

Cabinet

Date: **Monday 6 March 2023**

Time: **10 am**

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

Membership

Cabinet Member:	Responsibility:
Cllr Andrew Proctor	Chair. Leader and Cabinet Member for Strategy & Governance.
Cllr Graham Plant	Vice-Chair. Deputy Leader and Cabinet Member for Highways, Infrastructure & Transport
Cllr Bill Borrett	Cabinet Member for Adult Social Care, Public Health & Prevention
Cllr Margaret Dewsbury	Cabinet Member for Communities & Partnerships
Cllr Fabian Eagle	Cabinet Member for Growing the Economy
Cllr John Fisher	Cabinet Member for Children's Services
Cllr Tom FitzPatrick	Cabinet Member for Innovation, Transformation & Performance
Cllr Andrew Jamieson	Cabinet Member for Finance
Cllr Greg Peck	Cabinet Member for Commercial Services & Asset Management
Cllr Eric Vardy	Cabinet Member for Environment & 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

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 Monday 30 January 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.

Education Health and Care Plans

Recommendation from Scrutiny Committee

44

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) by 5pm on Tuesday 28 February 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) by 5pm on Tuesday 28 February 2023.

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| 8 Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26 | Page 46 |
| Report by the Director of Norfolk Fire and Rescue/Chief Fire Officer | |
| 9 Adult Learning Annual Plan | Page 160 |
| Report by the Executive Director of Community and Environmental Services | |
| 10 Highway Parish Partnership Schemes 2023-24 | Page 225 |
| Report by the Executive Director of Community and Environmental Services | |
| 11 Highways Capital Programme for 2023/24/25 & Transport Asset Management Plan (TAMP) | Page 241 |
| Report by the Executive Director of Community and Environmental Services | |
| 12 Norfolk Investment Framework Pilot Projects | Page 288 |
| Report by the Director of Growth and Development | |
| 13 Harleston Independent Living | Page 315 |
| Report by the Executive Director of Adult Social Services | |
| 14 Market Sustainability Plan | Page 329 |
| Report by the Executive Director of Adult Social Services | |
| 15 Modern Slavery Statement 2021-22 | Page 362 |
| Report by the Head of Paid Service | |

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| 16 Equality Diversity & Inclusion (EDI) Objectives for 2023-2026 | Page 384 |
| Report by the Executive Director of Community and Environmental Services | |
| 17 Strategic Review and Future Transformation | Page 408 |
| Report by the Head of Paid Service | |
| 18 NCC Companies Business Plans | Page 419 |
| Report by the Executive Director of Finance & Commercial Services | |
| 19 Finance Monitoring Report 2022-23 P10: January 2023 | Page 505 |
| Report by the Executive Director of Finance & Commercial Services | |
| 20 Authority to Enact Capital Programme | Page 549 |
| Report by the Executive Director of Finance & Commercial Services | |
| 21 Disposal, Acquisition & Exploitation of Property | Page 555 |
| Report by the Executive Director of Finance & Commercial Services | |
| 22 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 Annual Grants 2023-24](#)

Decision by the Cabinet Member for Highways, Infrastructure and Transport

- [Active Travel Fund – Tranche 4 - Bid Submission](#)

23 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 1 and 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.

24 Disposal, Acquisition & Exploitation of Property: Exempt Appendix A

Tom McCabe

Head of Paid Service
Norfolk County Council

County Hall
Martineau Lane
Norwich
NR1 2DH

Date Agenda Published: 24 February 2023



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Cabinet

Minutes of the Meeting held on Monday 30 January 2023 in the Council Chamber, County Hall, at 10am

Present:

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy and Governance
Cllr Graham Plant	Vice-Chairman. Deputy Leader and Cabinet Member for Highways, Infrastructure and Transport
Cllr Bill Borrett	Cabinet Member for Adult Social Care, Public Health and Prevention
Cllr Margaret Dewsbury	Cabinet Member for Communities and Partnerships
Cllr Fabian Eagle	Cabinet Member for Growing the Economy
Cllr John Fisher	Cabinet Member for Children's Services
Cllr Andrew Jamieson	Cabinet Member for Finance
Cllr Greg Peck	Cabinet Member for Commercial Services and Asset Management
Cllr Eric Vardy	Cabinet Member for Environment and Waste

Executive Directors Present:

James Bullion	Executive Director of Adult Social Services
Simon George	Executive Director of Finance & Commercial Services
Kat Hulatt	Assistant Director of Governance
Tom McCabe	Executive Director of Community and Environmental Services
Sara Tough	Executive Director of Children's Services

Cabinet Members and Executive Directors introduced themselves.

1a Point of order

- 1a.1 Cabinet agreed to take items 8-12 in the order set out on the agenda, then item 14, "Finance Monitoring Report 2022-23 P8: November 2022", followed by item 13, "2023-24 Revenue Budget and Medium Term Financial Strategy 2023-27", before returning to the running order of the agenda.

1 Apologies for Absence

- 1.1 Apologies were received from the Cabinet Member for Innovation, Transformation and Performance and the Executive Director of Transformation and Strategy.

2 Minutes from the meetings held on 11 and 17 January 2023

- 2.1 Cabinet agreed the minutes of the meetings held on 11 January 2023 and 17 January 2023 as an accurate record.

3 Declaration of Interests

- 3.1 The Cabinet Member for Commercial Services and Asset Management declared a non-pecuniary interest as a Norfolk County Council nominated Director of

Hethel Engineering.

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

4.1 None.

5 Update from the Chairman/Cabinet Members

5.1 The Chairman gave an announcement on changes made under his delegated authority to internal and external bodies following the recent changes in membership on Cabinet:

- **Norfolk Parking Partnership Joint Committee:** Cllr Plant, The Vice-Chairman, to be appointed as the Member representing Norfolk County Council and Chair of the Joint Committee, replacing Cllr Martin Wilby.
- **Transport for Norwich Advisory committee:** Cllr Plant, The Vice-Chairman, to take up the role of one of the 4 County Council appointed Members and Chair of the Committee, replacing Cllr Martin Wilby.
- **Internal bodies:** Cllr Plant, The Vice-Chairman, to sit on the following bodies as Cabinet Member for Highways, Infrastructure and Transport, replacing Cllr Martin Wilby:
 - West Norfolk Transport and Infrastructure Steering Group
 - Norwich Western Link Working Group
 - Norfolk Windmill Trust
 - Long Stratton Bypass Committee.
- **Member Champion for Rural Economy:** Cllr Chris Dawson to replace Cllr Fabian The Cabinet Member for Growing the Economy as Member Champion for Rural Economy.

6 Public Question Time

6.1 The list of public questions and the responses is attached to these minutes at Appendix A.

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 Alexandra Kemp asked a supplementary question:

- Cllr Kemp disputed the answer given to her question; she wanted details of the coalition of change which the Council had committed to set up to give people with autism and learning disabilities in Norfolk in the system, care homes and assessment and treatment centres. Cllr Kemp asked if these groups had been set up.

7.2.2 The Cabinet Member for Adult Social Care, Public Health and Prevention replied that these groups had been set up, agreeing with Cllr Kemp that the people served were an important and vulnerable group that the Council should do everything they could to support.

8. Scottow Enterprise Park Capital Investment Plan

- 8.1.1 Cabinet received the report setting out proposals to ensure effective implementation of the Scottow Enterprise Park Capital Investment Plan 2022-2027 and enable the successful operation and development of Scottow Enterprise Park.
- 8.1.2 The Executive Director for Community and Environmental Services noted that the Council had been operating Scottow as an enterprise park for over a decade and this marked the next step in its development
- 8.1.3 The Cabinet Member for Growing the Economy introduced the report to Cabinet:
- The purpose of the proposals in the report were to add enterprise zone funding to the capital improvement programme and streamline the approval process based on the site wide capital strategy and prioritise additional site projects subject to approval of 2023 capital programme.
 - This site had been a huge success and was Norfolk's largest business park. The Cabinet Member for Growing the Economy thanked his predecessor, officers and Hethel Innovation for the success achieved so far.
 - Table 2 of the report showed the economic impact of the investment
 - Enterprise zone funding conversations would progress with a view to unlocking funding for capital investment which would make 600,000 square feet of lettable space available.
 - Hethel Innovation Ltd had exceeded their 2021 targets, with 381 more jobs, 238,000 more square feet of let space, 394,000 more rent and 275,866 more square feet of lettable space above their targets.
 - This report showed that Norfolk was a place to do business, and that if this success could be achieved in northeast Norfolk then all of Norfolk was open to thrive.
 - As well as being a site of huge job creation, Scottow Enterprise Park through leases with Hethel Innovation Ltd and other provided a return to the Council of £765,000 per annum.
 - Without this site there would be less jobs, less opportunities and less income for the Council.
- 8.2 The Cabinet Member for Commercial Services and Asset Management noted his interest as a nominated director of Hethel Innovation Limited and gave some background to the site. Hethel Innovation supported 600 jobs and 130 businesses and had a good operating profit. Capital investment into the site would protect the value of the asset and preserve the heritage of the site, allowing protection of accommodation and construction of additional business space; demand was seen for more business space at Hethel Innovation Ltd. Norfolk County Council was the shareholder of Hethel Innovation Ltd and had representation on their board. Hethel Innovation Ltd's objectives were to help the business recover from the impact of the pandemic and have a positive impact on the local economy by supporting start-ups business growth and employment. They had a strategy to grow the business, support tenants and attract new tenants as well as supporting tenants to grow. The site could be developed further with additional funding in the future and the Cabinet Member for Commercial Services and Asset Management was excited about expanding the heritage offer of the site and woodland tree planting. The priority was protecting the viability of the site by allowing Hethel Engineering Ltd to continue to grow their business.

- 8.3 The Cabinet Member for Adult Social Care, Public Health and Prevention noted that this site was creating important jobs in Norfolk as well as making a profit and putting money back into the Council, helping the Council meet its statutory duties.
- 8.4 The Cabinet Member for Children's Services noted the heritage of the buildings on the site and supported the report and the business being created on the site.
- 8.5 The Cabinet Member for Finance agreed that a return of £765,000 was excellent however also noted that creation of up to 1500 jobs was very important; he felt that it was important for the Council to put in place infrastructure for the private sector to create jobs and take up growth.
- 8.6 The Chairman noted the huge amount of work which had been put in to get Scottow to the point they had reached and recognised the large amount of job growth seen on the site.
- 8.7 Cabinet **RESOLVED** to:
1. Approve the Scottow Enterprise Park Capital Investment Plan 2022- 2027 attached at Annex 1 of the report subject to, where applicable, Enterprise Zone Pot B and other capital funding to be approved at February County Council.
 2. Delegate authority to the Executive Director of Finance and Commercial Services to enter into a New Anglia Enterprise Zone Memorandum of Understanding for the capital refurbishment of Scottow Enterprise Park.
 3. Agree that the directors of Hethel Innovation Limited ("HIL") will approve detailed business cases in order to deliver the Scottow Enterprise Park Capital Investment Plan 2022-2027 within the funding available, noting that NCC appointed directors have majority voting rights and that HIL reports activity to the HIL annual Shareholder meeting.
- 8.8 **Evidence and Reasons for Decision**
- Please see section 4 of the report
- 8.9 **Alternative Options**
- Please see section 5 of the report
- 9. Herbicide Use Policy**
- 9.1.1 Cabinet received the report setting out the Norfolk County Council Policy for the use of glyphosate-based herbicides.
- 9.1.2 The Cabinet Member for Environment and Waste introduced the report to Cabinet:
- Glyphosate-based herbicides were widely used by local authorities to control excess vegetation. Glyphosate was the active substance in many herbicide brands effective in killing many plants, including weeds.
 - In weed control programmes across all directly managed lands, 7500kg glyphosate-based herbicides were used by the Council in 2021: by highways to control vegetation in transport infrastructure, to control vegetation in hard surfaces on council owned properties, safe keeping of

utility areas and through the contract with Norse to control unwanted vegetation on schools, care homes, libraries, fire stations and playing fields.

- Glyphosate-based herbicides were used by tenants of county farms, but this was not under direct control of the Council. The Council offered guidance and support to them to achieve policy objectives and committed to providing guidance when the new policy was adopted.
- The position related to academy schools was complex due to the arms-length relationship; these institutions were tenants of the Council. Children's Services implemented how weed control was implemented however academies could specify their own requirements.
- Concerns over the use of glyphosate-based herbicides had mounted nationally, with links to some reports showing health issues if exposed over long periods of time. Wild Justice called for local authorities to reduce their use of glyphosate-based herbicides to reduce the impact on nature and people. Some local authorities and councils were moving away from its use to help nature recover and address health concerns.
- In agriculture, glyphosate-based herbicides were widely used in the UK and its use supported climate objectives. Farming for Change set out the vision to phase out pesticides.
- The council had a legal duty to follow the code of practice complying to all professional users of such products.
- The policy set out in the report set out in what circumstances continued use of glyphosate would be permitted, where it would never be used and where the Council and third parties would adopt alternative measures to control vegetation. This policy was created with an officer lead group and advice from external consultation.
- The policy was an important element to the council's aim to improve resilience of nature corridors, carbon capture and the action plan for pollinators. Loss of some plants such as dandelions reduced food for pollinators; the council was delivering on better habitats on verges for pollinators as part of its Pollinator Action Plan, taken to Infrastructure and Development Select Committee in July 2021 as part of the Green Ways to Green Spaces report. Reduced use of glyphosate was critical to this approach, however switching away from its use entirely would mean more labour intensive and mechanical methods which would increase carbon emissions. Therefore, the policy had a measured and balanced approach.
- The policy would reduce glyphosate-based herbicide use by 50%, benefiting biodiversity.
- The Cabinet Member for Environment and Waste moved the recommendations as set out in the report.

9.2 The Cabinet Member for Children's Services thanked officers for including children's services in the working group as input regarding school fields was welcomed; this policy would be passed on to academies.

9.3 The Cabinet Member for Adult Social Care, Public Health and Prevention was proud of the environmental credentials of Norfolk County Council and felt this report supported this. He noted that it was a difficult balance as weeds needed controlling however felt this was proportionate and thanked officers for the work put in

- 9.4 The Cabinet Member for Growing the Economy noted there was a large chemical firm in Norfolk looking for alternatives to Glyphosate and the Council could support them through this policy.
- 9.5 The Chairman noted the proportionate approach set out in the policy.
- 9.6 Cabinet **RESOLVED** to approve the NCC Glyphosate Policy (Appendix 1 of the report)

9.7 **Evidence and Reasons for Decision**

In the EU glyphosate use is approved until 15th December 2023. In the UK it is fully approved by the UK government as an active ingredient for plant protection products until the end of 2025. Beyond that its future is not certain.

The integrated approach to weed management (IWM) and robust recording and monitoring methods in the Policy give NCC a much greater understanding at an organisational level of where weeds need to be controlled, and where alternative approaches (to the use of chemicals) can be applied, and environmental gains accrued. Re-evaluating where greater weediness can be tolerated on an annual basis is better practice than 'business as usual'. Opportunities to provide training and support for County Farm tenants who wish to move away from the use of glyphosate on their tenanted farms will enable NCC to lead by example at the level of smallscale agriculture businesses.

9.8 **Alternative Options**

No other alternative options are suggested.

10. Norfolk Speed Management Strategy

- 10.1.1 Cabinet received the report setting out the revised Norfolk Speed Management Strategy, a Norfolk County Council document that provided countywide strategic direction and guidance on how speed is safely managed on Norfolk's roads.
- 10.1.2 The Vice-Chairman introduced the report to Cabinet:
- The revised strategy was based on new, 2022 versions of the highway code and other new strategies and featured a move towards more local, community-based decision making.
 - The strategy had input from Norfolk Constabulary including the Safety Camera Partnership.
 - Reference was made to speed management measures, typical costs and funding options in the appendix to the report. This identified what measures would be possible.
 - The recently introduced road safety fund would allow local communities to have more say in delivering community lead road safety and speed management programmes.
 - This strategy had recently been presented to the Infrastructure and Development Select Committee in November 2022 and was well received, with comments set out in the report
 - The Vice-Chairman moved the recommendations set out in the report.
- 10.2 The Cabinet Member for Environment and Waste felt this was a good report,

covering the aspects that communities were asking for. He was pleased that it included other elements such as speed cameras.

- 10.3 The Cabinet Member for Communities and Partnerships felt that that parish and town councils would support this strategy and therefore she welcomed it
- 10.4 The Cabinet Member for Adult Social Care, Public Health and Prevention welcomed the review of this strategy. He noted paragraph 1.4 of the report, talking about the desire from local and central government towards increased local decision-making initiatives. He felt that this strategy showed that the Council was mindful of how everyone used Norfolk's roads moving forward and supported local involvement.
- 10.5 The Cabinet Member for Children's Services welcomed the report, particularly the paragraphs referencing reduced speed limits outside schools. He was sorry that the school streets initiative had not received more support.
- 10.6 The Cabinet Member for Commercial Services and Asset Management reported that when he first became a councillor, the first issue he faced was speeding trucks through a rural village and therefore anything that could be done to reduce the impact of speeding in rural areas was positive.
- 10.7 The Chairman noted that local representatives knew local issues and how often they were raised and that the strategy had been well received. Paragraph 6.2 of the report stated that "it should be noted that schemes and measures can only be taken forward with appropriate funding", and on page 407 of the Cabinet papers it was noted that there were no plans to use the road safety reserve fund of £207,000; the Chairman noted that this could be used to support this strategy.
- 10.8 Cabinet **RESOLVED** to agree the revised Norfolk Speed Management Strategy (NSMS).
- 10.9 **Evidence and Reasons for Decision**

The previous version of the Norfolk Speed Management Strategy was produced in 2014. Since then, parts of the Council's, Constabulary's and local communities' approaches to speed management have changed, to reflect changing demands, new initiatives and other drivers described in Section 1 of the report.

The Council's new Road Safety Community Fund (RSCF) initiative was launched during the summer of 2021 and presented to Cabinet on 6 September 2021. This was deemed an appropriate time to also refresh and update the 2014 Norfolk Speed Management Strategy, to capture these changes and to produce a new and updated Norfolk Speed Management Strategy document.

As a result, the 4-year RSCF programme included undertaking a review of the Norfolk Speed Management Strategy during the first year (2022) and led to the compilation of the revised Norfolk Speed Management Strategy document included in Appendix A of the report and discussed in the report.

- 10.10 **Alternative Options**

Norfolk County Council could continue to use the former Norfolk Speed Management Strategy until further changes in national legislation or guidelines (e.g. Department for Transport) are published. However, as there have been a number of important changes in approaches to speed management and associated strategies and policies since 2014, a review and update was considered necessary.

11. Dedicated Schools Grant (DSG) Funding

- 11.1.1 Cabinet received the report setting out the changes to the distribution for the Dedicated Schools Grant from April 2023 in line with the Department of Education's National Funding Formula arrangements.
- 11.1.2 The Executive Director for Children's Services referenced paragraph 2.23 of the report which referred to the disapplication of regulations request to the Secretary of State in November 2022. Since the production of the report the Schools' Forum had voted positively to support the disapplication request which would help the Secretary of State to make their decision.
- 11.1.3 The Cabinet Member for Children's Services introduced the report to Cabinet
- This was an annual report to Cabinet. The Dedicated Schools Grant was made up of four blocks of money: school block, high needs block, early years block and central block
 - There had been difficulties in the past funding the high needs block and the deficit which had resulted. Children's Services had worked with the Department for Education since spring 2022 and the first local inclusion strategy had been developed, working with them, to reduce the deficit over 6 years.
 - The schools' block followed the national funding formula, which had changed this year.
 - The council was waiting for the minister to agree the decision to go forward with the first local inclusion, and on that basis the Schools' Forum had supported this.
 - The Cabinet Member for Children's Services moved the recommendations set out in the supplementary report.
- 11.2 The Cabinet Member for Finance welcomed the comments from the Cabinet Member for Children's Services and acknowledged the work of the children's services and finance team related to the Safety Valve project. He looked forward to the agreement from the Department of Education of the first local inclusion policy which would set up the council to sort out the anomaly in the accounts of the high needs block deficit and also looked forward to teams working with the Department for Education to conclude this successfully.
- 11.3 The Chairman felt that the Council needed confirmation that the Department for Education would move forward with the Safety Valve Project as they had previously confirmed.
- 11.4 Cabinet **RESOLVED** to agree:
1. the Dedicated Schools Grant funding including
 - a. the changes to the schools funding formula;
 - b. the changes to the early years funding entitlements formula;

- c. agreeing the high needs block budget, noting that it has been assessed to meet our statutory duties and it adds to the DSG cumulative deficit in line with the Safety Valve plan submitted to the Secretary of State for Education for approval;
2. to delegate decision making powers to the Executive Director of Children's Services, in conjunction with the Lead Member for Children's Services, to agree the final funding cap, or allocation of additional funds, once the final DSG calculations of individual school allocations are known and in line with the principles of Cabinet's decision.

11.5 **Evidence and Reasons for Decision**

Please see section 4 of the report

11.6 **Alternative Options**

Please see section 5 of the report

12. **Fee levels for adult social care providers 2023/24**

- 12.1.1 Cabinet received the report setting out the Council's legal duties under the Care Act 2014 to promote the effective and efficient operation of this market including its sustainability and maintaining adequate fee levels, setting out proposals for a fee uplift in 2023/24 and reporting the outcome of a Fair Cost of Care exercise.
- 12.1.2 The Executive Director for Adult Social Services reported to Cabinet that Norfolk County Council purchased most of their care from the private sector. This year the Council had been asked to include a Fair Cost of Care in its determinations to establish what the median rate was in the market. This process had been deferred for 2 years, with a requirement that the Council published a sustainability plan in February 2023. The Council had a strong quality improvement plan, co-produced with providers and subject to a separate report previously brought to Cabinet.
- 12.1.3 The Cabinet Member for Adult Social Care, Public Health and Prevention introduced the report to Cabinet:
 - This report recommended an increase on the Council's spend to care providers of £30m, which was an immense extra investment in the care market at a time when budgets were being squeezed. This was one of the largest increases ever proposed, alongside some of the highest levels of inflation seen.
 - Norfolk County Council invested more than £344m per year purchasing external care from private care providers and had a duty to promote the operation of the market, including sustainability and maintaining adequate fee levels. The proposals in this report would allow the council to meet its policy of driving quality.
 - It was good news that the council could invest in increasing the level of pay workers as this had not been traditionally an area of high pay
 - The proposals in the report would seek to balance the requirement of meeting the duties of the Care Act and balancing the budget.
 - The level of investment would be reached by using the new funding announced in the autumn statement and the ability to raise the social

care precept, however £28m efficiency savings would still be required in the budget.

- The Council continued to have active dialogue with care providers and care associations and had consulted with providers on the proposals.
- Fee levels had to meet market level and meet long term supply; shortage in care supply was a critical national issue. The proposal offered higher uplifts for areas where demand outstripped supply.
- The cost of care exercise was carried out in 2021-22 and an extra £2.9m per year was invested. In 2023-24 the Government had delayed the policy changes including to section 18 of the Care Act. The Council was therefore moving towards a Fair Cost of Care within the Government's timescales and committed to have it in place in this time.
- The stability of the care market was actively monitored.

12.2 The Chairman noted that the report demonstrated the Council's investment in the care market; the Council was in a cycle of change and the Government needed to do something to support this but was not moving forward as quickly as needed. Paragraph 1.6.5 of the report discussed the work being done to support the recruitment and retention of care providers.

12.3 The Vice-Chairman noted recommendation C which was very important as the Council needed to keep going to Government to ensure the right things were being achieved for the people of Norfolk. He felt Norfolk County Council could be proud that it went above and beyond for its people.

12.4 The Cabinet Member for Finance felt that the government needed a long-term strategy for Adult Social Care as well as in the main, as one-off grants made it difficult for local authorities to plan in the long term.

12.5 The Cabinet Member for Children's Services noted the difficulties that the sector experienced in recruitment and retention and hoped that increasing the percentages given to them would support them with this. He also noted that continuing to lobby the Government was important, something which Children's Services also continued to do.

12.6 Cabinet **RESOLVED** to

- a) Agree to award a £30m increase in fee levels, as described in detail in section 2 of this paper
- b) As part of the Government's Social Care Reform, commit 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
- c) Agree to continue to lobby the Government to make the case for sustainable fair funding for Norfolk

12.7 **Evidence and Reasons for Decision**

Please see section 4 of the report

12.8 **Alternative Options**

The option recommended within this report is affordable within the Council's budget planning approach and alternative options are not presented. However,

Members could choose to make different budget decisions as part of the County Council budget process.

13. Finance Monitoring Report 2022-23 P8: November 2022

13.1.1 Cabinet received the report giving a summary of the forecast financial 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.

13.1.2 The Cabinet Member for Finance introduced the report to Cabinet:

- The Cabinet Member for Finance was confident that the budget would be in balance by year-end however an overspend continued to be reported of just over £2m. At 0.5% of the net budget this was not significant, however all departments were helped by the way post Covid grant funding was used, as shown in table 4a of the report. In 2023-24 this would no longer be the case, however the impact from the pandemic continued to be significant.
- In Children's Services, despite use of departmental reserves set aside to deal with added pressures, ongoing and pandemic related, the department was set to overspend by £14.5m this year, 2022-23, on top of the £6.5m overspend from 2021-22. External social care costs continued to be at the root of this as places in residential care homes were fewer and more expensive and the pandemic had reduced the availability of foster carers. This was worsened by the rigid regulatory framework adding to the burden of providing placements.
- There had been a significant increase in home to school transport costs and a change in the direction to tribunals was urgently needed.
- Due to these issues, there was an overspend on social care placements of £13m and a further overspend of £6.7m from home to school transport bringing the amount paid by Norfolk residents to £50m per year. Most of this cost was due to the high cost of supporting children needing high-cost assistance to and from school. The implementation of the department's Safety Valve project and ongoing provision of additional Special Educational Needs and Disability (SEND) schools would hopefully reduce this.
- The creation of the Integrated Care Board in County Hall should help to find ways to mitigate costs in picking up work from services within their remits.
- The combined effect of pressures in Children's Services meant finding an additional £27m in the 2023-24 budget.
- Adult Social Care were forecasting a negative in-year position after using £4m departmental reserves, mostly due to continuing to manage backlogs which built up over the previous 18 months preparing for the, now delayed, social care reform. The Adult Social Care market in Norfolk and nationally saw increased costs, increased demand and complexity of need.
- Norfolk's population was set to increase by 56,000 over the next 10 years, with 78% of this in the over 65 age group. The average life expectancy for men was 80 years and 84 for women, with the number of years spent in good health expected to be 63. 25% of Norfolk's population was over 65 compared to 18.5% nationally and this was why a £30m uplift had been proposed to the external care sector, the largest ever seen. Cost of Care was likely to be an ongoing issue.

- Community and Environmental Services had been impacted by increased electricity prices, with an overspend of £1.5m seen in street lighting costs, offset by savings elsewhere. Cost pressures on the museum service from interrupted admissions during the Castle Keep project and an expected higher than budgeted for wage settlement in the Fire Service would mean £6.1m departmental reserves would be used in the current year, 2022-23.
- The implementation of the My Oracle HR system had seen some issues, but overall the roll out had gone well, ensuring users were paid quickly and effectively and giving £400,000 benefits realisation to go forward to future years as non-delivery of savings from 2022-23.
- Treasury management continued to report healthy budgets at £241m at the end of the year with additional borrowing of £50m. Borrowing rates were volatile after the September 2022 budget however the Council took advantage of a dip in rates and borrowed £10m at 3.56%.
- This year the capital programme was expected to be £304.9m, as referred to in tables 1 and 4 of the report. Of this, 60% was made up from external grants and contributions with £117.3 made up of prudential borrowing. Changes to this were shown in appendix 3 of the report.
- Appendix 4 of the report showed the winding up of Norfolk County Council Nurseries, established when the Council stepped in to provide childcare in Yarmouth following the failure of a provider. When this became viable, ownership was transferred to new providers and the business was no longer required. The Cabinet Member for Finance thanked officers for the swift and professional way this was carried out.
- The Cabinet Member for Finance thanked The Cabinet Member for Commercial Services and Asset Management and his team for their management of the property portfolio which meant that capital receipts totalled £54.6 in the current financial year, 22-23. The use of some of these receipts was shown in table 5b of the report.

- 13.2 The Cabinet Member for Children's Services reported that Children's Services were still experiencing issues from the covid pandemic and thanked the Council for helping Children's Services come to a balanced budget despite the overspend. the main factors impacting Children's Service were placement costs for children rising due to increased needs and the increased cost of home to school transport due to increased cost of fuel and wages. New Roads was returning more dividends than anticipated and supporting the budget. Paragraph 3.10 of the report showed the issues for Children's Services caused by delays in the court system; they were being engaged with to mitigate these issues which were increasing costs and affecting young people.
- 13.3 The Chairman noted that issues being faced by Norfolk County Council's Children's Services were seen across the country and it was important to work in conjunction with other local authorities to address them.
- 13.4 The Cabinet Member for Adult Social Care, Public Health and Prevention noted the overspend for Adult Social Services however that it was a small percentage on the overall Adult Social Services budget and congratulated the Executive Director and team for the progress made this year coming out of the covid 19 pandemic. The Cabinet Member for Adult Social Care, Public Health and Prevention thanked the Cabinet Member for Finance for drawing attention to the demographic of Norfolk. Norfolk had a large number of older people choosing to

live here which gave the Council specific set of issues to manage in coming years and was important to discuss with Government.

- 13.5 the Cabinet Member for Environment and Waste thanked The Cabinet Member for Finance and team for their work; he noted paragraph 2.28 of the report talking about waste volumes at recycling centres being volatile.
- 13.6 The Cabinet Member for Communities and Partnerships discussed the museum service which had benefited from external funding from people who wanted to support the service to buy new paintings and exhibits as well as external funding gained for the Castle Keep.
- 13.7 Cabinet **RESOLVED**
1. To recommend to full Council the addition of **£0.427m** to the capital programme to address capital funding requirements funded mostly from various external sources as set out in detail in capital Appendix 3, paragraph 4.1 of the report as follows:
 - £0.299m external funding raised for Museum Painting Exhibits and Acquisitions
 - £0.095m increase in the Castle Keep Gateway to Medieval England budget for monitoring and quality assurance mitigation works which was approved at the December 22 Cabinet meeting
 - £0.033m miscellaneous minor adjustments to project budgets
 2. To recommend to Full Council the addition of £2.511m to the capital programme for the MyOracle project in 2022-23 as set out in detail in Capital Appendix 3, paragraph 4.3 of the report.
 3. Subject to full Council approval of recommendation 1 and 2 to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary.
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions,

requirements arising from detailed design or minor changes in scope

- subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
4. To Approve the proposal to dissolve NCC Nurseries Limited as set out in Appendix 4 paragraph 5 of the report.
 5. To recognise the period 8 general fund revenue forecast of a £2.054m overspend (0.44% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services to deliver a balance budget by the year end.
 6. To recognise the period 8 forecast of 92% savings delivery in 2022-23, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
 7. To note the forecast General Balances at 31 March 2023 of **£24.340m**, assuming the Council will mitigate the overspends reported in P8 of the report.
 8. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

13.8 Evidence and Reasons for Decision

Three appendices are attached to this report giving details of the forecast revenue and capital financial outturn positions:

Appendix 1 of the report summarises the revenue outturn position, including:

- Forecast over and under spends
- Changes to the approved budget
- Reserves
- Savings

Appendix 2 of the report summarises the key working capital position, including:

- Treasury management
- Payment performance and debt recovery.

Appendix 3 of the report summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding
- Income from property sales and other capital receipts.

Appendix 4 of the report summarises the proposal to dissolve NCC Nurseries Limited.

Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 3 section 4 of the report.

13.9 **Alternative Options**

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 of the report.

14 **2023-24 Revenue Budget and Medium Term Financial Strategy 2023-27**

14.1.1 Cabinet received the report providing an overview of the Council's strategic and financial planning for 2023-24 to 2026-27 and setting out the detailed information to support Cabinet's Revenue Budget and council tax recommendations to the County Council, including the Executive Director of Finance and Commercial Services' (s151 Officer's) statutory assessment of the robustness of the overall budget.

14.1.2 The Cabinet Member for Finance introduced the report to Cabinet:

- At £60m, the scale of the budget gap identified in the Medium-Term Financial Strategy in February 2022 was one of the largest that the Council had to bridge and had done so while dealing with material cost pressures which had emerged since.
- A balanced budget proposal was set out for 2023-24 however this came with some costs including a necessity to increase council tax by the maximum allowable before going to referendum. This would raise £23.356m which would help to cover the increase in costs of £148m. Total savings of £59.704m were budgeted to pay for these.
- The balance of cost increases would largely be met by additional funding announced in the provisional settlement which was better than expected in the short term. This meant the Council would be spending more money next year than last year at £494m vs £464m on Norfolk's services.
- Since the budget in February 2022, there had been severe headwinds in the wider economy and public finances which increased costs to the Council. The 2022/23 pay award was around £8.1m more than originally budgeted; the Fire Service had yet to agree its settlement. This feeds through to an increased pay award assumption for 2023-24 of £6.8m. Pay awards added up to £14.9m and because many external contracts were linked to CPI and RPI the Council was budgeting for a further £7.4m inflationary pressures.
- There had been an overspend of £20m in Children's Services in the current year 2022-23, to add to the coming financial year base, 2023-24.
- There was significant impact from the rise in National Living Wage particularly for third party contracts adding an additional cost of £9.25m to Adult Social Care and an additional £30m had been provided to maintain this sector.
- In addition to the £20m additional revenue funding to Children's Services, an additional £5.5m would need to be provided in 2024 and the following five years as part of the Council's contribution to address the High Needs Block deficit. This alone was more than a 1% increase in council tax. The Dedicated Schools Grant deficits driven by high needs block pressures were a national issue. The increase in National Living Wage was putting

pressure on all care providers and inflationary and pay pressures were severe.

- The Government assumed that authorities would raise council tax by the maximum available while setting an effective cap via the referendum threshold. It was vital to ensure that pressures were dealt with properly, ensuring that measures were not one off or short term. New funding in the settlement should be seen in the context of material and ongoing pressures and the Council must continue to work hard to keep pace with increasing inflationary and demand pressures seen in service areas.
- This year's local authority settlement was for one year only and Government expected local authorities to raise local council tax income in line with the referendum threshold to address general inflationary pressures and specific social care costs. Additional income from this was included in funding increase figures quoted by Government. Of the total core spending power in the 2023-24 provisional settlement, 57% came from assumed council tax increase set at 4.99%.
- The Council consulted on £32m savings following Cabinet consideration in October 2022. The findings of this consultation are set out in appendix 5 of the report.
- Over the summer the council consulted on changes to the mobile library service and the outcome of this is shown in appendix 7 of the report. From the consultation the original proposal to reduce mobile libraries was curtailed.
- Following the development of further savings to deliver a balanced budget there would be further consultations detailed on page 230 of the report.
- A wide range of council tax options were consulted on; a balanced response was received on a 2.99% increase which was not an option to the council or its peer groups. The proposed increase of 4.99% was a below inflation increase.
- Page 253 of the report showed the net revenue budget summarised by department in table 4 of the report. 40% of savings would come from transforming the way services were delivered, either from the strategic review, internal transformation or Connecting Communities.
- Strategic review savings were included as part of departmental savings as this is how they would be realised however a summary of savings made as part of this review were shown on page 260, table 9 of the report. In some cases, staff consultation would be needed.
- Column 2 of table 4 of the report showed departmental increases in financial pressures before savings. In the 2023-24 budget it was proposed that additional Adult Social Care grant funding be recognised in full in the Adult Social Care budget resulting in a reduction in the department's net budget for 2023-24. This reflected a shift driven by Government funding policy decisions towards Adult Social Care being increasingly supported via specific funding rather than general council tax.
- The purpose of the net budget was to show residents what the Council spent their taxes on; the gross budget of over £1.6bn next year, 2023-24, would show the whole picture of what the council spends including a large increase in what is available for Adult Social Care. The funding received for Adult Social Care was significant however was one off making the medium-term look concerning.
- Adult Social Services' strategy Promoting Independence: Living Well and Changing Lives represented the second phase of the strategy and had 8 core ambitions set out in paragraph 8.2 of the report. These were critical

to delivering adult social care in a sustainable way which offered value for money, was progressive and put prevention first. The financial strategy built on the continued development of promoting independence and focussed on areas of change.

- Additional funding of Children's Services meant that the department had increased significantly as a percentage of the net budget. The exponential increase to home to school transport costs, social care placements and support costs meant a significant increase had been built into the cost base. Despite evidence from the Association of Directors of Children's Services showing the need for primary legislation in a number of areas it was likely that the department will need to continue to follow what has been demonstrated already in Adults Social Services, rather than rely on significant changes in policy.
- Community and Environmental services covered a huge range of services, and the list of additional costs and savings were diverse. These impacted on and were used by most residents, visitors and businesses to the County. Through this department the council focussed on Norfolk as a place, its heritage, environment and infrastructure. Norfolk's economic recovery was being supported with the delivery of the Norfolk and Suffolk Renewal Plan and development of the Norfolk Investment Framework.
- The Council was supporting community recovery and development through the Social Infrastructure Fund and Community Renewal Fund and providing digital and physical infrastructure individuals and businesses in Norfolk need to thrive, including the best possible Broadband infrastructure that could be secured. The Council was working to reduce its impact on the environment and deliver the plan supporting the Council's Environmental Policy, including the new Electric Vehicle Strategy. The ability to make these investment decisions, both reactively to help cope with the pandemic and proactively to overcome its aftermath, had not come out of nowhere: a sustained and transformative programme had been set out by this Administration in our plan "Better Together for Norfolk", providing a clear roadmap to deliver on our priorities: a vibrant and sustainable economy; better opportunities for children and young people; healthy, fulfilling and independent lives; a greener more resilient future. Through improving educational outcomes, growing the skills our key sectors need, helping to create good quality jobs, and putting in place affordable housing and the appropriate infrastructure the life-chances of our residents can be improved, and the economy can be strengthened.
- Delivering services whilst dealing with a period of profound, complex demographic and societal challenges required forensic attention to financial detail. The Cabinet Member for Finance supported the work done by the Business Transformation and Smarter Working team who would be at the heart of the drive to reshape the organisation during the next phase of the Strategic Review, using lessons learned to de-silo the organisation wherever possible. Delivering change in an organisation as large and as complex as Norfolk County Council would be difficult, and it would be essential to work with service users, residents, staff and our partners.
- Budget Planning started with a forecast £60 million hole and officers then had to deal with an additional £20 million of economic and inflationary costs, nearly £15 million further legislative requirements, and £30 million additional policy-derived costs, such as additional funding for Children's services. Set against this the savings necessary had been made, helped,

in part, by a better specific, one-off Government settlement and requiring a 4.99% increase in Council tax.

- The Cabinet Member for Finance believed that in February a robust budget could be presented to Full Council which gave the Council time to prepare for a potentially different Local Authority landscape in the medium term. The administration had a clear vision: a Budget Based on the Future, to enable the Council to step up to the central role asked of us by Government: it is the County that will be delivering levelling up; the County that will continue to deliver social care; the County that the Government is looking towards to deliver on devolution.
- The aim of the Medium Term Financial Strategy was to show a balanced position over a four year period. At present further savings or additional revenue funding need to be identified.
- A balanced budget for 2023-24 was proposed, but gaps remained in subsequent years, for an overall deficit in the Medium Term Financial Strategy of £124.127m.
- The make up of the medium term deficit was different this year, with a higher gap forecast in 2025/26/27 as the front end loading effects of this years' Government support to Adult services, and to a lesser extent the following year, came to an end. It was possible that a long term settlement may be in place by then but there was uncertainty about the timing and implications of reform of local government funding.
- Compared to next year, that faced for 2023/24 at £45 million remained a daunting task, particularly if long term funding commitments remained beyond the Government's power to deliver. A £10 million saving from Phase 2 of the Strategic Review had not been included; ongoing reform in the coming financial year was anticipated as the cultural shift in the review continued to take shape. A considerable proportion of the Council's services continued to be delivered externally through partners, private sector contracts and wholly owned subsidiaries, including Norse. These arrangements were a key driver of the Council's cost pressures and many costs were linked to CPI, RPI etc. Demographics ensured demand for services continued to rise so Phase 2 of the Strategic Review would look for savings by focussing on better end to end procurement policies, more challenge on re-procurement, better use of technology and looking at which services we should be contracting for at all.
- Longer term certainty was key to enabling robust decision-making and overall financial stability of local authorities. The Local Government financial settlements remain wedded to providing for one year only. Increasingly, the government had provided a larger proportion of funding through one-off specific grants, which made long term planning more difficult. Cabinet would continue to advocate strongly for Norfolk, press Government for our fair share of local authority funding and bring forward long overdue reforms to press for a devolution settlement which would set us on a road to fix local authority funding in the long term.
- This is budget which supports communities through increased investment in services, recognising the cost of living crunch and starts to make the council fit for the future, as a champion for the county.

14.2 The Cabinet Member for Children's Services noted that a £43.5m increase was proposed for the Children's Services budget. There had been investment in SEND schools as there was an aim to improve outcomes for children with SEND and where possible to enable them to attend schools closer to their homes and

progress alongside children of a similar age in their area. Early Intervention would continue with an aim for fewer Education Health and Care Plans and to increase the confidence of parents in the system. The Eastern Region Association of Directors of Children's Services published a paper on sufficiency which identified issues and solutions that were needed to continue to lobby Government about. The number of children in care was stable however the costs continued to increase. The New Roads initiative was proving to be more successful than first thought.

- 14.3 The Cabinet Member for Growing the Economy hoped that the remainder of the business rates pool would be retained for business development. The Chairman noted that current figures had been used in the way they were intended but stated that future money from the business pool must be used for economic development or the County would lose out on the potential to grow the economy.
- 14.4 The Cabinet Member for Adult Social Care, Public Health and Prevention was happy to endorse this budget. He was unhappy with some comments from opposition councillors about the budget, pointing out that the budget proposed to do more with increased investment in departments. The Cabinet Member for Adult Social Care, Public Health and Prevention was pleased to support an increase in the gross budget for Adult Social Care and noted that Children's Services was receiving a substantial increase in spend in the coming year as well.
- 14.5 The Cabinet Member for Communities and Partnerships referred to recommendation 2. The Council had listened to what people said about the continued use of mobile libraries; it had not been possible to find the savings required in this area as there was still a need for this service in parts of the County however £107,000 of savings were being made and routes were being reviewed and removing stocks that were no longer needed and moving routes to be no closer than 1.5 miles from branch libraries except for where there were significant geographical libraries. Libraries provided by the voluntary service were being publicised for people to access if they could not access branch or mobile libraries, and one-off targeted services would be provided at sites such as care homes and traveller sites. The equality impact assessment 2022-26 referenced in recommendation 3 had been updated and taken to Select Committee and would be brought to Cabinet in March 2023 to ensure the Council was meeting its legal requirements.
- 14.6 The Chairman noted that there was work to do to manage inflation and demand. The net budget had increased despite the savings which were needed to reach a balanced budget. The Chairman referred to page 379 of the report which stated that "Core spending power risks painting an unrealistic picture of how well a council might be faring. For example, Norfolk's indicative core spending power has risen from £606.3m in 2015-16 to £857.1m in 2023-24, an increase of £250.8m, however the vast majority of this increase has been delivered through increased council tax, effectively transferring the burden to local council tax payers. During this time the council has also had to plan to make substantial savings to meet wider cost pressures and reductions in funding and enable the setting of a balanced budget." The strategic review had raised £17m savings so far through efficiencies and would be important to deliver change. The Chairman moved the recommendations set out in the report with the following amendments: Recommendation 6g spoke about bringing back a report to

Cabinet on the Strategic Review. The Chairman noted that a report would in fact be brought back to Cabinet in March 2023 and recommendation 6g would be updated to reflect this. Recommendation 5 would be updated to include that that “future Business Rates Pool money should be allocated to economic development”.

- 14.7 The Vice-Chairman noted the discussion around devolution on page 239 of the report and the benefits that having a deal would have for unlocking housing, employment sites, investing in skills, adult education, transport and raising influence nationally and regionally to help shape future policy and funding decisions, among others.

14.8 Cabinet **RESOLVED:**

- 1) To consider the statements regarding the uncertain planning environment, robustness of budget estimates, assumptions and risks relating to the 2023-24 budget, and authorise the Executive Director of Finance and Commercial Services, in consultation with the Leader of the Council and the Cabinet Member for Finance, to make any changes required to reflect Final Local Government Finance Settlement information (if available), or changes in council tax and business rates forecasts from District Councils, in order to maintain a balanced budget position for presentation to Full Council. In recognition of the budget gap forecast for 2024-25, and to enable a final balanced Budget position to be recommended to County Council, Cabinet agreed the following principles:
 - a) that any additional resources which become available should be used to delay the use of one-off funding from reserves from 2023-24 to 2024-25, or
 - b) that any income shortfall should be addressed from the Corporate Business Risk Reserve (to the extent possible). Where the Corporate Business Risk Reserve is insufficient, to note that the ultimate source of funding to balance the Budget will be the General Fund.
- 2) To review the findings of public consultation as set out in Section 13 of Appendix 1 of the report, in full in Appendix 5 of the report, and in Appendix 7 of the report in relation to Mobile Libraries, and consider these when recommending the budget changes required to deliver a balanced budget as set out in Appendix 1.
- 3) To consider and comment on the findings of equality impact assessments, as set out in Appendix 6 to this report (also Appendix 7 of the report in relation to Mobile Libraries), and in doing so, note the Council's duty under the Equality Act 2010 to have due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
 - Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 4) To note that the Council has responded to the consultation undertaken on the Provisional Local Government Settlement for 2023-24 as detailed in Section 3 of Appendix 1 of the report.
- 5) To note that the Council will continue to operate a Business Rates Pool for 2023-24 in partnership with Norfolk District Councils on the same terms as the existing 2022-23 Pool and as set out in Section 6 of Appendix 1 of the report, and approve the use of 2022-23 Pool funds as set out and that future Business Rates Pool money should be allocated to economic development.
- 6) To agree to recommend to County Council:
 - a) The level of risk and budget assumptions set out in the Robustness of Estimates report (Appendix 4 of the report), which underpin the revenue and capital budget decisions and planning for 2023-27.
 - b) The general principle of seeking to increase general fund balances as part of closing the 2022-23 accounts and that in 2023-24 any further additional resources which become available during the year should be added to the general fund balance wherever possible.
 - c) The findings of public consultation (Appendix 5 of the report), which should be considered when agreeing the 2023-24 Budget (Appendix 1 of the report).
 - d) To note the advice of the Executive Director of Finance and Commercial Services (Section 151 Officer), in Section 5 of Appendix 1 of the report, on the financial impact of an increase in council tax and the sustainability of the Council's medium term position.
 - e) That the Council's 2023-24 Budget will include a general council tax increase of 2.99% and a 2.00% increase in the Adult Social Care precept, an overall increase of 4.99% (shown in Section 5 of Appendix 1 of the report), as recommended by the Executive Director of Finance and Commercial Services, and resulting in an increased overall County Council Net Revenue Budget of £493.707m for 2023-24, including budget increases of £169.523m and budget decreases of -£139.939m as set out in Table 15 of Appendix 1 of the report, and the actions required to deliver the proposed savings, subject to any changes required in line with recommendation 1 above to enable a balanced budget to be proposed. This would result in a budget gap of £45.920m to be addressed for 2024-25, and £124.127m over the life of the Medium Term Financial Strategy.
 - f) The budget proposals set out for 2024-25 to 2026-27, including authorising Executive Directors to take the action required to deliver budget savings for 2024-25 to 2026-27 as appropriate.
 - g) With regard to the future years, that further plans, including phase two of the Strategic Review, to meet the remaining budget shortfalls in the period 2024-25 to 2026-27 are developed and brought back to Cabinet during 2023-24 in line with the proposed timetable and that a report on the next steps of the Strategic Review will be brought to the March Cabinet meeting.
 - h) Noting Government's assumptions that local authorities will raise the maximum council tax available to them, and that the final level of council tax for future years is subject to Member decisions annually (informed by any referendum principles defined by the Government), to confirm, or otherwise, the assumptions set out in the Medium Term Financial

Strategy (MTFS Table 2 in Appendix 2 of the report) that the Council's budget planning for 2024-25 will include for planning purposes:

- i) general council tax increases of 2.99% (1.99% from 2025-26);
 - ii) Adult Social Care precept increases of 2.00%(1.00% 2025-26 and 0.00% 2026-27); and
 - iii) that if the referendum threshold were increased in the period 2024-25 to 2026-27 to above 2.99%, or any further discretion were offered to increase the Adult Social Care precept (or similar), the Section 151 Officer would recommend the Council take full advantage of any flexibility in view of the overall financial position.
- i) That the Executive Director of Finance and Commercial Services be authorised to transfer from the County Fund to the Salaries and General Accounts all sums necessary in respect of revenue and capital expenditure provided in the 2023-24 Budget, to make payments, to raise and repay loans, and to invest funds.
 - j) To agree the Medium Term Financial Strategy 2023-27 as set out in Appendix 2 of the report, including the two policy objectives to be achieved:
 - i) Revenue: To identify further funding or savings for 2024-25 to 2026-27 to produce a balanced budget in all years 2023-27 in accordance with the timetable set out in the Revenue Budget report (Section 4 of Appendix 1 of the report).
 - ii) Capital: To continue to provide a framework for identifying and prioritising capital requirements and proposals to ensure that all capital investment is targeted at meeting the Council's priorities.
 - k) The mitigating actions proposed in the equality impact assessments (Appendix 6 of the report).
 - l) Note the planned reduction in non-schools earmarked and general reserves of 48.94% over five years, from £182.994m (March 2022) to £93.441m (March 2027) (Section 6 of Appendix 3 of the report);
 - m) Note the policy on reserves and provisions in Section 3 of Appendix 3 of the report;
 - n) Agree, based on current planning assumptions and risk forecasts set out in Section 5 of Appendix 3 of the report:
 - i) for 2023-24, a minimum level of general balances of £25.340m, and
 - ii) a forecast minimum level for planning purposes of
 - 2024-25, £26.590m;
 - 2025-26, £27.840m; and
 - 2026-27, £29.090m.

as part of the consideration of the budget plans for 2023-27 and supporting these budget recommendations;

- o) Agree the use of non-school Earmarked Reserves, as set out in Section 6 of Appendix 3 of the report.

14.9 Evidence and Reasons for Decision

Please see section 4 of the report

14.10 **Alternative Options**

Please see section 5 of the report

15. **Capital Strategy and Programme 2023-24**

15.1.1 Cabinet received the report setting out the proposed capital strategy and programme and including information on the funding available to support that programme.

15.1.2 The Cabinet Member for Finance introduced the report to Cabinet:

- The Council was required to set a capital programme prior to the beginning of each financial year and commit the revenue and capital resources to deliver the programme.
- The capital programme focussed on delivery of the core objectives set out in Better Together for Norfolk. Growth in the economy was seen to be synonymous with caring for communities and the most vulnerable in them.
- The strategy was to make a difference to the county's economic infrastructure educational infrastructure, nurturing its environment and cultural infrastructure. The programme continued the work set out during and after the pandemic to regenerate the economy and focus on better health outcomes for Norfolk's residents. By improving educational outcomes, growing the skills key sectors need, helping create good quality jobs, and putting in place the appropriate infrastructure to attract those jobs this would improve life chances of residents and strengthen the economy.
- The administration had delivered on its manifesto pledges by
 - Investing in libraries through maintaining the 47 libraries around the County and spending £7.5m in developing many of them into Community hubs. £2m had been committed to assist major urban regeneration projects in Great Yarmouth and Kings Lynn to provide Multi use community hubs, as well as rebuilding or refurbishing libraries in Hunstanton, Sprowston to add recently completed work in Gorleston, Wymondham, Dereham and Attleborough.
 - Investing in Museums including £8.1m on the internationally significant Castle Keep project and £1.5m on Norfolk's cultural and heritage facilities
 - Investing in the commitment to carbon neutrality by 2030.
 - Investing £51m in Housing with Care schemes and villages across the County together with Norsecare, continuing to offer the highest quality care to our most vulnerable residents.
 - Investing in new technology by adding £42 million to the roll out of faster broadband, enabling Government and private sector contributions of £64m on superfast broadband and £114m on Project Gigabit.
 - Rolling out a fibre network, in towns the City, and across rural Norfolk.
 - Investing in technology to allow those who want to remain in their own homes for longer to do so by offering support, connectivity and safety in the home.

- Investing £28m in new SEND schools, main stream schools and Special Resource Bases in the coming financial year, 2023-24, to banish the attainment gap between Norfolk's young people and the Country overall.
 - Investing in physical infrastructure so people can get to work and home quickly and cheaply and so businesses can get goods out of the County and investment in. Roads such as the Norwich Western Link, Great Yarmouth Third River Crossing and Long Stratton bypass, key industries and economic development were key to ensuring growth.
- The county deal was significant, with £600m in new investment in infrastructure projects, environmental projects, coastal defence and economic development. It would help the Council target funding and resources on local priorities, unlock housing and employment sites, invest directly in the skills we need, control the transport priorities we need, ensure we continue to benefit from the shared prosperity fund and make more direct and strategic economic plans for Norfolk. The Deal for Norfolk would allow the Council to start to invest directly in locally controlled issues that are currently decided in Whitehall.
- The devolution deal would add to a range of capital funding successes that the administration had brought to Norfolk: the latest tranche of Levelling Up funds saw two successful bids from Great Yarmouth and Kings Lynn. These £20m and £24m deals add to the collaborative investments we have seen including the £65.4m Town Fund, Future High street Fund and Community Renewal fund, the getting Building fund, Growth deal and Growing Places Fund, enterprise zones, as well as Transforming Cities fund, Active Travel Fund and £49.5m Bus Back better fund.
- £35m in new schemes were set out in the summary and detailed on page 779 of the report. The new schemes to be added to the 2023-27 programme totalled £35.056m and included County Farms refurbishment and carbon reduction schemes (£9.4m), rolling Technology Improvement programme (£8.2m), Scottow Enterprise Park refurbishment (£8.6m), Estate Buildings Decarbonisation initiatives (£4m), highways improvements (£2.5m), Fire and Rescue services equipment and site improvements (£1.2m), expansion of waste recycling sites and services (£0.51m), 1 Million Trees for Norfolk (£0.5m)
- Nearly half this sum was a continued response to the Council's commitment to achieve net zero in Norfolk in 2030. This would join the £337.4m already committed for the coming financial year of:
 - Childrens Services continued development of SEND schools and a robust programme of upgrading mainstream schools or building new ones
 - Adults Social Care continued Housing with care programme which would provide new care villages in Norfolk,
 - developing and maintaining the transport network: £412m on maintenance, and £49m on projects such as Long Stratton bypass, Norwich Western Link and other vitally needed road improvements.
- It was important for local members to work with local communities to improve their area, so the Local Members Fund was proposed to be increased by £1000, to £11,000 per year. This was eligible to be used on environments schemes as well as road and footpath schemes. Together with the 1,000,000 trees for Norfolk, the funds put aside to develop the 42

mile Jubilee trail network, the additional £2.4m contributed by ourselves and Defra to enhance our over 1200 mile Norfolk Trail network.

- In addition to the Quarterly Treasury Management Panel, the Capital Programme Review Board reviewed the capital requirements of spending departments to ensure schemes were prioritised and reviewed. The Capital Review Board undertook a detailed review of the 2022-23 capital forecast of existing projects in September 2022 across services with relevant officers. This review identified £155.845m slippage in the 2022-23 capital plan which had been transferred to future years, leaving £280.438m planned expenditure for 2022-23 and £916.781m for future years. However, a further £27m was expected to be reprofiled meaning the out-turn for 2022/23 would be lower. Capital spending plans would be under continued review.
- The Revenue Budget would provide the Council with the resources to build on Children's Services in the wake of the excellent Ofsted report, to develop the transformation programme that was delivering better outcomes for less money to our elderly and to continue to enhance a range of services through our Communities and Environmental Services teams, this Capital Programme will underpin the firm long term commitment to put in place the infrastructure necessary to enable Departments to deliver their services.

- 15.2 The Vice-Chairman discussed page 781 of the report concerning highways funding. The Government had approved a £26.2 million contribution to the A140 Long Stratton Bypass, subject to Full Business Case, and was considering business case proposals for the Norwich Western Link and the A10 West Winch Housing Access Road. Norfolk would receive a proportion of the Government's £450 million local electric vehicle infrastructure scheme for local authorities to support local electric vehicle infrastructure delivery. Norfolk's Bus Service Improvement Plan had received £49.5 million funding from central Government and £3.2 million to purchase 14 electric buses as part of the Zero Emission Bus Regional Areas (ZEBRA) funding. In May 2020, Government announced funding allocations for the active travel fund which would support the Council to develop cycling and walking facilities. Pollution levels in Norwich were now reducing and the introduction of electric buses would support this further.
- 15.3 The Cabinet Member for Environment and Waste noted that the council had been successful in a grant for improving Dereham flood risks which would benefit residents and a £657k grant to improve sustainable tourism.
- 15.4 The Cabinet Member for Children's Services discussed that there would be a £3m expansion programme for children's homes to meet demand and mitigate costs in this area.
- 15.5 The Cabinet Member for Adult Social Care, Public Health and Prevention welcomed the announcement of 14 new efficient double decker buses. He noted that the size of the capital programme showed the ambition of the council and therefore supported the report.
- 15.6 Cabinet **RESOLVED:**

1. To agree the Capital Strategy at Appendix A of the report as a framework for the prioritisation and continued development of the Council's capital programme;
2. To agree the proposed 2023-27+ capital programme of £956.971m, subject to additional amounts for schemes yet to be re-profiled from 2022-23;
3. To refer the programme to the County Council for approval, including the new and extended capital schemes outlined in Appendix D of the report;
4. To recommend to County Council the Council's Flexible Use of Capital Receipts Strategy for 2023-24 as set out in Section 5 of the report;
5. To note known grant settlements as summarised in Section 3 of the report and agree that future capital grants will be added to the programme when confirmed;
6. To note the forecast of estimated capital receipts to be generated to achieve the target of £18m, subject to market conditions, over the next three years to support schemes not funded from other sources, as set out in Table 5 of the report.

15.7 **Evidence and Reasons for Decision**

The attached Annex summarises the development of the proposed capital programme, including proposed new schemes, and a summary of forecast capital receipts.

15.8 **Alternative Options**

The papers appended to this report represent the culmination of the process to develop capital schemes to be recommended to Full Council which will improve services, promote efficiencies, and address deficiencies. However, at this stage it remains the case that new capital proposals have not been agreed and could be removed from the proposed capital programme.

16. **Annual Investment and Treasury Strategy 2023-24**

- 16.1.1 Cabinet received the report presenting the Council's borrowing and investment strategies for 2023-24 providing the framework for managing the capital borrowing requirement within prudential and financially sustainable limits
- 16.1.2 The Cabinet Member for Finance introduced the report to Cabinet
 - Council was required to operate a balanced budget meaning that what was raised was what could be spent. The treasury function helped this by monitoring cashflow to ensure it was available when needed and that surplus money was invested. The treasury also helped facilitate funding of planned capital investment borrowing needs and that the Council could meet repayment obligations over the long term
 - Treasury indicators showed that external debt fell within the prudential indicators that the Council was set.
 - Borrowing rates would increase in 2023-24. The cost of borrowing would impact on how capital programmes were viewed moving forward which is why the prioritisation model was important in treasury management.
 - Three treasury reports were brought to Cabinet each year and this report was the most important. It was forward looking and covered future capital and investment plans together with prudential indicators to ensure that the Council was not over-borrowing.

- The capital expenditure forecast was a key driver of borrowing activity and checks were in place to monitor them shown in appendices 1-5 of the report.
- The minimum revenue provision policy was the minimum amount to provide to ensure the Council could pay its debts and that external debt position was maintained below the total capital finance requirement or CFR. CFR drives borrowing need.
- A rigorous approach to departments' capital requirements had initiated the concept of slippage and redeployment into the capital expenditure requirements. Redeployment of budgets which no longer merit the cost of borrowing had allowed the Council to minimise uplift in budgets requested for new schemes to £35m in 23-24. Slippage occurred when departmental capital spend was delayed compared to planned expenditure. Early identification of slippage and "redeployment" of budgets allowed improved management of the capital programme and stricter control over new borrowing.
- The external debt until 2025-26 was set out on page B55 of the supplementary report. By the end of March the gross debt was estimated to be £1.29bn.
- Treasury management ensures that the Council operates in prudential boundaries, shown within the report. The main ones specify an operational boundary which ensures the external debt is lower than CFR which represents and a statutory controlled limit.
- A third benchmark had also been added, the liability benchmark.
- The Council was well within the prudential boundaries however smoothing of the capital programme would increase headroom along with a robust programme to realise capital receipts.
- Borrowing projections were summarised on page B60 of the supplementary report. The Council was maintaining an under-borrowed position at that time, with the borrowing need not fully funded with debt. This was because it was believed rates would fall and cash balances were being used as a temporary measure.
- So far £10m had been borrowed in the current financial year and an additional £40m may be borrowed before the end of March 2023.
- The investment strategy was bounded by tight criteria defining investment types as set out in appendices 6-9 of the report. Greater scrutiny was needed to ensure value for money in investment decision making.
- Investments in commercial activity were non-treasury activity and not included in this report as they were classified as capital expenditure and monitored regularly.

16.2 Cabinet **RESOLVED** to endorse and recommend to County Council the Annual Investment and Treasury Strategy for 2023-24 as set out in Annex 1 of the report, including:

- The Capital Prudential Indicators included in the body of the report
- The Minimum Revenue Provision Statement 2023-24 in Appendix 1 of the report
- The list of approved counterparties at Appendix 4 of the report
- The Treasury Management Prudential Indicators detailed in Appendix 5 of the report

For inclusion within the policy framework

16.3 **Evidence and Reasons for Decision**

The primary objectives of the Council's Investment and Treasury Strategy are to safeguard the timely repayment of principal and interest, whilst ensuring adequate liquidity for cashflow and the generation of investment yield. A flexible approach to borrowing for capital purposes will be maintained both in terms of timing, and in terms of possible sources of borrowing including the Public Work Loans Board (PWLB) and the UK Municipal Bonds Agency (UKMBA). This strategy is prudent while investment returns are low and the investment environment remains challenging.

The Investment and Treasury Strategy summarises:

- The Council's capital plans (including prudential indicators);
- A Minimum Revenue Provision (MRP) policy (how residual capital expenditure is charged to revenue over time);
- The Treasury Management Strategy (how the investments and borrowings are organised) including treasury indicators; and
- An Investment Strategy (including parameters on how investments are to be managed).

16.4 **Alternative Options**

In order to achieve sound treasury management in accordance with the statutory and other guidance, no viable alternative options have been identified to the recommendation in this report.

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

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

The meeting ended at 12:31

Chairman of Cabinet

Cabinet
30 January 2023
Public & Local Member Questions

	Public Question Time
6.1	<p>Question from Daniel Douglas Many local people are concerned about the continuation of Bus Service 30 which is a Norfolk County Council tendered service. What is the date of termination of the current contract?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport There are currently no plans to change or withdraw this bus service. This has been confirmed through discussions with the bus operator.</p> <p>Supplementary question from Daniel Douglas Can the cabinet member confirm the continuation of the service in the current form during 2023?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport At present, Norfolk County Council and First Bus plan to run the service in its current form through 2023.</p>
6.2	<p>Question from Megan Durrant of NorCa What parts of the proposal will take into account provider feedback from the fair cost of care and the fee uplift consultation that NorCA carried out in regards to the whole of the care market?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. I would also like to thank NorCA for its' role in collating views from across the care market within its response to the consultation. It is recognised that whilst this is only one response it represents wider feedback from the sector. As you will be aware engagement has been ongoing in relation to prices and market sustainability. The Council gathered evidence through wider engagement with providers and NorCA ahead of the proposal, as well as through the more formal consultation on the proposed fee increase. This has enabled the views to be part of the ongoing budget planning process and has supported increased funding within the prioritisation process for the County Council budget at a time of significant financial constraints.</p> <p>The Council is recommending the maximum increase in Council Tax to fund the increased demand in social care and has also made commitment towards this level of increase for 2024-25. This includes the maximum level of increase of the Adult Social Care Precept and demonstrates the Council's commitment to doing all it can to fund adult social care. This has enabled an additional £30m to be directed to the adult social care market through the recommended fee increase.</p> <p>The full consultation responses were considered in advance of the final paper being submitted and helped shape the actions and recommendations included in the paper. In particular the commitment to move towards paying the median cost of care within Government's timescales and within the Government funding afforded to the Council for this purpose and to this end to continue to lobby the Government to make the cases for sustainable fair funding for Norfolk. As part of lobbying it also</p>

provides us with the opportunity to help raise the issues presented by providers including in relation to rising inflation and in particular energy, insurance and agency costs.

The fee uplift consultation related to the annual increase in fees. It is recognised that this year this process has been alongside the cost of care work that was part of the now delayed Social Care Reform. This particular work focused on older people residential and nursing and 18+ home support only – as prescribed by the government. The work has provided a tremendous insight into the costs and range of business models within the sector and this will steer our planning for reform, our medium term financial planning and indeed lobbying Government in relation to the funding needed to reach median costs of care. The results of that work have been published in full and provide insight into some of the more pressing issues for the sector – we have set out in the paper that we intend to review the standard residential care category and we would also like to explore how we can help influence change in wider issues, such as the spiralling cost of agency staff.

The NorCA feedback also highlighted that the cost of care exercises completed this year did not cover all parts of the social care sector and therefore the report did not include the same level of detail. As set out in the paper, these have been two distinct exercises and not all areas were part of the scope of the social care reform work. We are in the process of planning how to work alongside the WAA market (NorCA know this and are part of the planning), to review finances, outcomes for people, and quality and consider our commissioning approach to secure the sustainability of a high quality WAA sector. For supported living services, providers included on the framework submitted their costs and as per WAA, the cost elements identified by providers have been uplifted annually. All day service providers set their own rates, as the services are all so different. Day service providers who have responded to the consultation have mainly flagged concerns over the level of referrals and not concerns about the proposed uplift.

Cabinet
30 January 2023
Local Member Questions

Cabinet
30 January 2023

	Local Member Issues/Questions
7.1	<p>Question from Cllr Alexandra Kemp CQC Inspectors recently rated four Norfolk Care Homes inadequate, that provide services for people with Learning Disabilities and Autism. Care Homes in Norfolk are quality assured by NCC.</p> <p>The CQC Inspectors found people's independence was not supported, their lives were restricted and in two of the care homes, residents were not safe but at risk of avoidable harm.</p> <p>What is NCC doing to ensure the voices of service users in every Care Home are listened to, to help improve services, and make them safe, meaningful, transformative and empowering and to reduce the risk of inpatient care in treatment and assessment Centres.</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. I would like to take issue with your statement which is not correct; the CQC inspect and rate Care Providers which are independent businesses with many self funding residents. Norfolk County Council has a role in assuring that the care of the people that it pays for is up to the required standard. The Council acts on the findings of the CQC but can also support regulated Care Providers that the Council commissions services with and will prioritise visits where concerns are raised – for example via safeguarding routes. Where services are not compliant officers will offer to work with Care Providers to support improvement action plans and will seek assurances around progress. The Council also shares any concerns it may have with the CQC. The oversight and collaboration across both organisations increases the level of assurance where concerns are raised. Normally, this enables Care Providers to turnaround quality and implement the necessary improvements.</p> <p>It is a requirement for independent Care Providers to have effective ways for people to provide feedback and officers have recently held an engagement event on this topic, which highlighted some of the excellent practice in place within the sector. This could be improved more widely and there is an ambition to maximise the wider routes for supporting feedback. The Council is supporting the ICS Social Care Quality Improvement Programme, which is taking a collaborative approach to addressing the wider factors that can support good quality care provision. One of the workstreams within this programme is focused on improving feedback from individuals, their families and carers. This work, which will be supported across the programme, is being led by Healthwatch Norfolk and is addressing how to increase feedback and its effective use.</p>

7.2	<p>Question from Cllr Brian Watkins Following the ‘in principle’ approval of the County Deal for Norfolk at the Council EGM on Tuesday 17th January, how does the Leader intend to engage more positively with Norfolk’s district councils to ensure that their views and concerns are properly taken on board as the process moves forward?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy We remain committed to our partnership with District councils, to identify priorities and make a success of devolution. In implementing the County Deal we will continue to build on our partnerships arrangements through the Public Sector Leaders’ Board, the Norfolk Investment Framework Steering Group, Development Corporations with planning authorities to drive development and other such initiatives. We see this as a County Deal for Norfolk, and we will work with any willing partner in Norfolk – and beyond – to make our county better.</p> <p>Second Question from Cllr Brian Watkins Could the Leader provide an update on progress with the Council’s strategic review and whether he is confident that it will deliver the promised £16 million of savings in the 2023/24 year that have been suggested?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy The budget paper elsewhere on the agenda indicates savings of £17.063m linked to the strategic review. The means of delivering the savings include pay savings as well as non-pay efficiencies. We will soon be commencing the formal HR consultation for workforce changes. In addition, we are preparing the wider implementation plans for these changes as well as beginning the development of our plans for how we will build on this year’s efforts and ensure we have identified the further activities that will be in future phases of implementation to support the potential 2024-25 target referenced in the budget paper. I would draw the Member’s attention to page 258 of the cabinet papers and sections 4.23 for more information.</p>
7.3	<p>Question from Cllr Rob Colwell What message do you have for the Council’s staff who are worried about their future job prospects as a result of the Strategic Review?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy We understand that change of this nature does cause anxiety for staff. Recently, and prior to the launch of the consultation, each Executive Director has hosted a drop-in session for staff to keep them updated on what is in scope, the timescales and process for implementing change. We have also kept intranet pages and FAQs updated so that staff can keep themselves informed.</p> <p>As with all changes that could lead to job losses, and not just for the Strategic Review, we will be consulting in line with our established policies and best practice. This means we will look to avoid compulsory redundancy wherever possible, for example through enabling redeployment and also in how we manage the application process for changed posts in the new models. We will also support staff with offering a range of development support for Interview preparation and redeployment support. During the consultation we will support meetings with affected staff and provide opportunities for them to understand the detailed models and options available to them. We would encourage affected staff to participate actively in the process and</p>

	thus draw on the support available to them. This includes accessing the wellbeing support available through the Norfolk Support Line and the financial & wellbeing hub on the Norfolk Rewards platform.
7.4	<p>Question from Cllr Lucy Shires Have we received any confirmation that the Household Support Fund will continue in to the next financial year, and if so, do we know how much we expect to receive?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy The government confirmed in the autumn budget statement that the Household Support Fund will continue for the financial year 2023/24; we are awaiting the final guidance and funding decisions but expect funding coming to Norfolk to be in line with previous iterations of the Household Support Fund</p> <p>Second question from Councillor Shires The LGA is calling for tougher powers for councils to oversee and regulate 'out of school' settings, including being able to shut down illegal schools. A recent independent report commissioned by the Department of Education has revealed safeguarding concerns about a number of settings regularly attended by children and young people. Does the Cabinet member think that the introduction of such powers would be a good move for Norfolk?</p> <p>Response from the Cabinet Member for Children's Services It is important to note that the term 'out of school' settings can relate to both out-of-school-hours activities and clubs (such as sports, youth clubs and scout groups, for example) and settings which are also referred to as 'unregistered, or unregulated alternative provision'. The latter is often also referred to simply as 'AP'.</p> <p>Norfolk County Council Children's Services has a process in place for the quality assurance of unregistered alternative provision. Further information can be found at Unregulated alternative provision templates - Schools (norfolk.gov.uk). This area is overseen by a Senior Adviser in the Education Quality Assurance Intervention and Regulation Service.</p> <p>The Service has produced a suite of documents designed to ensure that schools and local authority colleagues commission places in unregistered alternative provision safely.</p> <p>The Service recognises that there is a lack of a national approach to regulating these settings but is working in liaison with the Department for Education to ensure that Norfolk's voice is heard, and that our expertise is shared. The Service also works with the regional Ofsted lead for the inspection of illegal schools and shares information as relevant. Ofsted have the powers to shut down illegal schools; this is not a local authority duty.</p> <p>Norfolk County Council's quality assurance process is currently voluntary (in the absence of any local government regulatory powers). However, the process is well-received and frequently sought out by providers. The Service has communicated directly with the Department for Education that it is very willing to engage with a national programme of regulation.</p>

7.5	<p>Question from Cllr Paul Neale Norfolk is especially vulnerable to the nutrient neutrality crisis, not least because more than 40 rivers in our region are heavily polluted. The crisis is dragging on, and there needs to be a joined-up approach. Can the Cabinet Member please comment on whether there is sufficient joined-up working to deal with this?</p> <p>Response from the Cabinet Member for Environment and Waste Natural England has released new Nutrient Neutrality catchment areas incorporating the Wensum and Broads catchments which affects the majority of Norfolk and all Local Planning Authorities (LPAs) to some extent. LPAs cannot determine housing related planning applications in affected areas until appropriate mitigation measures to deal with increased phosphates and nitrates arising from 'additional overnight accommodation' have been suitably assessed.</p> <p>We understand the need to find a solution to help unlock much needed housing and jobs, without adding further harm to our precious environment, and we are working closely with LPA partners. Collectively we have built on the initial NE advice to bring forward an evidenced solution for Norfolk. The most affected LPAs are working in partnership with the water industry to allow the grant of planning permissions linked to a programme of mitigation funded by a developer 'credits' system to be delivered through a proposed Joint Venture (JV). It is expected that the JV will be in place by spring '23.</p> <p>Given the scale and complexity of the issues faced, to be able to secure a way forward in the timescale we have has only been possible through effective joint working between all parties.</p> <p>Second question from Cllr Paul Neale Can the Cabinet Member please tell us why the training on unconscious/structural bias that was committed to in the July 2020 Black Lives Matter motion has not been delivered.</p> <p>Response from the Cabinet Member for Communities and Partnerships. Training on unconscious bias and white privilege was not provided, because the Government instructed local authorities not to do so (see the Government's Policy Paper "Inclusive Britain: Government Response to the Commission on Race and Ethnic Disparities, 17 March 2022 for more information).</p> <p>The Council is currently reviewing the EDI Learning offer including training available to members. It is aimed to launch a refreshed offer later this year.</p> <p>In the meantime, other actions relating to the July 2020 motion have been delivered or exceeded and there is no complacency about the work still ahead to eliminate racism, as set out in the report to Corporate Select Committee on 16 January this year.</p>
7.6	<p>Question from Cllr Jamie Osborn It is encouraging to know that there are moves towards better policy practice on the implementation of the Environmental Policy - eg: the introduction of an Internal Carbon Price so that we can define where council resources are best spent and define the impact of decisions. However, there is still a lack of quantifiable carbon</p>

	<p>reduction targets and a prioritisation mechanism to deliver on the Environmental Policy - when will these be introduced?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>Thank you for your question. We agree that target-setting is important and plan to bring our County Council Climate Strategy to April cabinet, including appropriate targets for those areas where NCC has sufficient influence or control.</p>
7.7	<p>Question from Cllr Matt Reilly</p> <p>Last week, Norfolk missed out on Levelling Up funding that would have seen the Norwich City Centre taxi rank relocated to between City Hall and the Forum. This would have enabled the creation of a new pedestrianised area below the Guildhall and provided a new sensible location for the taxi rank, much needed after the pedestrianisation of Exchange Street.</p> <p>Will the Cabinet Member for Highways, Infrastructure and Transport agree to meet with black cab drivers to discuss Exchange Street in light of the fact that this funding has not been secured?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>Norfolk as a whole received £44m from the levelling up fund, which is an excellent result for the County.</p> <p>The Levelling Up funding application to government for the Guidhall Hill area of Norwich was submitted by the City Council and we will discuss with them what options are available for those proposals to be taken forwards. Once a clear plan of action has been agreed, we will collectively work with stakeholders on those next steps, which will include engagement with taxi drivers and other users of the transport network in that area.</p>
7.8	<p>Question from Cllr Brenda Jones</p> <p>Whilst the Council is paying the inflationary increases for care, it is not yet paying the 'fair cost.' Will the Cabinet Member for Adult Social Care, Public Health and Prevention commit to paying the fair cost in 2023-2024, and confirm how he will ensure that quality improves as a result?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for the question. The Fair Cost of Care exercise was done in readiness for Social Care Reform which will see changes to the Care Provider market to even out the fees paid by self funders and those paid by councils. Social Care Reform has been delayed by the Government until October 2025 and we are not being asked to implement the changes until then. This means that for 2023/24 the existing market arrangements still stand, and there will still be a differential in what Care Providers are allowed to charge for care.</p> <p>Today's Cabinet paper "Fee levels for Adult Social Care Providers 2023/24" describes the difficult economic climate many industries, including the Care Market are operating in. As such, as Cabinet Member for Adult Social Care, Public Health</p>

	<p>and Prevention I have secured the single biggest investment into Norfolk's Care Market with a proposed £30m increase from 2023/24. This level of proposed investment demonstrates the high priority Cabinet has for the Adult Social Care Provider market, especially when we consider the challenges described within the Budget Paper also on today's agenda. You will have seen in the fee level paper it is recommended to Cabinet that as part of the Government's Social Care Reform, we commit to moving towards paying the median cost of care within Government's timescales and within the Government funding afforded to the Council for this specific purpose.</p> <p>In regards to quality improvement you will already know that Cabinet agreed in June 2022 to the creation and delivery of a Social Care Quality Framework for Norfolk. Section 2.9 of this report articulates that "it is not believed that this [price] is a primary factor in quality concerns". As articulated in the paper, we believe that quality improvement is broader than price and therefore through this structured programme of work we are working together with Care Providers and partner organisations to support system wide development to help improve the underlying assessed quality of social care delivered in Norfolk.</p> <p>Supplementary Question from Cllr Brenda Jones We all welcome the good outcome for Children in the county. With CQC inspection being reintroduced for Adult Social Care services from April 2023, can the Cabinet Member for Adult Social Care, Public Health and Prevention confirm they have all the resources they need to be equally good?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. I thank you also for recognising the excellent work achieved by Children's Services, Adult Social Care Services are also working just as hard to prepare for the forthcoming new CQC assurance regime. As you will be aware this includes a lead officer, a Performance Improvement Group (chaired by Cllr Gurney) to drive our plans and focus on standards and quality alongside a rigorous inspection of data and information provided to the CQC. Norfolk County Council participated in a "mock inspection" in July from the LGA and the very helpful recommendations are also helping shape our improvement actions. However, due to the huge increase in demand due to the aging population, Adult Social Services are facing unprecedented challenges in market, system and workforce. I have said this before, until there is a national solution to the effect of the demographic changes, the extra demand year on year will inevitably impact a CQC judgement.</p>
7.9	<p>Question from Cllr Mike Smith-Clare Once again, published budget papers give no details of where the bulk of savings are to be made. Will the Leader give an assurance that important services like Whitlingham Outdoor Centre and music services will not be reduced once this budget has been approved?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy The published budget papers set out in detail within the Service budget tables (Table 26 on page 302 to Table 31 on page 336) the proposals for how savings will be achieved in 2023-24. There is no expectation within the 2023-24 Budget for savings</p>

	<p>to be delivered from Whitlingham Outdoor Centre or from the Norfolk Music Service.</p> <p>review to ensure they remain economically viable.</p>
7.10	<p>Question from Cllr Alison Birmingham</p> <p>The budget papers show that savings of £17.063 million have been attributed to the Strategic Review. How many posts, and therefore people at Norfolk County Council are potentially at risk of redundancy based on this proposed figure?</p> <p>Response from the Cabinet Member for Finance</p> <p>The Strategic Review savings planned for 2023-24 are anticipated to be made through a range of measures, and will be delivered over the course of 2023-24, with further phases of savings anticipated for future years as set out in the response to the earlier question. The final reconciliation of organisational structures is currently underway and we will confirm the exact number of posts anticipated for this stage when the initial consultation is launched.</p> <p>The number of planned posts may ultimately be different to the eventual number of people who are made redundant subject to the success of mitigation measures such as redeployment or disestablishing posts that are currently vacant. The final structures may also change in response to the consultation.</p>
7.11	<p>Question from Cllr Ben Price</p> <p>How is the council reconsidering the environmental impacts of road-building schemes in light of the High Court Challenge to the A47 dualling schemes, which will be heard in May?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>The three National Highways A47 schemes have confirmed DCOs. The challenge to the National Highways' schemes will be monitored and the outcome of the judicial review will be considered when it is available. It is too early to say if there will be any implications for any County Council projects.</p> <p>Second question from Cllr Ben Price</p> <p>Can the cabinet member for the Environment please provide details of concrete actions that will be taken to demonstrate the environmental benefits of the "in principle" County Deal, with details of timescales and funding allocations?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>We are as always committed to preserving and enhancing our natural heritage and addressing the impact of climate change, as evidenced by our Environmental Policy. The County Deal gives us a platform from which to negotiate with Government on the County's priorities for net zero and climate change. As stated in the Deal, we will work with all local government partners and through the Norfolk Climate Change Partnership to collectively identify our priority areas, and this work is ongoing. Funding related to this topic will flow after the election of the Directly Elected Leader. Specific areas include funding to support a revised Local Transport Plan which will be over 2 years to support projects that will deliver quantifiable Carbon Reductions.</p>

Cabinet

Item No: 4

Report Title: 'Matters referred to Cabinet from the Scrutiny Committee – Education, Health and Care Plans'

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Cllr John Fisher (Cabinet Member for Children's Services)

Responsible Director: Sara Tough, Executive Director of Children's Services

Is this a Key Decision? No

Executive Summary

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

Recommendations:

- 1. Cabinet is asked to consider the recommendation from Scrutiny Committee outlined in the report responding to issues raised and providing feedback where appropriate.**

1. Background

On the 26 January 2023, members of the Scrutiny Committee received a report providing an overview of Education Health and Care Plan (EHCP) performance providing an update on the timeliness and quality of plans, alongside details of the EHCP appeals process. Members were asked to consider the current performance of EHCP assessments and reviews in the context of the NCC improvement plan over the past 2 years. The report, minutes, and associated

documents for this meeting can be found [here](#).

2. Recommendations:

The following table outlines the recommendation received from Scrutiny Committee. While a committee might make a number of recommendations pertaining to partners, other committees, and regarding their own work programme, the table below details only those specifically referred to Cabinet, or to a specific Cabinet Member. Cabinet is asked to consider and respond to this recommendation from Scrutiny Committee.

Committee	Date of Meeting	Topic/Recommendation to Cabinet.
Scrutiny Committee	26 January 2023	Education Health and Care Plans <ul style="list-style-type: none"><i>That the Cabinet Member be asked to review the adequacy of the support for families that were currently going through the appeal process with the aim of reducing the incidence of appeals.</i>

3. Background Papers

2.1 [Report and Associated Documents – Scrutiny Committee 26/01/23](#)

Officer Contact

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

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Cabinet

Item No: 8

Report Title: Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Cllr Dewsbury (Cabinet Member for Communities & Partnerships)

Responsible Director: Ceri Sumner, Director Norfolk Fire and Rescue Service / Chief Fire Officer

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 3 March 2022

Executive Summary / Introduction from Cabinet Member

Norfolk's Fire and Rescue Service plays a critical part in the emergency service response in our County. They provide a vitally important role in protecting our communities, businesses, properties and countryside. This was particularly apparent during last summer (2022) where the skill, capability, expertise and dedication of our firefighters was put to the test in the most extreme of conditions.

The proper consideration and analysis of risk is a key element to ensuring we have the right infrastructure, resource, and capacity in place to ensure our Fire and Rescue Service can continue to provide such a robust response. We must be ready to respond not just to extreme events as we have seen recently, but also to the everyday emergencies which, whilst less visible to the general public, are by no means less important.

Alongside our response capability, it is equally important we properly plan and target our prevention and protection activities to ensure we are working with residents and businesses most at risk, and likely to suffer the most determinantal impacts from fires and other emergencies. Our recent short reinspection from HMICFRS highlighted the progress the service has made in terms of prevention, noting.

“We recognise the considerable work that has been carried out to support these improvements. The service is making prevention a high priority”

In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce a Community Risk Management Plan (CRMP) that sets out the authority’s strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents. The CRMP is the renamed Integrated Risk Management Plan.

Norfolk County Council, as the Fire and Rescue Authority for Norfolk, has a statutory duty to develop a CRMP covering at least 3 years. The current IRMP sets out the service strategy for the period 2020-2023. Therefore, a new plan has been developed for 2023 onwards.

The CRMP forms part of Norfolk County Council’s policy framework. Following agreement by Cabinet, the draft CRMP has progressed through public consultation and the final version, incorporating the views gathered during the consultation, is presented to Cabinet with a recommendation for agreement at the March 2023 council meeting.

Recommendations:

- 1. Review and agree the CRMP23-26 Final Version as set out in Appendix A**
- 2. Recommend to full council that the CRMP23-26 is adopted**

1. Background and Purpose

1.1. In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce a Community Risk Management Plan (CRMP) that sets out the authority’s strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.

1.2. A CRMP must:

- Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority.
- Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources.
- Outline required service delivery outcomes including the allocation of resources for the mitigation of risks.

- Set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat.
- Cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework.
- Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- Be easily accessible and publicly available.

1.3 The current IRMP for Norfolk and Fire and Rescue Service sets out the service strategy for the period 2020-2023. Therefore, a new plan has been developed for 2023 onwards.

1.4 In May 2022, Cabinet approved the timetable and approach for developing the CRMP. Cabinet noted that the sector and service context within which the CRMP is being developed has changed significantly over the last three years. There were three key proposed areas of focus to explore as part of the CRMP process:-

- Impact of highway infrastructure improvements in Norfolk
- Maximising resources focussed on prevention activities
- Efficiency and effectiveness

To be considered alongside five overarching themes:-

- Review of risk
- Review of demand
- Assessment of vulnerability
- Review of resources
- Understanding Norfolk's diverse communities

1.5 Cabinet also agreed to extend the Terms of Reference of the Strategic Development Oversight Group to include oversight of the development of the CRMP, and this group has since met regularly. Chaired by the Cabinet Member for Communities and Partnerships, the group is made up of Councillor representatives from the Conservative, Labour and Liberal Democrat groups alongside representatives of staff bodies (Fire Brigades Union, Fire and Rescue Services Association and UNISON).

1.8 Developing a comprehensive community risk profile is a key part of a CRMP. For the development of the new CRMP, a wide range of up-to-date data sets and five years of incident data has been reviewed and analysed.

1.9 Analysis of information and data has identified the following key factors that form the basis of the community risk profile:-

- Climate change, flooding and wildfires continue to be a major consideration for the fire and rescue service to focus on in the years ahead. Proposal 5 of the revised CRMP highlights specific learnings from wildfires in the county during the summer of 2022
- The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone persons under pensionable age with 580 fires (17.8%)
- The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This is in line with previous national studies.
- Over the past five years (2017 to 2021), most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.
- Over the past five years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with four fatalities in urban city and towns and four in rural towns. In rural areas, such as rural villages, and in sparse settings there were five fatalities, this reflects the age profile of rural areas.
- Deliberate fires have consistently remained quite low through the period from 2017 to 2021. In 2021 there were 611 deliberate fires, with 65.5% of these being secondary (low value) fires.
- Smoke detector ownership remains an issue; with 41% of dwelling fires last year (2021) occurring in dwellings that did not have a working smoke detector.
- There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute most of our non-domestic fires.

1.10 In considering the refreshed community risk profile and the strategic context in which Norfolk Fire and Rescue Service operates, a number of areas of development and change were identified, as follows (these are set out in more detail in the final CRMP).

2. Proposals

2.1. Seven areas of development and change were proposed, based on our assessment of risk. A public consultation, focussing on the proposal areas, ran from 7 November to 19 December and provided Norfolk communities,

stakeholders and partners with the opportunity to comment on the specific proposals, as well as providing further information and insight that can broaden our understanding of risk. Full details of the consultation response are provided in Appendix B.

- 2.2. There were a total of 265 responses to the public consultation. 75% of these were from members of the public, 5% represented the views of community groups or businesses, 2% were councillors and 14% were employees of NCC or NFRS. A separate written response was received from the Fire Brigade's Union.
- 2.3. There was a broad spread across age groups and locations. 25% of respondents have a long-term illness, disability or health problem. This is a higher proportion than the wider population and indicates work that was carried out to engage vulnerable groups. 227 respondents described their ethnic background as white, 6 as Asian, 2 as white and black Caribbean and 1 as Arab. It is recognised that this is not representative of the ethnic makeup of our wider community, but it is expected that our [LGC award-nominated](#) research with people from seldom-heard backgrounds will help us to address barriers to reaching or engaging these communities for future consultations.
- 2.4. The majority of responses to the proposals were positive (strongly agree or agree). From the small numbers of comments from people who disagreed to most proposals, no consensus emerged. Where negative comments were received for those proposals, the concerns of respondents focussed on potential implications arising from the way the proposal is implemented, such as concern that proposal 6 will place an additional mental health burden on existing staff. Therefore, these concerns will be considered as part of the implementation planning for each proposal. As a result of this, proposals 1-4 and 6 have not been amended.
- 2.5. The first part of proposal 5, relating to the trial of a "roaming pump" received a smaller majority of support but also a number of concerns and alternative suggestions related to the impact on on-call crew availability. The main reasons people gave for not supporting Proposal 5 are:
 - negative impact on on-call crews,
 - the logistics of managing a roaming pump,
 - the location of the pump, and
 - needing the pump only to address underlying problems with the on-call model and resulting availability.

The objective of this proposal was to improve availability and fire cover across the county, which has key similarities to the objectives of proposal 7, therefore, as a result of feedback this part of the proposal will be considered in scope for proposal 7 to embed it as part of the wider review of the on-call model in Norfolk.

- 2.6. The second part of proposal 5 related to the provision of tactical response vehicles (TRVs), which are lightweight 4x4 vehicles with small pumps and water tanks able to drive through fields and woodland. This proposal had been included as a result of the summer heatwave and the need to understand how we could better respond to extreme weather events in the future. The overall response was positive, with many respondents recognising and referring to the summer heatwave and the ongoing impact of climate change and severe weather. In the interim period we have also completed our review of the summer heatwave events (Appendix C) and now have some clear actions and learnings to implement – some of which will require future capital investment which will be dealt with through the usual budget setting processes for the NCC NB these do not form part of the agreed budget for FY 2023/24. As a result, proposal 5 has been amended to focus on a review of our response to summer wildfire conditions, including the number and use of TRVs.

Proposal 1 - Develop a more targeted approach to prevention activity across Norfolk's communities, prioritising vulnerable people and communities and those at highest risk.

Proposal 2 - Relocate the Thetford Technical Rescue Unit (TRU) to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.

Proposal 3 - Change provision of gas tight suits to Environmental Protection Units, Wholtime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

Proposal 4 - Amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

Proposal 5 - We will review our readiness to respond to summer heatwave conditions. This will include the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training

Proposal 6 - Develop further local participation in the Emergency Medical Response scheme during the CRMP23-26 period. Our communities will benefit from lives being saved and from wider Fire and Rescue staff

skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.

Proposal 7 - Undertake a detailed review of the On-Call Model in tandem with an anticipated national review. This will be a holistic review of all aspects encompassing recruitment, reward, training, support, management, and availability (including a trial to evaluate the effectiveness of a dynamic roaming resource (DRR) fire engine).

3. Impact of the proposals

- 3.1 Accepting the proposals will enable a robust CRMP for Norfolk to be implemented from April 2023, meeting the statutory requirement to have an up-to-date plan in place and providing a strong framework for service delivery and improvement.

4. Evidence and Reasons for Decision

- 4.1. The proposals are based on an assessment of community risk and reflect the views of the public based on our consultation. The full consultation report is provided in appendix B.

5. Alternative Options

- 5.1 It is technically feasible to extend the period of the current IRMP, rather than develop a new CRMP. However, there is also scope to review the proposed CRMP once published in-year and alter or amend (with due public consultation) should significant change occur that warrants amendments. This CRMP acknowledges areas for immediate change and areas that are likely to require change within the lifetime of the CRMP and therefore it is considered appropriate to move forwards with the new CRMP at the current time.

6. Financial Implications

- 6.1 It is anticipated that the cost of realigning specialist water rescue (£150k for training and PPE) will be partially offset against savings made by realigning our Hazmat capability (-£68580 saving on equipment purchase due 2024/25 and -£47300 ongoing maintenance = -£115,880).
- 6.2 The proposal to further local participation in the Emergency Medical Response scheme is currently funded by the East of England Ambulance Trust, and an evaluation of the trial will be needed to understand the financial model for the future

6.3 The proposal to review welfare, appliance, equipment, and training provision in order to improve readiness for summer heatwave conditions is likely to require capital and revenue expenditure beyond that already planned for 2023-24. This has been initially costed at:

- circa £70k capital for welfare and firefighting equipment provision
- £600k capital for wildfire PPE prior to summer 2023 via a new capital bid
- circa £400k for new TRVs, capital bid likely to be progressed for procurement during 2024
- £35k per annum in revenue for Wildfire incident command training.

These will be provided for through a combination of reprofiling existing spend, use of reserves and future capital bids as advised by NCC Finance.

6.4 Although not a specific proposal, the CRMP contains specific commitments to supporting the wellbeing of our staff, recognising the particular mental health challenges that their role presents and importance of positive and inclusive culture. Any resource requirements will be defined through the usual budget setting process.

6.5 Any additional revenue costs in 2023-24 will be contained within the Fire Service revenue budget or funded from reserves. Any recurring revenue budget pressure will be considered as part of the 2024-25 budget setting process.

6.6 Cabinet is requested to approve an addition of £0.600m to the 2023-24 capital programme for the wildfire PPE. This request is reflected in the Finance Monitoring report elsewhere on the agenda. Any other capital bids will be considered as part of the 2024-25 budget setting process.

7. Resource Implications

7.1 **Staff:** There are no staff implications associated with the implementation of the CRMP proposals. Budget uplift (£240k emerging burdens) has recently been secured to increase prevention activities (which will also assist with delivering improvements highlighted by HMICFRS).

7.2 **Property:** No implications.

7.3 **IT:** No implications.

8. Other Implications

8.1 **Legal Implications:** Fire and rescue authorities are required to produce an Community Risk Management Plan (section 4.6 of the Fire and Rescue

National Framework for England 2018). Fire and rescue authorities must give due regard to reports and recommendations made by HMICFRS (section 7.5 of the Fire and Rescue National Framework for England 2018).

8.2 Human Rights Implications: None

8.3 Equality Impact Assessment (EqIA) (this must be included): Norfolk Fire and Rescue Service has developed one of the sector's most comprehensive CRMP [equality impact assessments](#), which is informed by Local Government Association **Award-Nominated** research with seldom-heard communities in Norfolk and an in-depth analysis of how people's protected characteristics may increase risk. In addition, a summary is provided on the impact of each specific CRMP proposal - at Appendix D to this report.

8.4 Data Protection Impact Assessments (DPIA): None at this time.
Under the General Data Protection Regulation (GDPR) any processing of personal data will be compliant with all relevant NCC policies and procedures. This will be done relative to the implementation of specific proposals.

8.5 Health and Safety implications (where appropriate): The summer review highlighted acute risks to our staff during wildfire interventions and chronic risks due to working for long periods in high temperatures. The implementation of proposal 5, including the necessary investment, will support the mitigation of these risks.

8.6 Sustainability implications (where appropriate): None

8.7 Any Other Implications: None

9. Risk Implications / Assessment

9.1 The key risk is that the authority will not have an in date CRMP in place for the 1st of April 2023 if the proposals are not accepted.

10. Select Committee Comments

10.1 none

11. Recommendations

- 1. Review and agree the CRMP23-26 Final Version as set out in Appendix A**
- 2. Recommend to full council that the CRMP23-26 is adopted**

12. Background Papers

12.1. Report to Cabinet 3 May 2022 titled 'NFRS Community Risk Management Plan (CRMP 2023-26) Development Plan.

12.2. Report to cabinet 8 September 2022 titled 'NFRS Community Risk Management Plan 2023/26'

Officer Contact

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Norfolk
County Council

Norfolk Fire & Rescue Service

Community Risk Management Plan

CRMP Summary 2023-26

www.norfolkfireservice.gov.uk

1. Foreword – CFO & Chair of FRA

Welcome to our 2023/26 Community Risk Management Plan (CRMP23-26)

This document identifies areas of existing and emergent community risk that Norfolk Fire and Rescue Service has responsibility for, and the approaches and strategies we intend to use to mitigate those risks. Over the last three years, Norfolk Fire and Rescue Service has demonstrated its ability to meet the needs of Norfolk communities through one of the most turbulent times in our country's history. Our teams of dedicated professionals have worked through the constraints and challenges of a global pandemic, faced the early implications of climate change and ensured we have upheld our core mission of making Norfolk as safe as possible.

Some changes have brought distinct positives, such as the increase in agile working and digital competence, the improved and strengthened relationships between public sector partners and the impressive way in which our local communities have demonstrated their compassion and support for each other. Collaboration with partners continues to be a strength of Norfolk Fire and Rescue Service, demonstrated by the co-location of our control room with Norfolk Constabulary, our interoperability with Eastern Region Fire and Rescue Service to increase resilience and share best practise, and our support for the East of England Ambulance Trust.

Our previous Community Risk Management Plans (previously Integrated Risk Management plans) have enabled us to make progress as a service, and our emergency response, along with a number of other areas, has again been judged as "good" by our recent HMICFRS report. We had implemented learning from the Grenfell tragedy and were also recognised for our innovative approach to equality, diversity and inclusion, particularly in relation to seldom heard communities.

Our capital investment programme ensures we have the right capabilities to meet the requirements set out in the CRMP, and we have a range of key appliances in the pipeline for delivery over the next 3 years including high reach vehicles and replacement Fire Engines. We are also leading the way in electric and hybrid vehicle usage with over 30 electric vehicles replacing our existing fleet and helping to achieve NCC's environmental objectives.

Whilst this document sets out a three-year plan, we are also mindful of the changing national picture for Fire and Rescue, as well as how quickly risks and challenges can present on a local level.

Three key areas the CRMP aims to explore are:

1. Improving response times,

- a. Consider the impact on response times following improvements in our county's highway infrastructure and expansion of housing, commercial and industrial infrastructure and reviewing the optimum location of our fire stations and placement of our resources.

2. Improving the effectiveness of our prevention activities.

- a. Consider how we enable staff to increase focus on upscaling prevention activities whilst maintaining our response effectiveness
- b. Enable improved collaboration with partner agencies and key stakeholders to ensure there is a joined-up safety net across the county

3. Maximising our efficiency and effectiveness.

- a. Consider how we can redistribute our workforce and other resources to fulfil all legislative requirements to a good or better standard
- b. Realign our specialist emergency response capability
- c. Futureproof the service through recognising and developing intelligence and data ownership (staff with skills, systems with supportive capacity and investment in data quality) in order to enrich our understanding of risk and how we can best mitigate it.



Our Integrated Risk Management Plan 2020-23 contained five proposals to be considered:

1. Strengthen our community fire protection services.
2. Develop a new concept of operations.
3. Explore the potential to undertake co-responding
4. Maintain our specialist water rescue capability.
5. Adopt national performance measures against emergency response standards if they are introduced.

It is pleasing to be able to detail how work on these has progressed over the last three years:

1. We have successfully strengthened our community fire protection services which has resulted in HMICFRS recently moving their judgment in this area from "Requires Improvement" to "Good".
2. We have been developing our concept of operations (ConOps Project) which has already delivered a number of organisational and operational changes to the ways we work.
3. We are currently trialling Emergency Medical Response (EMR) at our North Walsham and Sheringham fire stations working in collaboration with EEAST to review where we may be able to support their response further.
4. We have maintained our specialist water rescue capability, addressed the funding gap and secured the finances to enable continued specialisation.
5. We have continued to participate in national conversations around emergency response standards. We remain committed to adopting it if and when it is introduced.



Margaret Dewsbury
(Cabinet Member Communities
& Partnerships)



Ceri Sumner
(Director of Norfolk Fire
and Rescue Service)

2. Introduction and Background

All fire and rescue services have duties and responsibilities that are set out in legal documents.

These include:

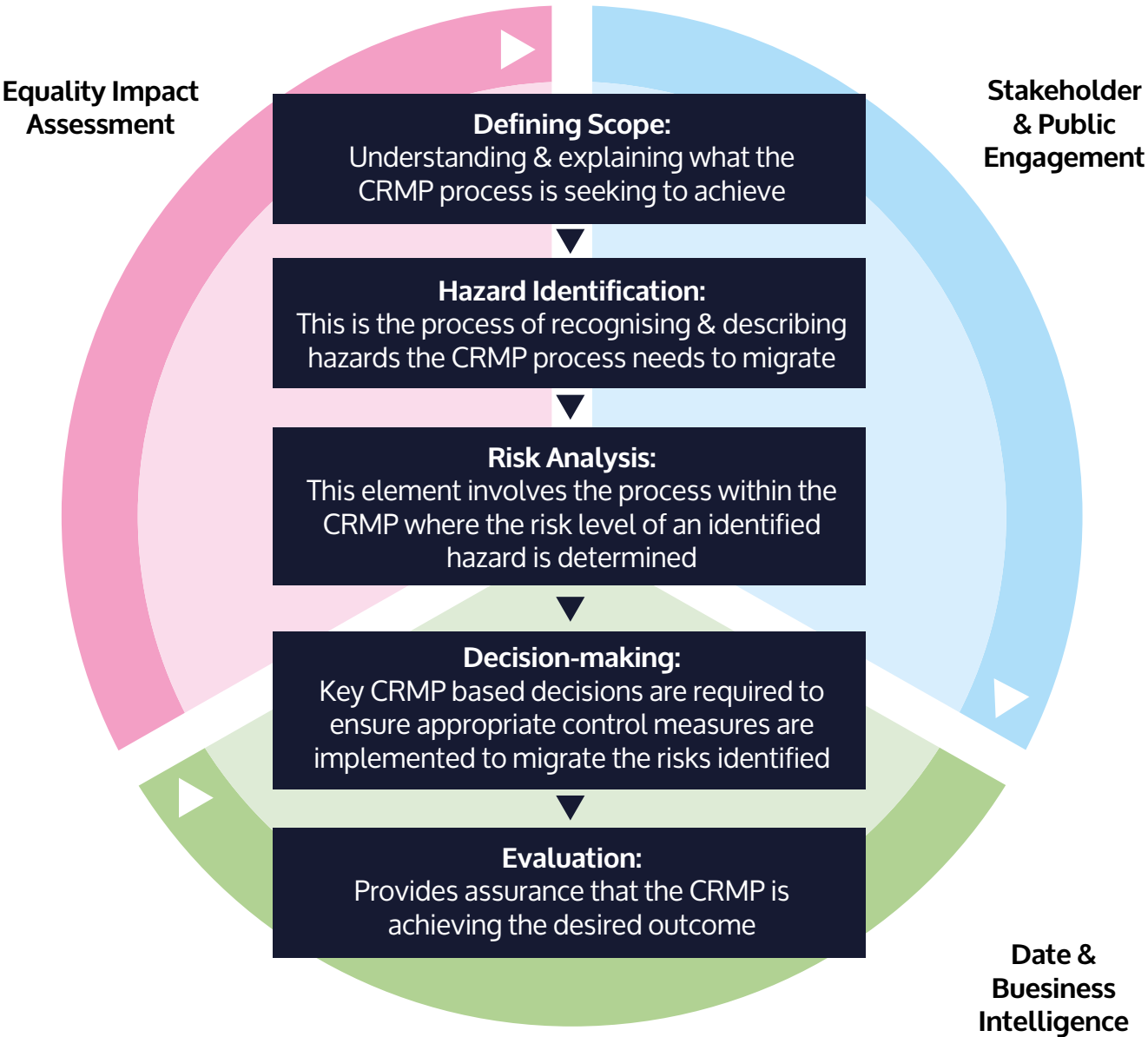
- The Fire and Rescue Services Act 2004.
- The Civil Contingencies Act 2004.
- The Regulatory Reform (Fire Safety) Order 2005.
- The National Framework 2018.

The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan.

Our Plan must:

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority,
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources,
- outline required service delivery outcomes including the allocation of resources for the mitigation of risks,
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat,
- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework,
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

Subsequently the National Fire Chiefs' Council (NFCC) and the Fire Standards Board (FSB) have produced national guidance on community risk management planning. In May 2021 the FSB issued an approved standard for 'Community Risk Management Planning' ([FSS-RMP01](#)). NFRS have used this and the NFCC '[Community Risk Management Planning Strategic Framework](#)' to develop this CRMP23-26.



3. Our Story – Norfolk Fire & Rescue Service

Our Vision. Norfolk Fire & Rescue Service is at the heart of protecting communities. We exist to make our county as safe as possible.

Our Mission.

Norfolk Fire & Rescue Service will make Norfolk a safer place through:

- Preventing fires and other emergencies
- Protecting people, buildings and the environment
- Responding to fires and other emergencies when they arise.

We will deliver our vision by...



Having a service that remains relevant, capable and agile to protect Norfolk as best as it can.



Supporting our communities to reduce risk by educating and advising them.



Responding to incidents, ensuring we have the best people, equipment and technology to be able to do this.



Investing in our greatest asset – our workforce – to ensure they are engaged, supported and connected

Our Priorities:

- **People:** Promote a working environment of diversity, equality, inclusion & safety
- **Prevention:** Target community fire safety advice for vulnerable people and increase the number of homes in Norfolk with working smoke detectors
- **Protection:** Reduce the risk and impact of fires in non-domestic premises, support Norfolk's seven Local Authorities in enforcing fire safety standards and fewer false alarm calls by reducing the volume of false alarm calls.
- **Response:** Provide a proportionate emergency response service to all emergencies
- **Logistics:** Ensure equipment and vehicles are maintained to a service-ready standard
- **Planning:** Enable the service to be relevant to the needs of our communities

We will support Norfolk by...

- **Educating** adults, children, partners and businesses so they can all better understand the part they can play in reducing risk.
- **Understanding** the diverse needs of our communities, using local knowledge and risk mapping based on current data.
- **Preparing** for the unexpected, through continued staff training opportunities, investment in our service and flexibility to take on different duties with utmost professionalism.
- Being a **trusted** voice. We will work with businesses and residents to help them reduce the risk of incidents occurring, whether at work, at home, in public places or on the move.
- Take **enforcement** action where attempts to work with people have not resulted in the safest course of action being followed to ensure the ongoing safety of everyone.

Our actions will be driven by...

- We will do what matters – we will have clear strategic priorities and plans, based on evidence and need.
- We will do the right thing – we will have honest and thoughtful conversations and use our expertise to take the right course of action whatever the circumstances.
- We will adhere to our corporate values and behaviours to ensure we work as one inclusive team.
- We will show compassion and empathy with our audiences, supporting them in the most appropriate ways.



The future of Norfolk will be safer through the work that we do.

In 2021 the 'Core Code of Ethics and Guidance for Fire and Rescue Services (England)' was published. This has been designed to help employees of the Fire and Rescue Service (FRS) act in the best way towards each other and while serving the public. We have reviewed and incorporated its principles (below) into our 'Cultural Framework', our policies and our procedures.

- **Putting our communities first** – we put the interest of the public, the community and service users first (*Reliable & Flexible*)
- **Integrity** – we act with integrity including being open, honest and consistent in everything we do (*Supportive & Understanding*)
- **Dignity and respect** - making decisions objectively based on evidence, without discrimination or bias (*Respectful & Inclusive*)
- **Leadership** – we are all positive role models, always demonstrating flexibility and resilient leadership. We are all accountable for everything we do and challenge all behaviour that falls short of the highest standards (*Proud & Positive*)
- **Equality, diversity, and inclusion (EDI)** – We continually recognise and promote the value of EDI both within the FRSs and the wider communities in which we serve. We stand against all forms of discrimination, create equal opportunities, promote equality, foster good relations, and celebrate difference (*Respectful & Inclusive*)

Our Values:

- Make strategy happen
- Be business-like
- Be evidence based
- Be collaborative
- Take accountability

4. Community Risk Management Plan Methodology

Community risk management planning is a requirement under the National Framework, produced by the Home Office and supported by the National Fire Chiefs' Council (NFCC).

This is to ensure that all fire and rescue services produce, review and update their CRMP in line with NFCC guidelines and in consultation with key stakeholders within their organisation and the community, making the plan accessible and publicly available.

The CRMP will be supported by service plans that further describe how the service reduces the identified risks. These identify the resources needed to deliver each plan, as well as highlight proposals for areas where we could improve the delivery of our service over the lifespan of the document. We also review and respond to the findings of inspections from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).



The CRMP methodology is one that all fire and rescue services must use to ensure that appropriate resources are available with the emphasis placed on prevention, protection, response and its people, taking into consideration the risk profile in Norfolk. To achieve this NFRS will identify and consider all foreseeable and existing strategic, operational and community risks relevant to the service. In doing so we will also consider national, regional, and local influences, taking account of local and national policies. NFRS will consider the needs of the community, our stakeholders and all our partners through consultation to include consideration of their existing plans and risks.

To achieve this NFRS have a number of key stages which look internally at our own data sources and externally working with our partners. These include:

- Horizon scanning for local, regional, and national influences which may affect service objectives.
- Critical fire risk maps
- Community Risk Data and Local Risk Management Plans (LRMP)
- Data produced in our Statement of Assurance and Norfolk Insight (Joint Strategic Needs Assessment, Norfolk Story, etc)
- Ongoing engagement with personnel/ staff across NFRS and NCC
- National and community risk registers
- Evaluation against Equality, Diversity and Inclusion (EDI) policy and Equality Impact Assessment (EqIA)

The identified risks from these and other data sources are analysed using the Risk Evaluation Cycle.

Risk Evaluation Cycle



What is Risk?

The NFCC have defined risk as a combination of the likelihood and consequences of hazardous events. Risk is the potential for an emergency to occur, that may threaten life, cause damage or harm to people, property, or the environment, including an impact on critical infrastructure, or protracted demand on emergency service resources. We identify, assess and research our foreseeable risks, drawing on local incidents, feedback and learning from significant local and national events. This is reviewed every year to identify our priorities, set our objectives and measure our performance.

Statement of Assurance

We must provide assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in our IRMP. [Our statement of assurance is available from our website.](#)

Norfolk County Community Safety Partnership

Norfolk is one of the safest counties in the country but is still faced with significant and diverse community safety challenges, ranging from combating the supply of drugs through county lines and growing levels of domestic violence, to modern slavery and environmental crime. The [Norfolk County Community Safety Partnership](#) (NCCSP) brings together organisations from across Norfolk to tackle crime and disorder, to ensure the county remains a safe place for people to live, work and visit.

Norfolk Insight

[Norfolk Insight](#) is a locality-focused information system providing data and analysis for neighbourhoods in Norfolk and Waveney. By providing up-to-date knowledge of local communities, Norfolk Insight provides the evidence-base needed to make better informed decisions to improve services and localities. It also hosts the Joint Strategic Needs Assessment (JSNA) which provides a picture of the health and wellbeing of the people of our county and the issues which affect their needs, inequalities and services, aiming to inform and improve their health and wellbeing. It is accessible through Norfolk Insight.

Commercial Partnership

NFRS also works in partnership with Norfolk Safety CIC. Norfolk Safety CIC share common objectives in promoting and developing safety for everyone at home, work and in leisure time. Their courses are designed to develop awareness and promote safe working and leisure practices throughout the county of Norfolk and beyond.

5. Our Norfolk

Norfolk has a balance of urban and rural districts with Norwich the most urban and North Norfolk the most rural.

Having such a large number of road mileage naturally equates to a higher risk of being killed or seriously injured on the roads and provides challenges to the delivery of services. Currently more than 140,000 people in Norfolk live in areas categorised as the most deprived 20% in England. These are mainly located in the urban areas of Norwich, Great Yarmouth and King's Lynn, together with some identified pockets of deprivation in rural areas, coastal villages and market towns.

Norfolk is made up of seven local authority areas - Breckland District; Broadland District; Great Yarmouth Borough; King's Lynn & West Norfolk Borough; North Norfolk District; Norwich City; and South Norfolk District. At around 551,000 hectares Norfolk is the fifth largest county in England with a population of around 916,200 (a 0.92% increase since 2019) and 404,300 households (0.62% increase since 2019). Norwich is the only major city in the county and there are also three large towns - Great Yarmouth, King's Lynn and Thetford.



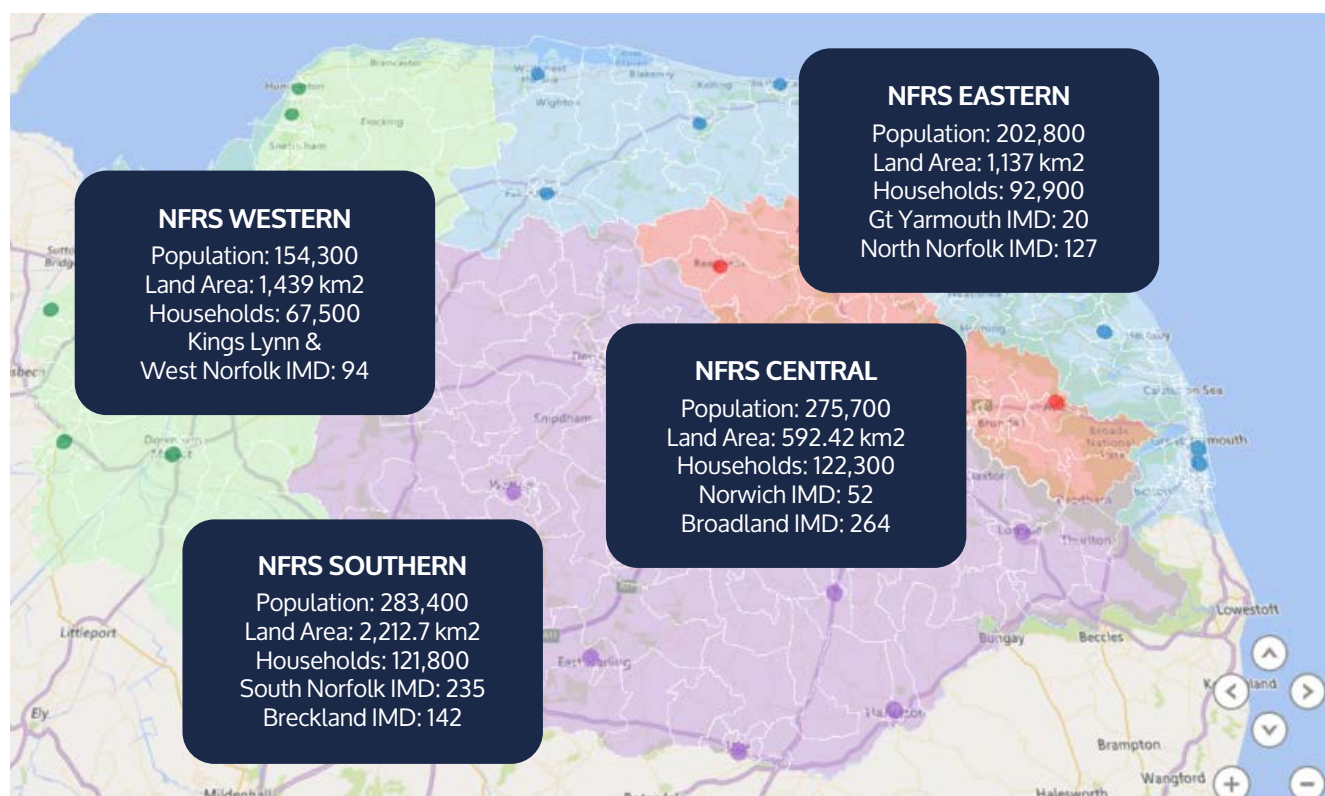
The estimated proportion of Norfolk's population living in an urban setting increased from 47.5% in 2010 to 50.8% in 2019, with the corresponding reduction of people living in a rural setting from 52.5% in 2010 to 49.2% in 2019. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022. In the main, Norfolk has an ageing population. It is expected that around 27% of the population will be aged 65 and over by 2028. The 85+ population of Norfolk is projected to grow significantly with a 24% increase by 2028. Norfolk's population is projected to exceed one million by 2036.

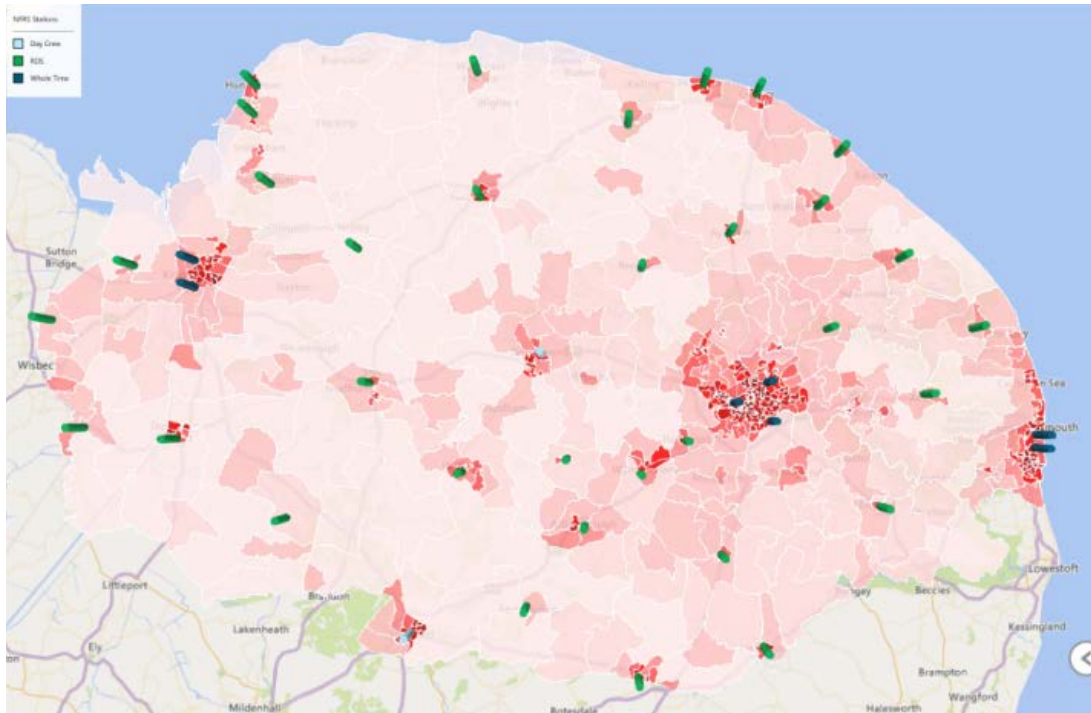
While Norfolk's land area is around 93% rural, just over half our residents live in an environment that can be classed as urban. The Indices of Deprivation 2019 show that Norfolk has experienced an increase in relative deprivation compared with 2015 and 2010. Of Norfolk's 538 Lower Super Output Areas (LSOAs), 97 have moved to a relatively more deprived decile compared with 2015. Around 135,000 Norfolk residents live in areas which have been classified as being among the 20% most deprived in England.

NFRS Districts

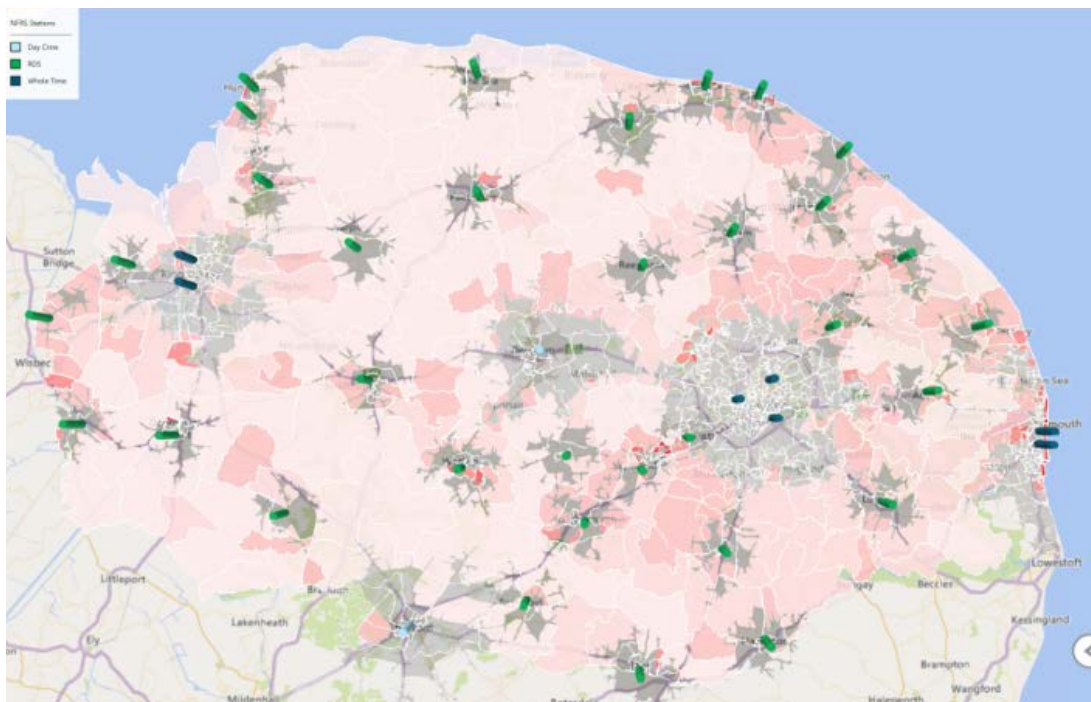
NFRS has four districts that provide cover of all of Norfolk:

- Central (Broadland District & Norwich District)
- Eastern (Great Yarmouth District & North Norfolk District)
- Southern (Breckland District and South Norfolk District)
- Western (King's Lynn and West Norfolk District)





There are currently [42 stations](#) providing operational coverage to Norfolk and these are located strategically against areas of greater population density



Our drive-times around our station locations provides coverage to the concentrated areas of population

6. Preparing our Plans

When writing our Community Risk Management Plan our approach is broken down into three themes that all make a difference to the safety of people, buildings and places in Norfolk.

We then consider these against risk, demand, vulnerability, resources and consultation and engagement. This informs the best ways to spend our budget to deal with the Risk, Demand and Vulnerability in Norfolk in the most efficient and effective way.



7. Risk, Demand & Vulnerability

NFRS and the Fire Authority have a number of statutory duties placed upon us to ensure that we consider the risks and hazards that can impact the residents of Norfolk.

We are active members of the Norfolk Resilience Forum (NRF), a partnership within Norfolk that includes the emergency services, local authorities, Environment Agency and health agencies along with voluntary and private agencies. The NRF assesses the non-malicious risks (i.e., hazards, rather than threats) that are most likely to happen, the impact these would have across the county and ensures that adequate planning, response and recovery arrangements are in place. The NRF also publishes a [Community Risk Register](#), designed to inform people about the risks that could occur where they live, so they can think about what they can do to be better prepared in their homes, communities and businesses. For national and malicious events, such as terrorism, there is a National Risk Register (NRR) which provides information on the most significant risks that could occur in the next two years, and which could have a wide range of impacts on the UK.

Climate change

Climate change is one of the biggest challenges our county will ever face. Human activity has already led to 1°C of global warming from pre-industrial levels. This is resulting in damaging impacts on lives, infrastructure and ecosystems already being felt by communities across Norfolk. NCC approved an [Environmental Policy](#) in November 2019 which includes a focus on climate change strategy, which is intended to provide a framework which will shape and influence all day-to-day activity.

NFRS is committed to the protection of the environment, and to ensure that the environmental impact of firefighting activities is limited as far as possible. NFRS works closely with the Environment Agency (EA) to ensure that firefighting tactics are employed which have environmental protection at the forefront of decision making. NFRS also carries out direct environmental protection work such as deploying specialist equipment to prevent environmentally damaging substances from entering watercourses. In partnership with the EA, NFRS has two specialist environment protection units based in Norwich and King's Lynn which can deploy a wide range of environmental protection equipment. NFRS have recently agreed to replace all of their emergency response vehicles (ERVs), used by officers (who are also incident commanders) for routine business and for an emergency response to the scene of operations, by a mix of petrol hybrid and all-electric vehicles. We are also replacing our pool vehicles to all-electric.

Risk Evaluation

During preparation for the CRMP23-26 extensive work was completed around the National Risk Register and the Community Risk Register. Through this work we have identified the highest scoring Risk Types that we should focus on in Norfolk.

From these risks we have identified the following six high impact incident types:

- Flooding, where as a result of sea water flooding or inland flooding from heavy rainfall.
- Terrorist related incidents (Chemical, Biological, Radiological, Nuclear)
- Human health (pandemic flu, other infectious diseases)
- Hazardous materials and marine incidents
- Fires (including fire or explosion at a gas terminal or flammable gas storage site and wildfire)
- Major industrial accident (fire or explosion)

These are the six high impact areas (identified using the NRA and local community risk register) that we have established because of the impact they can have on the community and on our Service. They tend to occur less often but take a large number of firefighters and equipment to deal with them when they do happen, so we must be prepared for that.

With the increasing impact of climate change, we will consider our preparedness for responding to unusual events resulting from extreme weather, such as wildfires, flooding and storms. This will include structured reviews of operational response such as the recent period of hot weather-related wildfires. We will seek to ensure that we have appropriate resources, and that staff are provided with the correct training to effectively deal with these types of incidents.

We already have in place specific resources for dealing with these types of emergencies such as off-road firefighting capability, fire misting units, bulk water carriers, and 4-all-wheel drive vehicles. We also have effective water rescue capability, which we are looking to improve over the period of this CRMP. We will review the findings of recent extreme weather events to ensure that our current arrangements remain suitable for the expected increase in these types of events.

This does not mean they are the only risks we are prepared for as there are many other types of incidents that we plan for and respond to. These include air, road, rail, tunnels and heritage sites. Many types of incidents such as road traffic collisions and house fires are sadly much more common and part of our day-to-day work, even though we also work hard to reduce these. These risks are factored into our wider training and exercise programme.

Other sections of the CRMP23-26, including those about vulnerability, demand and response provide more information about our plans for those types of incidents. Plotting these risks on a map of Norfolk allows us to identify where our risks are and place our resources to meet these risks.

There are areas which are important to the infrastructure of Norfolk supporting the prosperity and heritage of the area. This includes some of our buildings, museums and galleries. We recognise the importance of our role in preserving these precious and valuable assets and what a loss they would be to the County of Norfolk should an incident occur.

To ensure we can respond appropriately to these risks, we gather site specific risk information and develop operational plans for these places, in addition to holding large scale exercises with partner agencies to test our plans. This ensures we have the right people, with the right equipment in the right place, at the right time.

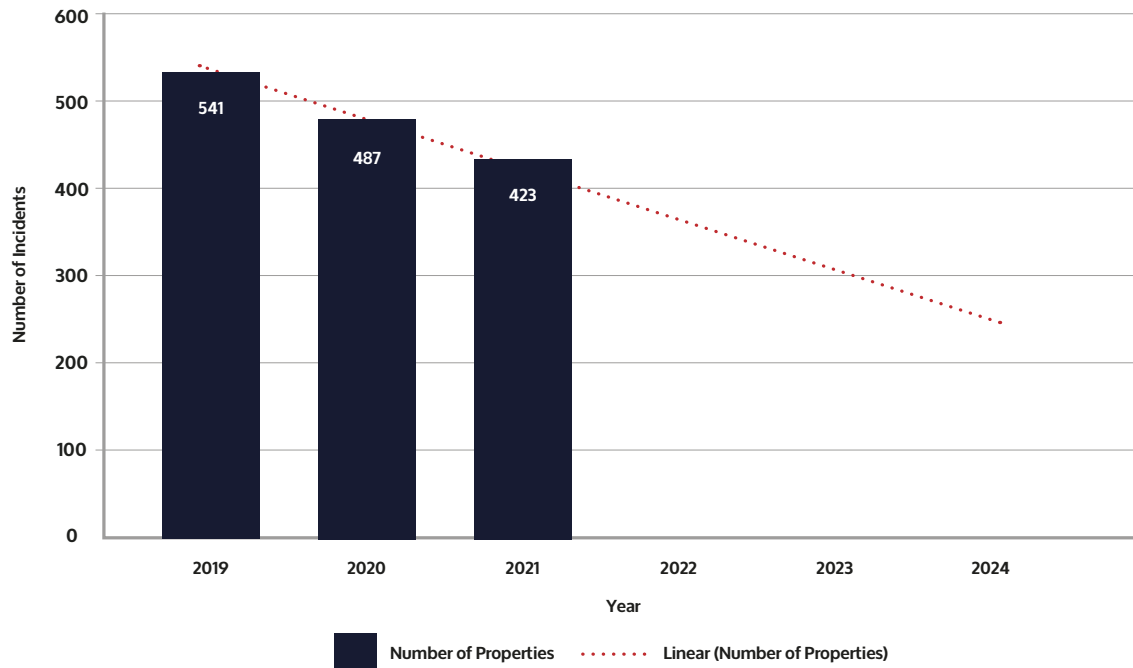
Demand:

Knowing where emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people. Incidents aren't evenly spread across Norfolk. We also know that demand fluctuates between the day and night (approx. 0700 to 1900) so resources are significantly busier during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

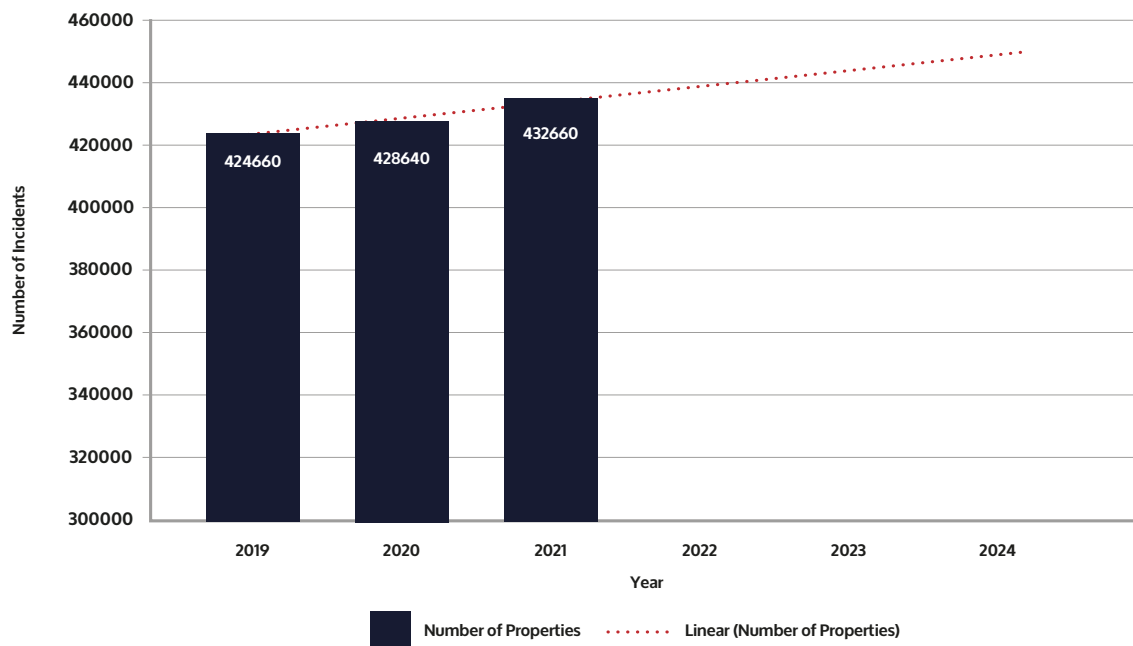
We also need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies. Fire Services receive information about people aged over 65 from the NHS. We use this to target our prevention services at this most vulnerable group of people, and we work with other partner agencies too to help their vulnerable clients. The graphs below illustrate the success of our Prevention activities over the course of our current IRMP, showing how the number of both deliberate dwelling fires have fallen and are projected to fall in the future. We also use this information to help us plan for the future.



Number of Deliberate and Accidental Dwelling Fires 2019 to 2021



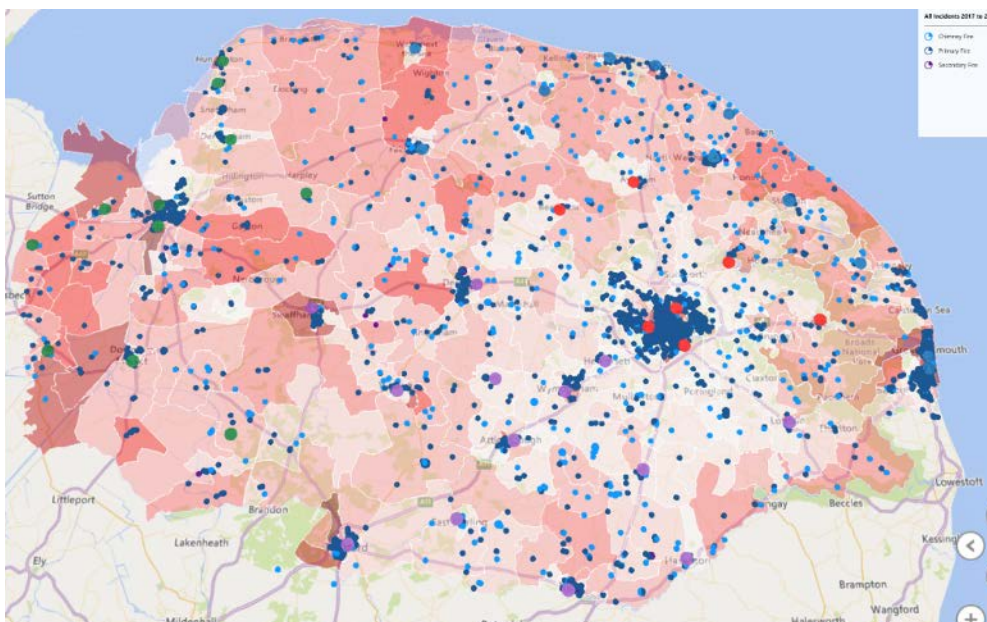
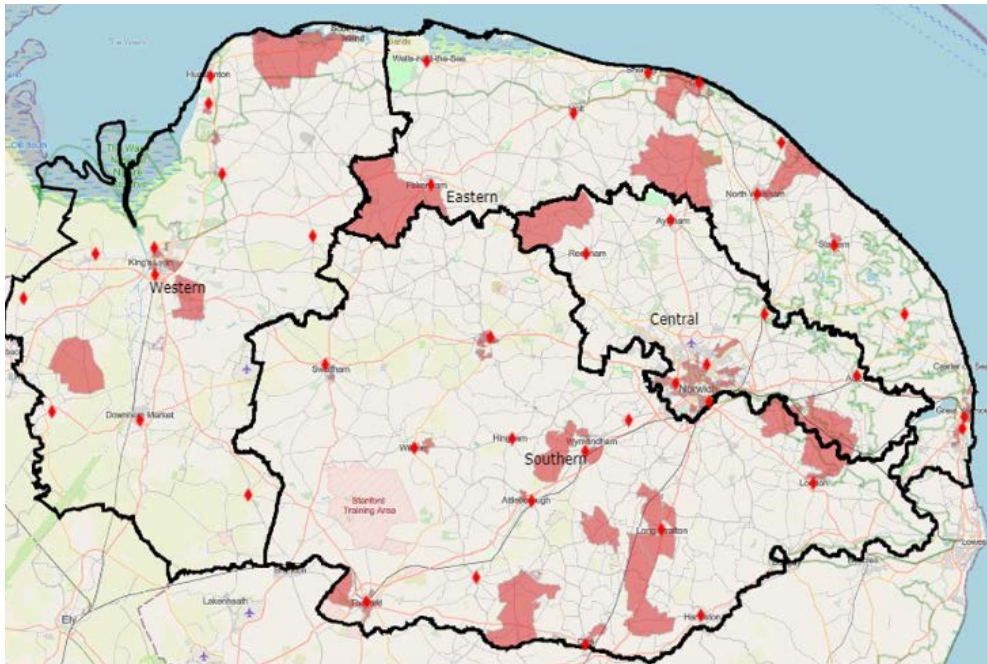
Number of Properties in Norfolk 2019 to 2021



(2020 and 2021 data may produce a disproportionate trend due to the Lockdowns and Home-Working as a result of the Covid Pandemic)

We also use a range of datasets to support risk identification, intelligence and the effective targeting of resources. These include Geographic & Demographic Data, Social Data, Partnerships & Collaborative Data, Historic Demand Data and Business Data. The Community Risk Profile also takes account of information supplied by partners and external influences on our Service at a local and national level.

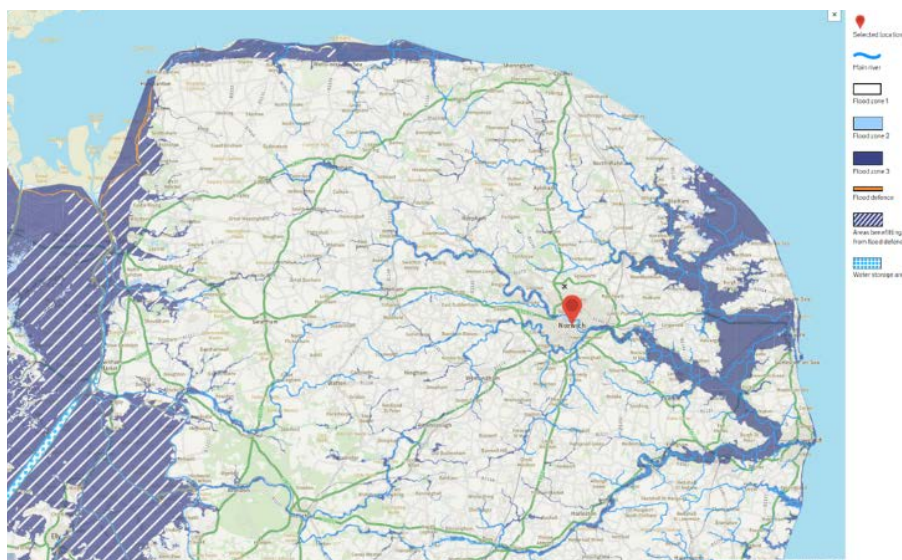
We use historic incident data relating to life risk, vulnerability data and drive time data which we weight against proportionality and consequence and then combine in order to produce a baseline map of risk across the county at Local Super Output Area (LSOA) geography level. Our risk model presents a balanced view of relative risk. Relative risk means that we can determine that one locality is more at risk than another. The risk model provides a general view of risk; it does not consider personal circumstances, i.e., not everyone living in a very high-risk locality will be equally at risk. Relative risk prioritises localities for resource provision and allocation.



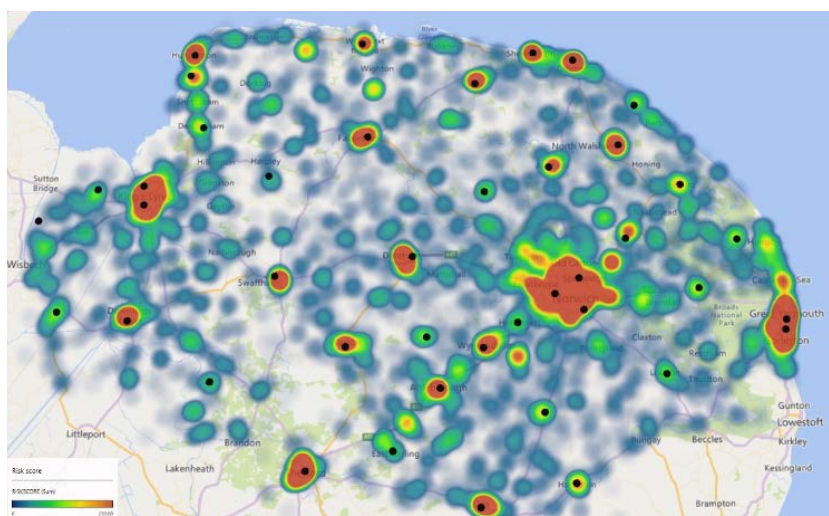
Vulnerability and fire incidents mapped against Indices of Multiple Deprivation



Very High Risk & High-Risk premises



Flood Risk (Environment Agency)



All premises with an NFRS allocated Risk Score

8. About us

Over 800 people are employed by Norfolk Fire & Rescue Service across 42 operational fire stations, a training and development centre, an Urban Search and Rescue (USAR) deployment base, headquarters and control centre.

Budget and Finance

The Authority has an excellent record for dealing with any financial challenge it faces. For many years now the Authority has maintained a comprehensive Medium Term Financial Plan (MTFP) and capital programme. The County Council sets a rolling 3-year MTFP for revenue and capital budget programmes that encompasses all services and functions. Norfolk Fire and Rescue is part of this process as part of the wider directorate of Community and Environment Services. The CRMP is the key driver in the allocation of the Authority's resources in response to the risks facing Norfolk Fire & Rescue. The Authority's CRMP states the main strategic themes that the Authority is progressing and its plans. The MTFP prioritises the allocation of resources to deliver the Authority's mission and aims.

Operational Preparedness

The aim of our operational response framework is to ensure that we are prepared, should an incident occur, so we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability. Our response strategy comprises several key elements from the National Operational Concept of Operations through to our local system of work.

Capability (Logistics and People)

Fires & Pumping

All of our front-line fire crews are trained to extinguish domestic, commercial and industrial fires and our incident commanders are trained on wildfires. We ensure sufficient firefighting foam is available for extinguishing liquid fuel fires and deep-seated fires. We provide an off-road capability to provide access, equipment transportation and extinguishing media in respect of wildfires. We supplement fire engines with water carriers and a high-volume pump hosted and deployed on behalf of the National Resilience lead authority.

Rescues

All our fire crews are trained to perform rescues from height through the use of ladders. Aerial ladder platforms provide a safe working platform for rescues up to 32m. For heights higher than 32m or for inaccessible rescues, a rope rescue team is provided through Urban Search and Rescue (USAR) teams. All our fire crews are trained to undertake confined space rescues, with winch capabilities provided on our heavy rescue fire engines and with a USAR specialist capability and are trained to rescue people from road traffic collisions and transport incidents. All fire engines are provided with hydraulic rescue equipment, supplemented by four heavy rescue fire engines carrying enhanced equipment and with USAR providing a specialist capability. USAR provides rescues from collapsed structures. Our fire crews are trained and equipped to deliver intermediate medical care with clinical governance aligned with the East of England Ambulance Service. All our fire crews are trained to undertake bankside rescues of casualties in water and are provided with lifejackets and throw lines. Eleven water first responder (type D) teams are equipped to undertake wading and raft-based flood response. Four water and flood rescue technician (type B) teams can undertake rescues in fast flowing water via surface rescue boats and tethered swimming (Team typing is based on DEFRA flood rescue concept of operations 2019). Our proposal in respect of realigning our Specialist Water Capability in Section 12 includes allowing the type D teams to undertake swimming rescues in non-swift water such as rivers broads. We respond to flooding incidents to protect property at risk of flooding and remove flood water from buildings and infrastructure. Rescues from fallen trees is provided by our USAR chainsaw operatives. All our fire crews are trained to safely work with trapped large animals; with dedicated animal rescue teams to undertake the rescues.



Hazardous materials

We provide hazardous materials & environmental protection advisers (HMEPAs) to provide advice to commanders on mitigating the effects of an accidental release of a hazardous material and the protection of the environment. HMEPAs are also trained to provide an Initial Assessment Team (IAT) to test substances in the field to identify hazards and to quantify the risk. We work in partnership with the Environment Agency to transport and deploy large quantities of protective equipment to mitigate the effect of hazardous materials on the environment. Selected fire crews are trained to use gas tight suits and undertake decontamination. We deploy a mass decontamination capability on behalf of the National Resilience lead authority. All fire crews are trained and equipped to attend a chemical or biological attack as the initial operation response (IOR). Specialist fire crews are trained to attend incidents involving radiological or nuclear materials supported by monitoring and testing equipment.

Vehicle (and equipment) provision for fires, pumping, rescues and hazardous materials include general purpose type B fire engines, rural fire engines, water carriers, wildfire water mist systems, heavy rescue pumps, technical rescue units, aerial ladder platform, urban search and rescue, 4 x 4 vehicles. Environmental protection units and mass decontamination unit.

Following on from the decision in previous integrated risk management plans, over the past couple of years we have been replacing the second fire engines at our On - Call fire stations with tactical 4x4 response vehicles. With their ability to go off road and deliver 'misting' water to extinguish wildfires, these vehicles have proved invaluable to fire crews during heatwaves.

In addition to the introduction of these off-road vehicles, we have also retained the second fire engine at three fire stations to act as agile fire engines. These fire engines are available to local crews if they have enough firefighters to staff them but crucially act as agile fire engines that are used to provide fire cover at large events such as the Norfolk Show, backfill areas in the county that require additional fire cover and act as spare fleet should a fire engine break down.

Prevention Staff

Prevention delivery is the responsibility of all our teams, whilst the responsibility for developing partnerships and delivery plans, quality assuring and evaluation sits with our central Prevention Team.

Activities include:

- Home Fire Safety Visits (HFSVs)
- Post fire home fire safety engagement
- Arson reduction initiatives and focused juvenile interventions (Firesetter Scheme)
- Water Safety / Drowning Prevention initiatives
- Road Casualty Reduction initiatives.
- Crucial Crew (Multi-Agency safety education events)
- Fire safety information to refugees and asylum seekers through ESOL courses (delivered by Norfolk Adult Learning service)

Protection Staff

To ensure we achieve an integrated approach to managing risk, we use both dedicated fire safety staff and operational crews to deliver our community fire protection services. Protection staff roles: Senior Fire Safety Inspector, Fire Investigator & Protection Officer (FIPO), Fire Safety Inspector, Fire Safety Advisor, Entry level Fire Safety Advisor, Business engagement and compliance.

Support Services (our internal frontline)

Although most people will see our fire fighters and Prevention and Protection staff out in our communities, we also have several support staff working behind the scenes to make sure the Service runs efficiently, and that front-line staff are able to carry out their work effectively. As an element of the Concept of Operations programme we identified the advantages of utilising the wider professional support and improved resilience of Norfolk County Council's corporate shared services. As an outcome we have migrated existing fire teams within Human Resources, Estates, Information & Technology, Communications, Pay and Health & Safety.

Operational Response

As would be expected, road traffic collisions predominately occur when people are travelling through the day. Fires tend to peak in the early evening when people are cooking. How we organise our emergency response capability and the location of our emergency response resources is the result of previous IRMPs and the Concept of Operations (Con Ops) review. As a result, we have confirmed that the current locations are the most tactical locations to distribute our operational response resources and provide a proportionate standard of delivery to mitigate risk across Norfolk.

- **Fire Control** - All emergency incidents start with an emergency call and our teams of fire control operators handle 999 calls, manage risk critical information and support our fire crews and commanders to resolve the incident.
- **On Call** - Our emergency fire cover in Norfolk is predominately on-call covering 39 teams and relies on the commitment of our people to provide cover.
- **Wholetime Duty System** - Firefighters working on the wholetime system work two days then two nights. This system requires four shifts, known as watches, to provide guaranteed fire cover 24/7 at five of our stations.
- **Day Duty System** - At Thetford, firefighters on our Day Duty System (DDS) work during the day between Monday and Fridays with on-call firefighters providing cover in the evenings and weekends.
- **Dereham USAR** - Our National Urban Search and Rescue (USAR) teams based at Dereham Fire Station crew the fire engines on the station when they are in residence.
- **Turnouts** - Our response teams' turnouts to incidents are quicker during the day when they are often already on the engine or working close to the station if they are on-call, and slower at night when they are asleep.

Through the Con Ops project, we have identified some changes to the way we use these locations (and these changes are detailed in Section 12).

Participation with National Resilience

The Norfolk Community Risk Register (CRR) is produced by the Norfolk Resilience Forum and helps identify hazards that may lead to an emergency. As a member of the Norfolk Resilience Forum, we work with our partners to identify strategic community risks and quantify both the likelihood of the event happening and the severity of the impact of the event. Risks are rated as either Very High, High, Medium and Low.

Norfolk Fire and Rescue plays a key role in the preparedness and planning for potential community risk through the Norfolk Resilience Forum (NRF). Mutual assistance for responding to large scale community risks is secured through the fire and rescue service National Coordination Advisory Framework (NCAF) and through formal agreements with our neighbouring fire and rescue services.

Control of Major Accident Hazards (COMAH) - COMAH applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where the threshold quantities of dangerous substances identified in the Regulations are kept or used. There are two types (tiers) of establishment which are subject to COMAH, known as 'Upper Tier' and 'Lower Tier' depending on the quantity of dangerous substances they hold. We help mitigate the risk of these sites through our resilience forum planning, exercising and sending an enhanced number of fire engines to any incidents on these sites.

Major Accident Control Regulations (MACR) - MACR relates to military sites and implements arrangements to achieve results at least as good as those achieved by non-MOD controlled sites which fall within scope of COMAH.

All our commanders are trained and focused on delivering a joined-up response to emergencies, with the Joint Emergency Services Interoperability Principles (JESIP) as their guiding principles. To ensure intra-operability with other fire and rescue services, we are standardising our operations by adopting National Operational Guidance (NOG).

Terrorism - All our fire crews will attend the aftermath of a terrorist attack to provide intermediate emergency medical care, to decontaminate the public and first responders, to rescue trapped casualties, to make structures safe and to extinguish fires. We also provide National Incident Liaison Officers to assist Incident Commanders in deploying capabilities during a terrorist attack. Additionally, we provide a Marauding Terrorist Attack Specialist Response Team (SRT) that will be deployed during a terrorist attack to extinguish fires and treat and extricate casualties alongside the ambulance service and the police. This function is deployed on behalf of the National Resilience lead authority.

Prevention Delivery

Prevention touches every aspect of what we do and how we work. Our prevention framework helps set our expectation for a range of services that we deliver to help prevent fires and other emergencies from occurring. We recognise how risk changes for individuals and families throughout their life and with the adoption of the National Fire Chiefs' Council Person Centred Framework we will develop a wide-reaching approach to managing risk where we can influence behaviour to ensure people are safer in all aspects of their lives.

We use our Community Risk Profile, local intelligence, and regional and national data to assess foreseeable risk that could affect our communities in Norfolk, this enables us to direct our resource in a targeted approach to prioritise those most at risk. Our prevention work is focused on effective partnerships and is delivered in the form of evidence-based activities and initiatives to reduce the risk of fires occurring in the home (including Home Fire Safety Visits - HFSVs), reduce the number of arson incidents and to reduce the number of people who are killed or seriously injured on our roads and waterways.

We have increased the number of staff within the team and reconfigured roles to make the best use of our staff and resources to facilitate better community engagement. This has enabled us to reshape how we interact with our own staff, partners, and other stakeholders and this will improve how we collaborate, share information, knowledge and understanding of risk to deliver a better coherent service for Norfolk.

Accidental dwelling fires - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. The total number of dwellings increased from 416,690 in 2017 to 432,660 in 2021. The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This reflects our EqlA and is in line with previous national studies which has shown "Those aged 80 and over have a higher fire-related fatality rate, accounting for five per cent of the population but 20 per cent of all fire-related fatalities in 2016/17" (Home Office 2017).

Over the past five years (2017 to 2021) the majority of fatal accidental dwelling fires occurred in built up areas of the county; with nine fatalities in urban city and towns and six in rural towns. In rural areas, such as rural villages, and in sparse settings there were six fatalities all over the age of 68 reflecting the age profile of rural areas. Over the past five years, most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies. When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone person under pensionable age with 580 fires (17.8%). Most accidental dwelling fires occur in single occupancy houses. The individual property category with the most fires was single occupancy houses with 1640 fires (56.6%). The next highest category was purpose built flat / maisonette - single occupancy (Up to 3 storeys) with 509 fires (15.7%), closely followed by Bungalow - single occupancy with 490 fires (15.1%).

There have been a possible 52 fires on Gypsy, Roma and Traveller (GRT) sites between 2017-2021. The year-on-year figure has been decreasing since 2019. The GRT community is identified in the EqlA as having a higher risk of dwelling fires due to their lifestyle and culture.

Deliberate fires have remained quite consistently low through the period from 2017 to 2021. We work closely with business owners and local authorities to reduce the risk of arson. We liaise daily with Norfolk Constabulary to exchange data to assist in reducing the threat from arson. In order to reduce the likelihood of children setting fires, we use interventions, such as our Firesetters Education Programme, to work with families and carers whose children show an unhealthy interest in fires.

Road traffic collisions (a safe system approach) - A review in 2018 led by elected members resulted in a new "safe system" strategy approach that considers all the factors (road, vehicles, road use and speed) to prioritise initiatives focused on prevention and reducing risks. This will mean that all partners will be encouraged to shift attention away from a single focus to influencing wider road user behaviour.

There is a clear link between vulnerability to flooding and wider social demographic vulnerability, as shown by the [Neighbourhood Flood Vulnerability Index](#). We will deliver targeted advice to vulnerable communities. As part of the [Norfolk Strategic Flooding Alliance](#), we will help communities to develop self-reliance at Parish and Town council levels. When floods occur, we will use the NSFA [flood reporting line](#) and information from local action groups to help target our resources at those most in need.

ESOL Fire Safety Adult Education Course - Over the past year, and in line with risks identified in the EqIA, there has been award-winning partnership work between the Prevention Team and Adult Education to identify a high-risk community group (asylum-seekers, refugees and migrant workers where English is not the first language) and take huge steps towards reducing their risk from fire. Firefighters helped to create scripts and record videos to provide course content for the tutors enabling to students to have an interactive experience with our Service.

Our Continuous Organisational Improvement and Learning process, Fire Standards Board Prevention standard, National Operational Guidance and HMICFRS preparedness has enabled us to recognise and identify key areas of Prevention activities that we need to further develop in order to improve and deliver a better service to the communities we serve. We will explore this area further in the next section.



Protection Delivery

Our risk-based inspection programme

Our resources are targeted at those premises which have the highest potential risk of death or injury, should a fire occur.

Norfolk Fire and Rescue Service risk-based inspection programme focuses on premises with the highest societal risk, which is sleeping accommodation. Borough, City and District Councils enforce fire safety in houses in multiple occupation and flats, except the common areas, such as escape routes, or where the escape route goes through a commercial premises, in which case we are the lead authority. Our risk-based inspection programme is flexible in nature and can be adapted as risks emerge, for example, following the Grenfell Tower fire all residential high-risk buildings across the county were inspected.

Frequency and causes of fires occurring in non-domestic premises in Norfolk. - There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute most of our non-domestic fires.

There has been one fire fatality in non-domestic premises over the past five years (related to industrial processing - chemical). The main cause of primary fire in non-domestic premises (Non-Residential and Other Residential) is "Deliberate Others Property: Heat source and combustibles brought together deliberately". The main cause of primary fire in Other Residential Non-Domestic premises continues to be (accidental) Cooking, Combustible items close to heat source and Fault in equipment or appliance.

Although our focus is on enforcing the relevant fire standards, we do this with a supportive and proportionate approach, working with organisations to help them ensure the safety of their staff, premises and customers. We use formal enforcement and prosecutions when we find deficiencies that are very serious, or when, despite working with an organisation, they have failed to improve their fire safety standards. Our approach is shaped by the principles set out in the Statutory Code of Compliance for Regulators and the Enforcement Concordat.

Our Risk Based Inspection & Audit Programme (RBIAP) focusses on those premises which have the highest potential risk of death or injury, should a fire occur. The risk is derived from a process that is generic based risk coupled with an assessed risk. In addition to the premises that present the greatest risk due to the demographic or profile of the persons who utilise or live in them, NFRS recognises the importance of buildings that support the economy. These range from Industrial/Commercial through to Heritage/Historical, these premises also form part of the protection plan. In September 2022 the service will introduce an online evaluation tool that will help the service review its performance in delivery to the communities of Norfolk. This process will help us shape our future RBIAP.

In addition to pre-programmed inspections, we undertake intelligence led and reactive inspections with our partners; joint working with Environmental Health Officers, joint inspections with the Environment Agency, joint action with Norfolk Constabulary against modern day slavery, post fire inspections and participation in the Safety Advisory Group (SAG).

Working With Our Partners

How we will work in partnership to deliver community safety education and development:

- Work in partnership to support youth development, such as the Prince's Trust Team Programme
- Provide Fire Cadet Units to support youth development and promote the role of the fire and rescue service as a career
- Lead the delivery of the Multi-Agency Crucial Crew safety educational experiences, accessible to year six school children across Norfolk
- Provide tailored intervention and education programmes for young people and children addressing 'Firesetting' behaviours
- Work with partners to promote safe driving, to promote the installation and testing of smoke detection and where appropriate sprinkler installations and to increase our capacity to improve the safety of vulnerable people through co-designed services and referral routes

How we will work with our communities and other regulators to inspect and protect Norfolk's businesses, buildings and heritage:

- Monitor Unwanted Fire Signals (UwFS) using our reporting systems to highlight those premises that will require engagement from NFRS protection staff to reduce the volume of false alarm calls to domestic and non-domestic premises.
- Work with partners to improve our engagement and support for businesses and organisations to minimise their risk from fire and to deliver a joined-up risk-based inspection programme that reduces duplication and helps prioritise inspection activity
- Monitor the prosecutions and other enforcement activity to ensure that it is proportional to the risk.
- Support businesses and organisations in complying with the legislation and taking consistent and focused enforcement action, including prosecutions, for serious contraventions



9. Improvement, Best Practice & HMICFRS Readiness

Over recent years, there have been a number of drivers for improvement in the Fire Service sector, notably from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), National Fire Chiefs' Council (NFCC) National Operational Guidance (NOG) and the Fire Standards Board (FSB). HMICFRS, formerly Her Majesty's Inspectorate of Constabulary (HMIC), has statutory responsibility for the inspection of the police forces, and since July 2017 the fire and rescue services, of England and Wales. HMICFRS independently assesses the effectiveness and efficiency of police forces and fire & rescue services – in the public interest.

The National Fire Chiefs' Council's strategy contains four strategic commitments. The Central Programme Office (CPO) manages the programmes that will help ensure the commitments are delivered. The CPO is responsible for the maintenance of national operational guidance and national operational learning. It also provides support to the Strategic Engagement Forum and for the Fire Standards Board.

The role of the Fire Standards Board is to oversee the identification, organisation, development and maintenance of professional Standards for fire and rescue services in England. With the publication of the Prevention and Safeguarding Fire Standards, we have taken the opportunity to reflect and consider new opportunities for professional growth in this function. This is a big undertaking as Prevention touches every area of what we do and how we work.

NFRS has embraced Continuous Organisational Improvement and Learning (COIL) to monitor our progress against the best practice and standards promoted by these drivers. In order to provide additional focus on Prevention, we have reviewed all areas of how our Service is structured. We have restructured and increased the number of staff within our Prevention department to provide the best possible service for the people of Norfolk. We believe this will enable us to better target those most at risk in our community, with greater speed, efficiency and capability. How we organise the department will change. We will reshape how we interact with staff, partners and other stakeholders to deliver a better service for Norfolk.

Community Safety Action Plan

Recent HMICFRS inspection feedback recommended that we ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people, that we improve our targeting of the most vulnerable, who are at greatest risk from fire and that we need to ensure that joint agency reviews take place after significant or fatal fire incidents.

To improve in these areas, we have already implemented robust arrangements to ensure Multi-Agency review and learning from fatal fires and serious incidents takes place, we have secured additional capacity to deliver community safety activities, we have refreshed our prevention plan so that it clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire and we have targeted strategic governance arrangements to provide oversight, energy, and support to implement the Development Plan. (A Community Development Safety Board). We are also developing assurance processes to ensure that our staff have received, understood and act on training and guidance, particularly around vulnerability and safeguarding, we are developing a clear methodology to identify those most at risk from fire in place, linked to our delivery plans and we are introducing evaluation measures that enable a good understanding of how successful, or not, our prevention activities are.

10. Equality, Diversity and Inclusion

We use our influence as one of Norfolk's most trusted organisations to champion equality and tackle prejudice.

We use our [LGC award-nominated](#) research with 212 residents from Norfolk's diverse communities to target our recruitment strategy, prevention and protection activities and risk planning. This research identified high levels of trust in Norfolk Fire and Rescue Service. The Asian Fire Service Association awarded us 'partnership of the year' for our work to minimise risk for people from abroad. We are "[Personnel Today](#)" (2021) award-winning for our work to increase the gender diversity of our workforce.

Norfolk County Council sets the Council's [objectives for equality, diversity and inclusion](#) and we are committed to delivering these. In addition, we have our own Norfolk Fire and Rescue Service EDI Plan which sets out EDI priorities for our service.

Our EDI priorities

1. Increase the diversity of our workforce, so that we better reflect the local population
2. Ensure that people who represent a minority in their team are supported and valued
3. Develop our capability on EDI - our knowledge and professional curiosity - and ensure that our physical infrastructure can support our increasing diversity
4. Target our Prevention and Protection activities to address identified risks for our diverse communities.
5. Implement the findings of our 850 equality impact assessments of our policies and procedures, to guide inclusive decision-making across our workforce.

People and wellbeing

One of the priorities of the Fire and Rescue National Framework for England is for fire and rescue authorities to develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse. The fire and rescue sector is going through a period of significant change and we need to ensure that our workforce is able to adjust to these changes and contribute innovatively. We have already made great strides on our equality, diversity and inclusion priorities but know we have a lot more to do. We want to build a truly diverse workforce which is engaged, motivated and high performing.

We will develop a workforce strategy and plan which brings together all of our people priorities including some of the following:

- We will continue to create an inclusive culture where our people are valued, developed and recognised with equality
- We will continue to invest in our professional development so our staff maintain their competence and confidence
- We will build a more diverse workforce so that we can represent the community we serve and support more effective engagement
- We will develop our leaders to deliver our people priorities and build a high performing culture
- We will work towards developing mechanisms which allow us to succession plan and develop our talent more effectively
- We will develop a recruitment and retention strategy which promotes diversity and more effective onboards our new staff
- We will continue collaboration with our staff and representative bodies to ensure our staff are deployed in the most effective way and are fully engaged in any changes affecting them.
- We will arm our people with the tools they need to manage their own resilience and support those whose mental health is impacted.
- We will do all we can to support colleagues and to try and prevent mental health crisis, whatever the cause of the crisis. We are putting together a refreshed strategy and practical plan around mental health and getting expert advice on what will work. This strategy will include a range of things from access to professional services to social and sporting events.

We pledge to ensure:

1. Significant improvement of our wellbeing offer, in particular support for mental health, remains our top priority. We want to ensure our staff have access to resources and proactive support is offered when needed.
2. We are putting in place specialist trauma counselling which offers tailored support for emergency services.
3. We will continue to change and evolve our culture to make sure everyone feels able to share openly and seek help and support when they need it.

11. Horizon Scanning and Emergent Risks

We have already detailed the increased risks presented by climate change earlier in this document. There are other areas of consideration that we regularly review in order to inform our strategic planning.

County Strategic Planning & Infrastructure

The Strategic Planning team is responsible for supporting the delivery of infrastructure that contributes to sustainable housing and jobs growth for Norfolk. We regularly review plans produced by this team to assess any impact on risk or implications for our service delivery. More information can be found at [NCC Strategic Planning & Infrastructure](#). The [Norfolk Strategic Delivery Infrastructure Plan](#) sets out Norfolk's high-level strategic infrastructure priorities for the next 10 years. This list of projects has been compiled in conjunction with stakeholders/local partners including internal county council departments, district councils, utility companies and government agencies. These projects are selected on the basis that they deliver considerable housing and jobs growth. Priority strategic projects include A47 improvements £2-300m, Great Yarmouth Third River Crossing £120m, Transforming Cities as part of the Transport for Norwich programme £66m, Long Stratton Bypass, West Winch Housing Access Road and Norwich Western Link.

The National Infrastructure Strategy sets out plans to transform infrastructure and achieve net zero emissions by 2050 and the Net Zero Strategy provides Governments long term plan to end the UK's domestic contribution to manmade climate change. Norfolk County Council has chosen to bring forward this target by making a commitment to reduce their carbon emission to zero by 2030.

Norfolk County Council commissioned an EV Strategy during 2020, to help identify areas of need within the county as far as charging infrastructure is concerned, as the national vehicle fleet transitions to electric. A number of projects linked to this are emerging. As far as Norwich is concerned, a pilot project is underway to install on-street EV charging points within the city. This partnership involves Norwich City Council, Norfolk County Council and UK Power Networks, the regional electricity network operator.

Electric Vehicles and Lithium-Ion Batteries (and electric battery storage)

As technology advances and more people turn to electric vehicles, the prevalence of Lithium-Ion vehicle batteries and locations to store these safely also increases. NFRS maintains a watching brief on research into the fire risks posed by these and consults with the industry around any plans for battery storage locations within Norfolk.

Maximising our efficiency and effectiveness: Improved Intelligence & Analytics

More than ever NFRS works in an environment where data-led decision-making and data-evidenced evaluation is crucial, be it for internal performance management and strategic decision-making or to enable external scrutiny and evaluation. In May 2022 the Home Office published the white paper, "[Reforming Our Fire and Rescue Service](#)". Within this consultation document there is a clear focus on the importance on recognising the importance and improving the quality of data driven intelligence to support effective and efficient service delivery.

This CRMP23-26 has highlighted a number of key areas that will require further analysis and data modelling in order to truly evaluate the best ways forward. Increasingly we are being challenged with evidencing our effectiveness, our efficiency and the way we utilise, develop and look after our people. Budgetary challenges and the need for transformation and improvement also add additional weight to the need for improved intelligence & analytical capability.



The impact of highway infrastructure improvements in Norfolk: WDS Crewing Options

Norfolk Fire and Rescue Service currently has 7 wholetime duty system (WDS) fire engines which are crewed 24/7. There are tidal crewing arrangements at King's Lynn and Gt Yarmouth / Gorleston where one of the crews starts and finishes the shift at the base station but takes the fire engine to King's Lynn South / Gorleston fire stations as a standby base. There are also 2-day crewed engines based at Thetford fire station and Dereham fire station. These engines are crewed during the day only by WDS staff and crewed at night by on-call staff. The day crewed stations each have a different day crewing system. Dereham is crewed with two watches of USAR personnel working 4 days on and 4 days off, and Thetford is crewed with one watch working Monday – Friday only.

National data indicates a general decrease in emergency incidents attended by fire and rescue services and Norfolk is no exception. Data also indicates that in Norfolk there is on average across all fire stations a greater number of incidents during the day compared with during the night. On average in Norfolk the ratio is 62% of incidents during the day and 38% of incidents during the night based on the hours of 0700-1900 and 1900-0700.

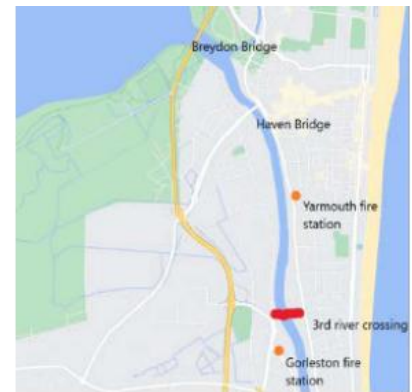
An assessment of station incident data indicates that there may be potential to review the crewing arrangements at some stations and to consider whether there are opportunities to change to a day crewed model.

During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements in the King's Lynn and Great Yarmouth / Gorleston areas to evaluate impact (positive or negative) on community safety risk mitigation.



The impact of highway infrastructure improvements in Norfolk: Implications of Great Yarmouth Third River Crossing

Construction of a third river crossing bridge is already underway and will provide a further crossing between Great Yarmouth and Gorleston by 2023. The map indicates the location of the current bridges, the bridge under construction and the fire stations at Great Yarmouth and Gorleston. When the new bridge is open, it is estimated that the new travel distance from Great Yarmouth fire station to the Gorleston side of the crossing will reduce to around 0.5 miles, with an estimated journey time of around one minute. It is also estimated that the journey time from Great Yarmouth fire station to Gorleston fire station will reduce to around 1.5 minutes. Therefore, incidents that would be attended by the Gorleston WDS engine (whilst crewing at Gorleston fire station) could be resourced from Gt Yarmouth station instead with an increase in attendance time of around one minute.



A range of Options need to be considered, including (but not exhaustive) relocating both WDS fire engines to Gt Yarmouth and leaving one on-call fire engine at Gorleston, closing Gorleston fire station and opening a new fire station or service delivery point for Gorleston on-call, closing Gorleston fire station and providing all operational response for the Gt Yarmouth and Gorleston area from Gt Yarmouth fire station, closing both stations and building a new modern facility in the most suitable and effective location or doing nothing differently.

To evaluate these options, we will need to analyse available data after the bridge has opened and is being used. It is anticipated that the current arrangements may be inefficient when the new crossing opens due to the proximity of the two stations.

During the CRMP23-26 period we should consider a detailed review of the WDS crewing arrangements and building stock in the Great Yarmouth / Gorleston area to evaluate impact (positive or negative) on community safety risk mitigation.

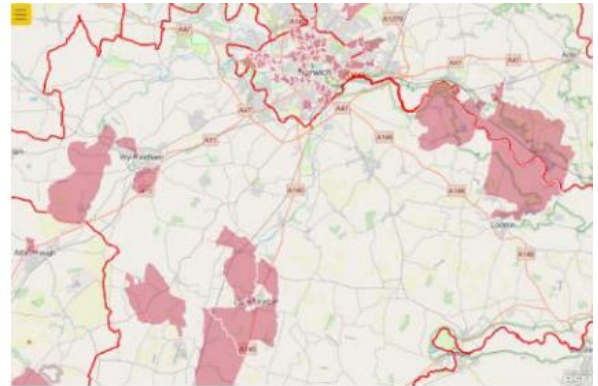
Maximising our efficiency and effectiveness: Implications of Reducing Ridership

Current NFRS Service policy identifies the expected crewing levels for all WDS fire engines (except 2 stations) to be made up of 5 riders. The Service needs to further consider the options to reduce ridership levels from 5 to 4.

During the CRMP23-26 period we should consider a review of ridership levels to evaluate impact (positive or negative) on community safety risk mitigation.

The impact of highway infrastructure improvements in Norfolk: A11 Corridor Station Coverage

We know that the A11 corridor is subject to continued and sustained growth. There are currently two fire stations which are positioned geographically close together in Norfolk and in close proximity to the A11. These are Hethersett & Wymondham in the Southern district. Additionally, Attleborough is also located close to the corridor. With projections of future housing growth along the A11 corridor in Cringleford, Hethersett, and Wymondham, it could be reasonably expected that operational demand will increase.



The CRP 2021-22 identifies that there are very high-risk LSOAs in and around the Wymondham and Attleborough areas. Acknowledging that Attleborough and Wymondham stations are amongst the busiest in our County, it is reasonable to predict that as the A11 corridor is developed, there will be an increasing demand on these stations as well as Hethersett.

During the CRMP23-26 period we should consider reviewing the building stock and crewing along the A11 corridor to identify the most suitable location or locations for prevention, protection and response bases to effect positive community safety risk mitigation.



12. Our Plans for 2023-2026 (and outcomes of the Con Ops Review promised in last IRMP)

One of the proposals in the IRMP 2020-23 was to conduct a review of our Concept of Operations, effectively analytically reviewing the way we deliver our services, deploy our resources and manage our workforce.

The outcomes of this substantial piece of work have directly informed the development of this CRMP23-26.

Areas Reviewed, Proposed Changes and Why

Many of the areas of review within the Con Ops Project have resulted in outcomes that restructure our internal ways of working and therefore do not materially alter the structure of our delivery mechanisms. Where this is the case, we have summarised areas of review below. Where there is a proposal to significantly change a delivery mechanism, the rationale is explained in more detail and is marked as a significant Proposal.



Ultimately the project has enabled us to match resources to risk, match our Response activities to incidents (location and severity), identify what Prevent and Protect changes would potentially improve service delivery, consider the right locations of Fire Stations and the enable the discussion on the possibility of reducing numbers or relocation and consider the removal of second appliances at On-Call stations.

We have been able to change quarterly maintenance of competence to four-monthly to free up time to develop On-Call firefighters and create time for greater Prevention and Protection activities for the Wholetime staff, change On-Call contracts to include three-hour drill nights, re-set and align turn-out times for all On-Call crews, move our Water team from Procurement to CFP and transition and integrate some of our support functionality (Human Resources, Pay, Equality Diversity and Inclusion and Health & Safety) into NCC Corporate shared service provision.

It has also provided additional areas of consideration around the way that NFRS organises its service delivery:

- **Staffing** - What contract changes could be considered for Wholetime staff to incorporate new ways of working for modern firefighters. FTE for Control, On-Call and WDS including the possibility of staff re-distribution
- **Crewing** - Variable crewing options. Revision of duty systems
- **Training and Development** - review of requirements and methodology
- **Capability** - Operational response structure review as a result of Norfolk infrastructure changes. Additional collaborative opportunities. Better understanding of time and type of incidents.
- **Logistics** - Redistribution of specialist rescue capability (HAZMAT and Water). Review of scale and currency (i.e., two incidents of 5 fire engines or more and spate conditions)
- **Financial** - The actual cost of water rescue teams Type B and D throughout the County.

The following outputs have been more thoroughly reviewed to develop our Proposals for change:

Maximising our efficiency and effectiveness: Develop a more targeted approach to prevention activity across Norfolk's communities, prioritising vulnerability and those at highest risk.

As detailed earlier in this document, we have restructured and increased the number of staff within our Prevention department to provide the best possible service for the people of Norfolk. This delivers against our commitment to continue the core elements of our community safety work, but with a significant planned increase in capacity to enable better community engagement. We believe this will enable us to better target those most at risk in our community, with greater speed, efficiency and capability. And this, in turn, will enable us to better execute our strategy to make the people and communities of Norfolk safer.

How we organise the department will change. We will reshape how we interact with staff, partners and other stakeholders to deliver a better service for Norfolk. We plan to organise the Prevention department by function: Home Fire Safety and Prevention Delivery (Water Safety and Volunteers, Road Safety and Events, Arson/Firesetters and Schools/Education). Each discipline will help drive our overall Prevention strategy – enabling us to deliver the most and with greater coherence across Norfolk.

HMICFRS recommended that we:

- Ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people.
- Target the most vulnerable, who are at greatest risk from fire.
- Ensure that joint agency reviews take place after significant or fatal fire incidents; reviews should take place at an appropriate strategic level in the service and with other relevant organisations.

We have already implemented:

- Robust arrangements to ensure Multi-Agency review and learning from fatal fires and serious incidents.
- Additional capacity to deliver community safety activities.
- A refresh of our prevention plan so that it clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire.
- Targeted strategic governance arrangements to provide oversight, energy, and support to implement the Development Plan. (A Community Development Safety Board).

We are developing:

- Clear accountability, assurance and governance at senior management level with regard to Safeguarding.
- Clear methodology to identify those most at risk from fire linked to our delivery plans.
- Clear evaluation measures to understand how successful our prevention and protection activities are.
- How we strengthen and expand existing partnerships and will seek opportunities for new collaboration.
- How we expand our offer to young people by establishing a Princes Trust programme in the East of the County.

We aim to achieve this by increasing partnership working and knowledge sharing with other emergency services and organisations, e.g. housing providers and local authorities. In Norfolk, we work with blue light services (police, ambulance, HM Coastguard) and other partners such as adult social services, care providers, charities and local authorities to share appropriate information relating to risk. This includes examples such as supporting partner agencies to raise hoarding concerns with residents they routinely visit and to us if they feel there is a need for us to support. We recently offered some partners advice and training on what to look for and how to report any concerns to us. This training enables other professionals to better identify fire safety issues they might encounter during visits and know what advice to give to help reduce public risk.

We want to strengthen and expand our partnership working.

By training and arming partners with information to help them understand and pass on fire safety messaging to vulnerable people, alerting us to any concerns, we believe Norfolk will become safer.

We also intend to increase our own staff knowledge of other issues that we may encounter during our role and work more closely with teams from other organisations to understand this and to share information. We are working with partners to gain knowledge, so that we can give information on behalf of partners to the public. For example, giving crime prevention advice or signposting to support groups to help reduce issues of poverty.

We wish to grow this work with our partners, to work together, share information and knowledge for the good of Norfolk. We also want to expand our offer to young people in Norfolk by setting up a further Prince's Trust Team programme in the East of the county. We currently have these free youth development programmes in Norwich, Dereham and King's Lynn. They support 16-25s on to further training, education and employment.

Proposal 1 – Develop a more targeted approach to prevention activity across Norfolk's communities, prioritising vulnerability and those at highest risk.

Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability - Specialist Water Rescue Capability

Water plays a significant part in the daily lives of Norfolk residents and provides a significant contribution to the tourism economy. The low-lying nature of our landscape makes our communities susceptible to pluvial (rain) surface water flooding.

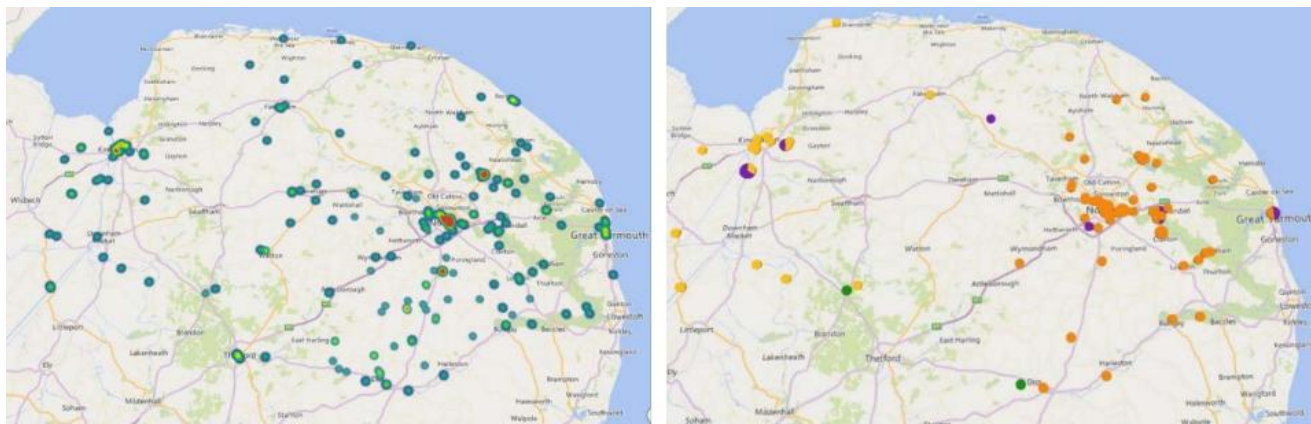
Excluding the Urban Search and Rescue (USAR) water rescue team based at Dereham (our primary team for national deployment and considered out of scope for this review), the predominant WFRT teams utilise Technical Rescue Units (TRUs) at King's Lynn South, Carrow and Thetford. WFR teams crew our rural fire engines known as 'P8s' at ten locations across the county.

Technical Rescue Unit deployments 2019-2021

Carrow is the busiest TRU, followed by King's Lynn. Thetford is rarely used. Our incident data identifies that there are as many water rescue incidents across Great Yarmouth / Gorleston as King's Lynn generally attended by the Carrow TRU.

The TRU deployments across 2019-2021 indicates that the TRUs each cover a large area of the county. A number of deployments for Carrow were closer to Great Yarmouth. Thetford's TRU did not attend any incidents in Thetford, suggesting that this area could be covered by the WFR crew based there if they are enhanced for in water rescue. Most water rescue incidents occur across the east of the county, although there are a number of others distributed across other districts.

The primary flood risks are in the east and west, with small areas in the north, centre, and south. Historically, the risk of surface water flooding is spread across the county. Analysis suggests that the TRU at Thetford is not located in the correct location to provide the quickest response to incidents, however locating a TRU at Great Yarmouth would be more effective.



Water and flood rescue incidents 2019-2021

Proposal 2 – Relocating the Thetford TRU to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.

Maximising our efficiency and effectiveness: Realignment of Specialist Response Capability – Hazardous Materials and Environmental Protection (HAZMAT) Capability

Norfolk Fire and Rescue Service currently provides response to hazardous materials and environmental protection incidents. Our data shows us that the majority of hazardous materials incidents take place in urban areas aligning to our wholetime fire stations. The number of hazmat major incidents in Norfolk is low, but that the majority take place within urban areas. Our data indicates 49 incidents over 3 years which equates to an average of 16 incidents per year across Norfolk.

The current approach to resourcing hazardous materials incidents is based on all fire engines having the same PPE regardless of the hazardous materials incident risk in their station area. A more flexible and cost-effective approach would be based on allocating resources to where the incident risk exists. This in turn is based on incident data, known fixed risk location, and key transport network information. A more flexible, risk-based approach, therefore, would consist of allocating resources to the stations with the highest level of risk. Potential options for change are likely to involve the provision of gas tight suits in key areas to cover the highest risk of hazardous materials incidents, whilst providing suitable protective equipment to cover lower risk incidents elsewhere.

To change from the current arrangements, more in depth consideration will need to be given to the technical specifications of any potential replacement suits in relation to their intended use. Specialist advice may need to be sought to assist with the selection of suitable suits. Having assessed our data and reviewed possible options, the most balanced risk mitigation against cost value is to provide gas tight suits on EPU, Wholetime fire engines, and selected On-Call fire engines.

This option would provide gas tight suits in the areas where the highest statistical risk of a hazardous materials incident exists. This option would also provide a reasonably even spread of level 2 hazmat stations across the county to account for incidents on the major transport networks. This option would provide level 2 stations in areas where the majority of Tier 1 and 2 COMAH sites are located. It is anticipated that level 2 stations only would need to continue with current training requirements, and that the training requirement for On-Call stations could be reduced which would free up more time for other training activities and would reduce the overall cost of initial training for On-Call recruits. For resilience purposes it may be beneficial to select strategic On-Call stations to be trained for wearing gas tight suits to provide a greater number of wearers at incidents, but not to provide the equipment on the On-Call fire engines.

Due to the number of incidents attended by both Thetford and Dereham, it may also be desirable to provide training for the On-Call crews to account for night incidents. A further adjustment could be made if desired to provide one level 2 fire engine per Wholetime area only rather than all Wholetime fire engines. e.g., 1 in Great Yarmouth, 1 in Kings Lynn, 1 in Norwich, 1 in Thetford and 1 in Dereham. This would provide a further cost saving of 8 gas tight suits.

Added resilience can be provided to account for areas remote from Wholetime station areas such as North Norfolk, and South Norfolk.

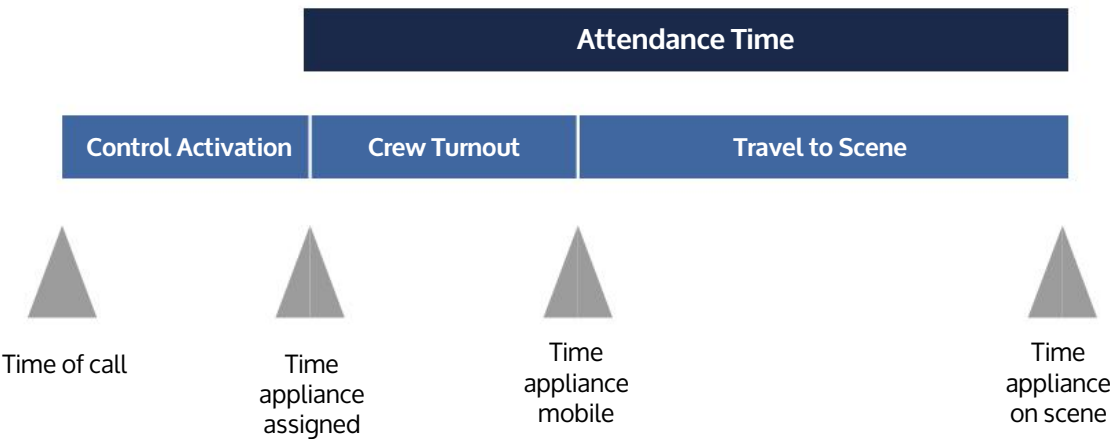


Proposal 3 is to change provision of gas tight suits to Environmental Protection Units, Wholetime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

Maximising our efficiency and effectiveness: How We Measure Emergency Response Standards

In our previous IRMP 2020-2023 we stated our intent to adopt national performance measures against Emergency Response Standards (ERS) if they are introduced. To date there remains no national performance measures for ERS and no agreed national methodology.

Our current attendance time is measured from the time a station is alerted to the time the fire engine arrives at the scene. The Home Office and Her Majesty’s Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) measure fire and rescue services performance from the time the 999 call is answered to the time the first fire appliance is on scene. In the absence of a national standard, we are proposing to amend the way we calculate and report on our ERS to match the same methodology used by the Home Office and HMICFRS (until there is a national standard which we are committed to adopting).



Norfolk is categorised as predominantly rural for Home Office reporting purposes. For life risk fires, the target would be informed by the average time taken by all predominantly rural services in previous years (5 years). HMICFRS on their data collection dashboard recommend that: “Norfolk is a Predominantly Rural service. Its response times should be compared with other Predominantly Rural services.” For Other (non-fire) Life Risk incidents national comparison data is not available.

The proposal is to leave this unchanged, with the exception that ERS is measured from the time that the call is received by Fire Control. The target is for the first fire engine to arrive on-scene within 13 minutes from the time that the call was received by Fire Control. For both Life Risk incident categories, the current 80% tolerance will remain for the following reasons:

- The target for Fire Life Risk is based on the predominantly rural service averages in previous years. The general tendency has been for response times to grow slightly, possible because of increased traffic, though COVID has confused this.
- Our Service's average response time is much better in urban areas where there are Wholetime crews than rural areas where there are On-Call Crews. The 80% tolerance is recognition of the greater distances to be covered by both On-Call and Wholetime crews to rural incidents, the need to allow On-Call crews to get to their station from wherever they are when alerted and because incidents in some parts of Norfolk cannot be reached from the Fire Station within the target time.

As the proposal recommends including call-handling time, the response times reported will appear slightly larger than previously reported.

Proposal 4 is that we amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

Maximising resources focussed on prevention activities: Reviewing our readiness to respond to risks presented by climate change with a focus on increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training.

With climate change, it is foreseeable that there will be an increase in extreme weather events such as the summer heat wave, and the storms of early 2022. Operational activity in July, August and September 2022 saw a 50% increase against the same period in previous years with 8722 emergency calls received through this period in 2022 and over 3000 incidents.

A review of the summer wildfire factors has identified:

- Fires occurred spontaneously across the county
- Difficult to pre plan deployment of pumping and specialist resources, impacting ERS
- A number of significant crop fires occurred at the urban/rural interface
- Extreme heat caused fires to jump across breaks

One of the conclusions of our review into the summer 2022 operational response is the requirement to purchase misting branches and lances for existing appliances, trial the use of portable dams to supplement existing water carriers and to coordinate vehicle procurement programmes. Suitable capabilities, equipment and vehicles are already being considered. We need to ensure that rural firefighting ability is built into future firefighting appliances. The evidence supports the procurement of additional Tactical Response Vehicles (TRVs), to supplement those in service.

NFRS currently has 6 TRVs, which are agile vehicles with the capability to fulfil a number of roles. These consist of five 4x4 pick-up trucks, and one Land Rover defender. The vehicles have off-road capability and can respond to incidents that are difficult to access by standard fire engines. The vehicles are equipped with a water tank and water misting unit which can be used to tackle wildfires such as field and forestry fires. Other roles include transporting equipment and personnel off-road, or during extreme weather events such as flooding, ice and snow. With projected increases in extreme weather events as a result of climate change, there may be the need to consider increasing the number of agile vehicles such as the current TRVs.

NFRS needs to be prepared to respond to changing incidents resulting from environmental change and needs to plan for a range of extreme weather events which impact on both operational response and business continuity. As a result, NFRS will review the need to increase the fleet of agile vehicles that are able to respond to such incidents, and support business continuity.

Proposal 5 is that we will review our readiness to respond to summer heatwave conditions. This will include the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training.



Maximising our efficiency and effectiveness: Collaboration with other emergency responders including Emergency Medical Response (EMR) trial, implementation and progress review

Another of the Proposals in the IRMP 2020-23 was to explore the potential to undertake co-responding. We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Outcomes of the pilot were extremely encouraging. We proposed we would continue to review and develop this function through 2020-23. Fire and Rescue Services (FRS) in the Eastern Region face an ever-evolving operational environment, this often means reviewing our core activities delivered as part of duties contained within the Fire and Rescue Services Act 2004 and significantly the National Framework for England 2018. During 2020 and 2021 the new risk and challenges posed by the global pandemic resulted in a more holistic view of how FRS can support partners. In the 2017 New Economy report "Emergency Medical Response by Fire and Rescue Services" (produced by national experts from HM Treasury and other government departments) detailed analysis set out a strong value-for money case for EMR:

"The indicative benefits...far outstrip the initial investment required, with an overall financial return on investment of £4.41 per £1 invested... Taken as a very broad average, this equates to a net financial saving of approximately £214 per callout; even accounting for the 79% of co-responding attendances in which it is determined that cardiac arrest has not occurred. At scale...likely to see FRS attend to about 15,000 out-of-hospital cardiac arrests per year (about half of all those seen by ambulance services). While only 4.3% of cardiac arrest patients are likely to experience a life-altering impact, those that do will be independent and cognitively functional, where before they would have suffered severe, permanent neurological impairment – at sizeable cost to both health and social care partners. For each individual with new, good cerebral performance, it is broadly estimated that a benefit is created in the order of:

- *£24,000 for clinical commissioners as a result of reduced length of stay in intensive care and less costly treatment requirements; and*
- *£44,500 for social care commissioners as a result of reduced demand for postcardiac arrest domiciliary care."*

Following discussions with EEAST and our regional fire and rescue service partners, we have agreed a regional memorandum of understanding to enable us to embed a developing approach to emergency medical response at two of our on-call stations. The cost of us carrying out this work will be recouped from EEAST. Previous experience of our work in this area has shown that lives have been directly saved across Norfolk as a result of our involvement. EEAST has identified other locations that may benefit from a similar arrangement, and we will be considering these in the coming months. National direction (UK Govt White Paper and NFCC strategy) suggests that we can expect this will be enduring change to Fire Service working patterns, locally, regionally and nationally. We will need to ensure that we are monitoring the impact on fire cover and core responsibilities and there will be continuing conversations regarding concerns about the additional responsibilities on operational staff without development or (paid) recognition (as the current model is voluntary participation).

Proposal 6 is that during the CRMP23-26 period we continue our approach of collaboration with other emergency responders by progressing the development of local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.

Maximising our efficiency and effectiveness: Review of the On-Call Model and an evaluation of the effectiveness of a dynamic roaming resource (DRR) fire engine, staffed by On-Call Support Officers (OCSOs).

The ConOps Project identified an emergent need to review the On-Call model. In the United Kingdom, a retained firefighter, also known as an RDS Firefighter or on-call firefighter, is a firefighter who does not work on a fire station full-time but is paid to spend long periods of time on call to respond to emergencies through the Retained Duty System. Many have full-time jobs outside of the fire service. Retained firefighters are employed and trained by the local fire and rescue service.

When required to answer an emergency call, retained firefighters are summoned to the fire station by a radio pager (also known as an "alerter"). Once at the station, the crews staff the fire engine and proceed to the incident. Retained firefighters are therefore required to live or work near to the fire station they serve. This allows them to respond to emergencies within acceptable and strict attendance time targets set out by each fire service.

Unlike volunteer firefighters, retained firefighters are paid for attending incidents. Both Volunteers & Retained are paid an annual "retainer fee" for being on call, but only Retained firefighters receive further pay for each emergency call they respond to.

Over the years due to the demographics of the county, employers moving to more urban areas and less employment in the smaller towns and villages, it has been harder for us as a service to attract 24/7 on call firefighters. The on-call system is also subject to Grey Book terms and conditions, so it is hard to vary the way we employ on-call staff.

Being an on-call firefighter is a very large commitment for potential recruits and involves a process of selection, enrolment, initial training and continuation training over the first 3 to 4 years.

As a service, we would like to look at how we can provide a better service to the more rural areas of the county, and as such, we would like to review all aspects of our on-call provision. This is aspirational and will take place for the duration of this document.

As part of this process, it is appropriate that we should review how we set Availability expectations across the County, differentiating between Urban and Rural station locations. HMI recommends that Predominantly Rural services should compare themselves against similar. There are 14 such services in the UK. We will need to consider whether it is effective and / or efficient to have a standard Availability expectation for all stations, or whether there should be differentiation based on Urban or Rural location.

A review of the On-Call model will also allow us to evaluate the potential effectiveness of a dynamic roaming resource (DRR) fire engine, staffed by On-Call Support Officers (OCSOs).

On-call support officers

The On-Call Support Officer (OCSO) team establishment is 7 staff consisting of 1 Watch manager, 1 Crew manager and 5 Firefighters. The team work a nine-day fortnight based on Monday to Friday 0900 to 1700. Staff members are able to deploy to On-Call stations in order to make up the crew at an On-Call station with insufficient staff for the fire engine to be available. Whilst at the fire station they are also able to carry out other work such as prevention activities.

Agile fire engines

Agile fire engines are crewed vehicles that can be deployed throughout the county of Norfolk to provide an operational response where there are resource deficiencies. There are sufficient staff in the On-Call Support Officer (OCSO) team establishment to form one agile fire engine crew, based on working 42 hours per week Monday – Friday. In order to form an agile fire engine crew, a vehicle and base station would be required. One solution would be to utilise one of the two fire engine On-Call stations as the base station, and the second fire engine would be used as the agile fire engine during the day Monday to Friday. The crew would start and finish their shift at the base station and deploy to the required locations throughout the day to improve operational response and carry out prevention work at high and very high risk LSOA areas.

Proposal 7 is that during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review. This will be a holistic review of all aspects encompassing recruitment, reward, training, support, management, and availability (including a trial to evaluate the effectiveness of a dynamic roaming resource (DRR) fire engine).



13. Engagement and Consultation

When planning a CRMP, or any major changes, we meet with groups of people who work within our service, within the wider Council and who live in Norfolk to ask them what they think of our ideas and if we are using our resources, including our people, in a fair and cost-effective way. We set up a CRMP Working Group to canvas the views of Senior and Middle managers in shaping the plan.

We also commenced early public engagement through the Norfolk's Resident Panel in Spring 2022 when we were preparing this Plan. We have used the responses we received to inform the development of this CRMP23-26 (as well as inform our approach to other strategic activities). It is particularly good to hear that 82.9% responded they had confidence (somewhat, very or extremely) that we provide an effective overall service (10.6% didn't have an opinion on this). You have told us that our priorities should be:

You have told us that our priorities should be:

1. Responding to fires
2. Rescuing people from road traffic collisions
3. Responding to emergencies such as flooding and terrorist incidents
4. Preventing fires and promoting fire safety
5. Ensuring those responsible for public and commercial buildings comply with fire safety regulations
6. Collaborating with other organisations, for example the police and ambulance service
7. Obtaining information from landlords/building owners to improve response if a fire or other emergency occurs in the building

We have also shared our developed proposals for change both internally and externally to seek views on these.

Public Consultation

A public consultation, focussing on the proposal areas, ran from 7th November 2022 to 19th December 2022 and provided Norfolk communities, stakeholders and partners with the opportunity to comment on the specific proposals, as well as providing further information and insight that can broaden our understanding of risk. There was a total of 265 responses to the public consultation. 75% of these were from members of the public, 5% represented the views of community groups or businesses, 2% were councillors and 14% were employees of NCC or NFRS. A separate written response was received from the Fire Brigade's Union.

The majority of responses to the original proposals were positive (strongly agree or agree). As a result of this, proposals 1 to 4 and 6 have not been amended. Where negative comments were received for those proposals, the concerns of respondents focussed on potential implications arising from the way the proposal is implemented. Therefore, these concerns will be considered as part of the implementation planning for each proposal.

As part of our approach to public engagement on CRMP, we arranged a series of 10 public events across Norfolk. Eight of these were held on fire stations and incorporated Brew with a Crew – a chance for people to enjoy refreshments with the team, with optional donations to The Fire Fighters Charity. The other events were held at North Norfolk District Council's offices in Cromer and at Thetford library (as the town fire station is undergoing renovation work). At all events, we offered residents the chance to complete the consultation on ipads and also assisted them to complete it where this was required. We promoted these events, and how to take part in the consultation online, in the mainstream media, via social media and through a series of leaflets and posters within the local areas. Flyers with links to the consultation were also handed out to residents who attended 'quick strike' events which take place after large fire incidents and by our community safety team at other events and service open days in the run-up to Christmas.

Vulnerable residents

As well as appealing to the general public to take part, we worked with some of our more vulnerable groups by holding three focus group sessions with members of Vision Norfolk. These were held in Great Yarmouth, King's Lynn and Norwich and were well attended by blind and visually impaired residents. As well as talking to these residents about the CRMP to gain their views on our proposals, we also engaged with them around community safety, their preferences on communication and interactions with our service. We also held a focus group meeting with Inclusive Norwich at Carrow fire station to gain the views of their members on our proposals. We were also asked to attend a coffee morning at Hellesdon library, to speak to vulnerable residents, and carers, about the CRMP. At all these five meetings we assisted residents to give their views by taking part in the online consultation, with support from our staff. In addition to this, we undertook focus groups with 15 Black British, Black African and Black Caribbean residents of Norfolk.

We are award-nominated by the Local Government Association for our engagement with 212 residents from seldom-heard communities to identify risks to inform this CRMP.

Key stakeholders

Face to face meetings with Norfolk's Police and Crime Commissioner and the Chief Constable of Norfolk Constabulary were held by our Director of Fire/ Deputy Chief Fire Officer. Verbal briefings from our Director of Fire included full proposal details and consultation details and 10 briefings were held, to ensure they were accessible to all Norfolk Fire & Rescue Service staff.

Cascading messaging to other stakeholders:

We delivered messages to stakeholders, asking them to give feedback on our CRMP proposals and promote the face-to-face sessions, in the following ways.

- Written communication to all Norfolk Fire & Rescue Service staff.
- Written communication to all members of Norfolk County Council's online Residents' Panel.
- Written communication to all Norfolk County Council's elected members.
- Written communication to all Norfolk County Council staff through the internal staff newsletter, the Friday Takeaway.
- Written communication through NALC (Norfolk Association of Local Councils) to local councillors across Norfolk.
- Written communication to professional partners who are part of the Flourish group.
- Written communication to social care providers to children, through Children's Services weekly newsletter.
- Written communication in a newsletter to adult social care providers, sent through Adult Social Services.

The CRMP consultation survey was also made available in paper format, large print and easy-read versions. The website survey was fully accessible.

Proposal changes as a result of feedback

The first part of proposal 5 received a smaller majority support but also a significant number of concerns and alternative suggestions related to the impact on On-Call crew availability. The respondents expressed concerns around the ability to predict demand, the impact on fire cover across the service and the need for a more holistic approach to improving on-call availability. As a result, this part of the proposal was moved to be considered in scope for proposal 7 to embed it as part of the wider review of the on-call model. Accordingly, proposal 7 was amended from its original wording (*during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review*).

The second part of proposal 5 related to the impact of the climate changes and prolonged heatwaves was more positive. As a result, proposal 5 was amended to focus on a review of our response to summer wildfire conditions, including the number and use of TRVs. Accordingly, Proposal 5 was amended from its original wording (*we commence a trial of 1 Agile (DRR) fire engine by resourcing 4 OCSOs to crew in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities and review the use and consider the emergent requirements of increasing our stock and use of TRVs as agile response vehicles*).

All feedback received through the consultation process will inform the implementation of the finalised Proposals.

14. Appendix: Links to Source Material

- Norfolk Strategic Infrastructure Delivery Plan 2020
- [Community Risk Management Planning | Fire Standards Board](#)
- [Norfolk's JSNA](#)
- Defining Risk | NFCC CPO
- [Council Tax: stock of properties, 2021](#)
- [IMD - Overall district rank in England](#)
- [Census 2021 results: Phase one of Census 2021 results - First results - Census 2021](#)
- [Council Tax: stock of properties, 2021](#)
- [HMICFRS](#)
- [Fire and Rescue Services Act 2004](#)
- [Civil Contingencies Act 2004](#)
- [The Regulatory Reform \(Fire Safety\) Order 2005](#)
- [Fire and rescue national framework for England](#)
- [Norfolk Fire and Rescue Service - Norfolk County Council](#)
- [Guidance on Li Ion Battery Fires](#)
- [Community Risk Management Planning Strategic Framework](#)
- [Know your risks – Norfolk Resilience Forum](#)
- [The UK Government National Risk Register](#)
- [NCC Environmental Policy](#)
- [Community Risk Register](#)
- [JESIP Website](#)
- [Neighbourhood Flood Vulnerability Index](#)
- [Norfolk Strategic Flooding Alliance](#)
- [Regulators' Code](#)
- [The Enforcement Concordat](#)
- [NCC Strategic Planning & Infrastructure](#)



Norfolk Fire & Rescue Service Community Risk Plan 2023-2026

Consultation: Analysis of open (free) text questions

Introduction

This document provides analysis of the open text questions in which respondents had the opportunity to explain why they agreed or disagreed with each proposal.

Every response has been read in detail and carefully analysed by a team of analysts using the approach and methodology developed as standard practice for all Norfolk County Council consultations.

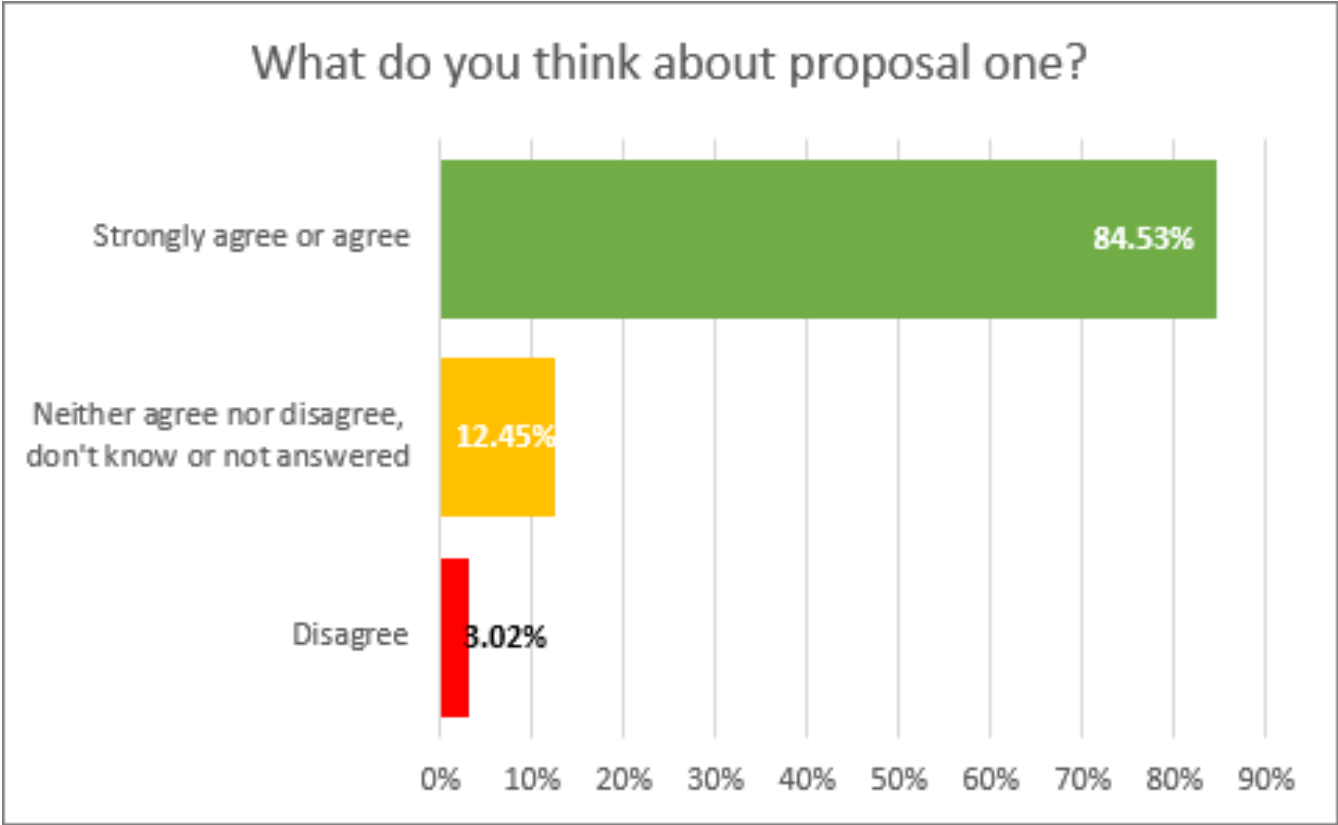
Analytical Notes

- For each question, themes which are mentioned ten or more times are shown in a table below the summary of findings.
- A sample of quotations (reported as written by the respondent) is included in the table.

What do you think about proposal one? [Develop a more targeted approach to prevention activity across Norfolk’s communities, prioritising vulnerability and those at highest risk.]

257 people answered question 2: the breakdown of responses is shown in the table below.

Option	Total	Percent
Strongly agree	137	51.50%
Agree	87	32.71%
Neither agree or disagree	24	9.02%
Disagree	8	3.01%
Don't know	1	0.38%
Not Answered	9	3.38%



Of the 224 people who **agree/strongly agree** with the proposal, 111 provided further comments. The main reasons people gave for supporting Proposal 1 are: how vulnerable groups are prioritised and the different types of vulnerable groups, the importance of prevention, and the principle or practice of targeting resources (please see table below for number of times each comment was made and illustrative quotations).

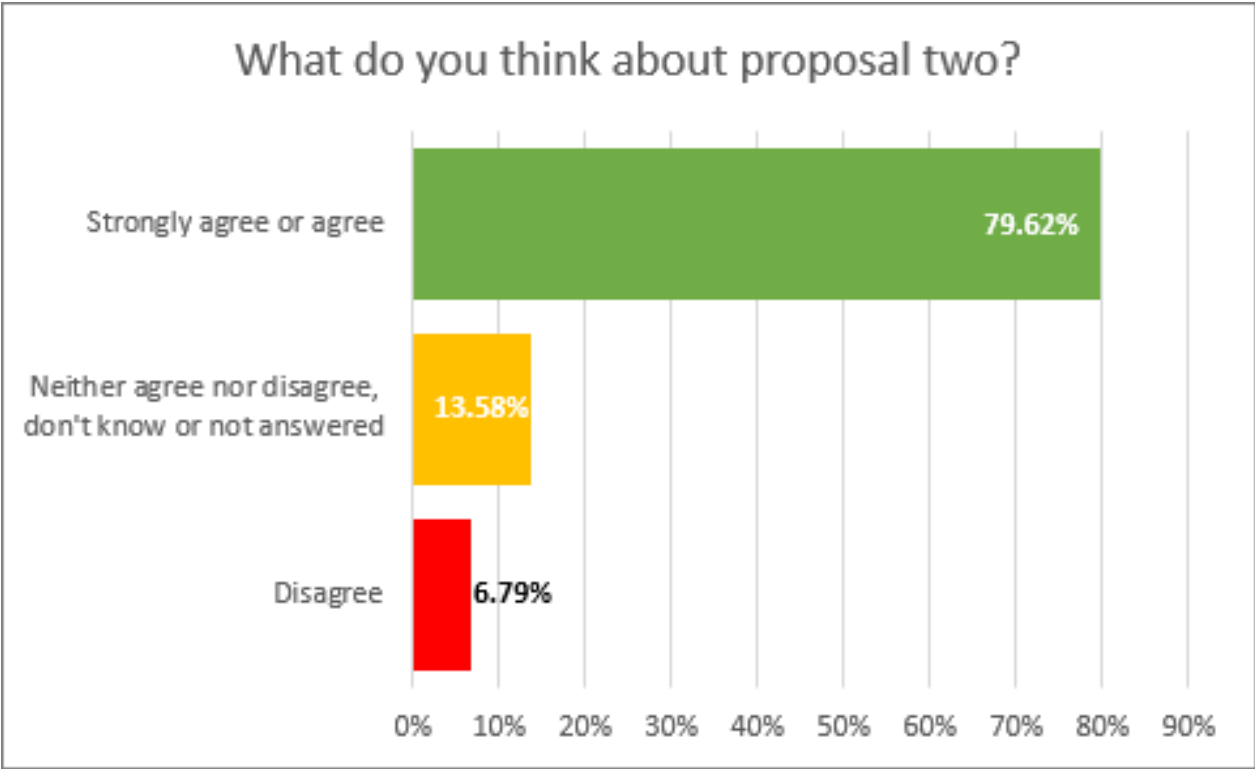
Theme	No.	Comments
Comments about the vulnerable being prioritised, or different types of vulnerable groups.	30	<p>Vulnerable persons such as the elderly, frail and disabled are at a high risk and they really need some support to make sure they are safe in their homes.</p> <p>It makes common sense that you would prioritise the most vulnerable.</p> <p>It is the older and disadvantaged populations in our communities that need the most targeting.</p> <p>Make good use of traditional methods to reach older people and hard to reach groups such as travellers, mobile home dwellers, isolated communities especially those at a distance from services.</p> <p>I work with vulnerable adults, some of whom live alone and would greatly benefit from professional consultation about fire safety.</p>
Comments about a preventative approach.	21	<p>Prevention effort gives a much greater return on resources than incident response and recovery effort.</p> <p>Prevention is better than cure - better to stop fires starting in the first place than fight them.</p> <p>Prevention results in better outcomes for the population and a more effective use of resources.</p>
Comments about the principle or practice of targeting services.	14	<p>Targeted publicity has greater effect than blanket information promotion.</p> <p>Agree but unsure how you decide who are the priorities- eg elderly versus those with young children.</p> <p>Targeted approach via risk means resources not wasted.</p>
Comments about work which could/should be undertaken with partners.	13	<p>Making use of partnerships and 3rd sector agencies which have good face to face experience with the cohorts you want to reach both assists the agency and the end user and is to be recommended.</p> <p>The closer folk work together, the more effective they will be- particularly cost effective.</p> <p>Great to work with as many agencies as possible to share the load, particularly with the state of funding for public services. There is no point duplicating information.</p>
Comments expressing agreement but with little or no explanation.	11	<p>I fully agree with this.</p> <p>Good idea.</p>

There were 8 comments from people who **disagree** and 9 comments from those who **neither agree or disagree** with Proposal 1: no consensus emerged from the small number of comments.

What do you think about proposal two? [Relocate our water safety equipment currently at Thetford to Great Yarmouth.]

260 people answered question 8: the breakdown of responses is shown in the table below.

Option	Total	Percent
Strongly agree	121	45.49%
Agree	90	33.83%
Neither agree or disagree	28	10.53%
Disagree	18	6.77%
Don't know	3	1.13%
Not Answered	6	2.26%



Of the 211 people who **agree/strongly agree** with the proposal, 125 provided further commentary. The main reasons people gave for supporting Proposal 2 are the presence of numerous bodies of water around Great Yarmouth, the proximity of Yarmouth to the Norfolk Broads, the perceived or evidenced prevalence of risk, and other reasons (please see table below for number of times each comment was made and illustrative quotations). There were 11 comments about the implications for access to water safety equipment in other parts of the county if relocation to Great Yarmouth goes ahead.

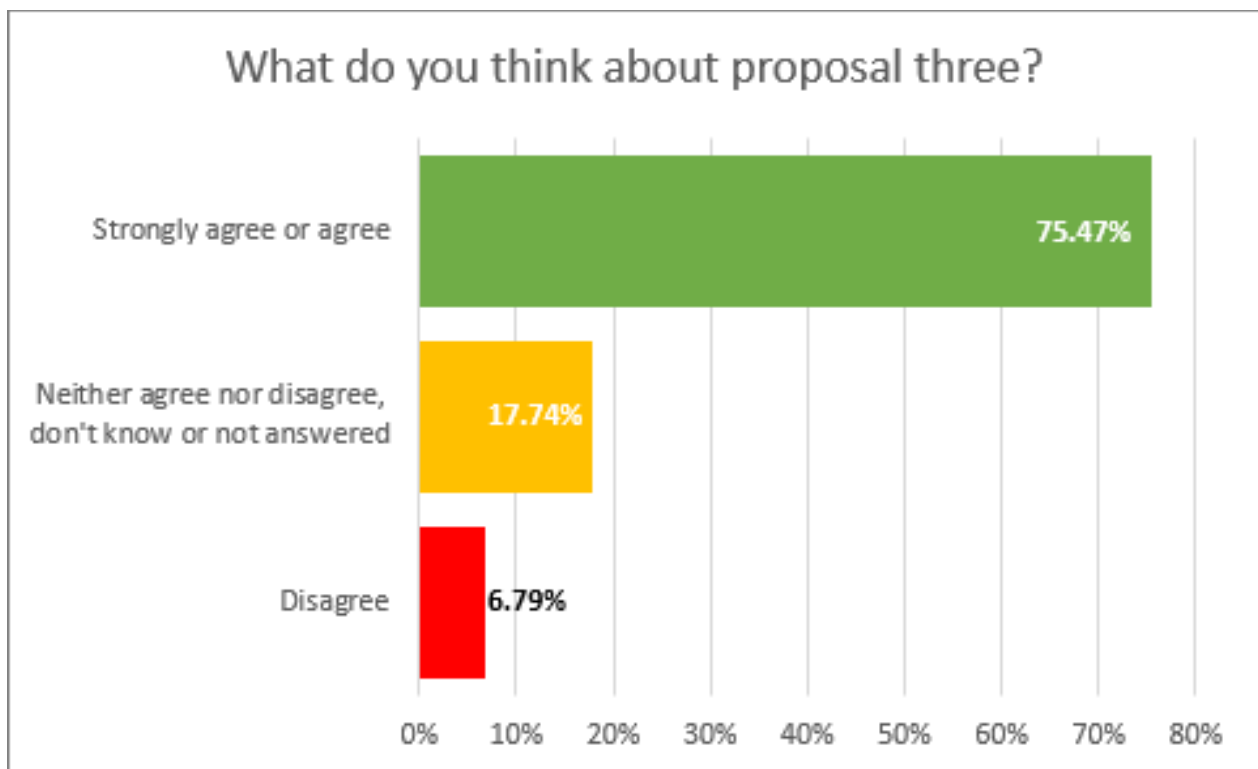
Theme	No.	Comments
Comments about risk due to large bodies of water in/near Great Yarmouth.	37	Very important, Great Yarmouth is a gateway location to the Broads and its 7 rivers and all the associated Broads, it is a coastal location and is host to a large port. Because Yarmouth is on the coast and Thetford is a forest. Having water Rescue near water makes sense. On the coast and with easy access to the broads, our biggest waterway seems a logical proposal to get people on to tasks quicker. As Great Yarmouth has a significantly greater risk area for water rescue incidents it makes more logical sense for the resource to be located there.
Comments expressing agreement but with little or no explanation.	24	Makes sense . No brainier should of been there all along. Absolutely good idea. Logical.
Comments about the proximity of Yarmouth to the Norfolk Broads.	16	The Broads are very busy in holiday season, would it be worth having a boat positioned close by ? Great Yarmouth's proximity to the National Broads. On the coast and with easy access to the broads, our biggest waterway seems a logical proposal to get people on to tasks quicker. Great Yarmouth seems a more sensible location than Thetford as it is nearer to the Broads.
Comments about WSE needed anywhere with high risk or where data shows most risk.	14	It makes more sense to relocate this equipment and enhance personal training to high risk areas. Because you have Risk Assesed where it is required the most. Better to have more resources closer to more people and risks.
WSE should be relocated to Gt Y for other reasons.	12	If it was to be relocated to GT Yarmouth, it would serve the Acle Straight better for animal rescues without the need of the city water / animal unit being drafted in. Save more lives in Great Yarmouth as people try to take their own lives or messing around jumping in the River.
Comments about coverage throughout the county as a result of relocating WSE.	11	Best to have kit where it is most likely to be needed. Question though about how quickly you can cover the county from an eastern location. It makes sense to locate equipment where it is most needed, but also as it is less central means longer journey when needed elsewhere in the county. There is a higher risk in coastal areas where rivers are more tidal but this should not impact on safety provision for all water ways where someone is likely to get into difficulty.

There were 16 comments from people who **disagree** and 18 comments from those who **neither agree or disagree** with Proposal 2: no consensus emerged from the small number of comments.

What do you think about proposal three? [Locate gas tight suits, used in hazardous incidents such as chemical leaks, on our two specialist Environmental Protection Units, at our wholetime (full time) fire stations and on several on-call stations.]

259 people answered question 9: the breakdown of responses is shown in the table below.

Option	Total	Percent
Strongly agree	105	39.47%
Agree	95	35.71%
Neither agree or disagree	28	10.53%
Disagree	18	6.77%
Don't know	13	4.89%
Not Answered	7	2.63%



Of the 200 people who **agree/strongly agree** with the proposal, 104 provided further commentary. The main reasons people gave for supporting Proposal 3 are the money-saving potential of the proposal, the possibility of incidents to happen anywhere necessitating swift access to gas tight suits, and concern about the safety of crews (please see table below for number of times each comment was made and illustrative quotations).

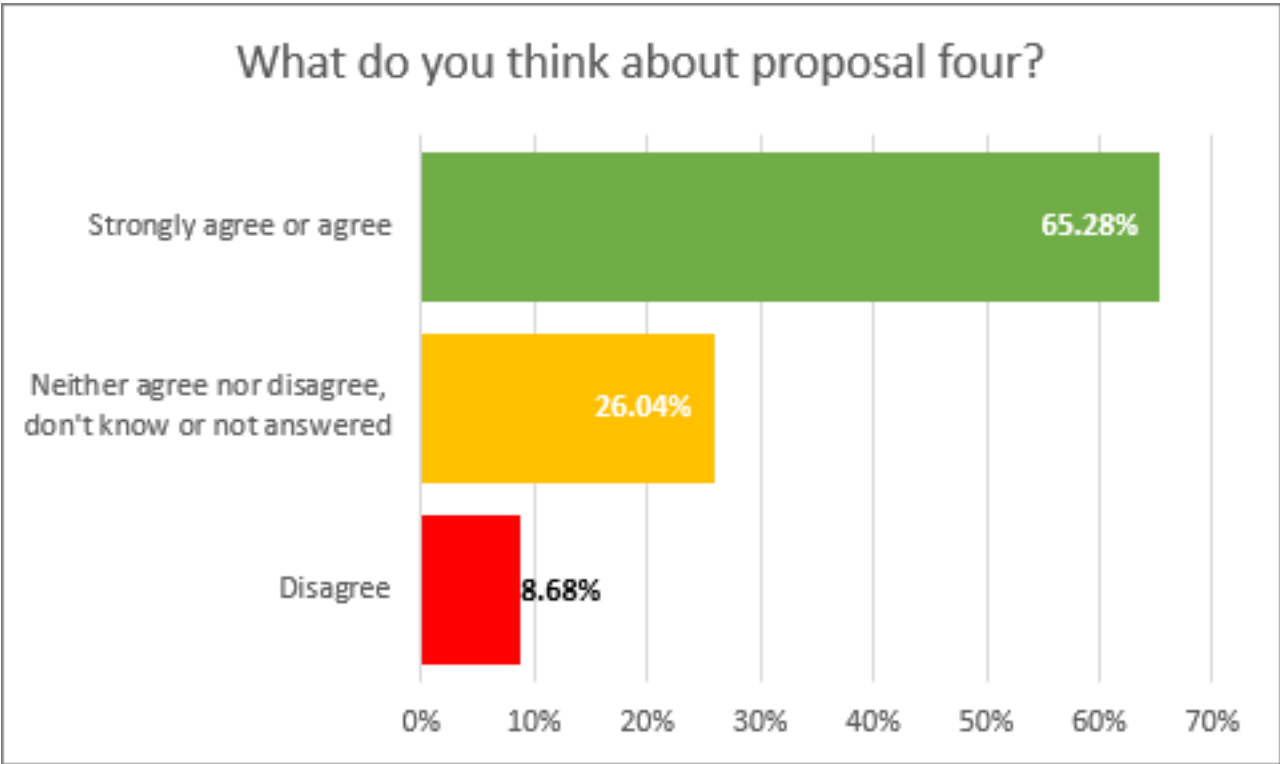
Theme	No.	Comments
Comments expressing agreement but with little or no explanation.	31	Seems to be a sensible proposal. Seems reasonable based on information provided. If best for firefighters.
Comments about the proposal saving money.	11	I think it be beneficial because it would save money. No loss of response but significant money saved on unused equipment. Better use of money not putting on all if not used.
Comments about potential for incidents to happen anywhere requiring immediate access to equipment.	10	Incidents can happen anywhere and access to equipment is required immediately. There might come a time when numerous suits will be required so spreading them across the network makes more sense. In case there is a chemical emergency as these can happen anywhere. They would be able to respond quicker to the incident.
Suits should be available to all staff who need them to keep them safe, other comments about staff safety.	10	If this is OK with the firefighters. If this suggestion has come from them then yes. If they have issues or concerns then this proposal needs to be revisited. The people who put themselves at risk need to have the greatest input on this. Yes again - look at the type of fires and risk to the fire men and women who attend - their safety should be a priority as well as the safety of the people they are helping then comes property.

There were 15 comments from people who **disagree** and 17 comments from those who **neither agreed or disagree** with Proposal 3: no consensus emerged from the small number of comments.

What do you think about proposal four? [Amend the way we calculate and report our emergency response attendance time to align with the Home Office and our inspectorate (HMICFRS). Until there is an agreed national standard which we are committed to adopting.]

259 people answered question 10: the breakdown of responses is shown in the table below

Option	Total	Percent
Strongly agree	88	33.08%
Agree	85	31.95%
Neither agree or disagree	54	20.30%
Disagree	23	8.65%
Don't know	9	3.38%
Not Answered	7	2.63%



Of the 173 people who **agree/strongly agree** with the proposal, 84 provided further commentary. The main reasons people gave for supporting Proposal 4 are: the ability to compare results, the purpose of national standards, and the importance of consistency of data (please see table below for number of times each comment was made and illustrative quotations).

Theme		No.	Comments
Comments expressing agreement but with little or no explanation.		24	Reasonable change. Makes more sense. This is a good idea if you want to improve your response time.
Comments about comparing results or being able to measure performance.		16	Makes sense to align our measures to other counties, so we can compare more easily in the future. It will make it easier to see which areas are performing the best and then you may be able to get advice from the areas that have better response time than others. Good to compare.
Comments about the uses of national standards.		13	Generating data that is compatible to national standards would be preferable so that comparisons can be made and conclusions drawn as to emergency services effectiveness. Operational performance standards need to be set by a national body for transparency and to ensure they have merit for what they were set to achieve - targets need to be set to ensure best service is delivered upon. Keeping target setting in house lends itself to manufacturing the results you wish to show
Comments about being consistent across governing bodies, other services, or counties.		12	Consistency in data reporting with others. Consistency is key, why have different reporting mechanisms for people who are all doing the same job and have the same inspection regime. One of the biggest concerns in many major incidents is the lack of or poor communication between key agencies. It's vital that inter-agency work is properly coordinated to agreed standards across the nation.

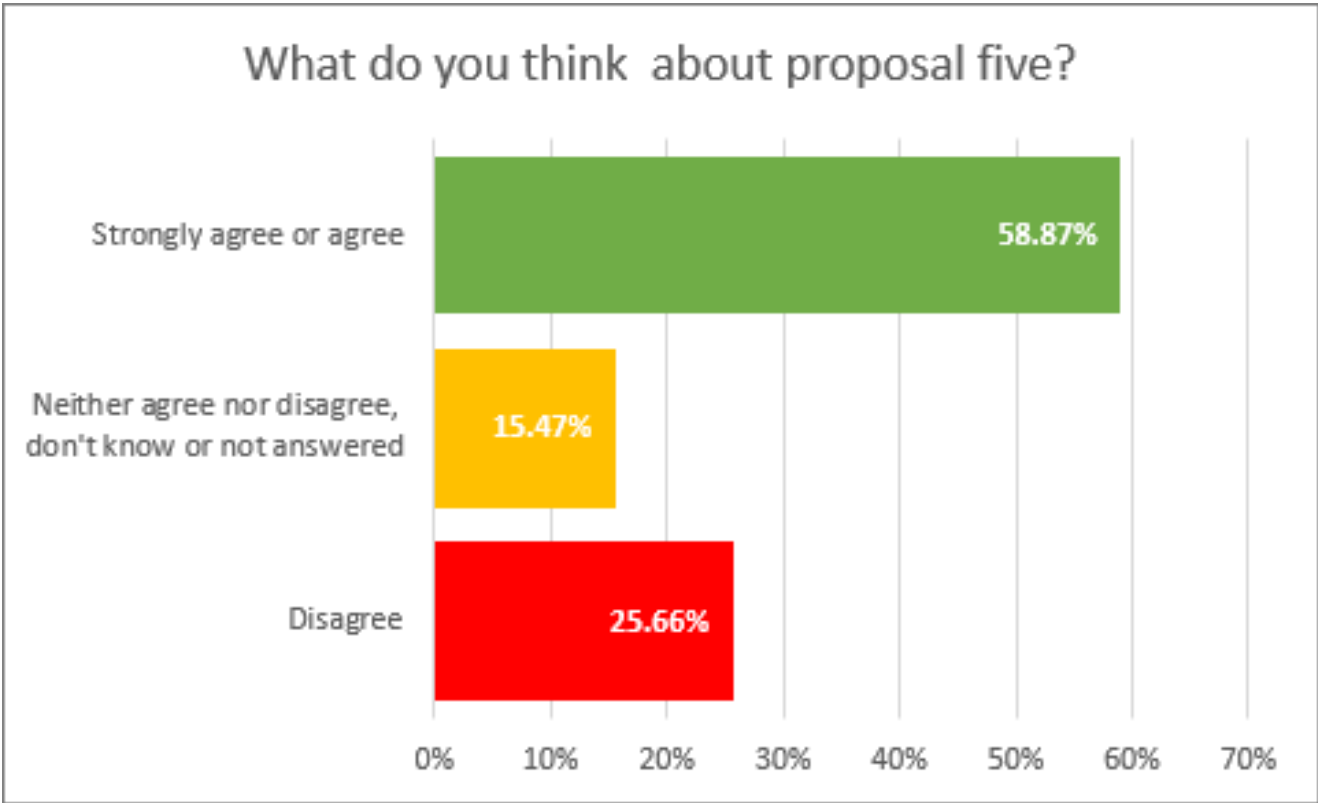
There were 22 comments from people who **disagree** with Proposal 4. While no theme was mentioned ten or more times, five comments related to concern about negative impacts of the proposal for on-call crews.

There were 18 comments from people who **neither agree or disagree** with Proposal 4: no consensus emerged from the small number of comments.

What do you think about proposal five? [Trial having a fire engine in use as a ‘roaming pump’ meaning its location changes on a daily basis to ensure there is good fire and rescue response available across all of Norfolk.]

260 people answered question 11: the breakdown of responses is shown in the table below

Option	Total	Percent
Strongly agree	90	33.83%
Agree	66	24.81%
Neither agree or disagree	33	12.41%
Disagree	68	25.56%
Don't know	3	1.13%
Not Answered	6	2.26%



Of the 156 people who **agree/strongly agree** with the proposal, 83 provided further commentary. The main reason people gave for supporting Proposal 5 is the benefit of access to additional kit. However, some respondents who agreed with the proposal still expressed concern about the location of the roaming pump (please see table below for number of times each comment was made and illustrative quotations).

Theme	No.	Comments
Comments expressing agreement but with little or no explanation.	27	Wasn't aware of the problem but this seems like a good option. Think it's a good idea. I agree because it would be good to have a fire engine on call as it would help people out.
Comments about positive benefits of roaming pump/4x4.	19	The 4x4 response vehicles sound a great idea, considering how bad this year was for wild fires, it shows how remote some can be and spread. The increased flexibility offered seems to make the proposal worthwhile. Assuming this is in addition to usual services, it sounds useful to have a vehicle that can be deployed where they may be short term shortages, or higher levels of need e.g. seasonally. Making sure there is someone available at all times is only going to increase safety.
Comments about the roaming pump 'being in the right place at the right time', or location of the roaming pump.	12	Only agree if the location of the appliance is matched to known data regarding most likely use of the appliance. Agree on balance. Flexibility is useful but for example, if the roaming pump was situated in the north of the county but the emergency was in the south, it may prove to be of little assistance, given the distances involved.

Of the 68 people who **disagree** with the proposal, 57 provided further commentary. The main reasons people gave for not supporting Proposal 5 are: negative impact on on-call crews, the logistics of managing a roaming pump, and the location of the pump (please see table below for number of times each comment was made and illustrative quotations).

Theme	No.	Comments
Comments about the roaming pump 'being in the right place at the right time', or location of the roaming pump.	20	I don't believe that would statistically help. Fires are random and the chance of having the unit in the closest location is going to be a rare coincidence. If this is central it may stand a reasonable chance attending any incident within Norfolk, from GY to Kings Lynn is a jaunt at the best of times, you can never ever predict where they will be needed? I can't see how this makes any sense at all. You will be committing a crew to roam the county, wasting fuel, who will have to return to their point of origin every day, meaning that its location cannot be changed daily as you suggest. Makes little sense, presumably stations are already optimised for location benefit. We all know sods law which means it would be in the wrong place when needed. Best to have pumps in a central position so it/they can get to incidents as quick as possible.
Comments about managing the roaming pump not related to location, how it would work in practice.	18	When this was introduced in Cambridgeshire they had 24 posts throughout the wholetime staff that were reallocated to their two roaming pumps. With 7 staff assigned to one pump for the whole of Norfolk it would be logical to have those 7 to make 3 or 4 available with the on-call? Those manning it would have to potentially carry more equipment with them, PPE, clean clothes, lunches / drinks and also work bags with laptops etc which could then potentially contaminate more when supposed to be having clean cab policy.... Time would be lost everyday for those on the roaming pumps to fully check appliance and equipment before taking it and again at the end of the day if used at incidents, meaning even more time would be lost being operationally effective. If a roaming pump or pumps is preferred get one of the two. Wholetime pumps on wholetime stations to act as a roaming pump so still wholetime cover in that area but then also roaming availability in each / most districts.
Comments about the negative impact of introducing a roaming pump on staff.	17	A roaming pump would only be using P2's from other stations, which would cause resentment amongst crews. It would more than likely be different P2's on different days meaning additional driving for those On-Call Support Officers that would man them. At present they start at 08:00 and depending on deployment are usually all deployed within the first hr, this being more effective. The roaming pump would be available less as crews would have to drive to whichever station to man it, from all

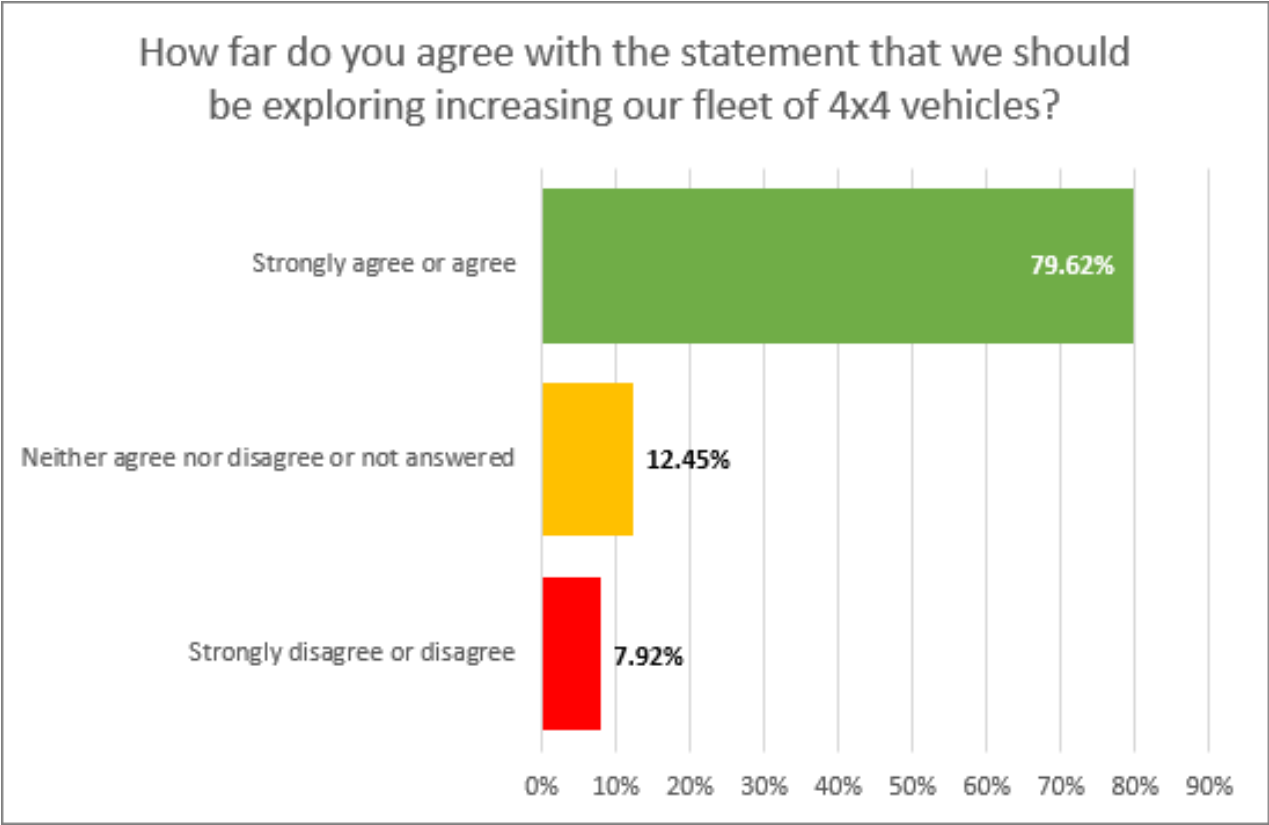
	<p>areas of the county, primarily Western at present and then drive to wherever required.</p> <p>Where is the incentive to give 500+ hours a month to the service to provide firecover when a roaming appliance picks up your call on the way through your patch.... Whoever thought of this is completely disconnected from what the oncall are about!</p> <p>The roaming pump would poach calls from crews who are on call and ready to respond. The roaming crews could not have as good a local knowledge as the crews in their own areas.</p> <p>Those crews [on roaming pump] would then potentially be less productive than currently sat on stations where then complete projects, training and also other areas such as HFSV's and local risks and fire prevention tasks.</p>
<p>In addition to comments about potential negative impact of the proposal on staff, there were a further eight comments expressing concern that a roaming pump should not be used to 'plug' gaps in crew levels.</p>	

There were 24 comments from those who **neither agree or disagree** with Proposal 5: seven comments related to potential issues with the roaming pump 'being in the right place at the right time'.

Question 12: How far do you agree with the statement that we should explore increasing our fleet of 4x4 vehicles to extinguish rural fires more quickly, preventing further damage and fire spread?

258 people answered question 12: the breakdown of responses is shown in the table below

Option	Total	Percent
Strongly Agree	141	53.01%
Agree	70	26.32%
Neither agree or disagree	26	9.77%
Disagree	15	5.64%
Strongly disagree	6	2.26%
Not Answered	8	3.01%



Of the 211 people who **agree/strongly agree** with question 12, 108 provided further commentary. The main reasons people gave for agreeing with question 12 are the ability of 4x4s to access difficult locations and the potential benefits to rural areas. Some respondents who agreed did so with caveats and others noted that the provision of 4x4s should be in addition to existing equipment, rather than as a replacement for current provision (please see table below for number of times each comment was made and illustrative quotations).

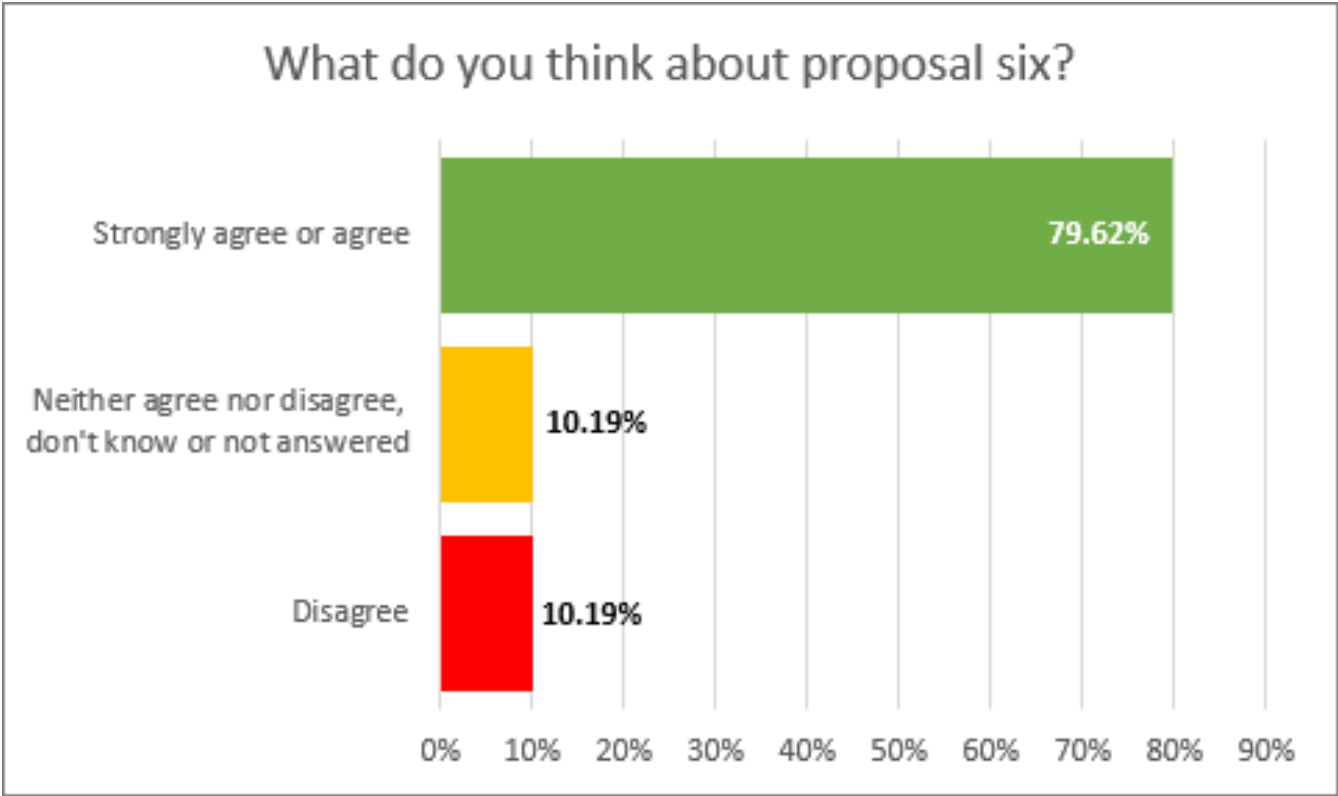
Theme	No.	Comments
Comments expressing agreement but with little or no explanation.	30	Makes sense. Any increase in fire cover should always be a positive thing and new appliances that can help extinguish a fire faster is a good thing. This sounds like a great idea, small is beautiful. This provide more help to people in communities.
Comments about 4x4s ability to access difficult locations and the need for such accessibility.	18	I think having more 4x4 would help out such as down a trail road in the woods a fire engine wouldn't be able to get to the fire/rescue fast enough and I think it would prevent further damages. Having 4x4 is a great idea because they can get to locations that the other engines can't meaning that it can prevent a lot of damage by getting the and managing the scene early. These vehicles can move quicker on rough terrain and stop the spread quicker than the large appliance.
Comments with a caveat.	17	The 4x4's were used widely this summer 2022, it would be good if there was a slightly bigger version, to carry possibly a bit more equipment and a bigger water tank, I found that the size of tank was quite restrictive. Additional 4x4 capable appliances are a good idea. However, these must be full fire fighting appliances with the same capability as other front line pumping appliances. Stations must not have their primary appliance replaced with a Hilux-type vehicle.
Comments about impact on rural areas of the county.	16	A sensible approach faster time on task helps reduce loss in rural areas. The increased flexibility of these vehicles would seem to be very appropriate in a rural county such as ours. We are a rural county which often experiences floods/snow so very important. Rural fires are an increasing risk so this makes sense.
Comments about using 4x4s as extra resource, not as a replacement for larger pumps.	12	This proposal makes perfect sense to place them along side of existing fire appliances. The 4x4 vehicles have proven invaluable over the past summer and would be a great investment to increase the fleet. Perhaps they could be located at some stations where full daytime crewing serves to be an issue, but they consistently have enough to crew these smaller 4x4 appliances, thereby also assisting with fire cover for that area? Agree providing the 4 x 4 equipment is added to existing appliances and not replacing existing appliances.
There were nine comments about the ability of 4x4s to respond to incidents quickly.		

There were 9 comments from people who **disagree** and 18 comments from those who **neither agree or disagree** with question 12: no consensus emerged from the small number of comments.

What do you think about proposal six? [Continue to collaborate with other emergency services in Norfolk.]

260 people answered question 13: the breakdown of responses is shown in the table below

Option	Total	Percent
Strongly agree	149	56.02%
Agree	62	23.31%
Neither agree or disagree	20	7.52%
Disagree	27	10.15%
Don't know	2	0.75%
Not Answered	6	2.26%



Of the 211 people who **agree/strongly agree** with the proposal, 117 provided further commentary. The main reasons people gave for supporting Proposal 6 are the increase in potential life-saving capacity and the benefit of having a combined frontline emergency service. However, some people who agreed also expressed concern that fire crews could end up ‘plugging gaps’ in the NHS which is not their primary role (please see table below for number of times each comment was made and illustrative quotations).

Theme	No.	Comments
Comments expressing agreement but with little or no explanation.	29	Very good idea. Anything that helps people get the help they need has to be good. Makes sense. I think this is a good idea.
Positive comment about proposal or agreement not covered by other tags but which gives a reason.	24	Speed and quick response is good, regardless of who gives it. I believe that there is huge potential for maximising the utilisation of the skill sets of all our emergency services. It does require (as mentioned above) that inter-agency communication is [?]. Sounds like a good idea for a fast response and then I suppose an ambulance would be needed in due course to transport.
Comments about medically trained fire crews potentially saving lives, or the wider role of emergency services to preserve life.	23	Fire fighters are highly trained and should be utilised in any situation where they could save life. Given that the fire and rescue service should always have 'to save life' as their primary goal this is an area in which they can make the most difference. Save people's lives quicker as a first responder. I strongly agree with proposal six because I think having the firefighters there for someone who is having cardiac arrest is great as that is good to have someone there because cardiac arrest is a life or death situation.
Comments about working with partners.	20	Emergency services need to develop much more collaborative working practices across various service sectors so this is to be welcomed. Emergency services should all work together. No new fire stations without due consideration of joint use building with ambulance service and possibly the Police too.
Comments about fire crews filling gaps in health services.	11	Although I agree with this proposal, there could be a risk as EEAS currently are so stretched, that the Fire Service then inadvertently becomes the alternative to EEAS. My concern would be that fire crews are then expected to take on more and more medical emergencies that they have not been trained to deal with. Although I feel the NHS should be funding more ambulances able to deal with these things rather than the fire crews doing it?
In addition, there were eight comments in which people expressed a caveat or reservation about the proposal, eight comments about how incidents would be prioritised, and eight comments about the ability, fairness or payment of crew taking on extra medical functions.		

Of the 27 people who **disagree** with the proposal, 25 provided further commentary. The main reason people gave for not supporting Proposal 6 is that the proposal would place additional burdens on existing crew (please see table below for illustrative quotations).

Theme	No.	Comments
Comments about ability, fairness or payment of crew taking on extra medical function.	10	Nowhere near enough support available for the mental wellbeing of firefighters who will be affected by this. Also, asking them to do this for free when they have had real term pay cuts for the last 10 years or so is a piss take. We should not replace the role of the ambulance service. It is difficult for firefighters to maintain competence in this specialist area. Duty of care to our own staff is paramount. If you want to go down this route then collaborate with the EEEAST, build purpose built stations with ambulances on them and pay people the correct remuneration for the role. Also get agreement from trade unions for the change in role map. All you'll do with this proposal is mentally exhaust already stretched crews and upset primary employers to the point where you'll lose day crew personnel as companies withdraw their support for the oncall. They're employed as fire fighters not paramedics. They deal with a lot of trauma as it is. If they assist other services this is likely to be the majority of their calls. If they mainly dealing with cardiac arrests, they're likely to quit. That's not a nice situation - paramedics are trained for it mentally, firefighters not so much.
There were also an additional seven comments about potential negative impacts on crew wellbeing if additional medical functions were adopted.		

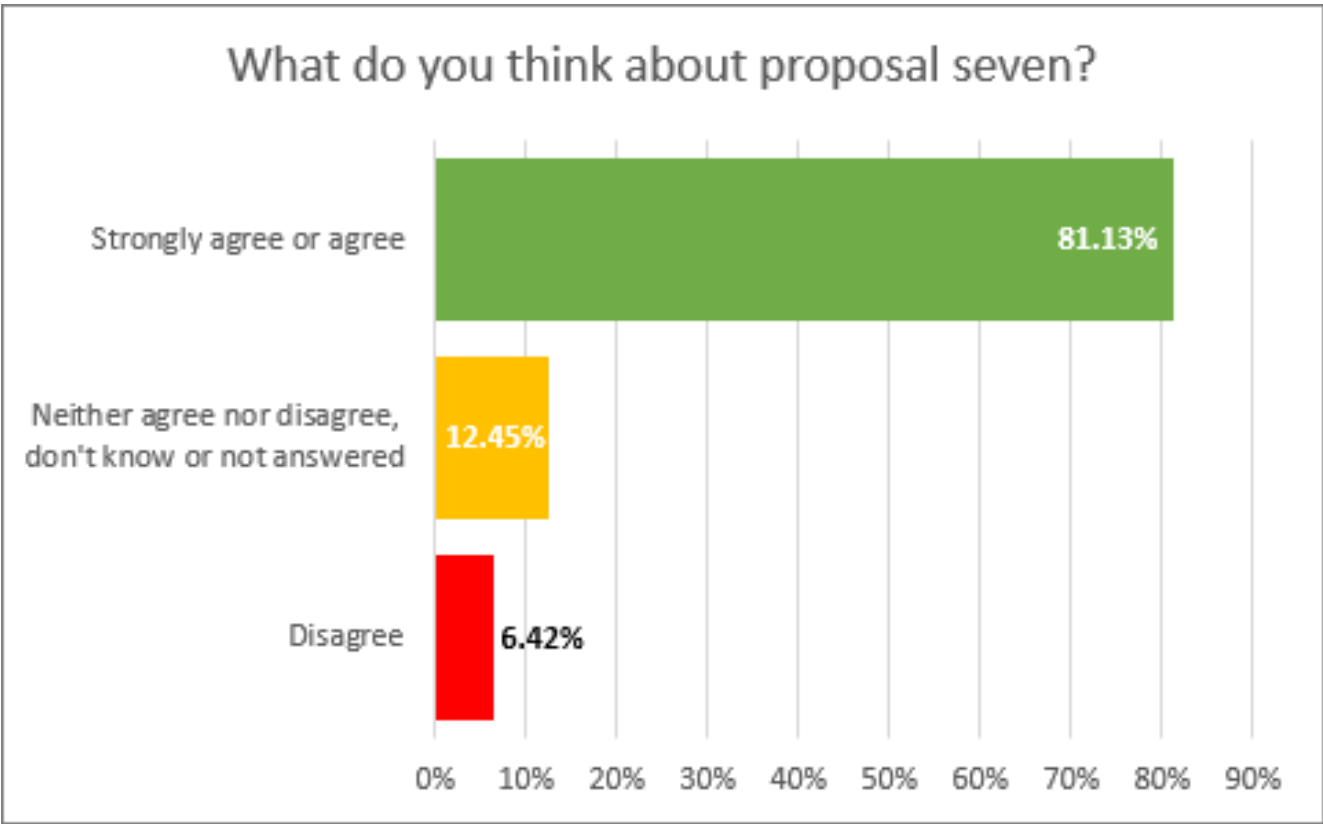
Of the 20 people who **neither agree or disagree** with Proposal 6, 17 provided further commentary, please see table below.

Theme	No.	Comments
Comments about fire crews filling in gaps for health services.	10	<p>Another plaster over a crack in an Ambulance service thats not fit for purpose.</p> <p>If the NHS or the ambulance service can't meet or keep up with the growing need in health care, then it needs far more funing and resources put in place before you ask the hard working already busy firefighters to do it.</p> <p>We pay into an NHS, this sounds like it's plastering over the crevices caused by an under funded ambulance service. This is a good idea when a fire engine is close by, but the ambulance service is failing and this should not be used to make up for that.</p> <p>This is a good idea but masks the real issue with NHS provision and should only be considered as a short-term measure rather than detracting from the real issue.</p> <p>The ambulance service is under severe strain and any help can only be a good thing.</p>

What do you think about proposal seven ? [Carry out a review of our on-call firefighting model in conjunction with a planned national review.]

260 people answered question 15: the breakdown of responses is shown in the table below

Option	Total	Percent
Strongly agree	133	50.00%
Agree	82	30.83%
Neither agree or disagree	23	8.65%
Disagree	17	6.39%
Don't know	5	1.88%
Not Answered	6	2.26%



Of the 215 people who **agree/strongly agree** with the proposal, 106 provided further commentary. The main reasons people gave for supporting Proposal 7 are: issues with the existing service and the need for a review, in particular with regards to pay/rewards and the recruitment criteria (please see table below for number of times each comment was made and illustrative quotations).

Theme	No.	Comments
Comments about the oncall model more generally, how it works, flaws and benefits, fitness for purpose (in the modern world).	23	The current on call model doesn't work. You are held hostage by them. Make it simply pay as you go. No show, no pay. It's broken. The oncall system no longer works. Recruitment takes too long, the pay is poor for what you ask people to commit to. The stresses of modern day working and living do not support on-call. My own opinion is this is a 1930's system which is not relevant to the modern day. The system seems old fashioned. More day crewed stations to ensure availability is more consistent and suitable pay
Comments about the need for a review.	21	A holistic review of operational duty system (on-call / wholetime and officer cover) is required as it hasn't been conducted for some time. Emergency services are needed and must not be reduced, so hopefully a review will continue to show the need. Reviews should be happening constantly to look at what is working and what improvements need to be made.
Comments expressing agreement but with little or no explanation.	20	More firefighters can only be a good thing. Makes sense! Commonsense approach. Don't know about how this works however we need more firefighters so do what you need to do to get them!
Comments about pay/incentives for oncall firefighters.	13	More attention needs placing on the On-Call model with regards recruitment, training and development as well as how On-Call stations are funded, i.e. retainer model and pay. It is too out of date to be effective and less attractive to recruit successfully. Retaining staff may have a lot to do with realistic wage increases. As with the majority of public services, attractive pay, conditions of service, training and good management support will help to recruit - and retain - new firefighters.
Comments about recruitment criteria.	11	I'm concerned that criteria used to recruit new staff is described as 'restrictive' and this needs addressing. Test about personal attributes. Get rid of barriers. My son considering joining police but had to have a degree so didn't want to. The criteria for becoming on call is certainly dated, who ever in this day and age can sign up for 24/7 cover? It's a joke!
There were a further nine additional comments about a caveat or reservation to agreement about the proposal, eight about the amount of time on-call crew have to be available for, and seven about the need for more wholetime crews/stations		

There were 14 comments from people who **disagree** and 12 comments from those who **neither agree or disagree** with Proposal 7: no consensus emerged from the small number of comments.

Equality Impact Assessment evidence

In total, there were 18 comments relevant to the EQIA: a *sample* is shown below.

EQIA Evidence
<p>The following statement is really helpful example assuring us that you are aware of the risks of fires within our communities, however I would like to see agreed action plans (control measure) to mitigate all identified risks and placing them in priority order. I would like to be consulted (or at least engaged with) to enable me to have my say on whether I agree with your priority like, this would also support evaluation which needs to be improved: "There have been a possible 52 fires on Gypsy, Roma and Traveller (GRT) sites between 2017-2021. The year-on-year figure has been decreasing since 2019. The GRT community is identified in the EqIA as having a higher risk of dwelling fires due to their lifestyle and culture". (Q2)</p>
<p>It is the older and disadvantaged populations in our communities that need the most targeting. (Q2)</p>
<p>Would be very happy as older people to be in receipt of a visit. (Q2)</p>
<p>Vulnerable persons such as the elderly, frail and disabled are at a high risk and they really need some support to make sure they are safe in their homes. With finances right across the country purchasing, maintaining and replacing smoke alarms are sadly not on their priority list. (Q2)</p>
<p>It is the older and disadvantaged populations in our communities that need the most targeting. (Q2)</p>
<p>We need to protect our most vulnerable but also need to target other people who's first language isn't English and they need more awareness of free home fire safety checks. (Q2)</p>
<p>Accessible building due to disability. (Q6)</p>
<p>Not able to attend as disabled and unable to drive [to public events]. (Q7)</p>
<p>Happy to hear but wouldn't attend [public events] due to age. (Q7)</p>
<p>Epileptic so don't drive but live one door down to a station. seizures are infrequent but not enough to meet your standard. (Q16)</p>
<p>I unexpectedly found myself resigning due to all of a sudden my age seem to become an issue with a couple of officers. At the time the station percentages were at 80&90%. Since I resigned the cover plummeted and this didn't seem to matter anymore. The cover is still poor at this station now and another colleague felt he had no other option but to resign. I should have gone to a solicitors as this was age discrimination. (Q16)</p>
<p>I am disabled - I don't think anyone would be happy me rolling up to put out a fire or rescue them. (Q16)</p>
<p>I'm colourblind. (Q16)</p>

Comments about the consultation process

There were 28 comments about the consultation process: a *sample* is shown below.

Comments about the consultation process
I have not been able to view the prevention framework as cited on page 27 of the draft CRMP, this needs to be a public document to provide context. (Q2)
You've created a sentence that seems like a very sensible proposal but infact means very little. There are no specifics and the broad nature of the statement means that agreeing with it will give you carte blanche to create an overall reduction in services which I think would be a massive mistake. (Q2)
Increasing prevention is always of course great but the small information snippet above leaves concern. (Q2)
Alongside the frameworks for prevention and protection we need to have sight of a response framework outlining the operational risk and identifying the required response asset to mitigate the risk and location. The public should be consulted on this. (Q8)
Why is this a public consultation matter. Statistics should clearly dictate positions of resources. It beggars belief this question is even being asked. (Q8)
I have not been made aware of what data has been used to support this proposal so I am unable to either agree or disagree with this proposal. (Q8)
Why do you need to consult on this, surely it should already have been done, to place the equipment where it is most likely to be needed. (Q8)
I think it would be particularly helpful to be consulted on replacement assets where they are going to cost the County a considerable amount of money. For example, I am aware that you are planning to replace one of the three high reach vehicles, we should have sight on the operational risk assessment and justification for three vehicles with consideration to options to reduce, relocate to share assets from neighbouring counties. This should be done for all operational assets. (Q8)
Can't weigh up benefits and risks from info given. (Q9)
This question has been configured in a purposefully misleading manner. Looking further into it, it is clear that you intend to reduce cover of this manner. Potentially making our firefighters more vulnerable and limiting their ability to assist safely in an emergency. If this decision creates an unsafe situation for the public or firefighters (even if just in extreme circumstances) Who shall we pin that responsibility to? (Q9)
Daft question doesn't say were they are now. (Q9)
Do not really understand this. (Q9)
Would have been nice to understand current use of the gas suits in order to make a better informed decision. (Q9)
[name of respondent] agree with this proposal in principle but it is lacking specific information and detail. (Q9)
Reflecting on the proposal I think you have confused the proposal by also stating an intent to explore increasing use of 4x4s and within the supporting narrative you have then identified an intent to consider expanding the Prince's Trust Team programme (under your prevention framework) but not enabled me to have a say. (Q10)
I also think when trying to get the public opinion in a consultation you need to highlight all the facts to them, not just the points you think will get them to agree to give the answer that your management want. (Q10)
This proposal does not offer enough substance or detail and the real issue here is staffing from existing resources that already provide more flexibility in delivery models. (Q10)

What concerns me most is that usually when these consultations have taken place, none of the comments received from the long suffering public are ever considered and the proposals are implemented anyway. (Q10)

How can comments be made when I do not know how many you have and their locations. (Q12)

This is a very specialist subject which I doubt many residents will fully understand and I would thus caution any reliance placed on the majority of responses given. (Q12)

Lack details. (Q15)

As much as we can comment our concerns in proposals only those doing the work truly know the impacts. (Q15)

My main concern is because of the inevitable reduction in response times that the cuts you will make, even if these 'consultations' wholly oppose them, will cause. (Q19)

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FINAL version, 13.1.23

Norfolk Fire & Rescue Service

Our response to the heat and wildfire emergency of Summer 2022

Initial review summary



Norfolk
County Council



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Foreword by Ceri Sumner, Director of Fire

Welcome to the report on NFRS response to the heatwave conditions of Summer 2022. The summer proved to be one that broke records in terms of high temperatures, low rainfall and continued hot, sunny and sometimes windy conditions.

These conditions, over a prolonged period of time increase the risk of wildfires happening in our county. The service declared a major incident during the heatwave of 18th-19th July, a period which saw the first ever red heat warning issued by the Met Office, denoting very likely threat to life, and widespread damage to property and infrastructure.

The summer of 2022 was incredibly busy for our service. Over the periods June/July/August, we took 8722 emergency calls and responded to over 3,000 incidents. This is around a 100 per cent increase on comparable months over previous years apart from 2018 which was a similarly busy year and similar weather conditions.

We can be proud of Norfolk Fire and Rescue's response as there were numerous examples of lives, properties and environment saved. There were however also some devastating impacts for communities across Norfolk with properties lost to fire, impacts on farming land and damage to our natural environment.

Everyone across the whole of NFRS demonstrated real commitment to the communities of Norfolk, working long hours in arduous conditions and under extreme stress. Strategic and tactical commanders showed strong leadership and sound decision making. Control room operators provided a calm and reassuring presence to the public, providing critical safety advice whilst handling an overwhelming number of calls. Operational crews and officers responded to one incident after another without breaks for whole days

at a time. Our supporting staff took on new roles to provide welfare facilities, food and drink and to deliver staff and equipment across the county.

Finally, colleagues across NCC, other agencies and the voluntary sector provided support to keep our staff safe and well and to support members of the public affected by fires.

We welcomed appliances and resources by way of mutual aid from Suffolk Fire and Rescue Service, Avon, Shropshire, Merseyside, West Midlands, Tyne & Wear, Warwickshire, RAF Lakenheath. My sincere thanks go to everyone who assisted our efforts within NFRS and the wider fire service family across the England including our Local Resilience Forum Partners.

I commissioned this review to look at the response of Norfolk Fire and Rescue service over this period to understand how we could better support our teams in future. As [scientific evidence](#) points to heat emergencies becoming more prevalent, with average temperatures expected to rise by 5c to 27.5c and potentially peak temperatures reaching 45c, I wanted to use the findings to drive organisational improvement across the whole service.

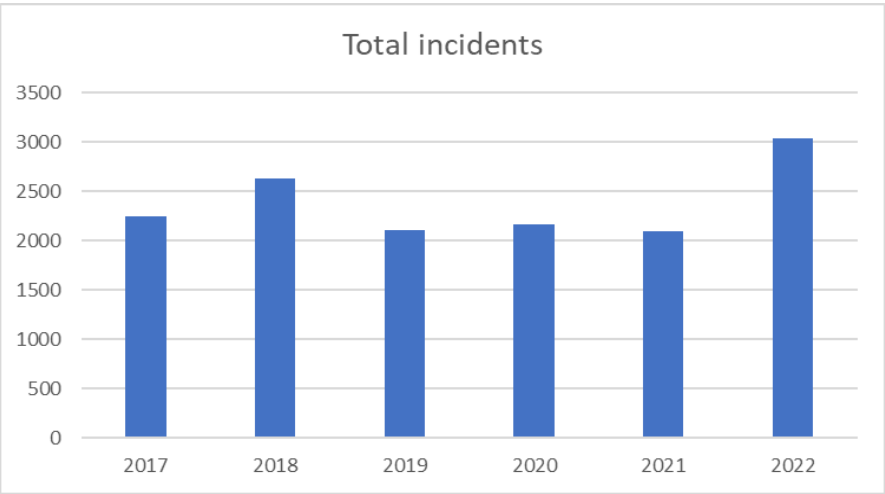
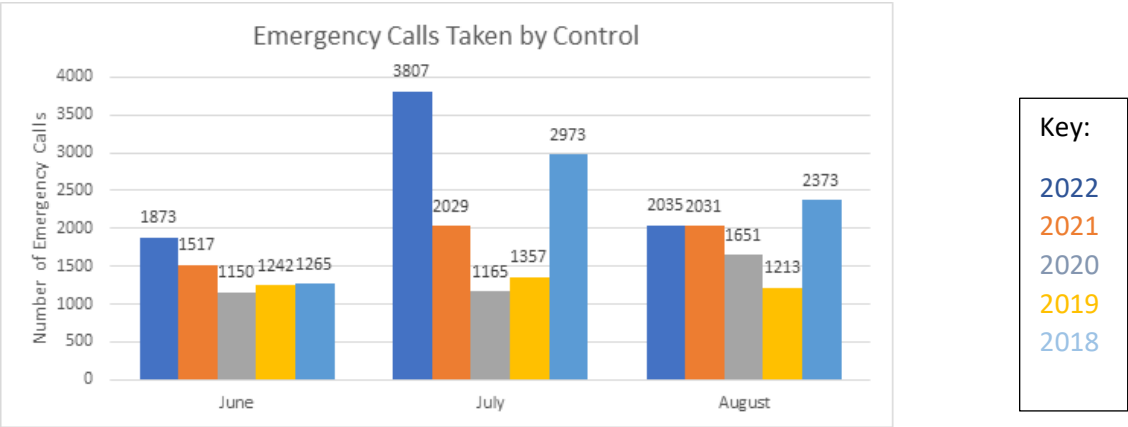
I am confident that the work driven by the recommendations of this review will enhance the safety of our teams and communities within Norfolk.



Overview of the heat emergency period

The summer of 2022 was an extremely busy period for Norfolk Fire & Rescue Service. There was a large increase of calls received into NFRS control room compared to the three previous years. NFRS was around 50% busier than any year since 2018, when there were similar dry weather

conditions across the UK and Norfolk, although peak temperatures were previously not as high. NFRS took more calls in 2018 but attended around 400 more incidents in the summer of 2022. The graph below shows the number of calls received into our NFRS control from 2018 to 2022 by summer month.

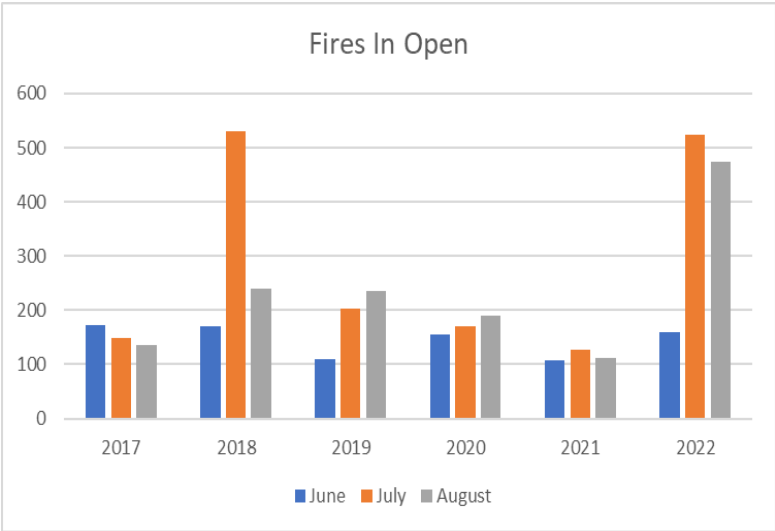


Crop fires

July and August present peak demands on NFRS. Harvest season brings an increased risk of crop fires as there is increased use of machinery, which causes friction, sparks and overheating, and the crops are drier and therefore more likely to ignite and spread.

Fires in standing crop can spread at a very fast rate, whereas once crop has been cut there is a reduced risk due to a reduced amount of “fuel” available. This accounts for the reduction in significant fires after the bulk of the county’s standing crop had been harvested.

Fires in the Open
(incorporates crop, stubble, hedges, trees, bushes, bonfires).



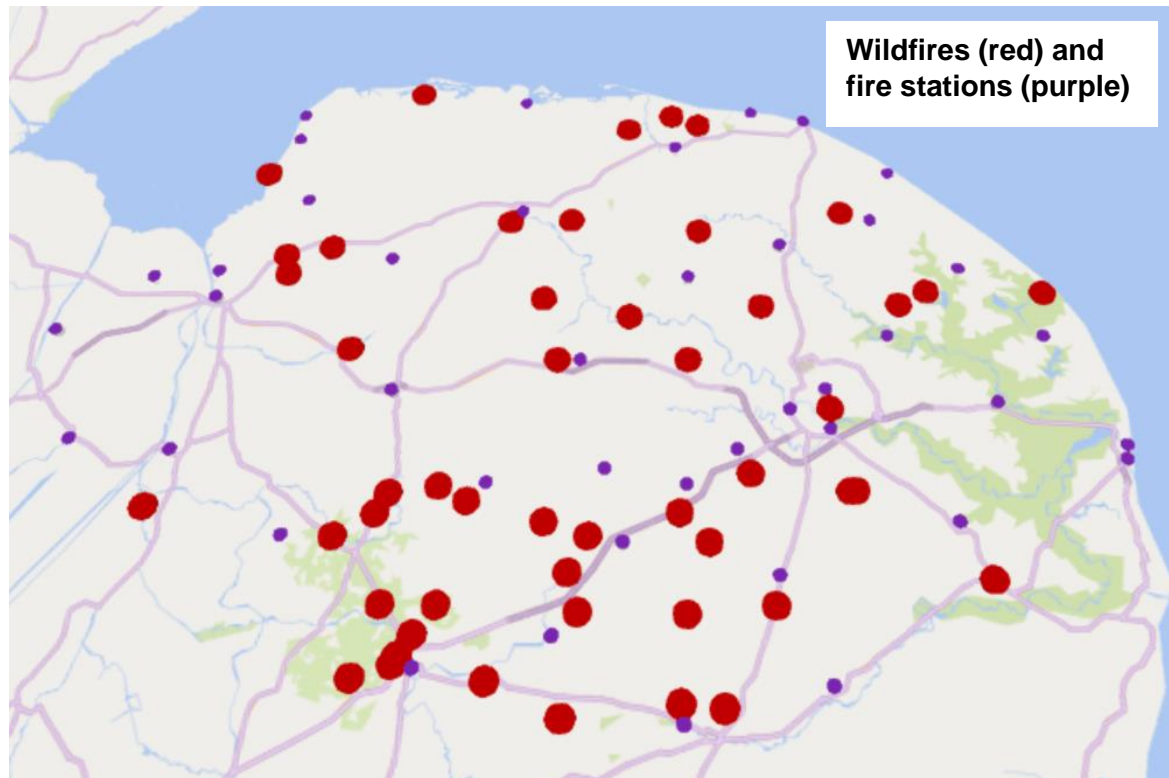
Fire damage in Ashill

Location of fires

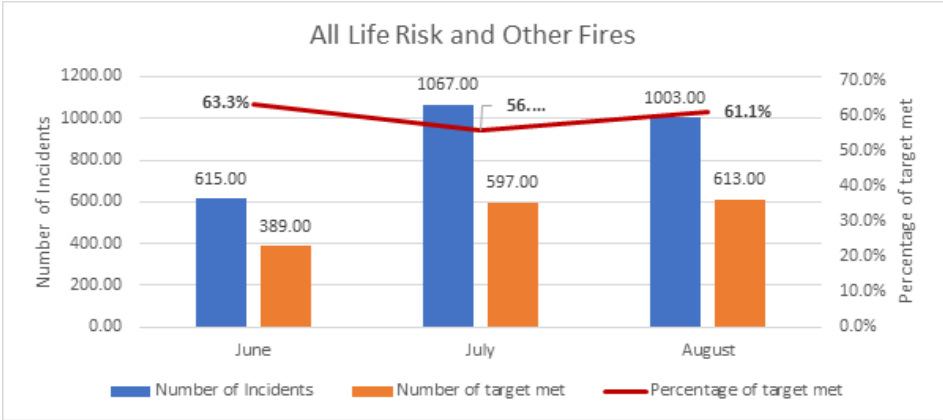
During the summer of 2022, fires occurred spontaneously across the county. This made it difficult to pre-plan deployment of pumping and specialist resources.

It also provided a challenge in responding to incidents; as resources became available at one location, they were mobilised as the nearest available resource to a different part of the county.

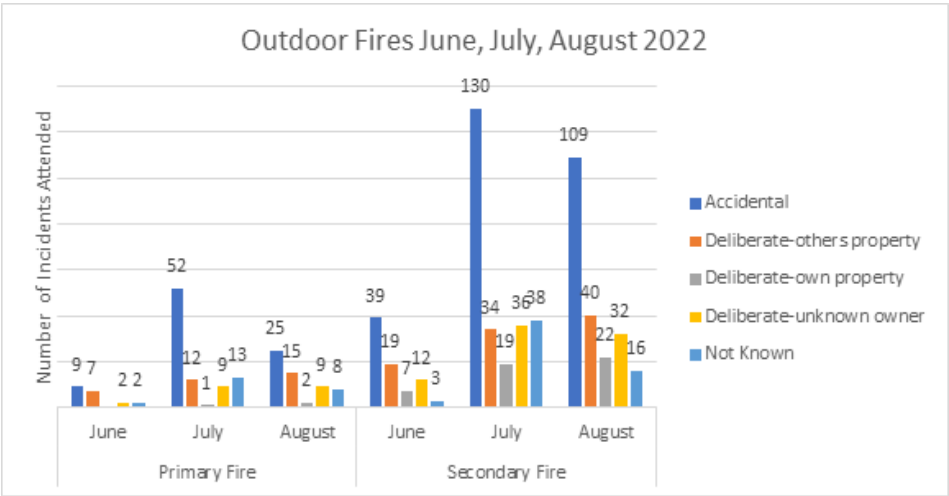
As a result, service performance against the emergency response standard (ERS) was reduced. For the purposes of this review, a wider selection of incidents was included compared to our usual ERS methodology, including non-life risk fires and incidents where the appliance was not at home station.



ERS performance (this includes all mobilisations regardless of “home station starting positions” and/or if a resource could have reached it or not)



Number of outdoor fires by cause





Photographs showing the Rural/Urban Interface – pictures show different types of fire transmission/spread from rural urban interfaces.





Most outdoor fires were started accidentally. The hot, dry and windy conditions experienced over the summer caused fires to spread more quickly and to cross boundaries which would usually hinder fire spread.

Unfortunately, a number of significant crop fires occurred at the urban/rural interface. This is the point where farmland or woodland

meets private property, usually involving hedges or wooden fences.

On 19th July, the second day of the red heat warning, this resulted in fires which destroyed thirteen homes at Ashill, five at Brancaster Staithe, two at Poringland and two at Ashmanhaugh.

Impact on our people

Working durations During the two days of level 4 heat emergency, all operational crews were committed to incidents. At times, we were unable to fully resource incidents and crews were mobilised to an incident as soon as they left the incident they were at. The eight national resilience crews which were deployed from across the country helped with this but most staff worked continuously for long periods without returning to station, meaning that hydration and nutrition had to be delivered to them at incidents

Impact of heat The ambient temperature and nature of the work meant that staff responding to fires were at significant risk of heat related illness. Two instances of heat stroke were recorded as safety events and there were many more instances of staff being removed from operations as they were approaching heat stroke.

Firefighting PPE is designed to protect firefighters from the heat of the fire. As a consequence, body heat is retained, increasing the potential for heat related illness. On the two hottest days in particular, this left incidents commanders with a choice of which risk to take; expose their crews to burns from radiant heat and airborne debris or expose them to heat stress.

Whilst some of this risk can be managed through crew rotation, this was not reasonably practicable due to the number of simultaneous incidents.



Summary of main findings

AREA	RECOMMENDATION	SHORT TERM	MEDIUM TERM	RAG RATING	OWNER
Governance	Clear strategic governance arrangements for all aspects of the summer heat emergency review outcomes should be established.	<p>Andrew Staines, head of strategic foresight was commissioned to deliver an assessment of emerging risk which has driven a focus on climate change over 5-10 years.</p> <p>Prevention and protection steering group and organisational learning and change group are existing governance structures but SLT can provide appropriate prioritisation.</p>	An action plan has been drafted for all aspects of the review. Consideration should be given to appointing a dedicated resource to oversee the work, following the Grenfell improvement plan model (this was supported by grant funding).		DCFO/ACFO
Pre-planning	The service was well prepared thanks to established information flow through Norfolk Resilience Forum (NRF), Resilience Direct (RD), and Natural Hazards Partnership daily hazard summaries but the support but an NRF internal review has highlighted potential improvements.	<p>The risk information group, which meets every Friday as part of the Norfolk Resilience Forum) is well established, creating good working relationships with other agencies and emergency planners.</p> <p>Appoint appropriate staff to support the NRF improvement plan.</p>	Appoint a relevant staff member to represent NFRS at the NRF severe weather working group as they embed wildfire into the risk assessment. Consider using the wildfire Tactical Advisor.		DCFO/ACFO

AREA	RECOMMENDATION	SHORT TERM	MEDIUM TERM	RAG RATING	OWNER
Prevention (1)	Significant demand was placed on our prevention staff as concerned members of the public contacted us for information and reassurance. Ensure that up to date advice is available to the public.	<p>Established media relationships, including radio interviews and embedding of TV crews worked well.</p> <p>Update the NCC website to ensure information is easily accessible.</p> <p>Work with comms team to identify the best way to share information and direct individual calls.</p>	Work with key stakeholders such as DEFRA, forestry commission, NFU to develop key safety messaging and self-reliance advice, particularly regarding the urban/rural interface.		Head of Prevention & Protection
Prevention (2)	Demand for home safety visits increased but operational staff were not available to support this work due to operational demand. Provide sufficient dedicated prevention staff so that demand can be managed without other resources.	Funding uplift has allowed for the recruitment of a dedicated prevention management team and prevention coordinators. Recruitment of additional home safety advisors is ongoing.	Expand the number of volunteers available to be called in to support specific initiatives.		Head of Prevention & Protection
Welfare facilities	The welfare offer for long duration and spate events should be improved.	<p>Establish a welfare working group to consider the nutrition, hydration, and personal hygiene needs of individuals.</p> <p>Establish a robust contract for the provision of portable toilet facilities.</p>	Investigate the feasibility of procuring welfare pods to be carried on prime movers. Capital investment will be required.		<p>Head of Capability</p> <p>People Lead</p>

AREA	RECOMMENDATION	SHORT TERM	MEDIUM TERM	RAG RATING	OWNER
Policy, procedures, guidance and training.	Ensure that operational procedures are as safe and effective as possible and that all personnel are appropriately trained.	<p>Eastern Region Programme Group have created National Operational Guidance compliant operational procedures and training packs. Strategic and training gap analysis need to be completed to adopt these procedures.</p> <p>An SM has been assigned to a wildfire tactical advisor course.</p>	The incident command training team have an established wildfire commanders course package. This can be updated based on the ERPG package and delivered to new and existing Incident Commanders. Additional capacity may be required.		DCFO/ACFO
Vehicles and equipment	The service should review and consider procurement of vehicles and equipment which will maximise the effectiveness of personnel at wildfires.	<p>Consider the use of specialist wildfire PPE which provides adequate protection but minimises heat retention.</p> <p>Purchase misting branches and lances for existing appliances.</p> <p>Trial the use of portable dams to supplement existing water carriers.</p> <p>A fixed term WM secondment is in place to coordinate vehicle procurement programmes. Suitable capabilities, equipment and vehicles are already being considered but capital investment may be required.</p>	<p>Ensure that rural firefighting ability is built into future firefighting appliances.</p> <p>Procure additional tactical response vehicles to supplement those in service.</p> <p>Consider the need to increase the existing specialist vehicle fleet or add new capabilities.</p>		Head of Capability

Equality Impact Statement for CRMP Proposals 2023-26

CRMP Proposals	Impact of Proposals
<p>Proposal 1 – Develop a more targeted approach to delivering prevention across Norfolk’s communities, prioritising vulnerability and those at highest risk. We aim to achieve this by increasing partnership working and knowledge sharing with other emergency services and organisations, eg. housing and local authorities.</p>	<p>If this proposal goes ahead, it should likely impact positively on all service users, including service users with protected characteristics and members of the armed forces community, because it will target those identified as at higher risk of injury or fatality.</p> <p>As set out in the overarching CRMP EqIA this proposal recognises that people at the highest risk may share one or more protected characteristic. Resources allocated to community fire prevention services will be better targeted at those in greatest need including people who share one or more protected characteristic.</p> <p>Activities will include</p> <ul style="list-style-type: none"> • Home fire risk checks – carrying out additional checks in homes to ensure that occupants are aware of how to escape in the event of a fire and how to prevent fires. Smoke alarms will be fitted free of charge during these inspections, if needed. These inspections are targeted at people who are most vulnerable, in particular, older people. • Hoarding and self-neglect – delivery of the Norfolk Safeguarding Adult Board’s Hoarding and Self-Neglect Strategy. This work utilises Early Help Hubs to bring agencies together to work with vulnerable people, whilst still tackling any health, fire or other safety issues caused by the hoarding. • Arson reduction – delivering the Firesetters programme, particularly with young males who are most at risk of instigating arson attacks. • Road safety – carrying out road safety events in secondary and further educational settings; specifically targeted at young males who are most at risk of road traffic collisions, either as drivers or as passengers. • Water Safety Week – targeting safety messages to the most vulnerable at locations where risk is high.

	<p>The service will continue to work collaboratively with others to help ensure that resources are used effectively to promote equality, diversity and inclusion wherever possible, such as through the Prince's Trust</p> <p>There is no evidence to indicate that:</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics; • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers <p>This is because</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal will be implemented in accordance with all corporate and departmental policies and procedures and national guidance. • The proposal will be implemented in accordance with the Council's Equality, Diversity, and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity and inclusion requirements.
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	<ul style="list-style-type: none"> • There is no evidence at this time to indicate that staff with protected characteristics will be disproportionately affected compared to staff without these characteristics. There may be some organisational changes to staffing structures or changes to staff terms or conditions as a result of this proposal. Any changes be undertaken in accordance with the Council's contractual obligations and workforce policies which have been impact assessed separately. Staff have already been consulted with respect the proposed changes to structures. • Similar proposals have been successfully implemented elsewhere in the UK.
<p>Proposal 2 - Relocate the Thetford Technical Rescue Unit (TRU) to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swift water (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.</p>	<p>If this proposal goes ahead, it should likely impact positively on all service users, including service users with protected characteristics and members of the armed forces community.</p> <p>This is because the Technical Rescue Unit will be located where there are higher levels of water safety risk, thereby improving response times and reducing the risk for serious health outcomes some service users.</p> <p>Core prevention activities will be carried out with a focus on protecting people most at risk of drowning and to prevent water safety incidents occurring, including people who share one or more protected characteristics. As set out in the overarching CRMP EqIA this proposal recognises that people at the highest risk may share one or more protected characteristic</p> <p>There is no evidence to indicate that:</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics; • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example,

	<p>disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers</p> <p>This is because</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal will be implemented in accordance with all corporate and departmental policies and procedures and national guidance. • The proposal will be implemented in accordance with the Council's Equality, Diversity, and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity, and inclusion requirements. • There is no evidence at this time to indicate that staff with protected characteristics would be disproportionately affected compared to staff without these characteristics. There may be some organisational changes to staffing structures because of this proposal. Any changes be undertaken in accordance with the Council's contractual obligations and workforce policies which have been impact assessed separately. • Similar proposals have been successfully implemented elsewhere in the UK.
<p>Proposal 3 - Change the provision of gas tight suits to Environmental Protection Units, Wholetime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.</p>	<p>If this proposal goes ahead, it should likely impact neutrally on all service users, including service users with protected characteristics and members of the armed forces community.</p> <p>There is no evidence to indicate that:</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or

	<p>people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics;</p> <ul style="list-style-type: none"> • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers <p>This is because</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal will be implemented in accordance with all corporate and departmental policies and procedures and national guidance. • The proposal will be implemented in accordance with the Council's Equality, Diversity and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity and inclusion requirements. • There is no evidence at this time to indicate that staff with protected characteristics would be disproportionately affected compared to staff without these characteristics. There may be some organisational changes as a result. Any changes be undertaken in accordance with the Council's contractual obligations and workforce policies which have been impact assessed separately. • Similar proposals have been successfully implemented elsewhere in the UK.
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<p>Proposal 4 - Amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).</p>	<p>If this proposal goes ahead, it should likely impact neutrally on all service users, including service users with protected characteristics and members of the armed forces community.</p> <p>This is because there will be no impact on service provision, only on how attendance times are calculated.</p> <p>There is no evidence to indicate that:</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics; • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers <p>This is because</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal will be implemented in accordance with all corporate and departmental policies and procedures and national guidance. • The proposal will be implemented in accordance with the Council’s Equality, Diversity and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the
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	<p>Accessible Information Standard and all other relevant equality, diversity and inclusion requirements.</p> <ul style="list-style-type: none"> • Staff with protected characteristics will not be disproportionately affected compared to staff without these characteristics. • Similar proposals have been successfully implemented elsewhere in the UK.
<p>Proposal 5 - We will review our readiness to respond to summer heatwave conditions. This will include the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs) and other firefighting vehicles and equipment, operational procedures, and training</p>	<p>If this proposal goes ahead, it should likely impact positively on all service users, including service users with protected characteristics and members of the armed forces community.</p> <p>This is because</p> <ul style="list-style-type: none"> • Response to wildfire incidents would improve, reducing risk to people across the county. • Utilising more specialist resources to fight wildfires would leave other resources available to attend business as usual incidents such as house fires and road traffic collisions. <p>There is no evidence to indicate that:</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics; • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers

	<p>This is because</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of response they currently receive. • The proposal will not lead to new or increased costs for service users. • The proposal will be implemented in accordance with all corporate and departmental policies and procedures and national guidance. • The proposal will be implemented in accordance with the Council's Equality, Diversity, and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity and inclusion requirements. • There is no evidence at this time to indicate that staff with protected characteristics would be disproportionately affected compared to staff without these characteristics. There may be some organisational changes to staffing structures or changes to staff terms or conditions as a result. Any changes be undertaken in accordance with the Council's contractual obligations and workforce policies which have been impact assessed separately. • Similar proposals have been successfully implemented elsewhere in the UK.
<p>Proposal 6 – Continue our approach of collaboration with other emergency responders by progressing the development of local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire</p>	<p>If this proposal goes ahead, it should likely impact positively on service users in the geographical locations covered by the trial, including service users with protected characteristics and members of the armed forces community.</p> <p>This is because previous national trials have demonstrated improved chances of survival for patients suffering cardiac arrests and less serious health outcomes.</p> <p>There is insufficient evidence to determine at present whether</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs;

<p>cover) will not be negatively impacted.</p>	<p>people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics;</p> <ul style="list-style-type: none"> • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers <p>However</p> <ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal should be implemented in accordance with all corporate and departmental policies and procedures and national guidance • The proposal should be implemented in accordance with the Council’s Equality, Diversity, and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity, and inclusion requirements. • There is no evidence at this time to indicate that staff with protected characteristics will be disproportionately affected compared to staff without these characteristics. There may be some organisational changes to staffing structures or changes to staff terms or conditions because of this proposal. Any changes be undertaken in accordance with the Council’s contractual obligations and workforce policies which have been impact assessed separately. Staff have already been consulted with respect the proposed changes to structures.
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	<ul style="list-style-type: none"> • Similar proposals have been successfully implemented elsewhere in the UK. <p>This proposal will require officers to undertake a more in-depth equality impact assessment when developing detailed implementation plans, including assessing the impact on the workforce. If, during consideration of these, it emerges that an aspect of a proposal may have a significant detrimental or disproportionate impact on people with protected characteristics or in rural areas that it was not possible to predict at the time of conducting this assessment, this will be reported formally, to enable next steps to be agreed before proceeding further.</p>
<p>Proposal 7 - Undertake a detailed review of the On-Call Model in tandem with an anticipated national review. This will be a holistic review of all aspects encompassing recruitment, reward, training, support, management, and availability (including a trial to evaluate the effectiveness of a dynamic roaming resource (DRR) fire engine).</p>	<p>If this proposal goes ahead, it should likely impact positively on all service users, including service users with protected characteristics and members of the armed forces community</p> <p>This is because the review should explore whether there are further opportunities to recruit and retain a diverse on-call workforce and increase opportunities for flexible working while still meeting the demands of Norfolk's diverse communities.</p> <p>There is insufficient evidence to determine at present whether</p> <ul style="list-style-type: none"> • The proposal would have a disproportionate or detrimental impact on people with protected characteristics (such as older and younger people; men, women and people who identify as intersex or non-binary; disabled people; Black and Asian people or people from ethnically diverse backgrounds; people with different religions and beliefs; people who identify as lesbian, gay, bisexual or transgender) compared to people who do not share these characteristics; • The proposal would more significantly disadvantage some people with a protected characteristic, compared to others who share that characteristic – for example, disabled people who experience complex and substantial barriers to accessing services in comparison to disabled people who face less complex and substantial barriers <p>However</p>

	<ul style="list-style-type: none"> • Service users should not experience any reductions in the quality, standards, or level of support they currently receive. No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs. People who currently receive a service will continue to do so. • The proposal will not lead to new or increased costs for service users. • The proposal should be implemented in accordance with all corporate and departmental policies and procedures and national guidance • The proposal should be implemented in accordance with the Council's Equality, Diversity, and Inclusion policy; the Public Sector Equality Duty; the Equality Act 2010; the Accessible Information Standard and all other relevant equality, diversity, and inclusion requirements. • There is no evidence at this time to indicate that staff with protected characteristics will be disproportionately affected compared to staff without these characteristics. There may be some organisational changes to staffing structures or changes to staff terms or conditions because of this proposal. Any changes be undertaken in accordance with the Council's contractual obligations and workforce policies which have been impact assessed separately. Staff have already been consulted with respect the proposed changes to structures. • Similar proposals have been successfully implemented elsewhere in the UK. <p>If the proposal to trial a DDR fire engine goes ahead, it should likely impact positively on all service users, including service users with protected characteristics and members of the armed forces community.</p> <p>This is because</p> <ul style="list-style-type: none"> • The fire engine will be based in geographical locations where on-call fire cover is difficult to maintain through general availability.
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	<ul style="list-style-type: none"> • While in the locality, the OSCOs will target their prevention activity at service users with a higher level of risk to fire in the home, road traffic collisions and water safety incidents, as identified through Medium Super Output Area risk data. <p>There is no evidence to indicate that this proposal would have a disproportionate or detrimental impact on people with protected characteristics who are at risk of a fire in the home, a road traffic collision, or a water safety incident. This is because resources allocated to community fire prevention services will be better targeted at those most at need, in particular people with protected characteristics who are most vulnerable. As set out in the overarching CRMP EqIA this proposal recognises that people at the highest risk may share one or more protected characteristic</p> <p>The overall proposal will require officers to undertake a more in-depth equality impact assessment to inform the review and any associated implementation plans, including assessing the impact on the workforce. If, during consideration of these, it emerges that an aspect of a proposal may have a significant detrimental or disproportionate impact on people with protected characteristics or in rural areas that it was not possible to predict at the time of conducting this assessment, this will be reported formally, to enable next steps to be agreed before proceeding further.</p>
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Cabinet

Item No: 9

Report Title: Adult Learning Annual Plan

Date of Meeting: 6 March 2023

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

Responsible Director: Tom McCabe, Executive Director, Community & Environmental Services

Is this a Key Decision? No

If this is a Key Decision, date added to the Forward Plan of Key Decisions: Not applicable

Introduction from Cabinet Member

The Adult Learning service is an Ofsted-rated 'Good' Further Education Adult and Community Education provider, that is externally funded through grant funding from central Government through the Department for Education's Education and Skills Funding Agency and tuition fee income. The service's total income is around £5 million per academic year, and it uses this income to deliver qualifications, apprenticeships, non-accredited community learning programmes and self-financed personal development courses to around 8,000 adult learners in Norfolk. Around 63% of the service's courses are classroom-based and the remainder are delivered online.

In addition, the service is managing the delivery of Norfolk's Multiply allocation of £4.7 million over three financial years from the Department for Education.

Adult Learning continues to play an important role both nationally as a leader in the sector and in terms of its delivery, which has a significant impact on Norfolk residents.

Nationally, the service leads the way in the use of technology in education and, in 2022, successfully led a major Department for Education programme to improve teacher skills across a partnership of 10 local authorities.

Here in Norfolk, the service has opened its two new construction training centres, in Norwich and King's Lynn. With 500 learners completing construction skills training between January and October 2022 at a temporary facility, the service will increase its delivery at the new centres over the next year to 900 learners, with a clear focus on the net zero agenda.

This Annual Plan sets out the service's vision 'Changing lives through inspirational learning with exceptional support' and clearly links service delivery to Norfolk's strategic objectives, as detailed in the Better Together, for Norfolk Strategy 2021-25. Adult Learning's proposed key priorities are the same as Norfolk's key priorities:

In the 2023-24 academic year, Adult Learning will:

- **Enable** a vibrant and sustainable economy
- **Support** better opportunities for children and young people
- **Empower** individuals to live healthy, fulfilling and independent lives
- **Strengthen** communities
- **Enable** the development of a greener, more resilient future.

This paper sets out how the service's proposed strategic and operational activities contribute to Norfolk's priorities.

Recommendations:

- 1. To commend the Adult Learning service for its exceptional performance and contribution to Norfolk priorities.**
- 2. To approve the Adult Learning Annual Plan for 2023/24.**

1. Background and Purpose

- 1.1 The Adult Learning service is an Ofsted-rated 'Good' Further Education Adult and Community Education provider, that is externally funded through grant funding from central Government through the Department for Education's Education and Skills Funding Agency and tuition fee income.
- 1.2 With a total income of **£4,932,318** in the 2021-22 academic year, the service is one of the largest adult education providers in the country, the largest adult education provider in Norfolk, and is cost neutral to the Council.

The service earns its external funding and tuition fee income through the delivery of information, advice and guidance; teaching, learning and assessment; as well as learner and learning support activities, with around **8,000** adult learners (age 19+) registrations across Norfolk.

- 1.3 In addition, the service secured **an additional £1 million** in the 2021-22 academic year to deliver specific projects: the ACE Digital Leaders project, funded through the Further Education Professional Development Grant (FEPDG) from the Department for Education, and the Community Renewal Fund-funded Construction project, which has enabled the service to establish two new construction training centres in Norfolk.
- 1.4 The service also manages Norfolk's Multiply allocation of **£4,700,000** from the Department for Education over three financial years ending in March 2025.

Appendix A provides detailed information on the service's Income and Financial Management.

- 1.5 In the 2021-22 academic year, Adult Learning continued to provide a high - quality service to Norfolk residents, with 8,000 adult learner registrations overall.

The service successfully earned 103% of its Adult Education Budget funding target of £3,894,232 (we are permitted to claim up to 103% if we deliver additional learning to residents) and this will bring an additional £112,000 of funding into Norfolk. This provides evidence that the service is using its funding fully to maximise delivery to Norfolk residents.

Currently around 63% of courses are classroom-based, with 37% remaining online, and this continues to meet the needs of learners who live in rural communities and/or who have challenges in getting to classroom venues, perhaps due to care responsibilities or because they have a disability.

The service proactively targets and provides opportunities for residents who are the furthest from education and training. 40% (1,248) of learners who attended the service's qualification programmes, and 31% (1,230) of learners who attended non-accredited community learning courses, or in total 2,478 learners who attended our externally funded programmes (not including apprenticeships or self-financed courses), were from the 30% most deprived wards in Norfolk.

Adult Learning continues to assess its performance as Good against Ofsted criteria, as set out in the Education Inspection Framework. This includes a judgement of Strong in respect of a new inspection area related to how well a provider contributes to meeting local skills needs.

Education Inspection Framework Judgement Area	2021-22 Self- Assessment Report (SAR)
Overall Effectiveness	Good
Quality of Education	Good
Behaviours and Attitudes of learners	Good
Personal Development of Learners	Good
Leadership and Management	Good
Contribution to Meeting Skills Needs	Strong

Appendix B details the key findings from Adult Learning's Self-Assessment Report for the academic year 2021-22.

In July 2022, the service had an external accreditation review against the Matrix Standard, which is a nationally recognised quality standard that judges the effectiveness of the information, advice and guidance that a provider gives to its clients. The service successfully achieved the required standards and continues to hold the Matrix Standard. The passion of our staff to help learners, help people, help communities, came over to the external assessor very strongly. The assessor also fed back that our learners shared their real appreciation of the fact that there is a service here supporting them and our robust relationships with partners and employers came across strongly.

- 1.6 The service continues to play an important role nationally as a leader in the adult education sector and our service delivery has a significant impact on Norfolk residents.

While there are many areas of impact that the service has on Norfolk residents, **Appendix C** provides a few examples of the Adult Learning Service's impact:

- National impact
- The development of a construction and environmental sustainability programme
- Response to the needs of our guests from Ukraine
- Apprenticeships
- Basic English and maths qualifications
- Reducing the pay gap.

1.7 Learner Involvement

The service regularly collects feedback and produces case studies that demonstrate the impact of its services on Norfolk residents. In the 2021-22 academic year, the service received 2,444 feedback survey responses from learners. Over 93% of learners said that they enjoyed their course.

Appendix D shares feedback from our learners, taken from the Learner Survey 2021-22 academic year.


Each year, the service holds an awards ceremony that celebrates the achievements of our learners. This year's ceremony includes video testimonies from learners talking about the many ways in which Adult Learning has changed their lives. We intend to canvass staff and learners to see if they wish to stay online or move to a face-to-face event in 2023. This is a link to the online awards event.

[Adult Learning Learner Awards 2022 - YouTube](#)

2. Proposal



2.1 Intent – the Adult Learning Vision 2023-24

Feedback from learners tells us that the central thing that this service achieves is to change their lives. We, therefore, propose the following new vision for the service. We feel that this vision is extremely powerful and enables both staff and residents to immediately see the aspirations that this service aims to achieve.



Adult Learning's new Vision:

Changing lives through inspirational learning with exceptional support



2.2 Intent – the Adult Learning Annual Plan

The Adult Learning Annual Plan has been reviewed and adjusted based on the latest evidence and insight and outlines how Adult Learning will use its funding and income in the 2023-24 academic year to respond to the ambition and aspirations of the county, as well as the existing and emerging learning needs of adults in Norfolk.

In developing this plan, the service has considered external factors, such as the ongoing Department for Education consultation process in relation to Further Education funding and accountability, Norfolk's County Deal, which, if approved, would lead to the devolution of the Adult Education Budget from the 2025-26 academic year, as well as the economic and social needs of the county.

A key focus in the 2023-24 academic year will be to target adult residents who are seeking employment or who are economically inactive and to enable individuals to return to the workplace by providing support and access to new skills and vocational pathways.

In addition, the curriculum planning process considers national, regional and local priorities in the Further Education sector, as well as how the service will contribute to Norfolk County Council's strategic objectives, as detailed in Better Together for Norfolk.

In revisiting the Annual Plan, the service has used evidence-based research and extensive partnership working to identify the key drivers for the future delivery of its courses, in particular the county's ambition and aspiration to be high performing, to enjoy economic growth and to protect the environment; as well as to have safe, empowered and connected communities.

2.3 Intent – Adult Learning's Key Priorities and Contribution to Norfolk's priorities for learning and skills in the academic year 2023-24.

This section outlines Adult Learning's key priorities and how they will contribute to the Better Together, for Norfolk Strategy 2021-25.

In the 2023-24 academic year, Adult Learning will:

- **Enable** a vibrant and sustainable economy
- **Support** better opportunities for children and young people
- **Empower** individuals to live healthy, fulfilling and independent lives
- **Strengthen** communities
- **Enable** the development of a greener, more resilient future.

Appendix E outlines in detail, with key performance indicators, how Adult Learning's strategic and operational activities will contribute to Norfolk County Council's strategic priorities as detailed in the Better Together, for Norfolk Strategy 2021-25.

Appendix F brings together Adult Learning's vision, priorities, how the service proposes to deliver its priorities and success measures in one document – the Adult Learning Plan on a Page for the academic year 2023-24.

- 2.4 The service's external income will enable it to deliver a wide-ranging curriculum, including:
- Qualifications from entry level to Level 5 (foundation degree level)
 - Apprenticeships
 - Non-accredited community learning that:
 - Provides opportunities for residents to return to education and progress on to further learning, qualifications and/or employment
 - Enables access to learning, work and independent lives for residents with disabilities and/or learning difficulties
 - Provides opportunities for parents, guardians and carers to support children and young people
 - Supports, through learning, the wellbeing of our residents.
 - A wide range of learning interventions that improve numeracy skills, funded through the county's Multiply grant
 - Self-financed creative and personal development courses.

Appendix G provides further information about the proposed Adult Learning curriculum 2023-24.

2.5 Delivery of the Adult Learning Annual Plan

The service has already demonstrated its ability to use its external funding and income to plan both flexible and responsive learning programmes that are delivered in the community and leads the way in our sector with the use of technology in education and the implementation of synchronous delivery.

Appendix H outlines the service's proposed approach to delivering the Adult Learning Annual Plan.

2.6 Delivering Multiply in Norfolk

Multiply is a national initiative, through the Department for Education, which aims to increase the levels of functional numeracy in the adult population across the UK.

Multiply funding has been allocated to local authorities and Norfolk has been allocated £4.7 million over three financial years, as follows:

- 2022-23: £1.41 million
- 2023-24: £1.63 million
- 2024-25: £1.63 million.

The Department for Education has given local authorities the flexibility to determine what provision is needed to deliver high quality, innovative numeracy

interventions that meet the needs of local people and the national aims of Multiply.

Norfolk was asked to prepare and submit a Multiply Investment Plan (**see Appendix I**) by the end of June 2022 and our Investment Plan was accepted by the Department for Education and Norfolk's Multiply contract was signed in September 2022. The Investment Plan will be adjusted in advance of the start of each financial year. Norfolk will earn this funding through the delivery of Multiply Interventions.

Appendix J provides more detailed information on Norfolk's Multiply Interventions and the outputs and budget against each intervention through the three financial years of the programme.

The delay by the Department for Education in finalising contracts (September 2022) in financial year 1 has placed significant pressure on delivery nationally. Norfolk has moved quickly to establish its project team and identify in-house delivery through Adult Learning and grant funding arrangements with the three other key providers of adult numeracy in Norfolk. Delivery hours have been based on the proportion of each of these providers' delivery of Adult Education Budget numeracy programmes in the county.

Based on these calculations, Norfolk has allocated 86% of the Multiply direct delivery hours in financial year 1 as follows:

- Norfolk County Council Adult Learning: 41%
- City College Norwich: 24%
- College of West Anglia: 12%
- East Coast College: 9%

The remaining 14% of delivery hours have been allocated to smaller providers. Grant Funding agreements are in place with all external providers.

Progress against the programme outputs (**see Appendix J**) will be monitored quarterly by the Department for Education.

Norfolk's approach to financial year 2 delivery will be planned and agreed with the Department for Education between January and March 2023.

3. Impact of the Proposal

- 3.1 The Adult Learning Annual Plan will enable the Council to use its external funding and tuition fee income to deliver the learning outcomes outlined in this proposal.

The service will use the success measures identified in its Key Priorities and Contribution to Norfolk's Priorities document (**see Appendix E**), its Plan on a

Page (see **Appendix F**) and its self-assessment process to measure the impact of the proposed Adult Learning Annual Plan.

4. Evidence and Reasons for Decision

- 4.1 This paper demonstrates that the performance of the Adult Learning service, which has gained national recognition for Norfolk County Council, is exceptional in meeting the needs of Norfolk residents and communities.
- 4.2 The Adult Learning Annual Plan is based on the identified needs and priorities for adults in Norfolk. The service's external funding and income enables Norfolk County Council to provide wide-ranging opportunities to Norfolk residents and communities to learn, gain new skills and qualifications and to progress.

5. Alternative Options

- 5.1 The proposed Adult Learning Annual Plan enables Norfolk County Council to best use its external Further Education funding and tuition fee income to deliver a comprehensive service to adult residents across Norfolk through its Adult Learning service, the largest provider of adult education in Norfolk. This results in the delivery of strong outcomes and exceptional support, that respond directly to the Council's priorities for Norfolk and have a significant impact on residents, proactively targeting those who are the furthest from education and training.

Cabinet could decide not to deliver adult education in-house in Norfolk and the outcome of this decision would result in the loss of this high-quality, place-based, community-focused service that responds so well to the diverse needs of Norfolk residents, communities and employers.

6. Financial Implications

- 6.1 Adult Learning is externally funded through the Education and Skills Funding Agency, student loans and tuition fee income and is financially self-sustainable.

The growth of the service's programmes, together with successful applications for additional funding, will allow for investment into future learning opportunities that respond to Norfolk's priorities.

7. Resource Implications

7.1 Staff:

The service manages its staffing requirements in line with the curriculum that it delivers.

The service continues to provide specialist training for teaching staff to enable them to deliver their programmes effectively.

Norfolk's Multiply allocation has required the establishment of a Multiply team to manage the funding and delivery. The council is allowed to use up to 10% of its financial year Multiply allocation for this purpose. In addition, a proportion of the direct delivery Multiply funding has been used to recruit seven Multiply Champions, who will be based in the seven local districts/boroughs in Norfolk to work with local stakeholders and partners to identify residents who could benefit from the programme.

Adult Learning has recruited a manager responsible for its Multiply delivery and this is funded through its proportion of the Multiply funding.

7.2 Property:

The service's move to hybrid working and the online and synchronous delivery of courses has reduced the service's venue-associated costs. This means that the service has become less reliant on physical premises. In addition, the service has actively increased its use of training facilities in the libraries. This combination of online and local training facilities has enabled the service to increase its countywide presence, and better meet the needs of residents.

The service's two new construction training centres in Norwich (opened November 2022) and King's Lynn (opening in March 2023), also provide training facilities for other subject areas. The on-going costs of these new facilities will be managed through the service's existing budgets.

7.3 IT:

The significant growth in online delivery has required the service to increase its expenditure on equipment, software and training for staff, as well as to increase the level of support for learners to access and effectively use digital platforms. The service's Department for Education learner support funding enables the service to provide digital equipment to learners who are unemployed or on a low income.

8. Other Implications

8.1 Legal Implications:

Adult Learning operates within the requirements around funding and performance established by Ofsted, the Department for Education and the Education and Skills Funding Agency.

8.2 Human Rights Implications:

None.

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

The Adult Learning Annual Plan actively seeks to target diverse and vulnerable individuals and communities and it is not envisaged that there will be any

adverse impacts based on this proposal. Adult Learning has an immensely positive impact on adult residents, for example:

- **40%** of learners who attended qualification programmes and **30%** of learners who attended non-accredited courses or **2,478 learners** in total in the 2021-22 academic year were from the **30%** most deprived wards in Norfolk
- The service responds well to the needs of Norfolk's ethnic minority communities, with **30.5%** of learners on qualification programmes and **12.6%** of community learning learners from a non-White British ethnic background in the 2021-22 academic year
- The **Independent Living Skills** programme, with around **200** learner registrations each year, supports residents with a learning difficulty and/or disability to gain the skills they need to live an independent life
- The **Lipreading** programme provides around **200** learners each year, who have a hearing impairment, with the skills they need to participate fully in everyday life and work. This programme is offered free of charge to facilitate access
- The service actively enables **female** learners to gain the skills and qualifications they need to gain employment and progress and reduce the pay gap, for example, **30%** of our construction learners are female
- **Learner support funding** enables residents who need financial support to enable them to participate in a course and is available to all learners on qualification courses. We provide laptops, course books, and funding for travel and childcare costs
- Our **Special Educational Needs Coordinator (SENCo)** assesses learners' specific needs, including dyslexia assessments, and arranges the support an individual needs to succeed in their learning and to access examinations and qualifications
- **Additional learning support** enables a learner who needs one-to-one support with their learning to access the support they need, and this is available to all funded learners
- Adult Learning's **fees policy** enables learners on a low income and all community learning learners to access free courses
- The service's approach to **countywide delivery**, with both a classroom-based and online offer, provides access to learning for residents who previously had barriers, such as residents with a disability or who live in a rural area.

8.4 Data Protection Impact Assessments (DPIA):

Adult Learning is fully compliant with data protection requirements and there are no changes in this proposal that have implications in relation to data protection.

8.5 Health and Safety implications (where appropriate):

The delivery of the Adult Learning Annual Plan will be taken forward in line with Government regulations and in consultation with Health and Safety colleagues in the Council. An Assistant Head of Service is responsible for this process and for ensuring that learners and staff are and remain safe.

8.6 Sustainability implications (where appropriate):

This proposal will have a positive impact on the environment, as it is planned that around 40% of the service's future learning provision will be delivered online. This will reduce travel and the use of physical premises and resources. In addition, the new construction curriculum will actively support Norfolk's net zero aspirations.

8.7 Any Other Implications:

None.

9. Risk Implications / Assessment

- 9.1 The risks associated with the Adult Learning service's operations are managed through the Community, Information and Learning departmental risk register. There are no additional risks resulting from this proposal.

10. Select Committee Comments

- 10.1 The minutes of the Infrastructure and Development Select Committee held on 18 January 2023 have not yet been published. Select Committee members expressed their congratulations to the Adult Learning service for its impact on Norfolk residents and confirmed their support for the proposed Annual Plan.

11. Recommendations

Cabinet is asked to:

- 1. Commend the Adult Learning service for its exceptional performance and contribution to Norfolk priorities.**
- 2. Approve the Adult Learning Annual Plan for 2023-24.**

12. Background Papers

- 12.1 None.

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.

Adult Learning Income and Financial Management

Adult Learning is externally funded through grant funding from central Government's Education and Skills Funding Agency (ESFA). The service's income, in the 2021-22 academic year totalled £4,932,318, and was broken down as follows:

- Adult Education Budget (AEB) (£3,894,232)
- National Skills Fund (£102,514)
- Student loans (£180,908)
- Tuition fees (£232,000) and
- Apprenticeships (£625,178).

The service's external funding is earned through the delivery of teaching, learning and assessment across Norfolk.

Following a strong year of qualifications and community learning delivery, against a national backdrop of under-delivery, the service overdelivered on its AEB allocation by 3%, bringing in an additional £112K of funding into Norfolk (we are allowed to claim up to 103% of our contract value).

£117K from the service's £625K Apprenticeship income is paid to the Norfolk Fire and Rescue Service for the delivery of their Operational Firefighter Apprenticeship programme.

Following a similar trend to the last few years, more of the service's ESFA-funded learners were entitled to fully funded courses, leading to a reduction in the service's tuition fee income. This reduction in fee income is a direct result of the service's success in engaging with harder to reach learners and learners who are eligible for fully funded courses. Over the last 5 years, the service's income from tuition fees has reduced from in excess of £500K per year to around £232K in total. This figure does mask the full extent of the reduction, as it includes an increase in fees from self-financed provision of £200K.

Set against another tough year nationally in the sector, Adult Learning underdelivered by £45K on its allocation for Free Level 3 Courses. However, the service secured a Student Loans income for its Level 3 provision of £181K.

With the existing provision and the introduction of the new construction and sustainability curriculum and new training centres in Norwich and King's Lynn, the service expects to use all its funding in the 2022-23 academic year.

In addition to the income detailed above, Adult Learning is managing Norfolk's Multiply contract, which will be responsible for bringing £4.7 million of numeracy provision to Norfolk residents over the next two and a half financial years. Adult Learning has committed to delivery of 41% of the overall provision across the whole of Norfolk. Please note that while most of the service's external income is managed on an academic year basis, Multiply is being managed by the Department for Education on a financial year basis.

1. Self-Assessment Key Performance Indicators

1.1. Progress in Overall Effectiveness

Report	Judgement
SAR 2021/22	Good
SAR 2020/21	Good
SAR 2019/20	Good
Ofsted January 2020	Good

1.2. Progress in Aspects of Performance

EIF Aspect of Performance	2019/20	2020/21	2021/22
Quality of Education (QE)	Good	Good	Good
Behaviours and Attitudes (BA)	Good	Outstanding	Good
Personal Development (PD)	Good	Outstanding	Good
Leadership and Management (LM)	Good	Good	Good
Contribution to Meeting Skills Needs (S)*	N/A	N/A	Strong

1.3 Service Intent

Adult Learning's curriculum intent is strong, ambitious and closely linked to national, regional and local priorities, including Norfolk County Council's [**Better Together for Norfolk Strategy 2021-2025**](#).

Throughout the service and our subcontractors, staff have a good understanding of our intent and what it means for their practice. Through the service's highly effective, responsive and progressive curriculum, we provide a wide range of learning opportunities that improve people's lives and outcomes, enable people to participate in their communities and support growth and prosperity in Norfolk. Our service priorities are designed to give residents and learners, particularly the most disadvantaged, the knowledge and skills they need to succeed in life.

The strength of the service's intent is rooted in its position, deeply embedded within Norfolk County Council, where Council leaders see Adult Learning as a critical service that prevents the need for other Council services and a service that responds highly effectively to the needs of Norfolk residents.

The service uses evidence-based research, including local insight data, and extensive and highly effective partnership working with a wide range of internal Council and external stakeholders; including, for example, employers, the New Anglia Local Enterprise Partnership, DWP, District Councils, Voluntary Norfolk, VCSE partners, Citizens Advice Bureau and the GFE Colleges, to identify the key drivers for the development of our curriculum intent. This has resulted in a curriculum that is founded on the needs of learners, employers and the national, regional and local economy.

Leaders and managers are very clear how the service's strong curriculum intent and highly effective partnership working enable the service to make a strong contribution to meeting skills needs. The service's deep understanding of national, regional and local skills needs enables it to plan and deliver a curriculum that responds directly to these needs.

2. Service Performance – Key Findings against Ofsted Key Judgement Areas

Ofsted Key Judgement Area	Strengths	Area for Improvement
Quality Of Education	<ul style="list-style-type: none"> • Training activities contribute well to delivering the service intent and are consistently demanding for all learners across all areas of the provision. High expectations ensure that learners build on their starting points for transferrable skills, develop their knowledge and acquire new skills. • Supporting the wider implementation of the offer and building on the successes of the previous year, learners benefit from access to remote education that is exceptionally well supported and is now embedded into much of the vocational and foundation skills curriculum offer. • Initial skills diagnostic tools are systematically used as part of an apprentice's induction programme to swiftly identify starting points and plan their programme of learning. • Employer feedback demonstrates that their apprentice's training reflects up to date industry practice and that organisational needs are clearly understood by us as their provider. This is further demonstrated by the 95% of achievers maintaining substantial employment on completion. • Participation in learning of Norfolk's BAME community is strong, demonstrating our commitment to our learners, irrespective of their background. The successful achievement of qualifications is broadly similar (+/- 5%) across the significant majority of ethnic minority groups that learn with us, where they make up 12.6% of our community learning learners, and 30.5% of our qualification programmes learners. • Learners furthest from education and training are targeted proactively with relevant provision and as such are well represented. 40% of our qualifications provision was represented by learners from the 30% most deprived areas of Norfolk, which not only raises attainment levels in those areas, but prepares those Norfolk residents well for future learning and employment opportunities. 	<ul style="list-style-type: none"> • The service needs to develop further and streamline its use of collaborative Individual Learning Plan (ILP) tools. This will ensure that Tutors, LSAs and employers are able to effectively record progress against a learner's goals and that they will be able to provide well informed support according to that learner's needs, starting points, progress and aspirations. • Whilst a significant improvement on the previous year (up 18%), those declaring dyslexia as a barrier to learning are still 6% less likely to achieve their qualification aim. • For our qualifications provision as a whole, males were 8% less likely to achieve than their female counterparts. • The collection of destination data requires further development, so that the use of the insight gained influences the curriculum in a more systematic way.

Appendix B – Adult Learning Self-Assessment Key Findings

Behaviours and Attitudes	<ul style="list-style-type: none"> • Prevent, British Values and equality and diversity are embedded and demonstrated well, with staff diligent in their own practice, enabling an inclusive learning environment where all individuals are afforded opportunities to thrive. • The 'Learner Voice' is captured through all formal observations of Teaching, Learning and Assessment and is well documented in the observation records produced thereafter. • 95% of learner survey respondents said they would recommend Adult Learning to family and friends. • Our Learner Services team provide extensive welfare checks, pastoral and other types of support for struggling and/or challenging learners. • Across the majority of our curriculum offer learners demonstrate their commitment to learning well through strong attendance on their courses, with 94% attendance on vocational qualification programmes, 91% attendance on independent living skills and progression courses, 92% attendance on construction programmes and 97% on family learning courses. • Adult Learning is a safe place to learn, free from bullying and harassment, where learners behave consistently well, demonstrating high levels of self-control and consistently positive attitudes to their education and/or training. • The service's highly proactive approach to Safeguarding our learners, including clear referral routes and processes for managing allegations ensures that referrals are managed and closed in a timely manner, and this ensures that learners are safe. 	<ul style="list-style-type: none"> • Attendance on foundation skills courses, at 84% overall, reflects the challenges faced by our most hard to reach learners and was significantly affected by learner absences due to covid. To move to outstanding, the service needs to identify measures to further support learners with their attendance on these programmes.
Personal Development	<ul style="list-style-type: none"> • Learner representation on our steering group, provides the opportunity for learner representatives to challenge and support senior leaders on the performance of the service and enables the 'learner voice' to be heard at every level of the organisation. • Learners on vocational courses achieve relevant and impactful additional aims that prepare them well for careers in their chosen subject area. For example, those studying level 2 Teaching Assistant Programmes also complete an award in progression, a certificate in employability skills and a communication skills for work module. • Learners from a diverse range of backgrounds participate in the Adult Learning termly and annual awards and are actively engaged in nominating peers from their groups for the receipt of the 'Classroom Colleague' award. Our highly successful, 	<ul style="list-style-type: none"> • To move to 'outstanding', we need to provide further opportunities for learners to develop their talents and interests and teach them why it is important to contribute actively to our diverse society. • For us to continue our journey towards 'outstanding' we need to develop further the tracking of Information, Advice and Guidance across the service. This will ensure

	<p>public facing Annual Learner Awards ceremony has demonstrated well the diversity of our learners and has championed their successes.</p> <ul style="list-style-type: none"> • Our Information, Advice and Guidance service is offered to all learners and available to all Norfolk residents, which leads to a comprehensive Impartial Information, Advice and Guidance service. Working with individuals and monitoring their destinations after our advice leads to great outcomes including further courses, employment and Higher education. • Our Matrix standards assessment confirms that learners are supplied with current, accurate and quality assured information that is inclusive and we establish effective links with appropriate partners 	<p>that the effectiveness of the process, can be consistently evaluated, continually improved upon, and that it benefits learners effectively, preparing them for their future success in education, employment or training.</p>
Leadership and Management	<ul style="list-style-type: none"> • Leaders have a strong and ambitious vision that is closely aligned to the council's strategic vision and priorities for Norfolk. Our strong, shared values, policies and practice enable the service to provide high-quality, inclusive education and training to our learners. • The service provides an exceptional, inclusive range of opportunities for residents to access education and training across a large, rural county, in physical settings, online or through a hybrid model. • The service's Quality Improvement Team provides high quality and highly effective professional development to teaching staff and this has improved the quality of education for learners. • Leaders provide an exceptional level of training to improve the use of technology in education, including remote education. The ACE Digital Leaders project, funded by DfE, supported 99 tutors to improve their use of technology and gain a wide range of new skills through the delivery of 1,646 hours of professional development opportunities, benefitting 2,000 learners in this academic year. • Extensive engagement with learners, for example, through representation on the Steering Group and learner surveys, informs service planning and delivery and ensures continuous improvement. • The service's strong relationships with other Norfolk County Council services have a significant positive impact on the quality of services available to residents and enables the service to respond highly effectively to the skills needs of the county. For example, the Operational Firefighters apprenticeships programme with Norfolk Fire and Rescue Service trains new fire fighters to support residents across Norfolk. 	<ul style="list-style-type: none"> • The service needs to improve the implementation of the vision outlined in the service's CPD Strategy, including the systematic recording of evidence, so that the service consistently improves the quality of education provided to learners. • The service needs to improve the evidence it collects to demonstrate the impact of its extensive partnership working. • As a result of academic management job pressures and their scope of responsibility, there are examples where academic staff have been unable to access sufficient line management support. • To become outstanding, the service needs to implement its plan to further enhance the effectiveness of Steering Group.

	<ul style="list-style-type: none"> • Our positive and successful working relationships with a wide range of external partners and stakeholders enables the service to develop and deliver a rich and varied offer that responds directly to the needs of Norfolk residents and the economy. • Our innovative and inclusive collaboration with Norfolk Fire and Rescue Service (NFRS), enabling people from abroad who have recently arrived in Norfolk to learn English and fire safety at the same time, has been nationally recognised through NFRS and Adult Learning winning the Asian Fire Service Association, Partnership of the year award 2022. • The service's robust Communications Strategy ensures clear, strong communication throughout the service. • Termly staff engagement meetings enable staff (around 140 each term) to be fully involved in service initiatives and issues. • Annual appraisals are closely linked to an individual staff member's responsibilities and performance and service objectives, and this ensures that each staff member's work priorities are aligned to service intent. • In addition to access to Norfolk County Council's wellbeing team and a 24-hours, 365 days a year support line, the service provides significant additional support for wellbeing issues. An Assistant Head of Service is the service's wellbeing lead and the wellbeing team provides exceptional support for staff who experience wellbeing issues. The wellbeing lead provides immediate support for staff with the full range of potential issues, including wellbeing, workload, bullying, harassment or discrimination. • All managers complete Mental Health First Aid training. This enables managers to provide effective support to their staff. • Staff feedback (131 or 60% of staff responded to the 2022 Our Voice Our Council Employee Survey) continues to be highly positive. The service's scores from this survey continue to improve, remain ahead of the overall council scores, and this demonstrates that service leaders are aware of and respond highly effectively to staff needs. • Adult Learning has a highly effective and proactive culture of safeguarding, with robust policies and arrangements in place to identify, help and protect learners • The Head of Service is the Designated Safeguarding Lead, supported by a team of Deputy Safeguarding Leads, and there is a highly effective culture that safeguarding is everyone's responsibility every day. 	
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	<ul style="list-style-type: none">Steering Group members receive annual safeguarding training, including Prevent, and ensure that we are fulfilling our legal duties and responsibilities.The service takes a proactive approach to ensuring that learners are well informed and understand how to protect themselves from potential abuse and radicalisation.	
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Adult Learning's Impact

Adult Learning continues to play an important role nationally as a leader in the adult education sector and our service delivery has a significant impact on Norfolk residents. While there are many areas of impact that the service could highlight, this document provides a few examples of the Adult Learning service's impact.

National Impact

Adult Learning secured £500K from the Department for Education to lead a highly ambitious and innovative project, ACE Digital Leaders, that aimed to drive forward the development of workforce capability and confidence to use technology effectively in education. The project, with 416 participants from 10 local authorities, has had a major impact on the use of technology in our sector and had a direct impact on 14,000 adult learners. We delivered 1,151 hours of staff training. This map shows the locations of project participants:

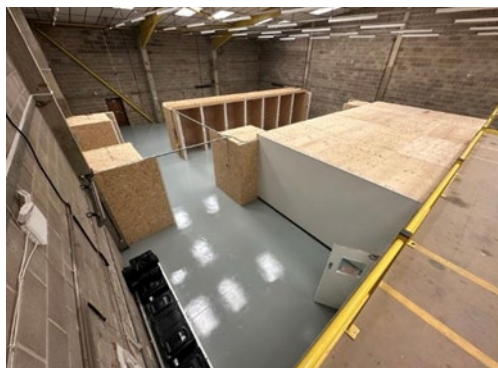


Following dissemination to the wider sector, we have now reached 140 local authorities who deliver to 150,000 learners each year.

This work has placed Norfolk at the cutting edge of the use of technology in education and this will benefit our learners in Norfolk going forward, as they access high quality support, teaching and learning that makes effective use of the latest technology.

The Development of a Construction and Environmental Sustainability programme

Our determination to respond to the need to increase training opportunities in the construction industry, including sustainable practices and training that would support the green agenda, led to a successful bid to the Community Renewal Fund. The service secured £568K to develop a sustainable construction curriculum and two new construction training centres for adult learners in Norfolk. Throughout 2022 our key focus was on identifying the venues, getting planning permission and establishing the new centres. This had to be achieved by the deadline of December 2022. The centre in Hellesdon, Norwich, welcomed its first learners in November 2022 and the centre in King's Lynn will open in March 2023.



The new training centre in Norwich

In the meantime, from January 2022 through to October 2022, the service introduced its construction curriculum at a temporary training centre at Wensum Lodge in Norwich. In that time 500 learners completed courses in a range of construction skills, the most popular being carpentry. In the next year, the service plans to increase its delivery to 900 learners.

Response to the needs of our guests from Ukraine

Since the arrival of the first Ukrainian guests in Norfolk, Adult Learning's English for Speakers of Other Languages (ESOL) and Learner Services teams have been providing a highly responsive service to over 330 learners from Ukraine.

150 Ukrainian guests had no spoken English and joined our Everyday Conversations programme. We have had 125 registrations on our multi-level ESOL qualification programmes for learners who joined us with some spoken English. Over the summer break 2022, the service offered Summer Coffee and Chat sessions, which aimed to support our guests (55) to feel integrated into our community and provided an opportunity to meet other Ukrainian learners. Since May 2022, Adult Learning has offered information drop-in sessions in collaboration with the Libraries, and these continue to the present time.

The service also continues to support, in collaboration with the People from Abroad team, Norfolk's refugees from Syria, with our sixth cohort of 18 refugees currently on an 11-month programme of 16 taught hours per week. In addition, 29 Afghan refugees are currently attending courses, with a mixture of English and employment-focused programmes.

Our innovative and inclusive collaboration with Norfolk Fire and Rescue Service (NFRS), has enabled people from abroad who have recently arrived in Norfolk to learn English and fire safety at the same time. This work has been nationally recognised, as NFRS and Adult Learning have received the Asian Fire Service Association 'Partnership of the Year' award 2022.

The service is now embedding Maths into its ESOL courses and is projecting an increase on this programme overall from 529 registrations in 2021-22 to 900 in 2022-23.

Apprenticeships

The service's apprenticeships programme continues to go from strength to strength, exceeding apprentice recruitment targets and meeting the needs of employers in Norfolk.

Our target for recruitment to the cohort of apprentices due to complete in the 2024-25 academic year has been set at 250, a 6.5% increase on the previous year (235) and over 330% increase on the recruitment of apprentices in the 2021-22 academic year (74).

We are currently working with 144 apprentices who are due to complete in the 2022-23 academic year.

Our apprentices continue to achieve well above the most recent published National Achievement Rates of 64%, with 71.6% (63) successfully having achieved their expected outcome in 2021-22 academic year. Additionally, we are proud to report that 61 of our 63 achievers in 2021-22 have continued in their employment after their success.

89% of the 106 employers who returned a survey questionnaire said that our delivery team deliver training that reflects up-to-date practices in their industry/sector.

Basic English and Maths Qualifications

Basic English and maths provision underpins all national, regional and local priorities, and this is a significant area of learner recruitment for the service. With around 900 learners on these courses, which are delivered both in the classroom and online, 54% of our English learners and 39% of our maths learners were from the 30% most deprived wards in Norfolk.

Reducing the pay gap

The service provides a wide range of opportunities that aim to respond not only to sector skills gaps, but also the gender pay gap in Norfolk.

For example, in the 2021-22 academic year:

- 33% (132) construction learners were female, and this compares well with 11% female employment in the industry. The current pay gap for construction operatives is 23%. By providing skills and qualifications we aim to address this issue so that we both increase the proportion of female construction workers, and our female learners will secure better paid jobs in industry.



Female construction learners gaining skills in plastering

- We currently have 49 firefighters who have completed or are still in training on their Operational Firefighter Apprenticeship programme this year. Of these, 13 (23%) are female (nationally less than 10% of firefighters are female).
- The pay gap in accountancy for financial accounts managers is 25%. Our strong Accountancy qualification programme, from Level 1 to Level 4, had 247 learners in the 2021-22 academic year, of which 78% (193) were female. Nationally, 62% of the workforce in accounting services is female. Our aim is to support our learners into full time, well-paid professional roles in the Accountancy industry.

The Impact of Adult Learning – learner survey feedback 2021-22

"... It has inspired me to think more seriously about starting my own business."

[Starting a Business]

"Discovered I could do something I never considered before."

[Creative Writing]

"I've learnt how to do Fractions! Something which I have never been able to do."

[Maths]

"Made my brain work and made me think what work I am capable of doing."

[Volunteer Passport]

"Talking about stress was a very good thing and the course made me realise that I must make more time for myself."

[Stress Awareness]

"I have made something beautiful and tried something new and would like to pursue this and see where it takes me!"

[Stained Glass Taster]

"... BY MYSELF DOING COURSES WITH ADULT EDUCATION HAS GIVEN MY DAUGHTER THE CONFIDENCE TO LEAVE HER HOME AND ATTEND TRAINING AT THE CENTRE WHICH IS A HUGE STEP FOR HER..."

[Accountancy]

"I am no longer isolated in a silent world..."

[Lipreading]

"I now feel far more confident going forward into the working world."

[Essential Digital Skills]

"This is a life saver for me in terms of maintaining my mental health"

[Ceramic Sculpture]

"At the moment not having result yet, it has given me a sense of achievement just doing the maths at level 2. I wasn't able or allowed at school. Now I have had that opportunity without being put into a certain box. If I have failed, I hope to re-sit but with empowerment this time after already completing it."

[Maths Fast Track Online]

"It has reduced loneliness and increased my zest for life and learning, to enjoy a new hobby."

[Drawing and Painting]

"Probably, above all, for me it's a context in which to stretch myself, mentally, and discover what I'm capable of"

[Spanish]

"I don't feel like the only person who needs to update my skills"

[Essential Digital Skills]

"... As someone who struggles with confidence and to leave the house, I know that there's always a warm welcome to be had. ..."

[Pottery]

"It's given me a real love and passion for carpentry and it's a great starting place for a new career"

[Basic Carpentry & Joinery]

"It has built on my quest to overcome anxiety around groups"

[Peer Support Awareness]

"This course has helped to build confidence and learn coping strategies when out in public."

[Lipreading]

The new CV that I developed as part of this course convinced two care homes where I applied to contact me to discuss employment..."

[REFOCUS on your CV]

"I'm looking at changing career, so the course is a good start to being a success in my next field of work."

[Peer Support Safeguarding]

"It's important to keep your mind active after retirement, so this is part of that..."

[French Beginners]

"I never red [sic] a book in my life, Liz 's class has made me do many things I never done. Like reading a Book."

[Improve Your English Skills]

"As a mum to 4 it's given me the confidence to start a career in accounting and hopefully earn more so my family can all benefit."

[Accountancy]

"If I get maths qualification I will be able to complete my Occupational Therapy degree. I never thought this was going to be possible because of the struggle I have with Maths."

[Maths Fast Track Online]

"Having not had much in the way of contact with people over the past few years, being able to attend a classroom-based course has been such a tonic. It has given me renewed vigour and enthusiasm, not to mention the positive effect learning something new has on you."

[Accountancy]

"I have gained paid employment...It has given me a purpose other than just being a Mum."

[Teaching Assistant L3]

"I will be able to change my career. I feel more confident, proud and focused."

[Teaching Assistant L2]

"It gave me a solid grounding so that I was able to do an A1/B2 Spanish course in Nerja."

[Spanish Higher Intermediate]

"...getting together and learning with other deaf people who know exactly what it is like to be deaf is such a welcome relief."

[Lipreading]

"It brought positiveness in my life. I have great hopes that I can be a complete person with a job and still available for my children as I am a single mother of 2 children."

[Care Academy L1]

"I can now apply for jobs..."

[Learn MS Word]

"It has helped my mental health immensely. Was a reason to leave the house and improved my self-esteem. It has given me an interest in learning more new skills. "

[Basic Carpentry & Joinery]

"It has reduced my sense of isolation."

[Wellbeing Through - Exploring Creativity with Natural Materials]

"[I have] Been able to tackle a subject that I felt scared to approach but was absolutely necessary."

[Beat the bills]

"Made me more efficient and i [sic] can join in at work as I have learnt a new skill"

[Excel Essentials for Work]

"A positive impact that at 45 opened up aspirations that you thought were over."

[Intermediate Carpentry and Joinery]

"It will enable me to make a difference in [sic] making a more inclusive environment for our deaf students at UEA."

[British Sign Language]

"It took a certain amount of courage to enrol on the course but I'm so glad I did...completing the course and passing the exam certainly has improved my confidence, self-worth and overall mental health."

[Maths Functional Skills]

"Made me more confident. I feel less of a failure. I have learned coping strategies..."

[Lipreading]

"Whilst I've not gained a new job yet, it has given me the confidence to look for jobs that I wouldn't have previously."

[Essential Digital Skills]

"I have more confidence and believe in myself more.."

[English and Maths Digital Skills]

"It's been an amazing escape for me, I have ADHD and pottery is the only time I [sic] get to experience a 'quiet brain' because I'm totally immersed in what I'm doing."

[Pottery]

"As a single parent with no family here at all, I felt like I am being trapped at the same work place because I can only do certain hours due to childcare commitments...The course gave me so much more than "just" a new skill."

[Accountancy]

Adult Learning's key priorities and contribution to Norfolk's priorities for learning and skills in the academic year 2023-24

This document outlines in detail how Adult Learning's strategic and operational activities and outcomes will contribute to Norfolk County Council's strategic priorities as detailed in the Better Together, For Norfolk Strategy 2021-25.

The contributions to Norfolk's priorities for learning and skills detailed in this document, focus on key areas of activity and do not include all areas of activity or all learners.

We will enable a vibrant and sustainable economy by:

- Enabling individuals to increase their literacy, numeracy and digital skills qualifications
- Providing access to a wide range of skills, including core transferable and employability skills, and vocational qualifications, including apprenticeships, that respond to national, regional and local need
- Delivering non-accredited pathways into qualifications and employment
- Enabling residents who are seeking employment or economically inactive to return to the workplace by providing access to new skills and vocational pathways.

Contribution:

- ❖ *1,000 adult enrolments on basic maths, English and digital skills programmes, with at least 42% from the 30% most deprived wards in Norfolk. At least 85% will achieve their qualification.*
 - ❖ *235 apprentices will complete their apprenticeship programme with at least 95% of completers remaining in sustainable employment.*
-

We will support better opportunities for children and young people by:

- Delivering qualifications and apprenticeships that support the early years and school sectors
- Providing opportunities for parents, guardians, and carers to support their children and increase their literacy, numeracy and digital skills and qualifications.

Contribution:

- ❖ *We will deliver 650 qualifications and apprenticeships in areas such as childcare, teaching assistants and Higher-Level teaching assistants, enhancing the level of education given to children and young people*
 - ❖ *We will deliver 300 qualifications in subjects that enhance the level of specialist skills available to those working with children and young people, including understanding autism, mental health and anxiety*
 - ❖ *We will secure 400 enrolments that enable parents, guardians and carers to support their children with their literacy, numeracy and digital skills.*
-

We will empower individuals to live healthy, fulfilling and independent lives by:

- Providing a comprehensive and impartial information, advice and guidance service
- Delivering an independent living skills programme that enables people with disabilities and/or learning difficulties to access learning and work and to live independent lives
- Maximising the use of learner and learning support funding
- Delivering a comprehensive programme of online learning that overcomes the barriers to accessing learning in Norfolk
- Using Multiply funding to improve the numeracy skills of individuals and families
- Delivering opportunities for personal development.
- Supporting, through learning, the wellbeing of our residents.

Contribution:

- ❖ *Provide bespoke and impartial information, advice and guidance to at least 500 residents*
 - ❖ *Deliver an independent living skills programme, that focuses on the skills residents need to live independent lives, with at least 300 enrolments from adults who have a disability and/or learning difficulty*
 - ❖ *Improve the numeracy skills of 3,824 Norfolk residents through interventions funded by the Department for Education Multiply grant (financial year 2023-24)*
 - ❖ *Deliver personal development and wellbeing programmes that support residents with their mental and physical wellbeing with at least 1,000 adult enrolments.*
-

We will strengthen communities by:

- Improving digital inclusion in Norfolk by increasing the digital skills and confidence of adult residents
- Supporting the integration of ethnic minority communities through the delivery of a comprehensive and targeted programme of English as a second language, employability, and life skills
- Locating our courses in the heart of Norfolk's communities and focusing our funding on the most deprived wards in the county
- Championing Equality, Diversity, and Inclusion, as well as Safeguarding and Prevent.

Contribution:

- ❖ *Increase the digital skills and confidence of adult residents with at least 1,000 enrolments from residents in key disadvantaged communities*
 - ❖ *Deliver a comprehensive and targeted programme of skills with at least 700 adult enrolments from ethnic minority communities, with at least 75% progressing into further learning and/or employment*
 - ❖ *Delivering at least 42% of our programmes to residents who live in the most deprived communities in Norfolk.*
-

We will enable the development of a greener, more resilient future by:

- Delivering a wide range of sustainable construction and environmental skills and qualifications
- Developing extensive progression routes into employment in the construction industry.

Contribution:

- ❖ *At our new construction training centres in Norwich and King's Lynn, secure 900 enrolments from adult learners that enable them to gain the skills and knowledge they need to successfully complete construction and greener skills qualifications that provide opportunities for them to progress into employment.*
-

Appendix F: Plan on a Page 2023-2024 Academic Year

What we'll do

Vision:

Changing lives through inspirational learning with exceptional support

Outcomes:

We provide learning opportunities that improve the lives and outcomes of adult learners, enable adult learners to participate in their communities and support economic growth and prosperity in Norfolk.

Priorities:

We will:

- Enable a vibrant and sustainable economy
- Support better opportunities for children and young people
- Empower individuals to live healthy, fulfilling and independent lives
- Strengthen communities
- Enable the development of a greener, more resilient future.

How we'll do it

We will enable a vibrant and sustainable economy by:

Enabling individuals to increase their literacy, numeracy and digital skills and qualifications. **Providing** access to a wide range of skills, including core transferable and employability skills, and vocational qualifications, including apprenticeships, that respond to national, regional and local need. **Delivering** non-accredited pathways into qualifications and employment. **Enabling** residents who are seeking employment or economically inactive to return to the workplace by providing access to new skills and vocational pathways.

We will support better opportunities for children and young people by:

Delivering qualifications and apprenticeships that support the early years and school sectors. **Providing** opportunities for parents, guardians and carers to support their children and increase their literacy, numeracy and digital skills and qualifications.

We will empower individuals to live healthy, fulfilling and independent lives by:

Providing a comprehensive and impartial information, advice and guidance service. **Delivering** an independent living skills programme that enables people with disabilities and/or learning difficulties to access learning and work and to live independent lives. **Maximising** the use of learner and learning support funding. **Delivering** a comprehensive programme of online learning that overcomes the barriers to accessing learning in Norfolk. **Using** Multiply funding to improve the numeracy skills of individuals and families. **Delivering** opportunities for personal development. **Supporting**, through learning, the wellbeing of our residents.

We will strengthen communities by:

Improving digital inclusion in Norfolk by increasing the digital skills and confidence of adult residents. **Supporting** the integration of ethnic minority communities through the delivery of a comprehensive and targeted programme of English as a second language, employability and life skills. **Locating** our courses in the heart of Norfolk's communities and focusing our funding on the most deprived wards in the county. **Championing** Equality, Diversity and Inclusion, as well as Safeguarding and Prevent.

We will enable the development of a greener, more resilient future by:

Delivering a wide range of sustainable construction and environmental skills and qualifications and **developing** extensive progression routes into employment in the construction industry.

How we'll know if we've made a difference

- Data and feedback demonstrate impact against the service **Priorities**
- Self-assessed in November 2024 as providing an Outstanding service to our learners, apprentices and staff
- Number of learners and apprentices accessing the service is strong and in line with service planning
- We use our funding effectively to achieve outstanding outcomes for our learners and apprentices
- Number of learners and apprentices who progress into further learning/education or sustainable employment
- Number of learners and apprentices who report improved health and wellbeing
- Evidence of effective implementation of the learner involvement strategy
- Evidence of effective implementation of the employer involvement strategy
- Outstanding inspection outcome at our next Ofsted inspection
- Council Survey evidences continuing improvement in staff wellbeing
- Matrix accreditation for information, advice and guidance maintained.

Adult Learning Curriculum 2023-24

Qualifications:

- Functional (basic English, including English as a Second Language (ESOL), maths and digital skills) and vocational qualifications from entry level (basic knowledge and understanding) to level 5 (foundation degree equivalent)
- Knowledge; skills; attainment; and employability skills
- Targeting residents who either do not have the basic skills and professional qualifications they need to progress, or who are seeking to reskill and retrain and/or progress into further learning and employment, or who are economically inactive and, with encouragement and support, could return to the workplace
- Fully funded for eligible learners, subject to Government criteria, with an element of tuition fees and student loans for other learners
- Each qualification attracts a funding tariff and 20% of the funding for each learner is earned on achievement of the qualification.

Apprenticeships

- A fast-growing, high-quality programme across a variety of employment sectors that meets the needs of Norfolk employers and residents
- This programme provides entry to sustainable employment for apprentices and opportunities to develop new and higher-level skills for those who are already in employment
- The service's apprenticeships programme addresses Local Enterprise Partnership (LEP) priorities by contributing to the creation of a skilled workforce and supporting employers to plan and deliver their business strategies.

Community Learning

- Community Learning provides opportunities for residents who are the furthest from education and/or employment or who need support through learning, to reengage with learning, grow and progress with confidence, including into employment
- These non-accredited courses aim to break the cycle of low achievement and renew and rebuild confidence and capacity to achieve and progress
- This programme:
 - Enables an individual to gain confidence, motivation, knowledge and skills and supports progression into further learning, qualification programmes and/or employment
 - Empowers people to live well independently

- Enables families to support their children and break intergenerational cycles of poor outcomes
- Strengthens communities
- Supports, through learning, the wellbeing of our residents, for example, through mental and physical wellbeing and healthy lifestyle programmes, as well as creative courses.

Multiply

- A wide range of numeracy interventions, including both outreach and course-based activities, that target adults who do not have a GCSE at grade 4 or C and above or equivalent, and which aim to improve numeracy skills and ultimately lead to a GCSE or equivalent qualification
- These courses are designed to:
 - Increase confidence with numbers
 - Help people use numeracy to manage their money
 - Support employers to improve the numeracy skills of their workforce
 - Support people who cannot apply for certain jobs because they lack the required numeracy skills
 - Give parents the numeracy skills they need to both help their children and progress themselves
 - Improve the numeracy skills of prisoners, those recently released from prison or on temporary licence
 - Support care leavers
 - Engage the hardest to reach learners in the community
 - Provide additional relevant maths modules embedded into other vocational courses.

Self-financed creative and personal development courses

- Courses that are self-financed by the learner – completely outside the Government-funded system
- No Government funding support, so tuition fee income must cover costs
- These courses target residents who are looking for personal development opportunities without the constraints of the Government-funded system
- Creative arts, including the highly popular pottery and silversmithing courses; modern foreign languages; and a range of general interest courses.

Delivery of the Adult Learning Annual Plan

Adult Learning continues to demonstrate its ability to use its external funding and income to plan both flexible and responsive learning programmes and can change its delivery method to accommodate external circumstances and different methods of learning from classroom, online and synchronous learning.

The service's current offer is around 63% in the classroom and 37% online. Learners continue to like the choice of learning online, so the service will maintain a mixed offer that meets learners' needs. In addition, the service continues to offer synchronous delivery, so that learners in a classroom and online attend the same course at the same time together. Synchronous delivery will be enhanced this year with learners being able to choose at the time of enrolment to learn in the classroom or online. This will further support learning styles, access to courses for residents in rural areas, learners who have a disability, who have welcomed the new opportunities provided through online learning, and for larger class sizes to be available, while still using existing classrooms across the county.

Synchronous delivery is highly innovative and ahead of most of the rest of the country.

The service has established dedicated training rooms in the following locations:

- Attleborough Community and Enterprise Centre
- Great Yarmouth Library
- King's Lynn Library
- Millennium Library, Norwich
- Norman Centre, Norwich
- Swaffham Community Centre
- Wensum Lodge, Norwich.

In addition, the service is working with other venues on an ad hoc basis, such as other libraries across the County, Merchants Place in Cromer and Charring Cross in Norwich.

We have proudly opened our new Construction Training Centre in Hellesdon, Norwich, with dedicated workshops for construction courses including, carpentry, plastering, bricklaying and tiling and we have created 2 additional classrooms at this venue to allow for other types of courses to be delivered. In January 2023, we will be opening our Construction Training Centre in King's Lynn, which will be another dedicated centre with workshops and two additional classrooms.

Adult Learning is working closely with the council in developing new multi-user community hubs in Great Yarmouth and King's Lynn which will see new Libraries and Information centres created as community spaces with an Adult Learning presence and dedicated classrooms in each. Great Yarmouth is

planning to open in September 2024, with King's Lynn opening the following year.

The service's aspiration is that, in addition to our online offer, we will have a physical presence across Norfolk with Libraries being the initial venue of choice. We continue to review the needs across Norfolk and match venue requirements to that need. Analysis provides additional information around rural locations and public transport, and this supports decisions to whether to be in a physical venue, online or to deliver via Synchronous delivery.

There are many challenges in delivering a countywide service, however, as a service we are committed to a countywide presence, with the right courses and delivery methods based on the needs of our learners.

These photos were taken at the two new Construction Training Centres:





Department
for Education

Multiply

Multiply

Investment plan template (England)

May 2022

For Mayoral Combined Authorities, the Greater London Authority, and upper tier/unitary local authorities outside of these areas in England

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About this document

In conjunction with this template, please refer to the Multiply investment prospectus and technical guidance for England available here

<https://www.gov.uk/government/publications/multiply-funding-available-to-improve-numeracy-skills>

Investment plans are invited from the Greater London Authority, all Mayoral Combined Authorities, and upper tier/unitary authorities outside of these areas in England. Scotland, Wales and Northern Ireland should refer to the [wider UKSPF investment framework](#)

Please ensure you complete this template in full and submit by 30th June 2022 by emailing Multiply.investmentplans@education.gov.uk

Once investment plans are approved, provisional allocations will be signed off, grant agreements will be put in place incorporating information included in this investment plan and first payments made in autumn 2022.

At the end of the 2022-23 and 2023-24 financial years, areas will submit an annual progress report, and a revised investment plan for subsequent years of Multiply provision. This should take on board learning achieved through local delivery, peer to peer support networks and engagement events. It should align with the updated menu of interventions and any new guidance issued each year by the Department for Education.

For further information or to discuss a proposal ahead of submission please contact DfE at Multiply.investmentplans@education.gov.uk

Please note that information provided on this form, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes, primarily the Freedom of Information Act 2000 and the Data Protection Act 1998.

We have suggested word counts for questions as an approximation but will allow some flexibility and will not apply the word count rigidly. We don't anticipate investment plans to be longer than 25 pages. We won't accept additional attachments beyond the return of this document and the accompanying Excel spreadsheet.

1. Who are the local authority representatives for Multiply (name, email, telephone)?

Multiply lead: Denise Saadvandi – denise.saadvandi@norfolk.gov.uk – 01603 306585

Financial / Accounting Officer: Andrew Skiggs – andrew.skiggs@norfolk.gov.uk – 01603 223144

Section A: Multiply intervention summary

2. **In the accompanying spreadsheet**, please provide a high-level summary of the interventions to deliver Multiply in your local area, along with related output indicators and required budget?

See accompanying spreadsheet.

3. If you have described any Multiply provision in Section A that does not fit the menu of interventions, what is your rationale for proposing this additional intervention? We will consider this proposal against the aims of the Multiply programme. You can answer "None" for this question. (Approx. 250 words)

None.

4. Please confirm and explain how your Multiply provision is in addition to and does not duplicate or offset fully funded maths courses delivered through the Adult Education Budget statutory entitlement, or other government funded maths provision. (Approx. 250 words)

Norfolk County Council has developed this investment plan in close consultation with the main providers of Adult Education Budget (AEB) and other government-funded numeracy provision in Norfolk, including functional skills, GCSE and other community-funded programmes. This joint development work with Norfolk County Council Adult Learning, City College Norwich, East Coast College and College of West Anglia, has focused on the innovation and creativity that providers will bring to Multiply and how Multiply courses must not displace the county's strong mainstream AEB offer. The key elements that differentiate the Norfolk Multiply offer are:

- A targeted focus on adults who lack both confidence and skills in numeracy and who would not attend mainstream provision
- The majority of the delivery in small groups of a maximum of six learners
- Personal tuition for adults who need the greatest support
- Courses that target the parents in individual families
- Extensive wrap-around support that enables progression and impact
- Courses delivered together with employers that are contextualised to the specific needs of each employer and employee
- Courses delivered through small, community-based organisations who do not have the capacity to deliver mainstream-funded provision, but who have access to individuals who most need the support of Multiply and can succeed with the support of the central project team.

Small class sizes and personal tuition are not viable through mainstream provision, yet are needed to encourage individuals who lack confidence and residents who live in Norfolk's rural areas, where it is not viable to run mainstream courses and there are poor transport links.

5. Please briefly set out how you have considered the FE workforce needs (e.g. classroom, tutoring) for Multiply. How will you ensure Multiply workforce needs will not be at the detriment of other programmes you are delivering (eg under the AEB statutory entitlements)? Please note, FE workforce investment should support delivery of Multiply provision and should not be a standalone intervention. (Approx. 250 words)

Norfolk has a strong FE workforce delivering functional skills numeracy, Maths GCSE, and other community-type provision. Norfolk views Multiply as additional provision that must not impact on the delivery of the AEB statutory entitlements. The workforce delivering Multiply will be existing teaching staff with capacity to take on additional work, new teaching or delivery staff, or staff working for smaller community-based organisations.

Norfolk already delivers formal FE teacher training and this will continue to sit within providers' normal training programmes and budgets. We are encouraging teachers who do not currently teach numeracy to upskill through AEB ahead of the Multiply launch.

There will be a need to recruit and train new teaching and delivery staff, and this will be frontloaded into year 1. A joint provider recruitment campaign will form part of this initiative. Multiply-specific workforce training has been directly linked and costed into each investment plan intervention and the successful delivery of its outputs.

The following specific considerations have been taken into account:

- The Multiply workforce will need specific training in working with individuals and small groups in a community setting
- There is a need to upskill teachers who have industry experience with the skills to teach numeracy
- Delivery staff will not always be fully qualified maths teachers, as the ability to engage individuals in creative and fun activities, such as basic numeracy skills through cookery, is a skill that Multiply delivery will require. These staff will need training and support to enable them to succeed
- Norfolk's Multiply workforce will be trained in how to encourage an individual to progress.

Section B: Strategic fit

6. How does the proposed Multiply provision strategically fit with your local priorities, coordinating where possible with wider skills and employment interventions in local areas (for example through Local Skills Improvement Plans), and interventions funded through the broader UKSPF (e.g. in district council investment plans) or other programmes? (Approx. 500 words)

Multiply sits across a number of strategic plans and priorities because of the breadth of opportunity it creates for individuals seeking to upskill, access the labour market or improve their career prospects.

The Norfolk County Council Strategy 2021-25 '[Better Together for Norfolk](#)' sets out the framework for combining inclusive economic growth with environmental and community sustainability objectives. Its ambition for a growing economy means that everyone benefits from economic growth and people can access good employment opportunities. It aims to achieve this by improving social mobility and improving workforce skills. Multiply will contribute to the achievement of this vision, creating opportunity to increase skills levels, impacting on individuals' abilities to increase their employment prospects, move into better paid jobs and improve their life outcomes.

Multiply will provide an opportunity to tackle pockets of low numeracy skills in rural areas in ways not previously possible, aiming to address the rural skills divide highlighted in The Norfolk Rural Economic Strategy 2021-24.

Regionally, Multiply contributes to the delivery of the [NALEP Norfolk and Suffolk Economic Strategy](#) in providing accessible upskilling opportunities, closing current and future skills and labour gaps.

A localised programme of Skills Bootcamps will be launched in August 2022, supporting individuals to access the labour market and to support in-work progression. Multiply will work closely with the Skills Broker to ensure that individuals who do not meet the criteria have access to appropriate numeracy provision to facilitate upskilling.

The Skills and Post-16 Education Bill (published in January 2021) outlines government plans to ensure that education and training meets local needs. This includes a statutory underpinning placed on Local Skills Improvement Plans* (LSIPs), setting out the key changes needed to make technical skills training more responsive to employers' skills needs within a local area. Increasing quality, accessible numeracy provision, improving skills attainment will support the reshaping of skills provision to provide a basis for substantive change and sustainable progression pathways for individuals. The current Skills Advisory Panel, which will transition into a LSIP in 2023, has a focus on 'tackling barriers to employment' and 'driving skills progression within the workforce'; two key areas where Multiply will have a significant impact.

In developing this investment plan, we have had detailed discussions with Norfolk's seven District Councils, through which the UKSPF will be routed. We have shared our thinking, sought views to create alignment and avoid duplication, particularly in year 3 when the UKSPF People and Skills interventions are able to be funded. We will continue

Appendix I: Norfolk's Multiply Investment Plan

to develop a joint skills approach and, as Multiply develops, we will learn from our experiences as we continue this dialogue.

Section C: High level delivery timeline

7. Please provide an outline of your high-level delivery timeline including major milestones and planned partnerships with local education providers, employers, and other local touchpoints

	Multiply provision	Delivery partners	Major milestones (for all interventions in the 2022-23 FY)	Date	Comments
1	Courses designed to increase confidence with numbers for those needing first steps towards formal numeracy qualifications	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured	Local Authority Multiply investment plan team established	April 22	Complete
			Initial stakeholder and partner engagement complete	Jun 22	Complete
2	Courses designed to help people use numeracy to manage their money	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured	Multiply investment plan approved by Local Authority	Jun 28 2022	
3	Innovative numeracy programmes delivered together with employers – including courses designed to cover specific numeracy skills required in the workplace	Norfolk County Council City College Norwich East Coast College College of West Anglia Employers	Multiply investment plan submitted to DfE	Jun 30 2022	
			Procurement strategy developed, including in-house delivery	Jul 22	
			Steering Group established and monthly meetings commenced	Jul 22	
4	Courses aimed at people who can't apply for certain jobs because of lack of numeracy skills and/or to encourage people to upskill in numeracy order to access a certain job/career	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured Employers	Project delivery plan produced and monthly progress monitoring in place	Jul 22	
			Multiply communication strategy developed and implemented	Aug 22	
5	New intensive and flexible numeracy courses targeted at people without Level 2 maths, leading to a Functional Skills Qualification	Norfolk County Council City College Norwich East Coast College College of West Anglia	MI reporting processes established and implemented	Aug 22	
6	Courses for parents wanting to increase	Norfolk County Council City College Norwich			

Appendix I: Norfolk's Multiply Investment Plan

	their numeracy skills in order to help their children, and help with their own progression	East Coast College College of West Anglia Other delivery partners to be procured	College grant funding contracts agreed and signed	Aug 22	
7	Numeracy courses aimed at prisoners, those recently released from prison or on temporary licence	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured	Grant funding application process for other delivery partners open	Aug 22- Mar 23	
8	Numeracy courses aimed at those 19 or over that are leaving, or have just left, the care system	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured	Training delivery against FY1 Multiply interventions commenced	Aug 22	
9	Numeracy activities, courses or provision developed in partnership with community organisations and other partners aimed at engaging the hardest to reach learners	Norfolk County Council VCSE, Community and other district/local delivery partners to be procured	Local Authority Multiply Project Manager and support team appointed	Sep 22	
			Teaching and delivery staff recruited	Jul 22 - Mar 23	
			Training for teaching and delivery staff to deliver against specific interventions implemented	Aug 22- Mar 23	
10	Relevant maths modules embedded into other vocational courses	Norfolk County Council City College Norwich East Coast College College of West Anglia Other delivery partners to be procured	Investment Plan reviewed following feedback from DfE	Sep 22	
			Multiply champions recruited and activities in districts have commenced	Oct 22	
			FY1 investment plan delivery review complete and draft investment plan for FY2 produced	Jan 23	
			Report on FY1 outcomes produced and disseminated	Apr 23	

Section D: Evidence of need and demand

8. Please describe why improving adult functional numeracy (aiming to teach the numeracy skills that are needed in daily life and the workplace) matters to your local area. You should refer to specific characteristics of your local area in your answer and include supporting evidence - especially quantitative forms of evidence where available. (Approx. 250 words)

Improving adult functional numeracy is a key element in tackling the negative health and life outcomes experienced by Norfolk's most disadvantaged groups. It will help raise skills levels; improve employment prospects; reduce income inequality; improve mental and physical health; and increase economic growth.

Poor numeracy skills are part of the cycle of deprivation in Norfolk, which has persistently high levels of worklessness, low skills levels, low wages, a prevalence of low-skilled occupations and low social mobility levels. Structural and psychological barriers to participation are multiple and complex, and more likely to be experienced by the most disadvantaged. Therefore, participation in adult learning tends to be lower among those who need it most.

Norfolk profile

- Education, training and skills deprivation levels are very high, and pockets of extreme educational disadvantage, common. Great Yarmouth is the second most deprived district in England: 65.6% live in the 30% most deprived areas. Four of Norfolk's seven districts are among the 10% most deprived.
 - 3.77% (16,600) of working-age people are unemployed, while 20% (102,400) are economically inactive. Of the latter, 22% (22,500) want a job. 29.1% (5,600) want to work in Kings Lynn and 39% (4,900) in Norwich, more than double the national average (18.6%).
 - Employment deprivation levels are high. Great Yarmouth is in the top 4% most deprived districts in England: 58% of its population live in the 30% most deprived areas
 - A low wage economy, Norfolk has some of the lowest annual incomes in England, and higher-than-average rates of employment in elementary occupations (18.6% in Norwich, nearly double the national average of 9.5%)
 - Norfolk is a social mobility coldspot, with five districts among the 20% worst performing local authorities. Norwich has the second highest levels of social immobility in England.
 - 70.2% of Norfolk's population, (637,000 people), live rurally, and face specific barriers to participation, such as availability of provision and access.
9. Please describe any qualitative or quantitative data you have on local adult numeracy levels (e.g., historic and current participation and achievement, etc) to evidence need and demand. (Approx. 250 words)

Employer demand

16% of Norfolk employers surveyed in 2019 DFE Employer Skills Survey anticipated a need for new basic numeracy skills; 19% reported that numeracy skills need improving in occupations with skills gaps; 17% found numeracy skills difficult to obtain from applicants.

GCSE attainment 2019

English and maths

At 63%, the proportion of pupils achieving a standard (4+) pass in both English and mathematics in 2019, remained below the national average of 64.6%. Achievement varied widely by district, with significant gaps to average in Kings Lynn (57%), Breckland (61%), and Great Yarmouth (61%).

The gap in attainment between Norfolk and national outcomes was wider at 5+ (strong pass), with 40.1% achieving the pass in Norfolk against the national average of 43.2%.

Attainment levels have changed little since 2017.

Maths

Attainment for maths remains just below the national average, with 69.9% achieving 4+ and 48.2% achieving 5+, against national averages of 70% and 49.1% respectively.

Post 16 participation and qualifications 2021

At 7.1%, Norfolk has a higher-than-average percentage of people aged 16-64 with no qualifications. At 12.4%, Great Yarmouth's 'no qualification' level is almost double the national average (6.6%).

Achievement is average at NVQ1+, but lower at NVQ2+, where the gap to average is pronounced across most districts.

At 2.6%, Norfolk has a higher-than-average percentage of 16-17-year-olds progressing into employment without training.

At 51.4%, the percentage of 19-year-olds achieving NVQ3+, is well below the national average of 57.4%.

Adult (19+) Maths participation (Norfolk 2021/2022) Source - GOV.UK

	Maths Entry Level	Maths Level 1	Maths Level 2
Aug 2021 – Jan 2022	200	450	1,960

A 69.9% maths achievement rate among a population aged 16-64 of 534,464, means that there are approximately 167,287 working-age people in Norfolk without the

Appendix I: Norfolk's Multiply Investment Plan

recognised standard of numeracy at any one point. The participation rates above point to only 1.17% of that total being in learning (at L2), or 1.56% at any level.

10. How does the Multiply provision outlined in section A meet this demand, on top of how existing entitlement is already meeting it, and what does success look like for your local area? (Approx. 250 words)

Norfolk's Multiply provision targets a very distinct cohort to the existing entitlement provision, responding to the needs of individuals who lack the motivation, confidence and awareness to take up mainstream numeracy opportunities.

This plan addresses the barriers that prevent the hardest to reach individuals from accessing mainstream numeracy courses, by providing accessible learning opportunities in safe environments.

This plan focuses on courses that target small groups, personal tuition and support for individual families, aiming to break the cycle of deprivation described above, including:

- Bite size courses that encourage individuals to have a go in a non-threatening environment
- Courses covering specific aspects of money management targeting individuals who seek support. For example, South Norfolk and Broadland District Council offer debt and welfare services to residents. Multiply will extend this service to develop residents' numeracy skills
- Supported by Multiply Champions, individuals will be encouraged to take up other Multiply opportunities, including progression to qualifications
- Employers report a need for improved numeracy skills, so contextual delivery in the workplace, as well as pre-employment numeracy skills courses, respond directly to this need
- Numeracy for money management targeting young care leavers who are housing association tenants – 37% aged 19-21(161) were not in education, employment or training in 2021
- By working with individual families, to give parents the tools to support their children with their maths, we will improve attainment
- Small group delivery in rural areas, where 70% of residents live, will break down the barriers to participation.

A vibrant, successful Multiply programme will see the effective implementation of these interventions, with the individuals and groups described in this document.

Over the three-year period, the numeracy skills of adults will improve, evidenced through data, and increasing numbers of individuals will progress to achieve functional skills qualifications.

11. Please describe what you have done to ensure good value for money (e.g., has your plan been reviewed by an economist, have you reviewed local data?). Please also describe what controls you will put in place to ensure that good value for money

continues to be achieved throughout the lifetime of the Multiply provision. (Approx. 250 words)

The following steps will ensure good value for money:

1. The starting point, as detailed in question 8, was an in-depth analysis of Norfolk's needs.
2. Once needs had been identified, interventions were planned to address them and, importantly in a rural county, where they are and how they are delivered.
3. As a new project, with unique interventions and outputs, the budget was costed from zero to ensure that it is deliverable, with the best possible outcomes for learners. The budget was established by the Project and Finance Leads, taking feedback from other stakeholders to ensure robustness.
4. Comparisons to other similar provision were made using the following methodology:
 - a. Comparing the cost per delivery hour (CPDH) against the Adult Education Budget (AEB) funding methodology for entry level Functional Skills mathematics qualifications gives a very good comparison. A single learning aim funded at £941 and delivered over 55 guided learning hours gives an individual learner hourly rate of £17.11. Standard class sizes vary by provider from 12 to 20, giving a CPDH of between £205.32 and £342.20. These CPDH rates formed the basis of planning and will ensure delivery is achievable.
 - b. Percentage of funding spent on direct delivery was the other key control measure. To derive a level accepted as good value for money, we analysed the percentage of funding on AEB programmes that is spent on the direct delivery of learning, versus the overhead costs and used this as a baseline figure.
5. The plan has been reviewed by a Norfolk County Council Finance Business Partner and both budgets and outputs will be continually monitored against the agreed plan at all levels of the project, including through a Multiply Norfolk Steering Group, which will include a finance expert.

Section E: Engaging learners

12. Which cohorts of learners will be hardest to reach? How do you intend to maximise the reach of the programme and make sure Multiply provision engages those learners that are hardest to reach (e.g., communications; reaching out to people via employers, 'touch points' such as housing and other community groups)? (Approx. 300 words)

The cohorts of learners who will be hardest to reach are individuals who live in Norfolk's most deprived communities where there are high levels of worklessness, low skill levels and wages and low skilled jobs. These include:

- Families living in Norfolk's most deprived areas, where there is an intergenerational cycle of poor outcomes and worklessness
- Individuals who live and work in Norfolk's most deprived urban areas, such as Norwich, Great Yarmouth and King's Lynn, where more than half of residents live in the 30% most deprived wards
- Ethnic minority communities who face significant challenges in terms of low skilled jobs and income
- Individuals who live and work in rural communities, where low skilled jobs are prevalent and there are significant barriers to learning, including digital exclusion
- Individuals with disabilities, who are unable to access mainstream provision and support
- Gypsy roma travellers, who face extensive challenges in accessing learning and progression
- Young people, including young care leavers, where 37% aged 19-21(161) were not in education, employment or training in 2021.

Norfolk will employ a 'Multiply Champion' in each district, who will engage with hard-to-reach learners through a range of interventions, including face to face drop in sessions to build trust within the community and who will work with partners to identify and liaise with community-based organisations who work with the most vulnerable groups.

We will expand the reach of the programme by:

- Increasing promotion – dedicated advertising in print media, including local publications in rural areas, social media, PR, radio and our website, including QR codes
- Planning a succinct and well sequenced programme of numeracy courses, to increase numeracy skills one step at a time
- Engaging with early years settings and schools to identify families who need numeracy support
- Promoting Multiply within Norfolk County Council and the District Councils, encouraging teams working with the target groups to be proactive in increasing numeracy skills for their clients

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- Working closely with a wide range of partners, including DWP, Jobcentres, employers, community-based organisations and groups, housing associations and GP Surgeries/NHS.

13. How will you ensure Multiply provision will be available and accessible to a diverse cohort as per [Public Sector Equalities Duty \(PSED\)](#) including those with dyscalculia or other protected characteristics? (Approx. 100 words)

Multiply Provision will be available and accessible to achieve the objectives set out in the Equality Act 2010.

All providers will have an Equality and Diversity Operating policy and evidence how their provision is being made available and how it will be accessible. NCC have also budgeted for the provision of Additional Learner Support.

All delivery staff will have awareness of Equality and Diversity and protected characteristics to eliminate discrimination, harassment and victimisation.

Multiply champions will target specific groups and we will measure / report the number of people participating in Multiply funded courses, including ethnicity, sex/gender, age and disability to enable PSED monitoring.

Section F: Measuring success

14. We expect Multiply learner data to be inputted into the Individualised Learner Record (ILR). Describe your approach to data collection, management, and reporting to meet these requirements (Approx. 250 words)

Norfolk County Council and the main providers all hold current ESFA contracts, e.g., Apprenticeships, Adult Education Budget, etc. This ensures that providers are already highly competent and have the systems and processes in place in the accurate completion and submission of the ILR on a monthly basis from the very start of the Multiply programme.

It also means that the main providers are already used to working to the strict quality assurance regimes already set in place by the ESFA and are regularly subject to both internal and external audit.

All main providers already manage their data in a way that is secure and compliant with GDPR regulations and will extend these existing processes to this programme.

All main providers already have extensive processes and protocols in place to collect data from learners (including online and/or paper-based options), to verify that the data is correct before it is submitted and report on it.

Any providers who do not currently use the ILR, or have the experience, knowledge or systems and processes in place, will be supported by Norfolk County Council to ensure they are fully compliant with all rules and guidelines of Multiply.

15. What additional data (in addition to the Individualised Learner Record), if any, will you use to measure learner progress and achievement? If you do not have any additional data, you can answer "none". (Approx. 100 words)

- On qualification learning aims, we will track learner progress whilst on the programme through the monitoring and completion of an Individual Learning Plan
- On non-regulated learning aims, we will use the Recognising and Recording Progress and Achievement (RARPA) approach, which includes initial assessment, establishes appropriate aims, sets challenging objectives and requires both formative and summative assessment against the agreed objectives
- We will monitor and record soft outcomes, for example, improvements in learner confidence, self-esteem, resilience, motivation and communication skills, including digital skills
- In addition, we will collect both learner and employer feedback so as to inform the development of future Multiply provision.

16. Are there any other local measures of success against your plan that you intend to monitor? You can answer "not applicable" for this question. (Approx. 100 words)

We will monitor:

- Recruitment of learners onto Multiply provision in the geographical areas and communities within the top 30% most deprived areas of educational, training and skills and employment deprivation, as identified in this plan
- Progression of learners from Multiply onto Adult Education Budget-funded provision, both in terms of numeracy/maths, and wider functional skills, including digital skills, as well as vocational programmes. In addition, we will measure progression onto Apprenticeships and employment
- Evidence that Multiply is contributing to Norfolk County Council's 'Better Together for Norfolk' Strategy 2021-25, by:
 - Increasing skills levels in Norfolk
 - Impacting on individuals' abilities to increase their employment prospects
 - Moving learners into better paid jobs and improving their life outcomes.

Section G: Stakeholder management

17. Which organisations have you engaged with to develop your investment plan, including public sector, private sector, and civil society organisations? How have you engaged these organisations? (Approx. 100 words)

We have engaged through stakeholder engagement sessions, meetings and written communication, including slide pack, to develop our investment plan.

- FE providers in Norfolk including engagement sessions for principles and curriculum leads.
- District Council colleagues to ensure our plan aligns, reflects and compliments the UKSPF Investment Plans each district is producing.
- Council Members to ensure they can feed in their local knowledge and constituents needs.
- Voluntary Sector groups, housing associations and linked in with Norfolk County Council's Communities team to ensure the VCSE organisations understand how their contribution can support the outcomes of Multiply.
- DWP to align with the local needs they identify.

18. Detail how have you engaged lower tier local authorities, if any, within your local area in the development of your investment plan? You can answer "not applicable" to this question. (Approx. 100 words)

Recognising the potential link to the UKSPF core funding and the wealth of local intelligence on the numeracy skills needs of their localities, we have carried out multiple levels of engagement with districts including:

- Invitation to a wider stakeholder group in scoping initial thinking
- As part of individual district meetings on UKSPF
- A follow up individual session on Multiply, in which all districts have engaged.

Feedback has been very positive and as Multiply continues to develop we will have further conversations to evaluate success, lessons learned and to consider how Multiply can dovetail with their SPF plans.

Section H: Risks

19. Please set out any key risks including financial and fraud that could affect Multiply delivery. Describe these risks or issues, including the contingency measures you have put in place to mitigate them.

	Description of risk	Actions you will take to mitigate	After mitigation what is the likelihood of the risk occurring (High >70%, Possible 70-30%, Unlikely <30%)	After mitigation what would be the impact of the risk materialising? (High: significant impact of unable to deliver, Medium: delivery compromised, Low: Minor / no impact)
1	Multiply strategy does not deliver planned outcomes	<ul style="list-style-type: none"> Project plan key dates and/or activities red or amber Take proactive approach to start dates Take action to bring project back on target Weekly monitoring Steering Group monthly report 	Possible	Medium
2	A training provider fails to meet contractual requirements in a timely manner, resulting in failure to deliver project objectives	<ul style="list-style-type: none"> Project plan for training provider is red or amber NCC Multiply Project Manager discusses performance with provider and agrees action plan Where necessary, NCC Multiply Project Manager reallocates outputs to another provider Weekly monitoring Steering Group monthly report 	Possible	Medium
3	Internal processes fail to deliver desired outputs	<ul style="list-style-type: none"> Quantity and/or quality of outputs is inadequate Intervene to support and rectify issues Weekly monitoring Steering Group monthly report 	Unlikely	Low
4	Failure to recruit teaching and delivery staff delays the delivery of Multiply interventions	<ul style="list-style-type: none"> Unable to recruit sufficient delivery staff Develop and implement a staff recruitment and training strategy for Multiply Weekly monitoring Steering Group monthly report 	Possible	High
5	Financial profile	<ul style="list-style-type: none"> Financial monitoring identifies slippage in expenditure 	Possible	Medium

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	is behind target due to project implementation delay	<ul style="list-style-type: none"> • Reprofile project delivery to ensure that the funding is used fully and effectively • Weekly monitoring • Steering group monthly report 		
6	Incident of non-compliance with GDPR	<ul style="list-style-type: none"> • NCC Multiply Project Manager receives report • Investigation and action taken • GDPR reminder to all providers • Steering group report 	Unlikely	Low
7	Delayed agreement of and/or failure to agree investment plan puts delivery at risk (especially in FY1)	<ul style="list-style-type: none"> • NCC receives late notification and/or notification that proposed interventions are not agreed by DfE • Commence activity in summer 2022 based on areas of delivery that are low risk in terms of likelihood to be approved • Review and agree menu of interventions with DfE • Revise project plans and monitor weekly • Report to Steering Group 	Possible	Medium
8	Grant funding of providers process delays delivery of Multiply provision and puts project delivery at risk (especially in FY1)	<ul style="list-style-type: none"> • Project plan red or amber due to delayed commissioning • Agree and implement a grant funding strategy with NCC's Procurement team by 30/06/22 • Commence in-house delivery through Adult Learning by August 2022 • Secure grant funding agreements with Norfolk's key AEB providers by August 2022 • Weekly monitoring through the project team • Monthly report to Steering Group 	Possible	High
9	Department for Education decides that Multiply provision is subject to Ofsted inspection and this decision impacts on delivery through community-based providers	<ul style="list-style-type: none"> • Ensure that all grant funding contracts have a get-out clause that covers this eventuality • If DfE decides that Multiply provision is subject to Ofsted inspection, review the grant funding strategy and plan to work only with providers who have been judged to be Good or Outstanding by Ofsted • Take action to rapidly re-distribute the funding and outputs • Monitor weekly through the project team • Report to Steering Group 	Possible	Medium

Section I: Capacity and Capability

20. Do you have dedicated capacity and capability to deliver adult skills interventions and adult education? How many FTE will be working on delivery of Multiply and what functions are being undertaken by those FTE including who will be responsible for data collection, contract management and how you will coordinate delivery? (Approx. 250 words)

Norfolk County Council already has the skills and capability needed to successfully deliver the Multiply programme but will need to use other providers to create the capacity to do so.

Existing, highly experienced staff are being utilised to get the programme up and running, for example using senior members of the award winning Adult Learning service, Growth and Development team and Data and Insight Officers to develop the plan. Because of the importance of the Multiply programme, these staff will continue to hold key roles in the programme until its conclusion.

The initial four key providers are all Ofsted rated Good and combined delivered 1,020 numeracy qualifications in 2020/21 through the AEB.

Whilst exact FTEs will vary, as providers will have flexibility within their budgets as to how they choose to resource their parts of the delivery, initial estimates are around 25 FTE in total at any point to deliver Multiply. NCC will employ 3.5 FTE to manage the programme, including the associated data collection, contract management and delivery coordination, with the remaining 21.5 FTE being used to deliver it.

Individual providers will be responsible for collecting the data of their own learners and interventions and returning it through the ILR, as well as coordinating their own delivery within the guidelines of the frameworks set.

21. If you have capacity, would you be prepared to take a leading role in a regional peer-to-peer network to share learnings with other local authorities (eg host quarterly Multiply sessions, share best practice, etc)? This does not commit you at this stage and we will use this information to develop our learning plans across the Multiply programme. (Approx. 100 words)

Norfolk would welcome the opportunity to take a leading role in a regional peer-to-peer network to share learnings with other local authorities.

Norfolk County Council's Adult Learning service has extensive experience of successfully delivering numeracy provision in flexible and innovative ways, with 48% of Norfolk's Adult Education Budget delivery or 490 learner registrations in the 2020-21 academic year. Norfolk County Council's approach to blended and online delivery was recognised

nationally in 2021, as its Adult Learning service was awarded the Tes Award for Adult and Community Education provider of the year.

In addition, Norfolk County Council has recent experience of successfully leading and delivering a DfE-funded project (FEPDG £500K) with multiple local authority partners (10) against very tight timescales (6 months), ensuring that the project was established and managed highly effectively and that KPIs were achieved.

22. Please describe the key capacity and capability challenges (if you have any) for delivering skills interventions. This could include challenges within your local authority (e.g., gaps in areas such as procurement, contract management, communications) and/or in your local delivery system? This information will be used to inform what support could be made available nationally. (Approx. 100 words)

In Norfolk the key capacity and capability challenges are as follows:

- In the local delivery system there is a need to build capacity in the number of teaching staff who are available to teach on the Multiply programme
- There is also a need to train teaching staff to deliver the types of intervention that Multiply aims to provide, targeted at specific cohorts. Teaching staff will be used to mainstream delivery and will encounter a more flexible and innovative approach to delivery that meets the needs of an individual or small groups of learners. Likewise, Multiply is targeted at the most hard to reach individuals, who have significant challenges in their lives and often a fear of numbers, so staff will need training to support them to respond to these issues.

23. Please describe what further support would help address these challenges? We will use this information to inform what central government support is made available nationally but cannot commit to fund every individual request. (Approx. 100 words)

- A national campaign that raises awareness of Multiply and, at the same time, encourages:
 - Maths and numeracy teachers
 - People with good numeracy skills who are not trained teachers
 - Teachers who are not numeracy experts

To join their local Multiply delivery team – receive training where necessary – and make a difference in their local area. Perhaps with a link on the DfE website to each local Multiply lead.

- Training resources for Multiply delivery staff to use on the digital platform, both in terms of numeracy and support for working in a range of different contexts, including support for learners who lack confidence.

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24. Are there interventions or capability areas where you can partner with other local authorities, providers, or employers in your region? (Approx. 100 words)

We have a strong working relationship with Suffolk County Council and will look to maintain that relationship throughout the three years of the Multiply programme to compare impact and learn lessons from the delivery of our respective Multiply programmes.

Norfolk will work closely with key Multiply providers in the county to jointly implement a recruitment and training strategy.


Norfolk is a member of the national HOLEX professional network and a regional East of England adult education network and will collaborate with these networks to establish shared training opportunities that respond directly to Multiply interventions.

Norfolk would be interested in hosting wider regional staff networks that focus on each Multiply intervention, so that staff have an opportunity to share ideas and resources and develop their practice in the varying contexts through which Multiply will be delivered.

Section J: Declaration of the Chief Executive of the lead local authority

As the lead local authority (Greater London Authority, Mayoral Combined Authorities, Upper Tier/Unitary Local Authorities) you will act as the accountable body and submit this application on behalf of your local area. By submitting this investment plan, you confirm:

- All the information included is true and accurate to the best of your knowledge.
- You have read, and confirm this plan is in accordance with, the expectations set out in the Multiply investment prospectus and technical guidance.
- Lower tier local authorities within your local area support this application and are committed to work with you.
- You will comply with the Assurance and Grant management process as outlined in the technical guidance and submit a statement of expenditure at mid-point and end of financial year.
- You understand that the grant will become repayable and further payments put on hold or reduced, if Multiply outputs are not on track for delivery and/or grant funding is not spent on eligible activities by the mid-point and end of each financial year.
- You understand that you will be responsible for ensuring data on Multiply learners is submitted through the Individualised Learner Record (ILR) and will submit regular monitoring reports as set out in the technical guidance.
- You will submit an annual progress report including an assurance statement to confirm spend was used wholly for the purposes for which it was given, and a revised investment plan for subsequent years of Multiply provision as set out in the technical guidance.
- You will support the sharing of learning as requested by the Department for Education – this may involve providing case studies, contributing to webinars and other activity as identified.
- You will comply with the Public Sector Equalities Duty and put in place equality policies and implementation plans as well as processes for learners to raise complaints about unfair practices or treatment.
- You will ensure value for money, seeking competitive costs for all activities and complying with the procurement governance as set out by your governing body.

Chief Executive name	Tom McCabe
Signature	
Date (DD/MM/YYYY)	28/6/22



Department
for Education

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Number	Multiply intervention (please see page 7 of the investment prospectus)	Short description of Multiply provision (there could be multiple types of provision for each intervention)	Related fund output indicators (please see page 8 of the technical guidance)	Estimated output 22-23	Estimated output 23-24	Estimated output 24-25	Budget			
							22-23	23-24	24-25	Total
Example	What Multiply intervention are you delivering? e.g. Courses designed to increase confidence with numbers for those needing the first steps towards formal qualifications	What is the provision you intend to deliver? Who is the target audience for this provision? Are there any comms activities to increase reach required to deliver this provision? e.g., a cross-agency / partnership approach, working with local employers (for example, to deliver in-work confidence building courses)	Referring to the six fund output indicators on page 8 of the technical guidance, what outputs will this provision deliver. If you want to select more than one please add an additional row e.g. Number of adult numeracy courses run in a local area through Multiply	e.g. 5 new courses or reach 100 learners	e.g. 5 new courses or reach 100 learners	e.g. 5 new courses or reach 100 learners	£1,000	£2,000	£2,000	£5,000
1	Courses designed to increase confidence with numbers for those needing the first steps towards formal numeracy qualifications.	Bite size and short engagement courses at pre and entry level, that target individuals and small groups of learners who lack basic numeracy skills and who do not have the confidence or motivation to engage in formal learning. For example, cookery skills, life events/hacks, games such as darts and maths cafes. We are also planning a Norfolk numeracy challenge that aims to get people interested in Multiply. Intervention includes a Multiply champion in each District, promotional activities countywide and local, wide-ranging stakeholder and partner engagement, recruitment and training of delivery staff, childcare and other learner support costs	Number of adult numeracy courses run in a local area through Multiply	425 courses	300 courses	300 courses	£215,995	£146,603	£146,603	£509,200
			Number of people participating in Multiply funded courses	Reach 1475 learners	Reach 1100 Learners	Reach 1100 Learners				
2	Courses designed to help people use numeracy to manage their money.	Individual and small group courses with a focus on money management, for example, debt management, buying on credit, household budgeting and how to plan and reduce your shopping bill. These courses target individuals who are struggling with the cost of living and who lack the numeracy skills they need to improve their situation. We will take a cross-agency, partnership approach, for example, with District Councils, housing associations, Citizens Advice Bureau, food banks and community fridges, and other community-based organisations. Multiply champions will work closely with each District to identify and support learners. Intervention includes recruitment and training of delivery staff, childcare and other learner support costs.	Number of adult numeracy courses run in a local area through Multiply	150 courses	180 courses	120 courses	£190,584	£219,904	£146,603	£557,090
			Number of people participating in Multiply funded courses	Reach 450 learners	Reach 540 learners	Reach 360 learners				
			Number of people referred from partners onto upskill courses	150 learners	180 learners	120 learners				
3	Courses for parents wanting to increase their numeracy skills in order to help their children, and help with their own progression	Contextualised numeracy developed and delivered in partnership with employers in the workplace. Targeting individuals and small groups through embedded numeracy specific to their job role. A focus on, but not limited to, entry level roles, construction workers, and ESOL with numeracy in food manufacturing companies and working closely with large employers, such as Norfolk County Council and NHS. We will take a partnership approach with employers to develop and deliver the provision. Multiply champions will work closely with employers to identify and develop provision. Intervention includes recruitment and training of delivery staff and funding to support the cost to the employer of releasing staff for training.	Number of adult numeracy courses run in a local area through Multiply	75 courses	90 courses	90 courses	£190,584	£219,904	£219,904	£630,392
			Number of people participating in Multiply funded courses	Reach 225 learners	Reach 270 learners	Reach 270 learners				
			Number of courses developed in collaboration with employers	75 courses	90 courses	90 courses				
			Number of different cohorts participating in numeracy courses (e.g. learners in prison, parents etc)	25 employers	30 employers	30 employers				
4	Innovative numeracy programmes delivered together with employers – including courses designed to cover specific numeracy skills required in the workplace	Pre-employment courses targeting individuals and small groups that are developed in partnership with DWP, job centres and employers. We will work closely with employers to identify the essential numeracy skills that need to improve and develop assessment tools for recruitment, pre-employment numeracy courses, bitesize activities and short courses that respond to this need. Multiply champions will work closely with employers to identify and develop provision. Intervention includes recruitment and training of delivery staff, childcare and other learner support costs.	Number of adult numeracy courses run in a local area through Multiply	35 courses	36 courses	36 courses	£88,939	£87,962	£87,962	£264,862
			Number of people participating in Multiply funded courses	105 learners	108 learners	108 learners				
			Number of people referred from partners onto upskill courses	53 learners	54 learners	54 learners				

5	New intensive and flexible numeracy courses targeted at people without Level 2 maths, leading to a Functional Skills Qualification	Individual and small group courses targeting individuals who do not access mainstream entitlement provision, either because they lack the awareness, motivation or confidence, or because they live in a rural or disadvantaged community and are unable to access provision. We aim to progress learners from shorter Multiply interventions onto Multiply funded FS Qualifications, which we will deliver at the standard FS qualification hours. We will also offer bridging courses at 20 GLH for individuals who lack the confidence to bridge the gap between FS levels. Fast track, intensive delivery and online, blended approaches. Intervention includes a Multiply champion in each District, promotional activities countywide and local, wide-ranging stakeholder and partner engagement, recruitment and training of delivery staff, childcare and other learner support costs. Exam costs are included. Intervention includes a Multiply champion in each District, promotional activities countywide and local, wide-ranging stakeholder and partner engagement, recruitment and training of delivery staff, childcare and other learner support costs	Number of adult numeracy courses run in a local area through Multiply	42 courses	50 courses	67 courses	£190,584	£219,904	£293,205	£703,693
			Number of people participating in Multiply funded courses	Reach 125 learners	Reach 150 learners	Reach 200 learners				
			Number of people achieving a qualification	87 learners	105 learners	140 learners				
6	Courses for parents wanting to increase their numeracy skills in order to help their children, and help with their own progression	Courses that target families who are in need of support. We will work closely with schools, childcare settings and local authority children's services to identify the families that this provision aims to support. Individual family and small family group numeracy provision that supports parents to help their children at each key stage of numeracy at school, including up to GCSE level. Delivered in schools, libraries and community settings. Training for early years staff to bring numeracy to play. We will communicate this offer through schools and childcare settings and through the Multiply champion in each District, who will also work closely with parents to progress them to further numeracy courses. This intervention includes the recruitment and training of delivery staff, childcare and other learner support costs	Number of adult numeracy courses run in a local area through Multiply	80 courses	120 courses	120 courses	£101,645	£146,603	£146,603	£394,850
			Number of people participating in Multiply funded courses	Reach 240 learners	Reach 360 learners	Reach 360 learners				
			Number of people referred from partners onto upskill courses	180 learners referred	270 learners referred	270 learners referred				
7	Numeracy courses aimed at prisoners, those recently released from prison or on temporary licence	Individual and small group courses. In FY1 testing the water with courses that take peer mentor-led approaches, as well as family learning sessions and other bite-sized numeracy opportunities that complement the existing provision, including pre-employment focused courses. This numeracy provision is aimed at prisoners, those recently released from prison or on temporary licence and ex-offenders. We will work closely with Seetec, who deliver the mainstream offer in our local prisons, as well as with the probation service and DWP and job centres, to develop and communicate this provision. Intervention includes recruitment and training of delivery staff.	Number of adult numeracy courses run in a local area through Multiply	7 courses	20 courses	20 courses	£25,411	£73,301	£73,301	£172,014
			Number of people participating in Multiply funded courses	Reach 21 learners	Reach 60 learners	Reach 60 learners				
			Number of people referred from partners onto upskill courses	21 learners referred	60 learners referred	60 learners referred				
8	Numeracy courses aimed at those 19 or over that are leaving, or have just left, the care system	Courses that target individual care leavers, in particular those who are not in education, employment or training (161 aged 19-21 in 2021) with the aim of increasing their financial awareness and budgeting skills through Multiply numeracy provision. We will work closely with the local authority to identify and communicate with care leavers, as well as through other community-based organisations, such as housing associations, citizens advice bureau and food banks. This intervention includes a Multiply champion in each District and recruitment and training of delivery staff, childcare and other learner support costs	Number of adult numeracy courses run in a local area through Multiply	10 courses	24 courses	24 courses	£12,706	£29,321	£29,321	£71,347
			Number of people participating in Multiply funded courses	Reach 10 learners	Reach 24 learners	Reach 24 learners				
			Number of people referred from partners onto upskill courses	10 learners referred	24 learners referred	24 learners referred				

9	Numeracy activities, courses or provision developed in partnership with community organisations and other partners aimed at engaging the hardest to reach learners	Individual and small group courses that target the most hard to reach individuals in the county and that are developed and delivered through community organisations and other partners who work closely with hard to reach groups in Norfolk. Basic numeracy skills through innovative course development and delivery, for example, cookery courses that incorporate numeracy skills that aim to reduce costs, delivered at food bank and community fridge venues or courses that target longer term unemployment through numeracy skills delivered in partnership with DWP and locally-based organisations, courses linked into weight management/ healthy lifestyle programmes, with calorie counting and food nutrition numeracy skills. These are a very few of the wide-ranging opportunities to enhance residents' numeracy skills. For this intervention we will partner with a wide range of VCSE and community-based organisations who work closely with the client group that Norfolk's Multiply programme aims to reach. Communication will be through these groups and organisations. Intervention includes a Multiply champion in each District, recruitment and training of delivery staff, childcare and other learner support costs	Number of adult numeracy courses run in a local area through Multiply	150 courses	204 courses	204 courses	£190,584	£249,225	£249,225	£689,033
			Number of people participating in Multiply funded courses	Reach 450 learners	Reach 612 learners	Reach 612 Learners				
			Number of people referred from partners onto upskill courses	450 learners referred	612 learners referred	612 learners referred				
10	Relevant maths modules embedded into other vocational courses	These Multiply courses will be an add-on to Adult Education Budget-funded vocational courses and will provide contextualised numeracy skills up to Level 2 that are appropriate and specific to a vocational area. For example, on construction courses - ratios for mixing paint and calculating the number of bricks needed. Additional hours will be added to the vocational course to cover these numeracy skills. This offer will be delivered through Norfolk's main Adult Education Budget numeracy providers - Norfolk County Council Adult Learning, City College Norwich, East Coast College and College of West Anglia, and will be built into and communicated to individual learners through their main vocational academic team. Intervention includes recruitment and training of delivery staff, childcare and other learner support costs. There will also be the facility to provide additional individual support to a learner who needs further support.	Number of adult numeracy courses run in a local area through Multiply	63 courses	75 courses	75 courses	£63,528	£73,301	£73,301	£210,131
			Number of people participating in Multiply funded courses	Reach 504 learners	Reach 600 learners	Reach 600 learners				
... Add rows as required										£0
Any off-menu provision	Off-menu intervention	There is no off-menu intervention.								
Un-allocated										£0
Admin	Please include a breakdown of your required administrative expenditure across Year 1-3 (up to a maximum 10% of the total spend in that year). Please note the % admin allowance is subject to review before Y2 & Y3 payments. If you do not think you can spend your full provisional allocation we expect that you will consider the scale of your administrative spending, making appropriate adjustments to prevent disproportionate expenditure.						£141,173	£162,892	£162,892	£466,957
Total							£1,411,730	£1,628,919	£1,628,919	£4,669,568

Cabinet

Item No: 10

Report Title: Highway Parish Partnership Schemes 2023-24

Date of Meeting: 06 March 2023

Responsible Cabinet Member: Cllr Plant (Cabinet Member for Highways, Infrastructure & Transport)

Responsible Director: Tom McCabe (Executive Director of 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: 21 July 2021

Executive Summary / Introduction from Cabinet Member

The Council established the Parish Partnership scheme to give local communities the opportunity to directly influence the programme of small highway improvements. The scheme this year continues to be extremely popular, and officers have assessed 96 individual bids from Town and Parish Councils from across Norfolk.

This year's programme will see 95 small local schemes, delivering what communities tell us they need. This includes trods, village gateways, bus shelters and vehicle activated signs.

The way that the programme is funded, with Town and Parish Councils making a 50% contribution, means that we can more than double the impact of the funding we make available. This year, our contribution of £344,781.50 and a Safety Camera Partnership contribution of £40,556 to this local investment programme will support the delivery of schemes totalling £770,675.

We also accept bids from unparished Council Wards. Such Wards can always opt to become a formal Parish Council, but otherwise we are offering support on the basis that the Ward raises the required 50% funding. Kings Lynn Borough Council, Great Yarmouth Borough Council and Norwich City Council have previously indicated their willingness to consider proposed schemes and potential funding for them. We will also continue to make significant investment in these important areas. This includes the investment we are making in Norwich as part of the Transforming Cities Fund and in Great Yarmouth with the 3rd River Crossing under construction.

Recommendations:

- 1. To approve the 75 local schemes listed in Appendix B for inclusion in the Parish Partnership Programme for 2023/24.**
- 2. To approve the 20 vehicle activated sign schemes listed in Appendix C for inclusion in the Parish Partnership Programme for 2023/24, subject to securing funding from the Safety Camera Partnership.**

1. Background and Purpose

1.1 The Parish Partnership scheme began in September 2011, when Parish and Town Councils were invited to submit bids for local highway improvements, with the County Council funding up to 50% of bid costs. The key benefits of the scheme are that it:

- Delivers local priorities identified by local people;
- Draws in additional funding for small scale highway improvements, enabling us to collectively deliver more schemes;
- Gives local communities an opportunity to directly influence the improvements in their local area.

1.2 The programme continues to be well received by Parish/Town Councils, Local Members, and communities. Information about the number of bids received through the scheme over the past twelve years demonstrates there is a good geographical spread across Norfolk.

1.3 Invitation letters for 2023/24 bids were sent out in June 2022 with a closing date of December 2022 (Appendix A), giving bidders good time to develop their proposals. The offer included EV charging points for the first time as part of the Council's strategy to increase the numbers of these across the county.

1.4 96 bids were submitted from Town & Parish Councils for 2023/24. One bid was subsequently withdrawn, as it will now be funded by the Road Safety Community Fund.

1.5 All bids have been assessed against the following factors:

- Contribution to Local Transport Plan objectives;
- Outcome for the local community;
- Value for money;
- Compliance with regulations.

2. Proposal

2.1 Small highway improvements

2.1.1 75 bids for small highway improvements have been assessed and are considered to be viable and deliverable. It is proposed that all 75 of these bids are allocated funding and added to the Parish Partnership Programme for 2023/24. The total funding contribution from the County Council needed to deliver these schemes is £344,781.50.

2.1.2 A full list of the 75 bids is included at Appendix B. The most popular bids are for:

- Village Gateways (15)
- Bus Shelters (13)
- Footway (10)
- Signs (9)
- Trods (9) - a simplified, lower cost alternative to footways (often constructed using recycled road surface material)
- Surfacing (7)

2.1.3 We received one bid for an EV charging point which was approved and we are keen to support future similar requests.

2.2 Vehicle activated signs (SAM2)

2.2.1 20 bids were received for SAM2. These are mobile VAS units which flash vehicle speed as a reminder to the driver. The SAM2 would be purchased under the scheme, and subsequently owned/maintained by the relevant Town or Parish Council. Full cost of the 20 bids is £81,112.

2.2.2 For these 20 bids, officers have submitted a bid for funding of £40,556 from the Safety Camera Partnership to enable them to be delivered without any direct County Council funding. On that basis, it is proposed to add all of these schemes onto the Parish Partnership Programme for 2023/24. A full list of these bids is included at Appendix C.

3. Impact of the Proposal

3.1 A County Council contribution £344,781.50 and a Safety Camera Partnership contribution of £40,556, along with funding from Town and Parish Councils, will enable a programme of local works totalling £770,675 to be delivered.

4. Evidence and Reasons for Decision

4.1 This Parish Partnership scheme enables delivery of schemes which have been identified as important by local communities.

4.2 The contribution from Town and Parish Council's and the Safety Camera Partnership means that we can deliver more schemes on the ground. In addition, where local communities support lower cost solutions, there is a

positive impact on the wider highway's improvement programme. For example, over the last five years, the implementation of trods has enabled 36 much more expensive footway schemes to be removed from the forward programme

5. Alternative Options

- 5.1 Cabinet could decide to reduce the County Council's contribution to the Parish Partnership Programme or could decide to not utilise highways funding to allow all the assessed bids to progress. In which case, a set of additional criteria would need to be developed to enable the current list of proposed schemes for 2023/24 to be re-assessed

6. Financial Implications

- 6.1 For 2023-24, within the Highways Capital Programme report also being considered by Cabinet on 6 March 2023, it is proposed to support a programme of 95 local works totalling £770,675 to be delivered. A County Council contribution £344,781.50 and a Safety Camera Partnership contribution (subject to a future bid) of £40,556, along with funding from Town and Parish Councils, will enable all these planned schemes to be delivered.

7. Resource Implications

- 7.1 **Staff:** There are no staffing implications, and the programme can be delivered within existing staff resource.
- 7.2 **Property:** None of the proposed schemes involve land acquisition.
- 7.3 **IT:** None.

8. Other Implications

- 8.1 **Legal Implications:** The legal implications of individual schemes will be evaluated as part of the project delivery process. None of the proposed schemes will require legal orders to deliver.
- 8.2 **Human Rights Implications:** The Human Rights implications of individual schemes will be evaluated as part of the project delivery process.

- 8.3 Equality Impact Assessment (EqIA) (this must be included):** An equality impact assessment has been undertaken on this proposal, to examine how the proposal is likely to impact on people with protected characteristics.

The assessment has identified that the proposal should promote equality for people with protected characteristics, particularly older and disabled people, and parents/younger people. This is because the scheme enables Parish Councils to bid for money for improvements to the highways in their local area, which includes improvements that promote accessibility and inclusion, such as bus shelters, vehicle activated speed warning signs and road markings near schools.

Careful planning takes place to ensure that new schemes are implemented correctly and take account of issues within the local area. The bidding process is accessible and inclusive, and it is a criterion of the process that any successful bid must be accessible for disabled people. This enables the scheme to play its part in making Norfolk an accessible county – a priority identified in Together, for Norfolk, the Council's business plan.

8.4 Data Protection Impact Assessments (DPIA):

None arising from this report. Processing is low risk, and no new procedures or processing methods are being introduced.

- 8.5 Health and Safety implications (where appropriate):** The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

- 8.6 Sustainability implications (where appropriate):** Many of the schemes will have a positive contribution to sustainability, by encouraging walking and cycling. Some schemes also incorporate wider environmental benefits including the request for electric vehicle charging points.

- 8.7 Any Other Implications: None.**

9. Risk Implications / Assessment

- 9.1 In previous years, the Safety Camera Partnership (SCP) has agreed to contribute funding towards the SAM2 bids. However, funding for 2023/24 is not guaranteed, and decisions are taken in the context of all bids submitted to the SCP.

10. Select Committee Comments

10.1 N/A

11. Recommendations

1. To approve the 75 local schemes listed in Appendix B for inclusion in the Parish Partnership Programme for 2023/24.
2. To approve the 20 vehicle activated sign schemes listed in Appendix C for inclusion in the Parish Partnership Programme for 2023/24, subject to securing funding from the Safety Camera Partnership.

12. Background Papers

12.1 Highway Parish Partnership Schemes 2022-23 [Report](#) to Cabinet committee 7 March 2022 and [minutes](#)

12.2 Highway Capital Programme 2022/23/24/25 and Transport Asset Management Plan [Report](#) to Cabinet 7 March 2022 and [minutes](#)

Officer Contact

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

Officer name: Kevin Townly

Telephone no.: 01602 222627

Email: kevin.townly@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.

cc Local Members

Your Ref:

Date: June 2022

My Ref:

HI/12/GEN/DH/KT

Tel No.:

0344 800 8020

Email:

martin.wilby@norfolk.gov.uk

From the Cabinet Member for Highways, Infrastructure & Transport

Dear Sir/Madam

Delivering local highway improvements in partnership with Town and Parish Councils

I am delighted to inform you that due to the success of working in partnership with Parish/Town Councils for the last nine years the Parish Partnership Scheme Initiative will again be repeated in the financial year 2023/24. Further supporting information, including possible funding sources for your share of the bid, is available on our website (click on [this link](#)).

The County Council has provisionally allocated £350,000 on a 50/50 basis (There is an upper limit on Norfolk County Council funding support of £25,000 per bid) to fund schemes put forward by Town and Parish Councils to deliver projects that are priorities for local communities. We are particularly keen to encourage and support first-time bids.

This letter provides more information on the process, invites you to submit bids, and explains how the County Council can support you in developing your ideas. The closing date will be the 09 December 2022. Please contact your local Highway Engineer based at the local Area Office for agreement and any advice in developing your ideas, especially around the practicalities and cost estimates.

Once all bids have been received, we will assess them and inform you of our decision in March 2023 following approval by the Norfolk County Council Cabinet.

To encourage bids from Town and Parish Councils with annual incomes (precepts plus any another income) below £2,000, we are offering the following support;

- 75% County Council contribution
- £5,000 maximum bid value
- Offer available only once to any bidder

Continued .../

Appendix A

We will also accept bids from unparished County Council Wards. Such Wards can always opt to become a formal Parish Council, but otherwise we are offering support on the basis that the Ward raises the required 50% funding. Kings Lynn Borough Council, Great Yarmouth Borough Council and Norwich City Council have kindly indicated their willingness to consider proposed schemes and potential funding for them. Further details are in the relevant committee report on our website (click on [this link](#)).

What sort of schemes would be acceptable?

- Small lengths of formal footway
- Trods (a simplified and low-cost footway),
- Improved crossing facilities
- Improvements to Public Rights of Way.
- Flashing signs to tackle speeding. We would encourage you to consider Speed Awareness Mobile Signs (SAM2) - which flash up the driver's actual speed rather than fixed signs (VAS) - which flash up the speed limit. The number of VAS in Norfolk has grown, and checks show that speed reduction benefits can be minimal. Whilst we will still consider bids for fixed VAS, we will need to be satisfied that they will be effective in reducing speed. We consider that SAM2 mobile signs, which are moved around on an agreed rota, are better at reducing speed; **SAM2 can be jointly purchased with neighbouring Parishes and would be owned and maintained by the Parish/Town Council.** Please note this type of scheme may be dependent upon NCC securing additional funding from the Norfolk Safety Camera Partnership
- Part-time 20mph signs with flashing warning lights, outside schools. The County Council generally supports these as they do show a moderate reduction in average speeds during peak times.
- "Keep Clear" carriageway markings outside schools. Applications will be considered for new school keep clear carriageway markings (which must be supported by the local school) however, these will not be enforceable without a Traffic Regulation Order which is outside the scope of the Parish Partnership Scheme. If you wish to enforce the Order, it would have to be wholly funded by the Parish or the Local Member.
- New Bus Shelter or Shelter Lighting. A copy of Norfolk County Councils guidance for new bus shelters is available on our web site (click on [this link](#)). **Any new shelter would be owned and maintained by the Parish/Town Council.**
- Electric Vehicle Charging Points. In the first instance we would expect Parish/Town Councils to investigate available grants, for more information please email evehicles@norfolk.gov.uk – A website containing useful information is currently being developed and will be updated with new information regularly. We will be contacting Parish/Town Councils when this available.

Continued.../

Schemes can be within or immediately adjacent to the highway. If they are off highway the future responsibility for the maintenance will fall to the Parish or Town Council.

Schemes should be self-contained and not require other schemes or works to make them effective.

Schemes that support the Local Transport Plan (LTP) objectives will have a higher priority for funding. The LTP can be found on our website (click on [this link](#)).

With the County Council's agreement Parishes can employ private contractors to deliver schemes. However, any works on the highway would be subject to an agreed programme, inspection on completion, and the contractor having £10m public liability insurance.

Schemes which will not be considered

- Bids for minor traffic management changes which require a Traffic Regulation Order for example;-
 - Speed Limits
 - Waiting restrictions
 - Weight restrictions
- Bids for installation of low-energy LED lighting in streetlights to help cut energy bills and maintenance.
- Mirrors in the highway
- Protection of private land from travellers

Information you must include in your bid

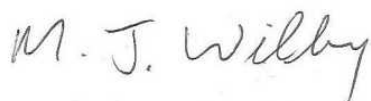
- The objective of the scheme
- Details of the scheme, its cost and your contribution.
- A plan/map of the extents of the scheme
- Who, and how many people will benefit.
- Local support, particularly from your local Member, frontagers and land owners.
- For 'off highway' schemes, your proposals for future maintenance.

Please find a simple bid application form attached to this letter. When assessing your bid, we will consider the points above, but also:

- The potential for casualty reduction.
- Any ongoing maintenance costs for the County Council.

Your bids should be emailed to pppschemes@norfolk.gov.uk (or posted for the attention of the County Programme Engineer, Linda McDermott, at the above address). If you need further information on the bid process please contact Linda, by email or by phoning 01603 228905. For advice on the scheme practicalities and/or likely costs, please contact your local Highway Engineer.

Yours sincerely



Martin Wilby
Cabinet Member for Highways, Infrastructure & Transport

Appendix A

Parish Partnership bid application form

Fund applied for:	Parish Partnership Fund		
Applicant details:			
Submitted by/contact:			
Phone Number:			
Email:			
Sum applied for:			
Total project cost:			
Project title:			
Project detail: (please include a plan/map of the extents of the scheme):			
plan/map attached:	Yes / No		
Any other funding:			
Parish Income:	Precept	Other Income	Total Yearly Income
Reason for works:			
Any relevant supporting documents (e.g. supportive correspondence) :			

Discussed with:	
-----------------	--

Parish	Member	Scheme Type	Value of Works (£)
ASHBY ST MARY	KAY MASON BILLIG	Surfacing	12,130.00
ASHILL	FABIAN EAGLE	Village Gateways	8,100.00
ASLACTON	BARRY DUFFIN	20mph Wig Wags	7,962.00
BARTON BENDISH	BRIAN LONG	Village Gateways	3,578.72
BEESTON REGIS	JUDY OLIVER	Village Gateways	2,000.00
BLAKENEY	MICHAEL DALBY	Village Gateways	22,440.00
BLOFIELD	ANDREW PROCTOR	Footway	24,000.00
BRESSINGHAM	BARRY DUFFIN	Signs	15,775.00
CLEY NEXT THE SEA	ERIC VARDY	Surfacing	12,535.00
COSTESSEY	SHARON BLUNDELL	Bus Shelter	1,614.00
DEREHAM	PHILLIP DUIGAN	Bus Shelter	9,000.00
DERSINGHAM	STUART DARK	Signs	1,450.00
DOWNHAM WEST	CHRIS DAWSON	Bus Shelter	6,540.00
DRAYTON	ANTHONY ADAMS	Surfacing	4,752.00
EAST RUDHAM	MICHAEL CHENERY	Bus Shelter	7,755.00
EATON	BRIAN WATKINS	Traffic calming	25,000.00
ELSING	BILL BORRETT	Signs	1,505.26
EMNETH	CHRIS DAWSON	Bus Shelter	7,516.00
FLORDON	DANIEL ELMER	Village Gateways	2,547.43
FORNCETT	BARRY DUFFIN	Village Gateways	6,746.48
FOULDEN	FABIAN EAGLE	Village Gateways	4,183.86
GILLINGHAM	BARRY STONE	Footway	22,180.00
GRESSENHALL	MARK KIDDLE-MORRIS	Village Gateways	4,000.00
GRIMSTON	NICK DAUBNEY	Trod	23,512.00
HEACHAM	MICHAEL CHENERY	Footway	6,400.00

Parish	Member	Scheme Type	Value of Works (£)
HELLESDON	SHELAGH GURNEY	Bus Shelter	7,990.00
HEMPNALL	ALISON THOMAS	Footway	1,800.00
HEMSBY	JAMES BENSLEY	Bus Shelter	9,132.00
HILLBOROUGH	FABIAN EAGLE	Bus Shelter	8,477.00
HINGHAM	MARGARET DEWSBURY	Village Gateways	38,888.00
LINGWOOD & BURLINGHAM	LANA HEMPSALL	EV Charging point	18,600.00
LODDON	BARRY STONE	PROW	3,316.00
LODDON	BARRY STONE	Footway	2,670.00
MARHAM	JIM MORIARTY	Surfacing	15,500.00
MORLEY	MARGARET DEWSBURY	Bus Shelter	5,483.00
NORDELPH	CHRIS DAWSON	Bus Shelter	4,155.00
NORTH WALSHAM	SAUL PENFOLD / LUCY SHIRES	Trod	4,000.00
OLD BUCKENHAM	STEPHEN ASKEW	Footway	10,000.00
OUTWELL	CHRIS DAWSON	Trod	14,600.00
OUTWELL	CHRIS DAWSON	Feasibility	4,500.00
OVERSTRAND	EDWARD MAXFIELD	Footway	20,000.00
PULHAM MARKET	MARTIN WILBY	Signs	800.00
RINGLAND	GREG PECK	Surfacing	10,000.00
ROLLESBY	ANDY GRANT	Bus Shelter	7,800.00
ROUGHTON	TIMOTHY ADAMS	Village Gateways	1,850.00
RUNCTON HOLME	BRIAN LONG	Traffic calming	20,000.00
RUNTON	ERIC VARDY	Trod	14,700.00
SAHAM TONEY	ED CONNOLLY	Signs	3,690.00

Parish	Member	Scheme Type	Value of Works (£)
SALHOUSE	FRAN WHYMARK	Footway	7,750.00
SALHOUSE	FRAN WHYMARK	Feasibility	3,000.00
SALHOUSE	FRAN WHYMARK	Trod	26,700.00
SEETHING	BARRY STONE	Village Gateways	3,000.00
SOUTH PICKENHAM	FABIAN EAGLE	Signs	2,000.00
STARSTON	MARTIN WILBY	Signs	2,440.00
STOKE FERRY	MARTIN STOREY	Signs	5,000.00
SURLINGHAM	VICTOR THOMSON	Village Gateways	4,800.00
SURLINGHAM	VICTOR THOMSON	20mph Wig Wags	7,660.00
SWAFFHAM	ED COLMAN	Bus Shelter	5,280.00
TAVERHAM	STUART CLANCY	Bus Shelter	4,879.00
TERRINGTON ST JOHN	BRIAN LONG	Trod	26,500.00
THURLTON	BARRY STONE	Surfacing	25,000.00
THURTON	KAY MASON BILLIG	Surfacing	5,000.00
TILNEY ALL SAINTS	JULIAN KIRK	Footway	7,495.04
TIVETSHALL	BARRY DUFFIN	20mph Wig Wags	7,979.50
UPTON WITH FISHLEY	FRAN WHYMARK	Village Gateways	3,600.00
UPWELL	CHRIS DAWSON	Lights	4,214.00
UPWELL	CHRIS DAWSON	Lights	9,700.00
UPWELL	CHRIS DAWSON	Trod	4,900.00
WEREHAM	MARTIN STOREY	Signs	10,000.00
WEST RAYNHAM	TOM FITZPATRICK	Trod	11,000.00
WEST WALTON	JULIAN KIRK	Trod	11,300.00
WEYBOURNE	ERIC VARDY	Village Gateways	2,133.72
WIGGENHALL ST GERMANS	BRIAN LONG	20mph Wig Wags	3,058.00

Parish	Member	Scheme Type	Value of Works (£)
WIMBOTSHAM	BRIAN LONG	Footway	11,000.00
WORSTEAD	SAUL PENFOLD	Village Gateways	3,000.00
Full cost		Total	£689,563
50/50			£344,781.50

Parish	Member	Scheme Type	Value of Works (£)
ALDEBY	BARRY STONE	SAM2	3,423.00
ANTINGHAM	EDWARD MAXFIELD	SAM2	3,319.00
BAWBURGH	DAVID BILLS	SAM2	2940.00
BRISTON	STEFFAN AQUARONE	SAM2	2,940.00
BRUNDALL	ANDREW PROCTOR	SAM2	6,338.00
BUNWELL	BARRY DUFFIN	SAM2	3,000.00
CANTLEY	ANDREW PROCTOR	SAM2	3,000.00
DOWNHAM MARKET	ANTHONY WHITE	SAM2	10,113.00
GREAT & LITTLE PLUMSTEAD	IAN MACKIE	SAM2	3,415.00
HOLME HALE	FABIAN EAGLE	SAM2	2,940.00
INGOLDISTHORPE	STUART DARK	SAM2	3,563.00
LONG STRATTON	ALISON THOMAS	SAM2	3,455.00
MULBARTON	DANIEL ELMER	SAM2	4,502.00
NORTH CREAKE	ANDREW JAMIESON	SAM2	3,088.00
REDENHALL WITH HARLESTON	MARTIN WILBY	SAM2	4,513.00
SCULTHORPE	MICHAEL DALBY	SAM2	3,514.00
TERRINGTON ST CLEMENT	JULIAN KIRK	SAM2	7,000.00
WATLINGTON	BRIAN LONG	SAM2	3,929.00
WINTERTON	JAMES BENSLEY	SAM2	2,940.00
WYMONDHAM	ROBERT SAVAGE	SAM2	3,180.00
Full cost			£81,112
50/50			£40,556

Cabinet

Item No: 11

Report Title: Highways Capital Programme 2023/24/25 and Transport Asset Management Plan (TAMP)

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Cllr Plant (Cabinet Member for Highways, Infrastructure & Transport)

Responsible Director: Tom McCabe - Executive Director for Community & Environmental Services

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 21 July 2021

Executive Summary / Introduction from Cabinet Member

Highway and Transport infrastructure is important for our growing economy as we seek to manage, maintain & develop Norfolk's highway network, facilitate major development and deliver effective transport services to support sustainable growth and quality of life to residents and businesses.

It supports the Council's strategy 'Better Together for Norfolk' 2021-25. The Highways Capital Programme contributes directly to the strategic priorities of:

- A Vibrant and Sustainable Economy;
- Strong, Engaged and Inclusive Communities; and
- A Greener, More Resilient Future.

Key outcomes for the Highway Capital Programme are; -:

- A well-managed highway network that enables everyone to travel the county freely and easily; and
- A strong infrastructure for our growing economy.

The programme also helps implement the Council's Strategic Delivery Infrastructure Plan.

This report summarises the three-year settlement following the Government's 2022 autumn statement and the proposed allocations for 2023/24/25/26. It also includes the successful progression of the 3rd River Crossing in Great Yarmouth, the Transforming Cities Fund in the Greater Norwich Area and Long Stratton Bypass. In recent years, competitive bids have already secured significant funding from the New Anglia Local Enterprise Partnership (NALEP), as well as the Department for Transport's (DfT) "Transforming Cities Fund (TCF)" and "Bus Service Improvement Funds (BSIP)" for improvements, and the DfT "Challenge" and "Incentive" funds for maintenance, and Active Travel for Walking and Cycling. These funds are progressively replacing "needs based" allocations.

The recommended allocations for 2023/24, based on the expected government settlement, are set out in paragraphs 1.3.3, 1:3.4 and Appendix A of this report. At the time of writing, the actual allocations from the DfT for the 2023/24 financial year and beyond are unknown.

Recommendations:

- 1. Approve the Highways Capital Programme including the proposed draft allocations and programme for 2023/24 and indicative allocations for 2024/25/26 (as set out in Appendices A, B and C).**
- 2. Approve the proposals for the £10m Highway Maintenance Fund (as set out in Appendix D).**
- 3. Approve the proposals for the Road Safety Community Fund (as set out in Appendices E and F).**
- 4. Approve the Transport Asset Management Plan (TAMP) for 2023/24 to 2027/28.**

1. Background and Purpose

- 1.1** The Highways Capital Programme helps to deliver corporate objectives from our Local Transport Plan.

1.2 Local Transport Plan

- 1.2.1** The county council adopted its new Local Transport Plan (LTP), covering the period 2021-2036, at the Full County Council meeting of 19 July 2022. The new plan replaces the previous version of the plan adopted in 2011. The transport plan describes the council's strategy and policy framework for transport and is used as a guide for investment priorities as well as being considered by other agencies when determining their planning or delivery decisions.
- 1.2.2** The plan has a clear focus on reducing carbon, a switch to active travel, public transport, and cleaner fuels, and improving people's connections to services and facilities. The new plan will enable the authority to deliver

against its current agreed objectives and will maximise the ability for the authority to secure new investment into much-needed transport infrastructure and services to benefit Norfolk's residents and businesses. An assessment of the programme, funded from LTP grant, proposed in this report against LTP4 objectives has been completed.

1.2.3 The plan has the following aims:

1. Embracing the Future
2. Delivering a Sustainable Norfolk
3. Enhancing Connectivity
4. Enhancing Norfolk's Quality of Life
5. Increasing Accessibility
6. Improving Transport Safety
7. A Well Managed and Maintained Transport Network

1.2.4 In December 2022, Norfolk County Council and government agreed, in principle, a new County Deal, to transfer funding and powers. In respect of the LTP, County Deal would require the council to update its LTP by March 2024 for a new Elected Leader. This will need to take account of new LTP Guidance which, at the time of writing, is yet to be published by government.

1.2.5 The council has continued to work with Transport East, the Sub-national Transport Body for the area. Transport East has drafted a transport strategy for the region, endorsed by Cabinet on 7 November 2022.

1.2.6 The strategy aligns closely with the county council's strategy Better Together for Norfolk and the new LTP. Alongside the strategy is an Investment and Delivery Programme that sets out the regional investment programme. This reflects Norfolk County Council's current strategic priorities in the DfT Major Road Network and Large Local Major funding programmes (West Winch Housing Access Road, Long Stratton Bypass, and Norwich Western Link), as well as our other priorities.

1.2.7 The current position of schemes in the DfT Major Road Network and Large Local Major funding programmes, with the Great Yarmouth Third River Crossing construction due to be completed in late spring / early summer, is as follows:

1. Long Stratton Bypass: Outline Business Case (OBC) approved.
2. Norwich Western Link OBC submitted, awaiting approval.
3. West Winch Strategic OBC approved.
4. Pullover, Pre-Strategic OBC completed.

1.2.8 This is set out in more detail below, Section 2.4.8.4 onwards.

1.3 Funding

- 1.3.1 National funding levels from the Department for Transport (DfT) for both Structural Maintenance and Integrated Transport Block grants was announced in the three-spending review in October 2021. This was a 'flat 3-year settlement with no allowance for inflation. The Government has not indicated any changes in funding levels following the autumn statement in 2022. Therefore, this report is based upon similar levels of funding as the 2022/23 allocation, i.e. a real terms reduction with no allowances for inflation.
- 1.3.2 The Integrated Transport budget is funded from DfT allocations, but more significantly we look to other sources of funding, such as Transforming Cities, Bus Service Improvement Plan and District funded Town Deals as well as funding from developers.
- 1.3.3 In planning the 2023/24/25/26 programme, we have made assumptions around the availability and success in achieving future competitive based funding opportunities. Where the funding source has not been confirmed, these are detailed with the comments against the schemes in Appendix C.
- 1.3.4 Members should note that in addition to DfT Integrated Transport funding, schemes of this type are also delivered from various funding sources including developer funding (Section 106, CIL - Community Infrastructure Levy); one-off bidding rounds such as; Transforming Cities Fund, Bus Service Improvement Fund, Town Deals and Local Levelling Up Fund. The total value of this programme is estimated at some £86.724m, which considerably exceeds the proposed LTP Integrated Transport allocation of £1.331m.
- 1.3.5 The team continue to explore potential funding opportunities and facilitate the preparation and submission of bids that support County Council priorities and objectives. This maximises the opportunity to seek and secure additional funding for the County.
- 1.3.6 The highways capital programme is actively managed throughout the year to aim for full delivery within the allocated budget. Schemes are planned at the start of the year but may be delayed for a variety of reasons e.g., planning consent or public consultation. When it is identified that a scheme may be delayed, then other schemes will be planned and progressed to ensure delivery of the overall programme and the original schemes will be included later.

2. Proposal

2.1 Structural Maintenance and Bridge Strengthening

- 2.1.1 It is recognised that the existing level of funding makes the maintenance of current condition challenging, but our planned interventions and effective asset management approach have had a generally positive outcome over the years. However, due to current funding levels, the maintenance backlog has increased in recent years.
- 2.1.2 The overall highway asset backlog in April 2022 was calculated as £57.4m. This is an increase compared with £47.9m in 2020/21 and £45.1m in 2019/20 and reflects the current funding levels from government combined with inflationary effects.
- 2.1.3 The Highway Asset Management Policy and Strategy, together with targets, has been reviewed, revised, and was considered by the July 2022 Infrastructure and Development Select Committee. It will continue to be monitored by the committee as part of the annual Highway and Transport Network Performance Report.
- 2.1.4 Construction industry inflation indices are heavily based on energy and oil derived products such as asphalt, bitumen, and concrete. These inflation indices are likely to be in the region of 25-30% in the current financial year which will considerably diminish the Council's purchasing power compared to its former value. Further inflation pressure is forecast in 2023/24. Indications are that the DfT allocations will not include an allowance for inflation, so will represent a real terms reduction for highway maintenance. This will increase the highway asset backlog figure.
- 2.1.5 To help reduce the above effects, as in previous years, it is recommended that structural maintenance continues to be supported by the reallocation of £2.873m from the LTP Integrated Transport block allowance from the DfT.
- 2.1.6 To help with the challenge of managing the asset we will continue to look for opportunities for additional funds as they become available over and above the DfT allocations.
- 2.1.7 **Additional £10m investment in highway maintenance by the Council**
- 2.1.7.1 In the summer of 2021, the County Council announced an additional £10m investment into highway maintenance over the next four years, starting in 2021-22.
- 2.1.7.2 Proposals for 2023-24 and future years are summarised in Appendix D. The additional funding is supporting highway maintenance and the Council's resurfacing programme. This includes proposals for £1.85m to be spent on the 'A' road network including the A140 at Hellesdon, A146 Trowse, A1065 Swaffham, A1067 Drayton, A143 Fritton, A149

Kings Lynn, A1065 Hilborough, A149 Wells and £0.55m on the 'B' road network B1440 Kings Lynn, B1077 Attleborough and B1535 Weston Longville.

- 2.1.7.3 Details of the proposed allocation of the structural maintenance and bridges budget for 2023-24 can be found in Appendix B, and distribution of the additional Council investment in Appendix D.

2.1.8 Carrow Bridge, Norwich

- 2.1.8.1 In last year's Highway Capital Report, the need to establish a longer-term solution for Carrow Bridge was highlighted. Discussions are ongoing with key partners, including the Broads Authority, to agree short-term and longer-term options for improvement at this sensitive part of the transport network. The programme of ongoing maintenance works continues on a regular basis.

2.1.9 Norfolk Flood Reserve

- 2.1.9.1 As part of our commitment to the Norfolk Strategic Flood Alliance (NSFA), the County Council has made additional funding of £1.5m available in each year between 2021/22 and 2024/25. Of this there has been capital allocation of £380,000 in 2022/23 and the following two years will be £500,000. This is shown in the structural maintenance allocation Appendix B.
- 2.1.9.2 In 2022/23 the Council delivered works at Green Lane, Great and Little Plumstead (which was a Tranche 2 NSFA priority), started design work at Heacham (which is a Tranche 1 NSFA priority), Pulham, and a feasibility study at Acle, as well as providing contributions to partnering organisations.
- 2.1.9.3 In 2023/24 will continue to work with the Norfolk Strategic Flood Alliance to deliver works at Pulham and Strumpshaw, complete further feasibility studies and support NSFA partners with scheme delivery.

2.2 Integrated Transport

- 2.2.1 Integrated Transport funding covers all expenditure on new infrastructure such as improvements at bus interchanges and rail stations, local safety schemes, pedestrian crossings, footways, traffic management, route and junction improvements and cycle paths. It used to be largely funded by the DfT Integrated Transport block grant. It is now heavily supplemented by other funding sources such as specific funding for Majors, Community Investment Levy, and Housing Infrastructure Fund. It also links developer funded schemes.

2.2.2 Budget summaries for the proposed programme is detailed in Appendix A. Individual schemes are detailed in Appendix C.

2.2.3 The proposed allocation from the LTP grant is £1.331m. This is allocated for mainly low-cost improvement schemes including the parish partnership programme, and contributions to developing major schemes.

2.2.4 **Active Travel**

2.2.4.1 In summer 2020, the DfT published 'Gear Change'. This new strategy from government has made clear the ambition of achieving a step change in walking in cycling in the coming years, calling for bold action and a 'once in a generation chance to accelerate active travel'. This includes the vision that cycling, and walking will be the natural first choice and account for half of all journeys in our towns and cities by 2030.

2.2.4.2 Publication of the DfT Cycling and Walking Investment Strategy, gave guidance on the Local Cycling & Walking Infrastructure Plans. Norfolk County Councils has been working to create these plans for Norfolk. A published Local Cycling and Walking Infrastructure Plan (LCWIP) for Greater Norwich, Great Yarmouth and King's Lynn have been approved through committee and published online.

2.2.4.3 Following a successful revenue bid in the DfT's Capability Fund we are in the process of completing a Norfolk LCWIP covering all the major market towns and connectivity between the rural communities. These will be going out to Consultation in Spring 2023 and approved by Summer 2023. Additionally, this supports active travel network and scheme planning (and detailed above under LCWIP) and also provides a range of behaviour change projects targeting communities, schools, and workplaces.

2.2.4.4 The DfT are currently funding this work through an annual bidding process.

2.2.4.5 The £300,000 revenue element of the Tranche 2 funding will build vital capacity to implement the Active Travel programme, including increased community engagement, consultation and behaviour change initiatives. The insight led approach created through the revenue funding will enable us to evidence the plans we intend to resource in future iterations of the Active Travel Fund. It has also allowed us to expand our employee engagement through Mobilityways and pilot School Streets work with Sustrans. It has also paid for a new website a

brand for Sustainable Transport, Travel Norfolk, to be set up and this will be launched in Spring 2023.

- 2.2.4.6 The Council has also been successful in a £285,000 project to promote e-cycles across Norfolk. This programme continues with an e-bike loan offer already live in North Norfolk and recent extensions to the Beryl Hire e-bike scheme.
- 2.2.4.7 A new body: Active Travel England (ATE) were announced in 2020. They will be the inspectorate and funding body in the future, responsible for driving up the standards of cycling and walking infrastructure and managing the national active travel budget, awarding funding for projects that improve both health and air quality.
- 2.2.4.8 Design guidance LTN 1/20 was issued in July 2020 to provide guidance to local authorities on delivering high quality, cycle infrastructure, any bids will be informed by this.
- 2.2.4.9 Norfolk received a £1.5m grant from the Active Travel Fund Tranche 2. This is primarily to encourage cycling and walking. Of this £1.2m was for capital projects.
- 2.2.4.10 In 2022/23 we delivered an upgraded segregated crossing on the Pink Pedalway where it crosses Norwich's outer ring road at Heartsease Primary School, Segregated Cycling facilities on St Williams Way in Thorpe St Andrew, works on Segregated Cycling facilities on Ipswich Road Norwich near City College Norwich are imminent. and are currently delivering additional cycling parking across Norfolk.
- 2.2.4.11 In 2022 Norfolk received a £0.955m grant from the Active Travel Fund Tranche 3 for delivery in 2023/24. Three schemes were approved in principle Jellicoe Road in Great Yarmouth, Middleton Avenue in Gorleston and Mile Cross Road in Norwich. These are currently going through design reviews with Active Travel England.
- 2.2.4.12 In January 2023 we were invited by the DfT to bid for further capital funding for cycling and walking infrastructure schemes as part of Active Travel 4. We still await the outcome of the bid. The schemes have not been added to the Highway Capital Programme, but will be, pending a successful announcement of the award.
- 2.2.4.13 We are delivering some £3m worth of LCWIP schemes for KLWNBC as part of their Active and Clean Connectivity (A&CC) programme which is part of their £25m Town Deal funding. The schemes will commence in April 2023 and be completed by March 2026.

2.2.5 Local Safety Schemes (LSS)

- 2.2.5.1 The 1988 Road Traffic Act places a statutory duty on local authorities to study road collisions, and to reduce and prevent them. Improving road safety is also one of seven strategic aims within the LTP.
- 2.2.5.2 LSS proposals enter the capital programme following an evaluation of accident statistics and their potential for casualty reduction. Accident cluster locations are included where the first-year rate of return of the proposed remedial measures exceeds 200%. LSS are treated as a priority due to their positive impact on road safety and casualty reduction.
- 2.2.5.3 A sample of LSS implemented over recent years has been reviewed, to check whether expected benefits have been delivered. LSS are generally performing as expected and delivering cost benefits in terms of accident reduction savings, based on low-cost measures.

2.2.6 Parish Partnership programme

- 2.2.6.1 The Parish Partnership programme began in September 2011, when Parish and Town Councils were invited to submit bids for small highway improvements. The County Council offered to support up to 50% of the cost of schemes. The intention being to ensure that limited funds could be used to meet local community needs, helping promote the developing localism agenda.
- 2.2.6.2 The fund was heavily oversubscribed in 2022-23 and to enable the demand to be met we increased the allocation from the LTP budget on a one-off basis. To balance this and enable continued support to meet demand our Council approved an internal capital bid of £450,000.
- 2.2.6.3 For 2023-24 it is proposed to support a programme of 95 local works totalling £770,675 to be delivered. A County Council contribution £344,781.50 and a Safety Camera Partnership contribution (subject to a future bid) of £40,556, along with funding from Town and Parish Councils.
- 2.2.6.4 To give Parish/Town Councils time to develop bids, letters inviting bids were sent out in June 2022. Bids are assessed against their contribution towards the aims that support the vision in the LTP, and viable schemes identified.
- 2.2.6.5 To further assist Town/Councils, the County Council website provides key supporting information.

2.2.7 Additional Highways Investment

2.2.7.1 At the Policy & Resources Committee on 27 November 2017, Members noted that one of the priorities for the administration was a commitment to invest an extra £20m in Norfolk's roads.

2.2.7.2 This funding was allocated to the delivery of major projects, junction improvements, market town schemes, footways and crossing improvements and a contribution to Parish Partnership, Local Member fund and public rights of way. Much of this funding has been spent and schemes delivered.

2.2.7.3 Local Road schemes / Junction Improvements

2.2.7.3.1 The proposed investment will enable those schemes already approved in 2019-20 to continue to progress with design and construction. The junction of Victoria Road with Vincennes Road in Diss was improved in 2022-23. The remaining schemes for delivery are the B1146 Hempton Roundabout and Station Road Link, Diss. Our Hempton scheme received planning permission in January 2023.

2.2.7.3.2 The Council submitted a proposal to replace the existing staggered junction at Stradsett A1122/A134 to the DfT Pinch Point Fund. Unfortunately, this bidding opportunity was closed by Government. We have developed an outline design with specific Council borrowing in expectation of a future funding opportunity.

2.2.7.3.3 In 2022-23 we carried out a feasibility into an improvement to the A148/A1082 junction in Upper Sheringham. We will develop an outline design in expectation of a future funding opportunity.

2.2.7.4 Market Town Network Improvement Strategies

2.2.7.4.1 All ten market town strategies (Dereham, Swaffham, North Walsham, Thetford, Diss, Downham Market, Fakenham, Wroxham/Hoveton, Wymondham, Aylsham), have now been adopted by the Council.

2.2.7.4.2 The resultant Network Improvement Strategies help inform future development and opportunities, as demonstrated by the Heritage Funded works undertaken during 2022/23 in North Walsham Market Place led by North Norfolk District Council but supported by the County Council.

2.2.7.5 Pedestrian Crossings and Footways

2.2.7.5.1 The proposed investment was used to fund assessment and study work together with some scheme delivery. Over the previous four-year period for example we have delivered new pedestrian crossing facilities in Harleston, Hellesdon, North Walsham, Norwich, Old Buckenham, Terrington St Clement and Wells-Next-The-Sea. Other assessments are being undertaken to inform the priorities and cost for inclusion in our Local Cycling and Walking Infrastructure Plan for future funding opportunities and to inform development. An example being the Pedestrian Crossing facility at the new County park in Horsford on Holt Road planned for the summer of 2023/34.

2.2.7.6 Public Rights of Way (PROW)

2.2.7.6.1 The £20m investment allowed approximately £200,000 to be invested in capital improvement and maintenance on PROW, including surfacing and footbridge reconstruction. This was delivered over 2018/19/20. Funding from the LTP Integrated Transport remains at £15,000 for 2023/24.

2.2.7.7 Local Member Fund budget

2.2.7.7.1 In June 2017 a new fund was created to provide each Member with an annual budget of £6,000 to be used on highway work within each financial year. This offers flexibility to progress small highway projects based upon local need.

2.2.7.7.2 From 2021/22 it was agreed as part of the 2021/22 budget setting process to increase this fund per member to £10,000 per annum, with the scope of the fund was widened to include environmental aspects such as tree planting and the installation of Electrical Vehicle charging points.

2.2.7.7.3 As agreed at the recent 30 January 2023 Cabinet meeting, from 2023/24 this will be increased to £11,000 per member.

2.3 Major Projects

2.3.1 Great Yarmouth Third River Crossing

2.3.1.1 The Secretary of State granted development consent in September 2020 and the Full Business Case was and approved by the Department of Transport in November 2020.

2.3.1.2 Construction work commenced on 4 January 2021 and the £121m budget remains on track (with £98m provided by Government). The

scheme is also broadly in line with the original programme and is due to be opened in the late spring / early summer of 2023.

- 2.3.1.3 Working with National Highways, the project team are also developing proposals to complete improvements to the adjacent Harfreys Roundabout. If possible, these works, fully funded by National Highways will also be delivered prior to the opening of the 3rd River Crossing.

2.3.2 Norfolk Infrastructure Delivery Plan

- 2.3.2.1 Other significant projects are being scoped using available funding sources but are not yet developed in sufficient detail for inclusion in the capital programme. These are part of the Norfolk Infrastructure Delivery Plan refreshed for 2021, that was reported to Infrastructure and Development Select Committee on 17 November 2021 and agreed by Cabinet on 6 December 2021. (The 2022 refresh is currently programmed to come to Cabinet in April).

- 2.3.2.2 Those which would form part of the adopted road network are:
1. Broadland Growth Triangle Link Road
 2. Attleborough Link Road
 3. A10 West Winch Housing Access Road
 4. A140 Long Stratton Bypass
 5. Fakenham A148 Roundabout Enhancement
 6. Norwich Western Link
 7. A17/A47 Pullover Junction (part local road, part strategic (trunk) road).

- 2.3.2.3 The Broadland Growth Triangle Link Road, Attleborough Link Road and Fakenham A148 Roundabout Enhancement sites are development led projects which are not part of our Highway Capital Programme. The remaining schemes are as follows:

2.3.2.4 West Winch Housing Access Road

- 2.3.2.4.1 The Strategic Outline Business Case (SOBC), submitted to the DfT in March 2021, was approved in July 2022. This has enabled the project to move forwards with further development of the scheme details to prepare the Outline Business Case and Planning Application. The first stage of this process has been to undertake a consultation to seek feedback on the draft proposals and this was completed between November 2022 and January 2023. The outcomes of the consultation will inform the finalisation of the details for the OBC and Planning submissions, which are due to be submitted in Summer/Autumn 2023. The current programme timescales, subject to the necessary approvals

being completed, is for the construction works to commence in 2025 and be completed during 2027.

2.3.2.5 A140 Long Stratton Bypass

- 2.3.2.5.1 In July 2021, the Outline Business Case (OBC) was approved by DfT. This confirmed that, based on the importance and benefits of the proposed scheme, DfT were providing the necessary funding contribution of £26.21m to enable the scheme to continue with the development of the statutory approval processes and through the tendering process to identify a preferred contractor.
- 2.3.2.5.2 The scheme has moved through preliminary design and into detailed design in November 2022. Following delays to the planning process associated with new nutrient neutrality guidance issued by Natural England, NCC have supported the Developer to allow an update of the planning documentation leading to a resubmission in January 2023 which should allow a decision on the applications in the Spring of 2023.
- 2.3.2.5.3 Highway Orders for the scheme are being advertised and the consultation period will close in January 2023. The procurement process commenced in November 2022 with a Prior Information Notice being raised which led to Expressions of Interest by many Contractors and meetings with interested parties in January 2023. A formal approach to the market is programmed for late May 2023 to allow a proposed start of works in the spring of 2024, culminating in completion of works and opening in the Autumn of 2025.

2.3.2.6 Pullover A17/A47

- 2.3.2.6.1 Work on a Strategic Outline Business Case (SOBC) for the A17/A47 Pullover Roundabout Improvement is coming to its conclusion. This will be reported to Members for approval in due course – anticipated spring / early summer 2023 – before its submission to government. If it, and subsequent stages of the case, receive approval and other processes are also completed successfully, the start of construction would be in 2025.

2.3.3 Local Levelling Up Fund, Sustainable Transport and Regeneration Scheme, Kings Lynn

- 2.3.3.1 Norfolk County Council submitted a bid to the Levelling Up Fund in August 2022 for £24.1 million towards the £26.8m King's Lynn Sustainable Transport and Regeneration Scheme (STARS). In January 2023 we heard that this bid had been successful subject to further

business case approvals which is a prerequisite for schemes above £20m.

- 2.3.3.2 Government commented that we had submitted a strong application, which performed well against the assessment criteria and were pleased to hear about our proposals and appreciate the hard work that went into the application.
- 2.3.3.3 This is a visionary Bus and Active Travel project which will transform a key gateway into the town and reconfigure the outdated gyratory road system. Working in partnership the Borough Council, the scheme will facilitate a bold transformational masterplan to regenerate the area around the historic 15 century Southgate. The route under the gate will be used for Active Travel modes rather than for general traffic.
- 2.3.3.4 The scheme reduces the dominance of traffic by reconfiguring the 'Southgates' roundabout into a junction that has bus priority and better facilities for cyclists and pedestrians.
- 2.3.3.5 It will also improve the gyratory system, including transforming the public realm on Railway Road, by introducing measures that will assist buses, pedestrians and cyclists which will give rise to benefits in road safety and air quality.
- 2.3.3.6 All of these measures lie on the key corridor into the town from the West Winch strategic growth area.

2.3.4 Local Levelling Up Fund, North Quay, Great Yarmouth

- 2.3.4.1 Great Yarmouth Borough Council has been awarded £20m towards the 'riverside gateway' regeneration of the North Quay, including walking and cycling links.

2.4 Transforming Cities

- 2.4.1 Transforming Cities is a £2.5bn transport fund to support connectivity in some of England's largest cities, with funding running from 2018-19 to 2022-23.
- 2.4.2 We received £6.1m through Tranche 1 and this was used to successfully deliver six schemes across Norwich, which included improvements to Norwich Bus Station and the introduction of the Beryl bike share scheme.
- 2.4.3 In September 2020, the DfT awarded Norwich £32m capital funding from Tranche 2. The bid was based on a range of projects aimed at improving clean and shared transport to create a healthy environment, increasing social mobility, and boosting productivity through enhanced access to

employment and learning. The TCF allocation is based upon the following funding breakdown, DfT £32.2m, LA £7.9m and third-Party £18.8m.

- 2.4.4 As a result of this funding award, the TCF programme is a significant addition to the Highway Capital Programme. Delivery of the TCF programme is going well and we have delivered on the ground and opened ten significant schemes, which are already delivering bus journey time savings and improving bus journey time reliability and providing an improved environment for walking and cycling. We are currently looking at the remainder of the TCF programme and are engaging with DfT on delivering some elements of the programme beyond March 2023.

2.5 Zero Emission Transport City Funding

- 2.5.1 Norfolk County Council was shortlisted as one of three cities to work with the Department for Transport on developing a business case for what would need to be considered for a city to transition to zero emission. Development funding of £500,000 has been provided to assist with this and we are currently awaiting further guidance from government as to the next steps for taking this forward. This fits well with the adoption of the latest Local Transport Plan and Implementation Plan, as well as the new Transport for Norwich Strategy.

2.6 Zero Emission Bus Regional Areas

- 2.6.1 Norfolk County Council was successful in securing £3.3m from the Department for Transport through the Zero Emission Bus Regional Area (ZEBRA) scheme. This bid was matched by £3.6m of local investment from First Bus and will see the introduction of 15 battery electric buses to the bus fleet in Norwich by March 2024 and supports infrastructure and electrical grid upgrade works. A further supplementary bid for an additional 55 electric buses has been prepared and submitted to the DfT and we are currently awaiting the outcome of this bid.

2.7 Bus Service Improvement Plan

- 2.7.1 Norfolk County Council has received £49.6m funding from the Department for Transport in November 2022 to deliver Norfolk's Bus Service Improvement Plan (BSIP), which outlines commitments that the County Council and Norfolk's bus operators have made to improve public transport in the county. £30.9m is capital funding for the provision of bus priority measures and improvements to transport interchanges, with the remainder being revenue to support enhancements to bus services.

2.8 Community Infrastructure Levy

- 2.8.1 Funding of £1.6m has been secured through Community Infrastructure Levy (CIL) for the extension of the Yellow Pedalway from Norwich Airport to the Broadland Northway, providing a safe route for accessing sports facilities at The Nest Community Sports Hub. We expect to construct in 2024-25.
- 2.8.2 The CIL bid for the Hethersett to Colney link has been approved by the Greater Norwich Growth Board (GNGB) and will go forward for approval by all the Councils. We expect to construct in 2023-24.
- 2.8.3 GNGB approved £5m CIL towards access improvements at Hethel Technology Park. Without improvement in the transport infrastructure at the Hethel site, continuing economic growth will be hindered. This project will act as the catalyst to accelerate economic development. Discussions are ongoing regarding delivery and members will be kept apprised of the project as it develops.
- 2.8.4 The GNGB supported CIL funding for the Guildhall and Exchange Street project, as part of a local Levelling Up Fund bid. Unfortunately, the bid was unsuccessful, and the way forward needs to be decided.

2.9 Traffic Management

- 2.9.1 Minor traffic management issues (parking, waiting, speed, and weight limit restrictions) are generally funded via the Local Member Fund budget. Anything more significant will need to identify appropriate funding.
- 2.9.2 Speed limits are governed by the Council's Norfolk Speed Management Strategy which was reviewed and updated at Cabinet on 30 January 2023. and new limits introduced only where there is significant change in the environment (e.g., a village boundary has expanded) or there are compelling safety reasons.

2.9.3 Road Safety Community Fund

- 2.9.4 The highest priority road safety schemes, which have targeted casualty reduction, have been delivered via the local safety scheme part of the highways capital programme.
- 2.9.5 Many of the smaller scale, locally identified concerns regarding road safety issues have not been advanced as the Council's resources has focused on directing the limited available funding to those locations where the greatest benefits on casualty reduction could be achieved. It was therefore recognised we had a growing need to work with County Councillors and

local communities to provide small scale road safety schemes that could address more specific local issues.

- 2.9.6 The new £1m Road Safety Community Fund (RSCF) was approved by Cabinet on 6 September 2021. The aim of this fund is to give communities across Norfolk an opportunity to promote small scale, locally driven road safety improvements. The objective of the Fund will be to deliver 100 new county-wide road safety schemes over the next four years. We are particularly keen to encourage schemes which are likely to focus on casualty reduction, therefore these types of proposals will be given greater consideration when prioritising.
- 2.9.7 These schemes are restricted to maximum threshold of £10,000 each from this fund, for local highway safety improvements, which will help address local issues and concerns. However, where the scheme meets our criteria, but costs are estimated to be slightly above this figure, 'topping up' will be permitted if the community or Local Member are willing and able to fund the difference. Any such external funding needs to be clearly shown on the bid form. Larger schemes above £10,000 will still need to be considered as part of the wider Highways Capital Programme.
- 2.9.8 To maximise resources and deliver schemes efficiently, it has previously been agreed that the RSCF will deliver 20 to 30 schemes per year focusing on geographical areas as detailed below:
1. Year 1: 2022/23; King's Lynn & West Norfolk; £0.15m
 2. Year 2: 2023/24; North Norfolk, Broadland & Gt Yarmouth; £0.35m
 3. Year 3: 2024/25; South Norfolk & Breckland; £0.25m
 4. Year 4: 2025/26; Norwich & other subsequent requests. ££0.25m
- 2.9.9 Progress with Year 1 for the Kings Lynn and West Norfolk area has been good, and it is anticipated that all schemes will either be completed or close to completion by the end of the financial year.
- 2.9.10 Those schemes contained in Year 2 (2023/24) for approval in North Norfolk, Broadland and Great Yarmouth are shown in Appendix E and the proposed timescales for the delivery for the first two-years is shown on the programme in Appendix F
- 2.9.11 In late spring/early summer 2023 we will be contacting the County Councillors in South Norfolk and Breckland to invite them to submit their bids for consideration for Year 3. All bids received before the submission deadline (late November 2023) will be considered for suitability, prioritised, and shortlisted in line with the funding profile.

3. Transport Asset Management Plan (TAMP) 2023-24

- 3.1 The TAMP is updated annually, significant changes are reported to Select Committee and it is approved by Cabinet. It is available on our website.
- 3.2 An annual “Highway & Transport Network Performance report” was presented to the Infrastructure and Development Select Committee in July 2022. This report enables the Committee to understand our network performance so that they can take this into account in considering policies and strategies.
- 3.3 Norfolk continues to review its maintenance and inspection policies for the network to ensure they deliver best practice, are value for money, and that actions align with Member’s decisions on funding priorities. It will reflect the decisions made by members for specific reports that come forward as separate items for review such as Winter Service Policy and Herbicide Policy which will have their own approval process.
- 3.4 The TAMP has been reviewed and no significant changes are proposed other than to update dates and financial information based on this report. Given the minor updates, the updated TAMP was not taken to the Select Committee in November 2022, although an update was provided to Councillor Bensly, as the chair of the Infrastructure and Development Committee. Approval is requested by Cabinet.

4. Impact of the Proposal

- 4.1 The Highways Capital Programme represents a significant investment in the Norfolk economy.
- 4.2 It helps protect the investment already made in establishing the £15bn highway asset in Norfolk.
- 4.3 It supports the Council’s business plan, Together, For Norfolk, and its strategy ‘Better Together for Norfolk’ 2021-25. The latter contains a strategic priority of a “Vibrant and Sustainable Economy”.
- 4.4 Our two key outcomes for the Highway Capital Programme are; -
 - A well-managed highway network that enables everyone to travel the county freely and easily;
 - A strong infrastructure for our growing economy.
- 4.5 It helps implement our Strategic Delivery Infrastructure Plan.

5. Evidence and Reasons for Decision

- 5.1 The Highway Capital Programme matches the Council's aspirations in the Council business plan to manage, maintain & develop Norfolk's highway network, facilitate major development and deliver effective services to support sustainable growth and quality of life to residents.
- 5.2 National Highways & Transport Network (NHT) Public Satisfaction Survey 2022
- 5.2.1 The National Highways and Transport (NHT) survey takes place annually during the summer. The survey sample size was 3,300 and boasted a response rate of 27.6%, a good response rate for surveys of this type.
- 5.2.2 The NHT Survey is referenced in the DfT's Incentive Fund self-assessment process and allows the Council to compare ourselves to our peers, monitor performance and help make efficiencies. It also forms part of our performance framework for our asset management strategy.
- 5.2.3 Norfolk County Council achieved an overall score of 51 and again achieved a ranking of 2nd (alongside Derbyshire and Worcestershire) out of 30 county councils that participated in this year's NHT survey. The average overall score amongst our peers this year was 48.
- 5.2.4 Norfolk also ranked first place overall when compared to the Eastern Region County Councils (Cambridge, Essex, Hertfordshire & Suffolk).
- 5.2.5 We report both the score and position in the Transport Asset Network Performance Report of several maintenance indicators, including:
- KBI 11 - Pavements & Footpaths (overall); Joint 5th (score of 56).
 - KBI 13 - Cycle routes and facilities (overall); Joint 2nd (52).
 - KBI 15 - Rights of way (overall); Joint 14th (55).
 - KBI 23 - Condition of highways; Joint 4th (39).
 - KBI 24 - Highway maintenance; Joint 3rd (48).
 - KBI 25 - Street lighting; 13th (61).
- 5.2.6 The customer satisfaction results across a range of indicators, coupled with the asset performance framework gives the Council confidence that outcomes are being achieved.

6. Alternative Options

- 6.1 Differing proposals could be put forward to utilise planned invest differently across the highway assets or provide additional investment from our Council. However, given the performance as detailed in section 5.2, this is not recommended.

7. Financial Implications

7.1 The funding for highways schemes is included in the Norfolk County Council Revenue and Capital Budget 2023-24, presented to Cabinet 30 January 2023 and Full Council on 21 February 2023. This included the overall County Council Capital Programme, and overall budgets contained within this report.

8. Resource Implications

8.1 Staff:

If the County Council is successful in its bid applications, the resource strategy will need to be reviewed to ensure delivery of the projects, although the current arrangements with the professional services provider, WSP, will be utilised in the first instance.

8.2 Property:

There are no implications

8.3 IT:

There are no implications

9. Other Implications

9.1 Legal Implications:

The legal implications of individual schemes will be evaluated as part of the project delivery process.

9.2 Human Rights Implications:

The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

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

An Equality Impact Assessment for the Highway Asset Management Strategy and Policy has been completed. There are no adverse impacts.

An Equality Impact Assessment has been carried out for our Transforming Cities programme. Assessments will also be carried out as part of the development of individual schemes.

9.4 Data Protection Impact Assessments (DPIA):

None arising from this report. However, a Data Protection Impact Assessment will be carried out for individual projects where a new type of processing is

introduced with the potential of a high-risk impact on individuals as a result of processing their data.

9.5 Health and Safety implications (where appropriate):

The Health and Safety implications of individual schemes will be evaluated as part of the project delivery process.

9.6 Sustainability implications (where appropriate):

The programme has been developed in accordance with the current LTP aims, which include delivering sustainable growth. This is considered further for each scheme during the detailed design phase.

9.7 Any Other Implications: N/A

10. Risk Implications / Assessment

10.1 Funding may be changed by Government (for example budget announcements or bidding opportunities) or the Council.

10.2 Although an allowance for inflation is budgeted for, if inflation exceeds what is expected the programme may be adversely affected.

10.3 Damage to assets can be caused by adverse weather, winter, drought, wind, and flood. The County's Fen roads are particularly susceptible to drought damage due to the underlying geological conditions.

10.4 There is a risk with the larger, non-LTP funded schemes that if they overspend, any shortfall may need to be funded from the Highways Capital Programme. To accommodate this, programmed schemes may need to be deferred to prevent overspend on the overall Highways Capital Programme. The risk is mitigated by effective project and programme management.

10.5 The Council has underwritten a local contributions on major schemes as part of the requirements of the funding opportunities, such as the 3rd River Crossing.

10.6 Any scheme specific risks and implications will be assessed and mitigated during the development of each scheme.

11. Select Committee Comments

11.1 The Infrastructure & Development Select Committee noted progress against the Asset Management Strategy Performance framework and the refreshment of targets, policy, and strategy as part of the annual Highway and Transport

12. Recommendations

- 1. Approve the Highways Capital Programme including the proposed draft allocations and programme for 2023/24 and indicative allocations for 2024/25/26 (as set out in Appendices A, B and C).**
- 2. Approve the proposals for the £10m Highway Maintenance Fund (as set out in Appendix D).**
- 3. Approve the proposals for the Road Safety Community Fund (as set out in Appendices E and F).**
- 4. Approve the Transport Asset Management Plan (TAMP) for 2023/24 to 2027/28.**

13. Background Papers

12.1 [Local Transport Plan](#)

- 12.2** At the Cabinet meeting on 7 March 2022 Members approved the Highway capital programme and Transport Asset Management Plan (TAMP) [Report](#) and [link to minutes](#)
- 12.3** At the Cabinet meeting on 6 March 2021 Members approved the establishment of the Road Safety Community Fund, its funding and delivery approach [Report](#) and [link to minutes](#)
- 12.4** The Highway and Transport Network Performance report was presented to the Infrastructure and Development Committee on 13 July 2022. [Report](#) and [link to minutes](#)

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.

APPENDIX A: Norfolk County Council- Highways Capital Programme Summary

Scheme Type	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding
Major schemes	50	39,594	0	74,116	0	134,054
Bus infrastructure	20	13,689	20	5,150	20	0
Bus priority schemes	0	8,948	0	9,378	0	0
Public Transport Interchanges	145	2,102	185	1,530	145	0
Cycling schemes	10	3,906	70	1,664	0	0
Walking schemes	315	4,967	315	300	315	300
Road crossings	0	232	0	0	0	0
Local road schemes	386	10,612	421	6,603	531	4,046
Traffic Management & Traffic Calming	90	0	0	0	0	0
Local Safety Schemes	315	0	320	700	320	0
Other Schemes, Future Fees & Carry Over Costs	0	1,274	0	1,174	0	1,174
Integrated transport	1,331	86,724	1,331	100,615	1,331	139,574
Structural/Routine/Bridge Maintenance	38,630	6,967	38,630	6,166	38,630	3,217
Totals:	39,961	93,691	39,961	106,781	39,961	142,791

Notes:

1. Above figures in £000's
2. DfT (Local Transport Plan) funding detailed under main year headings
3. Other Funding includes Section 106, Section 278, LGF, CIL, County Council & Major Scheme funding

Structural Maintenance Budget Proposed Allocations 2023/24/25/26 Draft	2023/24	2024/25	2025/26
	Expectation in line with autumn spending review 2021	Expectation in line with autumn spending review 2021	Assumed
Funding			
LTP Structural Maintenance Grant (needs)	15892000	15892000	15892000
LTP Structural Maintenance Grant (permananet pothole fund)	15892000	15892000	15892000
LTP Structural Maintenance Grant (incentive)	3973000	3973000	3973000
County Council funding to cover £1.065m capitalisation from 2018-19	1065000	1065000	1065000
County Council funding to cover £1.599m capitalisation from 2019-20	1559000	1559000	1559000
County Council funding to cover £722,708 capitalisation from 20-21	500000	500000	500000
County Council funding to cover £93,000 capitalisation from 21-22	93000	93000	93000
LTP Capital Integrated Transport Contribution	2873000	2873000	2873000
County Council Flood Reserve	500000	500000	
County Council Pothole Fund	3250000	2448595	
	45597000	44795595	41847000

Structural Maintenance Budget Proposed Allocations 2023/24/25/26 Draft	2023/24	2024/25	2025/26
	Expectation in line with autumn spending review 2021	Expectation in line with autumn spending review 2021	Assumed
Spending			
Countywide specialist			
Bridges	2107363		
Bridges (small works)	720000		
Bridges Inspections / feasibility studies	1011000		
Traffic Signal Replacement	575000		
Traffic Signals (small works)	700000		
Public Transport Disruption	5000		
Park & Ride	40000		
Asset Condition Surveys	160000		
sub total	5318363		
Roads			
Principal Roads (Surfacing)	1900783		
Principal Roads (Surface Treatment)	2102400		
Principal Roads (SCRIM)	150000		
Principal Roads (Reclamite)	213009		
sub total	4366192		
B roads (surfacing)	537900		
B roads (surface treatment)	1238080		
sub total	1775980		
C roads (surfacing and haunch) fen roads	500000		
C roads (surface dressing)	4212995		
sub total	4712995		
U roads (surface dressing)	4212995		
sub total	4212995		
Layered Patching	4785709		
Chip Patching	1969000		
Permanent Pothole repair	900000		
Road Markings	659760		
Road Studs	111060		
sub total	8,425,529		
Machine Patching	484727		
sub total	484727		
Bleeding Roads	30000		
sub total	30000		
	24008418		
Contract costs etc.	7,421,912		
Fencing Repairs (PMA812,813,814,PMB031)	55000		
Vehicle Restraint Systems			
Condition inspections & retensioning	44000		
Risk Assessment	53000		
Design & works	100000		
VRS Repairs	75000		
	272000		
Footways & Drainage & signs			
Signs & post	650000		
Signs - PROW finger Posts	40000		
Area Managers Schemes	140000		
Footways - Category 1 & 2	674837		
Footways Category 3 & 4	2432750		
Footways Category 3 & 4 Slurry	530248		
Footways & Kerbs repairs	800000		
Footway layered patching	1100000		
Drainage Schemes	732472		
Drainage (as-built SWD capture)	5000		
(Drainage Flood & Water Risk Match Pot)	40000		
Drainage Capitalisation Area Delivery	876000		
	8021307		
NCC Flood Reserve to be allocated in-year	500000		
Summary			
Total Structural Maintenance & Bridges Spending	45597000		
Probable final budget	45597000		

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Proposed Highways Capital Improvements Programme 2023-24-25-26										
Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Major Schemes										
DfT	Great Yarmouth	DfT	Great Yarmouth - Third River Crossing Scheme	£0	£17,494,000	£0	£40,000	£0	£0	Construction work commenced on 4 January 2021 and the £121m budget remains on track (with £98m provided by Government). The scheme is also broadly in line with the original programme and is due to be opened in the early summer of 2023.
DfT	South Norfolk	DfT	Long Stratton Bypass (NCC Design)	£50,000	£3,639,000	£500,000	£21,065,000	£500,000	£16,815,000	Corporate capital bid to be prepared for 24/25 and 25/26
DfT	Broadland	DfT	A47-A1067 (Wensum Valley) Western Link Road	£0	£12,220,000	£0	£31,827,000	£0	£103,995,000	Includes 11,868,000 of Local Contribution Funding
DfT	King's Lynn & West Norfolk	DfT	West Winch Housing Access Road	£0	£6,241,000	£0	£21,184,000	£0	£13,244,000	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Major Schemes cont.										
DfT	King's Lynn & West Norfolk	DfT	A17/A47 Pullover	£0	£0	£0	£0	£0	£0	Progress report going to Members for approval in due course - anticipated spring / early summer 2023 before submission to government. Funding and timescales to be contained within separate approval.
CIL	South Norfolk	CIL	Hethel Technology Park	£0	£0	£0	£0	£0	£0	GNGB approved £5m CIL towards access improvements. Delivery timescales to be contained within separate Members approval.
Bus Infrastructure										
LTP	Countywide	LTP	County- DDA Bus stop upgrades	£10,000	£0	£10,000	£0	£10,000	£0	
TFN	Norwich	TCF2	St Stephens Street	£0	£261,000	£0	£0	£0	£0	Bus Shelter provision in 2023/24
TFN	Norwich	TCF2	Thickthorn Park and Ride Phase 1	£0	£2,150,000	£0	£0	£0	£0	
TFN	South Norfolk	TCF2	Dereham Road / Breckland Road with Costessey Bowthorpe Mobility Hub	£0	£3,658,000	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Bus Infrastructure cont.										
LTP	Norwich	LTP	Norwich - Bus Infrastructure Improvements (DDA)	£10,000	£0	£10,000	£0	£10,000	£0	
DfT	Countywide	DfT	Zero Emission Buses Regional Areas	£0	£3,300,000	£0	£0	£0	£0	NCC secured £3.3m from DfT matched by £3.6m from First Bus.
DfT	Norwich	DfT	Zero Emission Transport City Funding	£0	£200,000	£0	£0	£0	£0	NCC awarded £500k to work with DfT on developing a business case for a city to transition to zero emissions.
BSIP	Great Yarmouth	BSIP	Great Yarmouth Acle New Road - North Quay and Vauxhall	£0	£400,000	£0	£1,500,000	£0	£0	
BSIP	Countywide	BSIP	County - Bus Stop Clearway Programme	£0	£750,000	£0	£750,000	£0	£0	
BSIP	Countywide	BSIP	County -Bus Stop Relocations	£0	£400,000	£0	£600,000	£0	£0	
BSIP	Countywide	BSIP	County - Bus Stop DDA Upgrades	£0	£800,000	£0	£900,000	£0	£0	
BSIP	Countywide	BSIP	County - Gold Standard Bus Stop Upgrades	£0	£470,000	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Bus Infrastructure cont.										
BSIP	Countywide	BSIP	RTPI Displays King's Lynn-Hunstanton, Sheringham-Cromer and 25 further locations	£0	£500,000	£0	£250,000	£0	£0	
BSIP	Countywide	BSIP	County - Tap-on/Tap-off Readers for Norfolk Bus Fleet	£0	£300,000	£0	£500,000	£0	£0	
BSIP	Countywide	BSIP	County - Travel Norfolk Roll-Out	£0	£300,000	£0	£300,000	£0	£0	
BSIP	Countywide	BSIP	County - Programme Resources	£0	£200,000	£0	£350,000	£0	£0	
Bus Priority										
TFN	South Norfolk	TCF2	Dereham Road/Longwater Lane Bus Lane (Longwater Lane - Wendene)	£0	£700,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Sprowston Road (Denmark Road - Outer Ring Road)	£0	£747,000	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Bus Priority cont.										
TFN	Norwich	TCF2	Dereham Road/Larkman Lane and Larkman Mobility Hub	£0	£674,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Heartsease Fiveways Junction	£0	£3,540,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Sprowston Road (Magdalen Road - Denmark Road)	£0	£614,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Ketts Hill Bus Lane	£0	£33,000	£0	£0	£0	£0	
BSIP	Great Yarmouth	BSIP	Great Yarmouth Southtown Road	£0	£249,000	£0	£750,000	£0	£0	
BSIP	Norwich	BSIP	Queens Road Bus Lane from St Stephen's Roundabout to bus station entrance	£0	£500,000	£0	£0	£0	£0	
BSIP	South Norfolk	BSIP	Keswick A140 Ipswich Road Bus Lane from Harford P&R to Tesco's	£0	£1,400,000	£0	£400,000	£0	£0	
BSIP	Norwich	BSIP	Dereham Road / Grapes Hill Bus Lane	£0	£246,000	£0	£525,000	£0	£0	
BSIP	Norwich	BSIP	A140 Ipswich Road (Hall Road to Outer Ring Road) inbound bus lane	£0	£15,000	£0	£1,065,000	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Bus Priority cont.										
BSIP	Broadland	BSIP	Thorpe St Andrew A1242 Yarmouth Road/Thorpe Road outbound bus lane	£0	£25,000	£0	£1,525,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	A149 Queen Elizabeth Way - Castle Rising to Knights Hill and Queen Elizabeth Hospital	£0	£50,000	£0	£1,363,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	A148/A149 Grimston Road junction Queen Elizabeth Way - Knights Hill junction reconfiguration	£0	£65,000	£0	£880,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	A149 Hardwick Road - Hardwick Roundabout to Southgates	£0	£0	£0	£950,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	A1076 Gayton Road, Queen Elizabeth Hospital exit	£0	£30,000	£0	£600,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	Heacham A149 / Lynn Road junction	£0	£0	£0	£320,000	£0	£0	Development of options to inform potential bidding opportunities

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Bus Priority cont.										
BSIP	Great Yarmouth	BSIP	Bus Station & Gyratory Remodel	£0	£50,000	£0	£1,000,000	£0	£0	
TFN	Norwich	TCF2	Traffic Signal Priority for Buses	£0	£10,000	£0	£0	£0	£0	
Public Transport Interchanges										
LTP	Countywide	LTP	Countywide Public Transport Interchanges	£145,000	£0	£145,000	£0	£145,000	£0	small measures across all interchanges
TFN	Norwich	TCF2	Norfolk & Norwich University Hospital mobility hub	£0	£500,000	£0	£0	£0	£0	
TFN	South Norfolk	TCF2	Wymondham Rail Station Platform Access	£0	£940,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Norwich Bus Station Mobility Hub	£0	£170,000	£0	£0	£0	£0	
LTP	Countywide	LTP	Support for Greater Anglia's bid for Access For All -	£0	£0	£40,000	£0	£0	£0	£10,000at each site to support if successful bid at Diss, North Walsham, Thetford, Wymondham

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Public Transport Interchanges cont.										
BSIP	South Norfolk	BSIP	Diss Travel Hub Upgrade	£0	£0	£0	£380,000	£0	£0	
BSIP	North Norfolk	BSIP	Cromer Travel Hub Upgrade	£0	£0	£0	£250,000	£0	£0	
BSIP	North Norfolk	BSIP	Sheringham Travel Hub Upgrade	£0	£0	£0	£100,000	£0	£0	
BSIP	King's Lynn & West Norfolk	BSIP	Hunstanton Travel Hub Upgrade	£0	£200,000	£0	£800,000	£0	£0	
NCC Extra £20m/ Junctions Imp	South Norfolk	NCC Extra £20m	Diss- Station road link	£0	£292,000	£0	£0	£0	£0	
Cycling										
CIL	Norwich	CIL	Yellow Pedalway Extension to Horsham St Faith	£0	£155,000	£50,000	£1,430,000	£0	£0	£50k from LTP in 2024/25
TFN	Norwich	TCF2	Marriott's Way Link - Gunton Lane parking area	£0	£79,000	£0	£0	£0	£0	
TFN	South Norfolk	TCF2	Dereham Road/Richmond Road	£0	£717,000	£0	£0	£0	£0	
TFN	Norwich	TCF2	Newmarket Road (Eaton Road - Christchurch Road)	£0	£720,000	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Cycling cont.										
ATF2	Norwich	ATF	Ipswich Road Cycle Lanes	£0	£125,000	£0	£0	£0	£0	
CIL	South Norfolk	CIL	Colney Lane B1172 to B1108 Walking and Cycling Link Partially S106 funded	£0	£451,000	£0	£0	£0	£0	Supplemented by Section 106 funds
LTP	Great Yarmouth	LTP	Vauxhall Rail bridge to North Quay	£10,000	£0	£20,000	£0	£0	£0	
ATF3	Norwich	ATF	A1024 Mile Cross Road	£0	£625,000	£0	£0	£0	£0	Currently working through design review and change management for budget with Active Travel England, outcome to be confirmed.
ATF3	Great Yarmouth	ATF	Gorleston B1370 Middleton Road	£0	£180,000	£0	£0	£0	£0	Currently working through design review and change management for budget with Active Travel England, outcome to be confirmed.
ATF3	Great Yarmouth	ATF	Great Yarmouth C628 Jellicoe Road	£0	£158,000	£0	£0	£0	£0	Currently working through design review and change management for budget with Active Travel England, outcome to be confirmed.

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Cycling cont.										
LCWIP	King's Lynn & West Norfolk	LCWIP	Reffley Lane - Cycle Barrier Review	£0	£3,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Fairstead - Cycleway Resurfacing	£0	£136,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Oldmedow Road - Upgrade to shared use path	£0	£390,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Hulton Road - Cycle Barrier Review	£0	£2,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Queen Mary Road - crossing improvement	£0	£2,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Bishops Road - surface improvement	£0	£101,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Hulton Road (Sandringham Railway path access) - Cycle Barrier Review	£0	£2,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Wootton Park - Cycle Barrier Review	£0	£2,000	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Cycling cont.										
LCWIP	King's Lynn & West Norfolk	LCWIP	Sandringham Railway Path - Path widening	£0	£6,000	£0	£0	£0	£0	
LCWIP	King's Lynn & West Norfolk	LCWIP	Tennyson Avenue - Railway crossing improvement	£0	£52,000	£0	£234,000	£0	£0	
Walking Schemes										
LTP	Countywide	LTP/ Parish	Delivering local highway improvements in partnership with Town and Parish Councils	£300,000	£876,000	£300,000	£300,000	£300,000	£300,000	"other funding" is 50% match funding from Town/Parish Councils, plus additional £450,000 approved capital bid for 2023/24
LTP	Countywide	LTP	Public Rights of Way in Towns & Villages - Urban Path Improvements	£15,000	£0	£15,000	£0	£15,000	£0	
TFN	Norwich	TCF2	City Centre eastbound through-traffic reduction - including Duke Street and St Crispin's	£0	£2,091,000	£0	£0	£0	£0	
Norwich CC	Norwich	Norwich CC	Hay Hill Public Realm	£0	£2,000,000	£0	£0	£0	£0	Funded by Norwich City Council via Town Deal funding bid.

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Walking Schemes cont.										
LUF	Norwich	LUF	Guildhall & Exchange Street	£0	£0	£0	£0	£0	£0	Unsuccessful in Local Levelling Up Fund bid, Norwich City Council and Greater Norwich Growth Board to decide whether they wish to progress scheme and how to fund it.
Road Crossings										
NCC extra £20m/ Ped Crossing	South Norfolk	NCC extra £20m	Colney - Contribution to Ped Crossing Hospital Roundabout	£0	£75,000	£0	£0	£0	£0	Contribution to a Developer Scheme
BDC - CIL	Broadland	BDC	Pedestrian Crossing on B1149	£0	£157,000	£0	£0	£0	£0	Broadland District Council Funded through CIL
Local Road Schemes										
LTP	Countywide	LTP	Unallocated Funding	£0	£0	£0	£0	£50,000	£0	
NCC	King's Lynn & West Norfolk	NCC	Stradsett - A1122 A134 Junction Improvements	£0	£100,000	£0	£0	£0	£0	To support Pinch Point Bid and Development of options to inform potential bidding opportunities

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Local Road Schemes cont.										
LTP	Broadland	LTP	Post NDR Environmental monitoring	£91,000	£0	£91,000	£0	£91,000	£0	Monitoring until 2033/34
LUF	King's Lynn & West Norfolk	LUF	King's Lynn Southgates Roundabout	£0	£369,000	£0	£1,150,000	£0	£1,659,000	Part of Levelling Up Fund application
LUF	King's Lynn & West Norfolk	LUF	King's Lynn Gyratory	£0	£197,000	£0	£308,000	£0	£2,387,000	Part of Levelling Up Fund application
LTP	Great Yarmouth	LTP	Great Yarmouth Gorleston - White lion Steps	£50,000	£0	£100,000	£0	£160,000	£0	
LTP	King's Lynn & West Norfolk	LTP	Downham Market - A1122 railway crossing (continued NR maintenance costs)	£50,000	£0	£50,000	£0	£50,000	£0	recurring annual spend to be covered by capital programme
NCC Extra £20m/ Junctions Imp	North Norfolk	NCC Extra £20m	Hempton B1146/C550 junction improvement	£0	£137,000	£0	£1,759,000	£0	£0	
LTP	North Norfolk	LTP	North Walsham Station Access Ramp	£0	£0	£25,000	£0	£25,000	£0	Design and Construction
NNDC	North Norfolk	NNDC	Fakenham, A148 / Water Moor Lane Roundabout Scheme	£0	£1,400,000	£0	£0	£0	£0	NNDC funding to be confirmed

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Local Road Schemes cont.										
TFN	Norwich	TCF2	Norwich Airport Access – Industrial Estate Link	£0	£1,030,000	£0	£0	£0	£0	
Sustrans	Norwich	CIL	River Wensum- St Andrews Street Link	£0	£881,000	£0	£2,753,000	£0	£0	CIL and Sustrans Funded, subject to ongoing review
LTP	Countywide	LTP	VIVACITY Data analytics	£20,000	£0	£40,000	£0	£40,000	£0	
LTP	Countywide	LTP	INRIX Roadway Analytics	£45,000	£0	£45,000	£0	£45,000	£0	
LTP	Countywide	LTP	VIDA Data analytics funding	£30,000	£0	£30,000	£0	£30,000	£0	
LTP	Countywide	LTP	NCC Contribution for 25 Years - A14 Cambridge to Huntingdon	£40,000	£0	£40,000	£0	£40,000	£0	Recurring annual spend for 25 Years from 2022/23
LTP	Broadland	LTP	Brundall Station Road	£10,000	£0	£0	£0	£0	£0	Feasibility study to inform possible bid for CIL funding
BSIP	Norwich	BSIP	Angel Road/Waterloo Road junction revision	£0	£10,000	£0	£633,000	£0	£0	
LTP	North Norfolk	LTP	Upper Sheringham - A148 A1082 Junction	£50,000	£0	£0	£0	£0	£0	Development of options to inform potential bidding opportunities
NCC	Norwich	NCC	Bracondale / King Street Junction	£0	£50,000	£0	£0	£0	£0	Feasibility Study

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Local Road Schemes cont.										
Developer S278	South Norfolk	Developer S278	Cringleford Roundhouse Way (S278 Barratt David Wilson)	£0	£1,963,000	£0	£0	£0	£0	
Developer S278	South Norfolk	Developer S278	Longwater Junction Improvement (S278 Persimmon)	£0	£2,400,000	£0	£0	£0	£0	
BDC	Broadland	BDC	Plumstead Road Junction Improvement	£0	£775,000	£0	£0	£0	£0	Timing yet to be confirmed with Broadland District Council and developer
Developer S278	Kings Lynn & West Norfolk	Developer S278	Knights Hill (S278 Barratt David Wilson)	£0	£2,700,000	£0	£0	£0	£0	
Traffic Management & Traffic Calming										
LTP	North Norfolk	LTP	Wells-Next-the-Sea - A149 Speed Limit	£90,000	£0	£0	£0	£0	£0	
Local Safety Schemes										
LTP	Countywide	LTP	Local safety schemes Feasibility / Preliminary Design	£15,000	£0	£15,000	£0	£15,000	£0	
LTP	Countywide	LTP	Safety Partnership Schemes / contribution to maintenance schemes	£10,000	£0	£10,000	£0	£10,000	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Local Safety Schemes cont.										
LTP	Great Yarmouth	LTP	Fritton and St Olaves - A143 - Double White Line Assessment	£11,000	£0	£0	£0	£0	£0	
LTP	Norwich	LTP	Norwich A147 Ketts Hill Barrack Street LSS Roundabout Improvements	£150,000	£0	£0	£0	£0	£0	
LTP	South Norfolk	LTP	Chedgrave A146/C554 Junction	£54,000	£0	£0	£0	£0	£0	
LTP	King's Lynn & West Norfolk	LTP	Northwold - A134 Methwold Road Signing and Lining	£3,000	£0	£0	£0	£0	£0	
LTP	Countywide	LTP	Unallocated local road scheme funding	£0	£0	£121,000	£0	£295,000	£0	To be allocated to individual schemes once identified and assessed.
LTP	North Norfolk	LTP	Stalham A149 Junction with Old Market Road AIP	£25,000	£0	£0	£0	£0	£0	

Appendix C: Proposed Highways Capital Improvements Programme 2023-24-25-26

Sub-programme	District	Main funding source	Scheme	2023/ 24	Other Funding	2024/ 25	Other Funding	2025/ 26	Other Funding	Comments
Local Safety Schemes										
NCC	Great Yarmouth	NCC	A149 Caister Bypass VRS	£20,000	£0	£0	£700,000	£0	£0	VRS solution will require a successful bid for capital funding to progress
LTP	Breckland	LTP	Stow Bedon - B1077 Brayes Lane / Caston Road	£20,000	£0	£0	£0	£0	£0	
LTP	South Norfolk	LTP	A140 Norwich to Scole iRAP Study	£0	£0	£144,00	£0	£0	£0	
LTP	North Norfolk	LTP	A149 Thorpe Market to Antingham Route Study	£0	£0	£30,000	£0	£0	£0	
LTP	Kings Lynn & West Norfolk	LTP	Welney - A1101 30mph Speed Limit Extension	£7,000	£0	£0	£0	£0	£0	
Other Schemes, Future Fees & Carry Over Costs										
NCC	Countywide	NCC	Members Fund	£0	£924,000	£0	£924,000	£0	£924,000	Increase to £11k per member from 2023/24
NCC	Countywide	NCC	Road Safety Community Fund	£0	£350,000	£0	£250,000	£0	£250,000	See Appendix E & F
Totals:				£1,331,000	£86,724,000	£1,331,000	£100,615,000	£1,331,000	£139,574,000	

£10m NCC ADDITIONAL CAPITAL MAINTENANCE FUNDING 2023/24

Work Type	2021-22	2022-23	2023-24	2024-25	Total
Resurfacing	£ 474,716	£ 681,600	£ 2,450,000	£ 1,948,595	£ 5,554,911
Resurfacing & drainage repairs		£ 400,000			£ 400,000
Surface Dressing	£ 1,100,000	£ 1,100,000	£ 500,000	£ 500,000	£ 3,200,000
Machine / Layered patching		£ 250,000	£ 40,000		£ 290,000
Bridge Maintenance		£ 132,000	£ 100,000		£ 232,000
Footways	£ 6,774	£ 156,315	£ 160,000		£ 323,089
	£ 1,581,490	£ 2,719,915	£ 3,250,000	£ 2,448,595	£ 10,000,000

Appendix E			
Road Safety Community Fund Scheme Proposals 2023-24			
Parish	Member	Scheme Type	Value of Works
Cromer	Cllr Adams	Speed Limit	£10,000
Felbrigg	Cllr Adams	Gateways	£10,000
Blakeney	Cllr Dalby	Contribution to PPI	£6,000
Fakenham	Cllr Fitzpatrick	Traffic Study	£5,000
Sculthorpe	Cllr Fitzpatrick	VAS signs	£16000
Knapton	Cllr Maxfield	Speed Limit	£10,000
Knapton-Mundesley	Cllr Maxfield	Speed Limit	£10,000
Overstrand	Cllr Maxfield	Waiting restrictions	£8,000
Trimingham	Cllr Maxfield	Traffic Study	£6,000
Sheringham	Cllr Oliver	Waiting restrictions	£9,000
Gresham	Cllr Vardy	Speed Limit	£10,000
Salthouse	Cllr Vardy	Gateways	£4,000
Salthouse	Cllr Vardy	Bus Stops	£7,250
A149 & A1151 Smallburgh to Sutton	Cllr Dixon	Speed Limit	£10,000
Sutton Village	Cllr Dixon	Signs & Road markings	£2,000
Sutton Village	Cllr Dixon	Gateways	£4,000
Fleggburgh	Cllr Grant	Sign improvements	£7,500
Rollesby	Cllr Grant	Speed limit extension & Gateway	£10,000
Caister on sea	Cllr P Carpenter	Gateways	£10,000
Colby and Banningham village	Cllr Penrose	Speed Limit	£7,000
Barton Turf, Catfield, East Ruston, Hickling, Horning, Horsey, Ingham, Lessingham, Neatishead, Potter Heigham, Sea Palling	Cllr Price	Road Markings	£10,800

North Walsham	Cllr Shires	Waiting restrictions	£9,000
North Walsham	Cllr Shires	Waiting restrictions	£9,000
Walcott	Cllr Shires	Waiting restrictions	£10,000
Coltishall	Cllr Whymark	Waiting restrictions	£9,000
Woodbastwick	Cllr Whymark	Signs	£1,500
Blickling	Cllr Riley	Speed Limit and Gateways	£10,000
Stratton Strawless/ Hainford	Cllr Roper	Traffic Study	£10,000
Thorpe St. Andrew	Cllr Mackie	New footway	£5,000
Old Catton	Cllr Vincent	Traffic Study	£8,000
Old Catton	Cllr Vincent	Traffic Study	£10,000
Old Catton	Cllr Vincent	Traffic Study	£5,000
Bradwell	Cllr Annison	Signs	£1,000
Fritton St Olaves	Cllr Annison	Traffic Study	£6,000
Freethorpe	Cllr Hempsall	Advisory 20mph with wig wags	£10,000
Reedham	Cllr Hempsall	Signs & Bollards	£7,000
Reedham	Cllr Hempsall	Prohibition of motor vehicles	£10,000
Postwick	Cllr Proctor	Speed Limit	£10,000
Bradwell (3 schools)	Cllr Smith & Cllr Annison	Advisory 20mph with wig wags	£25,000
Magdalen	Cllr Walker	Waiting restrictions	£6,000
Magdalen	Cllr Walker	Waiting restrictions	£5,250
Gorleston	Cllr Plant	Advisory 20mph with wig wags	£10,000
		Total NCC budget	£349,300

Road Safety Community Fund Timescales - Second & Third Years

Area	Activity	2022-23												2023-24											
		MONTH												MONTH											
		A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M
North Norfolk, Broadland & Gt Yarmouth	Send out letters to Members explaining the RSCF and bidding process																								
	Members contact their parishes and discuss ideas with their local Highway Engineer. Then submit bids to HE/RSCF Team (ideally prioritise all bids).																								
	RSCF Team collates all bids & evaluates against funding criteria;once deadline for submissions has passed, produce summaries of all bids received; shortlist, prioritise and produce Design Briefs for the proposed successful bids.																								
	RSCF Team submit proposed schemes to Asset & Capital Programme Team for inclusion within the Capital ProgrammeReport for the March budget setting Committee meeting.																								
	Letters sent to all Members notifying outcome of bids.																								
	Scheme briefs handed over to Highways Design Team for resourcing and detailed design.																								
	Programme Meetings held (including Design & contractors) to discuss proposed schemes, delivery plan, design progress, start dates, scheme progress, completion & final accounts etc																								

Road Safety Community Fund Timescales - Third & Fourth Years

Area	Activity	2023-24												2024-25											
		MONTH												MONTH											
		A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M
South Norfolk & Breckland	Send out letters to Members explaining the RSCF and bidding process																								
	Members contact their parishes and discuss ideas with their local Highway Engineer. Then submit bids to HE/RSCF Team (ideally prioritise all bids).																								
	RSCF Team collates all bids & evaluates against funding criteria;once deadline for submissions has passed, produce summaries of all bids received; shortlist, prioritise and produce Design Briefs for the proposed successful bids.																								
	RSCF Team submit proposed schemes to Asset & Capital Programme Team for inclusion within the Capital ProgrammeReport for the March budget setting Committee meeting.																								
	Letters sent to all Members notifying outcome of bids.																								
	Scheme briefs handed over to Highways Design Team for resourcing and detailed design.																								
	Programme Meetings held (including Design & contractors) to discuss proposed schemes, delivery plan, design progress, start dates, scheme progress, completion & final accounts etc																								

Road Safety Community Fund Timescales - Fourth & Fifth Years

Area	Activity	2024-25												2025-26											
		MONTH												MONTH											
		A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M
Norwich & Other Subsequent Requests	Send out letters to Members explaining the RSCF and bidding process																								
	Members contact their parishes and discuss ideas with their local Highway Engineer. Then submit bids to HE/RSCF Team (ideally prioritise all bids).																								
	RSCF Team collates all bids & evaluates against funding criteria;once deadline for submissions has passed, produce summaries of all bids received; shortlist, prioritise and produce Design Briefs for the proposed successful bids.																								
	RSCF Team submit proposed schemes to Asset & Capital Programme Team for inclusion within the Capital ProgrammeReport for the March budget setting Committee meeting.																								
	Letters sent to all Members notifying outcome of bids.																								
	Scheme briefs handed over to Highways Design Team for resourcing and detailed design.																								
	Programme Meetings held (including Design & contractors) to discuss proposed schemes, delivery plan, design progress, start dates, scheme progress, completion & final accounts etc																								

Cabinet

Item No:12

Report Title: Norfolk Investment Framework Pilot Projects

Date of Meeting: 06 March 2023

Responsible Cabinet Member: Cllr Graham Plant & Cllr Fabian Eagle (Deputy Leader and Cabinet Member for Growing the Economy)

Responsible Director: Vince Muspratt, Director Growth & Development

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 02 February 2023

Executive Summary / Introduction from Cabinet Member

The Norfolk Investment Framework (NIF), endorsed by Cabinet 6 June 2022, will allow Norfolk to self-determine long-term investment priorities and ensure the collective benefits of those investments are shared by all residents.

The County Council commissioned an 'investment framework' for the county in response to a number of factors, including the Government's Levelling Up White Paper, which aims to boost productivity, pay, jobs and living standards by growing the private sector; and spread opportunities and improve public services, especially in those places where they are weakest.

There is a desire to create a step-change in the economic profile of the county, a direction set by the Norfolk and Suffolk Economic Strategy. In addition, there will now be a move away from EU funding to a new national financial framework, with more competition for funding, highlighting the need to clearly evidence Norfolk's challenges, but also our scope to contribute to the national economy. Underpinning the Norfolk Investment Framework is a comprehensive evidence base about the county - its places, people and sectors. Four 'Grand Challenges' and associated thematic objectives have been identified, to help focus where to target intervention.

On 8th December 2022, an in-principle County Deal for Norfolk was announced by Government. Striking a deal will help us to boost our economy through jobs, training,

housing, and development; to improve our transport network and to support our environment. A County Deal allows Norfolk County Council to work with key stakeholders to take forward local priorities over the longer term. The Norfolk Investment Framework demonstrates there is a strong evidence base for the strategic issues that exist for Norfolk. Norfolk County Council will therefore continue work with stakeholders, to develop a collaborative approach to developing interventions that meet local community needs. To work together to provide a range of social, economic and environmental benefits.

With the Norfolk Investment Framework in place, funding has been secured from Norfolk County Council's share of retained pooled business rates in 2023/24. This funding enables us to take forward pilot activity and start to deliver interventions that address the Grand Challenges, in addition to working with stakeholders to develop a med-longer term intervention.

Workshops for each of the Grand Challenges were held during October 2022, providing an introduction to the Norfolk Investment Framework, presentations on main barriers to each challenge from industry/ educational leaders, and opportunity to have breakout sessions to delve deeper into specific thematic objectives. The session then explored design of interventions/ projects that will address the grand challenge and provide a range of social, economic and environmental benefits.

Following the workshops, 64 Expressions of Interest forms were received from stakeholders, seeking to deliver pilot projects that help to address the NIF Grand Challenges (People, Business, Climate Change, Public Services). Facilitators supported applicants, and from the EOIs, 30 full business case applications were submitted. The full application deadline closed 18th November. The business cases have been independently appraised, and a shortlist of recommended projects is detailed in this report.

The recommended NIF pilot projects were endorsed by the Norfolk Investment Framework Steering Group on 24th January 2023 and are presented in this report to Cabinet for approval. It is hoped that the NIF pilot projects will commence in April 2023. This will enable Norfolk County Council to work with stakeholders to start to implement the Norfolk Investment Framework and address the grand challenges identified. The learning from the pilots will help inform the design for scaled up, med-longer term interventions, that work towards addressing improvements in pay, productivity, skills in addition to improvements in public services and tackling climate change.

In addition to pilot project delivery, Norfolk County Council will continue to engage with stakeholders, hold workshop sessions, to further design interventions that will focus delivery in target areas as outlined in the NIF and create a shift change for Norfolk's economic profile.

Recommendations:

1. **For Cabinet to approve £1,500,000 funding within the 2023/24 budget, to deliver the Norfolk Investment Framework (NIF) pilot projects recommended for approval in this report.**
2. **For a performance update report on the NIF Pilot Projects to be brought back to Cabinet in April 2024.**

1. Background and Purpose

1.1 The Norfolk Investment Framework provides an evidence base for the design of future large-scale projects and investment. It is a tool to leverage further funding, and attract investment.

1.2 The County Council commissioned an 'investment framework' for the county in response to a number of factors, including the Government's Levelling Up White Paper, which aims to:

- Boost productivity, pay, jobs and living standards by growing the private sector
- Spread opportunities and improve public services, especially in those places where they are weakest
- The desire create a step-change in the economic profile of the county, a direction set by the Norfolk and Suffolk Economic Strategy.
- The move away from EU funding to a new national financial framework, with more competition for funding, highlighting the need to clearly evidence our challenges, but also our scope to contribute to the national economy

1.3 Underpinning the Framework is a comprehensive evidence base about the county - its places, people and sectors.

1.4 Based on this detailed data and analysis, the Framework itself is a set of high-level investment priorities designed to tackle four 'grand challenges' that Norfolk faces:

- **Grand Challenge 1:** To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism
- **Grand Challenge 2:** To provide effective and efficient public services to a spatially dispersed population
- **Grand Challenge 3:** To strengthen and future-proof business clusters, to grow the economy
- **Grand Challenge 4:** To protect Norfolk's economic and natural assets from climate change

1.5 These four challenges are then broken down into ‘thematic objectives’ covering the period 2022-26, with specific ‘example interventions’ - so it’s clear how delivery against each objective could be achieved, and what success might look like.

1.6 Both the evidence base and the Framework were consulted on, involving public, private and voluntary sector bodies and community groups. The Framework and its supporting evidence document were endorsed by the County Council’s Cabinet on 6 June 2022.

1.7 The Norfolk Investment Framework (NIF) will allow Norfolk to determine long-term investment priorities and ensure the collective benefits of those investments are shared by all residents.

1.8 Government grant funding packages often come with short-term objectives, pre-determined project outcomes and tight delivery deadlines; or are assessed by very specific criteria that can sometimes limit the ambitions of projects. This can stymie innovation.

1.9 Norfolk’s challenges and opportunities are multifaceted and require long-term, steady investment, alongside short bursts of grant funding. If our collective efforts could be coalesced around a small number of medium-term priorities, and steady investment secured, we believe the benefits to the County could be transformative.

1.10 The NIF sets out medium-term investment priorities which reflect Norfolk’s unique economic, social, spatial and environmental dynamics. By establishing these priorities, committing to them through the NIF and communicating them widely, we hope:

- A wider range of potential project sponsors from across the private and public sector will be inspired to work on innovative projects for the good of Norfolk
- By establishing our priorities and committing to them, investment in development time for more complex projects will be de-risked
- Multi-disciplinary and innovative projects will become more common as traditional policy silos for funding are broken
- New sources of private investment capital will be drawn to Norfolk as innovative practical solutions are trialled and Norfolk’s reputation for public service innovation becomes more widely known.

1.11 With the Norfolk Investment Framework in place, short-term funding has been secured from the Norfolk County Council portion of retained pooled business rates, to take forward pilot activity and start to deliver interventions to address the Grand Challenges; in addition to working with stakeholders to develop medium-longer term interventions.

1.12 At the September 2022 NIF Steering Group meeting, a process for engagement and workshops was set out, including introduction to a new NIF facilitation team, in order to take forward the investment framework and to work with stakeholders to design interventions. The opportunity to apply for the short-term pilot

funding would also be highlighted at the workshop sessions, in addition to seeking ongoing participation in developing med-long interventions to address the Grand Challenges.

1.13 Workshops for each of the Grand Challenges were held during October 2022. The workshops provided an introduction to the Norfolk Investment Framework and included presentations on main barriers to each challenge from industry and educational leaders, and also provided the opportunity to have breakout sessions to delve deeper into specific thematic objectives, to start to design interventions.

1.14 The workshops also included an introduction NIF facilitation team, to support stakeholders to develop project concepts. For the pilot funding opportunity, the facilitators advised they would be looking for projects that:

- Have a good rationale – the project concept is well developed, or the case for feasibility required is evidenced. Meets a market failure
- A good strategic fit with the Norfolk Investment Framework – aligns to a grand challenge and thematic objective
- Proposal demonstrates deliverability – clear on how the project will be delivered, partners involved, match funding in place (where required), timescales for delivery and milestones identified
- The project demonstrates impact – outcomes of what will be delivered through the pilot activity.

1.15 Following the workshops, 64 EOIs were received. A project facilitation team then worked with the applicants to determine whether the proposal was well developed/ suitable for the pilot phase.

1.16 The business case application asked for strategic alignment to the NIF grand challenges and thematic objectives, clear rationale – demand and needs for the project, evidence of deliverability and clear milestones for delivery, cost profiles, outputs and outcomes, partners involved, details of match funding (although this was not a condition of funding), consideration for any competition or displacement, monitoring and evaluation, sustainability of the project and what the pilot would enable. Supporting documents to provide evidence were also requested, with a checklist.

1.17 30 full business case applications were submitted by the deadline, with a combined ask of over £3,000,000

1.18 The full business case applications received were independently appraised and a shortlist of projects recommended for funding. The recommended NIF pilot projects were endorsed by the Norfolk Investment Framework Steering Group on 24th January 2023 and are presented in this report to Cabinet for approval.

2. Proposal – Pilot Projects Recommended for Approval

2.1 Table 1 provides a summary of the business case applications that the appraisal team and moderators have recommended for approval.

Table 1: NIF Pilot projects recommended for approval

	Project Name	Lead Applicant	NIF requested	Total Project
1	Seaweed in East Anglia (SEA)	Hethel Innovation	£ 97,244	£ 116,389
2	Net Zero East RENEW	Net Zero East	£ 60,000	£ 60,000
3	Net Zero Norfolk Communities	Net Zero East	£ 150,850	£ 150,850
4	Clean Hydrogen Strategy	South Norfolk and Broadland Council	£ 74,000	£ 75,000
5	Agri Food Industrial Decarbonisation	New Anglia LEP	£ 81,830	£ 91,830
6	Skills Workforce Initiative	Norfolk County Council	£ 226,812	£ 239,352
7	Wayland DCMC	Breckland District Council	£ 125,000	£ 150,000
8	Norwich Solar System	Norwich BID	£ 25,000	£ 30,000
9	Digital Access Skills & Attainment (DASA)	Norfolk County Council	£ 233,834	£ 233,834
10	Rural EV Charging	Norfolk County Council	£ 175,000	£ 226,500
11	Fintech Cluster Development	Tech East	£ 81,018	£ 149,018
12	County-wide Housing Retrofit Strategy	Norfolk County Council	£ 169,412	£ 169,412
		Total	£ 1,500,000	£ 1,692,185

2.2 The total NIF funds for the pilot projects recommended for approval is £1,500,000.

2.3 The pilot projects recommended for approval in this report scored the highest in terms of strategic alignment with the Norfolk Investment Framework, additionality, development of concept, deliverability, impact and sustainability.

2.4 Seaweed in East Anglia

Project Summary

Seaweed in East Anglia (SEA) aims to develop a sustainable and viable seaweed industry in the East of England.

The project looks to address Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change

The Seaweed in East Anglia (SEA) project builds on challenges identified as part of the Algae Innovation Platform (AIP), founded in June 2021 by Hethel Innovation (HIL). The platform brings 90 local, domestic and international stakeholders together to understand how to develop a sustainable and viable seaweed industry.

Seaweed could be an important future feedstock for the UK with wider applications in food, fertilisers, animal feed, biofuels, bioplastics and more. For example, seaweed offers an alternative to traditional animal feed due to its high protein content. A new seaweed feed product could take a share of the existing £6.6bn UK animal feed market. This could help to reduce feed costs but also improve the quality of meat, milk, and egg products.

There is interest in accelerating UK seaweed production, as demonstrated by England and Scotland national aquaculture strategies, and the increasing number of seaweed-related businesses in the country (which has doubled since 2016).

With 90 miles of coastline bordering the North Sea, Norfolk has an opportunity to establish a seaweed industry. However, despite interest in seaweed farms, there is no seaweed production or processing in Norfolk. There is an opportunity to develop a seaweed-based value chain in the region, supporting existing businesses in the sector and developing local supply chains.

Developing a seaweed industry and taking advantage of the growing market is a great opportunity for Norfolk, with several local companies already using or wanting to use seaweed in food, sustainable plastic packaging, and antimicrobial products. Norfolk-farmed seaweed would enable these companies to use local seaweed in their products, strengthening their supply chain, growing a regional economy that will deliver investment and jobs, and reducing their carbon footprint through reduced transport emissions.

This project will work with partners in the Netherlands, who are already implementing multi-use sea farms, and this pilot will enable Norfolk to learn best practices to be implemented here.

Outcomes include an increase in investment into Norfolk's Seaweed Industry, increase awareness of seaweed innovation capabilities in Norfolk, increase awareness of co-location demonstrator project possibilities in the region, with longer term outcomes for job creation, supply chain development and creating sustainable products.

2.5 Net Zero Re-diversion Network for Eastern Water (East RENEW)

Project Summary

Norfolk, the UK's driest county, faces increasing pressure on its water supply-demand balance. However, during flooding and other events, valuable freshwater is pumped from drainage ditches into the North Sea, where it becomes unusable.

Using in-depth understanding of the local area and supplementing it with best practice examples of water management projects, Net Zero East propose to undertake a feasibility study into the re-diversion of rainwater, surface and drainage water towards key stakeholders or storage locations across Norfolk.

The project looks to address Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change

The project will conduct an investigation into combining storage with desalination technology to further increase the resilience of local water supplies. The cross-sector approach will consider resource constraints, government priorities and current political narratives to assist in solving scarcity issues across the water-energy-food-nexus within the region, as well as providing recommendations to policymakers.

Net Zero East will undertake a feasibility study into the efficient movement of water throughout Norfolk. This would include proposing the option to redivert valuable drainage water to alternative locations for direct use or storage, identifying key stakeholders and potential users, assessing the viability of desalination as a source of freshwater in case of particularly severe drought conditions, and commenting on the wider water economy developing across the region. The approach would also employ a GIS mapping platform to spatially identify clusters of areas with high water demand and other challenges that stakeholders may face within the region. This would allow us to determine what might work, and under what circumstances.

The feasibility study will consider how rediverting rainwater, surface and drainage water to shared infrastructure could benefit cross-sector demands, focus on:

- Understand opportunities to better utilise existing drainage and run-off water bodies, by rediverting it to locations of high-water demand or storage.
- Highlight how assets, such as reservoirs and storage, could be shared across sectors to provide maximum benefit and reduce single-entity costs.
- Recognise that as water is a key requirement for energy and food production, desalination plants will be necessary. These facilities could create additional benefits by providing water to shared reservoirs to bolster the water supply and develop resilience of future water supply.

Throughout Norfolk and the wider area, the water supply-demand balance is coming under pressure due to population growth as well as increasing agricultural, industrial, and conservational uses. The region has a significant proportion of the nation's food

including fruit and vegetable crops, with produce delivered into a food processing industry that is the UK's largest manufacturing sector. It is also host to significant power generation assets that require water for cooling, and in future could host significant green hydrogen assets which require freshwater as a feedstock.

These challenges are further pronounced within the East due to extended periods of drought, and low-volume, yet high-intensity rainfall. Anglian Water predicts that by 2045 the East of England will be in a deficit of 144 million litres a day. Moreover, recent changes to abstraction licenses within the region have further limited the availability of water by up to 60% for many key sectors.

The study will be supported directly by Water Resources East (WRE), and work in collaboration with Reclaim the Rain and the Internal Drainage Board (Water Management Alliance) around data collection. Other firms, including Anglian Water, Essex & Suffolk Water, Conrad Energy, Sizewell C, Scottish Power, and ADA have also highlighted significant interest in this cross-sector initiative.

2.6 Net Zero Norfolk Communities

Project Summary

The project proposes to create a maximum of six Net Zero Norfolk Communities within Norfolk's local authorities, by applying the Net Zero Leiston methodology to create a route map for chosen communities in Norfolk.

The project looks to address Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change

In 2020 EDF and Sizewell C initiated the Net Zero Leiston project in partnership with Leiston town council and residents to create Suffolk's first Net Zero Community. By the end of the project, it had established a community-approved route map for Leiston to achieve Net Zero by 2030. Net Zero East facilitated the project from the outset and are poised to lead the next phase. By replicating this approach at comparable Norfolk locations, this could accelerate decarbonisation activities, foster increased community engagement and drive the creation of Net Zero business clusters.

More urgent action has been called for locally to reduce carbon emissions, with many of the local authorities working collaboratively with stakeholders towards the aspiration of being carbon neutral by 2030 or 2035. Importantly, whilst it is acknowledged that local authorities have the power to influence certain decarbonisation activities, to stimulate the widest adoption of Net Zero measures possible, local residents and businesses must also be engaged and involved in decision making. Therefore, the project will help enable and accelerate technological and behavioural changes to reach Net Zero across the Norfolk communities

Identifying the most suitable locations across the local authorities for a Net Zero Community Route map to be created is based off infrastructure pinch points, area and population size, local strategies and appetite.

The project would then involve the following delivery steps:

- Creating a detailed carbon baseline and carbon budget for each of the communities across buildings, transport, agriculture, and land use sectors. This will be aided by an E-Mapping platform which currently holds 170 data layers including; energy infrastructure, social indicators, housing stock, transport.
- Recommending how a just transition to Net Zero can be achieved at each location through direct community engagement, via surveys, workshops, and interviews. Whilst also considering vulnerable residents, and social value.
- Outlining a range of carbon reduction scenarios through proposed low carbon technologies, and the required uptake by residents and businesses within the study areas to stay within its carbon budget.
- Providing a financial map for each of the communities which addresses the opportunities and challenges with existing financing options, as well as previous case studies to show how the changes required for a typical home and business could be paid, for in each of the communities.
- Delivering a draft and final report for each of the communities which outlines a clear route map to net zero. This would involve further community engagement via public exhibitions.

A key part of the methodology is building community support to ensure longevity of the project. To do this each location, would be actively engaged with by:

- Holding consultation talks with local councillors and organisations.
- Hosting local events to actively engage with each of the communities.
- Creating an online survey for local residents.
- Regularly circulating overview reports designed to be understood by a wide audience.

2.7 Clean Hydrogen Strategy

Project Summary

The project proposes to develop a detailed clean hydrogen strategy for the Cambridge Norwich Tech Corridor (CNTC) area. The strategy will drive forward the delivery of a clean hydrogen economy in the CNTC area and will therefore support Norfolk's wider progress towards net-zero.

The project looks to address Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change

A recent, Norfolk wide, green hydrogen feasibility study recognised that the geographical area of the CNTC is well positioned to support with the delivery of both local, and national priorities, for achieving net-zero, but recommended that a more detailed appraisal of the area was needed to provide a deliverable production and distribution model for Clean Hydrogen in the near-term. This project will deliver two key outcomes:

- A strategic design that will outline a production and distribution model to support wider decarbonisation in industry and transport across Norfolk.
- A Geospatial map highlighting existing energy infrastructure, grid capacity restraints, stakeholders, planning permission and allocated sites.

The CNTC's proximity to the 'Energy Coast' and existing strengths throughout the energy supply chain, means it presents an opportunity to bring together and enhance the talent in the region and become a showcase for Clean Hydrogen technologies. Clean Hydrogen has the potential to support the marketplace by allow for a transition towards net-zero within existing hard-to decarbonise sectors, such as:

- Transport – long range HGVs, haulage, RCVs, rail, and shipping
- Industrial – high heat demand, manufacturing, processing, heavy industries

The study will also review best practice from the Aberdeen Hydrogen Hub. H2 Aberdeen is an initiative working to develop a hydrogen economy in the Aberdeen City Region. Since the project begun, Aberdeen has successfully established a fleet of 57 hydrogen vehicles, with 35 more expected over the next three years. Aberdeen Hydrogen Hub will create a springboard for widescale economic growth, future investment, technology development and jobs across the region.

Outputs will include development of a detailed CNTC hydrogen strategy which considers jobs, skills, supply chains, economic growth, and the environment - identification of potential suppliers and offtakes. The project will also include develop delivery and financial models (public/private sector partnerships, SPVs, JVs), and an analysis of skill requirements and opportunities to facilitate Clean Hydrogen.

This is a partnership project between South Norfolk and Broadland Council and Breckland Council.

2.8 Agri-food Industrial Decarbonisation

Project Summary

This project builds on the Road to Net Zero Business Support Programme by developing a Norfolk-wide industry-led roadmap, establishing how best to support agri-food and land management to decarbonise by capitalising on local strategic opportunities and the broader supporting economic pillars of innovation, skills, business support and infrastructure.

The project looks to address Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change

The project takes a targeted approach, with respect to industrial emissions in Norfolk in that 35% of all emissions are from this sector and 51% of those emissions are from agri-food. Opportunities will be taken to diffuse innovation/knowledge across the economy, including less energy intensive industries such as advanced manufacturing and engineering as appropriate. It will also look to use knowledge from the large industrial emitters across Norfolk such as British Sugar, Bacton, Palm Paper and the two Power Stations (Great Yarmouth and King's Lynn) to support SME peer-to-peer learning in the agri-food sector and beyond.

This pilot project is designed to begin to address challenges through building information and knowledge through peer-to-peer and personalised support as well as greater regional collaboration. The project will also develop trust through relevant and competent engagement.

The project is led by the New Anglia LEP, in partnership with British Sugar, KTN, University of East Anglia (UEA), the Norfolk Climate Change Partnership, Norfolk Chambers of Commerce and the FSB.

The key workstreams will include:

- An enabling route map around challenges and opportunities
- A collaborative net zero network of large industrial emitters
- A series of peer-to-peer knowledge exchange workshops led by the KTN focused on specific net zero measures including process, resource and energy efficiency, heat and building decarbonisation, renewable local energy, business planning and circular economy – building on the events element of the RTNZ CRF programme – UEA will provide materials.
- Better understanding of the agri-food scope of challenge and opportunity including consideration of value chain emissions
- Working with the CLA, NFU, Anglian Farmers, RNAA, NFWAG and Water Resources East to see where synergies can be found.
- An innovation and technology investment pipeline capturing clean growth opportunities around hydrogen and carbon capture, usage and storage in particular

This project would be the first of its kind in the country. Agri-food is one of the largest sectors in Norfolk and has a number of large companies that are amongst the biggest emitters in the region. This pilot would place Norfolk in a prime position to take a lead in this area.

The programme will run for one year with the view that the outputs will be used to develop the case for further funding for a scale-up across other sectors in the future

2.9 **Skills Workforce Initiative**

Project Summary

The Skills Workforce initiative aims to increase supply, quality and accessibility of provision in colleges, addressing Norfolk's recruitment and retention of tutors. Outcomes delivered within pilot phase, will be used to develop an evidence base & rationale for fuller scalability.

The project aligns with Grand Challenge 1: To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism, and Grand Challenge 2: To provide effective and efficient public services to a spatially dispersed population.

Recruitment and retention of skilled technical vocational teaching staff is a national challenge. The project application includes details of the economic impact of skills shortages, provided by the Principals of Norfolk's three FE Colleges, evidence the challenge. Skilled vocational teaching staff shortages was highlighted by all Norfolk's three FE Colleges as a persistent threat to the stability of the Norfolk skills offer. The project proposes to:

- Address the significant recruitment and retention challenges for skilled vocational staff that exist nationally and are amplified locally because of countywide lower skill levels and accessibility issues.
- Work with Norfolk's four largest adult learning providers (College of West Anglia, City College Norwich, East Coast College, Norfolk Adult Learning Service) to build and trial bespoke solutions to address these challenges, deliverable from April 2023
- Split funding across the partner adult learning providers, ensuring broad range of testbed activity.
- Provide 'freedom in a framework' for them to build solutions to their challenges that are scalable to maximise lessons learnt to share across institutions and independent training providers
- Demonstration of how approach builds sustainability or increases capacity in the skills system for learners of all ages, evidenced outputs linked to designed models

This multi-organisational approach maximises opportunities for both knowledge-sharing and the provision of long-term impact. The project will develop methods through which teaching staff can be attracted and retained in the profession, with key objective to increase the capacity of these providers to support low skilled and disadvantaged learners.

Pilot activities will include:

- Feasibility and development of a graduate bursary scheme, introducing teaching opportunities to higher education learners.

- Employer incentives – establishing FE/Employer partnerships in the release of staff for teaching duties and utilising tutoring in continual professional development opportunity.
- The feasibility of developing Norfolk Kitemark and quality assurance process in tutor recruitment.
- Introducing teaching opportunity for higher education students, releasing the potential to utilise learners within Masters/PHD cohorts

Improving capacity and supporting the skills infrastructure of the county, the project aims to raise the social mobility of residents by increasing access to learning, career aspiration and opportunity for higher earning employment.

2.10 **Wayland Digital Creative Media Centre (DCMC)**

Project Summary

The aim of the project is to develop a Full Business Case, and Proof of Concept delivery, for the development of a mixed-use facility on Watton High Street, with a focus on the digital and creative media sector. The project is fairly innovative for the region as it promotes digital and creative media in the county, catering to the rural area outside of Norwich.

The project aligns with Grand Challenge 1: To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism; Grand Challenge 2: To provide effective and efficient public services to a spatially dispersed population; and Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy.

This project address rural accessibility to digital and creative skills and incubation facilities. The new Centre will contain flexible office, incubation, and training space, with a focus on the digital and creative media sector. Other facilities will also be incorporated to ensure that this is a hub for residents too

Existing facilities and businesses are mostly located in Norwich at present, so this will allow individuals, particularly young people, in the county to have better access to resources. This project is for the provisional stages of the wider project and, if successful, will support future bids for funding.

The project is led by Breckland Council and the Wayland Partnership and is supported by several organisations from across Norfolk. Work has been undertaken by the project team to understand demand. Engagement has been undertaken and is ongoing, a strategic outline case has been produced and some early design work has been delivered.

The Wayland Digital & Creative Media Centre would be a mixed-use facility, there would be several key demographics that would be targeted. Firstly, the office and

incubation space would focus on the digital and creative media sector. This is also why other complimentary facilities would be included, such as podcast studios & gaming theatre, to improve the overall offer for start-ups and entrepreneurs in this sector. Young people in Norfolk will also be targeted, both through the provision of skills and training in the digital and creative media sector, as well as through increased leisure options for young people to meet and socialise in a safe environment.

As part of a larger piece of research undertaken over the last few years, entitled Future Breckland, involving a significant amount of resident consultation, the lack of activities and places for young people to meet was highlighted across all of the District's market towns. The DCMC will offer a safe space for meeting and youth relevant activities, both social and educational. This regular youth engagement and attendance will drive wellbeing gains amongst this cohort. Initial feasibility research suggests a moderate estimate of 72 new jobs from the Centre. The project aims to support the provision of better paid, more productive jobs for the County's residents, whilst also supporting the expansion of digital and creative businesses by increasing the local talent pool.

2.11 **Norwich Solar System**

Project Summary

Led by Norwich Business Improvement District (BID), with support from Norwich City Council, the aim of this project is to turn the Norwich BID area into, potentially, the UK's largest urban solar farm and then form businesses into an energy consortium to use the energy generated.

The project looks to address NIF grand challenges Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change.

This project specifically aims to create a network, a Norwich net zero business cluster, which can undertake research projects and allow knowledge exchange. The initial focus of the research will be on the potential development of rooftop solar in the Greater Norwich area and will include a survey of potential sites for installations. Key activity includes :

- Norwich Bid will arrange meetings across 8 districts in the city centre, set up a local steering group to develop an agenda and research framework, and then deliver a conference to explore findings and agree priorities.

- A report with the results of the meetings and recommendation for action will be completed. Also, a Bio Solar PV feasibility study will be carried out - this will clearly set out the methodology required to develop a (biosolar) rooftop energy generation offer.

Once established, the 'Norwich Net Zero Business Network' will identify, fully explore and prioritise projects in workshops during the initial phase.

As part of an extensive consultation, Norwich BID have evidenced that there is an appetite to explore the usage of rooftops to offer low-cost solar Photo Voltaic (PV) for businesses, schools and community organisations across Norwich. The BID would like to undertake prototype development, research trials and creation of shared asset investments, which could look at combining solar panels with Biosolar green roofs, combining the energy-generating capability of a solar PV array and the water retaining, habitat generating benefits of green roof systems.

The project will be led by Norwich BID, with support from the steering group:, Norwich Eco Hub, The FSB, UEA, Norwich City Council and Tyndall Centre for Climate Change.

A significant element of this project is enabling collective efforts from a range of potential partners, leading to future collaborative working. The network can undertake or commission research projects, priority setting exercises and allow knowledge exchange initiatives identified as being important. This project will connect numerous organisations across Norfolk including existing partners as well as organisations including Norfolk Climate Change Partnership, Norwich Climate Commission, Net Zero East as well as others.

2.12 Digital Access Skills & attainment

Project Summary

Digital Access Skills & Attainment (DASA) is an innovative project pilot that will target digital access, skills and attainment connecting people with services. Driving down need for the public sector whilst increasing social, economic and health benefits.

The project aligns with Grand Challenge 1: To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism, and Grand Challenge 2: To provide effective and efficient public services to a spatially dispersed population.

This project is led by Norfolk Council, in partnership with Thrive by Design, Borough Council of King's Lynn & West Norfolk, Norfolk Community Foundation and Community Action Norfolk.

Digitisation is going ahead at a rapid pace. Those who aren't digitally skilled will be left behind. Less access to employment opportunities, career progression, services and information means this group becomes increasingly vulnerable at an increasing cost to the public sector. As more and more of our public services move online, there is a risk that without support some of our most vulnerable residents will be "left behind" with no access to public sector support. Whilst there are a number of small initiatives taking place across the county, this pilot will produce a model to remove silos, increase access and provide bespoke higher quality support whilst also reducing cost to the public sector.

DASA will deliver digital inclusion by:

- Working collaboratively with our partners engaging and co-designing the service with residents
- Building on a shared strategy based on an understanding of local needs and assets and a systematic approach to tackle digital exclusion.
- Undertaking a targeted pilot in a digitally excluded rural area which is scalable and based on a "person centred" "trusted place trusted relationship" model.
- Trialling creative and innovative solutions to address digital exclusion in an agile and adaptable way.
- Identifying online assistance needs as part of existing conversations and signposting to an "online assistance" support hub which will triage and coordinate a package of wraparound support around the individual's needs using the resources of the council and its partners.
- Using existing resources such as libraries, foodbanks, health assets as a method of delivery and providing additional resource to provide online support.
- Monitoring and measuring the impact refining the offer based on data and feedback. What works well, what needs improvement?
- Building evaluation alongside the development of the service development

The project will target older people, people with acute health conditions and disabilities, job seekers and low-income households and families. A pilot area in West Norfolk has been selected, due to population density being high for 65 plus and few existing digital inclusion activities in place. Connectivity is poor and deprivation is high.

Norfolk County Council and its partners aim to enable our residents to have digital skills for life, work, engaging in their communities and accessing information to thrive in today's digital world.

2.13 **Rural EV Charging**

Project Summary

The Rural EV charging project will be the first step in ensuring that resident and visitors to rural Norfolk have access to public EV charging points. Much of the focus

of EV support funding has gone to urban and sub-urban areas, yet the rurality of the county demands a county wide active travel/ sustainable travel network with a focus on our natural asset base. The project proposes to increase availability of EVCPs in areas where facilities could not be otherwise provided.

The project aligns with Grand Challenge 2: To provide effective and efficient public services to a spatially dispersed population; Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change.

Norfolk's rural residents also suffer from Grid constraints that can restrict EV take-up. Increasing the availability of public electric vehicle charging point (EVCP) facilities in rural communities by fully exploiting existing public and private infrastructure, a project partnership of Norfolk County Council and Anglia Car Charging (who are providing match funding), this project will look to incubate growth in EV ownership by improving the availability of public EVCP facilities across the project area.

Transport is the largest source of greenhouse gas emissions in the UK at 24%, with passenger cars making up most of this proportion (2020 UK GHG Emissions report). The transition to EVs can make the biggest short-term difference to greenhouse gas emissions.

The biggest barrier to EVCP rollout is lack of both private and public investment. This project will demonstrate the tangible benefits of business owners of providing EVCPs, including increasing business custom as a result of attracting customers by providing facilities that meet the needs of prospective customers and benefitting from the resulting dwell times while vehicles are charging.

The Norfolk Broads alone brings in 8 million visitors a year and contribute over £665m to the Norfolk Economy. The project will collaborate with the Broads Authority on proposals. Some boating companies already have electric day-boats on their fleets, opening this provision and having electric road and water vehicles back-to-back would showcase multi-modal green transport charging infrastructure. This approach would also complement the Broads Authority's ambition of having Net Zero Broads area as detailed in their Electrifying the Broads vision.

The project proposes to increase availability of EVCPs in areas where facilities could not be otherwise provided due to energy grid capacity constraints by trialling modular solar car port chargers. This would serve to lessen the strain on the grid and reduce the cost of electricity used.

This project proposal consists of shovel-ready initiatives including prospective parish councils and private businesses who have agreed to be involved in the project proposals. A local chargepoint supplier/operator has also committed to providing match funding towards this project.

2.14 **Fintech Cluster**

Project Summary

The project, led by TechEast and supported by Aviva and the Norwich Financial Industries Group, will boost Norwich and Norfolk's profile as a fintech cluster, boosting its reputation and credibility, and providing a roadmap for growth.

The project looks to address Grand Challenge 1: To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism; Grand Challenge 3: To strengthen and future-proof business clusters, to grow the economy and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change.

Norfolk (centred on Greater Norwich) has a growing Fintech cluster that has yet to be recognised nationally. Fintech is one of the UK's fastest growing sectors and despite having many of the ingredients of an important fintech cluster, Norwich was not featured in the government's *Kalifa Review of UK FinTech* in February 2021. Other clusters with arguably little more substance or scale were included. With a business history rich in financial services and insurance and latterly in tech and innovation Norwich is a currently 'sleeper' in UK terms. This needs to be addressed.

The project will analyse Fintech cluster assets and make clear recommendations for future development. Project activities will include:

- Mapping and quantifying Norwich and Norfolk's existing fintech start-up cluster in a data-driven report.
- Putting Norwich on the UK and international map and delivering an online presence to build awareness and engagement of the business community
- Establishing the governance foundations for collaboration between business networks Tech East and FIG at the intersection between financial services and digital technology .
- Delivering an impactful Hackathon (curated and match-funded by Aviva) supporting innovation, new start-up creation and careers inspiration for students soon to be entering the workplace .
- Creating the conditions for a sustainable fintech cluster to flourish, attracting national attention and funding, well-connected to adjacent fintech clusters in Greater Ipswich, Cambridge and London.

In addition, the project will deliver a thought leadership event, integrated with Norwich's Financial Industries Group (FIG) The project will also deliver a Strategic Fintech Futures report, which will include an assessment of Norfolk's current capabilities in relevant Fintech specialisms and key strengths, weakness, opportunities and threats in each.

The project will be delivered by Tech East, in partnership with the Norwich Financial Industries Group, Aviva and New Anglia LEP. Partners believe this project will

enable a Fintech cluster for Norfolk, which would help further promote and grow the sector- attracting inward investment and creating new high skilled jobs for Norfolk.

2.15 **County-wide Housing Retrofit Strategy**

Project Summary

The project will undertake a feasibility study on housing retrofit opportunities in Norfolk. The full scope of the study will be agreed in partnership with Norfolk's district authorities

The project looks to address Grand Challenge 1: To create new opportunities for Norfolk's residents by increasing skills and labour market dynamism and Grand Challenge 4: To protect Norfolk's economic and natural assets from climate change.

The study will include:

- Evaluation of the condition of the existing housing stock in Norfolk by type and by tenure.
- Identify existing housing retrofit work and gaps within coverage and barriers to take up.
- Identify stakeholders
- Advise on housing retrofit methodology learning from best practice elsewhere
- Identify funding opportunities to develop a comprehensive retrofit programme, such as social impact bonds.

Norfolk has an ageing housing stock. Over a quarter of the existing housing stock was built pre-war, and consequently is poorly insulated and costly to heat. Domestic dwellings make a significant contribution to CO₂ emissions second only to transport. In order for Norfolk to meet its net zero commitments by 2030 it must roll out a comprehensive housing retrofit programme.

The project aims to commission a feasibility study to help local partners to design and fund a housing retrofit programme. As well as reducing carbon emissions a housing retrofit programme will improve health and wellbeing and generate significant employment opportunities and stimulate the economy.

Nationally, around 18% of our annual CO₂ emissions come from existing domestic properties and over 80% of the current housing stock will still exist in 2050. In Norfolk nearly 23% of CO₂ emissions come from domestic sources and nearly 28% of current housing stock was built before 1945. The rural nature of large parts of Norfolk means its housing stock is less energy efficient than urban areas as properties tend to be larger and more expensive to heat. Many of Norfolk's deprived areas contain older properties of single wall construction which cannot be internally insulated.

Norfolk Insight estimates that 15.6%, or over 63,000 households, were in fuel poverty in 2020 in Norfolk. This is substantially above rates of fuel poverty in the East of England and England of 13.2% in the same time period.

Public Health England states that fuel poverty is driven by three factors: income, the current cost of energy and the energy efficiency of the home.. Recent estimates for the UK suggest that the annual treatment costs to the NHS of people living in poor housing are in the same broad region as that from smoking or alcohol; and are estimated to be in the region of £1.5 to 2.5 billion.

Working collectively with Norfolk's district authorities, a comprehensive feasibility study and a County-wide Housing Retrofit Strategy for Norfolk, would enable partners to bring forward further programmes to help improve the quality of the local housing stock and to help meet Norfolk's net zero commitments.

3. Impact of the Proposal

- 3.1 The delivery of pilot projects is the first step in implementing the Norfolk Investment framework, for investment that starts to address the grand challenges identified, and draws out the priorities that will generate growth in key sectors, supporting the ambition to create a higher skilled and more productive workforce, with a clear focus on inclusive growth, as well as harnessing the opportunities to mitigate the impacts of climate change on the Norfolk economy.
- 3.2 The pilot projects will enable business growth, local supply chain development, Net Zero communities, circular systems for water and energy re-use, EV change points in rural locations, support to build Net Zero businesses and to help Norfolk transition to Net Zero, adoption of technology to provide more flexible public services, increase the supply, quality and accessibility of skills provision; and provide future facing technical skills.
- 3.3 The pilot projects are the first step in working with stakeholders to implement the Norfolk Investment Framework. The pilot projects are designed to be scalable and will provide the evidence base to unlock funding towards full implementation. The impact of these proposals then has the potential to make a shift change in Norfolk – in terms of productivity, growth, skills attainment, improvement to public services and transition to Net Zero.

4. Evidence and Reasons for Decision

- 4.1 A strong evidence base, and clearly defined investment priorities, agreed with local stakeholders, is required to compete for future funding and help prioritise

investment decisions. The Norfolk Investment Framework will support us to deliver a seismic shift in approach, seeking to improve pay, productivity, and skills levels, and setting a framework for economic intervention.

4.2 The pilot projects recommended for approval in this report scored the highest in terms of strategic alignment with the Norfolk Investment Framework, additionality, development of concept, deliverability, impact, and sustainability.

4.3 The pilot projects recommended, will enable Norfolk County Council to work with stakeholders to start to implement the Norfolk Investment Framework and address the grand challenges identified. The learning from the pilots will help inform the design for scaled up, med-longer term interventions, that work towards addressing improvements in pay, productivity, skills in addition to improvements in public services and tackling climate change.

5. Alternative Options

5.1 Option 1: Do nothing. Alternative options, including doing nothing and simply responding to calls for funding as they arise, is not felt to be the best policy, as it would not deliver the strategic ambition to create a step-change in the economic profile of the county.

5.2 Option 2: Source alternative funds: As part of the assessment criteria for the pilot projects probed, the business cases had to demonstrate additionality, including information that alternative funds had been explored and could not be sort elsewhere.

5.3 Option 3: Deliver pilot project Interventions to address the challenges identified through the Norfolk Investment Framework. This is the preferred option. The pilot projects will help generate growth in key sectors, support the ambition to create a higher skilled and more productive workforce, with a clear focus on inclusive growth, as well as harnessing the opportunities to mitigate the impacts of climate change on the Norfolk economy.

6. Financial Implications

6.1 Norfolk County Council will commit £1,500,000 within the 2023/24 budget, towards the delivery of Norfolk Investment Framework pilot projects between 2023-25.

6.2 The funding source for the delivery of Norfolk Investment Framework pilot projects has been identified from Norfolk County Council's proportion of retained pooled business rates in 2023/24.

7. Resource Implications

7.1 Staff: The County Council provides the secretariat for the Steering Group that oversees the development and delivery of the Framework, in addition to programme management, project facilitation, claims handling and monitoring. Individual pilot projects have their own staffing requirements built in.

7.2 Property: none arising from this report.

7.3 IT: none arising from this report.

8. Other Implications

8.1 Legal Implications: Notification of grant award and issue of Norfolk Investment Framework Grant Funding Agreements is anticipated April 2023, subject to Norfolk County Council Cabinet approval. NP Law will facilitate the terms and conditions in drafting of offer letters. Due diligence checks have been undertaken and subsidy control declarations have been obtained from all applicants. Norfolk business rates are pooled under Schedule 7B of the Local Government Finance Act 1988.

8.2 Human Rights Implications: none arising from this report.

8.3 Equality Impact Assessment (EqIA): Expanding opportunities for all who live in Norfolk is vital, so it is identified as one of the four grand challenges ('to create new opportunities for Norfolk's residents by increasing skills and labour market dynamism') and addressed as a thematic objective in the pilot projects. Workshops have been held on Community and Inclusive Growth priorities, as part of the stakeholder engagement for the Framework.

8.4 Data Protection Impact Assessments (DPIA): none arising from this report. All pilot projects will be subject to UK GDPR regulations for beneficiary information provided in claim and monitoring reports.

8.5 Health and Safety implications (where appropriate): none arising from this report.

8.6 Sustainability implications (where appropriate): Sustainability is a key focus for the Framework, both in terms of business sustainability and the fourth grand challenge around mitigating the effects of climate change on Norfolk's economic and natural assets. We would expect our joint work with business and our academic institutions to harness Norfolk's expertise in supporting the transition to net zero emissions

8.7 Any Other Implications: none.

9. Claims and Monitoring

9.1 All projects will be required to submit quarterly Monitoring Reports on the progress against the agreed project milestones and outputs & quarterly Financial Project Claims to Norfolk County Council. The monitoring and claims schedule will be set out in the grant offer letter to the applicant. The submission of monitoring reports will trigger the release of Norfolk Investment Framework pilot funding.

9.2 Norfolk County Council has extensive experience of managing and delivering funding programmes. The Norfolk Investment Framework Pilot Projects will be reviewed as part of an internal annual programme audit within Growth and Development. Copies of electronic forms, claims – including records of evidence of expenditure and defrayal will be maintained by Norfolk County Council's Growth and Development department. Project monitoring, including in person inspections/ visits will be scheduled as required.

10. Evaluation

10.1 Project evaluation to evaluate if the project has met its objectives, measurement of impact and sustainability, has been built into the NIF pilot projects recommended for approval.

10.2 In addition, Norfolk County Council will commission an independent evaluation across the programme of NIF pilot projects. It is anticipated that the evaluation report will be available April 2025, however, there is scope for an interim evaluation in April 2024, for projects completing within the first financial year of funding.

10.3 The pilot project evaluation will help inform the wider evaluation process for the Norfolk Investment Framework, and the evaluation workstream will be overseen by the NIF Performance and Investment Sub-group.

11. Risk Implications / Assessment

11.1 The following risks have been identified by Norfolk County Council (NCC), highlighted with a risk rating and mitigation considered, as shown below:

Risk Register for NIF Pilot Projects

Risk	Owner	Risk Level – R.A.G	Mitigation
If project is delayed and there is an underspend in claim profile	NCC	G	NCC require quarterly claim and monitoring reports. If an issue is identified relating to project delivery, performance or spend profile, this will be escalated and Norfolk County Council will work with the applicant to re-profile delivery and spend, in order that the original objectives are met. Should the agreed outputs and spend not be met, Norfolk County Council will apply a project modification. Norfolk county Council reserves the right to withdraw funding. This will be set out in the terms and conditions of the grant funding agreement between Norfolk County Council and the applicant.
Fraud	NCC	A	NCC conduct robust claims monitoring and alert appropriate channels if there is a suspected case of fraud, in line with NCC anti-fraud policy
Closure of business/ organisation, during project delivery phase.	NCC	A	In the instance that a business or organisation that Norfolk County Council has contracted with closes during delivery phase, Norfolk County Council would evoke clawback and would try to retrieve the money from the administrator.
Data Protection/storing, GDPR	NCC	G	Any data required will only be held for the time period required and in line with the NCC data protection policy and privacy policy .
Subsidy control	NCC	G	The Trade and Co-operation Agreement (TCA) Subsidy Control Measures are currently in force in the UK and aim to prevent market distortion through the

			<p>granting of an unfair economic advantage. They come into play whenever a public body seeks to grant financial assistance (such as a grant or loan) to an economic actor.</p> <p>As part of the application process, Norfolk County Council requested completion of a Subsidy Control Declaration form from each applicant, to declare any subsidies (which may include any State aid granted prior to 1 January 2021) which the enterprise <u>and any enterprises linked to it</u> may have received during the current and previous two fiscal years, in order for NCC to check that any NIF grant support added to that previously received, will not exceed the threshold of £325,000 or Special Drawing Rights (c.£350,000) over the last 3 fiscal years. These terms will be reinforced in the NIF grant funding agreement and will be monitored during the delivery phase by NCC.</p>
Reputation Risk	NCC	G	NCC will try to mitigate reputational risk from negative media exposure resulting from a NIF pilot project, by working with the NCC communications team. A robust communications plan will be put in place, for the promotion of NIF Pilot Project awards from 2023.
Learning from the NIF Pilot Projects	NCC	G	NCC will disseminate the learnings from the NIF pilot projects, through case studies, marketing and PR working with project applicants, and through programme evaluation.

12. Recommendations

1. For Cabinet to approve £1,500,000 funding within the 2023/24 budget, to deliver the Norfolk Investment Framework (NIF) pilot projects recommended for approval in this report.
2. For a performance update report on the NIF Pilot Projects to be brought back to Cabinet in April 2024.

13. Background Papers

13.1 Norfolk County Council *Cabinet Meeting held 6 June 2022*. Norfolk Investment Framework p223

13.2 Norfolk County Council - *Norfolk Investment Framework (2022)*:
<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/norfolk-investment-framework>

Officer Contact

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Cabinet

Item No: 13

Report Title: Harleston Independent Living

Date of Meeting: 06 March 2023

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

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

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 02 February 2023

Executive Summary / Introduction from Cabinet Member

Norfolk County Council (NCC) is committed to a vision of supporting people to be independent, resilient, and well. The Adult Social Care (ASC) Promoting Independence strategy identified a requirement for a range of housing options to help people maintain their independence. Having appropriate supported housing available in the right locations, at the right time and with the right characteristics will go a long way to fulfil our vision of keeping people independent.

Independent Living provides a housing option for older people which is less expensive than residential care and is an effective way of supporting people to remain independent in their communities. Increasing provision of Independent Living to match future demand will deliver circa £6m gross revenue saving per year.

In October 2018, Council approval was given to establish a dedicated programme to facilitate the development of Independent Living housing in Norfolk and agreement to fund capital investment up to £29m over the life of the programme. The creation of Independent Living units across the county will provide many older people with an alternative housing option that recognises their growing care needs and allow them to continue living independently in their local communities.

Independent Living housing (also referred to as extra care) has been identified as a way of reducing unnecessary residential care admissions. Evidence has demonstrated that a significant proportion of residential care admissions in Norfolk are for people with relatively low care needs, suggesting that alternatives to residential care would have been appropriate. The current provision of Independent Living housing for older people in the county is low. Demand analysis has shown that Norfolk requires 2,842 Independent Living units (all tenures) by 2028. South Norfolk has an unmet need for 360 units of Independent Living by 2028. The proposed Harleston development will contribute 91 units to this demand.

Our first Independent Living site at Fakenham opened in May 2021, our second site in Acle opened in November 2022 and our third in Stalham obtaining cabinet approval in August 2021. This fourth site at Harleston will also form part of the programme to meet this demand. With construction set to begin in June 2024, this fourth scheme will send an important signal to the market that Norfolk is committed to fulfilling its ambitious plans.

This report summarises the business case for approving £4,095,000 capital funding from the existing Independent Living (extra care) capital programme to Saffron Housing Trust to support the development and secure nomination rights for NCC for 91 apartments in a new 91-unit Independent Living scheme for older people in Harleston, South Norfolk district.

Recommendations:

Cabinet is recommended:

- a) To approve £4,095,000 of capital contribution funding from the existing £29m Independent Living (extra care) capital programme to Saffron Housing Trust to support the development and secure nominations rights for 91 apartments in a new Independent Living scheme for older people in Harleston, South Norfolk**
- b) To approve an exemption under paragraph 10(a)(iii) of contract standing orders**
- c) To delegate the responsibility to the Director of Commissioning to complete the relevant contract(s) with Saffron Housing Trust**

1. Background and Purpose

- 1.1 In October 2018, Adult Social Care Committee approval was given to establish a £29m dedicated programme, Independent Living (extra care), to facilitate the development of Independent Living housing in Norfolk. The creation of Independent Living units across the county will provide many older people with an alternative housing option that recognises their growing care needs and allows them to continue living independently in their local communities. Council agreed the principles of the programme, which are contained in the 2018 paper presented at Committee (page 60)¹
- 1.2 Independent Living housing provides an Independent Living option for older people, is less expensive than residential care and is identified as an effective way of supporting people to remain independent in their communities. Increasing provision of Independent Living to match future demand will deliver circa £6m gross revenue saving per year.

2. Proposal

- 2.1` This Cabinet report recommends Cabinet approve the use of capital from the existing programme to support the development of a new Independent Living scheme for older people in Harleston, South Norfolk District Council which achieved planning permission in December 2022.

¹ [2018 paper presented at Committee](#)

- 2.2 Cabinet is asked to approve £4,095,000 capital contribution funding from the Independent Living capital programme to Saffron Housing Trust to support the development and secure nomination rights for 91 apartments in the development of a new 91-unit Independent Living scheme for older people in Harleston, South Norfolk, and to approve an exemption to contract standing orders for this direct award.
- 2.3 The scheme is a new 91-unit Independent Living facility in Harleston, within the South Norfolk District Council area. This is made up of 16 two-bed flats and 75 one-bed flats on a 4.1-acre site. All homes are to be affordable and accessible. The scheme will be run and managed by Saffron Housing Trust, as a not-for-profit registered social landlord. On-site domiciliary care will be provided by a CQC registered care provider from an NCC Care Framework. Tenants, as they are in their own homes, will retain the right to purchase care from any provider they wish.
- 2.4 All of the ninety-one apartments will be affordable rent, made up of a mixture of one and two bed apartments. There will also be some shared ownership bungalows on the site which will benefit from the care and communal facilities available at the scheme.
- 2.5 Securing nomination rights to the scheme will ensure delivery of revenue savings to adult social care
- 2.6 The scheme will provide new housing options for older people whose current home may no longer be suitable or who are increasingly frail or have growing care needs. Priority for tenancies will be given to residents of the local district or with a family connection within the local district
- 2.7 The scheme is an ideal location for Independent Living, as it is located close to many amenities including Harleston GP Surgery, Harleston library, supermarket and a short walk to the nearest bus stop, providing regular services other local areas.
- 2.8 As it is part of a larger housing development, construction on the Independent Living scheme is set to begin June 2024 and the scheme completed by March 2026.
- 2.9 A Dynamic Purchase System (DPS) was set up by Norfolk County Council in 2021 to provide a compliant procurement route for landlords wishing to apply for capital. Landlords on the DPS have already been through quality and governance checks. Saffron Housing Trust were successfully admitted onto the DPS following those checks.

3. Impact of the Proposal

- 3.1 On completion of the site, Harleston Independent Living will deliver on-going revenue benefits to NCC.
- 3.2 There are also numerous studies which demonstrate the benefits of Independent Living environments for people, including reduction in number of GP visits, reduction in falls and improvements in general health and wellbeing.

4. Evidence and Reasons for Decision

- 4.1 Norfolk County Council has a programme of work to support Independent Living (also called extra care) housing developments with capital contributions in exchange for nomination rights. Affordable rental schemes are not financially viable for the market to provide but they allow vulnerable people to live independently for longer and they reduce need for placements in residential care homes.
- 4.2 Based on the original programme demand data, there is an estimated total requirement for 360 extra care housing units in South Norfolk. Of these, 144 units should be for affordable rent and 216 should be for sale (either shared ownership or outright sale).
- 4.3 Saffron Housing Trust have provided a range of information about the scheme which has been assessed and validated against the criteria set out by the programme, including design standards (including accessibility), communal space, location, assistive technology provision and commitment to the planned and unplanned care model. The outcome of these assessments is that the programme recommends the scheme as meeting the criteria for an Independent Living capital contribution.
- 4.4 There will be a fifty-year Nomination Agreement between NCC, Saffron Housing Trust and SNDC which will give NCC the right to nominate older people with eligible care needs as potential tenants for the 91 affordable rent units. Priority will be given to residents of the local district or with a family connection within the local district.
- 4.5 Potential tenants for affordable rent units will begin identified by adult operational teams, approximately six months before completion. This will support the fill of the scheme as it starts to near completion.

5. Alternative Options

- 5.1 The decision on this paper is to proceed or not with the development.

6. Financial Implications

- 6.1 Saffron Housing Trust have applied for additional funding from the Independent Living Programme to deliver the scheme. Saffron Housing Trust have provided information on the total costs of developing the scheme and the level of grant funding provided from Homes England. Accounting for this funding, Saffron Housing Trust have set out a request for funding of £4,095,000.
- 6.2 The application has been reviewed and the scheme delivers against our Programme objectives. Financial information provided has also been reviewed and it is considered that the request for funding of £4,095,000 is appropriate and proportionate to the overall costs of the scheme.
- 6.3 The provision of funding of up to a maximum of £4,095,000 funding to Saffron Housing Trust for the Harleston Independent Living 'extra care' scheme is a one-off requirement and there is no ongoing requirement to provide any further capital funding to this scheme. The legal agreement states that the capital contribution is capped and therefore NCC has no liability for any increases in developing costs or reductions in

funding from other sources. If the final construction costs are less than calculated, Norfolk County Council has the provision to reduce the final capital payment in line with this reduction.

- 6.4 This is an invest to save scheme. This scheme enables a shift from the high care cost environments, and it is expected to deliver on-going revenue benefits.
- 6.5 When the Harleston scheme is complete and fully occupied, it will generate revenue savings of at least £525k to the County Council per year.
- 6.6 Repayment on capital borrowing will mean revenue savings from each scheme are diluted by repayments until borrowing is repaid. However, even during the repayment period, revenue savings are still achieved.
- 6.7 Whilst a new revenue saving, care costs associated with the scheme for the on-site domiciliary care will be provided by a CQC registered care provider from the NCC Care Framework to be agreed at the prevailing rate when the site opens.

7. Resource Implications

7.1 Staff:

- 7.1.1 There are no staff implications, other than business as usual for the programme team and a new scheme for operational staff to become familiar with, supported by the programme.

7.2 Property:

- 7.2.1 None identified.

7.3 IT:

- 7.3.1 None identified.

8. Other Implications

8.1 Legal Implications:

- 8.1.1 This proposal would see NCC making a capital contribution for the purposes of the recipient social housing activity. In accordance with contract standing orders paragraph 10(a)(iii) a contract of this nature may be directly awarded with the agreement of Cabinet.
- 8.1.2 As part of its application, Saffron Housing Trust has provided an opinion that the award is in line with the subsidy control rules established by the UK-EU Trade and Cooperation Agreement. Reliance on this will form part of any contractual terms entered into.

8.2 Human Rights Implications:

- 8.2.1 Not applicable to this paper.

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

8.3.1 An equality impact assessment has been completed and is included at Appendix A.

8.4 Data Protection Impact Assessments (DPIA):

8.4.1 Not applicable to this paper.

8.5 Health and Safety implications (where appropriate):

8.5.1 Not applicable to this paper.

8.6 Sustainability implications (where appropriate):

8.6.1 Not applicable to this paper.

8.7 Any Other Implications:

8.7.1 Not applicable to this paper.

9. Risk Implications / Assessment

9.1 A risk to the project is that the units of Independent Living are not occupied. Part of the Independent Living (extra care) programme is to manage a workstream with both operational teams and corporate communications team to promote and actively engage the public in promotional and marketing activity.

9.2 As set out in Section 6 above, the capital contribution from NCC is capped and NCC is not liable for increases in costs.

10. Select Committee Comments

10.1 Not applicable to this paper.

11. Recommendations

11.1 Cabinet is recommended:

- (a) To approve £4,095,000 of capital contribution funding from the existing Independent Living (extra care) capital programme to Saffron Housing Trust to support the development and secure nominations rights for 91 apartments in a new Independent Living scheme for older people in Harleston, South Norfolk**
- (b) To approve an exemption under paragraph 10(a)(iii) of contract standing orders**
- (c) To delegate the responsibility to the Director of Commissioning to complete the relevant contract(s) with Saffron Housing Trust**

12. Background Papers

[Adult Social Services Committee \(ASSC\) on 8 October 2018](#) (page 60) – proposal and business case for development of Independent Living housing in Norfolk.

[Policy and Resources Committee in October 2018](#) (page 3) – approval of NCC funds capital investment up to £29m over the life of the programme.

[Independent Living Strategy and Position Statement](#)

Officer Contact

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Independent Living

Equality Assessment: Findings and Recommendations

February 2022

**Gary Heathcote, Director of Commissioning
Adult Social Care**

This assessment helps you to consider the impact of service changes on people with protected characteristics. You can update this assessment at any time so that it informs ongoing service planning and commissioning.

For help or more information please contact Neil Howard, Equality & Accessibility Officer, email neil.howard@norfolk.gov.uk, Tel: 01603 224196

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The purpose of an equality assessment

1. The purpose of an equality assessment is to enable decision-makers to consider the impact of a proposal on different individuals and communities prior to the decision being made. Mitigating actions can then be developed if adverse impact is identified.

The Legal context

2. Public authorities have a duty under the Equality Act 2010 to consider the implications of proposals on people with protected characteristics. The Act states that public bodies must pay due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act¹
 - Advance equality of opportunity between people who share a relevant protected characteristic² and people who do not share it³
 - Foster good relations between people who share a relevant protected characteristic and people who do not share it⁴
3. The full Act is available [here](#).

The assessment process

4. This assessment comprises two phases:
 - **Phase 1** – evidence is gathered on the proposal – looking at the people who might be affected, the findings of related assessments and public consultation, contextual information about local areas and populations and other relevant data. Where appropriate, engagement with residents, service users and stakeholders takes place, to better understand any issues that must be taken into account.
 - **Phase 2** – the results are analysed. If the assessment indicates that the proposal may impact adversely on people with protected characteristics, mitigating actions are identified.
5. When completed, the findings are provided to decision-makers, to enable any issues to be taken into account before a decision is made.

The proposal

6. The Independent Living programme sets out an ambitious programme of work to increase and accelerate the development of Independent Living (extra care) Homes across the county.

Independent Living (extra care) Housing is a type of accommodation available to people over the age of 55 who find that their current accommodation no longer suits their needs and would benefit from having care delivered on site, and the extra peace of mind from having cover for any unplanned care element also on site and available 24/7. Independent Living (extra care) Housing is not a residential care home nor is it

sheltered housing. The provision of unplanned care on site and the fact that residents live in their own flat, with their own front door means that it sits somewhere between the two, allowing residents to maintain their own independence with on-site care provision.

The purpose of the project is to accelerate and promote development of this type of housing in Norfolk. Analysis of demand has demonstrated that there is approximately 2,800 units needed by 2028 and the project would aim to meet this demand.

South Norfolk district has unmet need for 360 units of Independent Living (extra care) by 2028. The 91 units at Harleston will contribute to this demand. This meets demand in the area as detailed in the programme level business case

Who is affected?

7. The proposal will affect adults, children and staff with the following protected characteristics:

People of all ages	No
A specific age group (please state if so): Over 55's	Yes
Disability (all disabilities and long-term health conditions)	No
Gender reassignment (e.g. people who identify as transgender)	No
Marriage/civil partnerships	No
Pregnancy & Maternity	No
Race (different ethnic groups, including Gypsies and Travellers)	No
Religion/belief (different faiths, including people with no religion or belief)	No
Sex (i.e. men/women/intersex)	No
Sexual orientation (e.g. lesbian, gay and bisexual people)	No

Analysis of the people affected

8. By 2028 there will be approximately 261,000 people aged over 65. The analysis of need suggests that 3,540 of these will require and benefit from Independent Living (extra care) Housing. In addition to age, within this projected group it can be expected that a range of protected characteristics will fall, including sexual orientation, disability, marital status, religious beliefs and multiple ethnic backgrounds.

This will vary by district and ultimately by site.

South Norfolk district has unmet need for 360 units of Independent Living (extra care) by 2028. The 91 units at Harleston will contribute to this demand. This meets demand in the area as detailed in the programme level business case

District	Population estimate (over 65)	Prevalence of need*	Minus existing supply	Unmet need 2028
Breckland	42,000	572	54	518
Broadland	39,600	548	70	478
Great Yarmouth	28,100	375	65	310
King's Lynn & West Norfolk	46,600	622	70	552
North Norfolk	40,200	556	70	486
Norwich	24,300	318	180	138
South Norfolk	40,200	549	189	360
Total	261,000	3540	698	2842

Potential impact

- The current provision of Independent Living (extra care) housing across the county is low compared to projected need. This project aims to increase the numbers of units across the county, matching the demand in each district. The increase in provision of Independent Living (extra care) Housing also contributes to statutory requirements placed on local authorities in relation to the provision of housing and care.

The position statement has already set out that accommodation must be suitable for to accommodate those living with disabilities, have provision for married couples (whatever their sexual orientation) and by law be accessible to all. The provider must have due regard for ethnic, sexual and religious differences. The project will also set out minimum design requirements for build in relation to accessibility and supporting independent living (provision of equipment/ technology).

Eligibility for tenancy on each site where Norfolk County Council retains nomination rights will be based on care needs. A person must agree to the accommodation being suitable for them and to put themselves forward for tenancy.

The tenure mix, i.e. whether the flat is bought or rented, will be site specific. For Harleston there is a mix of one and two beds apartments all at affordable rent, with an additional 16 Independent Living 'extra care' bungalows available for Older Person's Shared Ownership

Unit numbers	One-bed	Two-bed	Total
Number of affordable units (NCC nominations)	75	16	91
Number of shared ownership	12	4	16
Total number of units at the site			107

The programme cannot yet plan or predict in which locations scheme will be brought forward first and it will be an ongoing managed risk to ensure that development is consistent across the county, and where there are districts with no schemes in the pipeline to work across partners to unlock the barriers to schemes being developed.

The scheme at Harleston contributes to meeting demand in South Norfolk district.

Accessibility considerations

Describe here how accessibility will be incorporated into the proposal.

10. Accessibility is a priority for Norfolk County Council.

The project has also set out minimum design requirements for build in relation to accessibility and supporting independent living (provision of equipment/ technology).

It is also expected that all units will adhere to the 16 Lifetime Homes Criteria.

The scheme at Harleston has been rigorously assessed against this criteria and it has met the Lifetimes Homes standard. It will also be suitable for those people living with dementia and/or a disability and will also be suitable for couples.

Recommended actions

11. If your assessment has identified any adverse impact, set out here any actions that will help to mitigate it.

Action		Lead	Date
1.	Ensuring that all units developed meet lifetime homes criteria, the expected equipment and technology provision and are accessible to all (within the care banding criteria).	Sera Hall	On going
2.	Ensuring that demand across the county is met, on a district by district basis.	Sera Hall	On going.

Evidence used to inform this assessment

- Equality Act 2010
- Public Sector Equality Duty
- Norfolk County Council Independent Living Strategy 2018

Further information

12. For further information about this equality impact assessment please contact Gary Heathcote (Gary.Heathcote@norfolk.gov.uk).



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Neil Howard on neil.howard@norfolk.gov.uk or 01603 224 196(Textphone).

¹ Prohibited conduct:

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have, or because they associate with someone who has a protected characteristic.

Indirect discrimination occurs when a condition, rule, policy or practice in your organisation that applies to everyone disadvantages people who share a protected characteristic.

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint.

2 The protected characteristics are:

Age – e.g. a person belonging to a particular age or a range of ages (for example 18 to 30 year olds).

Disability - a person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment - the process of transitioning from one gender to another.

Marriage and civil partnership

Pregnancy and maternity

Race - refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Religion and belief - has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism).

Sex - a man or a woman.

Sexual orientation - whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

3 The Act specifies that having due regard to the need to advance equality of opportunity might mean:

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

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

Cabinet

Item No: 14

Report Title: Market Sustainability Plan

Date of Meeting: 6th March 2023

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

Responsible Director: James Bullion, Executive Director for Adult Social Services

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 18 January 2023

Executive Summary / Introduction from Cabinet Member

As part of Social Care reforms, a new Market Sustainability and Fair Cost of Care fund was introduced. Despite reform being delayed, the fund and guidance linked to this is still in place and to meet the grant criteria, councils are required to publish a final Market Sustainability Plan by 27 March 2023. An interim plan was submitted to the Department of Health and Social Care (DHSC) in October 2022, which set out the key challenges relating to domiciliary care services for adults aged 18 and above and the care home sector supporting adults aged 65 and above. These plans were reviewed by the DHSC to help them understand the current pressures and to inform their policies moving forward. Local authorities who it was felt had not met the brief were contacted by the Department to agree revisions and amendments to their plans. Norfolk County Council (NCC) was assessed as having met the brief.

The DHSC has recently reviewed the guidance in support of completion of the final Market Sustainability Plan reflecting that the planned adult social care charging reforms are now delayed to October 2025. The revised guidance also requires local authorities to consider the impact of current inflationary pressures on stability and sustainability of the market and how delays to the charging reform will impact their ability to manage the current pressures to market sustainability.

The Market Sustainability Plan template requires a focus on 65+ care homes and 18+ domiciliary care, however, these markets do not operate in isolation. Any decisions and funding affecting these markets will impact on the sustainability of services for working age adults and wider voluntary, community and social enterprise sectors.

The Market Sustainability Plan details the significant challenges that the adult social care sector is facing and the significant additional resources and market re-shaping needed to secure a sustainable market for the future. Although there are financial constraints in working

towards a long term sustainable position, there are clear actions that NCC is continuing to take to improve market sustainability to meet the needs of Norfolk residents as set out in Section 1.2.3.

Recommendations:

Cabinet is recommended:

- a) **To continue to support the national discussion for sustainable funding for local authorities**
- b) **To approve publication of the Norfolk Market Sustainability Plan (attached at Appendix A)**

1. Background and Purpose

- 1.1 In line with Social Care Reform, councils are required to publish a final Market Sustainability Plan by 27 March 2023. An interim plan was submitted to the Department of Health and Social Care (DHSC) in October which set out the key challenges relating to domiciliary care services for adults aged 18 and above and the care home sector supporting adults aged 65 and above. Norfolk's plan was assessed as meeting the requirements of the brief therefore the changes made to the interim plan previously submitted are mainly in relation to the impact of the delay in implementation of the charging reform.
- 1.2 The plan is divided into three sections:
 - 1.2.1 **Section 1** – provides an assessment of the current sustainability of the care market for care home services for adults aged 65 and above and for domiciliary care services for adults aged over 18. This section includes an assessment of challenges relating to workforce, quality, the current diversity and sufficiency of the market and the impact of the current fee rates on market sustainability. The guidance has recently been revised to include the impact of current inflationary pressures on stability and sustainability and how the delays to charging reform announced in the Autumn Statement have impacted the ability of local authorities to manage current pressures to market sustainability.
 - 1.2.2 **Section 2** – details an assessment of the impact of future market changes between now and October 2025 for each of the service markets (65+ care homes and 18+ domiciliary care). Within this section we have detailed what we believe to be the key strategic risks and impacts for the market, as a whole as well as for the domiciliary care and older adult care home sectors. It also considers the differential risks and impacts expected relating to the different provider business models which will help inform risk mitigation and our approach to market re-shaping.
 - 1.2.3 **Section 3** – requires us to detail our plans for each market to address the sustainability issues identified, including fee rate issues, where identified. This section also need to demonstrate how the plans detailed in this report complement other strategic documents.
 - 1.2.4 Within this section NCC sets out the actions that it is taking in relation to the market shaping requirements as well as how it is preparing for implementation of Social Care Reform in 2025. The plan is structured around the main aims detailed within the

Norfolk Market Position Statement – these include workforce, quality and market shaping.

1.2.5 Workforce - The actions in train or planned include:

- a) Norfolk County Council was successful in bidding for European Social Fund monies, alongside partner organisations, to create the 'Developing Skills in Health and Social Care' training programme for staff within adult social care. Fully funded courses to support skills development and training are included within this programme and are available to staff working in social care until Autumn 2023. Training mentors are available to help staff find the best courses for them and to help them to successfully complete the course
- b) Norfolk County Council funds a range of staff recruitment and retention initiatives to support providers and has funded leadership programmes for Registered Managers to improve the management of services
- c) The Norfolk Care Association (NorCA) has developed a Social Care Job Evaluation Framework which matches adult social care roles and responsibilities against comparable jobs in other sectors, for example, the NHS
- d) NCC is co-producing an Ethical Framework setting out the principles and standards about how we will do business in Norfolk. This will include what 'ethical' means in relation to employment of staff

1.2.6 Improving service quality – To improve the quality of services in Norfolk NCC is:

- a) Continuing to support the work of the Integrated Quality Service who work with providers to review and help them improve the quality of services in line with the Council's Quality Improvement and Escalation policy
- b) Implementing the agreed Social Care Quality Improvement approach alongside partner organisations within the ICS to identify, develop and build the framework to best support high quality care in Norfolk
- c) Developing an approach to work with people who are in receipt of services to help to improve the quality of the services that they receive

1.2.7 Shaping a Sustainable market – the actions in train or planned include:

- a) The Market Position Statement includes details of what care services need to be delivered and where for Norfolk. This information is shared with providers to help them develop their business plans
- b) Work is underway to ensure that the next issue of the Market Position Statement will have links to up-to-date information about current and future demand
- c) Developing a joint health and social care approach to the commissioning of nursing care
- d) NCC has allocated £47 million to help build more affordable housing with care and supported living developments across Norfolk
- e) NCC is working with domiciliary care providers to co-produce a strategic review of home care services. This will result in new service models and commissioning approaches to deliver improved quality and more efficient service delivery
- f) Improved health support to providers, recognising the increased complexity of need being supported in care homes and domiciliary care services
- g) A commitment to move towards the median rates calculated within the cost of care exercises

1.2.7 Ongoing actions being taken by the Council:

- a) Continue to work with providers to re-shape the current market so that we have the right services, in the right places to meet needs. How NCC plans to do this will be detailed in its strategies covering care homes and domiciliary care.
- b) It will continue to work with providers to look at other things that we can do that will help make the services that we need sustainable. This may include block contracts for nursing care and complex care services where it is difficult for NCC to secure the services that are needed.
- c) To support the national discussion to look at ways to address the challenges within the adult social care sector which would include:
 - i. Making the case for sustainable funding for Local Authorities.
 - ii. To develop a social care job evaluation and pay framework that has parity with the NHS Agenda for Change. The Norfolk Care Association has developed a social care job evaluation framework that could inform the national discussion.
 - iii. To set in place a cap on agency premium rates for social care, in line with similar arrangements agreed for the NHS.
 - iv. To review the way that energy relief funding could be allocated to providers within the social care sector.

2. Proposal

- 2.1 The current plan meets the DHSC requirements, but it is proposed that during 2023/24 we revise this document to reflect the issues across all sectors of the adult social care market.
- 2.2 We have engaged with providers throughout the fair cost of care and market sustainability plan process and the report reflects the feedback we have received.

3. Impact of the Proposal

- 3.1 The Market Sustainability and Fair Cost of Care work means that local authorities have a better understanding of the costs of delivering care and the gap between our current fee rates and the median costs calculated. Analysis of the current market median rate, which is the blend of self-funder rates calculated using the Caterwood Analytics data of self funder rates within Norfolk and the current average fee rates being paid by the Council, is very close to the median rates calculated through this exercise. This provides an assurance about the outputs from the fair cost of care work undertaken in Norfolk.
- 3.2 The final plan requires us to set out how NCC will move towards the fair cost of care calculated however, the scale of the investment needed to achieve this is far greater than the additional funding expected to be received to support implementation. This means that the market shaping element will be critical, and may involve for example, scoping of block contracts for nursing homes and complex care services, new home care service delivery models that have fewer providers delivering higher volumes of activity etc. The outputs from this work will support commissioners in their strategic planning.

4. Financial Implications

- 4.1 The financial challenges in meeting a sustainable cost of care are set out in the attached plan and were also highlighted to Cabinet as part of the Fee Uplift report to 30th January Cabinet meeting. The key implications are summarised below:
- a) The cost of care (COC) developed as a retrospective review of costs will only indicate the median market fee rates required today
 - b) For NCC to pay the COC median rate for both Residential and Nursing the direct cost would be approximately £15m per annum. However, the cost was NCC to move to the current calculated long term market sustainable rate (with staff paid at NHS Agenda for Change rates) would be c£19m
 - c) The annual cost to NCC in meeting the median home care rate is c£2.5m. To meet what providers believe to be a long-term market sustainable rate would be a direct cost of over £9m
 - d) Even if this was affordable, based on the relatively high proportion of private payers in Norfolk, and eventual introduction of 18(3), a shift in fee rate by NCC may not inject more monies into the market but simply reduce the existing cross subsidy from private payers. The funding NCC receives under this piece of reform will therefore materially be used to increase fee levels towards the output of the COC exercise
 - e) In addition to the direct costs described above, it is likely that any shift in the fee levels in these markets will have a knock-on impact in the wider care markets either commissioned to support people with physical disabilities, mental health needs or learning disabilities, or indeed wage levels sufficient to attract carers for direct payment usage. Therefore, a movement in the markets in scope of the fair cost of care is likely to have a wider financial impact than just those direct markets.
 - f) The wider financial constraints of NCC, a £133m post Council Tax but pre-savings gap over the next 4 years, suggests that keeping up with general price inflation for our care markets, and managing significant financial risk in our care markets relating to younger adults, will be a significant test, leaving little to no residual NCC funding to increase the baseline for this care market. If the economic conditions continued to drive prices such as utilities and mortgages, alongside those labour costs, then materially all new funding will be required to ensure those new pressures are absorbed

5. Resource Implications

5.1 Staff:

- 5.1.1 The move to market sustainable rates would support the recruitment and retention of staff within the adult social care sector. The current lack of parity with the NHS makes it difficult to retain staff in the Adult Social Care Sector and recruitment drives within the NHS increase the risk of staff moving across to health.

5.2 Property:

- 5.2.1 None identified

5.3 IT:

5.3.1 None identified

6. Other Implications

6.1 Legal Implications:

6.1.1 No specific implications but risks identified in section 7.

6.2 Human Rights Implications:

6.2.1 None identified

6.3 Equality Impact Assessment (EqIA):

6.3.1 The impact of the delay in implementation of the charging reform will have a greater impact on full cost payers, of which the majority will be older people.

6.3.2 The previous cost of care rate increases for older adult care homes implemented in April 2022 and the in-year increase in home care rates have helped mitigate some of this impact. However, the delay in implementation of the charging reform means that the mixed economy with differential fee rates being paid by people who fund their care and those funded by NCC will continue until at least October 2025.

6.4 Data Protection Impact Assessments (DPIA):

6.4.1 Not applicable

6.5 Health and Safety implications (where appropriate):

6.5.1 Not applicable

6.6 Sustainability implications (where appropriate):

6.6.1 The impact of providers not being paid a sustainable rate for the care delivered means that they are less likely to be able to afford to invest in carbon reduction adaptations to their premises and/or vehicles required for care delivery.

6.7 Any Other Implications:

6.7.1 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.

7. Risk Implications / Assessment

7.1 The Care Act requires Councils with adult social care responsibilities to promote the effective and efficient operation of the market so that sustainable, value for money, quality services are available to those who need care services. If a provider fails, NCC has specific responsibilities to ensure that services remain available to meet needs

- 7.2 Some providers nationally and locally have voiced concerns around the cost of care and prices paid by local authorities. Under the Care Act Local Authorities are to have **due regard** to the sustainability of the market and the fees they set being sustainable - our duty is not to the providers alone as this duty also means 1) the fees being sustainable for the Local Authority 2) the fees being sustainable for residents 3) the local authority showing due regard in ensuring sustainability by clearly **identifying** or addressing issues and gaps i.e. lack of funding, other financial challenges, inefficient practice in the market, benchmarking and research, ultimately to evidence that the local authority plans to do whatever it can to mitigate this, including making informed decisions about how to raise fees or *negotiate rates on an individual basis* in a way that ensures longer term sustainability (and not just meet provider needs).
- 7.3 Providers of older adult care home provision and domiciliary care have engaged in a fair cost of care process so we know what it is costing them to deliver care. Although the Department of Health and Social Care guidance made it clear that the outcome of the cost of care exercise is not intended to be a replacement for the fee setting element of local authority commissioning processes or individual contract negotiations, they do expect that LA's will use the insight gained from their cost of care exercises to support their commissioning and contract negotiation for the relevant services in practice. As part of the fair cost of care process, LAs were told to ensure that they submitted information that "they believed in". NCC has worked really hard to ensure that there was a robust evidence base for the information submitted and therefore we are confident that the costs calculated through this process are fair. The delay in implementation of the Social Care Reform means that the timeframe to move to the blended (median) rate has been pushed back, but there is still a requirement for us to have due regard to this and the impact that this has on self funders during this period.
- 7.4 We recognise that a number of independent providers have experienced excess levels of inflation in 2022-23 driven by the economic conditions that we are facing. NCC will need to carefully monitor the ongoing impact this has on the sustainability of our markets in 2023-24 if the wider economic conditions do not improve. Increasing numbers of providers are coming to NCC asking for financial help as they are not sustainable at the rates currently being secured. This issue is more acute in the working age adult residential and supported living sectors as the majority of their funding comes from NCC with very low levels of self-funders.
- 7.5 For older adult care home provision, although our usual rate fee is above the lower quartile, this does not provide the capacity needed as sections of the market are not open to us at these rates. This is reflected in the average fee rates being higher than the current usual prices.
- 7.6 The working age adult residential sector is seen as unsustainable longer term without significant financial intervention. Providers at the pre-formal consultation events on annual uplifts, have reported that without a substantial uplift for 2023/24 they will be unable to meet the current costs that they are incurring with subsequent risk of provider closure.
- 7.7 There are costs to NCC in dealing with an unsustainable market with operational and commissioning capacity required to manage provider failures.

8. Recommendations

8.1 Cabinet is recommended:

- a) To continue to support the national discussion for sustainable funding for local authorities
- b) To approve publication of the Norfolk Market Sustainability Plan (attached at Appendix A)

9. Background Papers

9.1 [Fee Uplift 2023-24 – 30th January 2023 Cabinet](#)

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.

Appendix A: market sustainability plan template

Following an announcement in the government's Autumn Statement 2022, the planned adult social care charging reforms are now delayed to October 2025.

Section 1: Assessment of the current sustainability of local care markets

The Norfolk Context

The county of Norfolk has a population of just over 910,000 residents, with projected growth to one million by 2036. Norfolk has an ageing population. Currently 25% of Norfolk's residents are aged 65+ compared to 19% nationally. The number of people over 85 is expected to double to 60,000 by 2040.

Norfolk is the 5th largest county in England covering over 2000 square miles and over half of our population lives in rural areas and market towns. Linked to the rurality of the county, travel times for all methods of transport is longer (and in some regions not available) than England averages, affecting costs and workforce. The county has some stark differences within it with almost 130,000 living in communities that are in the 20% most deprived in England and yet parts of the county are amongst the most expensive places to live in the country.

The table below details challenges in different parts of Norfolk and the impact that these will have in developing and delivering the care and support needed. As an example, North Norfolk has the highest proportion of over 65-year-olds at 34% and the biggest decrease in the population of 15–64-year-olds. Coupled with the most expensive housing, it is not surprising that it is the most difficult area to secure social care. As at 15.01.22, 44% of the unmet need for home care is in North Norfolk. In contrast, Norwich is an area with the lowest percentage of the population aged over 65 and a growing population of 15–64-year-olds. It is therefore not surprising to see from the service maps included later in the document, there is a concentration of service provision within the Norwich locality as this is where it is easier to recruit the staff needed.

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

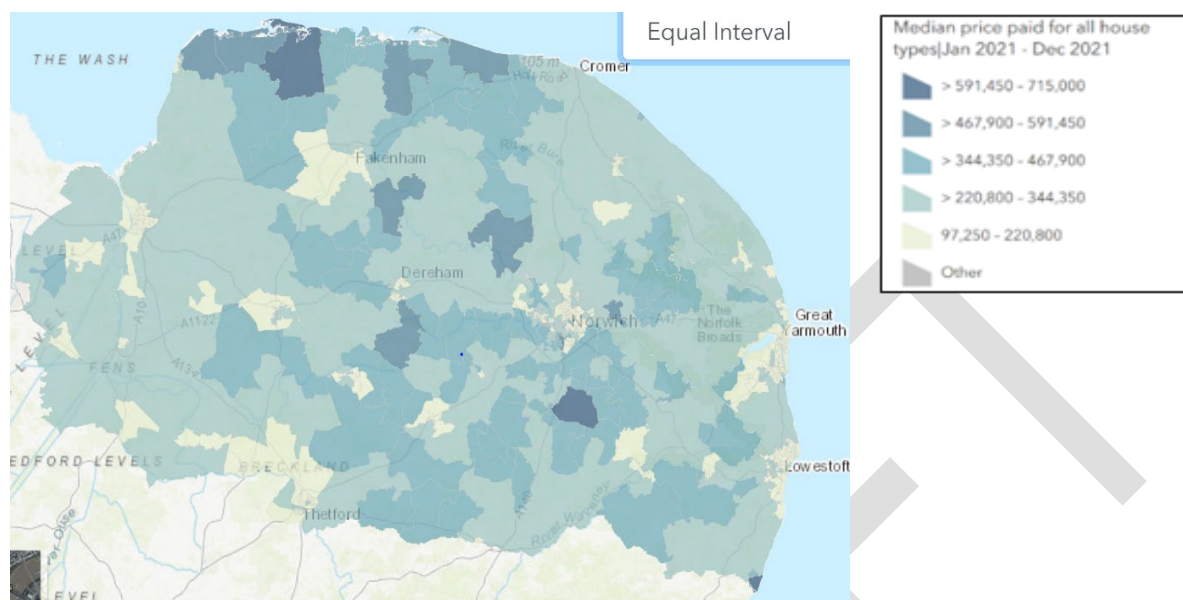
Area	% of population aged		Increase/(decrease) in population since 2011 census	
	65+	85+	65+	15-64 year olds
England			20.1%	3.6%
Breckland	25.6%	3.6%	25.8%	3.6%
Broadland	26.5%	3.8%	22.6%	0.6%
Great Yarmouth	25.3%	3.4%	17.8%	(1.7%)
Kings Lynn & West Norfolk	26.8%	3.5%	17.9%	(0.1%)
North Norfolk	34.0%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

Key challenges affecting both the residential and domiciliary care sectors

Sufficiency and retention of a skilled workforce: While many sectors have struggled with workforce shortages over the last year it has been difficult for the care sector to respond with adequate pay increases. Long standing challenges with the image of social care and an established perception of lower value of work, has reduced the number of people embarking on careers in care. The national picture is mirrored across Norfolk. Feedback from providers highlights that there has been a reduction in the actual workforce alongside an increase in demand for services particularly home care. Vacancies increased post pandemic as other sectors reopened and there is not equity between remuneration and responsibility compared to other parts of the economy. There are

opportunities to work with health, but current disparity with pay, terms and conditions and branding makes it difficult for social care to compete.

Housing and land values: 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](#)

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 are reported to have increased by 11.9% in the East of England
- Future house prices are expected to increase by between 3.2% and 4% per year over the next 5 years.
- 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.

Quality: The social care sector in Norfolk has struggled to maintain sufficient levels of good quality provision for some time, but this increased during the Covid-19 period as a result of workforce shortages. An ICS (Integrated Care System) wide social care quality improvement programme has been launched, to help address key areas which include infrastructure, training, workforce and skills, management, contract management and health integration. Quality is having an impact on market sustainability as it is a key element for provider assessment of the viability of services. December 2022 CQC (Care Quality Commission) Inspection Ratings Dashboard reports that the percentage of services rated good or outstanding in Norfolk are:

Table 2: CQC % good or outstanding quality rating comparisons as at 31st December 2022

Service Category	Norfolk	East of England	England	Family Group of LA's	Suffolk
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All Care Types	68.7%	82.0%	82.8%	83.5%	88.3%
Home Support	74.8%	86.5%	85.8%	89.2%	91.9%
Nursing	65.5%	76.3%	76.8%	76.6%	88.9%
Residential	66.4%	79.4%	82.4%	81.7%	83.1%

For all services, the two domains having the most impact on quality are “safe” and “well-led.” With 38% of all care services being RI or inadequate for the well-led domain and 32% for the safe domain.

Quality varies significantly by service type and by geographical location, which reflects some of the challenges described above.

Impact of current high inflation levels

During 2022/23 the average inflation as measured by the consumer price index between April and December 2022 was 10.1% it is estimated that this delivers a current pressure of £6.4m for providers across all adult social care commissioned activity within Norfolk. Some of this gap will have been bridged by the energy relief scheme for providers.

International recruitment

Distribution of funding to support providers to apply for a sponsorship license and for certificates of employment to employ a worker under the care workers or senior care workers visa, highlighted the increased appetite to increase capacity using this route. However, it is recognised that the market is at hugely different stages in terms of knowledge and experience recruiting in this way. As such we have established a peer-to-peer community of practice to enable signposting to relevant support and are exploring a costed model of practice with the ICS's international hub for both nursing and care workers to provide a sustainable, ethical pipeline of workforce. In February 2023 the Government announced that £15million of funding will be made available during 2023/24 to fund international recruitment within the adult social care sector. This is a regional application and NCC is currently working with organisations across the eastern region, including local authorities and care organisations to help build the infrastructure to support sustainable, ethical models of practice.

a) Assessment of current sustainability of the 65+ care home market

Norfolk has 333 CQC registered residential and nursing care homes of which 234 are registered to support people over 65+. Of the 234 homes registered for OP, 54 provide nursing care and 165 are registered to support people with dementia needs. Apart from 2 care homes, the OP care home market is entirely delivered by the independent sector, with 20 homes owned by NorseCare Ltd, which is a company wholly owned by Norfolk County Council. There are 143 individual providers (legal owners) operating within this OP market, providing an estimated maximum capacity of 8,417 beds. Currently, Norfolk County Council commissions care for around 2,600 people aged 65+ within residential and nursing provision.

We are seeing an increase in the acuity of needs of clients placed, particularly within “standard” (non-dementia) residential provision. Analysis of active care packages commissioned by NCC (Norfolk County Council) in April 2022, highlights that only 28% of residential standard packages are paid at the Council's usual rate fee with 54% of packages at/or above the enhanced usual rate fee highlighting the increased physical acuity of presenting needs.

A considerable proportion of care homes housing stock is not fit for purpose in meeting needs. The use of non-purpose-built provision can make this challenging to transform service provision, due to smaller rooms (average room size from Cost of Care submissions received is 12m²) and limitations in layout. Many providers do not have the funds to invest in the infrastructure. Large providers are more likely to focus growth and investment in areas with less workforce shortages which impacts on client choice.

Sufficiency of supply: The above highlights that there is a shortage of the right type of operational capacity to meet the increasing level of acuity and demand projections. Based on discussion with

providers this is impacted by staffing skills, suitability of infrastructure and challenges for some providers to invest to transform provision in line with changing needs. Investment into provision, both infrastructure and staffing will be needed to have the right capacity in all parts of the county including support from the ICS to enable homes to meet more acute needs (access to therapy, mental health input etc.)

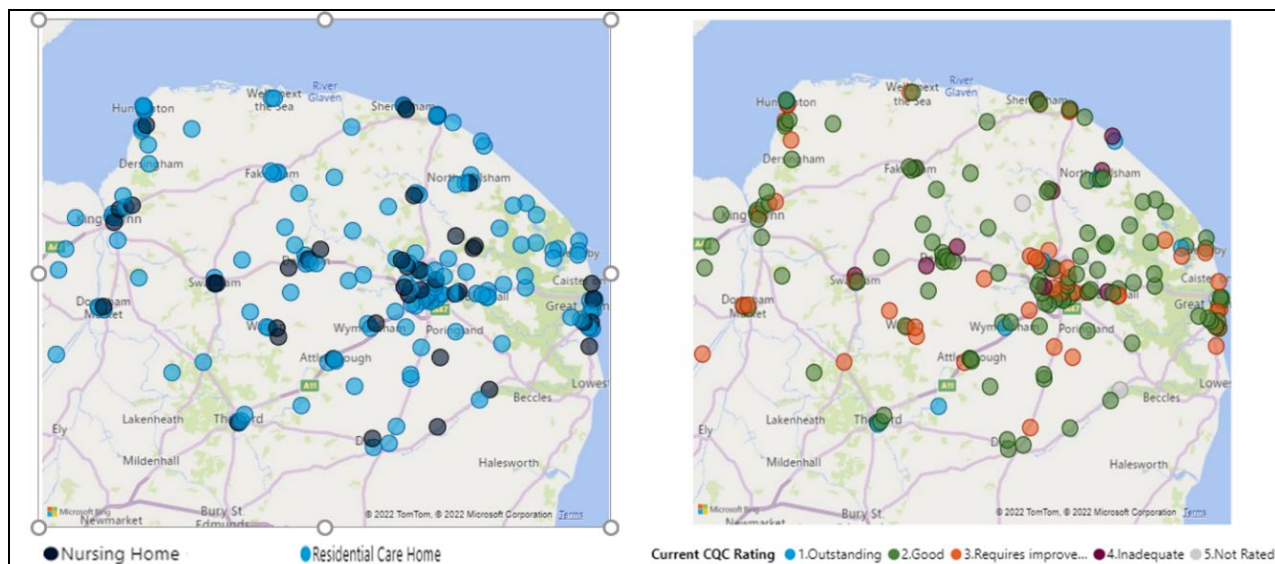
Pre-covid modelling of estimated capacity required to be commissioned by NCC (Norfolk County Council) by 2028 identified an increased demand for all but standard residential care. Since the pandemic we now have vacancies across all sectors, but most significantly for standard residential care. People meeting the definition of “standard” residential within the contract are now more likely to be supported at home or in housing with care/extra care housing schemes. Norfolk has provided capital funds to support the development of an ambitious housing with care/extra care housing programme which will mean that residential care services will need to become more specialist, dealing with higher acuity of needs. A re-modelling of the residential and nursing capacity required, taking into account the Council’s stated priorities for home first and HWC (Housing with Care), is underway. We will update the document once this is finalised.

Occupancy for some provision is also impacted by availability of staffing, rather than demand, leading to homes unable to take referrals if staffing skills and numbers would not be at a safe level. Several of the providers who engaged with the COC review reported beds closed to new admissions due to not having the staff to support. This can particularly impact nursing provision.

It takes longer to source services that will support people with the most complex needs, including people at high risk of falls and people with dementia. This is a gap flagged within our Market Position Statement with system wide work being undertaken to identify the service models needed. This has been confirmed with the Cost of Care (COC) submissions received from providers with little difference in cost per week for residential and residential dementia. Like many areas, NCC does not have a full picture available regarding local self-funders that have chosen to broker private arrangements, including the price they have negotiated. These private arrangements are believed to be typically higher than the Council’s usual price paid, which is evidenced in the few private payers the Council does broker for. Caterwood Analytics have recently published analysis of self-funder rates at local authority level. This information has been used to estimate how close the cost of care median rates calculated are compared to the current market median rate calculated using the Caterwood information for self funders and the Norfolk County Council average fee rates. The output of this analysis is detailed in the 65+ residential and nursing home section within Section 3 of this document.

Diversity of the market: As demand is shifting to require more specialist provision, the lack of purpose-built homes delivering care at costs that NCC can afford, is limiting the speed of transformation. Disproportionately high-cost housing and land values in some areas of the county are impacting on business potential from both an investment and staffing availability and therefore availability of skills, which means that there is more provision in cheaper and more populated areas of the county. Where new homes are being built the target is the self-funder market rather than council commissioned care.

The average number of beds per home in Norfolk is 40, which is similar to the national average. Norfolk has a lot of older stock with fewer modern, purpose-built homes. As can be seen on the care home maps below there is a concentration of provision in Norwich locality and in the East of Norfolk but little provision in West, South and North Norfolk.



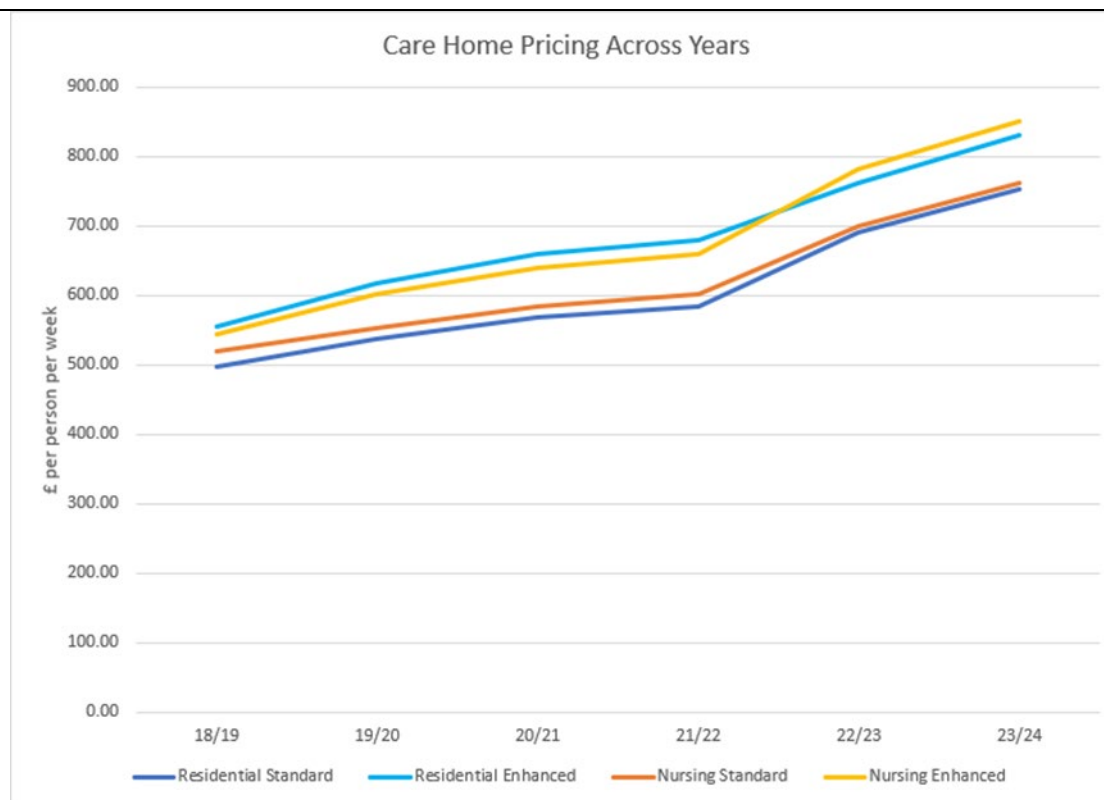
The fact that the Council and self-funders are continuing to use care that is rated below good is indicative of the lack of good provision available to meet specific needs, that is in the right location and affordable.

Cost information: In Norfolk, we have reviewed our fee rates annually and have conducted three cost of care exercises in the last six years. However, whilst the Council has ensured that all operational costs are incorporated, the published fees that have been set consider the wider economics of the market, and overall sustainability. We know that providers will have a blended approach to accepting council commissioned care. The following table details our current usual rate fee, the average fee rate that the council is paying and also the average rate where the council pays full top up. This latter rate is seen to be more reflective of self-funder rates.

Table 3: Analysis of fee rates as at October 2022

Service	Usual rate fee	Average fee rate paid	Average rate paid including NCC commissioned self-funders
Residential	£691.54	£791.98	£834.67
Residential enhanced	£762.20	£819.82	£903.80
Nursing	£699.19	£822.37	£851.83
Nursing enhanced	£781.37	£871.65	£930.57

The graph below details the change in care home prices between 2018/19 through to 2023/24, highlighting the on-going priority of the Council to the adult social care sector.



The cost of care exercise undertaken in line with the Market Sustainability and Fair Cost of Care Fund guidance highlighted that Norfolk County Council's usual rates are above the lower quartile costs calculated from provider submissions received but recognises that this does not give the Council the capacity needed to meet demand as it does not have all of the market open to it at these rates. This means that the Council has to secure provision at rates above its usual rate fee reflecting the higher average fee rates reported in the table below:

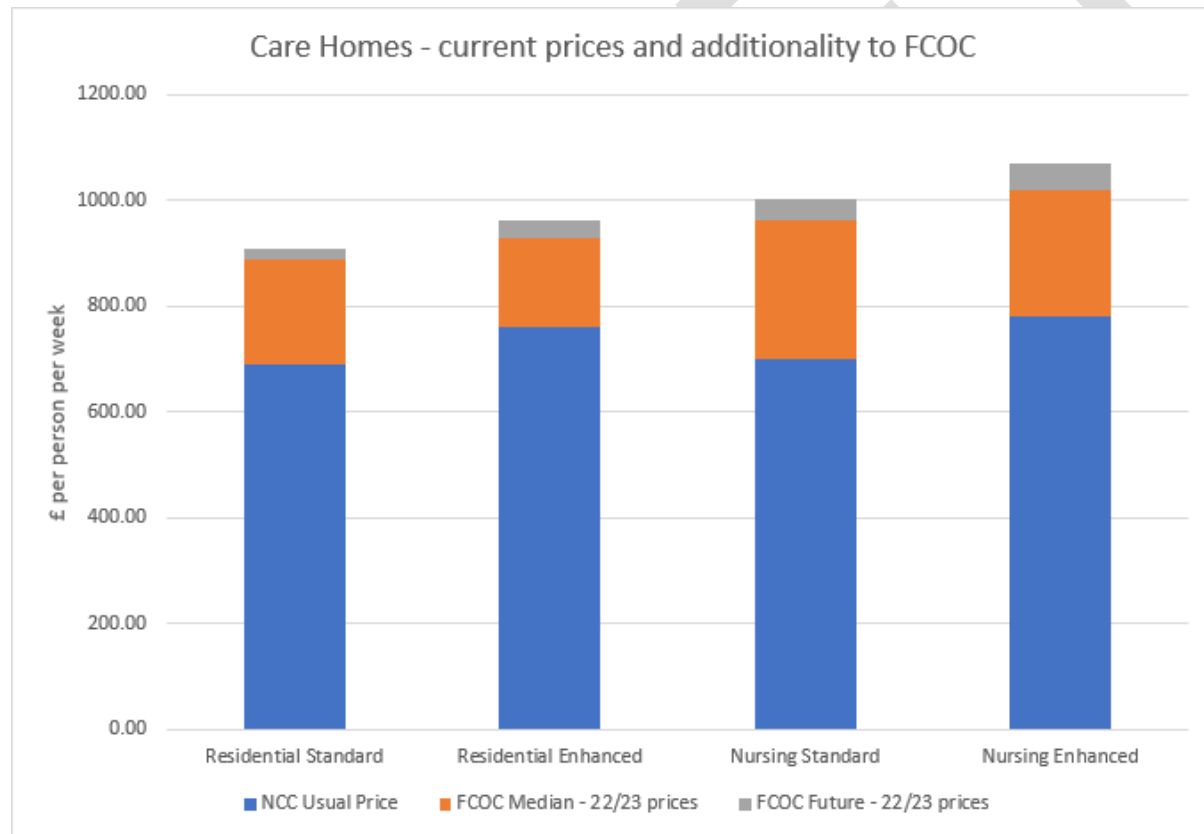
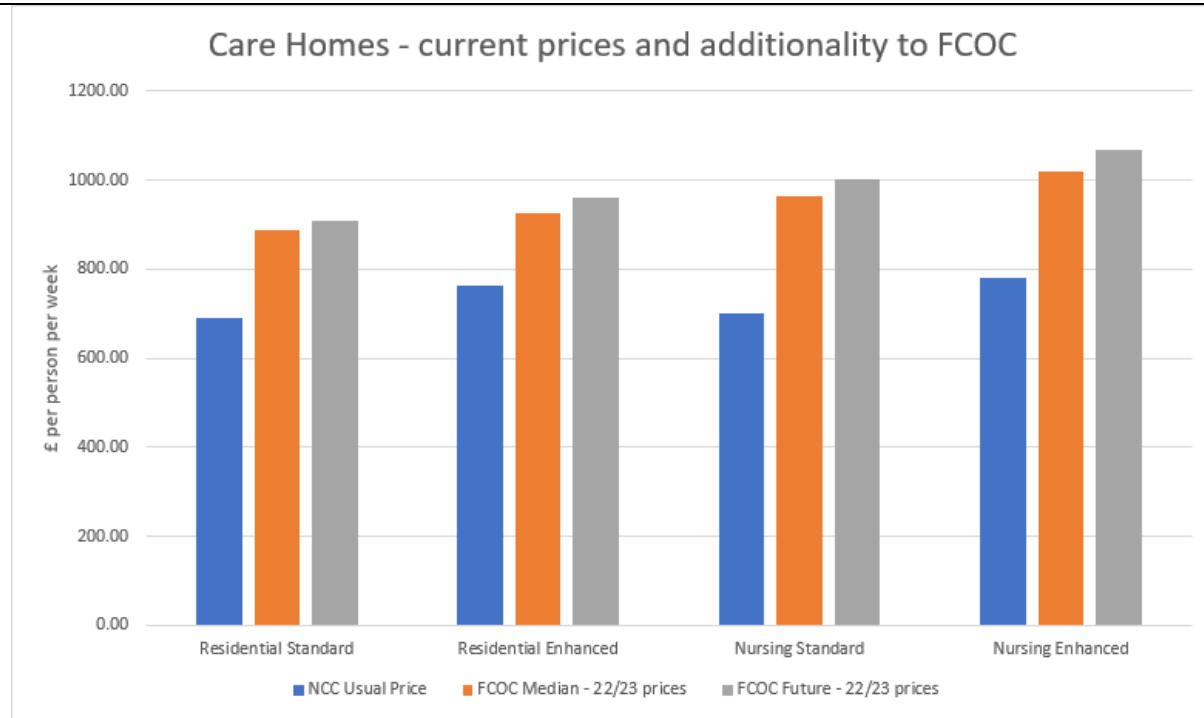
Table 4: Current position in relation to older adult care home fee rates

Service category (all values £)	Lower quartile £	Current usual price £ (2022-23)	cost of care adjusted median £	Upper quartile £	Median long term market sustainable rates £
Residential	666.78	691.57	888.72	1,248.45	910.36
Residential enhanced	692.66	762.02	927.47	1,321.13	961.20
Nursing *	671.99	699.19	962.89	1,344.91	1,001.72
Nursing enhanced *	773.99	781.37	1,021.40	1,564.11	1,068.73

* net of nursing costs

Rates calculated using Agenda for Change top rate for equivalent health care assistants and nursing roles.

The fair cost of care review undertaken has helped us to better understand the gap between our current rates and the median rates calculated through the costing exercise. This is detailed within the following graphs:



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.

Current Inflationary Pressures: The Council has agreed a fixed price fee uplift to this sector of 9% on the 2022-23 usual prices. This was part of a £30m fee increase agreed for April 2023 and represented the most that the Council could afford within the budgetary constraints. Following consultation 85% of providers who replied (c10% of market) expressed concern that the proposal was insufficient to meet cost increases. The fee increase focuses on 2023-24 increase and providers have raised concerns about in-year inflationary increases during 2022. Care providers are reporting continuing rising prices from inflation, particularly energy costs, insurance premiums and a

requirement to set competitive pay rates. The median costs calculated from the cost of care review reflect the actual costs being incurred by providers at the time of submission. The median rate includes the current costs being paid to staff but given current UK workforce shortages these are not considered to be long term market sustainable rates. The table above details median, long term market sustainable rates using equivalent NHS Agenda for Change pay rates.

Impact on market sustainability due to delay in charging reform: Proposed specific funding to support a move towards more sustainable long-term rates is no longer available solely for this purpose. Due to the economic environment, and significant shift in labour market costs, it has meant that all new funding issued has been required to support inflationary increases and it has not been possible to start to work towards moving prices towards the calculated median rates. Furthermore, the delay to 18(3) of the Care Act means that the self-funder cross subsidy that this reform will seek to remove will continue to be in place within the economics of the whole market.

Workforce: The vacancy levels for social care workers within residential and nursing care homes varies across the county. The highest levels are North Norfolk (8.5%) and Norwich (6.8%). There are also difficulties with recruitment of managers in the East and North Norfolk and registered nursing roles in Norwich (14.3%). Despite achieving comparably high levels of staff vaccination, in Norfolk it was estimated that 350 people left the sector in Autumn 2021 due to the vaccination as a condition of employment legislation.

Housing costs impact on the workforce shortages, with some providers needing to include staff accommodation within their business models.

Turnover rates are above national averages across the county with some areas facing significant challenges – in particular Dereham, Thetford and Watton. Turnover rates significantly impact on quality and costs, with loss of continuity of care and experience and higher costs from recruitment, onboarding and induction.

A cost of living survey led by the Norfolk Care Association reported:

- 78 care staff responded to the survey and 82% said that they were worried a great deal (57.69%) or a lot (24.36%) about the cost increases of energy and fuel on their ability to afford to work within the adult social care sector.
- 46 out of 74 who responded stated that they did not think that they would be able to afford to continue to work at their current income rate within the next 6-12 months.

Energy costs. The Fair Cost of Care review highlighted the significant impact that energy price increases were having on the cost per resident per week for providers. Analysis undertaken by Knight Frank and reported in Care Homes Trading Performance Review 2022, calculate a combined increase in gas and electricity of 497%. Some providers reported no increase as they were still covered by longer term contracts but other saw increases of c500%. Although the calculation of CPI includes energy costs, as this is a “Consumer Price Index” these costs relate to individual’s heavily subsidised energy costs and not the costs actually paid by businesses. Care providers must purchase their energy via the commercial energy markets and most commercial energy contracts are for fixed terms of 12 to 24 months. With the significant increase in Energy prices starting around the time of Russia’s invasion in Dec 2021, most care providers existing fixed Energy contracts are likely to have just been renewed, or due for renewal in 2023.

The Energy Relief Bill has provided some support to providers during 2022/23 but there are concerns that this is due to be halved during 2023/24.

Innovation: From a recent comprehensive survey over 50% of providers have introduced digital care records. Key barriers cited to enabling the introduction are IT skills, costs, connectivity, and equipment.

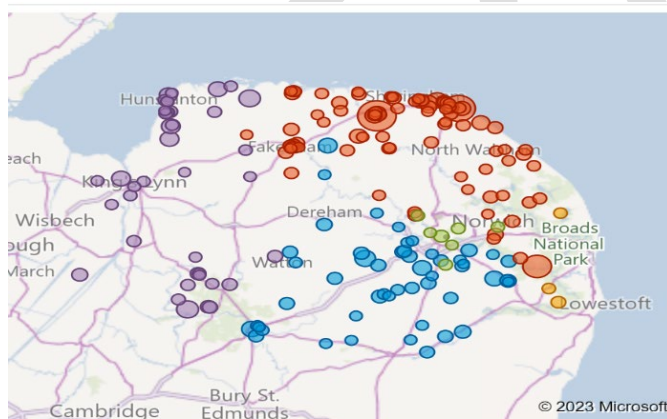
b) Assessment of current sustainability of the 18+ domiciliary care market

The home care market in Norfolk is not delivering sufficient supply to meet current demand. This is despite an increase in NCC commissioned care since the lowest point in January 2021. However, growth to meet need is challenged due to retaining and recruiting staff. High turnover rates are

being experienced, which is not supporting efficiency or quality of provision. Inconsistent quality of care and lack of availability means that care that is rated below good continues to be used by both the council and self-funders. Although home care provider businesses are considered more stable than residential and nursing care, providers are needing to moderate business models to maintain viability. This has included handing back packages of care to the council. The impact is that people are waiting longer to access home care, including self-funders, with impact on community referrals and hospital discharge.

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. Currently, home care services are supporting an estimated 5,350 people in Norfolk, of which just under 3900 are via council commissioned services. The council is currently seeking to commission approximately 45,000 hours of care per week, with a current shortfall of c2500 hours per week. Home care is provided by the independent sector, with one Council part-owned company operating in this market – Home Support Matters, which is a subsidiary of the council part-owned Independence Matters Community Interest Company. 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. NFS has also experienced similar issues to the home care market with recruitment and retention and currently has a 15% vacancy rate.

Sufficiency of supply - Home First is a key Council and Integrated Care System priority but currently there is not the capacity within the sector to deliver fully against this strategy. This is impacting on communities with challenges for both council and self-funders to access care in some areas of the county and for timely acute and community hospital discharges. The Council has developed a home care provision dashboard which is shared with providers and which details the available packages. The larger the dot the larger the package of support required. As can be seen in the dashboard above, the Council is struggling to commission the level of care that is required in North, South and West Norfolk. These three areas of Norfolk account for over 9



Number of weekly interim care hours by area (as at 25/01/23)

North Norfolk	1,095.6
South Norfolk	554.2
West Norfolk	520.5
Norwich	63.3
Eastern Norfolk	24.5

Home care for adults with disabilities is considered stable, but supply is better in some areas. An increase in the supply of home care to meet more complex needs is required for adults with a physical disability and those with mental ill-health.

Diversity of the market: There are 11 providers delivering specialist MH (Mental Health) and LD (Learning Disabilities) provision in Norfolk, with an increased use of direct payments which is helping to mitigate some of the home care capacity gap. It has been identified that there has been a reliance on formal home care to support non-regulated care needs and tasks that are not Care Act eligible such as medicine management. This is being addressed through the Council's connecting communities programme looking at the role of the VCSE (Voluntary, Community and Social Enterprise) as partners in care and support.

Securing an efficient home care model: Although a large private market enables competition, it

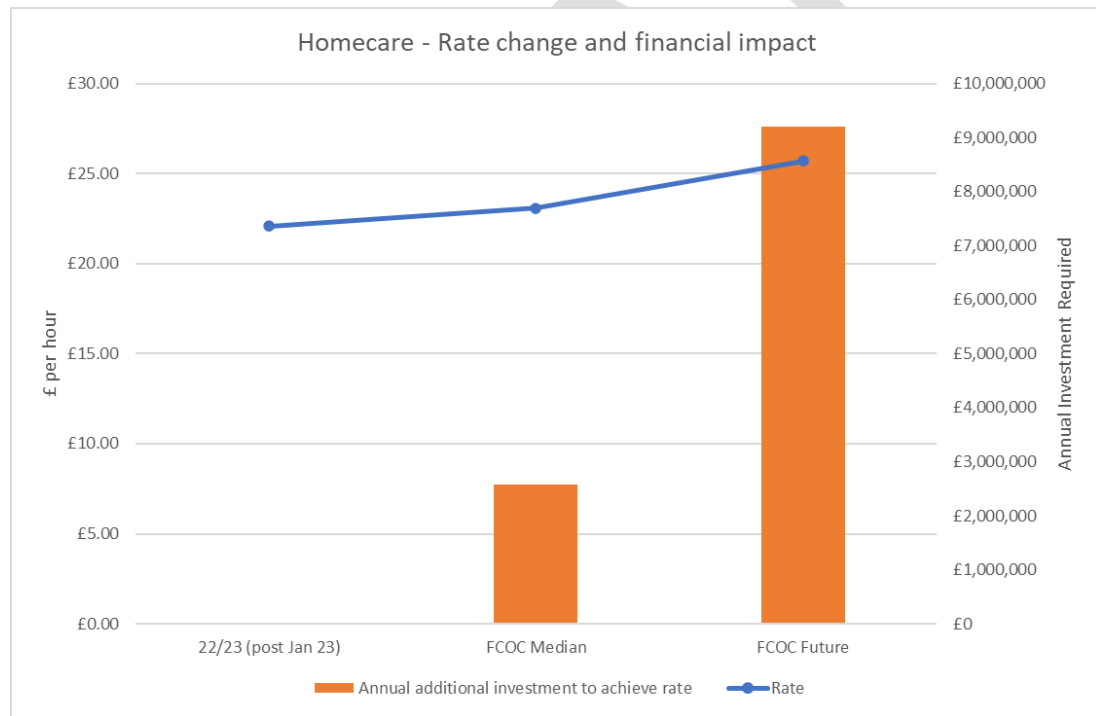
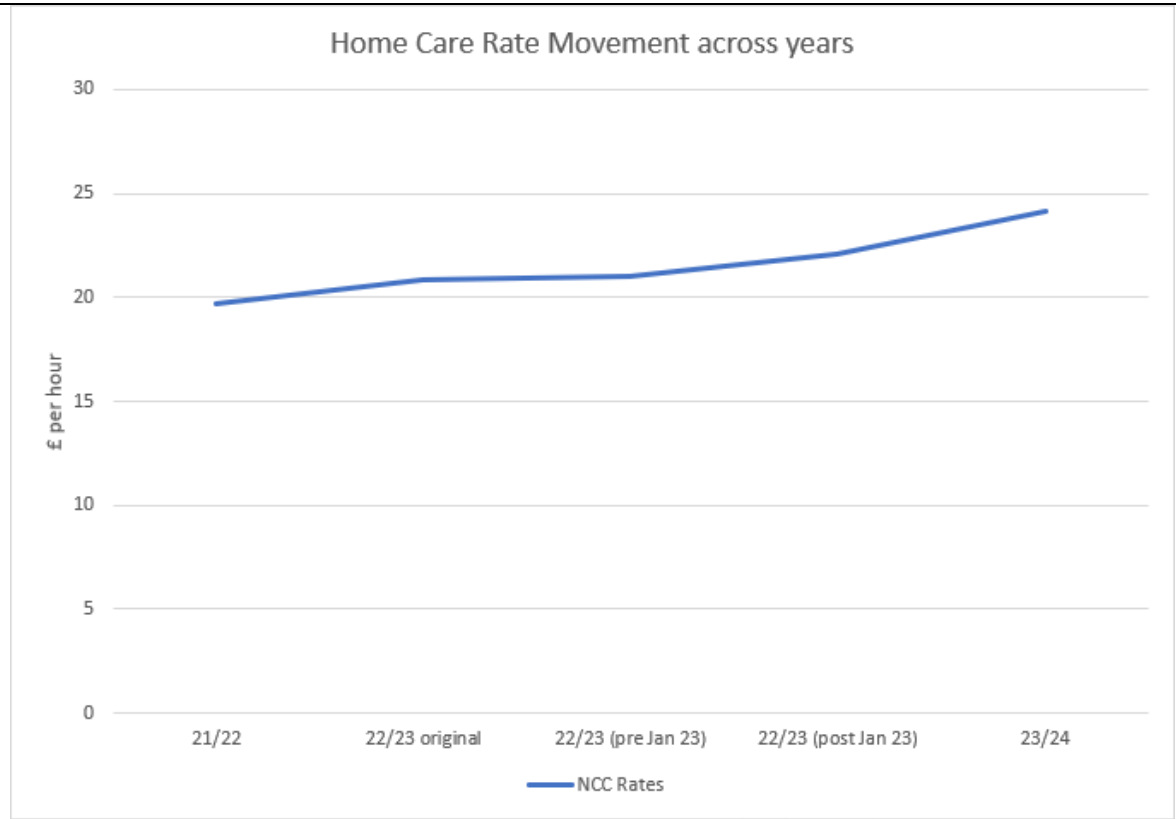
can also create fragmentation and it is a challenge to enable the most efficient delivery of services and deployment of available capacity. This is currently largely outside the control of the council but is a critical element to enable access to sufficient affordable care across a large county like Norfolk. This is an example of where competition can work against efficient use of resources. Work is underway to create greater collaboration between providers, including the recent tender to put in place collaboration blocks, where between 2-4 providers were asked to submit a single bid for block contracts. Work is being done with NorCA (Norfolk Care Association) to engage the market on different ways of working with providers, with the aim of developing an efficient model of delivery.

Rural/urban provision: Norfolk currently has a standard rate for home care no matter where this is delivered (Norfolk previously attempted a location-based price model but it was unsuccessful). The COC has identified the differences in travel distance and travel time between branches in different geographical areas of Norfolk. There is currently a strategic review of the model for home care in Norfolk and the potential for tiered rates will be revisited as part of this review.

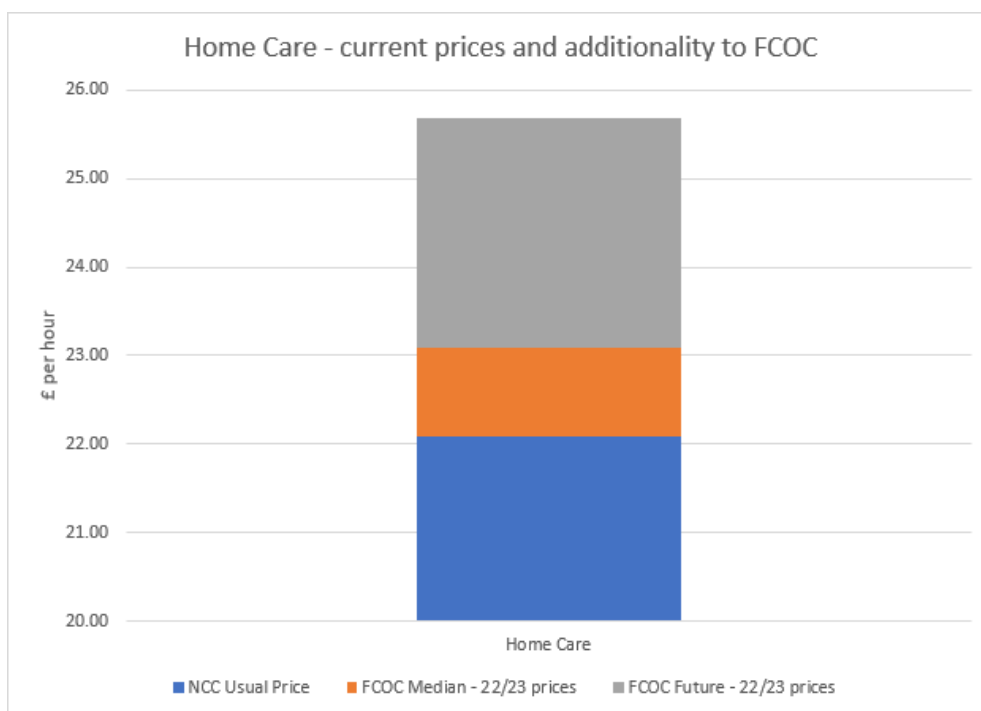
Quality: As of December 2022, 75.2% of home care services are rated good or outstanding. Norfolk is 2nd lowest in relation to other East of England LA's and significantly below the England average of 86.6%. As with care homes there are significant differences in quality at a locality level with North Norfolk having 86.5% of providers rated good or outstanding but only 62.5% in the East. Access to home care in North Norfolk is amongst the most challenged in the county, however, the care that is of a higher quality and supports a larger self-funder market. Due to the shortages in provision across Norfolk and pressures to access care there continues to be use of 'requires improvement' provision by the Council and self-funders, which is not driving up quality.

Current fee rates – Following a review of fees as part of the 2022/23 budget planning process and a further April increase to reflect fuel increases, the framework fee rate for council commissioned home care was until recently £21 per hour. Discharge funding has supported a recurrent uplift to the current rate of £1.08 per hour effective from 2nd January 2023 resulting in a new framework rate of £22.08 per hour. Incentives have been offered in year to secure referrals to expediate hospital discharges in particular, but these are funded from temporary or limited budgets which is not a sustainable position.

The graph below details the increase in care home framework fee rates between 2021/22 and 2023/24



The fair cost of care review undertaken has helped us to better understand the gap between our current rates and the median rates calculated through the costing exercise. The standard median domiciliary care rate calculated as part of the COC is £23.09. The market sustainable rate with carers paid at HCA 3 and keeping the same pay differential between seniors and carers that came out of the COC review would result in a median, market sustainable rate of £25.69. This is detailed within the following graphs:



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.

As part of winter measures temporary emergency support is being sought through national agencies, but this is high cost and not sustainable either financially or for market stability as providers are not able to make sustainable investment in their workforce.

Fuel and energy costs. During 2022/23 providers reported that the significant increases in fuel costs were being cited by staff as a reason for leaving the sector. The Council did review the increase in fuel costs and increased the fuel element of the cost by 17.2% which was based upon the increase in fuel costs from March 2022 – July 2022 (peaked at £190.63 for petrol and £198.74 for diesel). Domiciliary care providers have also been impacted by the increase in energy costs for their offices. Again there have been differential increases between providers based upon the contracts that were in place for energy costs. The Energy Relief Bill has provided some support to providers during 2022/23 but there are concerns that this is due to be halved during 2023/24.

Current Inflationary Pressures: The Council has agreed a fee uplift to this sector of 9.5% on the 2022-23 usual prices. This was part of a £30m fee increase agreed for April 2023 and represented the most that the Council could afford within the budgetary constraints. Following consultation 85% of providers who replied (c10% of market) expressed concern that the proposal was insufficient to meet cost increases. The fee increase focuses on 2023-24 increase and providers have raised concerns about in-year inflationary increases during 2022. Care providers are reporting continuing rising prices from inflation, particularly fuel costs, insurance premiums and a requirement to set competitive pay rates. The median cost calculated from the cost of care review reflects the actual costs being incurred by providers at the time of submission. The median rate includes the current costs being paid to staff but given current UK workforce shortages these are not considered to be long term market sustainable rates.

Workforce: Workforce remains the most significant factor affecting the sustainability of this sector. 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)

Using the Council's home care fee rate calculations and the recent cost of care exercise, we estimate that affordable core pay rates for 2022/23 are between £10.35 and £11. Recent work undertaken by the Norfolk Care Association has created a job evaluation framework for social care. This framework and the view of ADASS (Association of Directors of Adult Social Services) considers that the role of a home care support worker equates to a health care assistant operating at Band 3 within the Agenda for Change pay structures. The pay range for this role has a median point of £11.48, together with enhanced terms and conditions and pensions. Along with the additional requirements of transport and fuel costs it can make it difficult to recruit and retain staff within this sector.

Housing: The housing related costs described in 1a above equally apply to the home care market.

Innovation: In recognition of the challenges faced we have been exploring different models of delivery, including the use of technology. We have an arrangement with Alcove for the provision of video care phones and will be soon piloting the use of these devices to support with the delivery of care packages, where it can replace a physical face to face interaction. This could include such things as welfare checks and medication prompts. This is part of creating blended package of support, using technology alongside a more traditional face to face care package.

Section 2: Assessment of the impact of future market changes between now and October 2025 for each of the service markets

The factors raised for the Norfolk care market in Section 1, present risks to the sustainability of care, but also opportunities for some providers. Although this plan focuses on 65+ residential and nursing care and 18+ domiciliary care, these markets do not operate in isolation. Any decisions and funding affecting these markets will impact on the sustainability of services for working age adults and the voluntary, community and social enterprise (VCSE) sectors. Councils will need to take this into account in forward plans and affordability. The table below sets out the key risks impacting on all elements of the market.

Strategic risks and impact

Risks that apply to the entire care market	Older adult residential	Domiciliary care	Other market sectors
Workforce shortages – highly competitive employment markets offering higher paid jobs with less responsibility. Difficulties of securing staff in rural areas.	Nursing staff – lack of nursing recruits into the sector.	Workforce risk – staff in this sector have higher levels of personal responsibility through lone working with pay not at a level that recognises this.	Image of jobs in the adult social care sector – seen as low value, low recognition, lowly paid and high risk. Negative publicity around Cawston Park Hospital and other national safeguarding reviews.
High land and housing costs affecting provision in	Risk to choice as a result of providers setting up provision in	Risk to choice – limited choice and higher cost	Risk to choice as a result of providers setting up provision

some parts of the county, meaning people having to travel further to access the care needed.	areas where it is cheaper to buy property and easier to employ staff, not where there is the highest level of need.	of provision in the more rural areas as difficult to recruit and retain staff.	in areas where it is cheaper to buy property and easier to employ staff, not where people requiring support wish to live.
Inflationary impacts and fee rates	Financial viability - the inability of the Council to address the in-year inflation pressures relating to staff pay, energy costs and food has increased the risk to the financial viability of providers.	Fuel price fluctuations – affecting staff using their cars for work.	Norfolk has banded rates for LD and MH residential services which were established in 2014 – these have been uplifted annually for inflation but have not had a cost of care review since being set up.
Quality -high staff turnover means that staff are not gaining the skills and competencies required to deliver the high-quality provision required.	Built environment <ul style="list-style-type: none"> • environment not appropriate for level of acuity of presenting needs. • Need investment to support the changes to the built environment needed i.e. low interest loans for providers to make the changes needed. • Energy v carbon reduction 	Proportion of staff still working in the sector on zero hours contracts – transient workforce. Staff know that they can easily get jobs in this sector so more likely to move to seasonal work especially in the winter months. Impact of this on service quality.	10% of WAA residential beds have closed and many providers are flagging risks that they are not financially viable. Risk of investment focusing on other areas of the market
Inadequate funding provided to Local authorities to deliver growth in market pricing.	Risk to choice if there is less use of high-cost provision that currently only exists for the self-funder market at top end rates.	Staff retention staff pay and fuel costs have been cited by domiciliary care providers as a key reason why staff have left the sector.	WAA services have low levels of self-funders (estimated to be 5% and for physical disability clients). They are therefore unable to cross subsidise LA (Local Authorities) fee rates with self-funder income.
The Council's wider budget constraints and the existing price inflation challenge for providers does not allow for any subsidy to shortfalls in government new burdens funding.	Nursing – low occupancy meaning that providers are not securing sufficient FNC income to cover nursing staff costs.		Reluctance of WAA providers to come into the sector or to make the investment required to deliver the services required.

House prices and rental costs – unaffordable for people paid on NLW (National Living Wage) in many areas of Norfolk further reducing availability of workforce. Housing support/initiatives for key workers and international recruits.	Some providers have the USP of being low cost – increasing fee rates to the median will mean that there will be more choice at the same rate with better quality environments.		
Risk to quality , investment in new provision and sustainability of existing provision due to the shortage of registered managers	Quality of registered managers – well led is one of the key domains that are rated RI and inadequate.		
Continuing Healthcare (CHC) – the need to understand the impact of CHC on service capacity and associated costs as part of the review of fee rates.	Risk to choice through providers having to exit the market as not able/willing to deliver the enhanced services required.		

65+ Residential and nursing care

From a council and Norfolk resident perspective, there will be a need to grow the amount of provision to meet more complex needs. As we prepare for social care reforms this will need to move towards the median cost of care rate. If this rate is not affordable to the Council, then it will not be possible to re-shape the market in this direction. This is due to higher costs and greater staffing challenges, as well as the investment needed in the built environment. Evidence through care and support plans show that those now seeking residential care, in general, have higher needs leading to higher average fees for those providers able to meet needs. Providers able to meet enhanced needs have less available capacity, which is evidenced through the capacity tracker and our detailed bed availability data. However, barriers to transform 'standard' provision often relate to suitability of provision and will require capital investment to resolve this. For some providers it may be necessary to close unsuitable provision.

The impact for nursing care is different, in that it is also shaped by health needs and a criteria to require ongoing nursing care. As a council the average fees paid are 14.5% higher than our current usual rate fee. It is expected that the eventual charging reforms will have less impact on this sector, but actions to create a sustainable market offering good quality provision will have significant impact. The COC identified that 9 out of 15 nursing submissions reviewed did not have levels of nursing occupancy that were bringing in sufficient FNC income to cover the costs of the nurse staff establishment. Concentrating occupancy on fewer providers would optimise the available workforce and skills, helping to improve financial viability and increase service quality.

The provision in Norfolk varies considerably, with different business models and attracting different types of clients. For simplicity, the risk assessment below for both the Council and providers is focussed on the general pricing models that operate within the market; clearly other factors will have an impact including quality of the provision. It is important to understand the range of provision, as

this too is meeting the varying support needs and financial means of a diverse self-funder market. The table below details the estimated number of service users who self-fund or who are funded by the Council.

Table 5: Residential all ages as at July 2022

Funded by	Service Users	Est. OP	Est. WAA
Norfolk	3,200	1,920	1,280
Self-Funders known to NCC	600	570	30
Estimated additional Self-Funders	4,800	4,560	240
Total	8,600	7,050	1,550

Estimated split of self-funders across older adults and working age adults are 95% and 5% respectively. Because the self-funder market is driving the majority of care provision in Norfolk, business models have been set up to reflect this. The Council does not routinely contract with all providers and most providers will only contract with the Council for a proportion of their beds.

A key aim of the Social Care Reform was to make it easier for people to get the care and support that they need and for people paying for their care to pay the same as the local council. To achieve this aim, local authorities were encouraged to work with providers to gain a better understanding of what it was actually costing providers to deliver care and to calculate a 'median rate' that would be the blended rate between current Council and self-funder fee rates. The outputs from the cost of care exercise undertaken by Norfolk are detailed in the cost information paragraph in Section 1 of this document.

As a test of the robustness of the fair cost of care median rates, the Council has used the above estimates for numbers of self-funders and council funded clients to calculate the average market rate and compare this to the fair cost of care median rate. The NCC price is the average price paid by the Council (including packages where the Council is paying the full top up). The self funder rate has been calculated using the Caterwood local authority estimates of older people's long term care home self-funder rates in 2022/23. Data collected by Caterwood included information relating to lowest and highest fee rates for each service category representing 185 homes within Norfolk. Providers have highlighted that these rates have been supplied by families and that it is not possible to discern from the data whether it is a representative spread of the market.

The midpoint of these rates was used to calculate the self-funder impact. This is detailed in the following table:

	Self-funder (ap-prox)		NCC		Market total		COC Median
	Volume	Price	Volume	Price	Volume	Price	
Residential	1,729	£938	1,082	£799	2,811	£884	£889
Residential enhanced	2,545	£948	1,592	£822	4,137	£899	£927
Nursing	160	£1,116	100	£795	260	£993	£963
Nursing enhanced	366	£1,106	229	£883	595	£1,020	£1,021

The above shows how close the adjusted FCOC median rate is to our calculation of the approximate median in the market.

Planning considerations for post October 2025

The Autumn Statement delayed the implementation of the Social Care Reform by 2 years. This delay will support councils to ensure that they have more time to prepare for implementation, to better understand the potential risks and work with providers on the re-shaping of the market to help

mitigate the risks. The expected initial impact of Social Care Reform changes on the local market were considered to be as follows:

Higher cost providers with a focus on the self funder market. This provision is most likely to be impacted by the social care changes as self-funders will approach councils to create their care account and more people are expected to request council commissioned care. More work is needed to test the impact with the care market, but it can reasonably be expected the business cost models will not be significantly reduced and these providers will want to attract individuals with a top up. The future strategic risk for the council is that once the cap is reached these placements will not be affordable yet will become a cost to the Council. We know that moving people from long term provision is challenging. The impact will be felt progressively from Year 2 of the reforms and longer-term impact will depend upon the availability and ability to move individuals safely to alternative provision at the new agreed rates when the cap is reached. If individuals need to remain in this type of provision, then the impact will be less on care providers, but unaffordable and unsustainable for councils who will be incurring full cost of the care provision beyond this point.

Providers delivering mid to higher cost range provision – but meeting higher needs and with some beds currently offered at or close to the council's rates. This is expected to be the group of providers that the social care funding reform will most closely align to. If, following the cost of care, councils can successfully afford to offer a cost of care rate that blends the current fee rates then there should be less impact. This part of the market will be delivering the type of care that is most required – either by being able to meet higher level of physical needs or enhanced provision that can support people with dementia and with the right infrastructure/accommodation to enable this. The extent of impact may depend upon the current balance of council commissioned work compared to self-funders. Clearly the more self-funders the more likely that there will be some financial impact.

Providers currently delivering care at rates at or close to the council's usual price – this provision is most likely to benefit financially from the funding reform, but only where the provision meets more complex needs and is good quality. For those that can meet higher level physical needs and or enhanced needs supporting people with dementia there should be limited impact. If higher fee rates are agreed as part of the reform this could also support further investment into the fabric of the accommodation and help to sustain quality provision.

18+ domiciliary care

Table 6: Home Support estimated split of council and self-funder commissioned domiciliary care

Funded by	Est. number of service users
Norfolk County Council (NCC)	3,200
Self-funders known to NCC	550
Estimated additional self-funders	1,600
Total	5,350

As can be seen from the table above, it is estimated that 40% of people with home support in Norfolk are self-funders. There are a few providers that charge significantly more and undertake limited or no work with the Council. It is expected that unless these provisions can demonstrate a significantly different service that individuals may question these rates, given these will not count in full towards the care cap when implemented.

Over the last five years the Council has reduced its use of block home support contracts, favouring a framework approach that has enabled a clear price and more flexibility. This has worked well while there has been capacity in the market but increasing demand has meant that more providers have been invited to join the framework. This has enabled a diverse market, but it has made it harder to ensure efficiencies of rounds and to promote or incentivise high quality care. Recently, there has been an increase in the use of block contracts to meet specific needs such as double assists and collaboration blocks. The expected higher concentration of care via council commissioned contracts from Autumn 2025 will require the ability to secure more care at new agreed prices.

If home care can be delivered at a more sustainable price, there is opportunity for growth within good provision and less, or ideally no use, of low-quality care. Longer term this could adversely impact on high-cost home care. To ensure that all provision is used as efficiently as possible, to promote and grow good quality home care provision and to provide confidence to providers to develop business, it will not be possible for the council to actively work with such a large number of providers. These challenges were evidenced during the pandemic when the Council needed to work with more providers to meet need and this is not sustainable or efficient. Providers will need to evaluate whether they can provide home support within new prices, which may require consideration of business models, range of services provided and ways of working, including collaboration to promote efficient management of rounds and increased resilience for staffing shortages.

The cost of care has demonstrated that rural rounds are more expensive to deliver. As part of the COC exercise, we have modelled two rates, urban and rural/semi-rural. Implementing tiered rates will be considered as part of the strategic review of home care. Section 3 provides more detail on the Home Care Support Strategy which aims to develop a more efficient model for home care services within Norfolk.

Section 3: Plans for each market to address sustainability issues identified, including fee rate issues, where identified.

Norfolk's key strategic aims

Norfolk's Market Position Statement details 5 key aims

Aim	Delivered or in train	What we can't currently deliver
Passionate, well-trained, supported staff with opportunities for a great career in social care.	<ul style="list-style-type: none"> • ESF funded 'Developing Skills in Health and Social Care' training. • leadership training programmes such as 'My Home Life'. • A range of recruitment and retention initiatives to support providers. • NorCA commissioned Social Care Job Evaluation Framework. • Promoting learning and development opportunities via Norfolk and Suffolk Care Support Ltd. • Co-producing an Ethical Framework for Norfolk setting out the principles and standards about how we will all do business in Norfolk. 	<ul style="list-style-type: none"> • Within our fee rates we are unable to deliver parity of pay with other comparable sectors to ensure that the social care sector can compete.
At least 85% of commissioned services will be good or outstanding by 2024	<ul style="list-style-type: none"> • Piloting the involvement of people who access services in improving service quality. • Integrated Quality Service supporting providers to improve their quality. • Developed a Quality Plan supported by a robust quality assurance process • NHS in-reach training and support. 	<ul style="list-style-type: none"> • The quality improvements needed with such high staff turnover rates and high use of agency staff. • The CQC capacity needed to increase the number of inspections to enable our quality ratings to improve.
Working together to shape a	<ul style="list-style-type: none"> • Clarity of commissioning intent shared with providers to enable them to plan. 	<ul style="list-style-type: none"> • Firm plans on moving towards the median

sustainable market that provides choice of high-quality provision.	<ul style="list-style-type: none"> • Working together to co-produce commissioned services. • Information about current and future demand modelling made available to providers. • Robust information about current and future needs & the services required to meet them. • Commitment to move towards the median rates calculated within the cost of care exercise. 	cost of care rates calculated. This is dependent upon resources allocated to local authorities for this purpose.
Working together to design a better, more efficient sector	<ul style="list-style-type: none"> • Championing innovation & technology enabled services. • Open for discussions about the use of assistive technology in supporting less labour-intensive processes. 	<ul style="list-style-type: none"> • Many providers unable to afford to invest in the technology required. • Council not able to afford move to median cost rates.
Working together to design a lower carbon sector.	<ul style="list-style-type: none"> • Carbon footprint assessment of social care services. • Two energy assessors funded to support providers to improve energy performance. 	<ul style="list-style-type: none"> • Many providers unable to afford the actions needed to reduce carbon impact.

As can be seen above, Norfolk is already doing as much as it can towards meeting these aims but is limited by the funding available for investment into the sector.

Meeting a sustainable cost of care

Council commitments to meeting a sustainable cost of care

- A £30m increase in fee levels has been approved which will deliver an average blended inflation uplift of c9%
- As part of the Government's Social Care Reform, commit 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.
- During 2023/24 to review with providers, the standard residential and enhanced/complex care definitions and associated fee rates.
- To lead the system wide Collaborative Care Market Review project which aims to support the development of a sustainable care market that provides high quality care to people across Norfolk and Waveney and increases cost efficiencies by delivering closer alignment across the Integrated Commissioning Board (ICB) and NCC commissioning functions.
- To continue to develop, in co-production with providers, the strategic review of home care services in Norfolk.
- To support the national discussion to look at ways to address the challenges within the adult social care sector which would include:
 - To make the case for sustainable funding for Local Authorities.
 - To develop a social care job evaluation and pay framework that has parity with the NHS Agenda for Change. The Norfolk Care Association has developed a social care job evaluation framework that could inform national discussion.
 - To set in place a cap on agency premium rates for social care, in line with similar arrangements agreed for the NHS.
 - To review the way that energy relief funding could be allocated to providers within the social care sector.

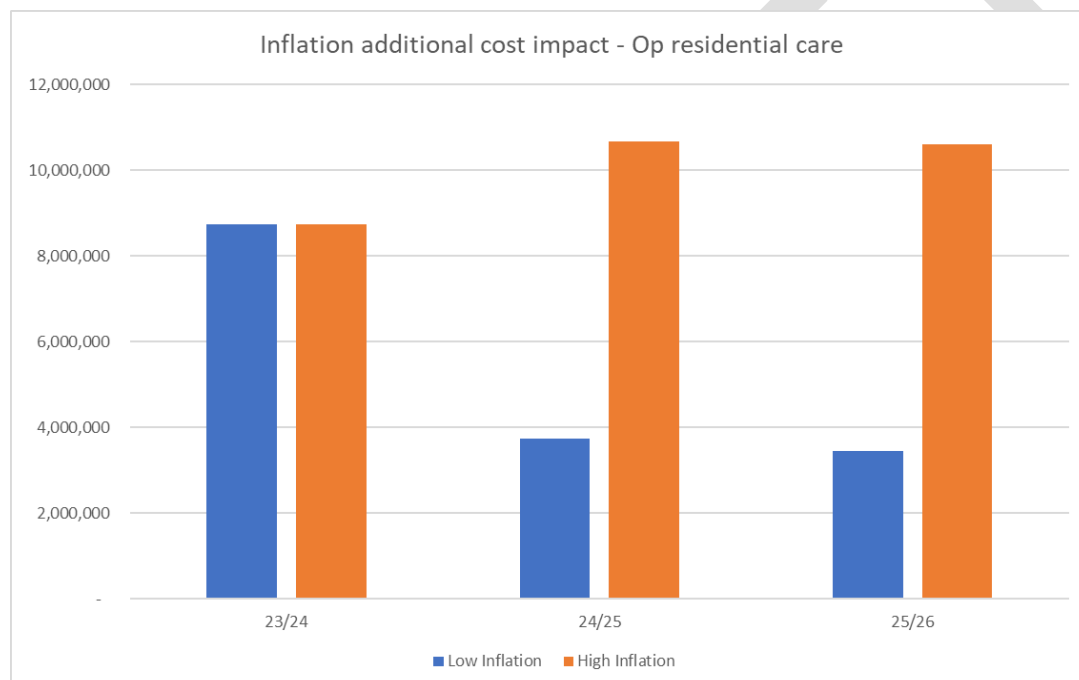
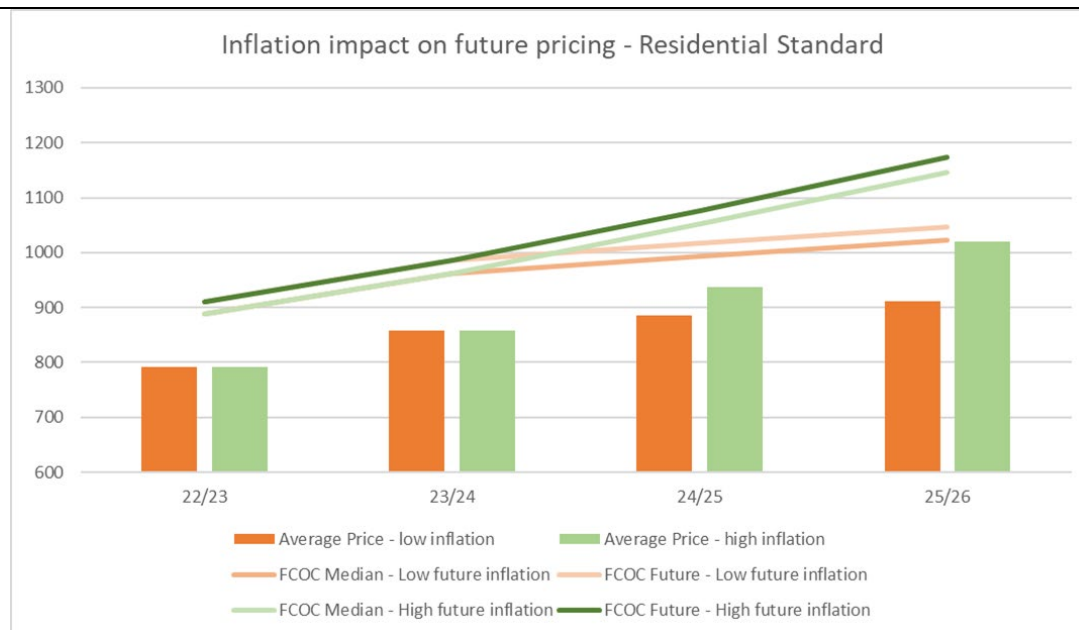
2022-23 funding:

- **Older adult care homes:** NCC undertook a cost of care exercise during 2021/22 which, alongside our annual inflation review, informed the 2022/23 increase in fees. As a result of this exercise, we invested £2.489m of our £2.8m FCOC/MSP funding for 2022-23, alongside a further £0.5m of NCC resources, to enable a c9.7% increase (in addition to 6% for inflation).
- **18+ domiciliary care:** £273,722 of the FCOC/MSP funding was used to support an increase in hourly fee rates to address rising fuel prices. This resulted in a 12p per hour increase. Providers were required to confirm how they would ensure that this funding was directly allocated to staff as the fuel cost increases were having a negative impact on retention of staff within the sector.
- **FCOC/MSP implementation:** £93,976 (c3%) was spending associated with internal resourcing for implementation activities.

Despite the previous cost of care exercise for older adult care homes, we decided a further cost of care should be undertaken to allow for more engagement around reform, ensure consistency of approach with other areas and to recognise the current variability and uncertainty in cost.

Financial challenges in meeting a sustainable cost of care:

- The COC developed as a retrospective review of costs will only indicate the median market fee rates required today.
- For NCC to pay the COC median rate for both Residential and Nursing the direct cost would be approximately £15m per annum. The cost was NCC to move to the current calculated long term market sustainable rate would be c£19m.
- The annual cost to the council in meeting the median home care rate is £2.5m+. To meet what providers believe to be a long-term market sustainable rate would be a direct cost of £9m+.
- Even if this was affordable, based on the relatively high proportion of private payers in Norfolk, and eventual introduction of 18(3), a shift in fee rate by NCC may not inject more monies into the market but simply reduce the existing cross subsidy from private payers. The funding NCC receives under this piece of reform will therefore materially be used to increase fee levels towards (alongside Home Support) the output of the COC exercise.
- In addition to the direct costs described above, it is likely that any shift in the fee levels in these markets will have a knock-on impact in the wider care markets either commissioned to support people with physical, mental or learning disabilities, or indeed wage levels sufficient to attract carers for direct payment usage. Therefore, a movement in the markets in scope of FCOC is likely to have a wider financial impact than just those direct markets.
- The wider financial constraints of NCC, a £133m post Council Tax but pre-savings gap over the next 4 years, suggests that keeping up with general price inflation for our care markets, and managing significant financial risk in our care markets relating to younger adults, will be a significant test, leaving little to no residual NCC funding to up the baseline for this care market. If the economic conditions continued to drive prices such as utilities, mortgages etc, alongside those labour costs, then materially all new funding will be required to ensure those new pressures are absorbed. As an example, the following graphs show the inflationary impact on just one Norfolk market if underlying inflation varied from a 3% figure (low inflation) to a 9% figure (high inflation) as planned to be experienced in 23/24.



- The removal of the ring-fence for previously announced funding to support the COC implementation means that other system pressures and challenges must be considered.
- The government has committed on paper to £2.8bn and £4.7bn of funding to Social Care as part of the Autumn Statement. In 2023/24 the market sustainability and improvement fund will represent £9.785m of funding – only £6.964m of this is new and the commitments made against the £2.820m of existing 22/23 funding will continue. This c£7m fund is to be put into context against a £30m investment in meeting 23/24 inflation pressures for Norfolk's care market – an investment of £12m more than in 22/23. As we look to 24/25, the same grant (and same allocation levels) would provide £4.8m of additional funding. As demonstrated above, a high inflation level quickly absorbs all of this funding alongside the wider investment the Council makes in meeting its additional costs (funded through savings, efficiency, and any discretionary council tax). If this underlying inflation is lower, it could be invested to reduce the gap from existing fee levels to the median FCOC. However, as indicated this level of funding would be insufficient to cover the whole gap and therefore without further injection or a longer timescale it is unlikely to be affordable.

The above articulates the significant financial challenges for the Council to work towards the COC position. As described in Section 1, market sustainability, the choice of good quality of provision, in

the right places and meeting the range of needs of Norfolk residents goes beyond the COC exercise. These risks are set out in Section 2.

Realistically, funding is a critical component to addressing this, with **workforce pay** the most prominent aspect due to market rates for comparable employment continuing to increase. However, there are also actions that the Council is either already taking or plans to undertake to help address Norfolk's market sustainability challenges and mitigate these risks. These are detailed in the 65+ care home and 18+ domiciliary care sections below.

Although the council and system strategies are to promote independence and in relation to hospital discharge to ensure an ethos of home first, it is also to support people living with complex needs. Therefore, there is an expectation that Norfolk will continue to need good quality residential and nursing care to support people who need long term support in a residential setting to meet a higher acuity of need that can't be met in someone's home.

Meeting our Care Act Duties

- The DHSC Market Sustainability and Fair Cost of Care Fund Guidance states that the outcome of the fair cost of care is not intended to replace the fee setting element of local authority commissioning processes or individual contract negotiation. Local authorities are not required to simply adopt the median cost lines from the cost of care exercise, however, the information from the cost of care exercise must be taken into account and will be a material consideration in the decision-making process.
- There were significant variations in costs submitted by providers for the 2022/23 year. As part of the review process, officers undertook benchmarking and evidence gathering to sense check the submissions but further work is needed to be undertaken with providers to ensure that the median rates calculated are robust.
- The cost of care exercise has highlighted that Norfolk County Council's current usual fee rates are above the lower quartile rate calculated. This means that there are providers operating in Norfolk that have rates at or below our current usual rate but recognise that this does not give the Council the capacity needed as not all of the market is open to it. This means that the Council has to secure provision at rates above its usual rate fee reflecting the higher average fee rates that the Council is paying.
- The delay in the implementation of the Social Care Reform means that the current mixed market will continue for a further 2 years giving more time for local authorities to work with providers to reshape the market and to move towards the median rates calculated.

(a) **65+ care homes market**

Vision for older adult accommodation-based support services – shaping the market

Our vision over the next 5 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
- Improve outcomes for local people by supporting care providers to enable choice, deliver person centred care, manage risk and promote independence and wellbeing.



How do we plan to achieve our vision?

We will achieve our vision by meeting our strategic priorities through:

- Working with providers to develop an innovative and sustainable market, with a workforce that is fairly rewarded in pay and conditions. This will involve activities to progress towards a fair cost of care, as well as connecting providers into future opportunities to develop their businesses. This priority will mostly be conducted across the whole care market as part of the NCC Social Care Reform programme.
- Joint strategic direction for care home commissioning and contract management to increase the effectiveness of our commissioning and contract management, enabling greater collaboration and a shift toward outcome-based commissioning.
- Development of new, integrated service models which focus on quality and outcomes for local people.
- Strategic transformation of Housing with Care – backed by Council capital funding with the aim of developing alternative support options for people in place of residential care.
- Delivery of Norse Care transformation programme – optimising the use of block commissioned capacity.
- Improved health support to providers – people living within accommodation settings will have access to generalist and specialist healthcare, reducing the requirement for hospital admission or to more specialist accommodation-based provision.
- A review of our current care definitions in line with intelligence gathered through the cost of care review process.
- Re-freshing the older adult accommodation-based support capacity modelling so that we know what we need and where.

All of the above will support our market shaping duties.

(b) 18+ domiciliary care market

The standard median rate calculated as part of the cost of care review is £23.09 against a current rate of £22.08. To achieve a market sustainable rate (staff paid at the equivalent of HCA level 3) would be £25.69

The Council is currently under-taking a co-produced strategic review of the home care sector. The four aims of the Home Support Strategy are:

- **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 an efficient, strong and responsive homecare market.
- **Capacity** – increasing capacity through re-defining home support provision.

It is proposed that the Council will move to commissioning at a Primary Care Network (PCN) level. There are 18 PCNs across the county and it is proposed that there will be a prime provider within each locality delivering c70% of activity within that area. The remaining c30% of activity will be delivered by framework providers. Discussions are on-going with providers in respect of the final % split of prime and framework delivered activity and the timescales to move to these levels. Norfolk currently has 86 providers on the framework which makes it difficult to work with providers to improve their quality. Currently 13.6% of providers have had two consecutive rating of requires improvement or inadequate. The difficulty of securing the capacity needed means that these providers are continuing to deliver existing care packages although there are restrictions on new referrals. A key aim of the new model for home care will be to improve service quality and customer experience.

Commissioning at a PCN level will provide guaranteed activity volumes which will secure economies of scale for the prime provider and support more efficient rotas for care delivery. Fewer providers will enable a greater focus on driving up quality. The ARC/LGA tool developed to support the cost of care will support the calculation of PCN level care costs that will reflect the specific geographical constraints of the locality. This process will help to identify the distance between current rates and the median rates calculated for each PCN area and will help inform prioritisation of resources required to deliver.

DRAFT

Cabinet

Item No: 15

Decision making report title: Modern Slavery Statement 2021-22

Date of meeting: 06.03.2023

Responsible Cabinet Member: Cllr Andrew Proctor, Leader of the Council and Cabinet Member for Governance and Strategy

Responsible Director: Tom McCabe, Head of Paid Service

Is this a key decision? No

Introduction from Cabinet Member

The Cabinet's role includes establishing appropriate arrangements for the delivery of cross-cutting/cross departmental functions. This includes statements and procedures to tackle Modern Slavery risks. Central Government has made clear its intention to require local authorities to adopt a Modern Slavery Statement when parliamentary time permits.

Norfolk County Council recognises the risk that all forms of modern slavery pose and is committed to using all available avenues to identify and disrupt modern slavery by using our statutory powers, our role as a contracting authority, through utilising the strengths of all our partnerships with the police, the NHS and other organisations and through wider awareness-raising. The Council has a zero-tolerance approach to any form of modern slavery and will act in an ethical manner, with integrity and transparency, in all its business dealings. The Council already has in place many policies and procedures which address this topic.

A Modern Slavery Statement for the year 2020/2021 was approved by the Cabinet in October 2021. This report reviews the progress and outcomes from the 2020-2021 planned activity and introduces an updated Modern Slavery Statement for the year 2021-2022, to coincide with finalisation of the annual accounts for that year.

The 2021-2022 statement, annexed to this report, explains the steps that Norfolk County Council has undertaken to help ensure that there is no slavery or human trafficking within our organisation, our sub-contractors, partners or supply chains. As this statement relates to actions and activities during the financial year 1st April 2021 to 31st March 2022, it is being presented to Cabinet at this time to align with finalisation of the accounts for that year.

Executive Summary

Central Government intends to require local authorities to adopt a Modern Slavery Statement but has yet to enact this in legislation. In the meantime, it is appropriate to

set out how the council supports the Modern Slavery Act 2015 and otherwise mitigates modern slavery risks. Norfolk County Council directorates and relevant representatives of the Norfolk Anti-Slavery Network have been consulted on the preparation of the statement, and areas to be addressed, focusing on areas of high risk, contract management, and on how staff are being trained (or will be trained) to identify these issues. This is an ongoing matter, and Norfolk County Council will adapt the statement and its policies or procedures in light of any further legislation and guidance issued, or as a result of operational feedback and best practice.

Recommendations

A. To consider and agree:

- 1. The Modern Slavery Statement for the year 2021/2022 (in Appendix B); and**
- 2. The Equality Impact Assessment (EqIA) at Appendix A.**

B. To note progress against the action plan and agree that Corporate Select Committee should be asked to review progress on modern slavery this summer, before the 2022/23 statement is brought to Cabinet for approval

1. Background and Purpose

- 1.1 Central Government has indicated its intention to extend Section 54 of the Modern Slavery Act to public bodies with an annual budget of £36 million or more, requiring them to publish an annual Modern Slavery Statement. It will produce guidance to help establish which public bodies would be captured by this requirement. The response states that legislation will be introduced when parliamentary time allows.
- 1.2 The proposed voluntary statement has been developed following consultation with the Council's directorates and focuses on high-risk areas, contract management, and staff training. The policy and approach will continue to evolve. A national survey on this topic was undertaken in 2021 and this prompted further consideration of where further action could be planned.

2. Proposals

- 2.1. It is proposed to:
 - adopt the proposed Modern Slavery Statement 2021/2022 at Appendix B.

3. Impact of the Proposal

- 3.1. The statement will set out the Council's commitment and approach to tackling modern slavery in all its forms.

4. Evidence and Reasons for Decision

4.1. The 2020-2021 Modern Slavery Statement included an action plan, which has since been expanded following an internal audit. Progress and outcomes towards the broader action plan are set out below: of the 23 planned actions 12 are considered agreed or completed, and 11 are ongoing and on track to be delivered in time for the next Cabinet report on this matter in October 2023. An officer working group has been formed, chaired by the Director of Procurement, to oversee progress.

4.2 The action plan contains the following:

	Action plan	Responsibility / update notes	Status
1.	Strategically review the existing policies and assess which of these should be included in the Statement, considering the County Council's commitment to identifying and eliminating Modern Slavery throughout the county and within its supply chains.	Policies and procedures to be reviewed and updated prior to submission of the 2022-23 statement and reported to corporate select committee	List agreed for 2020-21 statement. To be further reviewed for 2021-22 - ongoing
2.	Assess whether the policies and procedures need to be updated to include the relevant Modern Slavery elements, which includes references to Modern Slavery or the Statement.	As above	For June 2023 - ongoing
3.	Ensure policies are updated within the required time frame.	As above	For June 2023 - ongoing
4.	Consider whether a standalone Modern Slavery Policy is more appropriate as opposed to multiple policies referencing Modern Slavery.	Reviewed by officers who considered that no standalone policy is required, given range of policy areas affected by modern slavery. Recommendation to be included in corporate select committee report for review prior to submission of 2022-23 report to Cabinet	Completed

	Action plan	Responsibility / update notes	Status
5.	Review and map Norfolk County Councils supply chains and conduct a thorough risk assessment of primary and secondary high-risk contractors, sectors and areas, whether product or service based. Discuss and agree the expectations and requirements in respect of the contract management process for Modern Slavery.	<p>List of high-risk categories confirmed and included in the modern slavery statement at Annex A.</p> <p>As part of work to segment contracts by risk and significance and define contract management expectations for each, expectations around modern slavery to be defined</p>	<p>Categories defined.</p> <p>Contract management expectations ongoing, to be completed for October 2023</p>
6.	Identify the differing training/support requirements that each department across the Council and its supply chains will need to help staff spot the signs of Modern Slavery, identify and support those who are at risk of becoming or are Modern Slavery victims.	<p>Sixty procurement, commissioning & contract management staff trained by the charity Unseen.</p> <p>Regular additional training to be offered to staff in these groups.</p>	Completed
7.	<p>Discuss how Norfolk County Council can provide guidance and training to enable staff (particularly those working in the frontline and in high-risk areas) to identify Modern Slavery when going about their work.</p> <p>For example, the Council may consider publishing guidance on its Intranet which sets out what employees should look for during site visits.</p>	<p>Per action 5, as part of work to segment contracts by risk and significance and define contract management expectations for each, expectations around modern slavery to be defined. This guidance will be published on the Intranet.</p> <p>As part of the review of policies at points 1-3, adequacy of links to safeguarding guidance to be reviewed</p>	Ongoing

	Action plan	Responsibility / update notes	Status
8.	Assess whether Modern Slavery mandatory training should be extended to all staff employed by the Council. Reminders should be issued to managers to ensure mandatory training is completed within the first few days.	Officers agreed that such training ought to be targeted at specific groups of employees HR is updating the process to notify managers of non-completion of mandatory training following the move to MyOracle	Ongoing
9.	Remind managers who are involved in recruiting employees that they are required to complete mandatory recruitment and selection training and to adopt safer recruiting procedures where the prospective employee will encounter children and vulnerable adults in their roles. Reminders should also be sent out to the procurement team to remind them that their E-learning Modern Slavery training needs to be refreshed.	The Group agreed that managers were already aware of the mandatory training requirements for new staff, including those working on front-line roles. The procurement team has participated in the face-to-face Modern Slavery training at action 6 above.	Completed
10.	Set out clear reporting mechanisms, internal policies and procedures in the Statement and update the MyNet Modern Slavery section to reflect the Council's status as first responder and who staff, the public and those working within its supply chains can contact regarding any Modern Slavery concerns. For example, issuing guidance on who Contract Managers can contact if they have any concerns.	Reporting mechanisms to be reviewed	Ongoing

	Action plan	Responsibility / update notes	Status
11.	Consider whether the Council requires an employee to act as a Modern Slavery directorate contact who would oversee the governance of any Modern Slavery issues that arise within that directorate.	Officers to explore whether, for certain directorates, a single point of contact is appropriate (given that Modern Slavery concerns can be reported directly to the Home Office), and whether a single point of contact for Adults and Children's services would be beneficial and will update the Group at its next meeting.	Ongoing
12.	Consider whether to include appropriate Modern Slavery clauses in contracts which will require contractors to manage Modern Slavery risks in their supply chains.	Already included in many contracts. Wording standardised as part of review of JCT and NEC4 contracts. Already in place in waste contracts. To be reviewed in forthcoming revision of social care framework agreements	Ongoing – for June 2023
13.	Consider offering appropriate Modern Slavery training to all contractors particularly those operating in key sectors where Modern Slavery is an identified issue and provide further guidance about the contractor's responsibilities in respect of Modern Slavery.	To be reviewed by procurement, although the general context is that contractors are expected to undertake the employee training necessary to abide by the law and the terms of the contract.	Ongoing
14.	Consider the issue of suppliers who are entered onto a Framework and do not have to undergo regular or further Modern Slavery checks. Consider whether the monitoring for suppliers included on the Framework needs to be more robust/regular.	Procurement will liaise with the customer department regarding what checks are to be carried out at the point of award. These may be best conducted at framework or call-off level and need to be proportionate to the level of risk, as set out in the segmentation criteria.	Ongoing

	Action plan	Responsibility / update notes	Status
15.	Consider whether the Council should retain a central log of cases, and potential cases, of Modern Slavery identified within, and in its wider supply chains.	To be reviewed alongside action points 10 and 11	Ongoing
16.	In addition to the Council's representation on the Norfolk Anti-Slavery Network ("NASN") which is hosted by the Norfolk Community Safety Partnership, consider whether it should proactively reach out to other councils and organisations who are working on Modern Slavery actions.	Officers agreed that this is not currently necessary given the clear programme of work already identified.	Completed
17.	Consider what the expectations and requirements are of HR/Payroll. In particular, consideration of how they will be informed about what is expected of them with regards to checking that salaries are paid directly into an appropriate, personal bank account amongst other things.	Existing checks to be reviewed in more detail by audit, HR and finance exchequer services	Ongoing
18.	Recommend that the most up to date version of Contract Standing Orders should be easily accessible on both the Council's Intranet and external website.	An issue where an outdated version of contract standing orders remained on the intranet has been resolved	Completed
19.	Publish the 2021 - 2022 Statement on the Council's website and communicate the Statement widely across it and the Council's supply chains and businesses, ensuring that the Statement is in an accessible format and available in different formats/languages (if requested). Consider whether there are additional opportunities to promote the Statement widely amongst staff, stakeholders, the public and the Council's supply chains.	<p>The statement will be published prominently on the council's website in accordance with normal practice.</p> <p>Regarding accessibility, the Group agreed that an INTRAN label will be appended to the statement, signposting how the statement can be made available in different languages if required.</p>	Completed

	Action plan	Responsibility / update notes	Status
20.	Keep a record of the previous statements accessible to the public (providing URL links etc).	The Group agreed this Action Point and noted that the Council's audit team will ensure this.	Agreed – when the new statement is signed off, previous statements will be archived but available
21.	Ongoing monitoring of delivery of the Statement (to be carried out annually), determine whether this will be done by the Group.	The Group considered this point and noted that Executive Directors will be required to confirm this as part of the Annual Governance Statement from the Council's audit team.	Completed
22.	Update the Statement on the gov.uk site.	The Group noted that the 2020/21 statement has been uploaded and agreed that the Council's audit team will upload the 2021/22 statement once signed off by Cabinet.	Completed
23.	Ensure that the 2021 -22 Statement's action plan is updated to reflect the above changes, including setting out the specific training which is available to employees.	The Group agreed this point and noted that the Group's governance representative will ensure it is updated.	Completed

- 4.3 The Council wishes to demonstrate how it supports the Modern Slavery Act 2015, by producing and publishing an annual statement on this. All directorates have been consulted in its preparation, and the proposed statement is considered to properly identify the Council's commitment and approach.

5. Alternative Options

- 5.1. Although the content of the statement could differ, the Council is expecting a requirement to produce and publish a statement, so no alternative option has been considered.

6. Financial Implications

- 6.1. None: publishing the Statement is in line with the Council's commitments to transparency, so should have no financial implications.

- 6.2 There may be implications in future years for levels of staffing in contract management to ensure that supply chain risks can be properly managed and adequate training provided.

7. Resource Implications

- 7.1 **Staff:** There will be an ongoing requirement for affected staff to carry out regular training to keep up to date with policy and best practice, but this is part of regular ongoing training and is not unduly onerous.
- 7.2 **Property:** None.
- 7.3 **IT:** None.

8. Other Implications

8.1. Legal Implications

The proposed statement is compliant with the obligations set out in s54 of the Modern Slavery Act 2015, although these are not currently legally binding on the council. Organisations, including the public sector, will eventually be required to publish their Modern Slavery statements on a central government register. The government register is now in place ([Find modern slavery statements - GOV.UK \(modern-slavery-statement-registry.service.gov.uk\)](https://www.gov.uk/modern-slavery-statement-registry.service.gov.uk)) and organisations outside of the remit of the Modern Slavery Act 2015 at this point may submit their Modern Slavery Statements on a voluntary basis. It is anticipated that further primary legislation will be passed to regulate this.

8.2. Human Rights implications

Adopting the proposed statement will help to support the human rights of those who might otherwise be subjected to any form of modern slavery.

8.3. Equality Impact Assessment (EqIA)

The assessment can be found at **Appendix A**.

8.4. Data Protection Impact Assessments (DPIA)

None specifically as a result of this Statement.

8.5. Any other implications: None

9. Risk Implications/Assessment

- 9.1 Not applicable.

10. Select Committee comments

- 10.1 Not applicable.

11. Recommendations

A. To consider and agree:

1. The Modern Slavery Statement for the year 2021/2022 (in Appendix B); and
 2. The Equality Impact Assessment (EqIA) at Appendix A.
- B. To note progress against the action plan and agree that Corporate Select Committee should be asked to review progress on modern slavery this summer, before the 2022/23 statement is brought to Cabinet for approval.

12. Background Papers

- 12.1. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/919937/Government_response_to_transparency_in_supply_chains_consultation_21_09_20.pdf

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.



Norfolk County Council

Modern Slavery Statement

Equality Impact Assessment – Findings and Recommendations

February 2023

Assistant Director of Finance - Audit

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning.

For help or information please contact equalities@norfolk.gov.uk.

1. The proposal – introduction of a Norfolk County Council Modern Slavery Statement

- 1.1 The Home Office has described modern slavery as ‘a serious and brutal crime in which people are treated as commodities and exploited for criminal gain. The true extent of modern slavery in the UK, and indeed globally, is unknown.’
- 1.2 Norfolk County Council’s Modern Slavery Statement [hereon referred to as the Statement], shown as Appendix A to this EqlA, sets out the authority’s response to intended changes to Section 54 of the Modern Slavery Act 2015 and indicates the first step towards a commitment to develop an approach to be adopted by the authority.
- 1.3 The Statement is being introduced in anticipation of new Government guidance, providing an opportunity for the authority to consider the potential impact of the proposals on people with protected characteristics in Norfolk as well as wider as a result of the authority’s supply chain. The Government has recently introduced its own Statement which can be found at [UK Government Modern Slavery Statement \(publishing.service.gov.uk\)](https://publishing.service.gov.uk).
- 1.4 The Statement sets out what the council has done and plans to do to identify and respond to risks associated with Modern Slavery to individuals, operating practices and NCC’s reputation.

2. Legal context

- 2.1 The Government has indicated that Section 54 of the Modern Slavery Act 2015 will be extended to public bodies which have a budget of £36 million or more ‘*when parliamentary time allows*’. Although this means that an exact timeline remains uncertain, it provides NCC with an opportunity to raise awareness both with staff and our supply chain as part of the organisation’s commitment ahead of the official deadline.
- 2.2 The purpose of the statement is to set out NCC’s approach to tackling issues associated with Modern Slavery that could impact upon the authority and the people of Norfolk.
- 2.3 This equality impact assessment considers the context for the introduction of the Statement and subsequent work to develop an approach that will support people with protected characteristics who may be vulnerable to this type of exploitation. Any detrimental impact identified will enable mitigating actions to be developed. Given the amount of uncertainty associated with Modern Slavery, including the level to which it affects Norfolk, there will be a need to monitor this EqlA with a view to refreshing it along with the Statement as more becomes known.
- 2.4 It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

3. Information about the people affected by the proposal

- 3.1 Anyone can become part of Modern Slavery whether it be directly or indirectly through the purchasing of goods or the employment of those exploiting others. The following section covers some of the key protected characteristics that may contribute to someone's vulnerability in relation to Modern Slavery (to note that this is not an exhaustive list and is not in order of relevance).
- 3.2 Norfolk's population is around 914,039 (Norfolk's JSNA 2020), 50.9% of which are female, with more people living in King's Lynn & West Norfolk and fewer people living in Great Yarmouth and North Norfolk. This is significant in relation to Modern Slavery as 71% of reported cases in the UK relate to women and girls¹.
- 3.3 The proportion of people with an ethnic group other than white living in the county (2020) was 3.5%, varying from 1.4% in North Norfolk to 9.2% in Norwich, with approximately 160 languages spoken in the county. English is not the first language of around 12,400 school children in the county.
- 3.4 Although complex, current data compiled by ONS shows that almost a quarter (23%) of the 6,985 potential victims referred through the NRM (National Referral Mechanism part of the Home Office) in the year ending December 2018 were UK nationals. However, the ability to communicate, understand basic human rights and be part of a stable community may all be factors that can make someone more vulnerable to Modern Slavery. This includes individuals who may have fallen subject to those keen to exploit their desire to live in the UK who may not be known to the authorities.
- 3.5 As of 2020, the average annual gross pay in Norfolk was around £22,860. Over the last year Norfolk's pay gap has widened compared with national pay levels with Indices of Deprivation (2019) showing that Norfolk had experienced an increase in relative deprivation compared with 2015 and 2010. Of Norfolk's 538 LSOAs, 97 have moved to a relatively more deprived decile compared with 2015 and around 135,000 Norfolk residents live in areas which have been classified as being among the 20% most deprived in England². There are around 21,820 children living in families with Absolute low-income, and around 28,150 children living in families with Relative low-income in Norfolk. Great Yarmouth, Norwich and North Norfolk each have higher rates of children living in low-income families, for both Absolute and Relative low-income, than the Norfolk average. This is significant as individuals with low or no income may be more vulnerable to the types of exploitation involved in Modern Slavery.
- 3.6 Key employment sectors where Modern Slavery has been identified in the UK include:
- Sex workers
 - Domestic roles such as cleaners and childcare providers (Nannies)
 - Construction
 - Farming
 - Textiles
 - Car washes
 - Nail bars

- 3.7 Figures from 2020³ show that Construction (15%) and Agriculture (10%) make up a significant part of the Norfolk economy. Workers from both sectors are at risk from Modern Slavery partly because of the transitory nature of their working environment, often moving from site to site. Norfolk County Council commissions significant construction work and is the landlord for a significant farming estate.
- 3.8 It is estimated that there are 17,284 adults with a learning disability who are residents of Norfolk; 73% of these adults are aged between 18-64 years. Of these adults 3% have Downs Syndrome, 41% also have autistic spectrum disorder and 3% have complex behaviours. This is significant as individuals with a learning disability may be more vulnerable to the types of exploitation involved in Modern Slavery. This includes indirect association, for example, through cuckooing (cuckooing is a practice where people take over a person's home and use the property to facilitate exploitation).
- 3.9 For most people Norfolk is very safe - it continues to have one of the lowest crime rates in the country. Norwich and Great Yarmouth continue to have higher crime rates than the Norfolk average. Norfolk's Crime Severity Score is better (lower) than the scores for the region and nationally, although the county has a higher score increase, indicating that the seriousness of types of crimes committed in Norfolk is increasing at a faster rate than regionally and nationally. The restrictions placed on individuals because of the pandemic have led to some changes in behaviour associated with crime which are yet to be fully understood. For example, those wishing to undertake grooming activity have made greater use of online platforms, this, coupled with the fact that most of us have been using such facilities for work and education mean that some individuals may be more at risk of exploitation than previously.
- 3.10 Modern slavery is a complex crime that covers all forms of slavery, trafficking and exploitation. Trafficking includes transporting, recruiting or harbouring an individual with a view to them being exploited. Modern slavery crimes may involve, or take place alongside, a wide range of abuses and other criminal offences such as grievous bodily harm, assault, rape or child sexual abuse. The Norfolk coastline may provide a potential route into the UK for those involved in human trafficking as they may be able to operate with less anonymity than in other areas of the UK. As an International Airport, Norwich may also provide a route which may be perceived by some as less risky than larger facilities such as Heathrow or Gatwick.
- 3.11 Although the picture relating to Modern Slavery in the UK is a complex and evolving one, the demographics shown above demonstrate that Norfolk's population, particularly those with protected characteristics linked to their sex, age, ethnicity and disability may be at particular risk from Modern Slavery. It is also important to remember that the figures stated are only those individuals 'known' to official data sources, it is likely that a high proportion of those vulnerable to these types of exploitation may be unknown to authorities.

4. Potential impact

- 4.1 The Statement has the potential to have a positive impact on individuals with protected characteristics. This is because it makes a clear statement as to the authority's rejection of any activity or association with Modern Slavery and all activity held within it.

- 4.2 Activity in support of the Statement will help those who work for the Council working with vulnerable people and those responsible for commissioning activity on behalf of the authority to better understand what is meant by Modern Slavery.
- 4.3 For frontline staff this will include support / training to help identify clients who may be at risk from this form of exploitation as part of their safeguarding role. This is felt to be particularly important as many individuals involved in Modern Slavery may be fearful of authority figures associated with enforcement activities such as the Police. The close working relationship between social care and health is also an important contributing factor to the identification and support of those subject to this type of exploitation.
- 4.4 Contracts will contain appropriate clauses requiring contractors to manage modern slavery risks in their supply chains. Appropriate training will be provided to contract managers. As a major commissioner of activity within the county as well as employer, Norfolk County Council is able to influence some of the key sectors where Modern Slavery is an identified issue.
- 4.5 The payment of a Living Wage to staff also means that, as a responsible employer, the authority is able to support those working for us to support their families financially, making them less vulnerable to exploitation. However, this does not mean that members of staff and their families are immune. By training individuals to spot the signs of Modern Slavery and providing support to staff through HR policies such as whistle blowing and a culture of inclusion, NCC can provide those working for us with the tools they need to help themselves as well as family and members of their community recognise and report suspicions. We require suppliers to deliver their services in accordance with the law. Higher risk, larger contracts have more onerous and precise requirements.
- 4.6 A strict recruitment process means that an individuals' eligibility to work in the UK is checked prior to engaging them as a member of staff. This ensures that the identity of the individual is known and that information such as whether wages are being paid into a personal account can be checked. In relation to roles working directly with vulnerable clients, members of staff are also required to be DBS checked.
- 4.7 Rules about acceptance of hospitality and gifts also help to maintain the integrity of officers and may be a way of identifying those that seek to exploit the authority as a business and / or its clients.
- 4.8 Accessibility of the Statement will be particularly important to ensure that the authority's intentions are clear. This will be achieved by publishing the Statement on the NCC website in an accessible format as well as making it available in different formats / languages as requested. This is felt to be key to ensuring that the Statement is clear to those whom may be most at risk to Modern Slavery.
- 4.9 Promotion of the Statement to staff will be carried out through internal briefing mechanisms and those in relevant positions will be encouraged to promote it through their own professional networks and partnerships.
- 4.10 Ongoing monitoring of delivery of the Statement (to be carried out annually) will be reported to elected members as well as members of staff to ensure that the Statement and the areas of activity stated within it remain relevant as understanding of Modern Slavery evolves in the UK.

- 4.11 Where concern relating to Modern Slavery is raised involving a member of staff, client, commissioned service or contractor / supplier, mechanisms are in place to support those who are vulnerable / at risk. The Statement will be linked to reporting mechanisms, reflecting NCC's status as a 'first responder' in relation to the Act, as well as clearly identifying the relevant internal policies / procedures.
- 4.12 Based on the evidence available, this proposal is **not likely** to have a detrimental impact on people with protected characteristics.

5. Conclusion

- 5.1 There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals have been implemented elsewhere in the UK.
- 5.2 Decision-makers are therefore advised to take these impacts into account when deciding whether the proposal should go ahead, in addition to the mitigating actions recommended below.

6. Recommended actions

	Action	Lead	Date
1.	Publish the 2021 - 2022 Statement on the Council's website and communicate the Statement widely across it and the Council's supply chains and businesses, ensuring that the Statement is in an accessible format and available in different formats/languages (if requested). Consider whether there are additional opportunities to promote the Statement widely amongst staff, stakeholders, the public and the Council's supply chains.	Assistant Director of Finance (Audit)	10 February 2023

7. Evidence used to inform this assessment

- 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 2019](#)
- 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

8. Further information

For further information about this equality impact assessment please contact Adrian Thompson – Assistant Director of Finance – Audit

¹ Data source – Norfolk Anti-Slavery Network [Norfolk Anti-Slavery Partnership \(norfolkantislavery.org\)](https://norfolkantislavery.org)

¹ The most deprived areas in Norfolk are largely centred around the urban areas such as Norwich, Great Yarmouth, and King's Lynn, as well as some market towns such as Thetford, Dereham, and Watton.

¹ Data reference Norfolk Insight [Norfolk Economy and Employment Statistics - Norfolk Insight](#)



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Norfolk County Council's Modern Slavery Statement

Introduction

Norfolk County Council is committed to preventing and acting against modern slavery and human trafficking in its corporate activities and in the wider community.

This statement sets out the actions that Norfolk County Council has taken and the policies and procedures it has adopted to understand modern slavery risks related to its activities and to help ensure slavery and human trafficking is not taking place within the organisation or through its partnerships and supply chains.

Follow this link for further information regarding [modern slavery](#).

This statement relates to the financial year 1st April 2021 to 31st March 2022 and is being published alongside the Annual Accounts for that year.

Organisational Structure and Supply Chains

Norfolk County Council is the upper tier local authority for Norfolk and provides a range of services itself, in partnership with third party organisations or via its supply chain.

The Council owns Norse Group Limited, the parent company of a range of companies which deliver services including social care, waste disposal, catering, grounds maintenance and property professional services, and Independence Matters, a social care provider. This statement does not cover these companies, who produce their own statements; nor does it cover the other, smaller companies that the council owns partly or as a whole.

The Council is a member of the Eastern Shires Purchasing Organisation (ESPO), which procures commodity goods and services on behalf of the council and of many Norfolk schools. ESPO has its own modern slavery statement.

The Council procures a wide range of goods and services and has identified certain supply chains as being higher risk for modern slavery. These are set out at Annex A.

Through its use of its in-house contractor, Norse Group Limited, for facilities management services, the Council has mitigated what would otherwise be a material modern slavery risk in cleaning, security and similar services.

Policies and Procedures

The Council has adopted policies and procedures that help to prevent modern slavery and human trafficking. These include:

- Whistleblowing Policy and Procedure
- Standard of Conduct and Behaviour Policy
- Equality, Diversity and Inclusion Policy
- Anti-Fraud, Bribery and Corruption Policy
- Norfolk County Council Safeguarding Policy 2016
- Adult Social Services Safeguarding Policies, Procedures and Best Practice
- Norfolk Multi-Agency Safeguarding Adults Policy and Procedure
- Adult Social Services Human Trafficking Procedure
- Children's Services Procedures Manual

Procurement

The County Council undertakes due diligence in its procurement process and acts in accordance with the Public Contracts Regulations 2015.

In accordance with Cabinet Office procurement policy note 08/16, the council excludes bidders where it is aware that they have committed offences under the following legislation:

- section 4 of the Asylum and Immigration (Treatment of Claimants etc.) Act 2004
- section 59A of the Sexual Offences Act 2003
- section 71 of the Coroners and Justice Act 2009
- section 2 or section 4 of the Modern Slavery Act 2015
- an offence in connection with the proceeds of drug trafficking within the meaning of section 49, 50 or 51 of the Drug Trafficking Act 1994.

The County Council's Contract Standing Orders require officers to include requirements in contracts where there is an elevated risk of modern slavery for appropriate risk mitigation.

Contract managers within directorates are required to monitor contracts and manage and mitigate against the risks associated with human trafficking and modern slavery. In respect of lower risk supply chains, our Standard Terms and Conditions contain provision for termination of an agreement with a supplier where there is failure to comply with social or labour law.

Employment

The County Council operates a robust recruitment process which includes checks of all new employees to confirm their identity and the right to work in the United Kingdom. This process also involves securing references and ensuring salaries are paid directly into an appropriate, personal bank account. Managers who are involved in recruiting employees are required to complete mandatory recruitment and selection training and to adopt safer recruiting procedures where the prospective employee will encounter children and vulnerable adults in their roles.

The Council has rationalised its agency worker supply chain and its contract with its neutral vendor, Geometric Results International (GRI), requires GRI to carry out checks on the agencies it uses.

Training and Awareness Raising

Norfolk County Council works within multi agency partnerships to protect and safeguard people and seeks to raise awareness of modern slavery through its key partners and partnerships. This includes the Multi Agency Safeguarding Hub (MASH) which is a partnership between Norfolk County Council social care, police, probation services and health services. MASH works to safeguard children and vulnerable adults in the community and to support professionals in understanding the threats to children or vulnerable adults, including modern slavery and human trafficking, to enable steps to be taken to prevent abuse.

Since publication of the last statement, training on modern slavery has been delivered to procurement staff, commissioners, and contract managers, commissioned from Unseen.

Reporting

The County Council acknowledges its duty, as set out in Section 52 of the Modern Slavery Act 2015, to notify the Home Office of any individual encountered in England and Wales who it believes is a suspected victim of slavery and human trafficking

Councillor Andrew Proctor
Leader of the Council

Tom McCabe
Head of Paid Service



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Annex A: Higher-risk supply chains

Category	Rationale
Social care	Adult social care is the Council's largest category of expenditure. Employers in this sector typically have high levels of staff turnover, a significant migrant workforce, and low levels of unionisation. The use of agency staff is considerable, and in care homes there are significant numbers of 'back room' staff in roles such as catering, cleaning and laundry.
Waste disposal	The waste disposal industry in the United Kingdom employs significant numbers of low-paid, casual and migrant staff and there are low rates of unionisation. The industry is considered high-risk for health and safety. Certain recyclates are exported for processing and this reduces the visibility of the supply chain.
Highways and construction	Construction is a higher-risk industry because it employs significant numbers of low-paid, casual and migrant staff, there are low rates of unionisation and there are often multiple tiers of contractors.
Electronics	There are significant risks throughout the electronics supply chain. These include for example: <ul style="list-style-type: none"> • the use of 'conflict minerals'; • coercion, child labour and dangerous working conditions in raw material extraction and processing; • coercion, child labour and dangerous working conditions in assembly and sub-assembly.
Catering	Food production and food processing are both high-risk industries that employ significant numbers of low-paid, casual and migrant staff. The Council does not procure significant amounts of food directly, but it has large contracts for school catering and other catering services.
Textiles	The Council procures relatively small quantities of textiles (mainly uniforms and personal protective equipment) but this is a high-risk category for child labour, poor working conditions and coercion.
Products derived from forestry products (rubber products, paper, furniture)	Illegal logging raises significant environmental risks and in addition there are risks about use of slave labour by those carrying out illegal trade in forest products

Cabinet

Item No: 16

Report Title: Equality Diversity & Inclusion (EDI) Objectives for 2023-2026

Date of Meeting: 6 March 2023

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

Responsible Director: Tom McCabe – Executive Director, Community and Environmental Services

Is this a Key Decision? No

Introduction from Cabinet Member

Norfolk County Council aims for Norfolk to be one of the highest performing counties in the country - creating jobs and opportunities and cherishing our environment, countryside and heritage.

Above all – we want to empower our residents to be in control of their lives and influence decision making in Norfolk, to enable equality of opportunity for all.

Our current EDI Plan is due to expire, and work has taken place to develop a new set of EDI objectives for 2023 to 2026. We must think carefully about what will deliver the best results for all with our limited budget, so every three years we prioritise common-sense actions to improve equality across our services, workforce and communities.

Over recent years, we have delivered improvements on EDI, including:

- We are quadruple award-winning for our work to promote equality, diversity and inclusion. This includes nominations from the British Council Office awards; Asian Fire Service Association Awards, Local Government Chronicle awards and the [BBAA Leonard Cheshire awards](#).
- Our progress to lay sound building blocks in Norfolk Fire and Rescue Service on EDI was commended by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) as 'innovative practice'.
- Dr Margaret Flynn, the author of the Safeguarding Adults Review for Joanna, Jon and Ben, said that our approach to addressing Recommendation M in the

report (tackling racism) was ‘illuminating in terms of its reach, its evidence-based focus and piloting ways of thinking about dealing with racism’.

- We have completed a whole-Council review of equality (500 data sets) to identify strengths and where there are inequalities. This means that the Council now has a clear picture of the most significant inequalities.

However, there is so much more to do – for example:

- Racism affects many of our ethnic minority residents and employees, and young people who are Black or from a Gypsy, Roma or Traveller background in Norfolk experience the poorest lifelong outcomes (also seen in the rest of the UK).
- Many disabled people continue to experience substantial barriers to physical and digital environments – which require a high level of technical skill to resolve.
- Promoting inclusion for our LGBTQ+ communities is an important priority.

One of Norfolk’s strengths is our diversity – and the latest Census results for 2021 indicate that our diversity is increasing. Our aim is that over the next three years, we will continue to make a difference in Norfolk – dismantling barriers and using our influence to improve life in Norfolk for all.

Executive summary

This report proposes four EDI objectives for 2023 to 2026, supported by a range of priorities.

The report summarises the arrangements to prepare the new Plan, including public consultation, and the operational challenges to address.

The report notes that on 16th January 2023, Corporate Select Committee endorsed the four objectives and requested an annual report on progress, supported by a six monthly member briefing.

Recommendations:

Cabinet is recommended to:

- 1. Note the progress to date;**
- 2. Consider the operational challenges set out in Section 2 and the evidence gathering that has taken place to prepare new objectives;**
- 3. Agree the proposed objectives and priorities for 2023 to 2026 set out in Section 4 and Appendix 1.**

1. Background

- 1.1. The Council's current Equality, Diversity and Inclusion (EDI) Objectives for 2020 to 2023 are due to expire.**

- 1.2. Work has therefore taken place to review progress over the last three years and to develop new objectives for 2023 to 2026.
- 1.3. A report on progress was considered by Corporate Select Committee on 16 January 2023.
- 1.4. Corporate Select Committee endorsed the report, which included the key highlights commended in the Cabinet Member's introduction, and the four objectives proposed for 2023 to 2026.
- 1.5. Further details about progress are available on www.norfolk.gov.uk/equality

2. Operational challenges to address

- 2.1. Despite progress over the last three years there are significant challenges to address: For example:
 - Our ethnic minority employees continue to report racism at work by service users and in their personal lives. Norfolk County Council agreed a Motion on 20 July 2020 to reaffirm the Council's commitment to race equality, to prioritise actions to eliminate racism and to use our influence to promote race equality.
 - We have listened to feedback from ethnic minority residents and employees, and it is evident there is more we can do to tackle racism. This includes reviewing our policies to ensure they are clear and easy to apply and to equip managers to support employees experiencing racism. It also means always challenging unacceptable behaviour and working and communicating in ways that actively promote race equality.
 - Our social care workforce is increasingly ethnically diverse (it is more diverse than the population of Norfolk) and this will continue as we welcome more international workers to help fill vacancies in social care. This makes tackling racism even more important – it is not just about keeping people physically and psychologically safe, but also about recruitment and retention so that we can continue to provide social care services in Norfolk.
 - Our whole-Council review of equality highlighted embedded inequalities (also seen nationally) for young people who are Black and Gypsy, Roma and Traveller, for which there is yet no explanation. Children's Services are prioritising this and have agreed to conduct an analysis about why these inequalities are occurring (by examining how and why referrals to services are made, to identify if operational decisions are following all relevant policies).
 - On 23 November 2020, Full Council agreed a Motion for Disabled People. Accessibility for disabled people is complex and requires specialised skills. Everything that the Council now provides – whether customer services, computer software, websites, physical buildings,

equipment, personal support or correspondence – must be accessible. Barriers experienced by people who are, for example, blind, Deaf, neurodiverse, wheelchair or cane users, who have learning disabilities or mental health issues are different. This means that at any one time, the Council is identifying and removing thousands of barriers. Often, barriers are substantial, and may impact on a disabled person's ability to live independently or access information or services. Looking ahead, working with disabled people to identify which barriers should be prioritised will be important.

- There is emerging case law about the rights of trans and non-binary people. A priority is to ensure that our LGBTQ+ residents and employees feel safe and valued, and that our business systems can accurately record someone's sex and gender identity.
- We still have a significant EDI transformation strategy to deliver in Fire and Rescue.
- The Adult Social Care Peer Review and a recent safeguarding review highlighted equality issues to be addressed in relation to the delivery of adult social care.

3. Evidence gathering to develop the new EDI objectives

3.1. We have gathered a range of evidence to properly research and shape the proposed objectives set out in Section 4:

- A whole-Council review (500 data sets) of how the Council works and communicates. This means that we now have a clear picture of the most significant inequalities for service users and employees.
- We have listened to around 1000 people from diverse backgrounds in Norfolk, whose views have helped to shape the objectives. A range of approaches have been used to ensure an inclusive approach. This includes a survey on the Council's consultation hub; award-nominated research with 227+ residents from seldom-heard communities; interviews and focus groups with Black British, Black African and Black Caribbean women, which included women working in the care sector; people with sight loss; people who are D/deaf; people who have learning disabilities or a physical or mental health disability; people who are neurodiverse; engagement with the Norfolk residents panel; listening to service users via engagement forums and employees via staff advisory groups and whole-council conversations.
- A consultation with 11,636 young people aged 11-18 in Norfolk in 2022, as part of the Partnership Youth Strategy, which identified **tackling discrimination** due to race, gender, disability or sexuality as the second biggest issue concerning young people in the county.

- Literature review of relevant past consultation exercises with Norfolk residents over the last decade – for example, consultation with the chairs of Norfolk’s disability access groups, who identified top barriers to independence in Norfolk; consultation with 345 LGBT+ residents; consultation with 315 residents on religion and belief; workforce surveys.
- Independent advice from Black, Asian and race equality experts.
- A review of Children’s and Adults Safeguarding Serious Case Reviews to identify themes around race and culture.
- Engagement with key stakeholders including independent safeguarding chairs.
- Review of relevant Governmental publications on disability, race equality, gender identity, LGBTQ+.

4. Proposed EDI objectives for 2023 to 2026

4.1 Four EDI objectives are proposed:

- a) Promote race equality and eliminate racism across our workforce, services and communities.
- b) Provide services, information and environments that can be accessed, understood and used to the greatest extent possible by all disabled people.
- c) Promote equality for our LGBTQ+ service users and colleagues.
- d) Deliver our EDI transformation plans in response to external inspections, peer and safeguarding reviews.

4.2 **Appendix 1** sets out the proposed objectives and priorities.

5. Impact of the proposal

5.1 Delivery of the four objectives and priorities set out in Appendix 1 will enable the Council to address the operational challenges set out in Section 2.

6. Evidence and reasons for the decision

6.1 The evidence for the proposals is set out in Section 3

7. Alternative Options

7.1 The Cabinet could consider amendments to the proposed objectives or priorities. Alternatively, it could consider not progressing some priorities. This should be considered against the legal implications summarised in Section 9.1 below and the operational challenges summarised in Section 2.

8. Financial and Resource Implications

- 8.1 The objectives detailed in this report can be met within existing budgets and resources.

9. Other Implications

- 9.1 **Legal implications:** The Equality Act 2010 requires authorities to publish equality objectives every four years and to report annually on progress each year. Local authorities have a statutory duty under the Equality Act 2010 to pay 'due regard' to the following when exercising public functions:

- Eliminate discrimination, harassment and victimisation and other prohibited conduct
- Advance equality of opportunity
- Foster good community relations.

- 9.2 **Human Rights Implications:** – no human rights issues identified

- 9.3 **Equality Impact Assessment (EqIA):** This report sets out how the Council has given due regard to equality to shape the proposals in this report to comply with the Equality Act 2010 including the public sector equality duty. The aim of this is to ensure that the Council continues to take full account of equality, diversity and inclusion when planning and commissioning services and, where necessary, puts actions in place to promote equality and address barriers faced by people with protected characteristics as set out in this report.

- 9.4 **Data Protection Impact Assessments (DPIA):** none required.

- 9.5 **Health and Safety implications:** – none identified.

- 9.6 **Sustainability implications:** – none identified.

10. Risk Implications/Assessment

- 10.1 The Council has monitored potential risks for failure to comply with statutory equality duties. This risk is regularly reviewed by departmental managers.

11. Select Committee Comments

- 11.1 On 16 January 2023, Corporate Select Committee **resolved to:**
1. Note the progress made in delivering the Equality, Diversity and Inclusion Objectives 2020 to 2023.
 2. Acknowledge the operational challenges; the actions that have taken place so far to prepare new objectives, and the emerging objectives.
 3. Agree that the final EDI objectives to be determined by the Cabinet in March 2023 are:

- a) Promote race equality and eliminate racism across our workforce, services and communities.
 - b) Provide services, information and environments that can be accessed, understood and used independently and with dignity to the greatest extent possible by all disabled people.
 - c) Promote inclusion for our LGBTQ+ service users and colleagues.
 - d) Deliver our EDI transformation actions in response to external inspections, peer and safeguarding reviews (this includes our EDI plan for Norfolk Fire & Rescue Service; our EDI actions in response to Adults Peer Review 2022; and our EDI actions in response to Recommendation M (tackling racism) Safeguarding Adults Review – Joanna, Jon and Ben.)
4. To recommend to the Cabinet the future timing of reports on EDI to Select Committee should be annual with a shorter 6 monthly report update in between annual submissions.

12. Recommendations

Cabinet is recommended to:

- 1. Note the progress to date;**
- 2. Consider the operational challenges set out in Section 2 and the evidence gathering that has taken place to prepare new objectives;**
- 3. Agree the proposed objectives and priorities for 2023 to 2026 set out in Section 4 and Appendix 1.**

Background papers

See Appendix 1.

Officer Contact

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

Officer name: Jo Richardson, Head of Equality, Diversity and Inclusion

Telephone no.: 01603 223816

Email: equalities@norfolk.gov.uk



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Equality, Diversity and Inclusion plan 2023/26



Norfolk County Council

Our ambition for Norfolk

- We aim for Norfolk to be one of the highest performing counties in the country - creating jobs and opportunities and cherishing our environment, countryside, and heritage.
- Above all, we want to empower our residents to be in control of their lives and influence decision-making - to enable equality of opportunity for all.
- We set out our strategy in [Better Together, for Norfolk](#).
- We have a legal duty under the Equality Act 2010 to promote equality of opportunity in Norfolk.
- We know the work we do can affect people differently. We also know some people find it more difficult to use our services, or their circumstances may impact on their life chances..
- One of Norfolk's strengths is our diversity – and the latest Census results for 2021 indicate our diversity is increasing.
- Our aim is that over the next three years, we will make a difference and continue to improve life in Norfolk for all.



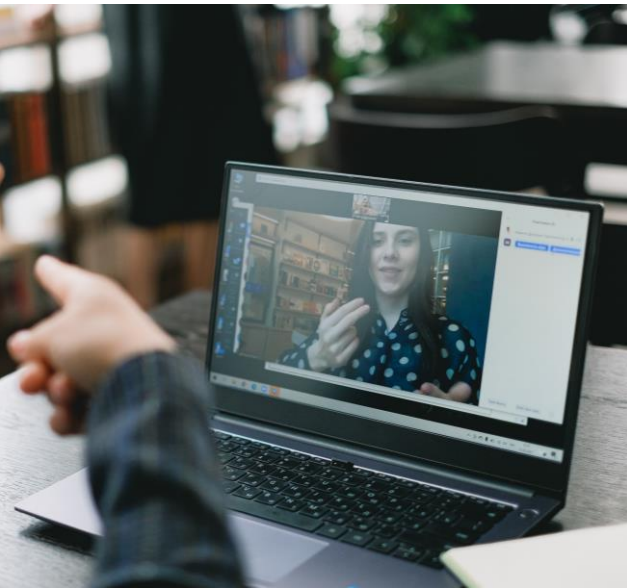


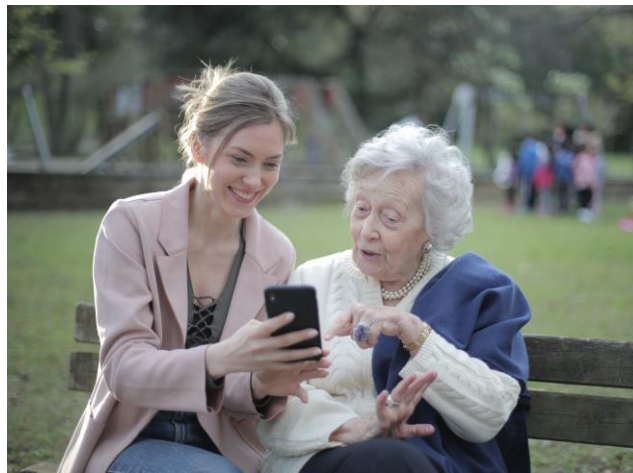
How we prioritise what to do first

As a County Council, our capacity and budgets are limited, so we must think carefully about what will deliver the best results.

We prioritise actions based on:

- Our legal responsibilities – gaps in compliance.
- Independent reviews – for example, OFSTED, His Majesty's Inspectorate of Constabulary and Fire & Rescue Services, the Care Quality Commission and safeguarding reviews.
- Data about how people use our services and any inequalities they experience – and what will achieve the greatest impact.
- Views of different people and communities.





Our objectives for 2023 to 2026

1. Promote race equality and eliminate racism across our workforce, services and communities.
2. Provide services, information and environments that can be accessed, understood and used to the greatest extent possible by all disabled people.
3. Promote equality for our LGBTQ+ service users and colleagues.
4. Deliver our EDI transformation plans in response to external inspections, peer and safeguarding reviews.

Objective 1:

Promote race equality and eliminate racism across our workforce, services and communities.

Why this is important

- Norfolk County Council agreed a Motion on 20 July 2020 to eliminate racism.
- Our ethnic minority residents and employees tell us that racism continues to be a factor impacting on their lives.
- Our social care workforce is increasingly diverse, and this will continue as we welcome more international workers to help fill vacancies in social care.
- This makes tackling racism towards our employees even more important – it is not just about equality and keeping people safe, but also about recruitment and retention so that we can continue to provide social care services in Norfolk.

The challenges

- A review highlighted that young people in Norfolk who are Black or from a Gypsy, Roma or Traveller background experience persistent inequalities.
- These inequalities are seen across the UK – but there is no consensus about why they occur or how best to address them.



Objective 1:

Promote race equality and eliminate racism across our workforce, services and communities.

Our priorities

1. Publish revised guidance explaining all the steps managers and employees should take to tackle racism affecting service users and colleagues:
 - How to report and record racist incidents so that they can be investigated, addressed and monitored. Reporting data will be provided to senior management teams 6 monthly.
 - What steps should be taken if the racism is caused by a service user, to keep our ethnic minority employees safe; how and when to send a caution letter to a service user who exhibits racism towards employees; how and when to report incidents to the police.
 - How to manage situations where racism is caused by someone who lacks capacity to understand the impact of their behaviour.
 - New guidance about how to promote race equality at work - such as when chairing meetings, commissioning services, arranging events or consultation.



Objective 1:

Promote race equality and eliminate racism across our workforce, services and communities.



Our priorities

2. Pilot restorative work with people who exhibit racist behaviour towards our employees – to see if this changes behaviour.
3. Undertake analysis to check whether the decisions we make about young people who are Black or from a Gypsy, Roma or Traveller background are equitable, focusing first on ‘early help’.
4. Review the support available for Black and Gypsy, Roma and Traveller young people who are Looked After or Care Leavers, to check whether we take every opportunity to meet their needs – and through engagement with young people, identify what else we could do to improve outcomes.
5. Work with independent Black equality experts to examine why Black young people are over-represented in youth offending.
6. Provide clear guidance to managers on how to promote race equality through policies and procedures and continue to undertake robust checks to ensure that our policies consistently meet agreed standards.
7. Increase the representation of ethnic minority people in our public participation forums.



Objective 2:

Provide services, information and environments that can be accessed, understood and used to the greatest extent possible by all disabled people.

Why this is important

- Everything that we provide - whether computer software; websites; physical buildings; customer services; equipment; personal support; correspondence – must be accessible for disabled people.

The challenges

- Disabled people experience many barriers to independence. The nature of these barriers varies – depending on whether someone is blind, D/deaf, neurodivergent, or if they have learning disabilities or a physical or mental health disability.
- What works well for one person – such as bright light to enable someone with sight loss to see more easily – may create an obstruction for someone else – e.g. an autistic person may find bright light distressing.
- Some reasonable adjustments are straightforward – but many require technical skill - such as making sure that websites are accessible for blind people who use screen readers.
- Working with disabled people to identify which barriers should be prioritised is important, so that we address the greatest barriers first.



Objective 2:

Provide services, information and environments that can be accessed, understood and used to the greatest extent possible by all disabled people.

Our priorities

1. Improve Digital Accessibility through delivering our new road map which sets out the actions we are taking to comply with the Web Accessibility Guidelines AA Standard - and then beyond that to make our digital platforms as usable for as many people as possible.
2. Publish revised guidance explaining the steps managers and employees should take (and the resources available to support them) to promote access for disabled people, when:
 - Communicating with disabled people
 - Publishing information – including technical information such as diagrams and drawings, which are not easy to convert into accessible formats.
 - Commissioning technology
 - Developing 'automation' software
 - 'Onboarding' disabled colleagues
 - Making reasonable adjustments
 - Applying for [Access to Work](#)
 - Using 'SharePoint'
 - Chairing virtual and physical meetings.





Objective 2:

Provide services, information and environments that can be accessed, understood and used to the greatest extent possible by all disabled people.

Our priorities

3. Continue to implement the Accessible Information Standard - to achieve compliance and explore ways to overcome supply issues with formats such as Easy Read.
4. Explore whether we can produce accessible templates of our commonly-used business documents (e.g. policies, action plans, contracts, reports, presentations, plans on a page, job descriptions) so that people with sight loss, people who are neurodivergent and/or who have dexterity issues can access this information.
5. Deliver our customer experience strategy, to ensure all our customers can communicate with us, particularly people who are Blind, D/deaf or who have learning disabilities.
6. Continue to deliver our rolling programme of capital improvement, transport, infrastructure and technology – working with disabled people to identify, prioritise and address barriers to access.





Objective 3:

Promote equality for our LGBTQ+ service users and colleagues.



Why this is important

- Norfolk is home to a growing number of lesbian, gay, bisexual, transgender, non-binary and gender-fluid people.
- According to the Office of National Statistics, 3.89% of Norwich residents are bisexual - the highest of any local authority in England. In the City Centre West area of Norwich, the figure rises to nearly 7% of the population.
- Norwich also has the second-highest proportion of people outside London who identify as Transgender (1.07% - more than three times the English average of 0.5%) and non-binary (0.33% - which is above the national average of 0.06%).
- In 2020, Norfolk County Council became the first organisation in Norfolk to sign the Norwich Pride pledge.
- The pledge commits the Council to be a safe, welcoming, and friendly place for LGBTQ+ residents and employees.

The challenges

- New case law is setting out the rights of trans and non-binary people. A priority is to ensure that our LGBTQ+ residents and employees feel safe and valued.



Objective 3:

Promote equality for our LGBTQ+ service users and colleagues.



Our priorities

1. Publish revised guidance for managers and employees explaining the steps they should take if an LGBTQ+ service user or colleague is affected by prejudice or discrimination. This will cover:
 - How to report and record incidents so that they can be investigated, addressed and monitored. Reporting data will be provided to senior management teams 6 monthly.
 - What steps should be taken if the incident is caused by a service user, to keep our LGBTQ+ employees safe; how and when to send a caution letter to a service user who exhibits unlawful discrimination towards employees; how and when to report incidents to the police.
 - How to manage situations where an incident is caused by someone who lacks capacity to understand the impact of their behaviour.



Objective 3:

Promote equality for our LGBTQ+ service users and colleagues.



Our priorities

2. Ensure that our business systems can accurately record someone's sex and gender identity – and where there are barriers, work with LGBTQ+ people to identify ways to remedy this.
3. Carefully consider public-facing services (such as the books and resources we provide in libraries), to ensure that we are meeting the needs of our increasing LGBTQ+ community in the city.
4. Increase the representation of LGBTQ+ people in our public participation forums.
5. Increase the visibility of LGBTQ+ people in our marketing materials, so that we are representing all the people we serve.

Objective 4:

Deliver our EDI transformation plans in response to external inspections, peer and safeguarding reviews.

Why this is important

- External inspections and safeguarding reviews have recommended actions we should take to strengthen work on equality and inclusion.
- We know that we are travelling in the right direction, because:
 - Our progress in Norfolk Fire and Rescue Service on EDI was commended by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) as 'innovative practice'.
 - Dr Margaret Flynn, the author of the Safeguarding Adults Review for Joanna, Jon and Ben, said that our approach to addressing Recommendation M in the report (tackling racism) was 'illuminating in terms of its reach, its evidence-based focus and piloting ways of thinking about dealing with racism'.
 - We are quadruple award-winning for our work to promote equality - this includes awards from the Asian Fire Service Association and the [BBAA Leonard Cheshire awards](#).

The challenges

- There is still much to do – and we are not complacent about the level of change required.





Objective 4:

Deliver our EDI transformation plans in response to external inspections, peer and safeguarding reviews.



Our priorities

1. Deliver our EDI plan for Norfolk Fire & Rescue Service
2. Deliver our EDI improvement actions in response to Adults Peer Review 2022.
3. Deliver our EDI improvement actions in response to Recommendation M (tackling racism) Safeguarding Adults Review – Joanna, Jon and Ben
4. Review our EDI learning and development offer – to help us to deliver the priorities in this plan and equip people with the knowledge they need to tackle racism, homophobia, transphobia, and prejudice in relation to disability, sex and gender.

We will also:

- Continue to engage with our residents and employees via independent living and advisory networks to help us improve services.
- Continue to use events in the cultural calendar to raise awareness of equality, diversity and inclusion.



Find out more

You can contact us [online](#), or alternatively:

Telephone

Main number - 0344 800 8020

Text Relay - 18001 0344 800 8020

Normal telephone operating hours are 9am to 5pm Monday to Friday.

Post - you can write to us at:

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For our employees go to [myNet](#).

If you contact us using any of the methods above, your information may be recorded and we may share this with third parties and other agencies to answer your query or provide a service to you. To find out about how we use your information read our [Norfolk County Council privacy notice](#).

Cabinet

Item No: 17

Report Title: Strategic Review and Future Transformation

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Cllr Andrew Proctor (Leader and Cabinet Member for Strategy & Governance)

Responsible Director: Tom McCabe (Head of Paid Service)

Is this a Key Decision? No

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

Introduction from Cabinet Member

As I said in my introduction to the Strategic Review report back in April 2022, the Council faces unprecedented financial challenges over the next few years and we need to proactively respond to these to ensure that, as an organisation, we remain able to deliver the services that so many residents of Norfolk rely upon. The review work so far has been designed as a whole organisation exercise to enable the County Council to meet the financial and organisational challenges that we are currently facing and will continue to face in the coming years.

As the Strategic Review approaches the end of its first year, it is timely to both review progress and set a direction for its continuation as part of the Council's future transformation priorities for the next 2 years at least.

I have consistently said that we are aware of the need for organisational stability at a time of intense pressure, and how we 'keep safe' critical services and those that are subject to external inspection regimes - including adult and children's services and the fire service. We have sought to balance this with the need to continue our transformation journey to ensure we deliver the highest quality services we can in the most efficient manner.

As a reminder, amongst our priorities for the first stage of the strategic review, we were seeking to:

- Remove all areas of duplication, including in support services;
- Adjust the number of management layers; and improve spans of control;
- Design a pay and reward strategy, which builds on fairness, transparency and market alignment to support recruitment and retention - ensuring we are competitive in the job market; and
- Improve consistency and simplify how we describe roles to support career development and equality.

Transformation is not a temporary piece of work. It is an ongoing process which should lead to the Council being one that can recognise, analyse and respond to change in a positive manner – for the benefit of staff, the wider organisation and the communities that we serve - as well as leveraging financial savings.

Recommendations:

- 1. To agree to the Strategic Review being continued, as part of our ongoing transformation journey, to meet the challenges being faced by the Council**
- 2. To ask officers to bring further reports to Cabinet on the review method and intended financial savings**

1. Background and Purpose

- 1.1 The Council's financial position for the next three years was set out at the Full Council meeting on 21 February 2023. As in previous years there will be a need to identify ways to close predicted financial gaps in future years – and reviewing how we organise the delivery of our services will continue to be part of the answer to meeting this challenge. The gap for 2024/25 is some £46m, which although less than 2023/24, is still a significant number. It is anticipated that £10m of this can be achieved through the continuation of the strategic review
- 1.2 The challenge for every local authority is to design a sustainable funding model that does not overburden residents with the cost of what the council delivers for them. Within this we need to create confidence that we are delivering the right services to the right level in an efficient and effective way.
- 1.3 As part of this we need to be aware of other systems changes, across health, social care and the wider local government landscape. We need to optimise the opportunities that this offers, not selfishly for the County Council, but for the wider benefit of Norfolk's communities.

- 1.4 The transformation process keeps the door open to review that we have the right people, processes, structures, skills, and capabilities in place. It challenges us to review our use of technology, benchmarked against best in class, and importantly the organisational culture to continuously seek improvements and to take people with us. This is essential so that change is sustained and risks are managed.
- 1.5 The County Council is a complex upper tier local authority that delivers a diverse range of services. As a large public sector organisation, we must always keep our costs under review and ensure that we are efficient and effective in how we design and deliver our services. This must not be a one-off exercise, rather a core part of how we work.

2. Proposal

- 2.1 As we progress through staff consultation for the initial set of changes designed within the Strategic Review, as set out above, there is a need to also look ahead - to the realisation of the benefits (financial and non-financial) from implementing all of the changes, to broadening / strengthening this change activity where appropriate, and to new opportunity areas that will form the basis for our ongoing transformation journey.
- 2.2 The first phase of this work has challenged us to collectively consider how the future organisation should look and feel, not just within our individual departments, but council wide. We know this is necessary to be both effective and affordable. As we progress through the coming months we will be identifying and assessing new ideas that align to the principles we have established, testing their validity, and sizing their impact on both our financial and non-financial position.
- 2.3 Where required, consultation on the initial service areas commenced on 28 February:
- Technology and Digital
 - Finance
 - Property
 - Communications and Marketing
 - Business Administration
 - Procurement
 - Adults Commissioning
 - Transformation and Project Delivery
 - Community and Environmental Services
 - Human Resources

2.4 We are now well advanced in planning and sequencing the implementation activities and associated resources required to realise the benefits of all these changes that have already been agreed. At this stage it is not appropriate to share more as the consultation needs to conclude.

2.5 Further consultation is likely in early summer on a range of areas, expected to include:

- Insight and Analytics
- An integrated approach to Children's Services
- Transformation Project Delivery
- Adult services for commissioning, prevention, assurance and working age adult care
- Communications and Marketing re-design

Further work is required to confirm underlying assumptions and complete the design process for each of these.

2.6 In parallel, we will also undertake a review of the activity over the past year, to see if any changes are needed to how we identified, managed and delivered this work. We will consider our internal capacity to deliver the work; and what, if any, external support is required. We will then firm up priorities for the next areas of activity, drawing on the lessons we have learnt. We will seek to build on changes done this year which enable us to deliver further activity. There are areas where we will be reviewing against our design principles that we deliberately deferred to future years and we will consider new opportunities identified through the process. Within this is a strong desire to better align the transformation activity that already successfully exists within departments; future activity that departments will need to plan and design – based on external or legislative changes; and the cross-cutting activity that we have developed over the past 12 months.

2.7 Potential activity includes:

- Procurement and contract spend review
- End to end redesign of financial processes
- Embedding the Customer Experience strategy and accelerating / mandating adoption
- Strategic and joined up approach to corporate strategy, performance and business planning
- Broadening scope for Business Administration

2.8 It is anticipated detailed work to explore, validate and agree proposals for the future activity will be undertaken on an ongoing basis between now and

October. As set out above, this will be aligned to ongoing and planned activity in each department and will complement the work that we undertake each year to identify, assess, design and deliver proposals as part of the annual budget setting cycle.

- 2.9 As such, we expect the processes and tools that we used as the first stage of the Strategic Review to become increasingly part of our standard management approach as we strive to deliver the best and most efficient services we can for Norfolk's communities. And within this, we are cognisant of the £46m budget gap that will need to be closed for 2024/25.

3. Impact of the Proposal

- 3.1 The intention of the Strategic Review is to best equip the Council to deliver on the priorities and outcomes set out in our 'Better Together for Norfolk' Strategy. A set of initial changes have been identified where we have shown improvements can be made and benefits realised. The changes that have been prioritised at this stage, as identified in para 2.3 above, have focused on the core capabilities of the Council.
- 3.2 In this report we have set out progress to date and signalled future areas of activity. There has been a deliberate focus on improving our internal operations. This is because these critical services enable wider activity across the whole council, but it also allows us to ensure as much of our resources as possible are directed at supporting our communities.
- 3.3 The work to date has complemented wider activity that has enabled the Council to approve a balanced budget for 2023/24. It has identified a significant number of posts at risk of being made redundant or vacant posts that may now be deleted. Final decisions will be made on these after the formal staff consultation has closed and the feedback reviewed.

4. Evidence and Reasons for Decision

- 4.1 Given the outlook for local government funding over the medium term, it is likely that the County Council will need to continuously review our funding priorities, the value for money of services we procure, manage or deliver and the efficiency and effectiveness of the organisation. The review has been one strand of this work and this type of transformational approach will remain an important part of how we continue to deliver a balanced budget.

5. Alternative Options

- 5.1 Cabinet could decide not to proceed with transformation activity, but this risks the organisation operating in a sub optimal manner and not being able

to manage our budget pressures in future years. Cabinet has previously decided to undertake such review activity and so this would be reversing that decision (See background Papers).

6. Financial Implications

- 6.1 We have already made some provision in next year's budget to bring additional change and transformation capacity into the organisation so that we can plan and deliver the necessary activity.
- 6.2 We are also aware of the forecast need to identify some £46m of revenue budget savings by February 2024 – in order to set a balanced budget for 2024/25. Within this we have set an explicit target of £10m of the savings to be identified through work related to strategic review activity. We will integrate this activity with the wider budget setting process and seek to identify any synergies and complementary activity as this work develops.

7. Resource Implications

- 7.1 **Staff:**
Our staff are critical to the delivery of services for Norfolk. The hard work and commitment of our staff is very much valued. Our transformation activity will seek to engage staff, provide as much certainty as is possible and recognise the uncertainty that change can bring.
- 7.2 **Property:**
It is not considered that there are any direct property implications arising from this report. Any changes will need to be reflected in the future property portfolio.
- 7.3 **IT:**
It is not considered that there are any direct IT implications arising from this report. We will continue to reflect our “digital-first” approach and the progress made in automation and flexible working. There will also be a continued need to provide support, learning and development to enable our staff to effectively harness the digital tools and ways of working available.

8. Other Implications

- 8.1 **Legal Implications:**
The Council has a duty to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard

to a combination of economy, efficiency and effectiveness. This work provides an ongoing opportunity to ensure that we deliver against these.

Existing HR policies and procedures ensure compliance with employment and associated legislation, including organisational change processes and approach to avoiding redundancy, where possible.

8.2 Human Rights Implications:

The Council has a range of policies and processes in place to ensure that staffing and organisational design considerations reflect the key principles of the Human Rights Act, e.g. dignity, fairness, respect and equality. We will make use of these policies and processes, as relevant, throughout this work.

8.3 Equality Impact Assessment (EqIA):

The Strategic review is informed by an Equality Impact Assessment (EqIA). We are continuing to gather evidence to consider the impacts of proposals as they are developed, so that any appropriate mitigating measures can be put in place.

The initial findings of the EqIA were set out in the 2023/24 Revenue Budget and Medium-Term Financial Strategy 2023-27 paper considered by Cabinet on 30 January (see Appendix 6, Annex 5). At that stage, there was insufficient evidence to determine whether staff with protected characteristics would be disproportionately affected compared to staff without these characteristics.

Further detailed work has been carried out to develop proposals in readiness for staff consultation. The latest findings are set out in Appendix 1 to this report.

8.4 Data Protection Impact Assessments (DPIA):

We will continue to ensure that appropriate arrangements are in place to safeguard and appropriately use and store any data shared.

8.5 Health and Safety implications:

There are no direct health and safety implications arising from the recommendations in this report. There remains an ongoing requirement to ensure we provide sufficient capacity and clarity of responsibility to enable effective health and safety management and leadership arrangements for both staff and service users.

8.6 Sustainability implications:

Promoting a digital first capability in the way public services are provided gives an opportunity to reduce a reliance on paperwork and introduce ways of working that reduce our impact on the environment e.g. reducing mileage.

9. Risk Implications / Assessment

The key risks are:

- That we do not harness the required leadership commitment and focus to deliver the ongoing organisational change programme – with a need to also ensure safe delivery of business as usual within an evolving funding and legislative environment.
- That uncertainty associated with any major change programme risks damaging staff morale and/or that key staff may leave as a result of perceptions of the process.
- The change process, if not appropriately planned and implemented, may reduce capacity or expertise in critical areas – which in turn may impact on service delivery and/or the Council's reputation.

These risks need to be balanced against the benefits set out in this report.

10. Recommendations:

- 1. To agree to the Strategic Review being continued, as part of our ongoing transformation journey, to meet the challenges being faced by the Council**
- 2. To ask officers to bring further reports to Cabinet on the review method and intended financial savings**

11. Background Papers

Cabinet papers on Strategic Review in April 2022 and October 2022

Officer Contact

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

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Appendix 1

Equality Impact Assessment (EqIA):

1. The Strategic review is informed by an Equality Impact Assessment (EqIA). We are continuing to gather evidence to consider the impacts of proposals as they are developed, so that any appropriate mitigating measures can be put in place.
2. The initial findings of the EqIA were set out in the 2023/24 Revenue Budget and Medium-Term Financial Strategy 2023-27 paper considered by Cabinet on 30 January (see Appendix 6, Annex 5). At that stage, there was insufficient evidence to determine whether staff with protected characteristics would be disproportionately affected compared to staff without these characteristics.
3. Further detailed work has been carried out to develop proposals in readiness for staff consultation. The latest findings are set out below:
 - a. Norfolk County Council regularly undertakes organisational reviews, in order to remain viable; to ensure that resources are aligned to priorities; ensure clear decision-making accountabilities and to adapt to new legislation and technology.
 - b. Organisational change is not always easy for employees to adapt to and can be challenging for individuals who are impacted by it. However, it can also be an opportunity for growth and advancement.
 - c. If the proposals go ahead, it will impact on those employees identified in the consultation documents. This means that service design or working arrangements for the people affected may change or there may be a reduction in posts.
 - d. Where this is the case, employees affected will always be notified in accordance with the Council's published policies and any proposed changes will always be explicitly stated in consultation documents.
 - e. There is no evidence to suggest that employees with protected characteristics will be disproportionately represented in any redeployment or redundancy process. The Council will continue to closely monitor this data.
 - f. It should be noted that organisational change may have different degrees of impact on employees, depending on their circumstances. This includes:
 - Some disabled employees may have reasonable adjustments in place to enable them to do their jobs effectively (for example, travel, parking, office space, furniture, accessible software, telephony, hours worked, specific duties etc). This could include employees who for a range of reasons have not declared a disability. It may have taken a long time to have developed an effective reasonable adjustment, and the prospect of this changing may generate anxiety for the employee.

- It is well documented that disabled and ethnic minority employees may find it more difficult to find new employment compared to people with the same qualifications and experience who are not disabled or who are white British.
- Older employees may have been in post for a number of years and have no recent experience of job applications or interview. They may be anxious about change or competing for a new role.
- Younger employees who have had less opportunity to gain experience in their career may be anxious about competing for a new role with people who have more experience.
- Employees who are neurodiverse or who have a mental health or anxiety condition may find change challenging. They may require time to process the information provided or additional support.
- Employees with protected characteristics may currently be working in an inclusive team setting, and may worry that if their team changes, their new colleagues, manager or working arrangements may not be so inclusive. Line managers will be alert to this to ensure that any transitions are managed appropriately.
- Employees going on (or on) maternity leave may have questions about their employment in relation to change at work and how any changes/decisions might affect them.
- Some employees may have long-standing arrangements in place to enable them to balance their working life with caring responsibilities. The prospect of this changing may generate anxiety for the employee.

4. The Council will mitigate these issues in a range of ways. This includes:

- The Council will ensure that all employees in scope of any change will receive full information and guidance about the proposal, in accordance with legal requirements, ACAS guidance and the Council's employment policies. This will include ensuring that employees have an opportunity to share their views on the change or ask questions. It will also include signposting employees to the support available (which includes wellbeing support; information about financial impacts; support in job-seeking and access to support funded by the Department of Work and Pensions) to deal with the impact of change
- The Redeployment Policy provides adjustments for employees who are on maternity leave or have a disability. Where a proposed change may mean that a disabled employee is required to change their working arrangements, the relevant line manager will meet with the employee to discuss this, to consider potential options for an effective transition of any reasonable adjustments, in line with the Council's Policy on disability and reasonable adjustments.
- Where a proposed change may mean that an employee is required to change their working arrangements and this impacts on their caring responsibilities, the relevant line manager will meet with the employee to consider potential options for facilitating an effective transition, with reference where applicable to the carers passport. It may not be possible to agree a continuation, but all

reasonable efforts will be taken by the line manager to facilitate this if possible, considered against the business requirements of the service.

- The Council has a flexible working framework which supports all employees in how and when they work. Where such arrangements can be supported by the service, this may include working in different locations and at different times (including remotely and outside standard hours). While flexible arrangements are not a contractual entitlement, managers will allow the transfer of any locally agreed arrangements providing the service can facilitate these and will discuss with the employee if these arrangements need to change.
5. As set out in the report, there has been an initial and deliberate focus on improving internal operations and therefore service users will not experience reductions in the quality, standards or level of support, a change in eligibility criteria or new/increased costs as a result of the Review.
 6. The EqlA will continue to be reviewed as work progresses.

Cabinet

Item No: 18

Report Title: NCC Companies Business Plans

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Councillor Greg Peck, Cabinet Member for Commercial Services & Asset Management

**Responsible Director: Simon George
Executive Director of Finance and Commercial Services**

Is this a Key Decision? No

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 18 January 2023

Introduction from Cabinet Member

The County Council has created several companies to assist in the delivery of the Council's aims and objectives.

This report seeks Cabinet approval for each of the four main companies to operate within their 2023/24 Business Plan as approved by their respective Boards.

The Business Plans have already been reviewed by the NCC Companies Governance Panel at their meeting in February and recommended for Cabinet consideration.

Executive Summary

In order to aid good governance, Cabinet is tasked with reviewing and approving the 2023/24 Business Plans for Hethel Innovation Ltd, Independence Matters C.I.C, Norse Group Limited and Repton Property Developments Limited to ensure they reflect the aspirations of the shareholder.

Recommendations:

Cabinet is asked to:

1. Review and approve the Hethel Innovation Ltd 2023/24 Business Plan in Appendix A.

2. Review and approve the Independence Matters C.I.C 2023/24 Business Plan in Appendix B.
3. Review and approve the Norse Group Limited 2023/24 Business Plan in Appendix C.
4. Review and approve the Repton Property Developments Limited 2023/24 Business Plan in Appendix D.

1. Background and Purpose

- 1.1 The 2023/24 Business Plans of the Council's four most significant companies have been approved by their respective Boards.
- 1.2 The NCC Companies Governance Panel reviewed the four 2023/23 Business Plans at their meeting on 23 February 2023 and agreed that they should be recommended to Cabinet for approval.
- 1.3 In accordance with the Financial Regulations, the Business Plans for the period to 31st March 2024 are presented to Cabinet for final approval.

2. Proposal

- 2.1 Cabinet is asked to review and approve the four 2023/24 Business Plans set out in Appendices A-D of this report.

3. Impact of the Proposal

- 3.1 The directors of the four companies are clear on the shareholder's requirements, and Cabinet is fulfilling its responsibilities to monitor and receive reports on the Business Plan of a Norfolk County Council owned company.

4. Evidence and Reasons for Decision

- 4.1 Each company's board has approved a 2023/24 Business Plan and are seeking Cabinet's consent to operate the company in accordance with their Business Plan.

5. Alternative Options

- 5.1 NCC, as shareholder, could set alternative objectives for the company and request a revised Business Plan.

6. Financial Implications

6.1 These are set in each attached Business Plan.

7. Resource Implications

7.1 Staff:

None. Each company employ their own staff apart from Repton Property Developments Limited. Repton Property Developments Limited utilises NCC staff and reimburses NCC for the cost of their time.

7.2 Property:

None. Although the intention is for NCC to continue to sell surplus land at market value to Repton Property Developments Limited. The sites will then be developed, and the new homes sold to the public or a housing association.

7.3 IT:

None for NCC.

8. Other Implications

8.1 Legal Implications:

None for NCC.

8.2 Human Rights Implications:

No specific human rights have been identified.

8.3 Equality Impact Assessment (EqIA):

None. The directors of each company are responsible for ensuring compliance with relevant legislation.

8.4 Data Protection Impact Assessments (DPIA):

None.

8.5 Health and Safety implications

The directors of each company are responsible for discharging the health and safety duties of the company.

8.6 Sustainability implications:

None.

8.7 Any Other Implications:

None.

9. Risk Implications / Assessment

- 9.1 If Cabinet decide not to approve the business plans it runs the risk of causing operational delay and additional costs for each company. Each company has its own comprehensive risk register which is monitored and managed by the company directors.

10. Select Committee Comments

- 10.1 None.

11. Recommendations

Cabinet is asked to:

1. Review and approve the Hethel Innovation Ltd 2023/24 Business Plan in Appendix A.
2. Review and approve the Independence Matters C.I.C 2023/24 Business Plan in Appendix B.
3. Review and approve the Norse Group Limited 2023/24 Business Plan in Appendix C.
4. Review and approve the Repton Property Developments Limited 2023/24 Business Plan in Appendix D.

Officer Contact

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

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Hethel Innovation Business Plan

April 2023 – March 2024

Objectives

Our business plan for the 23-24 financial year focuses on delivering the below objectives. These will guide our activities and provide a framework for individual departments to work within and prioritise their workload.

- Deliver economic development for the county
 - Integrate with NCC's economic development team
 - Lead cluster development
 - Focus on addressing market failure
- Develop our competitive advantage
 - Refine our sector focuses
 - Strengthen our member community
 - Provide value add to tenants and economy
- Drive efficiency and productivity within our operations
 - Further improving matrix working
 - Improve sustainability, reducing HIL's carbon footprint by 20%
- Improve our financial resilience
 - Focus spend on activities that directly attribute to the objectives with short payback periods
 - Tighten credit control
 - Maximise income from existing resources

These objectives deliver against our two overarching business objectives as outlined in the 2021-2024 strategy of delivering economic growth and being self-sufficient.

Key Performance Indicators

Our KPIs focus the departments on shared goals to achieve by working together. They drive us towards delivering economic outputs and being financially stable. This year, we will:

- Increase the number of:
 - 50 new jobs across our sites
 - £2.4m additional GVA
 - 11 start-ups supported
 - 33 businesses upskilled
 - 15 NPPS supported
- 30% of community actively engaged:
 - Qualified through 30% of the members at each site having attended an event, submitted survey responses, or had a member check in.
- Maintain our current debtors below 10% and bad debt to 4% of annual turnover.
- Keep staff turnover below 10% across all HIL departments.
- Replace all 'Priority 1' Tenancy at Wills, as defined within our tenancy schedule, within 3 months, and all 'Priority 2' within 6 months.

- Completion of the ISO 9001, 14001, and 45001 audits achieving no major non-conformances and up to 5 minor non-conformances.
- Completion of the NAS self-assessment with only low priority findings raised.

Opportunities and Risks

We are operating in a volatile environment and the opportunities and risks we face can change rapidly. There are exciting opportunities which will help us achieve our objectives for which we will allocate resource. Risks will be monitored and mitigated where possible.

Opportunities

- **County deals and Norfolk Investment Zone** – an opportunity to gain funding for existing and new innovation support, clustering, and site development activities.
- **Demand for space** – remains high for industrial space which could be an area of investment to increase our turnover.
- **Conferencing and site hire** – demand has bounced back following covid and a number of new customers have enquired. Another way for us to increase turnover.
- **Make our hybrid tenancy options more attractive** – ensuring the value proposition of our virtual memberships are clear and well-articulated.
- **Sustainability** – improving our own sustainability could be a good selling point to attract conscious customers as well as saving operational costs from our sites.

Risks

- **Economic climate** – costs could continue to rise over the next financial year, some of which we might not be able to pass onto customers directly or through their agreements. Costs may also drive customers away as they struggle with solvency.
- **Cash management** – linked to the above, we will have to continue to manage cashflow carefully which may result in delays on works and limit the improvements we can make and new projects we can start.
- **Competition** – businesses may have to scale back their expenditure, causing them to relocate to a lower spec space with a commercial landlord.
- **Staff turnover** – members of the team may leave to progress their careers past the opportunities HIL can offer.

Implementation

To ensure we deliver upon our objectives, it is important to understand the activities and initiatives required to do so. Whilst each department are expected to review and create their own road map, this business plan will set headline initiatives to be focused on under each of the objectives.

Deliver economic development for the county

HIL does not receive big private investment or focus on deriving return from real estate assets to drive large profits. Our aim is to cover our costs and deliver economic growth for our region, helping grow businesses to a stage where they are able to take the next step unaided.

We invest in our economic development activities through the income generated by the sites and commercial consultancy activity. To aid this, we will continue to seek external funding to supplement our own investment and allow us to deliver more outputs.

In the 23/24 financial year, we will focus on:

- **Innovation Platforms**
 - Securing funding for the Algae Innovation Platform
 - Developing the SEP Energy Test Bed consortium
 - Establishing the IPs as a template for cluster development
- **Sector networks and business communities**
 - Develop and grow sector networks, as we did with NAAME, to facilitate best practice sharing, supply chain integration, and local sector growth
 - Create business communities that encourage collaboration and attract investment around our members to help them succeed
- **Strategic planning for innovation locations**
 - Supporting innovation locations across the County to connect and masterplan effectively, ensuring there is an overarching strategy for development and investment into assets that support growth
 - Engage with projects such as the relaunch of Camb-Nor Tech Corridor which work to combine our strengths into coherent value propositions
 - Continue to grow our commercial consultancy, supporting other organisations and regions to develop their own incubators and parks

Develop our competitive advantage

HIL has a great reputation, both locally and nationally. We want to grow this reach but focusing in on our target audience. To do this we will:

- **Refine the sector focus of our sites**
 - Scottow Enterprise Park will be the priority for this activity, ensuring there is a clear focus to the community we are building and the type of people and organisations we want to be part of it
 - Across all sites, define clear criteria for members to reduce the time we spend dealing with enquiries from organisations who won't contribute to the community
- **Strengthen our member communities**
 - Target our marketing activity, having focused campaigns on the specific sectors and technologies we want to attract and support
 - Deliver a full calendar of member events and activities, both business and social focused, to create connections between members

Drive efficiency and productivity within our operations

As ever, we want to do more with our existing resources. Focusing on improving our efficiency and productivity will allow us to deliver more outputs and value to our customers. This will be achieved by:

- **Improving our matrix structure**
 - Two of our departments will be renamed to more appropriately describe their functions and align with customer expectations; Business Development will become our Innovation Department and Customer will become Sales
 - We will investigate how the Sales department can support the Innovation department with lead generation and conversion
 - Due to feedback from our teams, we will create a clearer structure of roles to ensure management and approval lines are well defined
 - Undertaking process mapping within and across departments to ensure the right people are undertaking tasks and we are utilising resource appropriately, making the case for investing into new roles, software, and policy improvements
- **Growing and further integrating our board of directors**

- We will develop a skills matrix for directors to ensure HIL is deriving as much value as possible from their experience and insight
- Integrate the management team and board of directors further, with more attendance at board meetings and sub-groups
- **Reviewing our employee benefits**
 - Our current employee benefits platform is no longer suitable, following feedback from teams, and will be replaced at the end of our current contract with a more appropriate alternative
 - The labour market is extremely competitive, and we need to remain as an attractive employer to retain our staff. We will continue to benchmark our salary ranges and aim for our staff turnover to be under 10%
 - In line with the above, we will be increasing our holiday allowance in recognition that it isn't just salary that attracts people to new roles. We will be giving our Christmas shut down period (c. 3 days per annum) to employees in addition to their annual leave allowance
- **Reducing our carbon footprint**
 - Following our carbon footprint report, we will work to reduce this both for our own impact and that of our physical members
 - This will focus on reducing the demand for resources as this will be a dual benefit of carbon and cost reduction
 - Key initiatives will be moving HEC to a renewable tariff, purchasing only FSC Timber, increasing our recycling of industrial and construction waste to 50%, and using a 35% reduced carbon emission concrete

Improve our financial resilience

Over the past two years, we have seen rising costs coupled with a lag in income generation and increasing amount of debt. Whilst our shareholder has been hugely supportive, and continues to be, we want to ensure we are a financially robust and resilient business, and as such will:

- Deliver the Scottow Enterprise Park Capital Investment Plan which will bring on more lettable sqft and increase the value of existing units
- Investigate ways to increase the value of space on Scottow Enterprise Park such as temporary or prefab buildings which are within our planning confines, allowing us to offer a wider variety of spaces
- Secure appropriate tenants in our largest units who are strategically aligned with our own objectives and a lower financial risk
- Review the pricing strategy for existing spaces and offerings including our commercial innovation services, virtual and physical tenancies, site hire agreements, and recharges
- Focus our expenditure on activities that directly attribute to the objectives with short payback periods
- Invest resource into our credit control processes to ensure we are a supportive and responsible landlord

Finances

The following table outlines our budget P&L which is based upon a sensible and achievable activity plan. This will see us achieve our objectives as outlined above and meet the KPIs set.

2023/2024 Budget

Revenue	£000
Tenancy	3,656
Conferencing & Site Hire	87
Funded Projects	97
Business Development	150
Total	3,990
Other Income	158
Expenditure	
Staff	1,202
Premises	2,483
Conferencing & Site Hire	37
Operating Costs	27
SEP Rent	276
Total	4,025
Net Profit Before Tax	123

Whilst the budget shows a profit, there will be targets set to focus on improving this position throughout the year.

23/24 Targets

- Increase conferencing and site hire revenue by 20%.
- Increase the number of items we recharge to tenants and increase the percentage recharged of existing items, resulting in a 10% increase in recharge income.
- Reduce spend on recruitment agencies by 75%.
- Reduce salary spend by reviewing resource and work split.
- Reduce the spend on repairs and maintenance by 5%.

These upsides have not been included in the budget and between them could represent an additional profit of c.£100k.

Appendix 1

Independence
Matters^S

'the life you choose...'

Independence Matters Group Business Plan 2023-24



Independence
Matters^S
'the life you choose...'



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1: Executive Summary

This document sets out the Business Plan for the Independence Matters Group (IMG) for the next twelve months to 31 March 2024, linked to our Group Strategic Ambitions for 2020-25. It provides the group's vision and purpose, an overview of the two care companies, current ownership, revised governance arrangements, objectives, as well as the financial forecasts and risks that sit behind the plan.

The financial forecast for FY24 reflects a further year of transformation and consolidation for Independence Matters CIC (IM) and Home Support Matters CIC (HSM).

For **IM**, the proposed transfer of the shares currently held by Independence Staff Matters Ltd (ISM) to Norfolk County Council (NCC), making IM Teckal compliant and a wholly owned subsidiary of NCC is on track for completion by the 31st of March 2023. This together with the transition from a ten-year block contractual arrangement to framework and spot contracts remain the focus of the joint transformation work with NCC colleagues and present both opportunities and potential risks.

In order to achieve this transition in 2023-24, IM will make a significant investment in a revised management structure which will provide extra resources to support Operations through proposed changes to the way in which our services are commissioned and procured. The proposed contracts will require close monitoring regarding outcomes for customers, quality of services and value for money, to ensure that all income is recovered, and opportunities maximised, making IM a viable business as we move forward into the next decade of trading.

For **HSM**, the challenge is the fluctuating customer base associated with the older people's marketplace and commissioning where changes to contracts or delivery hours have a significant impact on the bottom line and can quickly destabilise the business model, its infrastructure and sustainability. This in turn impacts upon HSM's ability to support with market resilience, growth, and innovation in the sector.

Both care companies require a volume of delivery hours to ensure that they are viable. We have worked with our NCC commissioning colleagues to agree a shared vision of the transformation journey and joint strategic objectives for both companies over the next 3 years.

If stable, the IMG can provide the infrastructure to support growth of care and capacity in the marketplace which includes the development of new services in line with Adult Social Services Department's (ASSD) strategic priorities, however, there are resource and capacity implications to this. Our IMG ambition is to be exemplars of best practice.

In addition, for the **IMG** there will be a focus on;

- **Digitalisation Strategy.** Technological change is relentless and moves at a pace and IMG must keep up with this. Our future is digital; however, it must be relevant and enhance our customer outcomes and business performance. We have made provision within our financial planning for digital expertise at senior leadership level to lead this work, ensuring that our existing systems are working together and that as a group we drive value from them. Looking forward, we have anticipated new things which will disrupt our business such

as e-care plans and we must invest in IT tools to enable colleagues. There may be different solutions for each company.

- **Recruit, Reward and Retain Strategy.** As a people focused business, this is essential for both care companies. We strive to be an ethical provider, paying within the upper quartile of the sector and offering quality training and benefits for colleagues in line with our values.

IMG is set up to deliver the following key objectives:

- core care values in the existing services, meeting customer, carer, and parent-carer expectations for community living, fulfilled independent lives and employment opportunities.
- security and risk management of these services to ensure that customers have consistent quality and continuity of services.
- a strong partnership with the County Council, with governance and accountability arrangements which include NCC Officer representation at Board level
- employee engagement and seats at Board level
- co-production with our stakeholders (customers and family carers) and seats at Board level
- good relationships and partnerships with voluntary and community groups.

In addition to this the IMG aims to:

- provide the commercial environment and infrastructure to develop new services and support with market failures.

IMG and the Council acting together:

- provide a development route for both companies, whilst enabling the Council a way to retain control through the Articles of Association.

2: Group Purpose

Group Vision, Mission and Values



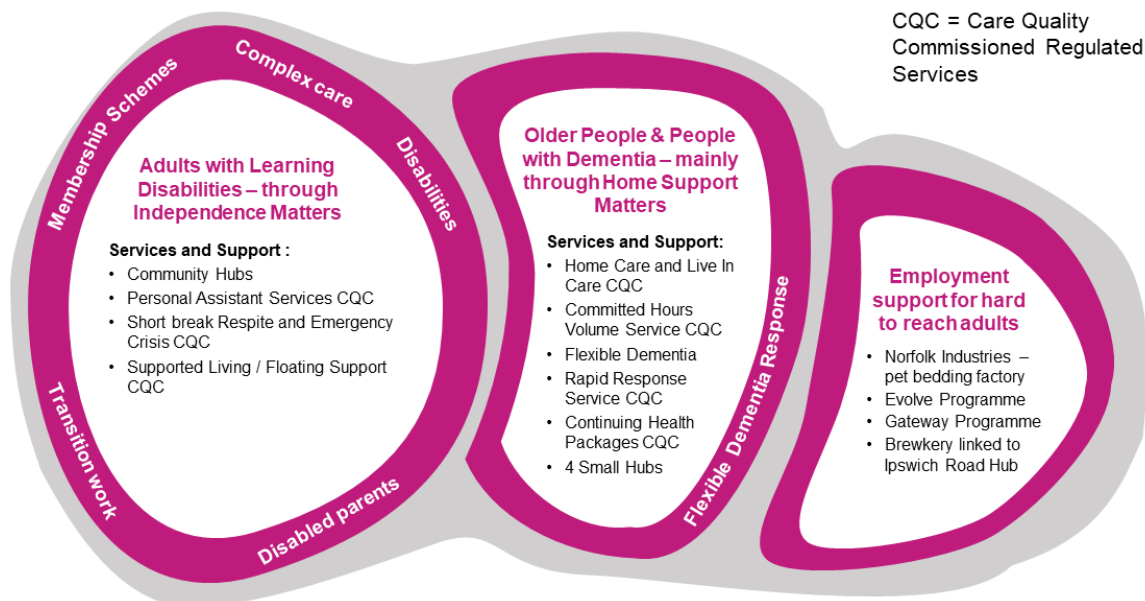
Our approach is based on three interdependent themes '**Social purpose, Inclusive Governance and Sustainability**'.

We want a future where people with learning or physical disabilities, mental health problems, older people and people with dementia and their carers have equitable access to a mix of services to create a support package that suits their personal needs and aspirations, enabling them to remain as independent as they wish to within their own homes and communities.

The Purpose for our companies is based on: Enablement + Prevention = Independence, through providing community-based support and home solutions. By offering flexible packages of support we enable independent lifestyle choices, preventing people and their families/carers from becoming isolated, lonely, and dependent.

3: Operational Overview

Beneficiaries – Customer Groups



3.1 Independence Matters (IM)

Independence Matters is a provider of support and enablement services for adults with learning disabilities, dementia and associated mental health problems through a variety of service lines; Day Opportunities, Personal Assistant Support, Replacement Care, Supported Living, Floating Support Services and Sheltered Employment. We are a community-based business, serving the whole of Norfolk. We support people to play an active part in their local communities and to access the wide range of opportunities and facilities available to them.

Independence Matters Contracts

Strategic Partnership Agreement and Service Category Contracts



Short Break Replacement Care Support: CQC registered bed-based replacement care services provide support for family carers to enable them to have time away, so that they can continue with their caring responsibilities. Operating from three specially designed NCC premises, where we hold Tenancies at Will, in Sprowston, Kings Lynn and Repps with Bastwick. Replacement care support is also available to individuals and families in times of crisis such as illness or other emergency situations under Safeguarding and Adult Protection Placements. The Lodges also provide accommodation for people being discharged from hospital or transitioning to more independent living.

Personal Assistant/Community Support: CQC Registered 24/7 support packages to individuals enabling people to lead active lives in their own communities, promoting social inclusion and access to opportunities and facilities in the community, and supporting people to live as independently as possible for as long as possible. This can include support to get out and about with friends, taking up hobbies, being a volunteer, going on holiday, transitioning to more independent living. The service can also offer practical support with daily tasks into the home such as assistance with personal care, shopping and preparing meals. Support includes responding to people in times of crisis and illness and end of life care.

Community Hub Services: Teams working across 12 building based NCC resources with Tenancies at Will, offer a range of day opportunity activities, opportunities for learning, information, and guidance to people and their families. Making links and partnerships with the community and local groups and businesses. This service provides daily replacement care and is also available to families in times of crisis such as illness or other emergency situations. There are 4 **dementia support** services.

Supported Living and Floating Support Service: CQC registered support for people living in several tenanted schemes across the County. In addition, support provides light touch 'floating support' to people in the community. This support is designed to enable people to live independently for as long as possible at home. We offer practical advice on matters such as paying bills, tenancy issues, staying safe and medication. This support can be on-going, in times of crisis or when there are difficulties with finances and other arrangements. Our services are flexible and tailored to the specific needs of the individual from an hour a week to round the clock support, seven days a week.

Norfolk Industries for Disabled People: The sheltered workshop/factory environment manufactures pet bedding. It is a small business with half the paid workforce comprising of employees with disabilities. The company manufactures pet bedding products by recycling waste material, selling to the British market and exporting products into Europe. Norfolk Industries offers work placement opportunities through its EVOLVE and Gateway Award programmes and offers volunteering opportunities, enabling people to gain skills towards employment.

The Brewery; We support a small social enterprise, which brews beer and bakes artisan bread through facilities at our Ipswich Road Community Hub. It is run by volunteers and offers our Gateway Award programme. The aim is to sell the beer and create paid jobs.

IM's focus is to provide services and support to FACS (fair access to care services) eligible people in Norfolk through the commissioned marketplace. All services are available to people who fund their own care alongside people who are eligible for social or health care on Personal Budgets or Continuing Health Care Budgets. There is very little opportunity for truly private business within this marketplace, from a commercial perspective.

Small additional income streams come from:

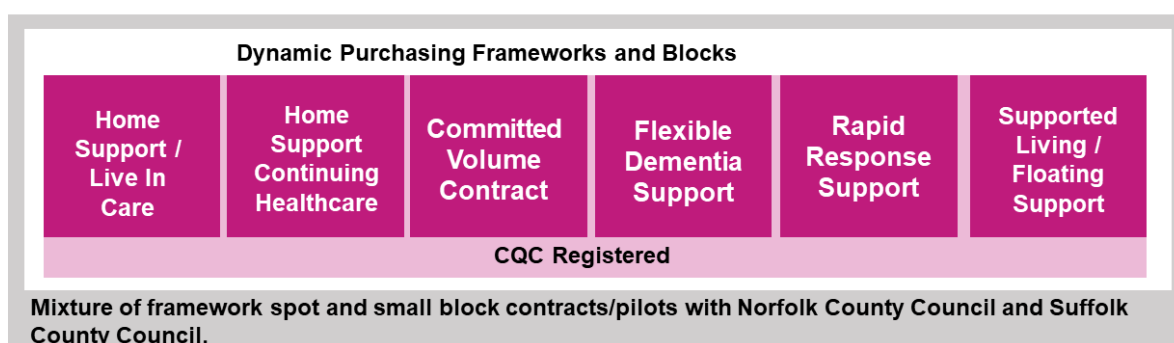
- The NHS via Continuing Health Care monies.
- Older people whose access to a day care service is self-funded.
- External income generated through other activities including Norfolk Industries, a sheltered workshop which manufactures pet bedding from wastepaper.
- Extended use of existing premises, such as sessional hire of rooms to community groups and like-minded organisations.

3.2 Introducing Home Support Matters (HSM)

Home Support Matters delivers a wide range of home and specialist care services across Norfolk and the Waveney Valley region of Suffolk. We provide, domiciliary care, live-in care, reablement care for those recovering from illness or injury, care for the elderly, expert clinical care with nurse oversight, crisis support, flexible support for people with dementia and supported living/floating support for people with disabilities. All services are CQC Registered.

Home Support Matters Contracts

Service Contracts – no large block agreement



Home Care; Provides ongoing support for individuals who want to remain in their own homes within their local community. Care provision is completely built around the persons needs and routines. Many people are opting for domiciliary care – otherwise known as care at home – because it puts them back in control of the support they receive. With one-to-one personal attention, from 30 minutes a week and up to several visits a day or overnight support, our care plans are completely built around the individual. Individuals can even opt for a live-in care worker living with them at home. Our **live-in, domiciliary care** offers a valuable source of companionship. Seeing a

familiar face every day, or a couple of times a week, brings comfort, a feeling of safety and friendship.

Continuing Health Care; Offering continuing health care home support to provide care for patients with a primary health care need who are eligible for NHS CHC. This includes enabling patients to achieve the best possible quality of life whatever their disease or disability, ethnic background, or sexual orientation. This is achieved through working with other health services, especially GP primary medical services, specialist palliative care services, mental health, learning disabilities and community social care. Our continuing health care patients are case managed by a Registered Nurse.

Committed Hours Volume Service; Provides, unplanned, short term, same day home support for a limited duration across the Norwich area 24 hours per day, 7 days per week with the aim of transitioning the person to a Home Care package or return to full independence with no long-term package required. This is person-centred, enabling support in the person's home, which is focused on stabilising and motivating the individual, so they can live safely and independently again.

Flexible Dementia Service; Provides support to enable people with dementia in a crisis or an apparent or predicted deteriorating situation to remain living independently at home. The service provides a specialist intermediate care and support service for people with dementia that is focussed on reablement and sustaining people's capacity to maintain their independence. The support can offer same day, short-term reablement support, working closely with Dementia Intensive Support services, other reablement and other Admission Prevention services. Consideration of needs and potential for Assistive Technology/Telecare, are a central part of the service to support the person/Family Carer.

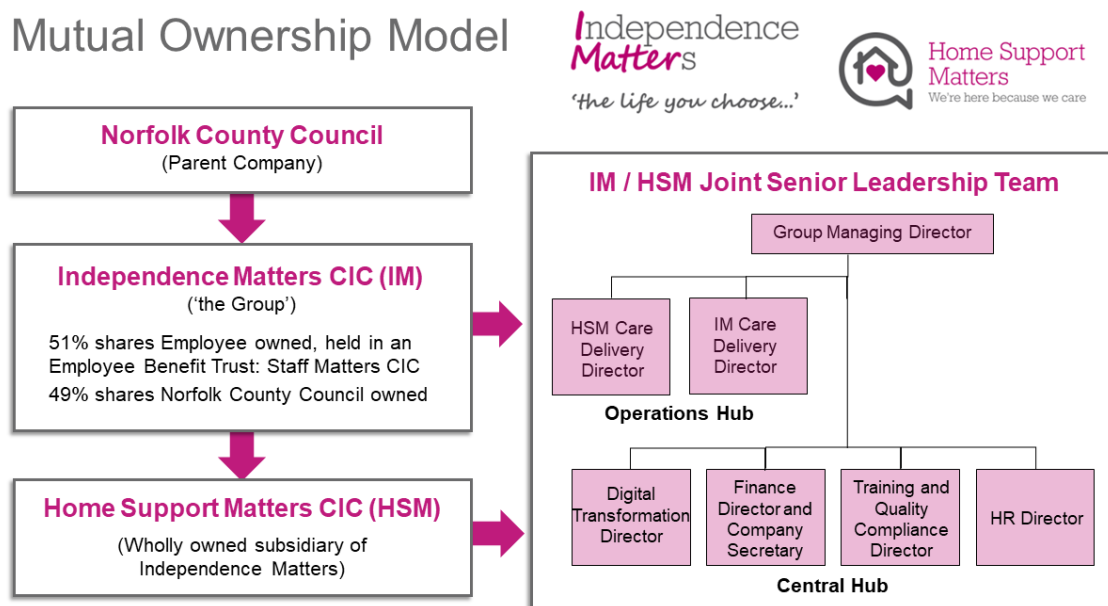
Rapid Response; This service delivers an unplanned rapid response night sitting service that supports customers to remain in their own home and reduces the need for admissions to hospital or a care home while the individuals normal care is unavailable. The unplanned night sitting service is arranged by the Emergency Duty Team daily in accordance with the customer's needs. Deployment of the team is across the entire county of Norfolk.

Supported living offers an alternative to residential care and empowers individuals to choose the right amount of support - how and when they need it - so they can lead an enriching and fulfilling life. **Independent living** – Individuals can choose to live independently in their own home with as much or as little support as they need **Shared living** – We support individuals who might want to live independently too but aren't yet ready to live alone. Individuals have their own space but benefit from socialising with other like-minded people, sharing the communal spaces and sharing the costs of household bills.

HSM's key focus is to provide services and support to FACS eligible people through the commissioned marketplace. Our Domiciliary Home Care services are available to people who fund their own care privately, however, this makes up a small percentage of HSM business.

4: Group Ownership

Mutual Ownership Model



Independence Matters is a **Community Interest Company (CIC)** limited by shares. The CIC ensures that assets are kept within the company and any profits (surplus) are retained by the CIC and reinvested in community benefits and the people that matter.

At the time of writing this business plan employees own 51% and the council 49%, all colleague shares are held in an Employee Benefit Trust set up as a Community Interest Company (CIC) limited by Guarantee called **Independence Staff Matters Limited (ISM)** and administered by the main CIC and there can be no trading of those shares. The colleague shares represent the democratic process of engagement and the link between employees and the business. The intention is that these shares will have transferred to NCC by the 31st of March 2023 under a Shares Transfer Agreement with Revised Articles of Association. IM will then become a wholly owned Teckal compliant subsidiary of NCC.

Short and medium-term objectives, detailed below;

- Short-term (by 31st March) – 51% employee shares transferred under a Shares Transfer Agreement with revised Articles of Association
- Medium-term (May – Sept 23) – new IM Company Board in place and inducted, to include additional NCC seats, ready for the September Away Day. Review governance arrangements and accountability as required.
- Long-term (by Dec 23) – Review VAT group status
- Long-term – Review HSM Teckal status

The ten-year **Partnership Agreement** between NCC and IM signed in 2019, will not alter due to the change in share ownership and remains in place. It is a framework to:

- a. Manage the legacy costs incurred by the Enterprise because of TUPE'd colleagues from the Council.
- b. Manage how both Parties work together collaboratively to achieve the desired transformation of the estate and deliver good services for the future which meet Norfolk's changing need.
- c. Manage the transition of the block contract to frameworks and spot funding.

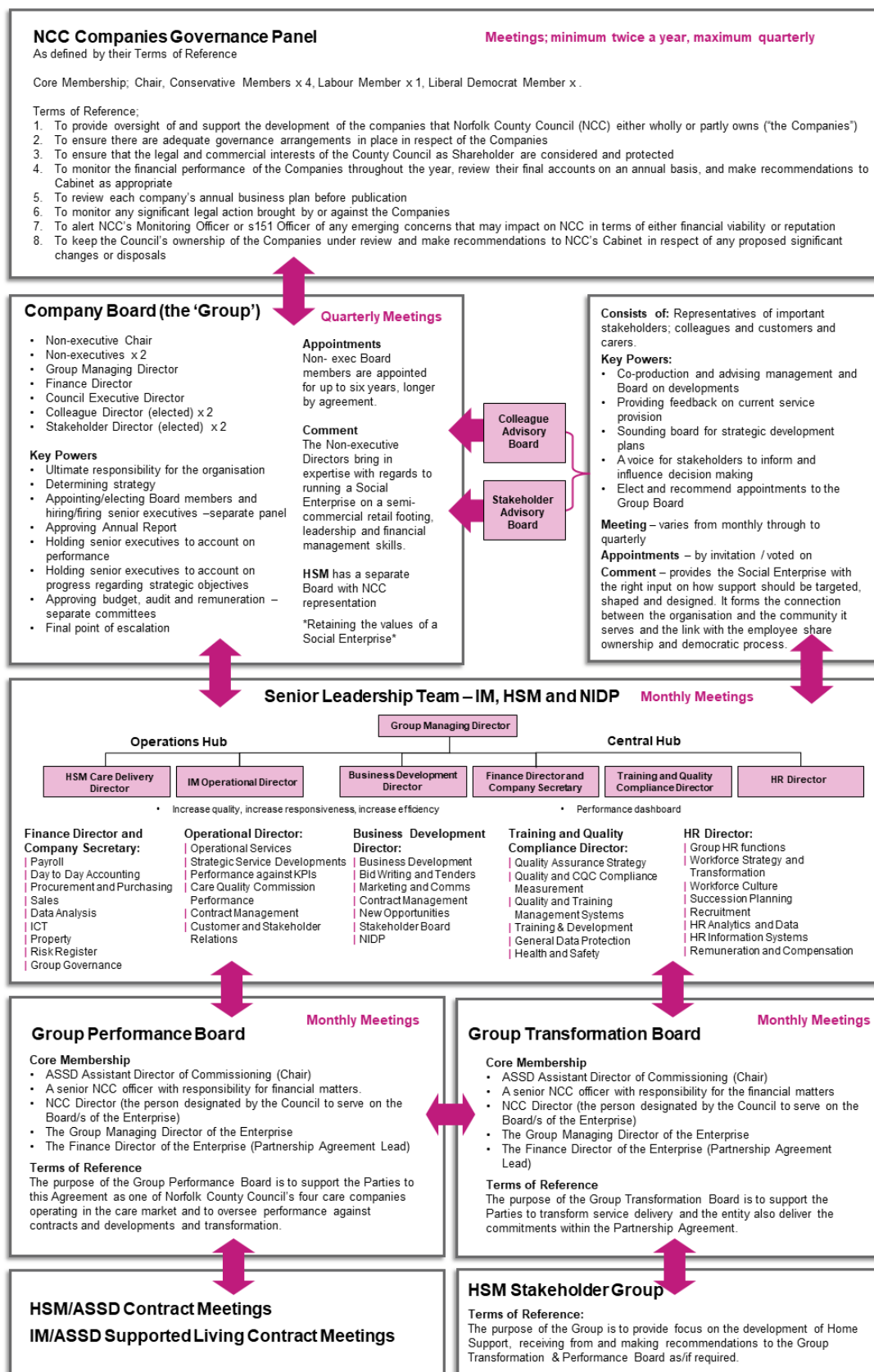
Home Support Matters is a wholly owned subsidiary of Independence Matters and will remain so after IM becomes a wholly owned subsidiary of NCC.

Norfolk Industries (NI) is a Social Business within IM providing proper paid employment for people with disabilities and supporting employment and work preparedness opportunities to hard-to-reach groups.

The IMG is well placed to align to the shared purpose for the citizens of Norfolk, upholding its values, cementing the collaborative working, supporting the ASSD strategies and developing growth opportunities.

5: Group Governance

Governance Reporting Structure



Leadership and governance are through a formal **IM Group Board** of Directors with a mix of social care, commercial business, finance, local government, social enterprise, legal, clinical expertise, and networking links and an **NCC Group Performance Board** comprising Council and Social Enterprise representatives, which oversee the performance of the block contract and the development of the Enterprise. **HSM** has a separate Board, and its contracts are monitored through the relevant contract review meetings.

Linking into the IM Group Board are the **Audit and Risk Committee, Remuneration Committee**, and a **Nominations Panel**.

Colleague and Stakeholder Advisory Boards ensure customers, carers and colleagues have a voice and influence in the democratic governance of the Social Enterprise and co-production. These Boards provide the Social Enterprise with the right input on how current and new services should be targeted, shaped, and extended. Elected Colleague and Stakeholder Directors have seats on the Company Board. These Boards and Directors form the connection between the company and the community of people it serves and are an important part of the governance structure.

IM and HSM work in a collaborative partnership with NCC commissioners through a monthly **Transformation Board** to ensure that we maximise the impacts for the existing customers we serve and explore gaps in the care market, support delivery of the strategic intentions of NCC and deliver the objectives of the partnership agreement.

6. Business Objectives

6.1 Group Ambitions 2020-2025

The Future Matters: Group Strategic Ambitions 2020-2025

Supporting independence and to *'live the life you choose...'* through reliable and innovative support, which is: well led, safe, caring, effective and responsive

Our Priorities



Quality Matters



Money Matters



Technology and Working SMARTER Matters



Co-Production and Outcomes Matter



Colleagues Matter



Growth and Innovation Matters

Quality Matters



This means:

- Being a safe social care provider.
- Achieving CQC rating of 'Good' or 'Outstanding'.
- Being a reflective and learning organisation.
- Responding to changing regulations.
- Measuring our social impact and customer outcomes.

To achieve this we will:

- Provide clear leadership at all levels to implement our ten point Quality Assurance Framework.
- Deliver service improvement plans to support CQC actions and requirements.
- Embed the Access Quality Compliance Tool.
- Monitor trends across the Group and be proactive in responding and sharing learning.
- Collect and collate qualitative data, asking customers how they feel about our support to monitor impact and outcomes.

Colleagues Matter



This means:

- More people will recommend us a 'Place to work' and a 'Place for care' each year.
- Supporting colleagues to have rewarding, productive and fulfilling careers
- Recruiting and retaining talented people
- Deliver blended training, coaching and talent development plans.

To achieve this we will:

- Focus on wellbeing; mental and physical health.
- Celebrate and implement a Reward and Recognition Strategy.
- Implement a Leadership Behaviours Framework.
- Promote the Colleague Advisory Board and Colleague Director roles.
- Upskill colleagues to work SMARTER and be confident to use Information Management Technology.
- Celebrate and encourage diversity.

Co-Production and Outcomes Matter



This means:

- Co-Production and stakeholders are at the heart of everything we do.
- Listening to our customers and families and responding to their needs.
- Measuring and improving customer and carer experience and satisfaction.

To achieve this we will:

- Provide clear leadership at all levels to ensure meaningful stakeholder engagement.
- Ensure that customers and families are central to support planning and reviews.
- Co-design an Involvement and Participation Strategy.
- Develop a 'Working Together Matters' booklet about involvement opportunities.
- Develop support and services based upon customer behaviours after the Covid-19 pandemic.

Technology and Working SMARTER Matter



This means:

- Process efficiency, reducing costs and overheads.
- Developing and implementing standard operating models to eliminate unwarranted variation.
- Only doing what adds value to the customer journey and Group mission and purpose
- Not allowing data to manage us.

To achieve this we will:

- Invest in IMT equipment, software, systems and infrastructure; mobile, social and cloud.
- Deliver meaningful and accurate data to drive outcomes and decision making.
- Review and implement a streamlined Group Risk Matrix.
- Standardise our suite of reporting documents across the Group and make use of InfoGraph software.
- Maximise use of existing systems, review and/or update/replace.

Money Matters



This means:

- Improved financial performance year on year and cashflow monitoring.
- Operational efficiency and workforce productivity to reduce cost base.
- Working with Norfolk County Council Transformation and Performance Boards.

To achieve this we will:

- Provide clear leadership at all levels to ensure the delivery of the Finance Business Plan.
- Continue SMARTER ways of working post Covid-19 with investment into technology and flexible workspaces.
- Review Legal and Governance Structures to ensure they are 'fit for purpose'.
- Deliver under the joint NCC/IM Finance workstream as part of the Transformation Plan.

Growth and Innovation Matters



This means:

- Organic growth.
- Scaling up business; growth and market penetration.
- Takeovers and mergers.
- Innovation and product development.

To achieve this we will:

- Monitor the marketplace we operate in.
- Do more of what we are good at.
- Avoid 'Mission Creep'; doing what we are not good at.
- Work with NCC and SCC Commissioners to align growth with commissioning ambitions.
- Scale up both care companies to take on new business.
- Grow Norfolk Industries employment and work placement opportunities.
- Invest in services, buildings and infrastructure.

Our services will be:

- **Evidence-based** and of the highest quality.
- **Highly reliable**: high quality whatever the day of the week or hour of the day.
- **At scale**: creating benefits for people through best practice.
- **Trusted**: providing safe, effective and compassionate support.
- **Connected**: seamlessly delivering what matters most to people and communities.
- **Creative**: continuously innovating and improving support and services.

As a Group the overarching Business Objectives for the next 5 years cover.

Quality and Co-production Matters; to improve customer and carer experience and satisfaction through ensuring that services and support are of a high quality with a minimum of 'Good' for all Care Quality Commissioned (CQC) Services. Working transparently with NCC Integrated Quality Team colleagues to ensure we deliver safe services and support. Strive for 'Outstanding' rated services.

Money Matters; to ensure that our income covers all overhead costs and to make a surplus to reinvest back into the business and communities we serve with the sole purpose of improving the customer offer. Short term this is about financial sustainability, for both companies in the turbulent economic landscape. Both companies require a volume of delivery hours to be viable.

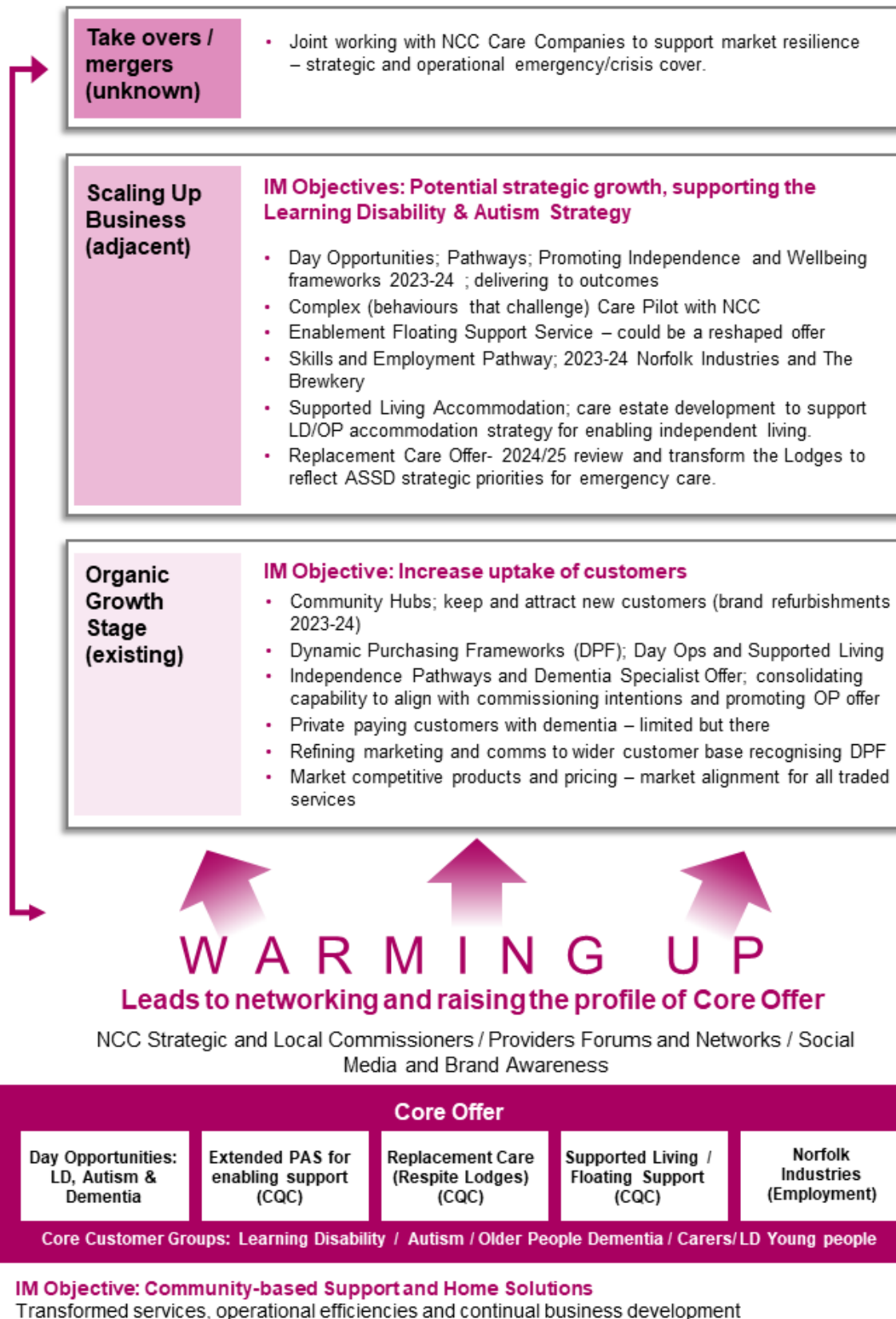
Colleagues Matter; to ensure that employees feel valued and supported through paying competitive market salaries and rates providing a good remuneration and recognition package. Offer fair and anti-discriminatory employment practices, flexible working arrangements, safe and healthy working environments and opportunities for personal growth and career development.

Technology and working SMARTER; recognising that the world is becoming much more digitalised and ensuring that the Group keeps up to date and invests in ICT software and equipment for employees and customers. Ensuring that data and data production does not become an unnecessary internal industry and distraction. Be clear about what data the group is producing/collating, why and who for to ensure that it is necessary.

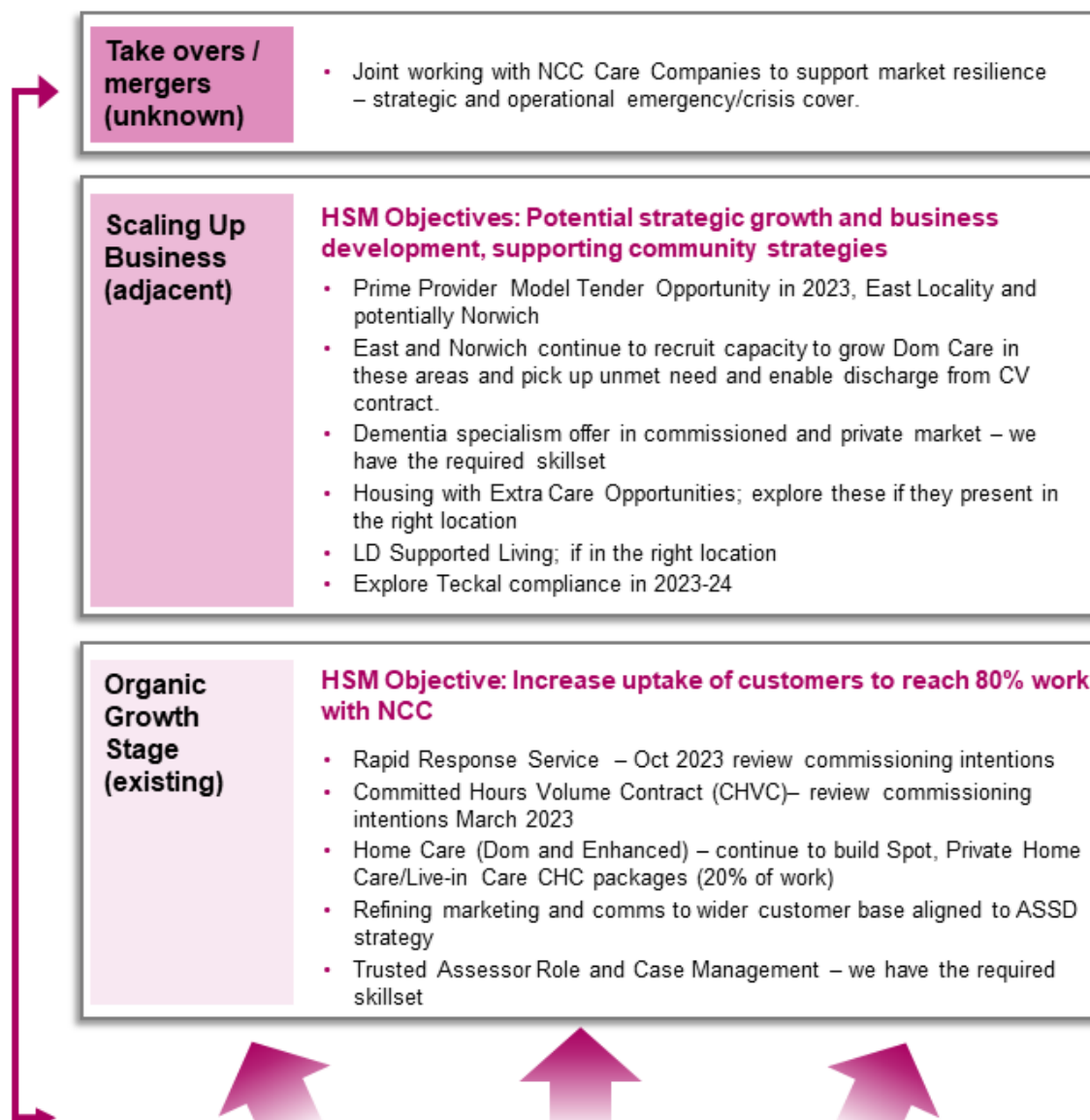
Growth and Innovation Matters; to use any surplus to strengthen the businesses and reinvest into current service offers and the care estate to keep improving the brand and reputation with our existing customer base. To grow current capacity and develop new service offers to meet customer and market demand, working in partnership with NCC colleagues.

In the diagrams below, we have mapped for both care companies where we see the opportunities are, ensuring that they support the ASSD strategic objectives, and the outputs of the joint visioning workshop with NCC colleagues.

Independence Matters; Origins of Growth 2020-2025



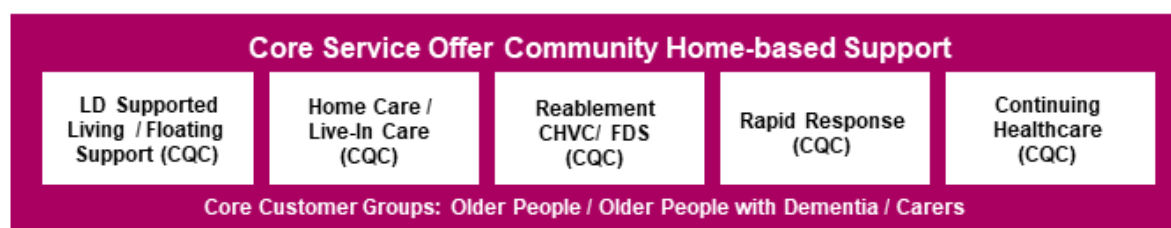
Home Support Matters; Origins of Growth 2020-2025



W A R M I N G U P

Leads to networking and raising the profile of Core Offer

NCC and SCC Strategic and Local Commissioners / Care Providers Forums and Networks / Social Media and Brand Awareness



HSM Objective: Home Solutions and Community-based Support
Operational efficiencies and continual business process improvements

6.2 Group Objectives 2023-24

Quality and Co-production Matters;

- Requires 100% of CQC ratings to be moved to Good if inspected in 2023 (IM)
- Requires 85% of Good PAMMS (Provider Assessment and Market Management Solution) ratings for non-CQC registered services (IM)
- Requires Good CQC rating to be maintained if inspected in 2023 (HSM)
- Implement a group risk matrix, department risk profiles and audit programme to be overseen by the Audit and Risk Committee (IMG)
- Organisational Transformation; support newly appointed Heads of Service with quality contract monitoring (IM)
- Health and Safety Officer, post to support with compliance and care estate matters (IM)
- Embedding Involvement and Co-Production Strategy; Easy Read documents to be produced with Stakeholder Board (IM)
- Stakeholders to be involved in training and audit and recognised and rewarded for work via a payment structure (IM)
- Review training offers to align to new framework contract requirements, embedding Positive Behaviour Training throughout; essential and desirable (IM)
- Quality Lead, new post (HSM)
- Continued investment into furnishings and fixtures to enhance customer and colleagues' environments (IM)

Money Matters;

- Managed replacement of the block contract to frameworks/spot funding and controlling costs in 2023; move to new provider frameworks, new service specifications and contractual terms and conditions (IM)
- Provision for subsidiary and legacy control costs (IM)
- Balance the budget (IMG)
- VAT Review; review with NCC to include vatable services considering the change in share ownership and Group VAT status; key date December 2023 (IM)
- Organisational Transformation; support newly appointed Heads of Service with financial contract monitoring (IM)
- Recover income from lost contracts in HSM through tendering, returning it to a profit (HSM)
- Ensure 80% overall contract value sits with NCC (HSM)

Colleagues Matter;

- Employee Benefit Package and Retention; modern pay and reward strategy for our colleagues to support with recruitment and retention, ensuring our benefits are at the upper quartile of the market if affordable (IMG)

- Organisational Transformation, support required for workforce transformation as IM moves from block contract to service category frameworks. Four Heads of Service (HoS) roles, which will align to the framework contracts. These four roles will be: HoS Replacement Care (Respite), HoS Supported Living and Floating Support, HoS for Day opportunities East and HoS Day Opportunities West. (IM)
- SMARTER ways of working; upskill colleagues with training and advice and guidance to support the digitalisation programme (IMG)
- Career Pathways and Succession Planning; review of career pathways and development of a Leadership Matters programme to support rising stars and succession planning (IMG)

Technology and working SMARTER;

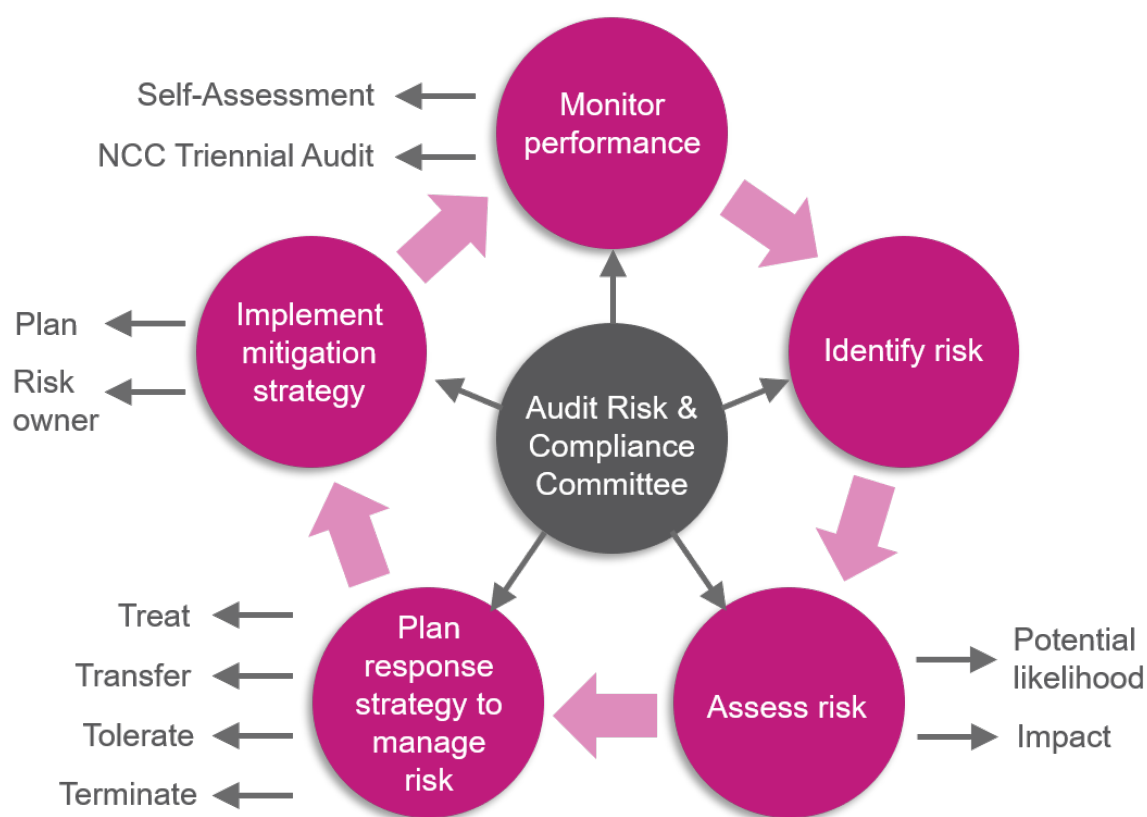
- New Digitalisation Director appointment to lead the IMG Digitalisation Strategy and develop a 3–5-year roadmap and implement (IMG)
- New IT Project Manager, initially appointed to support the implementation of the roadmap, transitioning into an IT Manager role (IM)
- New Data Reconciliation Role to be recruited to ensure accurate monitoring of delivery hours against commissioned hours, linked to invoicing and income recovery with the proposed move from block contract to frameworks (IM)
- PC Futures, to be retained to work on immediate short-term projects (IM)
- eCare Plan software; linked to roadmap, there may be different solutions for the two care companies. Explore products with Access (IMG)
- Digital Care Plans, move paper copies to electronic (HSM)
- Transition HSM HR functions from iTrent to Access Platform (HSM)
- Colleagues Intranet: review and re-launch, to become an interactive communication tool for colleagues (IM)
- Invest in IT kit for colleagues to enable the digitalisation programme (IMG)
- SharePoint file transfer (HSM April and IM September)

Growth and Innovation Matters

- SWOT and PESTLE analysis; review for 2024 to understand the internal and external environments we operate within (IMG)
- Day Opportunities Framework and Tenders; support the smooth service transition from block contract to framework, and submit tenders as required, Feb - Mar 2023 (IM)
- Pathway 3 Employment Tender; Norfolk Industries and Equal Brewery (IM)
- Replacement Care Review; NCC to review and co-produce new service proposition during 2023/24. Three Lodges to be part of this (IM)
- Complex Care Pilot; lead on this market development with NCC colleagues (IM)
- Norfolk Industries; to continue to develop products and increase market penetration to remain sustainable; move from a loss to breakeven in 2023 (NI)
- Dementia Support; Awaiting NCC Dementia Strategy from NCC (IM)
- Home Care Prime Provider East Tender; time frame to be confirmed. (HSM)

- Norwich and North Villages Domiciliary Offer; continue to grow capacity to pick up packages from framework and support with unmet need (HSM)
- Recovery to HSM being 25% of IM Group activity and income (HSM)
- Build-up HSM NCC delivery hours to be 80% minimum of overall income (HSM)
- Review HSM Teckal status (IMG)
- Commission Bid Writing Support (HSM and IM)
- Care Estate review for development opportunities aligned to ASSD strategy (IM and NCC)

7: Risks and Risk Mitigation



IM Group has a robust Risk Management Policy and Risk is managed at all levels:

- Board
- Audit, Risk & Compliance Committee
- Senior Leadership Team
- NCC Internal Audit
- By every colleague

IM Board determine the Risk Appetite annually referencing 7 risk categories; Financial, People, Operational, Regulatory Compliance, Legal Compliance, Health and Safety, and Strategy. The Audit, Risk & Compliance Committee (AR&CC) provide assurances to the Board regarding the operations of the whole system of internal control, including governance, compliance, and systems in place to ensure that key risks are identified, monitored, and addressed.

The AR&CC meet a minimum of quarterly and makes recommendations upon its findings to IMG Board.

All risks are risk scored and assessed and a response strategy determined; Treat, Transfer, Tolerate or Terminate, following which a mitigation strategy is implemented and reviewed.

IM Key risks / challenges

There are several risks associated with the delivery of the financial business plan:

- New commissioning structure at some point during 2023 with funding based upon actual hours delivered not Block requiring a more agile operating model
- The need for a robust, enhanced, and integrated operational and financial monitoring model to support the new Operational Management structure and ensure the accurate and timely invoicing of all income under the new commissioning structure
- Cash flow forecasting and monitoring
- Pressures associated with cost-of-living crisis
- Heightened requirement to Recruit, Reward and Retain colleagues
- Achieving / maintaining Good CQC ratings for **all** registered premises
- Active monitoring, tackling and reduction of staff sickness
- Failure to embrace digitalisation leading to inefficiently integrated / underutilized / redundant ICT and inefficient working practices
- Financial viability of Supported Living service. The Framework rate for 23/24, including 9% uplift is significantly below the actual cost of service delivery generating a significant loss before as well as after overheads, resulting in an overall and unsustainable financial deficit for IM at entity level. Contract discussions will take place with NCC to evidence IM cost base, and to secure additional increase to 9% for 23/24 or IM will consider giving notice on contracts
- NCC vision for service provision locations and continued use or otherwise of current properties

HSM Key risks / challenges

There are several risks associated with the delivery of the financial business plan:

- Failure to stem ongoing monthly losses creating mounting pressure on senior management
- Failure to secure Prime Provider contract in East of Norfolk reducing current income and growth opportunities in market location. External tender support required to assist in preparing bid. Sum to be agreed by Board and funded from reserves

- Cash flow forecasting and monitoring
- Pressures associated with cost-of-living crisis
- Heightened requirement to Recruit, Reward and Retain colleagues
- Care market pressures
- Maintain Good CQC rating at premises
- Review Supported Living service to determine commerciality

8: Financial Forecasts

Group Financial Headlines

The Financial Business Plan for FY24 reflects a year of transition with several key challenges and risks for both Independence Matters CIC (IM) and Home Support Matters CIC (HSM). These are as follows:

- The transfer of the shares currently held by Independent Staff Matters Ltd to NCC makes IM Teckal compliant and a wholly owned subsidiary of NCC.
- Whilst IM will be Teckal compliant, the Teckal status of HSM is to be clarified. This is essential should NCC need the flexibility to directly award HSM contracts.
- IM will move onto Framework contracts which will mean that at some point in 2023 it will no longer receive a block payment but will move to a spot model of payment which will be dependent on the Service Hours delivered. Both companies require a volume of delivery hours to be viable.
- The implementation of Prime Providers initiative, with the first scheme being in the East of Norfolk. HSM currently delivers a significant volume of domiciliary care hours in this area under a block arrangement, but the outcome of this tender will significantly increase or decrease these hours, HSM income and potentially its ongoing viability. HSM's key objective is therefore to secure this contract as it is both a significant threat as well as a significant opportunity.
- The need to review the Group's existing digitalisation capability and drive change where required to streamline processes, making them more efficient and effective.
- Cost-of-living pressures and impact on IM, and HSM, that as people focused businesses it is essential to **R**ecruit, **R**eward and **R**etain colleagues.
- To achieve this transition, IM will make a significant investment in a revised Management Structure which will provide extra resources to support Operations through proposed changes to the way in which our services are commissioned and delivered. These contracts will require close monitoring regarding Outcomes for Customers based on a Pathway Approach, the Quality of Services and ensuring that IM is a Viable Business as we move forward.
- To support these changes the two current Operations Managers' roles will be replaced by four Heads of Service (HoS) roles, which will align to the Framework contracts. These four roles will be: HoS Replacement Care, HoS Supported Living and Floating Support, HoS for Day opportunities East and HoS Day Opportunities West, supported by a new Deputy Operations Director to support the IM Operations Director, with all the changes required and forming part of IM's succession planning.

- IM will also appoint a Director of Digitisation and Transformation to enhance its digital capability, ensuring more efficient use of its ICT platform.
- IM will offer a competitive reward package to all colleagues.

Trading is forecast to be extremely challenging during 23/24 and despite significant inflationary uplifts, both IM and HSM are forecast to generate trading deficits, but balanced budgets will be achieved by planned use of reserves, as set out in the reserves policy.

	IM £000's	HSM £000's	GROUP £000's
Turnover	15,004	4,431	19,435
Expenditure	(15,823)	(4,558)	(20,381)
Surplus/(Deficit) before transfer from reserves	(819)	(127)	(946)
Transfers from Reserves - Trading deficits	117	127	244
Transfers from Reserves - Transformation costs	702	0	702
Outturn after transfer from reserves	0	0	0

The transfers from reserves achieve balanced budgets

STRATEGIC BUSINESS PLAN 2024.28



IMPROVING PEOPLE'S LIVES

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1. CEO STATEMENT

The Group's aim is "improving people's lives whilst generating a sustainable, ethical profit for the public sector". This plan outlines how we will deliver this over the next five years.

A decade of austerity cuts, recently compounded by inflationary pressures gives rise to seemingly ever-increasing financial pressures for councils. Despite this, Norse Group's offering remains as in-demand as ever. Whilst cost pressures present significant service challenges for councils, the Group's partnership approach to flexible service provision provides opportunities to design solutions collaboratively – a truly unique offering. We therefore envisage strong demand for the Group's services over the next 5 years.

Generating an ethical profit for both our shareholder and partners alike is more important than ever – returning profit back to the public purse. Increasingly, councils and the wider public sector seek commercial arrangements to deliver services. In order to ensure we continue to do this, despite what may well be a challenging economic environment for at least the next 2-3 years we are driving forward our Foundational Strategy. This will see us evolve our wholly owned brands within the public sector, whilst continuing to partner with councils through our joint venture model.

A particular strength of the Norse Group is the wide range of services it offers to customers. Developing solutions for customers by joining discreet services together from across the Norse Group will allow us to support and contribute to the challenges of our public sector customers in new ways. To do this we will invest in our people. The Group's People Strategy will evolve our capability to recruit, train and retain staff amidst a labour market that looks set to remain uncertain over the coming years following COVID-19.

As the Group grows, we will continue to ensure those services we provide for Norfolk County Council remain at a consistently high standard. The provision of school catering, home to school transport, highways maintenance, residential care for the elderly, property and facilities management services for the Council illustrates the breadth of services we offer across the Norse Group. In addition to the annual shareholder rebate equivalent, we will continue to drive efficiency and value into these services wherever possible to deliver value for money.

The Norse Group Senior Executive Team have prepared this plan to outline how they will continue to grow the Group, ensuring it remains the largest LATCo in the country, whilst at the same time increasing the annual shareholder rebate equivalent.



"We are one of the country's fastest growing service providers, with a broad range of services including facilities management, property services and specialist care facilities. Providing commercial solutions which address current and future built environment challenges, we have 36 partnerships across England and Wales..."

A handwritten signature in black ink, appearing to read 'J Galliford', written over a thin horizontal line.

CEO NORSE GROUP
Justin Galliford
BSc(Hons) MSc MBA DipMC

2. EXECUTIVE SUMMARY

This summarises the budget for FY23/24, and then outlines the Group's plans for growth over the following four years.

FINANCIAL YEAR 23/24

Despite a weak outlook for the UK economy, pre-tax trading profit is forecast to be £6.1 million for FY23/24. This will facilitate a rebate equivalent payment of £2.7 million to the shareholder, Norfolk County Council.

Performance across the Group's main entities for the year ahead are mixed, reflecting the anticipated difficult trading environment. They can be summarised as:

£m	Revenue		Trading profit	
	FY22/23 forecast	FY23/24 budget	FY22/23 forecast	FY23/24 budget
NCS	266.7	267.2	8.6	8.8
Norse Consulting Group	37.1	25.4	1.4	1.8
Norse Care	45.8	52.9	(3.7)	(1.2)
Business Support	13.1	11.6	(1.8)	(4.0)
Norse Group Holdings	4.2	3.9	(0.1)	0.6
Consol Adjs	(12.7)	(12.6)		
Total	354.3	348.4	4.5	6.1
NCC rebate equivalent (£m)			2.7	2.7
Cash headroom (£m)			6.6	8.9

During the year, several long-term joint ventures across NCS and NPS will conclude, with services returning to respective council partners. Full year benefit of JVs that commenced during 2022 largely replace turnover and profitability within NCS. Turnover decreases notably within Norse Consulting Group with the end of their NPS Hull JV, albeit that profitability is not materially impacted. The budget does not assume major growth to replace these joint ventures 'in-year'. This is predicated on the fact that the current major business pipeline looks likely to mature into revenue from FY24/25, so requisite due diligence modelling and contract negotiations are assumed in-year, with subsequent allocation of supporting resources. The most notable impact of the reduction in turnover is the increase in Business Support costs. These are costs no longer supported fully by overhead charges. These costs are necessary in the year ahead, largely due to significant systems development work taking place ('Project One' outlined later). However, prudent savings in-year will be made where available. Additionally, some of these costs may be capitalised as part of the project finance arrangements – subject to both project approval by the Norse Group Board and capitalisation tests.

Despite the absence of large additional turnover 'blocks' attributed to new joint ventures, various areas of smaller growth are assumed. These include:

	Assumed Revenue Growth	Assumed Trading Profit	
Entity	£k	Margin	£k
NCS: Infinity (mainly existing customer growth)	1,000	10%	100
NCS: TFM (mainly existing customer growth)	1,000	5%	50
NCS: NAble (growth through Alliance Norse JV)	500	10.6%	53
Norse Consulting Group (mainly through existing customers)	2,151	6%	129
Total	4,651	-	332

NCS will focus on the growth of its wholly owned brands by expanding relationships with existing customers. This reflects the Group's strategy and is an important preparatory step for long-term growth.

Growth assumed for Norse Consulting Growth is largely derived from the project pipeline of existing customers. This includes traditional property management professional services and advisory services. The company will look to increase margin by adjusting its cost base in-year, pursuant to the longer-term Group strategy.

Norse Care will focus heavily on reducing agency staff costs. A national trend post the COVID-19 pandemic has been staffing shortages across the care sector, with providers relying heavily on the use of agencies. Norse Care will reduce its reliance on the use of agency staff through targeted recruitment and retention activities.

During the year a number of strategic actions will also continue to be progressed as part of the Group's Foundational Strategy. These include:

1. The ongoing implementation of the Norse Group People Strategy: keeping our staff at the heart of our business ensuring sound recruitment and retention
2. The ongoing strategic review of our Group values, culture and brand: engaging staff across the Group at all levels to devise a brand built upon a values-based culture in support of our aim 'Improving People's Lives'
3. Enhancing the Group's ESG strategy, with a particular focus on a plan towards 'Net Zero': devising and implementing our outline strategy towards Net Zero in 2050
4. Developing an accommodation strategy for our head office: ensuring we can provide a workplace fit for modern working styles
5. Improving our core back-office systems: replacing both our finance and HR systems
6. Reorganising Norse Consulting Group: moving to a consultancy-based business with modern solutions for property sector challenges
7. Enhancing our Group Sales function: developing our longer-term 'go-to-market' strategy utilising the resources and capabilities of the entire Norse Group,
8. Reorganising NorseCare: devising our business model to meet emerging changes to the care market over the next decade
9. Evolving our Governance to support business change: ensuring oversight, scrutiny and support as the Group delivers the Foundational Strategy

Whilst all these actions will require dedicated focus, particular Group effort will be dedicated to the replacement of the core back-office systems. The intention is to replace both finance and HR systems in order to ensure the Group can continue to grow quickly and easily from FY 2024/2025 onwards. 'Project One' will commence in period 1, running through to period 12.

Overall, whilst Group revenue reduces by £5.9 million compared to FY22/23, trading profit increases by £1.6 million (from £4.5m to £6.1m). This, combined with cash headroom growing from £6.6m to £8.9m (i.e. positive balance above overdraft facility), leaves the Group in a strong position for growth from FY24/25 onwards.

3. INTRODUCTION

OUR PURPOSE

Our aim is to improve people's lives.

As the largest local authority trading company (LATCO) in Britain, ensuring we put people at the heart of what we do is integral to the ethical value proposition for our stakeholders and shareholder.

Our current Group business activity, and our growth over the next five years, will centre on the provision of services in support of communities across England, Scotland, and Wales. Our staff are from these communities and will be based within them, working as part of Norse Group to help improve people's lives.

We will seek to work with unitary, county, and district councils along with clients from the education, care, NHS, and charitable sectors.

Providing employment and career opportunities in the locations we operate in is a key element of what Norse Group does; and in this way adding to local investment in local economies.

Through the three main trading divisions of the Group, Norse delivers a wide range of services.



● **NORSE COMMERCIAL** provides essential frontline (including statutory) services for councils which include:

- **Environmental Services**, such as domestic refuse collection and street cleansing
- **Facilities Management**, incorporating building maintenance of estates and public spaces or cleaning, catering and grounds maintenance
- **Highways' maintenance**



● **NORSE CONSULTING**, our property management company, provides services focused on:

- Estate Management
- Surveying
- Architecture and Design
- Project advisory and management services



● **NORSE CARE** has 21 residential homes and supports a further 15 housing with care schemes, with more than 1,500 beds throughout Norfolk and into Suffolk.

Its services incorporate:

- Residential and enhanced care
- Dementia care
- Nursing with care
- Housing with care support

Our Group service portfolio and public sector ethos allows us to focus upon ensuring the safety of the people who live within the communities we serve.

We do this through the delivery of high quality and regulated statutory building maintenance tests across housing and local authority portfolios; CCTV monitoring services; static guarding; and by providing essential maintenance services for the NHS and fire and rescue services.

We will continue to demand the highest safety standards are met within our own operations, protecting the health and wellbeing of our dedicated staff.

Our aim is to continue to offer our services in an increasingly integrated delivery model, underpinned by a culture of long-term partnership working and ethical profitability for local communities.

These priorities will build durability into our services in three ways:

- 1) Providing services of consistently high standards, monitoring customer satisfaction
- 2) Generating ethical returns for partnering customers and our shareholder. Margins may be lower than market on an annual basis, but we will seek longer-term relationships which benefit us over time as we further embed our services in the location in which we operate
- 3) We will seek to invest in our people. They will continue to be our biggest market differentiator. By ensuring our staff feel valued and engaged we will retain them in the longer-term. This will drive service standards and facilitate professional development and increase the skills base of those living within local communities.

OUR VALUES

Our Group values are **QUALITY, INNOVATION, RESPECT** and **TRUST**.

They have served us well and will continue to do so over the next five years. We will work with our staff to ensure our values remain relevant and translatable to all parts of the Group, regardless of changes within our operating markets or service mix.



QUALITY

Quality must be built in to all that we intend to do. Whilst our customer base is sensitive to price, high quality services will remain a pre-requisite requirement.

This is an important differentiator for our Group; we will not sacrifice quality due to a short-term view on contract terms, an approach commonly seen within the marketplace, taken by larger competitors who operate traditional transactional contracting business models.

We will continue to build quality into our services with a deep understanding of our customer's requirements, having the right knowledge and skills mix to discuss and negotiate contracts, and maturing our integrated management systems (including quality management system elements) across our Group and its processes.



INNOVATION

Innovation will be key to our growth plans over the next five years. Our customers and staff will drive this and listening to them will help shape our innovative approach.

Flexibility in working arrangements, alternative service delivery models, solutions to net zero carbon goals, and an increased demand for data driven decision making, are likely to be the drivers for our innovative approach.



RESPECT AND TRUST

As part of our five-year plan, we will challenge the way we work

Ensuring that our staff respect and trust each other and demonstrate this every day, in how they behave towards colleagues and our clients, is an essential to forming teams that perform at their optimum.

It is a clear indication of a positive and sustainable organisational culture, which is imperative in ensuring we retain the right staff and that we attract the best talent as we grow. By ensuring trust and respect

are 'lived' values demonstrated by all our staff, our business will continue to grow and succeed.

Long-term partnering arrangements, alternative models of delivery, and high-quality frontline services managed on behalf of councils, requires strong organisational relationships based upon respect and trust. Embedding these values in what we do will ensure our wider culture positively aligns with that of our customers.

OUR APPROACH

The wider group approach to delivering services for customers will become increasingly important, and thus valuable, as we seek to differentiate our offering in the marketplace.

As the largest LATCO in Britain, sound governance, corporate social responsibility (with an increasing focus on environmental performance) and clear communication with our stakeholders regarding the value we generate for them is essential in ensuring we are trusted and respected by our customers.

Improving the lives of those living where we operate means we must seek to engage and support communities. We will do this through our Corporate Social Responsibility Strategy (ESG) which aims to create social value in addition to profit.

A particular focus of our ESG Strategy will be the continued drive towards net zero carbon emissions by 2050. Reducing the impact of our services on the environment means we will positively support similar actions of those living in the communities we serve. The next five years will see us develop further our ESG Strategy and continue our net zero journey.

To support this, we will monitor and report our ESG activities, reporting back to stakeholders on a triple bottom line basis providing data transparently to facilitate independent review and scrutiny of our performance.

Good governance and a strong ESG Strategy will complement our approach to enduring relationships with customers, built on our values to generate and share ethical profits.



8,750

staff whose stated mission is to improve people's lives



4. CLIENTS AND MARKETS

We will continue to operate and grow within our current markets over the next five years.

We will also look to expand into Tier one government markets - central government departments such as the Ministry of Defence and Ministry of Justice - as part of our long-term growth strategy.

We will continue to use our three main trading areas to deliver services but will increasingly market and sell services as “Norse Group” to offer a more integrated single service offering.

Our main markets and customers are:

LOCAL AUTHORITIES:

We will continue to work with district and county councils. Historically, our clients have been primarily district councils, but in more recent years we have begun to attract more unitary councils. We will use our unique and successful Teckal compliant, joint venture, service delivery model within the local authority market.

CARE SECTOR:

This remains a key marketplace, and we must continue to adapt to meet the evolving demands of changing demographics and clients, as well as bringing together a wider set of solutions across the care lifecycle.

EDUCATION SECTOR:

Our main customers will continue to be junior, primary, secondary, and high schools. These will be under the control of either local authorities or Academy Trusts. We will also look to provide more services to both higher and further education markets, that is, colleges and universities.

HEALTHCARE SECTOR:

The Group currently provides services to a small number of NHS community hospitals, GP practices, and NHS Trusts. Customer numbers are small, and the range of services is limited by type and contract length. Our aim over the next five years is to grow into this market, identifying relevant segments as the right opportunities to develop long-term relationships.

SOCIAL HOUSING:

Current clients include Registered Social Landlords (RSLs) and Housing Associations. This market is complimentary to the housing stock services we provide on behalf of several of our joint venture council partners. We will continue to work in this market as the national demand for social housing continues.

CHARITABLE SECTOR:

Over the next five years we will seek to work with large charities (financially sound), preferably of national scale, allowing us to deliver services across the geographical spread of our Group. This market is seen as largely unattractive to our competitors but is a good fit for Norse Group as it aligns with our aims, values, and ethical philosophy on profitability.

PRIVATE SECTOR:

We will continue to work within the private sector on an opportunistic basis where we see a specific fit for our services, values, and culture. We will work with those who want to work with us in a long-term strategic, partnering model. We will only take transactional work if entry costs are low, and margins are strong. We will not bid for work where we compromise our values or standards to achieve the right tender price.

The table in Appendix one reflects a high-level summary of Norse Group services / client fit.

5. DELIVERY OF THE STRATEGY

The business plan will be delivered as a product of successfully implementing the Norse Group Strategy.

Implementation will depend upon three key elements:

- 1) Clear, simple, goals
- 2) A deep understanding of our markets and customers
- 3) An objective appraisal of Norse Group resources

CLEAR, SIMPLE, GOALS

It will be essential to communicate our strategy to staff and our stakeholders clearly and simply, setting measurable goals.

This requires a Communications Strategy to ensure our messaging is consistent, clear, pertinent to the target audience(s), and timely. In doing this, we will align with our People Strategy – engaging and motivating our staff to help deliver common, defined, goals for a clear purpose. These will tie-back to Norse Group’s overall aim - **improving people’s lives.**

UNDERSTANDING OUR MARKETS AND CUSTOMERS

Our markets will remain broadly similar over the next five years.

We will continue to work in the local authority market, education sector, healthcare, and charitable sectors.

We intend to expand into the central government marketplace in the latter part of our implementation plan, that is in year four.

As we currently do, we will be opportunistic in the private sector as the right opportunities present themselves.

Norse Care will continue to offer its services to individual private clients as well as providing statutory care provision for Norfolk County Council.

We are confident that customers within our core markets will identify with our Group’s aims, and with our ethical values and ethos.

Our customers will respond well to high-quality professional relationships centred upon notions of long-term partnering, transparency, and ethical profitability - sharing this profit with our partners over a certain size / commitment threshold.

Staying informed about emerging market trends will be essential in delivering the strategy. The public sector market is likely to remain in flux over the next five years from both a policy and funding perspective.

The long-awaited ‘levelling-up’ agenda from central government, the Environment Bill, and social care reforms are three examples of significant change and challenge to which we will respond.

Staying abreast of how the challenges will impact our existing and potential customers will ensure our services remain relevant.

In support of the strategic prospects pipeline, we will continue to identify short-term, lower value, contract opportunities through our traditional Bid Team function. Careful selection of potential tender opportunities will remain a distinguishing characteristic of our approach.

We will continue to focus on opportunities for customers for whom we can deliver a quality solution, and who want to work with us. This approach will give us the best opportunity to seek contract extensions and variant bid models centred around long-term partnerships.

AN OBJECTIVE APPRAISAL OF RESOURCES

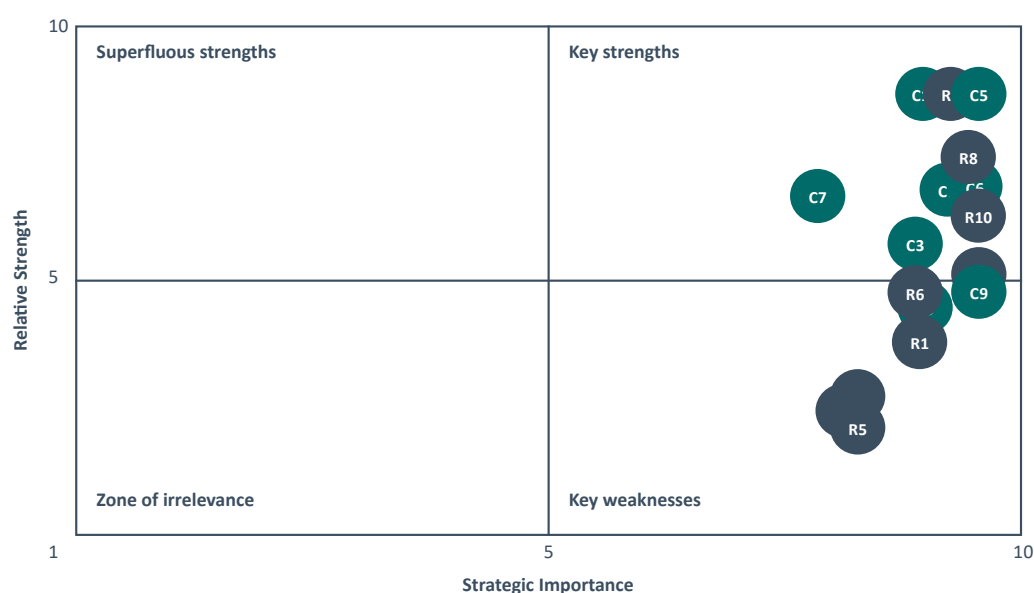
To deliver our business plan and Norse Group Strategy we must ensure we have an appropriate mix of resources and capabilities.

An initial analysis demonstrates that elements of the business will need to be improved to strengthen the Group value chain and optimise the strategy moving forward.

Appendix two includes an initial Norse Group resource and capability assessment. Resources and capabilities have been evaluated against a very broad comparison with other organisations competing in the same markets.

The strength and importance of each resource or capability has been ranked on a scale of 1-10. A score of five is broadly comparable to market. The results are presented diagrammatically in figure two.

Figure two: Norse Group resource and capability matrix



Key areas which are a focus for development:

BUSINESS DEVELOPMENT:

Appoint a Business Development Director to enable strategic development of relationships with long-term, higher value customers. At the same time, ensure the traditional sales and bid team grow contractual sales based on a customer experience which lays the foundation for longer-term, partnering arrangements.

SUPPORT SERVICE PROCESSES AND SYSTEMS:

HR, Payroll and Finance services currently operate non-scalable processes and systems which the Group has outgrown in recent years. A review, re-design, and the subsequent implementation of a digital strategy is needed to create more efficient ways of working. These will offer improved and more consistent levels of support, with the flex to better support business growth.

HR:

A People Strategy has been developed. Successful implementation will be key to ensuring that we retain valued employees and attract the best new talent as we grow.

FINANCIAL STANDING:

To meet pre-qualification criteria for our longer-term strategic aims (partnership working with central government departments such as FM work with the MOJ, and partnership working with NHS Trusts, etc) it is likely that we will need to strengthen our financial position and balance sheet to ensure we are viewed as a financially safe partner. We will need to design and implement a Strategic Financial Plan over the next five years to ensure we can enter these markets and strategic relationships without undue concern regarding our financial standing.

PEOPLE

The Norse Group has a workforce of approximately 9,000 people whose stated mission is to improve people's lives.

Combined these people are the Norse Group's asset.

This strategy focuses on simple principles around how the Norse Group behaves, recruits, makes decisions, and operates through the actions of our leaders and managers.

Through this, we make the Norse Group a better place to work, where employees are engaged and not only able to do their job well but want to do their job well.

At Norse, like many other businesses, FY22 has been another tough, turbulent year. Unlike many others, we have not only been affected by Covid-19, but we have also been working throughout the pandemic.

Furthermore, we have seen significant change within our senior leadership team, and like many other large organisations, our staff turnover and vacancy figures have reached high levels. This, coupled with ongoing budget cuts against a background of salary wars, has placed our operations under pressure.

Despite these challenges we have seen extraordinary resilience from our people.

It is imperative that we can demonstrate to our staff that we will do all that we can to support and encourage them, improve their lives at work, building an organisation and culture that they are proud to be part of.

How different elements of the plan are implemented will vary cross the businesses, but there are several core areas of focus as part of the People strategy.

MANAGERS:

An employee's relationship with his or her direct manager is the most important single factor in employee engagement. But currently there is no agreed skillset for management and there is a need to offer managers better development and support programmes.

The basics of sound management are clear; objective setting, structured performance reviews, honest and open feedback and communication. Respected well-trained managers boost morale. Improved morale aids retention, and ultimately the performance of our business.

The short-term plan is therefore to improve the consistency of our managers' skillsets.

We want our managers to inspire employees, create trust and lead by example in line with the company's mission, vision and values.

VALUES AND CULTURE:

Belonging to the Norse Group and believing in its values is the long-term objective to that ensures the culture and engagement of staff is that which the group is aiming for.

Our values define our organisation, but these needs to be led from the top and owned by our employees.

We need our employees to translate and understand what the values mean to them both personally and professionally, turning them from mere words into actions and behaviours that they believe in.

Ultimately our values should be the touchstone of everything we do, and our employees should recognise this and are the building blocks that create the pathway for the culture and any changes to this.

COMMUNICATION:

Our strategic communications approach will ensure that we celebrate our successes, we promote and highlight our dedicated workforce, we message our ethical ethos and values-based approach, and, essentially, that we communicate our Norse Group Strategy.

Strategic communication within Norse has been recognised as needing development and resource.

A Communications Director will be appointed to devise, implement, and manage the Group's Communication Strategy which will be key in successfully engaging staff and wider stakeholders.

We will do this through clear, timely, concise, pertinent communications using various communication channels – to communicate with staff more readily across the Group.

SYSTEMS:

Systems underpin our processes and play an important role in the progress of this strategy.

Our current processes can still be improved significantly, and through further investment in systems can be made more efficient.

A project (Project One) has been commissioned to provide an improved system solution in respect of People and Financial processes, that aims to maximise service delivery and enable managers to have ready access to their people data, with increasing automation of processes as well as providing a single point of entry/action for users.

This will then allow these systems to drive optimization of the business needs and support data-driven people decisions.

Further detail regarding Project One is within the Systems, Processes and Technology section.

RECRUITMENT:

Since the pandemic, what employees seek and how they want to work has changed, and the UK employment market has become increasingly competitive as a result.

Now more than ever we must attract and retain individuals who will believe in the Group's values, who will work towards these and will embrace our mission to improve people's lives.

Improving every aspect of Norse's appeal to candidates, ensuring their experience of Norse from the outset is what they experience when they arrive, as well as ensuring that staff are developed to continue their journey with Norse, is key.

LEARNING AND DEVELOPMENT:

Our strategic communications approach will ensure that we celebrate our successes, we promote and highlight our dedicated workforce, we message our ethical ethos and values-based approach, and, essentially, that we communicate our Norse Group Strategy.

Strategic communication within Norse has been recognised as needing development and resource.

A Communications Director will be appointed to devise, implement, and manage the Group's Communication Strategy which will be key in successfully engaging staff and wider stakeholders.

We will do this through clear, timely, concise, pertinent communications using various communication channels – to communicate with staff more readily across the Group.

HEALTH AND WELLBEING:

Norse is committed to ensuring that we keep our employees safe and well, physically, and emotionally.

One of our commitments to wellbeing is that we are looking to achieve accreditation to the Workplace Wellbeing Charter which provides a national accreditation for organisations which are committed to improving the health and wellbeing of their workforce.

The Charter is built on a solid framework which will drive us to have every aspect of the workplace wellbeing covered.

SYSTEMS, PROCESSES AND TECHNOLOGY

Over the term of this business plan, the focus is on three key areas:



1. BACK OFFICE SOLUTIONS

Maximise integration, automation and the value of information captured with a single point of entry/action for users that drives efficiency across the business.



2. INFRASTRUCTURE

Ensure robust, secure, but flexible working solutions that can adapt to the requirements of the business over time.



3. OPERATIONAL SOLUTIONS

Develop a suite of preferred solutions that maximise service delivery and the latest developments - integrated into the wider system landscape.

1. BACK OFFICE SOLUTIONS

These sit within the Core Systems category covering all People and Finance related processes and requirements of the Group.

Project Viking reviewed the many processes and platforms with the aim of selecting a preferred approach / system(s), this project transitioned into Project One in 2022. Project One will comprise the change to these new systems for Finance and HR & Payroll.

		PRIME	FY23	FY23	FY24	FY24	FY24	FY24	FY25	FY25	FY25
PROJECT ONE											
Programme Management	Norse										
Change Coordination	Norse										
PROJECT ONE: FINANCE											
Phase 0: Vision	KPMG										
Project & Change Management	Norse										
Data Cleanse & Migration	Norse										
Core Finance	KPMG										
Integration	KPMG										
Managed Service	KPMG										
Optimisation	KPMG										
PROJECT ONE: HR & PAYROLL											
Project & Change Management	Norse										
Phase 0: Preparation	Norse										
Phase 1: Pre employment checks & Engage (E/E Comms)	AccessHR										
Phase 1: Recruitment & Case Management	AccessHR										
Phase 1: Core HR System inc integrations	AccessHR										
Phase 1: Reward Simplification	Norse										
Phase 1: Role of Line Manager	Norse										
Phase 2: Payroll System inc data migration	AccessHR										
Phase 3: Learning System	AccessHR										

The current complexity of systems is difficult to comprehend – with a complex network of systems and integrations.

The primary project aim is to leverage best practice processes within modern platforms and adopt the most suitable of these as the preferred 'Norse Way'. This approach will be supported by the selected systems that enable access to information in a highly accessible way.

Whilst a single solution to any process is not expected to fit all the needs of the Group, it will improve current performance considerably by removing manual inefficiencies.

At the end of Project One, the aim is to consolidate as many of the existing systems as possible, maximising integrations, the benefits of automation and workflow but also ensure that the value of information captured can be used by the business for operational / management decisions.

Project One will be a significant investment in the business, with implementation costs of up to £10m. Whilst significant longer-term back-office efficiencies are expected, there are wider more indirect efficiencies expected in terms of staff engagement, retention, and development as well as improved operational efficiencies.

2. INFRASTRUCTURE

The primary focus is to ensure robust and secure solutions that continue to support the changing (and flexible working) solutions needed by the business that can adapt to the requirements of the business over time.

Security

As the business increasingly moves towards digital systems, including its core systems, the potential impact of a successful attack is increased. Contingency planning and disaster recovery has been a focus throughout 2021-22 to bring in new hardware to support this.

The Group has secured Cyber Essentials Plus security rating and continues to review its security arrangements. Penetration testing is part of this, but in a world where technology and ways of working continually change, this is a moving target which remains a priority focus.

Ways of Working

The group has until recently operated a predominantly office based, desktop environment.

As the needs of the business increasingly move to mobile access, flexible working from different devices / access points and cloud based platforms, a review of hardware requirements is already underway.

Increasingly options outside of the traditional model are being assessed, along with the security implications, to ensure they can match the business needs and employee's desire for different ways of working.

3. OPERATIONAL SOLUTIONS

Outside of the 'core' systems, these are the largest and most diverse set of systems which given the diverse nature of the Group's services, require a wide range of solutions to support them. Noted as 'Secondary' in the overall strategy they are critical for operational management of our services.

Historically the Group has taken on client systems which has resulted in a broad landscape of systems, often with different systems of similar capability, but which may not be fully integrated with the Core Systems and thus of limited benefit. Broadly 80% of the business operates on c.10 key operational platforms, with a significant tail of smaller systems.

The primary focus is to develop this suite of preferred solutions to maximise their value and use the latest developments from platforms – but ensure these integrate into the wider system landscape to leverage the full benefits.

Changing our ways of working

Changes to the platforms used in operations requires consideration of how operations are managed.

Digitalisation of services requires different skills and managing this change is often more challenging than implementing the system.

Resource has been brought into the IT team to enable greater business partnering to help identify the processes and needs for change alongside the business, but also the benefits of platforms and ensure that the most appropriate are selected.

The training and focus on learning and development noted within the People strategy supports the changing skill needs of the business.

6. KEY STRATEGIC RISKS



THE PEOPLE CHALLENGE

The current environment has created real pressure recruiting and retaining the resources the business needs.

Ensuring that the Group can adapt to the changing expectations, be it from flexible or other ways of working to the work environment itself, rewards and benefits, and the culture and approach of managers are all key to ensuring that the Group can secure the resources it needs to deliver its frontline services and to develop and grow.



CYBER SECURITY

The ever-present threat of hacking and potential introduction of viruses, when the business is increasingly moving to a digital model means that the impact of such an attack, if successful, is ever increasing.

Whilst Cyber Essentials has been obtained, and external security advice and penetration testing is undertaken, this remains a priority due to the severity of any successful attack. Disaster Recovery and the Group's defences against attack are a constant area of review as a result.



CONSULTING

The property consultancy business of Norse has seen notable change in client expectations in recent years, but also more recently caused by the volatility of capital projects driven by the challenges of the pandemic.

With an increasing focus on carbon neutral, Net Zero is an opportunity, but while also being a risk if the business doesn't ensure that it adapts to the changing needs of clients.



DEFINED BENEFIT PENSIONS

The group continues to accommodate defined benefit pensions because of its commitments to date. These pensions incur significant additional costs and the liabilities in respect of these can move significantly.

Ensuring these are appropriately managed to reduce the risk of any adverse impact is a key priority. While these commitments remain however, there will continue to be a significant financial risk as a result.

7. THE ROLE OF THE BOARD

The Board is responsible for:

- creating and delivering sustainable shareholder value through the management of the Group's businesses
- determining the strategic objectives and policies of the Group to deliver such long-term value, providing overall strategic direction within a framework of risk appetite and controls
- ensuring that management strikes an appropriate balance between promoting long-term growth and delivering short-term objectives
- demonstrating ethical leadership and promoting the company's values, culture and behaviours and acting in a way that promotes the success of the company for the benefit of our shareholder
- ensuring management maintains systems of internal control that provide assurance of effective and efficient operations, internal financial controls and compliance with laws and regulations
- ensuring management maintains an effective risk management and oversight process at the highest level across the Group

- having regard for what is appropriate for the Group's business and reputation, the materiality of the financial and other risks inherent in the business and the relative costs and benefits of implementing specific controls
- deciding other matters of importance which would be of significance to the Group as a whole because of their strategic, financial or reputational implications or consequences.

Specific key decisions and matters have been reserved for approval by the Board. These include decisions on the Group's strategy, approval of risk appetite, capital and liquidity matters, major acquisitions, mergers or disposals, Board membership, financial results and governance issues, including the corporate governance framework

THE VOTING RIGHTS OF DIRECTORS

- Non-executive Directors (NCC Officer or Member) - seven votes each
- Independent Non-Executive Directors - one vote each
- Executive Directors - one vote each

Whoever chairs the Board has a casting vote.

OUR BOARD MEMBERS



Andy Wood
Chair



Justin Galliford
Chief Executive
Officer



Zoe Repman
Chief Financial
Officer



Andrew Proctor
Non-Executive
Director



Brian McCarthy
Non-Executive
Director and
Audit Committee
Chair



Simon Hardwick
Non-Executive
Director and
Investment
Committee and
Remuneration
Committee Chair



Lord Gary Porter
Non-Executive
Director

BOARD ADVISORY COMMITTEES

Particular Board responsibilities are referred to the following Board advisory committees:

- Investment Committee
- Audit Committee
- Remuneration and Nomination committee

This structure allows particularly detailed or complex matters to be given special scrutiny and oversight.

Except where decisions are specifically delegated, each committee reports and submits recommendations back to the Board for its review and, where necessary, decision.

Each committee operates within clearly defined terms of reference, which are reviewed annually by the relevant committee, and, if necessary, approved by the Board to ensure they remain appropriate and reflect any changes in good practice and governance.

The Group's **Audit Committee** provides effective governance over the appropriateness of the Group's financial reporting, and the performance of both the internal and external audit functions. The committee also oversees the Group's internal control systems, business risks management and related compliance activities.

The **Remuneration and Nomination Committee** evaluates the composition, diversity, experience, knowledge, skills and independence of the Board and its committees. This allows the appropriate balance to be maintained and ensures the continued effectiveness of the Board.

The committee also ensures that appropriate succession plans for the Non-Executive Directors, Executive Directors and the Group's senior management are also kept under review, taking into account the challenges and opportunities facing the Group, and the diversity, skills and expertise that are therefore required in the future.

The Group's committees are chaired by a Non-Executive Director and directly report back to the Norse Group Board.

SHAREHOLDER'S COMMITTEE

As part of its governance of the Norse Group, Norfolk County Council appoints a member to represent its interest as shareholder. The Shareholder Representative is invited to all company board meetings and the company's annual general meeting.

In addition, the Group is monitored by a County Council Shareholder Committee, which supports the development of the Group and provides feedback to the council on decisions made by the Board.

The Shareholder Committee considers all the matters reserved for shareholder approval and the Shareholder Representative then takes the committee's recommendations to the shareholder for final agreement.

The Shareholder Committee meets quarterly and regularly receives updates on financial performance and business development opportunities.

KEY PERSONNEL

To direct and support the day to day activities of the Group, the Senior Executive Team is responsible for executing the Group's objectives, strategies, tactics and activities along with upholding the Group's values and strong culture and ethos.



£2.65m

return to our shareholder

8. FINANCIAL PROJECTIONS

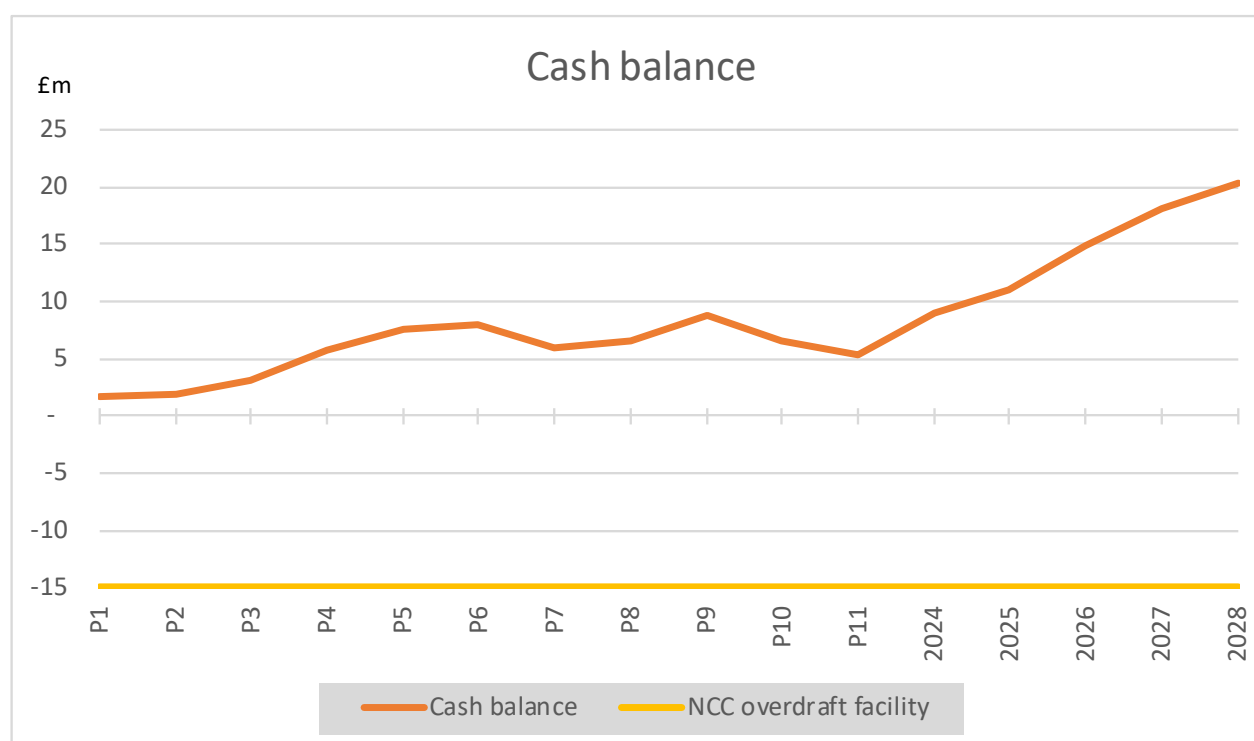
BUDGET & FIVE YEAR PLAN

£m	FY24	FY25	FY26	FY27	FY28
Revenue	348.4	366.1	390.9	413.9	438.2
Gross profit	79.5	86.0	90.9	94.0	97.6
EBITDA	16.3	20.3	22.6	23.0	23.7
Depreciation	(8.9)	(10.9)	(10.8)	(8.8)	(7.5)
Net interest payable	(1.2)	(1.5)	(1.4)	(1.4)	(1.4)
Trading profit	6.1	7.9	10.4	12.8	14.8
<i>Trading profit %</i>	1.8%	2.2%	2.6%	3.1%	3.4%
Net tax payable	(0.4)	(1.1)	(1.7)	(2.3)	(2.8)
Profit after taxation	5.7	6.8	8.7	10.5	12.0
Rebate - partnerships	(2.9)	(3.0)	(3.1)	(3.4)	(3.7)
Retained profits pre rebate	2.9	3.8	5.6	7.1	8.3
<i>Retained profits pre rebate %</i>	0.8%	1.1%	1.4%	1.7%	1.9%
Rebate - NCC	(2.7)	(2.9)	(3.2)	(2.8)	(3.6)
Retained profits post rebate	0.2	1.0	2.4	4.3	4.8

£m	FY24	FY25	FY26	FY27	FY28
Profit pre rebate	2.9	3.8	5.6	7.1	8.3
<u>Rebate to NCC</u>					
Fixed annual value	2.7	2.7	2.7	2.7	2.7
Variable: based on 25% of pre rebate profit	0.1	0.3	0.7	1.1	1.4
Less: growth capex (e.g.)		(0.1)	(0.2)	(1.0)	(0.5)
Total NCC rebate	2.7	2.9	3.2	2.8	3.6
Profit after rebate	0.2	1.0	2.4	4.3	4.8

TRADING PROFIT BY DIVISION

	FY24	FY25	FY26	FY27	FY28
NCS Contracts	3.9	4.3	5.4	5.7	5.9
NCS Partnerships	4.9	5.4	5.4	6.1	6.7
Norse Consulting Group Ltd	1.8	2.8	3.0	3.4	3.7
NorseCare	(1.2)	0.9	0.9	0.9	0.9
Business Support	(4.0)	(5.7)	(4.8)	(3.6)	(3.1)
Norse Group Holdings	0.6	0.4	0.4	0.4	0.7
Group	6.1	7.9	10.4	12.8	14.8
Cash headroom post additional NCC rebate	8.9	11.1	14.9	18.2	20.3



CASHFLOW FORECAST

£m	FY24	FY25	FY26	FY27	FY28
Cash inflow from operations	17.7	13.7	15.1	15.6	15.1
Interest paid	(1.2)	(1.5)	(1.4)	(1.4)	(1.4)
Taxation	(1.8)	(0.7)	(1.4)	(2.0)	(2.5)
Net capital expenditure	(15.5)	(8.6)	(7.2)	(8.0)	(7.5)
Cash inflow/(outflow) pre debt movements	(0.9)	2.9	5.1	4.2	3.6
Movement in net debt	3.1	(0.7)	(1.3)	(0.9)	(1.5)
Total cash inflow/(outflow)	2.3	2.2	3.8	3.3	2.1
Opening cash	6.6	8.9	11.1	14.9	18.2
Closing cash	8.9	11.1	14.9	18.2	20.3
Movement	2.3	2.2	3.8	3.3	2.1

APPENDIX ONE - NORSE GROUP SERVICES AND CLIENT FIT

	LOCAL AUTHORITIES					EDUCATION			HEALTHCARE				
	Parish Councils	District Councils	County Councils	Unitary Councils	Social Housing	Schools	Colleges	Universities	Community Hospitals	NHS Trusts	Charitable Sector	Private Sector	Central Govt. Depts.
Cleaning		X	X	X	X	X	X	X	X	X	X	X	X
Catering						X	X	X	X	X		X	
Portering		X	X	X			X	X	X	X		X	
Grounds	X	X	X	X	X	X	X	X	X	X	X	X	
Transport						X	X				X	X	
Building Maintenance	X	X	X	X	X	X	X	X	X	X	X	X	X
Printing	X	X	X	X		X	X	X		X		X	
Security, Fire and Alarms		X	X	X	X	X	X	X	X	X		X	X
Assistive Technologies		X	X	X	X				X	X	X	X	
Environmental Services	X	X	X	X		X	X	X	X	X	X	X	
Highways Maintenance			X	X									
Housing Repairs		X	X	X	X								
Advisory Services		X	X	X	X			X		X		X	X
Building Design Services		X	X	X	X	X	X	X	X	X	X	X	X
Estates Management		X	X	X	X	X	X	X	X	X	X	X	X
Adult Care			X	X	X				X	X	X	X	



APPENDIX TWO

- RESOURCE AND CAPABILITY ASSESSMENT

		Importance ¹	Relative strength ²	Comments
RESOURCES				
R1	Finance	8	4	Norse Group retained profit margin of approx. 2%. This is below market average – strategy is to target minimum 3%.
R2	Assets	7	3	Balance sheet strength is considerably less than competitors due to private ownership. Accordingly, accessing capital is not as quick to achieve as competitors. Current balance sheet strength restricts Tier 1 (Central Gov.), NHS trusts, and larger charity opportunities (albeit these are not envisaged within the Group's strategy for three to four years)
R3	Support Service Processes and systems	7	3	HR, Payroll and Finance currently operate non-scalable processes and systems which the Group has outgrown in recent years. These are facilitated by various applications with several bespoke integrations.
R4	HR	7	4	People Strategy has been developed and must now be implemented to ensure Norse Group retains talent, attracts new talent, and delivers overall Norse Group Strategy.
R5	Line of Service Technology	7	4	Increasingly complex variety of applications, individual to joint ventures, businesses, and operating divisions. Hard to achieve full integration with core business applications and easily produce integrated management information. Varying adoption of mobile workflow applications and hardware across Norse Group.
R6	Location	8	4	Norse Group has operations across England. Limited presence in Wales and no presence in Scotland.
R7	Reputation	9	8	Norse Group reputation is strong within the joint venture market (local authorities). Well-known for collaborative partnership working. Whilst also established in private sector, much less so than key competitors.
R8	Brand	9	7	Brand affirmation across market sectors through soft marketing approaches. Norse Group branding is complex (multiple brands) and not as visible as competitors. Customer advocacy within market sectors due to careful selection of work which Norse Group can deliver sustainable margin and positive outcomes for partners.
R9	Culture	9	5	Norse Group's historic roots and local authority ownership enable it to be a knowledgeable, open and honest partner alongside its operational expertise and capability.
R10	Skills	9	7	Broad range of service specific skills, at varying management levels retained within Norse Group. Strong focus on staff retention, and internal "upskilling" via dedicated Skills Hub.

¹ Scales for importance and relative strength: 1 = very low, 10 = very high

² Resources and capabilities are compared with broad overview of competitors. 5 equals parity of strength

		Importance ³	Relative strength ⁴	Comments
CAPABILITIES				
C1	Financial Management	9	8	Strong reliance on traditional management accounting principles. Robust and prudent assessment of all new business opportunities (joint ventures and contracts). Strong governance controls in place to ensure approval is obtained from shareholder for key investment / borrowing requirements.
C2	Management Development	9	6	Strong ethos of internal recruitment and progression through management positions. Experience valued at equal parity with management qualifications. Staff retention closely monitored – monitored as a business KPI.
C3	Strategic Innovation	8	6	Successful use of Teckal compliant joint venture model with local authorities. Sometimes conservative in innovating through new ways of working / technical solutions.
C4	Comprehensive Integrated Management Information Systems	8	4	Management information produced varies in detail, quality, and ease of reproduction between joint ventures and operating divisions. Production of some Management Information can require considerable manual processing. This can impact on ability to produce information in a timely fashion, as well as on consistency of quality.
C5	Volume Driven Efficiency Generation	9	8	Cultural business approach centres upon volume driven efficiencies and savings as key unique service offering. Key business ethos used to establish long-term partnering relationships. Long-term relationships preferable to short-term, high margin work.
C6	Continuous Improvement in Operations	9	6	Improvements can be deemed as efficiency saving, due to strong business ethos (as C5). Not as quick as major competitors to identify capital dependant service improvements.
C7	Flexibility / Speed of Response	7	7	Norse Group approach to partnering requires strong level of flexibility. Sometimes this requires input / validation from multiple parties depending upon specific joint venture's / operating division's requirements). Decisions generally apace with response required by partners.
C8	Marketing: Brand Management	9	4	No defined Marketing Strategy. Consistent, subtle, brand affirmation through limited, marketing channels. Numerous Group brands – can be confusing for customers. No hard selling philosophy. Enduring relationships built gradually.
C9	Business Development	9	5	Business Development Director to be appointed, to develop relationships with potential customers for long-term, strategic value, and motivate sales team.

³ Scales for importance and relative strength: 1 = very low, 10 = very high

⁴ Resources and capabilities are compared with broad overview of competitors. 5 equals parity of strength



IMPROVING PEOPLE'S LIVES

Business

Plan

2023/24

Author:	Repton Property Developments Ltd Board
Date:	14 February 2023
Adopted by Board:	6 February 2023

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1. INTRODUCTION

- 1.1. This document sets out the Business Plan for Repton Property Developments Ltd for the immediate future with an emphasis on the next four years and covers the four sites being managed by Lovells, the six smaller sites managed by Torrington and one site managed by Norse Consulting. It provides the company's vision and broad strategic objectives, as well as the financial forecasts that sit behind the Business Plan.
- 1.2. Repton Property Developments Ltd was established in 2017 with the primary objective of undertaking direct property development to maximise the financial returns (capital receipts and revenue income) to Norfolk County Council. This will support service delivery, with a dividend payable once the company has distributable profits - currently projected to be 2023/24.
- 1.3. In addition, the Council is seeking wider social, economic, and environmental outcomes and the following secondary objectives were also established:
 - Contributing to meeting Norfolk's growing housing demand.
 - Provision of quality homes to raise design and performance standards.
 - Providing economic stimulus by increasing overall capacity for property development and by taking control of developing specific sites, preventing land banking.
 - Supporting creation of quality jobs and economic growth.
- 1.4. Initially the company is developing land that is surplus to Norfolk County Council use. This land is sold by the County Council to Repton at a fair value based on the status of the land - whether it has a suitable planning permission - and following a viability assessment.

2. EXECUTIVE SUMMARY

- 2.1. This is an update of previous Business Plans and represents a rolling 5-year forecast based primarily on cashflow projections provided by the Development Service Providers and reviewed by Richard Utting Associates, Cost Consultants.
- 2.2. Repton is performing well against its objectives and providing a range of environmental and social benefits. The company has developed a firm pipeline of projects and is now seeing substantive progress on a number of sites. The company is developing high quality and essential affordable housing – going beyond the 'policy compliant' level on the first three of its consented schemes (Acle, Hopton, and Attleborough).
- 2.3. Three of the Lovell sites are in contract and being built out. The planning permission at Attleborough has been preserved and is in for reserved matters determination.
- 2.4. Planning permission has been achieved on three of the small sites (Lingwood,

Caister and Hunstanton) and work continues to achieve a viable contract for the buildout with the expectation of starts on site within the first half of 2023.

25. The nature of development is that, due to working capital requirements utilising early revenue, income is returned near the end of the scheme, but Repton is well on the way to delivering this. So far, the company is exceeding the targets for private sale receipts and has entered into major contracts with registered providers who are purchasing the affordable housing elements.
26. The first customers have now moved in to a 'Repton Home' whilst Norfolk residents benefit from apprenticeships and the use of a local supply chain.
27. The Company has identified opportunities to develop existing Council owned assets with the potential to create more than 600 residential properties, including 215 affordable dwellings. We expect that 116 homes will have been completed within the current financial year in addition to 7 completed in March 2022. Current estimates show 200 completions in 2023/24.
28. A timeline and cash flow of the sites is regularly updated to show profitability and timings, based on site appraisals as we progress through the lifecycle of each site.
29. A pipeline of potential additional NCC sites is currently being reviewed and may come forward in this financial year subject to the company's financial capacity which is linked to the Shareholder's dividend expectations.
- 2.10. Norfolk County Council's budget includes the expectation of a dividend of £1m in the financial year ending March 2024. Based on current financial projections the company will have sufficient distributable profits to pay this dividend.

3. OBJECTIVES AND OUTPUTS TO DATE

Primary Objectives	
To maximise financial return to the shareholder	<ul style="list-style-type: none"> Land payments to NCC – c£9.8m Interest paid and due to NCC - £4.6m Sales to date - £17.5m Affordable Homes income to date - £11.7m
Secondary Objectives	
Contributing to meeting Norfolk's growing housing demand.	<ul style="list-style-type: none"> Houses Started: Private 208 Affordable 175 Houses completed: Private 76 Affordable 21

Provision of quality homes to raise design and performance standards.	<ul style="list-style-type: none"> • All homes to Nationally Described Space Standard • Smaller-sites programme targeting 15% energy efficiency improvement on 2010 Building Regulations.
Provide economic stimulus by increasing overall capacity for property development and by taking control for developing specific sites preventing land banking.	<p>Repton has increased available capacity for property development by achieving:</p> <ul style="list-style-type: none"> • Full Planning achieved on 6 sites (Acle, Hopton, Attleborough, Lingwood, Hunstanton and Caister). • Planning potentially expected in 2023 on a further 2 (Attleborough 2 and Trowse)
Support creation of quality jobs and economic growth.	<ul style="list-style-type: none"> • 110 jobs supported on Acle and Hopton so far • twenty two apprentices • >60% local supply chain • £1.99 spend in the local economy for every £1 contract spend with Lovell. This equates to a c.£69m local spend to date.
Additional benefits	
Environmental	<ul style="list-style-type: none"> • Green Space 400m² play areas - Acle 8,582m² open space - Acle 1-hectare informal open space + footpath to Jubilee Wood – Acle 9,373m² open space - Hopton • Community infrastructure 355m footpaths/ cycleways (non-adopted) - Acle 2,074m footpaths (adopted) - Hopton • 4 charging points installed, with a further 21 planned for this year. • Hopton also includes Electric Vehicle infrastructure to all 200 properties • 77 solar systems to be installed • Small sites programme designed around fabric-first approach with air source heat pumps • Reuse of existing buildings where possible to save embodied carbon
Educational	<ul style="list-style-type: none"> • 8 engagement events for c. 530 students. • 250 hours volunteering with local Academy

4. PRODUCT

- 4.1. The main product is residential dwellings for market sale. The site layout and home types will be designed to meet the requirement of maximising return from the developments subject to planning policy compliance and, where applicable, Repton secondary objectives.
- 4.2. The affordable housing elements to meet or exceed planning policy compliance, where viability allows, will be acquired by registered providers procured through tender. The affordable element could include social rent, affordable rent and shared equity offers – as informed by the Local Planning Authority and best offers.
- 4.3. The management and maintenance of the public realm elements will either be offered to the Parish Council or a management company will be established for each development.
- 4.4. Repton's homes will respond to evolving energy efficiency standards in future building regulations. Subject to agreement by the Shareholder and maintaining forecast profitability, Repton has aspirations to:
 - Achieve 15% above 2010 building regulations environmental performance on the smaller sites – where still applicable (New Building Regulations come into force in 2023);
 - Futureproof homes for new heat sources on the larger sites;
 - Provide facilitating infrastructure for electric vehicle charging on all homes with parking spaces, whilst also designing public realm for active travel to create modal shifts;
 - Retain and improve biodiversity and existing natural features on its sites wherever possible
 - Work with its supply chain to minimise supply chain emissions in accordance with developing good practice.
- 4.5. There will be a particular focus, for the purpose of brand building, on ensuring that non-latent home defects are eliminated by the point of sale and that Repton maintains high standards of customer service and aftercare through its contractual relationships with its development partners.
- 4.6. Repton will provide a high-quality product in all its homes. Particularly through the small sites programme, Repton will seek to distinguish itself and its product through good design.

5. FINANCIAL APPRAISAL PARAMETERS

5.1. Each site is appraised on its individual merits and a balanced portfolio approach is taken with regards to primary and secondary objectives.

5.2. To assess the viability of individual scheme, on the larger sites contracted with Lovell, the company uses:

1. Return on Capital Employed (ROCE*) is required by the shareholder as a viability measure and is used as a hurdle rate for viability assessment at all stages.

*Baseline ROCE considers the return from a developer's point of view. The returns to Repton are lower because the return to Repton is after taking into account the contracting margin, finance costs, and the contractors profit share. Repton calculates ROCE both before and after these costs as internal measures.

2. Profit as a percentage of income is another measure used within the Business Plans - presented at viability and also to ascertain profit share within the business relationship. Each site has an approved return which is set at the post-planning appraisal stage and is useful as a comparator across all sites.

5.3. The smaller sites programme, with Torrington and Norse Consulting, uses a measure of 'profit on-cost'. Typically, schemes must make a profit of 15% -20% included within the Gross Development Costs. The residual balance of the scheme's income is the value Repton can offer for the land.

6. LAND ACQUISITION

- 6.1. Repton's current approach is to acquire bare land or brownfield sites from Norfolk County Council. The sites at Acle, Hopton and Attleborough have been acquired by Repton and construction is now under way.
- 6.2. The four sites listed below have planning permission and at the appropriate point will move into contract, subject to formal development appraisal and associated viability conditions being met:
- Attleborough, Land East of Hargham Road
 - Caister on Sea, Land West of St Nicholas Drive
 - Lingwood, Former Lingwood First School
 - Hunstanton, Former infant School
- 6.3. Five additional sites are also being appraised to assess viability. These sites do not yet have planning permission for residential development and will be put forwards for appropriate acquisition and development decisions at key milestones:
- 6.4. The programme of actual and estimated completions including the next financial year is outlined in the table below. Dates are target and subject to change:

	2021-22	2022-23	2023-24
Market	7	64	92
Affordable	0	52	109
Total	7	116	201

- 6.5. Norfolk County Council also has sites available that have not yet been allocated for residential use in the relevant local plan. NCC is likely to offer Repton the opportunity to promote some of these opportunities and it is likely be at the company's risk, however Repton anticipates this will be on the basis of a greater return for the company.
- 6.6. A pipeline of potential additional NCC sites is reviewed on a monthly basis and sites may come forward in this financial year subject to the company's financial capacity and the Shareholder's dividend expectations.
- 6.7. It is not anticipated that Repton will acquire 3rd party sites on the open market, however, it reserves the right to investigate and acquire adjoining parcels to improve existing sites.

7. MODUS OPERANDI

- 7.1. A comprehensive procurement exercise was undertaken in 2018 which culminated in the appointment of Lovell Partnerships Ltd as a single supplier with the full range of development and construction services required to deliver new dwellings to the market and subsequently sell them, for the first four Repton sites.
- 7.2. An overarching Development Services Agreement was negotiated and signed with Lovell in October 2019. Each development site will then be individually contracted using, normally, a PPC2000 partnering contract or, alternatively, a traditional JCT Design and Build contract where appropriate.
- 7.3. This arrangement with Lovell Partnerships Ltd has allowed Repton to acquire an off the shelf development structure without the need to appoint staff to carry out these roles. This will enable delivery to be brought forward quickly in the short to medium term. This arrangement will be regularly reviewed and is designed to cover the first four sites.
- 7.4. Each of the four sites has outline planning consents; the sites at Acle, Hopton and Attleborough West now have full reserved matters and are in contract and being constructed. Acle and Hopton are selling successfully at this time. Attleborough (west of Hargham Road) is being built out as a fully affordable scheme for Orbit Housing Association. Attleborough (east of Hargham Road) has been submitted for full reserved matters planning with an expected resolution in 2023.
- 7.5. A further procurement exercise took place in October 2019 which resulted in the appointment of Torrington Properties Ltd as a Development Manager for six smaller sites. Torrington Properties Ltd will lead and manage the full range of professional, technical, construction and support service to deliver each site design until the conclusion of after-sales support. An agreement is in place with Torrington Properties Ltd, with an 'Appointment of Development Manager' contract, to be signed per site at the appropriate point.
- 7.6. Norse Consulting have been appointed along similar lines for Development Management services at Station Road, Lingwood.
- 7.7. Three of the smaller sites (Caister, Lingwood and Hunstanton) have full reserved matters permission. There is an ambition to also bring forward the Trowse and Attleborough (Chapel Rd), sites for planning permission this financial year. South Walsham and Station Road Lingwood have been paused due to viability issues caused by tender price inflation and programme uncertainties around Nutrient Neutrality.
- 7.8. Employer's Agent services, providing an extra layer of high level, client-side, cost and design oversight, have also been contracted following a procurement exercise undertaken early in 2019. The supplier is Richard Utting Associates from Norwich.

- 7.9. Legal services advising on contracts and company governance is currently provided by Mills and Reeve LLP based in Norwich.
- 7.10. For auditing and tax advice Larking Gowen have been appointed. Barclays Bank has been appointed as the company's banker and NHBC registration has been secured.
- 7.11. Repton has successfully passed an internal audit and continues to achieve a fully compliant financial audit from its external auditors.
- 7.12. Board monitors and oversees risk and progress. The Board has overall responsibility for authorising spend and progress on schemes. Officers and the Development Managers present reports and data for questioning and approval. Board meetings are held on an approximately bi-monthly cycle.
- 7.13. The Board has challenged and is content that the highest levels of corporate governance are adhered to, but it recognises the need to learn from other housing companies across the country. The Board has particularly looked at other, Local Authority owned, housing development companies to identify any further lessons.
- 7.14. The Board has looked at the wider macro-economic factors (for example, the potential for any slowdown in the housing market and cost increases in the construction sector) and in addition to the extant robust financial governance, will focus on four key questions:
 - The importance of liquidity – modelled against a number of scenarios;
 - Stress testing project appraisals;
 - Counter-party risk - to ensure robust counter-party viability checks particularly with contractors on smaller sites;
 - Energy efficiency, sustainability and the strategy for net zero carbon.
- 7.15. Board has approved an Environmental Strategy as a critical step toward, amongst other key metrics, reducing Carbon emissions created by Repton activities. This will be monitored through the supply chain and managed via contractual requirements.

8. COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS

- 8.1. Repton Property Developments Ltd (Repton) is a private company limited by shares wholly owned by Norfolk County Council (NCC) which has ultimate control of its business activities.
- 8.2. The Company has been established in accordance with the Companies Act 2006 including the appointment of a Board of Directors for the Company and the adoption of Articles of Association.
- 8.3. All board directors are approved by the shareholder (NCC) and comprise the following:

• Two Councillors	Representatives of the County Council's Cabinet	Cllr A Proctor Cllr G Peck
• Two Officers	Selected from with County Council teams as having the appropriate experience	Mr. H Bullen Mr. A Collier
• Two independents	Appointed following a competitive process	Mr. S Hardwick Mr. M Spry

- 8.4. The County Council's shareholder function is discharged through its Cabinet with the actual work delegated to the Executive Director of Finance and Commercial Services.
- 8.5. Numerous Norfolk County Council staff perform services for Repton and their time is recharged. These services include:
- Development Management services
 - Supporting the Board and ensuring governance procedures are carried out.
 - Providing insurance.
 - Providing financial advice.
 - Undertaking procurement
 - Providing audit services.

9. FUNDING

- 9.1. The County Council as shareholder is the key funder for the company. The County Council has established, through its own governance arrangements, the principle of providing loans to Repton. Repton currently has a £35m loan facility with the shareholder which is drawn down upon Board approval or when authority is delegated to specific board members.

10. MARKET ANALYSIS

- 10.1. The housebuilding market in Norfolk remains dominated by national and larger regional housebuilders primarily developing along the A11 corridor and within the Greater Norwich sub-region.
- 10.2. In terms of the competition in Norfolk, Persimmon and Taylor Wimpey are the national housebuilders with the largest programs, whilst Barratts, Kier, Hill and Lovells all have sites in the County. Hopkins Homes is the largest of the regional housebuilders, has seen a large expansion in their turnover and were subject to a recent private equity buyout. Smaller regionals in Norfolk, more on a scale with Repton's aspirations, are Norfolk Homes, Badger Homes and Able Homes. Housing Associations are relatively recent entrants into the open-market sale sector with Orbit Housing, Clarion, Flagship Housing and Saffron all having significant developments in the region. Housing Associations have, in recent years, taken on a relatively higher proportion of private sale risk and some are now starting to reduce their programmes in light of new market uncertainties, competition for land and S106 requirements driving costs up. Additionally, new Local Authority backed housing development companies, such as Big Sky Living in South Norfolk, are providing much needed housing
- 10.3. Significant development has occurred over the last 5 years, but the slowdown in the housing market over late 2018 and early 2019, the Covid 19 pandemic, the stamp duty holiday and Brexit have all contributed to an uncertain economic climate. A long-sustained period of house price growth is foreseeably coming to an end and means that the market in the short to medium term is unlikely to see the same growth of prices or delivery. The next 5-year period could see cost inflation outstripping sales price inflation with a consequent effect on margins.
- 10.4. Housebuilders have been factoring higher build costs into land bids, in anticipation of the higher energy efficiencies that have been signalled as part of new building regulations coming forwards.
- 10.5. The construction trade is reporting shortages of building materials (and labour) as a Covid and Brexit consequence and early procurement has been used to mitigate this risk. This is causing considerable difficulties in the tendering market – especially on the smaller sites and Repton is working hard to make these sites viable. Lovell are using their procurement economies of scale on Repton's behalf to minimise the risks on the larger sites. Nutrient Neutrality has become a new and existential issue within the housing market and Repton is fortunate to have a pipeline which is mostly unaffected.
- 10.6. Repton will take a conservative view of market risk and regular reviews of the current market conditions are undertaken, utilising recent UK housing market updates published by Savills, local intelligence, and the Building Cost Information Service (BCIS). Most important however is the local knowledge of our supply chain.
- 10.7. In respect of target market: A site analysis was undertaken in July 2022 to

ascertain data for larger Lovell sites. The St Edmund's Park, Acle site has shown demand is from younger local people wishing to upsize; and older people from the surrounding rural area wishing to move from their larger but older property to newer properties that are easier to look after. The data for the Land East of Lowestoft Road, Hopton site shows that demand so far is likely to be predominantly from local buyers in the 30-40 age range. Each site in the Repton programme is subject to specific market research from stage 0 and this informs how the site is designed, appraised and taken forward. Some sites may be better suited to an all-affordable product, others may be a high-end sales product. Sensitivity analysis is undertaken for each site to show the effects of changes within the housing market on financial outturns.

11. TAX

- 11.1. VAT and corporation tax have been registered with HMRC and monthly VAT returns are completed. Repton has also registered for the Construction Industry Scheme.

12. DIVIDENDS

- 12.1. It is envisaged that any surplus funds/profits will be returned to the shareholder using dividends to the extent it is prudent and legal to do so and consistent with any additions to the development pipeline in terms of future sites that NCC wishes Repton to consider. The Shareholder has budgeted for a dividend of £1m p.a. from the financial year ending March 2024.
- 12.2. When viewing the company's overall financial benefit to the Council and the County of Norfolk, it should also be noted that the Shareholder receives both a land payment and a return from the interest charged on borrowing as part of the arrangement.

13. SWOT ANALYSIS

- 13.1. The following is a summary of the key strengths, weaknesses, opportunities and threats to Repton Property Development Ltd:

Strengths:

- Ability to secure funding at competitive rates.
- Council support.
- Initial funding available.
- Several Council owned sites available for redevelopment.
- Sites unaffected by Nutrient Neutrality.

Weaknesses:

- Not a known 'name' in the tender market equalling a risk premium and potential lack of interest.
- Timescales for planning, development and construction before significant number of homes become available for sale and produce income.

Opportunities:

- Increase of affordable housing within the County.
- Income generation for the Council, arising from profit.
- Support for local people to buy a home (or rent from the affordable housing provider).
- Place shaping

Threats:

- Any future government change in the view of council companies/prudential borrowing.
- Downturn in economy leading to a fall in house prices.
- Further increases in interest rates.
- Materials and labour cost inflation
- Supply chain failure
- Nutrient Neutrality

14. TARGETS AND KEY PERFORMANCE INDICATORS

- 14.1. The proposed targets and key performance indicators are tabled out in Appendix 1 and at this point in the programme reflect priorities of obtaining planning permission, de-risking the affordable homes sales and starting on site. As Repton moves further into a delivery and handover stage, KPIs will inevitably change to reflect new priorities.
- 14.2. Key performance indicators for health and safety incidents are reported on to Board on each site. Numbers remain low.
- 14.3. Moving forward additional targets could be considered as the business matures, but only if the return warrants it. For example:
- Increase in energy performance measured using the SAP (Standard Assessment Procedure) system comparing like-for-like dwellings.
 - Number of dwellings constructed on any one development to a “lifetime” standard (following adoption of a defined standard).
 - Number of defects reported within one year of Practical Completion
 - Customer satisfaction surveys (these are reviewed on a monthly basis)
 - Time taken to move from pre-planning to contract.
- 14.4. At its Cabinet of 8 November 2021, the council resolved to “commission the Executive Director of Finance and Commercial Services to report to Cabinet about the options for setting formal low carbon objectives in relation to companies where the County Council is the majority shareholder”. The shareholder will need to formalise objectives for Repton in this respect – these might include targets for both the energy performance of completed dwellings and for the carbon performance of the supply chain.

15. Financial business plan – 2023-24

- 15.1. Appendix 2 includes financial business plan statements for the period up to and including 2023-24: an operating statement and balance sheet are included along with a monthly cash-flow graph.
- 15.2. The information is based upon the latest cash flow forecasts received from the Development Service Providers, Lovells, Torrington and Norse Consulting, at 27 January 2023, when this plan was prepared. Individual cashflows are produced for each of the sites referenced in section 6, and these are amended in advance of each Board meeting to reflect agreed changes and updated assumptions.
- 15.3. Sales of £43m are anticipated in the year to 31 March 2024. This reflects significant on-going activity and an ambitious programme of new developments. The comparable forecast for 2022-23 is £30m, and actual sales in 2021-22 were £4.5m. The sales anticipated in 2023-24 can be analysed as follows:

Developer	Sales £m	Category	Sales £m
Lovells	32	Open market	30
Torrington	11	Affordable	13
Total	43		43

- 15.4. Subject to maintaining the current pace of sales and development, cumulative profits after overheads, interest and tax are estimated to become positive in 2022-23.
- 15.5. The financial statements in Appendix 2 are based on an assumption that all the current schemes will be developed. Subject to on-going discussions with auditors, projected scheme profits are recognised in proportion to the floor area of completions, taking into account margins on contracts with housing associations, on a scheme-by-scheme basis.
- 15.6. Dividend payments of £1m pa from 2024 have been built into the forecasts.
- 15.7. Appendix 1 shows the status each of the current Lovells and Torrington site programmes based on the latest forecasts. Forecasts are revised regularly, and subject to change as additional sites are added or market conditions change.
- 15.8. Borrowing is expected to peak at £22m at the end of 2023 when construction is taking place at several sites and there is a time delay until private sales are achieved. In 2024 cash flows turn positive as total sales income is forecast to exceed development and overhead costs. Positive net cash flows will allow loan to be repaid or enable new sites to be added to the programme. Cashflow is a key indicator for the company and reports are presented to each Board meeting. Following the County Council meeting of 21st February 2022, the shareholder has approved a total loan facility of £35m. To date £14.75m of the facility has been used.

Registered office address:
County Hall, Martineau Lane, Norwich,
Norfolk, United Kingdom, NR1 2DW
Company number: 10887284



Appendix 1

1	Financial parameters	Current Position at 01/02/23
	a) Lovell - Return on Capital Employed (ROCE) for each development:	Acle – 38% Hopton - 37%
	b) Torrington – Profit as an on-cost on each scheme	-
	c) Norse/NORSE CONSULTING – Profit as an on-cost on each scheme	-
2	St Edmund's Park, Acle site	Programme Dates at 01/02/23
	Reserved Matters approved by:	Jun-20
	Agreement of value and completion of acquisition of site by:	Mar-20
	Start on site	Nov-20
	Finish on site	Feb-24
	Sale of the first unit by:	Jan-22
	Final dwelling sold by:	Jan-24
	Procurement of affordable housing provider to be completed by:	Jan-21
3.	Land East of Lowestoft Road, Hopton site:	
	Reserved Matters approved by:	Oct-20
	Agreement of value and completion of acquisition of site by:	Jul-21
	Start on site	Mar-21
	Finish on site	Jan-26
	Sale of the first unit by:	Jun-22
	Final dwelling sold by:	Mar-26
	Procurement of affordable housing provider to be completed by:	Feb-22

4.	Land South of New Road, Attleborough 1 site:	
	Reserved Matters approved by:	Feb-22
	Agreement of value and completion of acquisition of site by:	Dec-22
	Start on site	Aug-22
	Finish on site	Feb-25
	Final dwelling sold by:	N/A
	Procurement of affordable housing provider to be completed by:	Dec-22
5.	Land East of Hargham Road, Attleborough 2 site:	
	Reserved Matters approved by:	Apr-23
	Agreement of value and completion of acquisition of site by:	May-23
	Start on site	Jun-23
	Finish on site	Jul-26
	Sale of the first unit by:	May-24
	Final dwelling sold by:	Jan-26
	Procurement of affordable housing provider to be completed by:	May-23
6.	Former Lingwood First School, Lingwood site:	
	Reserved Matters approved by:	Jan-22
	Agreement of value and completion of acquisition of site by:	Feb-23
	Start on site	Feb-23
	Finish on site	May-24
	Sale of the first unit by:	Mar-24
	Final dwelling sold by:	Dec-24
	Procurement of affordable housing provider to be completed by:	Mar-23
7.	St Nicholas' Drive Caister:	
	Reserved Matters approved by:	Feb-21
	Agreement of value and completion of acquisition of site by:	Mar-23
	Start on site	Apr-23
	Finish on site	Feb-24
	Sale of the first unit by:	Mar-24
	Final dwelling sold by:	Sep-24
	Procurement of affordable housing provider to be completed by:	Mar-23
8.	Former School Site, Hunstanton:	

	Reserved Matters approved by:	Sept-22
	Agreement of value and completion of acquisition of site by:	Mar-23
	Start on site	Mar-23
	Finish on site	Dec-23
	Sale of the first unit by:	Nov-23
	Final dwelling sold by:	Apr-24
	Procurement of affordable housing provider to be completed by:	N/A
9.	Former School Site, Attleborough:	
	Reserved Matters approved by:	Apr-23
	Agreement of value and completion of acquisition of site by:	Jun-23
	Start on site	Jun-23
	Finish on site	Feb-24
	Sale of the first unit by:	Jan-24
	Final dwelling sold by:	May-24
	Procurement of affordable housing provider to be completed by:	N/A
10.	Former School Site, Trowse:	
	Reserved Matters approved by:	Aug-22
	Agreement of value and completion of acquisition of site by:	May-23
	Start on site	May-23
	Finish on site	Feb-24
	Sale of the first unit by:	Jan-24
	Final dwelling sold by:	May-24
	Procurement of affordable housing provider to be completed by:	N/A
11.	Chameryhall Lane, South Walsham: Scheme paused due to Nutrient Neutrality	
	Reserved Matters approved by:	Jun-23
	Agreement of value and completion of acquisition of site by:	Feb-24
	Start on site	Mar-24
	Finish on site	Jun-25
	Sale of the first unit by:	Jun-25

	Final dwelling sold by:	Jul-26
	Procurement of affordable housing provider to be completed by:	Feb-24
12	Station Road, Lingwood: Scheme paused due to Nutrient Neutrality	
	Reserved Matters approved by:	Mar-23
	Agreement of value and completion of acquisition of site by:	Apr-23
	Start on site	Apr-24
	Finish on site	Jul-25
	Sale of the first unit by:	Oct-24
	Final dwelling sold by:	Jun-25
	Procurement of affordable housing	Apr-24
13	Pipeline sites	
	(a) Agreement with Norfolk County Council on pipeline of additional sites to be made available for the next five years by:	Will be an ongoing activity

Appendix 2

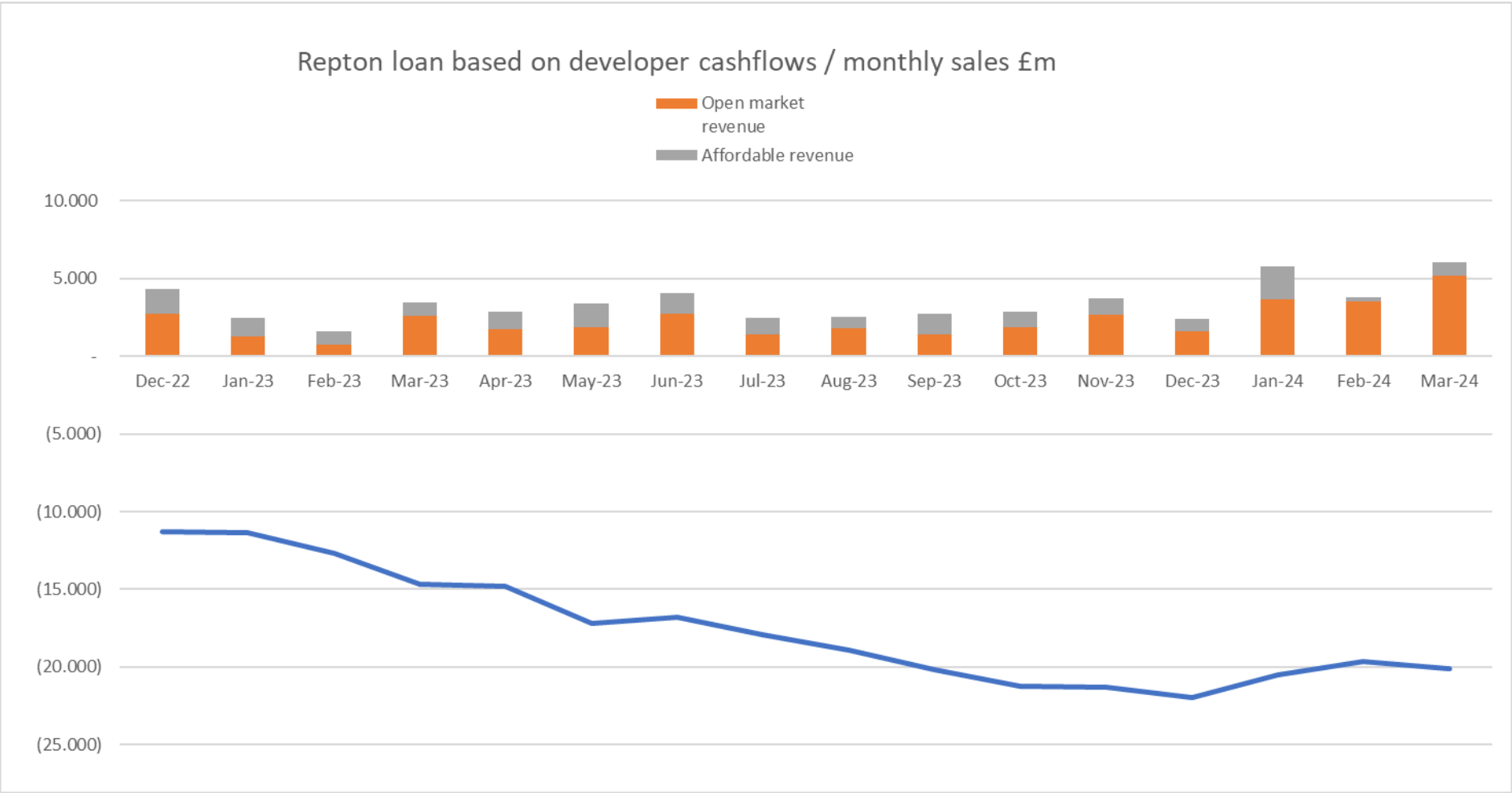
Financial business plan statements

Forecast profit and loss	Mar 2022	Mar 2023	Mar 2024
	£m	£m	£m
	actual	forecast	forecast
Income			
Sales - open market	4.451	20.708	29.443
Sales - open market		9.661	13.316
	4.451	30.370	42.760
Cost of sales	4.084	26.546	37.610
Gross Profit	0.367	3.823	5.149
Less Operating Expenses			
NCC support / directors	0.325	0.418	0.440
Professional and other fees	0.020	0.044	0.046
Interest not allocated to WIP	0.012	0.095	0.125
Total Operating Expenses	0.357	0.557	0.611
Net Profit	0.010	3.266	4.538
Tax	(0.209)	0.621	1.134
Profit after tax	0.219	2.646	3.403
Dividend			1.000
Profit after tax and dividend	0.219	2.646	2.403
Retained earnings	(0.897)	1.749	4.152

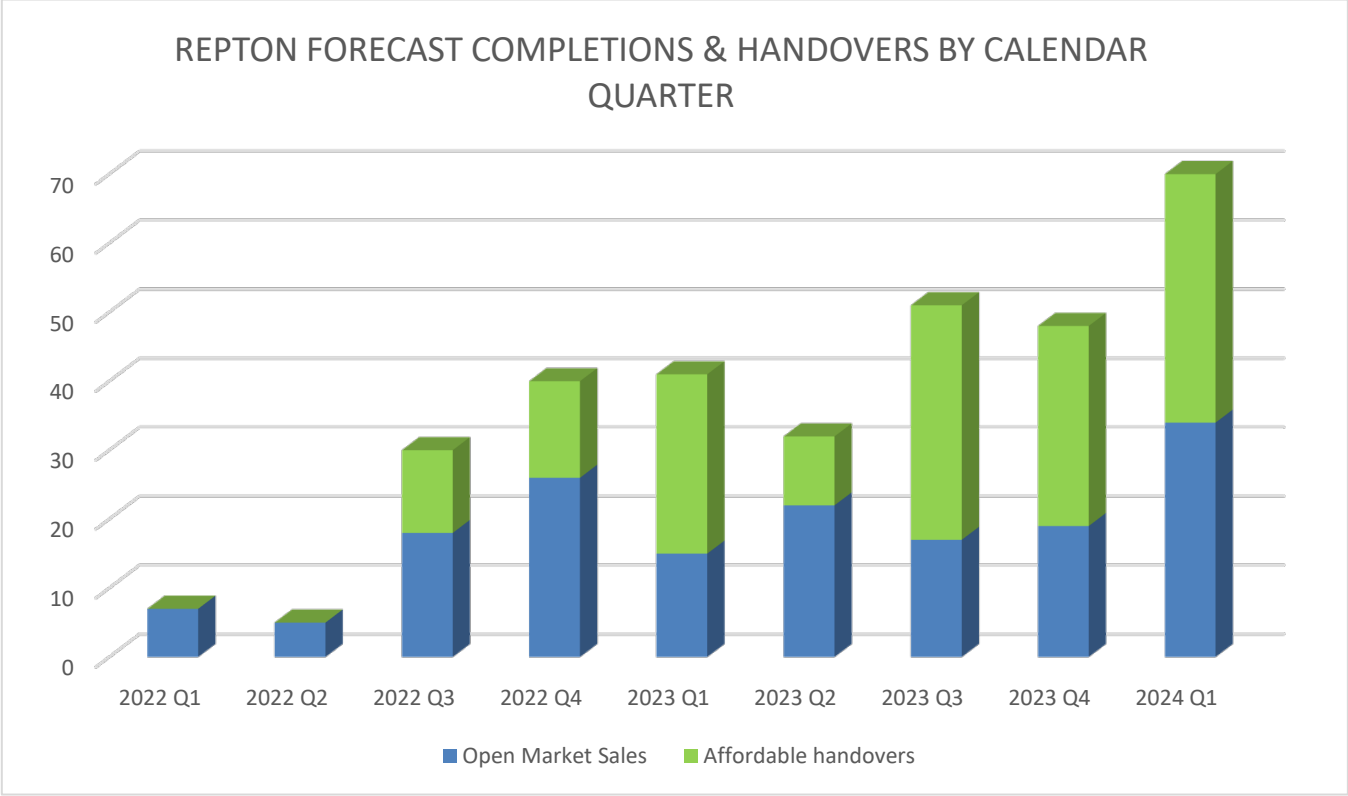
Forecast balance sheet	31 March 2022	31 March 2023	31 March 2024
	£m	£m	£m
Assets	actual	forecast	forecast
Current Assets			
Bank	0.418	1.300	1.200
Accounts Receivable	0.336	0.866	0.873
Work in progress	18.027	18.953	26.356
Non-Statutory Refundable deposits held by third parties (inc NHBC)	0.171	0.171	0.171
Statutory Refundable deposits held by third parties	0.064	1.843	1.393
Acle Retentions held by third parties	0.804	0.835	0.116
Total Assets	19.819	22.669	28.910
Liabilities			
Current Liabilities			
Accounts Payable and accruals	2.989	3.080	2.259
Acle - prov'n for loss on Clarion sales (to balance profit on land)	1.926	0.926	-
House Deposits & Income in Advance	0.061	0.086	0.236
VAT	(0.101)	(0.024)	(0.039)
Total Current Liabilities	4.875	4.068	2.456

	31 March 2022	31 March 2023	31 March 2024
	£m	£m	£m
	actual	forecast	forecast
Non-Current Liabilities			
Deferred Tax	(0.209)	-	-
Loan	12.550	14.700	20.100
Total Non-Current Liabilities	12.341	14.700	20.100
Total Liabilities	17.216	18.768	22.556
Net Assets	2.603		
Equity			
Capital - Ordinary Shares	3.500	3.500	3.500
Current Year Earnings	0.219	2.646	3.403
Retained Earnings	(1.116)	(0.897)	1.749
Total Equity	2.603	5.249	8.652

Repton loan based on developer cashflows / monthly sales £m



Appendix 3



Report to Cabinet

Item No. 19

Report Title: Finance Monitoring Report 2022-23 P10: January 2023

Date of Meeting: 6 March 2023

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

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 forecast financial 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.

Executive Summary

Subject to mitigating actions, on a net budget of £464.123m, the forecast revenue outturn for 2022-23 at the end of Period 10 (January 23) is **a balanced budget** after 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. The recurring underlying cost pressures in services have also been reflected in the 2023-24 budget approved by Full Council on 21 February 2023. If required at the year end, the Council will utilise the one-off release of earmarked and business risk reserves to maintain a balanced budget for 2022-23

General Balances are forecast to be **£24.340m** at 31 March 2023 assuming the transfers of £0.5m contribution to reserves. Service reserves and provisions (excluding the Dedicated Schools Grant reserve) are forecast to total **£167.767m**.

Recommendations:

1. To recommend to full Council the addition of **£9.228m** to the capital programme to address capital funding requirements funded mostly from various external sources as set out in detail in capital Appendix 3, paragraph 4.2 as follows:
 - £0.657m S106 contributions to various Schools projects

- £7.4m Town Deal funding and previously approved £3.148m NCC Borrowing to fund the Kings Lynn Multi User Hub
 - £0.194m miscellaneous minor adjustments to project budgets for S106 contributions and final estimates
 - Offset by a budget reduction of £2.171m in Department of Transport funding for Highways based on the latest forecast for the Norwich City Centre E-bound traffic reduction scheme
2. To recommend to Full Council the addition of £0.6m to the capital programme for the purchase of Wildfire Personal Protective Equipment as set out within the Norfolk Fire and Rescue Service Community Risk Management Plan elsewhere in this agenda.
3. Subject to full Council approval of recommendation 1 and 2 to delegate:
- 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary.
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme.
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.

4. To note the progress towards achieving 100% ownership of Independence Matters and the share transfer due to take place in March 2023, and delegate to the Executive Director of Finance and Commercial Services to agree updated Articles of Association to reflect the change in ownership, controls are in place as are required to ensure the relationship with the company is compliant with regulation 12 of the Public Contracts Regulations 2015 and consequential changes to Board membership.
5. To approve the appointment of Craig Chalmers, Director of Community Social Work, as County Council Director on the Independence Matters Board with effect from the date of the share transfer, and note that an additional Director appointment will be proposed to Cabinet in April 2023, if required
6. To approve the acceptance of two Arts Council England (ACE) grants for investment in the Norfolk Museums Service comprising of
 - £4.126m National Portfolio Organisations (NPOs) over 2023-26 at £1.375m per year
 - £0.444m annual grant to SHARE Museums East for 2023-24
7. To approve the write-off seven debts over £10,000 totalling £114,658.40 due to the exhaustion of estate and legal options where there is no further possibility of recovery, as set out in Appendix 2 paragraph 3.9;
8. To recognise the period 10 general fund revenue forecast of a balanced budget, noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services to maintain a balance budget at the year end.
9. To recognise the period 10 forecast of 92% savings delivery in 2022-23, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
10. To note the forecast General Balances at 31 March 2023 of **£24.340m**, assuming the Council will mitigate the overspends reported in P10.
11. To note the expenditure and funding of the current and future 2022-27 capital programmes has been increased by **£51.135m** as set out in detail in capital Appendix 3, paragraph 4.1 as follows:
 - £7.8m uplift to Highways schemes as previously approved by Full Council in September 22
 - £43.35m additional NCC Borrowing for various capital schemes approved by Full Council on 21 February 23 in the 2023-24 Capital Strategy
 - £0.201m NCC Borrowing to fund the Electric Vehicle Charging points

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. Since February 2022, the Council's Companies Governance Panel has received reports with updates on the ownership status of Independence Matters. At its meeting 25 March 2019, Policy and Resources Committee agreed in principle to a purchase and transfer of shares to the County Council to deliver 100% Norfolk County Council ownership of Independence Matters. For a number of reasons, but principally the impact of COVID on capacity within both the Council and IM, and the complexities of how to enact the required changes within the company's existing CIC and Trust structure(s), there have been delays in implementing the Policy and Resources Committee decision, as reported to the Panel. However, the actions required to deliver this change in ownership are now in place, with the transfer of shares due to be completed by the end of March 2023. Alongside the share transfer, changes to Independence Matters' Articles of Association are required to reflect the new ownership status and provide for the County Council to have increased representation on the Board.

The Companies Governance Panel in November 2022 considered the latest position and recommended to Cabinet a set of principles for the membership and structure of the Independence Matters Board post April 2023. This included that:

- The Board continue to have Non-Executive Director membership, and a Non-Executive Director serving as Chair.
- The Board should continue to have colleague and stakeholder Director's representation.
- The County Council director(s) should hold the majority of votes on the Board.

Under the Council's [Financial Regulations](#) and the current Terms of Reference for the Independence Matters CIC Board, Norfolk County Council Cabinet is responsible for approving appointments to various Board roles. The Council's Financial Regulations confirm at paragraph 5.10.6:

The appointment and removal of directors to companies, trusts and charities in which the County Council has an interest must be made by Cabinet, having regard to the advice of the Executive Director of Finance

and Commercial Services. The directors will then have a statutory duty to the company, trust or charity and must therefore act in accordance with the Companies and / or Charities Act where applicable.

Cabinet is therefore asked to:

- Note the progress towards achieving 100% ownership of Independence Matters and the share transfer due to take place in March 2023, and delegate to the Executive Director of Finance and Commercial Services to agree updated Articles of Association to reflect the change in ownership, controls are in place as are required to ensure the relationship with the company is compliant with regulation 12 of the Public Contracts Regulations 2015 and consequential changes to Board membership.
- To approve the appointment of Craig Chalmers, Director of Community Social Work, as County Council Director on the Independence Matters Board with effect from the date of the share transfer and note that an additional Director appointment will be proposed to Cabinet in April 2023, if required.

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.

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 at the end of P10 is a **balanced budget**, linked to a forecast 92% savings delivery. The associated forecast outturn for service reserves and provisions is **£167.767m**. Council officers are taking mitigating actions to identify savings and address the inflationary cost pressures. Therefore, the general balances is forecast to increase to **£24.340m**, assuming the delivery of a balanced budget and a transfer of £0.5m contribution to reserves. COVID reserves of **£31.125m** have been brought forward to offset the one-off infection prevention measures in place to prevent any further Covid-19 outbreaks in 2022-23.
- 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 2022, 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 Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

- 8.2. In respect of the recommendations relating to Independence Matters, in order to comply with the Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009, the Council is required to approve a business case which sets out:

- the objectives of the business,
- the investment and other resources required to achieve those objectives,
- any risks the business might face and how significant these risks are, and
- the expected financial results of the business, together with any other relevant outcomes that the business is expected to achieve.

This can be found in the Company's 2023-24 Business Plan, which is set out in the NCC Companies Business Plans report elsewhere on the agenda for Cabinet approval.

8.3. **Human Rights implications**

None identified.

8.4. **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 Executive Director of Finance and Commercial Services 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 Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 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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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.

Norfolk County Council Finance Monitoring Report 2022-23

Appendix 1: 2022-23 Revenue Finance Monitoring Report Month 10

Report by the Executive Director of Finance and Commercial Services

1 Introduction

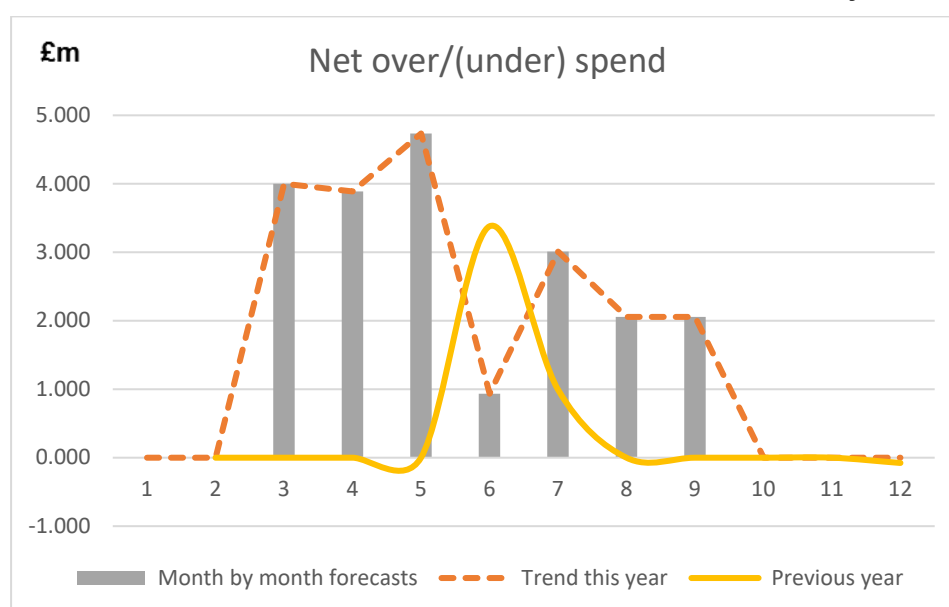
1.1 This report gives details of:

- the P10 monitoring 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 January 2023, a balanced budget is forecast against a net budget of £464.123m.

Chart 1: forecast /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 will be 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 forecast (under)/overspends by service

Service	Revised Budget	Cost Pressures	(Under spends/ Savings)	Earmarked Reserves & Provisions Utilised	Net (under)/ overspend	%	RAG
	£m		£m		£m		
Adult Social Care	264.914	5.474	-1.354	-4.120	0.000	0%	G
Children's Services	191.529	19.824	-0.485	-4.860	14.479	7.6%	R
Community and Environmental Services	168.142	5.235	-4.473	-0.762	0.000	0%	G
Strategy and Transformation	9.115	0.536	-0.487	-0.049	0.000	0%	G
Governance Department	2.195	0.236	-0.536	0.300	0.000	0%	G
Finance and Commercial Services	34.232	2.722	-0.325	-1.069	1.328	4%	R
Finance General	(206.004)	0.284	-18.052	1.961	-15.807	-7.7%	G
Total	464.123	33.888	-24.854	9.034	0.000	0%	G

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 forecast outturn as at Period 10 (end of January 2023) is an overspend position of £14.479m, presuming use of budgeted reserves and £4.860m of additional reserves to mitigate the in-year pressures.

2.5 This final forecast of the year highlights the financial risks and cost pressures within the demand-led budgets of social care placements and support, c. £13m, and home to school transport c. £6.7m (particularly for those with special educational needs and disabilities), that the service continues to see.

2.6 The overall number of children in care (excluding unaccompanied asylum seeking children) and those with placements remains broadly level compared to the end of the 2021-22 financial year, which is a better position than in many local authority areas, but the cost is increasing 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 The budget included the assumption that the overall number of children in care would continue to reduce over the year, but the unforeseen pressures seen means that the benefits of the transformation work and savings delivered have been offset.
- 2.8 Children's Services has clear evidence that the interventions and new models of working are effective and are allowing us to meet the needs of children with complex needs effectively in many cases. New Roads, in particular, is proving very successful. 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, 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 The proportion of children in foster care (whether in-house or independent fostering agency) is 4% lower than budgeted due to lower than anticipated placements being available. Conversely, the proportion of children in external residential care, driven by sufficiency challenges in the care market and increasing complexity of need, remains 39% higher than budgeted. Additionally, the cost of placements are, on average, significantly exceeding budgeted values.
- 2.10 Overall, the key financial drivers the service experiences for social care are consistent with the last financial year. The pandemic continues to have a substantial impact. One area causing significant pressure is the delays in the court system. Such delays are resulting in significant additional costs to NCC (for example, lengthier placements preadoption, additional preparation for court when cases are delayed or postponed, etc.) as well as affecting the outcomes for children. The department, along with NPLaw, are taking action to mitigate the impact wherever possible.
- 2.11 Additionally, the factors previously identified have not eased off and, in many cases, have continued to increase, with many elements being unpredictable in nature and close review will be maintained of these:
- lack of supply of placements is significantly impacting our ability to purchase the right placements at the right cost.
 - An unhelpfully rigid approach from the regulator (Ofsted) - challenging care settings in a way which makes them unwilling to work with young people with complex needs or drives a demand for very large packages of additional support.
 - the continued worsening of emotional wellbeing and mental health amongst children, young people and parents,
 - A significant rise in 'extra familial harm', including county lines and exploitation of young people.

- An underlying trend of increasing special educational needs and disabilities, including some children with complex disabilities surviving into later childhood as a result of medical advances.
- An additional strain on families as a result of the pandemic and hidden harm with families locked down together.
- The demand-led aspects of placement and transport provision for children with special needs.
- The shortage in housing available for post-18-year-olds.
- Ongoing shortages of staff in key professional specialisms

Furthermore, the cost-of-living crisis is an additional factor that has emerged in recent months, and it is currently unclear what impact this may have upon demand as well as our own workforce.

2.12 The Association of Directors of Children's Services (ADCS) published a thematic report on children's mental health¹. The key themes of this report resonate with the situation currently seen in Norfolk and have been enunciated in the report to Cabinet on 30 January 2023.

2.13 In addition, the Eastern Region of ADCS have produced a report on Placement Sufficiency for Young People in Care focusing on the impact of the 2021 Placement Regulations on Placement Costs and Outcomes for children and young people. This identifies that the current situation in respect of both placement costs and availability is unsustainable and calls on the Government to act immediately to mitigate the impact of the regulation change, assess the unfunded financial burden of the regulations and pause the implementation of future changes planned until future financial burdens have been fully assessed. The combination of barriers to new entrants to the market and further restrictions on placement availability caused by the regulation changes has resulted in dramatic cost increases seen across the region, illustrated by the table below:

Placement Type	Average weekly unit cost		% Increase
	2020/21	2021/22	
New registered residential placements made in period	£5,292	£5,828	10%
Cost for all registered residential placements in place	£3,854	£4,604 ²	19%
New unregulated/unregistered placements for under 16s made in period	£2,287	£7,131	312%
New Semi-Independent Placements for 16- and 17-year-olds	£1,238	£1,566	26%

Both reports exemplify that the challenges being seen are not a Norfolk issue alone.

2.14 The cost-of-living crisis has driven up the cost of external spend for social care placement and support costs, and impacted other areas of spend for

¹ [ADCS Safeguarding Pressures Phase 8 Interim Report FINAL Nov2022.pdf](#)

² Average unit cost for all residential placements in 2022/3 to date

Children's Services, in particular, fuel and retention of staff by external providers given alternative employment options with higher rates of pay.

- 2.15 These factors have resulted in a significant overspend on the Home to School Transport budget. Operators are having difficulty recruiting and retaining staff due to rates of pay. Prices have increased due to inflationary factors. Whilst the most significant area of overspend is for HTST for children and young people with special educational needs and disabilities, the cost pressures are also affecting mainstream and post-16 HTST provision. This forecast takes into account contractual changes relating to the 2022-23 academic year..
- 2.16 The impact of these inflationary pressures, along with other budget pressures being experienced within Children's Services, will be kept under close review as the year progresses and consideration has been given to budgetary implications for 2023-24 as part of the budget approved by Full Council on 21st February 2023.
- 2.17 Children's Services continues to undertake a substantial transformation programme to both improve outcome for children and young people as well as delivering financial savings. Management action continues to be taken within the department to minimise and, where possible, mitigate the financial risks and pressures faced.
- 2.18 **Adult Social Services:** The forecast outturn this period 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 3800 cases, and therefore much uncertainty remains in the financial implications of the work to reduce these.
- 2.19 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.

- 2.20 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 will receive £3.482m for the 22/23 winter period. ASC commissioners with partners in the ICS have now submitted plans on how the funding will be used .
- 2.21 As described in the saving section of this report, the risks previously raised around our savings programme have now led to us declaring an under-delivery of our 22/23 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 has fallen slightly behind its original build profile and therefore this has had a knock-on-effect on the revenue savings it facilitates.
- 2.22 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 are now reflecting the additional expected cost of the 22/23 pay award in service budgets. We had previously forecast that we were confident in partially being able to manage the additional pay award cost in 22/23. Whilst we still have a few months to go, we are confident that our actions through the winter period have been sufficient to allow us to fully absorb this additional pressure.
- 2.23 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).
- 2.24 **CES:** The P10 forecast is an overall balanced outturn position. The pressure on income budgets particularly with admissions income within the Museums service is creating a £0.99m cost pressure, this is in line with the regional and national picture.
- 2.25 The Fire Services forecast includes an assumed 5% pay award which exceeds the budget provision, leading to an overspend of £0.389m.
- 2.26 The forecast pay award and inflationary cost pressures in Growth and Development £2.42m and Performance and Governance £1.035m are offset by forecast underspends in Highways largely due to the management

- of vacancies, additional statutory income and the use to of £0.762m the departmental business risk reserve.
- 2.27 Included in the Highways forecast is a £1.415m overspend relating to the electricity costs for Street Lighting. This is offset by additional highways income £1.311 and savings of £1.704m.
 - 2.28 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 £2.786m underspend, enabling CES to fund the cost pressure arising from the pay award in excess of the budget provision.
 - 2.29 **Corporate services:** The Strategy and Transformation and Governance directorates are forecasting a balanced position with one-off savings from vacancies offsetting cost pressures and the usage of reserves. This also takes into account the pay award and coroner's cost pressures.
 - 2.30 Finance and Commercial Services is forecasting an overspend of £1.329m for this period, due to the rise in inflation, petrol and utilities, which have impacted contracts, especially within Property Services. The delay in implementation of myOracle and the pay award has also contributed to this overspend.
 - 2.31 **Finance General:** Finance General forecast for P10 is an underspend of £16.442m. Savings of £6.76m on the Minimum Revenue Provision due to slippage in the 21-22 Capital Programme, £1.290m 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 £2.317m, with £6.670m 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. This is offset by additional COVID cost pressures of £0.284m. Miscellaneous savings in other budgets are offset by various one-off cost pressures with a net pressure of £0.288m at P10.
 - 2.32 The forecasts for each service area assumes a 7% pay inflation uplift for 2022-23 in line with the local government national pay offer. A potential cost pressure of £6.078m relating to pay inflation for 2022-23 has been absorbed by the service areas and mitigated by savings or release of reserves. Further details are given in Appendix 1: Revenue Annex 1.
 - 2.33 The forecast also assumes use of £31.125m Covid reserves brought forward from 2021-22 to mitigate Covid related expenditure where appropriate and necessary to maintain a balanced budget
 - 2.34 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 P10
	£m	£m
Adult Social Care	263.184	264.914
Children's Services	189.065	191.529
Community and Environmental Services	166.162	168.142
Strategy and Transformation	8.759	9.115
Governance Department	1.960	2.195
Finance and Commercial Services	33.424	34.232
Finance General	-198.431	-206.004
Total	464.123	464.123

Note: this table may contain rounding differences.

- 3.2 The directorate budgets for January 2023 includes some minor virements between directorates. 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 forecast for 31 March 2023 is **£24.340m**, taking into account a contribution of £0.500m provided in the 2022-23 budget and assuming that the Council will achieves the plan set out in the 2022-23 budget by the end of the financial year.

Reserves and provisions 2022-23

- 4.2 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.
- 4.3 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 the latest forecasts 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	Latest forecast balances 31 March 2023
	£m	£m	£m	£m
Adult Social Services	45.909	18.738	27.171	40.352
Children's Services (inc schools, excl LMS/DSG)	17.398	8.881	8.517	12.116
Community and Environmental Services	65.814	13.745	52.069	63.315
Strategy and Transformation	2.466	0.725	1.741	2.573
Governance	2.045	1.073	0.972	1.908
Finance & Commercial Services	3.793	1.234	2.559	2.724
Finance General	56.237	18.950	37.287	32.878
Schools LMS balances	17.888	3.217	14.671	11.901
Reserves and Provisions including LMS	211.550	66.563	144.987	167.767
DSG Reserve (negative)	-53.976	0.348	-54.324	-73.616

4.4 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. However, it is assumed that the majority of these reserves will be used for service provision during 2022-23. The latest forecast net total for reserves and provisions at 31 March 2023 has decreased by £43.783m when compared with the opening balance at 1 April 2022 bringing the forecast closer to the budget book outlook.

4.5 **Dedicated Schools Grant (DSG):** The latest forecast DSG Reserve is based on the latest modelling of the Dedicated Schools Grant (DSG) Recovery Plan. An in-year deficit of £19.6m is forecast, an increase of c. £1.7m compared to the budgeted deficit. This increase has primarily been caused by 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. This will increase the DSG Reserve to £73.616m by 31 March 2023.

4.6 The areas of most significant cost pressure continue to be independent school placements along with post-16 provision and maintained special school placements. These have continued to be kept under close review given the demand-led nature of these budgets. Officers have also raised concerns about the imbalance in the market with representatives of the DfE and requested support regarding regulation, to better support the control of costs and improving the outcomes for children and young people within these placements. Consideration of these issues are being made in relation to the national SEND review response from Government as well as through Norfolk's Local First Inclusion plan.

- 4.7 Over recent months, demand for support for high special educational needs in mainstream settings has been increasing in number and size to enable more children to remain in mainstream settings. This support does prevent further growth of independent placements. Significant anticipated growth is built into the current forecast, in line with the Local First Inclusion plan and this demand is being kept under review as we near the end of the year.
- 4.8 Despite the pandemic, significant work by the NCC, Norfolk Schools Forum and the wider system continues to take place as part of the Children's Services Transformation Programme both to ensure that the right specialist provision is in the right place to meet needs (i.e. the capital investment), whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 4.9 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.
- 4.10 Sustainable funding for the High Needs Block continues to be raised nationally and a DfE consultation in 2022-23 identified that Norfolk has been under-funded for a number of years and, due to capping of the proposals, will continue to be. However, 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.
- 4.11 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. Officers have also fed back to the DfE regarding the vital role that capital investment could play in supporting the recovery of the High Needs Block, to enable placements to move from expensive independent provision into maintained / academy / free special schools. The outcome from Government of recent Free School funding bids for two additional special schools is awaited.
- 4.12 Due to the significant deficit that Norfolk continues to experience with the High Needs Block, Norfolk has been invited by the DfE to take part in the 'Safety Valve' programme. Officers have undertaken significant engagement with the DfE and their advisors to develop a multi-year proposal that could take advantage of the potential opportunities offered through the programme for Norfolk to bring the in-year position back to balance whilst also identifying how the deficit can be repaid. The decision of the Secretary of State is awaited as to whether to approve Norfolk's submitted plan.
- 4.13 Following significant delay, the outcome of the national major review into support for children with special educational needs following the implementation of the SEND Reform Act 2014 has been published as a Green Paper: [SEND Review: Right Support, Right Place, Right Time](#). The

DfE held a consultation upon the proposals, which the Council responded to. If implemented, the proposals could have a significant impact, including financial implications. Further updates will be provided when this is available.

4.14 Provisions included in the table above

The table above includes forecast provisions of £30.666m comprising:

- £10.0m insurance provision,
- £12.914m landfill provision (this provision is not cash backed),
- £5.007m provisions for bad debts,
- £2.681m business rates appeals provision, and
- £0.64m 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.

5.2 Covid-19 funding brought forward is as follows:

Table 4a: Covid-19 funding

Funding	Actual 2022-23 £m
Covid reserves brought forward	
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
Funding to be carried forward into 2022-23	31.125

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.
- 5.4 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.

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 reserve position. 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 15th 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 16th 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

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 forecast to be delivered is provided in this section.

7.2 The latest monitoring reflects total forecast savings delivery of £26.134m at year end.

7.3 The forecast savings delivery is anticipated 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	28.434
Period 10 forecast savings	8.565	12.088	3.496	0.439	0.200	-0.534	1.880	26.134
Savings shortfall (net)	1.900	0.000	0.000	0.000	0.000	0.400	0.000	2.300

Commentary on savings risk areas

7.4 The forecast savings for 2022-23 as at January 2023 is £26.134m against a budgeted savings target of £28.434m. A shortfall of £1.9m has been reported in Adult Social Services, and £0.400m in Finance and Commercial Services with further details in note 7.7 below. Some saving programmes have highlighted risk areas which will need to be kept under review. Any

updates to the forecast delivery of savings will be included in future monitoring to Cabinet.

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 We are pleased to report that our major departmental transformation “Connecting Communities”, working with our strategic partner, is underway and beginning to shape and pilot new approaches. This programme is working at pace to deliver a new model of care and refocus on early prevention.
- 7.7 This month, Adults are reporting £8.565m of savings delivery this year against the target of £10.465m. The £1.900m shortfall relates to two 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 is expected this year due to the delay to the transformation programme whilst the whole estate is being reviewed. There is expected partial mitigation this year from contract refunds for units out of commission.

There are emerging risks which may mean in future periods some of the other savings will need to have adverse forecasts applied to them.

Short Term Offer (prior year saving) - Our short-term residential placements continue 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.

Children's Services

- 7.8 Tracking of budget savings within Children's Services shows that, whilst it is currently anticipated that all committed budgeted savings within Children's Services will be delivered in 2022-23, this reflects over-delivery of some schemes, such as New Roads, that compensates for under-delivery of others.
- 7.9 The department is facing significant pressures as reported in para 2.4 above. These will potentially challenge full delivery of the department's £12.088m 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). Management action is being taken to fully understand the implications as well as to take action to mitigate the pressures.
- 7.10 The forecast continues to assume that savings will be delivered during the remainder of the financial year and expected delivery of savings continues to be kept under close review.

Finance and Commercial Services

- 7.11 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 is currently forecast as not delivered in 2022-23.

2023-24 to 2025-26 savings

- 7.12 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

Forecast 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	Forecast net spend
		£m	£m	
Adult Social Services				
22-23 Pay Award cost pressure		1.717		
Purchase of Care		2.410		
Commissioning		1.286		
Community Health and Social Care			-0.097	
Community Social Work			-0.913	
Strategy and Transformation			-0.344	
Management, Finance and HR		0.060		
Use of Business Risk Reserve			-4.120	
Forecast over / (under) spends		5.474	-5.474	
Net total	264.914		0.000	264.914
Children's Services				
22-23 Pay Award cost pressure		1.696		
Social Care		11.660		
Learning and Inclusion		6.468		
Community, Partnerships & Resources			-0.365	
CSLT, Finance and HR			-0.120	
Use of Transport Equalisation Reserve			-2.872	
Use of Business Risk Reserve			-1.988	
Forecast over / (under) spends		19.824	-5.345	
Net total	191.529		14.479	206.008
Community and Environmental Services				
Culture and Heritage		0.990		
Fire Service		0.389		
Growth and Development		2.420		
Performance and Governance		1.035		
Highways & Waste			-4.386	
CIL		0.401		
Public Health			-0.087	
Use of Earmarked & Risk Reserve			-0.762	
Forecast over / (under) spends		5.235	-5.235	
Net total	168.142		0.000	168.142

	Revised Budget	Overspend	Underspend	Forecast net spend
Strategy and Transformation				
<i>Reserves additions/(use of)</i>		0.536		
<i>Various over/ (under) spends</i>			-0.536	
Forecast over / (under) spend		0.536	-0.536	
Net Total	9.115		0	9.115
Governance				
<i>Coroners costs and pay award pressures</i>		0.236		
<i>Net underspends</i>			-0.536	
<i>Elections</i>		0.300		
Forecast over / (under) spend		0.536	-0.536	
Net Total	2.195		0.000	2.195
Finance and Commercial Servcs				
<i>Cost pressures</i>		2.722		
<i>Net underspends</i>			-0.325	
<i>Use of Reserves</i>			-1.069	
Forecast over / (under) spend		2.722	-1.394	
Net Total	34.232		1.328	35.560
Finance General				
<i>Minimum Revenue Provision – one off saving due to slippage</i>			-6.763	
<i>Interest on balances – borrowing secured at lower interest rates</i>			-1.290	
<i>Interest receivable</i>			-2.317	
<i>COVID-19 additional costs</i>		0.284		
<i>Other overspends</i>		0.288		
<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 Rates Risk Reserve</i>		1.961		
Forecast over / (under) spend		2.533	-18.340	
Net total	-206.004		-15.807	-221.811
TOTAL	464.123			464.123

Revenue Annex 2 – Dedicated Schools Grant Reserve

	Reserve as at 31 Mar 22	Revised Budget (A)	Budgeted Reserve as at 31 Mar 23	Forecast Spend (B)	(Over) / under spend A-B	Forecast Reserve as at 31 Mar 23
<i>Dedicated schools grant</i>						
High Needs Block		17.924		-19.640	1.716	
Increase in net deficit		-17.924				
Forecast (over) / under spend				-19.640	1.716	
Net deficit (DSG Reserve)	-53.976		-71.900			-73.616

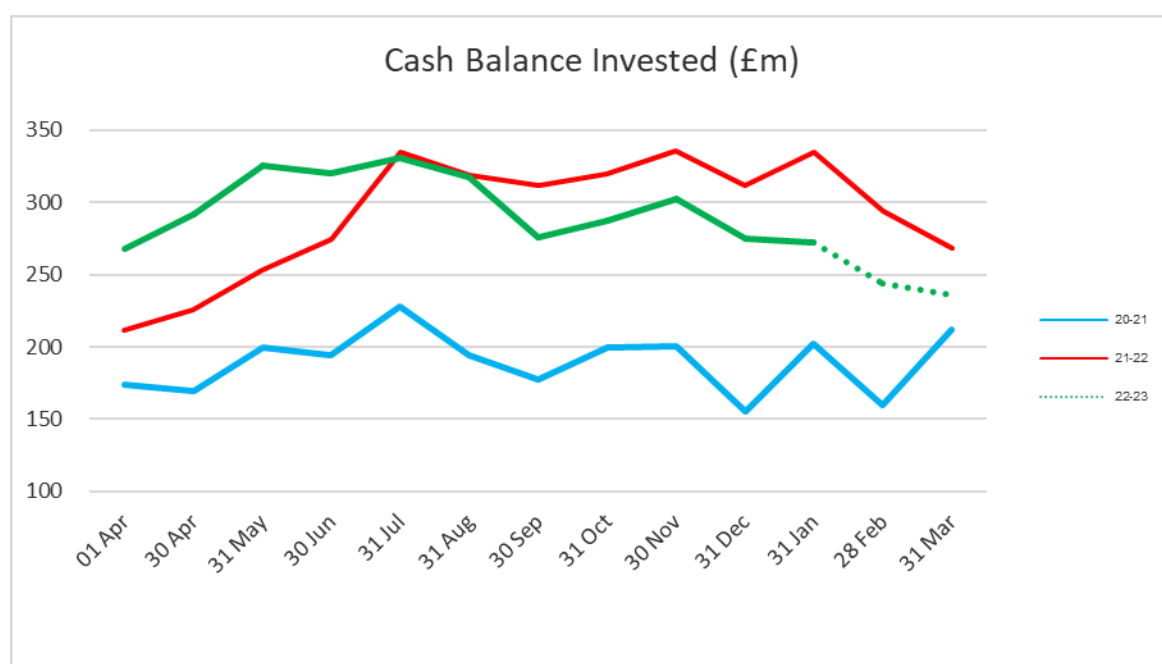
Norfolk County Council Finance Monitoring Report 2022-23

Appendix 2: 2022-23 Balance Sheet Finance Monitoring Report Month 10

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 two financial years to March 2022, and projections 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. The forecast cash flow above takes into account the latest slippage forecasted for the capital programme and assumes only £50m will be borrowed over the course of the financial year, resulting in a closing cash balance of approximately £236.039m.
- 1.3 To date the Council has borrowed £10m in November 2022 taking advantage of a dip in the PWLB borrowing rates. If the PWLB interest rates fall below the 3.6% threshold recommended by the external consultants, then a further £40m will be borrowed in the current financial year.
- 1.4 If in order to minimise the cost of carrying unnecessary borrowing, no borrowing was to take place before 31 March 2023, then the projected year-end cash balances will be approximately £200m.
- 1.5 The Council has healthy cash balances for the immediate future with cash balances of £272.694m as at the end of January 2023. The P10 net forecast

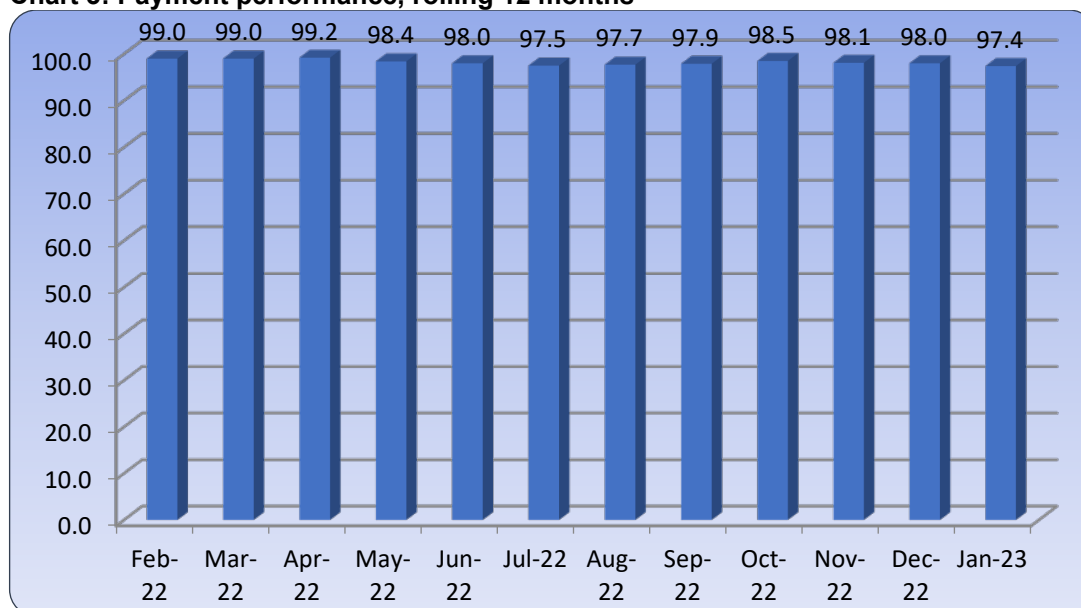
of Interest receivable from treasury investments held by the Council is £2.898m; which is £2.317m higher than budget.

- 1.6 PWLB and commercial borrowing for capital purposes is static at £852.006m at the end of January 2023 following the receipt of the £10m PWLB loan and repayment of £4.4m external borrowing. The associated annual interest payable on existing borrowing is estimated to be £31.683m.
- 1.7 The forecast interest payable for 2022-23 for P10 is £30.838m, against a budget of £32.128m which represents a saving of £1.289m. This forecast assumes the remaining £40m planned borrowing takes place in March 2023. If the planned borrowing is delayed, then the forecast interest payable will also come down.

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. 97.4% were paid on time in January 23 against a target of 98%. This KPI has dropped below the target of 98% again 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.

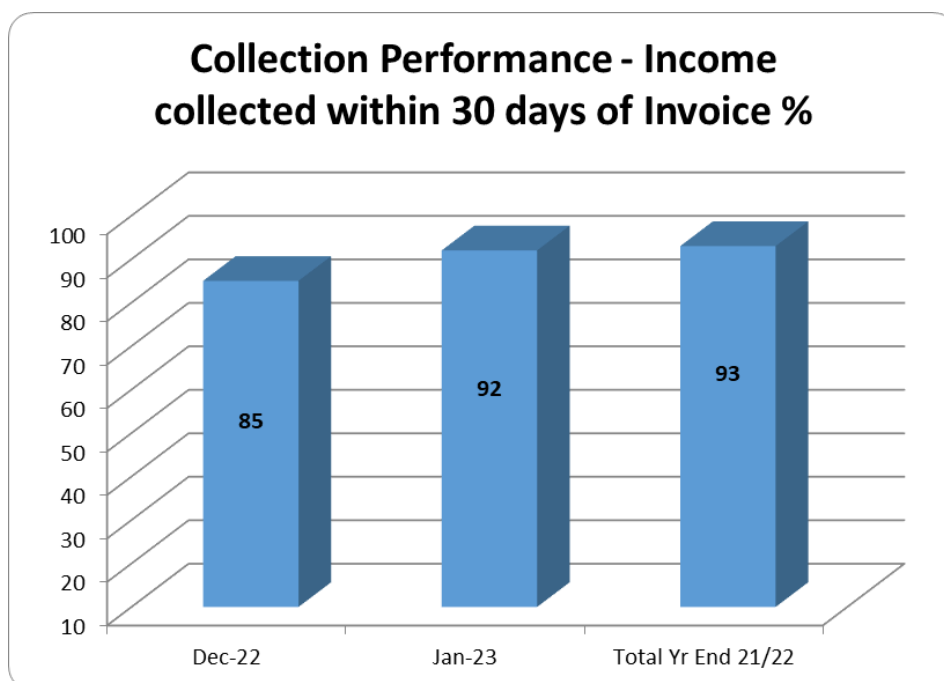
3 Debt recovery

- 3.1 **Introduction:** In 2021-22 the County Council raised over 134,933 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.7bn. Through 2021-22 93.4% 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

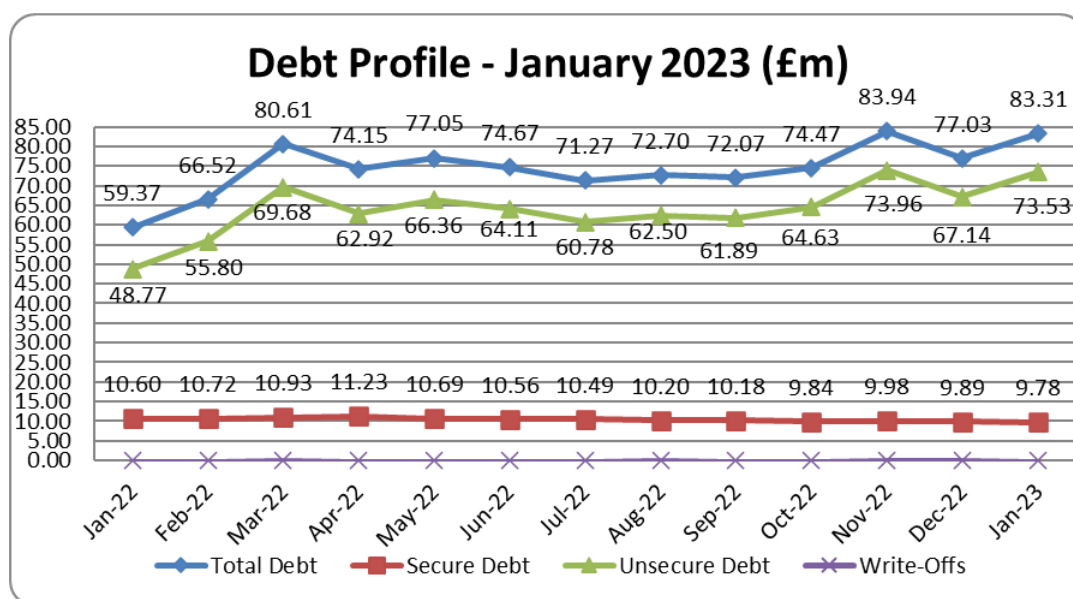
- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 92% in January 23.

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 £6.39m in January 2023. Of the £73.53m unsecure debt at the end of January 23; £16.12m is under 30 days, £1.27m has been referred to NPLaw, £1.05m is being paid off by regular instalments and £9.75m is awaiting estate finalisation. The largest area of unsecure debt relates to charges for social care, £60.32m, of which £12.53m is under 30 days and £30.99m 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 £5.25m in January 2022.
- 3.5 Secured debts amount to £9.78m at 31st January 2023. Within this total £3.30m 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 January 2023 174 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 £13,632.01.

- 3.9 For the period 1 April 2022 to 31 March 2023, there are 7 debts over £10,000 to be approved for write off totalling £114,658.40, as follows:

Debt Type	Amount	Reason
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 Monitoring 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 have resulted in the capital programme shown below:

Table 1: Capital Programme budget

	2022-23 budget	Future years
	£m	£m
New schemes approved February 2022	26.435	64.292
Previously approved schemes brought forward	220.925	406.104
Totals in 2022-27+ Budget Book (total £717.756m)	247.360	470.396
Schemes re-profiled after budget setting	63.977	7.424
New schemes approved after budget setting including new grants received	7.763	1.700
Revised opening capital programme (total £798.620m)	319.100	479.520
Re-profiling since start of year	-157.306	157.306
Other movements including new grants and approved schemes	120.601	339.683
Total capital programme budgets (total £1258.903)	282.394	976.509

Note: this table and the tables below contain rounding differences

- 1.3 The total capital programme budget has increased by £60.363m compared to the budget reported in January 23 to Cabinet (P8 £1198.540m) due to:
- £0.657m S106 contributions to various Schools projects
 - £7.8m uplift to Highways schemes as previously approved by Full Council in September 22
 - £7.4m Town Deal funding and previously approved £3.148m NCC Borrowing to fund the Kings Lynn Multi-User Hub
 - £43.135m additional NCC Borrowing for various capital schemes approved by Full Council on 21 February 23 in the 2023-24 Capital Strategy
 - £0.201m NCC Borrowing to fund the Electric Vehicle Charging points
 - £0.194m miscellaneous minor adjustments to project budgets for S106 contributions and final estimates
 - Offset by a budget reduction of £2.171m in Department of Transport funding for Highways based on the latest forecast for the Norwich City Centre E-bound traffic reduction scheme

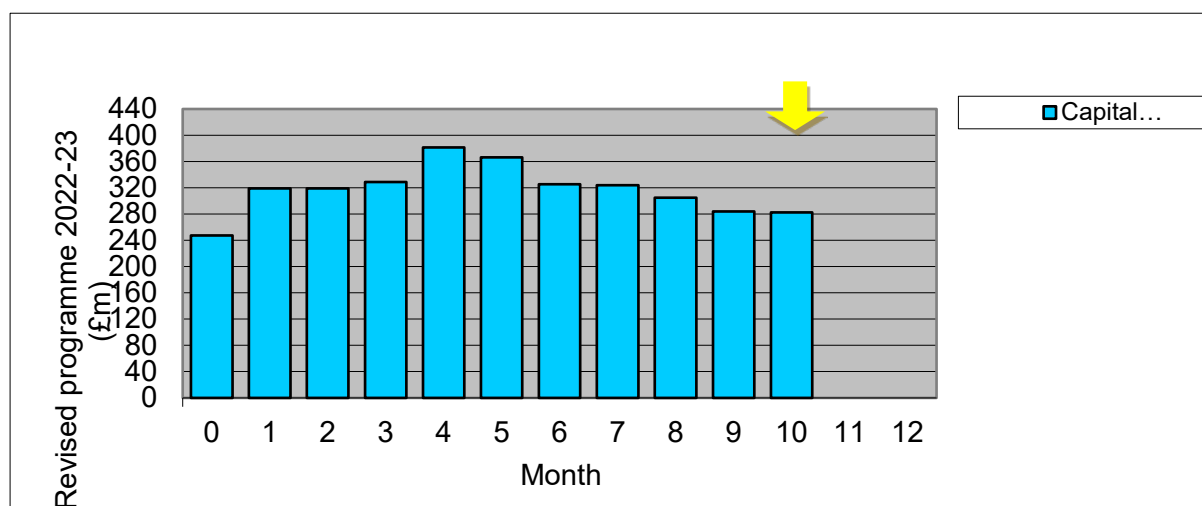
- 1.4 The Council continues to review the forecast for capital grant funding for 2022-23 and will adjust the profile of capital expenditure funded from NCC borrowing accordingly to accommodate the grant funded projects in the current year.
- 1.5 The ongoing review of forecasts has resulted in further reprofiling of £24.332m into future years budgets in P10..

A full breakdown of these movements in capital budget are available 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 will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

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	-39.532	-5.366	0.024	38.977
Adult Social Care	14.232	1.841	-1.943	0.001	14.130
Community & Environmental Services	157.149	41.093	-14.675	-3.973	179.595
Finance & Commercial Services	63.437	-17.569	-2.348	5.740	49.260
Strategy & Governance	0.432	0.000	0.000	0.000	0.432
Total	319.100	-14.167	-24.332	1.792	282.394
		304.933		-22.539	

Note: this table may contain rounding differences.

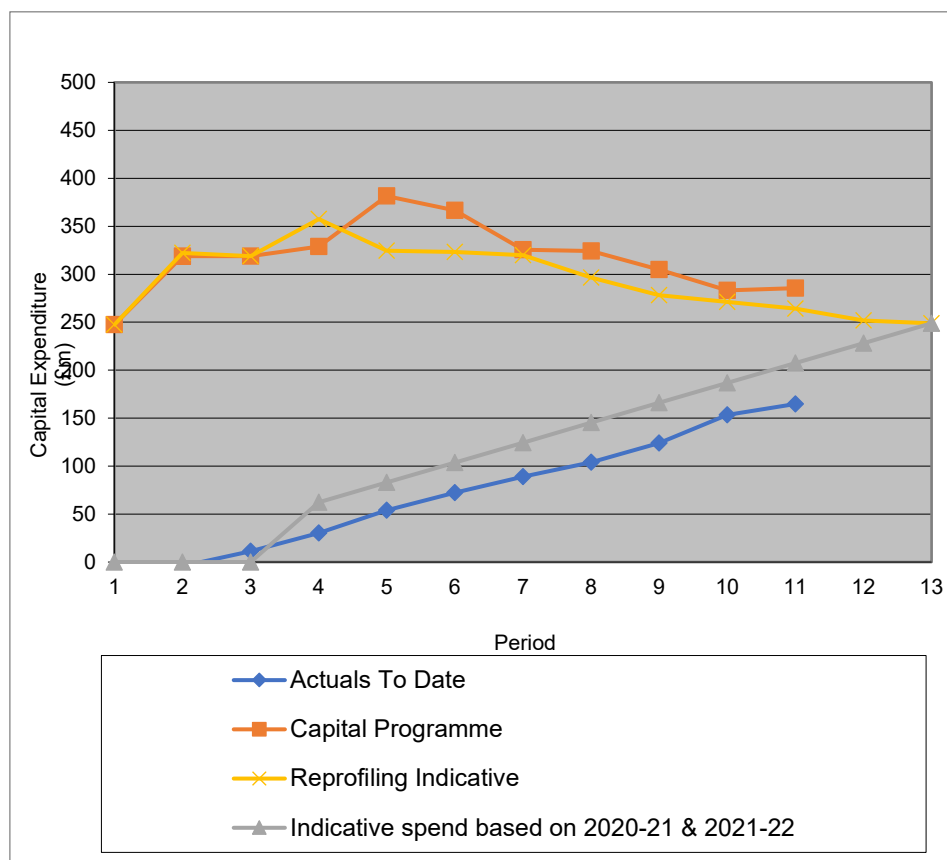
1.9 The revised programme for future years (2023-24 to 2026-27) is as follows:

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	231.238	5.366	0.632	237.236
Adult Social Care	61.612	1.943	0.000	63.556
Community & Environmental Services	536.775	14.675	23.839	575.289
Finance & Commercial Services	63.981	2.348	34.100	100.428
Strategy & Governance		0.000	0.000	0.000
Total	893.606	24.332	58.571	976.509

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 is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that expected reprofiling of budgets to future years as the progress on projects becomes clearer. As a result, capital expenditure of approximately £248.932m is expected to take place in 2022-23.

1.11 The forecast takes into account the historical tendencies for capital slippage and reflects the inflationary cost pressures in the costs of construction. There have been material increases in the post-COVID cost of construction due to increased demand, higher fuel prices and the impact of the war in Ukraine. These inflationary cost pressures are impacting the following capital schemes:

- Norwich Castle Keep project continues to experience some construction configuration delays leading to potential cost pressures, which could be mitigated by the use of CES Business Risk Reserves.
- Highways schemes where the use of materials requires large energy inputs in the manufacturing and haulage processes

- Children's Services Schools building programme
 - Other construction projects including the Great Yarmouth Operations and Maintenance Campus, County Farms and Corporate Property schemes
- 1.12 We continue to forecast between 25% and 30% increase in the cost of construction for various schemes. This is significantly reducing the Council's purchasing power and creating significant challenges for programme management and scheme delivery. The Council will continue to monitor this risk and review the potential pressures on the capital programme and proactively manage the schemes, deferring some schemes where possible to minimise the impact of inflation and continue to deliver the capital programme within the budget available. The impact of cost pressures on the capital programme forecast will be picked up as part of the regular capital monitoring process.

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

Funding stream	2022-23 Programme	Future Years Forecast
	£m	£m
Prudential Borrowing	103.43	465.01
Use of Capital Receipts		
Revenue & Reserves	0.20	-
<i>Grants and Contributions:</i>		
DfE	24.29	85.89
DfT	123.67	379.59
DoH	9.30	0.17
MHCLG	0.01	-
DCMS		
DEFRA	0.16	-
Developer Contributions	7.35	29.11
Other Local Authorities	3.80	0.04
Local Enterprise Partnership	0.02	-
Community Infrastructure Levy	2.29	3.82
National Lottery	2.49	3.04
Commercial Contributions	0.47	-
Business rates pool fund		
Other	4.92	9.84
Total capital programme	282.394	976.509

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 re-payment of debt and transformation projects, rather than being applied to fund capital expenditure. 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).

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

Financial Year	Property sales forecast £m
2022-23	8.103
2023-24	14.523
2024-25	0.801
2025-26	0.000
	23.427

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

Capital receipts 2022-23	£m
Capital receipts reserve brought forward (revised by £0.133m for yearend adjustments on cost of disposals)	5.290
Loan repayments – subsidiaries forecast for year	10.745
Loan repayments – LIF loan repayments to date	6.903
Capital receipts to date	
Capital receipts in year	23.740
Capital Receipts forecasted for asset disposals subject to contract	5.343
Secured capital receipts to date	52.020

Potential current year farms sales	0.000
Potential current year non-farms sales	0.000
Potential development property sales	0.000
Potential capital receipts	0.000
Forecast available capital receipts	52.020
Forecast use of capital receipts	
Maximum flexible use of capital receipts to support transformation costs	5.000
To fund short-life assets – IT and VPE	24.000
Norwich Western Link Reserve	5.061
Total forecast use of capital receipts	34.061

- 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 proposals

- 4.1 Of the £60.363m additions to the capital budget, the following £51.135m additions to budget have been previously approved by Full Council
- £7.8m uplift to Highways schemes as previously approved by Full Council in September 22
 - £43.135m additional NCC Borrowing for various capital schemes approved by Full Council on 21 February 23 in the 2023-24 Capital Strategy
 - £0.201m NCC Borrowing to fund the Electric Vehicle Charging points
- 4.2 The remaining £9.228m to the capital budget for January 2023 are primarily adjustments to externally funded schemes and include:
- £0.657m S106 contributions to various Schools projects
 - £7.4m Town Deal funding and previously approved £3.148m NCC Borrowing to fund the Kings Lynn Multi-User Hub
 - £0.194m miscellaneous minor adjustments to project budgets for S106 contributions and final estimates

- Offset by a budget reduction of £2.171m in Department of Transport funding for Highways based on the latest forecast for the Norwich City Centre E-bound traffic reduction scheme
- 4.3 The breakdown of the sources of funding for the additions to capital highlighted in note 4.1 is set out below in Capital Annex 1.
- 4.4 Included elsewhere in the agenda is a request to uplift the Capital Budget by £0.6m to fund the purchase of Wildfire Personal Protective Equipment for Norfolk Fire and Rescue Services. Cabinet is asked to approve this further uplift to the Capital Programme.

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
Adult Social Care							
	SB0008 : Logistics - Buildings & Supplies	NCC Funding		- 0.801		0.801	Reprofile Inc budget from 22/23 to 23/24
	SB0008 : Logistics - Buildings & Supplies	DoH Grant		- 0.173		0.173	Reprofile Inc budget from 22/23 to 23/24
	SB0008 : Logistics - Buildings & Supplies	External		- 0.036		0.036	Reprofile Inc budget from 22/23 to 23/24
	SB0044 : SCS - Reprourement	NCC Funding		- 0.050		0.050	Reprofile Inc budget from 22/23 to 23/24
	SB1600 : Housing Support Programme	NCC Funding		- 0.850		0.850	Reprofile Inc budget from 22/23 to 23/24
	SD0001 : Management and Hub	NCC Funding		- 0.007		0.007	Reprofile Inc budget from 22/23 to 23/24
	SG3000 : Norsecare Overheads	NCC Funding		- 0.026		0.026	Reprofile Inc budget from 22/23 to 23/24
	SB0008 : Logistics - Buildings & Supplies	DoH Grant	0.001				Small budget increase
Total ASC			0.001	-1.943	0.000	1.943	
Children's Services	EC2412 : Sites 2011/12	Dfe Grant		- 0.060		0.060	Reprofiled as per breakdown from Julia
	EC3812 : Watton Developer cont	S106 Developer cont		0.015		- 0.015	Reprofile to cover in year expenditure
	EC4142 : Looked After Children	NCC Funding		- 0.037		0.037	Reprofile unused budget
	EC4142 : Looked After Children	Dfe Grant		- 0.023		0.023	Reprofile unused budget
	EC4142 : Looked After Children	External		- 0.012		0.012	Reprofile unused budget
	EC4293 : AC - Academy Conversions	Dfe Grant		- 0.060		0.060	Move 60k to next year
	EC4349 : CM - Blofield Primary Masterplan	Dfe Grant		0.230		- 0.230	Reprofile to cover exp in year
	EC4352 : AC - Sprowston Academy	Dfe Grant		- 0.480		0.480	Reprofile as per Dec 13 meeting
	EC4695 : Basic need	Dfe Grant		- 0.582		0.582	Reprofile for allocation in future years
	EC4695 : Basic need	S106 Developer cont		- 0.418		0.418	Reprofile for allocation in future years
	EC4729 : AC - Greyfriars Academy SRB	NCC Funding		0.014		- 0.014	Reprofile to cover exp in year
	EC4747 : CM - SEND	NCC Funding		- 0.200		0.200	Reprofile to 23/24
	EC4747 : CM - SEND	NCC Funding		- 1.000		1.000	Reprofile for allocation in future years
	EC4758 : Temp Classroom Movements	NCC Funding		- 0.060		0.060	Reprofile for use in future years
	EC4806 : FN-St Michaels, Aylsham - Additional classrooms	S106 Developer cont		- 0.435		0.435	Reprofile as per Dec 13 meeting
	EC4822 : Condition Funding	NCC Funding		- 0.028		0.028	Reprofile for allocation in future years
	EC4822 : Condition Funding	Dfe Grant		- 0.472		0.472	Reprofile for allocation in future years
	EC4859 : AC - Ormiston Academy Costessey	Dfe Grant		- 0.300		0.300	Reprofile for final account
	EC4882 : CM - Silfield New Primary	Dfe Grant		0.090		- 0.090	Reprofile to cover exp in year
	EC4882 : CM - Silfield New Primary	S106 Developer cont		0.060		- 0.060	Reprofile to cover exp in year
	EC4889 : New - North Norwich High	Dfe Grant		- 0.011		0.011	Reprofile as per 13/12 meeting
	EC4893 : CM - Holt Primary	S106 Developer cont		- 0.030		0.030	Reprofile to 23/24
	EC4908 : CM - Poringland Phase 3	S106 Developer cont		- 0.800		0.800	Reprofile as per Dec 13 meeting
	EC4931 : Urban School Design	S106 Developer cont		0.003		- 0.003	Reprofile to cover exp in year
	EC4939 : Wymondham High Masterplan	S106 Developer cont		- 0.100		0.100	Reprofile to 23/24
	EC4958 : Swaffham SEN Land	NCC Funding		- 1.000		1.000	Reprofile as unlikely to through in year
	EC4962 : John Grant Modular Two Classbase	Dfe Grant		- 0.200		0.200	Reprofile as per Dec 13 meeting
	EC4968 : Early Years BMP	Dfe Grant		- 0.050		0.050	Reprofile as per 13/12 meeting
	EC4990 : High Needs Provision Capital	Dfe Grant		0.381		- 0.381	Funding moved back to cover allocations
	ECAPAA : SCHOOL BASED PROJECT	NCC Funding		0.200		- 0.200	Reprofile to cover exp in year
	Various S106 pots	S106 Developer cont	0.024		0.632		S106 income received
Total Children's			0.024	-5.366	0.632	5.366	

Service	Project	Funding Type	2022-23 Change(£m)	2022-23 REPROFILE	23-24+ Change(£m)	23-24+ REPROFILE	Reason for change
Community & Environmental Services							
Ec Development	PU0010 : SEP Capital General	NCC Funding		-0.324		0.324	Reprofile
	PU2916 : Great Yarmouth Energy Park	NCC Funding		-1.375		1.375	Reprofile
	PU2917 : Development of Norfolk Infrastructure	NCC Funding		-0.047		0.047	Reprofile
	PU2918 : GY O&M Campus	NCC Funding		-5.840	3.104	5.840	Reprofile and add additional funding
	PU2918 : GY O&M Campus	LEP funding		-3.769	3.143	3.769	Reprofile and add additional funding
	PU0011 : SEP zone B	NCC Funding			3.570		New
	PU0010 : SEP Capital General	NCC Funding			5.020		New
ETD Other							
	PQ6000 : CES - Customer Services Strategy	NCC Funding		- 0.016		0.016	Reprofile
	PQ6001 : E Commerce Digital Development	NCC Funding		- 0.088		0.088	Reprofile
	PQ7003 : Ash Dieback	NCC Funding			0.500		New
ETD Waste							
	PQ3034 : H W R C Equip And Vehicle	NCC Funding		- 0.037		0.037	Reprofile
	PQ3039 : HWRC Morningthorpe Improvements	NCC Funding		0.010	-	0.010	Reprofile
	PQ3040 : Caister Transfer Station	NCC Funding		- 0.750		0.750	Reprofile
	PQ3041 : Kings Lynn Transfer Station	NCC Funding		- 0.150		0.150	Reprofile
	PQ3043 : North Walsham Recycling Centre	NCC Funding		- 0.050		0.050	Reprofile
	PQ3808 : Leachate Treatment	NCC Funding		- 0.039		0.039	Reprofile
	PQ3046 : Landfill Boreholes	NCC Funding			0.020		New
	PQ3044 : HWRC - Reuse Shop in Wymondham	NCC Funding			0.300		New
	PQ3045 Recycling Centre Equipment	NCC Funding			0.189		New
Fire							
	CF0400 : Replacment operational support van	NCC Funding			0.040		New
	CF0507 : Critical equipt replacement program.	NCC Funding	0.046				New
	CF0221 : Equalities Improvements to on call fire stations	NCC Funding		-0.020		0.020	Only Reepham project to complete in year. Move balance to 23/24. Meeting 15 Dec
	CF0386 : NFRS Compressor Room Maintenance	NCC Funding		-0.100		0.100	Estimate for work to be billed by 31 Mar. Still awaiting costs for compressor mods before building alterations can be scheduled. Move 2/3 budget to 23/24. Meeting 15 Dec
	CF0390 : Fire Portable cabin/office	NCC Funding		-0.012		0.012	No further costs expected until decision around site has been made. Move balance to 23/24.
	CF0399 : Dereham Fs Phase 2 improvements	NCC Funding		-0.424		0.424	Decision on site future use to be made awaiting direction from Home Office re USAR & NILO national funding. Minimal costs around Norse fees in year. On hold. Meeting 15 Dec.
	CF0506 : Fire vehicle replacement program.	NCC Funding		-1.500		1.500	Only 6 out of 22 Stage 4 & 5 payments will be paid in 22/23 due to extended delivery times beyond year end. Will push the next veh program to the right so added to 24/25 to avoid 23/24 bunching.
	CF0507 : Critical equipt replacement program.	NCC Funding		-0.094		0.094	Equipment purchased but longer leadtime on the vehicle - will fall into 23-24.
	CF0508 : Fire Retained Alerter Equipment	NCC Funding	-0.040				Moved to IMT - Fire Alerter funding
	CF0511 : Fire Cadet Uniforms	NCC Funding		-0.018		0.018	Move balance of budget to 23/24 - balance of use from cadet uniform PPE budget.

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							
	PFA052 : Nch City Centre E-bound through-traffic reduction	DfT Other	-2.171				Budget amended to reflect latest forecast
	Various misc amendments	External	-0.150				Smaller amendments across various budgets
	PKA024:Long Stratton Bypass	DfT Block			0.093		Budget increase
	PQ7016 : 1 million Trees for Norfolk	External	0.071		0.140		Tree council & forestry commission funding
	PQ7016 : 1 million Trees for Norfolk	NCC Funding	0.123		0.367		New
	PK1002	NCC Funding			7.800		Additional funding as per July cabinet paper
	PM9999 Local Member schemes	NCC Funding			0.336		New
	PF3041 Parish Partnership Scheme - oversubscribed	NCC Funding			0.450		New
	P00010 Weather stations - move cromer and 3 new	NCC Funding			0.100		New
	PM9999 Bracondale / King Streets signalled junction	NCC Funding			1.000		New
	PM9999 - Norwich Bus Station - roof replacement	NCC Funding			0.250		New
	P00012 Ketteringham depot- strategic salt store	NCC Funding			0.750		New
Museums	MM0560 : Gressenhall Museum Fabric Maintenance	NCC Funding			0.775		New
Libraries	LL1058 : Replacement Library LYN	NCC Funding	-1.852				Budget moved to CPT CA2311
	LL0688 : S106 White Horse Lane, Trowse TUK	S016 Developer Cont		-0.001		0.001	Budget reprofile 22/23 to 24/25
	LL0726 : S106 White House Farm, Blue Boar Ln, Sprowston SPR	CIL		0.040		- 0.040	Budget reprofile from LL1040 23/24 to LL0726 22/23 to cover costs
	LL0742 : S106 Land at Mundesley Rd, Overstrand CRO	S016 Developer Cont		0.001		- 0.001	Budget reprofile from 23/24 to 22/23
	LL0742 : S106 Land at Mundesley Rd, Overstrand CRO	S016 Developer Cont			0.000		Increase LL0742 budget by the unspent funding on LL0731 - Developers didn't want the refund & asked for it to be spent on a Cromer Library
	LL0745 : S106 Three Score Care Village (Phase2) NML	S016 Developer Cont		0.001		- 0.001	Budget reprofile from 23/24 to 22/23
	LL0746 : S106 Lodge Farm, Dereham Rd (Phase2) North1 COS	S016 Developer Cont			0.011		S106 Budget Setting for additional funding for Project LL0746 CR CC0372 C9680 LL0746 DR LL4602 C3300 LL0746
	LL0774 : S106 Land to the South of Kings Drive, Bradwell	S016 Developer Cont		0.000		0.000	Budget reprofile 22/23 to 23/24
	LL0795 : S106 Goose Green (off Dunnetts Close), Ashill	S016 Developer Cont		-0.002		0.002	Budget reprofile 22/23 to 26/27
	LL0797 : S106 Two Fields Way, Land Off Hall Rd, Bawdeswell	S016 Developer Cont		0.003		- 0.003	Reversal: Budget reprofile 22/23 to 26/27
	LL0797 : S106 Two Fields Way, Land Off Hall Rd, Bawdeswell	S016 Developer Cont		-0.003		0.003	Correction: Budget reprofile 22/23 to 23/24
	LL0824 : S106 Lowestoft Road, Hopton, GOR	S016 Developer Cont			0.004		S106 Budget Setting for Project LL0824 CR CC0372 C9680 LL0824 DR LL4702 C3300 LL0824
	LL0827 : S106 Land south of Repps Road, Martham.	S016 Developer Cont			0.004		S106 Budget Setting for Project LL0827 CR CC0372 C9680 LL0827 DR LL4704 C3300 LL0827
	LL0828 : S106 Land north of Norwich Road, Watton. WAT	S016 Developer Cont			0.004		S106 Budget Setting for Project LL0828 CR CC0372 C9680 LL0828 DR LL4306 C3300 LL0828
	LL0829 : S106 Havercroft House Farm, London Road. ATT	S016 Developer Cont			0.057		S106 Budget Setting for Project LL0829 CR CC0372 C9680 LL0829 DR LL4500 C3300 LL0829
	LL1037 : Library Book Stock	NCC Funding		-0.070		0.070	Budget reprofile 22/23 to 23/24
	LL1037 : Library Book Stock	NCC Funding			2.100		New
Total CES			-3.973	-14.675	23.839	14.675	

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
Finance ICT	KT2704 : Fire Service ICT Infrastructure Refresh	NCC Funding	0.040				Fire Alerter funding transferred to IMT - ICT no longer managed by Fire.
	KT2705 : NFRS mobile phones for fire engines		0.080				New
	KT2706 : Norfolk Fire & Rescue service end equipment refresh				0.850		New
	KT2610 : Technology improvement programme 25/26				5.936		New
	KT0120 : Technology Transformation Programme 25/2				2.280		New
Finance	CPM001 : Capital management recharges				1.200		New
	KF0088 : My Oracle		2.511		1.632		New
	KF0075 : CFAT Case management system		0.041		0.016		New
Offices	CA2234 : Old - Asbestos Survey & Removal	NCC Funding		-0.374		0.374	Reprofile to future years
	CA2213 : electric Charging points	NCC Funding	0.201				Jnl already completed Oct - Funding agreed by CC - EV Charging Points
				-0.122	0.000	0.122	Reprofile and add extra £400 as per new schemes bids
	ROXXXX : Norfolk Records Office Heating System Replacement				0.412		New
	Estate Buildings Decarbonisation 23-24				4.000		New
County Farms	Various new projects	NCC Funding	0.216		5.855		New
Property Other	NFRS Welfare Provision	NCC Funding	0.050				
	NFRS - Introduction of Local Exhaust Ventilation (LEV) Systems	NCC Funding			1.970		
	NFRS – Station Accessibility Improvements	NCC Funding			0.150		
	CA2311 : Multi Use Community Hub - Kings Lynn Library	NCC Funding	1.852	-1.852	3.148	1.852	Additional borrowing
	CA2311 : Multi Use Community Hub - Kings Lynn Library	External	0.750		6.650		Additional Town Funding
Total Finance			5.740	- 2.348	34.100	2.348	
Overall Total			1.792	-24.332	58.571	24.332	

Cabinet

Item No: 20

Report Title: Authority to enact capital programme

Date of Meeting: 06 March 2023

Responsible Cabinet Member: Cllr Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George, Executive Director for Finance & Commercial Services

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 1/9/22

Introduction from Cabinet Member

The capital programme approved by council sets out an ambitious serious of investments in the county's future. The budget having been approved, Cabinet is now asked to take the necessary executive decisions for the programme to be enacted.

Recommendations:

Cabinet is asked to agree

1. To undertake a programme of capital works for which the Council has agreed a budget, as further set out in the paper *Capital strategy and programme 2023-24* (the "Programme Paper") approved by Cabinet on 30 January 2023
2. To delegate:
 - a. to the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;

- b. to the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land acquired for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
- c. to each responsible chief officer authority to:
 - i. (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - ii. approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
- 3. That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.

1. Background and Purpose

- 1.1 At its meeting on 30 January 2023 Cabinet recommended the programme to council. Council approved the budget for the programme on 21 February. Cabinet is now asked to take the decision to enact the programme, and to delegate to senior officers the necessary authorities to undertake the detailed work to complete specifications, let and subsequently manage contracts and acquire and dispose of land.

2. Proposal

- 2.1 Cabinet is asked to take the executive decision to undertake the programme
- 2.2 So that the procurement processes can be undertaken, Cabinet is asked to delegate to the Director of Procurement authority to undertake the necessary procurement processes. This will include;
- determination of the minimum standards that must be met by bidders; of the selection criteria, if the process involves shortlisting; and of the award criteria that will be used to select the winning tender;

- the authority to shortlist bidders in accordance with the selection criteria; the authority to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme) and to award contracts;
 - the authority to negotiate where the procurement process so permits; and
 - the authority to terminate award procedures if necessary – for example because no suitable or affordable offer is received.
- 2.3 In exercising these authorities the Director of Procurement is constrained by the council's policy framework and by two specific papers agreed by members:
- an approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020; and
 - the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
- 2.4 Cabinet is also asked to delegate to the Director of Property authority to acquire and dispose of land required for schemes. This may include the permanent land but also temporary and required for the delivery of the works.
- 2.5 Schemes may be let using two-stage design and build contracts. In these contracts, the price will not be known until design work has been undertaken in Stage One. Cabinet is asked to delegate authority to agree the price – or to instruct that a contract be re-tendered – to the relevant Chief Officer.
- 2.6 Once schemes are let there will inevitably be some changes due to discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope. Cabinet is again asked to delegate authority to agree these changes to the relevant Chief Officer.
- 2.7 A decision to exceed the scheme or programme budget by more than the key decision threshold would require a further member decision.

3. Impact of the Proposal

- 3.1 The intended impact of the programme is set out in the Programme Paper.
- 3.2 The impact of the proposed delegations is that it will be possible to implement the programme, and deal with inevitable post-contract changes, in a more-expeditious manner.

4. Evidence and Reasons for Decision

- 4.1 Cabinet recommended adoption of the capital budget, including adoption of new schemes, on the basis of the justifications set out in Appendix D to the programme paper. It is now logical that it approves enactment of the

programme. Expeditious execution of the programme requires the delegations to officers set out in this paper.

5. Alternative Options

- 5.1 Cabinet could choose not to approve the delegations set out herein. This would require a plethora of individual cabinet or cabinet member decisions and be likely to delay programme execution: this course of action is not recommended.

6. Financial Implications

- 6.1 Financial implications are set out in the Programme Paper

7. Resource Implications

- 7.1 **Staff:** Management of the programme will be undertaken within existing staff resources. Where additional professional resources are required, these are included in the capital budget.
- 7.2 **Property:** Property implications are set out in the Programme Paper. There are no additional implications resulting from proposals set out in this paper.
- 7.3 **IT:** IT implications are set out in the Programme paper. There are no additional implications resulting from the proposals set out in this paper.

8. Other Implications

- 8.1 **Legal Implications:** none identified

- 8.2 **Human Rights Implications:** none identified

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

A public consultation process on the 2023-24 Budget has been undertaken. As in previous years, this public consultation has informed an equality impact assessment in respect of both new 2023-24 Budget proposals and the Council's Budget as a whole, which includes the revenue impact of capital spending decisions. In addition, councillors have considered the impact of proposals on rural areas. The proposed capital programme includes a recurring capital budget specifically to resolve access and other Equality Act issues.

Detailed scheme specification or design for staff or public-facing infrastructure will need to include appropriate considerations for use of the schemes by people with disabilities (with further EqIAs as necessary).

- 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.

8.5 Health and Safety implications (where appropriate):

As set out in the Programme Paper, the proposed capital programme includes capital budgets specifically to address health and safety issues, including funding for fire safety related projects, asbestos removals, and a minor works budget to address works needed after health and safety audits.

Works will be designed and managed in accordance with the Construction (Design and Management) Regulations 2015.

8.6 Sustainability implications (where appropriate):

As set out in the Programme Paper.

8.7 Any Other Implications:

Officers have considered all the implications which member 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 As set out in the Programme Paper

10. Select Committee Comments

10.1 Not applicable

11. Recommendations

As set out in the Introduction, Cabinet is asked to agree

1. To undertake a programme of capital works for which the Council has agreed a budget, as further set out in the paper *Capital strategy and programme 2023-24* (the “Programme Paper”) approved by Cabinet on 30 January 2023
2. To delegate:
 - a. to the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisions award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - b. to the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land acquired for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;

- c. to each responsible chief officer authority to:
 - i. (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - ii. approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
- 3. That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.

12. Background Papers

[Capital strategy and programme 2023-24](#), Cabinet, 30 January 2023

[Sourcing strategy for council services](#), Policy & Resources Committee, 16 July 2018

[Social Value in Procurement](#), Cabinet, 6 July 2020

Officer Contact

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Cabinet

Item No: 21

Report Title: Disposal, acquisition and exploitation of property

Date of Meeting: 06 March 2023

Responsible Cabinet Member: Councillor Greg Peck, Cabinet Member for Commercial Services & Asset Management

**Responsible Director: Simon George
Executive Director for Finance and Commercial Services**

**Is this a Key Decision? Yes for – Acquisition of land at Lynne Road,
Swaffham
No for other cases**

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 8/12/2022

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 formally declare Norman House, Tarworks Road, Great Yarmouth NR30 1QR (6009/025) surplus to County 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 Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.**
- 2. To formally declare Land at King's Lynn Academy, Queen Mary Road, Gaywood, King's Lynn PE30 4QG (2045/067B) surplus to County 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 Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.**
- 3. To formally declare the Woodside Complex, Norwich surplus to County Council requirements and:**
 - (i) Instruct the Director of Property to dispose of the site to an independent living/extra care housing provider, or**
 - (ii) In the event of no satisfactory agreement instruct the Director of Property to dispose of the property on the open market.****In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 4. Agree to the purchase of Low Farm, The Street, Ringland NR8 6JG on terms agreed as detailed in confidential Appendix A and instruct the Director of Property to oversee the implementation of the acquisition.**
- 5. To formally declare the Land at Ward's Chase, Stow Bardolph (2075/130 part) surplus to County Council requirements and:**
 - (i) Instruct the Director of Property to dispose of the site to the adjoining owner, or**
 - (ii) In the event of no satisfactory agreement instruct the Director of Property to dispose of the property on the open market****In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and**

Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

- 6. To authorise the purchase of the land at Lynne Road Swaffham on the terms as detailed in confidential Appendix A and instruct the Director of Property to implement the acquisition.**
- 7. To reaffirm their decision made on the 7 November 2022 Cabinet report as follows: to confirm their agreement to formally declare the Land at Terrington Fern House Estate (part), Terrington St Clement (2078/108A) (edged red on plan (as noted on the correct plan)) amounting to 1.65 hectares surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding the valuation figure limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 8. To formally adopt the metal detecting and field walking policy as detailed in Appendix 1.**

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

Great Yarmouth – Norman House, Tarworks Road, NR30 1QR (6009/025)

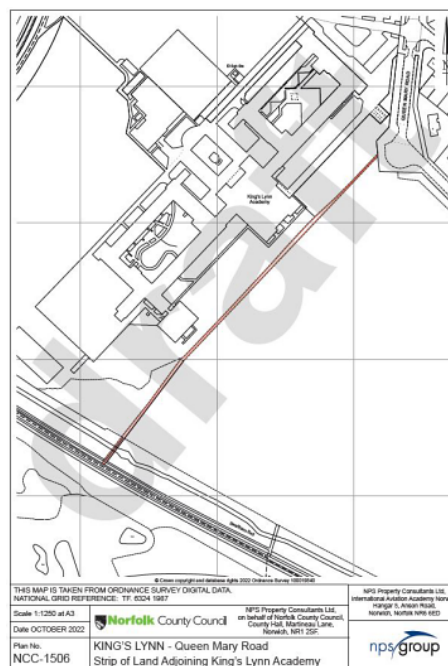
- 2.1 This property, edged red on plan, is owned freehold by the County Council. The site area is 0.34 hectares (0.84 acres) and the buildings have a gross internal area of 369m².
- 2.2 The site and building were originally used as a highway's depot. Currently Children's Services are in occupation.
- 2.3 The external structure of the main building is in poor condition and overall, the building has exceeded its design life.
- 2.4 It is proposed the Children's Services team will vacate the property and be relocated to more suitable accommodation.



- 2.5 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.
- 2.6 It is proposed to dispose of this property by open market sale through an auction or by tender.
- 2.7 The Divisional Member has been informed of this proposed disposal.

King's Lynn – Land at King's Lynn Academy, Queen Mary Road, Gaywood PE30 4QG (2045/067B)

- 2.8 The land edged red is in the freehold ownership of the Council and amounts to 0.07 hectares (0.17 acres) in area.
- 2.9 The land was acquired as part of the adjoining school site but is outside of the school boundary fence. The land has been excluded from the lease to the Academy.
- 2.10 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.
- 2.11 The Borough Council of King's Lynn and West Norfolk have planning approval to develop the adjoining field and their red-line boundary includes this land. It is proposed to seek Cabinet approval to declare the land surplus to Council requirements and dispose of this property.



- 2.12 The Divisional Member has been informed of this proposed disposal.

Norwich – Woodside Complex

- 2.13 The Woodside Complex is owned freehold by the County Council and covers a total area of 2.14 hectares (5.29 acres) and comprises four distinct sites (each edged red on plan) as follows:

Site	Floor area (m ²)	Site area
• Woodside Centre Community Hub, Witard Road NR& 9XD (4104/015A)	1,631	0.6 hectares (1.48 acres)
• 0.60.6(Former) Woodside One neighbourhood Nursery, Woodside Road NR7 9QL (4104/015C)	320	0.39 hectares (0.96 acres)
• Sensory Support Unit, Woodside Road NR7 9QL (4104/022)	280	0.16 hectares (0.40 acres)
• Norwich Professional Development Centre, Woodside Road NR7 9QL (4104/015B)	2,101	0.99 hectares (2.45 acres)

2.14 The property was originally two schools. These closed several years ago, and parts of the property sold in the early 1990s (currently the GP Surgery and the Nursing Home). The two main school buildings were repurposed into a community hub and the Professional Development Centre (PDC). The Sensory Support and Nursery buildings were added later.

2.15 The nursery is closed, and the remainder of the overall site is currently used by Childrens Services.

2.16 The proposal is to relocate all services and staff, fully vacating the property to enable the redevelopment of the whole property.

2.17 Following a review by the Director of Property in consultation with CPSG it was confirmed that the site was not required for NCC service use. However subsequently Adult Services have identified this site has having the potential for providing independent living/extra care housing. The Director of Property is assessing this, however, should this potential not be realised it is proposed to dispose of this site by open market sale through auction or by tender.



2.18 The Division Member has been informed of this proposal.

Ringland - Low Farm, The Street NR8 6JG

2.19 This property is located on the preferred route for the proposed Norwich Western Link as detailed in the report “Norwich Western Link Update” presented to Cabinet 4 July 2022. The property is edged red on plan. The property extends to approximately 0.81 hectares (2 acres) and comprises a four-bed detached farmhouse with surrounding gardens, a four-bed holiday let barn conversion and range of out buildings including stables, large barn with conversion potential and modest sized paddock/grazing land.

2.20 The property is directly affected by the proposed road and as a result the owners have the right to apply for their properties to be purchased due to blight. A Blight Notice was served on 7 July 2022 and the County Council formally accepted the notice on 26 August 2022.



2.21 Norse Consulting Ltd, on behalf of the Council, have negotiated a purchase price with the owners, to acquire the property as detailed in confidential **Appendix A**. In addition, and because of the Blight Notice, the property owner is entitled to a Home Loss Payment and disturbance costs. All these costs will be met from the approved budget for property acquisitions for the Norwich Western Link project and is not a key decision in this respect, however the total cost of acquisition exceeds delegated limits and is therefore a Cabinet decision.

2.22 The Divisional Member has been informed of this proposed acquisition.

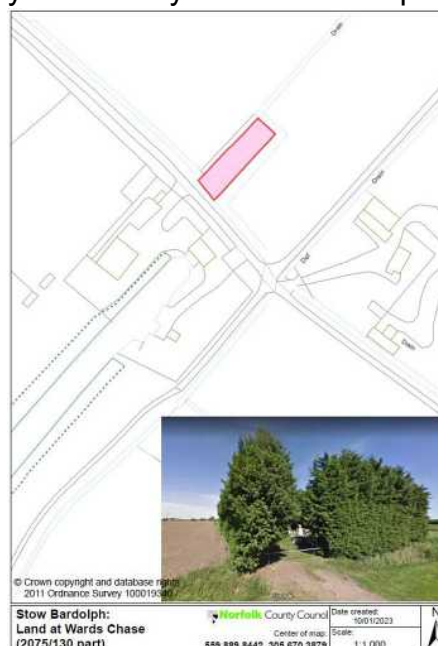
Stow Bardolph – Land at Ward’s Chase (2075/130 part)

2.23 The land, edged red on plan, is owned freehold by the County Council and is part of the County Farms estate. The site area is 0.02 hectares (0.05 acres).

2.24 The County Farms Team have reviewed this site and determined it is not required for operational use. 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.

2.25 It is proposed to offer the freehold (at best consideration) to the adjoining owners. In the event this does not proceed it is intended to dispose of this property by open market sale through auction or by tender.

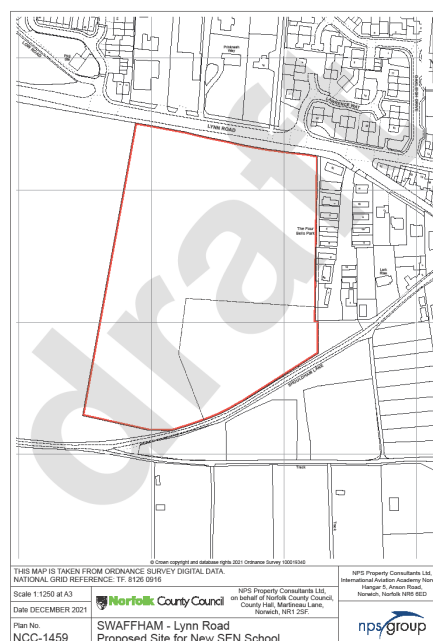
2.26 The Divisional Member has been informed of this proposed disposal.



Swaffham – Acquisition of land at Lynne Road

2.27 Norfolk approved a strategy in 2018 for transforming Special Educational Needs (SEN) Schools in the County. Children’s Services have identified a need for a 224-place SEN School within West/Central Norfolk which will also replace the existing provision at Fred Nicholson School, Dereham. This existing school is not capable of further expansion.

2.28 Children’s Services considered the potential locations for a replacement school. As part of the overall programme, a new SEN school has been developed at Easton and this, together with a shortfall of capacity in West/Central Norfolk, led to the conclusion that a site further west than Dereham would be preferable in the



context of a new Complex Needs School opening in Easton in January 2023. Swaffham emerged as the most realistic location for a new site. NPS were commissioned to undertake a site search.

- 2.29 The site at Lynne Road, Swaffham, edged red on plan, has been identified as the preferred site. The site extends to 3.18 hectares (7.68 acres).
- 2.30 NCC is finalising the negotiated terms with the vendor with the support of valuation advice from NPS as detailed in confidential **Appendix A**.
- 2.31 Members of the Children's Services Capital Priorities Group have been kept informed regarding progress on this acquisition. The Divisional Member has been informed of this proposed acquisition.

Terrington St Clement – Field at Terrington Fern House Estate (part) (2078/108A) – correction of plan

- 2.32 On the 7 November 2022 Cabinet resolved “To formally declare the Land at Terrington Fern House Estate (part), Terrington St Clement (2078/108A) (edged red on plan) amounting to 1.65 hectares surplus to County Council requirements and instruct the Director of Property to dispose of the property...”
- 2.33 Unfortunately, an incorrect plan was inserted into the report (page 390 of the agenda for the 7 November 2022 Cabinet). Following consultation with Kat Hulatt, Monitoring Officer and Karen Haywood, Democratic Services Manager it was agreed that this error be brought to the attention of Cabinet to ensure a proper audit trail for the decision is maintained. The correct plan is included in this report and the land in question is edged red.



- 2.34 Cabinet will be asked to reaffirm their original decision made on 7 November 2022 based on the correct plan.

Corporate Property Policies - Metal detecting and field walking on NCC owned land and property

- 2.35 The current metal detecting policy was developed in 2010 and related only to the County Farms estate.
- 2.36 Over the last few years, the Corporate Property Team have received requests to metal detect over non-county farms property assets. In these instances, permission was given in a more informal way.

- 2.37 It is acknowledged that these sorts of activities, on balance, are “low risk” in terms of financial loss and reputational damage to the council. Nevertheless, as a public body, Norfolk County Council should ensure that such activities are undertaken legally, and risks are minimised and mitigated.
- 2.38 To this end it is proposed to update the existing policy to encompass the whole of the County Council’s property estate and seek formal adoption.
- 2.39 In **Appendix 1** is a proposed draft metal detecting and field walking policy.
- 2.40 Confidential **Appendix A** 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 Members Delegated Decision 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 are completed.

3. Impact of the Proposal

- 3.1 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.
- 3.2 The acquisition of Low Farm, The Street Ringland NR8 6JG supports the Norwich Western Link project.
- 3.3 The acquisition of the land at Lynne Road, Swaffham supports the provision of a new Special Educational Needs school.
- 3.4 In respect of the adoption of Corporate Property Policy described above and, in **Appendix 1**, ensure a consistent understanding of the Council’s approach.

4. Evidence and Reasons for Decision

- 4.1 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.
- 4.2 The acquisition of Low Farm, The Street Ringland NR8 6JG supports the Norwich Western Link project.
- 4.3 The acquisition of the land at Lynne Road, Swaffham provides a suitable site to construct a new Special Educational Needs school.

- 4.4 In respect of the Corporate Property Policy, adoption will improve the understanding of the procedures of obtaining permission to metal detect/field walk on Council owned land and property.

5. Alternative Options

- 5.1 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.
- 5.2 The acquisition of Low Farm, The Street Ringland NR8 6JG is the result of the issue of a Blight Notice.
- 5.3 The acquisition of the land at Lynne Road, Swaffham followed a comprehensive search for a site and this site has been made available and is in the appropriate location.
- 5.4 The adoption of the Corporate Property Policy formally acknowledges the procedures and principles, the alternative would be not to do so.

6. Financial Implications

- 6.1 Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.
- 6.2 The acquisition of Low Farm, The Street Ringland NR8 6JG will be via the capital programme.
- 6.3 The acquisition of the land at Lynne Road, Swaffham will be via the capital programme.

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 disposals and acquisitions 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):** In respect of the acquisition of Low Farm, The Street Ringland NR8 6JG an EqIA has been undertaken as part of the overall Norwich Western Link project as noted in the report to Cabinet on 15 July 2019. No specific EqIA has been undertaken in respect of the other 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 and acquired 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.
- 9.2 The adoption of Corporate Property Policies reduces the risk activities not being in accordance with the Council's constitution.

10. Recommendations

- 10.1 Cabinet is asked to formally declare Norman House, Tarworks Road, Great Yarmouth NR30 1QR (6009/025) surplus to County 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 Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.
- 10.2 Cabinet is asked to formally declare Land at King's Lynn Academy, Queen Mary Road, Gaywood, King's Lynn PE30 4QG (2045/067B) surplus to County 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 Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.
- 10.3 Cabinet is asked to formally declare the Woodside Complex, Norwich surplus to County Council requirements and:
- (i) Instruct the Director of Property to dispose of the site to an independent living/extra care housing provider,
 - or
 - (ii) In the event of no satisfactory agreement instruct the Director of Property to dispose of the property on the open market.
- In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial

Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

- 10.4 Cabinet is asked to agree to the purchase of Low Farm, The Street, Ringland NR8 6JG on terms agreed as detailed in confidential **Appendix A** and instruct the Director of Property to oversee the implementation of the acquisition.
- 10.5 Cabinet is asked to formally declare the Land at Ward's Chase, Stow Bardolph (2075/130 part) surplus to County Council requirements and:
- (i) Instruct the Director of Property to dispose of the site to the adjoining owner, or
 - (ii) In the event of no satisfactory agreement instruct the Director of Property to dispose of the property on the open market.
- In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.6 Cabinet is asked to authorise the purchase of the land at Lynne Road Swaffham on the terms agreed as detailed in confidential **Appendix A** and instruct the Director of Property to implement the acquisition
- 10.7 Cabinet is asked to reaffirm their decision made on the 7 November 2022 Cabinet report as follows: to confirm their agreement to formally declare the Land at Terrington Fern House Estate (part), Terrington St Clement (2078/108A) (edged red on plan (as noted on the correct plan)) amounting to 1.65 hectares surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding the valuation figure limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.8 Cabinet is asked to formally adopt the metal detecting and field walking policy as detailed in **Appendix 1**.

11. Background Papers

- 11.1 Cabinet report 4 July 2022, "Norwich Western Link Update" agenda page 36, [LINK to agenda](#)
- 11.2 Policy & Resources report, 20 October 2018, "Transforming the System for Special Educational Needs & Disability (SEND) in Norfolk" agenda page 20, [LINK to agenda](#).

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

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Proposed policy

Corporate Property Policy – Metal detecting and field walking

1. The County Council recognises that metal detecting (and field walking) is a popular hobby that can help increase society's understanding of the past. The Council is keen to promote a close working relationship with metal detecting individuals, clubs and societies that can help interpret and protect the Council's land and property portfolio for future generations. The Council will not allow unauthorised or unsupervised metal detecting/field walking on any part of the council's land and property estate.
2. Norfolk County Council (NCC) has previously had a metal detecting policy for the County Farms estate, but this did not extend to the whole of the County Council's property portfolio.
3. The policy will now include all land and property owned by Norfolk County Council. This policy also includes field walking that is undertaken in a structured way, whether by amateur archaeological societies or individuals. Results of such surveys are expected to be lodged with the County Historic Environment Record.
4. It is likely most requests will be in relation to the County Farms estate; however, requests will be considered in relation to other Council owned land and property that is no longer in operational use for service delivery.
5. For the avoidance of doubt permission will not be given for:
 - Land and property that is in operational use for service delivery.
 - All land and property that is leased in/licensed in i.e. whilst under NCC control is not owned by the County Council.
 - Gardens and curtilages to farms estate houses and buildings.
 - County Farms land that is not cultivated i.e. meadows and grassland.
 - Sites that are Scheduled Monuments.
 - Land and property known to be contaminated.
 - Former and existing land fill sites.
 - All highway verges or junctions where the activity would cause a distraction compromising the public safety.
 - Land acquired under compulsory purchase provisions for major infrastructure projects where the land in question is not accessible direct from existing rights of way. Even then, in those circumstances permission may not be given as the contractor may have already entered the site to commence their works.
6. All permissions are at the full discretion of the Corporate Property Officer, and, where deemed necessary, following advice sought from the Council's archaeological service and other departments when considering applications.

7. All metal detecting/field walking will only be permitted under the control of a Licence Agreement (and in the case of County Farms land then only with the consent of the occupying tenant), a licence fee will be charged and paid prior to the activity commencing.
8. The Licence Agreement is a written agreement between the County Council and individual detectorist, metal detectorist club or society that will allow access under special conditions. A Licence Agreement will not be issued unless there is full commitment to its terms and conditions. All licenses will record the date(s) when access is permissible. Names of licensees will be provided to the County's Finds Identification and Recording Service. Preference for licenses will be shown to applicants with established relationships with the County's Finds Identification and Recording Service or for recording through the Portable Antiquities Scheme.
9. Detectorists, detectorist club or society must agree to abide by the Code of Practice for Responsible Metal Detecting in England and Wales¹ and report all finds to the Council's Finds Liaison Officer under the Portable Antiquities Scheme.
10. While established metal-detecting clubs may apply for a license, such permissions will not be issued for commercial detecting 'rallies'. Responsibility for ensuring all finds made are recorded will rest with the officers of such clubs.
11. All finds should be promptly reported, within 8 weeks of being discovered. Proof of reporting finds must be made to the officer who issued the licence.
12. Licence Agreements will only be issued where it can be shown that metal detecting can actively increase archaeological knowledge, limit damage to archaeological sites, help locate pipes and services during engineering works, or very exceptionally to locate lost personal items.
13. All finds, with the exception of 'treasure', remain the property of Norfolk County Council. In certain exceptional circumstances non-Treasure cases may be retained for the County Museums Service. Under the Treasure Act 1996 anything that might be considered 'treasure' must be reported to the local Coroner. Rewards for Treasure cases are administered through the normal processes defined under the Treasure Act legislation; Norfolk County Council will not usually claim financial rewards for Treasure cases found on its land as Norfolk Museums Service will normally be the acquiring museum.
14. Where sites are overgrown by grass and weeds the council will not undertake prior cutting to facilitate the metal detecting/field walking activity unless the timing is such that it is part of the Councils usual maintenance regime.
15. Applicants will require to be insured. Insurance for metal-detectorists is provided through membership of detecting clubs or personal membership with organisations such as the National Council for Metal Detecting (NCMD).

¹ Current revision is 2017

16. The County Council's support to be acknowledged in any displays/publications arising from the metal detecting/field walking activity.

END