide feedback about the care they receive and how this could be improved in the future. The next steps will be to increase the level of feedback about social care we receive and ensure this is reviewed and used to steer actions.
- The Quality Improvement and Escalation Policy has been implemented and is being used to ensure a consistent approach to the work of IQS, support to achieve quality improvement and where needed contractual measures.
- The development work has been completed to enable experts by experience to support the reviews of service quality. The pilot is being launched this spring.
- The work of IQS is continuing to develop, with data starting to be available show the progress following PAMMS re-inspections for some care provision. This demonstrates how the work of IQS is supporting more providers with improving their ratings.

**In addition to the above the following was also delivered or is in train:**

- The Integrated Quality Service has worked with providers supporting people experiencing domestic abuse and has developed and rolled out a review process to audit care quality in these settings.
- The team continues to work with partners across health and with Norfolk and Suffolk Care Support and NorCA to ensure new legislation, best practice and policy is communicated to care providers across Norfolk.

## Market Sustainability

The current adult social care market in Norfolk is unstable with higher than usual providers identified as being at risk of failure or no longer wanting to supply services in Norfolk. We are particularly concerned about learning disability residential and older people nursing home services as these are seen as the two most at risk sectors. In addition, older people day services have struggled to recover from Covid –19 with low levels of new referrals.

Norfolk has a lot of care homes that are old, converted properties or purpose built that were built pre 1980 and not all of these are considered suitable to meet the higher acuity of needs now presenting. For example, some of the purpose-built homes that were built before 1980 have small room sizes which are not large enough to house hoists etc required to manage higher acuity of needs. Despite this Norfolk does still appear to be a place where providers, particularly providers of older adult care home services, want to invest. Analysis of the net change in CQC registered services during the 12 months March 2022 to end February 2023 highlights the following:

- A net increase of three care homes delivering care to older people with a net increase of 237 registered beds.
- A net reduction of five care homes delivering care to working age adults (people with mental ill-health, learning disability and physical disabilities) resulting in a net reduction of 138 registered beds.
- A net increase of five home care services registered to deliver care to older people
- A net decrease of one service registered to deliver care to working age adults.

Covid-19 has had a massive impact on the sustainability of the market particularly in relation to the older adult care home and day service sectors both of which are experiencing lower levels of demand, with the resultant negative impact on individual providers and the market overall.

The shift to people choosing to be supported at home, means that in the future, care providers will need to predominantly be for people with more complex needs and for residential providers, the physical limitations, such as small rooms unable to accommodate equipment and premises with limited access to upper floors will be

challenges to meeting complex needs. There are similar challenges for providers of day services.

We know we need to work with providers to shape the market, accordingly, being clear in what we want to commission to enable providers to undertake their business planning.

Residential services for working age adults appears to be very unstable. As can be seen above, there was a net decrease of five working age adult care homes between March 2022 and February 2023 which accounted for 138 beds closing. Although there are new residential and supported living services in the pipeline, the new capacity is insufficient to meet the current identified demand. The life expectancy of people with a learning disability is increasing and people are experiencing more of the health conditions associated with old age. As a Council we would like to explore opportunities to work with older adult residential providers to build their skills and expertise to support older people with a learning disability in older adult care homes.

## Financial Forecasting

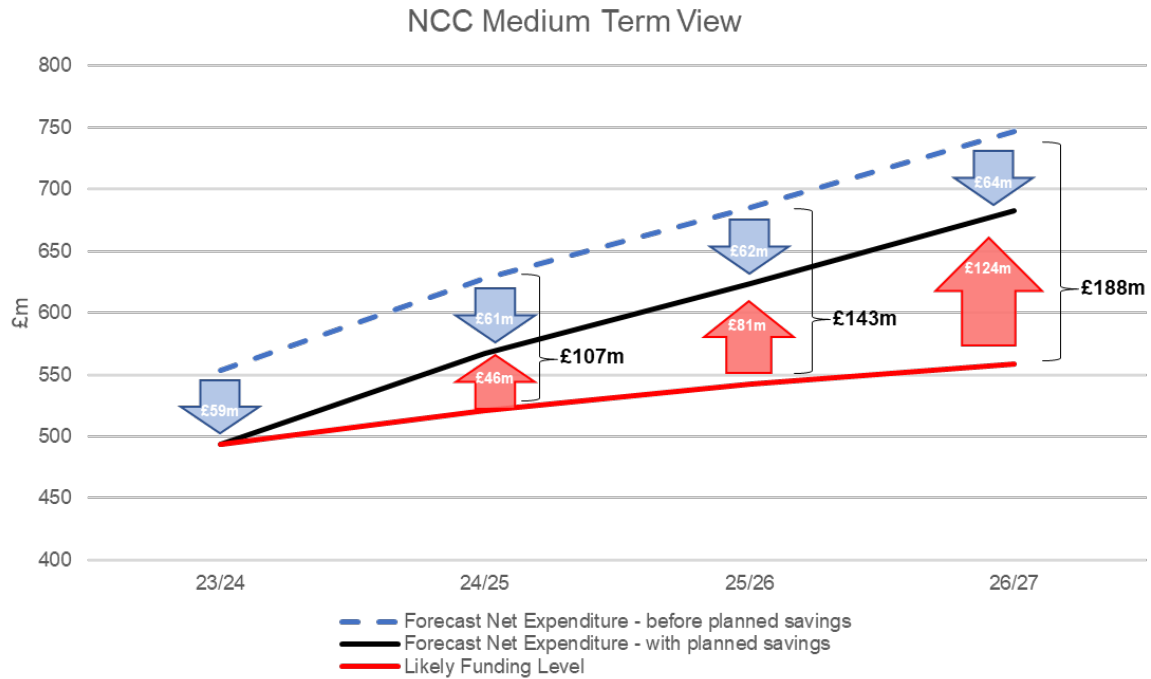
### Current Spend

Norfolk County Council invested more than £395m (gross) during 2022/23 in commissioning Adult Social Care services from hundreds of independent and council owned businesses that make up Norfolk's Care Market. In addition to our investment, both our health partners and private self-funding individuals purchase services from these businesses as part of a local care economy.

The Council's 2023/24 budget includes a general council tax increase of 2.99% and a 2% increase in the Adult Social Care Precept. For 2023/24, the Council made £30m available to Adult Social Care to support the annual uplift. This is the highest uplift that has been offered by the Council, recognising the current inflationary pressures being faced by the sector, but it is recognised that this is in the face of unprecedented financial challenges for providers.

### Financial Outlook

Like many Local Authorities, our Council continues to face financial challenges driven by increases in the demand for our services and rising costs associated with delivering these services, set against a backdrop of static funding levels. The financial challenges being faced by the Council requires substantial savings of £59.7m to be delivered by Norfolk County Council during 2023/24, of which £29m is to be delivered from within adult social care. Over the medium term this potential funding gap increases to nearly £188m and therefore we face a certainty of future Adult Social Care savings, on top of sustaining the £80m+ delivered over the last seven years.



## Impact of the Social Care Reform

Implementation of the Adult Social Care Charging Reform has been delayed until October 2025. The work undertaken with providers during 2022/23 has, however, provided a wealth of information that helps to inform the current gaps between Council average fee rates paid and the median rates calculated as part of the fair cost of care and the wider challenges that are impacting on market sustainability.

In last year's market position statement, the Council said that it would:

- Move towards paying a fair cost of care for services commissioned.
- Develop the Market Sustainability Plan detailing how, and over what time frame, we will move to paying the fair cost of care as calculated via the review process.
- Secure the capacity needed to support the expected increase in assessments needed relating to the take up of section 18(3) of the Care Act 2014.

### What did we achieve?

In collaboration with providers, we have

- Produced and have published the fair cost of care reports for older adult care homes and 18+ domiciliary care services.
- Produced and published the Market Sustainability Plan for Norfolk.
- Work has been done to understand the level of self-funders and the assessment capacity needed once the Charging Reform is implemented.



## What have we not been able to achieve?

- The delay in implementation of Social Care Reform resulted in resources previously earmarked to support the Charging Reform being allocated as part of the Social Care Grant. This meant that as a Council, other market sector priorities needed to be considered not just those relating to older adult care home and 18+ domiciliary care provision. This means that we have not been able to move further towards the median rates calculated through the most recent national fair cost of care for 2023/24 for older adult care homes.

## Next steps

- The Council is committed to moving towards paying the median cost of care within Government's timescales and within the funding afforded to the Council for this specific purpose.

# Locality Based Information

## District populations

The 2021 Census highlighted the following population changes that will impact on the availability of workforce. The table below details the percentage of the population that is of working age and those ages 65 years and above. It also shows how the population has changed since the 2011 census.

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



Population projection 65+ years of age using 2021 census population and estimated growth from POPPI (Projecting Older People Population Information System)

Place	2021	2025	% Change from 2021	2030	% Change from 2021	2040	% Change from 2021
Breckland	35,301	38,831	10%	43,773	24.00%	50,833	44%
Broadland	34,070	36,796	8%	40,543	19.00%	45,654	34%
Great Yarmouth	23,937	25,852	8%	28,485	19.00%	32,076	34%
Kings Lynn and West Norfolk	39,936	42,732	7%	46,326	16.00%	51,917	30%
North Norfolk	34,500	37,605	9%	41,055	19.00%	46,230	34%
Norwich	21,509	22,800	6%	24,305	13.00%	27,747	29%
South Norfolk	34,511	38,307	11%	42,794	24.00%	49,696	44%

The 2021 census data highlighted that North Norfolk had the highest percentage of people aged over 65 years of age (34%). However, the above tables show that Breckland and South Norfolk have the largest percentage increases in the 65+ population with this group of the Norfolk population expected to increase by 44% from the 2021 position by 2040.

### Learning Disability population projections by locality

It was estimated that in 2020 there were 17,322 people aged 18 years and above with a learning disability and that 27% of this population is aged 65 years and above. By 2040 it is estimated that 33% of the learning disability population will be aged 65 years and above highlighting that people with a learning disability are living longer, with 4% of the 2020 population estimated to be 85+ increasing to 6% of the population by 2040. Not all people with a learning disability will be in receipt of services. The following table details the numbers of people living in Norfolk who are predicted to have moderate or severe learning disability.

People aged 18 years and above predicted to have a moderate or severe learning disability meaning that they are more likely to be in receipt of services

Locality	2020	2025	2030	2035	2040
Breckland	534	550	570	588	599
Broadland	496	511	530	542	552
Great Yarmouth & Waveney	374	378	385	391	394
Kings Lynn and West Norfolk	566	567	575	580	583
North Norfolk	392	399	410	417	424
Norwich	597	608	629	642	644
South Norfolk	532	566	600	626	644
Total Norfolk	3,491	3,579	3,699	3,786	3,840

18% of the population estimated to have moderate or severe learning disability is aged 65 years and above; this increases to 21% of the population by 2040. The number of people with moderate or severe learning disability aged 85 years and above was predicted to be 2% in 2020 and estimated to be 3% in 2040.

#### Adults aged 18-64 years predicted to have Downs Syndrome

Locality	2020	2025	2030	2035	2040
Breckland	49	50	51	51	52
Broadland	46	47	47	47	48
Great Yarmouth & Waveney	35	35	34	34	34
Kings Lynn and West Norfolk	52	51	50	50	50
North Norfolk	34	34	34	33	34
Norwich	59	60	61	62	62
South Norfolk	49	52	54	56	57
Total Norfolk	324	329	331	333	337

People with a learning disability and those with Downs Syndrome have a much higher likelihood of developing dementia than the general public. It is therefore important that with people living longer, services adapt to be able to meet the needs of people with dementia who also have a learning disability or Downs Syndrome.

#### Dementia population projections by locality

Locality	2020	2025	2030	2035	2040
Breckland	2,580	2,906	3,320	3,752	4,177
Broadland	2,493	2,841	3,212	3,556	3,908
Great Yarmouth	1,721	1,935	2,195	2,483	2,666
Kings Lynn and West Norfolk	2,808	3,068	3,426	3,813	4,082
North Norfolk	2,585	2,845	3,236	3,594	3,948
Norwich	1,638	1,731	1,893	2,131	2,335
South Norfolk	2,496	2,874	3,297	3,744	4,153
Total Norfolk	16,321	18,200	20,579	23,073	25,269

Data source: POPPI (Projecting Older People Population Information System)

The above highlights that the number of people with dementia in Norfolk is predicted to increase by c55% between 2020 and 2040.

Research by the Alzheimer's Society (2020) and by Wittenberg (2019) estimate that the proportion of people with mild, moderate, and severe dementia is 14%, 28% and 58% respectively

### Predicted number of people by locality with severe dementia

Locality	2020	2025	2030	2035	2040
Breckland	1,496	1,685	1,926	2,176	2,423
Broadland	1,446	1,648	1,863	2,062	2,267
Great Yarmouth	998	1,122	1,273	1,440	1,546
Kings Lynn and West Norfolk	1,629	1,779	1,987	2,212	2,368
North Norfolk	1,499	1,650	1,877	2,085	2,290
Norwich	950	1,004	1,098	1,236	1,354
South Norfolk	1,448	1,667	1,912	2,172	2,409
<b>Total Norfolk</b>	<b>9,466</b>	<b>10,556</b>	<b>11,936</b>	<b>13,382</b>	<b>14,656</b>

### Predicted number of people by locality with moderate dementia

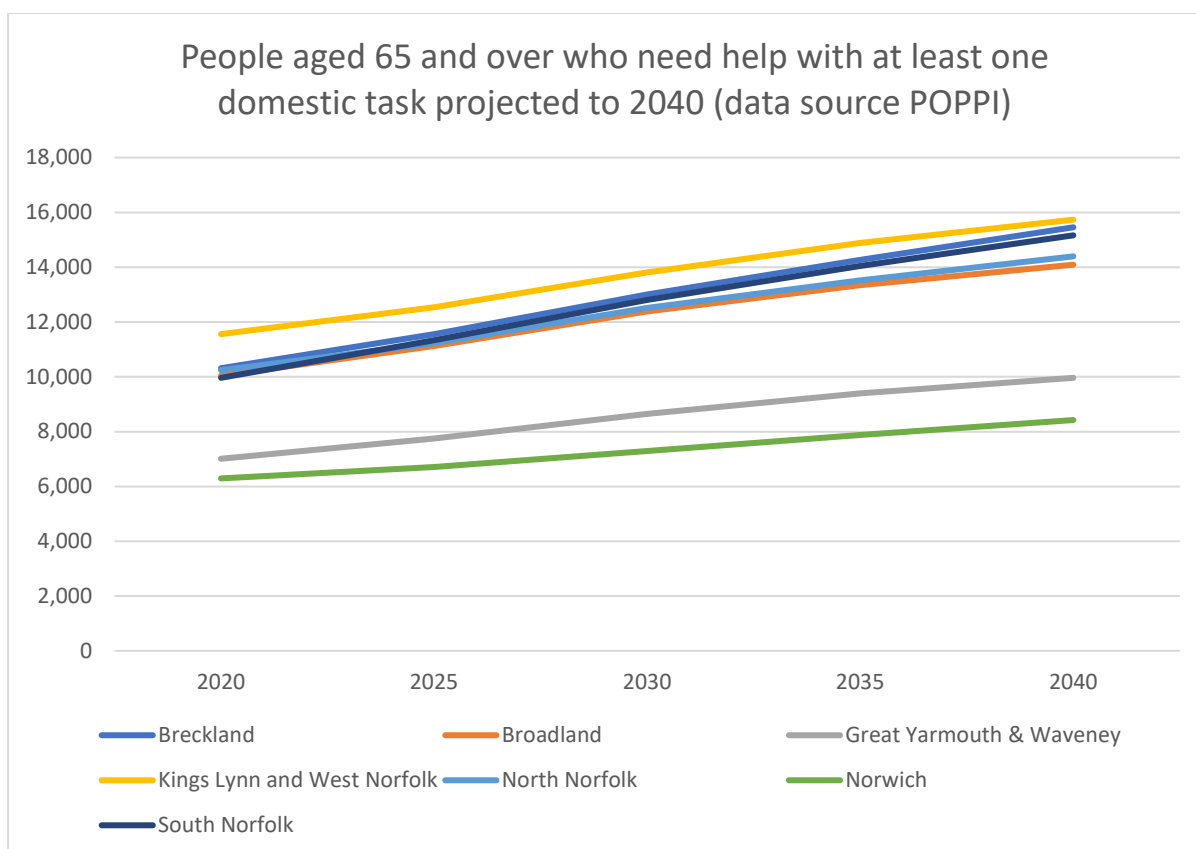
Locality	2020	2025	2030	2035	2040
Breckland	722	814	930	1,051	1,170
Broadland	698	795	899	996	1,094
Great Yarmouth	482	542	615	695	746
Kings Lynn and West Norfolk	786	859	959	1,068	1,143
North Norfolk	724	797	906	1,006	1,105
Norwich	459	485	530	597	654
South Norfolk	699	805	923	1,048	1,163
<b>Total Norfolk</b>	<b>4,570</b>	<b>5,096</b>	<b>5,762</b>	<b>6,460</b>	<b>7,075</b>

### People aged 65 and over who need help with at least one domestic task

The Health Survey for England 2016: Social care for older adults asked people aged 65 years and above if they needed help with at least one domestic task:

- Doing routine housework or laundry
- Shopping for food
- Getting out of the house
- Doing paperwork or paying bills

The prevalence rates from the survey have been applied to Office for National Statistics population projections of the 65 and over population to give estimated numbers predicted to need help with at least one task.



The majority of this support will be provided by unpaid carers (family or friends) and as the table shows our reliance on unpaid carers will continue to increase. It is estimated that c11% of the people estimated as requiring support with at least one domestic task will have support needs that require support from home care services commissioned by the council or by people as private funders.

## District workforce challenges

### Residential and nursing home services

The vacancy levels for social care workers within residential and nursing homes varies across the county. The highest levels are North Norfolk (8.5%) and Norwich (6.8%). There are also difficulties with the recruitment of managers in the East and North Norfolk and for registered nurse roles in Norwich (14.3%). Staff turnover rates also vary by locality with some areas facing significant challenges, in particular, Dereham, Thetford and Watton. Turnover rates significantly impact of quality with loss of continuity of care and experience and higher and on costs associated with higher recruitment, on-boarding, and induction.

### Home support services

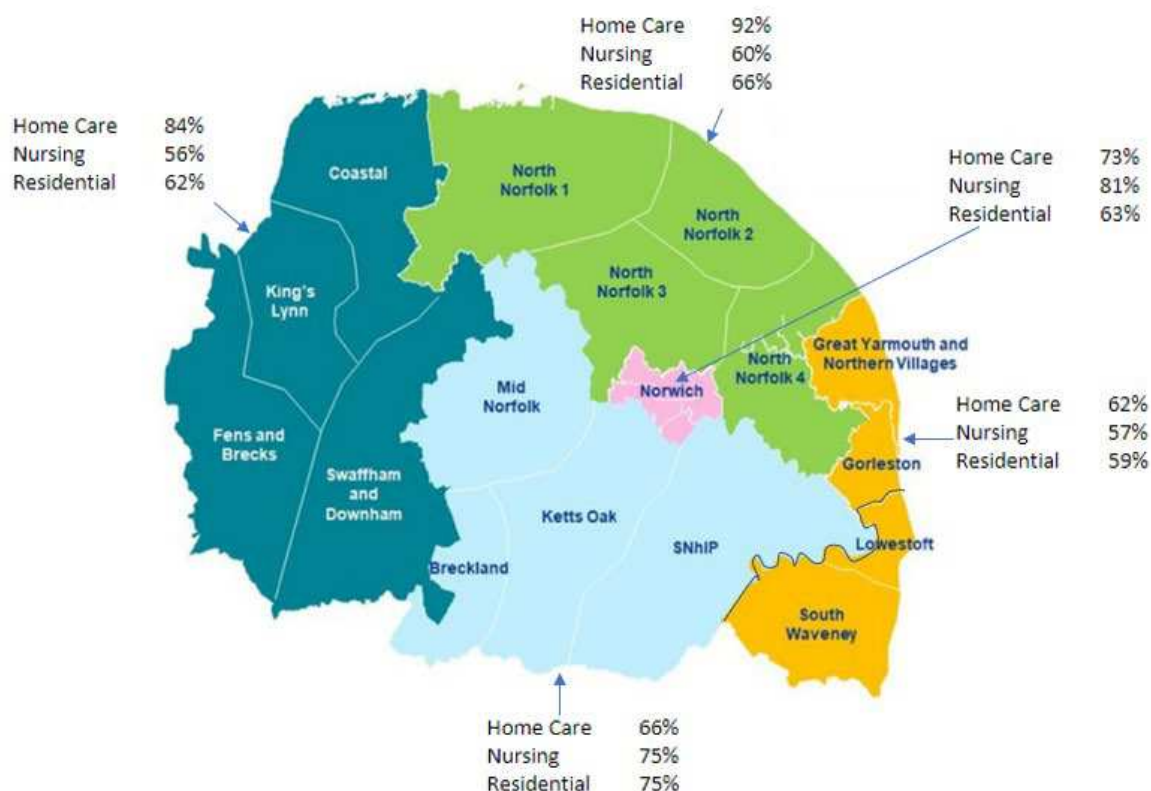
Workforce shortages within the care at home sector (domiciliary care) are the most

significant factor affecting the sustainability of services within this sector. The latest estimate of home care vacancies in Norfolk is at least 12% (2022) which is an increase from the 2021 position of 8.6%. Vacancies across all roles are acute in certain geographic locations within domiciliary care; those being Gorleston and Great Yarmouth (7.7%); Attleborough, Diss, Loddon and Wymondham (8.2%); Dereham, Thetford and Watton (14.9%); and Downham Market and Swaffham (15.6%). Norwich also reported high levels of vacancies in managerial roles at 18.2%. This is coupled with above average sector turnover rates presented in geographic areas – those being Acle, Aylsham and Wroxham (36.4%), Dereham, Thetford and Watton (52.4%) and Downham Market and Swaffham (42.1%) impacting continuity and quality of care and financial costs of induction. (Data source – Skills for Care CQC non-residential, all job roles)

## District level service quality ratings

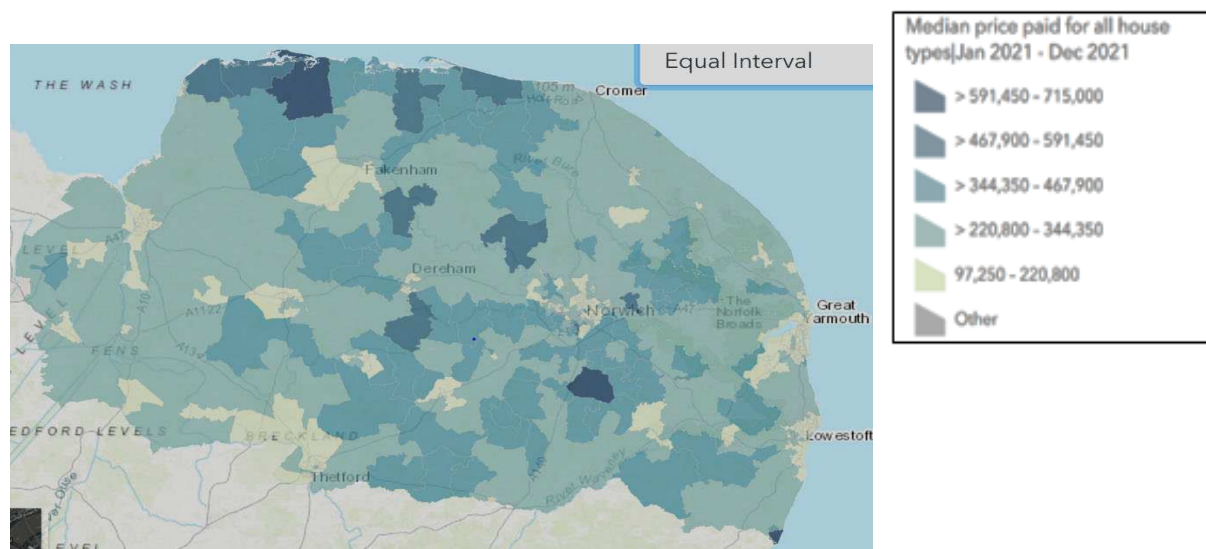
The map below details the variation in quality-of-care provision across Norfolk. There is no area that has good quality in all service types. North Norfolk, South Norfolk and Norwich have the highest service ratings overall with North Norfolk particularly strong in-home support services (92% rated good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

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



## Land and property prices

Disproportionately high-cost housing and land values in some areas of the county also have an impact and make it difficult to recruit and retain staff as they cannot afford to buy or rent in these areas. The map below details average property prices across Norfolk. Median price for all house types is detailed in the legend to the right of the map. This affects staffing availability for all types of care and operational costs for residential based care.



source: [Housing and households - Map explorer - Norfolk Insight](#)

Area	Affordability Ratio	<p>The higher the ratio the less affordable land and property within the area is.</p> <p>Source ONS Housing Affordability Statistical Bulletin, March 2022.</p>
England	9.05	
Norfolk	8.85	
Breckland	9.40	
Broadland	9.08	
Great Yarmouth	6.74	
Kings Lynn and West Norfolk	8.90	
North Norfolk	11.40	
Norwich	7.12	
South Norfolk	9.05	

Around 30% of households in Norfolk rent their homes. Of these households, 53% rent from a private landlord and 47% from social housing providers or the local authority.

The Norfolk Office of Data and Analytics (NODA) briefing note on Housing Market Projections published June 2022 highlighted the following key findings:

- Average house price in Norfolk (all property types) £280,000
- Since April 2021 house prices in the East of England are reported to have increased by 11.9%.
- Over the next five years, house prices are expected to increase by between 3.2% and 4% per year.
- Rents are anticipated to rise over 5% a year over the next 5 years.

Therefore, it is difficult to deliver social care in some areas of Norfolk to meet needs. The location of services in more rural areas are difficult for staff to get to especially if they rely on public transport. This has resulted in some providers buying properties in the most rural areas to rent to staff or to make specific arrangements for transport of staff.



# Benchmarking and Insight

## Financial Forecasting

The financial challenge section details the current gap between the expected funding streams for the Council and the estimated expenditure were we to continue to commission services in the same way.

To address these gaps several strategic transformation projects are in train which will help to identify opportunities to re-shape the market to ensure that we deliver services in the best way to secure best value for the system. The realignment of resources to achieve the key aims set out in this document will continue to be the main focus for commissioners. The main transformation projects continuing, or being progressed, during 2023/24 are:

- **Connecting Communities** to unlock the potential and opportunity of the VCSE in supporting the care market and supporting people's needs at the right time.
- **The strategic review of home care services** – a review of the current models for commissioning and delivery of home care services within Norfolk.
- **The Collaborative Care Market Review project** – which is reviewing the current arrangements for commissioning and contracting Funded Nursing Care and Continuing Health Care with a view to delivering closer alignment across nursing provision.
- **Day services strategic review** – reviewing service demand and looking at the most effective service models and approaches for people to access the care and support that they need to remain living at home for longer.
- **The transformation and integration of learning disability and autism commissioning**, with the ambition of delivering a pooled budget to better meet some of the needs of the learning disabled and autistic population.
- **Redeveloping the working age adult residential sector**, to provide greater sustainability, a reduction in bureaucracy and improvements in quality.
- **Working with the National Development Team for Inclusion (NDTi) to deliver small supports** in partnership with the Local Government Association (LGA) and the National Health Service Executive (NHSE), to create more locally based provision to support people with complex needs arising from their learning disability and/or autism.
- **Continued transformation of day services for learning disability, to drive enabling opportunities such as, work, training, and employment.** To promote the independence and achievement in activities of daily living and provide high quality care and support to those with the most complex needs.

Further details of these transformation projects are included in the market analysis sections. All of these projects are being delivered in co-production with providers, people accessing services and other key stakeholders.



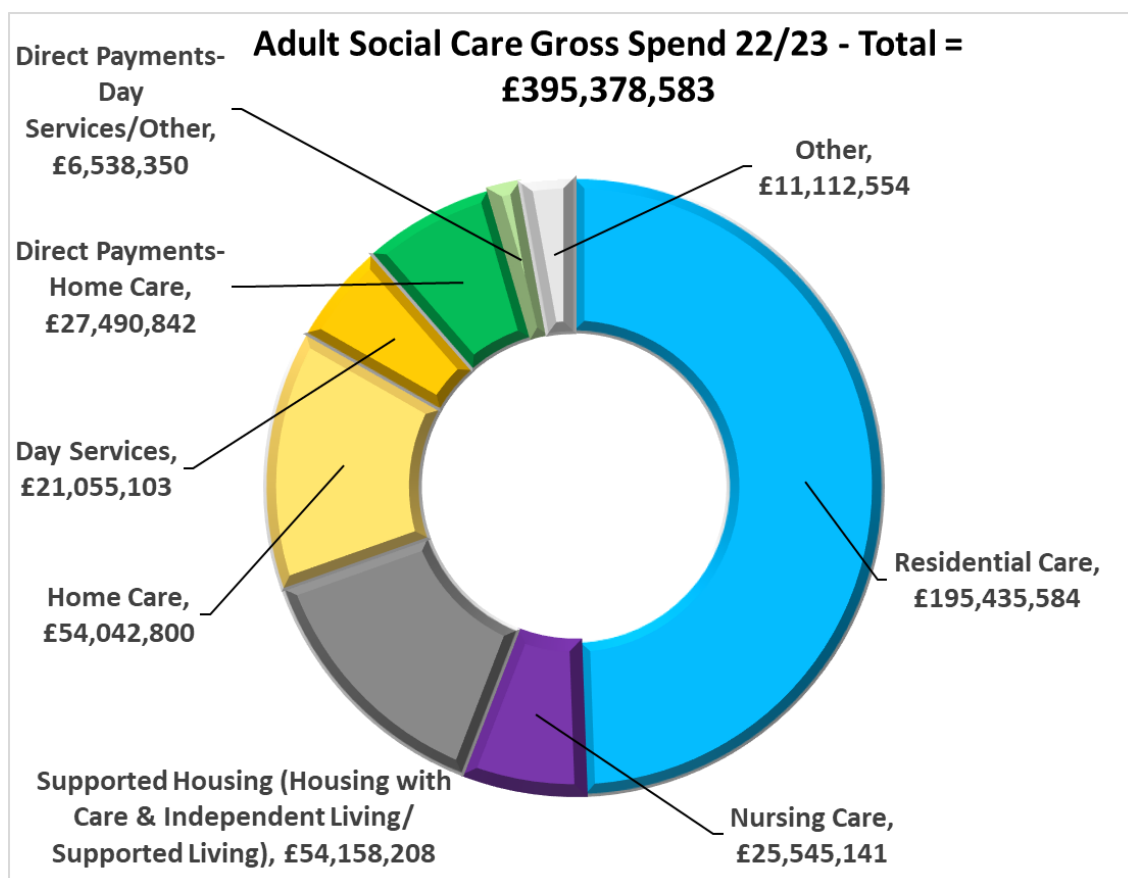
## Future risks

- Provider failure and market stability – financial viability of providers, the challenges that providers are facing relating to the recruitment and retention of the workforce and higher than predicted, and funded, inflation over the short to medium term.
- Social Care Reform – the current uncertainty on the level of funding that will be available to support implementation of the Charging Reform element of the Social Care Reform.

## How does the Council spend the money allocated for adult social care?

The pie chart below details the gross spend (before income is netted off) for adult social care and how this is split across the different service areas. This shows that gross spend at the end of 2022/23 is £395m.

The majority of spend is on residential care £195m, home care £54m and supported housing £54m.



## Benchmarking

### New requests:

During 2021/22 there was a slight increase in the number of new requests compared with the previous year. The number of new requests in 2021/22 was 41,665 compared with 41,410 in 2020/21. This comprised a small increase in the number of new requests from the 18-64 cohort from 12,005 in 2020/21 to 12,835 in 2021/22. For older adults there was a small decrease in the number of requests from 29,405 in 2020/21 down to 28,820 in 2021/22.

### Adult Social Care Outcomes Framework (ASCOF)

ASCOF is used both locally, regionally, and nationally to measure progress against key priorities and strengthen transparency and accountability. Importantly, it measures how well care and support services achieve the outcomes that matter most to people and to identify the priorities for making improvements. Local Authorities can use ASCOF to inform commissioning models, to inform strategic planning and the leadership role for local authorities.

Measure	Norfolk	Latest update	Norfolk 21/22	Norfolk 20/21	Eng. 20/21	East of Eng. 21/22	How well are we doing?
Proportion of people accessing long-term support at the year end who were receiving a direct payment	24.9%	Jan. 2023	25.3%	24.4%	25.5%	25.5%	We are seeing a downwards trajectory relating to this target.
Proportion of carers receiving carer-specific services in year who received a direct payment	48.7%	Jan. 2023	53.8%	94.9%	71.2%	77.6%	This measure has continued to reduce significantly since 2020/21. We outsource work with carers to a 3 <sup>rd</sup> party and are successfully reaching significantly more carers in a more preventative way. The commissioned provider currently submits data via spreadsheet which impacts the %

Measure	Norfolk	Latest update	Norfolk 21/22	Norfolk 20/21	Eng. 20/21	East of Eng. 21/22	How well are we doing?
Proportion of adults with a learning disability in paid employment	2.52%	March 2023	3.7%	4.6%	5.2%	4.8%	The March 2023 position is significantly lower than the previous years, and lower than both the regional and national average.
Proportion of people with a learning disability who live in their own home or with their family	76%	Jan. 2023	75.6%	74.5%	73.3%	78.8%	Higher than the previous year and the current regional average. Slightly lower than the national average.
Proportion of adults of working age with secondary mental health needs living independently	42%		42%	71%	39%	26%	Significantly lower than the previous year, but higher than both the regional and national average.
Long term support needs of working age adults (18-64) met by admission to residential and nursing care homes, per 100,000 population	17	March 2023	24.2	16.1	11.9	13.9	Lower than the previous year, but still significantly above both the regional and national scores. Aiming for a lower score
Long term support needs of older adults (65+) met by admission to residential and nursing care homes, per 100,000 population	505.01	March 2023	574.2	553.8	467.9	538.5	The March 2023 position has improved and although this is above the East of Eng. average it is below the England average and is a considerable improvement on the 2021/22 position.

Measure	Norfolk	Latest update	Norfolk 21/22	Norfolk 20/21	Eng. 20/21	East of Eng. 20/21	How well are we doing?
Proportion of older adults (65+) who were still at home 91 days after discharge from hospital into reablement or rehabilitation services	86%	Jan. 2023	85.9%	84.4%	82.9%	81.8%	Higher than the previous year, and both the regional and national average.
Proportion of those receiving a short-term service who were discharged successfully (no further care, or to a lower level of care)	77%	Jan. 2023	76.3%	71.5%	73.6%	77.6%	Higher than the previous year, and the regional average. Comparable with the national average.

# Market Shaping and Market Analysis

## Market Shaping

The extent of the financial and workforce challenges means that we can't continue to do what we have always done. We need to work with providers, people who access services and health and social care to re-shape the market and ensure that people are clear about what they can expect by way of services and support. There are a number of projects in train that will support the market shaping transformation needed so that we are able to meet our aim of providing people with the right support, at the right time in the right place. These projects include:

- **Connecting Communities Transformation Programme.**  
**Vision:** To support people to be independent, resilient, and well  
**Aims:** To help people in Norfolk access the right service for them at the right time.
- **Home Care Strategic Review**  
**Vision:** To create a strong and responsive home care market.  
**Aims:** To create a home care market that is sustainable, that has the capacity needed to meet current and future demand and which is delivering good or outstanding quality of care.
- **Collaborative Care Market Review**  
**Vision:** To support the development of a sustainable care market that provides high quality care to people across Norfolk and Waveney  
**Aims:** To support the development of a sustainable care market that provides high quality care to people across Norfolk and Waveney, and  
To increase cost efficiencies, by  
Delivering closer alignment across Norfolk County Council and the Norfolk and Waveney NHS Integrated Care Board

The following service specific sections provide more detail on the current supply and demand, commissioning intentions, and key messages to the market.

## Market Analysis

The following service specific sections provide a high-level summary of the social care sector in Norfolk.

Quality ratings are based on CQC ratings of the overall market and our view of sustainability in comparison to other East of England and comparator Local Authorities.

# Community Based Services

## Market Analysis – Unpaid Carers

### Think carer, think family - make every contact count

Unpaid carers (sometimes called informal carers) play a vital role in the health and wellbeing of our county. They are key partners in maintaining the independence of people with care needs but providing care can have a major impact on carers' lives and we all have a duty to support them.

There are almost 100,000 people in Norfolk providing essential support to a family member or friend. They may not think of their role as a 'carer' or know that support is available to them.

Evidence shows that carers are more likely to experience poor quality of life, increased social isolation and ill-health than the average member of the public. It is our responsibility to 'Think Carer' and ensure that we support carers to maintain their caring role.

### Carers Matter Norfolk

Carers Matter Norfolk delivers a highly personalised service that enables carers to improve their health and wellbeing and support them in their caring role.

On behalf of Norfolk County Council, Carers Matter Norfolk provide Carers' assessments, information, support, and advice for unpaid carers in Norfolk. They offer a seven day a week, advice line service, together with one-on-one community support. Find out more about Carers Matter and their services on their website visiting their website for information [Carers Matter Norfolk](#).

### Carers Charter

Norfolk County Council has also developed a Carers Charter, produced by carers and councillors working together. This sets out our principles and pledges for carers in work, young carers in education and carers in the community. We want everyone to think about how they can implement the principles in the Carers Charter and support carers through their work. The Norfolk Carers Charter and a progress report can be found on the Norfolk County Council Website [Carers Charter](#).



## What can providers do to support unpaid carers?

### ***Think carer, think family - make every contact count by getting paid staff to:***

- Check in with the carer, ask how they are and if there is anything that they need support with? Make sure staff know who to contact when they are concerned about the health and wellbeing of the carer.
- Treat the carer as an equal partner in the delivery of care. Take their views and concerns about the person they are caring for seriously.
- Make sure that staff know what support is available for carers and how support can be accessed.
- Support the carer to access the support that they need if they are struggling.
- Have a Carer's Policy for their own organisation detailing how they will support their own staff who have informal caring responsibilities.

## Market Development Opportunities:

- The Life Opportunities Strategy for adults with a learning disability and/or autism will detail the model for day opportunities that the Council wants to commission. Links to this strategy will be included within the MPS when published.

## We want unpaid carers to be able to say:

- "I have the right information and advice to be able to make informed decisions"
- "I have access to appropriate support that suits my needs, including respite care and carers' breaks."
- "I am identified, recognised and valued for the care that I provide."
- "I am respected for the skills, experience and knowledge that I have and am treated as an equal partner in care." • "That care and support identifies me as a carer and is tailored around my needs as well."

# Market Analysis – Voluntary, Community and Social Enterprise Sector (VCSE)

## Our Vision

To ensure access to good quality information and advice is freely and easily accessible to all, helping people to plan effectively for the future, solve emerging problems and make well informed life choices to maximise their health, wellbeing and happiness.

(Taken from The NCC Smarter and Information Advice Strategy 2019)

## Strategic Priorities

- Getting people to the right place as quickly as possible –
- Development of a triage approach and single point of referral which will assess people needs and get the right support as quickly as possible.
- Designing in Social Justice- Running Social justice through the heart of delivery focusing on the four pillars of Social Justice, equity, access, participation, and rights.
- Working alongside Connecting Communities to develop a formalised VCSE pathway
- Building in the Living Well model – By developing and building the links to the living well approach and advice services to maximize opportunity for people to utilise their own assets and resilience and promote their Independence
- Improved access – Making the service easier to access using a range of technologies, including the ability to self-help.
- Connecting people to their community – The focus will be to connect people to their community which supporting them build their assets and promote their independence

## Care Act Responsibilities

**The care act** sets out an information and advice duty for local authorities to inform residents and people with care needs in the following way:

- how the social care system works and how people can access it
- what's available in a choice of how people receive services (to include health, housing and employment)
- financial advice to understand care charges, ways to pay, money management and where to get independent financial advice
- how to raise concerns about safety and well-being

**Promoting Independence** – giving good information and advice that is easy to access enables people to make informed choices and promotes their independence.



It can also support them to develop links within their community offering greater stability and improved health outcomes.

**Prevent, reduce and delay** – Through providing early help to support people and reduce the demand on formal care services. There is also the opportunity to support people to build their own assets and to make better links with their community.

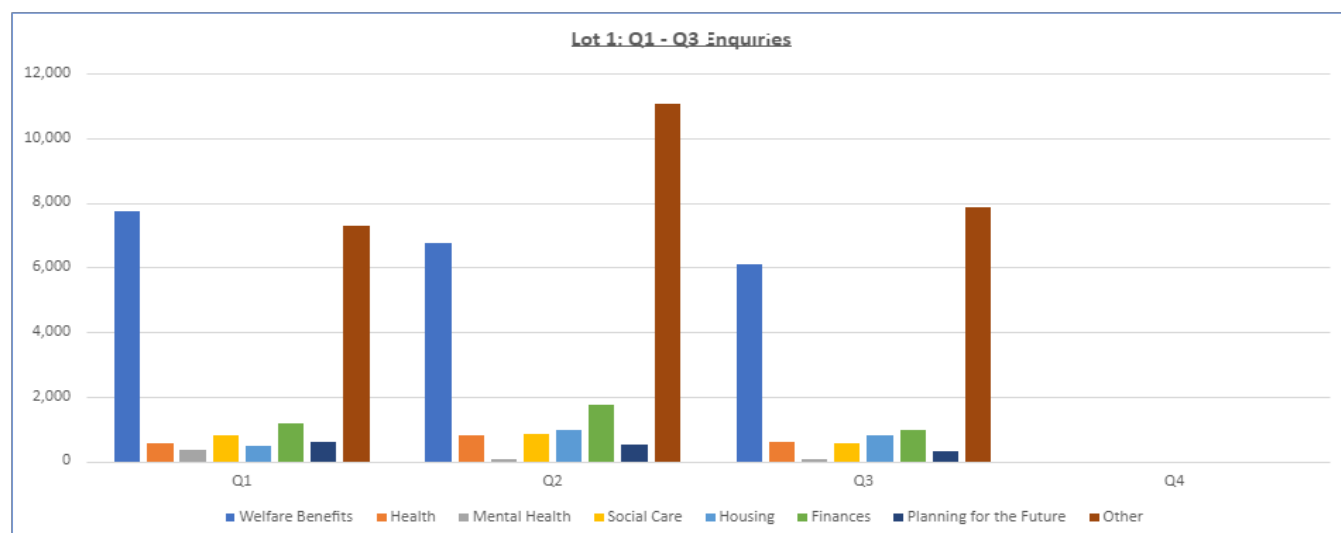
## Norfolk CC commissions VCSE organisations to deliver Advice, Advocacy and Representation under a partnership agreement:

### Social Welfare, Information Advice and Representation

#### Outline of Social Welfare Advice:

- Money and Debt
- Welfare Benefits/UC (UC is a welfare benefit and isn't usually singled out in advice context)
- Pensions
- Housing
- Family & relationships (e.g., Child protection child contact).
- Employment (in the context of advice this is relating to Employment law and rights, not support finding a job, CV writing etc.)
- Discrimination
- Education
- Immigration
- Taxes
- Legal
- Health and Wellbeing – (mental health / social care support entitlements)
- Consumer Rights
- Carers rights
- Domestic Abuse (legal remedies e.g., non-molestation orders, support with court applications)

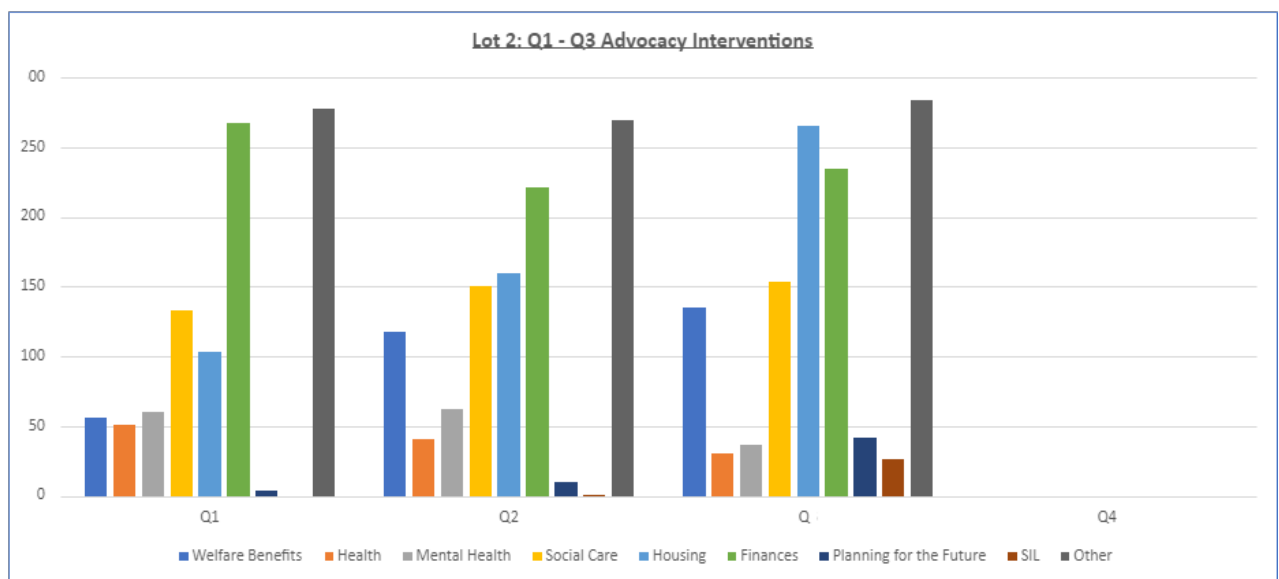
Across 22/23 up the end to December the service has managed 59,118 enquires in the following areas:



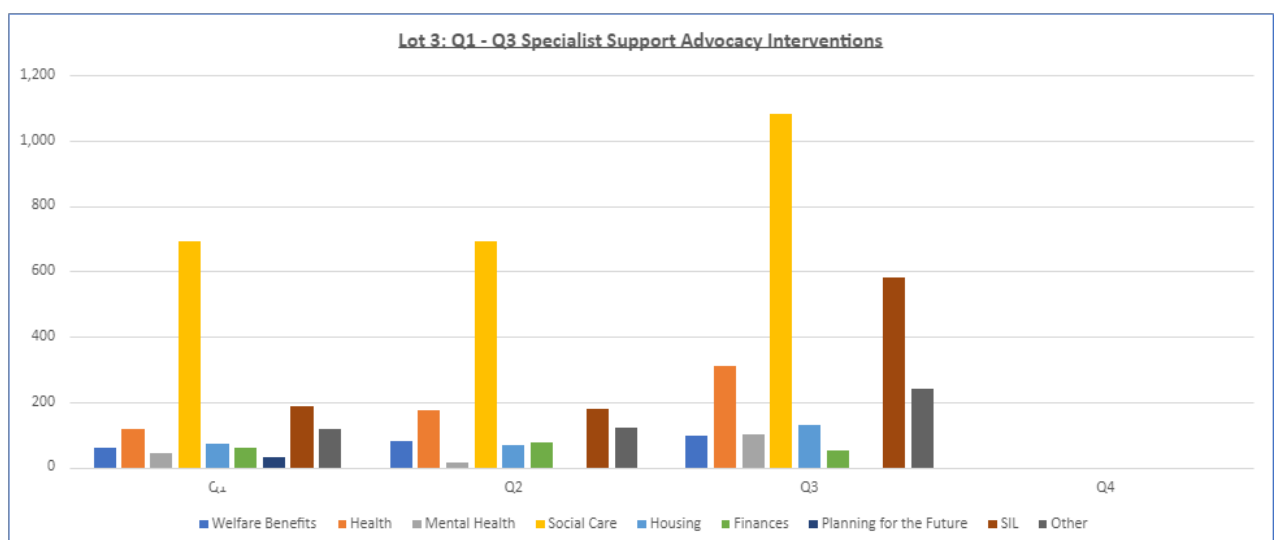
## Community Advocacy and Specialist Support

- Facilitate access to a process or a service
- Advocating on behalf of people, ensuring their voices are heard
- Support people to understand their decisions (and to seek advice on their issue)
- Promote self-advocacy and empower people to do this
- Supporting people to be independent
- Enabling people to have choice and control

Across 22/23 up the end to December the Community Advocacy service has managed 3,195 interventions in the following areas:



In addition the Specialist Support Service across 22/23 up until the end of December has delivered 5,395 interventions to support people to access, information, advice, advocacy, and representation in the following areas:




## Social Isolation and Loneliness

Better Together, CAN Connect and LILY, are part of a package of services funded by Norfolk County Council to help tackle loneliness and social isolation.

Clients are helped to access social & community activities, volunteering opportunities and local support networks, Identify and overcome barriers that prevent them from becoming connected, reconnect with family & friends and make new connections in their community.

In addition, NCC provided grant funding to Citizens Advice Bureaus as part of a community advice and support offer.

		<b>Norfolk Citizens Advice</b> <b>Activity and Impact (01/04/2022 – 31/03/2023)</b>	
Number of clients:	13,642	A client will usually come to the service with multiple issues. If they have not used the service previously, a new case will be opened. Activities refer to the number of individual actions undertaken for the clients being supported	
Number issues supported:	42,200		
Number of cases:	13,074		
Number of activities:	39,393		
<b>£1,401,830</b>		<b>£1,108,893</b>	
Income gain for clients supported		Debt written off	

NCC offer targeted support via hardship and debt services funded through the Household support fund.

## Integrated VCSE Delivery

In 2021, the Norfolk & Waveney (N & W) VCSE Assembly was formally established, with the following overarching functions:

- To provide a VCSE engagement forum across N&W, with a focus on health inequalities and prevention, with connection at neighbourhood, place, and system levels.
- To provide a mechanism to support collaborative design of services and the capability to respond to emerging needs.
- To increase influence and participation of VCSE organisations and groups in the design and delivery of health and care services within the Integrated Care System.

The model for the Assembly continues to develop in line with the developments being made in our Integrated Care System (ICS) and recognises engagement mechanisms at a system-level (such as the links to our existing thematic VCSE forums, such as Children and Young people, Older people and Mental Health) and is supporting the progress around place and neighbourhood connections.

## Challenges

- Lack of a co-ordinated vision for the role of the VCSE in supporting health and care activities.
- Lack of formal processes to make referral to the VCSE simple and timely.
- The need to make best use of the VCSE resources available – formally linking VCSE provision into service/care pathways.
- The need to secure funding to progress the VCSE partnering agenda.
- The difficulties of engaging communities of interest/underserved communities and embedding the community voice into ICS (in full) decision making.
- The failure to address known health inequalities through missed opportunities to target health interventions to those most vulnerable/least engaged with services and support. Increasing the number of people accessing services with avoidable needs.

## Supply and Demand

- There are approximately 12,000 formal and informal charitable organisations in Norfolk and Waveney.
- Registered charities report an annual income of £709m. Market Position Statement 2022-23 22

## Key actions

- To better understand what services are currently being delivered and the service pathways that these VCSE services can best support.
- To scope opportunities for the development of micro enterprises to support areas that are sparsely populated.
- To deliver the Connecting Communities programme, ensuring that people can access the right service, in the right place, at the right time.
- To embed the newly commissioned Information, Advice and Advocacy model.
- To continue to fund the Citizens Advice Bureau to deliver information and advice support.

## We want people living in Norfolk to say:

- As well as family and friends, I have people who care about me.
- I can get information and advice that is accurate, up to date and provided in a way that I can understand.
- I can get information and advice that helps me think about and plan my life.
- I can live the life I want and do the things that are important to me as independently as possible.
- I am valued for the contribution that I make to my community

## Market Analysis - Housing



A home should provide a safe foundation for a good life. Specialist housing enables many people who have a need for care and support to stay independent in their local community.

In Norfolk we have two types of specialist housing. Independent Living generally for over 55s (also known as extra care or housing with care) and Supported Living for adults with a care and supported need. By working with Registered Social Landlords and care providers, we can actively shape the specialist housing market for Norfolk, giving people choice when it comes to deciding where to live. [Please also refer to our Specialist Housing Position Statement for developers and landlords.](#)

## We want people to say:

- “I live in a home that is accessible and designed so that I can be as independent as possible.”
- “I have a place I can call home, not just a ‘bed’ or somewhere that provides me with care.”

## What have people told us about moving into independent living or supported living schemes?

- A woman made new friends at the Independent Living on-site hair salon and is now considering moving in after chatting to other residents over a weekly coffee in the lounge.
- A man has moved into his new independent living home after losing independence and is so pleased he could bring his dog.
- A man moving into his own home through the Transforming Care Programme was supported by staff to walk into town for a coffee, something he had not done before.
- People with Learning Disabilities are excited to be starting their employment journey near to their new enablement home.

## Norfolk needs modern specialist housing for adults of all ages with care and support needs and launched two specialist housing capital programmes to facilitate new developments:

- £29m Independent Living which began in January 2019, and
- £18m Supported Living which began in April 2021.

The two programmes are working with a range of Registered Social Landlords to facilitate the development of further specialist housing in Norfolk over the next 5 years.

## Our commitment as a Council:

- To deliver 1,135 units of affordable rent Independent Living and 181 units of affordable rent Supported Living
- To prioritise people's independence and wellbeing, focussing on the right home, at the right time, within the right community
- To ensure people feel safe and comfortable in their own home, which is accessible and equipped with appropriate aids, adaptations, and technology

## Challenges






- Identifying RSL landlords who are keen to develop specialist housing in the areas of greatest need and for particular cohorts, such as Supported Living for Mental Health
- Balancing the pace of new housing developments against urgent need (particularly for supported living)  
Ensuring there is a clear care commissioning framework for each specialism, which sets out specifications that are attractive to the market

- We currently have two models of care for older person's housing that we commission, in addition to other housing options for people in Norfolk, such as Sheltered Housing. Our focus on new schemes is to invest into the Independent Living model and more information can be found here. In addition, we also have 17 existing Housing with Care (HwC) schemes, delivered through Norse, GP Radis and NFS. We will be working with our care providers and landlords for HwC to review the current model and ensure it is fit for purpose as part of the housing options in Norfolk.

One of the challenges is the complex customer journey for people who may want to explore whether IL or HwC is right for them. The Council working with landlords and care providers, is investing in promotional material and new Support Officers, to help people from their initial interest to moving into a scheme.

## Key data

The following table details the 2022-23 spend and the number of individual people that have accessed independent living, supported living and shared lives services during 2022/23.

					
Service Type	NCC Spend on independent living Services 2022-23	Number of people accessing NCC Commissioned independent living services 2022-23	Number of NCC Accredited Locations Where Location is Registered Mar 2023	Number of NCC Accredited Places Where Location is Registered Mar 2023	Locations (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Housing with Care & Independent Living* - older people	£14.7m	452	20	856	88.9%
Supported Living* - older people			30	117	66.7%
Shared Lives (Adult Fostering) - 65+			1		100.0%
Housing with Care & Independent Living* - learning disability and Autism	£40.4m	807	4	150	100.0%
Supported Living* - learning disability and autism			183	614	68.2%
Shared Lives (Adult Fostering) - learning disability and autism			1		100.0%
Housing with Care & Independent Living* - physical disability	£1.0m	73	13	506	83.3%
Supported Living* - physical disability			30	82	70.0%
Shared Lives (Adult Fostering) - physical disability			1		100.0%
Housing with Care & Independent Living* - mental health	£2.8m	201	10	404	77.8%
Supported Living* - mental health			38	241	59.1%
Shared Lives (Adult Fostering) - mental health			1		100.0%

## Independent Living

### Supply and demand

By 2041 the number of people living in Norfolk aged over 75 will have increased by 42%. Norfolk's supply of Independent Living is well below England's average and is far behind other comparable counties. In fact, Norfolk is 40th out of 45th in provision of Independent Living in all local authorities

The programme is committed to help develop a further 1,135 units of Independent Living. Since the programme launched:



- Two new schemes are now open (Fakenham and Acle) providing 124 new homes
- A 91-apartment scheme in Harleston has been approved and will start on site in 2024
- Four further schemes are in the planning process
- A healthy pipeline of schemes being progressed
- We tendered for new care provision for the Old Maltings and Saxon House and have awarded the contracts.
- We worked with NHS partners, Registered Social Landlords, Norse Care, and other stakeholders to implement a Community Step Down model to support with system pressures over winter. This initiative involved the use of up to 25 Housing with Care flats as a short-term option to enable people to return into the community following a hospital episode, whilst their long-term care and support was arranged.

## Messages to the market

- We will continue to work with landlords and care providers of our existing Housing with Care schemes to continue to develop and evolve the service offer.
- We have developed an Independent Living and Housing with Care Provider Framework to give care providers a consistent and clearly communicated offer, which provides opportunities to become providers of care at new Independent Living schemes (subject to development constraints).
- We welcome discussions with Registered Social Landlords around new Independent Living opportunities in all market towns in Norfolk and we have a priority need in Thetford.

## Supported Living

### Supply and demand

Far too many people with physical disabilities, learning disabilities, or people with autism, or poor mental health in Norfolk are being housed unnecessarily in residential care as the only safe housing option

Since the programme launched, we have refined the demand for Supported Living in Norfolk to reflect exactly what specialist care commissioners and operational teams know is needed. The analysis shows we need around 300 units of different types Supported Living in Norfolk across LD, Autism and MH. So far, we have seen:

- 14 high specification (TCP) homes purchased and adapted
- A further seven high specification properties in active search
- A new learning disability enablement scheme opened
- An 18-home community housing scheme in planning

- A nine -home mental health scheme in pre-planning.
- A mental health provider has recently added 7 step-down flats to its provision in Norwich.
- A healthy pipeline of opportunities being progressed

### Messages to the market

- There is a priority need for landlords and land opportunities for 12 units of housing for people with Mental Health needs in both Norwich and Kings Lynn.
- There is a need for a cluster 6-8 units of specialist bungalows designed for people with autism in the Norwich area.
- There is a need for more general needs housing in clusters to house individuals who can move on from enablement services but still have a need for floating care and support These would be in locations which support our enablement schemes in North Walsham, Norwich, Kings Lynn, Attleborough and Great Yarmouth.
- There are specific care frameworks under the Supported Living care framework for Autism, Learning Disabilities, Mental Health, and Transforming Care Partnership.

### Specialist Retirement Housing:

Three Dragons and Opinion Research Services report into specialist retirement housing highlighted the following need across Norfolk:

- In 2020 it was estimated that there was unmet need for 2,809 units of extra care housing and 3,203 units of sheltered housing. By 2041 it is estimated that these figures will have risen to 5,130 and 9,644, respectively.
- By 2041 each of the rural districts need more than 750 extra care units and more than 1,000 sheltered units. Norwich will require 285 extra care units and potentially up to 415 sheltered units if current tenure preference is taken into account.

### For homelessness we have/will:

- Actively engage with the Norfolk Strategic Housing Partnership advocating a partnership approach to prevention and homelessness solutions
- Work strategically with partners to deliver appropriate housing and support for those experiencing or at risk of homelessness.
- Work with the Norfolk Office of Data and Analytics to develop a data dashboard that will enable quarterly reporting ensuring predictive analysis leading to service improvements.
- Review services that prevent homelessness and rough sleeping including the Social Impact Bond
- Strengthen the partnership approach to commissioning services for those who are socially excluded including those who are experiencing challenges with their mental health

## For Disabled Facilities Grants (DFGs) we will:

- Review the operational and strategic approach to DFGs so they better meet demand and support people to stay in their own homes
- Revise performance reporting for DFGs so that it is meaningfully represented within the Better Care Fund
- Performance managed contracts for these services, undertaking regular reviews to ensure positive outcomes, value for money and support strategic planning.
- Work with districts to understand how currently they promote DFGs and look for improvements.
- Work together to better align Disabled Facilities Grant and community equipment.

## Market Analysis – Victims/Survivors of Domestic Abuse



Providing support in safe accommodation for victims-survivors (children and adults) of Domestic Abuse is a key priority for Norfolk CC.

### We want people to tell us:

"I feel safe and know that I am safe."

### What have people told us about the support they have received?

*One victim-survivor said "The activities and support they are providing has helped to increase my children's confidence and they are now able to talk about their feelings to me."*

### Market Analysis:

During 2022-23 £1,312,445 was spent on support provided in safe accommodation which includes 7 refuges and dispersed accommodation across Norfolk.

Key achievements in 2022/23 which met some of the outlined challenges in the previous market position statement include:

- Increasing the number of units of safe accommodation and ensuring this could be used by any person
- Increased the commissioning of support to children so that every refuge could meet the needs of children as victim-survivors of domestic abuse.
- Developed a Quality Assessment Framework to help improve the quality of support and safe accommodation across Norfolk

- Opened a Domestic Abuse Framework and increased the number of accredited providers by 50%.
- Developed an Engagement Framework with Nesta which is in the process of being piloted
- Provided a district wide Sanctuary Scheme to ensure those who wish to remain in their own home, can do so safely
- Implemented a new Accommodation Protocol that has been endorsed across Norfolk; the Protocol ensures those who require accommodation and may be moving out of safe accommodation are considered as high priority for affordable housing
- To improve the whole housing approach to Domestic Abuse have funded key stakeholders to acquire Domestic Abuse Housing Alliance Accreditation
- To improve data intelligence, improvements have been made in our data monitoring of commissioned services and we have worked with key partners to improve our understanding of the needs of male victim-survivors and/or those who have protected characteristics.

A refreshed Accommodation Needs Assessment based on 2022/23 data is currently taking place and this will inform the Support in Safe Accommodation Strategy refresh, and this will help us to understand how well we are meeting our Part 4 duties. However, the following shows our progress:

### Ability to meet support in safe accommodation

Ambition (2023/24):

We are looking to provide a further 10 units of dispersed accommodation as this better meets the needs of all victim-survivors of Domestic Abuse. In addition, we have a vision to provide 6 units of safe accommodation for those facing multiple disadvantage – this is being planned and if successful will be developed in 2024/25.

### Quality of support in safe accommodation

Ambition (2023/24):

The new Quality Assessment Framework has been piloted and will be formally rolled out over the year. The audits will give us the opportunity to see what the current status is of the quality of support and safe accommodation and will provide us with the opportunity to show areas of improvement.

### Ability to meet support needs by all demographics

Ambition (2023/24):

Our vision to increase the amount of safe accommodation that is dispersed and also enable those that wish to remain safely in their own home has increased our ability to meet the needs of a wider demographic and this will strengthen as we go forwards.

### Data Intelligence

Ambition (2023/24):

The lack of data being provided by the districts continues to be an area we wish to improve. Our understanding is that more needs to be done in relation to their

systems so that data can be extrapolated and there is a reduced risk of duplication. However, our ability to monitor commissioned services has improved and it is hoped this will help our needs assessment refresh and be used to update the Support in Safe Accommodation Strategy.

### Victim-survivor engagement

Ambition (2023/24):

Having designed the Engagement Framework we are now drawing together an engagement toolkit. We aim to be better able to understand the best ways of engaging with different demographics and be able to further develop this as a pilot with victim-survivors of Domestic Abuse.

### Challenges

- Demand for support in safe accommodation outstrips supply and competition for accommodation for affordable housing for victims of domestic abuse along with other key groups i.e., people who are homeless, is high.
- Some of the refuges are not self-contained and some require updating.
- Historically support providers have supported women but increasingly they will need to ensure their websites clearly identify they can support male victim-survivors and LGBTQ+ communities for example.
- The new contract specifications for the delivery for 4 of the recent refuges are higher and that this will also apply to the other 3 refuges due to be tendered. We will need to consider what happens post March 2025 as New Burdens Funding is not guaranteed post March 2025.
- Robust data is not available on the needs of male victim-survivors and/or those who have protected characteristics.

### Messages to the market: What did we say we would do and what did we achieve last year?

#### We said that we would:

- Norfolk County Council is improving its response to domestic abuse by funding stakeholders to achieve Domestic Abuse Housing Alliance accreditation.  
***This was achieved.***
- The district councils have been funded to provide a Sanctuary Scheme which will enable people Norfolk wide, who want to stay in their own home to do so safely.  
***This was achieved.***
- A Quality Monitoring Officer has been funded to help design and develop a new Quality Assurance Framework (pilot starting December 2023).  
***This was achieved.***
- Funded Nesta to design an engagement framework. We will be including engagement and where possible co-production on the future development of services.  
**The development of the engagement framework was achieved.**

This year we will be progressing to an engagement toolkit assisted by victim-survivors of Domestic Abuse.

- We will work with partners to increase the amount and flexibility of safe accommodation and by doing so, aim to support all those who need it.

***This was achieved.***

A further 10 units of dispersed accommodation have been brought forward for development and we are working with Homes England and a Registered Provider to purchase an additional 4 units (2023/24). We are also working with Norwich City council to scope opportunities for 6 units of safe accommodation for those facing multiple disadvantages.

- We will commission additional support for children in all refuges and in satellite accommodation.

***This has been achieved and this element is now included in our much-improved specification.***

- We will improve data intelligence in partnership with the Norfolk Office of Data and Analytics.

***Partly achieved*** – we have worked hard to understand why Tier 2 authorities are unable to provide the data we need.

## Market Analysis – Direct Payments.

### What we want people to say:

“I employ my own Personal Assistants who support me to live an independent and meaningful life the way I can control and as I want it to be”

“I am supported by the Direct Payment Support Service to have the confidence and knowledge to be a good employer to my Personal Assistants and know who to turn to for additional support.”

### Challenges

- People are sceptical of having a Direct Payments rather than a commissioned service, mostly due to a lack of understanding of what a Direct Payment means and the support that is available to those that choose to meet their needs via a Direct Payment.
- People are worried about the complexities and responsibilities of being an Individual Employer.
- Difficulties in recruiting a Personal Assistant:
  - Increased demand for PA services in rural locations
  - Competitive national recruitment market
  - Competitive rates of pay
- Encouraging Personal Assistants to undertake Free Training to improve the knowledge and skills to support those that they work for.
- Supporting people who begin to struggle to be an individual employer due to conditions such as dementia which impacts on capacity to manage a Direct Payment and who have no family/connections to manage their Direct Payment for



them.

## Supply and demand

- There are currently 1350 Direct Payments Individual Employers who are supported by the Direct Payment Support Service. These employers employ 2,119 PA's (some on a flexible, casual basis).
- There is a high demand for PA's often in rural localities requiring for multiple visits for complex needs.
- The Direct Payment Support Service uses a proactive recruitment tool called a PA register through UKCIL which enables employers to be matched to appropriate Personal Assistants available and looking for work. (2432 Personal Assistants have signed up to the PA register since May 2021)
- Self Employed Personal Assistants looking for work are able to advertise their services and availability for free on the Norfolk Community Directory.

## Key data

The following table details the 2022-23 spend and the number of individual people at the year-end that have accessed a direct payment.

		
Service Type	1.NCC Spend on Direct payments Services 2022-23	2.Number of NCC funded people with a direct payment 2022-23
Direct Payments- older people	£7.3m	443
Direct payments - learning disability and autism	£6.7m	404
Direct payments - mental health	£1.0m	99
Direct payments - physical disabilities 18 + years	£7.8m	664



## Key messages to PA's and Individual Employers

- The Direct Payment Support Services has the Employment Services Team as a dedicated team providing end to end recruitment and employment support and the Payroll Team to provide support when managing the complexities of being an individual employer.
- Free training is available to Employers for their Personal Assistants to support Personal Assistants to maximise their skills to strengthen knowledge and to increase the skilled workforce across Norfolk.
- The Direct Payment Support Service is working collaboratively with Adult Social Services to ensure increased promotion and understanding of appropriate direct payments to ensure needs are met in a person-centred way.
- The Direct Payment Support Service is promoting market stimulation, promoting role of Personal Assistants to continue to increase and retain the workforce.
- The Direct Payment Support Services continue to investigate and develop new market models to support Direct Payments users such as self-employed "hive working" models and increasing community micro providers.
- We are dedicated to ensuring PA carers are supported and have access to training to improve skills and service help retain service and improve confidence in Direct Payments.
- Personal Assistants supporting Direct Payments Individual Employers have the stability of knowing who and where they are working and that their employer is supported to employ them.
- The Direct Payment Support Service is constant evolving to provide a platinum service for those it supports, moving forward in thinking, technology, and customer service.

## Norfolk County Council Ambition

- For the Direct Payment Support Service to provide a platinum service that Direct Payments users need and deserve.
- Ensuing a person-centred way of delivering a Direct Payment Service
- Striving to have a passionate, skilled Personal Assistant workforce supporting Norfolk People remain independent
- To continue to work to promote and increase the supply of Personal Assistants across Norfolk and rural areas to support Norfolk people with care needs to remain in their own home and be independent.

## Market Analysis – Home Care

### Our vision

Our vision is built around four key pillars:

- **Sustainability** – supporting a diverse homecare market to deliver manageable hours in right sized geographical areas.



- **Quality** – enabling the homecare market to meet ‘Good’ and ‘Outstanding’ CQC ratings.
- **Resilience** – creating a strong, responsive home care market.
- **Capacity** – increasing capacity through re-defining home support provision.

### We want people to say:

- I am supported to manage my health and care needs in ways that make sense to me.
- I am supported by people who listen carefully, so that they know what matters to me and how to support me to live the life I want.
- I have considerate support delivered by competent, well-trained people.
- I am confident that the people supporting me have the skills needed to meet my care and support needs in the best way.
- At all times I am treated with dignity and respect.
- I am supported how I want to be

### Current shape of the home care market

Home First is a key Council and Integrated Care System priority but currently there is insufficient capacity within the sector to deliver fully against this strategy. This impacts on communities with challenges for both council and self-funders to access care in some parts of county and in support of timely acute and community hospital discharges.

Norfolk has 106 domiciliary care providers registered with CQC, delivering support out of 135 Norfolk offices, of which 86 are part of the Council’s home support framework. These providers support an estimated 5,575 people across Norfolk funded by the Council and people who pay for their own care.

### Challenges

- As at 1<sup>st</sup> March 2023, 70.3% of home care services for older people, people with mental health, learning disability and physical disability needs were rated good or outstanding.
- Workforce remains the most significant factor affecting the sustainability of this sector. Staff shortages have increased during the last year and have been worse in the domiciliary care sector. The latest estimate of home care vacancies in Norfolk is at least 12% (2022) which is an increase from the 2021 position of 8.6%. Vacancies across all roles are acute in certain geographic locations within domiciliary care; those being Gorleston and Great Yarmouth (7.7%); Attleborough, Diss, Loddon and Wymondham (8.2%); Dereham, Thetford and Watton (14.9%); and Downham Market and Swaffham (15.6%). Norwich also reported high levels of vacancies in managerial roles at 18.2%. This is coupled with above average sector turnover rates presented in particular geographic areas – those being Acle, Aylsham and Wroxham (36.4%), Dereham, Thetford and Watton (52.4%) and





Downham Market and Swaffham (42.1%) impacting continuity and quality of care and financial costs of induction. (Data source – Skills for Care CQC non-residential, all job roles).

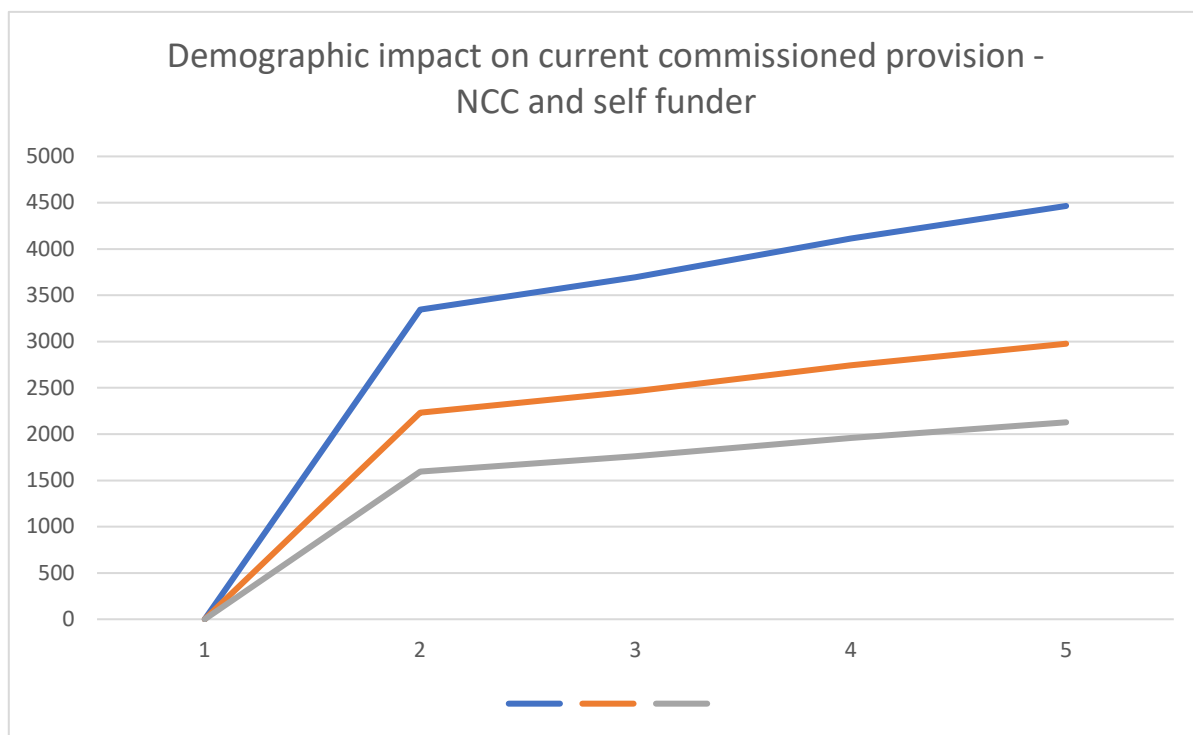
- Uncertainty over fuel and energy costs continues to be of concern to providers operating within this sector.
- In the more densely populated areas of Norfolk there is a high density of framework providers impacting upon the efficiency of rounds.
- The quality of home care provision in Norfolk is poor in compared with other like local authorities, and against the East of England and England averages. There are increasing numbers of providers who are receiving successive requires improvement and inadequate ratings which suggests that they are not able to deliver sustainable improvements.

## Key data

The following table details the 2022-23 spend and the number of people accessing home care services by client group.

### Home care services

				
Service Type	NCC Spend on home support Commissioned Services 2022-23	Number of people accessing home support funded by NCC 2022-23	Number of NCC Accredited Locations Registered Mar 2023	Home support services (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Home Care - older people	£37.3m	3,048	84	69.1%
Home Care - learning disability and autism	£2.3m	161	48	72.9%
Home Care - mental health	£1.4m	158	56	70.9%
Home Care - physical disabilities 18 + years	£6.5m	490	79	68.4%



The above details demographic growth without any impact of current transformation projects built in. The Connecting Communities transformation project has ambitious targets to support people earlier to prevent/delay the need for commissioned support. This graph will be amended when there is clarity of the expected impact on home care demand from this project.

## Supply and demand

- Currently, home care services are supporting an estimated 5,575 people in Norfolk, of which 3,345 are via council commissioned services. In addition, there are people identified on the interim care list waiting for care packages to be sourced for them. As at 23/05/2023 the number of people on this list is 65 requiring 590 hours of support.
- There is insufficient supply to meet demand in North, South and West Norfolk with 91% of the hours of support on the interim care list requiring support in these areas.
- The majority of home care in Norfolk is provided by the independent sector, with one Council part-owned company operating in this market.
- In addition, the Council operates an in-house reablement service, Norfolk First Support (NFS), which provides intermediate reablement services and is funded by the Council and ICB through the Better Care Fund. Over the last year in particular, the service has delivered home support as provider of last resort to help manage gaps in the market and the hand back of home care packages, which has reduced reablement capacity.
- Financial incentives have been offered to independent home care providers to encourage investment in the additional capacity required to meet demand. This includes the £2,000 incentive to enable providers to provide care to people being discharged from hospital.

## Commissioning Intentions

The model for commissioning home care across Norfolk has been shaped through co-production and will be moving into the procurement and implementation phases, once the final provider and service user engagement has been completed, with procurement commencing July 2023. This includes the proposed introduction of a Prime Provider model which will provide up to 70% of the commissioned care required, supported by a Framework for the remaining 30%.

This programme of activity will be delivered over the course of three years between 2023 and 2026. This is a significant commissioning programme of transformation, for one of our largest care markets.

## Key messages to providers

- We want to have our key strategic relationships with providers who are CQC/PAMMS rated good or above. This will be part of the Prime Provider model we intend to implement.
- We want to enhance collaboration between providers and the health and social care system
- We have a priority need for home care in the North, South and West of the county
- We want to ensure a consistent coverage across all of the county
- We will work with providers across the system to develop a home care service model that delivers best value. The role of the VCSE in supporting non-regulated provision should be explored as part of this review along with the potential development of micro enterprises in the more sparsely populated areas of Norfolk

# Market Analysis – Day Opportunities Older People, Physical Disabilities

## Brief introductory statement

The Older people and physical disabilities market is made up of a mixture of voluntary sector and volunteer led provision against more formalised services delivering more complex provision to people with Dementia, frailty, acquired brain injuries and physical disabilities.

## We want people to say:




- I am supported to manage my health and care needs in ways that make sense to me.
- I am supported by people who listen carefully, so that they know what matters to me and how to support me to live the life I want.
- I have considerate support delivered by competent, well-trained people.
- I am confident that the people supporting me have the skills needed to meet my care and support needs in the best way.
- At all times I am treated with dignity and respect.
- I am supported how I want to be

## Current shape of the day opportunities market:

The Older People and Physical Disabilities Day opportunities market has been disproportionately impacted by the Covid-19 pandemic. This impacts on communities with challenges for both council and self-funders to access care in some parts of the County. This market is still in a period of recovery from Covid with a number of sustainability challenges. Work is ongoing to support recovery and will continue through the development of a strategic plan for day opportunity services.

The following table details the 2022-23 spend and the snapshot at the end March 2023 of the number of people accessing day services for older people and people with physical disabilities. The above figures exclude transport costs. The finance data has been shown differently this year therefore financial comparisons cannot be made with last year's Market Position Statement.

## Day services for older people and people with physical disabilities

			
<b>Service Type</b>	<b>NCC Spend on OP day Services 2022-23</b>	<b>Number of people funded by NCC accessing OP day Services 2022-23</b>	<b>Number of NCC Accredited Locations Where Location is Registered Mar 2023</b>
Day Services	£0.7m	228	45
for people with physical disabilities	£0.9m	164	56

## Challenges

- Current referral processes pose a risk to the sustainability of the older people day opportunities market, with a lack of referrals being seen in several areas of Norfolk.
- The current mix of provision and the lack of consistency in the contract terms and conditions across the market presents a challenge to the development of a sustainable day opportunity offer.

## Supply and demand

- A snapshot at the end April 2023 highlights that there were 228 older people and 164 people with physical disabilities accessing day services funded by Norfolk County Council delivered from 101 registered locations.
- Covid 19 has had a significant impact on referrals into day services leading to some centres reporting that they are not financially sustainable.

## Commissioning intentions

- A single framework for all day services is in development with a plan for the new service model(s) to be implemented during 2024.
- To develop a brokerage sourcing process to make it easier to refer people for day opportunities. We have started a pilot from April where Brokerage are now sourcing placements, to support social workers in accessing day services.

- Developing innovative outreach and preventative service models, supporting people to access community and voluntary sector services, as an alternative to formal day opportunity services, where this is appropriate.
- Development of improved performance data collection systems to monitor outcomes being achieved and using this information to improve service provision.

### Key messages to providers

- We want providers to support the strategic re-design of older peoples' day opportunity services to develop a model that delivers best value and supports people to access the right services at the right time in the right place.
- We want to enhance collaborative working between providers and the health and social care system.
- We want to ensure the delivery of a consistent day service model across the county.

## Market Analysis – Day Opportunities for People with Mental Ill-Health

### Brief introductory statement

Mental Health Day opportunities are a combination of private and voluntary not for profit provision, mainly offering an outreach service, supporting those in their homes, in the community. There are a number of services delivered by residential care home providers where someone comes into the service and has a meal, shower, and support with managing bills, budgeting etc.


### We want people to say:

- I am supported to manage and continue my mental and physical health recovery, addressing inequalities experienced by those with mental ill health.
- I am supported to have less avoidable harm which includes better psychological and mental wellbeing and improved confidence, self-esteem, and self-perception.
- I am supported to have a positive experience of support through flexible, emotionally resilient, competent, reflective, and self-aware colleagues who demonstrate tolerance and hope, forming honest and respectful relationships.
- I am supported to regain\ develop skills and encouraged to participate in the community, meaningful activities, hobbies, leisure, employment, managing my home, keeping safe and daily living tasks.

## Current shape of the mental health day opportunities market:

In the main, mental health day opportunities services remained accessible to those with mental ill health during the pandemic. At the time of this report there were 681 people accessing support from 44 different providers.

The following table details the 2022-23 spend and the snapshot at the end March 2023 of the number of people accessing day services for those with mental health

	 <b>NCC Spend on day services for adults with disabilities 2022- 23</b>	 <b>Number of people funded by NCC accessing day Services 2022-23</b>	 <b>Number of NCC Accredited Locations Where Location is Registered Mar 2023</b>
<b>Service Type</b>			
for people with mental health conditions	£3.8m	681	44

The above figures exclude transport costs. The finance data has been shown differently this year therefore financial comparisons cannot be made with last year's Market Position Statement.

## Challenges

- Having sufficient commissioning resource to be able to review, and understand in more detail, the range of interventions and their effectiveness for people with mental health problems currently offered under the day opportunities heading.

## Supply and demand

Services provided are predominantly community outreach services. Day opportunities services provide a range of support options such as personalised one to one support, connecting people to peer support (individual and group), and centre-based provision. Services support individuals to improve and maintain their mental health and well-being. People are supported to identify goals that are important to them, and which help them to continue to live as independently as possible.

At the time of writing this report (January 2023), the percentage of people accessing day opportunities support in each locality was:

Norwich      51%



South	20%
North	14%
West	8%
East	7%

## Commissioning intentions

- Explore a separate procurement approach that may be a better fit for current mental health day opportunity services.
- A single framework for all day services is in development with a plan for the new service model(s) to be implemented.
- To better understand what is being delivered, what is working well, what needs to change
- Developing innovative outreach and preventative service models, supporting people to access community, voluntary sectors, employment, hobbies.
- Introduce psychological and trauma informed practices
- Explore alternative models of support and whether these are of benefit.

## Key messages to providers

We want to work alongside stakeholders to better understand:

- Current delivery and what will be needed in the future
- what is working well
- What people want/how they want to be supported and
- what good looks like and how we can evidence that this is being achieved.

We want to work with providers to develop new approaches to determine how best we can work together

- We want to continue working collaboratively to support providers and understand their challenges
- We want to ensure the delivery of a consistent day opportunities model across the county embedding recovery, reablement, psychological and trauma informed approaches.

# Market Analysis – Life Opportunities, Learning Disabilities and Autism

## Brief introductory statement

My Life, My Ambition, My Future, the co-produced Norfolk Learning Disabilities Strategy, set out a vision for shaping and delivering opportunities for people with a Learning Disability and/or Autism in Norfolk which created the foundations for our new Life Opportunities model.

Life Opportunities, our Day Services for people with a Learning Disability and/or Autism are an important part of people's lives, offering a range of different social opportunities, skill development, work experience and employment opportunities. For families and carers, our Life Opportunities services also offer respite from their caring role since most people attending live with their family or carer.

Our services are delivered across Norfolk through a wide range of delivery approaches and settings. For us, variety is key to ensuring successful outcomes for the individuals who access these services.

## We want people to say:

- I am valued and treated with dignity
- I am treated as an individual and receive support which is person-centred
- I am supported to live as independently as I am able / wish to
- I feel that I have choice and control over the way my support is delivered
- I am supported to maximise my health and wellbeing
- My personal outcomes are achieved
- I am supported to take part in the local community and to develop and maintain friendships
- I am supported to move into work and maximise my economic wellbeing
- My safety and security are maintained
- Staffing and management arrangements enable me to receive a high-quality service.




## Current shape of the Day Opportunities market:

In April 2023, we opened our new Life Opportunities Framework. The Framework replaced the previous contracting arrangements from 1995 and 2012 for Providers delivering Day Services to individuals with Learning Disabilities and/or Autism in Norfolk.

The new Life Opportunities Framework will provide a much more robust set of contractual terms and conditions. Our key drivers for the introduction of the new framework were to ensure parity in the Learning Disability and Autism market. Following a tender process, Providers who were successful are now aligned under a single set of terms and conditions (including payment terms) to support sustainability and to encourage future innovation and transformation of services through the introduction of the Life Opportunities pathway model. The pathways will be introduced following co-produced pilots, where Providers will have the opportunity to tender for one or more of these focused delivery models. Each pathway will have its own specification which will support Providers to understand expectations and outcomes for individuals.

The following table details the 2022-23 spend and the snapshot at the end of March 2023 of the number of people accessing Day Services for people with a Learning Disability and/or Autism.

### *Day services for people with a Learning Disability and/or Autism*

	 <b>NCC Spend on day services for adults with disabilities 2022- 23</b>	 <b>Number of people funded by NCC accessing day Services 2022-23</b>	 <b>Number of NCC Accredited Locations Where Location is Registered Mar 2023</b>
<b>Service Type</b>			
for people with learning disability and autism	£17.6m	1,239	71

The above spend excludes transport costs but includes spend with Independence Matters and the Personal Assistant Service. The finance data has been shown differently this year therefore financial comparisons cannot be made with last year's Market Position Statement.

## Challenges

- Ensuring the sustainability of our Providers in a post-pandemic world including the long-lasting negative financial impact, a vulnerable and unsettled workforce, workforce shortages and an increased demand on placements.

## Supply and demand

- 39 Providers have now successfully joined our Life Opportunities Framework to deliver a Day Service to people with a Learning Disability and/or Autism.
- The Life Opportunities framework will now remain open to further support a vibrant and varied Life Opportunities market.
- We hope to increase the amount of successful Life Opportunities placements.

## Commissioning intentions

- To introduce our three distinct Pathways: Skills and Employment, Promoting Independence, and Enriching Lives.
- Commence a pilot for our Enriching Lives Pathway early Summer 2023
- Go to tender for our Skills and Employment Pathway late Summer 2023
- Commence a pilot for our Promoting Independence Pathway Autumn 2023
- Development of improved performance data collection systems to monitor outcomes being achieved for individuals
- Consider a distinct model of delivery to support our most complex cohort and consider how our outreach services are commissioned in the future

## Key messages to providers

- We want to continue to work collaboratively with our Life Opportunity Providers, people who use our Life Opportunities services and their families, parents, and carers.
- We want to ensure the delivery of good, quality, person-centred services which maximise people's independence and support people to lead fulfilling and varied lives.

# Residential and Nursing Care Home Market

## Market Analysis – Adults with physical disabilities

### Our vision

There are few alternatives in Norfolk to residential care for people with complex physical disabilities and long-term conditions. The independent living programme will provide supported living to enable more choice and control for some people






### Challenges:

- Small sector, not much diversification.
- No strategy developed for this sector so no clear vision and commissioning intentions for this sector.
- Few options for people with more complex needs resulting in use of provision at rates above what is affordable.

### Key data

The following table details the 2022-23 spend by service type, the number of people accessing services for people with a physical disability, the number of accredited locations, number of accredited places and the percentage of services with a good or outstanding CQC rating.

#### Physical disabilities 18+ services – Main Norfolk County Council Accredited Services

					
	NCC Spend on PD Care Home Services * 2022-23	Number of people funded by NCC accessing PD care home services*	Number of NCC Accredited Locations Where Location is PD Registered Mar 2023	Number of NCC Accredited Places Where Location is PD Registered Mar 2023	PD Locations (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Service Type					
Residential Care Home	£7.1m	109	69	1,568	58.5%
Nursing Home	£4.1m	67	41	1,731	58.5%

\* Number of people are those accessing long term placements at year end. Spend is total spend as per the General Ledger.

The finance data has been shown differently this year, therefore financial comparisons cannot be made with last year's Market Position Statement.

### Notes in support of the above table:

- The above spend data includes people accessing both long- and short-term services.
- In the 'Quality' column, services that have not yet been inspected have been excluded.
- Mental health and learning disability services can register to deliver services to people aged 65 years and above. Older people's services may also register for working age adult groups. This can therefore cause some over-counting of locations and places in columns 3 and 4 and slightly distorts the ratings detailed in column 5. Services registering with CQC for multiples of Learning disability, mental health and physical disability can have a similar effect on the figures.

### Supply and demand

- Although there is adequate supply of residential provision for people with physical disabilities, we are lacking provision for people with more complex needs at affordable fee rates.
- The ambition is to increase the availability of independent living options for people with physical disabilities as an alternative to residential care.
- The current supply and demand for nursing home care is seen as stable and therefore the ambition is to continue as is.

### Key messages to providers

- We want to work with providers who are keen to develop capacity to meet the needs of people with more complex needs at more affordable fee rates.
- The Council will work with providers during 2023 to review our approach to commissioning these services and the way that we pay for care.
- As part of our Supported Housing Programme, we want to develop specialist housing for people with complex physical disabilities to live in a home of their own with support to stay independent for longer.

# Market Analysis – Adults with a learning disability and/or autism

## Our Vision

To work alongside the learning disability and autistic population to deliver services to meet their needs, at the right time, in the right place.






## Challenges:

- It is becoming harder to source quality placements able to meet more complex needs.
- High level of provider failures and contract terminations/hand backs in the residential sector – we need to work with providers to co-produce the residential model and review our commissioning approaches.
- There are a range of factors impacting on home closures/contract hand backs such as on-going quality issues, homes not financially viable and the inability to recruit or retain sufficient staff.
- More people with learning disabilities are getting conditions associated with ageing such as dementia. There is a lack of provision for working age adults with these needs.
- Access to Independent Living (including HWC and ECH) services for people with learning disabilities and/or autism who are over 55 years of age.
- The unintended consequences of the Right Support, Right Care and Right Culture regulations need to be considered. This will require us to use data more smartly to create specific services where someone's primary need is a learning disability and/or autism, an area that requires some immediate analysis is the cohort of the learning-disabled population who also have dementia.

## Key data

The following table details the 2022-23 spend by service type, the number of people at the year-end accessing services for people with learning disability and/or autism, the number of accredited locations, number of accredited places and the percentage of services with a good or outstanding CQC rating.

## Learning disability and Autism 18+ services – Main Norfolk County Council Accredited services

					
	1.NCC Spend on LD&A care home services 2022-23	Number of people funded by NCC accessing LD&A care home services 2022-23	Number of NCC Accredited Locations Where Location is LD&A Registered Mar 2023	Number of NCC Accredited Places Where Location is LD&A Registered Mar 2023	LD&A Locations (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Service Type					
Residential Care Home	£53.5m	646	104	966	51.5%
Nursing Home	£0.9m	14	14	364	64.3%

\* Number of people are those accessing long term, short term and respite placements at year end. Spend is total spend as per the General Ledger.

The finance data has been shown differently this year, therefore financial comparisons cannot be made with last year's Market Position Statement.

Notes in support of the above table:

- The above spend data includes people accessing both long-term, short-term and respite services during 2022/23.
- Mental health and learning disability services can register to deliver services to people aged 65 years and above. Older people's services may also register for working age adult groups. This can therefore cause some over-counting of locations and places in columns 3 and 4 and slightly distorts the ratings detailed in column 5. Services registering with CQC for multiples of Learning disability, mental health and physical disability can have a similar effect on the figures.

## Supply and demand – residential and nursing care

- As can be seen in the table above, during the year end March 2023 there were 646 clients accessing long-term, short-term and respite provision and 14 clients accessing nursing home services.
- During the previous two years, nine homes have closed with a loss of 94 beds.
- Currently there is a high demand for residential and nursing placements for people with complex needs, but our ambition is to increase the supply of supported living as an alternative to residential care for those who are more able.
- There are approximately 58 residential vacancies, however, 34 of these (59%) are in homes that are subject to quality assurance "full restriction" meaning no new placements can be made.
- There are four new providers in the pipeline to develop five new services which will provide an additional 28 residential beds.
- There are c83 people currently identified as requiring residential care. If the services with restrictions could improve their quality to have the restrictions lifted, and with the new beds identified as part of the pipeline developments, we would, on paper, have sufficient capacity to meet need. However, we need some of the services to be able to meet the needs of more complex and more specialist



needs, people who are currently having to have their needs met outside of Norfolk.

- The ambition of Norfolk County Council is to decrease the supply of residential services to be on a par with other like local authorities.

## Supply and demand – supported living services (learning disability, autism, mental health, and physical disability)

- There are currently 183 registered supported living schemes in Norfolk.
- 68.2% of supported living services are rated 'Good' or 'Outstanding.'
- There are currently eight voids and 100 people on the waiting list for a supported living service.
- During 2022/23 14 Transforming Care Partnership properties were purchased and adapted and a learning disability enablement scheme has opened.
- During 2023/24 a further four supported living schemes are being commissioned which will provide an additional 15/16 tenancies.
- Over the past two years, five supported living schemes have closed and there are a further four services at risk of closure due to staffing issues.
- five new supported living schemes came on stream during 2022/23 providing 26 additional supported living tenancies. This still leave a gap in supply of c66 tenancies.
- The ambition of Norfolk County Council is to significantly increase the supply of supported living services for people with a learning disability and/or autism.

## Key messages to providers

- NCC has an ambitious target for the development of supported living services for people with LD and Autism.
- The current supply of supported living is low, and it is mainly delivered in communal settings with people not having self-contained units. We want to decrease the supply of the communal supported living schemes and work with Registered Social Landlord's (RSL's) and providers to develop more individual apartments.
- To work with providers to co-produce the service models for good quality residential and supported living services and to review the fee rates required to deliver the quality of provision required.
- Although our strategy will promote more supported living, for those individuals who do require residential services, these need to be aligned with 'Right Care, Right Place Right Culture,' providing more choice for individuals to access high quality care.
- We want to work with providers who support people within their care to maximise their skills for independence and to move to less intensive provision where this is appropriate to their needs and is safe.

## Market opportunities

Norfolk County Council is going to commence a piece of work with providers of residential care for Working age adults so we can work together to think about how the financial model for securing residential care for people of working age adult age can be sustainable, and also procure good quality services for the people who live in these services.

## Market Analysis – People with mental ill-health conditions.

### Our vision

To develop a range of high-quality mental health social care provision which is joined up with other services, based on good practice (psychologically and trauma informed), supports mental health recovery and best enables people to live independent and fulfilling lives.

### How will we achieve this?

The Integrated Commissioning Board is leading the development of the Norfolk & Waveney Integrated Care System. Provider Collaboratives are being established which will focus respectively on adults and on Children and Young People. In addition to the development of the provider collaboratives, mental health priority proposals for the following year in the Joint Forward Plan to support mental health will be focussed on:

- Developing more effective early intervention including the prevention of suicide
- Establishing an integrated front door for children and young people
- Meeting the mental health needs of older people around dementia, delirium, and depression
- Promoting recovery for people with multiple and complex needs including dual diagnosis and complex emotional needs (personality disorders)

Norfolk Adult Social Care will continue to work within the local Integrated Care System to support these priorities whilst also developing a clear strategic position about the priorities and offer for mental health social care within the partnership approach.

### Challenges:






- High level of contract terminations/hand backs in the residential sector – we need to work with providers to co-produce the residential model and review the current banded fee rates. Care providers report routinely struggle for timely community mental health interventions when someone's mental health is deteriorating. We need to continue to work with system partners to improve community mental health services.
- Overall market quality of mental health residential provision is too variable.
- Availability of provision able to meet the complexity of presenting needs particularly in relation to working age dementia. There are a number of key areas in which we need to work with other commissioners (Health; Children's Services) to develop more provision including for people with early onset dementia; young

people at significant risk of self-harm who are coming into adult services and people with multiple and complex needs.

- The supply of supported living is low and the programme to develop the additional capacity required will take several years to conclude.

## Key data:

The following table details the 2022-23 spend by service type, the number of people accessing services for people with mental ill-health needs snapshot at March 2023, the number of accredited locations, number of accredited places and the percentage of services with a good or outstanding CQC rating.

					
Service Type	1.NCC Spend on MH care home Services 2022-23	Number of people funded by NCC accessing MH care home Services 2022-23	Number of NCC Accredited Locations Where Location is MH Registered Mar 2023	4.Number of NCC Accredited Places Where Location is MH Registered Mar 2023	MH Locations (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Residential Care Home	£14.5m	283	70	1,401	60.6%
Nursing Home	£1.9m	39	14	392	64.3%

\* Number of people are those accessing long term placements at year end. Spend is total spend as per the General Ledger.

Notes in support of the above table:

- The above data includes people accessing long term services.
- An accredited service is a service that Norfolk County Council can make placements to so does not cover the entirety of the market (especially in home care).
- In the 'Quality' column, services that have not yet been inspected have been excluded.
- Mental health and learning disability services can register to deliver services to people aged 65 years and above. Older people's services may also register for working age adult groups. This can therefore cause some over-counting of locations and places in columns 3 and 4 and slightly distorts the ratings detailed in column 5. Services registering with CQC for multiples of Learning disability, mental health and physical disability can have a similar effect on the figures.

## Supply and demand

- Since December 2021 access has been lost to c70 mental health residential care beds.
- Norfolk County Council demand across residential and supported living services is stable, however, the loss of residential provision and the increasing difficulties in accessing social and other affordable housing means that it is getting harder to support people to find care placements, particularly if their needs are complex.

- The ambition is to decrease the reliance on residential beds and increase the supply of supported living tenancies. Currently availability of supported living/independent living services is patchy. There is a successful mental health outreach service, and this could support people if there were more social and private rented properties available for people who are ready to move on from supported living.
- There is a gap in the provision of specialist mental health home care provision in West Norfolk, Great Yarmouth, and rural and coastal North Norfolk, which we want to work with providers to address.
- Supported living scheme gaps in West and South Norfolk, Norwich, and Great Yarmouth.

## Key messages to providers

- We need around 24 units of supported living including: - long term accommodation and support for people with severe and enduring needs, - step-up/step-down schemes following crisis - dedicated provision for young people with enablement support.
- We need around 20 units of supported housing or other move on accommodation in which visiting support (i.e., key ring schemes) could be provided to enable effective pathways to independence.
- There are a number of people in existing supported living schemes whose support needs are settled and who could move on if there was access to housing to be able to do so. We would like to talk to landlords about provision for people who could move on from supported living provision.
- We have collaborated successfully with Norfolk Public Health; the ICB and providers to bring new income into Norfolk to trial housing, treatment and support models for people who have poor mental health, substance dependence and homelessness. With partners we will establish the pilot services we have proposed and use the learning to consider further interventions to support people with multiple disadvantages.
- We would like to work with providers and the CCG to address gaps in meeting complex needs and step-down provision from in-patient beds.

# Market Analysis – Older People Accommodation Based Support

## Our Vision

### **Our vision for the next five years is to:**

- Develop an innovative and sustainable care market that is responsive to the needs of local people, delivers high quality care and provides value for money.
- Improves outcomes for local people by supporting care providers to enable choice, deliver person centred care, manage risk, and promote independence and well-being.

Over the next 12 months we will be working with NHS partners, care providers and other stakeholders to develop a full strategic programme to deliver our vision.

## Challenges






- The complexity of the local health and care system making it difficult for providers to get a clear picture of what we need and the confidence that this will be properly resourced.
- The fees that local health and social care commissioners can afford are regarded by many care homes and insufficient to meet costs, particularly in the current economic environment.
- Covid has resulted in high vacancy rates across older adult care homes and providers are reporting that they are not getting the level of private or council referrals to address. Some providers have closed capacity due to the inability to recruit and retain the staff needed to deliver safe care.
- The fair cost of care review highlighted a particular issue with nursing homes with the majority of providers who participated in this review not securing sufficient referrals to attract the level of funded nursing care to meet the costs of the nurse staff establishment required. Some providers are therefore de-registering as nursing homes or are reducing the proportion of nursing beds and increasing the number of beds available for residential care.
- Although the DHSC has given an indication of the funds that will be available to support Market Sustainability, the lack of certainty about the level of inflationary pressures makes it difficult to confirm how far Norfolk will be able to move towards the median rates calculated as part of the fair cost of care review over the next few years.
- Recruitment and retention of care staff across all sectors continues to be a significant challenge particularly for Registered Nurses. Although recruitment and retention is a challenge across the whole of Norfolk, there are areas within Norfolk where the problems are more acute. This means that it is easier for providers to set up services in the more urban areas thereby limiting choice for people living in the more rural areas.

- The level of acuity of need continues to rise which will need an agreed approach with health.
- The quality of provision for care homes and care at home remains low – Norfolk ranks lowest of comparator and other East of England LAs for older adult care home provision.

## Key data

The following table details the 2022-23 spend by service type, the number of people accessing services for people with mental ill-health needs, the number of accredited locations, number of accredited places and the percentage of services with a good or outstanding CQC rating.

### Older People 65+, Nursing and Residential Care Home Services

					
Service Type	NCC Spend on OP Care Home services * 2022-23	Number of people funded by NCC accessing OP care home services * 2022-23	Number of NCC Accredited Locations Where Location is OP Registered Mar 2023	Number of NCC Accredited Places Where Location is OP Registered Mar 2023	OP Locations (CQC Registered & Inspected) Rated Good or Outstanding by CQC/PAMMS at 01/03/2023
Residential Care Home	£128m	2,508	184	5,997	70.6%
Nursing Home	£19.2m	331	54	2,587	61.1%

\* Number of people are those accessing long term placements at year end. Spend is total spend as per the General Ledger.

Notes in support of the above table:

- The above data includes people accessing both long- and short-term services.
- An accredited service is a service that Norfolk County Council can make placements to so does not cover the entirety of the market (especially in home care).
- In the 'Quality' column, services that have not yet been inspected have been excluded.

## Supply and demand

- There are currently 238 care homes delivering care and support to older adults.
- Investment in new Independent Living continues, which will further increase the average acuity of need within residential care.

The Older People's dashboard, developed before Covid, identified an oversupply of standard residential accommodation. but an undersupply of enhanced residential and nursing provision. Since Covid there are high vacancy rates across all care home provision. However, we are still struggling to source affordable, enhanced residential care for complex needs and good quality nursing provision. During 2022/23 work was undertaken to refresh the original pre-covid demand modelling for

older adult residential and nursing care, the output from this work is as follows:

## Future need in the OP care home market

Two five-year scenarios for Norfolk OP care home need have been modelled:

- **Scenario one** gives a higher prediction of future need as it has a strong link to the projected increase in the over 75 Norfolk population and anticipates higher demand for enhanced/complex residential alongside reduced demand for standard residential care.
- **Scenario two** gives a flatter prediction of future need that is more in line with the patterns of the last 4 years with a more moderate increase in enhanced/complex residential alongside reduced demand for standard residential care.
- Both scenarios contain an increase of beds required by 2024 to rectify current shortage areas, plus allowances for various factors applying downward pressure on demand, including increasing independent living availability from 2025/26.
- Scenario one anticipates an increase in overall bed usage in the next five years (283), while scenario two anticipates a small reduction (154) in overall bed usage. This creates an upper and lower “line” with the reality expected to be somewhere in between.

The table below summarises the anticipated increase and decrease in the number of care places required for each type of care:

### Norfolk Older People's Care Homes - Number of Occupied Beds Required - 2023 to 2028

Bed Type - Simplified	2023	2024	2025	2026	2027	2028	5 YR Change
<b>1a.Scenario 1.Residential-NCC OP Enhanced/Complex Long-Term</b>	1,433	1,537	1,571	1,611	1,645	1,675	242
<b>1b.Scenario 1.Residential-NCC OP Standard&amp;Non NCC Rate Long-Term</b>	1,057	982	919	846	783	727	-330
<b>1c.Scenario 1.Nursing-NCC OP All Long-Term</b>	328	407	417	425	432	439	111
<b>1d.Scenario 1.Residential and Nursing-Self/Other Funded-Long-Term&amp;All Short-Term</b>	3,308	3,332	3,410	3,454	3,513	3,568	260
<b>2a.Scenario 2.Residential-NCC OP Enhanced/Complex Long-Term</b>	1,433	1,524	1,547	1,573	1,596	1,616	183
<b>2b.Scenario 2.Residential-NCC OP</b>	1,057	980	910	832	763	703	-354



<b>Standard&amp;Non NCC Rate Long-Term</b>							
<b>2c.Scenario 2.Nursing-NCC OP All Long-Term</b>	328	404	404	404	404	404	76
<b>2d.Scenario 2.Residential and Nursing-Self/Other Funded-Long-Term&amp;All Short-Term</b>	3,308	3,308	3,308	3,288	3,268	3,249	-59
<b>Scenario 1 Total OP Care Home Occupancy</b>	<b>6,126</b>	<b>6,258</b>	<b>6,317</b>	<b>6,335</b>	<b>6,372</b>	<b>6,409</b>	<b>283</b>
<b>Scenario 2 Total OP Care Home Occupancy</b>	<b>6,126</b>	<b>6,215</b>	<b>6,169</b>	<b>6,097</b>	<b>6,032</b>	<b>5,972</b>	<b>-154</b>

The geographical areas with identified shortages of OP care home beds are shown below as red or orange:

<b>Primary Care Network with Geographical Description</b>	<b>Rating - Difficulty Making NCC Placements</b>	
	<b>OP Enhanced or OP Complex Needs Residential</b>	<b>OP Nursing</b>
Gorleston	Medium sufficiency	Low sufficiency
Great Yarmouth and Northern Villages	Sufficient provision	Low sufficiency
NN1-Fakenham, Holt and Sheringham	Medium sufficiency	Low sufficiency
NN2-Cromer and North Walsham	Medium sufficiency	Low sufficiency
NN3-Aylsham	Low sufficiency	Low sufficiency
NN4-Acle and Wroxham	Medium sufficiency	Low sufficiency
Norwich	Sufficient provision	Sufficient provision
Breckland-Thetford and Watton	Sufficient provision	Medium sufficiency
Ketts Oak-Wymondham	Low sufficiency	Low sufficiency
Mid Norfolk-Dereham	Sufficient provision	Medium sufficiency
SNHIP-Attleborough, Diss and Loddon	Sufficient provision	Low sufficiency
West Norfolk Coastal-North West Norfolk Rural Area	Medium sufficiency	Medium sufficiency
Fens & Brecks-Villages around Downham	Medium sufficiency	Low sufficiency
King's Lynn-King's Lynn with Dersingham and Hunstanton	Sufficient provision	Sufficient provision
Swoffham and Downham	Sufficient provision	Medium sufficiency

### **Residential Care Homes, especially those in geographical areas with shortages:**

- Demand plus council placement practices mean that there will continue to be reducing numbers of new placements for people with standard needs and an increase in those with enhanced or more complex needs. These people will

require larger rooms, more equipment (or space to accommodate), and a higher level of skilled staffing to support.

- For care homes in the shortage areas shown above, if they have vacancies that they cannot fill or that arise, and where they are able, changing these beds to support an OP resident with more complex needs would result in a much better chance of the council making a placement there. This may require adaptations and staffing changes to enable this.
- Care homes are encouraged to register with CQC for dementia and make the necessary staffing decisions to facilitate accepting more residents with dementia, especially those with enhanced level needs.

#### **Nursing Homes, especially those in geographical areas with shortages:**

- Generally, larger rooms, more equipment (or space to accommodate), and a higher level of skilled staffing to support people with more complex needs would result in a much better chance of the council making a placement.
- The complex situation for nursing homes around decreasing occupancies yet difficulties finding appropriate placements has not yet been fully explained. Based on demographic data we anticipate that the Council will require additional OP nursing placements in the future. However, at the same time we have experienced low numbers of nursing placements over the past few years. This is a complex situation which needs to be understood and addressed as part of our joint working with the Integrated Care Board.

#### **The simplified council commissioning intentions are:**

##### **Residential and Nursing:**

- More enhanced/dementia/complex physical needs beds increasing in line with projected demand.
- Reduction in the low care need offer (“true” standard residential). Need for alternative/prevention provision especially independent living or home care.
- Accessible provision accepting NCC fees or charging a “reasonable fee” in all areas of Norfolk, within a “reasonable” distance of where people live.
- High (and increasing) % of temporary care arrangements result in people returning to their usual place of residence.
- Good value and high quality, not cheaper and lower quality.
- Modern buildings or improved older buildings offering sufficient room size and home layout. This could ultimately mean fewer but more modern and larger homes.
- Care homes rated at least good by the most recent of CQC or PAMMS inspection or on a “Provider Quality Journey” with the Council’s Integrated Quality Service (IQS).
- Care homes can cater for increased levels and complexity of need, both physical and mental.
- Skilled workforce paid a competitive wage, on a secure contract, supported to live in area where they work with less reliance on agency staff.
- Residents supported (on average) for a relatively short period of time.

## Nursing:

- Continuing to work with the Integrated Care Board to understand current and future nursing demand and to explore opportunities to align the commissioning and contracting of Funded Nursing Care and Continuing Health Care. This includes reviewing our current care definitions for residential and nursing care as well as consideration of a joint block contract for nursing care.
- Fewer “specialist” homes with nurses and skilled staff concentrated in fewer homes could be an option.
- Greater % of beds used or available for nursing rather than residential, ensuring that FNC covers costs associated with operating a nursing home (i.e., a greater % of the residents will receive this payment).

## What was achieved during 2022/23

- We have drafted a five-year strategy for Accommodation Commissioning for people aged 65 years and above. We will be engaging with NHS partners, care providers and other stakeholders to finalise this programme over the next 12 months.
- We worked with providers to deliver the Fair Cost of Care element of the Social Care Reform. The reports on the approach and outputs from the Fair Cost of Care work can be accessed via the following link: [Market sustainability and fair cost of care - Norfolk County Council](#)
- We worked with providers to inform the development of the Market Sustainability Plan, another key element of the Social Care Reform. The final plan can be accessed via the link above.
- We supported the ICB to introduce a new health led Intermediate Care bed offer (Pathway 2) from 1st July 2022. This replaced the short-term beds previously commissioned by the Council during the Covid pandemic.
- We are working with the ICB to undertake a joint review of commissioning and contracting of Continuing Health Care and Funded Nursing Care, to identify opportunities for improvements. Working with care providers to implement the recommendations from this review is a key priority moving forwards.
- We have continued to develop our approach to identifying and supporting care providers who are at risk of failure.

## Key messages to providers

- We want to work with Registered Social Landlords and Care Providers to develop 1,135 units of Independent Living by 2028, increasing provision for people with lower care needs, helping them to remain independent for longer. The expected impact of this has been included within the residential demand modelling in the ‘supply and demand’ section above.
- We want to develop/enhance specialist provision for people with dementia, including working age dementia.
- Although we have adequate supply of residential capacity, we have significant gaps in affordable provision for people with complex needs. We want to work with

providers to develop the model and the affordable fee rates that would encourage providers into this sector.

- Working with the Council to identify ways to deliver a lower carbon sector

## Working Together – Doing Business in Norfolk

### Open for business

#### We need...

**To ensure that people are able to access the right services, in the right place at the right time.**

#### We will...

- be available for providers to have the conversations to gain a shared understanding of how best to commission and deliver the type and quality of provision that is required.
- provide access to information that helps providers to understand how demand is changing and what is needed to meet current and expected future needs.
- work in partnership with providers and health partners to review current service models and resourcing to ensure that providers are able to deliver what is required and to be appropriately supported to deliver safe, high-quality care.

#### Providers/Developers will ...

- work with us to re-design service models and pathways that optimise the use of our scarce system resources
- ensure that they use technology in ways that will provide an alternative to direct care where this is assessed as appropriate and safe for the individual i.e., sensors, video calls etc.

#### We need...

**To have conversations with providers interested in doing business in Norfolk.**

## We will...

- keep our market position statement current so that providers can identify what services are required and where.
- through our market position statement, provide advanced notice of upcoming tenders which will be advertised via contract finder.
- be available for providers to have discussions about plans for service developments.
- Look at ways where we can support smaller/micro enterprise initiatives with business planning to ensure that they are able to compete for business and able to be viable.

## Providers/Developers will ...

- develop plans for new services in Norfolk in discussion with commissioners.

## We need...

**More providers with accommodation that is fit for the future.**

## We will...

- provide more clarity to the market of what we need and where we need it to help providers plan.
- through our digital information hub, we will provide information about current and emerging digital technology, identify funding opportunities and support skills development.

## Providers/Developers will ...

- deliver services out of accommodation that is designed to best meet the needs of clients being supported.
- ensure that they are technology ready and fit for the future.

## We need...

**We need more providers delivering affordable, high-quality services that meet the higher-level acuity of needs presenting.**

#### Particular areas of priority:

- Complex dementia presentations, particularly working age specialist provision.
- Working age complex physical disability provision.
- Learning disability, autism and mental health supported living services.
- More specialist home care enabling people with complex needs to remain living in their family home.
- A greater focus on assistive technologies and equipment to enable people to be supported safely with the least intensive provision appropriate to meeting their assessed needs.

#### We will...

- ensure that the person requiring support and their family/carers is central to all of our planning.
- We will ensure that people with lived experience are key partners in developing our strategies and new models for delivery.
- offer health and social care in-reach support and training to ensure that staff have the required competencies and confidence to support people with the most complex needs, in the best way and deliver improved outcomes for the people receiving support.
- ensure that providers receive timely support when placements are at risk of breaking down.
- offer a fair fee rate for meeting the complexity of need presenting.
- work with providers to review evidence-based models.

#### Providers/Developers will ...

- Work with the Council, CCG and NHS Trusts to develop service models that deliver safe, high- quality provision.
- Help us to think differently about how services can be delivered and what are the best technological solutions to deliver efficient and effective care and support.
- Maintain a minimum of a “good” CQC rating.
- Ensure that their staff access specialist training to give them the skills, confidence, and competencies to support individuals with complex needs.
- Work in partnership with health and adult social care to best meet the needs of those individuals with the most complex needs.

## We need...

**Passionate, well trained, supported staff keen to progress their career in social care.**

## We will...

- Work with providers to review the training and support currently available to ensure that this will deliver a workforce with the right skills and competencies to best meet the needs of people requiring support.
- Ensure that our fee rates include sufficient resources to enable staff to access the training and development that they need.
- Review the outcome of the NorCA Local Care Worker Pay Framework if adopted by the sector.

## Providers/Developers will ...

- Be committed to develop their workforce to deliver the right quality of care.
- Invest in their workforce to support staff to continue to work in the sector, helping them to progress their career in social care.
- Review the opportunities for nurse associates to support a higher acuity of need and to work with the NHS to secure the clinical supervision required.
- Ensure staff reach a minimum level of digital skills required to use their time most efficiently, maximising client facing activities.

## Quality Improvement Support

The Integrated Quality Service's **Improvement & Escalation Policy** was published in 2022. This sets out the role of audits and interventions deployed by IQS to promote quality improvement in the care market.

**Provider Assurance Market Management Solution (PAMMS)** audits broadly replicate a CQC inspection, provide a detailed draft report to providers outlining areas for improvement and awarding an overall rating when published. Areas of non-compliance are addressed by provider Action Plans, which IQS monitor via desktop and follow up threshold crossing visits. Quality Monitoring Visits (QMV) threshold crossing visits used either to follow up compliance with areas identified for improvement at PAMMS/CQC inspections, or to make focussed enquiries into urgently arising matters, Safeguarding concerns or complaints.

**Integrated Working** - Quality Improvement Nurses (CCG staff) complement our Quality Monitoring Officers (NCC staff) in forming a single, joined-up IQS, drawing on the health and social care skillsets and specialisms of each. In addition to their support to our audit activity, Quality Improvement Nurses are engaged in development and commissioning of responsive training and project activity dedicated to care providers. Examples of this are the roll out of ISTUMBLE (falls prevention and management system), ReSPECT (End of Life DNACPR successor scheme) and Hydration and Dementia Champion initiatives. Clinical aspects of Enhanced Health and Wellbeing in Care Homes are also actively promoted and/or delivered by IQS team members.

**Subject Matter Leads** – all IQS team members adopt an area/s of specialism to act as subject matter leads ensuring the team has contemporary knowledge of best practice, enhancing the quality of support to the care market. Our Subject Matter Leads have specialism in areas such as: Dementia, Health & Safety, Medicines, Learning Disability & Autism, MCA, Infection Control (not an exhaustive list).

**Bespoke training and guidance** – in response to trends in compliance shortfalls, IQS works with partners to produce training and guidance to support the care market. Recent examples include Fire Safety for Home Care providers (in collaboration with Norfolk Fire and Rescue Service), Medication Safeguarding Guidance (in collaboration with Norfolk Safeguarding Adults Board), MCA training for providers (with Safeguarding)

**Support to Procurement and Commissioning** – IQS has an integral gatekeeping role in assessing and advising on the quality of tenders, escalating serious or serial non-compliance and/or breaches of contract and taking action in line with the Improvement & Escalation Policy.

**Working with external partners** – key links with external partners include Norfolk Care Association (NorCA), Norfolk & Suffolk Care Association, Healthwatch Norfolk



and the Care Quality Commission. Routine engagement and activity of mutual interest to care providers commissions and delivers training, identifies projects

**User Voice** – work to engage, develop and draw upon Experts-by-Experience as a feature of IQS audit activity will be piloted during 2023/24.

**Expansion of remit** – in 2022/23 Day Opportunities and Domestic Abuse settings were introduced into the portfolio of IQS remit. Quality Monitoring and Improvement interventions promote adherence to contractual duties from a quality perspective.

## Training and Development

### Challenges

- Across all staff groups only 44% of workers within the social care sector hold a relevant qualification. The average for the East of England is 45%.
- The recruitment and retention difficulties currently being experienced within the sector has made it difficult for employees to be released for training
- The high turnover rate of staff impacts on staff accessing the training that is required. Norfolk has a higher-than-average percentage of staff moving within the sector.
- The government in April 2022 announced £500m nationally to train and retain talent in the health and social care workforce and to attract new staff as part of the Health and Social Care Levy. This has since been reduced to £250m nationally.

### Support for providers and staff working in the sector

Developing Skills in Health and Care offers fully funded training and mentoring to people in the health and social care workforce living in Norfolk and Suffolk. This training is funded by Norfolk and Suffolk County Councils and delivery partners and is match-funded by the European Social Fund.

### Developing Skills:

- Offers fully funded courses from Functional Skills to Level 2 courses in Dementia, Autism, Learning disabilities and Mental Health through to a Level 4 Aspiring Manager programme.
- Works with Norfolk and Suffolk Care Support and Care Development East to ensure that training and courses on offer are relevant and useful for the sector
- Has a team of career progression mentors to support learners through their learning and development journey

- Provides flexible delivery models, bite-size learning and expert tutors to best suit learner needs.

**We want learners who complete courses and mentoring with DSHSC to be able to say:**

- I found the training and mentoring relevant to me and my role
- I developed skills and knowledge for my role
- I am more confident in my role
- I am interested in taking up further training
- I have progressed in my role and/or I am interested in exploring progression opportunities

**We want employers referring employees to DSHSC to be able to say:**

- The training and mentoring offered is relevant and useful to my workforce and the people we support
- The quality of care and support we provide has improved
- Retention within my workforce has improved
- The confidence and skills of my workforce has improved
- We actively promote learning opportunities for our workforce

## **What do we need from health services?**

The EHCH (Enhanced Health in Care Homes) framework has been in place for over 3 years and is a national model. It enables joined up social, primary, community, and secondary care and provides an opportunity to implement a shared strategic and operational approach. In Norfolk and Waveney this has been renamed the Enhanced Health and Well Being in Care framework so that it may support the wider care provider market.

The seven core areas in the framework will help to ensure that people receiving care have access to enhanced primary care and to specialist services to maintain their independence as far as possible by reducing, delaying, or preventing the need for additional health and social care services.

## **Enhanced Primary and Community Care Support**

This aligns homes to Primary Care Networks so that every home is aligned with a GP Practice who performs home rounds (either virtually or face to face). Personal

health care and support plans are developed with the individual and their circle of support. This includes the undertaking of structured medication reviews, hydration and nutrition support and access to out of hours and urgent care.

Oral health access is proving problematic due to the national shortage of dentists, but some providers are reporting access to dentists. A small project in the west of the county has seen a mobile dentistry service in operation.

## Multi-disciplinary Team (MDT) Support

This brings together a number of resources and training for care workers including continence promotion and management (including UTI and continence training and bowel care pathways). Training in wound care, leg and foot ulcers including diabetic foot care are also available. The Cambridge Diabetic Education Programme is available to providers and consists of a modular system to be used as a training course but also to be dipped into as a resource. It is made up of a number of levels from basic to specialist.

Carer's support and breaks for carers are also important elements of this core area.

## Falls prevention, reablement and rehabilitation

A lot of work is ongoing in this core area, both in falls prevention, safe falling and lifting and post falls management. 268 Mangar lifting cushions have been distributed along with training in the IStumble algorithm to determine whether to lift an individual. IStumble refresher training has also been available and there are several community falls initiatives for early identification of individuals to build resilience and independence.

## Palliative and End of Life Care, Mental Health, and Dementia Care

There are video resources covering 13 topics and rolling level 3 ReSPECT courses.

## Commissioning and Collaboration between health and social care

There is joint working on a number of initiatives especially in the area of falls, single handed training and nursing care.

## Workforce Development

There are a number of initiatives either as direct courses (including bitesize sessions), videos or e-learning on a range of subjects including diabetes, medicines

management and signs of deterioration. There are also a number of champions networks in operation and there are plans to expand these.

## Data, IT and Technology

This is a constantly evolving area and includes NHS.Net for care homes offering secure communications, assistive technology which may prompt the taking of medicines, pressure mats etc. Technology whilst often something social care or health specific such as shared care records or Alcove, also includes using mainstream tech such as Alexa or Google Assistant in a new or bespoke way. There are also a range of Apps offering a variety of services dependent on support needed. There are a number of pilots in this core area exploring a number of ways to use technology effectively with care providers, carers, and individuals.

## Virtual centre of excellence supporting International Recruitment

The international recruitment programme is delivering an ethical and sustainable recruitment model that supports social care organisations to increase and develop their international recruitment plans.

The safe arrival, induction and embedding of new people into the social care workforce is our number one priority for international recruitment. The international recruitment grant supports local authorities to put in place a package of financial support to increase the number of international recruits they have, and as a priority to provide safe onboarding, induction, and pastoral support for these recruits.

Based on initial engagement around key needs for the sector it has been agreed that that during the project the following products will need to be developed, implemented, and accessed:

- Policy/procedures/minimum standards/codes of ethics, signposting, communications, monitoring and evaluation
- Benchmark baseline activity
- Modern Slavery and Human Trafficking guidance/standards/procedures aligned to Skills for Care
- Framework including advice/guidance/training/webinars to care providers
- Equality diversity & inclusion (EDI) training
- 'Good practice' guidance/protocol re: pastoral care
- Agreement re: minimum standards/competency framework—creating a model with an enhanced Care Certificate
- Specialist advice on immigration, sponsorship, housing etc. issues
- Support to drive safely in the UK/access public transport
- Accommodation support

- Training/coaching for the existing workforce/managers to create welcoming and supportive work environments which embed anti-discriminatory/anti-racist/anti-oppressive practice
- Access to English for Speakers of Other Languages (ESOL)

Delivery will focus on providing practical, tailored solutions to the identified barriers which are responsive and accessible to all providers to meet local needs e.g., through:

- Overseas recruitment services
- Skills training and needs audits
- Enhanced Care Certificate training
- Facilitation of IR community networks
- Landlord liaison/agreement development/training
- Practical support with sponsorship and visa applications
- Development of strong pastoral support packages

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<sup>i</sup> data source – Projecting Adult Needs and Service Information (PANSI) and Projecting Older People Population Information System (POPPI)

<sup>ii</sup> NHS Digital, Health, and Care of people with Learning Disabilities: Experimental Statistics: 2015-16  
<http://digital.nhs.uk/catalogue/PUB23781>

# Cabinet

**Item No: 12**

**Report Title: Trading Standards Service Plan 2023/24**

**Date of Meeting: 5 June 2023**

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

**Responsible Director: Ceri Sumner** (Director of Norfolk Fire and Rescue Service/CFO)

**Is this a Key Decision? No**

## **Introduction from Cabinet Member**

During the 2022/23 service year, the Trading Standards service responded to an unprecedented 65 avian influenza outbreaks in the county, conducting foot patrols and/or sending mailshots to residents in the affected areas to identify and advise poultry keepers on how to protect their flocks and prevent further spread of the disease, in an effort to protect the local poultry industry.

Despite the need to significantly refocus resources, the service has also:

- continued to conduct market surveillance of consumer goods, removing illegal and/or unsafe products such as e-cigarettes (vapes), second-hand cars and substandard foodstuffs from the marketplace to safeguard Norfolk people and legitimate businesses,
- introduced a further 15 No Cold Calling zones, taking the county total to 310 zones, meaning, at present, 14,511 Norfolk properties are protected from rogue and unscrupulous cold-calling doorstep traders,
- ensured the ongoing safety at seven sporting venues across the county, including Norwich City football ground, as part of their Safety of Sports Grounds statutory function,
- addressed the usual wide range of issues associated with ensuring a fair and equitable trading environment in the county, and
- supported their 11 trainees on their professional qualification pathway, with one trainee sitting her final examinations and the cohort of 10 trainees recruited in the summer sitting their Stage 1 examinations in May 2023,

## **Executive Summary**

This report describes the Trading Standards Service Plan and associated sub-plans (as annexed to the main plan) that set out the service priorities for 2023-24, taking account of the service budget set in February 2023, and focusing on:

- Responding to business and consumer vulnerabilities arising from the cost of living crisis
- Environmental protection: ensuring:
  - businesses are supported to comply with new green legislative requirements, and
  - the service operates in a manner to support the council's net-zero ambitions.
- Investment in the workforce to develop a resilient service: recruitment and development of Trading Standards Officers and trainee Trading Standards Officers to ensure the service has the staffing resources necessary now and, in the future, to fulfil its statutory duties and address the county council's priorities.
- Greater integration with the Norfolk Fire and Rescue Service to realise improved services for businesses and communities and inhouse efficiencies.
- Development of commercial services: increasing income, primarily through calibration and chargeable business advice functions to reduce reliance on grant funding.

## **Recommendation:**

**To agree and adopt the Trading Standards Service Plan and associated Annexes set out in Appendices 1 to 4**

## **1. Background and Purpose**

1.1 The Trading Standards service's ambition is for a safe, fair, and legal marketplace for Norfolk, that supports and benefits local businesses and communities. In alignment with Better Together, For Norfolk - Norfolk County Council's strategy for 2021-2025, our five priorities 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

1.2 Trading Standards has a very broad remit:

- Protecting the integrity of the food chain, from farmed animal welfare and disease control (such as, in response to avian influenza), and animal feed hygiene and standards to food safety and standards
- Ensuring goods are safe and trading is fair
- Tackling underage and illegal sales of tobacco products (including vapes), alcohol, knives, and corrosive substances
- Environmental protection, ensuring businesses are supported to comply with new green legislative requirements, and
- Ensuring the safety of a number of sports grounds in the county.

The Local Government Association (LGA) published a [Councillor Handbook](#) on public protection services in September 2022 which provides an overview of council environmental health, trading standards and licensing services, which collectively fall under the broad theme of public protection services.

### 1.3 The service supports businesses through the provision of:

- information and advice to ensure compliance with trading standards
- calibration, verification, testing and hire of weighing and measuring equipment
- a level playing field by ensuring fraudulent and unfair practices are not allowed to prosper.

The service investigates criminal offences and civil breaches and takes legal action where necessary to protect individuals, in particular the vulnerable, as well as wider legitimate public and economic interests. The service also seeks to protect Norfolk people from fraud, scams and rogue traders through awareness raising and our No Cold Calling Zones and Trusted Trader scheme.

Trading Standards therefore has an important social and economic role in the county, helping communities to strengthen, people and the environment to thrive, the economy of Norfolk to grow and both communities and businesses to survive the cost-of-living crisis.

### 1.4 During the 2022/23 service year the Trading Standards service:

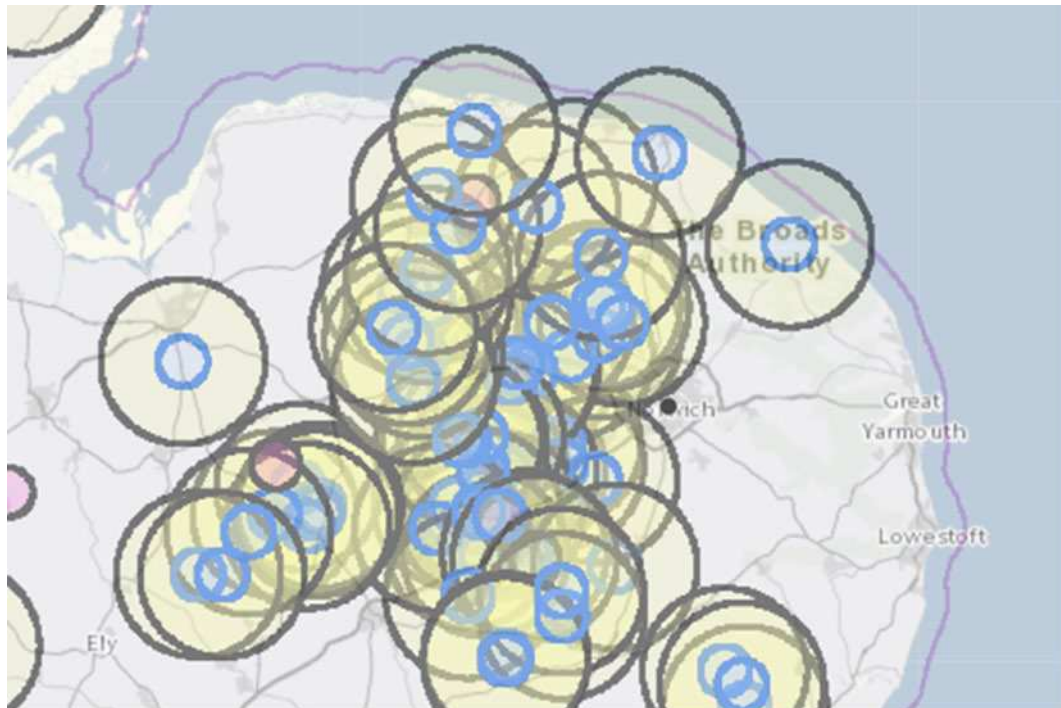
- Responded to the unprecedented number of avian influenza outbreaks in Norfolk, presenting a serious threat to the commercial poultry industry in the county (and across Great Britain), Since 1 August 2022 there have been 306 outbreaks in England, 65 (21%) at Norfolk premises. In comparison we had just 3 over the winter of 2021/22. Norfolk became the epicentre of the disease in October 2022, when we responded to 46 cases in just that month.

Trading Standards expended 185 officer days on foot patrols, contacting residents within 3km radius protection zones around affected premises (see map overleaf), checking, and collecting information as to other captive birds that were being kept in the zones and providing keepers with advice on legal restrictions and biosecurity. During October, these were completed with support from colleagues from Breckland and Broadland Councils, Cambridgeshire and Lincolnshire Trading Standards, and



volunteers from within Norfolk County Council, totalling 26 volunteer days. Over the course of the winter, we adopted a less labour-intensive approach, replacing foot patrols with mailshots. To date, we have sent 29,806 letters to residents in protection zones.

Mandatory housing of poultry in the county was in place from 12 October 2022 to 18 April 2023. In response to commercial poultry keepers' concerns about poor biosecurity of backyard flocks, Trading Standards followed up 118 reports of unhoused poultry, providing advice or taking enforcement action to ensure the keepers comply with legal requirements.



Map of Norfolk showing avian influenza protection and surveillance zones in January 2023

- Calibrated circa 20,400 items of equipment, supplied weights and other weighing equipment, provided hire weights, and verified weighing and measuring instruments for local, national, and international businesses and public organisations, generating an income of £581,150, £19.150 (£3.4%) over the target of £562,000, which was increased by £50,000 for the 2023/24 service year
- Supported the creation of 15 new No Cold Calling zones, taking the county total to 310 zones, meaning, at present, 14,511 Norfolk properties are protected from rogue and unscrupulous cold-calling doorstep traders.
- Continued to work with operational partners to tackle the problem of illegal tobacco and e-cigarettes (vapes) in Norfolk, seizing 59,400 illegal cigarettes, 9.35kg of illegal hand rolling tobacco and over 2,800 illegal vapes.

- Continued our focus on food allergens work, including food sampling and responding to 34 complaints in relation to undeclared allergens, to ensure retailers and caterers are providing the necessary information to keep their customers safe from harm.
- Responded to a further 196 complaints about food standards, liaising with Trading Standards colleagues across the country and Environmental Health colleagues locally to ensure suppliers bring their foods up to standard or remove them from the marketplace.
- Coordinated and participated in a regional project, which was supported by national funding, looking at second-hand car traders of most concern. Of the 109 vehicles examined by Trading Standards services in the eastern region, 80% of vehicles were found to be faulty with 24% presented in an unroadworthy condition. Of the 8 vehicles inspected in Norfolk, 2 were found to be in an unroadworthy and dangerous condition and the trader responsible has been formally investigated. The project demonstrated that the used car sector, which generates the highest number of consumer complaints each year, still requires considerable ongoing surveillance to improve trade practice, ultimately aiming to level the playing field, support small business growth and increase consumer confidence.
- Continued to work with seven venues across Norfolk to deliver our statutory functions under Safety of Sports Grounds legislation. These include stadia used for football, greyhounds, speedway, stock car racing and horse racing. The County Council issues and reviews safety certificates which set out the safe capacity of a sports ground (or a spectator stand), and the terms and conditions that the certificate holder must follow.
- Utilised our intelligence-led enforcement (InLEt) process to achieve compliance with traders at the earliest outset. Of the traders flagged by InLEt as being our most detrimental, and referred on to officers for further action, 97% are brought to compliance within 3 months. The remaining traders are subject to our continued intervention work and/or further action, with the ultimate sanction being prosecution, until compliance is achieved.
- Took five prosecutions during the year, where, in every case, the offenders either pleaded guilty or were found guilty at trial. The cases related to rogue builders/tradespeople, animal welfare and second-hand cars. In the majority of cases, we have successfully applied for criminal behaviour orders. These require those convicted to trade fairly and legally in the future, with sanctions if they do not. Thus, protecting those Norfolk consumers who contract with these traders. We have also sought to recover compensation for the witnesses in our cases, where appropriate to do so.

Full details of Trading Standards performance during 2022/23 is available on pages 3 to 7 of the Trading Standards Service Plan 2023/24 ([Appendix 1 to this report](#))

- 1.5 The Trading Standards service takes an evidence-driven approach to strategic and tactical planning and decision making. The service plan has been developed using analysis of information (intelligence), such as consumer complaints recorded by the Citizens Advice Consumer Helpline (CACH), information about threats and rogue traders recorded on the Trading Standards' national intelligence database, and intelligence disseminated by enforcement partners such as the Food Standards Agency (FSA), the Department of the Environment, Food and Rural Affairs (Defra) and the Office of Product Safety and Standards (OPSS). This robust approach ensures that the service plan reflects the issues and problems Norfolk people and businesses face, ensuring our service is focused on the needs of the county. This includes providing part of the 'national shield'; collaborating with National Trading Standards (NTS) to address both national issues that affect Norfolk and the impact of local businesses nationally and globally.

The service plan ([Appendix 1](#)) includes our 'plan on a page' (page 12) which summarises our strategic control strategy and focus on protecting the public and legitimate business.

- 1.6 There is a national shortage of qualified Trading Standards Officers and, as a consequence of being unable to fill a number of vacancies, the service recruited a cohort of 10 trainees last year. The cohort sat their Stage 1 Chartered Trading Standards Institute's professional competency framework (CPCF) examinations in May 2023 and, if successful, will attain their Trading Standards Practitioner Certificate (TSPC), enabling them to operate as warranted fair trading officers. They will then commence further specialist training, including the two-year Level 6 Trading Standards Professional apprenticeship.

Unfortunately, whilst we have had recent success in recruiting 2 qualified officers, five qualified Trading Standards Officers left the service in the last service year, mainly through retirement. Excluding our new cohort of trainees, the average age of our qualified staff is 50, with 29% over the age of 55. A conservative estimate is that a further 5 officers will retire within the next 3 years and, as professional training takes three years, we need to recruit further officers/trainees to ensure we have the staffing resources necessary now and in the future to fulfil our statutory duties and address the county council's priorities.

- 1.7 As a result of the strategic review, the Trading Standards service is once again reporting to the Chief Fire Officer/Director of Norfolk Fire and Rescue Service with effect from 1 May 2023. Greater integration with the Norfolk Fire and Rescue Service Prevention and Protection services will enable both services to provide improved services for businesses and communities and inhouse efficiencies.

## **2. Proposal**

- 2.1 The Trading Standards Service Plan 2023/24 ([Appendix 1](#)) includes, and attention is drawn to:
- Annex I: Enforcement of Age Restricted Sales and Illegal Tobacco Products Plan 2023/24 ([Appendix 2 to this report](#))
  - Annex II: Food & Feed Law Enforcement Plan 2023/24 ([Appendix 3 to this report](#)), and
  - Annex III: Delivery of Animal Health & Welfare Framework 2023/24 ([Appendix 4 to this report](#)).
- 2.2 The Enforcement of Age Restricted Sales and Illegal Tobacco Products Plan enables the County Council to discharge its statutory duty to annually consider and review its enforcement of the Children and Young Persons (Protection from Tobacco) Act 1991 and the Anti-Social Behaviour Act 2003.
- 2.3 The Food and Feed Law Enforcement Plan is a statutory plan required by the Food Standards Agency, which incorporates work that is intended to protect the food supply chain, covering both food production and control of animal feed used for animals intended for human consumption.

## **3. Impact of the Proposal**

- 3.1 The Trading Standards service has a track-record of evidence-driven strategic and tactical planning and decision making. Our service plan ensures that we target our resources at those areas of trade that cause the most detriment to Norfolk consumers and businesses and anticipate emerging issues. It enables us to collaborate with partners to achieve complementary aims, such as our work with Public Health, the police and the Department of Health and Social Care to tackle the supply of illegal tobacco and vapes, including sales to people under the age of 18. It also enables us to empower communities to protect themselves from frauds and scams, such as through our work with the Norfolk Against Scams Partnership (NASP) and our No Cold Calling Zones. Our planned approach promotes an environment in which businesses and communities can thrive.

## **4. Evidence and Reasons for Decision**

- 4.1 The Trading Standards Service Plan, inclusive of Annexes I, II and III ([Appendices 1 to 4](#)), is considered to be the most effective way to demonstrate how the service intends to fulfil its regulatory/statutory responsibilities, taking into account the available intelligence, resources and the Better Together, for Norfolk priorities we are seeking to support.

## 5. Alternative Options

- 5.1 The proposed Plan and associated documents have been prepared following staff engagement and are considered to set out the most effective approach and best fit with the strategic direction of Norfolk County Council. Alternative approaches could be taken, but these would require further work to develop, may be constrained by the need to ensure we have capacity to fulfil our statutory duties, and may result in a need to secure additional funding to deliver.

## 6. Financial Implications

- 6.1 The activities within the proposed service plan and the proposed recruitment detailed in section 7.1 below can be delivered within the agreed budget, using current reserves, drawing down £20K grant funding for training from our regional East of England Trading Standards Association (EETSA) and utilising the apprenticeship levy to support our 10 trainees, who will be embarking on the two-year Level 6 Trading Standards Professional apprenticeship as outlined at 1.6 above.
- 6.2 The service actively pursues grant funding from central government departments, directly or via National Trading Standards (NTS) and/or our regional East of England Trading Standards Association (EETSA). The service attracts annual funding for animal feed law enforcement and coordination on behalf of EETSA. We are anticipating new grant funding in the 2023/24 and 2024/25 service years from the Department of Health and Social Care (DHSC) to tackle the illegal sale of e-cigarettes (vapes) to teenagers.
- 6.3 As highlighted in the service plan itself, current accommodation constraints for our Calibration, Verification and Testing Services (CVTS) laboratories are stifling growth, which could result in an inability to generate the required income via our commercial services. Capital investment may be required, as per section 7.2 below.

## 7. Resource Implications

- 7.1 **Staff:** There is a long-standing national shortage of qualified Trading Standards Officers (TSOs) and although we have been successful in recently recruiting two qualified officers, we have seen 5 qualified officers leave the service in 2022/23, and we currently have trainees occupying 32% of the qualified officer positions within the service. We have an aging demographic within the service, with, excluding our cohort of 10 trainees, an average age of 50; with 29% over the age of 55 and 64% over the age of 50. A conservative estimate is that a further 5 officers will retire within the next 3 years and, as professional training takes three years, as highlighted in the service plan itself, the current age demography presents a significant risk to our ability to meet service demands. In addition, the potential failure to maintain a sufficiently large cohort of qualified

staff would severely inhibit our ability to successfully recruit and retain trainees, who depend on the support of these staff to attain their professional qualification.

The staff survey results for Trading Standards have shown a consistently high score (negative impact) for job pressures and workplace tensions. This is, in part, a result of the regulatory work we undertake, but it is also as a result of the staffing reductions we have seen over a number of years and our inability to fill staffing vacancies with qualified Trading Standards Officers (TSOs).

Investment in our workforce to develop a resilient service has been a priority in our service plan since 2020/21 but was delayed by our focus on our coronavirus pandemic response. Subject to the approval of a business case, we would seek to recruit trainees to join our innovative graduate/job mover recruitment and training programme with a view to attracting people from diverse backgrounds, who have the capability to complete the on-the-job training and gain the experience necessary to attain their Trading Standards Practitioner Diploma.

**7.2 Property:** We will be reviewing the operational accommodation needs of the service, in particular, our Calibration, Verification and Testing Services laboratories to ensure that they meet the size and configuration requirements to enable the service to continue to grow and generate the required income via our commercial services.

**7.3 IT:** The Trading Standards service has recently re-procured our case management system, which was implemented at the start of the 2022-23 service year. The Information Management Team (IMT) provided technical support, including advice on our data protection impact assessment (DPIA), during the re-procurement. They will continue to provide technical support for ongoing maintenance and bespoke development of the system.

It is anticipated that, once fully implemented, the system will generate efficiencies in workflows, enhanced mobile working for officers and a reduction in the need for administrative and IMT support.

## **8. Other Implications**

**8.1 Legal Implications:** Statutory duties are addressed in the Trading Standards service plan 2023-24 and associated plans ([Appendices 1 to 4](#) to this report).

The Trading Standards service is principally concerned with preventing or reducing crime and disorder. Enforcement activities are determined via our intelligence-led approach and enforcement action is undertaken in accordance with the [CES Compliance and Enforcement Policy](#). This policy provides a clear framework within which the service can protect the public, legitimate businesses, and the environment in a consistent, fair, and transparent way, in line with both local and national priorities and the legal requirement arising from Section 17 of the Crime and Disorder Act 1998.

The service has regard to the Freedom of Information Act 2000, the Data Protection Act 2018, and corporate data protection policies and procedures as well as service-specific policies in relation to data protection where these differ in a criminal justice context.

- 8.2 Human Rights Implications:** Enforcement activities occasionally necessitate the use of covert surveillance or access to communications data, as regulated by the Regulation of Investigatory Powers Act 2000 (RIPA) and the Investigatory Powers Act 2016 (IPA). In carrying out its enforcement role, the service has regard to these acts and the County Council's RIPA and IPA policies, when considering the necessity and proportionality of such activities.

In addition, in undertaking its enforcement role, the service has regard to the Human Rights Act 1998, in terms of the right to a fair trial, the right to respect for private and family life, prohibition of discrimination and protection of property.

- 8.3 Equality Impact Assessment (EqIA):** With the support of the Equality and Diversity team, the Trading Standards Service undertook an equality impact assessment (EqIA) of the Trading Standards Service plan in November 2022, with a view to ensuring that we are meeting the Public Sector Equality Duty and our stated aims and legal responsibilities, in the delivery of the Trading Standards service. Findings from this EqIA have informed our Service Plan 2023-24.

The EqIA determined that, based on the evidence available, this service plan is likely to have a significant positive impact on some people with protected characteristics. However, as we do not have a full understanding of our service users and their protected characteristics, it is possible that some people may be negatively impacted due to our current delivery methods for preventative advice and information. For example, some older people may be digitally excluded, not have access to our scam alerts and, therefore be more likely to become a victim of scams. Therefore, there is a need to:

- widen the recording of the protected characteristics of Trading Standards service users, in order to carry out a more detailed analysis; and
- introduce an assessment of the impact on protected characteristics in the delivery method of identified priorities.

This is because the service planning process is based on intelligence to inform our priorities. A Strategic Assessment is carried out annually and revisited monthly at Tasking and Coordination meetings. These strategic and tactical assessments will help identify the latest threats and intelligence regarding what is happening in the marketplace, ensuring the focus is on the most important priorities for Norfolk – the what and the who. It is the activities to meet these priorities which we need to ensure are delivered in a way so as to not negatively impact or unintentionally exclude people with protected characteristics.

A number of positive actions/activities are already embedded as part of service planning/service delivery to ensure people with protected characteristics are not disadvantaged in accessing or receiving our services. Consideration of equality impact needs to be an ongoing consideration when planning the delivery of service priorities identified through intelligence.

As our assessment has identified gaps in our ability to identify service users with protected characteristics and therefore possible detrimental impacts, the two actions below will help to mitigate this:

- Reintroduction of a project planning process, using a project plan template, which sets out our delivery of identified service priorities to include the requirement to consider equality impact as part of the planning where relevant
- Widening and improving the recording of the protected characteristics of Trading Standards service users, in liaison with Citizens Advice Consumer Service

The first action has already been implemented as part of our service planning for 2023/24 and the second will be actioned during the 2023/24 service year.

**8.4 Data Protection Impact Assessments (DPIA):** The service routinely obtains, stores, and shares information to provide advice and guidance, conduct investigations and ensure compliance with relevant laws. Some of this information is personal data, and some of it is confidential or sensitive. The information is securely stored electronically, on the County Council's Network, and in other ways such as on secure databases and in secure paper files. The information is stored and processed in accordance with the law (including the Data Protection Act 2018 and the Enterprise Act 2002) and with proper regard to the council's privacy notices.

Discussion has taken place with the Information Governance Team who advise that a general Data Protection Impact Assessment (DPIA) is not required, as there is no new processing and the relevant privacy notices relating to regulatory provision are in place and have been recently reviewed. However, as advised under section 7.3 above, a specific DPIA was conducted in March 2023 on re-procurement of the service's case management system.

**8.5 Health and Safety implications:** The service follows the County Council's Health & Safety – "Our Commitments policy" and associated corporate policies. The service has comprehensive risk assessments for service-specific activities such as weights and measures inspections, investigation of suspected illegally imported animals or attendance at legal hearings. These enable us to manage the health, safety, and wellbeing of our staff, whether they are working at business premises, in customers' homes, in the office, in our laboratories or in their own homes. Our comprehensive set of risk assessments are reviewed on an annual basis as part of our Health, Safety & Wellbeing Action Plan.

**8.6 Sustainability implications:** The service will have a focus on environmental protection, ensuring:



- businesses are supported to comply with new green legislative requirements, and
- the service operates in a manner to support the council's net-zero ambitions.

The latter includes:

- a commitment to engage with the development of the corporate Environmental Action plan, adopting best practice where applicable
- implementing the mobile working functionality of our replacement case management system and thus reducing our use of paper forms
- sign-posting businesses to online information and advice and providing bespoke advice via email and thus reducing our use of information leaflets and letters, and
- retaining the positive benefits of home-working and implementation of MS Teams to reduce business travel, especially for meetings.

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

## **9. Risk Implications / Assessment**

9.1 This service plan provides a clear framework and mitigates any risk of legal challenge regarding the delivery of the regulatory/statutory enforcement function of the Trading Standards service.

9.2 As demonstrated in the last service year, plans will need to be revised if:

- The county is impacted by further animal disease outbreaks, such as avian influenza or classical swine fever, or
- The service is unable to recruit qualified Trading Standards Officers and/or trainees.

## **10. Select Committee Comments**

10.1 At their meeting on 17 May 2023, the Infrastructure and Development Committee reviewed and commented on the Trading Standards Service Plan and associated Annexes.

10.2 The committee recommended that Cabinet consider support for a rolling programme of Trading Standards trainees to ensure the sustainability of the service.

## **11. Recommendation**

To agree and adopt the Trading Standards Service Plan and associated Annexes set out in [Appendices 1 to 4](#)

## 12. Background Papers

12.1 The Local Government Association issued a Councillor Handbook in September 2022 focused on public protection services. It can be accessed here at:

<https://www.local.gov.uk/publications/public-protection-services-councillor-handbook>

12.2 The [CES Compliance and Enforcement Policy](#).

### Officer Contact

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

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# Report to Cabinet

Item No. 13

**Report Title: Annual Treasury Management Outturn Report 2022-23**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Andrew Jamieson ( Deputy Leader and Cabinet Member for Finance)**

**Responsible Director: Harvey Bullen (Director of Strategic Finance)**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Introduction from Cabinet Member**

In accordance with regulatory requirements, this report provides information on the Treasury Management activities of the County Council for the period 1 April 2022 to 31 March 2023.

## **Executive Summary**

This report and the attached annex provides details of the 2022-23 treasury activities and highlights compliance with policy and strategy previously approved by Members in relation to treasury management

The Council's Treasury Management Panel has discussed and endorsed the recommendations in this report on 19 May 2023.

## **Recommendations:**

- 1. Endorse and recommend to County Council the Annual Treasury Management Outturn Report 2022-23 as set out in Annex 1**

### **1. Background and Purpose**

- 1.1. This Annual Treasury Management Outturn Report forms an important part of the overall management of the Council's financial affairs. The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activity.

### **2. Proposals**

- 2.1. The report at Annex 1 provides details of the 2023-23 treasury activities and highlights compliance with policy and strategy previously approved by Members in relation to treasury management.

### **3. Impact of the Proposal**

- 3.1. The Annual Treasury Management Outturn Report demonstrate that during 2022-23, the Council's treasury management operations have been carried out in accordance with best practice and in compliance with legislative and regulatory requirements.

## **4. Evidence and Reasons for Decision**

### **4.1. Annual Treasury Management Outturn Report**

The annex attached to this report sets out details of treasury management activities and outcomes for 2022-23, including:

- Investment activities
- Borrowing strategy and outcomes
- Non-treasury investments
- Prudential indicators.

- 4.2 The Council's Treasury Management Panel has discussed and endorsed the recommendations in this report.

## **5. Alternative Options**

- 5.1. In order to achieve treasury management in accordance with the Council's treasury management strategy, no viable alternative options have been identified to the recommendation in this report.

## **6. Financial Implications**

- 6.1. At 31 March 2023, the Council's external gross borrowing was £893.4m (£901.2m in 2021-22) and its investments totalled £293.1m (£267.9m in 2021-22).

Long-term borrowing rates rose steadily in 2022 as the Bank of England began uplifting the base lending rate in an effort to curb inflation. The Council has largely utilised internal borrowing to fund the capital programme and only borrowed £10m of the £60m planned for 2022-23 to support capital expenditure previously incurred. The £10m was borrowed November 2022 when there was a short dip in the PWLB borrowing rate.

- 6.2. The report covers the period to 31 March 2023 and reflects on the impact of the Bank of England's decisions to uplift the base lending rate incrementally over the financial year beginning in 17 March 2022 at 0.75% and ending at 4.25% in 23 March 2023. Operationally, the treasury and banking team have mitigated the risks of rising interest rates by minimising borrowing and utilising internal cash balances first. All treasury and banking functions have been performed successfully with staff working at home, with no break in service.

- 6.3. During 2022-23, the Council's treasury management operations have been carried out in accordance with best practice and in compliance with legislative and regulatory requirements.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Director of Strategic Finance continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

In setting the 2022-23 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2022-23 Budget. An overall summary Equality and rural impact assessment report is included on page 305 of the Monday 21 February 2022 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

### **8.4 Data Protection Impact Assessments (DPIA)**

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

## **9. Risk Implications/Assessment**

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2022 to incorporate the 2022/23 budget and Medium-Term financial strategy 2021 - 2026 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.
- 9.2. More specifically, the Council's Annual Investment and Treasury Management Strategy sets parameters for the selection and placing of cash balances taking

into account counterparty risk and liquidity. The strategy also sets out how the Council manages interest rate risks.

## **10. Select Committee comments**

10.1. None

## **11. Recommendation**

11.1. Recommendations are set out in the introduction to this report.

## **12. Background Papers**

12.1. The Annual Investment and Treasury Management Strategy 2022-23, approved at [County Council on 21 February 2022](#)

## **Officer Contact**

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

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ANNEX 1  
Norfolk County Council

**Annual Treasury Management Outturn Report 2022-23**

Report by the Director of Strategic Finance

**1. Purpose**

- 1.1 The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2022-23. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code), and the CIPFA Prudential Code for Capital Finance in Local Authorities, (the Prudential Code).
- 1.1 Treasury management activities are defined as ‘the management of the Council’s cash flows, its banking, money market and capital market transactions; the effective management of the risks associated with those activities and the pursuit of optimum performance consistent with those risks’.
- 1.2 During 2022-23 the minimum reporting requirements were that the full Council should receive the following reports:
- an annual treasury strategy in advance of the year (Council 21/02/2022)
  - a mid-year, (minimum), treasury update report (Cabinet 05/12/2022)
  - an annual review following the end of the year describing the activity compared to the strategy, (this report).
- 1.4 The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report provides details of the outturn position for treasury activities and highlights compliance with the Council’s policies approved by members.
- 1.5 This Council confirms that it has complied with the requirement under the Code to give prior scrutiny to all of the above treasury management reports by the Treasury Management Panel before they were reported to the full Council. Member training on treasury management issues was undertaken during the year on 22 December 2022 in order to support members’ scrutiny role.



## 2. Executive Summary

- 2.1 During 2022-23, the Council complied with its legislative and regulatory requirements. The key actual prudential and treasury indicators detailing the impact of capital expenditure activities during the year, with comparators, are as follows:

Prudential and treasury indicators	31.3.22 Actual £m	2022/23 TM Strategy £m	31.3.23 Actual £m
Capital expenditure • Non-HRA	254.869	246.864	217.273
Capital Financing Requirement: • Non-HRA	970.756	1,013.235	996.456
Gross borrowing	901.205	959.021	893.399
External debt	854.243	914.546	848.917
Investments • Longer than 1 year • Under 1 year • Total	0 267.973 <b>267.973</b>	0 204.360 <b>204.360</b>	0 293.142 <b>293.142</b>
Net borrowing	633.232	754.661	600.257

- 2.2 Other prudential and treasury indicators are to be found in the main body of this report. The Director of Strategic Finance also confirms that borrowing was only undertaken for a capital purpose and the statutory borrowing limit, (the authorised limit), was not breached.

### 3. Introduction and Background

#### 3.1 This report summaries the following:

- Capital Activity during the year;
- Impact of this activity on the Council's underlying indebtedness – the Capital Financing Requirement
- The actual prudential and treasury indicators;
- Overall treasury position identifying how the Council has borrowed in relation to this indebtedness and the impact on investment balances;
- Summary of interest rate movements in the year
- Detailed debt activity and
- Detailed investment activity

### 4. The Council's Capital Expenditure and Financing

#### 4.1 The Council undertakes capital expenditure on long-term assets. These activities may either be:

- Financed immediately through the application of capital or revenue resources (capital receipts, capital grants, revenue contributions, etc) which has no resultant impact on the Council's borrowing need; or
- If insufficient financing is available, or a decision is taken not to apply resources, the capital expenditure will give rise to a borrowing need.

#### 4.2 The actual capital expenditure forms one of the required prudential indicators. The table below shows the actual capital expenditure and how this is financed.

£m General Fund	31.3.22 Actual	2022/23 Strategy	31.3.23 Actual
<b>Capital expenditure</b>	<b>254.869</b>	<b>246.864</b>	<b>217.273</b>
Financed in year *	111.204	81.317	58.322
<b>Financed by external funding</b>	<b>142.714</b>	<b>165.547</b>	<b>158.951</b>

\* Financed in year includes external borrowing and internal borrowing

### 5. The Council's Overall Borrowing Need

#### 5.1 The Council's underlying need to borrow for capital expenditure is termed the Capital Financing Requirement (CFR). This figure is a gauge of the Council's indebtedness. The CFR results from the capital activity of the Council and resources used to pay for the capital spend. The “\* Financed in year” figure represents the 2022-23 capital expenditure (see above table), and prior years' net capital expenditure which has not yet been paid for by revenue or other external funding sources.

- 5.2 Part of the Council's treasury activities is to address the funding requirements for this borrowing need. Depending on the capital expenditure programme, the treasury service organises the Council's cash position to ensure that sufficient cash is available to meet the capital plans and cash flow requirements. This may be sourced through borrowing from external bodies, (such as the Government through the Public Works Loan Board (PWLB), or the money markets), or utilising temporary cash resources within the Council.
- 5.3 Reducing the CFR – the Council's underlying borrowing need (CFR) is not allowed to rise indefinitely. Statutory controls are in place to ensure that capital assets are broadly charged to revenue over the life of the asset. The Council is required to make an annual revenue charge, called the Minimum Revenue Provision – MRP, to reduce the CFR. This is effectively a repayment of the borrowing need. This differs from the treasury management arrangements which ensure that cash is available to meet capital commitments. External debt can also be borrowed or repaid at any time, but this does not change the CFR.
- 5.4 The total CFR can also be reduced by:
- the application of additional capital financing resources, (such as unapplied capital receipts); or
  - charging more than the statutory revenue charge (MRP) each year through a Voluntary Revenue Provision (VRP).
- 5.5 The Council's 2022-23 MRP Policy, (as required by DLUHC Guidance), was approved as part of the Treasury Management Strategy Report for 2022-23 on 21/02/2022.
- 5.6 The Council's CFR for the year is shown below and represents a key prudential indicator. It includes PFI and leasing schemes on the balance sheet, which increase the Council's borrowing need. No borrowing is actually required against these schemes as a borrowing facility is included in the contract

CFR (£m): General Fund	31.3.22 Actual	2022/23 Strategy	31.3.23 Actual
Opening balance	887.047	961.332	970.756
Add financed capital expenditure (as above)	111.204	85.143	58.322
Other financing adjustments (Landfill Provision)	0.951		-0.093
Less MRP/VRP*	-28.446	-33.24	-32.529
<b>Closing balance</b>	<b>970.756</b>	<b>1013.235</b>	<b>996.456</b>

\* Includes voluntary application of revenue of £1.173m in 2021-22

Note the MRP / VRP will include PFI / finance lease annual principal payments

Borrowing activity is constrained by prudential indicators for gross borrowing and the CFR, and by the authorised limit.

- 5.7 Gross borrowing and the CFR - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2022-23) plus the estimates of any additional capital financing requirement for the current (2023-24) and next two financial years. This essentially means that the Council is not borrowing to support revenue expenditure. This indicator allowed the Council some flexibility to borrow in advance of its immediate capital needs in 2022-23. The table below highlights the Council's gross borrowing position against the CFR. The Council has complied with this prudential indicator.

£m	31.3.22 Actual	2022/23 Strategy	31.3.23 Actual
Gross borrowing position	901.205	959.021	893.399
CFR	970.756	1,013.24	996.456
Under / (over) funding of CFR	69.551	54.214	103.057

**The authorised limit** - the authorised limit is the “affordable borrowing limit” required by s3 of the Local Government Act 2003. Once this has been set, the Council does not have the power to borrow above this level. The table below demonstrates that during 2022-23 the Council has maintained gross borrowing within its authorised limit.

**The operational boundary** – the operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary are acceptable subject to the authorised limit not being breached.

**Actual financing costs as a proportion of net revenue stream** - this indicator identifies the trend in the cost of capital, (borrowing and other long term obligation costs net of investment income), against the net revenue stream.

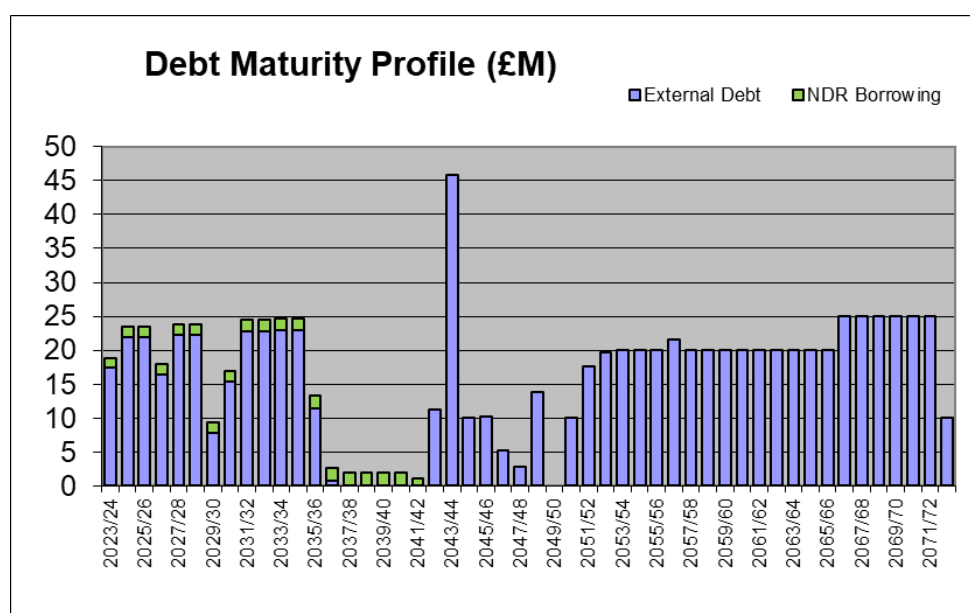
Prudential Indicator 2022/23	2022-23 £m
Authorised Limit	1093.475
Maximum Gross Borrowing position during the year	856.461
Operational Boundary	1039.287
Average Gross Borrowing position	851.985
Financing Costs as a proportion of net revenue stream (£784.689)	8.17%
Capital Financing Requirement	996.456

## 6. Treasury Position as at 31 March 2023

- 6.1 The Council's treasury management debt and investment position is organised by the treasury management service in order to ensure adequate liquidity for revenue and capital activities, security for investments and to manage risks within all treasury management activities. Procedures and controls to achieve these objectives are well established both through member reporting detailed in the summary, and through officer activity detailed in the Council's Treasury Management Practices. At the end of 2022-23 the Council's treasury, (excluding borrowing by PFI and finance leases), position was as follows:

DEBT PORTFOLIO (£m)	31.3.22 Principal	Rate/ Return	Average Life yrs	31.3.23 Principal	Rate/ Return	Average Life yrs
Fixed rate funding:						
-PWLB	£760.023	3.76%	28.1	£757.273	3.73%	27.8
-Market	£42.25	4.75%	22.2	£42.250	4.75%	21.2
-PWLB – Annuity Loans	£51.97	1.82%	17.5	£49.394	1.83%	16.5
<b>Total debt</b>	<b>£854.243</b>	<b>3.69%</b>		<b>£848.917</b>	<b>3.67%</b>	
<b>CFR</b>	<b>£970.756</b>			<b>£996.456</b>		
<b>Over / (under) borrowing</b>	<b>(£116.513)</b>			<b>(£147.539)</b>		
<b>Total Treasury investments</b>	<b>£267.973</b>			<b>£293.142</b>		
<b>Net debt</b>	<b>£586.270</b>			<b>£555.775</b>		

The maturity structure of the debt portfolio was as follows:



	31.3.22 actual	2022/23 original limits	31.3.23 actual
Under 12 months	1.8%	0% - 10%	2.2%
12 months and within 24 months	2.2%	0% - 10%	2.8%
24 months and within 5 years	7.6%	0% - 10%	7.7%
5 years and within 10 years	11.5%	0% - 20%	11.7%
10 years and within 20 years	11.5%	10% - 30%	10.0%
20 years and within 30 years	14.8%	10% - 30%	15.9%
30 years and within 40 years	23.6%	10% - 30%	23.7%
40 years and within 50 years	26.9%	10% - 40%	25.9%

The original limits of the maturity structure provide some flexibility for the Council to structure its debt maturity in a way that smooths the repayment profile over the future years.

INVESTMENT PORTFOLIO	31.3.22 Actual £m	31.3.22 Actual %	31.3.23 Actual £m	31.3.23 Actual %
<b>Treasury investments*</b>				
Banks	230.363	86.0%	150.641	51.4%
Local authorities	0.100	0.0%	20.230	6.9%
Money Market Funds	37.510	14.0%	122.271	41.7%
<b>TOTAL TREASURY INVESTMENTS</b>	<b>267.973</b>	<b>100%</b>	<b>293.142</b>	<b>100%</b>

*\* All Treasury Investments are managed in house by the Treasury & Banking team*

<b>Treasury investments</b>	267.973	72%	293.142	77%
<b>Non-Treasury investments</b>	102.316	28%	86.367	23%
<b>TOTAL OF ALL INVESTMENTS</b>	<b>370.289</b>	<b>100%</b>	<b>379.509</b>	<b>100%</b>

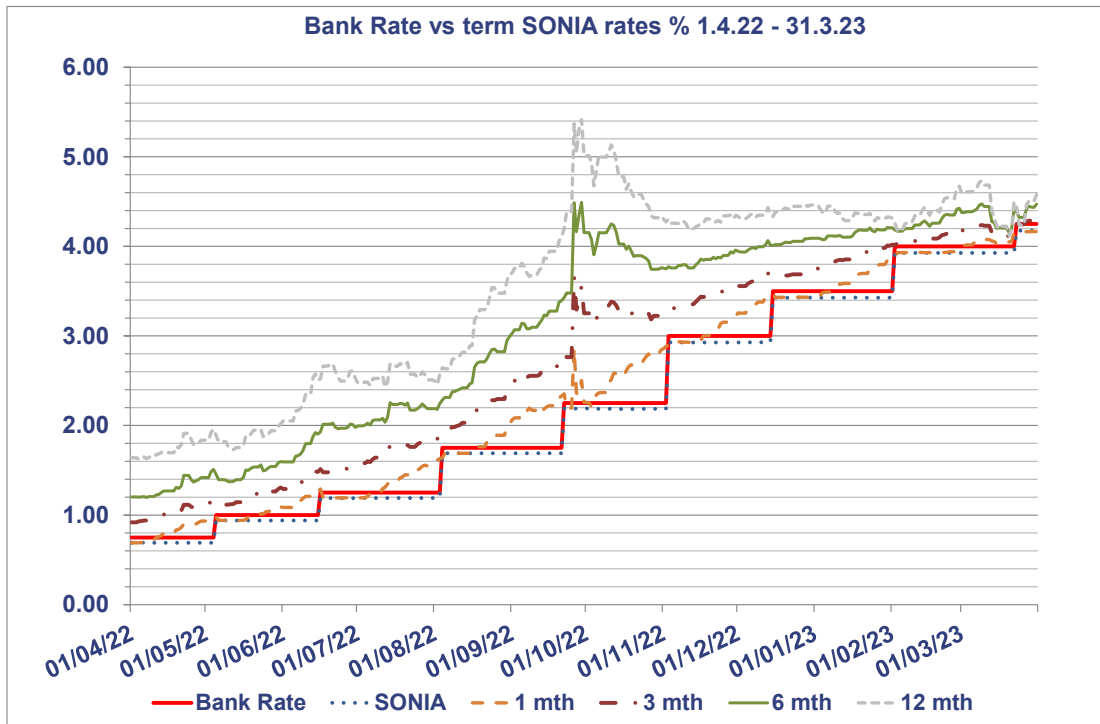
The maturity structure of the investment portfolio was as follows:

	31.3.22 Actual £m	31.3.23 Actual £m
Investments		
Longer than 1 year	85.898	100.511
Up to 1 year	284.391	278.998
<b>Total</b>	<b>370.289</b>	<b>379.509</b>

## 7. The Treasury Management Strategy 2022-23

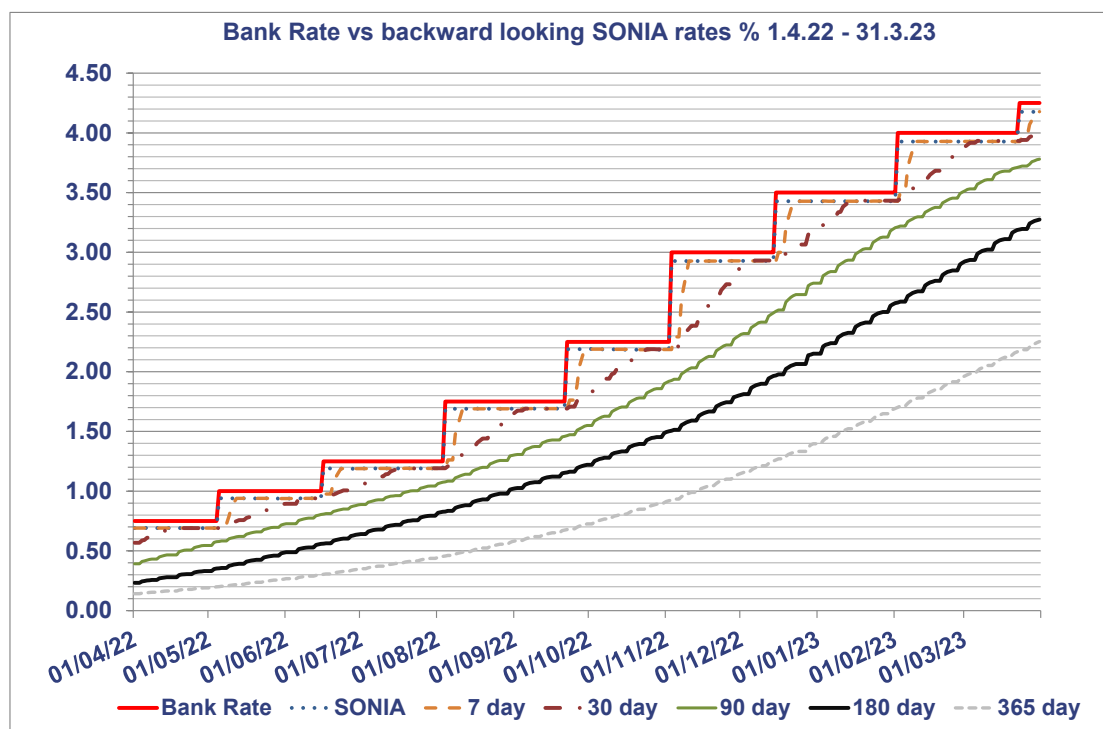
### 7.1 Investment strategy and control of interest rate risk

#### Investment Benchmarking Data – Sterling Overnight Index Average 2022-23



FINANCIAL YEAR TO QUARTER ENDED 31/3/2023						
	Bank Rate	SONIA	1 mth	3 mth	6 mth	12 mth
<b>High</b>	4.25	4.18	4.17	4.30	4.49	5.41
<b>High Date</b>	23/03/2023	31/03/2023	31/03/2023	31/03/2023	29/09/2022	29/09/2022
<b>Low</b>	0.75	0.69	0.69	0.92	1.20	1.62
<b>Low Date</b>	01/04/2022	28/04/2022	01/04/2022	01/04/2022	07/04/2022	04/04/2022
<b>Average</b>	2.30	2.24	2.41	2.72	3.11	3.53
<b>Spread</b>	3.50	3.49	3.48	3.38	3.29	3.79

## Investment Benchmarking Data – Sterling Overnight Index Averages (Backward-looking) 2022/23



FINANCIAL YEAR TO QUARTER ENDED 31/03/2023							
	Bank Rate	SONIA	7 day	30 day	90 day	180 day	365 day
High	4.25	4.18	4.18	4.00	3.78	3.27	2.25
High Date	23/03/2023	31/03/2023	31/03/2023	31/03/2023	31/03/2023	31/03/2023	31/03/2023
Low	0.75	0.69	0.69	0.57	0.39	0.23	0.14
Low Date	01/04/2022	28/04/2022	29/04/2022	01/04/2022	01/04/2022	01/04/2022	01/04/2022
Average	2.30	2.24	2.20	2.09	1.81	1.42	0.90
Spread	3.50	3.49	3.49	3.43	3.39	3.04	2.11

- 7.2 Investment returns picked up throughout the course of 2022/23 as central banks, including the Bank of England, realised that inflationary pressures were not transitory, and that tighter monetary policy was called for. Starting April at 0.75%, Bank Rate moved up in stepped increases of either 0.25% or 0.5%, reaching 4.25% by the end of the financial year, with the potential for a further one or two increases in 2023/24.
- 7.3 The sea-change in investment rates meant local authorities were faced with the challenge of pro-active investment of surplus cash for the first time in over a decade, and this emphasised the need for a detailed working knowledge of cashflow projections so that the appropriate balance between maintaining cash for liquidity purposes, and “laddering” deposits on a rolling basis to lock in the increase in investment rates as duration was extended, became an on-going feature of the investment landscape.



- 7.4 With bond markets selling off, equity valuations struggling to make progress and, latterly, property funds enduring a wretched Q4 2022, the more traditional investment options, such as specified investments (simple to understand, and less than a year in duration) became more actively used. Meantime, through the autumn, and then in March 2023, the Bank of England maintained various monetary policy easing measures as required to ensure specific markets, the banking system and the economy had appropriate levels of liquidity at times of stress.
- 7.5 Nonetheless, while the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the Great Financial Crisis of 2008/9. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.
- 7.6 The Council took advantage of the brief dip in PWLB long term interest rates to secure £10.0m external borrowing at advantageous rates in 2022-23. The investment balances have increased by £25m during 2022-23. Investment placed in the financial markets remained within the approved counterparty list as set out in the Treasury and Investment Strategy for 2022-23 thus reducing counterparty risk exposure.

## **8 Borrowing Strategy and Control of interest rate risk**

- 8.1 During 2022-23, the Council maintained an under-borrowed position. This meant that the capital borrowing need, (the Capital Financing Requirement), was not fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow was used as an interim measure. This strategy was prudent and minimised counterparty risk on placing investments.
- 8.2 A cost of carry remained during the year on any new long-term borrowing that was not immediately used to finance capital expenditure, as it would have caused a temporary increase in cash balances; this would have incurred a revenue cost – the difference between (higher) borrowing costs and (lower) investment returns. As the cost of carry dissipated, the Council sought to avoid taking on long-term borrowing at elevated levels (>4%) and has focused on a policy of internal borrowing by utilising cash balances.
- 8.3 The policy of avoiding new borrowing by running down spare cash balances has served well over the last few years. However, this was kept under review to avoid incurring higher borrowing costs in the future when this authority may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt. Overall, the Council borrowed the full capital financing requirement in 2021-22 when borrowing rates were lower and has utilised its cash balances to internally fund the borrowing requirement in 2022-23; apart from the £10,000,000 borrowed in December 2022 when there was a advantageous dip in the PWLB borrowing rates.
- 8.4 Against this background and the risks within the economic forecast, caution was adopted with the treasury operations. The Director of Strategic Finance therefore

monitored interest rates in financial markets and adopted a pragmatic strategy based upon the following principles to manage interest rate risks:

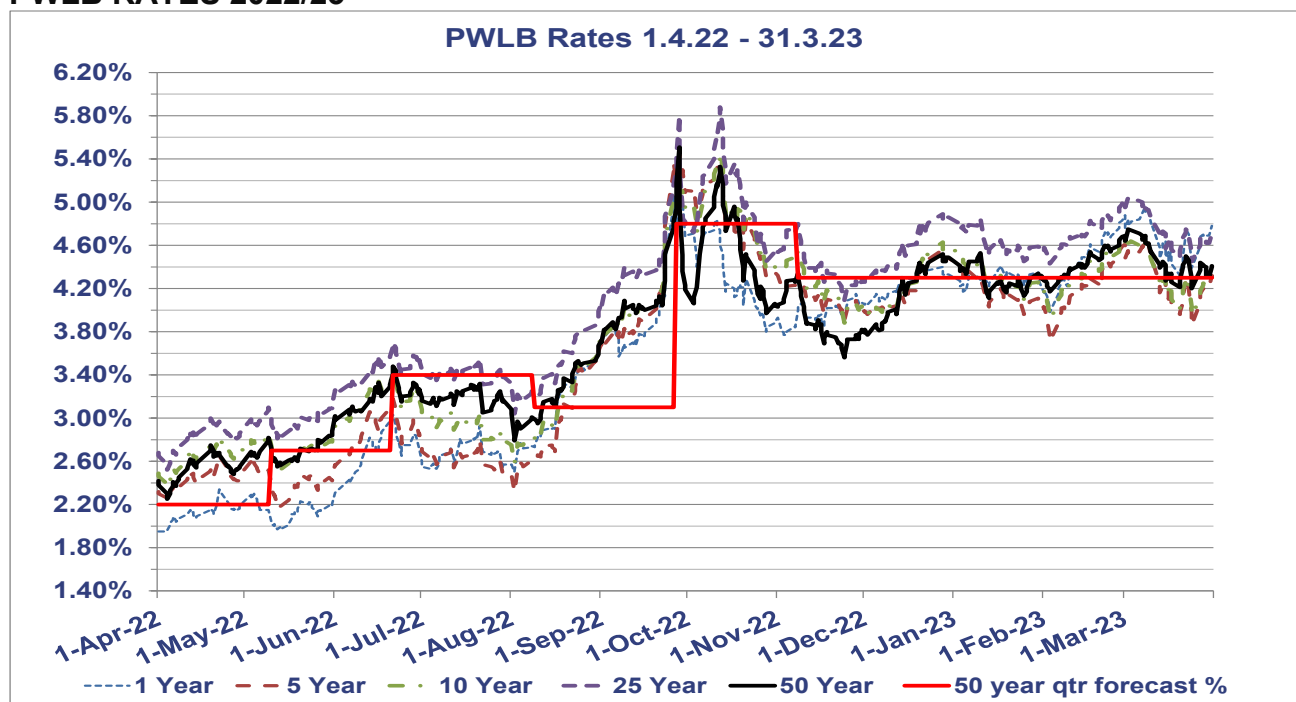
- Given the increase in long and short term rates and the significant risk of a sharp fall in rates in the future, long term borrowings were postponed and internal borrowing options pursued.
  - Given the significant risk of a much sharper rise in long and short term rates than initially expected 2022-23, arising from an acceleration in the start date and in the rate of increase in central rates in the USA and UK, an increase in world economic activity or a sudden increase in inflation risks, then the portfolio position would have been re-appraised. So in November 22 fixed rate funding was drawn whilst interest rates were lower than they were projected to be in the next few years.
- 8.5 Interest rate forecasts were initially suggesting only gradual rises in short, medium and longer-term fixed borrowing rates during 2022/23 but by August it had become clear that inflation was moving up towards 40-year highs, and the Bank of England engaged in monetary policy tightening at every Monetary Policy Committee meeting during 2022, and into 2023, either by increasing Bank Rate by 0.25% or 0.5% each time. Currently the CPI measure of inflation is still above 10% in the UK but is expected to fall back towards 4% by year end. Nonetheless, there remain significant risks to that central forecast.

8.6 Forecasts at the time of approval of the treasury management strategy report for 2022/23 were as follows: -

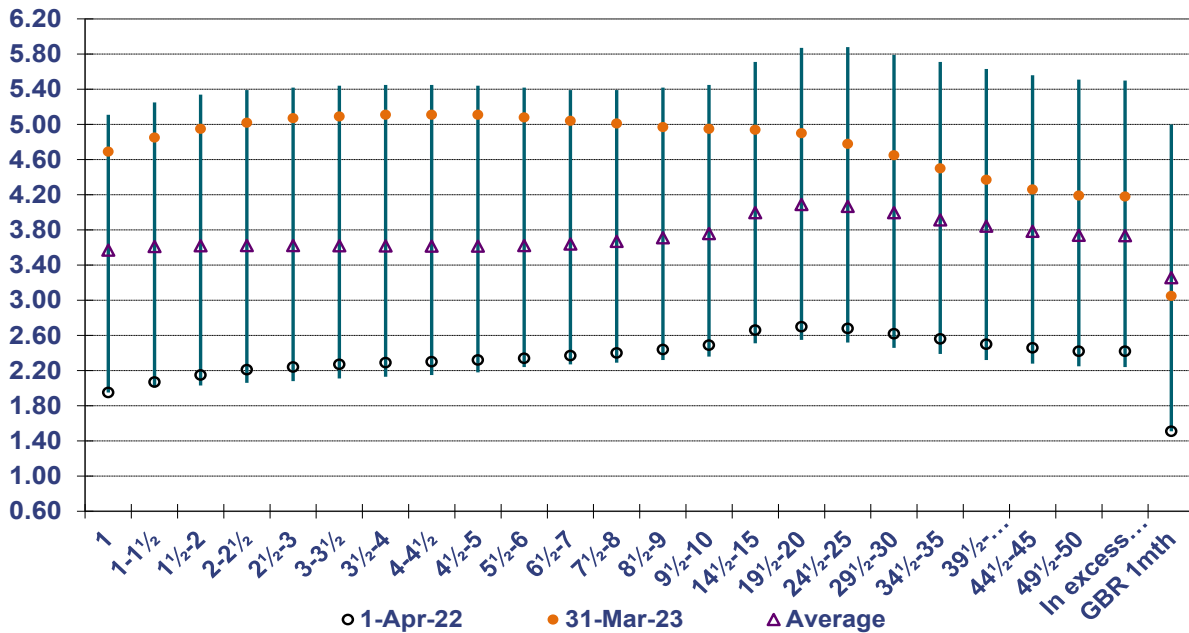
Link Group Interest Rate View 8.11.21														
	Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24	Mar-25
BANK RATE	0.25	0.25	0.50	0.50	0.50	0.75	0.75	0.75	0.75	1.00	1.00	1.00	1.00	1.25
3 month ave earnings	0.30	0.40	0.50	0.50	0.50	0.60	0.80	0.90	1.00	1.00	1.00	1.00	1.00	1.00
6 month ave earnings	0.40	0.50	0.60	0.60	0.70	0.80	0.90	1.00	1.10	1.10	1.10	1.10	1.10	1.10
12 month ave earnings	0.50	0.60	0.70	0.70	0.80	0.90	1.00	1.10	1.20	1.20	1.20	1.20	1.20	1.20
5 yr PWLB	1.50	1.50	1.60	1.60	1.70	1.70	1.70	1.80	1.80	1.80	1.90	1.90	2.00	2.00
10 yr PWLB	1.80	1.90	1.90	2.00	2.00	2.10	2.10	2.20	2.20	2.20	2.30	2.30	2.30	2.40
25 yr PWLB	2.10	2.20	2.30	2.40	2.40	2.40	2.50	2.50	2.60	2.60	2.60	2.60	2.70	2.70
50 yr PWLB	1.90	2.00	2.10	2.20	2.20	2.20	2.30	2.30	2.40	2.40	2.40	2.40	2.50	2.50

During the course of 2022-23, the interest rate forecasts have continued to rise in line with the graph below

**PWLB RATES 2022/23**



PWLB Certainty Rate Variations 1.4.22 to 31.3.23



#### HIGH/LOW/AVERAGE PWLB RATES FOR 2022/23

	1 Year	5 Year	10 Year	25 Year	50 Year
<b>Low</b>	1.95%	2.18%	2.36%	2.52%	2.25%
<b>Date</b>	01/04/2022	13/05/2022	04/04/2022	04/04/2022	04/04/2022
<b>High</b>	5.11%	5.44%	5.45%	5.88%	5.51%
<b>Date</b>	28/09/2022	28/09/2022	12/10/2022	12/10/2022	28/09/2022
<b>Average</b>	3.57%	3.62%	3.76%	4.07%	3.74%
<b>Spread</b>	3.16%	3.26%	3.09%	3.36%	3.26%

- 8.7 PWLB rates are based on gilt (UK Government bonds) yields through HM Treasury determining a specified margin to add to gilt yields. The main influences on gilt yields are Bank Rate, inflation expectations and movements in US treasury yields. Inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation and the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers: this means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. This has pulled down the overall level of interest rates and bond yields in financial markets over the last 30 years. Indeed, in recent years many bond yields up to 10 years in the Eurozone turned negative on expectations that the EU would struggle to get growth rates and inflation up from low levels. In addition, there has, at times, been an inversion of bond yields in the US whereby 10-year yields have fallen below shorter-term yields. In the past, this has been a precursor of a recession.
- 8.8 However, since early 2022, yields have risen dramatically in all the major developed economies, first as economies opened post-Covid; then because of the inflationary impact of the war in Ukraine in respect of the supply side of many goods. In particular, rising cost pressures emanating from shortages of energy and some food categories have been central to inflation rising rapidly. Furthermore, at present the FOMC, ECB and Bank of England are all being challenged by persistent inflation that

is exacerbated by very tight labour markets and high wage increases relative to what central banks believe to be sustainable.

### Graph of UK gilt yields v. US treasury yields



- 8.8 Gilt yields have been on a continual rise since the start of 2021, peaking in the autumn of 2022. Currently, yields are broadly range bound between 3% and 4.25%.
- 8.9 At the close of the day on 31 March 2023, all gilt yields from 1 to 50 years were between 3.64% and 4.18%, with the 1 year being the highest and 6-7.5 years being the lowest yield.
- 8.10 Regarding PWLB borrowing rates, the various margins attributed to their pricing are as follows: -
- PWLB Standard Rate is gilt plus 100 basis points (G+100bps)
  - PWLB Certainty Rate is gilt plus 80 basis points (G+80bps)
  - Local Infrastructure Rate is gilt plus 60bps (G+60bps)
- 8.11 There is likely to be a fall in gilt yields and PWLB rates across the whole curve over the next one to two years as Bank Rate first rises to dampen inflationary pressures and a tight labour market, and is then cut as the economy slows, unemployment rises, and inflation (on the Consumer Price Index measure) moves closer to the Bank of England's 2% target.
- 8.12 As a general rule, short-dated gilt yields will reflect expected movements in Bank Rate, whilst medium to long-dated yields are driven primarily by the inflation outlook. The Bank of England is also embarking on a process of Quantitative Tightening, but the scale and pace of this has already been affected by the Truss/Kwarteng "fiscal experiment" in the autumn of 2022 and more recently by the financial market unease with some US (e.g., Silicon Valley Bank) and European banks (e.g., Credit Suisse). The gradual reduction of the Bank's original £895bn stock of gilt and corporate bonds will be sold back into the market over several years. The impact this policy will have

on the market pricing of gilts, while issuance is markedly increasing, is an unknown at the time of writing.

## 9 Borrowing Outturn

9.1 Delaying borrowing and minimising the level of investment balances can reduce the County Council's exposure to investment counterparty risk, and there is a short-term cost of carrying debt when the cost of new borrowing exceeds short term investment returns.

9.2 However, delaying borrowing also exposes the costs of managing short term borrowing to maintain working capital, and the unknown costs of long term borrowing to fund capital expenditure which has already been committed. While the Council continues to delay an element of borrowing, the current borrowing environment has given the authority the chance to lock into historically low interest rates.

9.3 Taking the above factors in to account, the Council borrowed £10m from the PWLB during 2022-23 to support previous and current capital expenditure as follows:

Lender	Date	Principal	Interest type	Interest Rate	Maturity
		£m		%	
PWLB	24/11/2022	10.0	Maturity	3.56	01/09/2072

9.4 At 31 March 2023, the Council's external borrowing (principle only outstanding) totalled £848.9m (£854m at 31 March 2022) including the Council's most recent borrowing of:

Year	Amount Borrowed (£m)	Average Interest Rate (%)
2016/17	33	2.02
2017/18	0	0.00
2018/19	100	2.34
2019/20	87	1.99
2020/21	50	1.77
2021/22	110	1.78
2022/23	10	3.56
<b>Total</b>	<b>390</b>	<b>1.97</b>

The weighted life of the Council's current maturity debt at the point it was taken is 38.3 years. The weighted average time to maturity of current fixed term debt is 26.8years.

- 9.5 The Council has not borrowed more than, or in advance of its needs, purely in order to profit from the investment of the extra sums borrowed.
- 9.6 No rescheduling was done during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.
- 9.7 Interest paid on external borrowings in 2022-23 was £31.393m (2021-22 £30.904m).
- 9.8 Appendix B shows debt maturities for the current year and next 3 years, including the amount of debt repaid, the rate of interest and interest savings, and Appendix C shows ratios of interest to principal and income.
- 9.9 In addition to the £848.9m borrowing above, £44.5m of the CFR is funded through Other Long-Term Liabilities (PFI and leasing) giving a (provisional) total debt of £893.399m. The County Council maintained its total gross borrowing level within its 2022-23 Authorised Limit for debt of £1093.475m. The Authorised Limit being the 'affordable borrowing limit' required by section 3 of the Local Government Act 2003.
- 9.10 The Council's Capital Financing Requirement at 31 March 2023 is (provisionally) £996.456m (compared to an estimate in the latest Treasury Strategy of £987.7m). Based on the other assumptions in the strategy, the higher CFR results in under-borrowing of £103.057m as at 31 March 2023.
- 9.11 The PWLB provides a facility to restructure debt, including early repayment of loans. This can result in net savings in overall interest charges. No early repayments were made in 2022-23 as the current low level of PWLB rates would result in unattractive premiums' being payable.

## 10. Investment Outturn

- 10.1. **Investment Policy** – the Council's investment policy is governed by DLUHC investment guidance, which has been implemented in the annual investment strategy approved by the Council on 21 February 2022. This policy sets out the approach for choosing investment counterparties and is based on credit ratings provided by the three main credit rating agencies, supplemented by additional market data, (such as rating outlooks, credit default swaps, bank share prices etc.).
- 10.2. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.
- 10.3. **Resources** – the Council's cash balances comprise revenue and capital resources and cash flow monies. The Council's core cash resources comprised as follows:

Balance Sheet Resources (£m)	31.3.22	31.3.23
Working Capital Balances	<b>105.110</b>	<b>114.608</b>
Earmarked reserves	<b>127.186</b>	<b>123.538</b>

Provisions	<b>30.388</b>	<b>33.049</b>
Usable capital receipts	<b>5.289</b>	<b>21.947</b>
<b>Total</b>	<b>267.973</b>	<b>293.142</b>

#### 10.4. Investments held by the Council

- The Council maintained an average balance of £286m of internally managed funds.
- The internally managed funds earned an average rate of return of 2.06%.
- The comparable performance indicator is the average SONIA O/N rate of 2.24%
- Total net investment income was £3.735m compared to a budget of £0.581m

#### 11. Non-treasury investments

- 11.1. Following updates to Treasury Management reporting requirements from 2021-22 under the revised CIPFA Code, local authorities have to report more information on their non-treasury investments. Appendix D lists non-treasury investments held by the authority and capital loans outstanding with these subsidiaries at 31 March 2023, with a short narrative and explanation of the objectives for each one.

#### 12. Leasing

- 12.1. In 2022-23 we took out a new lease for 14 Gritters, total cost of goods £1.380m spread over a 7 year lease. In general, where lease finance is used it is arranged by Link Asset Services Ltd and relates primarily to extensions to vehicle leases.

#### 13. Performance Measurement

- 13.1 One of the key requirements in the Code is the formal introduction of performance measurement relating to investments, debt and capital financing activities. Whilst investment performance criteria have been well developed and universally accepted, debt performance indicators continue to be a more problematic area with the traditional average portfolio rate of interest acting as the main guide, (*as incorporated in the table in section 3*). The Council's prudential indicators were set out in the annual Treasury Management Strategy Statement.

#### 14. The Economy and Interest Rates

- 14.1. **UK. Economy.** Against a backdrop of stubborn inflationary pressures, the easing of Covid restrictions in most developed economies, the Russian invasion of Ukraine, and a range of different UK Government policies, it is no surprise that UK interest rates have been volatile right across the curve, from Bank Rate through to 50-year gilt yields, for all of 2022/23.



- 14.2. Market commentators' misplaced optimism around inflation has been the root cause of the rout in the bond markets with, for example, UK, EZ and US 10-year yields all rising by over 200bps in 2022. The table below provides a snapshot of the conundrum facing central banks: inflation is elevated but labour markets are extraordinarily tight, making it an issue of fine judgment as to how far monetary policy needs to tighten.

	UK	Eurozone	US
<b>Bank Rate</b>	4.25%	3%	4.75%-5%
<b>GDP</b>	0.1%q/q Q4 (4.1%y/y)	+0.1%q/q Q4 (1.9%y/y)	2.6% Q4 Annualised
<b>Inflation</b>	10.4%y/y (Feb)	6.9%y/y (Mar)	6.0%y/y (Feb)
<b>Unemployment Rate</b>	3.7% (Jan)	6.6% (Feb)	3.6% (Feb)

- 14.3. Q2 of 2022 saw UK GDP deliver growth of +0.1% q/q, but this was quickly reversed in the third quarter, albeit some of the fall in GDP can be placed at the foot of the extra Bank Holiday in the wake of the Queen's passing. Q4 GDP was positive at 0.1% q/q. Most recently, January saw a 0.3% m/m increase in GDP as the number of strikes reduced compared to December. In addition, the resilience in activity at the end of 2022 was, in part, due to a 1.3% q/q rise in real household disposable incomes. A big part of that reflected the £5.7bn payments received by households from the government under the Energy Bills Support Scheme.
- 14.4. Nevertheless, CPI inflation picked up to what should be a peak reading of 11.1% in October, although hopes for significant falls from this level will very much rest on the movements in the gas and electricity markets, as well as the supply-side factors impacting food prices. On balance, most commentators expect the CPI measure of inflation to drop back towards 4% by the end of 2023. As of February 2023, CPI was 10.4%.
- 14.5. The UK unemployment rate fell through 2022 to a 48-year low of 3.6%, and this despite a net migration increase of c500k. The fact remains, however, that with many economic participants registered as long-term sick, the UK labour force shrunk by c500k in the year to June. Without an increase in the labour force participation rate, it is hard to see how the UK economy will be able to grow its way to prosperity, and with average wage increases running at over 6% the MPC will be concerned that wage inflation will prove just as sticky as major supply-side shocks to food (up 18.3% y/y in February 2023) and energy that have endured since Russia's invasion of Ukraine on 22 February 2022.
- 14.6. Bank Rate increased steadily throughout 2022/23, starting at 0.75% and finishing at 4.25%.

- 14.7. In the interim, there was a brief period of high turnover within government resulting in policy announcements which had adverse impacts on the market. This was followed by the appointment of Prime Minister Rishi Sunak and Chancellor Jeremy Hunt. Their Autumn Statement of the 17th of November gave rise to a net £55bn fiscal tightening, which was received positively by the markets, and UK gilt yields have reversed the increases seen in September-October 2022, although they remain elevated in line with developed economies generally.
- 14.8. As noted above, GDP has been tepid throughout 2022/23, although the most recent composite Purchasing Manager Indices for the UK, US, EZ and China have all surprised to the upside, registering survey scores just above 50 (below suggests economies are contracting, and above suggests expansion). Whether that means a shallow recession, or worse, will be avoided is still unclear. Ultimately, the MPC will want to see material evidence of a reduction in inflationary pressures and a loosening in labour markets. Realistically, that is an unlikely outcome without unemployment rising and wage settlements falling from their current levels. At present, the bigger rise in employment kept the ILO unemployment rate unchanged at 3.7% in January. Also, while the number of job vacancies fell for the ninth consecutive month in February, they remained around 40% above pre-pandemic levels.
- 14.9. Our economic analysts, Capital Economics, expect real GDP to contract by around 0.2% q/q in Q1 and forecast a recession this year involving a 1.0% peak-to-trough fall in real GDP.
- 14.10. The £ has remained resilient of late, recovering from a record low of \$1.035, on the Monday following the Truss government's "fiscal event", to \$1.23. Notwithstanding the £'s better run of late, 2023 is likely to see a housing correction of some magnitude as fixed-rate mortgages have moved above 4.5% and affordability has been squeezed despite proposed Stamp Duty cuts remaining in place.
- 14.11. As for equity markets, the FTSE 100 started 2023 strongly, rising to a record high of 8,014 on 20th February, as resilient data and falling inflation boosted earnings. But global equities fell sharply after concerns over the health of the global banking system emerged early in March. The fall in the FTSE 100 was bigger than the drop in the US S&P 500. Indeed, at around 7,600 now, the FTSE is 5.2% below its record high on 20th February, while the S&P 500 is only 1.9% lower over the same period. That's despite UK banks having been less exposed and equity prices in the UK's financial sector not falling as far. It may be due to the smaller decline in UK interest rate expectations and bond yields, which raise the discounted value of future earnings, compared to the US..
- 14.12. **USA.** The flurry of comments from Fed officials over recent months suggest there is still an underlying hawkish theme to their outlook for interest rates. Markets are

pricing in a further interest rate increases of 25-50bps, on top of the current interest rate range of 4.75% - 5%.

- 14.13. In addition, the Fed is expected to continue to run down its balance sheet once the on-going concerns about some elements of niche banking provision are in the rear-view mirror.
- 14.14. As for inflation, it is currently at c6% but with the economy expected to weaken during 2023, and wage data already falling back, there is the prospect that should the economy slide into a recession of any kind there will be scope for rates to be cut at the backend of 2023 or shortly after.
- 14.15. **EU.** Although the Euro-zone inflation rate has fallen below 7%, the ECB will still be mindful that it has further work to do to dampen inflation expectations and it seems destined to raise rates to 4% in order to do so. Like the UK, growth has remained more robust than anticipated but a recession in 2023 is still seen as likely by most commentators

## 15. Other Issues

- 15.1 **IFRS 9 Fair Value of Investments** - Following the consultation undertaken by the Department of Levelling Up, Housing and Communities [DLUHC] on IFRS 9, the Government has extended the mandatory statutory override for local authorities to reverse out all unrealised fair value movements resulting from pooled investment funds to 31st March 2025. Local authorities are required to disclose the net impact of the unrealised fair value movements in a separate unusable reserve throughout the duration of the override in order for the Government to keep the override under review and to maintain a form of transparency.
- 15.2 **IFRS 16 Lease Accounting** - Following its emergency consultation on exploratory proposals for changing the Code of Practice on Local Authority Accounting in the United Kingdom, CIPFA/LASAAC Local Authority Accounting Code Board (CIPFA/LASAAC) confirmed its decision to defer the implementation of IFRS16 for local authorities for a further two years until 2024-25. The decision to defer IFRS16 is a pragmatic response due to the severe delays in the publication of audited local authority financial statements in England.
- 15.3 Local Authorities have been granted the flexibility to adopt IFRS16 from 1 April 2022. The Council is in the process of compiling the necessary information on all leases and contracts granting a “right of use” asset to enable the implementation of IFRS16 in 2022-23. This work is in progress and will be reported to Cabinet in due course.

## Appendix A

### Outstanding Deposit Profile @ 31st March 2023

Counterparty Name	Deal Date	Maturity Date	Interest Rate %	Principal £M
<b>Aberdeen</b>				
Aberdeen Money Market Fund	Instant Liquidity		4.06*	40
				<b>40</b>
<b>Australia New Zealand Bank</b>				
Australia New Zealand Bank	19-Oct-22	19-Oct-23	4.95	10
Australia New Zealand Bank	21-Dec-22	21-Dec-23	4.66	10
Australia New Zealand Bank	06-Jan-23	06-Jan-24	4.72	10
				<b>30</b>
<b>Aviva</b>				
Aviva Money Market Fund	Instant Liquidity		4.11*	40
				<b>40</b>
<b>Barclays Bank</b>				
Barclays Bank Call Account	Instant Liquidity		3.45*	5
				<b>5</b>
<b>Close Brothers</b>				
Close Brothers	31-Jan-23	31-Jul-23	4.30	5
				<b>5</b>
<b>DBS Bank Ltd (Singapore)</b>				
DBS	07-Apr-22	06-Apr-23	1.80	10
DBS	26-Apr-22	26-Apr-23	1.97	10
DBS	16-Jun-22	16-Jun-23	2.50	10
				<b>30</b>
<b>Federated</b>				
Federated Money Market Fund	Instant Liquidity		4.09*	40
				<b>40</b>
<b>Goldman Sachs</b>				
Goldman Sachs	06-Jan-23	06-Jul-23	4.29	10
				<b>10</b>
<b>Hethel Innovation Limited</b>				
Hethel Innovation Limited	Callable Deposit		6.85*	0.23
				<b>0.23</b>
<b>Landesbank Baden-Wuerttemberg</b>				

Landesbank Baden-Wuerttemberg	09-Jan-23	10-Jul-23	4.27	10
				10
National Westminster				
National Westminster Bank	09-May-22	09-May-23	1.86	10
National Westminster Bank	10-May-22	10-May-23	1.86	10
National Westminster Bank	06-Jun-22	06-Jun-23	2.01	10
				30
Norse Group				
Norse Group	21-Dec-22	21-Dec-23	4.60	10
				10
Northern Trust				
Northern Trust Money Market Fund	Instant Liquidity		4.09*	2.271
				2.271
St Albans District Council				
St Albans District Council	27-Mar-23	27-Sep-23	4.60	10
				10
Toronto-Dominion Bank				
Toronto-Dominion Bank	12-Aug-22	11-Aug-23	3.10	10
Toronto-Dominion Bank	23-Sep-22	22-Sep-23	4.10	10
Toronto-Dominion Bank	24-Oct-22	24-Oct-23	5.07	10
				30
Total Deposits				292.5

\* Latest rates as at 31st March 2023

In addition deposits of £10.612m were held on behalf of other bodies:  
Norfolk Pension Fund, Norse Group and Independence Matters.

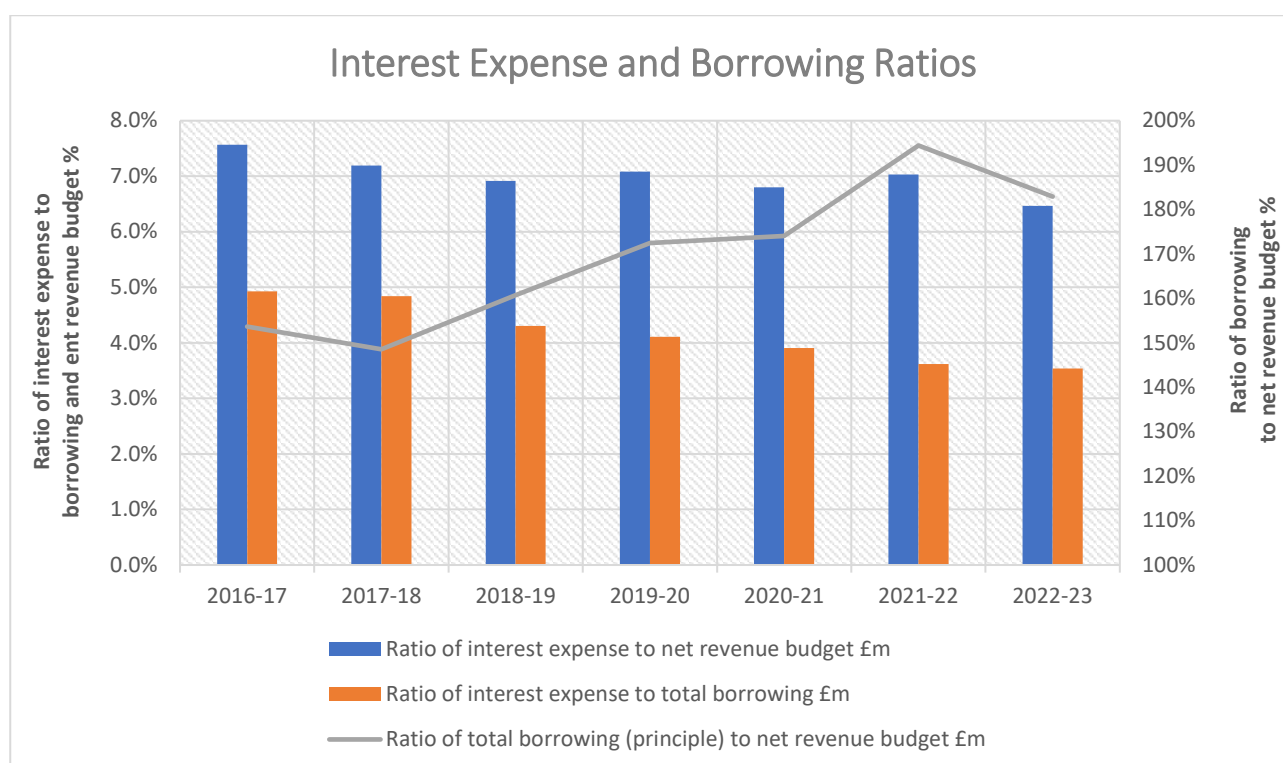
Debt Maturities 2022-23 to 2025-26			
Maturity Date	Amount Repaid	Rate	Full Year Interest Saving
15 Jun 2022	£500,000	9.375%	£46,875
15 Jun 2022	£500,000	9.375%	£46,875
30 Sep 2022	£2,500,000	4.500%	£112,500
30 Sep 2022	£500,000	9.375%	£46,875
11 Oct 2022	£2,500,000	4.625%	£115,625
11 Oct 2022	£500,000	9.750%	£48,750
15 Dec 2022	£1,750,000	4.500%	£78,750
15 Dec 2022	£776,322	5.250%	£40,757
15 Dec 2022	£723,678	5.250%	£37,993
31 Mar 2023	£500,000	9.750%	£48,750
31 Mar 2023	£2,000,000	4.625%	£92,500
15 Jun 2022	£149,494	1.790%	£2,676
15 Jun 2022	£150,063	1.740%	£2,611
15 Jun 2022	£198,657	2.220%	£4,410
15 Jun 2022	£198,976	2.200%	£4,377
01 Sep 2022	£585,318	1.470%	£8,604
15 Dec 2022	£150,832	1.790%	£2,700
15 Dec 2022	£151,369	1.740%	£2,634
15 Dec 2022	£200,863	2.220%	£4,459
15 Dec 2022	£201,165	2.200%	£4,426
01 Mar 2023	£589,620	1.470%	£8,667
2022-23	£15,326,356		£761,815

Debt Maturities 2022-23 to 2025-26 (cont)			
Maturity Date	Amount Repaid	Rate	Full Year Interest Saving
11 Apr 2023	£1,000,000	4.550%	£45,500
11 Apr 2023	£2,000,000	4.500%	£90,000
15 Jun 2023	£2,750,000	4.625%	£127,188
30 Sep 2023	£2,500,000	5.500%	£137,500
11 Oct 2023	£2,250,000	4.500%	£101,250
15 Dec 2023	£3,000,000	6.375%	£191,250
31 Mar 2024	£2,750,000	4.625%	£127,188
15 Jun 2023	£152,182	1.790%	£2,724
15 Jun 2023	£152,685	1.740%	£2,657
15 Jun 2023	£203,092	2.220%	£4,509
15 Jun 2023	£203,377	2.200%	£4,474
01 Sep 2023	£593,954	1.470%	£8,731
15 Dec 2023	£153,544	1.790%	£2,748
15 Dec 2023	£154,014	1.740%	£2,680
15 Dec 2023	£205,346	2.220%	£4,559
15 Dec 2023	£205,614	2.200%	£4,524
01 Mar 2024	£598,319	1.470%	£8,795
2023-24	£18,872,129		£866,276

Debt Maturities 2022-23 to 2025-26 (cont)			
Maturity Date	Amount Repaid	Rate	Full Year Interest Saving
11 Apr 2024	£1,500,000	4.500%	£67,500
11 Apr 2024	£1,000,000	4.625%	£46,250
15 Jun 2024	£1,000,000	4.600%	£46,000
15 Jun 2024	£1,250,000	4.500%	£56,250
15 Jun 2024	£1,000,000	4.625%	£46,250
30 Sep 2024	£2,500,000	4.800%	£120,000
30 Sep 2024	£2,500,000	5.500%	£137,500
11 Oct 2024	£1,500,000	4.500%	£67,500
11 Oct 2024	£1,000,000	4.625%	£46,250
15 Dec 2024	£3,000,000	6.375%	£191,250
31 Mar 2025	£2,000,000	4.650%	£93,000
31 Mar 2025	£1,778,000	5.250%	£93,345
31 Mar 2025	£722,000	5.125%	£37,003
15 Jun 2024	£154,918	1.790%	£2,773
15 Jun 2024	£155,354	1.740%	£2,703
15 Jun 2024	£207,626	2.220%	£4,609
15 Jun 2024	£207,876	2.200%	£4,573
01 Sep 2024	£602,717	1.470%	£8,860
15 Dec 2024	£156,305	1.790%	£2,798
15 Dec 2024	£156,705	1.740%	£2,727
15 Dec 2024	£209,930	2.220%	£4,660
15 Dec 2024	£210,163	2.200%	£4,624
01 Mar 2025	£607,147	1.470%	£8,925
2024-25	£23,418,742		£1,095,350



Debt Maturities 2022-23 to 2025-26			
Maturity Date	Amount Repaid	Rate	Full Year Interest Saving
11 Apr 2025	£1,000,000	4.750%	£47,500
11 Apr 2025	£3,000,000	4.500%	£135,000
15 Jun 2025	£3,000,000	4.750%	£142,500
30 Sep 2025	£1,000,000	4.650%	£46,500
30 Sep 2025	£2,500,000	5.500%	£137,500
11 Oct 2025	£1,000,000	4.750%	£47,500
11 Oct 2025	£624,000	4.625%	£28,860
11 Oct 2025	£1,876,000	4.750%	£89,110
15 Dec 2025	£3,000,000	6.375%	£191,250
31 Mar 2026	£1,000,000	4.650%	£46,500
31 Mar 2026	£1,000,000	4.600%	£46,000
31 Mar 2026	£1,250,000	4.500%	£56,250
31 Mar 2026	£500,000	4.625%	£23,125
15 Jun 2025	£157,704	1.790%	£2,823
15 Jun 2025	£158,069	1.740%	£2,750
15 Jun 2025	£212,261	2.220%	£4,712
15 Jun 2025	£212,475	2.200%	£4,674
01 Sep 2025	£611,610	1.470%	£8,991
15 Dec 2025	£159,115	1.790%	£2,848
15 Dec 2025	£159,444	1.740%	£2,774
15 Dec 2025	£214,617	2.220%	£4,764
15 Dec 2025	£214,812	2.200%	£4,726
01 Mar 2026	£616,105	1.470%	£9,057
2025-26	£23,466,210		£1,085,715



*Interest expenses relate to external loans and for the purposes of this graph do not include accounting adjustments in respect of leases and notional financing arrangements.*

Borrowing in recent years to fund the capital programme, including;

- £100m in 2017-18;
- £87m in 2019-20;
- £50m in 2020-21;
- £110m in 2021-22;
- £10m in 2022-23

has meant that the ratio of borrowing to the net revenue budget (green line) has increased significantly. This is due to the ambition of the capital programme, combined with MRP adjustments and the long-term benefits of borrowing at low interest rates.

Despite significant additional borrowing in the previous four years, low interest rates have meant that the ratio of interest expenses to the net revenue budget (blue bars) has remained stable, and fallen in 2022-23 following the decision to postpone borrowing.

Taking advantage of low interest rates in the last 6 years has meant that the ratio of interest paid to total borrowing (red bars) continues to reduce.

## Appendix D: Non-treasury investments

### Non-treasury investments

#### Non-treasury investments - Capital loans and similar arrangements including objectives and context

Capital loans are not classed as a treasury management activity but have an impact on cash flows, and interest received, and are included as part of Treasury Management reporting as a result of recent revisions to the CIPFA Code. Current capital loans are as follows:

Capital Loans	Balance 31 March 2023	Authority / Objectives	Funding and other notes
	£m		
<b>Infrastructure related loans</b>			
GNGB/CIL support for NDR ("Broadland Northway")	31.726	Formal arrangements between GNGB members, allocated CIL receipts to support £40m costs of the NDR, was agreed 21 October 2015. Rather than a loan as such, the arrangement is long term loan repayment support.	Payments allocated from CIL receipts match the interest and repayments due on a £40m PWLB loan taken out by Norfolk County Council in 2016-17 to part fund construction of the NDR. The arrangement is treated as a long-term debt in the financial statements, and has first call on CIL receipts.
NDR Radar Loan	2.194	NCC Cabinet 2 September 2013 agreed to part fund relocation of the Norwich International Airport radar as a compensatory element of the NDR project. A legal agreement for the funding of the	The airport will contribute to the cost of the radar through financing arrangements from years 9 to 20 at an agreed commercial rate.

		radar was agreed with Norwich Airport Limited on 18 October 2013. Repayments will start 2023 when the previous radar would have been replaced.	
Local infrastructure Fund loans to developers	2.487	The GNGB area City Deal resulted in the establishment of a Local Infrastructure Fund to provide loans to developers for site specific help to enable development sites to be delivered quickly. The fund is now managed directly by Norfolk County Council and is no longer open.	There were five loans and four have been fully repaid. The final loan has been partially repaid and discussions are taking place with the developer on the timing of the repayment of the remaining balance.

<b>Investment and Loans to Subsidiaries</b>	<b>Investment</b>	<b>Balance 31 March 2023</b>	<b>Authority / Objectives</b>	<b>Funding and other Notes / status</b>
<b>Loans to Norse Group</b>		£m		
Norse Energy		0.000	As part of the Mid-Year Treasury Management Monitoring Report 2015-16 to Policy and Resources Committee and then County Council, members approved the extension of the existing Norse Group short-term loan arrangements by a further £15m for specific longer-term loans, with the loans being approved for inclusion within the County Council's capital programme.	Interest paid annually at a commercial variable rate. Repayment of principal is due on the 7th anniversary of loan in December 2022. This loan was repaid in December 2022 and a new working capital facility was set up with Norse Group.
Norse Group	6.250	2.111	The first loan was for Norse Energy capital investment, and the second to fund replacement of Norse's existing asset portfolio.	Loan agreement dated 14 February 2018, based on fixed commercial rate for 5 years, with option to increase the interest rate if LIBOR increases. Twice yearly repayments of principal and interest started August 2018, with increased principal repayments in 2024 and 2025. Loan will be fully repaid by February 2025.
NPS Aviation Academy	2.543	5.586	On 20 July 2015, Policy and Resources Committee authorised a loan of £6.25m to the Norse Group, to create a physical location for the Norwich International Aviation Skills Academy. Norse continues to occupy and use the property.	Annuity loan repayable in 29 equal annual instalments to August 2046.
NEWS	3.171	0.106	Loan agreement between Norfolk County Council and Norfolk Environmental Waste Services Limited	Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of

			dated 28 March 2001, for the construction of a materials recycling facility and the purchase of associated vehicles and equipment in Norfolk.	agreement. Capital repaid in equal instalments. Original loan £2.44m, to be fully repaid March 2024.
NorseCare		2.517	Loan agreement dated 4 March 2019 between Norfolk County Council and Norse Care for the re-modelling, refurbishment and extension of the Mountfield residential home in Norwich.	Annuity loan repayable in 15 equal annual instalments to March 2034.
<b>Other NCC wholly owned companies</b>				
Hethel Innovations		6.813	On 23 May 2012 Cabinet agreed to approve 60% match funding estimated at £3.77m, via a loan to Hethel Innovation Limited, for the construction of an Advanced Manufacturing Facility at Hethel. The final revision of the loan agreement is dated May 2015 for £3.26m. In addition, the company borrowed £2.132m in 2018-19 to purchase the remainder of its site and buildings from NCC. Then on 31 March 2021 it borrowed a further £1.572m to purchase the adjacent land from Lotus and a further £428k was borrowed in March 2022 to complete the land purchase.	Six monthly equal repayments, capital and interest calculated on an annuity basis. Interest rates fixed based on PWLB rates at the date of the loans. The final instalment date for both loans is September 2049.
Repton	3.490	12.550	In 2021, Cabinet agreed to approve a £35m loan facility for Repton to drawdown as needed to develop surplus NCC land and other suitable land with the view to delivering high-	Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of agreement. Capital repaid in equal instalments.

			quality housing in Norfolk. The £1.8m was used to purchase additional land for this purpose and a further £10.35m was drawn down in 2022 to facilitate the purchase of 2 plots to develop high-quality housing.	
<b>Total capital loans and Investment</b>	<b>15.454</b>	<b>66.090</b>		

During the financial year to date, interest and principal has been repaid in accordance with the individual loan agreements. During 2022-23 one new loans were agreed as follows:

- Repton - £2.2m to complete the purchase of the land for housing development.

Loan repayments of £18.645m were received by the authority, the bulk of which relates to Norse Energy loan of £10m.

### Financing

Financing for the Broadland Northway (formerly NDR) arrangement shown above has been provided through a £40m PWLB annuity loan. The finance for all new capital loans is provided initially from Norfolk County Council surplus cash balances and ultimately PWLB loans or capital receipts.

### Relevant powers

- The local authority has the power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions [a] (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or right).
- The local authority has a general power of competence just like individuals generally [b].
- The local authority may borrow money for any purpose relevant to its function or for the purposes of the prudent management of its financial affairs [c].
- Where the local authority is running a purely commercial or trading activity then it must do it through a company [b].

*Sources [a]: Local Government Act 1972 s 111(1); Egan v Basildon Borough Council 2011.*

*[b]: Localism Act 2011 s 1 and s4*  
*[c]: Local Government Act 2003 s 1*

### **Non-treasury investments – Investment properties as defined for statutory accounting purposes**

For statutory accounting purposes, investment properties are assets which are used solely to earn rental income and/or capital appreciation, rather than in the production or supply of goods or services, for administrative purposes, or for sale in the ordinary course of operations. Four properties are classed as investment properties in the Council's statutory accounts, of which the following two make up the majority of the value:



Investment property	Norwich Airport Industrial Estate**			Agricultural and other land with development potential		
Note	Owned jointly with Norwich City Council 60:40					
Reason for ownership:	Rental income			Capital appreciation		
Financial year	<b>2022-23</b>	<b>2021-22</b>	<b>2020-21</b>	<b>2022-23</b>	<b>2021-22</b>	<b>2020-21</b>
	£m	£m	£m	£m	£m	£m
Net rental income £m	(0.453)	0.376	0.323	n/a		
Fair value £m	0**	21.021	12.702	15.175	14.635	10.752*

\*Includes the reclassification of the Scottow Solar Farm as an investment property in 2020-21

\*\*The councils sold the Norwich Airport Industrial Estate in August 2022 and the Council received a net capital receipt of £21.047m for its share of the sale proceeds.

Investment property is re-valued each year by NPS Property Consultants.

The apparent variations in rental income are due to the maturing of the outstanding capital maintenance loan from the City Council and other site expenditure resulting from the disposal of the site.

### Non-treasury investment – Equity Instruments held at Fair Value

The Council holds shares in two other companies associated with the Norwich Airport (Legislator 1656 and Legislator 1657) which originated through a policy initiative with other authorities to promote economic generation and tourism. The investment is held as a longer-term policy initiative

Equity Instrument	Legislator 1656		
Reason for ownership:	Longer term policy initiative		
Financial year	<b>2022-23</b>	<b>2020-21</b>	<b>2019-20</b>
	£m	£m	£m
Fair value £m	5.095	4.684	3.235

# Report to Cabinet

Item No. 14

<b>Report title:</b>	<b>Notification of Exemptions Under Contract Standing Orders</b>
<b>Date of meeting:</b>	<b>05/06/2023</b>
<b>Responsible Cabinet Member:</b>	<b>Cllr Andrew Jamieson (Cabinet Member for Finance)</b>
<b>Responsible Director:</b>	<b>Tom McCabe, Head of Paid Service</b>
<b>Is this a key decision?</b>	<b>No</b>

## **Introduction from Cabinet Member**

Contract standing orders require that all exemptions to standing orders granted for the award of contracts valued in excess of £250,000 are reported to Cabinet.

The report sets out all such exemptions for the period to 4<sup>th</sup> May 2023

## **Recommendations:**

- 1. As required by paragraph 10.b of Contract Standing Orders, Cabinet is asked to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement & Sustainability and Director of Legal Services in consultation with the Leader of the Council.**

<b>Supplier</b>	<b>Value, term and ref</b>	<b>Short description of Contract and Reason for Exemption</b>
<b>Lynx</b>	£486,210 31/03/2023-30/04/2025 Service 49/49A	These are contracts awarded with money from DfT with the purpose of enhancing local bus services. As those services are existing and we are merely enhancing them we do not have choice of supplier. Thus far we have awarded 5 contracts with a value over £250,000.
<b>Sanders Coaches Ltd</b>	£1,186,596 02/01/2023-30/04/2025 Service X55 and 210	
<b>Sanders Coaches Ltd</b>	£1,376,250 31/03/2023-30/04/2025 Service X40	
<b>Konectbus Ltd</b>	£562,155 05/02/2023-30/04/2025 P&R 512	
<b>Konectbus Ltd</b>	£512,289 31/03/2023-30/04/2025 Service 35	
<b>Norfolk &amp; Waveney Mind</b>	£457,006  01/04/2023-30/09/2023  Ref S332501	This is an extension to a contract for ensuring residents within Norfolk & Waveney can access free, independent, accredited social welfare and legal advice, which is part of the wider Norfolk Suicide Prevention response. The request was for a 6-month extension to allow time for a tender process – tendering having been delayed due to a delay in the National Suicide Prevention Strategy.
<b>Menscraft</b>	£139,368  01/04/2023-30/09/2023  Ref S332490	This is a contract for Reducing Hopelessness, which is part of the wider Norfolk Suicide Prevention response. The request was for a 6-month extension to allow time for a tender process – tendering having been delayed due to a delay in the National Suicide Prevention Strategy. At the end of this extension a new contract will be awarded.
<b>Country Kitchen Foods Norfolk (CKFN) Limited</b>	£130,210  01/04/2023-30/09/2023  Ref S329058	This is a contract for the delivery of meals services within Accommodation Based Reablement.  An extension is needed whilst the Accommodation Based Reablement service is reviewed. The review has been delayed by lack of resource in the ICS.

## Background Papers

1. Exemption detail for local bus services  
Appendix to background paper 1 – details of proposed contracts
2. Exemption detail for Norfolk and Waveney Mind contract
3. Exemption detail for Menscraft contract
4. Exemption detail for Country Kitchen Foods Norfolk (CKFN) Limited

## Officer Contact

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

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

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# Report to Cabinet

Item No. 15

**Report Title: Finance Monitoring Report 2022-23 Outturn**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Andrew Jamieson** (Deputy Leader and Cabinet Member for Finance)

**Responsible Director: Harvey Bullen** (Director of Strategic Finance)

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Introduction from Cabinet Member**

This report gives a summary of the outturn position for the 2022-23 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2023, together with related financial information.

At Full Council in February 23, I forecasted a balanced budget for 2022/23: I am pleased to confirm that this is the case. Indeed, we have marginally underspent against the net budget of £464.123m. We did so while managing an in year pressure in Childrens Services of £14.3m and, furthermore, have taken steps to mitigate its impact in 2023/24, as I said we would when announcing the 23-24 budget.

## **Executive Summary**

On a net budget of £464.123m, the revenue outturn for 2022-23 is **a balanced budget after transferring £0.0070m to the general fund**, taking into account use of £31.125m Covid reserves brought forward from 2021-22 to meet Covid pressures in 2022-23 and pay and inflationary cost pressures highlighted in the Appendix 1. Details of these pressures and savings achieved and the impact on 2023-24 are addressed in the detail of this report.

General Balances have increased from **£23.840m to £24.410m** at 31 March 2023 following the transfers of £0.570m from a contribution to General Balances and underspends at the end of 2022-23 to reserves. Service reserves and provisions (excluding the Dedicated Schools Grant reserve) are **£202.463m**, subject to any final year end audit adjustments.

## **Recommendations:**

1. To recognise that the revenue outturn for 2022-23 is a **balanced budget after transferring £0.570m to the general fund**;
2. To note the COVID-19 funding utilised in year of **£21.572m**, and the carry forward of **£9.553m** COVID-19 funding to 2023-24 to mitigate the on-going cost pressures and risks associated with infection prevention;
3. To recognise the saving shortfall of **£4.300m**; being 85% savings delivery in 2022-23, as described in Appendix 1 paragraph 6, which has been offset by other savings;
4. To recommend to Full Council that the General Balances at 31 March 2023 be increased to **£24.410m** after a transfer of £0.570m from a contribution to General Balances and underspends in Finance General.
5. To note the expenditure and funding of the revised current and future 2023-27 capital programmes, including the (reprofiling of £126.940m from 2022-23 into 2023-24 addition of £62.938m to the capital programme to address the capital funding requirements from various external sources as set out in Appendix 3, paragraph 1.3.

## 1. **Background and Purpose**

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2022-23, to assist members to maintain an overview of the overall financial position of the Council.

## 2. **Proposals**

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored, and corrective action taken when required.
- 2.2. General Balances are maintained to cover financial risks faced by the Council. This report proposes an increase in the general balances from £23.840m to £24.410m as a result of transferring the £0.570m contribution to General Balances and revenue underspend to the general fund.

## 3. **Impact of the Proposal**

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, including the implications of the Covid-19 pandemic, together with a number of other key financial measures. A balanced budget has been achieved in 2022-23.

## 4. **Evidence and Reasons for Decision**

- 4.1. Three appendices are attached to this report giving details of the forecast revenue and capital financial outturn positions:

**Appendix 1** summarises the revenue outturn position, including:

- Forecast over and under spends
- Changes to the approved budget
- Reserves
- Savings

**Appendix 2** summarises the key working capital position, including:

- Treasury management
- Payment performance and debt recovery.

**Appendix 3** summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding
- Income from property sales and other capital receipts.

- 4.2. Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 3 section 4.

## 5. Alternative Options

- 5.1. To deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been identified to fund the expenditure, apart from the funding noted in Appendix 3.

## 6. Financial Implications

- 6.1. As stated above, the forecast revenue outturn for 2022-23 is a **balanced budget**, linked to an 85% savings delivery. The outturn for service reserves and provisions is **£202.463m** and the general balances after transferring £0.570m from Finance General contribution to General Balances and underspends is £24.410m. Funding previously received in 2021-22 to off-set additional expenditure occurred as a result on-going infection control has been utilised in year to mitigate the cost pressures resulting from on-going prevention work to contain COVID-19. £9.553m of COVID funding has been transferred into 2023-24 to mitigate on-going cost pressures associated with COVID infection prevention measures.
- 6.2. Where possible service pressures have been offset by underspends or the use of reserves. A narrative by service is given in Appendix 1.
- 6.3. The Council's capital programme is based on schemes approved by County Council in February 2023, including previously approved schemes brought forward and new schemes subsequently approved.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Director of Strategic Finance continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

In setting the 2022-23 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2022-23 Budget. An overall summary Equality and rural impact assessment report is included on page 305 of the Monday 21 February 2022 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

### **8.4 Data Protection Impact Assessments (DPIA)**

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

## **9. Risk Implications/Assessment**

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2022 to incorporate the 2022/23 budget and Medium-Term financial strategy 2021 - 2026 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.

- 9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Director of Strategic Finance has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for



the financial year. The Director of Strategic Finance believes a balanced budget has been achieved for 2022-23.

## **10. Select Committee comments**

10.1. None

## **11. Recommendation**

11.1. Recommendations are set out in the introduction to this report.

## **12. Background Papers**

12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 305

### **Officer Contact**

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

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# Norfolk County Council Finance Monitoring Report 2022-23

## Appendix 1: 2022-23 Revenue Finance Outturn Report

Report by the Director of Strategic Finance

### 1 Introduction

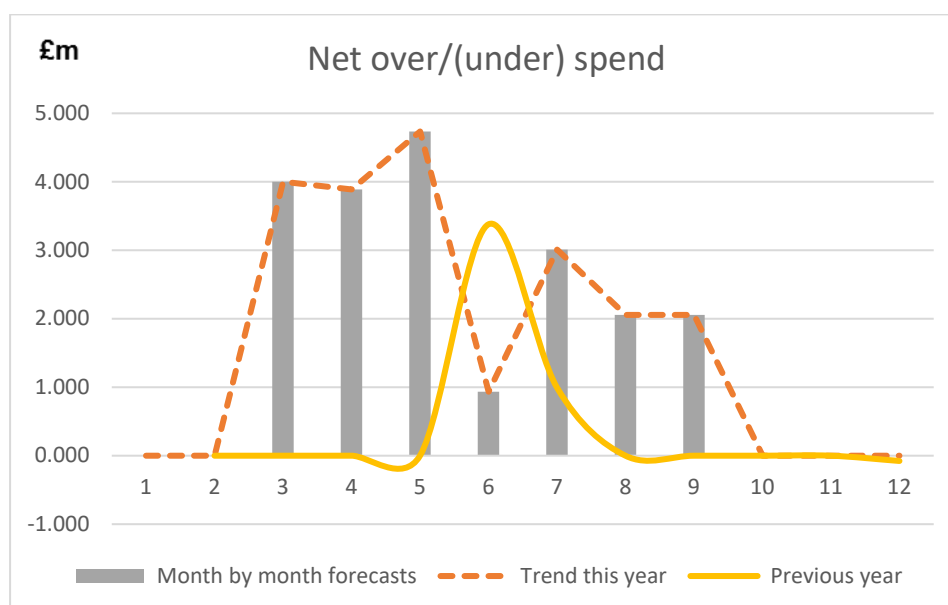
1.1 This report gives details of:

- the outturn position for the 2022-23 Revenue Budget
- additional financial information relating one-off funding, cost pressures and delivery of savings initiatives
- forecast General Balances and Reserves as at 31 March 2023 and
- other key information relating to the overall financial position of the Council.

### 2 Revenue outturn – over/(under)spends

2.1 **At the end of March 2023**, the outturn position shows a modest underspend of £0.570m against a net budget of £464.123m.

Chart 1: actual revenue outturn 2022-23, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget has been achieved over the course of the year.

2.3 Details of all under and overspends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

**Table 1: 2022-23 outturn (under)/overspends by service**

Service	Revised Budget	Cost Pressures	(Under spends/ Savings)	Earmarked Reserves & Provisions Utilised	Net (under)/ overspend	%	R A G
	£m		£m		£m		
Adult Social Care	265.574	6.088	-1.968	-4.120	0.000	0%	G
Children's Services	213.360	18.390	-1.051	-2.990	14.349	6.7%	R
Community and Environmental Services	203.784	4.099	-4.108	0.000	-0.009	0%	G
Strategy and Transformation	9.115	0.856	-0.993	0.137	0.000	0%	G
Governance Department	2.195	0.488	-0.609	0.121	0.000	0%	G
Finance and Commercial Services	54.238	4.408	-1.983	-1.421	1.004	2%	R
Finance General	(300.788)	0.274	-20.922	5.304	-15.344	5.1%	G
<b>Total</b>	<b>464.123</b>	<b>33.844</b>	<b>-30.778</b>	<b>-3.106</b>	<b>0.000</b>	<b>0%</b>	<b>G</b>

Notes:

- 1) the RAG ratings are subjective and account for the risk and both the relative (%) and absolute (£m) impact of overspends.
- 2) Earmarked reserves and provisions were set aside in 2021-22 in order to meet and fund additional pressures in 2022-23.

2.4 **Children's Services:** The outturn for 2022-23 is an overspend position of £14.349m presuming use of budgeted reserves and £2.990m net use of additional reserves to mitigate the in-year pressures. Compared to the previously reported position as at period 11 (end of February 2023), this is a reduction of (£0.130m) to the overspend position.

2.5 The outturn position highlights the crystallisation of the financial risks and cost pressures experiences within the demand-led budgets of social care placements and support, c. £12m, and home to school transport c. £7m (particularly for those with special educational needs and disabilities), seen both within Norfolk and nationally.

2.6 The overall number of children in care (excluding unaccompanied asylum-seeking children) and those with placements had stabilised compared to previous years, where a reduction had been seen since the implementation of our transformation programme. However, there has been a small increase towards the end of the financial year and the impact of this increase into 2023-24 will be kept under close review. It remains that the position in Norfolk is better than in many local authority areas, but the cost of care has increased substantially. This is primarily due to the cohort with the very highest and most complex needs continuing to grow as a

proportion of all children looked after; particularly as we have been successful with interventions and new models of working to keep children out of care when appropriate to do so

- 2.7 Children's Services has clear evidence that the interventions and new models of working implemented through our transformation programme are effective and are allowing us to meet the needs of children with complex needs effectively in many cases. In particular, New Roads is proving very successful.
- 2.8 However, the cost avoidance and reduction being achieved is counteracted by the volume and increased complexity of need along with market forces, which is proving to be significantly higher than modelled within the budget and, therefore, offsetting the savings delivered. This is particularly in relation to the number of external residential placements for children and an increase in the unit cost of such placements as well as the packages of support we are creating for children and young people with very challenging needs.
- 2.9 Previous financial monitoring reports throughout 2022-23 provided significant analysis of the key financial drivers experienced by Norfolk's Children's Services, as well as Children's Services within the Eastern Region and nationally. These drivers will continue into the new financial year and the department will continue to take mitigating action, including continuing to develop and implement its substantial transformation programme designed to both improve outcomes for children and young people as well as delivering substantial financial savings.
- 2.10 As previously reported, the forecast for the department contains significant uncertainties given the sizeable demand-related budgets, and the department continued to undertake mitigating actions throughout the year to reduce the size of the overspend. This has resulted in a reduction to the unplanned usage of reserves at year-end, providing some capacity to manage ongoing, short-term risks into 2023-24.
- 2.11 **Adult Social Services:** The final outturn for 2022-23 is a breakeven position. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty, especially in the last 24 months. The ASC service is still managing its recovery from the pandemic alongside delivering significant transformation and was planning for the upcoming Social Care Reform. Within its recovery programme there is a significant emphasis on reducing the backlogs that have developed over the past 18+ months. A critical element of the financial position for the department will be the effective management of this work and the financial outcomes that ensue. At present the level of backlogs have not significantly reduced and remain above 3600 cases (end of March 2023), and therefore much uncertainty remains in the financial implications of the work to reduce these.

- 2.12 As over 70% of the ASC budget is spent with independent providers, it is only right to acknowledge the financial risk the current economic conditions may place on these care markets. Whilst the Council was able to invest £18m into the market as part of its 2022/23 fee uplift, the continued economic uncertainty may well have a destabilising impact on individual providers. The price pressure in the economy comes at a time when Central Government have equally stopped some of the provider grants distributed during the pandemic, such as the infection control grant, that has provided over £50m of funding to Norfolk providers in the last 2 years. We are now seeing more providers approaching us indicating financial difficulty and have seen a number of care providers either close or return contracts. Each home closure clearly has implications for the residents impacted, but also typically means any replacement package secured is done so at a cost premium.
- 2.13 The department continues to work with its partners in the Integrated Care System (ICS) to manage system pressures around hospital discharge both from acute hospital and the wider Transforming Care Programme. The ICS itself continues to operate in a challenging financial environment. We have now received additional details relating to the £500m winter discharge funding as part of Governments “Plan for Patients”. NCC received £3.482m for the 2022/23 winter period. ASC commissioners with partners in the ICS have now submitted plans on how the funding will be used.
- 2.14 As described in the saving section of this report, the risks previously raised around our savings programme led to us declaring an under-delivery of our 2022/23 programme. Our short-term residential placements continue to be high compared to our budget. The health and care system approach to developing intermediate care solutions will be critical to our ability to manage this pressure. Furthermore, our housing programme fell slightly behind its original build profile and therefore this has had a knock-on-effect on the revenue savings it facilitates.
- 2.15 Both internally to the department, and within the wider care sector, availability of staff continues to be a challenge. Whilst in the interim, internal vacancies will continue to produce staffing underspends, longer term the ability to manage the care budget is predicated on good quality social care, undertaken in a timely way to truly prevent, reduce and delay need. We reflected the additional cost of the 2022/23 pay award in service budgets. Due to our actions through the winter period we have been able to fully absorb this additional pressure in this financial year.
- 2.16 Whilst recognising the uncertainties described above, the level of ASC departmental reserves to manage these risks in the short term remain strong. Longer term, the financial implications of the upcoming reform of Social Care, and in particular the sustainability of our care market, will continue to be unpacked and built into the Medium-Term Financial Strategy (MTFS).
- 2.17 **CES:** We have delivered an overall balanced outturn position. The pressure on income budgets particularly with admissions income within the

Museums service is creating a £1.657m cost pressure, this is in line with the regional and national picture.

- 2.18 The Fire Services position includes the agreed 7% pay award which exceeds the budget provision, leading to an overspend of £0.747m. For Community Information and Learning the pay award and inflationary cost pressures have led to an overspend in of £0.420m, whilst in Performance and Governance the overspend was £1.270m.
- 2.19 For Growth and Development whilst there were inflationary cost pressures, the level of vacancies throughout the year led to an underspend of £0.357m.
- 2.20 Overall Highways generated an underspend of £1.432m. There was an overspend related to the electricity costs for Street Lighting (£1.145m) but this was more than offset by additional highways income and charges to capital projects.
- 2.21 Waste volumes at Recycling Centres and kerbside collections have been highly volatile over the last two years. The Waste volumes for 2022-23 are lower than budget resulting in a £2.414m underspend, enabling CES to fund the cost pressure arising from the pay award in excess of the budget provision.
- 2.22 **Corporate services:** The Strategy and Transformation and Governance directorates reported a breakeven Outturn position for 2022-23. Service pressures, including the pay award and additional coroner's costs, were offset by one-off savings from vacancies and usage of reserves.
- 2.23 Finance and Commercial Services final Outturn was an overspend of £1.004m. This was due to the rise in inflation, petrol and utilities during the year, which have impacted contracts, especially within Property Services. The delay in implementation of myOracle and the pay award has also contributed to this overspend.
- 2.24 **Finance General:** Finance General outturn includes an underspend of £15.344m. Savings of £6.567m on the Minimum Revenue Provision due to slippage in the 2021-22 Capital Programme, £2.176 m in interest payable on borrowings were secured from last year's borrowing at the low long term PWLB rates and additional interest receivable forecasted of £3.153m, with £6.671m additional business rate relief reconciliation adjustment for prior years and £1.3m accumulated surplus business rates returned to local authorities as part of the 2023-24 Local Government Finance Settlement. £5.304m of the one-off business rates has been transferred into the Business Rates Risk Reserve to mitigate future variances. This is offset by additional COVID cost pressures of £0.274m. Miscellaneous savings in other budgets are offset by various one-off cost pressures with a net savings of £1.056m.
- 2.25 Further details are given in Appendix 1: Revenue Annex 1.

### 3 Approved budget, changes and variations

- 3.1 The 2022-23 budget was agreed by Council on 21 February 2022 and is summarised by service in the Council's Budget Book 2022-23 (page 17) as follows:

**Table 2: 2022-23 original and revised net budget by service**

Service	Approved net base budget	Revised budget P11	Revised budget P12/13
	£m	£m	£m
Adult Social Care	263.184	264.914	282.219
Children's Services	189.065	191.529	213.360
Community and Environmental Services	166.162	168.142	203.784
Strategy and Transformation	8.759	9.115	9.115
Governance Department	1.960	2.195	2.195
Finance and Commercial Services	33.424	34.232	52.238
Finance General	-198.431	-206.004	-300.788
<b>Total</b>	<b>464.123</b>	<b>464.123</b>	<b>464.123</b>

Note: this table may contain rounding differences.

- 3.2 During P12 and the subsequent closedown P13, there were a number of large capital accounting budget adjustments between Finance General and the other Services. These have not affected service budgets and the Council's net budget for 2022-23 remains unchanged.

### 4 General balances and reserves

#### General balances

- 4.1 At its meeting on 21 February 2022, the County Council agreed a minimum level of general balances of £23.268m in 2022-23. The balance at 1 April 2022 was **£23.840m** following transfers of £0.077m from non-Covid related savings and Finance General underspends at the end of 2021-22. The outturn for 31 March 2023 is **£24.410m**, taking into account a contribution of £0.500m provided in the 2022-23 budget and the small revenue underspend of £0.070m achieved in year.
- 4.2 Movements during the year are as follows:

	£m
General Balances – opening balance 1 April 2022	23.840
Transfer of contribution to General Balances and Finance General underspends	0.570
<b>General Balances – closing balance 31 March 2023</b>	<b>24.410</b>

- 4.3 The transfer of related Finance General underspends to General Balances is consistent with the County Council decision on 21 February 2023 which

agreed the principle of seeking to increase the general fund balances as part of closing the 2022-23 accounts.

### Reserves and provisions 2022-23

- 4.4 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2022. Actual balances at the end of March 2022 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.
- 4.5 The 2022-23 budget was approved based on a closing reserves and provisions (excluding DSG reserves) of £144.987m as at 31 March 2022. This, and updated Reserves and Provisions outturns are as follows.

**Table 3: Reserves budgets and forecast reserves and provisions**

Reserves and provisions by service	Actual balances 1 April 2022	Increase in March 2022 balances after budget setting	2022-23 Budget book forecast 1 April 2022	Outturn balances 31 March 2023
	£m	£m	£m	£m
Adult Social Services	45.909	18.738	27.171	46.708
Children's Services (inc schools, excl LMS/DSG)	17.398	8.881	8.517	13.988
Community and Environmental Services	65.814	13.745	52.069	73.953
Strategy and Transformation	2.466	0.725	1.741	2.777
Governance	2.045	1.073	0.972	2.166
Finance & Commercial Services	3.793	1.234	2.559	2.468
Finance General	56.237	18.950	37.287	44.363
Schools LMS balances	17.888	3.217	14.671	16.040
<b>Reserves and Provisions including LMS</b>	<b>211.550</b>	<b>66.563</b>	<b>144.987</b>	<b>202.463</b>
<b>DSG Reserve (negative)</b>	<b>-53.976</b>	<b>0.348</b>	<b>-54.324</b>	<b>-45.877</b>

- 4.6 Covid grants and other grants and contributions brought forward as at 31 March 2022 resulted in reserves and provisions being £66.563m higher than had been assumed at the time of budget setting. The majority of these reserves have been used for service provision during 2022-23. However a decision was taken in P12 to set aside £9.554m in reserves to mitigate future cost pressures. As a result, of this and other grant funding received late in Q4 2023, the net total for reserves as provisions at 31 March 2023 is approximately £57.476m higher than was assumed at the time of budget setting.
- 4.7 **Dedicated Schools Grant (DSG):** The overall DSG outturn position was an in-year deficit of £19.9m, a decrease of (£2.1m) compared to the previous forecast and c. £2m higher than the budgeted deficit.



- 4.8 This in-year deficit has been added to the DSG Reserve (negative), which would have resulted in a cumulative deficit of £73.877m at the end of the financial year without the impact of the additional contribution of (£28m) from the DfE through the Safety Valve deal to mitigate the DSG cumulative deficit. With this contribution, the cumulative deficit balance at 31 March 2023 is £45.877m.
- 4.9 The reduction in the overspend compared to the previously forecast position was primarily due to further clarity regarding the cost of the additional requests by mainstream schools for funding to support children with high level SEND to remain in their schools, thus avoiding more costly special school provision, along with a reduction in the estimated number of Early Years hours to be funded (data not received until late in the spring term) compared to the DfE funding provided that has been updated and based upon snapshots in time.
- 4.10 The Local First Inclusion programme (supported by the Safety Valve deal) has planned for additional spend in mainstream schools to support children with high level SEND to remain within them, and this investment is a key driver to the long-term aim of returning the DSG to an in-year balanced budget and, subsequently, to repay the cumulative deficit. Where children are appropriately supported to remain within mainstream settings, it mitigates the need for further expansion of special schools (above planned increases) or independent provision, whilst enabling the children to achieve good outcomes.
- 4.11 In addition to the pressure in relation to support for mainstream schools, the other areas of most significant cost pressure during 2022-23 were independent school placements along with post-16 provision and maintained special school placements. These have been kept under close review given the demand-led nature of these budgets but have remained relatively stable during the latter part of the year.
- 4.12 In the medium-to-longer-term, Norfolk's Local First Inclusion plan is seeking to address the high use of independent provision within Norfolk, rather than state-funded provision or provision in mainstream schools, that should help to mitigate these funding challenges.
- 4.13 Norfolk has been investing significant capital monies in the creation of additional specialist places in existing state-funded schools alongside the building of new special schools and specialist resource base provision. Without this investment, the deficit position would have been significantly higher on the basis that the independent sector continues to expand in line with demand. Two Free Special School bids have been submitted to the DfE to support Norfolk capital investment in special school provision and the DfE have provided approval in principle with follow up work now taking place to finalise these plans.

- 4.14 Following significant work during 2022-23, including with partners, the County Council negotiated and agreed a Safety Valve programme deal<sup>1</sup> with the DfE, agreed by the Secretary of State, to enable investment in the high special educational needs system in Norfolk, as well as long-term repayment of the cumulative DSG deficit. The deal provides £70m of additional funding from the DfE, which is vital for the delivery of the Local First Inclusion SEND Improvement Programme. The first tranche of funding, (£28m), was provided in 2022-23 to reduce the cumulative deficit carried forward alongside (£6m) per year for the following 5 years and (£12m) in the final year of the programme, presuming that progress targets are met.
- 4.15 NCC reports the forecast position each term to the Norfolk Schools Forum, in line with DfE expectations and feedback from the Forum continues to be sought.
- 4.16 The Government has now published its policy paper: SEND and alternative provision improvement plan<sup>2</sup> following the publication of its associated Green paper in 2022 and resulting consultation. The impact of the proposed changes is yet to be known and the Council will need to keep this under close review, considering how it fits with our Local First Inclusion plan and whether it will be sufficient to mitigate the under-lying funding challenges for high SEND provision seen nationally in recent years.
- 4.17 **Provisions included in the table above**

The table above includes forecast provisions of £33.048m comprising:

- £11.708m insurance provision,
- £12.818m landfill provision (this provision is not cash backed),
- £5.851m provisions for bad debts,
- £2.421m business rates appeals provision, and
- £0.250m of payroll related provisions.

## **5 On-going Covid-19 financial implications**

- 5.1 Whilst the pandemic is officially over, there are on-going impacts on service provision and demand for support from Council services. The council has carried forward £31.125m grant funding received from central government in 2021-22 to mitigate any on-going risks and cost pressures associated with addressing the service needs arising from COVID-19.

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<sup>1</sup> <https://www.gov.uk/government/publications/dedicated-schools-grant-very-high-deficit-intervention>

<sup>2</sup> <https://www.gov.uk/government/publications/send-and-alternative-provision-improvement-plan>

5.2 Covid-19 funding brought forward is as follows:

Table 4a: Covid-19 funding

<b>Funding</b>	<b>Actual 2022-23 £m</b>
<b>Covid reserves brought forward</b>	
Norfolk Assistance Scheme	0.206
Wellbeing for education recovery grant	0.031
Fire Home Office Grant	0.196
Covid-19 Bus Services Support Grant	1.077
Contain Outbreak Management Fund	9.285
Community Testing Funding	1.223
Omicron Support Fund	0.278
COVID-19 MHCLG Grant Tranche 5	18.829
<b>Funding to be carried forward into 2022-23</b>	<b>31.125</b>

During the year, the bulk of this grant funding was released to offset cost pressures arising from infection control measures undertaken by the Council.

### **Cost pressures**

- 5.3 The costs and income pressure relating to Covid-19 vary from the overall Council forecast balanced budget position shown in this report. This is due to non-Covid-19 related actions put in place by Chief Officers to mitigate the financial impacts of the pandemic.

The UK Health Security Agency has confirmed that any remaining COMF grants can be carried over into 2023-24 to provide relief against any on-going cost pressures associated with infection control and prevention work undertaken by the Public Health team. £9.553m has been carried forward into 2023-24

## **6 New / confirmed funding**

- 6.1 **Household Support Fund:** On 29 April 2022 the government set out the basis of the extension of the fund to 30 September 2022. On 26 May 2022, the Chancellor announced an extra £421m funding, extending the fund until March 2023. The objective of the fund is to provide support to vulnerable households in most need of help with significantly rising living costs. The

indicative funding allocation for 2022-23 is £13.394m. Further guidance for the second half of 2022-23 includes the prioritisation of funding to support households with the cost of energy bills with an emphasis on providing support to the most vulnerable households as soon as possible

- 6.2 **Homes for Ukraine Fund:** The DLUHC provided confirmation on 29 April 2022 of funding of £5.618m for 535 individuals across Norfolk. Since this date the scheme has expanded and is now likely to support c1300 people and attract funding of c£14m. As this funding covers 12 months of costs, a significant proportion of funding will be spent in 2023/24 and the carry forward is now reflected in the Adult Social Care balance sheet. This funding will be initially received by Norfolk County Council and dispersed to the local district councils to provide financial support to refugees and their host families.
- 6.3 **Adult Social Care Reform Implementation funding:** The Department of Health and Social Care (DHSC) announced on the 15<sup>th</sup> June 2022 £15.5m of national un-ringfenced Section 31 grant towards supporting the preparation of implementing Government's reform of Social Care. For Norfolk, this is £0.097m of one-off funding in 2022/23.
- 6.4 **Winter Adult Social Care Discharge Fund:** The Department of Health and Social Care (DHSC) announced on 16<sup>th</sup> November 2022 a further £500m of which 40% will be distributed to local authorities. Norfolk's share of the fund for 2022-23 is £3.482m. This funding will work alongside £6.963m (60%) of funding the Integrated Care Board (ICB) will receive with both tranches paid and agreed via the governance surrounding the Better Care Fund (BCF).
- 6.5 **Drug Strategy Housing Support Fund :** On 3 February 2023 the Office for Health Improvement and Disparities (OHID) announced the allocation of £53m to fund targeted housing support interventions for people in drug and alcohol treatment across 28 local authorities. Norfolk's share of this allocation is £1.342m and it will be split across the 2022-23, 2023-24 and 2024-25 financial years.
- 6.6 **Electric Vehicle Charging Points:** The Office for Zero Emission Vehicles and the Department of Transport announced on 21 February 2023 an additional £56m to support the expansion of electric vehicle charging points across the country. Norfolk's share of this funding will be £1.6m
- 6.7 **Drug and Alcohol Treatment funding:** - The Office for Health Improvement and Disparities announced on 16 February 2023 an extra £421m to local authorities to improve drug and alcohol addiction treatment and recovery. Norfolk's apportionment of this new funding is £2.072m for 2023-24 and will increase to £2.944m in 2024-25

## 7 Budget savings 2022-23 summary

- 7.1 In setting its 2022-23 Budget, the County Council agreed net savings of £28.434m. Details of all budgeted savings can be found in the 2022-23 Budget Book. A summary of the total savings outturn is provided in this section.
- 7.2 The latest monitoring reflects the outturn savings delivery of £24.134m at year end.
- 7.3 The outturn savings delivery is as shown in the table below:

Table 5: Analysis of 2022-23 savings forecast

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	10.465	12.088	3.496	0.439	0.200	-0.134	1.880	<b>28.434</b>
Savings outturn	7.565	11.088	3.496	0.439	0.200	-0.534	1.880	<b>24.134</b>
Savings shortfall (net)	2.900	1.000	0.000	0.000	0.000	0.400	0.000	<b>4.300</b>

### Commentary on savings risk areas

- 7.4 The outturn savings for 2022-23 is £24.134m against a budgeted savings target of £28.434m. A shortfall of £2.9m has been reported in Adult Social Services, £1m in Children's Services and £0.400m in Finance and Commercial Services.

### Adult Social Services

- 7.5 Adult Social Services has a £10.465m savings target comprised of recognising additional benefits from the existing savings initiatives (ASS030), delivering market utilisation efficiencies through contract performance management (ASS031), continued implementation of the Learning Disabilities transformation programme (ASS032) and a strategic refocus of investment in Intermediate Care Services (ASS039).
- 7.6 Adults have delivered £7.565m of its 22/23 savings target of £10.465m. The £2.900m shortfall relates to three areas:
- a) the £0.900m of savings originally expected from the Supported Housing Programme this year has been delayed. This is due to Covid and the current

planning issues around nutrient neutrality which has meant that the timing of savings delivery associated with the Programme has been impacted.

- b) Our Norse Care contract has had a multi-year saving target to deliver a wholesale transformation of the offer and ensure it is fit for the future types of demand we expect to face. A £1m shortfall in savings delivery has happened due to the delay to the transformation programme whilst the whole estate is being reviewed. There was partial mitigation this year from contract refunds for units out of commission.
- c) We are pleased to report that our major departmental transformation “Connecting Communities”, working with our strategic partner, has begun to deliver real change through a new model of care and a refocus on early help and prevention. However, the delay in the start of the Connecting Communities project against the original MTFS timeline has impacted on the saving profile and hence savings delivery for 22/23. During the year we have worked at pace to attempt to compensate for this revised start date and have delivered a near £1m of savings in 22/23. Whilst we have reported a shortfall in 2022/23 savings, we strongly believe this is a timing issue, rather than being one that limits future opportunity and our commitment to future savings delivery.

There have been emerging risks impacting previous saving which we are continuing to address within the department:

Short Term Offer (prior year saving) - Our short-term residential placements have continued to be at significantly high levels compared to our budget due to the amount of pressure the health and care system are under. The system has begun to shift to a community-based recovery model which will be critical in our ability to manage this pressure in the longer term. However, for this year this continues to be an issue.

Despite the savings shortfall in-year for Adult Social Care, the department continues to be dynamic in managing the whole budget as evidenced by the reported breakeven position.

### **Children’s Services**

- 7.7 Children’s Services had a budgeted savings target of £12.088m, which has mostly been delivered as evidenced by tracking of all schemes. However, the final tracking for the year has shown a relatively small, in-year under-

delivery for the programme of c. £1m, which is a movement from the previously reported position that anticipated full delivery.

- 7.8 In the interests of transparency, the savings reported as delivered are only those that have been directly tracked throughout the year through specific projects. Several projects have delivered where the financial impacts of which are not directly trackable, such as the ongoing impact of the introduction of the new social care delivery model that introduced call-in services such as the Intensive and Specialist Support Services and enhanced operational support. Therefore, overall, in-year delivery is expected to be higher than reported.
- 7.9 This small under-delivery should be considered in the wider context of the Children's Services transformation and savings programme which has delivered over £67m gross savings (c. £51m savings net of transformation investment) since inception in 2018-19.
- 7.10 This tracking does show significant over-delivery of some schemes, particularly New Roads where over 160 children have been diverted from care since its introduction less than two years ago, that compensate for the under-delivery of others, in particular savings target primarily derived from early intervention and prevention work (CHS001) and significant transformation work undertaken in 2021-22 (CHS002) and transformation of the care market (CHS003).
- 7.11 The department has overspent in 2022-23 due to the significant pressures reported in para 2.4 above. However, these are primarily due to growth demands exceeding those budgeted rather than overall budgeted savings not being delivered. Management action was taken through the year to minimise these growth pressures whilst still significantly delivering against the savings programme.

### **Finance and Commercial Services**

- 7.12 FCS014: HR & Finance System replacement project in Finance Exchequer Services - Benefits realisation work is still underway to quantify value of saving from the HR & Finance System replacement, however this £0.400m saving has not been delivered in 2022-23.

### **2023-24 to 2025-26 savings**

- 7.13 Budget setting in 2022-23 saw the approval of £9.159m savings for 2023-24, £8.200m for 2024-25. The deliverability of these savings, including any 2022-23 savings that are permanently undeliverable, has been considered as part of the budget setting process for 2023-27.

## Revenue Annex 1

### Revenue Outturn

#### Revenue outturn by service

The forecast net balanced budget is a result of a range of underlying forecast over and underspends which are listed below.

#### Revenue budget outturn by service – detail

	Revised Budget	Overspend	Under spend	Outturn net spend
		£m	£m	
<b>Adult Social Services</b>				
22-23 Pay Award cost pressure		1.717		
Purchase of Care		4.371		
Commissioning			-0.265	
Community Health and Social Care			-0.456	
Community Social Work			-0.431	
Strategy and Transformation			-0.134	
Management, Finance and HR			-0.682	
Use of Business Risk Reserve			-4.120	
<b>Forecast over / (under) spends</b>		<b>6.088</b>	<b>-6.088</b>	
<b>Net total</b>	<b>282.219</b>		<b>0.000</b>	<b>282.219</b>
<b>Children's Services</b>				
22-23 Pay Award cost pressure		1.696		
Social Care		10.960		
Learning and Inclusion		5.605		
Community, Partnerships & Resources			-0.919	
Quality and Transformation			-0.132	
CSLT, Finance and HR		0.129		
Use of Transport Equalisation Reserve			-2.872	
Use of Business Risk Reserve			-0.118	
<b>Forecast over / (under) spends</b>		<b>18.390</b>	<b>-4.041</b>	
<b>Net total</b>	<b>213.360</b>		<b>14.349</b>	<b>227.709</b>
<b>Community and Environmental Services</b>				
Culture and Heritage		1.657		
Fire Service		0.747		
Growth and Development			-0.357	
Performance and Governance		1.270		
Highways & Waste			-3.751	
CIL		0.420		
Other net overspends		0.005		
<b>Forecast over / (under) spends</b>		<b>4.099</b>	<b>-4.108</b>	
<b>Net total</b>	<b>203.784</b>		<b>-0.009</b>	<b>203.775</b>



	Revised Budget	Overspend	Underspend	Outturn net spend
<b>Strategy and Transformation</b>				
<i>Reserves additions/(use of)</i>		0.137		
<i>Net underspend</i>			-0.137	
<b>Forecast over / (under) spend</b>		<b>0.137</b>	<b>-0.137</b>	
<b>Net Total</b>	<b>9.115</b>		<b>0</b>	<b>9.115</b>
<b>Governance</b>				
<i>Coroners costs, pay award pressures and other overspends</i>		0.488		
<i>Net underspends</i>			-0.609	
<i>Reserves additions/(use of)</i>		0.121		
<b>Forecast over / (under) spend</b>		<b>0.609</b>	<b>-0.609</b>	
<b>Net Total</b>	<b>2.195</b>		<b>0.000</b>	<b>2.195</b>
<b>Finance and Commercial Servcs</b>				
<i>Cost pressures</i>		4.408		
<i>Net underspends</i>			-1.983	
<i>Use of Reserves</i>			-1.421	
<b>Forecast over / (under) spend</b>		<b>4.408</b>	<b>-3.404</b>	
<b>Net Total</b>	<b>54.238</b>		<b>1.004</b>	<b>55.242</b>
<b>Finance General</b>				
<i>Minimum Revenue Provision – one off saving due to slippage</i>			-6.567	
<i>Interest on balances – borrowing secured at lower interest rates</i>			-2.176	
<i>Interest receivable</i>			-3.153	
<i>COVID-19 additional costs</i>		0.274		
<i>Other miscellaneous underspends</i>			-1.056	
<i>Business Rates Relief Reconciliation Adjustment for Prior Years</i>			-6.670	
<i>Accumulated surplus business rates - LGFS</i>			-1.300	
<i>Increase in Business Risk Reserve</i>		5.304		
<b>Forecast over / (under) spend</b>		<b>5.578</b>	<b>-20.922</b>	
<b>Net total</b>	<b>-206.004</b>		<b>-15.344</b>	<b>-316.132</b>
<b>TOTAL</b>	<b>464.123</b>			<b>464.123</b>

## Revenue Annex 2 – Dedicated Schools Grant Reserve

	<b>Reserve as at 31 Mar 22</b>	Revised Budget (A)	<b>Budgeted Reserve as at 31 Mar 23</b>	Forecast Spend (B)	(Over) / under spend A-B	Outturn Reserve as at 31 Mar 23
<b><i>Dedicated schools grant</i></b>						
High Needs Block		17.924		-19.901	-1.977	
Increase in net deficit		-17.924				
<b>Forecast (over) / under spend</b>				<b>-19.901</b>	<b>- 1.977</b>	
DfE Safety Valve contribution to mitigate the cumulative deficit				28.000	28.000	
<b>Net deficit (DSG Reserve)</b>	<b>-53.976</b>		<b>-71.900</b>			<b>-45.877</b>

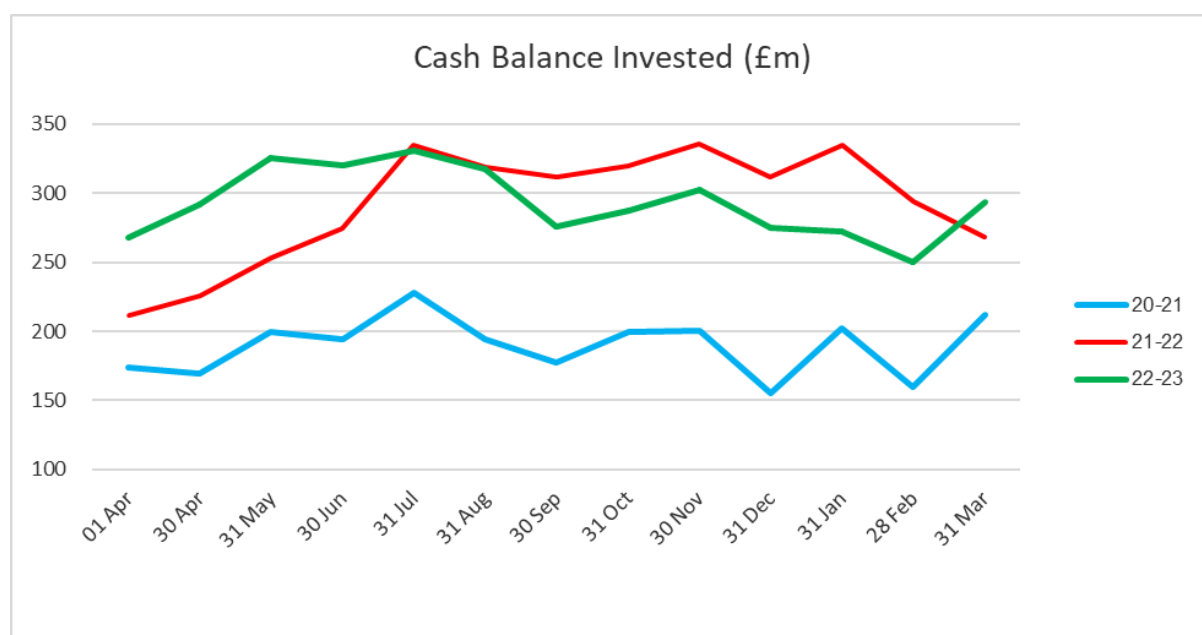
## Norfolk County Council Finance Monitoring Report 2022-23

### Appendix 2: 2022-23 Balance Sheet Finance Monitoring Report Month 12

#### 1 Treasury management summary

- 1.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last three financial years to March 2023,

**Chart 2: Treasury Cash Balances**



- 1.2 The Council's Treasury Strategy assumed that £80m may be borrowed in 2022-23 to fund capital expenditure in year. However, following updated forecasts for the capital programme showing significant slippage into future years, the borrowing need was revised down with only £10m borrowed over the course of the financial year, to minimise the cost of carrying unnecessary borrowing. The cashflow also reflects the receipt of £28m Safety Valve funding referred to in Appendix 1: 4.6 and a further £22m capital funding received in advance funding, resulting in a closing cash balance of approximately £293.141m.
- 1.3 The Council borrowed £10m in November 2022 taking advantage of a dip in the PWLB borrowing rates. Following the recent trend in the Bank of England base rate, it is unlikely that the PWLB interest rates will fall below the 3.6% threshold recommended by the external consultants. Given the relatively high cash balance at 31 March 23, the Council continues to delay any further borrowing in 2023.
- 1.4 The Council has healthy cash balances for the immediate future with cash balances of £293.141 as at the end of March 2023. The P12 net outturn of

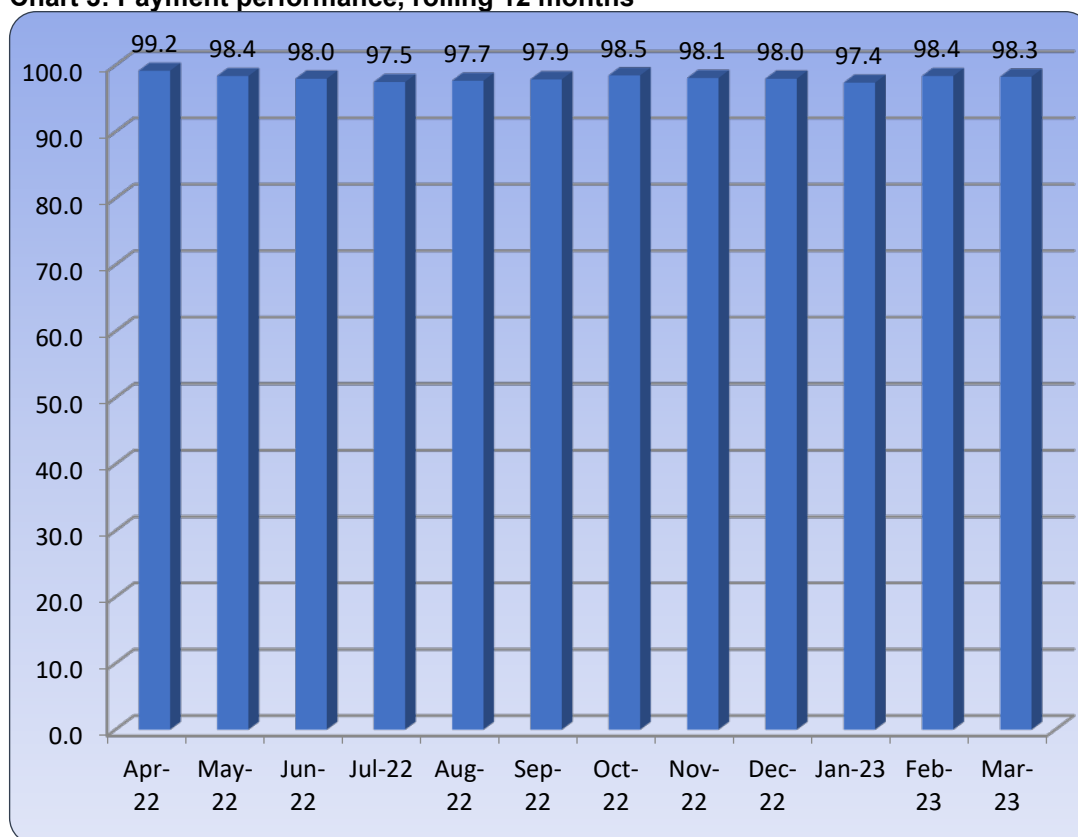
Interest receivable from treasury investments held by the Council is £3.826m; which is £3.153m higher than budget.

- 1.5 PWLB and commercial borrowing for capital purposes is static at £848.917m at the end of March 2023. The associated annual interest payable on existing borrowing is £31.393m.
- 1.6 The interest payable for 2022-23 is £29.469m, against a budget of £32.128m which represents a saving of £2.658m.

## 2 Payment performance

- 2.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 98.3% were paid on time in March 23 against a target of 98%. This KPI has dropped below the target of 98% a few times over the last 12 months due to seasonal delays in the receipt of invoices resulting in a temporary backlog of payments following the implementation of the new financial system.

**Chart 3: Payment performance, rolling 12 months**



Note: The figures include an allowance for disputes/exclusions.

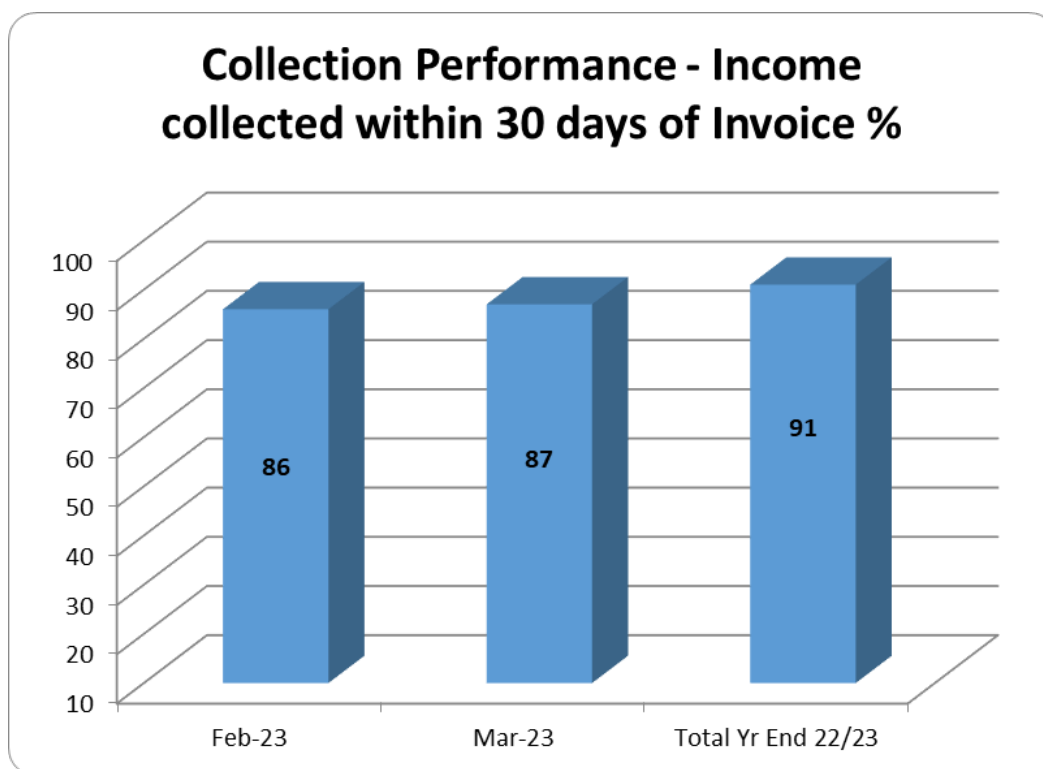
### 3 Debt recovery

- 3.1 **Introduction:** In 2022-23 the County Council raised over 126,932 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.197bn. Through 2022-23 91.2% of all invoiced income was collected within 30 days of issuing an invoice, with 98% collected within 180 days.

#### **Debt collection performance measures – latest available data**

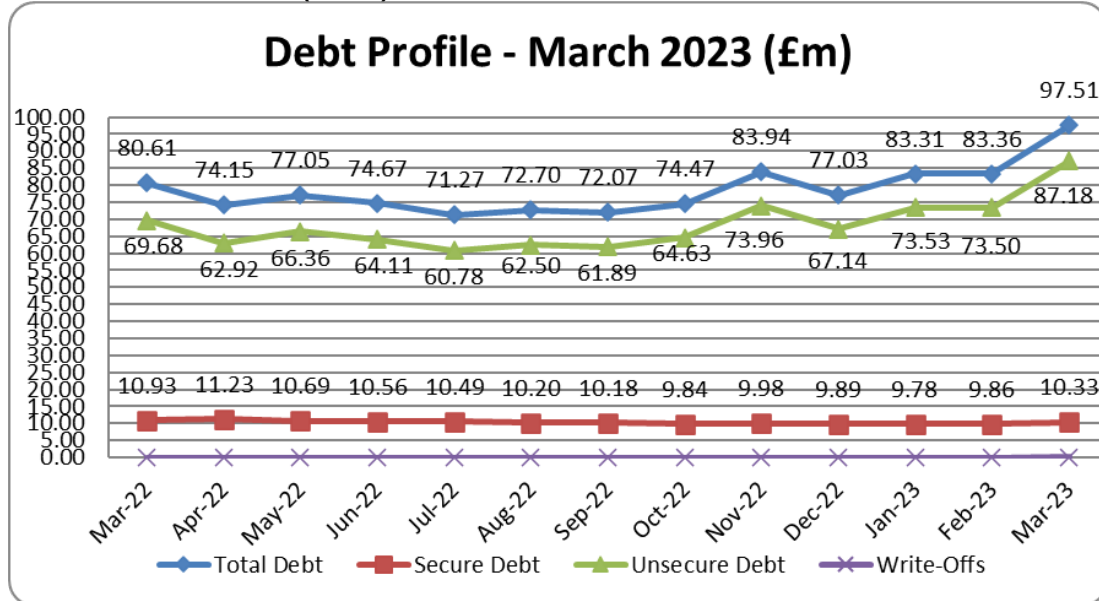
- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 87% in March 23

**Chart 4: Latest Collection Performance**



- 3.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

**Chart 5: Debt Profile (Total)**



- 3.4 The overall level of unsecure debt increased by £13.68m in March 2023. Of the £87.18m unsecure debt at the end of March 23; £32.81m is under 30 days, £1.17m has been referred to NPLaw, £1.03m is being paid off by regular instalments and £10.29m is awaiting estate finalisation. The largest area of unsecure debt relates to charges for social care, £70.68m, of which £24.5m is under 30 days and £34.7m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care. The overall debt with the CCGs has increased by £4.2m in March 2023. Of this total, the level of CCG debt under 60 days has increased by £8.6m and the level of debt over 60 days has decreased by £4.4m.
- 3.5 Secured debts amount to £10.33m at 31st March 2023. Within this total £3.27m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 3.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 3.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.8 For the period 1 April 2022 to 31 March 2023 451 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £132,618.03 (£116,199.37 in March 2023), the majority of which are individual debts below £500 for which no further recourse for debt recovery is available.

- 3.9 For the period 1 April 2022 to 31 March 2023, there are 7 debts over £10,000 which were approved by Cabinet on 6 March 23 and written off totalling £114,658.40, as follows:

<b>Debt Type</b>	<b>Amount</b>	<b>Reason</b>
Residential Care charges (63769)	£16,973.70	Estate exhausted
Residential Care charges (132241)	£20,264.79	Estate exhausted
Residential Care charges (140351)	£12,384.13	Estate exhausted
Third Party Top Up for Residential Care	£25,340.96	Legal options exhausted
Residential Care charges (160149)	£16,218.61	Legal options exhausted
Non-Residential Care and Housing with Care charges (185102)	£12,130.07	Estate exhausted
Residential Care charges (207728)	£11,346.14	Estate exhausted

All the debts listed above have previously been provided for in the 2021-22 accounts and any decision to write-off will not affect the outturn position.

## Appendix 3: 2022-23 Capital Finance Outturn Report

### 1 Capital Programme 2022-27

- 1.1 On 21 February 2022, the County Council agreed a 2022-23 capital programme of £247.360m with a further £470.396m allocated to future years', giving a total of £717.756m.
- 1.2 Additional re-profiling from 2021-22 resulted in an overall capital programme at 1 April 2022 of £798.620m. Further in-year adjustments for new external funding and the 2023-24 Capital Strategy have resulted in the capital programme shown below:

**Table 1: Capital Programme budget**

	<b>2022-23 budget</b>	<b>Future years</b>
	<b>£m</b>	<b>£m</b>
New schemes approved February 2022	26.435	64.292
Previously approved schemes brought forward	220.925	406.104
<b>Totals in 2022-27+ Budget Book (total £717.756m)</b>	<b>247.360</b>	<b>470.396</b>
Schemes re-profiled after budget setting	63.977	7.424
New schemes approved after budget setting including new grants received	7.763	1.700
<b>Revised opening capital programme (total £798.620m)</b>	<b>319.100</b>	<b>479.520</b>
Re-profiling since start of year	-287.296	287.296
Other movements including new grants and approved schemes	185.471	355.242
<b>Total capital programme budgets (total £1,339.332)</b>	<b>217.273</b>	<b>1,122.058</b>

*Note: this table and the tables below contain rounding differences*

- 1.3 The total capital programme budget has increased by £62.938m compared to the budget reported in March 23 to Cabinet (P11 £1276.393m) due to:
- £0.450m funding received from Norfolk & Waveney ICB to support the funding of Oliver Court Mental Health Residential Care setting
  - £4.648m increase in Children's Services funding received, including £2.942m donated land asset for the new Cringleford Academy, £0.519m additional funding received from DfE for the expansion of SEN provision at Fred Nicholson School and at Watton Junior School, £0.944m Basic Need funding from the Department of Education and £0.704m additional contributions from developers
  - £5.580m external funding received for Economic Development schemes including the County Deal Regen projects £2.498, LEP funding for the O&M Campus £2.810m and £0.324m uplift in NCC Borrowing for the Scottow Enterprise Park



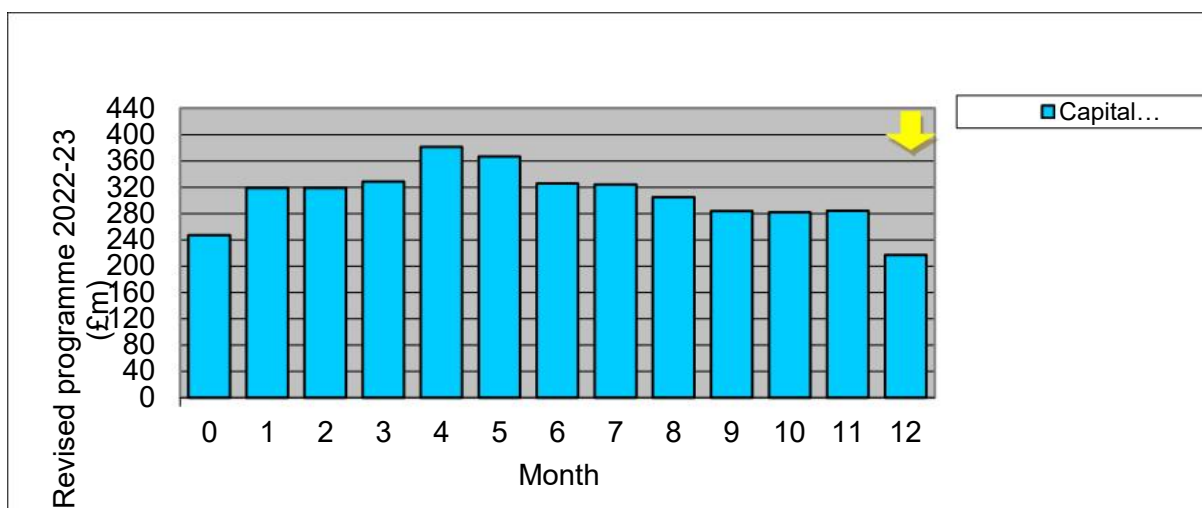
- £50.336m increase in funding received for various Highways projects relating to the building of new roads, maintenance of the existing highways network and improvements works on surfaces and drainage
- £0.873m additional contributions for the HLF Castle Keep Museum project
- £2.123m uplift to the Better Broadband Next Generation project funded from BT rebates received
- £1.072m reduction in various capital projects to reflect the actual spend in year, mainly those projects funded from external borrowing.

- 1.4 In addition, the capital outturn position for 2022-23 has resulted in further slippage of £125.940m in budgets into 2023-24. This brings the total budget reprofiled from 2022-23 to future years to £287.295m.
- 1.5 The reprofiling of capital budgets reflects the Council's endeavours to maximise the use of external capital grant funding received in 2022-23 adjust the profile of NCC borrowing funding accordingly. The full breakdown of these movements in capital budget as highlighted in notes 1.3 and 1.4 are set out below in Capital Annex 1 below.

### Changes to the Capital Programme

- 1.6 The following chart shows changes to the 2022-23 capital programme through the year.

**Chart 1: Current year capital programme through 2022-23**



- 1.7 Month "0" shows the 2022-23 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1, followed by the most up to date programme. The current year programme was adjusted as additional funding was secured, and when schemes were re-profiled to future years as timing were finalised for the outturn position.

1.8 The current year's capital budget is as follows:

**Table 2: Service capital budgets and movements 2022-23**

Service	Opening programme	Changes reported previously	Reprofiling since previous report	Other Changes since previous report	2022-23 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	83.850	-44.874	-9.926	4.158	33.210
Adult Social Care	14.232	4.898	0.221	0.150	19.501
Community & Environmental Services	157.149	21.811	-101.232	53.824	131.552
Finance & Commercial Services	63.437	-16.582	-14.714	0.726	32.866
Strategy & Governance	0.432	0.000	-0.289	0.000	0.144
<b>Total</b>	<b>319.100</b>	<b>-34.746</b>	<b>-125.940</b>	<b>58.858</b>	<b>217.273</b>
		284.354		-67.082	

*Note: this table may contain rounding differences.*

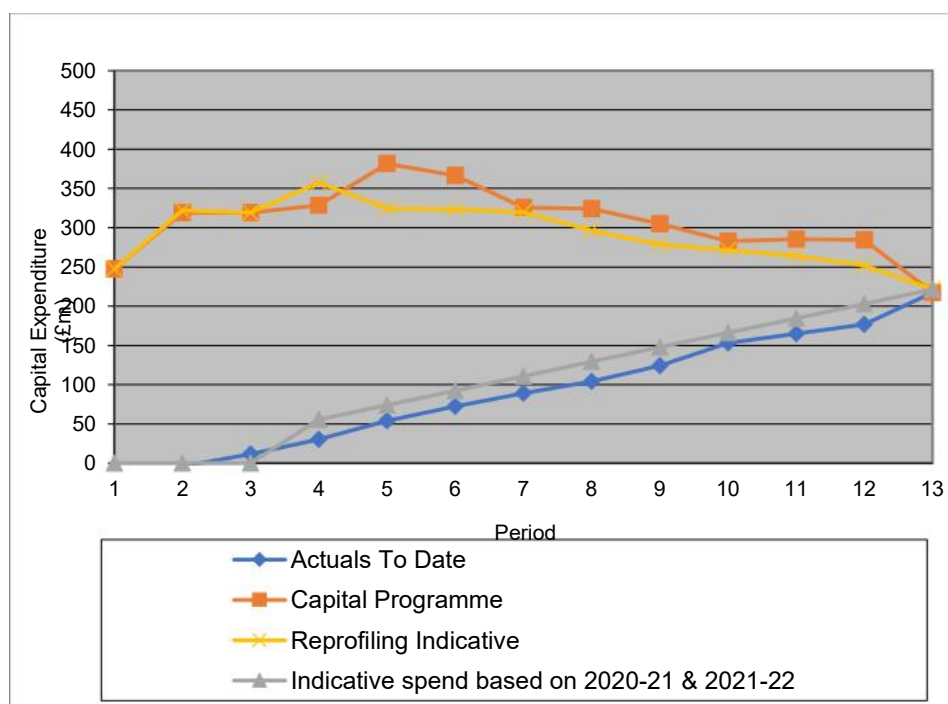
1.9 The revised programme for future years (2023-24 to 2026-27) is as follows:

**Table 3: Capital programme future years 2023+**

Service	Previously reported future programme	Reprofiling since previous report	Other Changes since previous report	2022+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	237.236	9.926	0.489	247.651
Adult Social Care	63.556	-0.221	0.418	63.752
Community & Environmental Services	586.769	101.232	3.383	691.385
Finance & Commercial Services	104.478	14.714	-0.210	118.981
Strategy & Governance	-	0.289	0.000	0.289
<b>Total</b>	<b>992.038</b>	<b>125.940</b>	<b>4.080</b>	<b>1,122.058</b>

*Note: this table contains rounding differences*

- 1.10 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend was behind the forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows the reprofiling of budgets to future years as the progress on projects becomes clearer.

The Capital Outturn for 2022-23 is £217.273m which is £4.260m less than the P11 forecast of £221.533m

- 1.11 Actual expenditure in 2022-23 is as follows:

**Table 4: Actual expenditure to date**

Service	Expenditure 2021-22	Expenditure 2022-23
	£m	£m
Children's Services	52.379	33.210
Adult Social Care	14.817	19.501
Community & Environmental Services	126.466	131.552
Finance and Commercial Services	61.207	32.866
Strategy and Governance		0.144
<b>Total to date</b>	<b>254.869</b>	<b>217.273</b>

The rate of capital spend has averaged approximately £20.560m per month. Total spend in 2022-23 was £217.273m, compared with £254.869m in 2021-22.

The overall programme is ambitious and a significant amount of re-profiling of schemes into 2023-24 and future years has taken place in the final months of 2022-23 to reflect the actual timing of schemes.

- 1.12 The increased the rate of spend in 2022-23, reflects the significant projects underway such as the Great Yarmouth Third River Crossing and the Oracle replacement project. In addition the Council has been forecasting rising costs of construction due to 25-30% increases in construction costs which has significantly challenged the Council's purchasing power and ability to manage its cost pressures.
- 1.13 This has prompted the Council to proactively defer some schemes in 2023, particularly those funded by NCC borrowing, further contribution to the £287.295m capital budgets slippage in year. There have also been delays in construction due to raw materials shortages and the fuel crisis.
- 1.14 Ongoing schemes include schools' improvements, the refurbishment of Norwich Castle Keep, the new Household Waste Recycling facilities, Better Broadband and Highways capital maintenance.

## 2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

**Table 4: Financing of the capital programme**

<b>Funding stream</b>	<b>2022-23 Programme</b>	<b>Future Years Forecast</b>
	<b>£m</b>	<b>£m</b>
Prudential Borrowing	10	476.02
Internal Borrowing	48.322	
Use of Capital Receipts	29.093	
Revenue & Reserves	1.85	-
<i>Grants and Contributions:</i>		
DfE	17.714	92.459
DfT	81.315	482.755
DoH	9.304	0.190
MHCLG	2.505	-
DCMS	-0.002	-
DEFRA	1.945	-
Developer Contributions	4.076	34.771
Other Local Authorities	1.201	2.721
Schools Contributions	0.289	0.199
Local Enterprise Partnership	0.013	12.630

Community Infrastructure Levy	2.222	3.894
National Lottery	2.485	3.039
Commercial Contributions	1.551	-
Business rates pool fund		
Other	3.391	13.384
<b>Total capital programme</b>	<b>217.273</b>	<b>1,122.058</b>

*Note: this table may contain rounding differences*

- 2.2 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the financing of short-life assets and £5m has been applied to the Adult Social Care Transformation programme. Any proposals to utilise capital receipts to fund in-year capital expenditure are recommended to Cabinet for approval (see section 3 below) and will be applied in line with the Council's Minimum Revenue Provision Statement.
- 2.3 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980). The Commercial Contribution referred to above is in respect of next generation broadband access (Better Broadband for Norfolk).

### 3 Capital Receipts

- 3.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.
- 3.2 The capital programme, approved in February 2022, gave the best estimate at that time of the value of properties available for disposal in the four years to 2024-25, totalling £23.4m.

**Table 5a: Disposals capital programme forecast**

<b>Financial Year</b>	<b>Property sales forecast £m</b>
2022-23	8.103
2023-24	14.523
2024-25	0.801
2025-26	0.000
	<b>23.427</b>

The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

**Table 5b: Capital receipts and forecast use current financial year £m**

<b>Capital receipts 2022-23</b>	<b>£m</b>
Capital receipts reserve brought forward (revised by £0.133m for yearend adjustments on cost of disposals)	5.290
Loan repayments – subsidiaries forecast for year	12.903
Loan repayments – LIF loan repayments to date	4.234
<b>Capital receipts to date</b>	
Capital receipts in year	28.613
Capital Receipts forecasted for asset disposals subject to contract	0.000
<b>Secured capital receipts to date</b>	<b>51.040</b>
<b>Available capital receipts</b>	<b>51.040</b>
<b>Use of capital receipts</b>	
Maximum flexible use of capital receipts to support transformation costs	5.000
To fund short-life assets – IT and VPE	24.093
Norwich Western Link Reserve	5.061
<b>Total forecast use of capital receipts</b>	<b>34.154</b>
<b>Capital Receipts Reserve carried forward (incl NWL earmarked reserve)</b>	<b>21.947</b>

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the use of capital receipts to support transformation costs, short-life capital expenditure and the Norwich Western Link project, previously approved by County Council.
- 3.5 Further sales will contribute to the capital receipts reserve which can be used to reduce the external borrowing requirement, fund debt repayments, flexible use of capital receipts or to directly fund capital expenditure, thereby reducing the Capital Funding Requirement (CFR).
- 3.6 On 10 February 2021, the DLUHC announced that the flexibility granted to local authorities to utilise capital receipts to support transformation costs has been extended for a further 3 years. Table 5b includes £5m earmarked for this in 2022-23 for Adult Social Care.

#### **4 New capital budget revisions**

- 4.1 The revisions to the capital budget for March 2023 reflect the final adjustments to the Capital Outturn for 2022-23, the application of external funding and capital receipts to the in-year capital programme and reprofiling of future years budgets.
- 4.2 The main revisions are set out in note 1.3 and 1.4. The breakdown of the sources of funding for these revisions to capital are set out below in Capital Annex 1.

## Capital Annex 1 – changes to the capital programme since last Cabinet

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
<b>Adult Social Care</b>							
	SC8198 : SL Norwich Complex TCP 1	NCC Borrowing			0.100		
	SC8210 : Oliver Court MH Residential Care	External Funding	0.150		0.300		Local Health Authority Funding received to support the delivery of Oliver Court as a residential setting for Mental Health Service Users
	SC8120 : Social Care Unallocated	External Funding	0	- 0.005	0.018	0.005	
	SC8158 : HWC Kitchen Equipment	NCC Borrowing	- 0				
	SC8153 : ICES Equipment	NCC Borrowing		0.120	-	0.120	Reprofiled to match actual spend
	SC8170 : Supported Living Programme	NCC Borrowing		0.107	-	0.107	Reprofiled to match actual spend
	Other minor capital slippage adjustments	NCC Borrowing		- 0.001		0.001	
<b>Total ASC</b>			<b>0.150</b>	<b>0.221</b>	<b>0.418</b>	<b>-0.221</b>	
<b>Children's Services</b>							
Various S106 pots	S106 Developer cont	External Funding	0.771	- 0.714	- 0.067	0.714	Reprofiled to match actual spend and updated for S106 contributions received
	Various SRB and SEND Projects	Mixed Funding source	-0.392	- 1.362	- 2.106	1.362	Reprofiled to match actual spend
	EC4279 : CS Sufficiency Strategy	NCC Borrowing	-0.250	- 0.088		0.088	Reduction in NCC Borrowing offset by increase in Basic Need DfE funding
	EC4695 : Basic Need	External Funding	0.944	- 1.332		1.332	Reprofiled to match actual spend and uplift to Basic Need funding
	EC4862 : North Lynn, Lynnsport	External Funding	-0.500	- 0.611		0.611	Reprofiled to match actual spend
	EC4920 : CM-Cringleford New Academy	External Funding	1.869		1.073		External funding received from DfE for the purchase of land
	EC4945 : Hethersett High Masterplan Refresh	External Funding		- 0.021	0.438	0.021	Reprofiled to match actual spend
	EC4845 : Fred Nicholson SEN Expansion	External Funding	1.350	- 1.508		1.508	Reprofiled to match actual spend and grant funding received from DfE
	EC4965 : Watton Junior SRB	External Funding	0.10042		1.567		New grant funding received from DfE
	Schools Based Projects	Mixed Funding source	0.266	- 4.289	- 0.416	4.289	Reprofiled to match actual spend and maximise the use of external funding
<b>Total Children's</b>			<b>4.158</b>	<b>-9.926</b>	<b>0.489</b>	<b>9.926</b>	

Service	Project	Funding Type	2022-23 Change(£m)	2022-23 REPROFILE	23-24+ Change(£m)	23-24+ REPROFILE	Reason for change
<b>Community &amp; Environmental Services</b>							
<b>Adult Education</b>	LA9007 : Wensum Lodge Development			- 0.018		0.018	Reprofiled to match actual spend
<b>Ec Development</b>	PU2919 : County Deal Regen Projects	External Funding	2.498				Levelling Up Funds received from DLUHC
	PU2918 : GY O&M Campus	External Funding		-0.928	2.810	0.928	LEP funding received to fund 2023-24
	PU2917 : Development of Norfolk Infrastructure	NCC Borrowing	-0.052	-0.383		0.383	Reprofiled to match actual spend
	PU0010 : SEP Capital General	NCC Borrowing		-0.609	0.324	0.609	Reprofiled to match actual spend
<b>Environment</b>	Jubilee Trails, Wendling Beck & Hedge Restoration Fund	NCC Borrowing	0.000	-0.848		0.848	Reprofiled to match actual spend
<b>ETD GRT</b>	Gypsy and Traveller Site Improvements	NCC Borrowing		- 0.037		0.037	New budget approved for 2023-24
<b>ETD Other</b>	Various Natural Capital projects	NCC Borrowing		- 2.071		2.071	Reprofiled to match actual spend
<b>ETD Public Access</b>	Bure Valley Path and Recycling of Railways	NCC Borrowing	0.005	- 0.314		0.314	Reprofiled to match actual spend
<b>ETD Waste</b>	PQ3035 : Replacement HWRC Norwich	NCC Borrowing and Reserves	0.167				Uplifted budget to match actual spend
	PQ3037 : HWRC North A11/South Norwich	NCC Borrowing	-0.105				Offsets increased budget for HWRC replacement in Norwich
	PQ3042 : Recycling Centre Site Equipment			- 0.002	0.093	0.002	New Budget approved for 2023-24
	Various ETD Waste Projects reprofiled			- 0.910		0.910	Reprofiled to match actual spend
<b>Fire</b>	Various Fire Projects reprofiled	NCC Borrowing		- 1.135		1.135	Reprofiled to match actual spend - mainly slippage on Fire Station maintenance programme and delays with the delivery of Red Fleet and Equipment replacement programme



Service	Project	Funding Type	2022-23 Change(£m)	2022-23 REPROFILE	23-24+ Change(£m)	23-24+ REPROFILE	Reason for change
Community & Environmental Services							
Highways							
	PAA & PB Projects - Bus Priority Schemes and Bus Infrastructure Projects	External Funding	0.336	-6.999		6.999	Uplift for additional DfT funding received and reprofiled to match actual spend
	PC-PF Projects - Public Transport and Active Travel Schemes	External Funding	-0.113	-4.228	0.064	4.228	Uplift for additional DfT funding received in future years, reduction in NCC Borrowing and reprofiled to match actual spend
	PG-PJ Projects - Road Safety and Traffic Calming Schemes	Various Funding sources	-0.201	1.956	0.040	- 1.956	Uplift for additional DfT funding received and matched to actual spend, release of NCC Borrowing not required
	PK1000 - NATS REVW NDR	External Funding		-1.018		1.018	Reprofiled to match actual spend
	PK1000 - NATS REVW NDR	NCC Borrowing		1.624		- 1.624	Reprofiled to match actual spend
	PK1002 : Norwich Western Link	External Funding		-13.754		13.754	Reprofiled to match actual spend
	PK1002 : Norwich Western Link	NCC Borrowing		10.422		- 10.422	Reprofiled to match actual spend
	PK9999 : Local Road Schemes	External Funding		-0.706	-0.135	0.706	Reprofiled to match actual spend
	PKA011 : Fakenham A148/Water Moor Lane	External Funding		-1.390		1.390	Reprofiled to match actual spend
	PKA018 : Great Yarmouth 3rd River Crossing	External Funding		-16.183		16.183	Reprofiled to match actual spend
	PKA021 : West Winch Bypass	External Funding		-2.127		2.127	Reprofiled to match actual spend
	PKA021 : West Winch Bypass	NCC Borrowing		-0.845		0.845	Reprofiled to match actual spend
	PKA023 : Postwick ACT1973	NCC Borrowing		-1.624		1.624	Reprofiled to match actual spend
	PKA024 : Long Stratton Bypass	External Funding	8.537	-9.394		9.394	Reprofiled to match actual spend
	PKA122 : Gt Yarmouth Harfreys Roundabout	External Funding		-1.913		1.913	Reprofiled to match actual spend
	PL Various Gateway and Street Furniture projects	External Funding	0.21161	0.446		- 0.446	Reprofiled to match actual spend and DfT funding received
	PM8999 : Bridge Strengthening Budget and Forecast	NCC Borrowing		-3.738		3.738	Reprofiled to match actual spend
	PM9999: Other Highways Schemes	External Funding	42.813	-38.610	-0.049	38.610	Reprofiled to match actual spend on new roads, reconstruction, resurfacing, pothole repairs and drainage improvements
	PM9999: Other Highways Schemes	NCC Borrowing		-1.144		1.144	Reprofiled to match actual spend
	Various Other Highways projects	NCC Borrowing	-1.135	-3.006	-0.004	3.006	Reprofiled to match actual spend and NCC Borrowing released and replaced with External Funding
	Weighbridges, Weather Stations and Depot Improvements	NCC Borrowing	0.001	-0.114	0.099	0.114	Reprofiled to match actual spend
Museums	MM00550 HLF Castle Keep	NCC Borrowing		-1.381	0.000	1.381	Reprofiled to match actual spend and internal funding
	MM00550 HLF Castle Keep	Internal Funding	0.850				Reprofiled to match actual spend and internal funding
	MM0546 Norwich Castle Critical M&E	NCC Borrowing		-0.265	0.023	0.265	Reprofiled to match actual spend and internal funding
	Various Museum and Heritage Site projects	NCC Borrowing		0.026		- 0.026	Reprofiled to match actual spend and internal funding
Libraries	LL11056 - NML Meeting Rooms	Internal Funding	0.118				Reprofiled to match actual spend and internal funding
	LL11056 - NML Meeting Rooms	NCC Borrowing	-0.118	-0.009		0.009	Reprofiled to match actual spend and internal funding
	LL1060 - Electric Mini Mobile Library	NCC Borrowing			0.118		Reprofiled to match actual spend and internal funding
	LL1060 - Electric Mini Mobile Library	Internal Funding	0.008				Reprofiled to match actual spend and internal funding
	Various Library Stock Projects reprofiled	External Funding		-0.005		0.005	Reprofiled to match actual spend and internal funding
Total CES			53.824	-101.232	3.383	101.232	

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
<b>Total Strategy &amp; Governance</b>	KA0002 - NPLaw IT System	NCC Borrowing		-0.289		0.289	Reprofiled to match actual spend
<b>Finance &amp; Commercial Services</b>							
<b>Finance ICT</b>	KT2680 - Local Full Fibre Network	External Funding	-0.318				Reprofiled to match actual spend
	KT2610 - Technology Improvement	Internal Funding	0.290		-0.039		Reprofiled to match actual spend
	Other ICT projects	NCC Borrowing	0.112	-2.690		2.690	Reprofiled to match actual spend
<b>Finance</b>	CPM005 - Capital Loans facility for subsidiaries	NCC Borrowing		0.359	0.000	-0.359	Reprofiled to match actual spend
	CPM001 - Captial Programme Management	External Funding	0.045				DEFRA funding received
	KF0088 - HR and Finance System Replacement	NCC Borrowing	0.000	-0.424		0.424	Reprofiled to match actual spend
	PQ6003 - Social Infrastructure Fund	NCC Borrowing		-0.381		0.381	Reprofiled to match actual spend
	Other Finance Projects reprofiled		0.00	-0.127		0.127	Reprofiled to match actual spend
<b>Better Broadband</b>	KT0004: Better Broadband Next Generation	External Funding	2.132				BT Rebate received in year to fund Better Broadband project
	KT0004: Better Broadband Next Generation	NCC Borrowing	-0.010				Released NCC Borrowing not required
<b>Offices</b>	Various Office refurbishment projects	NCC Borrowing	0.042	-2.717	0.050	2.717	Reprofiled to match actual spend
<b>Offices</b>	County Hall	NCC Borrowing	0.001	-1.048		1.048	Reprofiled to match actual spend
<b>Property - Fire</b>	NFRS Fire Station Improvements projects	NCC Borrowing	-0.034	-2.527		2.527	Reprofiled to match actual spend
<b>Property Other</b>	CA2311 - KL Multi User Hub	External Funding	-0.750		-0.221		Reprofiled to match actual spend
<b>Property Other</b>	CA2311 - KL Multi User Hub	NCC Borrowing	-0.881	1.593		-1.593	Reprofiled to match actual spend
<b>Property Other</b>	CA2308 - G&T Site Improvements	NCC Borrowing					NCC Borrowing released as funding no longer required
<b>Property Other</b>	Other Property projects slippage	NCC Borrowing		-2.220		2.220	Reprofiled to match actual spend
<b>County Farms</b>	Various projects reprofiled	NCC Borrowing		-4.531		4.531	Reprofiled to match actual spend
<b>Total Finance</b>			<b>0.630</b>	<b>- 14.714</b>	<b>- 0.210</b>	<b>14.714</b>	
	Landfill Provision		0.09588				
<b>Overall Total</b>			<b>58.858</b>	<b>-125.940</b>	<b>4.080</b>	<b>125.940</b>	

# Cabinet

**Item No: 16**

**Decision making report title:** Financial and Strategic Planning 2024-25

**Date of meeting:** 5 June 2023

**Responsible Cabinet Member:** Cllr Andrew Jamieson (Deputy Leader and Cabinet Member for Finance)

**Responsible Director:** Harvey Bullen, Director of Strategic Finance

**Is this a key decision?** Yes

**If this is a key decision, date added to the Forward Plan of Key Decisions:** 18 April 2023

## **Introduction from Cabinet Member**

This report marks the formal start of the Council's annual budget setting process for 2024-25. The 2023-24 Budget and Medium Term Financial Strategy agreed by the Council in February 2023 provide a sound foundation upon which to develop the 2024-25 Budget, but it is nevertheless essential for the Council to have a robust plan in place to enable the preparation of a balanced and sustainable budget. It is the Budget, through the allocation and prioritisation of resources, which provides the framework that enables the achievement of the organisation's key ambitions alongside the delivery of vital services. It is the intention of Cabinet to work with Departments to ensure that savings, (particularly those from the Strategic Review), and pressures linked to demand and demography, are sufficiently robust, so as to ensure that any rise in Council tax is kept to a minimum.

It remains the case that there is significant uncertainty about funding for 2024-25 onwards, in spite of the Government's Policy Statement published shortly before the 2023-24 Finance Settlement. In this context, and in particular recognising the wider pressures both on demand and within the economy, we must continue to safeguard the delivery of the essential local services which are used and relied on by so many of the County's residents, businesses and visitors.

This report therefore sets out the framework for how the Council will approach budget setting for 2024-25 and should be read in conjunction with the 2022-23 Financial Outturn report elsewhere on the agenda. The proposed approach to budget setting will be informed by the key objectives set out in the Better Together, for Norfolk strategy and as such the Budget represents one of the key building blocks contributing to the delivery of the Council's strategy and direction over the next few years.

## Executive Summary

The Council has a robust and well-established process for annual budget setting, including the development of savings proposals, and the scrutiny and challenge of all elements of the budget. This report sets out proposals for how this can be further refined with a greater emphasis on balancing the financial position over the Medium-Term Financial Strategy (MTFS) period, whilst maintaining the focus on delivering a prudent and transparent approach to budgeting for 2024-25. The proposed approach incorporates the usual required key elements such as public consultation, Scrutiny, and engagement with Select Committees. This report proposes the Budget planning cycle for 2024-25 to start immediately and to be undertaken in parallel with both the implementation of the strategic review changes during 2023-24, and the identification of further opportunities from the future phases of this work.

As part of 2024-25 Budget setting, a thorough review of identified future cost pressures will also be required. It is particularly important to recognise that the 2023-24 Budget included exceptional levels of inflationary growth pressure, which will not be sustainable in future years, but which reflected the wider operating and economic environment. There may be opportunities to draw back on some of these 2023-24 pressures and this will need to be kept under review as budget monitoring for the year progresses. In addition, the 2023-24 position was supported by significant one-off measures including use of reserves, which (although lower than in the 2022-23 Budget) still represent a challenge to be addressed in future years. As has been previously identified, the ongoing reliance on reserves does not represent a sustainable long-term approach.

As in previous years, the wider budget position remains the subject of high levels of uncertainty, although Government has provided some indications about the intentions for local government funding in 2024-25 within the [DLUHC Policy Statement](#). In this context, this report sets out details of a proposed budget planning process for 2024-25 but recognises that as always there may be a need for some flexibility. The report accordingly provides a summary of key areas of wider risk and uncertainty for Cabinet to consider. This report should be read in conjunction with the Finance Monitoring 2022-23 Outturn Report to Cabinet elsewhere on this agenda.

## Recommendations:

Cabinet is recommended:

- 1. To consider the overall budget gap of £126.522m included in the Medium Term Financial Strategy (MTFS) set by Full Council in February 2023, and agree:**
  - a. the gap of £46.216m to be closed for 2024-25; and**
  - b. the extension of the MTFS by a further year (to 2027-28), adding a further £18.689m to the gap and resulting in additional pressure assumptions to be addressed and leading to an overall gap for planning purposes of £145.211m over the next four years. (Section 2).**

2. To review the key budget risks and uncertainties as set out in this report. (Section 10).
3. To consider the principles of the proposed approach to budget setting for 2024-25, noting that there may be a need for flexibility within both the process itself and the assumptions applied, and agree:
  - a. the process and indicative timetable set out in Section 3, including the proposed consultation process for 2024-25.
  - b. that there should be a detailed review of cost pressures and growth already provided within the Budget (including 2023-24 inflation provisions) against actual costs experienced to identify any opportunities for budget reduction.
  - c. the minimum savings targets allocated to each Department to be found (Table 8), and that these will be kept under review throughout the budget process.
4. To approve the initial budget virements for 2023-24 as set out in Appendix 1, reflecting budget transfers for whole services between departments as a result of the Strategic Review, while noting:
  - a. The virements do not change the overall Council Budget.
  - b. That there will be further 2023-24 budget virements as a result of the Strategic Review, which will be reported for approval as required later in the year through regular financial reporting to Cabinet.

## 1. Background and Purpose

- 1.1. In recent years the significant and sustained reductions experienced in Central Government funding to Local Government have lessened, with more generous funding settlements being provided since 2021-22. However, much of the new funding was initially for adult social care reforms and was accompanied by an increasing expectation that local authorities will raise resources locally (through council tax). Alongside this, there continues to be a significant gap between funding and service pressures driven by a complex mix of factors including demographic changes, unfunded burdens such as the National Living Wage, the needs of the people who draw upon social care services becoming increasingly complex, and by the wider economy including (more recently) the abnormally high levels of inflation.
- 1.2. Children's services, in both social care and education remain under very significant stress. Long delayed reforms within Adult Social Care, and changing expectations alongside the forthcoming new inspection regime, represent another key challenge. Other Council services also remain subject to significant financial stress, for example as a result of increasing energy and fuel costs which have a widespread impact across service delivery and

commissioned services. These in their turn have a knock on effect by increasing the pressure placed on discretionary and preventative services both in relation to the need for these to stem and reduce demand, and because these are often the areas called upon to make budgetary savings.

- 1.3. The Council's February 2023 MTFS identified that the Council, in common with other upper tier local authorities, needs to address a material budget shortfall in 2024-25. Although the forecast 2024-25 gap is lower than the one closed to deliver the balanced 2023-24 Budget, it remains a significant challenge. Simultaneously, as set out in this report, there remain uncertainty about the level of funding for 2024-25 and the potential for additional pressures to emerge during the budget setting process. Although the Council's track record of delivering a balanced budget, coupled with a robust budget planning approach, provides a solid basis for development, it is prudent to begin comprehensive planning for 2024-25 now.
- 1.4. As has been the case in recent years, it is anticipated that the Council will not receive any further detailed information about funding allocations for 2024-25 until autumn 2023 at the earliest (and probably December 2023). Almost all of the Government's planned reform of local government funding has been delayed until at least 2025-26 and it is therefore unlikely that the 2024-25 Settlement will provide any sort of multi-year allocation which would support the Council to develop its financial strategy with greater planning certainty. As a result, the overall level of uncertainty means that budget setting for 2024-25, and the wider financial environment for local government, is set to remain highly challenging.
- 1.5. The Chancellor of the Exchequer announced the Government's [2023 Spring Budget](#) on 15 March 2023, but this did not include further significant policy announcements in terms of local government funding, which would impact on the budget position.
- 1.6. Therefore, as in previous years, this report represents the start of the Council's process for setting the 2024-25 Budget and developing the associated Medium Term Financial Strategy (MTFS). The report sets out the context and a proposed approach to budget setting including:
  - A summary of the Budget and MTFS approved by Full Council in February 2023, including the savings already planned for future years.
  - An overview of the significant remaining uncertainties facing local government finances.
  - The MTFS position for 2024-25 onwards as agreed in February 2023, extended for a further year to support 2024-25 Budget setting.
  - A proposed timetable for 2024-25 Budget setting including the recommended approach to public consultation.
  - Proposed savings targets by Department, representing the minimum target to be sought in order to enable Member choice about the ultimate budget decisions to be made in February 2024.

- 1.7. Ultimately this report is intended to support the Council in preparing the 2024-25 Budget and identifying savings which will assist in delivering a balanced budget for the year.

## 2. Budget context and Medium Term Financial Strategy

- 2.1. On 21 February 2023, the County Council approved the 2023-24 Budget and Medium Term Financial Strategy (MTFS) to 2026-27. Based on currently available information, the **MTFS set out a budget gap of £126.522m over the period 2023-24 to 2026-27** based on an assumption that the funding allocations set out in the 2023-24 final Local Government Finance Settlement<sup>1</sup> would be broadly “rolled over” for 2023-24 and beyond.
- 2.2. Collectively the Spending Review 2021, Autumn Budget 2022 and DLUHC Policy Statement provided indications of the medium term financial envelope within which local authorities will operate for 2024-25, but the Final Local Government Finance Settlement 2023-24 itself only set out funding allocations for one year. The failure to publish full medium term funding forecasts is disappointing and impacts on the Council’s ability to plan over the longer term. The further significant delay to long awaited funding reforms (until at least 2025-26), alongside the absence of any detail at this stage about the likely terms of reference for this funding review, only serves to add further uncertainty to the Council’s financial planning and associated forecasts.
- 2.3. Announcements in the Final Settlement were broadly in line with overall planning assumptions, or were accompanied by associated spending pressures, such as the National Living Wage. As a result the 2023-24 Settlement enabled the Council to prepare a balanced 2023-24 Budget but was not sufficient to support a balanced position over the life of the MTFS. The Council therefore continues to expect to need to draw on its earmarked reserves over the period covered by the MTFS. This includes a significant draw on one-off resources in 2023-24, continuing the trend seen in the previous year 2022-23. This is not however a sustainable position in the longer term. Although some contributions into reserves will be made, this mainly reflects the timing of spend funded from specific grants. Current planning does not include any draw on the Council’s general balances, which are planned to be maintained at the minimum level of at least 5% of the net revenue budget. The use of reserves is also in part a reflection of the various severe cost pressures and challenges in achieving planned savings, which the Council faces across almost all service areas. It is important to recognise that as a result, the Council is not in a position to be able to remove or reverse any of the saving proposals agreed as part of the 2023-24 budget, including those savings which are due for implementation during 2024-25.
- 2.4. The table below sets out the high level MTFS position as agreed in February 2023, which has been updated to reflect the addition of a further financial year

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<sup>1</sup> <https://www.gov.uk/government/collections/final-local-government-finance-settlement-england-2023-to-2024>

(for 2027-28) to the planning period in order to maintain the Council's usual four year MTFS horizon.

2.5. As previously stated, the Medium Term Financial Strategy (MTFS) agreed in February 2023 set out a gap of £126.522m for the period including **a gap of £46.216m for the first year, 2024-25**. Extending the MTFS for an additional year, 2027-28, based on the same broad assumptions, adds a further £18.689m to the gap to be addressed, resulting in **a total revised gap of £145.211m for the MTFS**. The forecast gap for 2024-25 remains unchanged.

**Table 1: Extended MTFS 2023-24 to 2027-28**

	<b>2023-24</b>	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
<b>Growth Pressures</b>					
Economic and inflationary	41.528	25.471	22.737	23.293	24.495
Legislative requirements	31.069	6.760	-0.200	0.000	0.000
Demand and demographic	20.495	42.150	37.150	37.010	11.000
Policy decisions	55.746	0.776	-1.543	2.078	0.000
Funding decreases	16.115	0.628	0.000	0.000	0.000
<b>Savings and funding increases</b>					
Identified savings	-59.704	6.197	-0.669	-2.285	0.000
Funding increases	-75.665	-8.352	0.000	0.000	0.000
Council tax changes	-29.584	-27.414	-20.949	-16.316	-16.807
<b>Forecast Gap (Surplus)/Deficit</b>	<b>0.000</b>	<b>46.216</b>	<b>36.526</b>	<b>43.781</b>	<b>18.689</b>

2.6. The gap in 2024-25 is substantially being driven by the elements set out in the table below. Further details of MTFS assumptions are also provided below.

2.7. It should be noted that the 2027-28 gap is smaller than that forecast up to 2026-27 as it does not include provision for future service cost pressures which have been assumed within the MTFS position. The final year gap may therefore increase when it is further reviewed in future, informed by the actual pressures identified for 2024-25 to 2026-27.



**Table 2: Commentary on 2024-25 MTFS pressure assumptions**

	<b>2024-25 £m</b>	<b>Detail</b>
Economic and inflationary pressures	25.471	Pay assumed at 4% for 2024-25 equates to £13.0m, price inflation of £12.5m includes £7.0m Adult Social Care, £3.2m Children's Services.
Legislative requirements	6.760	£7.0m relates to Adult Social Care pay and price market pressures (including National Living Wage), offset by small reversal in CES.
Demand and demographic pressures	42.150	£5.5m relates to Adults demographic growth. £9.5m Children's Services demographic growth (including £2.5m Home to School transport pressures). £2.0m relates to waste tonnages. £25m held centrally as provision for anticipated service growth.
Council policy decisions	0.776	Reversals of one-off items in services part offset by MRP and treasury pressures.
<b>Net total pressures</b>	<b>75.157</b>	
Funding decreases	0.628	Reflects assumed loss / removal of New Homes Bonus Grant. Significant uncertainty exists around other Government funding within the Settlement. Assumption for 2024-25 is a broad rollover of 2023-24 as indicated by <a href="#">DLUHC Policy Statement</a> .
Net reversal of one-off 2023-24 savings	6.197	Reversal of one-off savings, including use of reserves, in Adults, CES and Finance General budgets.
<b>Total</b>	<b>81.982</b>	<b>Pressures, saving reversals and funding decreases</b>

2.8. A summary of budget growth and other changes currently incorporated in 2024-25 planning are shown in the table below by Department. This reflects the high level changes following the restructuring of Finance and Commercial Services (see [Appendix 1](#) for further details).

**Table 3: 2024-25 MTFs net budget by Department**

	Adult Social Services £m	Children's Services £m	Community and Environmental Services £m	Strategy and Transformation £m	Finance £m	Total £m
Base Budget 2023-24	249.526	232.593	191.754	22.941	-203.107	<b>493.707</b>
<b>Growth</b>						
Economic / Inflationary	9.183	6.412	4.707	0.965	4.204	<b>25.471</b>
Legislative Requirements	7.010	0.000	-0.250	0.000	0.000	<b>6.760</b>
Demand / Demographic	5.500	9.500	2.150	0.000	25.000 <sup>2</sup>	<b>42.150</b>
NCC Policy	-2.000	-0.540	-1.350	-0.281	4.947	<b>0.776</b>
Funding Reductions	0.000	0.000	0.000	0.000	0.628	<b>0.628</b>
Cost Neutral Increase	0.000	0.000	0.000	0.000	0.000	<b>0.000</b>
<b>Total Budget Increase</b>	<b>19.693</b>	<b>15.372</b>	<b>5.257</b>	<b>0.684</b>	<b>34.779</b>	<b>75.785</b>
<b>Reductions</b>						
Total Savings	2.700	0.088	2.819	0.050	0.540	<b>6.197</b>
Funding Increases	-15.364	0.000	0.000	0.000	7.012	<b>-8.352</b>
Cost Neutral Decrease	0.000	0.000	0.000	0.000	0.000	<b>0.000</b>
<b>Total Budget Decrease</b>	<b>-12.664</b>	<b>0.088</b>	<b>2.819</b>	<b>0.050</b>	<b>7.552</b>	<b>-2.155</b>
<b>Base Budget 2024-25</b>	<b>256.555</b>	<b>248.053</b>	<b>199.830</b>	<b>23.675</b>	<b>-160.776</b>	<b>567.337</b>

<b>Funded by:</b> Council Tax	-521.121
Collection Fund Surplus	0.000
<b>Total</b>	<b>-521.121</b>
Budget Gap	46.216

<sup>2</sup> Growth provision to be allocated to services based on review of actual pressures, business case and prioritisation during 2024-25 budget-setting process.  
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2.9. The key assumptions underpinning the forecast gap in the current MTFS position include:

- Planned savings of £56.460m being delivered over the MTFS period:

**Table 4: Savings in MTFS by Department**

	<b>2023-24 £m</b>	<b>2024-25 £m</b>	<b>2025-26 £m</b>	<b>2026-27 £m</b>	<b>2023-27 £m</b>
Adult Social Services	-28.040	2.700	-2.500	-2.000	<b>-29.840</b>
Children's Services	-12.517	0.088	0.050	0.000	<b>-12.379</b>
Community and Environmental Services	-10.904	2.819	0.570	-0.045	<b>-7.560</b>
Strategy and Transformation	-2.542	0.050	1.571	0.000	<b>-0.921</b>
Finance	-5.700	0.540	-0.360	-0.240	<b>-5.760</b>
<b>Savings total</b>	<b>-59.703</b>	<b>6.197</b>	<b>-0.669</b>	<b>-2.285</b>	<b>-56.460</b>

- Government funding will be broadly flat in 2024-25 (i.e. essentially a rollover of 2023-24 funding levels). This assumption includes Settlement Funding (RSG, business rates), Rural Services Delivery Grant, Social Care Grant(s), Better Care Fund / improved Better Care Fund, Public Health Grant and Services Grant.
- Cost pressures for 2024-25 including:
  - 4% for pay inflation in 2024-25 and 3% thereafter.
  - Non-pay inflation in line with contractual rates or CPI forecasts where appropriate totalling £12.5m in 2024-25. It should be noted that **the MTFS assumes a material reduction in inflationary pressures compared to the level provided for in the 2023-24 Budget.**
  - Demographic growth pressures for Adults, Childrens, Waste totalling £17m in 2024-25, plus a contingency **assumption of £25m for further pressures.** If identified pressures exceed this level, there will be a need to find equivalent additional savings to achieve a balanced Budget position for 2024-25. Equally however, if any of this provision is not required, it will enable the level of savings sought to be reduced.
- Increases in council tax over the MTFS period, including **an assumed 4.99% increase in 2024-25 for planning purposes** as agreed by Full Council in February 2023 and shown in the following table. It should be noted that **every 1% change in council tax assumptions increases or decreases the budget gap by approximately £4.9m in 2024-25.**

**Table 5: MTFS council tax assumptions**

2.10. The council tax assumptions shown are those agreed by Full Council in February 2023.

	2024-25	2025-26	2026-27	2027-28
	£m	£m	£m	£m
Council tax increase	-14.841	-10.474	-10.895	-11.223
Council tax collection fund	2.268	0.000	0.000	0.000
Council tax base	-4.914	-5.211	-5.421	-5.584
Council tax ASC precept	-9.927	-5.263	0.000	0.000
<b>Total</b>	<b>-27.414</b>	<b>-20.949</b>	<b>-16.316</b>	<b>-16.807</b>

	2024-25	2025-26	2026-27	2027-28
Band D %	2.99%	1.99%	1.99%	1.99%
ASC Precept % <sup>3</sup>	2.00%	1.00%	0.00%	0.00%
Tax base % change assumption	1.00%	1.00%	1.00%	1.00%

2.11. The net budget within the approved MTFS is shown below.

**Table 6: MTFS Net Budget by Department**

	2023-24	2024-25	2025-26	2026-27	2027-28
	£m	£m	£m	£m	£m
Adult Social Services	249.526	256.555	269.342	282.680	298.500
Children's Services	232.593	248.053	258.194	268.118	278.400
Community and Environmental Services	191.754	199.830	207.359	214.335	221.615
Strategy and Transformation	22.941	23.675	24.828	25.935	26.967
Finance	-203.107	-160.776	-134.912	-106.160	-105.079
<b>Total Net Budget</b>	<b>493.707</b>	<b>567.337</b>	<b>624.811</b>	<b>684.908</b>	<b>720.403</b>
Council Tax	-493.707	-521.121	-542.070	-558.386	-575.193
<b>Budget Gap (cumulative)</b>	<b>0.000</b>	<b>46.216</b>	<b>82.741</b>	<b>126.522</b>	<b>145.211</b>

### 3. Proposals

3.1. The following principles for 2024-25 budget setting are proposed:

- **Two rounds of Budget Challenge** (initial proposals in July and detailed proposals in September).
- **Allocation of the £46m saving target:**

<sup>3</sup> DLUHC Policy Statement confirms the expectation for the ASC Precept to be available in 2024-25 at the same level as 2023-24, however decisions about the Precept offer are made annually by Government and there is currently no indication whether it will continue for 2025-26 onwards.  
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- **An efficiency target of 3% applied to support services' "controllable spend"** (Strategy and Transformation and Finance)
- **The remainder of the £46m target for 2024-25 allocated based on analysis of "controllable spend"** approach consistent with previous years, resulting in a savings target for all Council Departments.
- **Budget planning to cover the period 2024-25 to 2027-28** (extending the current Medium Term Financial Strategy (MTFS) by one year).
- Seek to identify proposals to address forecast future year budget gaps, with the aspiration to achieve a **balanced position over the whole MTFS**. In order to support this and encourage longer term, sustainable savings, it is proposed that the Budget process seek to address the targets for each department for all years of the MTFS. Therefore **a mechanism will be developed to ensure any savings a department proposes for future years are recognised in that future year's target setting rather than being "lost"; any additional pressures which arise are applied in the same ratio; and any one off savings come back in the future year targets for that department.**
- To closely scrutinise any requests for additions to the Capital Programme for 2024-25 requiring additional borrowing to consider the value for money of proposals and assess their impact on the affordability of the revenue budget and MTFS, ensuring that borrowing levels are maintained within appropriate prudent limits and the revenue budget remains robust.
- Select Committees to have a role as part of the budget-setting process, considering areas for savings in July 2023 and commenting on detailed proposals in November 2023.
- Final decisions about the 2024-25 Budget to be taken in February 2024 in line with the budget setting timetable as set out below.

### 3.2. It is proposed that the approach to budget development should include:

- A review of all current pressures with a view to reducing the level required, which will include a process to challenge, understand, and approve all growth within 2024-25 Budget planning;
- A requirement that a business case is submitted for requests to access the £25m growth provision held corporately and that this will be subject to a prioritisation process as part of Budget Challenge;
- A review of all earmarked revenue reserves with a view to releasing funding where possible (noting that this would provide a one-off gain which would impact on the future year gap);
- A review of the Council's commercial opportunities, including scope to achieve increased income;
- A review to consider the scope to extend existing saving proposals;
- Identification of new savings against the minimum target of £46.200m to enable Member choice;
- Consideration of opportunities for greater integration between performance reporting, business planning, and budget development; and
- An additional target of £10m to be delivered by the Strategic Review (SR) in 2024-25. It is proposed that any savings to contribute towards this SR target

should be brought forward through departmental saving development (i.e. the £10m forms part of the full £46m saving target allocated out).

- Consideration of the impact and budget requirements in relation to progress towards the proposed [County Deal](#).

3.3. It should be noted that the changes during the budget setting process may result in the saving targets currently allocated to Services being revised (and potentially materially increased) in the event that further pressures or income changes arise. Options to address any shortfall in savings to close the 2024-25 Budget gap will ultimately include:

- Government providing additional funding;
- Corporate / centrally identified savings opportunities;
- The removal or mitigation of currently identified budget pressures; and
- Service departments identifying further savings.

3.4. The Budget agreed in February 2023 included a high level timetable for the 2024-25 budget process. The detailed timescales for internal budget planning activity will be confirmed following approval of the proposed approach by June Cabinet. The Budget process will also be informed through the year by any Government Budget announcements, Spending Reviews or other fiscal events, and Local Government Settlement, as well as any progress on reforms such as the Funding Review. The specific timing for these is currently unknown.

**Table 7: Proposed Budget setting timetable 2024-25**

<b>2024-25 Proposed</b>	<b>Time frame</b>
Cabinet review of the financial planning position for 2024-28 – including formal allocation of targets	5 June 2023
Scrutiny Committee	21 June 2023
Select Committee input to development of 2024-25 Budget – strategy	w/c 10 July 2023
Review of budget pressures and development of budget strategy and detailed savings proposals 2024-28 incorporating: <ul style="list-style-type: none"> <li>• Budget Challenge 1 (18 July 2023) – context / strategy / approach / outline proposals</li> <li>• Budget Challenge 2 (5 September 2023) – detail and final proposals</li> <li>• Budget Challenge 3 (12 December 2023) – if required</li> </ul>	April to December 2023
Cabinet approve final proposals for public consultation	2 October 2023
Scrutiny Committee	18 October 2023
Public consultation on 2024-25 Budget proposals, council tax and adult social care precept	Late October to mid December 2023
Select Committee input to development of 2024-25 Budget – comments on specific proposals	w/c 13 November 2023

<b>2024-25 Proposed</b>	<b>Time frame</b>
<i>Government Autumn Budget</i>	<i>TBC October / November 2023</i>
<i>Provisional Local Government Finance Settlement announced including provisional council tax and precept arrangements</i>	<i>TBC December 2023</i>
Cabinet considers outcomes of service and financial planning, EQIA and consultation feedback and agrees revenue budget and capital programme recommendations to County Council	29 January 2024
Confirmation of District Council tax base and Business Rate forecasts	31 January 2024
<i>Final Local Government Finance Settlement</i>	<i>TBC January / February 2024</i>
Scrutiny Committee 2024-25 Budget scrutiny	14 February 2024
County Council agrees Medium Term Financial Strategy 2024-25 to 2027-28, revenue budget, capital programme and level of council tax for 2024-25	20 February 2024

3.5. In respect of the allocation of 2024-25 savings, it is proposed to:

1. **Seek to deliver efficiency savings via a target of 3% applied to support services** (Strategy and Transformation and Finance). This approach recognises that work has been undertaken in the context of the Council's Strategic Review to design a corporate centre function with the right capability and capacity to support the wider organisation. It would be inconsistent with the overall rationale and approach of the Strategic Review if this newly established function were to be diminished through the application of an arbitrary budget target. However it is also recognised that it is appropriate to continue to expect these services to seek to deliver continuous improvement and value for money. The application of a 3% target recognises the challenge for the corporate centre to be more efficient in this context.
2. **Allocation of the remaining gap across the three front line departments**, based on applying the approach adopted in previous years. This is based on exclusion of "non controllable" spend, and ringfenced budgets, such as Schools, Public Health, and capital financing items and then allocating a target based on the overall proportion of the controllable budget.

3.6. This renders the following saving targets (rounded), representing the minimum savings level required to enable Member choice within the budget setting process for 2024-25:

**Table 8: Allocation of Saving Target by Department**

	<b>2024-25</b>	<b>2025-26</b>	<b>2026-27</b>	<b>2027-28</b>	<b>Total MTFS saving target</b>	<b>Share</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>%</b>
Adults	20.700	16.100	19.600	7.800	64.200	44%
Children's Services	11.800	9.200	11.200	4.500	36.700	25%
Community and Environmental Services	11.400	8.900	10.800	4.300	35.400	24%
Strategy and Transformation	1.300	1.300	1.200	1.200	5.000	3%
Finance	1.000	1.000	1.000	0.900	3.900	3%
<b>Total</b>	<b>46.200</b>	<b>36.500</b>	<b>43.800</b>	<b>18.700</b>	<b>145.200</b>	<b>100%</b>

3.7. The above table assumes that the efficiency saving target is maintained across all years of the MTFS. The value reduces slightly over the MTFS as the savings assumed for previous years are delivered. This approach would mean that any increase in the gap that emerges during the budget setting process (whether in relation to 2024-25 or later years of the MTFS) would be distributed across the main three front line departments, with a resulting increase in the savings target for them to find.

## **4. Impact of the Proposal**

4.1. This paper sets out an outline timetable and approach to the Council's budget planning process for 2024-25, while recognising that significant risks and uncertainties remain. The proposals in this report are intended to:

- set the context for service financial planning for the year to come;
- provide a robust approach to tackling the budget gap forecast for the whole MTFS period;
- assist the Council in managing the continuing significant uncertainty around local authority funding including funding reform while providing sufficient flexibility to respond to any changes required; and
- contribute to the Council setting a balanced budget for 2024-25.

## **5. Evidence and Reasons for Decision**

5.1. In the context of continuing significant financial pressures and delays to Government plans for funding reform, it remains critical that the Council has a robust approach to budget setting and the identification of saving proposals. After more than a decade of savings delivery, the ability to continue to identify achievable savings at the scale required is becoming increasingly challenged. The preparation of a balanced budget for 2024-25 is key to ensuring that the necessary resources are available to continue to progress with the



implementation of the Council's key strategic ambitions, as well as the delivery of crucial day to day services.

- 5.2. It therefore remains essential to continue to engage with Government, MPs and other stakeholders to campaign for adequate and sustainable funding for Norfolk to enable the delivery of vital services to residents, businesses and visitors. Although funding reform plans have been delayed, it is still important that Government focuses on this issue and provides guidance on the direction of travel for reforms, financial planning assumptions, and indicative funding allocations for the medium term, as soon as possible.
- 5.3. Although lower than that addressed for 2023-24, the size of the budget gap forecast for 2024-25 is such that there is still a risk that the Council will be obliged to consider reductions in service levels. As a result it is important that the process of identifying, and consulting on, savings proposals is undertaken as soon as possible and in particular that a full suite of proposals is brought forward for Cabinet to consider in October. This will provide adequate time for consultation and engagement work around saving proposals, which should, in turn, support effective mobilisation, implementation and delivery of any proposals that are ultimately agreed to provide a full year saving for 2024-25.
- 5.4. The Council's planning within the MTFS forecast is based on the position agreed in February 2023 and it is important to note that this will be kept under review throughout the 2024-25 Budget setting process, particularly in the event that further information about funding becomes available. It nevertheless remains prudent to establish a process to begin planning for savings at the level required to close the underlying gap identified in February 2023.
- 5.5. The proposals in the report are intended to reflect a proportionate response to the challenges and uncertainties present in the 2024-25 planning process and will ultimately support the Council to develop a robust budget for the year.

## 6. Alternative Options

- 6.1. This report sets out a framework for developing detailed saving proposals for 2024-25 and at this stage no proposals have been agreed, meaning that a range of alternative options remain open.
- 6.2. In addition, there are a number of areas where Cabinet could choose to consider different parameters for the budget setting process, such as:
- Adopting an alternative allocation of targets between services, or retaining a target corporately.
  - Considering an alternative timetable within the time constraints required to develop proposals, undertake public consultation, and meet statutory deadlines for the setting of council tax.
  - Changing assumptions within the MTFS (including the level of council tax assumed for planning purposes) and therefore varying the level of savings sought. **Every 1% reduction in the level of council tax (or ASC precept)**

**would equate to approximately £4.9m of additional savings to be identified as part of the 2024-25 Budget.**

- 6.3. The planning context for the Council will be updated if further information becomes available. Final decisions about the overall shape of the 2024-25 Budget, savings, and council tax will not be made until February 2024.

## **7. Financial Implications**

- 7.1. Financial implications are discussed in detail throughout this report, which sets out the proposed indicative savings targets which will need to be found by each department to contribute to closing the 2024-25 and future year budget gap, subject to formal approval by Full Council in February 2024. The proposals in the report will require services to identify further significant savings to be delivered against current budget levels. The experience of budget setting in recent years has demonstrated that the scope to achieve savings at the level required is becoming increasingly challenging in the context of service delivery expectations, and existing saving programmes.
- 7.2. The Council is legally required to set a balanced Budget annually and should plan to achieve this using a prudent set of assumptions. However, Cabinet could choose to vary the allocation of indicative targets between directorates, or to establish an alternative approach to identifying savings. Taking into account the savings already planned for 2023-24 and future years, the scale of the budget gap and savings required are such that if the Council is required to continue to identify and deliver savings at this level there remains a risk that this could threaten the Council's ability to continue to fully deliver its statutory responsibilities. As such the Government's response and decisions about Council funding in 2024-25 will be hugely significant. Any changes in Government funding could have a material impact on both the level of savings to be identified, and the Council's wider budget process. Government has hitherto failed to deliver the level of funding needed in recognition of the importance and costs of providing social care, and to adequately fund local authorities to provide these and other vital services. In spite of improvements in recent settlements, fundamentally there remains an urgent need for a larger quantum of funding to be provided to local government to deliver a sustainable operating environment for future years.
- 7.3. Work to deliver additional Government funding could therefore have an impact on the overall budget gap to be addressed. Equally, in the event that future funding allocations or reform sees resources shifted away from shire counties, the Council's forecast gap for 2024-25 or future years could increase. At this point, Government has not confirmed details of the proposed approach or timescales for consultation on funding reform, but they are not anticipated until 2025-26 at the earliest. Many key assumptions about 2024-25 funding remain to be confirmed and should be considered a key area of risk.
- 7.4. As a result of the above, the budget setting process and savings targets will be kept under review as budget planning progresses. In the event that additional

budget pressures for 2024-25 emerge through budget planning, there may be a requirement to revisit the indicative saving targets.

## 8. Resource Implications

- 8.1. **Staff:** There are no direct implications arising from this report although there is a potential that staffing implications may be linked to specific saving proposals developed. These will be identified as they arise later in the budget planning process.
- 8.2. **Property:** There are no direct property implications arising from this report although existing saving plans include activities linked to property budgets and assumptions around capital receipts to be achieved.
- 8.3. **IT:** There are no direct IT implications arising from this report although existing saving plans include activities linked to IMT budgets. In addition, activities planned within Business Transformation will include further work to deliver savings through activity related to digital and IT initiatives.

## 9. Other Implications

- 9.1. **Legal Implications:** This report sets out a process that will enable the Council to set a balanced budget for 2024-25 in line with statutory requirements, including those relating to setting council tax, and undertaking public consultation.
- 9.2. **Human Rights implications:** No specific human rights implications have been identified.
- 9.3. **Equality Impact Assessment (EqIA) (this must be included):** Any saving proposals with an impact on service delivery will require public consultation, and an Equality Impact Assessment of all proposals will need to be completed as part of budget-setting in due course. The results of public consultation and the findings of all EqIAs will be presented to Cabinet in January 2024 in order to inform budget recommendations to County Council.
- 9.4. No specific EqIA has been undertaken in respect of this report, although the EqIA in relation to the 2023-24 Budget can be found as part of the [budget papers considered in February 2023](#)
- 9.5. **Data Protection Impact Assessments (DPIA):** N/a
- 9.6. **Health and Safety implications (where appropriate):** N/a
- 9.7. **Sustainability implications (where appropriate):** There are no direct sustainability implications arising from this report although existing 2023-24 budget plans include funding for activities which may have an impact on the environmental sustainability of the County Council through the delivery of the

Environmental Policy. These issues were considered in more detail within the February budget report to Full Council. Further details are set out in the [Norfolk County Council Climate Strategy](#) considered by Cabinet in May 2023 (agenda item 8). Ultimately sustainability issues and any associated financial implications in relation to either new 2024-25 proposals, or activities developed during 2023-24, will need to be fully considered once such initiatives are finalised, and ultimately incorporated as part of budget setting in February 2024.

**9.8. Any other implications:** Significant issues, risks, assumptions and implications have been set out throughout the report.

## **10. Risk Implications/Assessment**

10.1. Significant risks have been identified throughout this report. Risks in respect of the MTFS were also set out within the February 2023 report to Full Council.

10.2. A number of significant uncertainties remain which could have an impact on the overall scale of the budget gap to be addressed in 2024-25, linked to ongoing uncertainty around local government (and wider public sector finances) including:

- further “cost of living” pressures and the wider economic impacts, including impact on demand for services (including the ongoing impact of the war in Ukraine and the impact on energy costs and inflationary pressures);
- implications of increases in the National Living Wage;
- the progress of funding reforms (previously the Fair Funding Review) now likely to be developed for implementation in 2025-26;
- Government decisions about the council tax referendum limit or further ASC precept flexibilities in 2024-25 and beyond;
- the need for a long-term financial settlement for local government;
- delivery of other reforms to local government funding including further details of the approach to Adult Social Care reforms to implement the cap on care costs, and changes to other funding streams;
- progress on delivery of the Safety Valve programme and implementation of Local First Inclusion within Children’s Services;
- progress of various elements of Government policy including levelling up, delivery of the County Deal, and the Shared Prosperity Fund.

10.3. The Council’s Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not treated, could have significant financial consequences such as failing to generate income or to realise savings. These corporate risks include:

- RM001 – Infrastructure funding requirements
- RM002 – Income streams.

- RM006 – Service delivery – The potential risk of failure to deliver our services within the resources available for the period 2022-23 to the end of 2023-24.
- RM022b – EU transition
- RM027 – MyOracle
- RM030 – Non-realisation of Children’s Services Transformation change and expected benefits
- RM031 – NCC Funded Children's Services Overspend
- RM033 – Norwich Western Link Project
- RM035 – Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets
- RM039 – ASSD financial, staffing & market stability impacts due to implementation of social care reform

Further details of all corporate risks, including those outlined above, can be found in Appendix C of the [April 2023 Risk Management report to Cabinet](#) (item 12). There is close oversight of the Council’s expenditure with monthly financial reports to Cabinet. Any emerging risks arising will continue to be identified and treated as necessary.

## 11. Select Committee comments

- 11.1. Select Committees provided commentary and input to the 2023-24 Budget process during budget development, and this was reported to Cabinet at various stages of the process. No specific input has been sought from Select Committees in respect of this report, however Select Committees are expected to again have the opportunity to comment when they consider the implications of 2024-25 budget setting for the service areas within their remit when they meet during the year as set out in the proposed timetable.

## 12. Recommendations

- 12.1. Cabinet is recommended:

- 1. To consider the overall budget gap of £126.522m included in the Medium-Term Financial Strategy (MTFS) set by Full Council in February 2023, and agree:**
  - a. the gap of £46.216m to be closed for 2024-25; and**
  - b. the extension of the MTFS by a further year (to 2027-28), adding a further £18.689m to the gap and resulting in additional pressure assumptions to be addressed and leading to an overall gap for planning purposes of £145.211m over the next four years. (Section 2).**
- 2. To review the key budget risks and uncertainties as set out in this report. (Section 10).**

3. To consider the principles of the proposed approach to budget setting for 2024-25, noting that there may be a need for flexibility within both the process itself and the assumptions applied, and agree:
  - a. the process and indicative timetable set out in Section 3, including the proposed consultation process for 2024-25.
  - b. that there should be a detailed review of cost pressures and growth already provided within the Budget (including 2023-24 inflation provisions) against actual costs experienced to identify any opportunities for budget reduction.
  - c. the minimum savings targets allocated to each Department to be found (Table 8), and that these will be kept under review throughout the budget process.
4. To approve the initial budget virements for 2023-24 as set out in Appendix 1, reflecting budget transfers for whole services between departments as a result of the Strategic Review, while noting:
  - a. The virements do not change the overall Council Budget.
  - b. That there will be further 2023-24 budget virements as a result of the Strategic Review, which will be reported for approval as required later in the year through regular financial reporting to Cabinet.

## **13. Background Papers**

- 13.1. Background papers relevant to this report include:

[Norfolk County Council Revenue and Capital Budget 2023-24 to 2026-27, County Council 21/02/2023, agenda item 5](#)

[2023-24 Budget Book](#)

[Better Together, for Norfolk](#)

[Corporate Delivery Plan and Corporate Delivery Plan – Annual Report 2022-2023, Cabinet 10/05/2023, agenda item 11](#)

[Finance Monitoring 2022-23 Outturn Report, Cabinet 05/06/2023 \(on this agenda\)](#)

[Risk Management, Cabinet 03/04/2023, agenda item 12](#)

[Norfolk County Council Climate Strategy, Cabinet 10/05/2023, agenda item 8](#)

## **Officer Contact**

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## Appendix 1 – 2023-24 Budget reconciliation

The following tables provide a summary of the adjustments between the Net Budget position presented to County Council in February 2023, and the Net Budget position which appears in the [2023-24 Budget Book](#) and will form the basis for 2023-24 monitoring in future reporting to Cabinet. These adjustments **do not change the overall County Council Budget for 2023-24**, but instead reflect the changes arising from the transfer of whole services from the Finance and Commercial Services budget into other Departments from April 2023, following the departure of the Executive Director of Finance and Commercial Services. It should be noted that there will be further budget changes (below whole team level) as a result of the detailed implementation of the Strategic Review, but these will be completed as in-year 2023-24 budget adjustments when the final details are known as implementation progresses, and will be reported through 2023-24 financial monitoring to Cabinet later in the year. Further details are set out in the [2023-24 Budget Book](#).

	Adult Social Services £m	Children's Services £m	Community and Environmental Services £m	Strategy and Transformation £m	Finance and Commercial Services £m	Finance General £m	Total £m
Net Budget 2023-24 as per Full Council February 2023	249.481	232.593	177.109	12.761	35.793	-214.029	<b>493.707</b>
<b>Adjustments</b>							
Public Health	0.045	0.000	-0.045	0.000	0.000	0.000	<b>0.000</b>
Corporate Property Team	0.000	0.000	13.303	0.000	-13.303	0.000	<b>0.000</b>
Procurement	0.000	0.000	1.388	0.000	-1.388	0.000	<b>0.000</b>
IMT	0.000	0.000	0.000	10.180	-10.180	0.000	<b>0.000</b>
Combine Finance and Finance General	0.000	0.000	0.000	0.000	-214.029	214.029	<b>0.000</b>
<b>Total 2023-24 c/f below</b>	<b>249.526</b>	<b>232.593</b>	<b>191.754</b>	<b>22.941</b>	<b>-203.107</b>	<b>0.000</b>	<b>493.707</b>



<b>Net Budget</b>	<b>Adult Social Services £m</b>	<b>Children's Services £m</b>	<b>Community and Environmental Services £m</b>	<b>Strategy and Transformation £m</b>	<b>Finance £m</b>	<b>Total £m</b>
2023-24 (adjusted)	249.526	232.593	191.754	22.941	-203.107	<b>493.707</b>
2024-25	256.555	248.053	199.830	23.675	-160.776	<b>567.337</b>
2025-26	269.342	258.194	207.359	24.828	-134.912	<b>624.811</b>
2026-27	282.680	268.118	214.335	25.935	-106.160	<b>684.908</b>
2027-28	298.500	278.400	221.615	26.967	-105.079	<b>720.403</b>

# **Cabinet**

**Item No:**

**Report Title: Norfolk County Council Local List for Validation of Planning Applications 2023**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Eric Vardy** (Cabinet Member for Environment & Waste)

**Responsible Director: Tom McCabe – Executive Director, Community and Environmental Services**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: N/A**

## **Executive Summary / Introduction from Cabinet Member**

Norfolk County Council is the County Planning Authority (CPA) for Minerals and Waste development and the County Council's own development. Since April 2008 when the national standard planning application forms were introduced, it has been recommended that Planning Authorities prepare and publish a Local List of information required for the validation of planning applications to supplement the National Information Requirements

A valid application for planning permission requires: a completed application form; compliance with national information requirements (set by Central Government); the correct application fee; and where adopted, provision of local information requirements. The local information requirements should be specified on a formally adopted 'Local List', which is prepared by the Local Planning Authority, which in the case of the County, is the CPA.

The current adopted Local List was published in 2016. Since this date there has been to changes to statutory requirements, policies in the National Planning Policy Framework 2021 (NPPF), National Planning Policy Guidance (NPPG), the Development Plan and published guidance, that warrant a review and update of the current Local List.

The draft Local List was subject to a 10-week consultation. The results of the consultation are set out in a feedback table and available at [Appendix A](#). Following the comments received, the draft Local List has been further reviewed and updated ([Appendix B, Minerals & Waste](#) and [Appendix C, Regulation 3](#)).

This report is to advise Cabinet of the consultation of the draft Local List and seek approval for its adoption. Once the Local List is formally adopted, it will be published on the Council's website and form part of the planning validation process.

## **Recommendations:**

- 1. To formally adopt the Norfolk County Council Local List for Validation of Planning Applications 2023**
- 2. That authority be delegated to the Head of Planning Services, to make future amendments to the Local List in response to any relevant new legislation, policy and guidance introduced within the 2-year review period**

## **1. Background and Purpose**

- 1.1 The purpose of this report is to advise Cabinet of the consultation to the draft Local List for the validation of planning applications and present a revised Local List to be adopted.
- 1.2 The Town and Country Planning Act 1990 and the Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO), as amended gives the CPA the power to require that an application for planning permission must include such particulars as they think necessary, and such evidence in support of anything in or relating to the application they think is necessary.
- 1.3 The NPPF sets out the Governments Policy on local information requirements. Paragraph 44 states that *"Local planning authorities should publish a list of their information requirements for applications for planning permission. These requirements should be kept to the minimum needed to make decisions, and should be reviewed at least every 2 years. Local planning authorities should only request supporting information that is relevant, necessary and material to the application in question."*
- 1.4 Paragraph 040 of the NPPG advises that the information that forms part of the Local List must meet the statutory tests. The tests are set out in Section 62a of the Town and Country Planning Act 1990, as amended and Article 11 (3)(c) of the DMPO, which state that the information must be *'reasonable having regard, in particular, to the nature and scale of the proposed development; and about a matter which it is reasonable to think will be a material consideration in the determination of the application'*.

## **2. Proposal**

- 2.1 The current adopted Local List was published in 2016. Since this date there has been to changes to statutory requirements, policies in the National Planning Policy Framework 2021 (NPPF), National Planning Policy Guidance (NPPG), the Development Plan and published guidance, that warrant a review and update of the current Local List.
- 2.2 The draft Local List was subject to a 10-week consultation, which commenced on the 16 May 2022 and ended on the 22 August 2022. In producing the draft Local List, it was published on the Council's website, internal consultees (to the County Council), external consultees including parish Council's and applicants / agents who had submitted a planning application to the CPA in the last 4 years were directly consulted on the draft Local List, and comments were invited.
- 2.3 The main changes are to the structure and format of the Local List. Other changes include updates to the existing validation requirements, the removal of guidance that is no longer in place and the addition of further guidance which has been introduced or where it is anticipated to be introduced. As a result of the consultation, 64 individual representations were received. These include 2 comments in support of the draft Local List, 29 standard comments from individuals regarding climate change and 6 letters of representation on behalf of Minerals and Waste operators. Comments received are included in a feedback table in [Appendix A](#), together with comments in response.

## **3. Impact of the Proposal**

- 3.1 Once adopted a Local List form part of the statutory procedure to make / process a planning application. Reviewing and updating the Local List will ensure it is up to date with national and local policy.
- 3.2 Applicants of Minerals and Waste development and service areas of the County Council (where it proposes to carry out development itself or jointly), will need to ensure the requirements of the Local List are met when preparing their planning application. The information sought by the CPA through the requirements of the Local List should be proportionate to the nature and scale of development being proposed, and the information is required to ensure a planning application is processed in an efficient and timely manner.
- 3.3 Failure to meet the Local List requirements will result in the application being declared as invalid. Where an applicant does not agree with the County Council's requirement/s for a particular application, they are encouraged to discuss the matter with the CPA. In 2013 a validation dispute process was introduced together with the ability to appeal against non-validated applications after the statutory determination period has ended. To date, no applicant /

agent has exercised the validation dispute process or lodged an appeal against non-validated applications. The content of the local list does not alter what is or is not a material consideration when determining a planning application.

#### **4. Evidence and Reasons for Decision**

- 4.1 The national validation requirements are set out in The Town and County Planning (Development Management Procedure) (England) Order 2015, as amended. The National List is set by Central Government and the Local List is produced by the CPA. Where adopted, a Local List should be reviewed at least every 2 years.
- 4.2 The inclusion of the right information in a planning application at the outset can play a significant role in achieving timely planning decisions. The objective of a Validation Checklist alongside the National Validation Requirements is to secure the appropriate level of information without placing unreasonable or unnecessary burdens on those preparing applications. Ultimately the key considerations, and so the information required, will vary significantly between applications. If a matter is relevant to a given application, it can be asked for irrespective of whether it is or is not included in the Validation Checklist. However, the use of an up to date list should help minimise requests for additional information later in the planning process.
- 4.3 The current adopted list of local validation requirements is now more than two years old, and some of the information contained within it is out of date. Providing a new Local List will ensure it is compliant and in line with current guidance and national and local policy; will provide clarity and consistency for applicants / agents on submission requirements; ensure that applicants / agents have access to clear up to date guidance; and that submitted planning applications include the relevant information required to validate and process them to determination.

#### **5. Alternative Options**

- 5.1 An alternative option is for the CPA to require only the information in the National List to be submitted at the validation stage. In the absence of an up to date adopted Local List this is likely to result in a reduction in the quality of the submitted planning applications, applications being submitted with insufficient information to enable them to be validated and processed, ambiguity for the applicant / agent regarding what information is required in support of their application, which ultimately will result in delays in the determination of planning applications. Alternatively, the authority could adopt a local list solely for its own development or just for minerals and waste developments. These approaches would have similar implications to those highlighted above, for the relative topic areas. Given the pressure for speedy planning decisions none of these options are a recommended course of action.

## **6. Financial Implications**

- 6.1 The Adopted Local List is required to be published on a Planning Authority's website. To minimise the financial costs, the consultation of the draft Local List was published on-line. Those consulted were contacted via email where an email address was available, otherwise a letter was sent.
- 6.2 Although not a legal requirement in itself, preparing and reviewing a Local List is part of the County Council's statutory function as a County Planning Authority. Therefore, this cost falls within the Planning Services budget.

## **7. Resource Implications**

- 7.1 **Staff:**  
The amendment to the Local List can be delivered with existing resources.
- 7.2 **Property:**  
No implications arising from this report.
- 7.3 **IT:**  
No implications arising from this report.

## **8. Other Implications**

- 8.1 **Legal Implications:**  
The review of the Local List has been prepared and consulted on in accordance with national guidance. There are no legal implications arising from the proposed amendments to the Local List.
- 8.2 **Human Rights Implications:**  
It is not considered that the human rights of applicant / agents or local residents would be infringed by the adoption of this Local List.
- 8.3 **Equality Impact Assessment (EqIA) (this must be included):**  
There is a legal requirement under the Public Sector Bodies (Websites and Mobile Applications) (No.2) Accessibility Regulations 2018, for website content to meet the accessibility standards. In order to meet the legislative requirements, the format of the Local List has been amended.
- 8.4 **Data Protection Impact Assessments (DPIA):**  
No implications arising from the review and update to the draft Local List. The data protection implications from the personal information provided by applicants / agents in applications submissions are covered by the Planning Services privacy notice.

### **8.5 Health and Safety implications (where appropriate):**

No implications arising from this report.

### **8.6 Sustainability implications (where appropriate):**

The prepared draft Local List updates the sustainability implications for the Local List / validation process.

### **8.7 Any Other Implications:**

No implications arising from this report.

## **9. Risk Implications / Assessment**

9.1 The older the adopted Local List becomes, the greater the likelihood of a reduction in the quality of the submitted planning applications. This can mean applications being submitted with insufficient information to enable them to be validated and processed. Ambiguity for the applicant / agent regarding what information is required in support of their application, which ultimately will result in delays in the determination of the planning applications.

9.2 By updating the Local List it is considered that the validation process will become clearer, and more streamlined for applicants / agents, which will assist the CPA in determining planning applications in an efficient and timely manner.

## **10. Select Committee Comments**

10.1 Any comments received following the Infrastructure & Development Select Committee held on 17 May 2023, will be reported to Cabinet verbally.

## **11. Recommendations**

- 1. To formally adopt the Norfolk County Council Local List for Validation of Planning Applications 2023**
- 2. That authority be delegated to the Head of Planning Services, to make future amendments to the Local List in response to any relevant new legislation, policy and guidance introduced within the 2-year review period**

## **12. Background Papers**

12.1 The Town and Country Planning (Development Management Procedure) (England) Order 2015  
[The Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2015/1084/contents/making)

12.2 National Planning Practice Guidance (NPPG) – Making an application  
[Making an application - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/making-an-application)

### 12.3 National Planning Policy Framework 2021 (NPPF)

[National Planning Policy Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/national-planning-policy-framework)

### 12.4 Norfolk County Council Local List for Validation of Planning Applications, May 2016

[Local List - Norfolk County Council](#)

#### **Officer Contact**

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# Cabinet

Item No: 18

**Report Title: Planning Obligation Standards 2023**

**Date of Meeting: 5 June 2023**

**Responsible Cabinet Member: Cllr Graham Plant** (Cabinet Member for Highways, Infrastructure & Transport)

**Responsible Director: Vince Muspratt, Director of Growth and Development**

**Is this a Key Decision? Yes**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: Yes, date added 18/1/2022**

## **Executive Summary / Introduction from Cabinet Member**

The 2023 Planning Obligations Standards support the County Councils Better Together for Norfolk priority for infrastructure to be in place to support housing development, inward investment, and sustainable growth. The Standards also enable 'access to quality spaces', by securing mitigation to provide infrastructure for education, libraries, and green infrastructure.

### **Introduction from Cabinet Member**

Norfolk County Council is a statutory consultee on housing and other commercial planning applications, which are determined by District Councils. The County Council as a consultee can seek to secure necessary infrastructure and services needed to mitigate the impact of proposed new development, through planning obligations.

Planning obligations provide a clear and effective mechanism for securing developer funding towards infrastructure. The Planning Obligation Standards focus on developer funding towards County Council infrastructure including education, library, green infrastructure, and fire service provision required as a consequence of new residential development.

These obligations are only sought for housing development of 20 dwellings or over. The Standards are reviewed annually, to ensure inflation is considered and to incorporate any legislative changes that have occurred in the previous year. The 2023 amendments include the need to increase the amounts sought for education and libraries. This is to bring the amounts sought in line with national guidance, neighbouring authorities, and the increase in costs of materials.

I welcome this review and recommend that Cabinet adopt the 2023 Planning Obligations Standards.

**Recommendations:** (for Cabinet reports these should be highlighted in bold)

- 1. To approve for the Planning Obligation Standards 2023 to be adopted from 5 June 2023.**

## **1. Background and Purpose**

- 1.1. Norfolk County Council is a statutory consultee on housing and other commercial planning applications determined by District Councils. The County Council as a consultee can seek to secure necessary infrastructure and services needed to mitigate the impact of any proposed new development. Planning obligations are agreed under section 106 (S106) of the Town and Country Planning Act 1990, S106 agreements are legally binding and run with the land.
- 1.2. The purpose of this report is to consider proposed amendments to the County Council's Planning Obligations Standards (the Standards), were first introduced in 2000 and have been subsequently updated on an annual basis. The Standards primarily focus on developer funding towards County Council infrastructure such as education, library, green infrastructure, and fire service provision (fire hydrants secured through planning condition) required as a consequence of new residential development. Highway and transport infrastructure while referred to in the Standards are not directly covered by any standard costs as they are negotiated on a site-by-site basis, by the Highway Authority, and generally use different legislation to secure developer funding towards transport infrastructure (Section 278 of Highways Act 1980).
- 1.3. The obligations sought must meet the three tests as set out in the National Planning Policy Framework (NPPF) (2021) paragraph 57 these tests are:
  - a) necessary to make the development acceptable in planning terms
  - b) directly related to the development and
  - c) fairly and reasonably related in scale and kind to the development.
- 1.4. The County Council has two methods to secure mitigation towards County Council infrastructure, these are S106 agreements and the Community

Infrastructure Levy (CIL). The Standards set out the obligations that the County Council can seek to be secured through S106 agreements, CIL is applied separately through either the Greater Norwich Growth Board or the Borough Council of King's Lynn and West Norfolk. But land for primary schools can be secured in CIL areas through S106 agreements.

S106 Local Planning Authorities include:

- Breckland District Council
- Great Yarmouth Borough Council
- North Norfolk District Council

- 1.5. The Strategic Planning Team has secured over £185 million in planning obligations from 462 housing developments, and over £83 million has been paid to the County Council, since 2000. There is a difference in the amount of S106 monies that has been secured and paid. This is either due to the housing developments not yet commencing construction or on housing developments that have started construction building rates have not yet reached the agreed trigger for payment.
- 1.6. Fire hydrants are secured through planning condition, some 1,094 fire hydrants have been delivered since 2000.
- 1.7. The County Council has also secured land for new schools and new libraries through S106 agreements, since 2001 23 new primary school sites have been secured through S106 agreements and to date five new primary schools have been built. Transfer of land to the County Council of school sites is contingent on housing developments commencing construction, as the school sites are transferred to the County Council when agreed triggers are reached.
- 1.8. Housing developers are aware of these obligations, the S106 agreements are often signed prior to the house builder purchasing the development site. The contributions sought are necessary as they enable the County Council to provide access to school places, libraries, and green infrastructure provision to current and new residents of Norfolk. Obligations are only sought on developments of over 20 dwellings or more.
- 1.9. Cabinet needs to be aware of ongoing discussions regarding the potential to seek S106 contributions for school bus transport, which may be presented to this Committee in the next iteration of the Planning Obligation Standards, in 2024.

## **2. Proposal**

- 2.1. Officers have been reviewing government guidance, the cost for delivery of infrastructure and obligations sought by County Councils across the region and

have found that the costs sought in Norfolk fall below the amount sought elsewhere.

2.2. The following changes are proposed to be made to the Standards 2023:

- To seek planning obligations for Special Educational Needs and Disabilities (SEND) places
- Increase the cost per place for education places in alignment with government multipliers and County Councils in the region
- The inclusion of minimum and maximum land requirement for new school sites
- The addition of text detailing school capacity. Detailing that a range of factors are considered, including total number of places, permitted development within the area and numbers on roll to ensure sufficient capacity within schools
- Increase the cost associated with libraries infrastructure in alignment with government guidance and County Councils in the region

2.3. No changes are proposed to be made to the fire hydrant requirements or the green infrastructure costs sought.

## **Education**

### **Special Education Needs and Disabilities Places**

2.4. The County Council has not previously sought obligations for SEND places. The County Council has a statutory duty to provide suitable education placement for children and young people with SEND to all aged 0-25. National Planning Policy Guidance (NPPG) confirms the expectation that as well as securing developer contributions towards mainstream and early years education, local authorities should also ensure they secure contributions towards additional cost of providing facilities for children and young people with SEND.

2.5. It is proposed that SEND places are sought at a cost of £74,920 per place, as set out by the National School Delivery Cost Benchmarking (2022). As well as the SEND costs being set out in national guidance, they also align with neighbouring authorities.

2.6. The Standards set out that SEND would be sought using the multiplier of 0.01 SEND places per dwelling meaning a SEND place would only be sought on housing developments of over 100 dwellings. The SEND multiplier has been based on the proportion of pupils with an Education Health and Care Plan (EHCP) against that of the number of children in a mainstream school from

January 2022. Spare school capacity will be factored into any requirement sought.

### Increased Cost Per Place

- 2.7. Following an evidenced based review using the latest Department for Education guidance, and costs sought by County Councils in the region it is proposed the cost per place is increased. Education costs have not increased for a number of years, they were last reviewed in 2019. Following an assessment completed in 2023 the cost per place is proposed to be increased as set out in table 1.

**Table 1 Increased Education Costs**

<b>School Sector (age range)</b>	<b>Current Cost per Place</b>	<b>Proposed Cost Per Place</b>
Early Education (2-4)	£14,022	£22,200
Primary School (4-11) <ul style="list-style-type: none"> <li>• Infant (4-7)</li> <li>• Junior (7-11)</li> </ul>	£14,022	£22,200
High School (11-16)	£15,664	£26,900
Sixth Form (16-18)	£15,664	£26,900
SEND (0-25)	£0	£74,920

- 2.8. The average costs set out in table 2, below, are the average costs from our neighbouring County Council (Cambridgeshire, Suffolk, and Lincolnshire). The proposed increased cost per place sought by Norfolk County Council is in line with the average cost per place sought by other County Councils in the East of England.

**Table 2 Neighbouring County Council Comparison**

<b>School Sector (age range)</b>	<b>NCC Current Costs</b>	<b>NCC Proposed Costs</b>	<b>Neighbouring County Council Average</b>
Early Education (2-4)	£14,022	£22,200	£21,774.00
Primary Sector (4-11)	£14,022	£22,200	£22,720.33
High School Sector (11-16)	£15,664	£26,900	£26,326.50
Sixth Form (16-18)	£15,664	£26,900	£26,326.50
SEND (0-25)	£0	£74,920	Not comparable

## New School Land Requirement

- 2.9. It is proposed that the following minimum and maximum land requirements set out in Table 3 are included in the 2023 Standards to set out the potential size of new school sites that may be required. These indicative site sizes are based off of government guidance and requirements will be considered on a site-by-site basis.

**Table 3 Indicative Size of New School Sites**

<b>Provision</b>	<b>Minimum (Hectare)</b>	<b>Maximum (Hectare)</b>
2 Form Entry (FE) (420) Primary with Nursery (52 place) and Special Resource Base (SRB)	2.3	2.6
3 FE (630) Primary with Nursery (52 place) and SRB	3.3	3.7
8 FE (1200) Secondary with SRB	9.6	10.8
10 FE (1500) Secondary with SRB	11.7	13.2

## Capacity Buffer for Schools

- 2.10. It is proposed that school capacity is included in the 2023 Standards and is assessed on a site-by-site basis. This will consider a range of factors such as the total number of pupil places, permitted development within the area and numbers on roll. This will mean the County Council can allow for year movement and provide addition flexibility when calculating school capacity. This approach to school capacity is in line with government guidance and neighbouring County Council policies.

## Library

- 2.11. The costs have increased for book/lending stock, extensions, and new library construction. Therefore, the library costs sought need to be increased to cover these additional costs of increasing provision in Norfolk's libraries.
- 2.12. Following an evidenced based review using the latest construction cost information the cost per dwelling for library infrastructure projects is proposed to be increased, as set out in table 4 below.

**Table 4 Proposed Increase in Library Obligations Sought**

<b>Library Project</b>	<b>NCC Current Costs (cost per dwelling)</b>	<b>NCC Proposed Costs (cost per dwelling)</b>
A new library building	To be negotiated on a site-by-site basis	To be negotiated on a site-by-site basis

A library extension	£244	£320
Major Capital Project	£244	£320
Upgrading of existing library facilities	£100	£130
IT Equipment, Furniture and Stock	£75	£100

### **3. Impact of the Proposal**

- 3.1 The proposed amendments to the Standards will ensure that S106 contributions continue to be sought effectively to address the impacts on County Council services arising from new development. The increased costs for education and library infrastructure will enable the County Council to continue to deliver the required infrastructure needed for current and new residents in Norfolk.
- 3.2 The amendments provide greater certainty and clarification surrounding what obligations the County Council could seek from new development of 20 dwellings or more.

### **4. Evidence and Reasons for Decision**

- 4.1. The increased costs sought through the 2023 Planning Obligations Standards will support the County Council to continue to deliver infrastructure in the right places to benefit Norfolk residents. The increased costs are deemed to be fair, reasonable, and align with government guidance and costs sought by County Councils from across the region.

### **5. Alternative Options**

- 5.1 The alternative option would be to continue with the County Council's existing Planning Obligations Standards (2022), however, if the evidence-based costs for education and libraries are not increased there is a risk that the required infrastructure in Norfolk may not be able to be delivered.

## **6. Financial Implications**

- 6.1** The proposed amendments will ensure that S106 contributions continue to be sought effectively in order to address the impacts on County Council services arising from new housing developments.

## **7. Resource Implications**

**7.1 Staff:** none

**7.2 Property:** none

**7.3 IT:** none

## **8. Other Implications**

- 8.1 Legal Implications:** Contributions sought in S106 agreements must be compliant with the legal tests set in Reg 122 of the CIL Regulations (2010). The Standards are considered to be compliant with these tests and specific reference to them is made in the Standards.

**8.2 Human Rights Implications:** None

- 8.3 Equality Impact Assessment (EqIA) (this must be included):**  
No EqIA issues have been identified.

For advice on undertaking equality impact assessments or on equality issues generally please contact the Equality, Diversity and Inclusion team at [equalities@norfolk.gov.uk](mailto:equalities@norfolk.gov.uk)

**8.4 Data Protection Impact Assessments (DPIA):** n/a

**8.5 Health and Safety implications (where appropriate):** n/a

**8.6 Sustainability implications (where appropriate):** n/a

**8.7 Any Other Implications:** n/a

## **9. Risk Implications / Assessment**

- 9.1** The proposed amendments to the County Council's Planning Obligations Standards are required to ensure that S106 contributions continue to be sought effectively to address the impacts on County Council services arising from new development.



## **10. Select Committee Comments**

**10.1** The report on the Planning Obligations Standards 2023 was positively received by committee Members. The Cabinet Member for Highways, Infrastructure and Transport explained that a further uplift in costs could be sought for education places and recommended that the figures in the report were updated for Cabinet to consider. The committee endorsed this recommendation. Members discussed how SEND places are delivered and how the County Council obligations meet national legal tests and are thoroughly monitored to ensure obligations secured deliver necessary infrastructure.

## **11. Recommendations**

**11.1 To approve for the Planning Obligation Standards 2023 to be adopted from 5 June 2023.**

## **12. Background Papers**

- Appendix A Draft Planning Obligations Standards 2023
- [Community Infrastructure Levy Regulations \(2010\)](#)
- [Town and Country Planning Act \(1990\)](#)
- [Highways Act 1980](#)
- [Norfolk County Council Planning Obligations Standards 2022](#)
- [National Planning Policy Framework 2021](#)
- [National School Delivery Cost Benchmarking \(2022\)](#)

### **Officer Contact**

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**Norfolk** County Council

# Planning Obligation Standards

**June 2023**

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# 1.0 Introduction

- 1.1. The purpose of this document is to set out the planning obligations requirements the County Council may seek in association with new housing developments.
- 1.2. These standards apply to the following County Council services and fees:
  - Children's Services
  - Library Service
  - Norfolk Fire and Rescue Service
  - Community Services – Adult Care
  - Green Infrastructure and Public Rights of Way
  - Monitoring Fees
- 1.3. The highway and transport infrastructure and services directly required from new development will continue to be negotiated on a site-by-site basis, by the Highways Authority (see section 9).
- 1.4. Other infrastructure and service requirements will be sought by District Councils for affordable housing, play space, and open space etc. In addition, other service providers, such as the Police and the various Health Bodies may also seek developer contributions towards improvements to their services directly.

## 2.0 National Guidance

- 2.1. All infrastructure requirements must be compliant with the legal tests set out in Regulation 122 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended) and be:
  - Necessary to make the development acceptable in planning terms
  - Directly related to the development
  - Fairly and reasonably related in scale and kind to the development.
- 2.2. The Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019, came into force on 1 September 2019. The key amendments were:
  - Lifting of the pooling restrictions on Section 106
  - The introduction of monitoring fees
  - Allowing the use of both S106 agreements and the CIL to fund the same infrastructure
  - Introducing the requirement to produce an Infrastructure Funding Statement.
- 2.3. These reforms have been included within the CIL Regulations 2010 (as amended). The County Council's Planning Obligations Standards reflect the lifting of the pooling restrictions and the clarification regarding monitoring charges. The County Council is also working closely with all District Councils on other aspects of the CIL reforms.
- 2.4. The County Council will continue to provide a detailed justification/explanation of any contributions it seeks. The Standard Charges detailed in this document illustrate the range of contributions, which may be expected from developers as a consequence of new housing development. Developers will be expected to enter into a Section 106 legal agreement (S106 agreement) with the County Council regarding the contributions sought or will be obliged through a planning condition to deliver the on-site infrastructure requirements.
- 2.5. The Planning Obligations Standards are revised annually considering:
  - Changes in national guidance/standards
  - Inflation – where cost have changed
  - Any other material considerations.
- 2.6. The following national guidance has been considered:
  - National Planning Policy Framework
  - The Planning Act (2008) – this provides ministers with the power to make the CIL Regulations.
- 2.7. The Government is running a consultation on a proposed [Infrastructure Levy](#) from 17 March to 9 June 2023. This is proposing reforms to the existing system of developer contributions, including S106 agreements and CIL. The reforms would take a number of years to come into force, so the planning obligation standards remain valid until any new regulations/legislation is formally adopted.

## **Community Infrastructure Levy**

- 2.8. The County Council will provide comments on the Local Planning Authority (LPAs) CIL Charging Schedules and rates as required. In the meantime, the County Council will continue to use the Standards until the respective CIL Charging Schedules are implemented. Even when CIL is implemented there may still be a need for the County Council to use S106 agreements:
- To secure infrastructure which is not identified as being funded through CIL and/or
  - To deal with the transfer of land (e.g., where there is a need for a new school).
- 2.9. In addition, the CIL Regulations 2010 (as amended) allow authorities to use funds from both CIL and S106 agreements to fund the same piece of infrastructure.
- 2.10. Therefore, in those LPAs areas where CIL has been introduced which includes Norwich City Council, South Norfolk District Council, Broadland District Council, and King's Lynn, and West Norfolk Borough Council, the Standards below would not normally be applied except where:
- There is agreement with the LPA to use both CIL and an S106 agreement for the same piece of infrastructure;
  - The site is in a zero-rated CIL location, and is reliant on S106 to deliver necessary infrastructure; or
  - The contribution relates to the transfer of land.
- 2.11. The County Council will expect to be consulted at the application stage on planning applications likely to have an impact on County Council infrastructure and services by those LPAs who have adopted CIL Charging Schedules.
- 2.12. The County Council is working closely with those LPAs who have adopted CIL, as well as those intending to develop CIL, to ensure that necessary County Council infrastructure is secured and delivered through CIL.

## 3.0 County Advice

### Dealing with Major Urban Regeneration Sites

- 3.1. The County Council recognises that there will be occasions when not all the infrastructure and services required by the development will be able to be provided by the developer. This is likely to be the case on major urban regeneration sites where there may be exceptional costs associated with site clearance and possibly decontamination.
- 3.2. In such circumstances it may be appropriate for the local authority and other public sector agencies to assist and facilitate in the development coming forward. This may involve a reduction in the level of contributions normally sought. This would in practice mean the County Council or other service providers being required to fund in part the infrastructure and services needed.
- 3.3. However, in such circumstances the County Council would need clear evidence that:
  - The economics of the site do not allow for all contributions to be met. The County Council would want to see the viability assessment (VA) produced and would need to be satisfied with the VA before waiving any contribution sought; and
  - The development is in the wider public interest i.e., will provide a wide range of community benefits such as the removal of derelict land and will provide local services (e.g., schools and healthcare provision) accessible to the community as a whole.

### Use of Bonds

- 3.4. The County Council may seek from developers, where appropriate, the use of bonds to act as a guarantee where large contributions have been negotiated through the S106 process towards for example, schools, travel planning and transport schemes.

### Phasing of payments

- 3.5. Agreed planning obligations contributions will typically be paid to the County Council in a series of phased payments to be agreed with the applicant and determining authority.

### Potential Claw-back of Payments

- 3.6. Where contributions have been made, the County Council will normally be expected to use the sum of monies received for the purposes agreed within 5 years of final occupation. However, for some large-scale developments the period may be extended. If the County Council has not spent the money in this time, then some or all of the contributions will be returned to the developer as agreed in the S106 agreement.



## **Legal Charges**

- 3.7. The developer will be required to pay the County Council's legal fees for drafting and negotiating the S106 agreement and a solicitor's undertaking must be supplied to the County Council's legal team before any legal work is carried out.

## **Monitoring Charges**

- 3.8. The County Council will seek a charge towards the administration of S106 agreements (i.e., covering monitoring of S106 agreements, invoicing, preparation of an Infrastructure Funding Statement; and chasing up any outstanding payments).
- 3.9. The charge will generally be levied at a rate of £500 per obligation covering each infrastructure item sought, for example, pre-school, primary school, and high school would each be counted as a separate piece of infrastructure and a monitoring fee sought for each.
- 3.10. On more complex sites the charge will be levied at a rate of 1% of the County Council's total obligations up to a maximum of £10,000 per agreement.
- 3.11. On major strategic housing sites (typically over 1,000 dwellings), the monitoring fee will be negotiated on a site-by-site basis reflecting any potential complexities associated with the S106 agreement and the additional work involved in monitoring the agreement over a lengthy time period.
- 3.12. The monitoring charge will normally be payable on commencement of the development.
- 3.13. The County Council will closely monitor the contributions collected and ensure that any monies collected and spent are in accordance with the respective S106 agreement.
- 3.14. In relation to S106 Travel Plan monitoring fees (see section 9.0) these will be based on separate cost figures, details of which are provided in the [County Council's Travel Plan Guidance](#).

## 4.0 Education

- 4.1. The County Council has a statutory responsibility to ensure there are sufficient school places in the county for children between the ages of 4 and 16 years old. The County Council works with partners to ensure a sufficient supply of 16 – 19-year-old places many of which are integrated in 11 – 19-year schools. In addition, the County Council has a statutory duty to ensure a sufficient supply of Early Education and Childcare places, for children aged three and four. There is also a duty to ensure there are sufficient funded childcare places for eligible two-year olds. Contributions for pre-school provision may be required either for existing pre-school provision or purpose-built new facilities on a separate site, possibly shared with a school. To enable this, primary phase schools are now able to extend their age range to encompass two and three-year-olds.
- 4.2. The Education Act 2006 gives the County Council the duty to secure sufficient places in its area. Subsequent legislation has created a platform for the development of a more diverse and more locally accountable school system, supported by a wider range of providers than in the past, particularly through multi-academy trusts.
- 4.3. In addition to the County Council's statutory obligation to provide sufficient school places to meet the needs of the population, it also has a statutory duty to provide suitable education placement for children and young people with Special Education Needs and Disabilities (SEND) to all aged 0-25.
- 4.4. National Planning Policy Guidance (NPPG) confirms the expectation that as well as securing developer contributions towards mainstream and early years education, local authorities should also ensure they secure contributions towards additional cost of providing facilities for children and young people with SEND.
- 4.5. The County Council maintains (funds) community schools, voluntary controlled schools, and community special schools. Statutory regulation ensures that governing bodies have delegated authority to run schools. The County Council and the Department for Education (DfE) have the right and duty to intervene where a school is at risk of failing. The County Council acts as admissions authority for community and voluntary controlled mainstream schools and co-ordinates "applications and offers" for all mainstream schools, including free schools and academies. This co-ordination ensures a fair process for parents and their children, offers an accessible school place to all applicants, and seeks to meet parental preference as far as possible.
- 4.6. The County Council acts as a champion for all Norfolk residents, in respect of all children and young people and their parents/carers. In a diverse educational context, it will broker partnerships to support governors, school leaders, and providers in securing the best for the community they serve. Its partnership, school improvement and school intervention activity is exercised in pursuit of the highest quality school provision in all schools in Norfolk.
- 4.7. The County Council receives a capital grant from government to support the supply of places in all schools. It also seeks contributions from housing developments towards the cost of new school places. Where it secures such contributions, it may add to them an element of basic need funding to enhance the facilities but will not reduce the level of obligations set out in this document.
- 4.8. The County Council is also, under the Education Act 2006, as amended by the Academies Act 2010, a commissioner rather than a provider of new schools. It has the power to set out the characteristics of a school needed for a new community in order that

providers may identify their capacity to provide that school. All new schools commissioned in this way will be established as Free schools (in law academies). The County Council must provide the site and funds for such a school, although these will usually be expected to come from the developer(s) contributions. The County Council will procure the school building through the Major Construction Works (2015) compliant contractor framework and will provide the new building for the successful free school sponsor (multi-academy trust) to occupy.

- 4.9. New Free schools can also be approved by the Secretary of State. These can add to the supply of places but also can increase the diversity of provision in an area. Where they meet a shortfall of places, they would be supported by the County Council.
- 4.10. To assess the number of new children likely to arise from a new development the County Council undertook an analysis of development in the county in 2022 this data was cross checked with Health Authority and School Census data. This analysis produced the following pupil generation figures (based on expected children per 100 dwellings). This data is checked annually and remains valid.

*Table 1 Pupil Generation Figures*

<b>Age range</b>	<b>No. years cohorts</b>	<b>Type of school</b>	<b>Multiplier (no. of Children) based on a 100-dwelling development</b>	<b>No. Children Generated Per Dwelling</b>
<b>2 - 4</b>	2	Early Education	8.0	0.08
<b>4 - 7</b>	3	Infant	12.9	0.129
<b>7 - 11</b>	4	Junior	15.2	0.152
<b>4 - 11</b>	7	Primary	28.1	0.281
<b>11 - 16</b>	5	High	14.5	0.145
<b>16 - 18</b>	2	Sixth Form	1.5	0.015
<b>0 - 25</b>	14	SEND	1.0	0.01

- 4.11. For the avoidance of doubt the above multipliers have been generated as an average child yield across the whole of Norfolk and will be used to calculate developer contributions for all residential developments. Norfolk County Council reserves the right to use more “local multipliers” if the evidence is available to show that the multipliers are more likely to provide an accurate prediction of pupil numbers in the school system.

The following allowances are:

- No children are assumed on developments comprising of 1-bed accommodation, student accommodation, sheltered housing, or care homes where there is an age-related occupancy condition e.g., restricted to the over 50s. In these circumstances no education contributions will be sought.
- For flats, apartments, and maisonettes the above multipliers are discounted by a factor of 50% reflecting the fact that fewer children are likely to arise from these types of dwellings.
- The SEND multiplier has been based on the proportion of pupils with an Education Health and Care Plan (EHCP) against that of the number of children in mainstream school from January 2022.

## **Catchment Schools**

- 4.12. The County Council will plan on the basis that pupils generated from any new development would attend the catchment school as set out in its statutory admissions documentation. However, if the catchment school is at full capacity, the County Council may, at its full and sole discretion, consider the next nearest school with places providing:
1. The school lies within the statutory maximum distance a child would be expected to travel (i.e., 2 miles for pupils aged 5 – 8 and 3 miles for pupils aged 8 – 16)
  2. The school, if primary phase, is within the same high school designated area as set out in the statutory admissions documentation
  3. There will be no adverse impact on the pupils affected in terms of splitting peer groups or siblings
  4. Existing and planned investment in local schools is not compromised
  5. The route to the school is adequate and safe. Where there is inadequate access the County Council may seek developer contributions towards safe routes to school
  6. The developer addresses the impact of those children having to commute further to school e.g., through the provision of cycle storage and/or contributions towards safe routes to school (see 5 above).

## **Types of Infrastructure Projects**

- 4.13. New housing development will typically put additional pressure on existing schools, which may require the developer to provide funding towards one of the following school projects listed below. It should be noted that the list of projects below is not exhaustive.
- 4.14. These projects will need to demonstrate that they satisfy and are compliant with Regulation 122 (legal tests) of the CIL Regulations 2010 (as amended). Developer funding will be sought for the following types of infrastructure project at a named catchment school/s, or the school/s serving the development:
- New self-contained class block
  - Extension to provide additional classroom(s)
  - Internal remodelling to provide additional class places
  - Additional toilet provision
  - Additional group room provision
  - Additional curriculum support space
  - Additional staff accommodation
  - New/extended hall space
  - New/extended sports hall
  - Multi use games area (MUGA)
  - Improvement/extension to outdoor learning space/classroom
  - Playground extension
  - Provision or extension of changing rooms and/or cloakroom
  - New/extended dining capacity
  - Kitchen facilities
  - Extension or adaptation of science laboratory
  - Extension or adaptation of technology rooms
  - Additional car parking; and/or cycle storage facilities

- Extension or refurbishment of early years provision
- Specialist accommodation for children with additional needs by extension or adaptation.

4.15. The County Council will not typically identify the precise project at the named catchment school/s, or school/s serving the development. It is expected that the S106 agreement will indicate that contributions will be spent at a specific school in order to increase pupil capacity.

### **Costs of Infrastructure Projects**

- 4.16. The charges for both extension and new build works (e.g., new classrooms) are derived from a “basic need multiplier” produced by the DfE. The DfE multipliers are based on building cost information received from local authorities across the country. The figures consider regional variations in prices.
- 4.17. The DfE provide a range of “basic need multipliers” which take into account the different school age ranges. These multipliers have been translated into a charge per dwelling (see table 2 below), future pupil forecasts will also be considered.
- 4.18. The secondary school basic need allocation is uplifted by the DfE by 30% to reflect the higher costs associated with creating secondary school places, this will be evidenced in the overall cost to deliver a larger school having a higher number of cohorts. The DfE also uplifts funding rates by 10% to support costs associated with achieving improved sustainability standards. These sustainability standards are essential to meet the councils target of carbon zero by 2030, biodiversity net gain and the need to manage a more efficient and well-equipped school estate for the future.
- 4.19. The cost of providing a SEND place is greater than that of a mainstream schooling place, but this will depend on the type of need to be met. The average cost for SEND places is taken from the [National School Delivery Cost Benchmarking \(2022\)](#). [The NCC SEND Sufficiency Strategy](#) highlighted in 2021 the significant increase in pupils eligible and in receipt of EHCP’s. A direct result is the SEND provision across the County must improve and increase to accommodate what is expected to be a continuous need at a higher rate, which the County Council must try to manage.
- 4.20. The cost to deliver school infrastructure across the county increased by 20% and as result we have had to increase charges to reduce the overall impact.
- 4.21. The cost per place as set out in table 2 indicates a total of the standard charge per dwelling. When responding to applications the County Council assesses the capacity at each school sector and will only seek contributions for those sectors that are deemed to be at full capacity. The cost per place is comparable to neighbouring County Councils.

Table 2 Cost Per Place

School Sector (age range)	Basic Need Multiplier Cost Per Pupil (2023)	Standard Charge per dwelling (providing there is no unfilled capacity at the local school) (2023)
Early Education (2-4)	£22,200	£1,776
Primary School (4-11)	£22,200	£6,238
Infant (4-7)	£22,200	£2,864
Junior (7-11)	£22,200	£3,374
High School (11-16)	£26,900	£3,901
Sixth Form (16-18)	£26,900	£404
SEND (0-25)	£74,920	£749

## Indexation

- 4.22 To ensure financial contributions continue to cover the actual cost of delivering infrastructure, these will be subject to indexation. NCC applies Building Cost Information Service (BCIS) All-in Tender Price Index.

## New School Requirements

- 4.23. The building of a new school or pre-school facility will be sought where there is a significant number of new houses proposed.
- 4.24. Any contributions received for the provision of SEND places will be pooled to improve or enhance facilities at the most appropriate provision. This may not be the provision closest to the development as pupils with SEND are often transported to the facility best able to provide for their needs, as confirmed in their EHCP.
- 4.25. When building a new school, the County Council will consider the wider community use of both the school buildings and playing fields, but the use of these facilities will be for the Governing Body or Academy Trust to determine.
- 4.26. Developer contributions towards a new school will be sought when:
- The existing catchment area school cannot be expanded any further (e.g., insufficient usable land area); and/or
  - The proposed residential development is of a scale that a new school can be justified. For the purposes of a new primary school the typical threshold needed to sustain a new 1FE (and pro rata) school is around 800 new dwellings. For a high school the level is considerably higher 5,000 – 6,000 new dwellings.

If the scale of proposed development falls below the critical threshold to deliver a 100% developer funded school the County Council will seek a pro-rata contribution towards the new build costs where appropriate. However, the County Council would, in such circumstances, need to carefully examine the proposed development in the context of the Local Plan to ensure that the wider objectives of delivering a sustainable community are met.

- 4.27. In the case of a new Primary School, the County Council's preference is for a 420-place school (2 forms of entry) with Early Years provision. With the significant

increase in SEND places required across the county a school site may be needed to provide for an element of Special Resource Base (SRB) as part of the development. The County Council will review each project as part of the specific need in the local community. The County Council would expect the free transfer of a suitable site but will make provision for return of some of this land if the school does not need to accommodate the number of places identified.

- 4.28. New Primary School sites are designed in accordance with the [DfE Building Bulletin 103: Area Guidelines for Mainstream Schools](#). The County Council would also seek the full cost of construction, including early education and SEND provision (where required). The site sizes below are indicative, and each new school site size is to be negotiated on a site-by-site basis in conjunction with the overall need, table 3 sets out the indicative site sizes which may be required these are based on DfE Building Bulletin 103 guidelines and include allowances for biodiversity net gain.

*Table 3 Indicative Size of New School Sites*

<b>Provision</b>	<b>Minimum (Hectare)</b>	<b>Maximum (Hectare)</b>
2 FE (420) Primary with Nursery (52 place) and SRB	2.3	2.6
3 FE (630) Primary with Nursery (52 place) and SRB	3.3	3.7
8 FE (1200) Secondary with SRB	9.6	10.8
10 FE (1500) Secondary with SRB	11.7	13.2

- 4.29. The same principle above will apply to a new High School and the land requirement will be in accordance with DfE Building Bulletin 103.
- 4.30. The costs of a new school will need to be negotiated on a site-by-site basis and will reflect type of school, either primary or secondary, the size of school, whether 2 Form Entry or more is required, and the site constraints.
- 4.31. A new school site must be free of contamination, compaction and cleared of any previous land use, especially if the site was largely industrial land. The cost of all archaeological surveys and remedial work will be met by the developer. Design aims for a new school site will include rectangular in shape, on level ground and located on a gyratory road (i.e., not a cul-de-sac) near to the centre of the development and close to the other community facilities.

### **School Capacity**

- 4.32. It should be noted that existing unfilled capacity in the school system will not automatically be credited to developers, except where there is a significant existing unfilled capacity at the recipient school. The County Council in assessing unfilled capacity in the catchment area will also consider:
- Schools that have been expanded but are filling from their lower year groups
  - Other permitted development in the area
  - Those sites allocated in the Local Plan or any emerging Local Plan but not subject to a planning application.



- Capacity at local schools is taken from the County Council's records at the time of the formal application and is based on the most recent pupil count at the school.
- 4.33. School capacity will be assessed on a site by site basis and will consider a range of factors such as the total number of pupil places, permitted development within the area, numbers on roll and aligns with the DfE expectations allowing for surplus places in case of in year pressure not counted as part of any census date submission, as set out in [\*the 2013 National Audit Office report \(on behalf of DfE\) Capital Funding for New School Places\*](#). A buffer of 5% may be applied to the capacity of the school on a site-by-site basis (i.e., some schools will be deemed as being full at 95% capacity being filled).
- 4.34. It should be noted that relocatable classrooms (temporary mobiles) will not be counted towards the net capacity of the school. Therefore, those schools where there are relocatable classrooms present will normally be considered as being at, or over capacity, and as such developer contributions will be sought.

### **Education/Children's Services Contributions arising from Affordable Housing**

- 4.35. The approach set out below applies to both housing schemes where affordable housing forms a component part of a larger market housing development and to those schemes which are 100% affordable housing.
- 4.36. The County Council's approach is that it will seek, for the most part, education contributions on the whole housing site including any component of the proposal which may be developed for affordable housing. The reasons for seeking such contributions are:
- Affordable housing may involve a variety of tenure types, for example rented, shared equity or discounted market housing, and these tenures are as likely, if not more so, to be occupied by families containing children than market housing; and
  - Those families moving into new affordable developments will almost certainly have vacated a home elsewhere, which could in turn be occupied by another family containing children. This means the new development could lead in net terms to more families in the area and more children attending local schools.
- 4.37. However, the County Council does accept that there may be some instances where new affordable housing will not lead to additional children in the area, for example:
1. Where the families being housed are from a shared household (i.e., sharing with a family member). Therefore, once they move to the new affordable home the original home reverts back to a single household; or
  2. The family being housed live in a nearby bed and breakfast, hostel or other such accommodation provided by the LPA thereby not freeing-up any housing stock; or
  3. Where there is an occupancy condition precluding children (i.e., accommodation for the elderly).
- 4.38. Even in these circumstances (points 1 and 2 above) there may still be some justification for the County Council to seek education contributions if the family containing children move between school catchment areas (i.e., leading to children transferring schools and placing greater pressure on the recipient school). Therefore, it will only be in very exceptional cases that no education contribution, or reduced contributions, are sought in connection with affordable



housing proposals. In such cases it will be up to the applicant together with the LPA to clearly demonstrate to the County Council that the affordable housing proposed will not lead to a net increase in the number of children in the respective school catchment area.

#### **Affordable Housing – Claw Back provision**

- 4.39. The County Council recognises that there is an issue surrounding the payment of education contributions for the affordable housing element of a new development.

The practical solution would be for a legal agreement to allow for an element of claw-back by the applicant where it can be demonstrated that the provisos set out above are satisfied. The detailed wording of such a claw-back clause will be a matter for respective solicitors to agree, although the principle should be acceptable, as this is consistent with the current Government guidance. The County Council will continue to monitor the implementation of this approach and review the situation when the standards are updated.

## 5.0 Library

- 5.1. The County Council under the Public Libraries and Museums Act (1964) has a statutory responsibility to provide a comprehensive and efficient library service. New housing development will put a strain on existing library provision, which may require developer funding towards one of the following library projects listed below. It should be noted that the list of projects is not exhaustive.
- 5.2. These projects will need to demonstrate that they satisfy and are compliant with Regulation 122 of the CIL Regulations 2010 (as amended). These projects are:
- **A new library building**, including new fixtures and stock - The provision of a new library is only likely to be sought on major new housing sites/allocations of 3,000 dwellings or more. However, each case will depend on an assessment of the particular requirements in that area and the likely impact of the new development on current provision. The cost of a new library will need to be negotiated on a site-by-site basis.
  - **A library extension** - The cost associated with these works is based on information published by the Museums, Libraries and Archives (MLA) in their “Public Libraries, Archives and New Development – A Standard Charging Approach (May 2010)”. The MLA recommends 30 sqm per 1,000 population. Based on recent costs Norfolk County Council Property Team advised £2,400 to £200 per square meter and rising to extend, based on an average household size of 2.4 occupants this gives a figure of £187 per dwelling. In addition, there would be a requirement for the extension to be fitted out at £133 per dwelling. This brings the total requirement to **£320 per dwelling**.
  - **Major Capital Project** to an existing library facility - this might include provision of new toilets etc. The cost associated with this work is **£320 per dwelling**.
  - **Upgrading of existing library facilities** - This may include one or more of the following projects:
    - Refurbish library – including improved decoration and new flooring
    - Reconfigure internal space (new layout) to increase lending capacity
    - Refurbish toilet facilities
    - Improved visitor access to library facility i.e., allowing easier access for those with young children or with mobility issues
    - External works – such as improved parking; cycle racks etc.
    - The costs associated with this work is **£130 per dwelling**.
  - **IT Equipment, Furniture and Stock** - This may include one or more of the following projects:
    - Provision of books at the named library or mobile service
    - Provision of audio books, DVDs, and other leisure materials
    - Provision of self-service facilities and other potential IT equipment to increase the opening times and capacity of the library.
    - Provision of furniture e.g., bookshelves, tables, and chairs to increase visitor numbers
    - Provision of computers and computing equipment - including tables
    - Provision of learning equipment / play equipment for younger children
    - The costs associated with the above items is **£100 per dwelling**.

- 5.3. The County Council will not typically identify the precise project at the named library until it has sufficient pooled contributions to put together a deliverable / viable project. It is expected that the legal agreement (S106) will indicate that contributions will be spent at a specific library or libraries in order to increase lending capacity.

*Table 3 Summary of Library Provisions*

<b>Type of Library Provision</b>	<b>Standard Charge per dwelling</b>
A new library and stock	To be negotiated
Library extension and fitting out	£320
Major Capital Project to existing library	£320
Upgrading of existing library facilities and/or fitting out extension	£130
Equipment and/or stock	£100

- 5.4. The above costs relate to any dwelling (e.g., houses, bungalows, and flats). However, contributions will not be sought in relation to elderly accommodation, including residential care homes and housing with care, library contributions will also not be sought for student accommodation.

## 6.0 Adult Social Care and Public Health

### Affordable Housing

- 6.1. The County Council aims to support people who have or may develop care and support needs to be supported in their own home for as long as possible. This means that housing needs to be “future proofed” in terms of being suitable or readily adaptable to that end as a general principle. In addition, affordable housing is a key issue for people of all ages and disabilities who use Norfolk County Council services, and this must be accessible and integrated, taking account of access to public transport in terms of location within a site.
- 6.2. A proportion of affordable and market housing should be built to Accessible and Adaptable Standards as set out in the Building Regulations Standards (M4(2)) and Wheelchair User Dwelling Standards as set out in the above Standards (M4(3)). Which would assist in meeting the populations changing needs.

### Accessible Housing

- 6.3. An increasing proportion (25%) of the population is over 65 or disabled. This places pressure on supported accommodation such as sheltered housing, extra care housing, residential care homes, and supported living and means there is increased demand for more older peoples housing options in the future.
- 6.4. The County Council is committed to reducing residential care home and nursing home dependency for the elderly where they can be supported to remain more independent in their own homes or a housing based supported accommodation setting. It aims to provide care in:
  - Peoples own homes
  - Rented accommodation in ordinary housing
  - Housing with care / extra care housing (i.e., with residents living in own accommodation as tenants)
  - Sheltered accommodation with warden provision in those where absolutely necessary.
- 6.5. The County Council also recognises that there will be a need for enhancing care homes and nursing homes, in line with population growth. The overall site size and minimum units are likely to be similar to extra care provision.
- 6.6. With regard to working age adults with special needs, the County Council is moving away from over reliance on residential care homes and instead is moving towards supported living i.e., housing with care (with residents living in their own accommodation as tenants) and single unit accommodation with floating support.
- 6.7. Therefore, on larger housing proposals, and on smaller sites where the cumulative effect on services is similar to a larger site, the County Council may seek developer contributions to develop care services, for example:
  - To upgrade, expand or convert care homes to supported living accommodation
  - To provide new build extra care housing for the elderly to support housing moves for older people into appropriate housing as care needs increase and their homes become unsuitable

- To provide new or supported living to meet the needs of new residents to be near their extended family
- To provide single unit accommodation in general housing with floating support.

6.8. This will not be a fixed charge but will be negotiated on a site-by-site basis, and in the case of care homes or extra care may be based on a land contribution. Any contributions sought will need to meet the policy tests set out in CIL Regulations 2010 (as amended).

6.9. In addition, the County Council would support the LPA in seeking contributions towards:

- Housing with Care / Extra Care Housing Provision for elderly
- Sheltered Accommodation for the elderly
- Supported Living (housing with care) for working age adults with special needs.

## **Public Health**

6.10. The County Council in its Public Health role will consider whether proposed new development requires any contributions towards the general improvement of health. In general, it is unlikely that public health will require any contribution, although it may seek to influence the design and make-up of the development in order to encourage healthier living through for example encouraging walking, cycling and the use of public transport.

6.11. It should be noted that under the agreed Norfolk Strategic Planning Framework sit a series of agreements including a County-wide Health Protocol (Agreement 20), which commits LPAs, as determining authorities, to engage with all the relevant health care and social care partners; commissioning bodies; as well as the County Council on relevant planning applications.

6.12. It will ultimately be up to the respective LPA to decide upon seeking any developer funding to specific health care projects such as contributions towards new doctor's surgery / medical facility.

6.13. Such contributions towards capital schemes will not resolve workforce shortages within the NHS or other services. It may however enable surgeries and other services to expand their physical capacity, thereby making recruitment and retention easier in the longer run.

## 7.0 Fire

- 7.1. Developers will be required to provide fire hydrants to the relevant potable water supply infrastructure. At least one hydrant is required for every 50 dwellings to provide adequate firefighting water supply, depending on site layout and existing provision in the locality. The cost of provision of a fire hydrant fitted on no less than 90 mm mains would be the current cost levied by the water authority or other supplier dependent on who the developer engages. The minimum cost of provision of a fire hydrant fitted on no less than 90 mm mains is £822.
- 7.2. Fire hydrants may also be sought in respect of commercial development and the cost would be the current cost levied by the water authority or other supplier dependent on who the developer engages. The number of hydrants required will need to be assessed on a site-by-site basis, in line with the Building Regulations Approved Document B Volume 2 Sections 15 & 16, British Standards 9990 and the 'National guidance document on the provision of water for firefighting'.
- 7.3. Given that the provision of a fire hydrant will in most cases be on site, the County Council would expect that they are delivered through a planning condition. The fire hydrants ought to be installed at the same time as the rest of the water infrastructure, ahead of any dwellings being occupied, in order to avoid any excessive costs to the developer. The location of the hydrant must be agreed with the Norfolk Fire and Rescue Service prior to installation. The developer will be expected to initiate the installation of the hydrant through contact with the Water Company and will incur all costs associated with the hydrant and its installation. The following conditions will be sought:
- **Condition 1 Residential Development:**
    - No development shall commence on site until a full or phased scheme has been submitted to and agreed by the Council, in consultation with Norfolk Fire and Rescue Service. The condition requires the provision of at least one fire hydrant, connected to the potable water supply, for every 50 dwellings forming part of the development (or part thereof to provide adequate firefighting water supply, dependent on-site layout). No dwelling shall be occupied until the hydrant(s) serving the property or group of properties has been provided to the satisfaction of the Council in consultation with Norfolk Fire and Rescue Service; and/or
    - No development shall commence on site until a full or phased scheme has been submitted to, and agreed by the Council in consultation with Norfolk Fire and Rescue Service, for the provision of at least one fire hydrant (served by mains water supply) for every 50 dwellings forming part of the development and no dwelling shall be occupied until the hydrant(s) serving the property or group of properties has been provided to the satisfaction of the Council in consultation with Norfolk Fire and Rescue Service; and/or
  - **Condition 2 Commercial Development:**
    - No development shall commence on site until a scheme has been submitted for the provision of a minimum of 0.75 fire hydrants per hectare dependent on layout (served by a 150 - 180mm main water supply depending on the mix and type of commercial uses) for the benefit of the commercial development in a location agreed with the Council in consultation with Norfolk Fire and Rescue Service and

should meet the requirements of Building Regulations Approved Document B Volume 2 Sections 15 &16 (Fire Hydrants/Water Supplies and Vehicle Access), British Standard 9990 and the 'National guidance document on the provision of water for firefighting'. The commercial development buildings shall not be occupied until the hydrants have been provided to the satisfaction of the Council in consultation with the Norfolk Fire and Rescue Service.

The commercial development buildings shall not be occupied until the hydrants have been provided to the satisfaction of the Council in consultation with the Norfolk Fire and Rescue Service.

### **Informative**

- 7.4. With reference to Conditions 1 and 2, the developer will be expected to meet the costs of supplying and installing the fire hydrants.

### **Reason for Condition**

- 7.5. Condition is needed to ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.
- 7.6. Developers may also be asked to contribute towards additional off-site facilities made necessary by the proposed development. For any off-site requirements the County Council would expect these to be dealt with through a S106 agreement.
- 7.7. The delivery of on-site fire hydrants should therefore be dealt through the use of planning condition rather than within a S106 agreement.
- 7.8. Fire hydrant condition/s will be sought for any application in line with advice set out in Paragraph 55 of the National Planning Policy Framework. The County Council will normally seek such a condition/s in respect of an outline application, rather than relying on separate conditions imposed at the reserved matters stage, in order to:
- Ensure that the hydrants are properly planned across the development as a whole
  - Avoid any potential "gaps" in provision
  - Reduce any cost burden on the development industry through avoiding unnecessary duplication.

## 8.0 Green Infrastructure

- 8.1. The County Council, in partnership with LPAs, expects developers to contribute towards the provision of green infrastructure in line with requirements in the National Planning Policy Framework (NPPF) and local plan policies. Contributions towards green infrastructure should not be confined to monetary obligations but should be considered within the overall design of development and its context.
- 8.2. The principle of green infrastructure is to provide landscape connectivity for people and wildlife as well as, where appropriate, assisting in the protection of designated sites. The County Council therefore expects that green infrastructure provision is considered and secured through on-site open space provision with appropriate connections to the wider off-site green infrastructure network. This can be achieved, for example, through strategic highway planting, enhancements to the Public Rights of Way (PROW) network and effective use of sustainable urban drainage systems as multifunctional assets.
- 8.3. The County Council's green infrastructure responsibilities include PROW, Norfolk Trails, Habitat Regulation Assessment, and ecological networks.

### **Public Rights of Way**

- 8.4. Norfolk County Council has a duty to sign and maintain 3,750 km PROW. New developments may directly affect routes by:
  - Requiring existing PROW be moved or adopted
  - Creating the need for new PROW
  - Requiring existing PROW to be improved.
- 8.5. Where detached routes are proposed it is in the public benefit that they be dedicated as PROW. Increased use will be made of off-site routes requiring enhanced maintenance incurring cost to the County Council.

### **Norfolk Trails**

- 8.6. Where development is near to one of the Norfolk Trails, a contribution may be sought to help bring social and economic benefits to the local community with regards to connectivity with the trail infrastructure.

Therefore, where proposed development is likely to have an impact on PROW, the County Council will seek to negotiate a contribution which is consistent with Regulation 122 of the CIL Regulations 2010 (as amended).

### **Habitat Regulation Assessment and ecological networks**

- 8.7. In terms of the Conservation of Species and Habitat Regulations 2010 (as amended), new and enhanced Green Infrastructure can be used as mitigation for impacts from recreational disturbance on internationally designated wildlife sites as a result of new development. Therefore, the County Council, in partnership with LPAs, expects developers to contribute towards the provision of a coherent and connected green infrastructure network.



- 8.8. In addition, LPAs have a general duty to protect biodiversity. The County Council, in partnership with the respective LPA, may seek contributions towards improving areas of green space and/or the creation of new habitats to maintain, enhance, restore, or add to biodiversity interests, where they relate to new housing development as required by the NPPF. Such contributions towards biodiversity interests will assist local authorities to discharge their responsibilities under the Section 40 of the Natural Environment and Rural Communities Act (2006). Contributions will only be sought where they can be justified in terms of the tests set out in Regulation 122 of the CIL Regulations 2010 (as amended) for example where residents from an individual proposed development site are reasonably likely to adversely impact a County Wildlife Site through increased footfall and where mitigation measures are necessary to address this.

# 9.0 Highways & Transport and other Potential Contributions

## Highway and Transport

- 9.1. The County Council, through its role as Highways & Transport consultee supports development where it can be clearly demonstrated that it meets the requirements of the NPPF in being safe and sustainable. With this in mind, developers may be required to provide transport related mitigation to address transport impacts of development. The mitigation measures secured by obligation can take the form of travel planning, public transport provision including infrastructure, measures to improve road safety/capacity, or facilities to enable non-motorised users of the highway.
- 9.2. This can be delivered through financial contributions or physical works within the highway and will be dealt with by both the Planning (S106) and Highways (S278 of the 1980 Highways act) legislation. Highways and Transport contributions/works are assessed on a site-specific basis.
- 9.3. Early engagement with [Highway Developer Services](#) officers is actively encouraged prior to submission of any planning application.

## Travel Planning

- 9.4. Where it has been identified that a travel plan is required, [Norfolk County Council's Travel Plan Guidance](#) sets out the requirements including the travel plan surety bonds/contributions and monitoring fees.
- 9.5. The following two options are available to all developers.
  - A travel plan can be delivered by the developer or their 3rd party contractor with the surety bond payable to the County Council
  - The County Council can deliver the travel plan for an agreed fee through the S106. This travel plan would be delivered by the AtoBetter project.
- 9.6. Both options will require to pay the travel plan monitoring fee to the County Council in respect of monitoring and evaluation of their travel plans.

## Household Waste Recycling Facilities (HWRF)

- 9.7. Norfolk County Council, as a Waste Disposal Authority, has a statutory duty under the Environmental Protection Act (1990) to provide facilities at which residents may deposit their household waste. Each facility must be situated either within the area of the authority or so as to be reasonably accessible to persons resident in this area.

- 9.8. Planned housing growth in Norfolk will place further pressures on existing facilities and will require a combination of new or improved facilities in order to meet future demand. Contributions may be sought to deal with the cumulative impact of a series of both small and large developments. The removal of Reg123 pooling restrictions provides for greater opportunities for seeking developer funding towards HWRF providing this is in line with the statutory legal tests set out in Regulation 122 of the CIL Regulations 2010 (as amended). This will not be a fixed charge but will be negotiated on a site-by-site basis.

### **Historic Environment**

- 9.9. Developers will be required to meet the costs of protecting or examining and recording the historic environment generally including archaeological remains, historic buildings and other landscape feature through planning conditions or legal agreement.

### **Climate Change**

- 9.10. Government is encouraging the use of the planning system to reduce the impacts linked with increasing the levels of carbon emission that exacerbate climate change. In due course this may involve contributions to abate these impacts; however, at this stage the precise figure has not been calculated and would not be implemented until consultation has occurred with the LPAs as part of any CIL preparation.

## 10. Contacts

- 10.1. For general enquiries regarding the County Council's planning obligations standards please email [planobs@norfolk.gov.uk](mailto:planobs@norfolk.gov.uk).
- 10.2. If you have any queries regarding specific sites, please refer to your LPA for further information.

# Appendix 1

## Planning Obligations - Best Practice Note

### Issues on Major Housing Sites – Outline Scheme

A significant issue facing the County Council relates to an increase in housing arising from new housing developments. While S106 agreements will allow for an increase in housing by ensuring that each additional dwelling over and above a given level contributes on a pro-rata basis (i.e., an uplift clause), they do not typically allow for additional land needed for a school (except on key strategic sites). With a modest increase in housing of between 10% - 15%, it is considered possible that a pro-rata increase in contributions would cover any additional build costs associated with the recipient school. However, the level of increase which could come forward (40% plus) on some sites (i.e., reflecting Government aspirations for higher housing densities) may require a larger school site i.e., requiring additional land to that agreed in the S106.

S106 agreements are negotiated on the basis of demographic multipliers produced by the County Council, which are from time to time updated. Therefore, it is possible on those S106s agreed prior to the updated pupil multipliers are adopted that more children arise from the development than previously thought.

Estimates of build costs may rise over and above those allowed for through index -linking. The S106 relies on the RICS Building Cost index.

### General S106 Issues and Way Forward on Outline Schemes

The following “best practice” actions are considered appropriate:

- Capping the Level of Development - All S106 agreements relating to outline schemes should have an upper limit / cap placed on them through condition. This cap will need to be agreed between the District the County and the developer and be soundly based on the effective delivery of infrastructure and service (e.g., for education and highway provision).
- Uplift charge – where an uplift charge (overage) is considered appropriate as an alternative to a “cap”, the uplift will be limited to an additional 10% dwellings. Any additional dwellings arising through more intensive development will require a new S106 agreement. The uplift will only relate to reserve matters applications.
- Demographic Multipliers – these multipliers will be reviewed on a regular basis and where necessary updated in the County Council’s Planning Obligations Standards. The County Council will ensure that the most up to date multipliers are used.

**Additional Land for a School** – in responding to District Council Local Plan consultations on site specific proposals the County Council will seek where appropriate additional school land to that required (i.e., contingency site) in order to serve the development in the event that housing numbers increase substantially. The site could potentially be reverted back to the developer if higher densities do not emerge. However, consideration would need to be made to the potential impact of any further housing on local infrastructure and services. In some instances, it may be prudent to earmark any “contingency” site for other uses such as open space rather than simply handing the site back to the developer.

**Build Costs for Schools** - where a new school is needed the valuation will need to be robust and time limited to say three years after the S106 agreement is signed. Thereafter the S106 agreement should allow the costs to be re-negotiated.

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Published: June 2023



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# Cabinet

Item No: 19

**Report Title: Disposal, acquisition and exploitation of property**

**Date of Meeting: 05 June 2023**

**Responsible Cabinet Member: Cllr Jane James (Cabinet Member for Corporate Services and Innovation)**

**Responsible Director: Tom McCabe  
Executive Director for Community and Environmental Services**

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: n/a**

## **Executive Summary/Introduction from Cabinet Member**

Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

One of the key actions within the Strategic Property Asset Management Framework is a sharp focus on maximising income through adoption of a more commercial approach to property.

As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.

By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure.

Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.



This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.

## **Recommendations:**

### **Cabinet is asked:**

- 1. To acknowledge the permanent acquisition of 37.6 hectares (93 acres) of County Farms Estate land, temporary use of a further 39.9 hectares (98.5 acres) and the temporary use with permanent rights acquired of another 9.1 hectares (22.5 acres) by National Highways in accordance with Compulsory Purchase provisions in support of the A47 Blofield to North Burlingham Improvement Scheme.**
- 2. To formally declare the individual land parcels at Banningham Road, Aylsham surplus to County Council requirements and:**
  - (i) Instruct the Director of Property to dispose of the land parcels to the adjoining owners, or**
  - (ii) In the event of no satisfactory agreements instruct the Director of Property to dispose of all or remaining land parcels on the open market. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**
- 3. To formally declare the Land at Saxon Way, Dersingham (2020/023A) surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**
- 4. To formally declare 18 Kings Arms Street, North Walsham (1074/011) surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**
- 5. To agree to the granting of a lease of floor 6, County Hall, Martineau Lane Norwich NR1 2DH to Norfolk and Suffolk NHS Foundation Trust on the agreed terms.**
- 6. To agree to the granting of a lease of floor 7, County Hall, Martineau Lane Norwich NR1 2DH to Norfolk and Suffolk NHS Foundation Trust on the agreed terms.**

- 7. To formally declare the Land at Main Road, Rollesby (6017/100 & 6017/104) surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**
- 8. To formally declare the Additional Land at Hall Lane, South Wootton (2072/011), edged red on plan, surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**
- 9. To formally declare the Land at Main Street (2101/011 & 11A), Wormegay surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Corporate Services and Innovation is authorised to accept the most advantageous offer.**

## **1. Background and Purpose**

- 1.1 The County Council actively manages its property portfolio in accordance with the Strategic Property Asset Management Framework 2021/22-2026/27. Property is held principally to support direct service delivery, support policy objectives, held for administrative purposes or to generate income. Property is acquired or disposed of as a reaction to changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 1.2 The County Council challenges the use of its property on an ongoing basis. In the event of a property asset becoming surplus to an individual service need there are internal officer led processes to ascertain whether other service areas have an unmet need that could be addressed by re-using the property asset for that service. This may lead to a change of use of individual properties, for example, an office building may be adapted and reused for operational service delivery. Any proposals for retention are only agreed if supported by a robust business case showing the benefits to the County Council and are funded from approved budgets. This assessment will also consider whether a property could be offered at best consideration to public sector or third sector partners.
- 1.3 The above assessments are carried out by the Corporate Property Officer (the Director of Property) in consultation with the Corporate Property Strategy Group (CPSG). Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus or re-designate for alternative purposes.
- 1.4 The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration

possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior to sale, strategic retention for a longer-term benefit through to direct development of the land and buildings and selling/letting the completed assets, in the expectation of enhanced income for the Council. Most disposals will be by way of tender or auction. In respect of auctions the contract of sale will be formed at the fall of the hammer and where this approach is selected the Corporate Property Officer will determine a reserve below which the property will not be sold. Most disposals will include overage/clawback provisions to enable the council to collect future uplifts in value created by alternative uses.

- 1.5 For properties to be sold immediately there is sometimes a need to consider selling directly to a specific purchaser instead of going to the open market. This may be justified where the third party is in a special purchaser situation and is willing to offer more than the assessed market value. Conversely this might be to a purchaser who is in a unique position of control for the unlocking of the full latent value of the County Council owned site (ransom situation). A direct sale without going to market can also be justified if there are specific service benefits or a special partnership relationship which is of strategic value with service/community benefits.
- 1.6 In making recommendations for direct sale without going to market, or direct property development, the Corporate Property Officer will consider risks, opportunities, service objectives, financial requirements and community benefits.
- 1.7 The recommendations for all disposals, acquisitions and exploitation of NCC property in this report follow detailed assessment by officers of the range of options available. The recommendation for each property is based on existing policies and strategies and judged to provide the best return to the County Council in financial terms and, where appropriate, taking account of community and economic benefits.

## **2. Proposals**

### **Acle, Beighton, Blofield, Lingwood and Burlingham parishes – A47 Blofield to North Burlingham Improvement Scheme**

- 2.1 National Highways are undertaking the A47 Blofield to North Burlingham Improvement Scheme due to commence in 2023. The scheme requires the compulsory purchase and temporary use of Farms Estate land along the route.
- 2.2 The scheme requires:
  - The provision of land for the new carriage way, drainage attenuation, service diversions and connections.
  - Easements for services diversions, particularly including an east west gas main which will be moved further to the south of the scheme.
  - Temporary use of land from the start of works until scheme completion after which it will be reinstated to the previous condition.

In **Appendix A** are a series of plans that indicate the land:

- To be acquired permanently amounting to 37.6 hectares (93 acres).

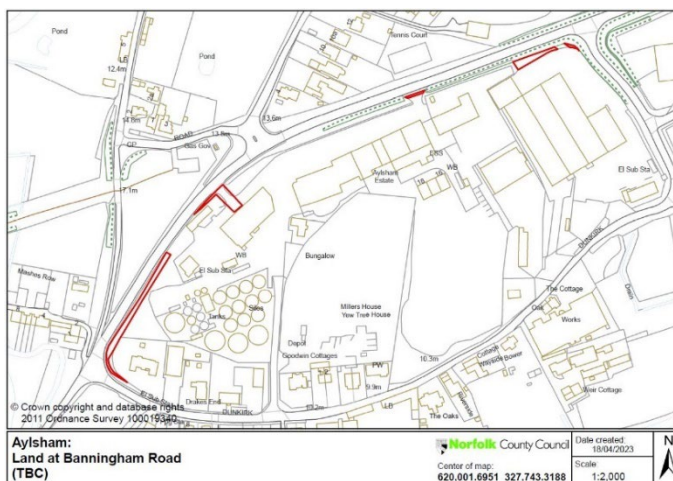
- To be used temporarily amounting to 39.9 hectares (98.5 acres).
  - To be used temporarily with permanent rights acquired amounting to 9.1 hectares (22.5 acres).
- 2.3 The Council's retained agent has negotiated terms with National Highways. The compensation for the permanent land acquisition and easements has been agreed. There will also be a payment to cover disturbance in respect of revenue forgone for the years 2023, 2024 and 2025. National Highways will also be responsible for the Council's reasonable legal and agency costs. Details of the proposed payment are set out in the Confidential **Appendix 1**.
- 2.4 The scheme will also provide additional benefits to include:
- A new farm access track.
  - Gate and gated access in various locations.
  - Acoustic fencing near Poplar Farm.
  - Landscaping.
  - Land acquired by National Highways and the attenuation lagoons will be fenced.
- 2.5 Any surplus land not used for the scheme will be returned under the Crichel Downs rules if National Highways declares the land surplus to their requirements. National Highways will instigate first right of refusal to the Council.
- 2.6 During and after the scheme's completion the land take will not reduce the area of the County Farms estate below the requirement in the constitution of maintaining a minimum estate area of 16,000 acres.
- 2.7 The Divisional Member has been informed of this proposal.
- 2.8 Confidential **Appendix 1** is exempt from publication as it involves the likely disclosure of exempt information as defined in Part 1 of Schedule 12A to the Local Government Act 1972. The public interest test has been applied and it is considered that the public interest in maintaining the exemption outweighs the public interest in disclosing the information at this stage. The information is exempt from the Cabinet Report due to information being commercially sensitive which might prejudice the council's ability to complete negotiations if released. Details will be published on the land registry website when the transaction is completed.

#### **Aylsham – Land at Banningham Road**

- 2.9 The land parcels edged red on plan are in the freehold ownership of the Council and the total area amounts to 0.09 hectares (0.23 acres) in area.
- 2.10 The land was acquired as part of a larger acquisition with the rest of the land now forming part of the Public Highway
- 2.11 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.

2.12 It is proposed to offer the freehold (at best consideration) of the parcels of land to the adjoining owners. In the event some or all do not proceed in this way it is intended to dispose of the land by open market sale through auction or by tender.

2.13 The Divisional Member has been informed of this proposed disposal.



### **Dersingham – Land at Saxon Way (2020/023A)**

2.14 The land shaded pink is in the freehold ownership of the Council. The remainder of the site (edged red and not shaded) is owned by Norwich Diocese. The land shaded pink has a total area of 0.51 hectares (1.26 acres).

2.15 The whole property was previously used as a school, this use ceased at the end of the Summer Term 2022.

2.16 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.

2.17 It is proposed to dispose of this property by open market sale through an auction or by tender.

2.18 Secretary of State approval will be required prior to implementing any alternative uses or disposing of the property.



2.19 The Divisional Member has been informed of this proposed disposal.

### **North Walsham – 18 Kings Arms Street (1074/011)**

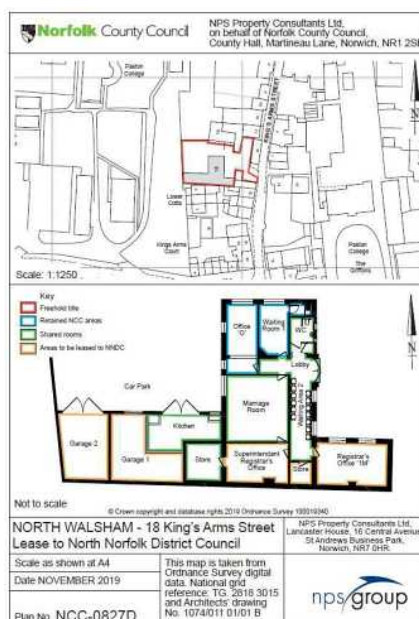
2.20 The land edged red is in the freehold ownership of the Council. The site area is 0.39 hectares (0.96 acres), the building has a gross internal area of 186m<sup>2</sup>.

2.21 The property will become vacant by the end of 2023. The property cannot be relet as the building fails in respect of the Minimum Energy Efficiency Standard (MEES) regulations and it is not economic to bring up to the standard required. Furthermore, the property suffers from several other issues around access and damp ingress into the structure.

2.22 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.

2.23 It is proposed to dispose of this property by open market sale through an auction or by tender.

2.24 The Divisional Member has been informed of this proposed disposal.



## Norwich – County Hall, Martineau Lane NR1 2DH (4108/014H)

2.25 County Hall is the main headquarters office for Norfolk County Council.

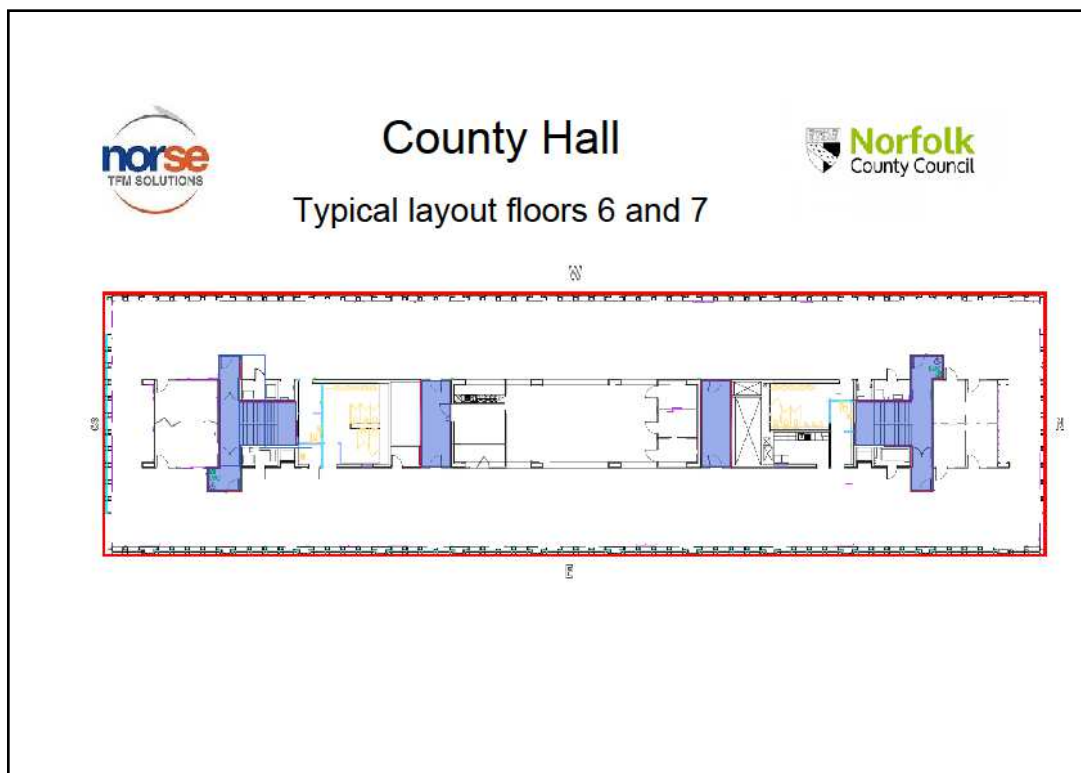
2.26 Changes in working practices and the successful completion of the Council's "Smarter Working Programme" space is available in County Hall to be let to partners and third-party organisations.

2.27 Negotiations have been completed to let floor 6 and floor 7, as outlined red on the typical floor plan, on separate leases to Norfolk and Suffolk NHS Foundation Trust (NSFT) on the following key terms for each floor:

- 10-year term.
- Tenant break at 2 years.
- Mutual break at 5 years.
- £160,000 per annum.
- 32 car parking space allocation.
- Access to the councils dining facilities and common areas.

2.28 NSFT have approval from their Board for this move and have communicated with their staff on the proposal.

2.29 The Divisional Member has been informed of this proposal.



### **Rollesby – Land at Main Road (6017/100 & 6017/104)**

2.30 The land edged red on plan is in the freehold ownership of the Council and currently forms part of the County Farm Estate and totals 6.21 hectares (15.35 acres) in area.

2.31 The land has been allocated as part of the Local Plan following adoption of the Rollesby Neighbourhood Plan ([LINK to Rollesby Neighbourhood Plan](#)) for a mix of residential and Community Green space.



2.32 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.

2.33 The land has been allocated in three phases, sub-divided into nine land parcels. The phases are to be delivered over a period of 2-5 years. It is proposed that access to County Farm Estate land to the rear is retained.



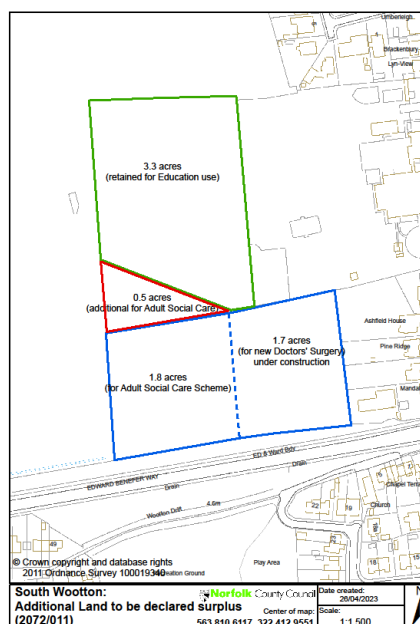
- 2.34 It is proposed to dispose of this property by open market sale through an auction or by tender.
- 2.35 The land take will not reduce the area of the County Farms estate below the requirement in the constitution of maintaining a minimum estate area of 16,000 acres.
- 2.36 The Divisional Member has been informed of this proposed disposal.

### **South Wootton – Additional Land at Hall Lane (2072/011)**

- 2.37 Cabinet at their meeting on 3 August 2020 resolved to declare the land at Hall Lane surplus, edged blue on plan, and instructed the Director of Property to dispose of the site to a doctor's surgery and/or extra care housing provider, or In the event of no satisfactory agreement instruct the Director of Property to dispose of the property on the open market.

- 2.38 In the intervening time Adults Services have been working up a scheme to use 0.73 hectares (1.8 acres) of this surplus land for their Independent living programme. The remaining part of the surplus land is being used for the provision of a doctor's surgery currently under construction.

- 2.39 It has been determined that the southern part of the land Adults Services wish to utilise is within Flood Zones 2 and 3. The aim is now to move the build slightly north to mitigate this in the most cost-effective manner. However, to achieve this will require an additional 0.20 hectares (0.5 acres) of land, edged red on plan.



- 2.40 This additional parcel of land was originally earmarked for use by Childrens Services. Following discussions between Childrens Service's Sufficiency Delivery Team and Adult Social Services Specialist Housing Team it has been agreed that this area of land can be utilised for Adult Services purposes. This still leaves sufficient remaining land to deliver the required school expansion for pupils from future housing growth.
- 2.41 Therefore, to facilitate this change the parcel of land edged red will need to be formally declared surplus and disposed of to the selected extra care housing provider together with part of the land previously declared surplus in 2020.
- 2.42 The Divisional Member has been informed of this proposed disposal.

### **Wormegay – Land at Castle Road (2101/011 & 11A)**

- 2.43 The land edged red on plan is in the freehold ownership of the Council. The total area is 0.59 hectares (1.44 acres).



- 2.44 The property was used as a school playing field until 2018 and part was used as a children's play area by the Parish Council. Both uses were subject to leases which have now come to an end.
- 2.45 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.
- 2.46 It is proposed to dispose of this property by open market sale through an auction or by tender.
- 2.47 The Divisional Member has been informed of this proposed disposal.



### 3. Impact of the Proposal

- 3.1 The permanent acquisition of land in support of the A47 Blofield to North Burlingham Improvement Scheme reduces the size of the County Farms estate.
- 3.2 Releasing surplus land holdings and buildings no longer required for service use will contribute to reducing costs and provides the potential for capital receipts for the council to support the capital programme and hence service delivery. The County Council will apply the capital receipts to meet its priorities.
- 3.3 The leasing of accommodation to Norfolk and Suffolk NHS Foundation Trust ensures that County Hall is fully utilised.

### 4. Evidence and Reasons for Decision

- 4.1 The permanent acquisition and temporary use of land in support of the A47 Blofield to North Burlingham Improvement Scheme is a result of the use of compulsory purchase powers adopted by National Highways for this scheme.
- 4.2 Declaring the sites and land holdings surplus to County Council use means that the Corporate Property Team can consider options for the disposal and exploitation of these sites.
- 4.3 The leasing of accommodation to Norfolk and Suffolk NHS Foundation Trust ensures that County Hall is fully utilised.

### 5. Alternative Options

- 5.1 The permanent acquisition and temporary use of land in support of the A47 Blofield to North Burlingham Improvement Scheme is a result of the use of compulsory purchase powers adopted by National Highways and there is no alternative.

- 5.2 Declaring sites and land holdings surplus is a result of the sites no longer being required for service delivery. The alternative would be to retain resulting in incurring holding costs for an asset that is not contributing to service delivery.
- 5.3 Not to leasing the accommodation to Norfolk and Suffolk NHS Foundation Trust would result in these floors being underutilised.

## **6. Financial Implications**

- 6.1 The permanent acquisition and temporary use of land in support of the A47 Blofield to North Burlingham Improvement Scheme will provide a significant capital receipt. The disturbance payment will compensate for loss of revenue income during the scheme construction phase.
- 6.2 Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.
- 6.3 The leasehold disposals will provide an income for the term of the leases.

## **7. Resource Implications**

- 7.1 **Staff:** Nil
- 7.2 **Property:** As described in the earlier parts of this report.
- 7.3 **IT:** Nil.

## **8. Other Implications**

- 8.1 **Legal Implications:** For all disposals in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and lease and entering a contract.
- 8.2 **Human Rights Implications:** No implications.
- 8.3 **Equality Impact Assessment (EqIA):** No specific EqIA has been undertaken.in respect of the cases in this report.
- 8.4 **Data Protection Impact Assessments (DPIA):** No data protection impact implications in respect of the cases in this report.
- 8.5 **Health and Safety implications:** No implications for the cases in this report.
- 8.6 **Sustainability implications:** Future possible redevelopment of disposed sites will require planning permission and therefore would be mindful of sustainability measures.

## **9. Risk Implications / Assessment**

- 9.1 The risks around disposals are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

## **10. Recommendations**

- 10.1 Cabinet is asked to acknowledge the permanent acquisition of 37.6 hectares (93 acres) of County Farms Estate land, temporary use of a further 39.9 hectares (98.5 acres) and the temporary use with permanent rights acquired of another 9.1 hectares (22.5 acres) by National Highways in accordance with Compulsory Purchase provisions in support of the A47 Blofield to North Burlingham Improvement Scheme.
- 10.2 Cabinet is asked to formally declare the individual land parcels at Banningham Road, Aylsham surplus to County Council requirements and:
- (i) Instruct the Director of Property to dispose of the land parcels to the adjoining owners, or
  - (ii) In the event of no satisfactory agreements instruct the Director of Property to dispose of all or remaining land parcels on the open market.
- In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.3 Cabinet is asked to formally declare the Land at Saxon Way, Dersingham (2020/023A) surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.4 Cabinet is asked to formally declare 18 Kings Arms Street, North Walsham (1074/011) surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.5 Cabinet is asked to agree to the granting of a lease of floor 6, County Hall, Martineau Lane Norwich NR1 2DH to Norfolk and Suffolk NHS Foundation Trust on the agreed terms.
- 10.6 Cabinet is asked to agree to the granting of a lease of floor 7, County Hall, Martineau Lane Norwich NR1 2DH to Norfolk and Suffolk NHS Foundation Trust on the agreed terms.
- 10.7 Cabinet is asked to formally declare the Land at Main Road, Rollesby (6017/100 & 6017/104) surplus to Council requirements and instruct the

**Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**

- 10.8 Cabinet is asked to formally declare the Additional Land at Hall Lane, South Wootton (2072/011), edged red on plan, surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 10.9 Cabinet is asked to formally declare the Land at Castle Road, Wormegay (2101/011 & 11A), surplus to Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Director of Strategic Finance and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**

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## Appendix A

### A47 Blofield to North Burlingham Improvement Scheme – Land acquisition

