

Cabinet

Date: **Monday 7 November 2022**

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 Growing the Economy.
Cllr Bill Borrett	Cabinet Member for Adult Social Care, Public Health & Prevention
Cllr Margaret Dewsbury	Cabinet Member for Communities & Partnerships
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
Cllr Martin Wilby	Cabinet Member for Highways, Infrastructure & Transport

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](#)

However, if you wish to attend in person it would be helpful if, you could indicate in advance that it is your intention to do so as public seating will be limited. This can be done by emailing committees@norfolk.gov.uk.

The Government has removed all COVID 19 restrictions and moved towards living with COVID-19, just as we live with other respiratory infections. However, to ensure that the meeting is safe we are asking everyone attending to practice good public health and safety

behaviours (practising good hand and respiratory hygiene, including wearing face coverings in busy areas at times of high prevalence) and to stay at home when they need to (if they have tested positive for COVID 19; if they have symptoms of a respiratory infection; if they are a close contact of a positive COVID 19 case). This will help make the event safe for all those attending and limit the transmission of respiratory infections including COVID-19.

A g e n d a

1 To receive any apologies.

2 Minutes

Page 7

To confirm the minutes from the Cabinet Meeting held on Monday 3 October 2022

3 Members to Declare any Interests

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

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

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

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

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

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

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

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

5 Updates from the Chairman/Cabinet Members

6 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Tuesday 1 November 2022. 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 1 November 2022.

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|---|----------|
| 8 Transport East Transport Strategy Endorsement
Report by the Director of Growth and Development | Page 45 |
| 9 Norfolk Safeguarding Adults Board – Annual Report 2021-2022
Report by the Executive Director of Adult Social Services | Page 215 |
| 10 Annual Review of Norfolk Adoption Service 2021-2022
Report by the Executive Director of Children's Services | Page 252 |
| 11 Statement of Purpose and annual review Norfolk Fostering Service
Report by the Executive Director of Children's Services | Page 305 |
| 12 Annual Review of NCC Residential Children's Homes
Report by the Executive Director of Children's Services | Page 339 |
| 13 Finance Monitoring Report 2022-23 P6: September 2022
Report by the Executive Director of Finance and Commercial Services | Page 350 |
| 14 Disposal, acquisition and exploitation of property
Report by the Executive Director of Finance and Commercial Services | Page 386 |

**15 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 Commercial Services and
Asset Management:**

- [Broadland Northway – Taverham, Acquisition of land from Mr & Mrs G](#)

Decision by the Cabinet Member for Governance and Strategy:

- [Household Support Fund – Round 3](#)

**Decisions by the Cabinet Member for Highways, Infrastructure and
Transport:**

- [Funding submission to Air Quality Grant 2022-23](#)
- [Dereham – Westfield Road and School Lane 20mph Zone and Waiting Restrictions](#)
- [Extension of the existing e-scooter trial in Norwich](#)
- [West Winch Housing Access Road - Community Consultation](#)

16 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 items below on the grounds that they involve the likely disclosure of exempt information as defined by paragraphs 2 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.

**17 Annual Review of NCC Residential Children's Homes: Exempt
Appendix**

Report by the Executive Director of Children's Services

18 Disposal, Acquisition & Exploitation of Property: Exempt Annex

Report by the Executive Director of Finance & Commercial Services

Tom McCabe
Head of Paid Service
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NR1 2DH

Date Agenda Published: 23 September 2022



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Cabinet
Minutes of the Meeting held on Monday 3 October 2022
in the Council Chamber, County Hall, at 10am

Present:

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy & Governance.
Cllr Bill Borrett	Cabinet Member for Adult Social Services and Public Health
Cllr Margaret Dewsbury	Cabinet Member for Communities and Partnerships
Cllr John Fisher	Cabinet Member for Children's Services
Cllr Tom FitzPatrick	Cabinet Member for Innovation and Transformation
Cllr Andrew Jamieson	Cabinet Member for Finance
Cllr Greg Peck	Cabinet Member for Performance and Asset Management
Cllr Eric Vardy	Cabinet Member for Environment and Waste
Cllr Martin Wilby	Cabinet Member for Highways, Infrastructure and Transport

Executive Directors Present:

James Bullion	Executive Director of Adult Social Services
Paul Cracknell	Executive Director of Transformation and Strategy
Helen Edwards	Monitoring Officer and Head of Legal Services
Simon George	Executive Director of Finance & Commercial Services
Sara Tough	Executive Director of Children's Services

Cabinet Members and Executive Directors introduced themselves. The Norfolk Police and Crime Commissioner and Director of Norfolk Fire and Rescue Service were also present at the meeting.

1a Apologies for Absence

- 1a.1 Apologies were received from Cllr Graham Plant, (the Vice-Chairman) the Executive Director for Community and Environmental Services (Director of Norfolk Fire and Rescue Service substituting).

1b. Election of Vice-Chair

- 1b.1 In the absence of Cllr Graham Plant, a Vice-Chairman was elected for the meeting. The Chairman, seconded by the Cabinet Member for Finance, nominated the Cabinet Member for Children's Services. The Cabinet Member for Children's Services was elected as Vice-Chairman for the meeting.

2 Minutes from the meeting held on Monday 5 September 2022.

- 2.1 Cabinet agreed the minutes of the meeting held on Monday 5 September 2022 as an accurate record.

3 Declaration of Interests

- 3.1 No interests were declared.

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

- 4.1 Cllr James Bensly, Chair of Infrastructure and Development Select Committee, spoke to Cabinet about the Great Yarmouth Learning Centre and King's Lynn Multi-User Community Hub which had been discussed at the Infrastructure and Development Select Committee meeting on 26 September 2022 (please refer to item 13 for associated report to Cabinet):
- Cllr Bensly thanked Cabinet for their support of these two projects
 - Cllr Bensly spoke about the exciting development of Great Yarmouth Library in the former Palmers building into a one-stop-shop for skills, learning and advice to enhance peoples' everyday lives and provide easy access to services.
 - Cllr Bensly noted that the projects were a significant investment, which would transform residents' and visitors' experiences of the two town centres, and he hoped that Cabinet would join him in praise of the progress taken towards these projects to date.
 - Cllr Bensly was keen to see these projects progress to completion.

5 Items of Urgent Business

- 5.1 The Chairman made an announcement about the Household Support Fund
- Across the country government was investing £500m for local authorities to use as the latest round of the Household Support Fund. Norfolk's share is worth £6.7m and being bolstered by the county council with a further £1.2m, adding to the already significant investments planned for Norfolk communities.
 - The funding would enable the continuation of the excellent partnership work that had happened across the county to date, including the creation of 15 food hubs across the County through a pioneering collaboration with the community foundation. This had supported 12,000 people already, with other parts of the country seeking to learn from this best practice.
 - This tranche of the Household Support Fund would run from October to April 2023 and be spent in several areas:
 - £3.6m for cost-of-living vouchers to families of free school meals eligible children
 - £2.7m to continue the county council's existing Norfolk Assistance Scheme (NAS)
 - £0.9m for district councils to provide community support which targets those most in need
 - £0.4m of support targeted to voluntary and community groups, via the Norfolk Community Foundation
 - £0.22m to voluntary and community organisations to cover core costs for providing warm spaces for vulnerable people
 - £0.084m to support libraries to continue their "Warm and Well" schemes, and "Grab and Go" bags, including free sanitary products
 - The council would be using this extended package of investment to help those most in need to access additional support over the winter months, including help with energy and water costs.
 - The success of delivery was through the strong partnerships established across Norfolk - with district councils, the voluntary sector, Anglian Water and schools to make sure we can reach those who need this support the

most. It would also provide some much-needed help over the Christmas period.”

- Alongside the many economic development and infrastructure projects, NCC’s investment in Norfolk communities includes:
 - £7m of capital funding for Multi-Use Hubs which will re-develop town centres in King’s Lynn and Great Yarmouth, co-locating Adult Education and Libraries alongside wider community support
 - £4.7m in multiply funding aimed at improving adult numeracy skills through free personal tutoring, digital training, and flexible courses
 - £2.7m for the Holiday Activity and Food programme in conjunction with Active Norfolk, providing free holiday activities for eligible children and young people aged 5-16 in Norfolk
 - £1.2m for Nourishing Norfolk, Warm Spaces, and to expand the capacity of the Advice Network

5.2 The Chairman made an announcement about Avian Flu in Norfolk:

- Avian Flu in Norfolk is currently rife and there are 6 infected sites in Norfolk 4 of which are the Attleborough / Watton area. Suffolk has 6 with 5 near the Norfolk border
- To have these many cases at this time of the year is unprecedented.
- What I have mentioned is Avian Flu in commercial flocks and does not take into the account any losses our wild birds have suffered.
- Reports are coming in from the Broads, Thetford and along the coast of cases in wild birds. This shows the virus is impacting the wild bird populations and we all need to do our bit to prevent this virus spreading in Norfolk.
- We are now entering the season when the virus can survive for a long period in the environment.
- If you live in or frequent our countryside to do nothing is not an option and we must all show collective responsibility in doing what we can to combat this virus.
- One thing to do is to disinfect your footway if you have been where wild birds frequent or are going to.
- We have yet to see most of the migratory wildfowl that frequent Norfolk during the winter, and this is why we have to do our bit to protect them as well as our domestic poultry. Heavy losses across all sectors will impact on our economy and our biodiversity.
- The Eastern region has 20% of the UK poultry flock and 41% of the UK turkey flock. 90% of Christmas geese are also farmed in Norfolk and of the 4 largest flocks in Norfolk there is only 1 now so you can see the heavy toll this virus has taken already.
- Members of the public should report to Defra on the Helpline 03459 335577, if they find 1 dead bird of prey, 3 or more Gulls, ducks, geese and swans and 5 or more other birds.
- Please do not touch or move the birds and keep your pets away from any sick or dead birds.

6 Public Question Time

6.1 No Public questions were received.

7 Local Member Questions/Issues

- 7.1 The list of Local Member questions and the responses is attached to these minutes at Appendix A.
- 7.2.1 Cllr Maxine Webb asked a supplementary question:
- Cllr Webb noted that in the response to her substantive question, the figures she used were queried; she clarified that she took figures from page 532 of the Cabinet Report, "Corporately Significant Vital Signs".
 - Cllr Webb acknowledged the hard work of staff under pressure in teams with limited resources available, but felt that families did not recognise the statement in the reply to her question that SEND services had improved "significantly over the past 2 years"
 - Cllr Webb was under the impression that a fourth special needs school was in planning, however the response to her question stated that a bid for a fourth and fifth special school was being submitted this month. She queried if the funding set aside for building special needs schools had therefore been spent and this bid was for additional money.
- 7.2.2 The Cabinet Member for Children's Services apologised for the error in his response; this figure in the report related to April to June 2022 statistics, whereas the figures covered in his response were current. He replied that the department had the same target in place as before and were working with schools to build confidence in the school system, so parents did not feel that the only route for support for children with special educational needs and disabilities was an Education Health and Care Plan. Identifying sites for special needs schools had been an area of difficulty and officers had been working with a landowner to come to an agreement for the fourth planned school. He offered to provide a full financial breakdown to Cllr Webb.

8. Norfolk Fire and Rescue Service Statement of Assurance 2021/22

- 8.1.1 Cabinet received the report setting out the Norfolk Fire and Rescue Statement of Assurance for 2021-22, an annual statement which provides assurances on financial, governance and operational matters for the previous year and showing how the service has had due regard to the expectations set out in their Community Risk Management Plan (previously Integrated Risk Management Plan (IRMP)) and the requirements included in the Fire and Rescue National Framework 2018.
- 8.1.2 The Cabinet Member for Communities and Partnerships introduced the report to Cabinet:
- The effects of Covid-19 affected statistics for 2021 due to staff illness and less home visits being carried out due to the risks of spreading Covid-19.
 - During the pandemic, other work was carried out by the Fire Service in collaboration with the Police, ambulance service and Resilience Forum.
 - Following the inspection in October the results of which had been published and the Service was working on improvements as set out in the Community Risk Management Plan 2023/26 in item 9 on the agenda.
 - This report provided assurance that the Norfolk Fire and Rescue Service were financial, governance and operational assurance arrangements were operating effectively and following statutory requirements as set out in the national framework 2018 and subsequent updates.
 - The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.

- 8.2 The Chairman noted the vision and mission set out in the Statement of Assurance. The Chairman also noted the discussion of collaboration on page 37, training and evaluation on page 52 and external scrutiny on page 54 of the report.
- 8.3 Cabinet **RESOLVED** to
1. Note the assurances that financial, governance and operational management of Norfolk Fire and Rescue Service meet statutory requirements.
 2. Consider and approve the Norfolk Fire and Rescue Service Statement of Assurance 2021/22. (Appendix A of the report).
- 8.4 **Evidence and Reasons for Decision**
It is a legal requirement to publish an annual Statement of Assurance. The format and content is for the Fire Authority to agree.
- 8.5 **Alternative Options**
It is a legal requirement to publish this document, therefore, there is no viable alternative.
9. **Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26**
- 9.1.1 Cabinet received the report setting out the Norfolk Fire and Rescue Community Risk Management Plan (CRMP) for 2023/26 in accordance with the requirements of the Fire and Rescue National Framework for England 2018, setting 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.
- 9.1.2 The Director of Norfolk Fire and Rescue Service introduced to Cabinet that the plan was comprehensive with significant data setting out how Norfolk Fire and Rescue Service would organise and respond to risks. There were elements to the Community Risk Management Plan including 6 proposals which the service would consult on prior to approval, and several elements of emergent risk which would be kept under review to ensure the service was agile and responding to Norfolk's needs.
- 9.1.3 The Police and Crime Commissioner for Norfolk thanked the Norfolk Fire and Rescue Service for providing them with a briefing. The Police and Crime Commissioner noted that the Police Service were interested in collaboration, but this was not discussed in the Community Risk Management Plan. He suggested that an additional proposal was included on collaboration. The Police and Crime Commissioner noted that the Community Risk Management Plan included lots of discussion on prevention, but this topic was not included in the proposals; he therefore suggested including a separate proposal on prevention.
- 9.1.4 The Cabinet Member for Communities and Partnerships introduced the report to Cabinet
- Norfolk Fire and Rescue Service played a vital role in keeping the County safe, as seen in the summer 2022 heat wave and resulting wildfires, and flooding of previous years. Thanks to the professional dedication and

preparedness of the service the damage caused by the wildfires was not more significant.

- Consideration and analysis of risks ensured that the service has the right infrastructure, resources and capacity in place to have a robust response to emergencies.
- The Norfolk Fire and Rescue Service had a duty to develop management plans in line with national guidelines.
- The current integrated risk plan had five proposals: to strengthen communities via protection services; to develop a new concept of operations; to explore the potential to develop co-responding; to maintain our specialist water rescue capabilities and; adopt national performance measures against emergency response measures when introduced. This plan would come to an end in 2023 and the new Community Risk Management Plan therefore needed to be ready with a new set of proposals
- the aims were: to improve response times by considering improvements in the highway infrastructure and reviewing the optimum locations for fire stations; improve the effectiveness of prevention activities by improving collaboration with other agencies to ensure there is a joined up safety net across the county; maximise efficiency and effectiveness by assigning staff and resources most effectively across the county, realigning specialist emergency response capabilities and; future proofing the service by developing intelligence, data and staff skills.
- Results from the public consultation would be considered in December 2022 and January 2023, with the final version of the Plan being considered at Full Council for approval in March 2023.
- The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.

- 9.2 The Chairman requested that the suggestions raised by the Police and Crime Commissioner be added into the Community Risk Management Plan, if possible to do so without delaying the consultation. If this would delay the consultation, he suggested that these be put forward as part of the consultation response. The Director of Norfolk Fire and Rescue Service **agreed** to add these suggestions into the Community Risk Management Plan.
- 9.3 The Cabinet Member for Adult Social Care, Public Health and Prevention highlighted the support in the report for the East Anglian Ambulance Service working with the Fire Service as this was one of the health and care services under stress since the Covid-19 pandemic. The Cabinet Member for Adult Social Care, Public Health and Prevention applauded the Cabinet Member for Communities and Partnership's desire for the Fire Service to work in collaboration with the other emergency services.
- 9.4 The Cabinet Member for Environment and Waste noted paragraph 1.9 of the report talking about the community risk profile and impact of climate change on communities. Evidence of this had been seen in 2022 but the full impact had not yet been seen in Norfolk. He was pleased to note that Norfolk Fire and Rescue Service had recognised this as an operational matter to address moving forward.
- 9.5 The Cabinet Member for Innovation, Transformation and Performance noted that Norfolk Fire and Rescue Service was highly respected and thanked them for

their work during the summer heatwave and fires. He discussed the high level of stakeholder input in developing the plan.

9.6 Cabinet **RESOLVED** to:

1. Agree to proceed to public consultation on the draft Community Risk Management Plan 2023-26 (CRMP23-26), as detailed in this report and at Appendix A of the report, including the following two amendments to the proposals:
 - A proposal to be included covering collaboration, the wording of which to be finalised by the Director of Norfolk Fire and Rescue
 - A proposal to be included covering prevention, the wording of which to be finalised by the Director of Norfolk Fire and Rescue
2. Review and agree the CRMP23-26 Summary Version as set out in Appendix B of the report

9.7 **Evidence and Reasons for Decision**

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

9.8 **Alternative Options**

Please see section 6 of the report.

10. Strategic Review Update

10.1.1 Cabinet received the report setting out work carried out today on the Strategic Review.

10.1.2 The Chairman introduced the report to Cabinet:

- Firstly, what is the Strategic Review all about? It's a review of the whole organisation to enable the County Council to meet the organisational and financial challenges that we are currently facing and will continue to face in the coming years. As an upper tier local authority, we are far from alone in having to address these challenges. To serve our communities well we need to have the right size and shape of the organisation not just for now but for the years to come. And also, the right people in place to deliver on all that our residents, businesses and communities want.
- How is it being taken forward? The report talks about a number of complementary themes that will lead us to bring about a leaner organisational structure, which in turn should aid engagement and communication, internally and externally.
- The work to date has seen us review the organisation through the lens of organisation design. We have deliberately taken a whole Council approach to considering new models, ways of working and any associated structural changes. This will enable the right capacity and capability across the organisation within the current challenging financial landscape.
- The initial focus areas are primarily those that facilitate and support the delivery of our core services to our communities. We are also applying a consistent set of principles around spans of control and the organisational layers across the whole Council. This will lead us to reviewing and

refreshing our current structures and give us greater clarity on accountabilities, faster decision making, improved management of risk and empowerment of staff with clarity on career progression and development opportunities.

- Future activity will see us adopt career families, which will support professional leadership, development and talent – which should aid staff retention. This will partly be delivered by implementing standardised job role profiles, which will help to maintain a good structure in the future and mitigate equal pay risk.
- Part of the work is to design a pay and reward strategy, which will assist recruitment by ensuring we are competitive in the job market.
- The Strategic Review is not a temporary piece of work. It 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.
- This will be an ongoing challenge in an evolving public sector environment - with various financial and policy levers exercised by Government and other key players – but one in which we must succeed.
- We will discuss later the strategic financial challenges facing the Council and how we are responding to them.
- The Strategic Review is an integral part of this Council's response. This particularly reflected in the third element of the recommendations before us and set out on Page 203 of the report.
- What's happened so far? Cabinet members can see from section 1 starting on page 203 of the report how the work has evolved from the time of the first Cabinet report in April and that section summarises where we have got to in the first 4 of the initial 12 months of the review.
- I think we should take on board what is said in paragraph 1.3 on Page 203 of the report that this is the first time such a review has been done at Norfolk County Council for 10 years. Whilst the organisation as it currently exists has served us and our communities well, we need to look to the future and create a modern, efficient and cost-effective Council focused on delivering the best quality services we can for everyone in Norfolk.
- The Chairman referred Cabinet Members to and went through the recommendations on Page 203 of the report which were very specific to move the whole review forward.
- The Chairman moved the recommendations as set out in the report.

- 10.2 The Cabinet Member for Adult Social Care, Public Health and Prevention felt that the biggest risk to the Council was not to continue with the review; he noted that an organisation as large as the Council needed to review its operations periodically, which had not been carried out by Norfolk County Council for ten years. The Cabinet Member for Adult Social Care, Public Health and Prevention felt that it was responsible in the current global climate to ensure the Council was as efficient and strategic as possible to meet people's needs.
- 10.3 The Cabinet Member for Innovation, Transformation and Performance noted the need to focus on the delivery of services following the aims of Better Together for Norfolk, what was best now and how things could be carried out in a better way. With changes in technology ways to carry out work at a lower cost may be able to be identified.
- 10.4 The Cabinet Member for Commercial Services and Asset Management felt that

the review was overdue and congratulated the Council on the commitment to this being an ongoing process.

- 10.5 The meeting adjourned at 10:40 until 11:02 due to a fire alarm.
- 10.6 The Chairman noted Cabinet's commitment to the review as an important piece of work to carry forward.
- 10.7 The Cabinet Member for Finance noted that as it had been 10 years since the last review this would provide an opportunity to examine the direction of the organisation and how things could be done more effectively across the organisation leading to better outcomes. This would be an ongoing review and he was pleased to see that savings of £16m had been highlighted so far. The final figures would be incorporated into departmental savings targets.
- 10.8 The Chairman recognised that there was lots of work still to be done however this review was part of the strategic work needed to create an organisation fit for the future.
- 10.9 Cabinet **RESOLVED** to
Approve the approach to developing the emerging proposals of:
- Reconfiguration of prioritised service areas for Phase 1 as set out at Paragraphs 2.4 - 2.8 of the report;
 - Driving consistency in our organisation's spans and layers through application of common principles to all service areas as set out at Paragraphs 2.9 - 2.11 of the report;
 - A rolling review of all service areas to build the new strategic operating model for the Council.

10.10 **Evidence and Reasons for Decision**

Please refer to section 4 of the report.

10.11 **Alternative Options**

We could decide to not proceed with the review, but this will not address the organisational issues identified in this paper nor the budget imperative.

11. Norfolk's Bus Service Improvement Plan

- 11.1.1 Cabinet received the report setting out the proposals for the Bus Service Improvement Plan funding that we were submitted to the Department for Transport (DfT), what we have delivered so far without funding, and what the public and stakeholders said about our Bus Service Improvement Plan when we carried out a county-wide consultation earlier this year.
- 11.1.2 The Director of Highways, Transport and Waste gave an update to Cabinet. The Infrastructure and Development Select Committee due to be held in September 2022 which was postponed due to the national period of mourning had been rearranged for Monday 26 September 2022. At this meeting they had received a report about the Bus Service Improvement Plan. There had been good debate on the topic with key points covered being keeping the network clear from obstructions and suggestions for bus service routing. The report was

unanimously agreed.

- 11.1.3 The Cabinet Member for Highways, Infrastructure and Transport introduced the report to Cabinet:
- In March 2021 Government announced their bus strategy “Bus Back Better”. As part of this, to receive funding, local transport authorities were required to publish a bus service improvement plan and form an enhanced partnership with bus operators which Norfolk County Council did.
 - In April 22 Norfolk was one of 31 local authorities to receive an indicative funding allowance of one of the highest amounts in the country. The allocation was £49.55m over 3 years split between £30.9m for capital and £18.6m for revenue.
 - By May 2022, the council was required to outline to the Department for Transport what they would spend the funding on and what would be achieved as a result. By June 2022 a proposed revision to the enhanced partnership plan that reflected this funding and reconfirming the commitments to funding and provision had to be submitted. By mid-August the Department for Transport confirmed the funding.
 - The report outlined the commitments submitted to the Department for Transport and what had been delivered so far without funding, and what stakeholders had said about the service when a consultation had been carried out earlier in the year.
 - The council worked closely with bus operators to put the plan to the Department for Transport and would continue to work closely with them to deliver the project outlined in the report.
 - The Cabinet Member for Highways, Infrastructure and Transport moved the recommendations as set out in the report
- 11.2 The Cabinet Member for Children’s Services agreed that working in partnership with bus companies would help improve services for people. He had spoken to officers about the proposals for his area and supported them.
- 11.3 The Cabinet Member for Finance pointed out that the allocation awarded was one of largest allocations of this funding in the country and congratulated officers on the successful bid. He was pleased to see how the money was being allocated including an increase in rural networks. It would be beneficial to look at ways for people to access Areas of Outstanding Natural Beauty other than by car.
- 11.4 The Cabinet Member for Innovation, Transformation and Performance noted that some people may have chosen not to take the bus previously due to poor availability, reliability and high cost. These issues had been addressed in the Bus Service Improvement Plan. More evening and Sunday services would encourage people to take the bus more regularly.
- 11.5 The Cabinet Member for Adult Social Care, Public Health and Prevention noted that reliable and direct services resulted in people using bus services more. Out of the funding allocation £2.5m was planned to support value for money fares across the network and £12.5m revenue was planned to increase frequency and reach of services which he noted was positive.
- 11.6 The Cabinet Member for Environment and Waste was pleased by the information in the report as it could be reported to residents that their needs were being

addressed by the Council. The aims set out in the Improvement Plan would also have a positive impact on the climate.

11.7 The Chairman noted the development of the single travel brand across the County. The Cabinet Member for Highways, Infrastructure and Transport replied that officers had worked with bus operators to come up with this branding.

11.8 The Cabinet Member for Highways, Infrastructure and Transport added that it was recognised that some areas of the county were very rural and it was hoped that they would achieve a better bus service through this piece of work.

11.9 Cabinet **RESOLVED**

1. To agree the proposals for the Bus Service Improvement Plan funding.
2. To agree that we vary the Enhanced Partnership Plan & Scheme to reflect this funding and re-confirm our and bus operators' commitments to public transport provision and improvements.

11.10 **Evidence and Reasons for Decision**

If we do not proceed with the proposals put to and agreed by the DfT, the funding will be withdrawn. Changes can potentially be made as the three-year programme progresses, in agreement with the DfT, but we must comply with their 4 key priorities.

As a consequence of this funding we will have stronger commitments in place with bus operators, via the Enhanced Partnership, to improve services in return for this investment. This will ensure that bus services continue to be improved for the benefit of all people who wish to travel by bus around Norfolk.

11.11 **Alternative Options**

Please refer to section 5 of the report.

12 Norfolk Strategic Flooding Alliance Strategy and Regional Flood and Coastal Committee Local Levy Vote

12.1.1 Cabinet received the report detailing the strategy and action plans of the Norfolk Strategic Flooding Alliance and explaining the process of local levy setting for the Regional Flood and Coastal Committees and proposing that the County Council makes an allowance for an increase in levies of up to 3.00%.

12.1.2 The Cabinet Member for Environment and Waste introduced the report to Cabinet

- The Environment Agency could require the county council as the lead flood authority to contribute to programmes of work to address flood and coastal erosion carried out by associated agencies in the region. This was carried out via a levy and the rate was set area by area by regional flood and coastal committees
- The County Council was involved with 3 committees across Norfolk which levied a total of £955,000 a year from the Council.
- The proposal in the report was to show support for a 3% increase for the levy in place, an increase of £28,500 to the council. This may be higher

or lower as determined by the votes of the Regional Flood and Coastal Committees.

- Each £1 of the local levy fund helped draw in over £5 of additional funding from central Government. The money was used to support work in Norfolk such as the Great Yarmouth Tidal Defence and the Hemsby Coastal Management Scheme as well as various surface water schemes around the county. In addition to this, approval for £120,000 for two new county council led schemes in the River Bure catchment area had been secured and £600,000 for a £1.2m flood alleviation scheme in Dereham.
- The report highlighted the valuable work of the Norfolk Strategic Flooding Alliance, bringing together district, city and borough councils, the Broads Authority, Environment Agency, Anglian Water, drainage authorities, water management allowance and others to ensure inland and coastal flood risk was as low as possible and managed.
- The report also set out the action plans of the Alliance to show the council's ongoing support for their work.
- The Cabinet Member for Environment and Waste paid tribute to the chairman of Norfolk Strategic Flooding Alliance, Lord Dannatt, whose time as Chairman would soon end. He had been a driving force behind the outcomes achieved by the alliance.
- The Cabinet Member for Environment and Waste moved the recommendations as set out in the report.

12.2 The Chairman also paid tribute to Lord Dannatt and his work on the Norfolk Strategic Flooding Alliance.

12.3 The Cabinet Member for Highways, Infrastructure and Transport felt that having agencies working together through the Norfolk Strategic Flooding Alliance had provided clarity for people, providing a single point of contact. He spoke about the flooding in Christmas 2020; a project had been undertaken to alleviate these problems and further work was planned.

12.4 The Cabinet Member for Adult Social Care, Public Health and Prevention noted that the Council's responsibility as lead flood authority was a recent one, and with this the Council had no power to bring all partners to work together. He therefore noted the work of Lord Dannatt in creating this partnership. The Cabinet Member for Adult Social Care, Public Health and Prevention also noted that the Regional Flood and Coastal Committee covered all of East Anglia; for every £1 raised, £5 was gained from central Government to support projects however this was spent across all of East Anglia. It did however provide a mechanism for urgent issues in Norfolk to be addressed and funded.

12.5 The Cabinet Member for Innovation, Transformation and Performance noted the positives of a single point of contact for people during a flood.

12.6 The Chairman noted the summary of progress made which was set out on page 151 of the report.

12.7 Cabinet **RESOLVED** to

1. Approve the Norfolk Strategic Flooding Alliance's action plans and updated strategy and thank the Chair of the Alliance and all partners for their ongoing commitment to reducing and managing flood risk in Norfolk.

2. Agree supporting an increase in the local levy to the Regional Flood and Coastal Committees of up to 3.00%

12.8 Evidence and Reasons for Decision

Please refer to section 4 of the report.

12.9 Alternative Options

Please refer to section 5 of the report.

13 Great Yarmouth Learning Centre and King's Lynn Multi-User Community Hub update paper

- 13.1.1 Cabinet received the report discussing plans to deliver Great Yarmouth Learning Centre and King's Lynn Multi-User Community Hub and providing an update on the progress made towards these projects so far.
- 13.1.2 The Director of Norfolk Fire and Rescue Service noted that these projects would provide significant benefits to residents of the two areas and bring economic outcomes.
- 13.1.3 The Cabinet Member for Communities and Partnerships introduced the report to Cabinet
 - Over the last 20 years, the Millennium Library at the Forum in Norwich had provided a wide range of services for the community. The council wanted the residents of Yarmouth and King's Lynn to have a similar, welcoming and accessible venue available to them in the centre of their communities.
 - Each venue would have a bespoke programme of events and services based on local data and strategies.
 - The library service, adult learning, voluntary sector, health, further education, colleges, universities, councils and others would provide services for people to socialise, learn and develop skills for employment.
 - The two venues would provide services to children and adults of all ages in the two towns and the surrounding areas.
 - Both projects were making significant progress and had project boards in place to oversee delivery.
 - Both projects supported the aims of Better Together for Norfolk.
 - The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.
- 13.2 The Cabinet Member for Commercial Services and Asset Management discussed that libraries were a key part of communities, providing support for learners, new mothers and education among others. The report set out how this scheme was helping meet the Cabinet's manifesto pledge. The Cabinet Member for Commercial Services and Asset Management thanked the library service for their work delivering a 21st century service. Both of the schemes set out in the report would bring key hubs into the heart of the communities, making services more accessible. Norfolk was leading the way in using assets to help people access services, education and have fun. The Cabinet Member for Commercial Services and Asset Management was disappointed by the scare mongering and negativity surrounding the project; he pointed out that moving to a central

location was positive; the Carnegie building was historically significant however was not in an accessible location for many users, particularly disabled residents. Feedback from central Government on the business case had been positive with every part rated green. It had also passed external assessment and the two sites would help transform peoples' lives.

- 13.3 The Cabinet Member for Finance noted that the King's Lynn project replicated the Millennium Library in Norwich for people in the West of the County, with 200,000 people estimated to use the town centre as a result providing an economic benefit to King's Lynn of an estimated £31.6m; this would be vital for levelling up in King's Lynn.
- 13.4 The Cabinet Member for Innovation, Transformation and Performance noted the issues raised in King's Lynn of moving out of the Carnegie building. He noted that Carnegie believed in giving to the "industrious and ambitious; not those who need everything done for them, but those who, being most anxious and able to help themselves, deserve and will be benefited by help from others". The Cabinet Member for Innovation, Transformation and Performance therefore believed that the project proposed for King's Lynn would be approved by Carnegie as he built libraries for people to better themselves and access books. The project was planned to make the library more accessible for more people in the centre of the town and closer to public transport. Carnegie's first library in Dunfermline was now no longer used as a library as it had been deemed not suitable for this use.
- 13.5 Cabinet **RESOLVED** to
1. Note the continued progress to bring both of these projects to delivery, as set out in this report
 2. Approve the business case for the "Multi-User Community Hub" in King's Lynn, as included at Annexe 2 of the report.

13.6 **Evidence and Reasons for Decision**

Please refer to section 4 of the report.

13.7 **Alternative Options**

Please refer to section 5 of the report.

14 **Great Yarmouth Operations and Maintenance Campus**

- 14.1.1 Cabinet received the report providing an update on the project seeking to create an Operations and Maintenance Campus in Great Yarmouth, capitalising on space in Borough Council ownership at the southern tip of the Great Yarmouth South Denes peninsula, which is presently under-utilised.
- 14.1.2 The Chairman introduced the report to Cabinet:
- The offshore energy sector provides Great Yarmouth and Norfolk with arguably the single most important economic opportunity for a generation. Oil and Gas have been a mainstay of the economy for over 50 years and the recent emergence of offshore renewables has presented Great Yarmouth's port, its supply chain, and its skills base with the chance of enjoying hugely significant growth and investment.

- Not only that the UK is seeking to have less reliance on other forms of energy and the North Sea, through Great Yarmouth and Norfolk, will play a significant role in the country's future energy security
- Following on from that one of the principal economic benefits from offshore renewables investment is the long-term operations and maintenance function.
- Great Yarmouth already benefits from the presence of several businesses undertaking this work, but research has shown that more can be done to provide the facilities they need.
- This project seeks to create an Operations and Maintenance Campus in Great Yarmouth, capitalising on space in Borough Council ownership at the southern tip of the Great Yarmouth South Denes peninsula, which is presently under-utilised. It is the closest port to the Southern North Sea wind farm arrays with access to deep water, as well as the river port. The project will upgrade or enhance facilities through three separate work packages.
- Research has shown it will give Great Yarmouth an asset that will enable the area to rival other parts of the UK and to accelerate the growth already being seen in the energy sector. It is anticipated 650 jobs will be created here, once the site is fully built out. This project has emerged through strong partnership working and could not have been conceived and developed as far as it has without the support of the New Anglia LEP, Great Yarmouth Borough Council and Norfolk County Council.
- We had a report to Cabinet on 8 March 2021, which agreed Norfolk County Council would lead the delivery of infrastructure works required for the project. There was then a key member decision on 15 August 2022, to adjust the project budget following a protracted procurement and to set in motion the award of the construction contract.
- This report provides a progress update on the key milestones for project, including detailed design, in river investigation, Marine Management Organisation licences, planning permission (granted in December 2021), demolition works and dredging of berths 1a and 1b ready for marine construction works.
- The construction contract has now been let (as set out in paragraph 4.11 on Page 442 of the report) and that is due to complete by January 2024.
- This is a real good news story for Norfolk and the region.
- The Chairman moved the recommendations as set out in the report

- 14.2 The Cabinet Member for Children's Services noted that in the 1980s and 1990s, the gas industry was being built up in Great Yarmouth but was eventually relocated to Aberdeen. The work set out in the report was therefore important to recognise that the offshore wind sector was the future and ensure Great Yarmouth was at the forefront, creating a network to support and lead the industry.
- 14.3 The Cabinet Member for Finance noted that the increased costs related to this project had been set out in a Cabinet Member delegated decision. The County Council was underwriting £11.4m towards the project and there was a large contingency built in, but anything above this would be shared 50:50 between Norfolk County Council and Great Yarmouth Borough Council.
- 14.4 The Cabinet Member for Environment and Waste welcomed this piece of work noting that there was not an energy crisis at that time, however there might be in

the future if initiatives such as this were not taken forward.

- 14.5 The Cabinet Member for Innovation, Transformation and Performance was pleased that this ambitious project was being taken forward to ensure Great Yarmouth could stay at the forefront and prevent the work being taken elsewhere
- 14.6 The Cabinet Member for Adult Social Care, Public Health and Prevention was pleased that this would create a new chapter in the life of Great Yarmouth and an opportunity for the town to be an important infrastructure hub to support green energy. It would bring economic benefits leading to improvements in health and educational outcomes.
- 14.7 The Chairman noted that this report discussed the benefits of energy security and green energy which he pointed out were positive aspects.
- 14.8 Cabinet **RESOLVED** to
1. Acknowledge the progress update for the Great Yarmouth Operations & Maintenance Campus project, approved by Cabinet 08 March 2021.
 2. Agree that a further progress update is brought back to Cabinet in June 2023

14.9 **Evidence and Reasons for Decision**

Please refer to section 5 of the report.

14.10 **Alternative Options**

Please refer to section 6 of the report.

15 Risk Management

- 15.1.1 Cabinet received the report setting out the latest corporate risks for cabinet to consider and agree following officer review of the Council's corporate risks.
- 15.1.2 The Chairman introduced the report to Cabinet:
- Changes to risks were set out in the report:
 - Two new proposed corporate risks:
 - **RM035 - Inflationary pressure on revenue and capital budgets:** This has been proposed to capture the risk of inflationary pressure on revenue and capital budgets. It also reflects the rapidly-emerging national risk of inflation causing greater financial pressure that also impacts on Norfolk County Council at a local level. **(risk on page 488-489 of the report)**
 - **RM036 - Environmental Policy:** This has been proposed to capture the risk of not delivering the key objectives of the NCC environmental policy. It recognises the environment as a key risk theme, framing the proposed risk in the context of NCC's environmental policy that is within Norfolk County Council's direct control to manage. **(risk on page 490 of the report)**
 - Proposed score change:
 - **RM003b - Information and cyber security requirements:** This proposal is to increase the current impact score of this risk from 3 to 4, increasing the current overall risk score from 9

to 12. This follows the continuing threat of international cyber warfare on the UK from abroad, with Local Authorities a potential target for high-level cyber disruption. **(risk on page 462 of the report)**

- Proposed risk scope change:
 - **RM027 – myOracle:** There is a proposed scope change to this risk, following the movement in time from a pre- go-live environment to a post- go-live environment. The nature of the risk has subsequently changed. This risk has moved from the risk of non-implementation, to a risk of non-delivery of key operational processes. **(risk on p. 476)**
- Proposed risk closure:
 - **RM026 - Legal challenge to procurement exercise:** given that mitigations have now been implemented as far as possible, minimising the possibility of a legal challenge to a procurement exercise, this risk is proposed to be closed.
- General Risk Title Changes
 - Some of the corporate risk titles have been simplified to show only the risk theme. Previous detail within risk titles has been transferred into the risk descriptions.
- General information to note on winter planning and specifically RM032 (page 483)
 - As per the Civil Contingencies Act, and to remain as prepared as possible for the winter period and beyond, the Norfolk Resilience Forum (NRF) has in place weekly Risk Intelligence Group (RIG) meetings. Here, emergency planning professionals from across the NRF partnership come together to review the potential risks that the county faces in the short term (next 7 days), medium term (7 days to 2 months) and longer term (beyond 2 months). This process creates an assessment picture that considers the potential impacts, aims to recommend and support mitigations, and, if required, stand up response structures that look to reduce the impacts as far as possible for Norfolk. The NCC Resilience team attend this weekly Norfolk Resilience Forum (NRF) Risk Information Group (RIG) meeting to enable situation awareness and horizon scanning to support and manage all the major risks within the County.
 - In addition, the NRF is also fully engaged at a regional and national level with the Department of Levelling Up Housing and Communities around winter assurance and preparedness for winter.
- Today's report to Cabinet is more detailed than normal as it includes departmental risk summaries and the red rated departmental level risks as at October 2022.
- The Chairman moved the recommendations as set out in the report.

15.2 The Cabinet Member for Finance was pleased to note risk “RM035 - Inflationary pressure on revenue and capital budgets” added into the register. The adverse impact on budget planning of significantly higher levels of inflation and the pressures this would bring on the revenue and capital budgets was something that the council was looking to mitigate. All likely inflationary pressures were

being reviewed and would be incorporated into the final budget report in January 2023.

- 15.3 The Cabinet Member for Innovation, Transformation and Performance spoke about the proposed score change to risk “RM003b - Information and cyber security requirements”. He noted that the war in Ukraine meant hostile intelligence was targeting public systems such as the NHS and local authorities; a large amount of work had been done by Information and Management Technology staff to mitigate this however the risk needed to be reflected. Everyone had a responsibility to be aware of and mitigate these risks. The Cabinet Member for Innovation, Transformation and Performance discussed the proposed scope change to risk “RM027 – myOracle”; there had been reports in the press about delays in or incorrect payments to some employees however as a fraction of the total number of staff paid this amounted to a fraction of 1% affected. The system had been implemented over the Covid-19 period and the supplier was impressed how quickly it was delivered and with relatively few problems. These problems had been addressed through staff training where appropriate. Replacing the finance system had been imperative as it was out of date and therefore could have been at risk of increased cost and cyber attack
- 15.4 The Cabinet Member for Adult Social Care, Public Health and Prevention noted that no organisation was without risk and the risks identified in the report showed that the council was professional in identifying the risks that did exist.
- 15.5 Cabinet **RESOLVED** to agree:
1. The key messages detailing key changes to corporate risks following the corporate risk register review and refresh (paragraphs 2.1 and 2.2 and Appendix A of the report)
 2. The refreshed corporate risks as at October 2022 (Appendices B and C of the report)
- 15.6 **Evidence and Reasons for Decision**
- Not applicable as no decision is being made.
- 15.7 **Alternative Options**
- There are no alternatives identified.

16 Corporately Significant Vital Signs

- 16.1.1 Cabinet received the quarter one report providing Cabinet with an update on the Council’s performance against its Corporately Significant Vital Signs.
- 16.1.1 The Cabinet Member for Innovation, Transformation and Performance introduced the report to Cabinet:
- This was a quarterly report however the vital signs were reviewed on a regular basis.
 - There were new priorities outlined in the report for example related to the strategic review, net zero, county deal and levelling up.
 - It was important to be achieving strategic objectives.
 - Vital signs were underpinned by portfolio outcomes and scored using a RAG rating system.

- The report was for data of the quarter up to March 2022.
- There were 43 corporately significant vital signs including one which was not RAG rated. Six of these were within accepted tolerance and ten were behind or below target. Picking up poor performance or deteriorating trajectories was important.
- All targets set were challenging and helped the council to achieve a balanced budget and meet statutory requirements within departments.
- The Cabinet Member for Innovation, Transformation and Performance moved the recommendations as set out in the report

16.2 The Cabinet Member for Children's Services discussed the figures for Education Health and Care plans which were discussed in the report; these had now improved and were back at 52%. The department was also looking at putting in more resources. The rate of exclusions had been impacted by Covid-19 and the department was working with schools to reduce this rate. Government guidance was due on this topic to put more responsibility on local authorities to work with schools and reduce exclusions. The Cabinet Member for Children's Services noted that the rate of looked after children was static however costs related to this were rising due to increasing costs per child. The Cabinet Member for Children's Services also reported that the number of schools rated Good and Outstanding by Ofsted had increased.

16.3 The Cabinet Member for Finance noted that the red RAG rating related to capital receipts was a timing issue and capital receipts for land sold were moving forward as planned.

16.4 The Cabinet Member for Communities and Partnerships noted that home fire visits had been static due to operational demand to respond to wildfires meaning that staff were needed elsewhere. Emergency response times of 10 minutes had not been able to be met for the same reason.

16.5 Cabinet **RESOLVED** to

1. Review and comment on the end of quarter three performance data.
2. Review the considerations and next steps.
3. Agree the planned actions as set out.

16.6 **Evidence and Reasons for Decision**

N/A

16.7 **Alternative Options**

Information Report.

17 **Finance Monitoring Report 2022-23 P5: August 2022**

17.1.1 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.

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

- This month pressures being seen impacting the ability to deliver a balanced budget in-year continued as highlighted in the report.

- Children's Services were reporting an overspend of £6m, an increase from the £5m estimated in the last finance monitoring report. This would be offset by use of £1m departmental reserves but the overspend for the month for the council as a whole was £4.735m.
- A £177m addition to the capital programme had been enabled by external funding, not by borrowing, from the successful work of the highways team and money from the Department of Transport.
- Page 549, paragraph 2.23 of the report discussed the pay award for staff at the time of writing. The final confirmation of the pay award for 2022-23 was being awaited however it could be assumed that the offer of the flat rate per employee of £1,925 would be the agreed deal, which had been agreed with Unison at the time of the meeting. This would result in an in-year pressure and the details of this were being worked through to see how the pressures could be absorbed by departmental budgets. This provision would need to be included in future years' budgets as well.
- Funding via the cancellation of the 1.25% national insurance increase and any residual balance would be looked at to see how much would need to be met through reserves later in the year if needed.
- The Cabinet Member for Finance moved the recommendations as set out in the report.

17.2 The Cabinet Member for Children's Services discussed the increased pressures for Children's Services which were reflected in the report. A small number of children and young people with complex needs involved high costs and there was a lack of support and sufficiency in the market for them. Increased costs through the court system due to a slower return to normal after the Covid-19 pandemic in this area impacting on budget and on children and families.

17.3 The Cabinet Member for Adult Social Care, Public Health and Prevention noted the £177m to be added to the capital expenditure programme received from outside funding and pointed out that it was positive that the council had such high quality funding bids.

17.4 The Chairman noted the staff pay increase; work was ongoing to see how this would be managed this year, but this would also affect the budget of future years.

17.5 Cabinet **RESOLVED**

1. To recommend to full Council the addition of **£177.144m** to the capital programme to address capital funding requirements funded from various external sources as set out in detail in capital Appendix 3, paragraph 4.1 of the report as follows:
 - £1.044m uplift to Childrens Services capital projects, including £0.963m update to Section 106 Developer contributions
 - £4.5m uplift to Section 106 Developer contributions to Highways capital projects for future years
 - £171.599m grant funding updates from the Department of Transport for various capital projects
2. Subject to full Council approval of recommendation 1 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 recompeted 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.
3. To recognise the period 5 general fund revenue forecast of a £4.735m overspend (1.02% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services;
4. To recognise the period 5 forecast of 97% 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;
5. To note the forecast General Balances at 31 March 2023 of **£23.840m**, assuming the Council will mitigate the overspends reported in P5 of the report.
6. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

17.6 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.

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

17.7 **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.

18 **Strategic and financial planning 2023-24**

18.1.1 Cabinet received the report setting out details of the initial proposals for Cabinet consideration prior to public consultation. It also explains the broad approaches planned to enable further options to be brought forward in order to contribute to a balanced Budget being proposed for 2023-24.

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

- The County Council faced a significant challenge; uncertainty in developing the budget for 2023-24. The scale of the budget gap identified in the medium-term financial strategy agreed in February 2022 was the largest the Council had sought to bridge. There were severe headwinds in the wider economy and public finances that will serve to pose increased costs.
- Cabinet acted promptly to the challenge of the gap by having a strategic review of the council and allocating savings targets to departments in April 2022 with a 2-phase approach of identifying initial budget options put forward in July 2022 which brought savings of £13m. This early start gave a key part of the robust approach to developing savings proposals.
- Many upper tier local authorities faced similar challenges, with local authority funding remaining unclear in 2023-24 and detail on individual local government provisional settlement funding allocations still to be announced.
- The County Council's second tranche of proposals for the 2023-24 budget, listed on page 588 of the report, together with the savings put forward in July 2022, shown in table 5 of the report, totalled savings of £32.515m, summarised in table 8 of the report. The savings shown in the report excluded proposals from the strategic review which was signalling upwards of £16m at that time.
- New pressures emerging since the development of the budget would impact current and future years and could increase the size of the gap further however they had not been reflected in departmental service targets as they were uncertain and a number of counter measures such as reduction in MRP, increase in business rates and increase in interest received on cash balances could help resist further pressures assuming

the fiscal plan did not bring negative news for local authorities. Such counter measures would now not be available to offset the gap.

- The pay award offer made of a fixed increase of £1925 for all pay grades had been accepted by Unison out of the 3 unions. If accepted this would be a 10.5% increase for staff on the lowest grade and an overall increase on the pay bill of 6%. The increase, if agreed would add an additional cost of £7.6m in 2022-23 over and above the costs budgeted for throughout the life of the medium-term financial strategy. Any increase above this in future years would add further to the gap. Each extra 1% would add £3m to the council's bottom line.
- The national living wage would result in additional costs for commissioned services such as Adult Social Care and each 1 pence increase added £270,000 to the council's bottom line. Depending on the level of national living wage, this could add significant further pressure to the gap.
- Adequacy about assumptions related to inflation in the medium-term financial strategy would need to be reassessed; forecasts for 2023-24 were as high as 18%. This would impact on the energy and fuel budget and have implications on other budget lines including where contracts were paid.
- Work carried out over the autumn period would give greater clarity over the scale of issues but would contribute to an increase in the gap. Levels of funding, charges and additional costs remained unclear. Other councils were forecasting shortfalls in funding of around £20m.
- Underfunding of special educational needs and disabilities had caused significant financial problems for many years. The county council was engaged in negotiations with the Department for Education as part of the Safety Valve Programme with an aim to agree a DSG recovery plan to eliminate the DSG deficit and bring in-year DSG budget in balance. If this was successful, the Department for Education would make a material financial contribution to addressing the deficit however a contribution within the council's revenue budget over the term of the medium-term financial strategy and mitigations would also be required.
- Existing pressures continued in departments and could require an increase in growth and may have an adverse impact on the budget for Children's Services and Adult Social Care. In April 2022 when the Medium-Term Financial Strategy was refreshed and a new year added, the new year added £19m to the financial deficit. A higher inflation in the intervening 4 years meant that the deficit would increase and be higher than this.
- The fair funding review implementation had been postponed several times and a shift in Government priorities had lowered county council expectations.
- The services grant was a one-off grant in 2022-23 of £10.7m; the national pot of £822m may be redistributed on the same or on a different basis as part of the fair funding review. The impact of the issues above would be assessed on emerging information in the coming months and fed into the January budget report to Cabinet however it had been assumed that the £10.7m service grant would continue into 2023-24. From the mini budget this was considered a significant risk.
- Factors to mitigate financial risks were being worked on to be brought forward under key areas. The strategic review proposals would be incorporated into budget planning when developed. The report on the strategic review at item 10 of the agenda identified savings of £16m with

ongoing savings in future years. Corporate finance options, including flexible use of capital receipts would do little more than offset additional costs and would not bridge the gap

- Work on the fourth round of budget challenge would end in December 2022 and would involve reviewing additional savings proposals brought by services. If the next phases failed to yield the required savings proposals, then work would be needed in the autumn and winter to plan a balanced budget including identification of significant capital receipts to fund transformation work and reduce borrowing.
- The section 151 officer's advice was set out in the report including advice about reviewing non-essential expenditure.
- Work by the Executive Director for Adult Social Services working with NHS agencies and lower tier authorities would be an increasing area of focus as the council worked to share resources.
- The adult social care precept was assumed to continue but had not yet been confirmed by the Secretary of State. Every 1% precept generated £4.7m each year. Core council tax may be allowed to increase without referendum from 1.99%. Higher inflation may increase expectation for a higher cap however severity of the cost-of-living crisis may result in Government maintaining a lower cap. District council tax collection rates had improved and a net surplus from 2022-23 was expected to offset the deficit in this area.
- Government funding announcements including the local government finance settlement and additional interest on cash balances would help balance the budget going forward. It was possible that Government might extend the new homes bonus grant.
- Currently, the council was still facing a significant gap to be mitigated by the strategic review proposals, assuming that currently programmed savings of £32m would be delivered.
- To balance the budget use of general reserves would be adopted by some authorities; this could deal with short term problems but did not address structural imbalances and it was important that all resources were targeted. It was important that savings under consideration were progressed and the fourth budget challenge would provide an opportunity to look at further savings brought by departments.
- The ability to borrow at historically low rates of 1.8% fixed for 50 years was over and the Council was correct to take advantage of this to allow transformation to take place such as in special the education needs and disability programme. Capital schemes and projects had less scope to take place unless they were invest to save, would promote economic development or were for end of life services delivery. The Government had plans to accelerate new road, rail and energy infrastructure and had referenced the A140 long Stratton bypass and Norwich Western Link. They were aiming to get most started by the end of 2023.
- The Government had announced that it was in discussion with 38 local authorities including Norfolk County Council to establish investment zones to offer time limited tax benefits and the council was engaged in discussions.
- Implications for local government on the growth plan and medium-term fiscal plan remained to be seen. It had been reported that the chief secretary to the treasury had instructed all Government departments to look for efficiencies which some believed would lead to further funding

cuts for local government. This made it unlikely that the local government provisional settlement would be announced until December 2022 or later.

- It was likely that there would be no new funding in the system, making a rollover of the 2022-23 settlement likely. Services grant allocations and funding to meet national insurance increases may be at risk. This would make the final balancing of the revenue budget challenging and there would be a strong focus on identifying and driving out inefficiencies however there was limited scope and a different approach was needed to fund local government services as those above statutory level were at risk.
- The Cabinet Member for Finance moved the recommendations as set out in the report.

18.2 The Chairman noted the theme of uncertainty of risk and the growth pressures as set out in the report in table 3. If there would be cuts to public spending, then this would not align to the governments approach to low tax as this would lead to high tax. 3% had been planned for however the Government was looking for economic growth and low tax. The Chairman had written to the Prime Minister about these issues, as every year due to the significant growth pressures, the council's net spend was increasing.

18.3 The Cabinet Member for Adult Social Care, Public Health and Prevention noted the 5 key strategic priorities which the council was delivering against. The amount of money the council was spending each year was increasing showing that the money being spent to achieve objective was not being reduced. Increase in demand for the services the council offered was being seen, particularly in Adult Social Care as people lived for longer and due to the impacts of the Covid-19 pandemic, the impact of which was still being seen in the health and social care system. The number of people over 85 was set to double over the next 10 years. Covid 19 impacts meant that backlogs of work had built up. It was important that people took precautions to protect themselves, their families and other people through the upcoming winter flu period as this would increase demand on the health service. Social care reform was positive for the social care system moving forward however the increased cost that would come with the Government reforms had not yet been understood by Government and would give further pressure in the system if not properly managed. The Cabinet Member for Adult Social Care, Public Health and Prevention had liaised with the Local Government Association, Adult Social Care Bodies as part of his role on the Integrated Care Partnership.

18.4 Cabinet **RESOLVED**

1. To consider and comment on the County Council's strategy as set out in section 2 of the report and note that the Budget process is aligned to the overall policy and financial framework;
2. To note that fiscal and policy decisions made by the Government in autumn 2022, including any Emergency Budget, may have implications for the County Council's budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2023-24 Budget position, which will not be fully known until later in the budget setting process.
3. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures

for the 2023-24 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (section 9 of the report).

4. To direct Executive Directors to identify proposals for further recurrent Departmental savings to achieve the original target of £60.000m agreed in April 2022, for consideration by Cabinet in January 2023 and to support final 2023-24 Budget recommendations to Full Council.
5. To note that, taking into account the significant emerging budget pressures for 2023-24, the S151 Officer anticipates recommending that the Council will need to apply the maximum council tax increase available in order to set a sustainable balanced budget for 2023-24;
6. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 10 of the report and the further actions which may be required to set a balanced budget as set out in paragraph 11.3 of the report;
7. To consider and agree the proposals as set out in sections 5 and 6 (Table 5 and Table 7 of the report) to be taken forward in budget planning for 2023-24, subject to final decisions about the overall Budget in February 2023, noting the level of savings already included from the 2022-23 Budget process (Table 4 of the report);
8. To note that proposals are also being developed via the Strategic Review running in parallel with the wider 2023-24 Budget process. Once fully developed, these will be incorporated into the final 2023-24 Budget presented to Cabinet in January 2023.
9. To note that consultation is being undertaken in respect of the proposal relating to the review of the mobile library services and the outcomes of this will be reported to a future meeting of Cabinet;
10. To agree that public consultation (as set out in section 12 of the report) and equality impact assessment (as set out in section 18 of the report) in relation to all other proposals for the 2023-24 Budget be undertaken as set out in section 12 of the report, and asking residents for their views on the level of council tax;
11. To note that the Head of Paid Service has the delegation to undertake any staff consultation relating to specific proposals as required to inform and support 2023-24 Budget setting decisions in January 2023;
12. To confirm the remaining next steps in the Budget planning process for 2023-24, and the Budget planning timetable (Appendix 1 of the report);
13. To note and thank Select Committees for their input into the Budget development process for 2023-24 in May, and to invite Select Committees to comment further on the detailed proposals set out in this report when they meet in November 2022 (section 20 of the report).

18.5 Evidence and Reasons for Decision

Please refer to section 13 of the report.

18.6 Alternative Options

Please refer to section 14 of the report.

19. Reports of the Cabinet Member and Officer Delegated Decisions

made since the last Cabinet meeting

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

The meeting ended at 12:57

Chairman of Cabinet

Cabinet
3 October 2022
Local Member Questions

	Local Member Issues/Questions
7.1	<p>Question from Cllr Alexandra Kemp Economic prosperity in West Norfolk and reducing congestion around King's Lynn, demand better bus services. Norfolk has secured £49.55m to improve bus services. £12 million will be spent on new or expanded bus routes and increased service frequencies on key routes. Will Cabinet end the deplorable deterioration of bus services on key corridors of movement into King's Lynn, the A10 and C80 Clenchwarton Road; reverse the reduced frequency of buses in Norfolk from Terrington, Clenchwarton and West Lynn into King's Lynn; and provide earlier and later buses along the A10 to encourage modal shift.</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport We welcome proposals for new or enhanced bus services from Members and other stakeholders. These will be added to a long list of options which will then be scored using a scoring mechanism that determines financial sustainability after the 3 year funding period and where new and enhanced routes would have the most impact in terms of passenger demand and growth. We are currently working on this with the DfT.</p> <p>Second Question from Cllr Alexandra Kemp As the local County Councillor, I recently visited local Mobile Library stops - Norfolk's ageing population, isolated village demography, poor transport connectivity, mean the Mobile Library will become more important, to help residents without cars or computers, stay independent, with health information, Assistive Technology, opportunity to socialise. Nursery teachers introduce under-fives to the Library Van, encouraging literacy and GLD. Children of all ages sign up to the Reading Challenge on the Mobile Library and are rewarded with Certificate and Stickers. Does Cabinet agree Norfolk Aspiration and Attainment could increase if the Mobile Library Service is expanded to deprived urban areas?</p> <p>Response from the Cabinet Member for Communities and Partnerships As you know, a public consultation on the mobile library service recently closed. We are grateful for the 1,500 residents, including yourself, who took the time to let us know their views. We will now be taking time to consider the findings of the consultation in detail before bringing forward a proposed way forward.</p>
7.2	<p>Question from Cllr Jamie Osborn People have been telling me that this winter they will be skipping meals so that they can feed their children, staying in the library all day because they can't afford heating, and worse. The Conservatives chose this moment to scrap the cap on bankers' bonuses and cut taxes for those on the highest incomes. The result has been a crash in the economy. Some Tory MPs are already submitting letters of no confidence in Liz Truss. This speaks of a country in crisis.</p> <p>What emergency planning does Norfolk have for the winter to respond to the crash in the economy, falling economic confidence and the worsening cost of living crisis?</p>

Response from the Leader and Cabinet Member for Strategy and Governance

Cabinet recognises that cost of living pressures are likely to put increasing demand upon many of the vital services that we provide. Therefore, the Council is continuing to work within 2022-23 budgets as we approach the winter season while developing plans for the next financial year, 2023-24, to ensure that these services can continue to be delivered in the context of a robust, balanced local authority budget.

The Council has also worked hard with partners and district council colleagues to continue to provide support for people who find themselves in financial hardship and cannot pay their living costs. We have supported many thousands of families with direct financial support and advice through the Norfolk Assistance Scheme and, working with Norfolk Community Partnership have invested £500,000 in the Nourishing Norfolk programme, 8 food hubs are now operational across Norfolk, with up to 15 planned by the end of 2022.

Using funding from Government topped up by funds from NCC we have, with partners, delivered 2 tranches of the Norfolk Hardship Fund with a third to come shortly.

To help ensure we meet our duties under the Civil Contingencies Act, and to remain as prepared as possible, the Norfolk Resilience Forum (NRF) has in place weekly Risk Intelligence Group (RIG) meetings. This is where emergency planning professionals from across the NRF partnership come together to review the potential risks that the county faces in the short term (next 7 days), medium term (7 days to 2 months) and longer term (beyond 2 months). This process creates an assessment picture that considers the potential impacts, aims to recommend and support mitigations, and, if required, stand up response structures that look to reduce the impacts as far as possible for Norfolk.

The purpose of the RIG meetings is to create a Common Operating Picture risk assessment, which then feeds into the individual partner's strategic and tactical management meetings that help to shape the Norfolk wide preparedness and strategy. The NRF also undertakes specific monthly risk assessment meetings to look at the risks to Norfolk on a rolling basis, to ensure that we are current with our risk profile and planning. In addition, the NRF is also fully engaged at a regional and national level with the Department of Levelling Up Communities and Housing around winter assurance and preparedness for winter.

Second Question from Cllr Jamie Osborn

Millions of children who do not qualify for Free School Meals are going hungry, including in Norfolk. Teachers have called for Free School Meals to be extended to all children in all primary schools in England. This has already been done in Scotland. Will the County Council support the NEU's No Child Left Behind campaign and write to the Government to request that FSM are extended to all primary-age children?

Response from the Cabinet Member for Children's Services

Thank you to Cllr Osborn for raising this point in the current context of the rising cost of living creating additional pressures for many individuals and families. Children in reception, year 1 or year 2 are already entitled to free school meals regardless of household income. As a council we support nearly 30,000 children across our primary and secondary schools who are eligible for means tested free school meals, at a

	<p>weekly cost of approximately £450,000. I do not believe free school meals should be extended for all primary school children.</p> <p>As a council we will continue to lobby central government for a fair deal for Norfolk residents. We welcome the additional funding from government to support individuals and families in Norfolk experiencing hardship which is enabling us to provide additional support over the current period including through our cost-of-living voucher scheme for families with children eligible for free school meals, as well as support for other families and older people.</p> <p>The County Council has added an additional £1m to the Norfolk Assistance Scheme to provide financial support to families who are not eligible for other government funded hardship support this winter.</p> <p>For more information about the support that is available for families: Help with living costs - Norfolk County Council</p>
7.3	<p>Question from Cllr Ben Price</p> <p>The Government has said that Norfolk will be one of the areas considered for low-tax, low-investment zone. This comes alongside plans for a rash slashing of planning regulations, which environmental groups have said represents an unprecedented threat to wildlife.</p> <p>If Norfolk applies to be a low-regulation zone, please can the leader set out in detail how this would help to deliver a green economy with carbon reductions and restoration of nature?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy</p> <p>“Our <i>Better Together, for Norfolk</i> strategy outlines our commitment to sustainable growth, stronger communities and greener future. These strategic principles will guide our engagement with the opportunity. When we see the detail of the opportunity for any investment zones we will carefully consider how they fit with our sustainable growth objectives”</p> <p>Second question from Cllr Ben Price</p> <p>Norfolk Car Club members have complained about the new service that is being run by Enterprise. They have highlighted higher prices, long waits for customer service, and a lack of available cars.</p> <p>What steps is the county council taking to ensure a cost guarantee and service quality for car club members in order to retain members of this important part of the Transport for Norwich Strategy?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>We recognise the important role that the car club plays in encouraging more sustainable travel and that it needs to offer a cost-effective option to attract new users and retain existing customers. We are in regular dialogue with Enterprise and will raise these concerns with them.</p> <p>It should be noted that there are a number of offers for Norfolk residents, which include discounted costs for previous members of the Norfolk Car Club as well as for new members. There are also numerous benefits to car club members, which include</p>

	<p>free minutes use of Beryl Bikes, discounted membership of Cycling UK and discounted parking.</p>
7.4	<p>Question from Cllr Paul Neale The County Councils Network, which represents 36 mainly Conservative-run authorities, recently highlighted grave concerns over the increasingly fragile state of social care.</p> <p>The chief executive of the Association of Directors of Adult Social Services estimated that over half a million people are waiting for assessments, care, or reviews and over 165,000 staff vacancies means it will only get worse.</p> <p>In light of the Cabinet Member's analysis that further savage cuts may be needed, does he share his fellow Conservative councillors' concern for the state of social care and their lack of confidence in the new Government to address the crisis?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. Norfolk County Council has been engaged with the Government on this issue very closely for a number of years, and the Local Government bodies such as the County Council's Network (CCN) and the Local Government Association (LGA) have been very helpful in that regard. There have been a number of reports to Cabinet highlighting the pressure the system is under due to increasing demand, partly caused by an ageing population and partly by the fallout from Covid 19. We have seen recent welcome announcements from the Government of a further £500m for the sector together with specific grants such as £30m to help with recruitment of staff from overseas and I look forward to a productive relationship in the future.</p> <p>Second question from Cllr Paul Neale The County Council has expressed its delight that the Norwich Western Link scheme could proceed outside the planning process. Previously, the Cabinet Member had insisted that all environment impacts would be detailed in the planning application. That planning application could now be skipped.</p> <p>Can Cabinet Member give assurance that the full environmental impacts of the road are published and subjected to scrutiny before any further work on the road?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport The County Council is continuing to follow existing guidance to achieve the necessary approvals for the delivery of the Norwich Western Link. We will review any changes to that guidance when provided by Government</p>
7.5	<p>Question from Cllr Lucy Shires Will the County Council bring back school dentistry?</p> <p>Response from the Cabinet Member for Adult Social Services, Public Health and Prevention Thank you for your question. Commissioning this is the responsibility of NHS England.</p>

7.6	<p>Question from Cllr Steffan Aquarone With Norfolk having a high number of people who are digitally excluded, is it the county council's policy no longer to provide stationery to members to support their correspondence with constituents? I write to and on behalf of citizens dozens of times a month and have recently been told I am no longer entitled to use County Council prepaid postage envelopes to do so.</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy In accordance with the Constitution Councillors are provided with the resources and facilities to assist them in carrying out their duties as a councillor including provision of office support and equipment such as phones and computers. Wherever possible we encourage Councillors to use email or telephone when contacting their constituents however we recognise that some residents may not have this level of access and therefore we provide stationery (paper and envelopes) to Members which they can use to contact these residents. Stationery can be requested via Political Assistants for those groups that have one or the Councillor Support team but has never been the policy of the Council to provide pre-paid envelopes and we have not had a request to consider this as an option in the past.</p> <p>Second question from Cllr Steffan Aquarone By how much do interest rates have to rise by to make any further borrowing to pay for the construction of the Norwich Western Link uneconomic?</p> <p>Response from the Cabinet Member for Finance Thank you for your question. The Council's ability to borrow, and the cost of such borrowing, is distinct from the assessment of the economic viability or otherwise of individual projects within the capital programme. The Norwich Western Link is one of the Council's top infrastructure priorities, with a high Benefit to Cost Ratio, as reported to Cabinet on 4 July 2022. This remains unchanged.</p> <p>The Full Council will have an opportunity to consider the overall affordability of the Capital Programme when making budget decisions in February 2023. It is worth noting that the additional £14m of borrowing required for the Norwich Western Link would be split across four years, roughly equating to £3.5m per year. This represents under 6% of the annual borrowing planned for the next four years.</p>
7.7	<p>Question from Cllr Tim Adams North Yorkshire County Council's executive have voted for a 100% premium on council tax bills on second homes to be brought in within the next two years. Will you put this forward to this council's Cabinet on the basis that the money raised by this proposal is spent on providing much needed affordable homes across the county?</p> <p>Response from the Cabinet Member for Finance Thank you for raising this important issue. It is necessary to recognise that the North Yorkshire decision has been made in the context of a transition to a Unitary Authority in April 2023. By contrast, in Norfolk, decisions about council tax premiums and similar matters rest with the individual District Councils. The County Council has therefore engaged with Districts at officer level in order to encourage them to consider implementing this premium, where possible. The nature of the two-tier structure in Norfolk would result in additional council tax funding flowing to the District, the Police and the County Council, and it would be at the discretion of each of these organisations to determine how their share of additional income would be used. A</p>

	<p>common view by lower tier councils to consider the way forward would be useful. However, it should also be noted that the 100 per cent council tax premiums on second homes could not be introduced until 1 April 2024 at the earliest, and in any event these powers are currently subject to Government proposals within the Levelling Up and Regeneration Bill, published in May 2022, becoming law. I would also particularly welcome Cllr Adams' views on the appetite to consider a Unitary Council for Norfolk, which would streamline many of these types of decision.</p>
7.8	<p>Question from Cllr Sharon Blundell</p> <p>The report to the Cabinet meeting in September said "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." If you think that the pandemic is over shouldn't this money be going back to the Government?</p> <p>Response from the Cabinet Member for Finance</p> <p>Thank you for your question. The statement made in the Finance Monitoring Report 2022-23 to September Cabinet reflects the fact that no additional funding support in relation to the COVID pandemic is expected from central Government in 2022-23. However, as the report also makes clear "there are on-going impacts on service provision and demand for support from Council services." In recognition of this, the County Council's 2022-23 budget included a carry-forward of COVID grant funding to support and mitigate these ongoing impacts, within the conditions of the grant(s) as set out by the relevant Government departments which provided them. The current forecast includes the use of £28m on vaccinations, infection control and preventative measures to protect Norfolk's residents. The Council has complied with all grant conditions to date, and will continue to do so.</p>
7.9	<p>Question from Cllr Brian Watkins</p> <p>Isle of Wight Council in their Ryde Esplanade development scheme funded by Transforming Cities funding, are now taking out their sawtooth bays as they have found them to be ineffective. As this council has spent almost £6m on the St Stephens bus schemes, how long do you think it will be before they are taken out here as well?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>Thank you for your question. We don't know the specific details surrounding the decision of another local authority amending their bus stop infrastructure. However, we are confident that the sawtooth bus stop design in St Stephens Street will enable buses to access bus stops much more effectively than before, reducing congestion and enabling easier access for all bus users. Successful trial runs of this design were undertaken using buses before the works commenced and there has been close collaboration with bus operators throughout the design and construction.</p> <p>Second question from Cllr Brian Watkins</p> <p>It is clearly in the Council's interests that our corporate parenting board shows a determined vision for wanting the best outcomes for Norfolk's cared for young people. Does the Cabinet member believe that children's voices are properly heard and expressed within the board including how it is working with other partners to create more employment opportunities for care leavers?</p>

	<p>Response from the Cabinet Member for Children's Services</p> <p>Children's voices are being heard at Corporate Parenting Board in a number of ways. Their feedback is presented by young people at each formal Board meeting, including the views of the wider In Care Council including Young People's forums – this is on a variety of areas, in particular the ongoing work completed by the Corporate Parenting Priority Subgroups but also in respect of social care services for young people. In addition, young people's views are regularly sought in respect of their own care planning and the wider service and these themes are often shared at Board. Further to this, a quarterly report 'voice of the child' which provides details and evidence of the voice of the child from a variety of participation and feedback sources. This report is shared with Corporate Parenting Board, the first report was discussed at July's meeting.</p>
7.10	<p>Question from Cllr Saul Penfold</p> <p>Incidents of fly-tipping during the pandemic increased in Norfolk with over 11,00 incidents of fly-tipping recorded across the county in 2020/21. For example, 100 or so tyres were recently dumped in Scottow, very near the Badersfield residential area. Councils in Norfolk spent £87,530 just on clearing instances of large-scale fly-tipping. With the recycling rates not significantly improving either in Norfolk what do you say to those people who think the council has a waste problem?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>Fly-tipping is a waste crime that the County Council is fighting together with all Councils in the Norfolk Waste Partnership.</p> <p>The most recent figures for fly-tipping show a sharp 4.5% reduction in 2021/22 to around the lowest levels seen in several years, and the aim is to drive levels even lower with the Scrap fly-tipping campaign and the co-ordinated work of the Norfolk Waste Partnership.</p> <p>And in relation to recycling levels, the pre-audit figures for 2021/22 indicate an increase of around 2% on the previous year to 44.2%, bouncing back up to offset the effects of changes to consumer behaviours and household habits, (such as an increase in work from home practices) caused by Covid-19 restrictions.</p>
7.11	<p>Question from Cllr Rob Colwell</p> <p>With long queues on the days of the Hazardous Waste amenity days what consideration will you give to running more of them and being more widely spaced so that people do not give up because the queues are so long?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>Hazardous waste days are popular with our customers and we thank them for their patience in using the service on the days when it is busy. We know that this approach is an efficient way of providing a free service and each year the approach and feedback is reviewed to identify any changes and refinements that can be made.</p>
7.12	<p>Question from Cllr Brenda Jones</p> <p>The national minimum wage is £9.50 per hour. Lidl have increased their entry level pay rates to £10.90 per hour. Bringing care workers' rates of pay to at least those of Lidl workers is necessary to deal with the staffing crisis in the care sector and will cost more than £30 million.</p>

	<p>Can the Cabinet Member for Adult Social Care, Public Health and Prevention clarify where we will find cabinet proposals to find the £30 million extra to begin to deal with the staffing element of the care crisis?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for your question. As you are already aware the Council's current usual rates are above the national living wage and previously above the Living Wage Foundation's assessment of the living wage. The Living Wage Foundation last week increased its assessment to £10.90 per hour to reflect cost of living rises. As with all councils, we have been undertaking a fair cost of care exercise. This is part of the preparations towards Social Care Reform. The Government will receive the information from these submissions this month ahead of national considerations of local government finance settlements. As with the previous cost of care exercises that this Council has regularly undertaken, this will also inform our budget planning process for 2023-24 and beyond.</p>
7.13	<p>Question from Cllr Chrissie Rumsby</p> <p>Cabinet is not scheduled to consider winter pressures until December 2022. Can the Leader confirm when Norfolk will learn what emergency measures are planned by the administration to support them in the event of a hard winter, inflation, COVID and flu, and possible shortages?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for this question. In relation to Adult Social Care, due to the ongoing challenges caused as a result of Covid 19 that are being experienced across the wider Health and Social Care System, planning measures were started months earlier than in a typical year. Adult Social Care has been continuing to work with health colleagues to identify a range of measures to mitigate risks and support continuity of services. Specific measures include increasing recruitment campaigns like targeted actions to recruit to Norfolk First Response, building resilience for the Provider of Last Resort role working to secure additional agency staff resource, recruitment and retention actions for the wider care market, supporting international recruitment including working with the NHS, targeted commissioning actions to secure more capacity where there are the greatest challenges, a package of incentives to support care placements and actions with the ICB to use health funding to bolster intermediate care services. Winter resilience planning has also been increased across the Integrated Care System, which will include Adult Social Care actions. These will also be reported to the Health and Wellbeing Board in November. Please also refer to the answer to Cllr Osborn's question in relation to wider measures.</p>
7.14	<p>Question from Cllr Emma Corlett</p> <p>The recently announced increases in the cost of the Norwich Western Link showed that it had been increasing by £100 per minute. With soaring inflation, the slump in the pound that will drive up the cost of raw materials and increasing interest rates, can the Cabinet Member for Finance confirm how much per minute is the Norwich Western Link going up now?</p>

	<p>Response from the Cabinet Member for Finance</p> <p>The budget forecast reported within the Norwich Western Link Update to Cabinet on 4 July 2022 included a significant allocation of over £82m of the total £251m budget as an allowance for inflation and risk (c.33%). The Council is aware of the significant uncertainty within the wider economy but notes also the level of volatility which may see some costs dropping back in the medium to longer term. Project costs are kept under continuous review but it would not be appropriate to provide a running commentary on costings. The latest available forecasts will be reported to Members at relevant stages of the delivery of the project.</p>
7.15	<p>Question from Cllr Maxine Webb</p> <p>There is still no sign of the 4th special school promised four years ago or the increase in SEND support and resources in mainstream schools required to tackle the serious and consistently poor outcomes for children and young people in Norfolk. The percentage of EHCPs completed on time has plummeted to 46% while demand rises.</p> <p>Can the Cabinet Member for Children's Services confirm how much longer do Norfolk families have to wait for services that meet the needs of their children and young people?</p> <p>Response from the Cabinet Member for Children's Services</p> <p>We have already delivered on our promise of building 2 new special schools and a 3rd, being built by the DfE, will open in Spring 2023. This was our promise 4 years ago when we secured investment of £120million to build new special schools and specialist resource bases. At that time we set out that we may build a 4th school but that we would determine this based upon need once we had completed the first phase of our special schools and specialist resource bases. That first phase is now complete and we are submitting a bid for a 4th and 5th new special school to the DfE on 10th October as we must try to secure central government funding when this is available rather than using council investment that could be used in other ways. Also, it should be noted that we have delivered the current new schools on time and on budget, however, it should be acknowledge that these building schemes are complex to achieve including securing land in the right location.</p> <p>The latest EHCP performance, as measured by the DfE, is actually 52% for the calendar year to date (cumulative) and for the last complete month (August) the team achieved 59%. We do not recognise the figure stated in the question by Cllr Webb. However, we are not complacent as we try to move the performance onwards beyond 60% to achieve above national average.</p> <p>We have improved SEND services significantly over the past 2 years and we would hope that these achievements could be celebrated by everyone with an interest in SEND across the county whilst we all collectively acknowledge the need to work together on the 2nd phase of SEND Strategic Improvement programme. As Cabinet Member I will be leading in this, as I am firmly committed to securing more specialist provision within the next stage of our plan.</p>
7.16	<p>Question from Cllr Mike Sands</p> <p>What is the cabinet member for Children's Services doing to ensure that literacy and numeracy achievement rates improve across Norfolk's schools?</p>

	<p>Response from the Cabinet Member for Children's Services Average attainment in reading, writing and mathematics in primary schools is unacceptably low and has been for too long. There has been a national dip in standards due to the Covid-19 pandemic. Norfolk's results in writing and mathematics declined by more than they did nationally. We have written to all schools at the start of the new year to reflect our concern about the outcomes at Key Stage 2 and outline our collective priorities for the year ahead. We have written to the Regional Director and met with his team to discuss outcomes in MATs and LA maintained schools. We will be working closely with schools through the DfE Education Investment Area and the Norfolk Learning Board to focus on raising standards. We no longer have a role to deliver school improvement directly, but KS2 results will be a focus of our conversations with local authority school leaders and governors, and with MAT CEOs. In addition we will work with the local Teaching School Hubs to provide any support that we can to enable their work in supporting schools to improve outcomes.</p> <p>Supplementary question from Cllr Mikes Sands Can the Cabinet Member for Children's Services identify how many former/LAC are currently NEET across Norfolk 16-19?</p> <p>Response from the Cabinet Member for Children's Services Currently we have 597 young people in care or care experienced. Of this number we have 191 (33%) not currently in Education, Employment or Training. However, many courses do not start until October for this age group so we expect to see the number in Education, Employment or Training increase substantially over the next 4 – 6 weeks.</p>
7.17	<p>Question from Cllr Mike Smith-Clare Can the Cabinet Member for Communities and Partnerships confirm what role the community plays on the Cabinet's proposed Youth Justice Policy?</p> <p>Response from the Cabinet Member for Children's Services Whilst we are restricted in completing the annual Youth Justice Plan to a national template, this does not detract from the importance and focus placed on the context in which youth justice work takes place and our broader work with networks and communities.</p> <p>To this end we are;</p> <ul style="list-style-type: none"> • Identifying community-based organisations to support our work around girls and help with exit strategies/pathways away from the criminal justice system. • Gathering feedback from members of the community including victims, families and children to ensure their voice is heard and we improve our services. • Embracing a community element to the development of the newly created Serious Violence Duty Group. • Looking to identify a community organisation to sit on our local Youth Justice Board in the future. • Ensuring a contextual safeguarding and place-based approach to our interventions (using shared agency oversight and data) in working with children at risk of exploitation. • Undertaking specific multi-agency work in the east of the County with monies from the national Youth Endowment Fund to reduce serious youth violence by

	<p>co-designing solutions with the community, which would like to scale up the learning from in 2023.</p> <ul style="list-style-type: none"> • Considering plans in relation to an award to the County from the Youth Improvement Fund to invest in community facilities for young people. <p>Finally, in the wider prevention space, a broad range of services and support are available in Norfolk from commissioned services, community organisations, digital signposting, and voluntary groups. Our Community and Partnerships Service support partners and families to consider and identify the most appropriate early help response</p>
7.18	<p>Question from Cllr Terry Jermy Investment in bus services and bus infrastructure is indeed very welcome, although long overdue. I note however with disappointment that there are no specific proposals for anything in Thetford, or indeed the whole of the Breckland District. Could the Cabinet Member for Highways, Infrastructure and Transport reassure these residents that they will not be left behind with these improvements?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport There are still several aspects of the Bus Service Improvement Plan that we have not yet fully determined, using the funding provided. For example new or enhanced bus routes, improved infrastructure and real-time information. We will be taking any and all requests into consideration so that the funding can be used across the county to benefit as many residents as possible.</p> <p>Second question from Cllr Terry Jermy The Thetford Bus Interchange has been left in an appalling condition this year with various organisations arguing as to who is responsible for its maintenance and cleanliness. Shrub beds have been left unkempt, pathways blocked and weeds coming through the bus shelters and bays. Can the Cabinet Member for Highways, Infrastructure and Transport confirm just who is responsible for this space?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport Officers have visited the site recently and agree that it is in need of some attention and maintenance. When the Bus Interchange was built an agreement was made with Thetford Town Council that they would undertake general maintenance and cleaning of the site and the toilets and the County Council would maintain the bus related infrastructure and replace any capital items when needed.</p>

Cabinet

Item No: 8

Report Title: Transport East Transport Strategy Endorsement

Date of Meeting: 7 November 2022

Responsible Cabinet Member: Cllr Martin Wilby (Cabinet Member for Highways, Infrastructure & Transport)

Responsible Director: Vince Muspratt (Director of Growth and Development)

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

Our sub-national transport body, Transport East has prepared a transport strategy and as a partner, Norfolk County Council, has helped develop the strategy. The Transport East Transport Strategy, although non-statutory, is an important document that sets a framework for longer term strategic transport investment in the east. The strategy aligns with the Council's corporate plan, Better Together for Norfolk, and the recently adopted fourth Local Transport Plan. Transport East is seeking partner endorsement of its strategy prior to submission to Government.

Recommendations:

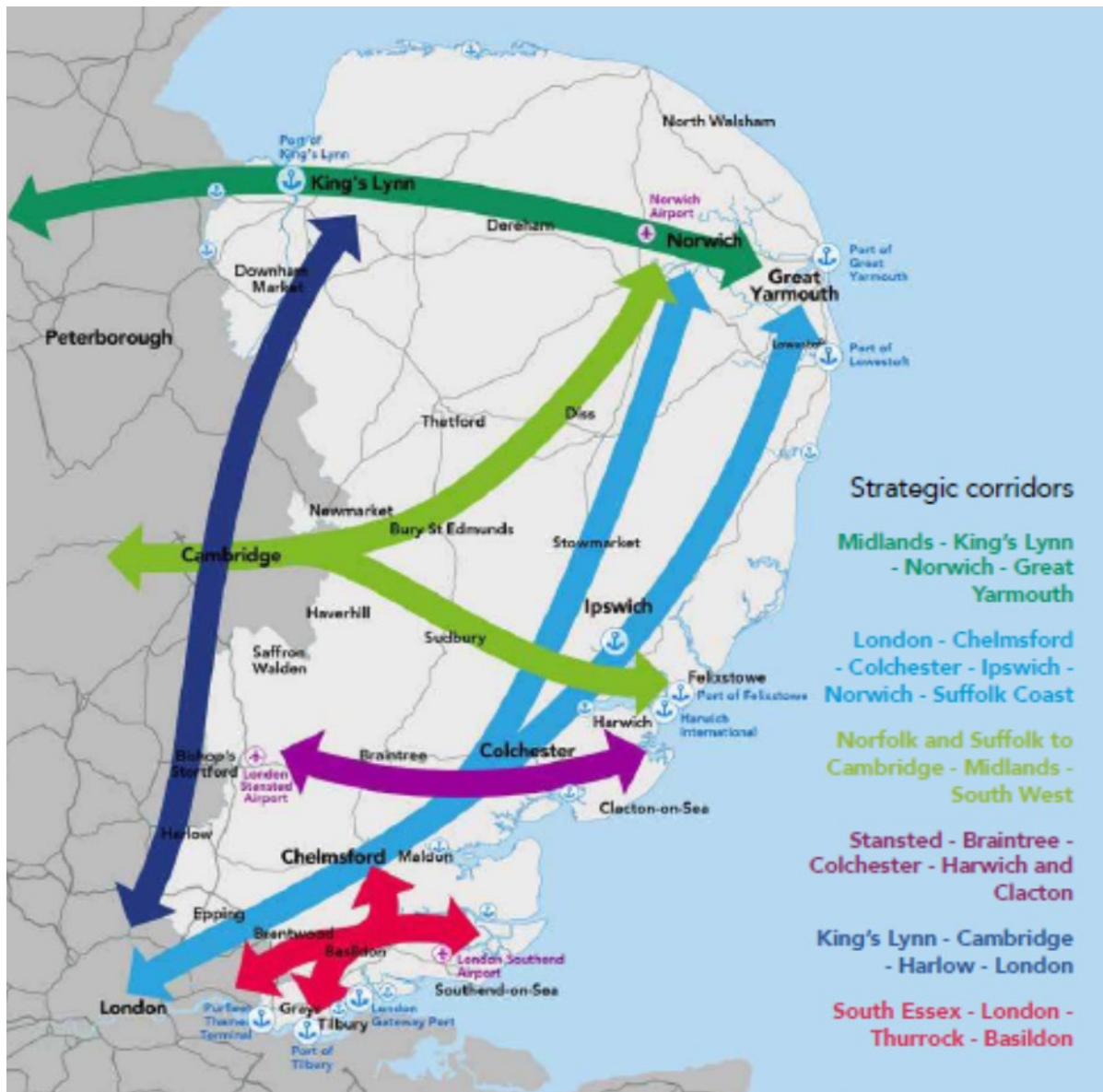
1. Cabinet endorses the Transport East Transport Strategy

1. Background and Purpose

- 1.1 Transport East (TE) is the non-statutory the sub-national transport body for the east covering the Local Transport Authority Areas of Norfolk, Suffolk and Essex

including Southend and Thurrock. As a partnership, Transport East brings together the local transport and planning authorities, and business leaders with Network Rail and National Highways.

- 1.2 TE plays an important role, providing a single voice for the region to secure government investment in strategic transport improvements and promoting regional priorities for investment and funding. Transport East decisions are taken through the Transport East Forum and is led by political representatives from Highways and Transportation Authorities and District Planning Authorities.
- 1.3 All sub-national transport bodies have been asked by government to prepare a Transport Strategy. A strategy is important to inform future transport priorities and providing the evidence for government to invest in Norfolk and the rest of the region. Transport East has developed a Transport Strategy for the East. The strategy is attached as Appendix 1. Alongside the Strategy is an Investment and Delivery Programme (IDP) that sets out the regional investment programme and this is attached as Appendix 2.
- 1.4 The Transport Strategy sets out the challenges and opportunities in the region, Transport East's Vision, the outcomes Transport East are seeking to achieve and the four core priorities the interventions are focussed around.
- 1.5 The 4 core priorities are.
 - Decarbonising transport
 - Connecting growing towns and cities
 - Energising coastal and rural areas
 - Unlocking global gateways.
- 1.6 Transport East's strategy sets out a delivery pathway to achieve each of these objectives by 2050 and identifies 12 goals against these priorities and the actions for Transport East to progress them.
- 1.7 Interventions are set out across the whole region. However, to reflect its place-based approach, six core strategic corridors linking key destinations within, and beyond the Transport East region which require particular focus have been identified.
- 1.8 These corridors, essential for the movement of people and goods, growing urban areas, ports, airports and the road and rail connections between them and the rest of the UK. They are critical to this strategy, and further investment will be needed on these if the region is to reach its potential.
- 1.9 These corridors are shown in the following figure taken from the Strategy document



1.10 The IDP sets out the regional investment pipeline to deliver the strategic priorities in the Transport Strategy. The IDP identifies projects that address both regional issues and projects within six core strategic movement corridors. It is a live document and process, reflecting the dynamic nature of the investment pipeline, outlining current regional priorities whilst supporting the progression of new ideas through an assessment framework to create a pipeline of projects best placed to deliver the strategy outcomes.

1.11 The draft Transport Strategy, draft IDP and Integrated Sustainability Appraisal were subject to public consultation from 2 December 2021 to 30 January 2022 and the outcomes were used to shape this final version of the Strategy that was endorsed by the Transport East Forum on 11 July 2022.

- 1.12 The next stage of the process is for Transport East to submit its Transport Strategy to the Department for Transport (DfT). The DfT have asked that Local Transport Authorities endorsement are provided by TE to demonstrate partner support of its Strategy.

2. Proposal

- 2.1 The proposal is for Cabinet to give endorsement of the Transport East Transport Strategy to Transport East to support submission of their Strategy to the Department for Transport.

3. Impact of the Proposal

- 3.1 Cabinet endorsement will show partner support for the Transport East Transport strategy. The strategy is a crucial document to help secure strategic transport investment in the east and endorsement will improve the ability to secure regional support for funding of Norfolk transport priorities for the future.

4. Evidence and Reasons for Decision

- 4.1 The Strategy has been developed by Transport East and reflects the views of the Transport East partners. Norfolk County Council has input into the development of the strategy through representation on the forum, the Cabinet Member for Highways, Infrastructure & Transport is vice-chair of the forum and Norfolk has representation on the Senior Officers Group
- 4.2 The TE strategy aligns closely with the County Council's Strategy Better Together for Norfolk and has a very good fit with the strategy strategic priorities
- a vibrant and sustainable economy; and
 - a greener more resilient future
- 4.3 There is also close alignment to the County Council's recently adopted fourth Local Transport Plan and in particular its objectives.
- Delivering a Sustainable Norfolk
 - Enhancing Connectivity
 - Enhancing Norfolk's Quality of Life (including a commitment to work towards net zero)
 - Increasing Accessibility
- 4.4 In addition, Transport East has identified its strategy will help regional wider outcomes to
- reduce carbon emissions to net zero by 2040
 - promote active, healthy, and safe lives for all
 - promote and support a productive, sustainable and diverse economy

- support access to education, training and employment opportunities for all;
- facilitate the sustainable energy sector
- our growing areas to develop sustainably to create high quality, inclusive, distinctive and resilient places to live, work and visit
- protect and enhance the built and natural environment.

4.5 The IDP reflects Norfolk County Council's current strategic priorities in the DfT Major Road Network and Large Local Major funding programmes of West Winch Housing Access Road, Long Stratton Bypass, and the Norwich Western Link.

4.6 The ongoing nature of the IDP provides the opportunity to develop and promote the next round of projects to meet Norfolk priorities to decarbonise transport, improve rural accessibility and promote sustainable growth. Through Transport East, and with the backing of a regional strategy and delivery plan the chances of attracting funding for the next round of Norfolk priority projects are greatly improved.

5. Alternative Options

5.1 An alternative would be not to support the strategy. This is not a preferred option.

5.2 Not endorsing the strategy would weaken Norfolk's relationship with Transport East and the Department for Transport. Transport East is becoming increasingly important as a route to DfT funding including the Major Road Network and Large Local Major funding programmes. A lack of support for the strategy will impact on longer term funding through these routes.

6. Financial Implications

6.1 There are no direct financial implications of endorsing the strategy, however endorsement is like to increase the ability to secure funding via Transport East.

7. Resource Implications

7.1 **Staff:** None

7.2 **Property:** None

7.3 **IT:** None

8. Other Implications

8.1 Legal Implications: There are no legal implications for the council. The Strategy has been prepared by consultants for Transport East and is accompanied by an Integrated Transport Assessment (ISA) that includes Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HRA), Natural Capital Assessment (NCA), Health Impact Assessment (HIA), Equality Impact Assessment (EIA) and Community Safety Assessment (CSA).

8.2 Human Rights Implications: None

8.3 Equality Impact Assessment (EqIA) (this must be included): An equality impact assessment has been carried out by Transport East as part of the ISA

8.4 Data Protection Impact Assessments (DPIA): There are no data protection impacts arising for endorsement of the Transport East Transport Strategy

8.5 Health and Safety implications (where appropriate): None

8.6 Sustainability implications (where appropriate): The Strategy promotes a long-term approach to sustainable transport across the region and an Integrated Sustainability Appraisal has been carried out to inform its preparation.

8.7 Any Other Implications: None

9. Risk Implications / Assessment

9.1 If the strategy is not endorsed by the Council, there is a risk that this will impact on long term funding for transport through the processes that require regional support for bids.

10. Select Committee Comments

10.1 Infrastructure and Development Select Committee considered the Transport East Transport Strategy at its meeting on 16 September 2022.

- 10.2 Transport of freight by rail was discussed. The Cabinet Member for Highways, Infrastructure and Transport discussed that there were many ports in the Transport East region, and they would be looking into ways of getting more freight onto rail.
- 10.3 Some Committee Members queried how building new roads aligned with the decarbonisation policy. The Cabinet Member for Highways, Infrastructure and Transport responded that the Norwich Western Link and Long Stratton Bypass were designed to reduce congestion and improve air quality in surrounding towns and villages, reduce carbon, boost Norfolk's economy and improve the environment for people living in these areas. Building the Norwich Western Link was estimated to reduce carbon by at least 177,000 tonnes according to the Department for Transport's carbon calculator as set out in their business case process. The road would shorten the distance travelled by cars and therefore reduce the amount of carbon they would produce in their journeys. Some Committee Members challenged this view as they felt this did not provide a complete picture of carbon usage for a road including its future use, and some Members voiced that, although they appreciated the work that officers had put into the strategy, they were against the Norwich Western Link.
- 10.4 A Committee Member queried how the collaborative message set out in the Transport East Strategy translated across funding bids, for example noting that Suffolk and Essex did not receive the funding set out in the Bus Improvement Plan report. Officers replied that the Transport East Strategy allowed the local authorities involved to have a coherent framework to support them to put forward bids for funding; this coherent approach would help each with the case for funding. It was however noted that there was competition for scarce Government funds.
- 10.5 With 7 votes for, 2 against and 1 abstention, the Select Committee:
1. **Noted** the contents of the Transport East Strategy.
 2. **Recommended** that Cabinet endorses the Transport East Transport Strategy

11. Recommendations

1. Cabinet endorses the Transport East Transport Strategy

12. Background Papers

- 12.1 [Consultation Summary: Transport Strategy and Investment & Delivery Programme](#)

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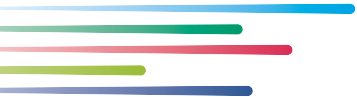
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TRANSPORT **EAST**

TRANSPORT STRATEGY

JULY 2022



Contents

Foreword	4	3 Our Vision	38	5.3 Norfolk and Suffolk to Cambridge – Midlands – South-West	100
Executive Summary	6	3.1 Our vision	39	5.4 Connecting South Essex – London – Thurrock – Basildon – Southend	101
1 Introduction	14	3.2 Strategic priorities	39	5.5 Stansted – Braintree – Colchester – Harwich and Clacton	102
1.1 Overview	15	3.3 Core corridors	40	5.5 King's Lynn – Cambridge – Harlow – London (G)	103
1.2 About Transport East	16	3.4 Delivering the strategy across the region	41		
1.3 A region of opportunity	19	4 Strategic Approach	42	6 Delivery Approach	104
1.4 A place-based approach	21	4.1 Overview	43	6.1 How we will prioritise and accelerate delivery	105
1.5 A resilient and robust strategy	22	4.2 Decarbonisation to net zero	44	6.2 Funding the strategy	106
2 The Case for Action	24	4.3 Connecting growing towns and cities	54	6.3 Delivering for everyone	106
2.1 The East's unique contribution to the UK	25	4.4 Energising rural and coastal communities	75	6.4 Delivering for our environment	106
2.2 The decarbonisation challenge	29	4.5 Unlocking international gateways	84	6.5 Delivering for everyone	107
2.3 Growing towns and cities	31	5 Priority Corridors	96	6.6 Delivering for our environment	108
2.4 Challenges in our rural and coastal areas	34	5.1 Midlands – King's Lynn – Norwich – Great Yarmouth	98	7 Next Steps	110
2.5 Constraints at our international gateways	36	5.2 London – Chelmsford – Colchester – Ipswich – Norwich & Suffolk Coast	99	7.1 How the strategy will be used	111
				7.2 How the strategy will be updated	111



Cllr Kevin Bentley
Chair Transport East

The East is a fantastic region with talented people, innovative businesses and a wealth of natural assets. It is no wonder more people want to live, work and learn here. But it's fair to say our transport networks hold us back. Through Transport East, local authorities, enterprise partnerships, business groups and wider partners are working hard to change this.

Our vision is of a thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come. This Transport Strategy sets out exactly how we are going to do it over the next 30 years.

Transport shapes our day-to-day lives in ways we rarely consider. And the travel choices we make affect our neighbours, places, country and world.

Transport in the East is the biggest contributor to our region's carbon emissions; 42% of carbon dioxide emissions, the driver of climate change, is generated by transport, with the vast majority by road travel. Reducing emissions from our transport to net zero, in line with national government commitments, is going to need action at all levels from central government and

local decision makers to transport operators, businesses and every single one of our 3.5million residents. Which is why decarbonising travel is a core priority in this strategy and Transport East is committed to working with partners across the region to develop the solutions which will reduce our emissions as quickly as possible.

This Transport Strategy has been developed through the COVID-19 pandemic, which has had a profound impact on our society, economy and travel. Bus and rail travel plummeted; people rediscovered the benefits of walking and cycling; work, shopping, appointments and socialising all moved online. The long-term impacts of the COVID-19 pandemic on our transport networks are uncertain. We are already seeing how some of the changes are sticking while others are returning to 'normal'.

The changes seen through the pandemic are only one part of the picture. We're expecting high growth across the region with new homes and new jobs planned to 2050. Our forecasts indicate that with the right investment in the right places, by 2050 our region could be contributing £119bn to the Treasury. But we have pockets of high deprivation in places which need levelling

up. The East is also crucial to the flow of goods between businesses across the UK and the rest of the world – a changing relationship following our exit from the EU. Increased and better focussed transport investment is essential to addressing all these issues.

Our work to develop the region's first overarching Transport Strategy, through hundreds of conversations, has resulted in a set of priorities unique to the East of England. This document sets out a pathway to deliver each of them.

Creating a net zero carbon transport network

Connecting our growing towns and cities

Energising our coastal and rural communities

Unlocking our global gateways

These strategic priorities align closely with national ambitions to meet net zero carbon, level up our communities through improved access to jobs, skills, training and services, and advance global Britain.

The Transport East partnership covers a wide area, from Cromer on the Norfolk coast to Tilbury on the Thames. Over 5,000 square miles of different places, including Areas of Outstanding Natural Beauty, productive agricultural land, bustling urban centres, attractive market towns, and commercial hubs around ports and airports.

Our strategy is sensitive to the characteristics of local areas and communities. Transport interventions that work in the centre of Chelmsford will be different from those that work in Breckland, and different again from those that work for Harwich International Port.

Whatever the future holds, the Transport East Strategy has been designed to be agile and resilient to change. I look forward to working together to strengthen our voice to make the case for increased investment and make transport in the East better for everyone.



Cllr Kevin Bentley
Chair Transport East

Executive summary

The East is a fantastic region with talented people, innovative businesses and a wealth of natural assets. It is no wonder more people want to live, work and learn here. But it's fair to say our transport networks hold us back. Through Transport East, local authorities, enterprise partnerships, business groups and wider partners are working hard to change this.

We have been tasked by the Transport East partnership and the Department for Transport to develop a Transport Strategy to set a single voice for the future transport investment in the East and identify a pipeline of priority projects for the region.

What is Transport East?

Transport East was set up in 2018 and is the sub-national transport body for Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock. We bring together councils, business leaders and the Government to identify the transport investment needed to support sustainable economic growth in the region and improve people's quality of life.

Our role is to develop a collective vision for the future of transport in the region and set out the investment priorities needed to deliver it.

The draft regional Transport Strategy and supporting Investment and Delivery Programme set out our approach. These strategic documents will help us embed the region's priorities in the delivery plans of Government, Network Rail, National Highways, partners within the private sector and transport providers.

By enabling a single voice for the region's transport priorities, we aim to boost the region's capacity, capability, technical expertise and resources to help develop an improved, integrated and future-proofed transport network for everyone.

Together with our partners, we are working to make sure funding and policy decisions are informed by local knowledge, evidence and requirements so the region reaches its full potential.

The East's unique contribution to the UK

The East helps drive the UK economy. It is home to 3.5 million people and 1.7 million jobs. The region prides itself on providing a strong and diverse economy including manufacturing, agriculture, information and communications technology (ICT), clean energy production, financial services and tourism.

Some of our towns and cities are among the fastest growing in the country. The region grew more over the last decade than the national average with a 7% increase in population (2021 census). The region's population is forecast to increase by up to half a million by 2041, with up to 566,000 new homes and 295,000 new jobs predicted by 2050.

The region is also essential for the UK's global trade, with 13 ports and 3 international airports. Half of the UK's freight containers are moved through the region and there are plans to grow these gateways. For example, the Government has designated two Freeports in the region; Thames Freeport at London Gateway and the Port of Tilbury, and Freeport East at the ports of Felixstowe and Harwich.

In the energy sector, some of the world's largest wind farms are being built off the region's coastline. Following planned investment in renewables and nuclear power generation at Sizewell and Bradwell, the region will also be the leading supplier of renewable energy to the UK.

The East is crucial to delivering Government ambitions to level up the country, achieve net zero and drive global Britain forward.

Transport challenges

The region covers a large area, with no major hub city. This means our transport networks are particularly important in supporting the regional economy, by getting people to work and goods to businesses.

Many journeys made within the region are difficult to make other than by car. This results in high transport related emissions – 42% of all carbon emissions in the region. Affecting people's health and contributing to climate change. The Government has clear commitments to cut transport related carbon emissions to net zero and the East is committed to leading the way on decarbonisation.

Poor connections are a particular challenge for many people living in our rural and coastal areas, making it difficult to access jobs, education and essential services. Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car. With communities cut off further by poor broadband and mobile provision.

Not only is the movement of people complex, so is the movement of goods. Our ports connect Britain to the rest of the world, but constraints in connections to these hubs slow deliveries, add cost and ultimately make it harder for businesses to trade internationally.

Major investment is needed in our transport networks to meet current and future challenges and to allow the region to fulfil its potential.

A regional Transport Strategy

An improved transport network can bring about much-needed change to the region, connecting people to opportunities for work, education and leisure, and supporting local economies. An improved transport network would also reduce emissions and improve the health of our residents. Key to this is a regional Transport Strategy to guide investment in the East over the next 30 years.

Through this strategy, we aim to overcome some of the transport challenges experienced, while also delivering a fit for purpose, high quality, inclusive and sustainable transport network that will be able to accommodate future growth in the area.

We began developing this in 2020 and we have been talking to the public and our partners to make sure it aligns with local ambitions and needs. We have also undertaken a detailed programme of technical work, including an Integrated Sustainability Appraisal (ISA), to inform the strategy. How we will deliver the Transport Strategy is set out in our draft Investment and Delivery Programme.

The strategy covers a wide area and reflects the diverse nature of the East and everyone who lives here.

Structure of the Transport Strategy

Vision

Priorities

Goals

Actions

Investment and Delivery Programme

Our strategic framework for prioritising current investment proposals and future initiatives to deliver the Transport Strategy focusing on six core movement corridors, and our urban, rural and coastal places

Our Vision

A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.

Our vision has been developed together with councils, business leaders and other partners.

If we succeed, what will be different about our transport networks in 2050?:

- Better public transport connections accessible to everyone
- Places that make it easy and attractive for people to move around sustainably
- More reliable business and freight journeys, due to less congestion and fewer incidents
- A healthier, more active population – by making it easier to walk and cycle more often
- Cleaner, greener transport, helping to protect our local environment and the world for future generations
- Fewer journeys being made, partly due to better online connections bringing services into our homes

Strategic priorities

Our draft Transport Strategy sets out a series of four pathways to follow to deliver the vision.

Decarbonisation to net-zero

Working to achieve net zero carbon emissions from transport, building on our status as the UK's premier renewable energy region. Our decarbonisation pathway underpins the other three pathways in the Strategy.

Connecting growing towns and cities

Providing enhanced links between our fastest growing places and business clusters. Improving access for people to jobs, suppliers, services, and learning; enabling the area to function as a coherent economy and improving productivity.

Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign investment.

Decarbonisation to net zero

Working to achieve net zero carbon emissions from transport, building on our status as the UK's premier renewable energy region.

By decarbonising transport, we can make life better for everyone in the region. We have set an ambitious target of reaching net zero transport by 2040, which is ahead of Government targets.

Goal 1:

Zero carbon growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon-intensive trips

Goal 2:

Reduce demand for carbon intensive trips through local living; making it easier for people to access jobs and services locally or by digital means

Goal 3:

Shift modes by supporting people to switch from private car to active and passenger transport, and goods to more sustainable modes like rail

Goal 4:

Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity

Connecting growing towns and cities

Enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy and improving productivity.

Strategic transport networks in the East are slow, congested and overcrowded. Some of our towns among the most congested in the country. Links between our towns by road and rail are also slow and can be unreliable. Onward connections to the rest of the UK are also poor, stifling the region's economy.



With the growth planned over the next 15 years, this will only become worse unless action is taken to tackle it.

Goal 5:

Improve connections and access within our urban centres through better walking, cycling and passenger transport, supporting sustainable access to services, education, training, jobs and leisure

Goal 6:

Deliver faster and more reliable connections between our growing places and to the rest of the UK, to support business growth, skills development and employment

Goal 7:

Fully integrate transport networks, services and operations across the Transport East region, through a customer-focused approach, enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all

Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

Across the Transport East region, 21% of people live on the coast and 33% live in rural areas, both much higher than the national average. Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car. Poor transport connections are exacerbated by poor digital connections.

With the right investment, transport can play a key role to level up our rural and coastal areas.

Goal 8:

Increase accessibility for rural communities to education, training, services and jobs through; better ways of taking people to places sustainably, supporting more local trips through closer provision of goods and services, supporting regional partners and the digital sector to provide alternative options to travel

Goal 9:

Improve connections along our 500miles of coastline, and connect our coastal communities to the rest of the region and the UK, supporting levelling-up and boosting our coastal industries

Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign direct investment.

Our 13 ports are of international significance and collectively carry half of the UK's freight containers. They also move agricultural products and support the North Sea energy industry. Food, goods and energy are important to us all.

The East is home to three international airports. Stansted Airport alone carries 10% of the nation's air passengers and is the third largest airport in the country for air freight. Southend and Norwich airports also provide important connections for regional markets, supporting business and leisure travel.

The reliability of journey times to key destinations, particularly logistics centres in the Midlands is vital to ports and their customers. Located away from town centres, ports, airports and surrounding businesses need dedicated connections from many directions to maximise the opportunities for sustainable travel.

Goal 10:

Improve connectivity journey time and reliability for freight, passengers and employees to ports and airports

Goal 11:

Move goods and people sustainably to ports and airports by shifting modes including to rail and water

Goal 12:

Increase the use of alternative fuels for both port and airports, and for the vehicles moving people and goods onwards from international gateways



Image: Stansted Airport, MAG

Core corridors

We have identified six core corridors which play a vital role in the movement of people and goods in the region. These corridors are the road and rail links between the region's growing urban areas, ports and airports, and the rest of the UK.

Further investment in the corridors is needed if the region is to reach its potential as a thriving, connected and multi-centred economy. As well as cross-region initiatives, we will be looking to deliver the four strategic priorities along these core corridors as part of our framework for future transport investment in the East.

Image: Peter Kindersley, Centre for Aging Better



Investment and Delivery Programme

We are responsible for identifying the region's strategic transport investment priorities through an Investment and Delivery Programme (IDP). This will be an evolving programme of schemes and initiatives to deliver the strategy. It sets out a pipeline of investment priorities to Government. This pipeline will identify gaps to accelerate a new generation of projects to speed funding and delivery e.g. active travel, electric vehicle infrastructure, passenger transport.

Our local transport authority members will continue to develop local projects through their Local Transport Plans.

Our Investment and Delivery Programme also outlines how we will assess our performance.

Integrated Sustainability Appraisal

An Integrated Sustainability Appraisal (ISA) has been carried out to inform and improve the Transport Strategy.

ISA is a statutory process for assessing social, economic and environmental impacts of strategies and projects. It helps make sure sustainable development principles underpin the strategy to protect the environment, people's health and equality.

Next steps

The Transport Strategy and Investment and Delivery Programme our future work programme and the plans of the Government, local authorities, operators and partners across the region. We will regularly update the Investment and Delivery Programme to reflect the delivery of projects and the evolving transport challenges the region faces.

This flexible approach will make sure the region continues to improve the quality of life for everyone, alongside supporting the Government in achieving wider national aspirations for new jobs and homes, levelling up, boosting international trade, and achieving net zero as we recover from the COVID-19 pandemic

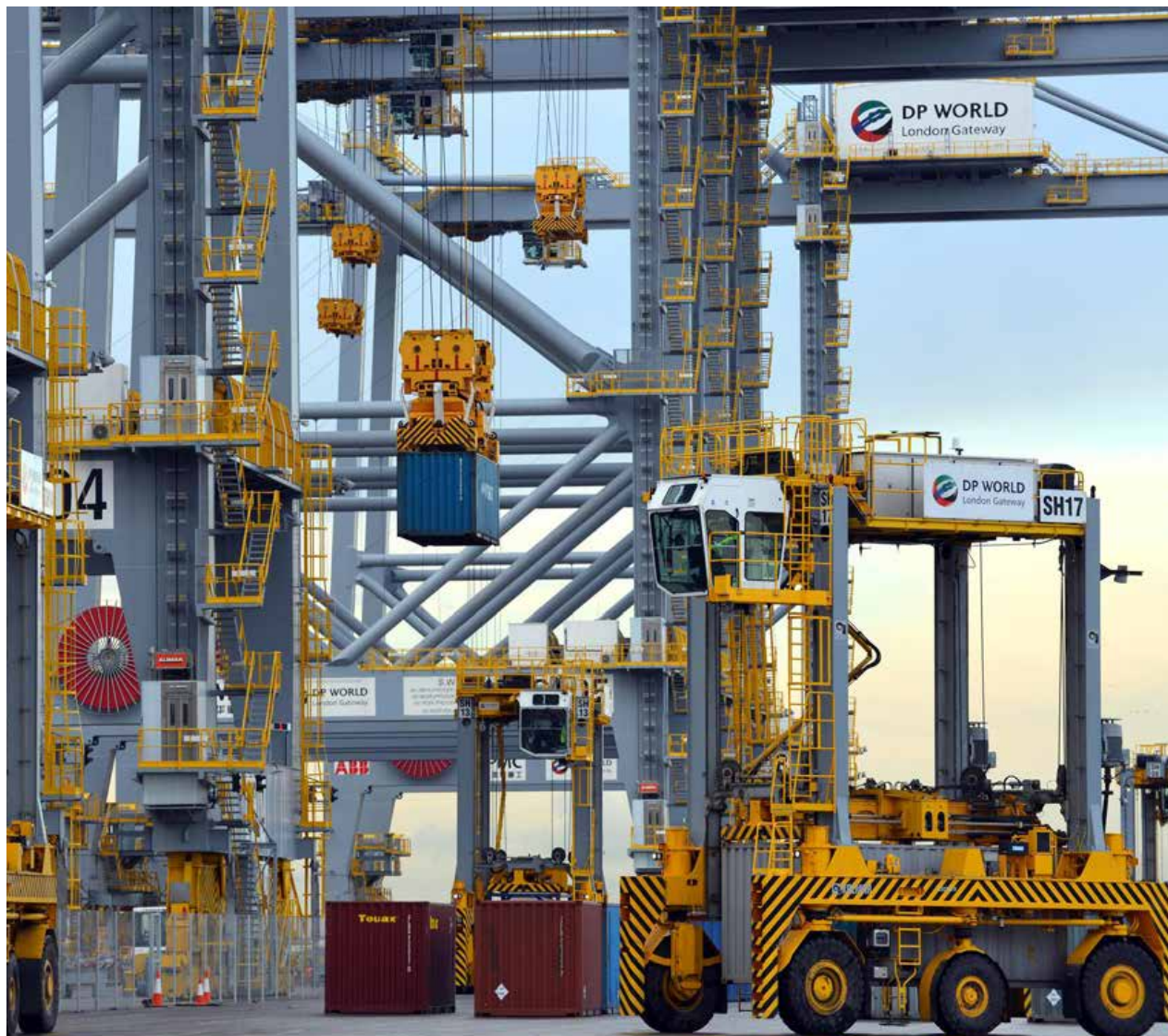


Image: DP World London Gateway



1.0 INTRODUCTION

1.1 Overview

This is the Transport Strategy for Essex, Norfolk, Suffolk, Southend-on-Sea and Thurrock setting the direction for transport in the region to 2050. It has been prepared by Transport East, a partnership that provides a single voice on transport for our residents, businesses, councils and partners, working in close collaboration with the Government and the rest of the UK.

The Transport East region is of huge importance to the UK. It is home to 3.5 million people and 1.7 million jobs. With a vibrant economy worth £73 billion, it is already one of the fastest growing regions in the UK outside of London.

It is only one of three regions to be a net contributor to the UK. Our forecasts indicate that with the right investment in the right places, by 2050 our region could be worth £119bn. It is strong in multiple economic sectors including agriculture and food, clean energy, logistics and distribution, digital and ICT. It has 13 ports including 3 Freeports and three airports, and is a leader in green energy production.

However, significant transport challenges must be overcome for the region to maintain productivity and fulfil its potential. The region covers a large geographic area and is multi-centred with no single dominant city. This means our transport networks are particularly important in supporting the regional economy.

Many of these journeys are difficult to take other than by car. This car-dependency contributes significantly to high transport emissions and localised poor air quality, with emissions well above the national average. The government has set a clear commitment to decarbonising transport and the East will need to play its part in reaching net-zero targets over the next 20 years.

Poor connections are a particular challenge in many rural and coastal areas, making it difficult to access jobs, education and essential services. This transport isolation is compounded by a relative lack of access to super-fast broadband. Both contribute to high levels of economic deprivation, with people experiencing poorer health and difficulty accessing high-quality, affordable housing. Urgent action is needed to level up these areas through better connections, enabling deprived areas to prosper.

Fast-growing urban areas are already heavily congested, contributing to poor air quality and restricting economic growth in town centres. Attracting people to public transport services in towns and cities is difficult when the whole system is not joined up – different operators, fares, connections and services make planning journeys and navigating the network hard for customers.

Connections between our main towns and cities also suffer from capacity constraints. Delays across our strategic 'A' roads are commonplace and significant, hindering the movement of people, and goods to and from nationally significant international gateways like the ports of Felixstowe, Tilbury and London Gateway – constricting the growth of global Britain.

With the right investment, the East could be worth £119bn to UK plc by 2050

This Strategy seeks to overcome these challenges and deliver a high-quality, sustainable transport network for people in the Transport East region, resilient to the demands of future growth. A network that increases access to jobs, education, essential services and leisure. A network that connects businesses with their customers, supply chain and employees. And a network that reduces the significant environmental impacts of travel that are evident today, helping to deliver net zero by 2040.

This Strategy has been developed following extensive engagement with hundreds of partners across the region, a full public consultation and a detailed programme of technical work including an Integrated Sustainability Appraisal (ISA). This appraisal assesses our Strategy against key environmental, social, economic and public health objectives.

It brings together for the first time a wide range of initiatives already being developed and implemented by government agencies through existing programmes such as the Roads Investment Strategy, and local authorities through their Local Transport Plans. It has also been aligned with wider economic, growth, health and tourism strategies for the region.

Our Strategy recognises good transport is a means to an end, and not an end itself. It will lead to a better quality of life for people in the region, levelling up by providing better access to more opportunities for work, learning and leisure. It will support businesses and drive economic growth by reducing costs, increasing productivity, and providing access to more markets and workers. Finally, it will enable desperately needed new development and housing.

Engaging on the Strategy

The Transport Strategy was developed iteratively, through regular engagement with experts across the region and transport sector. A draft version of the strategy was then consulted on, with amendments made to reflect the comments received from local authorities, town and parish councils, transport organisations, business groups, statutory consultees, environmental groups and the public.

Engagement on the Strategy included:

- A steering group of Local Authority officers
- Over 150 meetings with more than 400 organisations
- Public survey with over 600 respondents
- 15 partner workshops
- Annual Transport Summit discussions
- MP Roundtable
- Senior level presentations to Local Authority and LEPs
- 8-week public consultation with almost 600 responses received

1.2 | About Transport East

Transport East was established in 2018 as a new Sub-national Transport Body to provide a single voice for the future of transport in Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock. As a partnership, we bring together local transport and planning authorities and business leaders with Government and infrastructure agencies to identify the transport investment needed to fully support our members' shared ambitions for the region. We also drive value for money by improving the planning and delivery of interventions.

Transport East is:

- Developing and communicating a single regional Transport Strategy and strategic Investment and Delivery Programme (IDP), embedding our priorities in the delivery plans of government, Network Rail, National Highways, the private sector, and other transport providers.
- Elevating the work of local transport authorities, delivery bodies and Local Enterprise Partnerships by ensuring funding and strategy decisions are informed by local knowledge, outcomes and requirements.

- Providing leadership and oversight on strategic transport priorities which cross local authority or regional boundaries. Demonstrating investment decisions are locally supported, evidence-led, joined-up and made within the context of a long-term strategy.
- Enabling a 'single voice' for the region with the Department for Transport, infrastructure agencies (such as National Highways and Network Rail), service providers, and the region's major ports and airports.
- Enhancing regional capacity and capability through technical expertise and resources to help develop a coherent, integrated and future-proofed transport network.

The roles of the Transport East partnership in delivering this strategy are outlined in Table 1.2.1 However, we acknowledge the successful delivery of the Transport Strategy ultimately relies on local authorities, national agencies and private sector partners to deliver the infrastructure and services on the ground.



Image: Transport East

Table 1.2.1: Roles of Transport East

Lead Strategic Thinking	Strategic Co-Ordinator	Elevate work of partners	Influencer	Intelligence
<p>Strategic direction and thought leadership for the East</p> <p>Lead regionally wide studies and strategies</p> <p>People centric approach:</p> <ul style="list-style-type: none"> • Integrated • Multi Modal • Accessible <p>Lead national and regional STB thinking on specific topics</p>	<p>Coordinate strategic investment pipeline</p> <ul style="list-style-type: none"> • Assessing and prioritising schemes/ projects • Monitoring scheme/ projects delivery • Challenging outcomes where necessary to deliver strategic outcomes • Lead business case development for sub-national scale projects <p>Coordinate partners on regional and national priority issues</p>	<p>Enable local partners to deliver at the local level</p> <p>Enable strategic bodies to deliver better strategic projects</p> <p>Accelerate outcomes by unblocking / speeding progress</p> <p>Adding capacity and capability to partners</p>	<p>Champion the East and Transport East Partnership</p> <p>Listening and understanding across local, sub-national and national partners</p> <p>Make the case for investment in the East</p> <p>Influence delivery bodies (Government, NH, NR)</p> <p>Single regional voice at a national level</p> <p>Collaborate to shift behaviour across the region</p>	<p>Strategic transport expertise and capacity / capability</p> <p>Monitoring industry trends and innovation</p> <p>Lead a robust regional data, analysis, and monitoring function</p> <p>Sets standard and outcomes</p>

1.3 | A region of opportunity

The potential for growth in the Transport East region is huge. The region has a strong and diverse economic base, with key strengths in distribution, manufacturing, information and communications technology (ICT), agri-technology, biosciences, clean energy production, financial services and tourism. Partners across the East of England region are committed to leading an inclusive, green recovery from the COVID-19 pandemic, capitalising on these strengths and delivering.

By 2036 up to 140,000 new homes are planned in Norfolk and Suffolk and 179,000 are planned in Essex, Southend and Thurrock. Forecasting beyond this period is challenging, but our analysis indicates the Transport East region would need to accommodate up to another 247,000 new homes. These growth figures are those set out in Local Plans. Our regional transport strategy is designed to respond to ensure new and current residents can travel more sustainably.

There are many international gateways. Freeport East and Thames Freeport are planning for significant growth. The region is home to London Stansted, the third largest airport. London Gateway and the Port of Tilbury, and the ports of Felixstowe and Harwich will also drive growth,

innovation and decarbonisation through their designation as Freeports in the March 2021 Budget.

In the energy sector, some of the world's largest wind farms are being built off the region's coastline. Following planned investment in renewables and nuclear power generation, the region will be the leading supplier of renewable energy, providing power to 58% of the UK's homes.

There is a huge opportunity to increase prosperity and level up communities within the region through improved access to education, training and jobs. The region has several authorities in priority tiers 1, 2 and 3 of the Government's Levelling Up Fund, indicating clear opportunities to improve the regional economy alongside people's life chances

Table 1.3.1 Regional local authorities by Levelling Up Fund priority

Priority 1	Priority 2	Priority 3
Great Yarmouth Borough Council	Braintree District Council	Basildon District Council
King's Lynn and West Norfolk Borough Council	Breckland Council	Brentwood Borough Council
Maldon District Council	Castle Point Borough Council	Chelmsford City Council
North Norfolk District Council	Colchester City Council	Epping Forest District Council
Tendring District Council	East Suffolk Council	Uttlesford District Council
Southend-on-Sea City Council	Ipswich Borough Council	Broadland District Council
	Mid Suffolk District Council	Babergh District Council
	Norwich City Council	West Suffolk Council
	Rochford District Council	
	South Norfolk Council	
	Thurrock Council	



Image: Suffolk County Council.

Significant investment in transport is now needed to support future growth and level up the region by:

- Increasing the quality of life and prosperity for residents through reduced congestion and emissions, and improved access to jobs, education and essential services.
- Helping the area attract and retain skilled workers, by making the area a more attractive and a better-connected place to live.
- Better connecting businesses and workers across and beyond the region, creating a more integrated economy.
- Improving UK business efficiency and reducing the costs of shipping and travel, better connecting firms across the nation to global markets and suppliers, helping local firms to grow and encouraging firms to locate to and remain in the area.

Our forecasts indicate that with the right investment in the right places, Gross Value Added (GVA) generated by the region could increase to £119bn in 2050, and productivity could increase by over 50% from 2020 levels.

Regional wider outcomes our Transport Strategy will help:

1. reduce carbon emissions to net zero by 2040
2. promote active, healthy and safe lives for all
3. promote and support a productive, sustainable and diverse economy
4. support access to education, training and employment opportunities for all;
5. facilitate the sustainable energy sector
6. our growing areas to develop sustainably to create high quality, inclusive, distinctive and resilient places to live, work and visit
7. protect and enhance the built and natural environment.

1.4 | A place-based approach

This strategy covers a wide area, from Cromer on the north Norfolk coast to Tilbury on the Thames, stretching inland as far as Waltham Abbey on the M25. Over 5,000 square miles encompassing areas with markedly different characteristics, including sparsely populated coastal Areas of Outstanding Natural Beauty, bustling urban centres like Norwich, Ipswich, Colchester and Southend, market towns like Bury St Edmunds and Wymondham, commercial hubs around major ports such as Felixstowe and London Gateway and Port of Tilbury in Thurrock, and airports in Southend, Norwich and Stansted.

The countryside in between is hugely diverse, home to important agricultural land, forest, heathland, areas of conservation, and the unique Norfolk and Suffolk Broads National Park; Britain's largest protected wetland.

Our Strategy reflects our unique places. It is sensitive to the characteristics of local areas and communities and recognises the drawbacks of 'one-size-fits-all'. The transport interventions that work in the centre of Chelmsford will be different from those that work in Breckland, and different again from those that work for Harwich International Port.

This ethos infuses a fundamental pillar of our strategy: decarbonising transport as part of the national drive to achieve Net Zero by 2050. This goal must be achieved through an approach that recognises the differing roles that transport plays in knitting together the community and the economy in different areas of the region.

The role of transport in unlocking new development and supporting the levelling up of deprived communities is a core element of the Strategy. Integrating spatial and transport planning and targeting transport investment in growth areas can help to facilitate development and lock-in sustainable travel behaviour at the outset.

Equally, transport investment can revitalise local communities and economies, improving access to jobs, education and essential services, helping businesses connect with customers and each other, and making places healthier, greener and more attractive to live, work and learn.

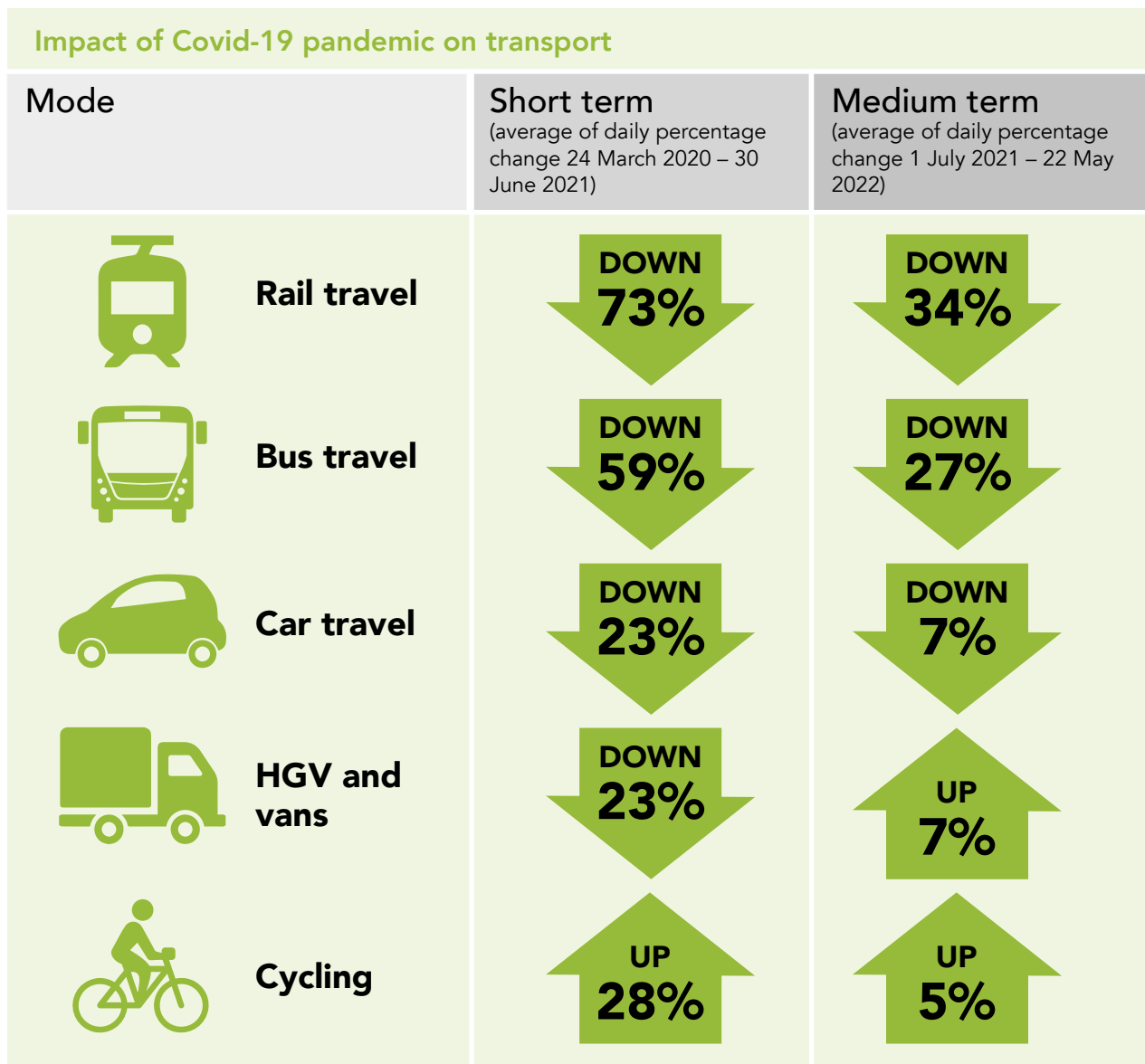
In urban centres significant investment in public transport, active travel and complementary constraints on car use will be an important part of the decarbonisation solution, where targeted investment is likely to deliver value for money. However, in rural and coastal areas, although active travel and public transport will have a significant role to play, good road transport is and will remain a vital cog underpinning economic activity

and social cohesion. Here, driving the transition to electric vehicles, developing new demand responsive and mass transit public transport and dovetailing transport interventions with initiatives such as the roll-out of super-fast broadband and digital services will be a critical part of the solution.

We recognise it would be unrealistic to deliver the same level of transport connectivity in every part of the region, it is important to focus on securing a threshold level of local connectivity; identifying and filling transport network gaps, addressing pinch-points, and encouraging targeted solutions to deliver wide benefits and value for money.

While we will also make the case for major investment in the strategic transport corridors connecting our region with other parts of the UK, this Strategy also recognises the benefits to communities and the environment of improving access to local jobs, education and essential services, and the negative impacts that regular long-distance journeys can have on local economies.

The extensive analysis undertaken to support the Strategy development considered in detail the unique characteristics of different areas within the region. This provided a robust platform for the development of a strategy that will make transport better for all our residents and businesses, regardless of where they are based in our region.



1.5 | A resilient and robust strategy

The Transport Strategy was developed during the COVID-19 pandemic, which at the height of restrictions had a profound impact on society, the economy, and travel behaviour across the UK and beyond.

The longer-term impacts of the COVID-19 pandemic on our transport networks are uncertain. The pandemic has also demonstrated the need to increase the resiliency of our networks to bolster against future economic shocks, the impact of climate change and other future risks.

This uncertainty adds to the complexity of developing a strategy, but it does not create an insurmountable challenge. Rather than creating new transport trends, the COVID-19 pandemic has served to accelerate existing trends (both positive and negative). Working from home¹ was already gaining popularity before the pandemic with trips per person per year decreasing by 20% between 1995 and 2019. Similar trends were also evident for Light Goods Vehicle (LGV) growth linked to online shopping and falling bus patronage, with the COVID-19 pandemic accelerating respective growth and decline.

These changes emphasise the need for an agile Transport Strategy. While rail travel demand is still some way below pre-pandemic levels, the bounce-back in road demand has been much more notable, with 29% of people likely or very likely to use their car more in the future². An ongoing reluctance among some people to use public transport due to concerns about contagion risks 'locking in' unsustainable future travel behaviour focused on increasing use of the private car.

In contrast, in some areas the COVID-19 pandemic has resulted in a shift to more sustainable forms of transport, with 30% of people likely or very likely to walk more in the future³. With the right investment, this behaviour can

be sustained. Local authorities in the region responded rapidly to initial changes in travel behaviour when the pandemic hit, implementing flexible infrastructure to support active travel. Building on this strengthens the future transport network and locks in sustainable travel behaviour.

The role of transport is closely tied to housing and job growth in the region. The impact of 12 different future scenarios were tested during Strategy development. These scenarios included varying levels of economic growth (High, Central, and Low), different spatial development strategies (Centralised and Dispersed), and alternative assumptions about future travel behaviour

(increased propensity for working at home and returning to traditional patterns of commuting to work).

Testing these scenarios has given Transport East confidence that the vision and strategic priorities set out in Chapter 2 are the most appropriate for the region, and flexible to adjust to any of the 12 scenarios arising.

Whatever the future holds, the Transport East Transport Strategy has been designed to be agile and resilient to uncertainty.

1.4.1: Results of Transport East's bespoke travel perceptions survey (December 2020 - January 2021, 652 responses)

How do you expect your travel patterns will change in the future?	Fewer journeys	Work from home more	Will use car more	Walk more
Likely or Very Likely	57%	52%	29%	30%
Unlikely or Very unlikely	23%	25%	47%	47%
Undecided	12%	7%	13%	10%
No Answer	6%	16%	11%	13%

2.0

THE CASE FOR ACTION

2.1 | The East's unique contribution to the UK

The Transport East region makes a significant, unique contribution to the UK economy, summarised in Figure 3.11. It is home to 3.5 million people and 1.7 million jobs.

It is essential for the UK's global trade with more international gateways than any other region: 13 ports and 3 international airports. Half of the UK's containerised goods are moved through the region, with port operations alone contributing over £7.6 billion in GVA in 2015. Stansted Airport carries 10% of the nation's air passengers, and the air freight sector in the region is worth £8.1 billion in GVA. This activity is critical to the national economy, to supply chains and to hundreds of thousands of businesses based across the UK.

The region also has a nationally significant clean energy sector, generating 60% of the UK's offshore wind energy, and is home to the Sizewell nuclear power station.

The tourist industry, centred largely around rural and coastal areas and including the Norfolk & Suffolk Broads National Park, is worth £8.8 billion and supports 240,000 jobs. The region also has major strengths in distribution, manufacturing, information and communications technology (ICT), life-sciences, digital and creative industries, financial services, construction, agriculture and food. It also provides a significant labour market for external business hubs like London and Cambridge.



Image: Tom Juggins from Unsplash

TRANSPORT EAST'S SIGNIFICANT FEATURES

Figure 2.1.1: Significant features of the Transport East economy

A rapidly growing region with a vibrant economy.
We are crucial to a sustainable and outward-looking future for the UK.

1.67M **140,000**

jobs from enterprises

Key Sectors

-  Manufacturing
-  Distribution
-  ICT
-  Agri-tech
-  Biosciences
-  Green Energy production
-  Financial Industries
-  Visitor economy

£73.5bn

GVA to UK economy

3.5M
residents

500 MILES
of coastline

19% of the UK's freight tonnage
in 2017 including over

50% of UK container traffic

3 Airports
5 major ports
6 regional ports
2 free ports

1,000

wind turbines
generating

60%

of UK's
offshore wind
energy

£2bn
Bioenergy
industry



19,000

people directly employed
in the East's energy sector



£10bn
tourism industry with
240,000
jobs



Electric Vehicle forecourts in the UK

6,300
jobs in shipping contributing
£540m GVA (2015)



£727m agriculture economy

15% of farmed land in England is in the Eastern Region



22% of the rural population
is over 65 years old



Significant growth is expected in the coming years, with the population forecast to increase by up to half a million by 2041, and 319,000 new homes and 167,000 new jobs planned for delivery in the next 15 years.

Some of our towns and cities are among the fastest growing in the country. Ipswich is ranked 7th of 46 towns and cities by the 2020 UK Powerhouse rankings in terms of GVA growth¹. Norwich is part of the Centre for Cities Fast Growth Cities group and increased its local share of skilled residents at twice the rate of the UK as a whole between 2014 - 2018². Basildon is ranked 9th in the country for number of businesses per 10,000 residents and is the fastest growing economy in Essex^{3/4} with a long history of providing a base for international advanced engineering and manufacturing firms. Major development is taking place to drive growth along the Cambridge-Norwich Tech Corridor and the UK Innovation Corridor between Cambridge and London. The Thames Estuary area is also earmarked for substantial homes and jobs growth, with extended links to Kent via the proposed Lower Thames Crossing.

In recognition of the region's long-standing role as a gateway between the UK and the world, we have two designated Freeports – Thames Freeport and Freeport East. The Freeports will support innovative, net zero technologies and clean energy generation through support for capital investment, skills development and regulatory flexibility. Their status will help to drive economic growth and regeneration around the ports, boosting business activity and creating skilled, high-paying jobs.

Conclusion

The region can play a major role in helping the Government deliver its ambitions to level up the country, achieve net zero, and drive global Britain forward. Increasing our contribution to the Treasury at the same time. However, without critical investment in our transport networks, current challenges will worsen and prevent the region, and country, from reaching its full potential, environmentally, socially, and economically.

These challenges are set out in the remainder of this chapter, which is structured around the four strategic priorities highlighted in Chapter 2:

Decarbonisation to net-zero

Connecting growing towns and cities

Energising coastal and rural communities

Unlocking international gateways

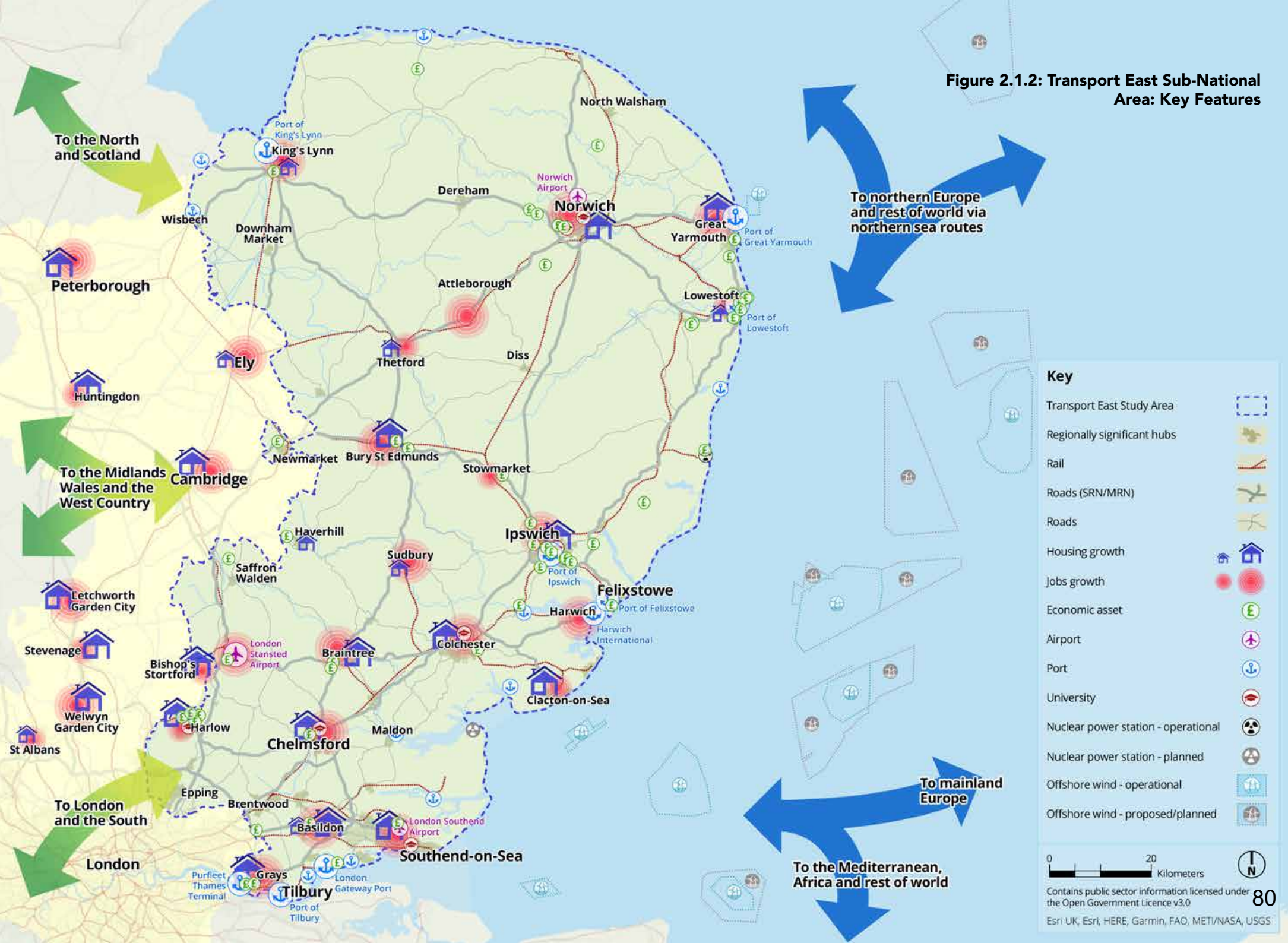
1 Irwin Mitchell UK Powerhouse Table 2020: <https://irwinmitchell.turtl.co/story/uk-powerhouse-january-2020/page/6/4> (accessed August 2021)

2 Centre for Cities Fastest Growing Cities 2021: <https://www.centreforcities.org/wp-content/uploads/2021/03/fast-growth-cities-2021-and-beyond.pdf> (accessed August 2021)

3 Basildon for Business Why Businesses Chose Basildon: <https://www.basildon.gov.uk/article/6386/Basildon-For-Business-Why-Businesses-Choose-Basildon> (accessed August 2021)

4 Basildon Economic Growth Plan 2020 – 2024: [https://basildon.gov.uk/media/10297/Basildon-Council-Draft-Economic-Growth-Plan-BEGP-2020-24/pdf/Basildon_Council_-_Draft_Economic_Growth_Plan_\(BEGP\)_2020-24.pdf?m=637395816147700000](https://basildon.gov.uk/media/10297/Basildon-Council-Draft-Economic-Growth-Plan-BEGP-2020-24/pdf/Basildon_Council_-_Draft_Economic_Growth_Plan_(BEGP)_2020-24.pdf?m=637395816147700000) (accessed August 2021)

Figure 2.1.2: Transport East Sub-National Area: Key Features



2.2 | The decarbonisation challenge

Action is required across the UK to meet the Government's ambition for net zero carbon emissions by 2050. Without it, the impact of climate change will be acutely felt. Extreme heat and heavy rainfall are likely to become more frequent and sea levels will continue to rise. The disruption is likely to be significant, particularly for our low-lying and coastal areas that are highly susceptible to flooding.

Growth in the Transport East region means carbon emissions are heading in the wrong direction, increasing by around 200 kilo-tonnes per year before the pandemic. Transport is responsible for 42% of CO2 emissions in the region (well above the national average), with 96% of those emissions generated on our roads.

The root cause is three-fold. First, partly due to its dispersed geography and low population density, the region is dependent on private transport: 67% of commutes are made by car or van, and bus commuting is only half the national average.

Second, the take-up of zero emission vehicles has lagged behind other regions, in part because the infrastructure is not yet in place to effectively support a transition. Finally the region's roads also carry a disproportionate volume of freight traffic due the presence of nationally significant ports and logistics businesses along with a constrained rail network. Additionally, zero emission technology for Heavy Goods Vehicles is less advanced than it is for smaller vehicles.

Transport East commissioned Energy Systems Catapult to understand the path to net zero transport for the region more clearly. They established a baseline of CO2 emissions and modelled the reduction in emissions required to achieve net zero by 2040 and 2050, and a reduction of 78% by 2035 (compared to 1990).

The work also looked at the differences in the production of carbon emissions in urban areas, rural areas and market/ coastal / larger rural towns.

*Transport East region plus Cambridgeshire, Bedfordshire and Hertfordshire

EV chargers per person

East of England*

1 per 3,900 residents



London

1 per 1,200 residents



Scotland

1 per 2,100 residents



South-East

1 per 2,800 residents



In autumn 2021 the Department for Transport published the Transport Decarbonisation Plan, setting out the government's ambitions to decarbonise transport by 2050. The scale of the challenge within the strategy is stark - and the East will need to play its part in delivering.

The overall conclusion is we need a rapid and substantial change in our transport systems if

we are to reach net zero in the next 30 years. The faster we can bring down transport carbon emissions the bigger the reduction in mega-tonnes of carbon released. (Figures 2.2.1 and 2.2.2)

Energy Systems Catapult's analysis showed 47% of transport emissions were generated within rural areas, with urban accounting for 31% and smaller towns generating 22%. This clearly demonstrates

that decarbonisation solutions need to go beyond urban areas to deliver net zero.

Getting to net zero transport by 2040 is a huge challenge and will take commitment and action from everyone and at every level in the region. This strategy sets out a pathway for the region to follow.

Early Carbon Baseline and Projected Pathways work¹ has produced graphics showing: Fig 2.2.1 the annual CO₂ emissions limit and Fig 2.2.2 the annual cumulative impact of emissions for different future pathways

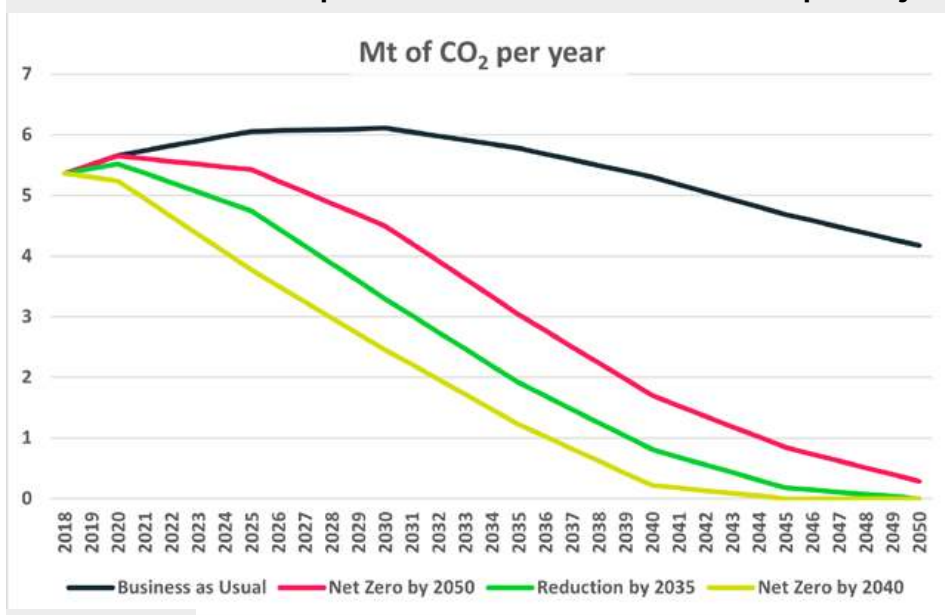


Fig 2.2.1

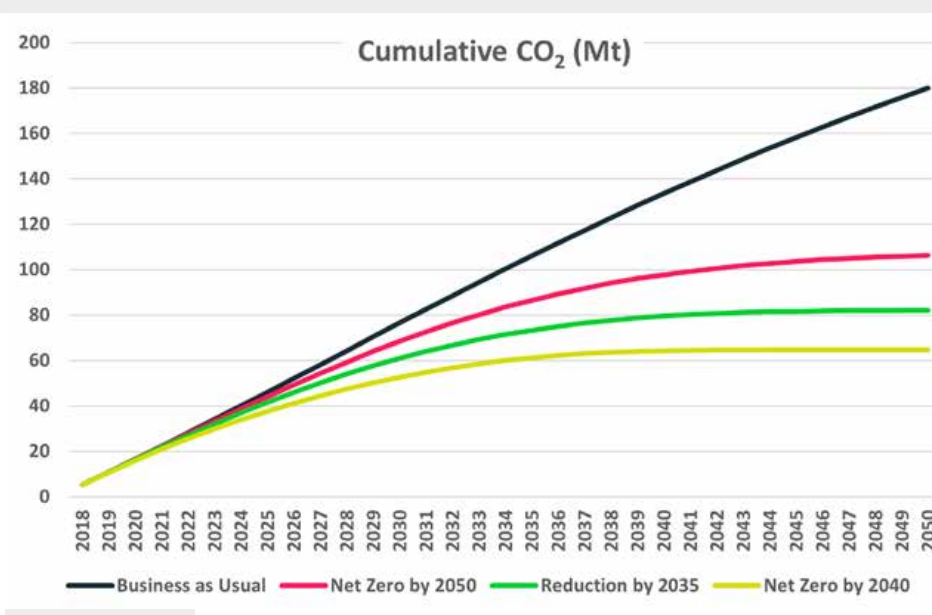


Fig 2.2.2

¹ Catapult Energy Systems 2021. Based on baseline 2018 emissions of 5.35Mt CO₂ calculated using the Highways England SERTM model.

Note: Decarbonisation Evidence Base and Strategic Recommendations Report 2021 identified 7.667Mt CO₂ emissions in 2018 based on BEIS: UK local authority and regional carbon dioxide emissions national statistics:2005-2018. Further studies are underway to develop and refine CO₂ related figures and targets.

2.3 | Growing towns and cities

Dependence on the private car causes other problems beyond carbon emissions. Many of our growing towns and cities suffer from severe traffic congestion - Southend, Ipswich, Norwich, Chelmsford, Colchester, King's Lynn and Grays are among the most heavily congested urban areas in the country outside London, according to the National Infrastructure Commission. While they may be growing, the size and density of our towns and cities are much smaller than major metropolitan areas like Birmingham or even Nottingham, where creating strong walking, cycling and public transport networks is more straight forward.

Our urban areas and business clusters are 24 hour places. Sectors including leisure and entertainment, health and care, manufacturing, energy and distribution, among others, all require access for staff and suppliers 24 hours a day.

Growth in these towns and cities has occurred in parallel with a decline in the use of more sustainable forms of transport. Between 2009/10 and 2017/18, the total number of bus journeys made in the region fell by 6%. Bus operating costs have also been rising and the commercial viability of many services was an increasing challenge even before the pandemic reduced

passenger numbers further.

A downward spiral is occurring, with increasing journey times leading to more passengers abandoning the bus for the car, which in turn increases congestion, reduces operator revenues, and leads to bus service reductions. Before the pandemic, 28% of people in urban areas in the region did not have an hourly or better weekday daytime bus service within 500 metres of their home.

The picture is similar across the county and the government has recognised the need for fundamental reform of bus services, setting out a new approach in *Bus Back Better* – a national bus strategy.

The pandemic has created opportunities to improve sustainable transport in our congested urban areas. On some days during the first COVID-19 lockdown levels of cycling increased by over 300% as motorised vehicles stayed off the roads. However, significant investment is needed, to lock in that shift.



Image: Transport East

Our growing towns and cities are also limited by pinch-points on connecting roads. Significant congestion hotspots are evident on motorways and main A-roads. In 2019, an average delay of 11.3 seconds per vehicle mile was recorded on the Strategic Road Network in the East of England, significantly higher than the national average of 9.5 seconds. Over half-a-dozen coastal towns in Essex, including Southend, are among the 10% worst connected urban areas in the UK by road.

Rail networks were also at capacity before the pandemic. At peak times, the Great Eastern Main Line (GEML) operated at maximum capacity without the ability to run any additional trains into London Liverpool Street. C2C trains on the Essex Thameside Line were similarly busy and there are significant signalling constraints on the line between Upminster and London Fenchurch Street, severely restricting the opportunity to increase capacity. The Network Rail West Anglia Main Line (WAML) study published in 2021 identified five key constraints to faster, more reliable journeys for people and increasing freight along the route.

Figure 2.3.1

Case Study: **Growing towns sustainably - Norwich**

An example of our many growing urban areas is Norwich and its surrounds. The Greater Norwich area has a population of 409,000 (2018), and 50,000 new homes planned by 2038. The city of Norwich draws on a large hinterland for its economic success, a pattern similar to many of the region's major towns and cities.

The city has a labour-market catchment of over 30 miles, including rural areas and market towns. Cars are the dominant mode of transport and over 90% of cars in the morning rush hour are single occupancy, resulting in congestion, noise and air pollution in the centre and on key access routes.

Norwich has already taken positive and innovative steps to tackle this challenge including a bike hire scheme, new bridges and routes for people walking and cycling, and bus priority schemes. Norwich City and Norfolk County Councils are committed to transforming the city's transport. This



Image: Suzy Hazelwood from Pexels

commitment is seeing increased funding coming through from central government for buses and zero-carbon solutions.

The emerging Transport for Norwich Strategy includes a vision for an integrated transport system to support all residents and businesses with making sustainable travel choices, reducing congestion, improving health and supporting growth. Significant transport investment will be required in Norwich, and other major growing areas such as Ipswich, Chelmsford, Colchester, Southend and Thurrock, to realise their potential as major growth hubs in the East, and make sure this growth is zero carbon.

Limited east-west rail connections across the region adds a further challenge. The Ipswich–Ely Line via Bury St. Edmunds currently carries a passenger service that runs every two hours. The Norwich–Cambridge route via Thetford is hourly. These services link some of our major economic centres with key business destinations. Further south, there is a gap in cross country rail routes.

High levels of urban congestion and constraints on the transport networks between urban centres contribute to social and economic challenges in our towns and cities. An additional transport challenge faced by many of our rural and coastal areas is the impact of seasonal peaks in demand through the region's role in domestic tourism. Many tourism hot-spots are difficult to access by public transport, so the pressure on local roads, centres and natural spaces from visitors in cars is notable, especially during Bank and school holidays. Managing this demand while maintaining the strong visitor economy requires creative solutions.

One specific challenge is attracting and retaining businesses and highly-skilled residents to drive economic growth and boost productivity. The graduate retention rate across the region is just 53.3%, one of the lowest in England.

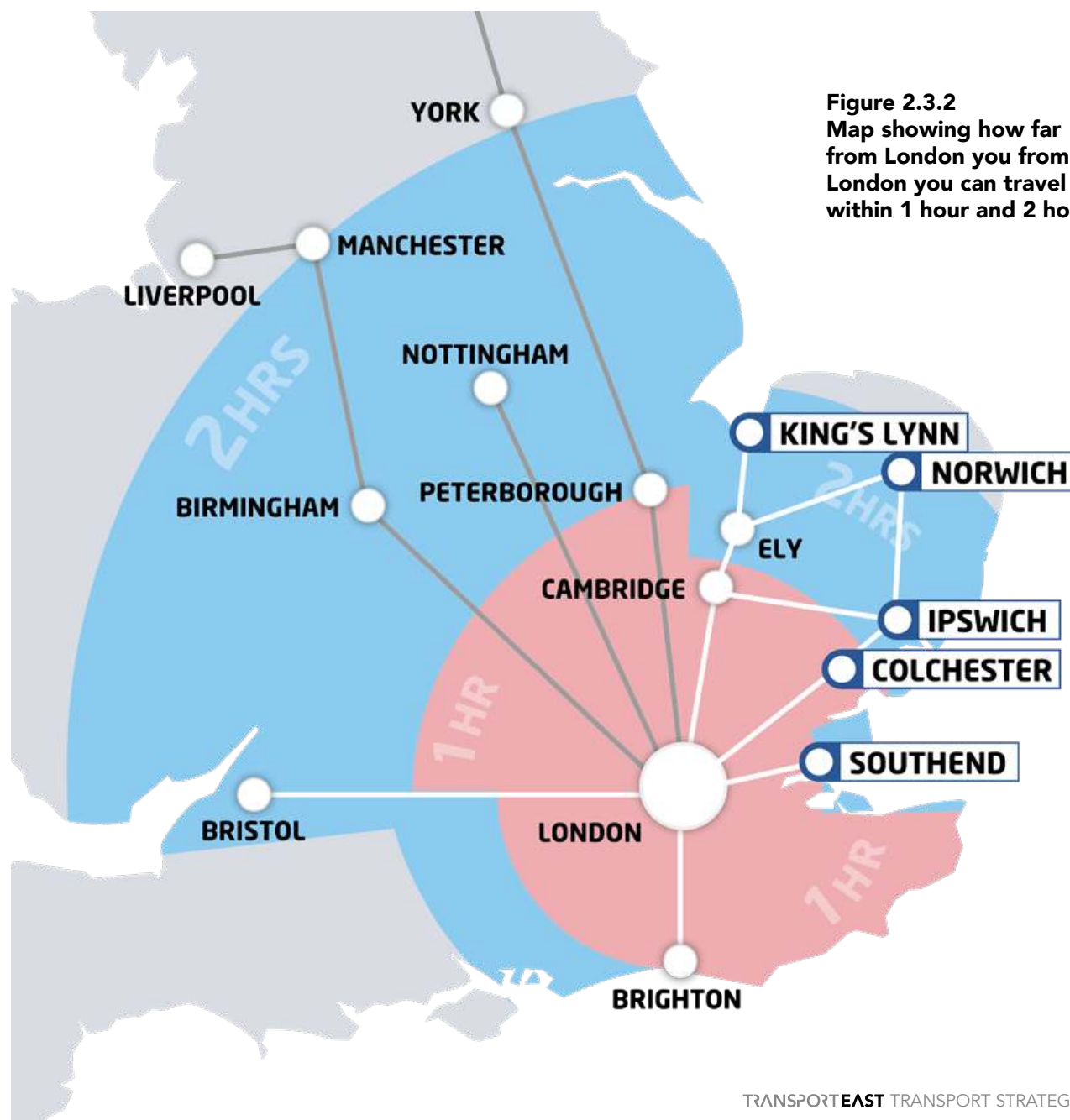




Image: Transport East

2.4 | Challenges in our rural and coastal areas

Transport constraints are also a significant challenge for rural and coastal areas. Over 38% of the population within the region live in rural areas and 21% live on the coast, both significantly higher than the national average. Car dependency is particularly high in these areas. The proportion of the rural population who can access employment and services by walking, cycling or public transport is lower than the rural average for England. A disproportionately high number of people in these areas are over 65 years, creating challenges around isolation and access to healthcare for those who do not have easy access to a vehicle.

Limited transport connections in rural areas are compounded by limited digital connections. Only a small proportion of rural areas currently have access to ultrafast broadband, which contributes to the levels of people who can work remotely - just 33% of the region's residents can work from home, compared to 46% nationally. As well as hindering people's access to the jobs market, this also restricts the potential for bringing services and goods to them, adding to traffic congestion.

While some coastal areas in the region are relatively affluent, poor connectivity is a significant contributor to high levels of embedded deprivation in other coastal places. All the priority 1 areas in the region identified in the Levelling Up Fund are coastal authorities. High unemployment, low wages, low productivity and poor health are prevalent in these areas and can all be linked to inadequate transport, exemplified by towns like Jaywick on the Essex coast (see Figure 2.4.1).

An additional transport challenge faced by many of our rural and coastal areas is the impact of seasonal peaks in demand through the region's role in domestic tourism. Many tourism hot-spots are difficult to access by public transport, so the pressure on local roads, centres and natural spaces from visitors in cars is notable, especially during Bank and school holidays. Managing this demand while maintaining the strong visitor economy requires creative solutions.

Figure 2.4.1**Case Study: Transport challenges on the coast**

Jaywick, a coastal town in Essex, has been identified as England's most deprived neighbourhood. 57% of residents are either not in employment or require benefits to top up low wages. The town also ranks poorly in terms of health deprivation.

Poor transport is a factor driving these outcomes. The town does not have the economic strength to support local jobs, so residents must travel outside for work and services. The nearest rail station is in Clacton-on-Sea, accessible only by road. 33% of households have no access to a car and only two bus services operate in the town. Journey time to the nearest hospital is over an hour.

So poor transport limits residents' opportunities to access education, training and employment.



Image: Essex County Council

2.5 | Constraints at our international gateways

Many of the challenges affecting our growing towns and cities (as set out in section 2.3) also restrict the movement of goods and people to nationally significant ports and airports in the region.

On the road network, the A13 experiences some of the worst delays in the region, of 40 seconds per vehicle mile. This is a major artery serving the Port of Tilbury, London Gateway, and London Southend Airport (via A127). The A12, A120 and A14 are the main roads between the ports of Felixstowe and Harwich and the 'Golden Triangle' of distribution hubs in the Midlands, and those around London.. All suffer notable congestion. Poor capacity on these routes is compounded by a lack of network resilience, with few viable alternative routes for Heavy Goods Vehicles.

Rail freight services travelling to and from major ports such as Felixstowe, Harwich, Tilbury and London Gateway also suffer from constrained capacity. While there have been some capacity improvements on the Felixstowe Branch Line, there remain significant constraints on the Felixstowe to the Midlands and North route outside the Transport East region particularly around Ely, which forces trains to travel to and from the Midlands via north London adding unnecessary freight services onto the North London Line.

Our ports at Ipswich and King's Lynn play a crucial role in moving non-containerised cargo especially for the agricultural industry. The ports of Great Yarmouth and Lowestoft are well-established major centres for serving the offshore energy industry including the large concentration of offshore wind projects in the North Sea. Both are reliant on the A47 for which there has been a long campaign to upgrade junctions and dual to increase safety and provide more reliable journeys.

UK container and roll-on/roll-off freight are both expected to grow by 130% between 2016 and 2050, which will place further strain on the transport networks serving our ports. Our expanding offshore wind farms power 1.8m homes with commitments to 40GW by 2030. The designation of two Freeports in the region will stimulate significant economic activity (see Figure 2.5.1) but will require further transport investment in the very near future for capacity to accommodate the additional demands.

If global Britain is to thrive, an ambitious plan is needed to address these challenges and allow our gateways to reach their potential as catalysts for international trade and foreign investment.

Figure 2.5.1

Case Study: **Unlocking transport access to our Freeports**

In March 2021, the Government announced two Freeports in the Transport East region: Freeport East (Felixstowe, Harwich and Gateway 14 near Stowmarket) and Thames Freeport (London Gateway, Port of Tilbury and Ford Dagenham site). Freeports will provide businesses in the zone with tax and rates reductions, and a streamlined planning environment. This will help to drive economic growth and regeneration around the ports, boosting business activity and creating skilled, high-paying jobs.

However, while of huge benefit to the regional economy, the additional activity needs to be accompanied with better surface access to markets across the UK. Significant transport challenges already exist in connecting the ports.

Road access to Felixstowe and Harwich is hindered by significant bottlenecks on the A12, A120 and A14 and a lack of resilience.

In terms of rail, there are significant capacity constraints on the Felixstowe to the Midlands and North route both within and outside the Transport East region, including Haughley Junction and around Ely.

Access to London Gateway and Tilbury is reliant on the A13 and M25. Both routes are heavily congested with unreliable journey time.

Both ports have rail freight terminals, but these link into the Essex Thameside Line which is at capacity and heavily used by passenger trains, limiting the potential to move freight by rail. Investment is needed to electrify the spur to London Gateway and at Ripple Lane Yard to manage train paths through north London. Finally, current plans for the Lower Thames Crossing do not include the Tilbury Link Road, hindering connectivity to the Freeport and constraining the economic growth potential for the region.



Image: Port of Felixstowe

3.0 OUR VISION

A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.

3.1 | Our vision

Our vision for this Transport Strategy was developed following a comprehensive review to identify current and future opportunities and challenges faced by the region up to 2050. This review, which is set out in Chapter 3,

along with conversations with local authorities, business leaders and other partners, identified important wider outcomes that the Strategy should contribute to delivering, our four strategic priorities and six core movement corridors. Resulting in this full strategy and single voice for the investment needed for the region to deliver for its communities and the wider UK.

3.2 | Strategic priorities

The Strategy sets out a series of pathways to follow to deliver this vision, focused on the following four strategic priorities for transport, unique to the Transport East region.

Priorities

Decarbonisation to net-zero

Working to achieve net zero carbon emissions from transport by 2040, building on our status as the UK's premier renewable energy region.

Connecting growing towns and cities

Enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy and improving productivity and quality of life..

Energising coastal and rural communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.

Unlocking international gateways

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy and helping to level up communities through better access to international markets and facilitating foreign direct investment.

3.3 | Core Corridors

To apply the strategic approach to our unique region, our partnership has identified six core corridors crucial to the movement of people and goods, shown in Figure 3.3.1. These road and rail corridors linking growing urban areas, ports, airports with each other and the rest of the UK, will remain critical throughout the life of this strategy. Further investment will be needed along these if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

The strategic priorities and core corridors set the framework for the Strategy. Our strategic approach is set out in Chapter 4.

Figure 3.3.1:
Strategic corridors
in the Transport
East region



3.4 | Delivering the Strategy across the region

Delivering the Strategy will require a tailored approach sensitive to the unique characteristics of different areas of the region, as set out in section 1.4. Examples of what our vision and the strategic priorities mean for people in different parts of the region are set out in Figure 3.4.1

Figure 3.4.1: How our vision will be experienced by people and businesses in different parts of the Transport East region

Rural and coastal communities

- A comprehensive electric vehicle charging network.
- A flexible public transport network providing accessible, reliable connections to the nearest urban centres.
- An efficient, safe and well-maintained local road network providing good connections to important local destinations.
- High-quality, inclusive walking and cycling networks to local centres, public transport hubs and for leisure purposes.
- A high-quality public realm in and around villages, town centres and visitor attractions.
- Ultra-fast broadband and 4/5G mobile connections for all.

Larger urban areas

- High quality, accessible, fast and efficient urban public transport networks, e.g. buses, supported by dedicated infrastructure.
- Comprehensive, safe, high-quality, inclusive urban walking and cycling networks.
- Seamless interchanges to sustainable modes for 'last mile' trips into and out of urban areas (e.g. Park and Ride/ Park and Pedal).
- Faster, more reliable, road and rail links between towns and cities within the region and with important external destinations.
- Places and streets in towns and cities focussed on the needs of people rather than vehicles.
- Sustainable development concentrated around existing and new public transport hubs.

Ports and airports

- High speed, high-capacity strategic road and rail links providing reliable freight journeys between gateways and major distribution centres.
- Faster, accessible and more reliable road and public transport links for passengers between gateways, major urban centres within the region, and important external destinations.
- Efficient and well-maintained local transport networks connecting to nearby urban areas and local tourist attractions, providing access to local labour markets and encouraging visitors to stay in the region.
- Infrastructure to decarbonise the movement of goods.

4.0

STRATEGIC APPROACH

4.1 | Overview

This chapter sets a strategic approach to deliver the vision and objectives over the next 30 years. This approach is informed by our technical evidence base and engagement with hundreds of our regional partners, allowing us to understand the region's transport challenges and how we should tackle them.

Our approach is fully aligned with Government priorities to promote global Britain, deliver net zero and level up our country. It will boost the economy by increasing productivity, improve people's quality of life and support the delivery of new housing. And it will do so in a way that preserves our unique built and natural assets for future generations.

This chapter sets out four pathways to deliver our strategic priorities:

- **Decarbonisation to net zero;**
- **Connecting growing towns and cities;**
- **Energising rural and coastal communities; and**
- **Unlocking international gateways**

The four pathways overlap and together form an integrated strategy for the region. The projects required to deliver this strategy will be developed through our investment pipeline and delivered by Transport East, Local Transport Authorities and national partners.

Our approach to managing this process is set out in the Investment and Delivery Programme document. This is a live and agile process to develop a continuous portfolio of projects to deliver our outcomes. Allowing us to remain flexible to changing circumstances, and embed new technologies and innovations as they emerge.

Our local authorities, businesses groups and regional partners have been with us every step of the way towards developing the pathways and the Investment and Delivery Programme.

A Strategy for everyone

Throughout this Strategy we have conscientiously considered the needs of people with protected characteristics under the Equality Act and those who suffer deprivation. Those with protected characteristics include:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

People do not experience the transport network and services equally, and we are committed to improving the understanding and evidence around inclusive transport, and implementing changes across the region to make accessing and using our networks more equitable.

4.2 | Decarbonisation to Net Zero

Net zero carbon emissions from transport by 2040, building on our status as the UK's premier renewable energy region

Transport is responsible for 42% of all carbon dioxide emissions in the Transport East area, well above the national average. Decarbonising our whole society is crucial to minimise climate change and we need urgent action to decarbonise our transport network. Our decarbonisation pathway underpins the other three pathways in the Strategy.

By decarbonising transport, we can make life better for everyone in the region. By reducing emissions including nitrogen dioxide and particulate matter, we can improve people's health, as poor air is linked to asthma, strokes and dementia. Streets designed for people rather than vehicles will make it safer, and more pleasant for everyone to move around. Increasing people's activity through more walking and cycling can rapidly improve people's health and wellbeing. Reducing congestion will speed business journeys and deliveries, and make it easier for emergency services to get to people who need them.

The Government's *Transport Decarbonisation Plan* sets clear direction for everyone in the transport industry to meet net zero carbon. Locally, many authorities in the region have declared a climate emergency and have committed to council operations being carbon neutral by 2030. However, more needs to be done if net zero is to be delivered.

Our decarbonisation pathway sets out an overall aim of achieving net zero transport emissions by 2040. It promotes a four-step approach, building on the Royal Town Planning Institute's framework, interpreted for the East of England's unique situation. For the movement of both people and goods it applies the principles of:

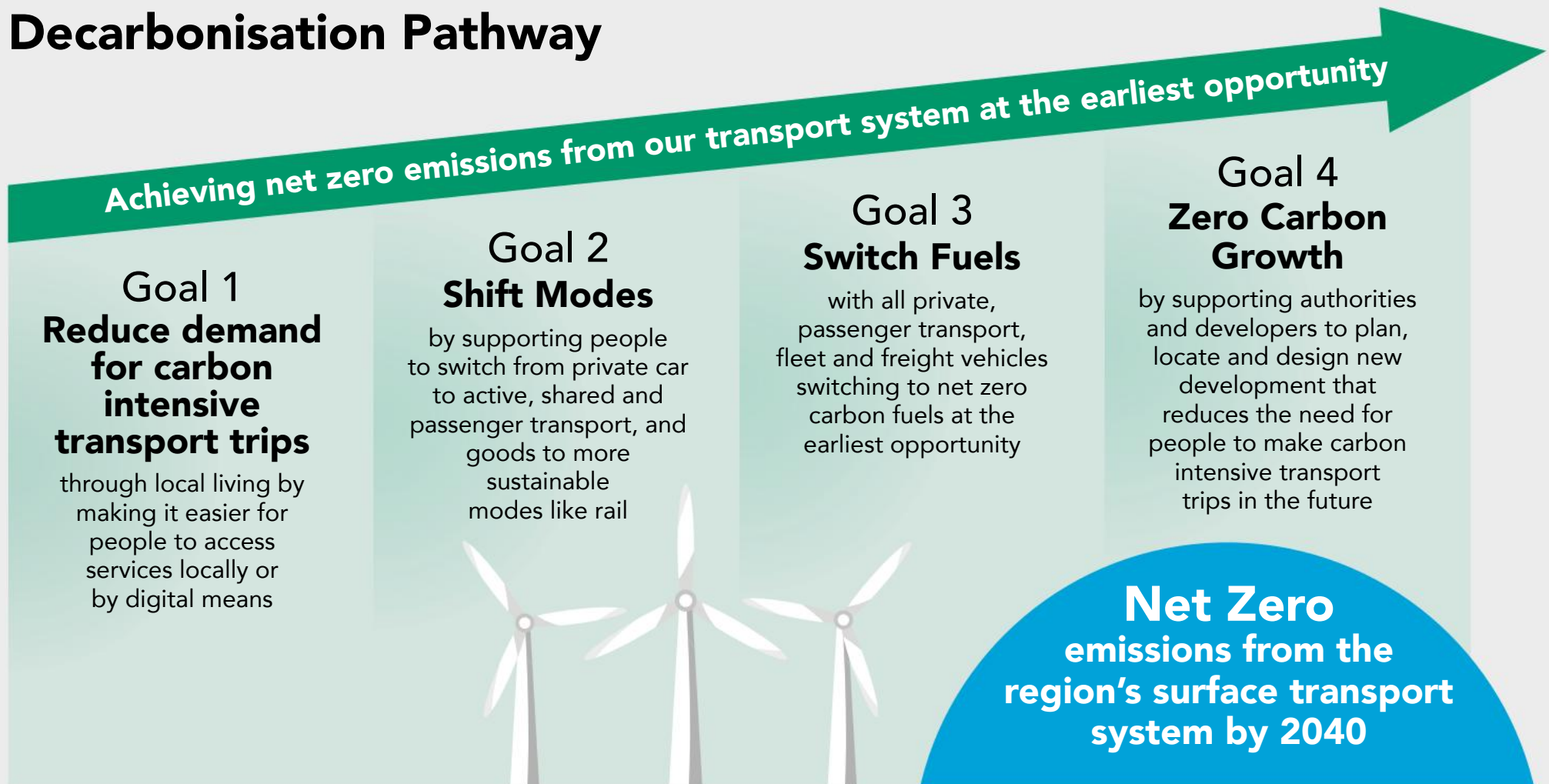
1. reduce demand for trips
2. shift modes
3. switch fuels
4. plan for zero carbon



Image: Mike from Pexels

Figure 4.2.1

Decarbonisation Pathway



Decarbonisation Pathway

Goal 1

Reduce demand

Reducing the need for people to travel or dramatically shortening their journey is an important lever in decarbonising transport. The greenest journey is one that is not made. Here we focus on reducing the need to regularly travel long distances by encouraging a switch to more localised trips, through closer services or via digital means. This also provides an opportunity to support local economies.

Providing digital connectivity as an alternative to travel

While not within Transport East's remit, we fully support local authorities, government, Ofcom and telecoms providers' existing strategies for all homes and workplaces in the region to have access to ultra-fast broadband and comprehensive, reliable 5G mobile coverage. This includes rural and coastal areas where good sustainable transport connections are more challenging to provide. It will also facilitate better 'on the go' customer information and journey planning. Our

partnership will work with these bodies to align their plans and this transport strategy, and support plans for digital connectivity to be built into new developments from the outset.

Digital highways

We will also work with government agencies, including National Highways and Network Rail, to embed digital connectivity in transport infrastructure and new transport schemes. This can boost productivity by helping people to work on the move and future-proof our transport network for emerging technology such as connected and autonomous vehicles.

Digital technology can also be harnessed to discourage travel at certain times of day, reducing pressure on transport networks at peak times. Private sector innovation should be encouraged to further develop existing applications that support optimal use of transport networks; for example, those that provide real-time travel information highlighting disruption, crowding, and congestion. These platforms can be used by individuals to travel at less congested times and by logistics businesses to plan freight transport.

Bringing services closer to people

Enabled by digital technology, local authorities are exploring innovative ways of bringing

essential services closer to the people who need them. We support this approach as it reduces demand for transport and will work with councils to facilitate new approaches, for example, village clusters or community hubs which also improve access to transport. See Goal 8 for more on how this can be achieved in rural communities.

In more urban areas, concepts such as '15 minute towns' demonstrate how aligning service development, town planning and transport can create more sustainable, livable and economically viable places.

Travel Demand Management

So far we have focused on reducing demand overall, and in other sections we look at shifting modes and increasing the capacity of the transport network. However, in certain locations at certain times managing the demand for travel may require more focused and specific interventions to ensure demand aligns more closely with capacity. The East's position as a desirable tourism destination can create notable seasonal peaks especially around school and bank holidays and sporting or cultural events. In some locations consistently high demand may require more robust travel demand management approaches.

To reduce the demand for travel, Transport East will:

- Work in partnership with government, National Highways and Network Rail to improve digital connectivity along main roads and railways, using evidence from our strategic network and corridor studies.
- Partner with the region's private sector to foster digital innovation, to make the best use of transport networks and discourage unnecessary travel.
- Coordinate with partners to make sure our Transport Strategy and Investment Programme fully aligns with and supports:
 - the Government and telecommunications providers' plans to roll-out ultra-fast broadband and 5G mobile in the region.
 - the work of our local authorities, developers, and telecommunications providers to embed improved digital connections in new developments across the region.

Decarbonisation Pathway

Goal 2

Shift modes

One of the biggest areas we can influence is creating a transport network that encourages people to walk, cycle and use public and shared transport instead of the private car (particularly single occupancy). Better services and infrastructure would mean more people can travel sustainably more often.

While we recognise not everyone will be able to shift to more sustainable modes of transport, more people using public transport, walking and cycling will also make journeys easier, safer and more reliable for people who have no other option than to travel by car.

Breaking down barriers to sustainable travel

We want our communities and visitors to feel safe, secure and confident in using low carbon modes, and to experience the economic, health and social advantages from doing so. This requires a unique approach in a traditionally car-dependent region such as the East, tailored

to our urban, rural and coastal places and the diverse needs of our residents and visitors.

Understanding our residents and businesses' challenges and barriers to mode shift will be critical to helping them reduce dependency on the private car. Our public survey in 2021 showed our residents need frequent, affordable, connected and safe public transport services before they can realistically consider alternatives to car travel.

Our approach puts people at the centre, prioritising the efficient, safe, inclusive and sustainable movement of people, rather than the traditional focus on vehicle movements.

Supporting behaviour change

Changing mass behaviour is challenging as it requires individuals to be willing to change and for the wider environment to facilitate the change. Different groups of people respond to different environmental factors, based on their own circumstances. We must look at the transport system as a whole to support and empower people to choose journeys by low carbon modes.

For example, commuting by car accounts for a significant proportion of transport emissions in our region, and despite a shift to working at home through the COVID-19 pandemic, over 70% of people cannot do their job at home. A central component of our behaviour change approach will be delivery of the national Commute Zero programme with leading companies and large employers, promoting the use of sustainable modes being delivered and increasing initiatives such as car-sharing schemes to reduce single occupancy private vehicle trips.

These positive measures will encourage more people in the region to use sustainable modes of transport. However, delivering meaningful change will in some cases require a 'carrot and stick' approach. In larger urban areas, schemes to deliver improved infrastructure and services for people walking, cycling and using public should be developed in tandem with plans to reduce traffic volumes.

Re-balancing car use can take many forms, from reallocating road space to prioritise low-carbon modes of transport, to changing the price of parking or the number of parking spaces available, or charging to access particular areas at particular times of day. Holistic multi-modal strategies will be required, taking account of the

unique characteristics of individual places and considering how new development can support a transition away from private car use.

We will work with other Sub-national Transport Bodies to assess the efficacy of different transport decarbonisation approaches to help local authorities identify the best interventions for their place.

Shifting modes also applies to the movement of goods. Increasing capacity for rail freight, especially for goods moving longer distances is essential for decarbonisation. Similarly, moving more freight by water, especially along the Thames from the Thames ports to central London is also an opportunity to reduce emissions.

To encourage people to shift modes Transport East will:

- Work with Local Authorities to build on successful shared-transport schemes and extend further across the region.
- Lead the development of a regional Future of Freight plan to identify sustainable solutions for goods movement, including rail and water to reduce freight demand on the road network.
- Improve regional evidence around EV charging demand and assist regional partners to accelerate public charging infrastructure.
- Work to develop a 'place-based' approach to transport decarbonisation that identifies the most effective interventions for our unique communities.
- Working in partnership with Local Authorities and other Sub-national Transport Bodies, increase the regional evidence regarding transport carbon emissions, to provide clarity on our trajectory to net zero, including development of a transport carbon budget.

Decarbonisation Pathway

Goal 3

Switch fuel

We need to rapidly increase the proportion of net zero carbon vehicles on our roads at the earliest opportunity. Equally, we need to transition the rail network to clean fuels. Agriculture is also an important sector for the region which has unique and notable challenges in cleaning fuel. As the UK's leading clean energy region, but one of the highest emitting carbon regions, we have a unique opportunity to lead by example, using our own clean energy production to power our future transport. Reducing emissions from fuel not just reduces carbon but will also dramatically improve air quality in our 46 Air Quality Management Areas.

An electric car revolution

The public take-up of Electric Vehicles (EVs) is accelerating but the Transport East region continues to lag behind others in the UK. Our region is large and regular journeys take longer than in other parts of the UK, plus we also have relatively fewer charging stations. These both contribute to range anxiety for many drivers.

Figure 4.2.2

Case Study: **Innovation in alternative fuels**

The Transport East region is leading the way in innovating to reduce carbon emissions from transport. The first electric vehicle charging forecourt in the UK – Gridserve – is in Braintree, Essex. It updates the traditional petrol station model for the EV age. The forecourt can charge 36 electric vehicles at the same time, with high-voltage charges delivering 200 miles of electricity in 20 minutes. The facility is powered exclusively by solar energy and includes food and drink outlets, a waiting lounge, toilets, a children's play area, a fitness centre and business meeting space.

The region is also home to Hydrogen East. At the forefront of hydrogen technology, this body focuses on bringing together organisations with an interest in hydrogen in the East of England. It researches new hydrogen markets, raises awareness of existing hydrogen opportunities in the region and promotes technology developments.



Image: Gridserve

It has identified Bacton on the Norfolk coast as a potential Energy Hub, harnessing its pipeline connections to Europe and to offshore gas and wind energy production sites. The site would have significant potential to provide hydrogen fuel for the transport sector as part of the drive towards net zero. Our Freeports are also exploring opportunities for expanding hydrogen production, storage and distribution.

There needs to be a step-change in the provision of electric charging infrastructure in the places where people need it – at home, at work, in depots and on the road. There are many national, regional and local bodies that need to work together very closely to make sure the roll-out of charging infrastructure keeps pace with the take up of EVs, is equitable across communities and geographies, is well maintained and works for the customer.

In ‘Taking Charge’ the government’s electric vehicle strategy, Sub-national Transport Bodies, including Transport East are identified as being the right level to assess charging demand and develop tools to assist local authorities.

Our region is at the forefront of clean energy generation but power supply is a constraint. Transport East has a strong role to play to align transport and energy infrastructure planning and delivery at the regional level. We will support National Grid, UK Power Networks and local energy suppliers to accelerate their improvement plans, so clean energy from our coastline can power EVs in the region.

As the take-up of EVs accelerates, we will work with local authorities to explore gradually increasing restrictions on carbon fuelled cars in larger urban areas and places with significant air quality issues, including the option for low emission zones.

Switching to cleaner passenger and fleet transport

Switching to electric cars is part of the strategy, but we must also clean all other vehicles. Our strategy embraces other fuels such as hydrogen, which could be a good solution for fleets and larger vehicles like buses and agricultural vehicles, for longer distance services in rural areas and has potential in rail.

We support our local authorities and businesses leading the way to accelerate plans to clean their vehicle fleets. We will also work with local authorities to develop regulation to support the transition of taxis and private hire vehicles in the region to zero emission technology.

Transport East is fully committed to working with local authorities and bus operators in the region to accelerate the transition to zero emission bus services. Greening the bus fleet in our region to zero emissions will play a key role in delivering net zero and should be cheaper to operate than petrol and diesel vehicles. They also create less

engine noise and vibration, providing customers with a smoother ride. Plans for this transition should be progressed by the new bus Enhanced Partnerships be underpinned by Bus Service Improvement Plans and Local Transport Plans (see section 4.3).

At a strategic level, we will work with other Sub-national Transport Bodies to map demand for future pan-regional alternative fuel infrastructure, recognising this needs to be developed across a wider geography than just the East.

As with smaller vehicles, high upfront costs for zero emission buses presents a barrier to take-up.

We will collaborate with local authorities, bus operators and government to secure the financial support needed to adopt new zero emission buses, building on the promises in *Bus Back Better*.

On rail, electrifying lines is essential to decarbonising journeys. This can be done in stages with benefits to local areas being realised as sections of line are completed. Bi-mode trains which can switch between electric and diesel are already running in the region and coastal routes could be well suited to pilots of hydrogen trains.

The use of hydrogen for freight and port activities is also vital, and this is discussed in section 4.5 Unlocking international gateways.

To support the region to switch fuels Transport East will:

- Lead a region-wide Electric Vehicle infrastructure task force in collaboration with the Office for Zero Emission Vehicles, local authorities, neighbouring regions and other partners to accelerate the roll-out of inclusive charging infrastructure and identify the sub-regional actions need to unblock and speed delivery.
- Create a partnership with National Grid and UK Power Networks to make sure the roll-out of charging infrastructure in the East aligns with plans for upgrading electricity supply networks and is powered by clean energy sources.
- Coordinate partner organisations including Net Zero East, Hydrogen East, National Highways, Network Rail and local authorities to elevate and make the case for investment in the East to decarbonise vehicle fleets and networks, including operational fleets, buses, taxis, private hire, trains and freight.
- Accelerate the roll-out of ultra-rapid EV charging points on the Strategic Road Network, working with National Highways and using evidence from our strategic corridor connectivity studies.
- Work with government and partners to identify barriers to people and businesses switching fuels across our region and make the case for solutions that will work best in the East – potentially including plug-in grants for cars and financial incentives to support zero emission buses, taxis, private-hire and freight vehicles.
- Working in partnership with Local Authorities and other Sub-national Transport Bodies, increase the regional evidence regarding transport carbon emissions, to provide clarity on our trajectory to net zero, including development of a transport carbon budget.
- Work with other Sub-national Transport Bodies to map demand for pan-regional alternative fuel infrastructure.

Decarbonisation Pathway

Goal 4

Zero carbon growth

Where people live in relation to their place of work, education or the services they regularly access, is a major factor in how they chose to travel and how goods get delivered to them. The Transport East region is planning 319,000 new homes and 167,000 new jobs over the next 15 years. If our goal to decarbonise the transport system is to be achieved, new developments must prioritise sustainable transport choices.

Building homes in places that help people travel sustainably

We will work to provide planning authorities with evidence needed to support new development in areas with the most potential to support sustainable travel, for example urban areas and locations around existing and new public transport hubs or in other areas where access to local jobs can reduce the need for longer distance commutes. This approach is supported by our scenario testing which indicates the location of regional development has a notable impact on the ability to decarbonise the transport system.

Through a transport decarbonisation framework, we will work with local authorities and national government to strengthen the evidence, guidance, funding structures and assessments to make sure planned new developments increase sustainable travel behaviour from day one.

This evidence framework will support local authorities to create robust Local Plans, Local Transport Plans (LTPs), Local Cycling and Walking Infrastructure Plans (LCWIPs) and public transport plans. It will also help inform service development and delivery, to allow transport and access issues to be considered in wider decision-making.

This would strengthen planning guidance for developers, making sure they create robust plans to deliver ambitious and quantifiable carbon reduction measures, including reducing conventional private vehicle use and promoting sustainable modes of transport. These plans should be clearly set out in Transport Assessments and Travel Plans supporting planning applications. Our work will help strengthen national and local guidance for these documents so net zero is a central factor in decisions to grant planning permission.

Where new homes and places of employment are located also drives the movement of goods. We will work with partners to increase the efficiency of freight trips, for example through the promotion of consolidation centres and shared vehicles for deliveries.

Designing places to encourage people to walk, cycle and use passenger transport

Integrating sustainable transport hubs should be a core element of the design of new developments. The design of the public realm should maximise opportunities for people to walk or cycle to sustainable transport hubs and local destinations. This means making sure routes are direct, inclusive, safe and secure at all times, a

pleasant environment, provide plenty of space for prams and wheelchairs, and prioritise people walking and cycling over people driving including restricting through traffic. Designs should also consider long-term maintenance requirements.

High-quality and secure cycle parking should be provided, integrated with sustainable transport hubs. Parking for motor vehicles should be limited in places that are easily accessed by public transport. Infrastructure to support electric vehicle charging should be provided in new developments from day one, with on-site parking provision for alternative fuelled vehicles prioritised. Integration of shared mobility such as car-clubs, and shared bike and e-scooter schemes is also encouraged, to reduce people's reliance on private vehicles.

To help our partners deliver zero carbon transport developments, Transport East will:

- Create an East of England 'future network plan' and lead 'strategic corridor connectivity studies' to support local authorities with new evidence to:
 - Deliver new housing close to local jobs and essential services, and in areas with high levels of sustainable transport accessibility.
 - Complete reviews of planning applications to make sure associated transport proposals maximise opportunities supporting the use of alternatives to conventional motor vehicles, including electric vehicles and sustainable modes.
- Deliver a Future of Freight Plan for the East, to inform planning authorities, logistics businesses and their supply chains of the potential for consolidating freight transport at a strategic scale.
- Through our Decarbonisation Pathway and analytical framework, provide evidence and guidance to support local authorities and national government to strengthen carbon reduction requirements of Transport Assessments and Travel Plans for new developments in the East, including measures to reduce car dependency.

4.3 | Connecting growing towns and cities

Enhanced links between and within our fastest growing places and business clusters, improving access for people to jobs, suppliers, services and learning; and enabling the area to function as a coherent economy with improved productivity and quality of life



Strategic Road Network > 620Km



All other roads > 25,500km



Footways/shared cycle paths > 22,500km



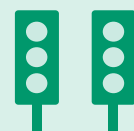
Public ROW > 16,000km



Bridges & structures > 7,800



Street lighting > 27,000



Signals/controlled crossings > 1,700

The East has vibrant, successful places which attract people to live, work, learn, visit, invest, and do business. We want our growing towns and cities to be better places for people to do all this. To be easier to get between and around centres, at all times of day to be safer and more pleasant for people, to be cleaner and help people live healthier lives.

Several of our major economic centres also struggle with significant pockets of deprivations with more urban authorities including Norwich, Ipswich, Colchester and Thurrock assessed as priority 2 areas for the government's Levelling Up Fund, and Basildon and Chelmsford assessed as priority 3. The government has recognised how improving access to jobs, skills and services for deprived areas can make a real difference, as transport schemes are eligible for Levelling Up funding.

Strategic transport networks in the East are slow, congested and overcrowded. Places like Southend, Ipswich, Norwich, Chelmsford, and Colchester are among the most heavily congested urban areas in the country outside London. With 319,000 new homes and 167,000 new jobs planned over the next 15 years, this will only get worse unless we work with government to tackle it.

We do not have one dominant metropolitan centre. Our £73bn economy functions through the connections between our 75 towns and cities, and neighbouring destinations such as London, Cambridge, the wider South East and the Midlands.

Our towns are also essential local hubs for surrounding rural areas drawing people from a wide area for work, education, essential services and leisure. This means major roads and railways are critical arteries supporting the regional and national economy, and are under significant pressure

The region already has extensive infrastructure providing and supporting routes within and between towns and cities. This includes more than 645,000km of road, 17,000km of footways and shared paths, together with public rights of way, bridges and structures, street lighting. A sustainable approach to transport includes the need to look after these assets, to ensure they are maintained at a level that encourages people to walk and cycle and ensures that roads are safe to use.



Image: Transport East

Effective asset management needs funding certainty. A programme of work that delivers value for money, requires a multi-year approach to improvements, which can only be delivered with multi-year funding certainty. New infrastructure investment will also increase the level of assets to be maintained.

The Strategic Road Network (SRN) of motorways and main A-roads in the East of England has an average delay of 11.3 seconds per vehicle mile, significantly higher than the national average of 9.5 seconds. Journey times by rail are slow, for example train travel to Norwich from London takes nearly 2 hours, compared to London to Birmingham – a further distance - in 80 minutes.

Figure 4.3.1 set outs our current challenges, specifically high car mode share in urban areas and constraints on our major rail and road routes.

Figure 4.3.1 Urban Mode Share and Inter-Urban Transport Constraints

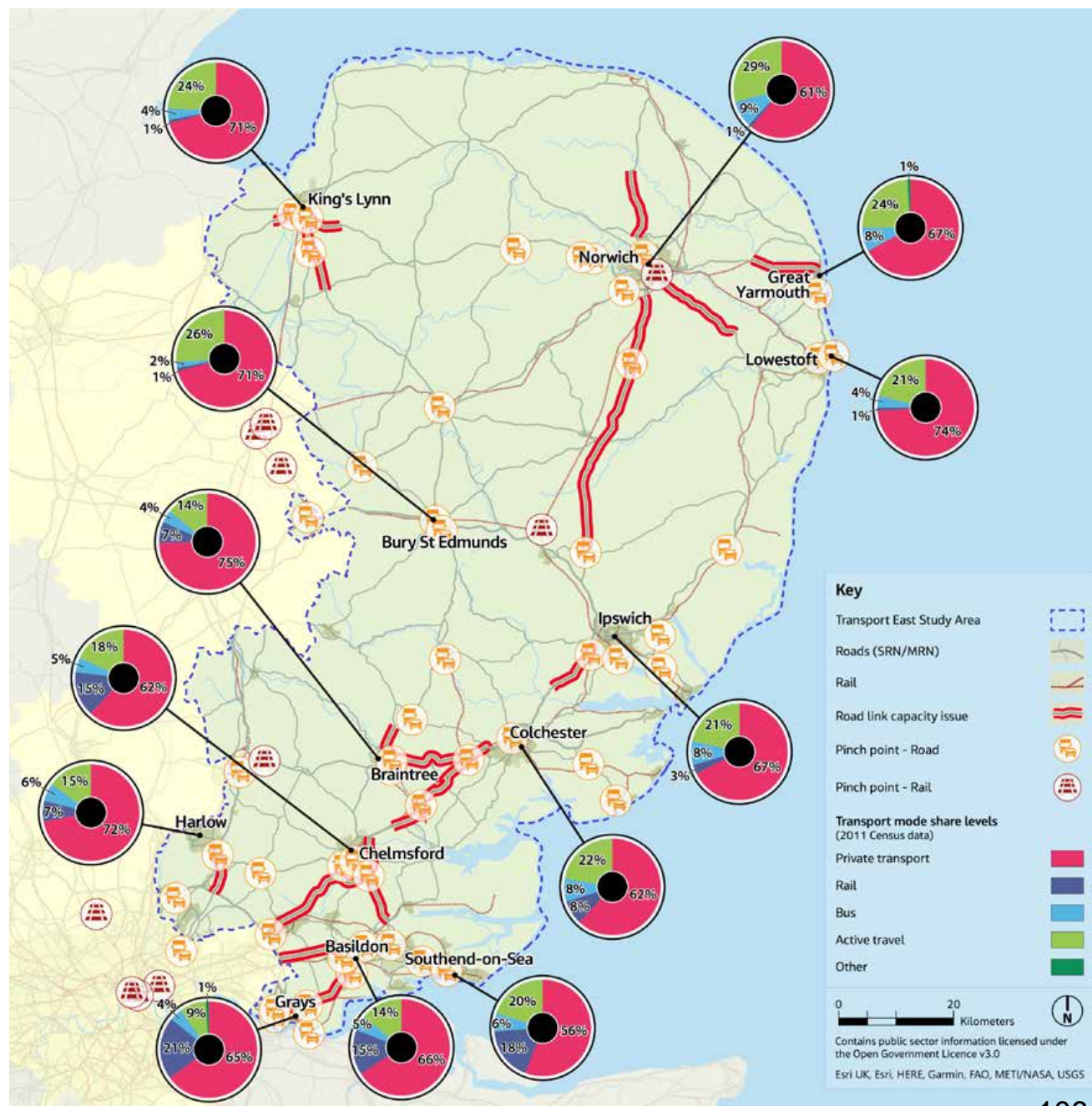


Figure 4.3.2

Connecting our growing towns and cities Pathway

Enhanced links within and between our fastest growing places and business clusters

Goal 5 Within our towns and cities

improve connectivity and accessibility for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure

Connected to the rest of the UK enabling the East to function as a coherent economy and improving UK productivity and post-COVID recovery.

Goal 6 Deliver faster and more reliable transport connections

between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment

Goal 7 Fully integrate transport

networks, services and operations across the Transport East region, through a customer focused approach, enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all people

Connections between our growing towns and cities that are as fast and frequent as all other regions in the UK.

A realistic sustainable option for every person for every trip.



Connecting our growing towns and cities Pathway

Goal 5

Better connections within towns and cities

Many of our towns and cities are built on historic foundations with limited road space, particularly in the centre. The forthcoming transition to EVs will help reduce, but not eliminate, carbon emissions and improve air quality, but not reduce congestion, reduce road danger or improve people's health.

Tackling this needs a coordinated approach to deliver new infrastructure and services which encourage and prioritise walking, cycling and public transport, alongside measures to reduce traffic volumes in busy town and city centres. The benefits will not only be transport related - if we get this right, we can also boost local economies, and improve the quality of life of our 3.5 million people.

What are the health benefits of physical activity?

Regular physical activity **REDUCES** your risk of....



Dementia
by up to
30%



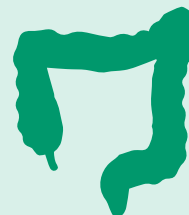
Hip fractures
by up to
68%



Depression
by up to
30%



Breast
cancer by
20%



Colon
cancer by
30%



Type 2 diabetes
by up to
40%



Cardiovascular
disease by up to
35%



All-cause
mortality by
30%

Physical inactivity is responsible for 1 in 6 deaths in the UK. Greater levels of regular exercise can reduce the impact of many health conditions relatively quickly. Building exercise into journeys through active travel like walking and cycling is one of the easiest ways people can increase their activity, improving health and quality of life and reducing the costs and resources required to treat poor health. This includes people who travel in wheelchairs, handbikes, recumbent bikes, mobility scooters and other active mobility. The East has an older and aging population, so it is even more important that our transport systems and built environment make it as easy as possible for people to stay active as they get older.

A walking and cycling revolution

Government has set a target of 50% of all trips in urban areas to be made by walking and cycling, and we share that ambition. There is significant potential for more people to walk and cycle in our towns and cities. However, they are prevented from doing so by safety and security concerns, lack of infrastructure, poor information, and other barriers. This results in people making a rational, or habitual choice to drive.

Successful walking and cycling improvements come from good data and analysis alongside

meaningful community engagement. We must fully understand current walking and cycling activity and exactly where there are opportunities for more, to target future infrastructure investment. This should include harnessing new technology (for example using mobile phone data) to understand how people move, expanding conventional means of data collection including surveys, and using audits to understand the quality of existing routes and facilities.

All urban areas should have a Local Cycling and Walking Implementation Plan (LCWIP) to identify long-term urban walking and cycling networks and the supporting infrastructure and behaviour change activity required to create a transformation in the numbers of people walking and cycling. These will prioritise local investment tailored to the characteristics of the areas they cover. We will champion the development of these plans, ensuring a consistent quality standard across the region.

We will also work closely with the new Active Travel England team to ensure new policy and guidance reflects the unique challenges and opportunities within the East.

People will only walk and cycle if the facilities are safe and well maintained. We will work with local authorities in the region to develop a toolkit to help planners design roads and streets with a

greater emphasis on accommodating sustainable modes. Transport for London's 'Healthy Streets' initiative and Streets Toolkit provides a potential starting point that can be tailored to the unique characteristics of towns and cities in the Transport East region. The public realm in urban areas should be designed inclusively, considering issues such as safety and security after dark and the needs of parents with pushchairs and people with mobility impairments.



Image: Visit East of England

Figure 4.3.3

A step-change in Active Travel

We share government's goal for doubling walking and cycling. For this to be successful it requires improvements to infrastructure which work for local places. Best practice in active travel design tends to come from large metropolitan areas. We commissioned a study with Sustrans to demonstrate how government's ambitious targets could be achieved in a region like ours, with large rural and coastal areas as well as smaller towns and cities.

Our local authority partners have a strong track record in developing and implementing plans across the region to create high-quality walking and cycling routes, making it easier, safer and more accessible for everyone to travel actively. Sustrans recommended the following priorities for investment:

- **Inclusive Design:** Active Travel infrastructure designed for all types of users
- **Urban Infrastructure:** Extensive Active Travel networks in all our towns and cities
- **Inter-Urban Infrastructure:** High-quality traffic-free network of routes between urban areas and market towns
- **Rural Infrastructure:** High-quality traffic-free rural network of routes between villages and their nearest urban centre
- **User-friendly support infrastructure:** Inclusive cycle parking, wayfinding, places to rest, Cycle Friendly Places
- **Data Collection:** Step-change in quality and quantity of data collected on Active

Travel modes across the region

- **Supporting Policies:** All land-use, development planning and transportation policies across the region aligned with *Gear Change* and UK Government Local Transport Note 1/20 (LTN 1/20)
- **Governance and Funding:** Sustained, consistent funding and effective cross-boundary cooperation are vital to successfully deliver improvements for walking and cycling
- **Behaviour Change:** Extensive, wide-reaching programmes to lock-in benefits of new infrastructure investment
- **Maintenance:** Significant uplift in spend on maintenance of Active Travel infrastructure
- **Supporting Technologies:** Partnerships with private sector to develop integrated complementary technologies



Image: Gemma Evans from Unsplash

Improving the bus network

Buses are a flexible and sustainable option, forming an important piece of the public transport network. However, bus services in large parts of the region are limited. Before the COVID-19 pandemic, 28% of people in urban areas still did not have an hourly or better weekday daytime bus service within 500 metres of their home. Bus services also provide an essential, sustainable connection between urban, suburban, market towns and rural communities.

Dependency on the private car is exacerbated by uncertainty about fares and tickets, and unclear information on routes, services and operating hours. The bus network is a complicated patchwork of services run by different operators, each setting their own routes and fares.

The COVID-19 pandemic has made this situation worse, significantly reducing bus passenger numbers resulting in severe financial impacts on bus operators and the likelihood of service reductions in the short to medium term.

Aside from walking, the bus is the most space-efficient mode of urban transport and is an essential mode of transport for much of society including older people, those on lower incomes, women and students. It can carry the most people in the smallest amount of road space and

caters for everyone. Buses are vital for solving urban congestion.

Transport East supports the approach set out in the government's *Bus Back Better* Strategy. This sees Enhanced Partnerships between local authorities and operators to set Bus Service Improvement Plans to improve customer experience, journey times and reliability locally. However, funding required to achieve these ambitions across the region remains inconsistent.

At the regional level, Transport East can support local improvements by leading on strategic issues around integrating buses with other transport modes including customer information, fares and ticketing and cross-boundary services along our core movement corridors,

Within our towns and cities, buses will only be successful if priority measures are also provided to segregate buses from congested general traffic to make journeys quicker and more reliable, attracting people away from driving private cars. We will support local authorities to maximise the opportunities for bus travel by reviewing parking provision and cost within their areas, to make bus journeys as attractive as possible.



Image: Super Straho from Unsplash

Figure 4.3.4

Improving buses

Buses will play a crucial role in developing sustainable transport networks. The national Bus Strategy *Bus Back Better* sets out a vision for improving bus services in England to encourage passengers back to buses. It defines the outcomes needed for passenger transport to become more accessible and a more attractive alternative to the car, including making services greener, cheaper, more frequent, more reliable, and faster. The strategy also identifies the need to improve passenger information and integration with other modes and enhance journey quality and accessibility for all.

The strategy requires local authorities and local bus operators to work together with their local communities to deliver fully integrated services. Bus Service Improvement Plans set out the vision, ambition and delivery for each local authority in delivering the step-change in bus services through Enhanced Partnerships or franchising.

Transport East partners are driving forward

plans for Enhanced Partnerships with local bus operators to work towards ambitious networks able to compete with the car.

A report by Transport East into bus passenger transport in the region in 2021 set out several recommendations:

- Stable and increased government funding for bus services, particularly those in rural areas
- More flexibility for councils and operators to run new types of service, such as mini-buses booked on-demand through apps
- More coordination of different public transport options to make journeys easy to plan and take, including customer information and payment
- Prioritising bus services at congestion hotspots to keep journeys quick and reliable
- Work regionally to improve cross-boundary services

Prioritising sustainable modes in urban areas

Walking, cycling, buses and general traffic networks are all interconnected and cannot be planned separately. To enable people to choose walking, cycling and bus services in our space-constrained towns and cities, these routes should be planned together on a network, corridor or area basis, alongside measures to manage general traffic.

We will work with local authorities to promote measures that reduce traffic levels in urban areas and develop measures to restrict car use in crowded centres, in tandem with plans to improve access by sustainable modes. The right solutions will depend on the characteristics of each place, but could include working closely with schools, employers, businesses and other destinations to manage the demand for travel and adjustments to road space allocation, parking provision and pricing.

Opportunities for shared mobility

Evidence is building around the impact shared transport schemes can have on increasing active travel, reducing private vehicle ownership and decarbonising transport.

Within our region we have notable car-club schemes operating in Norwich, along with shared bike and e-scooters. E-scooter trial schemes are also in place across towns in Essex including Braintree, Basildon, Colchester and Clacton-on-Sea. These trials are helping understand the opportunities and impacts of newer models and modes of transport.

In addition, car-sharing programmes can reduce the number of vehicle miles. In 2020 around 2.5 million people shared their commutes to work. Norfolk based Liftshare has been working with employers across the region to reduce commuting miles with their innovative digital platform.

To provide better connections within towns and cities Transport East will:

- Increase the capacity and capability of local authorities in urban areas to deliver a step-change in urban connectivity through:
 - Commissioning and providing enhanced regional level data and evidence to strengthen co-ordinated multi-modal transport plans
 - Developing a toolkit to help planners in the East design urban roads and streets prioritising sustainable modes, reflecting our region's unique features
- Make the case for increased, stable and long-term funding for local authorities to deliver and maintain holistic, integrated and high-quality public transport and active travel in urban areas. Allowing them to balance the needs of all users in constrained streets.
- Lead an action plan to identify and drive forward regional-level projects to complement Local Transport Authorities' local Bus Service Improvement Plans, accelerating the delivery of comprehensive networks of accessible, high frequency 'turn up and go' bus services supported by real-time information and integrated cashless ticketing.
- Lead our sub-national Active Travel, Bus and Rail action groups, and implement the regional recommendations of our bus and active travel strategies, to make sustainable transport more accessible, easier to use and more attractive to all people.
- Lead an action plan to identify and drive forward regional-level projects supporting the development, construction and maintenance of comprehensive and integrated walking, cycling and wheeling networks in the East, supported by dedicated safe and inclusive infrastructure, high quality signage and way-finding with priority over traffic
- Work with Local Authorities to support the expansion of shared transport schemes to reduce private vehicle ownership and increase the number of miles travelled by sustainable modes.



Connecting our growing towns and cities Pathway

Goal 6

Better connections between towns and cities

With 75 growing towns and cities spread across the region it is critical people can travel efficiently between places to access jobs, training and education, and businesses have reliable connections to their customers and supply chains. This also includes to major employment centres such as ports and airports and large business parks.

Poor connectivity in the region is a significant barrier to attracting and retaining firms and workers and to overcoming issues such as lower than average skill levels. It is also an obstacle to maximising the potential of high-value business clusters that capitalise on the region's strengths.

We also need strong connections beyond our boundaries.

Connecting beyond our boundaries

London and Cambridge in particular are important neighbouring economic, social and cultural centres which are supported by people, businesses and goods from across the East. Whilst travel patterns are still evolving following the restrictions through the COVID-19 pandemic, it is clear there remains a strong economic and social demand to many key destinations beyond our boundaries.

Our strategic road and rail networks do not stop at our boundaries and investment is needed along full routes to see safe, reliable and efficient end-to-end journeys. There are several key projects already identified outside our boundary that are essential to delivering better transport within our region.

Working closely with neighbouring authorities and sub-national transport bodies including England's Economic Heartland, Transport for London and Transport for the South East, we can strengthen the evidence for joint priorities, develop solutions that work for all our communities, provide better value for the taxpayer and ensure initiatives being progressed by a neighbour does not unduly impact the East.

Building a world-class rail network

The rail network in the region is oriented towards London, based on three core radial routes; the West Anglia Main Line (WAML), Great Eastern Main Line (GEML) and Essex Thameside Line. East-West connections are provided from Cambridge to Ipswich and Norwich. Additional branch lines connect to our coastal communities, including Great Yarmouth, Lowestoft, Felixstowe and Harwich. The network in the Transport East region is summarised in Figure 4.3.5.

Our rail network is slow compared to other parts of the UK. Investment by Network Rail and the train operating companies has made steady incremental improvements over recent years. The new train carriages being rolled-out on the Greater Anglia managed routes increased capacity and improved customer experience. However, travel time on our constrained network is unacceptable when compared to journey times on similar routes elsewhere in the country.

Frequency of passenger services and the movement of freight is affected by constrained capacity on our rail lines across the region and at pinch-points close to our boundaries. This is exacerbated by a very significant number of level crossings and a need to expand digital

signalling. Balancing the need to access local communities by road and improvements to safety, frequency, capacity and reliability for the railway is challenging and we will work with Network Rail and the new Great British Railways to strike that balance. Investment in rail is vital for decarbonisation and our contribution to UK prosperity and so is a core priority for this strategy.

Before the COVID-19 pandemic, passenger services on the main routes into London were heavily crowded during the peak. The longer-term implications of the pandemic on rail demand are uncertain, however, the extent of capacity constraints combined with the scale of development envisaged along parts of the network (particularly in the Thames Estuary) suggests even a modest rebound in rail usage over the next few years is likely to require major investment.

Frequency of service has been shown to be a significant factor in use of rail. For example, providing an hourly service on the East Suffolk line, Norwich to Sheringham, Norwich to Cambridge and Ipswich to Cambridge has increased passenger numbers between 100% and 260%. Infrastructure improvements to increase frequency along key routes including GEML

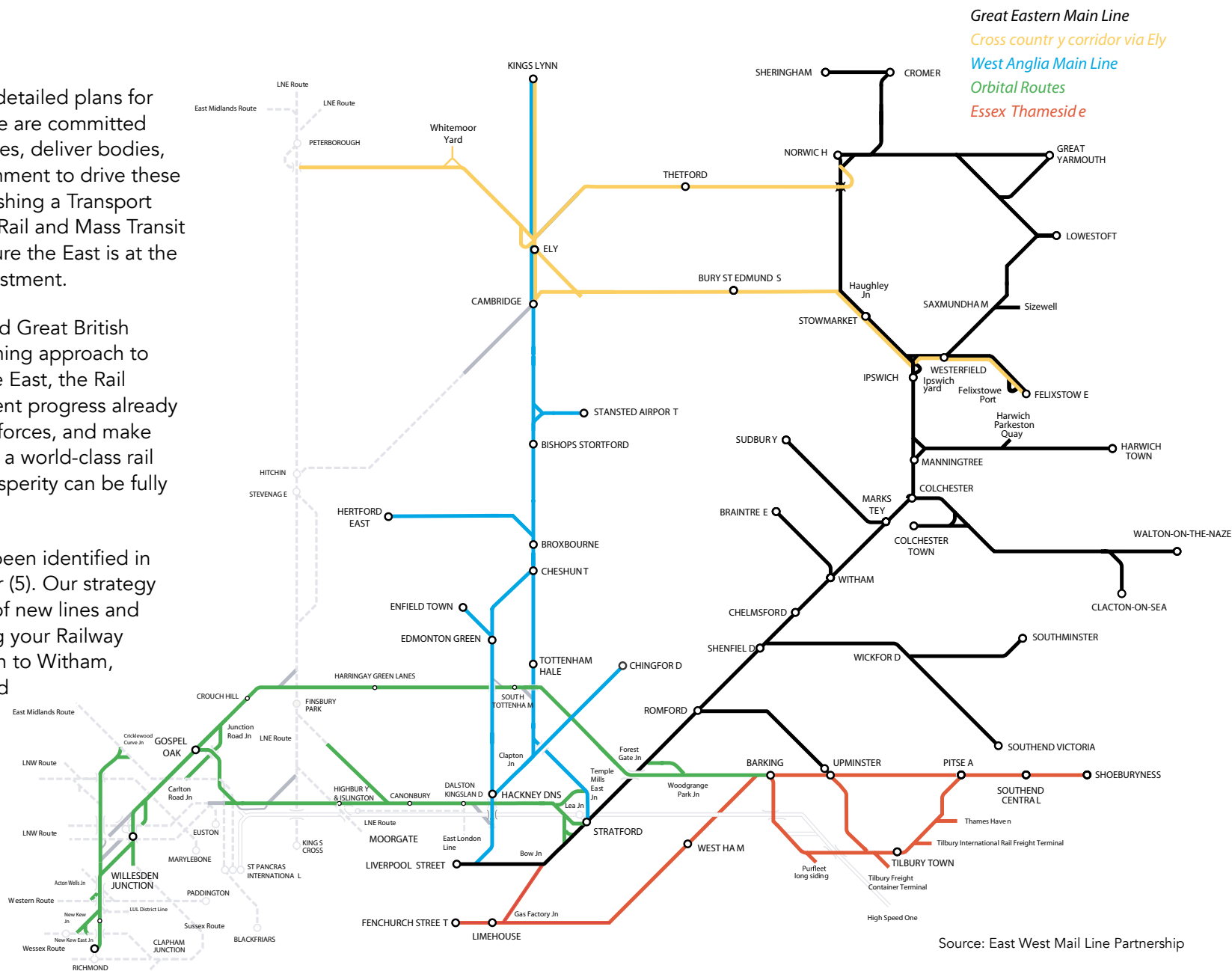
and routes to Cambridge and Peterborough are crucial to maximising the use of this low-carbon mode. Routes through Cambridge and Peterborough integrate the East with economies in Midlands and rest of the UK enhancing national connectivity.

A further rail challenge in the region, evident from the plan in Figure 4.3.5, is that orbital east-west connections are very limited. The Ipswich-Ely Line via Bury St. Edmunds currently carries a passenger service that runs every two hours. The Norwich-Cambridge route via Thetford is hourly. These services link some of our major economic centres with key business destinations. Capacity improvements along these corridors, both inside and outside our boundaries, particularly around Ely, are crucial to unlocking the potential of rail within the East.

Specific rail challenges have been identified in our Strategic Corridor chapter (5). Our strategy also supports the reopening of new lines and stations through the Restoring your Railway programme, including Maldon to Witham, Kings Lynn to Hunstanton, and Wymondham to Dereham.

Figure 4.3.5: Anglia Route rail network

Source: Network Rail Anglia
Route Study, 2016



Source: East West Mail Line Partnership

Figure 4.3.6

Case Study: **East-West Rail**

East-West rail connections in the Transport East region are very limited, consisting of two branch lines. The Ipswich-Cambridge line via Newmarket is hourly and runs on a single track from Newmarket to Cambridge with constrained line speeds. The single track line is also a major constraint to increasing service frequencies. The Norwich-Cambridge line via Thetford is hourly. Journey times are unacceptably slow, typically 75 minutes between Cambridge and Ipswich (around 45 miles as the crow flies) and 80 minutes between Cambridge and Norwich (57 miles).

Improving rail connections between Cambridge, Norwich and Ipswich would support the growth potential of these cities and development along key corridors such as the Norwich-Cambridge Tech Corridor and connect with wider UK economic centres.

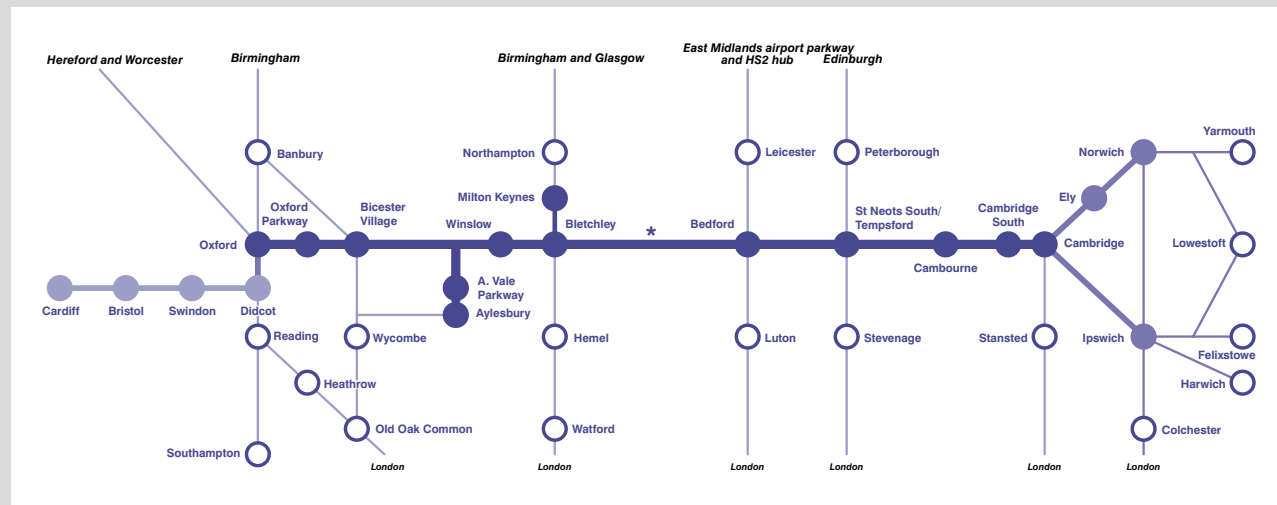
There are well developed plans to improve East-West connections between Oxford and Cambridge – known as East West Rail.

Transport East strongly supports the proposal to extend East West Rail with an Eastern Section, connecting Norwich and Ipswich to growth centres at Cambridge, Milton Keynes, and Oxford, and onwards to Wales, Scotland, the South West and the North.

The EWR Eastern section would significantly reduce rail journey times between key urban areas, and relieve crowding on rail services via London and congestion on the strategic road network. It would increase capacity for rail freight facilitating growth at several ports

including Freeport East while decarbonising the movement of goods. It would also unlock major development sites with sustainable transport connections to help the Government fulfil its ambition to deliver more homes across the UK.

The Eastern section could also open-up opportunities for direct connections to Stansted and Colchester along with onward improvements for coastal locations in Norfolk and Suffolk.



Alongside rail infrastructure, Transport East will make the case to revolutionise the customer experience of public transport, working with operators to improve services, accessibility, ticketing and fare options for passengers. Integrating rail services with other modes is also vital, to ensure end-to-end customer journeys are easy and seamless.

The Rail Group will support the rail industry and local authorities to ensure sure major new developments are connected to the rail network through new stations where appropriate similar to the new Beaulieu Park station in Chelmsford, and better links to existing stations.

Finally, the electrification of the railway is vital – both in delivering additional capacity to support improved services, move increasing amounts of goods, as well as the drive towards net zero. We will fully support and make the case for the rapid rollout of Network Rail's Traction Decarbonisation Strategy in the East, including the use of hydrogen fuels on branch lines.

A new approach for our roads

The strategic road network has underpinned the Eastern region's economy for the last millennium by moving people and goods, and that fact will not change. What will change within the lifetime of this strategy is how roads are used by people.

Nearly 80% of all miles travelled by people in the East are made by car or van, and roads will continue to transport most people and goods between our towns and cities in future. Our challenge is to develop a zero-emissions road network fit for the 21st century that provides safe and efficient connections between our growing places, offering a range of journey choices – bus, mass rapid transport, bike, coach, shared vehicle or electric car for people, or clean freight to move goods.

Starting with the infrastructure, this means improving both the Strategic Road Network, Major Road Network and local road network (shown in Figure 4.3.7).

The Strategic Road Network is managed by National Highways. National Highway's remit is to operate, maintain, renew and enhance our strategic roads. Funding is allocated in 5-year cycles by the Department for Transport linked to the Road Investment Strategy. The current Roads Investment Strategy (RIS2) commits funding to 2025. The priorities the East within future RIS are developed by National Highways through Route Strategies, aligned with other region's priorities before seeking approval from the Secretary of State for Transport.

Major roads are managed and funded by our five local transport authority members. Maintenance funding is allocated from central government according to the length of the road network in their authority. Enhancements are funded through specific funding pots as part of the National Roads Fund.

Our partners have identified core roads along our six strategic corridors that are vital to connect our region to the UK economy, including the A11, M11, A12, A13, A14, A47, A120 and A127.

We will work with local authorities, other Sub-national Transport Bodies and National Highways to review priorities and develop plans to improve road connections between our growing towns and cities and key places outside the region. This work will inform any future National Highways and Department for Transport funding streams, for example RIS3 and Major Road Network and Large Local Major Schemes programme. Our focus will be on providing reliable, safe journeys and creating a well maintained and resilient network, while improving environmental outcomes and meeting the needs of all users.

A major proposed road link into the region is the Lower Thames Crossing which connects the M25 and A13 near South Ockendon through Thurrock, with the A2 south of Gravesend on the other side of the river. The primary objective for this nationally significant scheme is to provide resilience to the M25 around the Dartford Crossing. While the scheme will improve onward connections into Kent, they do not include the Tilbury Link Road, hindering connectivity to the Thames Freeport and constraining the economic growth potential for the region.

We must explicitly tackle the challenge to deliver net zero carbon emissions. Roads create 96% of our region's transport carbon emissions. We must improve how we manage our roads and how people use them, integrating roads planning with our rail plans by focusing on strategic people movement.

Experience has shown that it is not always possible to build our way out of congestion problems. New roads can relieve congestion in the short-term but in the longer-term tend to result in more drivers wanting to use them. New links may be required in specific circumstances (for example to provide access to new developments in areas of high growth or to fix significant network gaps) but the overall approach should be to create safe and reliable journeys by identifying existing congestion hotspots and pinch-points and developing targeted interventions to provide more consistent capacity.



Figure 4.3.7: The SRN and the MRN in the Transport East region

Source:
Transport East regional
evidence base, 2019

We support the development of a mass rapid transit network using our road network and integrated with our rail network. The Government's *Bus Back Better* Strategy encourages the development of high frequency 'superbus' networks in areas with patchworks of small towns and large villages. There is significant potential for the development of this type of network in parts of the region.

Many of our local authorities are already leading the way on this, including proposals for the South Essex Bus Metro covering Southend, Thurrock and parts of South Essex (see Figure 4.3.8), the KenEx route connecting Kent and Essex, a North Essex Rapid Transit (NERT) connecting Braintree and Colchester, and proposals to connect with Hertfordshire via the Herts-Essex Rapid Transit (HERT). Together with emerging Enhanced Partnerships for buses and existing coach networks, the start of a regional passenger network is forming using strategic roads. The Transport East partnership will scope a sub-national passenger transport network further with our partners.

For people who need to use private vehicles, we will support the accelerated roll-out of ultra-fast EV charging infrastructure along the SRN and MRN to maximise the use of sustainable vehicles on our major roads.

Figure 4.3.8

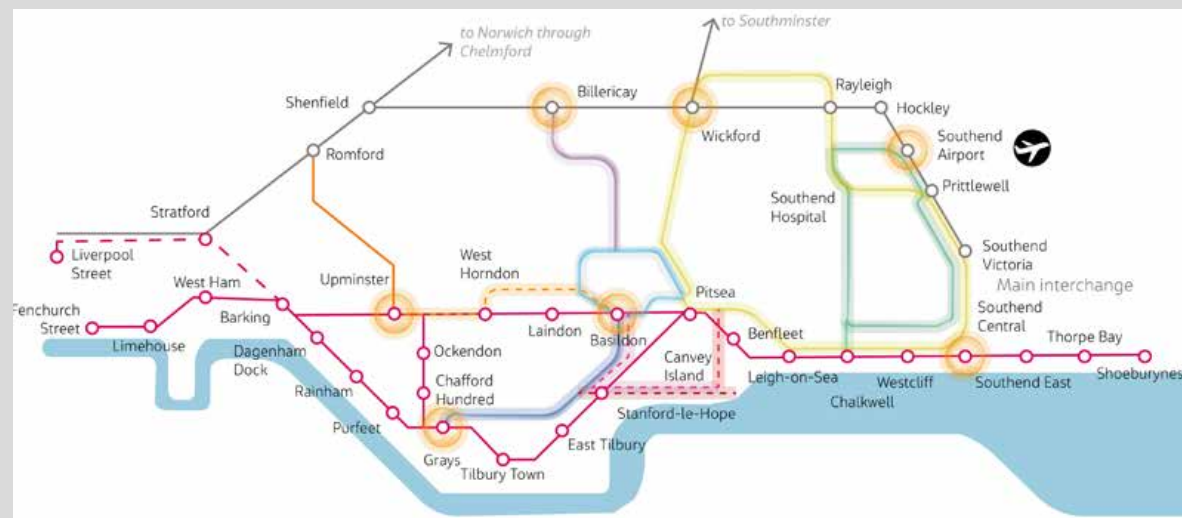
Case Study: **South Essex Bus Metro**

The South Essex Bus Metro is a proposed state-of-the-art Bus Rapid Transit network connecting key destinations in Southend-on-Sea, Thurrock and south Essex.

Zero emission buses would run separated from general traffic and the network would be designed to attract a wide range of users, with real-time information, a tap-in payment system

and accessible, safe stops. Planned alongside walking and cycling improvements to make it as easy as possible for people to use sustainable travel for their whole journey, it would be integrated with demand responsive services to connect with communities further afield.

The scheme is currently under development and an indicative network is illustrated below.



While our strategic roads can manage large numbers of vehicles, this is not true of streets within our towns and cities. We need to make sure trips made between our towns and cities do not contribute to congestion within urban areas. Initiatives such as Park & Ride and Park & Pedal are critical to intercepting journeys and supporting a smooth transition to sustainable modes of transport within our urban areas.

Longer-term measures to manage road demand

The take-up of electric vehicles will have significant consequences for how roads are managed and funded nationally in future. The upfront cost of an electric vehicle is currently higher than a petrol or diesel-powered vehicle, but this is changing rapidly as mass-production of electric vehicles accelerates. Electric vehicles are also already cheaper to run, partly because of the fuel duty paid at the pump when filling up with petrol or diesel.

As electric vehicle technology improves, the cost of motoring will reduce further and people are likely to use their EV more as cost of fuel becomes less of a factor. This means nationally that new demand management measures are likely to be required to reduce congestion and delay at peak times. The government will also need to find new ways of raising revenue to invest in and maintain roads as fuel duty decreases.

We are committed to working with government to explore options for maintaining our road network and managing demand to use it in the age of the electric vehicle. The implications of any national proposals would need to be carefully considered and consulted on widely to understand how any detailed policy would affect communities in the East.



Image: Super Straho Unsplash

To better connect our growing towns and cities with each other and the rest of the UK Transport East will:

- Lead regional network analysis and corridor connectivity studies to present a new and compelling case for investment in existing and future priorities on our strategic corridors.
- Lead strategic thinking on the enhanced role of rail in the East to 2050, through the formation of a Transport East Rail Task Group. Produce a Rail and Mass Transit Plan for East setting out the next generation of investment priorities for the region.
- Enhance the business cases for investment in our rail priorities in the East and accelerate delivery of our priorities, including proposals to deliver faster and more capacity on the Great Eastern Main Line, West Anglia Main Line, Thameside Line, and the Eastern Section of the East West Main Line between Oxford and the Transport East region.
- Work with National Highways and local authorities through the RIS process to enhance the case for investment in of our high priority road network connections to deliver reliable, fast and safe journeys, including the A47, A14, A11, A120, A12, A13, A127, M25 and M11.
- Lead new thinking on the future use of roads in the region, including unlocking game-changing Rapid Passenger Transit networks, autonomous vehicles, shared transport and integration with other modes and technologies, to ensure users of our road network are collectively achieving our decarbonisation and economic growth goals..
- Create a new regional level analytical and modelling function to enhance the region's understanding of people's movement, inform our strategic network plans and test new solutions.
- Work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance and management of the transport network, to ensure the strategic transport network provides reliable and safe journeys.

Connecting our growing towns and cities Pathway

Goal 7

Integrated transport networks with customers at the heart

Here we focus on integrating our urban and inter-urban transport networks to provide a world-class customer experience, including ensuring a safe network and tackling road danger is at the heart of decision-making.

Putting the customer first

Our Strategy seeks to set an approach to transport planning and delivery with the user at the centre. This means understanding how, why and when people are making journeys in different parts of the region, considering the differing circumstances of everyone including school children, commuters, carers, visitors and older people. Recognising that door-to-door journey quality is as important as how long it takes.

Creating a transport network where sustainable journeys are the easiest choice for people requires interventions at every level. We have already set out many of the building blocks to

reducing people's car dependency – the provision of new infrastructure and services for sustainable modes of transport is in Goals 5 and 6 of this section. Goal 1 in decarbonisation also sets out the importance of an integrated approach to land-use and transport planning and the roll-out of improved digital connectivity as tools for encouraging the use of sustainable modes, as well as reducing people's overall need to travel. Goal 3 in decarbonisation highlights the importance of measures to encourage behaviour change.

Fundamentally, all modes of transport in the region need to be better integrated to deliver a truly user-centric Strategy. Transport gateways in towns and cities should be multi-modal hubs This applies both physically in the form of better and more accessible stations, bus stops and active travel facilities to allow smooth interchange; and through improved coordination of services, for example through real-time multi-modal travel information, integrated ticketing on public transport services, better payment options (including cashless ticketing), the alignment of timetables and ensuring our network is safe and harassment free.

Our user-centric Strategy also recognises the critical role transport plays in creating pleasant and attractive public spaces, supporting community cohesion, allowing businesses to thrive, and

boosting the quality of life of our residents.

This approach represents a step change from 'business as usual' in the region and we recognise the importance of demonstrating its benefits. We will work with local authorities to identify suitable locations for pilot projects to showcase a user-centric and multi-modal approach to transport planning, involving the coordination of initiatives including Low Traffic Neighbourhoods, 'Dutch-style' cycle networks, and bus priority measures. In this context, we will also support the introduction of restrictions on car use in urban centres to demonstrate the benefits to the environment and the public realm, for example 'car free' days in market towns or seasonal restrictions to support sustainable tourism.

Eliminating road danger – the Vision Zero approach

In 2019, 1,611 people were killed or seriously injured on our transport network, with a further 4,312 suffering slight injuries. This is not acceptable, nor is it inevitable. Cities and regions around the world are taking a stand to end the toll of deaths and injury seen on their roads and transport networks by committing to Vision Zero.

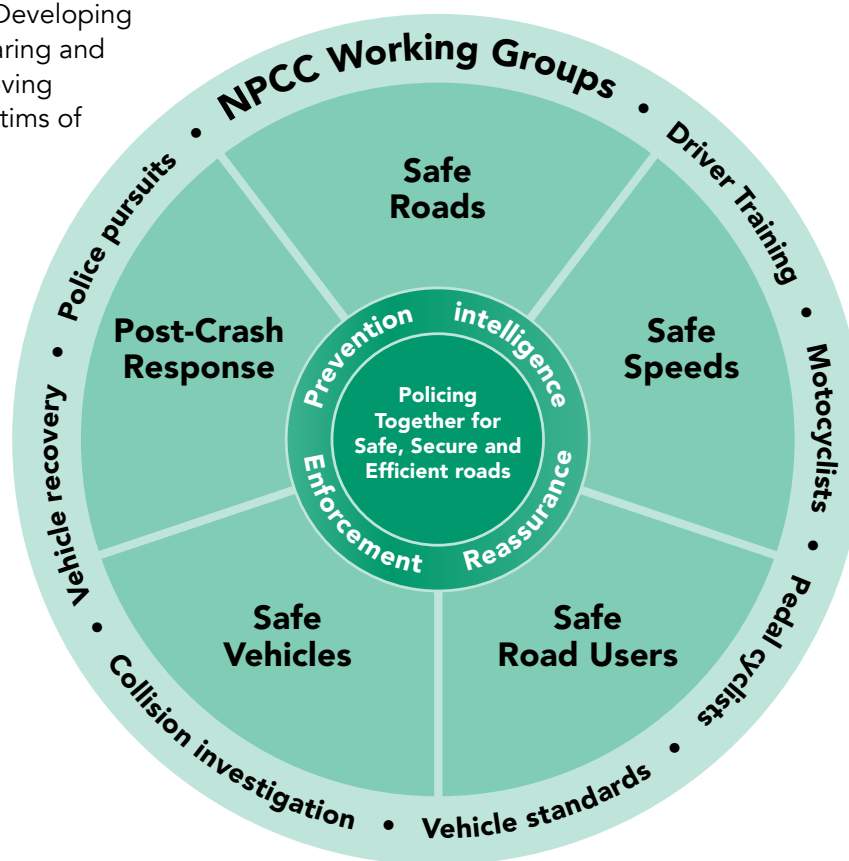
When we leave our homes each day, we should feel safe and confident about the journey ahead. Our strategy seeks to eliminate deaths and serious injuries on the transport network by 2050. This ambition aligns with the 'Safer Systems' approach adopted by the National Police Chiefs' Council, our regional Road Safety Partnerships and our own local police services. The approach focuses on five areas:

- 1. Safe speeds:** Encouraging speeds appropriate to the place and people living there, through the widespread introduction of new lower speed limits.
- 2. Safe roads:** Designing an environment that is forgiving of mistakes by transforming junctions, which see the majority of collisions, and ensuring safety is at the forefront of scheme design.
- 3. Safe vehicles:** Reducing risk posed by the most dangerous vehicles by introducing improved standards for Heavy Goods Vehicles, buses and other vehicles.

4. **Safe road users:** Reducing the likelihood of road users making mistakes or behaving in a way that is risky for themselves and other people through targeted enforcement, marketing campaigns, education programmes and safety training for cyclists, motorcycle and moped riders.
5. **Post-collision response:** Developing systematic information sharing and learning, along with improving justice and care for the victims of traffic incidents.

We also need to consider the needs of other emergency services regarding access to and issues around the transport network.

We will work with local authorities, the police, other emergency services and wider partners to deliver this vision.



To create an integrated and customer focussed transport network in towns and cities, Transport East will:

- Work with local authorities to make sure their multi-modal transport plans are developed with users at the centre, considering the needs of different groups particularly those with protected characteristics under the Equality Act. Areas to explore include the provision of services, affordability, door-to-door journeys, and the role of transport in creating high-quality, safe public spaces.
- Coordinate with partners, including the police, to promote and make the case for greater investment in a Vision Zero 'safer systems' approach to eliminating road danger across the region.
- Lead our sub-national Active Travel, Bus and Rail action groups, and implement the regional recommendations of our bus and active travel strategies, to make sustainable transport easier to use, more accessible and more attractive to people.
- Work with transport operators at a regional level to increase the integration of different transport modes e.g. integrated ticketing Undertake research and analysis to better understand travel behaviours, motivations and drivers of change.

4.4 | Energising rural and coastal communities

A reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round

Across the Transport East region, 21% of people live on the coast and 33% live in rural areas, both significantly higher than the national average. These areas are home to nationally significant agricultural, tourism, and energy sectors, many small business and strong communities rich ecological and heritage landscapes.

We want everyone in rural and coastal areas to be able to do more, more easily. We want young people to be able to spend time with friends without worrying how to get home. We want older people to be able to travel independently for as long as possible. We want rural and coastal businesses to grow and thrive by accessing new markets and talent. We want people to be able to access skilled jobs without having to struggle with long, unreliable commutes.

Two thirds of our rural residents live in a 'transport desert' where there is no realistic alternative to the private car (see Figure 4.4.1). Digital connectivity is limited, as is public transport, reflecting the challenge of providing services to dispersed populations. People are highly dependent on the private car to get around, with long distances to access work and services. This can limit people's options and means small changes in circumstances can have a notable impact on quality of life. Limited electric charge points mean rural communities lag behind on the

take up of EVs, adding to carbon emissions and increasing air quality issues.

The East's coastal communities are special places. Situated along 500 miles of our coastline, they host the UK's premier offshore renewable energy sector, 13 ports, attract millions of visitors each year and host a diverse economy. There are urban coastal communities, small towns and villages; there are areas of relative affluence and places suffering significant deprivation. All the priority 1 areas in the region identified in the Levelling Up Fund are coastal authorities

Rural and coastal areas in the region are home to a disproportionately high number of people over the age of 65, which creates challenges related to isolation and access to healthcare. Poor accessibility is also a key factor for those areas of embedded deprivation. Better connectivity both along and to our coast is vital.

The impact of seasonal peaks in demand linked to tourism can be an additional challenge for rural and coastal areas. The vast majority of visitors to the region come by car which creates particular challenges for smaller places and on the wider road network during holidays.

This Strategy champions transports' contribution to levelling up our rural and coastal places. Figure 4.4.2 summarises our pathway for energising our rural and coastal communities, setting out overall aims of eliminating 'transport deserts', supporting access for every person to ultra-fast broadband, and improving connections to energise local economies.

**Figure 4.4.1:
Transport Deserts
and Broadband
Connectivity in the
East of England**

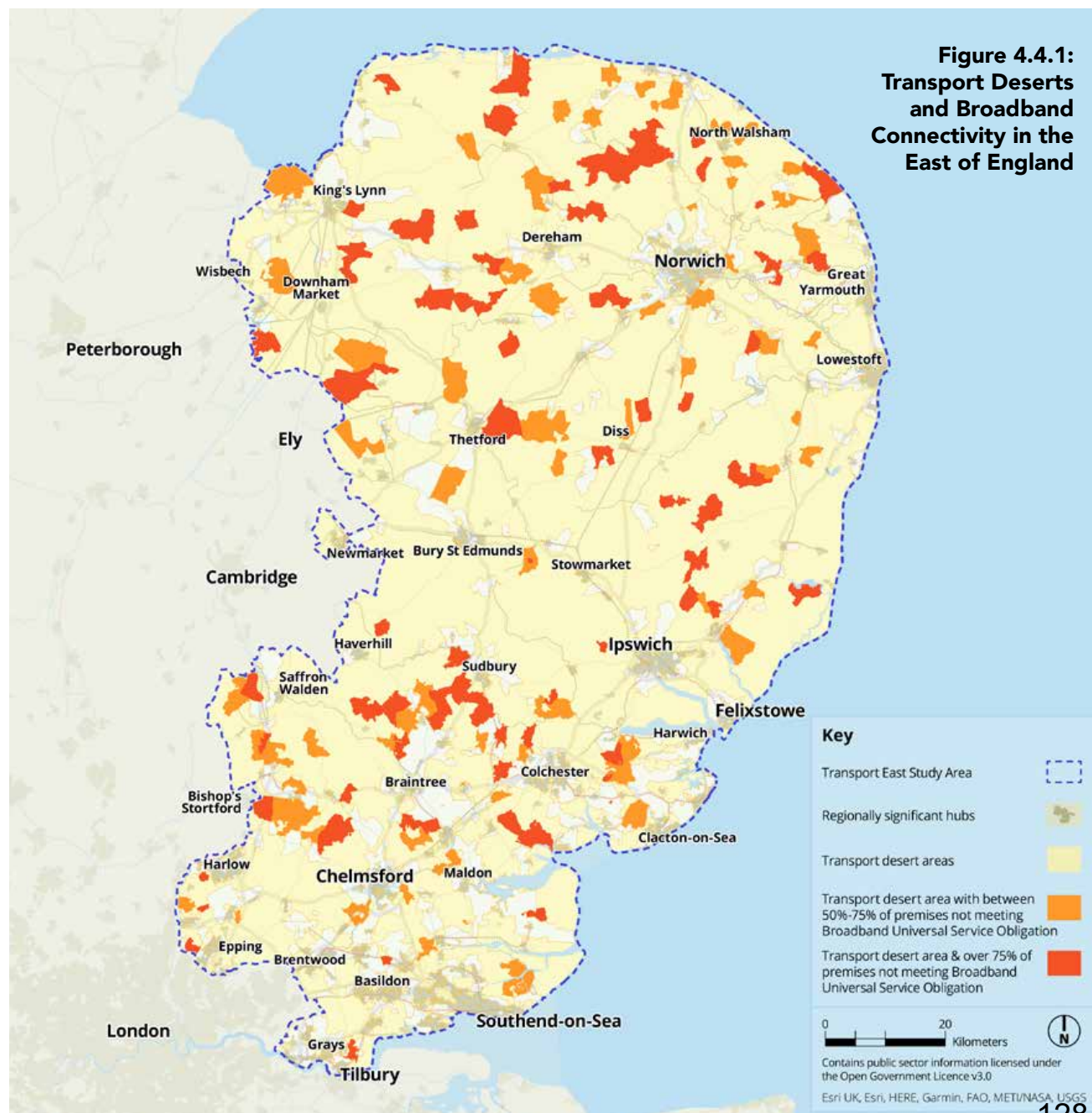
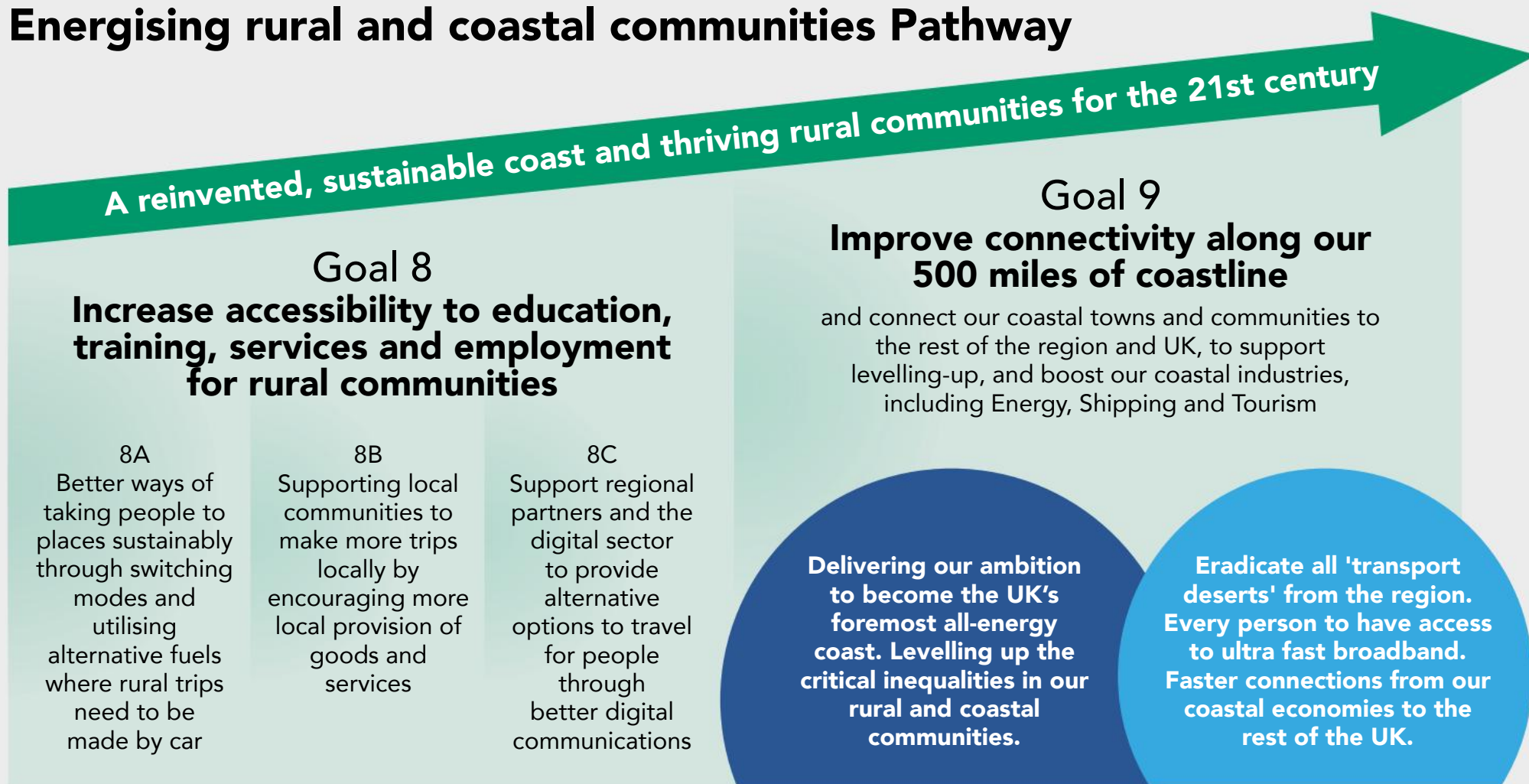


Figure 4.4.2

Energising rural and coastal communities Pathway



Energising rural and coastal communities Pathway

Goal 8

Increasing access for rural and coastal communities

With many people living and working in rural and coastal communities across the region, it is crucial to increase access to regular services and destinations by sustainable means. Many of these are situated in nearby towns and cities, and the transport relationship between rural, market towns and urban areas is important and complex. Shifting to more innovative types of transport and the use of cleaner vehicles, and reducing the need to travel via improved digital connectivity and switching to more local trips are all part of an integrated approach to improving access for rural and coastal areas.

Improving sustainable access in our rural and coastal communities will require a mix of investment. Encouraging a significant mode shift in sparsely populated and dispersed rural and coastal communities will be challenging. Road transport is an important part of everyday life for many people and is likely to remain so in future.

A rural mobility Centre of Excellence for the East

Given the priority our partners place on tackling rural mobility, Transport East has taken the role as lead Sub-national Transport Body in England on Rural Mobility. We lead a national work programme to support better outcomes for rural areas, bringing together data, case studies, innovation and best practice across England, and developing a compelling case for investment in rural areas.

We propose to build on this to establish a Centre of Excellence for Rural Mobility, bringing together our partners, academia and interest groups to drive forward transport innovation in our rural region, to benefit the whole of the UK.

Decarbonising rural trips

The transition to Electric Vehicles needs to happen quickly in rural areas. Most people in rural locations do not have charging infrastructure and we should prioritise delivering EV infrastructure in these locations, given the immediate lack of alternatives.

Decarbonising business transport within rural economies is also vital, for example agriculture. Transport East will work with local authorities, the energy sector and bodies such as Hydrogen

East to explore the potential for establishing pilot areas in rural and coastal locations to develop and test innovative transport decarbonisation solutions.

Reinventing rural passenger transport

Adopting clean fuels in rural areas will go a significant way towards reducing carbon emissions and air quality issues in the region. However, the dominance of the private car in rural and coastal areas creates other challenges related to traffic congestion, inequalities, social isolation and public health. Targeted investment to encourage other modes of transport will have a significant role to play.

An innovative approach to rural passenger transport is needed. Our partners know traditional models do not work for rural communities and are not financially viable for operators seeking to serve schools, colleges, major employment sites, tourist destinations and town centres.

As a strong advocate for enhanced bus services for rural people, Transport East will support our local authorities' Bus Service Improvement Plans (BSIPs) to deliver a high-quality approach in rural areas across the region. We will work with government to secure further investment, greater flexibility and the removal of regulatory and other constraints.

We will also work with local authorities, bus operators and the government to ensure bus fares are attractive to people and support measures to encourage disadvantaged groups to use services more frequently, recognising the critical ‘lifeline’ routes that serve many people in isolated areas but are not commercially viable.

Diversifying the customer base for rural bus services is vital. They should be integrated into tourism strategies and with urban and suburban bus networks, putting customers at the centre of improvements (as set out in Goal 7 in Connecting Towns and Cities), as well as providing seamless interchange between other transport services such as rail and walking networks.

A significant improvement will be the expansion of innovative solutions such as Digital Demand Responsive Transit (DDRT) to complement the conventional bus networks. Services like this (see Figure 4.4.3) will provide flexible accessibility for key groups including school children and students, older people, and shift workers.

Figure 4.4.3

Case Study: **Digital Demand Responsive Transport (DDRT) in Essex and Katch in Suffolk**

Local authorities and communities are pioneering innovative approaches to improve sustainable transport in rural areas, where large distances and low population density has resulted in challenges maintaining conventional bus services. Two examples include the development of Digital Demand Responsive Transport (DDRT) in Essex and Katch in Suffolk.

DDRT

Essex County Council (ECC) set up two Digital Demand Responsive Transport (DDRT) pilots in 2019-2020, focusing on home-to-school journeys. The ‘Uber-style’ transport service provided mini-bus journeys booked through a digital app.

These two pilots established a high level of confidence in the technology and helped refine the approach. ECC then secured £2.6million from the Department for



Image: Suffolk County Council

Transport’s Rural Mobility Fund in 2020 to roll-out two further schemes in the county. The aim is to provide a new, viable mode of public transport in rural areas and encourage people to use DDRT for the start or end of their journeys, leaving their cars behind.

Katch

Katch is a joint pilot scheme between Suffolk County Council and Cab/Cars Smart that operates electric vehicles as a shared taxi-service, serving Framlingham, Wickham Market and Wickham Market Railway Station which is about 2 miles away from the town. Similar to the Essex DDRT, Katch services can be booked over the phone or via a dedicated app where the service can also be tracked.

Promoting active travel in rural areas

Walking and cycling has a unique role to play in rural areas. Investment in rural and coastal areas can help people walk and cycle to key destinations, for example schools, colleges, village and town centres, business parks, and public transport hubs. This increases access, improves health and wellbeing, reduces social isolation and supports local communities and economies.

By filling gaps in existing strategic networks through the provision of footways alongside roads and dedicated road crossings; improving surfaces; increasing access for all active travellers; reducing road speeds; providing high-quality,



Image: Centre for Aging Better

secure cycle parking at key destinations; and considering requirements for emerging shared mobility trends – the region can transform rural walking and cycling from largely leisure activities to day-to-day journeys. For example, schemes encouraging the use of e-bikes could provide a sustainable alternative to the private car for longer journeys that are more challenging to complete on a pedal bike.

The provision of a high-quality regional walking and cycling network building on existing routes and Public Rights of Way would help to support this ambition. The development of the National Cycle Network (managed by Sustrans) provides a model, with clear online route maps, distinctive branding, and a minimum standard of provision for wayfinding, signage and facilities.

We support the planning and coordination of high-quality provision through local authorities' Local Walking and Cycling Implementation Plans (LCWIPs) and will work to strengthen the evidence, case and delivery of LCWIPs at a regional level

Investment should also be targeted to reduce road danger where paths and cycle routes cross busy roads and provide seating to make it easier for older people and others who need regular breaks. Wherever possible, the network (both new and existing) should incorporate traffic-free paths or quiet-ways. Local authorities should make

long-term plans to incrementally replace existing on-road provision where feasible and desirable.

Improving cycle and walking networks in the East could increase tourism to the region, including outside the summer peak. It would also help increase the access of our own communities to green and blue spaces, extending public health benefits. We support innovative and ambitious plans such as the SEE Park, connecting and greening space through Thurrock and Southend-on-Sea linking the Thames with enhanced parks by improved cycling and walking routes.

We will work with tourism bodies to integrate regional walking and cycling plans with tourism strategies so routes, facilities and destinations can be promoted through targeted visitor information.

Access for those on horse-back is an important consideration for planning active travel routes in rural areas, with bridleways, quiet-ways and design of crossing points on busier roads important for equestrians as well as other active travellers.

Providing an alternative to transport in rural areas

This strategy does not aim to restrict the movement of people, however it does advocate providing alternatives to travel where appropriate.

Currently many people in rural and coastal locations have a double barrier of poor transport connections and poor digital connections. So, a priority is the accelerated delivery of ultra-fast digital connectivity for all rural residents across the region, where people and businesses are dispersed and current provision is poor. Currently many people in rural and coastal locations have a double barrier of poor transport connections and poor digital connections.

Improved digital connections will give people greater opportunities for flexible and remote working and bring a wider range of online services (including healthcare, education, training, and shopping) into their home. It will also connect businesses with customers, supply chains and each other to drive economic growth. This should encourage people to remain in the area, breaking a cycle where younger people feel they must move to larger urban areas to access education and jobs.

It will also enable a wider range of Mobility as a Service (MaaS) options that can be booked through mobile applications, including Digital Demand Responsive Transport, car clubs, and delivery hubs from which businesses can coordinate deliveries using shared vehicles.

Transport East will engage with local authorities, businesses and key service providers in the region, including the NHS and higher education providers, to maximise the opportunities to align digital and transport connections to reduce need to travel, or the length of journeys. We will also support the development of digital training to help people in rural and coastal areas, particularly older people, to become digitally literate and make the most out of improved online connections.

Reliable day to day journeys

With so many journeys made on the region's local networks - both road and rail - the importance of stable, long-term funding to maintain safe and reliable networks must not be underestimated. These local routes are essential for day to day journeys, form the first and last miles of any trip and are impacted by incidents and adverse weather, where diversions can be lengthy.

Major roads and rail lines can create barriers for rural and coastal communities, making it harder to access local destinations. We support improved crossing points, particularly for people walking, cycling and riding. We also recognise the challenges rail level-crossings can create for local communities and will work to balance the needs of all users as increased rail services are considered

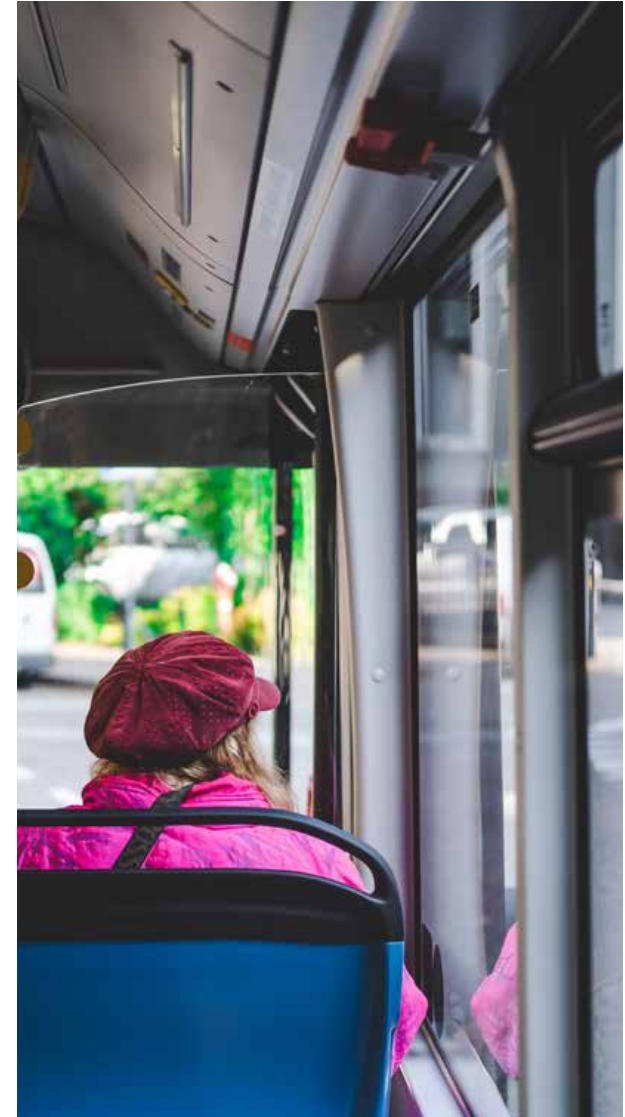


Image: vhs Pexels

To increase access for rural and coastal communities to education, training, essential services and employment, Transport East will:

- Create a Centre of Excellence for Rural Mobility in the East, to make the case for investment in our rural and coastal communities and tackle regional and national blockers to better, more inclusive rural transport services and supporting infrastructure.
- Lead and co-ordinate the English Sub-national Transport Bodies to champion rural outcomes with national government.
- Establish a sub-national EV task force to support local authorities across the East to unblock and accelerate the roll-out of charging infrastructure in rural and coastal communities, powered by clean energy.
- Lead an action plan to drive forward regional projects to maximise the benefits from Local Transport Authorities' local Bus Service Improvement Plans – tackling integrated ticketing, cross-border travel, and financial sustainability.
- Showcase our local authorities' and LEP transport innovation in rural communities through a best practice guide and develop a strategic business case to scale-up, fund and roll-out more rural transport innovation across the region.
- Through our Sub-national Active Travel Strategy, set out the East's unique case for investment and investment in walking and cycling infrastructure for all people in rural and coastal areas, encouraging more active lifestyles and integrating with regional tourism and health strategies.
- Lead strategic co-ordination with local authorities, infrastructure delivery bodies and Sustrans to plan and make the case for investment in regional active travel networks (walking, cycling, wheeling and rights of way), including long-term maintenance.
- Work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance of the local transport network, to ensure it provides reliable and safe journeys.

Energising rural and coastal communities Pathway

Goal 9

Improving coastal connections

Coastal areas by their nature and history are often poorly connected by land. Improved coastal connections are required at the strategic and local level to help attract and retain businesses and highly skilled employees - high priorities for our partners. We must support the transport and connectivity needs of businesses and employees in key coastal sectors such as energy, agriculture and tourism.

Connecting our coast to the rest of the UK

Connecting coastal towns is a priority for the six regional strategic corridors set out in Goal 6 of Section 4.3 Connecting growing towns and cities. All six of our corridors have a start or end point at the coast. The A47, A12 and A14 / East-West Rail corridors are vital for connecting the coastal towns in the north of the region to the Midlands. The A120, A13 and A127 / Thameside rail corridors are vital for connecting our coastal towns to the south into London and the rest of the south-east.

Connecting our coastal communities

Improving connections along the corridors also needs to be complemented with targeted schemes to better connect coastal areas together, tie them into strategic networks, and provide better links to nearby urban centres. This will include maintaining the local road network to a good standard and filling in gaps to reconnect communities.

Transport East supports a strategic approach to growing the rail network to coastal destinations. Building on the success of existing branch lines to coastal towns such as Great Yarmouth and Harwich, the reintroduction of further rail lines where the business case is strong would support mode shift. This includes potential locations from the Wash Coast, all the way round to Maldon where proposals

are in place to revitalise railways to support communities and encourage sustainable tourism.

Our 500 miles of coastline and extensive network of waterways also creates the potential to expand water-based transport in the region to improve connections and reduce vehicle miles where severance is caused by natural geography. We will work with Local Authorities to explore the challenges and opportunities around water-based transport alongside complementary land transport routes.

Finally, our coastal communities are a prime location for active travel improvements supporting leisure and functional journeys, building on the existing enjoyment residents and visitors experience in our blue spaces. We will work with local authorities to support LCWIPs and the expansion of the national cycle network and East of England coastal path.

To improve connections to our coastal communities Transport East will:

- Evaluate and promote the transport needs of our coastal towns as part of our strategic network plan and corridor studies, to improve sustainable connections from our coast with the rest of the region and the UK.
- Through our new Rail Group, work with government, Network Rail and Great British Railways to prioritise investment in rail to better connect our coastal communities with the rest of our region and the UK.
- Co-ordinate our partners and local authorities to establish an investment programme to tackle severance and level-up communities along our 500-mile coastline, identifying the best value and most sustainable projects potentially including water-based transport for coastal communities, active travel improvements and the East of England coastal path.

4.5 | **Unlocking international gateways**

Better connected ports and airports to help UK businesses thrive, boosting the nation's economy through better access to international markets and facilitating foreign direct investment

The Transport East region has more international gateways than any other region in the UK - thirteen ports, including two Freeports, and three international airports – supporting businesses across the UK.

Ports in the region are of international significance and collectively carry over half of the UK's containerised freight. Stansted Airport is the third largest airport in the country, and Southend and Norwich airports provide important European connections for regional markets.

Our ports and airports also operate as anchor assets, facilitating hundreds of additional regional businesses through supply chains and onward distribution networks as recognised through the proposals for UKNET within the Department for Transport's Union Connectivity Review.

The Government set out their ambitions for the movement of goods in the Future of Freight Plan. This document recognises the essential role the East plays in moving goods nationally and internationally.

All international gateways have faced significant challenges in recent years. The COVID-19 pandemic grounded flights, dramatically reducing both air passenger numbers and airport revenue. This coincided with the end of the Brexit transition period, which required ports

and airports to adapt to additional customs requirements for goods and passengers.

These challenges have added to pre-existing issues. Traffic congestion is a problem on many of our major roads, exacerbated by the lack of viable alternative options for HGVs. There are significant pinch points on the rail network, limiting the potential for moving freight by rail. Local sustainable connections to airports need improvements, making access to labour markets challenging and with most routes carrying tourists directly out of the region rather than encouraging them to spend time here.

If global Britain is to thrive, we must enable our gateways to reach their potential as catalysts for international trade and foreign investment. Figure 4.5.1 sets out our pathway for unlocking our international gateways, including aims to improve capacity, journey times and reliability for freight, employees and passengers travelling to and from ports, support decarbonisation, and encourage the shift to more sustainable modes.

Figure 4.5.1

Unlocking international gateways pathway





Unlocking international gateways pathway

Goal 10

Improve connectivity, journey time and reliability

The reliability of services and overall journey time to key destinations, notably distribution centres in the East Midlands and the North, is vital to ports and their customers. Freight to and from ports is particularly vulnerable to major delays and incidents which result in temporary road or rail closures. These can lead to missed delivery slots inland or missed sailings at the ports, adding significant costs for hauliers and shippers. This challenge is exacerbated when there is a lack of suitable alternative freight routes.

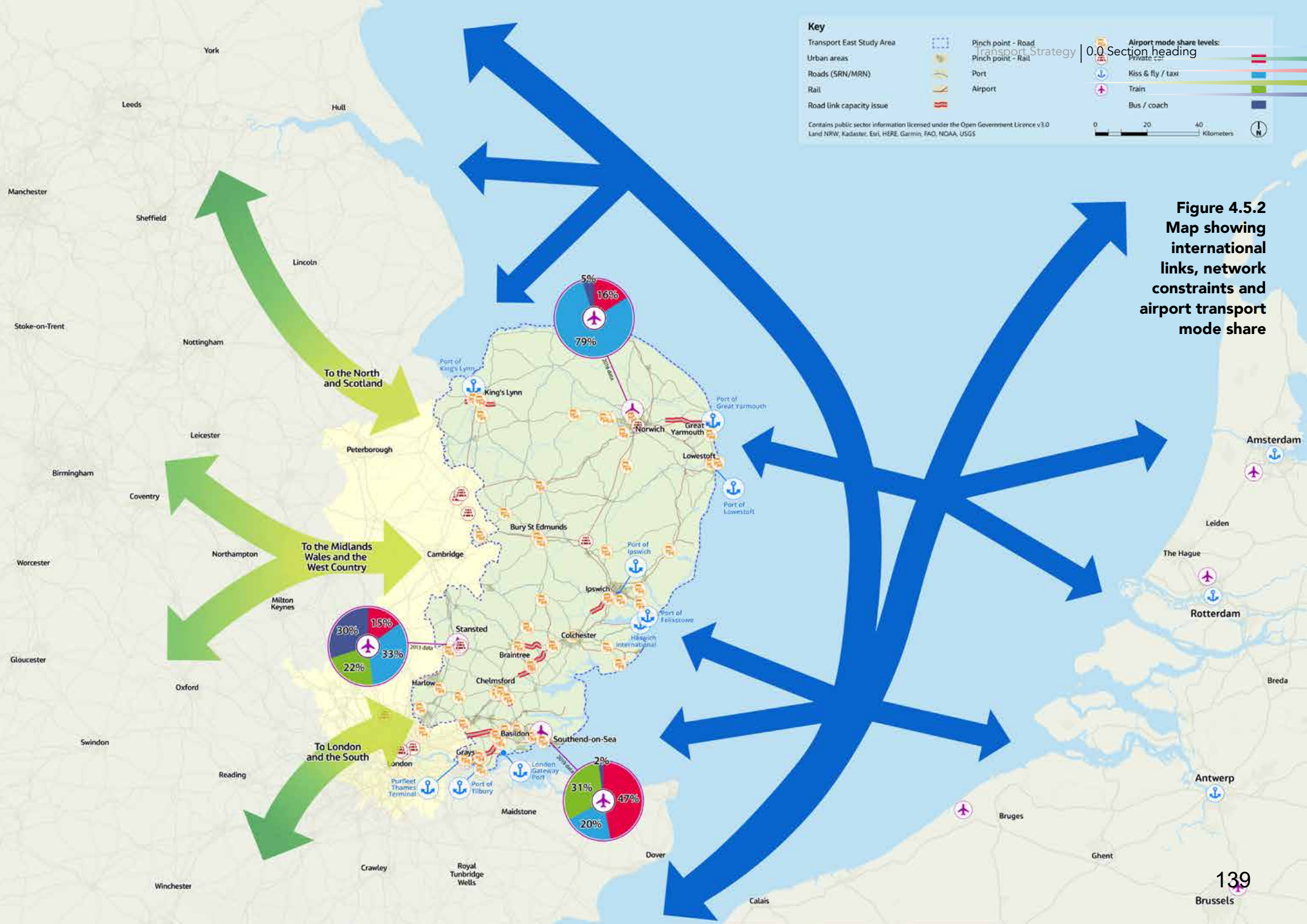
Road and rail connections are also important for airports, particularly for serving a wide passenger area with London being a key focus. Ports and airports are also anchor businesses, drawing skilled employees from a wide area to the gateway itself and surrounding industries. They operate 24/7, so require good access day and night.

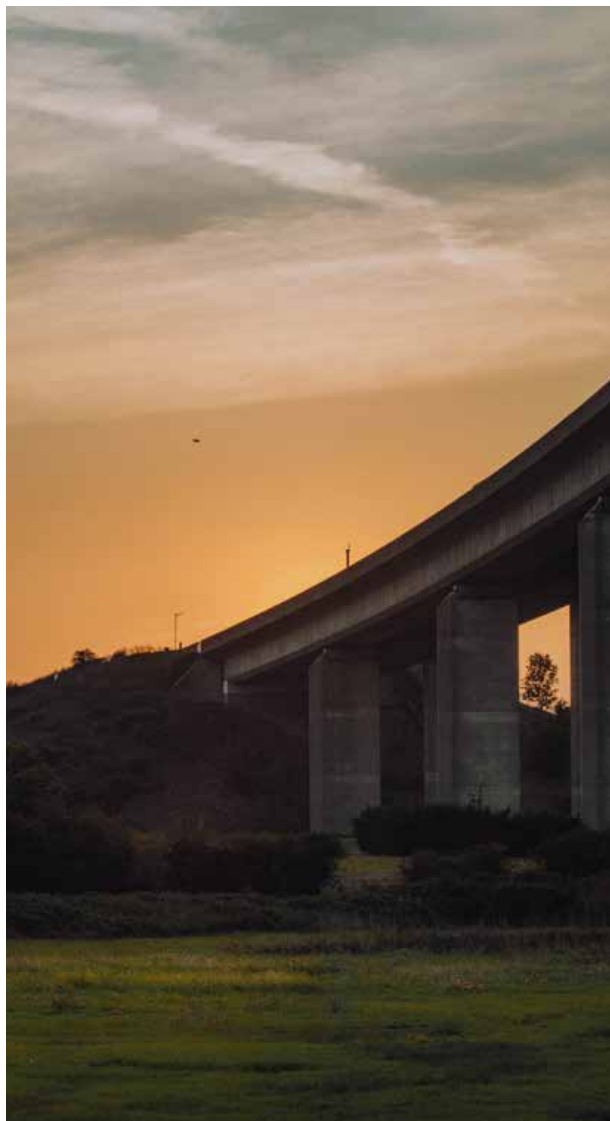
Tackling road reliability for freight

The Transport East region's Strategic Road Network (SRN) and Major Road Network (MRN) are vulnerable to resilience and reliability issues particularly at peak times. Challenges are created by the varying levels of infrastructure, lack of hard shoulders, rest facilities and diversion options, with navigation limited through city centres and at capacity junctions. When incidents happen on our SRN, they have a notable impact on a wide area.

Through this Strategy, we propose to tackle journey time reliability by improving the resilience and reliability of major roads serving our ports and airports, working with National Highways to ensure gaps, junctions and pinch-points on routes such as the A11 and M11, A12, A120, A127, A13, A14, A47 and M25, are prioritised through programmes such as the Roads Investment Strategy.

We will also work with National Highways and policing partners to make sure the resourcing is in place to respond rapidly to incidents on our SRN, to keep the network moving and using the Safer Systems approach to reduce incidents, keep people safe and learn from every collision.





A joint freight plan for the East

More generally we will work with the freight industry and local authorities on a Future of Freight Plan for the East. Along with identifying improvements to the transport network for freight, this will tackle the availability of high-quality facilities for trucks and drivers along port access routes, and give recommendations on improving journey time, resilience, and diversionary routes for road and increasing capacity on rail serving ports on a corridor basis.

The plan will also consider options for reducing freight demand on the road network, including the scope for digital technology to support more efficient logistics planning, and for planning policies including Local Plans to encourage more, and more coordinated, distribution activity in the region. Better digital connectivity will improve the transfer of accurate real-time traffic information, enabling logistics businesses to plan their operations more efficiently and deliver goods more quickly.

Weather, border management and vessel delays can have a significant impact on freight movements around ports and through the region. While there are agreed contingency measures in place, i.e. using the old A45 road at Levington to hold lorries bound for Felixstowe, this can have notable impacts on both drivers and local

communities. We will support ports to develop freight parks to better manage the flow of HGVs and reduce congestion on roads.

Enhancing rail connections to our airports

Both Stansted and Southend Airports have dedicated rail stations providing direct services to and from London with relatively high frequencies during the day and journey times of less than an hour. However, rail connections to other parts of the region are very limited, as are early morning and late-night rail services to London, reducing sustainable options for passengers. Norwich Airport has no dedicated rail connection at all. This means many passengers and staff are dependent on cars and other road-based transport for access.

We will collaborate with government, airport operators and local authorities to strengthen rail connections to both Stansted and Southend airports, considering the potential for increasing the hours of operation of services to cater for passengers catching early or late flights. We will also promote initiatives to realise the West Anglia Task Force aspiration to reduce journey times between London and Stansted to 40 minutes and improve rail connections between the airport and destinations to the north.

In the longer term, extending East West Rail to Norwich and Ipswich could create the potential to incorporate improved connections to both Stansted and Norwich airports. Options for this should be explored within the wider context of proposals to extend East West Rail.

Enhancing the network of buses and coaches

Good road connectivity, with reliable and predictable journeys to all three airports will remain important in future, not least to support better bus and coach connections. Stansted has a significant coach offer, with 20% of air passengers travelling to and from the airport by bus and coach. We will work with airport operators and local authorities to improve bus and coach networks to support staff and passenger trips to airports in our region, exploring the potential for fast, high-quality Rapid Transit or centre-to-centre bus connections.

Road pinch-points around airports will need to be addressed, with consideration given to bus priority measures to better accommodate sustainable access.

To improve connections, journey times and reliability for freight, passengers and employees to and from ports, airports and surrounding employment clusters Transport East will:

- Make the case for investment to ensure road improvement projects facilitating freight flows are prioritised through programmes such as the National Highway's Roads Investment Strategy.
- Lead the development of a regional Future of Freight plan to identify sustainable solutions for goods movement, high priority road network improvements and options increasing rail freight capacity.
- Produce key corridor studies to support the development of freight parks to better manage the flow of HGVs and reduce congestion on roads.
- Collaborate with government, airport operators and local authorities to strengthen accessible rail connections to all our airports including upgrades to the West Anglia Main Line and extending East West Rail east of Cambridge.
- Support initiatives to address significant road network pinch-points around airports, exploring the potential for incorporating more bus priority in the process.
- Work with port and airport operators, and local authorities to identify new rail, bus and coach connections, and explore mass rapid transit options to support staff and passenger trips.

Unlocking international gateways Pathway

Goal 11

Move goods and people sustainably to ports and airports

The location of ports and airports on the edge of towns and 24hr operations means it is often harder to access them by sustainable modes. This restricts the employment pool, increasing staff travel time and reducing the opportunities for sustainable modes. Improving transport services and routes to these locations is important to maximise regional employment opportunities along with delivering net zero transport.

Supporting a shift to rail freight

Rail freight must play a greater role in removing from our roads HGVs travelling to and from ports in our region. We will work in partnership with government and other Sub-national Transport Bodies to secure improvements to the rail network serving major ports (particularly the Haven and London ports) to allow more freight train paths to operate and to reduce journey times between the ports and key distribution centres.

Felixstowe, Ipswich, Harwich, London Gateway and Tilbury all have rail connections, with all apart from Harwich having specific port rail infrastructure. The following constraints to these routes have been identified:

- Single track branch line between Felixstowe and Westerfield, Ipswich and junction with the East Suffolk Line is operating at capacity.
- Significant capacity constraints on the Felixstowe to the Midlands and North route including at Ely, Leicester, Haughley Junction and Ely to Soham.
- Sections in need of electrification including Felixstowe Branch Line, the Felixstowe to the Midlands and North route and the rail spur serving London Gateway, affecting acceleration of trains and increasing capital costs for transporting freight. Trains are often routed through London and back to the Midlands along an electrified route.
- Constraints along the North London Line to support continued efficient movement of freight, especially with growth expected.
- Bottlenecks and capacity constraints along the route from London ports along the Thames Haven Line and Essex Thameside corridor.
- Long journey times on all routes due to freight trains waiting for passenger services to pass.

- Freight services impacting on passenger service reliability due to capacity constraints on more direct freight routes.

Transport East will work closely with Network Rail, Great British Railways, local ports, the rail freight sector and government to tackle these as a priority. Unlocking these constraints will provide a catalyst for shifting freight to rail, opening up economic opportunities for local businesses and removing freight from regional road routes. It would also provide an opportunity for the creation of rail freight hubs, supporting a network of smaller ports and businesses to access rail freight facilities.

Growing short-sea shipping

Small volumes of freight are already moved around the country and to smaller ports via shortsea and coastal shipping. The river Thames is increasingly used to transport freight and passengers to and from London. The Port of London Authority has ambitions to increase the use of the Thames for moving people and goods, as set out in their draft *Thames Vision 2050*. The Marine Management Organisation's South-East and East Marine Plans also contain specific policies on the promotion of short sea shipping.

Many of our partners support the growth in shortsea shipping, and we will work with ports

and logistics businesses both within the region and around the UK (particularly along the north-east coast) to understand and promote an expansion of short-sea and coastal shipping as part of achieving a mode shift to sustainable modes through the freight strategy

Sustainable passenger access to ports and airports

The need to improve rail services is clearly set out in this strategy. This must include better access for ferry and cruise passengers to our ports, particularly at Tilbury and Harwich which have dedicated terminals. As well as more frequent and faster services, we support initiatives such as integrated rail-sea ticketing to make rail access more attractive for customers.

Supporting our gateways' work force

Ports and airports are anchor businesses, drawing skilled employees from a wide area to both the port itself and supporting industries. However, by their nature they are located away from town centres, with ports at the end of road and rail routes. They also operate 24/7, so require good access day and night. Poor connections to key residential centres restricts the employment pool and increases the distances staff need to travel. Connections from the Thames Estuary northwards

are particularly limited, but issues exist elsewhere including around Harwich.

Plans to improve walking, cycling and bus connectivity (set out in Goal 5 of Section 4.3 Connecting growing towns and cities) will also need to consider the requirements of staff travelling to and from ports. Expansion of car sharing could also be part of the solution.

We will work with local authorities and port operators to support improved sustainable connections to ports for staff, alongside initiatives to encourage uptake among port employees and demand management measures to reduce traffic impacts on the local road network.

Supporting mode shift strategies for airports

All airports, through their Airport Transport Forums, are required to produce an Airport Surface Access Strategy (ASAS) in line with guidance set out in the Aviation Policy Framework 2013. The policy framework suggests that each ASAS sets out short and long-term targets for increasing the proportion of journeys made to the airport by sustainable modes by air passengers and employees.

We will work with airport operators and local partners to support the development of strategies

that set ambitious targets for mode shift. These strategies should dovetail with regional tourist strategies to encourage a higher proportion of visitors to stay in the region, and with wider regional plans to improve walking, cycling, and public transport networks.

Airport strategies should seek to apply a wide range of measures to encourage mode shift among passengers alongside the provision of new connections. Including considering demand management measures such as car park pricing and forecourt charging to dissuade 'kiss and fly' pick-up and drop-off trips, which generate significant and disproportionate traffic impacts. Measures to better inform air passengers of the travel options available to them should also be



Image: Greater Anglia

considered, using digital technology. Options should also be explored for initiatives such as integrated air-rail or air-bus tickets to encourage passengers to make the switch.

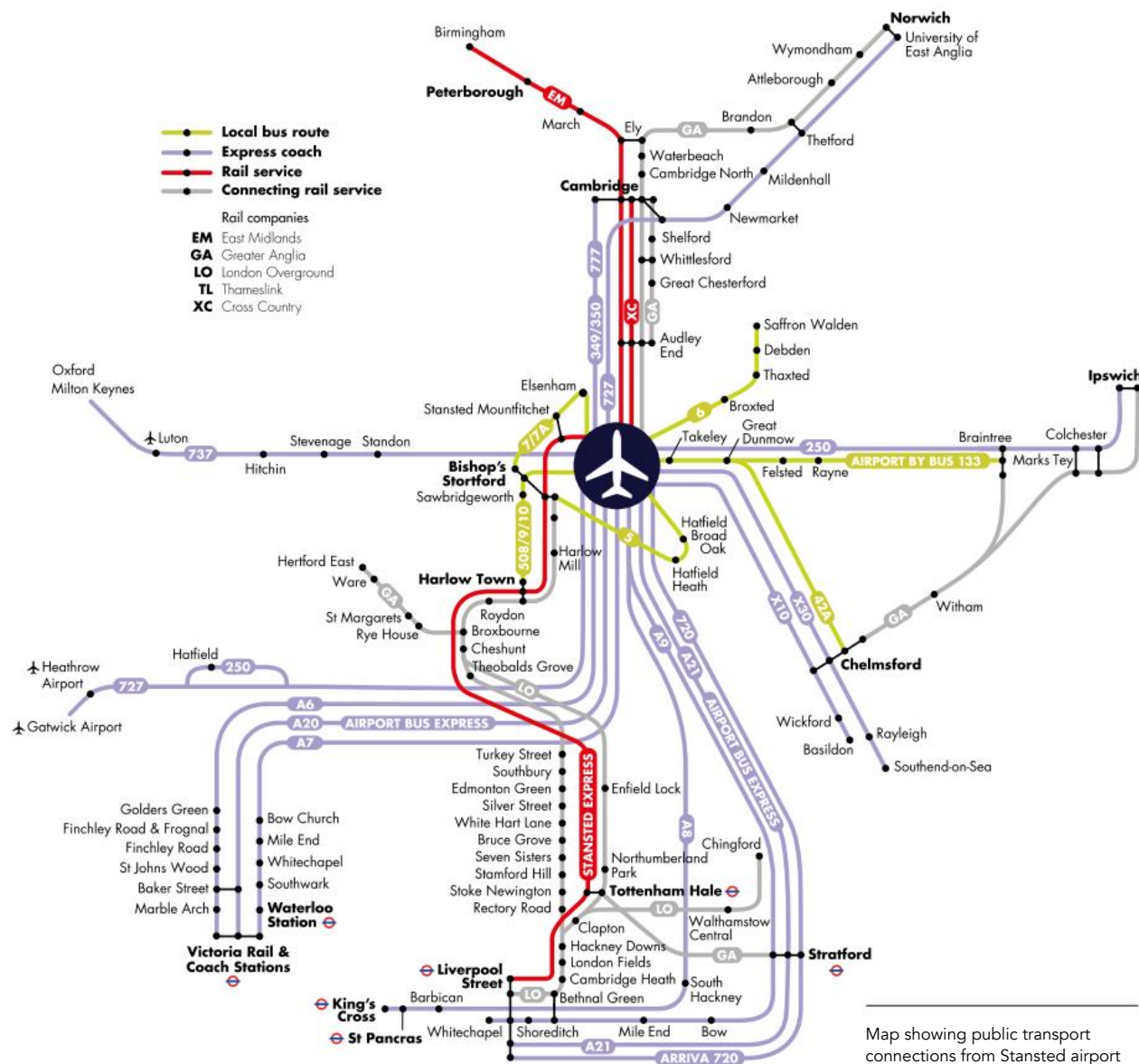
We recognise that significantly influencing passenger mode share can be challenging given the wide catchments areas and dispersed origins of air passengers around airports, and the fact they are time limited and often carrying luggage.

Case Study: Improving surface access at Stansted

London Stansted Airport provides a model for the successful implementation of an Airport Surface Access Strategy (ASAS) to increase the use of sustainable modes to and from the airport.

Initiatives to create partnerships with transport operators, develop a modern bus/coach facility, support the introduction of new public transport services, and introduce measures to manage car demand has resulted in 51% of air passengers travelling to and from the airport by rail, bus or coach (DfT 2018), one of the highest sustainable mode shares of any airport in the UK.

Fig 4.5.4 Improving surface access to airports



Map showing public transport connections from Stansted airport

In many cases there is more scope to significantly reduce single occupancy private car use among airport employees through local walking, cycling and bus services (considering the needs of shift workers), the provision of active travel hubs, fare incentives, and car sharing schemes. Measures to reduce traffic impacts generated by employees should be given equal priority to those targeted at passengers in airport strategies.

These approaches would benefit from airports working closely with their surrounding networks of businesses to maximise the effectiveness and impact of interventions, recognising the ‘hub’ role the airport plays in connecting the business cluster with the wider transport network.

This approach would also benefit businesses and help Level Up the region as it would enable a wider catchment of skilled employees to access these airport-based employment clusters.

Further interventions are required to support the airport with encouraging more passengers and employees to choose sustainable modes of transport as demand recovers after the pandemic. For infrastructure, this includes measures to improve coach and bus travel times and reliability on the strategic road network serving the airport, and improvements to the West Anglia Mail Line to increase capacity and reduce rail journey times. Plus working with local authorities to improve local cycling routes to link employees with the airport cluster.

To support modal shift of freight, passenger and staff access to ports and airports Transport East will:

- Through the Transport East Rail Task Group, work in partnership with government, Network Rail and other Sub-national Transport Bodies to secure improvements to the rail network serving major ports and airports, tackling constraints affecting our region.
- Work with major ports with existing rail connections to establish rail freight hubs to help improve sustainable connections for local businesses and smaller ports to support mode shift.
- Promote the improvement of passenger rail services to ports with significant ferry/cruise services including accessibility enhancements, and support initiatives to better integrate rail-sea travel.
- Work with ports, water authorities and logistics businesses both within the region and around the UK (particularly along the north-east coast) to scope the case for, and promote, an expansion of short-sea and coastal shipping.
- Work with local authorities and port operators to improve sustainable and inclusive connections to airports and ports, and surrounding business clusters for staff, alongside initiatives to encourage take-up and manage demand on the local road network including active travel and shared mobility solutions.
- Support airport operators with developing Airport Surface Access Strategies with ambitious mode share targets, considering the potential for complementary measures to encourage all people to shift mode.

Unlocking international gateways Pathway

Goal 12

Alternative fuel for moving goods and operating global gateways

Heavy Goods Vehicles (HGVs) make a disproportionately high contribution to transport emissions in the region. Our analysis indicates around half the region's transport emissions are generated by freight movement. The presence of nationally significant ports at Felixstowe, Tilbury

and London Gateway creates very high HGV flows on roads such as the A12, A13 and A14, leading to localised but significant air quality issues. Moving freight to rail where possible is an important measure, but this will not remove all HGV movements, which will require new solutions to reduce emissions.

Aviation is also a very challenging area to decarbonise with the effort needing to come from airlines, airport operators, national and international governments. We will focus on increasing the use of alternative fuels for airport surface transport and ground operations to support the transition to net zero.

Supporting our ports on the net zero journey

Through our freight plan, we will engage extensively with logistics businesses, port and airport owners, and other HGV operators to understand and tackle the barriers to decarbonising freight transport. We will work to identify the key infrastructure and incentives to encourage a transition to zero emission freight.

The freight plan will be integrated with wider energy infrastructure plans and will consider the best choice of zero emission technology for road freight in different circumstances. While hydrogen is emerging as a strong contender for

the low-carbon HGV fuel solution, there is still a considerable amount of work to be done to develop the technology and infrastructure to support the transition away from diesel. Battery powered HGVs remain a potential solution. Our strategy for rolling out EV charging infrastructure across the region must not overlook charging requirements for larger vehicles. We will work closely with the industry to make sure the infrastructure needs of low-carbon freight are embedded into our transport networks.

High upfront costs for zero emission HGVs remain a barrier at present to take-up, as is the case with cars and buses. We will collaborate with local authorities, the freight industry, and government to secure further financial support to incentivise operators to transition to new zero emission vehicles.

We will also work with local partners to support innovation in the field of alternative fuels and promote trials and testbed projects for low carbon electricity, biomass and hydrogen, building on existing initiatives in the region. Supporting businesses with exporting best practice in this field to boost the regional economy will also be a priority, capitalising on our close links with European ports.



Image: Transport East

Electrified airport surface access

Our objectives to develop a regional EV strategy and freight decarbonisation plan are set out in Section 4.2 Decarbonisation to net zero. Through these plans we will support the decarbonisation of surface access to airports. This will involve working with airport operators and local authorities to ensure measures are in place at airports to encourage the use of EVs (both private cars and taxis), including providing appropriate charging facilities in parking and taxi-ranking areas. We will also work with bus and coach operators and logistics businesses through these plans to promote the use of clean fuels for vehicles serving airports.

Supporting net zero aviation

The government's net zero target includes decarbonising the aviation sector by 2050. The main responsibility for delivering this will rest with airport operators and airlines, with the government supporting the process through the Jet Zero programme. We will promote research and development of clean fuels in the region as part of our role in helping to deliver net zero. Research and development should cover aircraft and ground operations as well as innovations such as carbon capture and storage.

To increase the use and uptake of alternative fuels for ports, airports and goods movement Transport East will:

- Lead strategic thinking and develop evidence to accelerate hydrogen and EV infrastructure across the East.
- Engage regionally and nationally with logistics businesses and HGV operators to promote the transition to low carbon freight.
- Collaborate with local authorities, the freight industry, and government to provide a regional voice at national level, to make the case for further financial support to incentivise operators to transition to new zero emission vehicles.
- Collaborate with local partners to promote the acceleration of research and development into alternative fuels for ports and freight transport, supporting the export of best practice to boost the regional economy.
- Work with airport operators and local authorities to support measures at airports to encourage the use of EVs powered from clean energy sources.
- Work with bus and coach operators and logistics businesses to promote the use of alternative fuels for vehicles serving airports.
- Support the government's Jet Zero approach to eliminate carbon emissions from aviation and promote research and development of alternative fuels in the region, including for aircraft and ground transport operations.



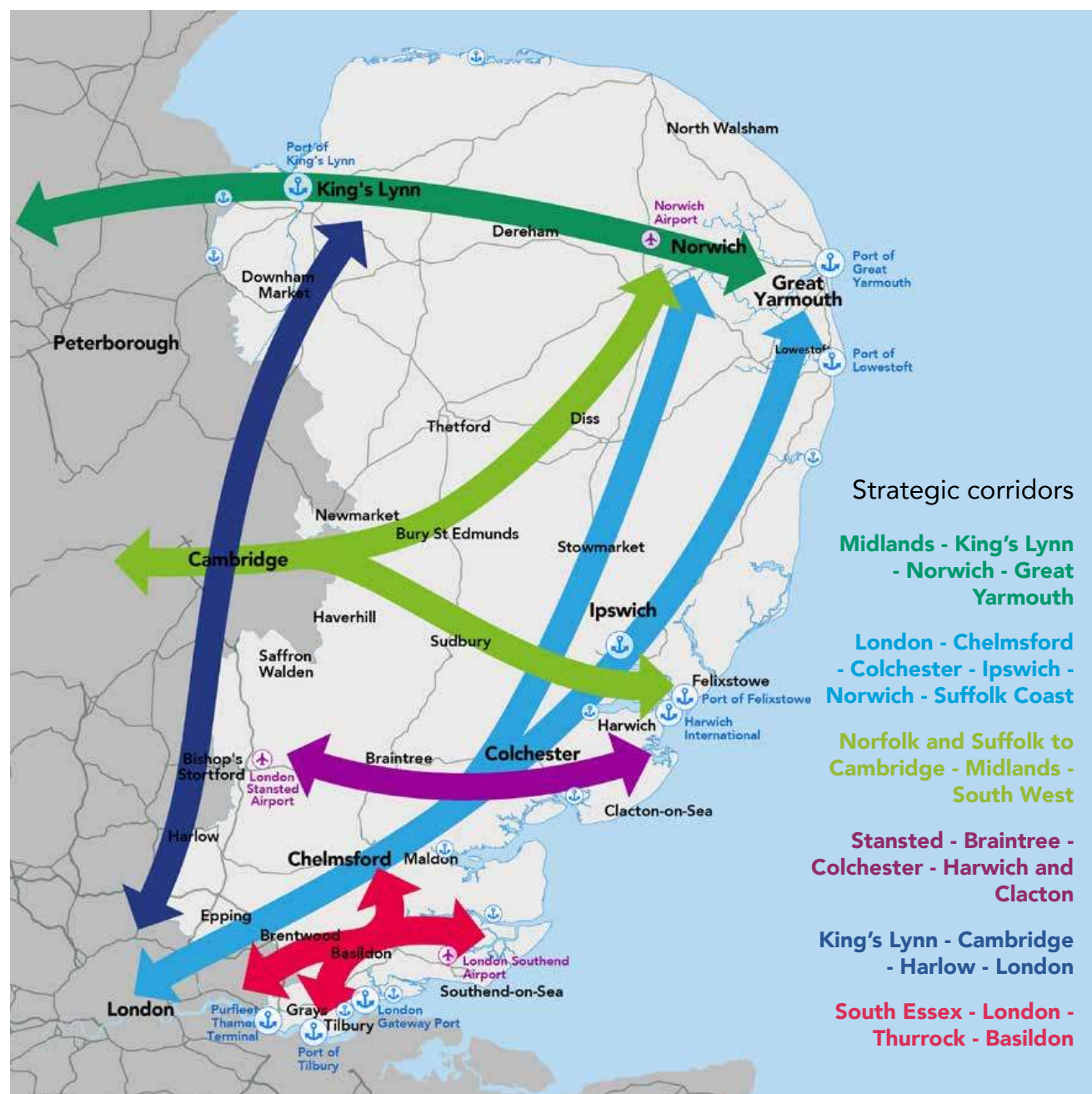
5.0 PRIORITY CORRIDORS

5. Priority Corridors

Our Strategy sets out interventions across the whole region. However, to reflect our place-based approach, we have identified six core strategic corridors linking key destinations within, and beyond the Transport East region which require particular focus.

These corridors, essential for the movement of people and goods, are shown in Figure 5.1.1. They include our growing urban areas, ports, airports and the road and rail connections between them and the rest of the UK. They will remain critical throughout the life of this strategy, and further investment will be needed on these if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

Figure 5.1.1:
Strategic corridors
in the Transport
East region



5.1 | Midlands – King’s Lynn – Norwich – Great Yarmouth (B)

This corridor, focused on the A47 and with no direct rail alternative for much of its length, connects the Midlands to internationally significant offshore wind energy clusters at Great Yarmouth and Lowestoft, as well as connecting multiple growth centres at Norwich and King’s Lynn. Norwich is one of the two fastest growing cities in the region and one of the three fastest expanding economic hubs in the country – together with Cambridge and Ipswich.

Currently, the remaining sections of single carriageway on the A47 are frequently blocked by congestion, slowing longer distance bus services, adding business freight transport costs each year estimated at £25m, creating a barrier to inward investment and economic development, and hampering progress on the ‘levelling up’ of deprived communities.

Delivering investment in a reliable and efficient way to tackle issues on the A47 corridor will support economic expansion, helping unlock over £50bn of inward investment over the next 20 years and creating of 9,000 jobs and a further 4,500 supply chain jobs in the Lowestoft and Great Yarmouth Enterprise Zone by 2025. It is critical to the expansion and regeneration of Norwich, King’s Lynn Port, and coastal communities and visitor attractions including Cromer, Sheringham and the Norfolk and Suffolk Broads. In total, the corridor, extending into Cambridgeshire and Peterborough, will support 125,000 new homes and 75,000 new jobs.



5.2 | London – Chelmsford – Colchester – Ipswich – Norwich & Suffolk Coast (C)

This corridor running north-south through the 'Heart of East Anglia' provides the connections to important and fastest-growing towns and cities and serves some of our major gateway ports. It includes onward connections by rail and road (specifically the A12 and A140) to the energy coast along East Essex, Suffolk and Norfolk and connects with our most important strategic corridors.

World-class connectivity on this corridor is essential to the projected £4bn growth and delivery of 10,000 jobs in the region. Rail and road improvements are both vital. For rail, unlocking constraints on the Great Eastern Main Line, both for passengers and freight are vital.

Currently, even with new rolling stock, passenger and station capacity are inadequate, limiting prospects for modal shift. Haughley Junction is a major pinch-point on the Felixstowe to Nuneaton freight corridor and Great Eastern Main Line. Trowse Bridge limits improvements to services in and out of Norwich. Capacity enhancements including passing loops and upgrades to capacity at London stations including Stratford and Liverpool Street will be needed to enable higher line speeds and 90-minute Norwich to London journey times.

Similarly, on the roads, the A12 carries over 100,000 vehicles per day through Essex and suffers congestion at key points around its intersection with the M25 and between the M25, Colchester and Ipswich.

Delivering a multi-modal package will support the sustainable development of the Essex, Suffolk and Norfolk economies, providing cross-regional links and better connecting the region's towns and cities. The corridor will improve connections to the Suffolk and Essex coast, with improvements along the A12 road/rail corridor supporting the recovery of the visitor economies, local growth and delivery of energy projects such as Sizewell C.



5.3 | Norfolk and Suffolk to Cambridge – Midlands – South-West (D)

This crossed corridor includes Gateways at Felixstowe and Ipswich Ports, Norwich Airport and growing towns and cities at Norwich, Thetford, Bury St Edmunds and Ipswich. This is a gateway corridor of national importance for both rail and road moving goods to and from the 'Golden Triangle' of distribution centres around the East Midlands and supplying businesses across the North as recognised by the proposals for the UKNET in the Union Connectivity review.

For rail, the Ipswich Chord, completed in 2014, enabled the expansion of services between Felixstowe and the rest of the UK from just 28 trains per day in 2011 to 36 today. To maximise the contribution of our ports to post-Brexit UK economic growth, in addition to relieving the road network of 750,000 lorries by 2030 and supporting decarbonisation, we need to significantly enhance rail capacity further on what is Britain's premier rail freight corridor

The Ely area and Haughley railway junctions are the main constraints, where investment is needed. These essential junction capacity improvements, paired with double-tracking, electrification, resolving crossing issues and traction power increases are vital components of this package.

Passenger connectivity is also vital, and the East West Rail Eastern Section is a nationally significant project as part of the wider East West Rail Main Line (EWR) project linking our towns and cities to the Oxford to Cambridge Arc, directly connecting to the Central Section of EWR.

Strengthening infrastructure along the Cambridge to Norwich Tech Corridor, linking two of the UK's powerhouse cities, will help realise its full potential. For road, improvements to the A11 were completed in 2014 when the last single carriageway stretch between Thetford and Barton Mills was dualled by National Highways. However, the pinch point at the Mildenhall Fiveways Junction still acts as a constraint.

The A14 forms the road component of the UK's premier freight corridor but is not expressway standard along its length. There are already 5,000 lorry movements out of Felixstowe per day, and the corridor is constrained at seven pinch-points, the most notable at Bury St Edmunds and Ipswich, the A14/A12 Copdock interchange and poor resilience at Orwell Bridge.



5.4 | Connecting South Essex – London – Thurrock – Basildon – Southend (E)

Our South Essex corridor is a major location for economic growth, and existing proposals will unlock the further expansion of our global gateways. The corridor comprises growing urban areas across Thurrock, Southend and South Essex including Basildon, connecting to neighbouring areas including London and across the Thames to Kent. Transport East fully supports the work of the Thames Estuary Growth Board, Opportunity South Essex and the Association of South Essex Local Authorities to drive forward progress in this vital area for UK prosperity.

The corridor is some of the most densely populated settlements in the region, featuring major high-value and expanding industries covering digital, creative, ICT, vehicle automation and aerospace sectors. Investment in this area will unlock expansion of growing towns, principally Southend-on-Sea and Basildon, and the important international gateway at Southend Airport, which handles 1.5 million passengers per year and has permission to grow.

Basildon has a local economy worth £3.7bn – the largest in Essex - and employs 97,000 people, with ambitious plans to redevelop its central area. Southend-on-Sea is the centre of the largest urban area in the east with 65,000 jobs and welcoming over 6.5 million visitors per year.

This corridor experiences severe traffic congestion with a significant proportion of residents driving to work. To cater for economic and population growth, investment in both the road, passenger rail and the bus network is required. Poor north/south connectivity between major residential and employment centres in this corridor is a particular challenge.

In Thurrock, London Gateway is one of the fastest growing ports in the world. When fully constructed the port shall have a capacity of up to 3.5 million containers (TEU), whilst the park will provide up to 830,000sq.m of commercial floorspace. It has the potential to provide c.36,000 new jobs.

Alongside London Gateway, Tilbury and Purfleet are major gateways. The Port of Tilbury has ambitious expansion proposals, whilst Purfleet Thames Terminal handles approximately 250,000 trailers, containers and tanks per year.

The expansion of this economic gateway as a powerhouse for future UK trade and innovation is constrained by the capacity of the rail and road network. The A13 along its entire length already carries 64,000 vehicles (including cars and lorries) daily, and junction 30 of the M25 also plays a significant role in enabling traffic movement through



the South Essex corridor. Continued congestion and delays will affect network capacity and act as a barrier to growth.

Finally, this corridor also acts as the connection to the wider south-east. With proposals for the Lower Thames Crossing connecting Thurrock directly to Kent. Improving sustainable transport options and better connections to the Thames ports would enhance the plans.

5.5 | Stansted – Braintree – Colchester – Harwich and Clacton (F)

This corridor provides vital resilience for freight to our East Coast ports, whilst also supporting significant growth. Currently, the A120 suffers from increasing unreliability due to the single-carriageway section, which also has adverse impacts on communities along its length. With the planned population and jobs growth, this situation is expected to become critical.

Unlocking constraints for people and goods moving between Braintree and the A12 will boost our connectivity between growing towns and cities and link the M11 UK Innovation Corridor with gateways at London Stansted Airport, Freeport East and the Port of Ipswich. Improved connectivity and capacity on this corridor will support adjoining corridors, including links to the A414 corridor and Hertfordshire.

Tackling constraints on the A120 corridor will support the creation of garden communities, to the west of Colchester and around Harlow.. It extends to Harwich and Clacton-on-Sea, supporting the Levelling Up of these communities through improved connections to skilled employment growth at Freeport East..

This corridor also supports the provision of essential high-capacity public transport and cycleways linking the existing and new communities.



5.6 | King's Lynn – Cambridge – Harlow – London (G)

The UK Innovation Corridor growth partnership is working closely with Transport East, promoting development, transport and better infrastructure, next-generation science and technology powered by London and Cambridge.

The West Anglia Main Line railway and A10 northwards to King's Lynn is a natural extension of this, encapsulating a growing economy based around medical and agri-tech, life sciences and bio-sciences. The corridors include gateways at London Stansted Airport and King's Lynn Port and multi-centred growth at King's Lynn and Harlow.

Harlow has notable sustainable growth plans set out through the Harlow and Gilston Garden Town masterplan. With 3,000 jobs coming with the new UK Health Security Agency and thousands more through the Harlow Enterprise Zone, the town's location close to London, Stansted and Cambridge is a core benefit. High-quality, sustainable transport corridors including the Hertfordshire-Essex Rapid Transit (HERT) are central to the vision.

Network Rail has, in sections within London and Broxbourne, scoped track and station capacity increases on the West Anglia Main Line to bring forward 20,000 homes and 10,000 jobs sooner than 2030. This clearly has positive implications for growth in the UK Innovation Corridor, benefiting Harlow and King's Lynn. Also proposed (currently GRIP2/3) are capacity and other improvements at Ely to allow to allow additional train movements and improve the connection between Felixstowe and the Midlands (see also Corridor C above).

Significant constraints on the road network include the M11 junctions (particularly junction 8 for Stansted Airport) and the A10 limiting proposed growth at West Winch.



6.0

DELIVERY APPROACH

6.1 | How we will prioritise investment and accelerate delivery

Transport East has been tasked by Government to set a Transport Strategy for the region and advise on investment priorities. However, our partnership is already thinking beyond that, to proactively put in place capability, capacity and systems to accelerate delivery of our strategy and investment programme.

This Strategy document is accompanied by our Investment and Delivery Programme document which sets out our proposals, summarised in Table 6.1.1, for how our partnership will deliver better transport outcomes in the East of England.

Table 6.1.1: Transport East approach to investment and delivery planning

1. What is our PURPOSE?

- To deliver our strategic priorities in our Transport Strategy.
- To identify the best projects and programmes required for the four pathways and six strategic corridors in the strategy.
- To improve and maximise delivery of transport outcomes in rural, coastal and urban places in the region, and on each of our six strategic corridors.

2. What is our PROCESS for better prioritisation and faster delivery?

- Create and manage an Investment Pipeline for the East, supporting progression of new ideas from our partners through scheme development to making the case for delivery, and identifying and tackling resulting gaps in our portfolio.
- Adopt the draft Strategic Assessment Framework – to identify our pan-regional and corridor priorities aligned with our 4 strategic pathways, and enable regional and national partners to ensure their projects align with the region's single voice set out in the Transport Strategy.
- Support our partners to accelerate business case development to get our projects funded and delivered quicker.
- Regularly review of our programme to ensure continued alignment with our priorities and to respond to changing circumstances.

3. How will we maximise PERFORMANCE?

- Work with government to improve the conditions for better delivery including funding certainty for new projects and programmes as well as maintenance for existing infrastructure, greater transparency of decision-making, reduction of risk, and increased 'lock-in' to other delivery bodies.
- Deliver a technical work programme agreed annually by our members through our Business Plan to 'improve capacity, capability, intelligence and expertise in the region to drive forward our strategy, projects and programmes'.

6.2 | Funding the strategy

One of the crucial elements to delivering the strategy is the availability of funding to local authorities and other bodies responsible for infrastructure in the East. In 2018 the East of England saw the lowest per capita government spend on public transport nationally, and the fourth lowest across transport overall. In the Investment and Delivery Programme (IDP) we have mapped prior, current and future funding streams as well as exploring new innovative funding opportunities to deliver this strategy.

Funding and prioritising schemes is part of a wider, inter-linked process. Transport funding and the priority status of schemes are often linked to external decisions on delivering infrastructure beyond the remit of transport itself. The funding approach we put forward is intentionally flexible; identifying potential future funding streams so we can pivot to meet changing needs and alternative funding approaches as opportunities arise. The IDP sets out in more detail how we will secure funding for our future projects.

Transport East advocates for multi-year funding for the East. Multi-year funding provides a more stable income stream that can be used to launch a long-term programme of works, allowing for the longer-term planning and development of

schemes. This supports the more efficient delivery of investment projects, the ability to effectively plan maintenance programmes to maximise our existing extensive assets, thereby delivering greater value for money.

6.3 | How we will measure success

It is important we can measure the success of interventions in achieving the aims of the strategy and against our four strategic priority pathways. The IDP sets out more about how we will monitor our performance and a full Monitoring and Evaluation Plan will be developed to accompany this strategy in the future.

6.4 | Encouraging innovation

A central component to Better Delivery across all four pathways is a focus on encouraging innovation and harnessing new technology to overcome challenges and remove barriers.

Improvements to electric vehicle technology are needed to overcome psychological barriers to take-up, for example 'range anxiety'. Connected and autonomous vehicles offer the potential to improve accessibility and connectivity, but further testing and refinement is needed before these vehicles can be introduced on our roads. More work is needed to develop viable alternative

fuels in the aviation and shipping sectors. Digital mobility apps can be improved through the collection and utilisation of richer data.

Transport East is committed to supporting research and development across the transport sector as part of delivering this Strategy. We will become the regional horizon scanners; working with academia and business to understand the future of transport and technology innovation to determine the best solutions for our unique region.

We will work with private sector-led initiatives and collaborate with local authorities and other Sub-national Transport Bodies to pilot new initiatives and make sure that the region is at the cutting edge of technological innovation. We will also act as an advocate for research and development projects, working in partnership with government to increase funding and allow for longer trial periods to test new technologies.

6.5 | Delivering for everyone

People do not experience the transport network and services equally. Throughout this Strategy we have conscientiously considered the needs of people with protected characteristics under the Equality Act and those who suffer deprivation. We are committed to implementing changes across the region to make accessing and using our networks more equitable. Transport is not an end, but a means to access employment, education, services and experiences.

Across the East we have on average an older and aging population, this increases the likelihood of people living with health conditions and disabilities. We also have more women living in the region than men. While we have a lower percentage of people of Black, Asian and minority ethnic heritage in the region than other places within the UK, there are particular locations that are home to specific communities and understanding how culture, social and economic factors influence travel choices is important to make sure everyone can benefit from improvements.

The region also has 17 local authorities in tiers 1 and 2 of the government's Levelling Up Fund priority assessment, with notable pockets also within our towns and cities. These indicate areas

with some of the most entrenched deprivation, where access to education, healthcare, training and skilled work are one of the main areas for improvement. How low-income, deprivation and protected characteristics intersect is also crucial to really improving people's quality of life through transport investment.

The Integrated Sustainability Appraisal has reviewed the Strategy, testing our approach against equality and socio-economic outcomes. We will work with local experts, groups and organisations to understand the needs and experiences of users more fully and seek to make positive change as we deliver the Strategy.



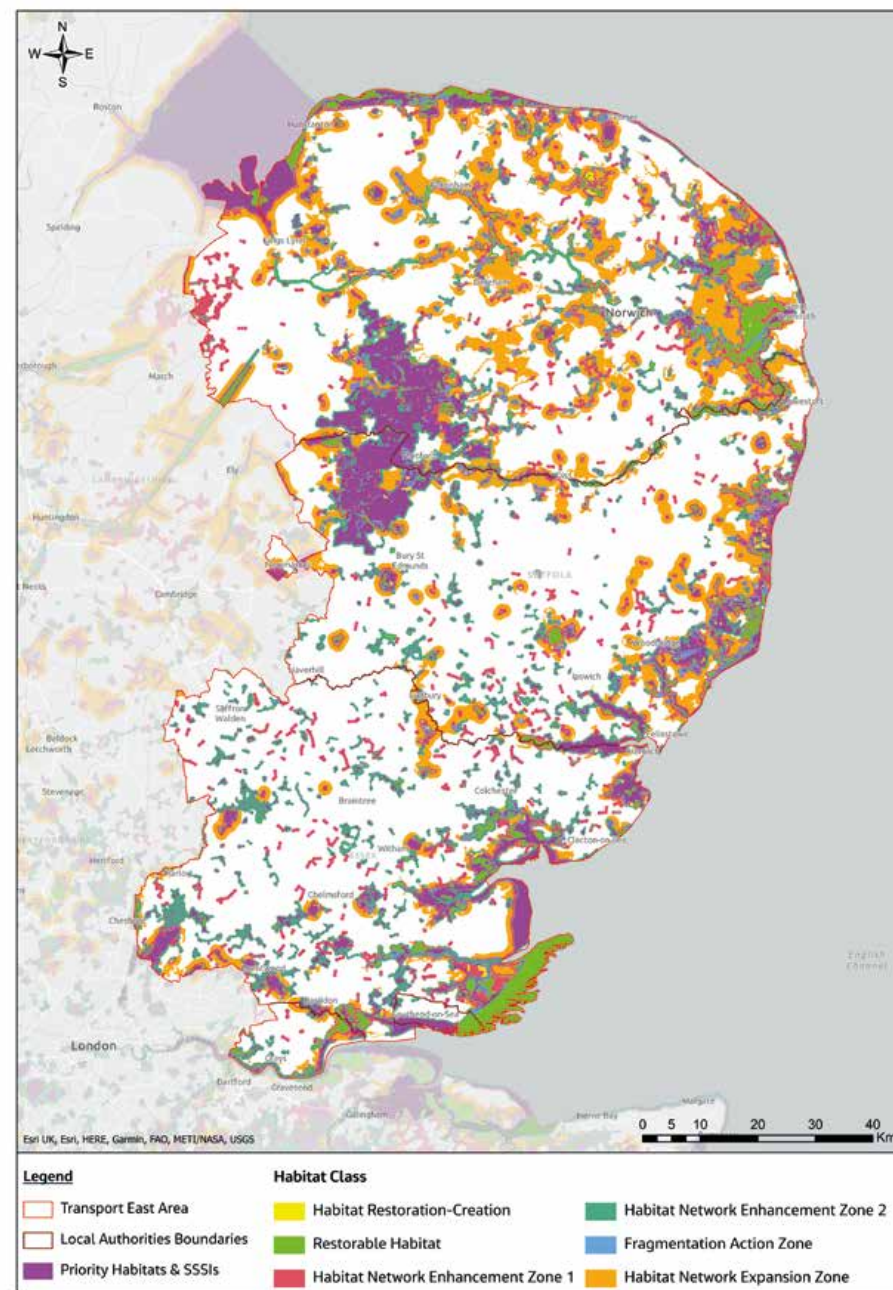
Image: Ryan Grice from Unsplash

6.6 | Delivering for our environment

The delivery of the Strategy includes new and upgraded transport infrastructure as well as measures which will influence how transport infrastructure will be used. This has potential implications for the wider environment and the Strategy includes a commitment to reducing carbon emissions to achieve net zero carbon by 2040. The Strategy will also support reducing air pollution generated by transport and contribute to reducing noise in urban areas. We recognise that transport infrastructure development can have impacts on landscapes, heritage and flood risk, or result in the loss or fragmentation of habitats and have impacts on biodiversity.

It is important that transport infrastructure development is planned with as much sensitivity as possible to avoid and minimise these impacts. As new projects come forward we will support promoters to optimise designs to incorporate climate change resilience, biodiversity net gain and minimise embedded carbon and operation carbon emissions.

Figure 6.6.1:
Map showing areas for potential
bio-diversity enhancement



To make sure our Strategy delivers the balanced outcomes for all people and the wider environment Transport East will:

- Assess the current constraints and environmental potential for each of our 6 core corridors through our Corridor Connectivity Studies, with a view to identifying potential areas of biodiversity net gain.
- Enhance our evidence and understanding of the interfaces of transport and inclusion, and promote inclusive transport within the East through our work programme as set out in the annual Business Plan.
- Develop a regional Strategy Hub, drawing together a panel of diverse representatives and experts along with public views to explore the region's most pressing strategic transport challenges.

The Integrated Sustainability Appraisal has reviewed our Strategy against environmental objectives. This has identified recommendations for actions to protect and enhance the environment to take forward into Strategy delivery. This includes specific measures to support biodiversity recovery, restoration and enhancement which can build on the requirements for development schemes to provide a minimum 10% biodiversity net gain. The Strategy aims to work with the local transport authorities and by coordinating and guiding biodiversity enhancement we aim to go beyond the minimum requirements and provide meaningful improvements contributing to Natural England's habitat network. This network mapping identifies existing habitat value and areas with potential for restoration and enhancement.

Our Strategic Corridor studies will include a committed to assess the current environmental constraints and enhancement potential for each corridor. We will include natural capital, ecosystem services and biodiversity net gain metrics as part of this assessment informed by engagement with local experts and stakeholders to understand strategic opportunities for improving our environment as we deliver this strategy.



Image: Centre for Aging Better



7.0 NEXT STEPS

7.1 | How the Strategy will be used

This strategy sets out an approach for improving transport and delivering wider societal and economic benefits in the Transport East region over the next three decades to 2050.

Further work is underway to develop the individual projects and programmes that will be key to implementing the Strategy. Our framework for assessing new initiatives is summarised in our Investment & Delivery Programme (IDP), which sets out the investment necessary for the delivery of the Strategy. The IDP will be reviewed regularly to ensure there is a pipeline of identified investment to continue delivering the pathways, goals and actions within the Strategy.

The Transport Strategy will also drive our own programme of work which is set out annually in our Business Plan.

We will continue to work with government, other regions, our local authority partners and the private sector to deliver existing commitments in the region, and to explore innovative solutions to transport challenges harnessing emerging technologies. We remain open to trialling new initiatives and technologies in collaboration with government agencies and private enterprise to deliver a step-change in transport outcomes both within the region and nationally.

We are also committed to improve collaboration and partnership working with delivery agencies such as Network Rail, Great British Railways, Active Travel England, the Department for Transport, other Sub-National Transport Bodies, and National Highways.

7.2 | How the Strategy will be updated

Progress in delivering the Strategy will be monitored and reported regularly. The strategy will be updated periodically to remain relevant to the evolving transport challenges the region faces. This flexible approach will position the region effectively to continue to support the government in achieving wider national aspirations for new homes and jobs, levelling up, boosting international trade, and achieving net zero as we recover from the COVID-19 pandemic.

We are committed to maintaining transparency and accountability as the Strategy is updated. All versions of the Strategy and associated Investment and Delivery Programmes will always be publicly available on the Transport East website with a clear direction to the up-to-date version of each.



TRANSPORTEAST

TRANSPORT STRATEGY 2022

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TRANSPORTEAST

INVESTMENT AND DELIVERY
PROGRAMME
July 2022

Contents

Section	Content	Page
1	Introduction	2
1.1	Overview	2
1.2	Role of Transport East	3
1.3	Transport East Strategy	4
1.4	Investment and Delivery Programme	4
2	Purpose of the Investment and Delivery Programme	5
2.1	Overview	5
3	Process	7
3.1	Overview	7
3.2	Alignment with policy and existing delivery mechanisms	7
3.3	Engagement	7
3.4	Project identification	7
3.5	Option assessment	9
3.5.1	<i>Initial Assessment</i>	9
3.5.2	<i>Detailed assessment</i>	10
3.5.3	<i>Integrated Sustainability Appraisal</i>	10
3.6	Current pipeline programme	11
3.7	Technical Programme	12
3.8	Funding	13
3.9	Governance	15
4	Performance	16
4.1	Monitoring and evaluation	16
4.2	Technical work programme	17
4.3	Better delivery	17
4.3.1	<i>Multi-year funding certainty</i>	18
4.3.2	<i>Innovation</i>	18
4.3.3	<i>Data and intelligence</i>	18
4.3.4	<i>Delivery for everyone</i>	18
4.4	Updating the IDP	19
Appendices		20
Appendix A	Summary of Assessment Criteria	20
Appendix B	Weighting & Scoring	23
Appendix C	Summary of Assessment Results	26
Appendix D	Current Investment Programme	33
Appendix E	Map of committed and pipeline projects	42
Appendix F	Monitoring and Evaluation Key Performance Indicators	43
Appendix G	Technical programme	46

1. Introduction

1.1. Overview

This document sets out our proposed approach to an Investment and Delivery Programme to enable delivery of the Transport Strategy.

It is a supporting document for the Transport East Strategy, and the main document will be reviewed every three years or in response to emerging guidance and policy; the Appendices to this document will be updated annually.

1.2. The role of Transport East

Transport East is the Sub-National Transport Body that acts as one voice for the future of transport in Essex, Norfolk, Suffolk, Southend-on-Sea, and Thurrock.

OUR VISION

A thriving Eastern region with safe, efficient and net-zero transport networks advancing a future of inclusive and sustainable growth for decades to come.

As a partnership, we bring together local transport and planning authorities and business leaders with Government (including the Department for Transport, Network Rail, Great British Railways and National Highways) to speak with one voice and identify the transport investment needed to fully support our members' shared ambitions for economic growth, quality of life, development, and prosperity in the region.

We aim to do this through the broad activities set out in figure 1.1, with specific actions agreed annually in the Business Plan.

Figure 1.1: Transport East role - Core activities

Lead Strategic Thinking	Strategic Co-Ordinator	Elevate work of partners	Influencer	Intelligence
<p>Strategic direction and thought leadership for the East</p> <p>Lead regionally wide studies and strategies</p> <p>People centric approach:</p> <ul style="list-style-type: none"> Integrated Multi Modal Accessible <p>Lead national and regional STB thinking on specific topics</p>	<p>Coordinate strategic investment pipeline</p> <ul style="list-style-type: none"> Assessing and prioritising schemes/projects Monitoring scheme/projects delivery Challenging outcomes where necessary to deliver strategic outcomes Lead business case development for sub-national scale projects <p>Coordinate partners on regional and national priority issues</p>	<p>Enable local partners to deliver at the local level</p> <p>Enable strategic bodies to deliver better strategic projects</p> <p>Accelerate outcomes by unblocking / speeding progress</p> <p>Adding capacity and capability to partners</p>	<p>Champion the East and Transport East Partnership</p> <p>Listening and understanding across local, sub-national and national partners</p> <p>Make the case for investment in the East</p> <p>Influence delivery bodies (Government, NH, NR)</p> <p>Single regional voice at a national level</p> <p>Collaborate to shift behavior across the region</p>	<p>Strategic transport expertise and capacity / capability</p> <p>Monitoring industry trends and innovation</p> <p>Lead a robust regional data, analysis, and monitoring function</p> <p>Sets standard and outcomes</p>

1.3. Transport East Strategy

Transport East has been tasked by its' partners and Government to set a Transport Strategy for the region and advise the Secretary of State for Transport on the East of England's transport investment priorities.

Our Strategy recognises that good transport is a means to an end, and not an end itself. Improving transport will help reduce carbon emissions and lead to a better quality of life for people in the region, levelling up by providing better access to more opportunities for work, learning and leisure. It will support businesses and drive economic growth by reducing costs, increasing productivity, and providing access to more markets and workers. It will also enable new development and housing.

The Strategy for the region sets out four strategic priorities for transport in the East of England:

- **Decarbonisation to net-zero** – working to achieve net zero carbon emissions from transport, building on our status as the UK’s premier renewable energy region.
- **Connecting growing towns and cities** – enhanced links between and within our fastest growing places and business clusters. Improving access for people to jobs, supplies, services, and learning; enabling the area to function as a coherent economy improving productivity and quality of life.
- **Energising coastal and rural communities** – a reinvented sustainable coast for the 21st century which powers the UK through energy generation. Supporting our productive rural communities and attracting visitors all year round.
- **Unlocking international gateways** – better connected ports and airports to help UK businesses thrive, boosting the nation’s economy through better access to international markets and facilitating foreign direct investment.

The Strategy presents a delivery pathway for each of the four strategic priorities, which sets out the types of projects and schemes that are needed to achieve them.

1.4. The Investment and Delivery Programme

This document outlines the purpose of the Investment and Delivery Programme, the process of how it was formed and will develop over time, and how its’ performance will be monitored, and the programme updated.

Transport East will not deliver individual projects. The role of Transport East, within the context of the IDP, is to;

- manage the Investment and Delivery Programme;
- advise government on priorities; and
- develop and deliver a programme of technical work and business cases, in partnership with local and national partners, providing the evidence base to improve and maximise delivery of transport outcomes in the region.

2. Purpose of the Investment and Delivery Programme

2.1. Overview

The Investment and Delivery Programme (IDP) will enable the partnership to identify and prioritise the strategic projects we need to deliver the goals and priorities in the Strategy. The regional Strategy will support the Local Transport Authorities to align their Local Transport Plans to support delivery of these priorities for local projects in their programmes ensuring a consistent strategic approach for the region.

We propose that the IDP comprises a regional transport investment pipeline to assess and prioritise strategic transport projects in the East of England and supporting mechanisms to identify and help progress projects through the pipeline, from early ideas to business case development to delivery.

The proposed IDP approach builds on and expands our existing Investment Plan published in 2020⁽¹⁾, that primarily comprised our existing strategic road and rail projects, by identifying and accelerating new ideas to ensure the future investment pipeline continues to expand and evolve to deliver our vision.

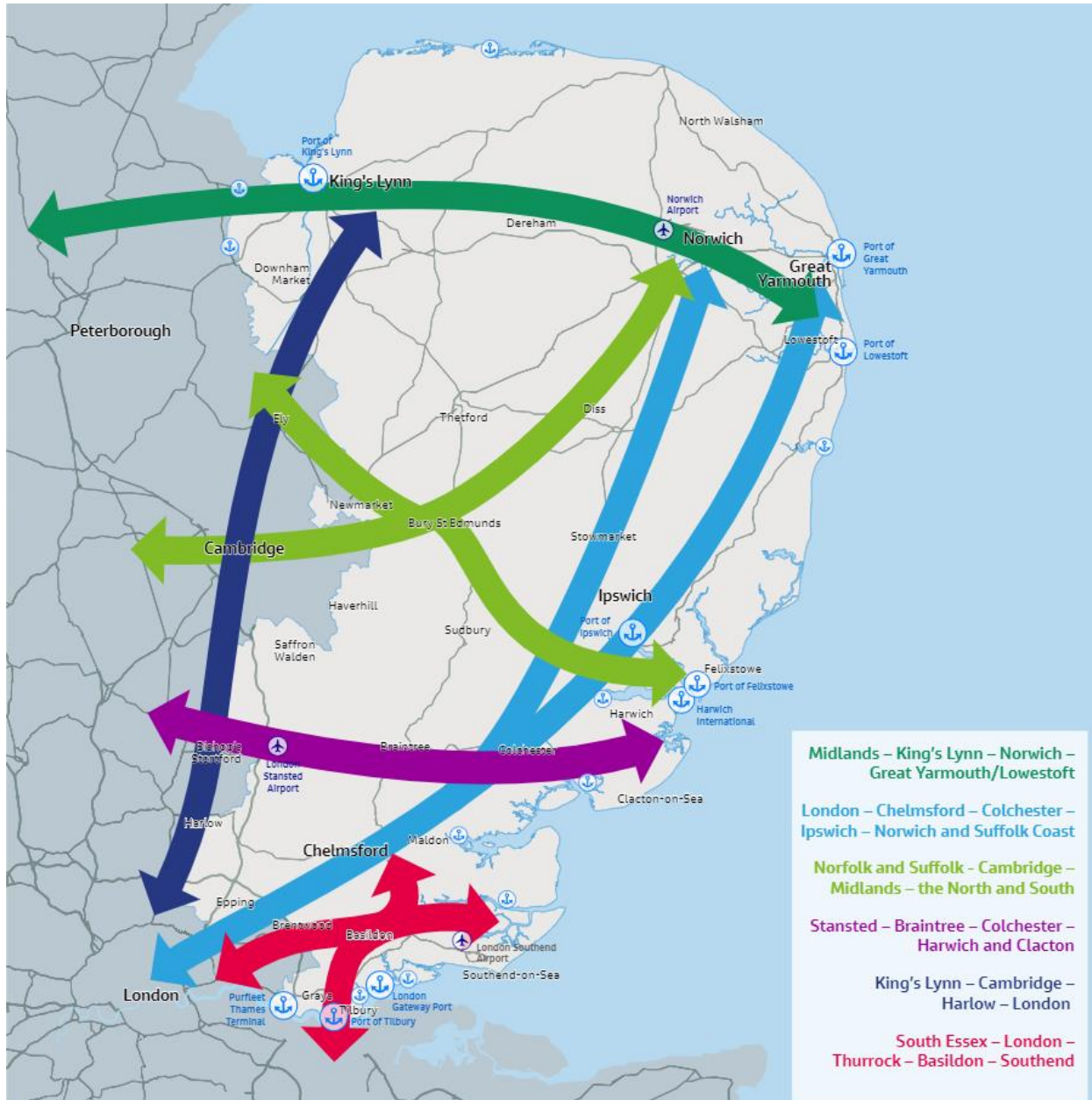
With a focus on the four strategic priorities, the IDP identifies strategic pan-regional packages and projects that address regional issues, as well as projects within our six core strategic movement corridors (Figure 2.1). These corridors comprise growing urban areas, economic centres, ports and airports, and the road and rail connections between them and the rest of the UK. These corridors are critical to this strategy and further investment will be needed along them if the region is to reach its potential as a thriving, connected, multi-centred economy, whilst reducing carbon emissions.

The IDP mechanism has been developed to be flexible to align with Government's established national programmes to deliver major road and rail investment in the Transport East region. It will also align to emerging national mechanisms to fund other types of projects, including active travel, passenger transport, freight and electric vehicles. Projects coming through our pipeline will be designed to align with national and local funding sources by using a Strategic Assessment Framework.

The assessment process is set out in section 3. The Transport East technical work programme (Appendix G) will support scheme promoters to progress constituent projects through the pipeline and drive forward our strategy. The technical work programme is reliant on continued close working with partners, and the resourcing of our capacity, capability, data intelligence and expertise to perform this vital role.

1 Transport East Interim Investment and Delivery Plan 2020 , <https://www.transporteast.org.uk/wp-content/uploads/Investment-and-Delivery-Plan-1.0-1.pdf>

Figure 2.1 – Transport East core strategic corridors



3. Process

3.1. Overview

This section provides a high-level summary of the process undertaken to develop the Investment and Delivery Programme.

This IDP builds upon an interim plan published in September 2020 by incorporating additional place-based and region-wide projects and programmes, in addition to road and rail projects on strategic corridors. All the proposals in the programme have been identified and prioritised with reference to the four strategic priorities that underpin the Strategy. The successful management, monitoring and delivery of the programme will be supported by contributions from the constituent members of Transport East and the annual Transport East Business Plan.

3.2. Alignment with policy and existing delivery mechanisms

The IDP and the longer-term Strategy have both been developed in line with existing national transport policy. In particular, the Government's target to deliver Net Zero by 2050, the ambition to 'Level Up' left-behind areas of the country, the Walking & Cycling Investment Strategy and 'Bus Back Better'. It has also been developed to align with Government programmes to deliver major road and rail investment in England, notably the Roads Investment Strategy (the five-year programme for improving the Strategic Road Network delivered by National Highways) and Network Rail's Rail Network Enhancement Programme (RNEP).

3.3. Engagement

The IDP approach has been developed following extensive pre-consultation engagement with hundreds of partners across the region and refinement through the Transport East Forum and Senior Officers Group. Partners have been engaged at every stage of the process from the identification of strategic priorities to the development and prioritisation of individual schemes and projects. The approach and programme have been updated to reflect feedback from the 2021/2022 public consultation.

3.4. Project identification

Following the definition of the vision and strategic priorities for the draft Transport Strategy, a long list of potential projects, programmes and actions was collated, informed by research and engagement with partners. These were strategic scale projects, or packages of smaller interventions that collectively became strategic in scale. This process did not replicate or include more local projects that would be considered and funded as part of the Local Transport Authorities' Local Transport Plans.

Individual projects on the long list are naturally at different stages of development and the assessment was therefore based on varying levels of information. Each individual project was categorised based on its stage of development, using a similar approach to that adopted by National

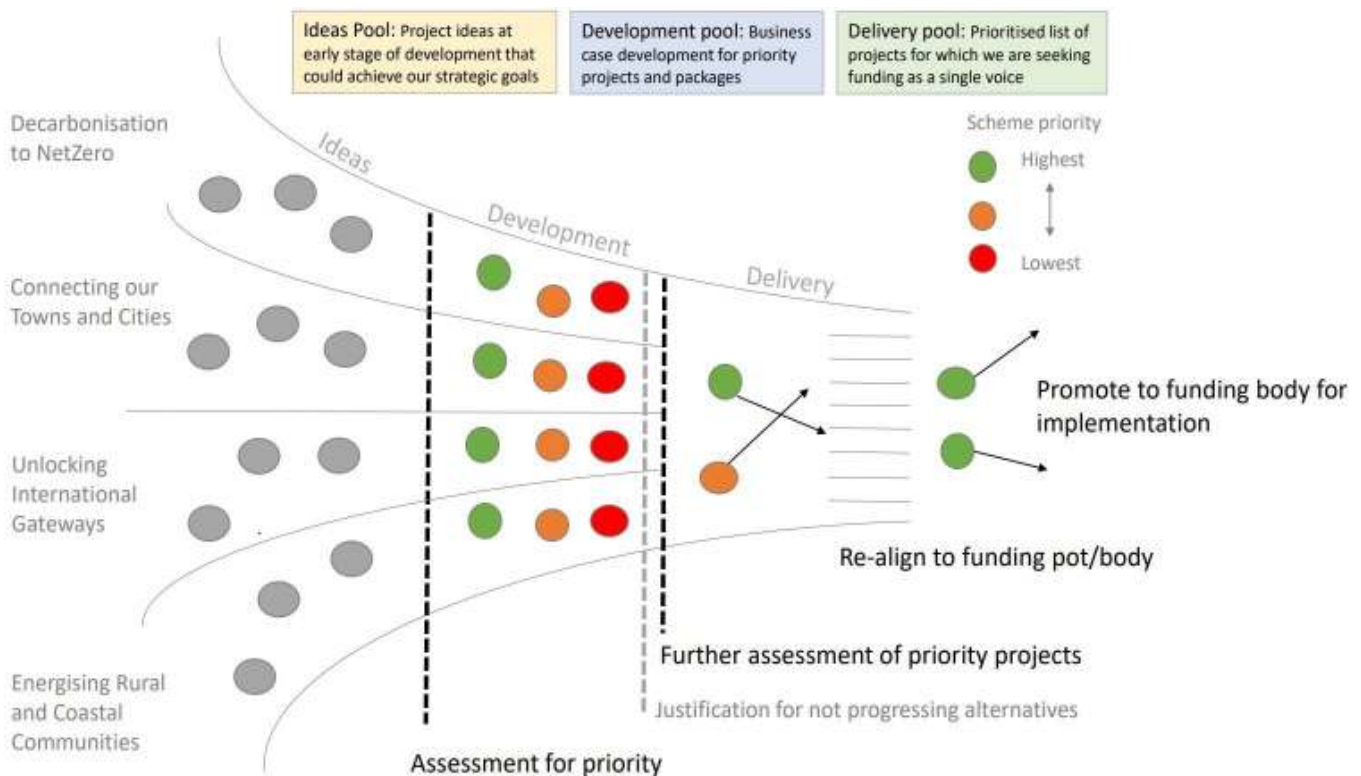
Highways and the DfT to develop the Roads Investment Strategy.

The categories used in this case are as follows:

- ‘Ideas pool’ – projects that could deliver identified strategic priorities but are not yet sufficiently advanced. These will include concepts, early feasibility studies and pre-Strategic Outline Business Cases. Although these will have considered options and alternatives, they will not have been subject to any in-depth assessment.
- ‘Development pool’ – projects that are in development and have already been subject to a feasibility study or are currently developing or have completed a Strategic Outline Business Case that compares a short-list of alternative options for delivering the project.
- ‘Delivery pool’ – projects where the development of a business case has achieved programme entry for delivery funding; acknowledging that planning consent may still be required. For these projects a preferred option has already been identified.

These categories collectively comprise the proposed Transport East Pipeline (summarised in figure 3.1), which will be adopted as our programme management approach to help promoters progress projects from ideas to delivery, and ensure they maximise their contribution to the Transport East strategic priorities.

Figure 3.1: pipeline progression



The programme will continuously evolve and develop, based both on the work undertaken by our

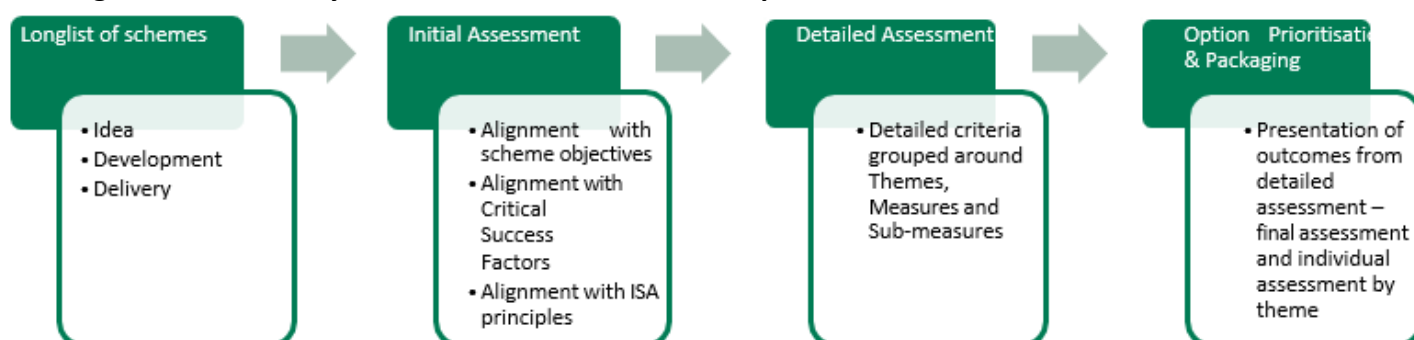
partners and a technical programme that will develop both an evidence-base to support projects in the programme and identify new projects to be developed and delivered. This programme of work is covered in more detail in Appendix G.

3.5. Option assessment

The long list of projects was assessed using a bespoke multi-criteria assessment framework, which was designed in line with Government guidance and our draft strategic priorities. The assessment framework enables the performance of each project to be assessed against the four strategic priorities and a wide range of additional criteria.

This was undertaken in several stages using a holistic approach to ensure that a range of high-value projects are brought forward for delivery. The process is summarised in Figure 3.2., recognising that new ideas from Transport East and its partners will continue to be added to the long list, which will then be assessed as part of the annual IDP management and review.

Figure 3.2: Summary of the Assessment Framework process



3.5.1. Initial Assessment

The initial assessment considered the extent to which projects:

- Could deliver Transport East Strategic Priorities.
- Performed against Department for Transport, (DfT), Critical Success Factors (cost, fit with Government objectives, supplier capacity/capability, and technical feasibility); and,
- Performed against a sustainability assessment, i.e. ISA principles.

A full list of the assessment criteria can be found in Appendix A

The sustainability assessment is an approach based on Integrated Sustainability Appraisal (ISA) principles. It considers the downstream requirements for Strategic Environmental Assessment (SEA), Habitats Regulations Assessment (HAS), and the assessment of impacts on health, equality and community safety. This process led to the identification of modifications to the long list that were needed to improve alignment with the Strategy and Government requirements.

3.5.2. Detailed assessment

The Detailed Assessment then assessed projects based on their expected impact (both beneficial and adverse) on the Strategic Priorities, Critical Success Factors and sustainability criteria, breaking each area of assessment down into more detailed components. Project assessment was undertaken in line with the DfT's Transport Analysis Guidance (TAG) and Early Assessment and Sifting Tool (EAST) Guidance. The effectiveness of a measure to deliver against the goals within each strategic priority was provided by the application of a weighting factor. Details can be found in Appendix B.

The overall purpose of the Assessment Framework was to assess projects in a consistent and transparent way, using a methodology in line with Government guidance and recognisable to key agencies such as the DfT, National Highways, Great British Railways and Network Rail. The process provides clarity to Government regarding the region's priorities and assurance that those priorities have been identified in a robust manner. This method created a dashboard through which projects could be compared based on the information available. A summary of the assessment results can be found in Appendix C.

3.5.3. Integrated Sustainability Appraisal

Transport East is committed to improving environmental, social, and economic wellbeing of the region as indicated in the wider outcomes. As part of this commitment Transport East is undertaking an Integrated Sustainability Appraisal (ISA) to inform the development of the Transport Strategy.

An ISA is a process for assessing the social, economic, and environmental impacts of a plan in a systematic and transparent way with the aim that sustainable development principles underpin the strategy.

The ISA is based around the strategic environmental assessment (SEA) process and has five key stages (Figure 3.3), including an initial scoping stage providing context and focus for the assessment, and iterative assessment of the developing plan, followed by consultation on the assessment and draft strategy documents

Figure 3.3: Key stages in the ISA process

The monitoring plan⁽²⁾ employs a number of targets and indicators to help identify any significant effects that could arise through the implementation of the strategy, the responsibility for monitoring and reporting against these targets would sit with different organisations and scheme developers. This will inform the development of the IDP monitoring and evaluation plan.

3.6. Current pipeline programme

The identification and assessment processes identified priority projects that should be progressed as part of this IDP as a first step towards delivering Transport East's vision and strategic priorities. When identifying pipeline projects, it is recognised that some projects will score well across all criteria and others will score strongly in one area, reflecting both the nature of the project and the stage of development. Projects in the ideas pool with significant potential to support our objectives will be prioritised for accelerated business case development. The assessment process will also assist in identifying where projects, as they develop through the business case and design process, need to be enhanced to optimise their performance in delivering against the strategic goals, prioritising opportunities for sustainable transport, mode shift and decarbonisation of transport. It is envisaged that the future management of the pipeline will ensure that the combination of measures in the Programme will collectively deliver all our strategic outcomes.

The current pipeline list of projects can be found in Appendix D and a map showing the location of projects in Appendix E. These projects have been grouped in the following categories:

- **Committed projects** – these are projects that have already been identified to be in the delivery stage. They are well developed and already have some delivery funding certainty and commitment from national government within funding programmes.
- **Projects to be delivered in neighbouring authorities** – the transport network extends beyond the Transport East region; this section identifies those projects that are important to and affect transport in the East but will be delivered by others. Working closely with neighbouring authorities and Sub-national Transport Bodies, we can strengthen the evidence for joint priorities, develop solutions that work for all of our communities, provide better value for the taxpayer and ensure initiatives being progressed in a neighbouring region do not unduly impact the East
- **Regional strategic packages** – This category contains a mix of projects to be progressed by Transport East, the Local Transport Authorities / Local Government or other delivery bodies. These packages highlight priority areas of work, where Transport East can:

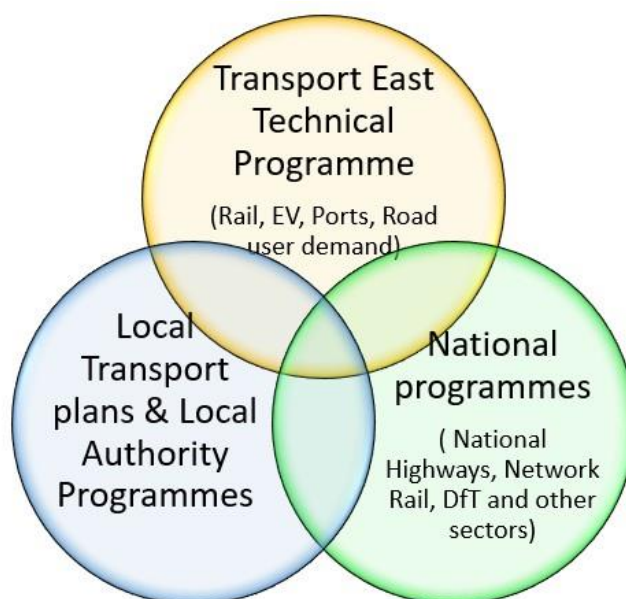
- support the case for investment, for example for the 5G roll out.
 - make the case for long-term funding certainty to enable ambitious programmes for active travel and urban sustainable programmes; and,
 - add to the technical programme to develop an evidence base to support future Local Government decisions, for example the road user demand management measures. It is important to have a section in the IDP that can identify how ideas need to be supported and developed.
- **Strategic corridors** – This category identifies projects that sit along the six core strategic corridors, which will either individually or in combination deliver the strategic priorities. These are a mix of road, rail and sustainable transport measures that are either at the idea or development stage. Progression of these projects will be dependent upon the development of a satisfactory business case that will recognise the government’s changing emphasis for projects to demonstrate significant contributions to decarbonisation and sustainable transport.
 - Multi-modal corridor studies will be undertaken to understand the future needs of the routes and the identify any interdependence between current and future projects ensuring an integrated approach to development and delivery.

The IDP process is focused on strategic-scale projects and has not considered more localised projects and initiatives typically included within the Local Transport Authority’s Local Transport Plans (LTP’s). It should be noted however that most LTP’s will also refer to strategic-scale projects of importance to that Local Transport Authority.

3.7. Technical programme

The Transport East technical programme will deliver outputs that build evidence and expertise in areas of work to support the capacity and capability of its partners to evidence, identify and progress proposals. The scope and detail of this work will be informed by the gaps highlighted by the assessment process. We aim to ensure alignment with the activity of partners to enhance delivery of transport projects within and affecting the region.

Figure 3.4 An integrated approach to strategy and project development



The technical programme is identified within the annual Transport East Business Plan and in response to new funding opportunities. These projects will inform new projects and support existing projects in the IDP ensuring a balanced portfolio. The current areas of work being progressed can be seen in Appendix G

3.8. Funding

Transport funding and the relative priority of projects is complex and often linked to external decisions on delivering infrastructure. One of the crucial elements to delivering the strategy is the availability of greater levels of funding to local authorities and other bodies responsible for infrastructure in the East.

The Local Authorities in the region are fully committed to the IDP and already make a substantial contribution from existing budgets. However, significant support will be required from Government to deliver and continue to develop the IDP.

Many of the major road and rail projects will need funding to be provided by government through National Highways (via the Roads Investment Strategy) and Network Rail / Great British Railways (via Control Period settlements). Many initiatives led by local authorities will also need to be funded through a range of existing and future funding streams, in addition to the current annual capital allocations to local government, for example the Levelling Up Fund, the National Home Building Fund, and the Shared Prosperity Fund. The delivery of many transport projects requires local authorities to bid into a national competition for time-limited funding.

It is also important to value what we have. We will work with Local Transport Authorities and infrastructure bodies to promote the effective maintenance and management of the transport

network, to ensure the strategic, major and local networks provide reliable and safe journeys.

Current and future Government national funding streams are likely to play a role in delivering the IDP. Each funding stream has different application criteria. Therefore, multiple funding applications to different sources will be required to support the delivery of the full Programme. Multi-year settlements for the region, like those currently in place for National Highways and Network Rail, could create the potential for significant funding efficiencies, especially if these funds are linked to the delivery of outcomes rather than being specific to modes of transport. In addition, the provision of multi-year revenue funding would enable the development of ambitious programmes in advance of funding, opportunities and provide greater certainty for local authorities to enable them to fully commit to long-term transport planning and maintenance.

In addition to government funding, Transport East will work with partners to identify appropriate funding streams and private sector investment to support the funding for our projects. Figure 3.5 shows the range of current alternative funding streams available to local authorities, these funding sources are supplementary to central government funding.

Further work is needed to develop and refine cost estimates for many of the projects and programmes. Many projects in the 'ideas pool' have not been subject to detailed feasibility studies. An indicative cost range estimate for the region's programme of projects in the 'development' and 'delivery' pools is between £4.6bn and £6.3bn. Due to the evolving nature of project development and delivery costs managed by the project promoter, details of individual project costs are not included in the IDP tables.

Transport East will support our partners to accelerate business case development to get our projects funded and delivered more quickly

Figure 3.5: Potential third-party funding routes for the IDP

Planning / Developer Contributions	Borrowing	Financing
Section 106/278 Community Infrastructure Levy (Government propose to change these mechanisms soon)	Public Work Loan Body	Tax Increment Financing
	Municipal Bonds Agency	Direct Private Financing
	UK Infrastructure Bank	
	User Charges	Other levies
Partnership approaches to land value capture agreement	Workplace Parking Levy	Business Rates Supplement
Public land acquisition (potential with support from Homes England) with later capture land value uplift from development	Road Tolling	Council Tax Levy
	Road User Charging	

3.9. Governance

Transport East is governed by the Transport East Forum, our principal decision-making board. The Forum will provide regional oversight of the Investment and Delivery Programme and will endorse Transport East advice on investment priorities coming through the pipeline to the Secretary of State for Transport. It will oversee the regional work programme to help accelerate projects and initiatives through the pipeline process, including business case development.

The Transport East Senior Officers Group will provide operational oversight of the IDP and manage resource to ensure its efficient operation. Existing mechanisms will be utilised and enhanced to ensure wider partners are able to input and submit proposals into the annual review of the IDP.

The IDP approach provides support for project promoters to identify and develop new ideas, ensure they are aligned with the regional strategy through the strategic assessment framework, and support with business case development. Individual project business cases will continue to be the responsibility of the project promo

4. Performance

4.1 Monitoring and evaluation

To deliver the outcomes identified by the Strategy, it is important to measure and evaluate performance of the IDP to inform the evolution of the programme and future IDP's and support better delivery.

It is important that we can measure the success of interventions against the aims of the Strategy. Transport East will develop and implement an IDP Monitoring and Evaluation plan.

Twelve transport goals have been identified in the draft strategy linked to the four strategic priorities. These are set out in Figure 4.1 and will form the basis of our outcome monitoring.

Figure 4.1: Strategic Priorities and Transport Goals

Strategic Priority	Transport Goal
Decarbonisation to net-zero	1. Reduce Demand for carbon intensive transport trips through local living. Making it easier for people to access services locally or by digital means
	2. Shift modes by supporting people to switch from private car to active, shared and passenger transport, and goods to more sustainable modes like rail
	3. Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity
	4. Zero Carbon Growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon intensive trips in the future
Connecting our Growing Towns and Cities	5. Improve connectivity and accessibility within our towns and cities for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure
	6. Deliver faster and more reliable transport connections between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment
	7. Fully integrate transport networks, services and operations across the East of England, through customer focussed approach enabling seamless and safe end-to-end journeys by sustainable modes
Energising our Coastal and Rural Communities	8. Increase accessibility to education, training, services and employment for rural communities
	9. Improve connectivity along our 500 miles of coastline
Unlocking International Gateways	10. Improve connectivity, journey time and reliability for freight, passengers and employees to ports and airports
	11. Move goods and people sustainably to ports and airports by shifting modes
	12. Increase the use of alternative fuels for both ports and airports

To assess the progress against these goals a baseline will be established for the Key Performance

Indicators, (KPI's). The KPI's will be monitored and reported on at regular intervals throughout the life of the strategy, a monitoring schedule will be developed to support this. Where appropriate, targets will be established that will enable impartial, measurable reflections on intervention performance.

Recognising the importance of the Decarbonisation to Net Zero strategic priority at local, regional and national levels; work will be undertaken to develop a carbon budget for the region. Together with the development of carbon reduction trajectories to deliver net zero, this work will also then set carbon reduction targets for the region. Ahead of any guidance or policy from Government relating to Whole Life Carbon impacts, the focus of this work will be "at the tail-pipe".

Current KPIs are set out in Appendix F.

4.2 Technical work programme

To support the future performance of the IDP, we will develop the "next generation" strategic analytical capability, accelerate the delivery of the East's transport priorities and proactively manage the programme.

We will work with partners, both regionally and nationally to identify areas of work that will support the delivery of the Strategy through the evolution of projects within the pipeline and funding for delivery.

4.3 Better Delivery

The role of Transport East is to bring together local authorities within the region to speak with a single voice on strategic transport issues, co-ordinate investment, and support better delivery.

To support the introduction of the IDP, the Transport East partnership has identified the following strategic delivery challenges that will need to be tackled through its wider work programme:

- The need for greater capacity and capability in the East of England for strategic transport planning, commensurate to that which is employed in other regions of similar size.
- The need for greater local accountability/influence for local and democratically elected strategic decision makers
- Better strategic integration and removal of silo-thinking in planning transport solutions
- To understand, and then achieve, the shift required to get to Net Zero, including influencing public opinion and attitudes on decarbonisation
- Better funding mechanisms, to ensure more funding certainty and reduce complexity for our

local authorities and partners, to improve strategic project development

- Better strategic coordination with other sectors to deliver transport benefits
- Ensuring understanding and co-ordinating the range of challenges and ambitions across our diverse partners and geography
- Communicating our priorities clearly to government, in a challenging funding environment
- Closer partnership with national delivery agencies and alignment with the strategic transport plans of neighbouring regions
- Supporting DfT's work with other government departments to co-ordinate our transport strategy with wider government delivery in the East

4.3.1 Multi-year funding certainty

Transport East has requested a multi-year funding settlement for the East through the 2021 Spending Review. Multi-year funding provides a more stable income stream that can be used to launch a long-term programme of works, allowing for the longer-term planning and development of projects and schemes, which supports the more efficient delivery of investment projects and in turn greater value for money.

4.3.2 Innovation

Transport East is committed to supporting research and development across the transport sector as part of delivering this Strategy. We will work with both public and private sector-led initiatives and collaborate with local authorities and other Sub-national Transport Bodies to pilot new initiatives and make sure that the region is at the cutting edge of technological innovation for transport.

We will also act as an advocate for research and development projects, working in partnership with government, academia and the private sector to increase funding for trials to test new technologies.

4.3.3 Data and intelligence

Transport East will aim to develop data and modelling capabilities to enable an evidence-led approach to business case, programme and strategy development, ensuring the region has the capability and capacity to proactively capitalise on opportunities as they arise.

4.3.4 Delivery for everyone

People do not experience the transport network and services equally, and we are committed through our strategy and IDP to implementing changes across the region to make accessing and using our networks more equitable. Transport is not an end, but a means to access employment, education, services and experiences.

4.4 Updating the IDP

The Appendices to the IDP has been designed as a 'live' mechanism that will be reviewed annually and updated, with the status of investment priorities in the programme published and regularly updated on the Transport East website.

We have established a framework for engagement with our partners, including Local Authorities, to support them with submitting new proposals into the pipeline, and accelerating existing projects.

All new regionally strategic proposals generated by our partners will be added to the 'ideas pool' and assessed during the annual review of the IDP. We will then work with our partners to process these ideas through the assessment framework to generate an updated priority project list to better deliver our regional vision and strategic priorities.

Theme	Measure	Detail	Sub-Measure
Decarbonisation Net Zero	De-carbonisation	To what extent does the option help to de-carbonise existing trips? For example through electrification	Embodied Carbon
			Operational Carbon
	Modal shift to active travel	To what extent does the option potentially increase modal shift to active travel?	
	Modal shift to PT	To what extent does the option increase modal shift from private car to passenger transport?	
	Aggregation of services / Reducing the impacts of travel	To what extent does the option reduce the need to travel? E.G. through better 'at home' provisions or co-location of services	
	Air Quality	To what extent does the option benefit air quality in the vicinity?	
	Net Environmental Gain	Are there any opportunities for net environmental gain?	
Connecting Growing Towns and Cities	Connecting our growing towns and cities	To what extent does the option connect growing towns and cities faster and more frequently?	
	Supporting homes & jobs (urban)	To what extent could the option support homes and jobs?	Directly supports
			Indirectly supports
	Pinch points	To what extent does the option impact any existing pinch points on the network where congestion or connectivity is poor	
	Viable alternative to the private car	To what extent does the option offer the potential for mode shift away from the private car by providing a	
	Connecting people to essential social services	Could the option better connect people living in urban areas to essential social services?	Education/Skills
			Health
Accessibility and Connectivity for Rural and Coastal Communities	Energised rural and coastal communities	To what extent does the option connect people, businesses and freight in coastal or rural areas?	
	Supporting homes & jobs (rural and coastal)	To what extent could the option support homes and jobs?	Directly supports
			Indirectly supports
	Connects people in coastal / rural areas to jobs (in any area)	To what extent does the option improve people living in rural or coastal areas access to jobs (in any area)	
	Connects tourism hotspots and transport hubs	To what extent does the option connect rural and coastal tourism spots to regional transport hubs (including via active travel); encouraging tourism in the region?	
	Connecting people to essential social services	Could the option better connect people living in rural and coastal areas to essential social services (in any area)?	Education/Skills
			Health
Unlocking International Gateways	Global Gateways	To what extent does the option improve connectivity (for both passengers and freight) to global gateways?	From within the region
			From outside the region
			From towns and cities within region
	Reliability (corridor)	What are the scale of benefits expected from improvements to reliability to and from international gateways (for both passengers and freight)?	
	Increases freight capacity	To what extent does the option improve freight capacity at (and on links to and from) key gateways? EG by removing pinch points	

Theme	Measure	Detail	Sub-Measure
Wider benefits	Health	Is the scheme likely to impact health and particularly health equality outcomes?	Through increased exercise
			Through improved air quality
			Mentally, through improved wellbeing
	Affordability	Is the scheme likely to be affordable to all (Equality)? Will different ticketing options and discounts be available? Is there a cost to using the option?	
	Safety	How likely is the option to reduce collision/incident rates on the network?	
	Urban Realm	To what extent does the option improve placemaking or the urban realm?	
	Personal Security	How likely is the option to improve personal security and equality through either the reduction of opportunities for crime or through improvements to perceptions of security (where this perception would otherwise prevent potential users from travelling)? Consider both Staff and Travellers (including groups which may be disproportionately impacted including women, ethnic minority communities and LGBTQ+)	
	Trip Purposes	Does the option serve a range of trip purposes for a range of people (equality assessment)? For example local education or care trips, commuting trips and shopping trips?	
	Journey Quality	Cleanliness/information/crowding/rest-rooms	
	Accessibility	Is the scheme accessible to a range of people (equality assessment) including people with (mental or physical) disabilities and/or those travelling encumbered with small children/bags?	
Critical Success Factors	Political Support	What level of stakeholder support is the scheme likely to see?	Political
			Public
	Buildability	Are there any constraints which preclude construction?	
	Planning/CPO	Does the scheme require statutory planning permissions or processes? How likely are these to be granted?	
	Engineering/technology	Are there any major engineering or technological constraints?	
	Supplier Capability/Capacity	What is the risk that suppliers will be unable to meet the needs of the scheme (e.g. production capability/resources/skilled labour)	
	Opportunities to support the Local Supply Chain	To what extent is the scheme likely to be constructed and operated by local suppliers?	
	Strategic Fit with Govt. priorities	How well does the option fit with wider national strategic priorities?	
	Construction Costs	How much does the option cost? State level of confidence in notes section	
	Operational Costs	Is the scheme likely to generate revenue, or will it require funds to operate? State level of confidence in notes section	
	Funding Availability	Is funding likely to be forthcoming?	

Theme	Measure	Detail	Sub-Measure
Strategic Fit	Modal shift to active travel	To what extent does the option potentially increase modal shift to active travel?	
	Modal shift to PT	To what extent does the option increase modal shift from private car to passenger transport?	
	Levelling Up Agenda	To what extent does the option benefit areas identified within the levelling up agenda in line with the levelling up index criteria?	Productivity, Unemployment and Skills
			Journey times to employment centres (noting that car journeys are weighted more heavily than PT or cycling journeys)
			Better utilisation of existing empty employment sites and homes
	Aggregation of services / Reducing the impacts of travel	To what extent does the option reduce the need to travel? E.G. through better 'at home' provisions or co-location of services	
	Reliability	What are the scale of benefits expected from improvements to reliability?	
	Journey Times	What are the scale of benefits expected from improvements to journey times?	
	Trip Purposes	Does the option serve a range of trip purposes? For example local education or care trips, commuting trips and shopping trips? Are people transported radially into city centres or circular in more local trip patterns?	

Appendix B – Weighting & Scoring

The criteria were weighted against their impact / influence to deliver the strategic goals. Neither the Strategic Fit nor the Wider Benefits have weighting applied.

The scoring to establish the weighting was:

- 0 = no/minimal impact;
- 1 = potential for a beneficial impact;
- 2 = the potential for significant beneficial impact.

‘Decarbonisation to Net Zero’ Weighting:

Criteria	Sub-Criteria	Goal 1 - Reduce demand	Goal 2 - Shift mode	Goal 3 - Switch fuel	Goal 4 - Zero Carbon growth	Score	Weight (out of 100)
De-carbonisation	Embodied carbon - construction	1	1	1	0	3	9
	Operational carbon	2	2	2	2	8	25
Modal shift to active travel	N/A	1	2	0	2	5	15
Modal shift to PT	N/A	1	2	1	2	6	18
Aggregation of services / Reducing the impacts of travel	N/A	1	1	0	1	3	9
Air Quality	N/A	1	2	1	1	5	15
Net Environmental Gain	N/A	0	1	0	2	3	9

‘Connecting Growing Towns and Cities’ Weighting:

Criteria	Sub-Criteria	Goal 5 – connectivity within towns and cities	Goal 6 – connectivity between towns and cities	Goal 7 – Integration and safety	Score	Weight (out of 100)
Improved, faster more frequent connectivity	N/A	0	2	2	4	13
Supporting homes and jobs	Direct	0	1	1	2	7
	Indirect	1	2	1	4	13
Improved connectivity reduce congestion/ pinch points	N/A	2	2	2	6	20
Viable alternative to the private car	N/A	2	1	2	5	17
Connecting people to essential services	Education skills	2	2	1	5	17
	Health	2	1	1	4	13

‘Energising Rural and Coastal Communities’ Weighting:

Criteria	Sub-Criteria	8A more sustainable rural trips	8B Reduce need to travel	8C Substitute trips with digital connectivity	Goal 9 Improve coastal connectivity	Score	Weight (out of 100)
Energised rural and coastal communities	Connect people, business, freight	2	2	1	2	7	21
Supporting homes & jobs (rural and coastal)	Directly supports	1	2	1	1	5	14.5
	Indirectly supports - not needed for development but address accumulative impacts	1	1	1	1	4	11.5
Connects people in coastal / rural areas to jobs (in any area)	N/A	1	1	1	1	4	11.5
Connects tourism hotspots and transport hubs	N/A	1	0	0	2	3	9
Connecting people to essential social services	Education/skills	2	2	1	1	6	18
	Health	1	2	1	1	5	14.5

‘Unlocking International Gateways’ Weighting:

Criteria	Sub-Criteria	Goal 10 - Connectivity and journey time to gateways	Goal 11 - Mode shift of freight and passengers	Goal 12 - Support increased alternative fuels	Score	Weight (out of 100)
Global Gateways	From within the region	2	1	2	5	22
	From outside the region	2	2	2	6	26
	From cities and towns in region	2	2	1	5	22
Reliability (corridor)	N/A	1	1	1	3	13
Increases freight capacity	N/A	1	2	1	4	17

The schemes were then scored individually in accordance with the following:

Scoring Criteria						
Major Beneficial Very Low Risk	Moderate Beneficial Low Risk	Minor Beneficial Low/Medium Risk	Neutral or N/A	Minor Adverse Medium to High Risk	Moderate Adverse High Risk	Major Adverse Show stopper
Score 3	Score 2	Score 1	Score 0 if neutral or N/A	Score -1	Score -2	Score -3

The outcome of the scoring with the weighting are then presented using the following banding:

Theme	Minimum Weighted Score	Maximum Weighted Score	Major Adverse	Moderate Adverse	Minor Adverse	Neutral	Minor Beneficial	Moderate Beneficial	Major Beneficial
Rural and Coastal	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Decarbonisation	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Connecting Towns and Cities	-42.9	42.9	-42.9 to -30.64	-30.64 to -18.39	-18.39 to -6.13	-6.13 to 6.13	6.13 to 18.39	18.39 to 30.64	30.64 to 42.9
Unlocking International Gateways	-60	60	-60 to -42.86	-42.86 to -25.71	-25.71 to -8.57	-8.57 to 8.57	8.57 to 25.71	25.71 to 42.86	42.86 to 60
Other Categories	-3 (not weighted)	3 (not weighted)	-3 to -2.14	-2.14 to -1.29	-1.29 to -0.43	-0.43 to 0.43	0.43 to 1.29	1.29 to 2.14	2.14 to 3

Appendix C: Summary of Assessment Results

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Reopen rail lines in rural/coastal areas (see Long list for potential lines)	Idea							
Widespread roll-out of EV charging infrastructure (including HGVs)	Idea							
Implement SMART ticketing across the region	Idea							
Braintree branch line improvements	Idea							
A47 Tilney to East Winch dualling	Development							
East - west rail package	Development							
South Essex bus metro	Development							
A14 Package	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
A120 Braintree to Marks Tey dualling	Delivery							
A12 Strategic Package North	Development							
Army & Navy Sustainable Transport Package	Development							
Urban Active Travel Package	Idea							
Inter-urban Active Travel Package	Idea							
Rural Active Travel Package	Idea							
Ports Access Package	Idea							
Coastal Access Package	Idea							
Norwich Western Link Road	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Widespread roll out of road user demand management measures across the region.	Idea							
A10 West Winch Housing Access Road	Development							
A12 Strategic Package South (M25 - A14)	Development							
Southend Airport Sustainable Access Package	Idea							
Stansted Airport Sustainable Access Package	Idea							
Acle Straight Dualling	Development							
A47/A17 Pullover Junction, King's Lynn	Development							
Clacton Town Centre Action Plan	Development							
GEML strategic package	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Rapid transit links from Cambridge to Uttlesford (formerly CAM).	Idea							
Improved Access to Canvey	Idea							
A12 northern section (A1152 to Lowestoft) upgrade	Development							
North Essex Rapid Transit – phase 2	Idea							
A11 Fiveways	Development							
A133 Frating to Clacton enhancements	Idea							
Southend Rapid Transit	Idea							
Widespread roll out of fibre broadband and 5G	Idea							
Essex Thameside rail network study	Development							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
A127 Outer Relief Road Southend and Essex	Idea							
A127 Northern Relief Road Southend and Rochford	Idea							
A1306 improvements and bus priority	Development							
A127 strategic package	Development							
Southend Congestion Relief Package	Development							
A140 / A1120 MRN	Idea							
Upgrade Wickford to Southminster line	Idea							
GEML Rail link to London Gateway	Idea							
M11 J8 Long Term Scheme	Idea							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
West Anglia Mainline package	Development							
Urban Sustainable Transport Package	Idea							
Rail improvements across Suffolk 1. Linespeeds 2. Increased track capacity for more services 3. Electrification/ decarbonisation	Idea							
Infill electrification associated with Felixstowe and Thameside	Idea							
Felixstowe Port to the Midlands and the north 1. <u>decarbonisation</u> 2. Capacity	Development							
Haughley Rail Junction - double track (freight capacity)	Development							
Level crossing improvements not covered by the Ely/Felixstowe scheme	Idea							
Trowse Bridge and Trowse lower junction double tracking	Idea							
Felixstowe branch line - doubling	Idea							

Option	Pool	Strategic Aims	Connecting Towns & Cities	Decarbonisation	Global Gateways	Wider Impacts	Rural & Coastal	Critical Success Factors
Harp House Roundabout Improvements	Development							
M25 junction 30 capacity enhancements	Idea							
A13 / A126 East facing slips	Development							
Rural/coastal - Inter urban sustainable package	Idea							
A146 Active Travel link Beccles to Lowestoft	Idea							
A14/A12 Copdock interchange	Development							
A11 Thetford	Idea							
Tilbury Link Road	Development							

Appendix D: Current Investment and Delivery Programme

This set of tables summarise the projects in the following categories

- **CP = Committed projects.** These have been identified to be at the delivery stage. They are well developed and already has some delivery funding certainty and commitment from national government
- **O = Projects to be delivered in neighbouring authorities.** The transport network extends beyond the Transport East region, this section identifies those projects that are important to and affect transport in the East but will be delivered by others.
- **A = Regional packages.** This category contains a mix of projects to be progressed by Transport East, the Local Transport Authorities / Local Government, or other delivery bodies. Appendix G provides further details of the technical programme to progress these packages.
- **B, C, D, E, F & G = Strategic Corridors.** This category identifies projects that sit along the core strategic corridors, (see Figure 2.1), that will either individually or in combination deliver the strategic priorities.

Committed Projects (CP)

Projects		Stage	Timescale (years)	Brief Description
CP1	Beaulieu Park Station	Delivery	0 - 5	New station on the Great Eastern Mainline to serve the growing communities in Northeast Chelmsford and South Braintree.
CP2	A120 Millennium Way slips	Delivery	0 - 5	Improved access by providing slip roads to the A120 in Braintree. Provides congestion relief by improving access and capacity to facilitate traffic movements and BDC Local Plan growth.
CP3	A127 Fairglens junction short term improvements	Delivery	0 - 5	Revised layout for Fairglens Junction on the Essex/Southend border. Required in an area of major growth and increased traffic movements.
CP4	Lower Thames Crossing	Delivery	0 - 5	New north/south link to provide additional capacity to the existing Dartford crossing - a nationally significant scheme
CP5	Great Yarmouth Third Crossing	Delivery	0 - 5	Additional river crossing to improve traffic flow through the town
CP6	Gull Wing Crossing - Lowestoft	Delivery	0 - 5	Construction of a third river crossing in Lowestoft, with an opening section to enable navigation
CP7	Long Stratton Bypass	Delivery	0 - 5	
CP8	Stanford-Le-Hope station	Delivery	0 - 5	Final approvals, funding and construction
CP9	A13 widening (including A13/A1014 junction)	Delivery	0 - 5	
CP10	North Essex Rapid Transit	Delivery	0 - 5	Dedicated transit system to serve growing communities in Colchester and Tendring.
CP11	M11 junction improvements at J7, J8 including new J7a	Delivery	0 - 5	J7a is a new Junction and J8 is revised layout. Both required to support growth in the Harlow/Stansted area.
CP12	Harlow and Gilston Sustainable Transport	Delivery	0 - 5	Revised prioritisation of carriageway to promote active travel and improve capacity on the network.

Projects to be delivered in neighbouring authorities (O)

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
O1	A47 Wisbech to Peterborough dualling	Development	5 - 10	
O2	A414 corridor upgrades connecting with A10 and accessing Hertfordshire	Idea	5 - 10	
O3	A1307 Haverhill to Cambridge bus link	Idea	5 - 10	Sustainable link between Haverhill and Cambridge to address heavy travel demand between centres. Reopening the historic railway link is challenging as much of the land has been redeveloped.
O4	A14/A11 junction works	Idea	10+	Provision of an eastern link from the A14 to/from the A11
O5	Ely area rail capacity improvements	Development	5 - 10	Capacity improvements between Ipswich and Ely, with capacity improvements through Ely station for passenger and freight service
O6	Stratford Station redevelopment	Idea	5 - 10	Improved safety and interchange at Stratford station. Includes short term proposals in development and longer-term proposals being put forward by a third party
O7	Doubling track through Soham	Idea	5 - 10	Providing further benefits for the Ely Junction improvements
O8	Cambridge South Station	Development	0 - 5	Provision of a new station at Cambridge
O9	East West Rail (west section)	Development	0 - 5	Provision of a railway between Bletchley and Cambridge to provide East/West Connectivity between Oxford and Cambridge

Regional Packages (A)

Region all Corrido	Projects	Stage	Timescale (years)	Brief Description
A1	Re-open rail lines in rural / coastal areas	Idea	5 - 10	To look at the potential for reinstating lines and improving rural connectivity for rail
A2	Widespread roll-out of EV charging infrastructure to increase EV take up (incl HGV's)	Idea	0 - 5	Charging infrastructure readily available to cater for and increase the demand for all electric vehicles including HGVs. Where possible, the electricity would be renewable and powered by the Transport East region's own energy coast source
A3	Implement SMART ticketing across the region	Idea	0 - 5	Greater integration of fares, ticketing, customer service and service planning for strategic and local passenger transport
A4	Urban Active Travel Package	Development	0 - 5	Building on existing Local Walking and Cycling Implementation Plans, a step-change in the investment in active travel measures to be implemented in urban areas across the region, in line with the recommendations from the Transport East Sustrans Report (e.g. Strategic traffic-free routes; 20-min neighbourhoods; Removed rat-running traffic from residential areas; Safe routes to schools; Clean air zones in urban centres; First-mile, last-mile integration with public transport).
A5	Inter-urban Active Travel Package	Idea	0 - 5	Building on existing Local Walking and Cycling Implementation Plans and the Sustrans National Cycle Network (NCN) Route Strategy, an upgrade of NCN between urban areas and implementation of new links (Strategic traffic-free routes; Integration with public transport hubs)
A6	Rural Active Travel Package	Idea	0 - 5	Building on existing Local Walking and Cycling Implementation Plans, this would comprise NCN upgrades in rural areas; implementation of river, road and rail crossings at key gaps in network; improved links in and between rural villages (Network of low-traffic walking and cycling routes between settlements and key attractors and transport hubs; Year-round accessibility, achieved by regular/seasonal maintenance; Integration with public transport; Biodiversity enhancement, for example natural corridors)
A7	Develop an ambitious programme of traffic demand management measures across the region	Idea	0 - 5	A review of strategic measures to identify those most appropriate to support the reduction of traffic demand as set out in the Government's Transport Decarbonisation Plan, which could include options such as re-allocation of road space; innovation in transport sharing; fiscal measures; parking management; increased relative attractiveness of alternative modes.
A8	Ports Access Package	Idea	0 - 5	A strategic package of measures to support Freeports and expansion of other ports in the East. Measures to include addressing pinch points on road network and providing sustainable transport links to ports for workers in particular. N.B. Assumed to include King's Lynn port road access upgrade; Tilbury link road; A13/A1014 junction improvements; electrification of London Gateway; GEMML rail link to London Gateway; rail freight capacity enhancements to north London lines; and access and North Tending Access Package.
A9	Coastal Access Package	Idea	0 - 5	A strategic package of measures to address pinch points on key access routes to coast; implement / improve sustainable transport links to key coastal towns; implement / improve active travel links within key coastal towns. Could also include broader ideas such as a ferry link between Harwich and Felixstowe.
A10	Urban Sustainable Transport Package	Idea	0 - 5	A step-change in strategic investment and delivery of sustainable transport in our 75 towns and cities, to deliver goal 4 in the draft Transport Strategy.
A11	Rural/coastal - Inter urban sustainable package	Idea	0 - 5	A strategic package of measures to improve connectivity from rural and coastal communities. To consider new links, sustainable transport options and isolation
A12	Infill electrification of rail associated with Felixstowe and Thameside	Idea	5 - 10	To benefit intermodal freight traffic, some "infills" are outside the Anglia region, where improvements would allow electric rather than diesel operation of freight to and from East Anglia
A13	Widespread roll out of fibre broadband and 5G	Idea	0 - 5	To enable greater level of home working and remote access to services, reducing the need to travel. Including expanding provision into rural areas

Strategic Corridor (B): Connecting Our Energised Coastal Communities

Regional/ Corridor	Projects	Stage	mescale (year)	Brief Description
B1	A47 Tilney to East Winch dualling	Idea	5 - 10	Reduce congestion, reduced delay, more reliable journeys, improved connectivity, improved road safety, removes traffic from settlements. Supporting housing and job growth. Improved pedestrian and cycling facilities
B2	Norwich Western Link	Development	0 - 5	Improving connectivity, accessibility and journey times on key routes in Greater Norwich while reducing existing traffic impacts in western Norwich and improving conditions for walking and cycling.
B3	Acle Straight Dualling	Development	5 – 10	The Acle Straight forms part of a strategic corridor between the two key growth areas of Norwich and Great Yarmouth. It is a single carriageway road approximately 11.5km in length which passes through the Broads National Park. The aim of the proposed scheme is to reduce overall journey times, congestion and delay along this section of the A47. It is also expected to also improve the resilience of the local road network, improve journey time reliability to and from Great Yarmouth, and reduce numbers of road accident casualties on the road.
B4	A47/A17 Pullover Junction, Kings Lynn	Idea	0 – 5	The A17/ A47/ Clenchwarton Road roundabout, known as the “Pullover Roundabout” is a large roundabout located to the south-west of King’s Lynn. The idea is to provide a grade separated junction with a bridge/flyover and slip roads to ease congestion and improve reliability.

Strategic Corridor (C): Connecting the Heart of Anglia

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
C1	GEML strategic rail package (Improvements in London, Essex, Suffolk and Norfolk)	Development	0 - 5	Improving frequency and journey time of passenger rail services between Norwich and London (outside of region also includes Bow Junction (Stratford) remodelling and facilitate better use of lines and platforms at Liverpool St to give improved services on Anglia services. To include improved access at stations (improvements identified in GEML study)
C2	A12 strategic package South			Broken into the following sections; M25 – Chelmsford, Chelmsford bypass, Marks Tey to Colchester, Colchester to A14, the overall aim of the scheme is to improve capacity on the A12 between London and Ipswich, removing / reducing congestion to improve journey times and journey time reliability.
	M25 to the A14, including a bypass of Chelmsford	Idea	5 - 10	M25 J27 linked to E4
	J19 - J25 (Chelmsford to Marks Tey)	Development	0 - 5	M25 J28 linked to RIS programme A12 package to consider local connectivity issues to A12
C3	Army and Navy Sustainable Transport Package	Development	0 - 5	Junction improvement, new P&R and expanded P&R, improved walking, cycling and passenger transport facilities
C4	A12 strategic package North (A14 to A1152)	Development	0 - 5	Opens up opportunities for growth around Ipswich and on the corridor. Provides mitigation for the significant energy projects on the Suffolk Coast, including Sizewell C. Comprises a number of schemes from A12 junction with A14 to A1152
C5	A12 northern section (A1152 to Lowestoft) improvements	Idea	5 - 10	A1152 – Lowestoft. To identify solutions to current constraints along this section of the A12. There are currently plans associated with the Sizewell C proposal to provide a two- village bypass from Stratford St Andrew to the A12/A1094 Friday St Junction
C6	A140/A1120 MRN	Development	0 - 5	New bypass local to Earl Stonham, to address congestion and safety issues at this junction. This will support future local planned growth in the district.
C7	A146 Active Travel link Beccles to Lowestoft	Idea	5 - 10	This is a potential scheme to link into the previous MRN scheme which is not being progressed as it doesn't meet MRN objectives. At an early stage of considering possible options. Local Plan growth in Beccles and Lowestoft, would link the two largest towns in the former WDC area.

Strategic Corridor (D): Cross County Connectivity

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
D1	East-West (Eastern section) rail package (enhanced Norwich and Ipswich connectivity and capacity to Cambridge as Eastern section of national East-West Rail project)	Development	5 – 10	To deliver benefits of improving the Eastern Section to deliver a direct rail service from Oxford to Ipswich and Norwich. Additional freight route direct to Southwest England Additional platforms needed at Cambridge station to tenable East-West services
D2	Felixstowe Port to the Midlands and the north rail freight improvements	Development	5 – 10	Network Rail Decarbonisation strategy and Felixstowe to Nuneaton rail study, including the electrification of the Felixstowe branch line and a wider package of schemes to boost freight service capacity to be developed/delivered in a phased approach.
D3	Haughley Rail Junction – double track (freight capacity)	Development	0 – 5	Creation of a full two track junction to facilitate increased numbers of freight and passenger services along with improving efficiency of the junction.
D4	Other Rail level crossing improvements not covered by the Ely / Felixstowe scheme	Idea	5 - 10	Replacement of remaining level crossings not covered by Ely / Felixstowe scheme with bridges to enable increased rail paths to increase freight and passenger services along with faster services.
D5	Trowse Rail Bridge and Trowse lower junction double tracking	Idea	5 - 10	Replacement of the existing single track swing bridge with a double track bridge and remodelling of the Trowse lower junction. This will improve capacity and journey times to / from Norwich and unlock housing growth.
D6	Felixstowe rail branch line - doubling	Idea	10+	Improve capacity to accommodate increased freight services and support decarbonisation
D7	A11 Fiveways	Development	5 - 10	Upgrading the A11 fiveways junction, a roundabout where the A11 meets the A1065 and the A1101 near Barton Mills in Suffolk. To address capacity and safety issues. Potential RIS3 scheme
D8	A14 package - junctions 37 A14/A412 (Newmarket), 43 and 44 (Bury St Edmunds), A14 to Expressway standard and	Idea	5 - 10	Improvements to junctions 37 A14/A412 (Newmarket), 43 and 44 (Bury St Edmunds) to provide more capacity, upgrade of the A14 to Expressway standard improving journey times and reliability and improved interchange at Copdock to help facilitate freight movements to Felixstowe.
D9	Rail improvements across Suffolk	Idea	5 - 10	East Suffolk and Newmarket line speed improvements. Re-signalling to reduce headways in the Bury St Edmunds area to accommodate proposed service increases. Electrification of sections including between Haughley Junction and Peterborough. Network Rail is leading on a Suffolk Connectivity Study, due for completion 2022
D10	A14/A12 Copdock interchange	Development	0 - 5	RIS3 Improve reliability and capacity to reduce congestion and improve access to the West and the Port of Felixstowe
D11	A11 Thetford	Idea	5 - 10	A11 improvements, to consider potential expressway also junction improvements at Thetford to accommodate significant local growth

Strategic Corridor (E): South Essex Corridor

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
E1	A1306 improvements and bus priority	Development	0 - 5	Reducing congestion and rat-running on local roads. Providing bus priority and walking and cycling infrastructure
E2	M25 junction 30 capacity enhancements	Idea	5 - 10	Major capacity enhancements at J30, potentially a grade separated link from the A13 to the M25 north, to address current congestion and enable future growth in Thurrock, South Essex and the Thames Estuary areas.
E3	Essex Thameside improvements (identified in Essex Thameside study)	Idea	5 - 10	A number of passenger and freight improvements were identified in the Essex Thameside Study. These include signalling enhancements, train lengthening, increased standing density on trains through fleet reconfiguration, improvements to stations and electrical power and capacity upgrades for freight services
E4	A127 strategic package	Development	5 - 10	Capacity and safety improvements including sustainable options and potential re- trunking of the A127 and schemes to address local pinch points linked to the delivery of growth along the corridor.
E5	A127 Outer Relief Road - Southend and Essex	Idea	5 - 10	New link from Southend Airport to Rettendon Turnpike.
E6	A127 Northern Relief Road - Southend and Rochford	Idea	5 - 10	New and upgraded A127 between A127 / B1013 Tesco junction towards Shoeburyness.
E7	Southend Congestion Relief Package	Development	0 - 5	Reduce congestion on local roads thereby improving journey times on key routes in Southend and to London Southend Airport
E8	South Essex bus metro - rapid transit	Idea	5 - 10	Rapid transit linking existing settlements and destinations alongside providing flexibility to extend to new areas being planned in the sub-region. Picking up Havering, Thurrock, Brentwood, Basildon, Southend and Chelmsford.
E9	Upgrade Wickford to Southminster line	Idea	5 - 10	Provision of passing loops and/or twin tracking to enable increased frequency of services to two trains per hour between Wickford and Southminster encouraging modal shift.
E10	GEML Rail Link to London Gateway	Idea	10+	Long term proposal to remove rail freight from London.
E11	Southend Airport Access Package	Idea	0 - 5	Integrated package to support access to Southend Airport – could be linked into local growth proposals. Potential to develop airport as a transport hub.
E12	Harp House roundabout improvements	Development	0 - 5	Pinch point Scheme to improve congestion and access to Southend Airport. Delivery timescale March 2024
E13	Improved access to Canvey	Idea	0 - 5	Improved or new access to Canvey Island including improved sustainable transport links.
E14	Southend Rapid Transit	Idea	5 - 10	Tram network linking to Rochford, Rayleigh, Shoeburyness and Hadleigh.
E15	A13/A126 east facing slips	Development	0 – 5	The scheme aims to achieve a step-change in connectivity, improve the operation of the highway network by reducing congestion, achieve environmental improvement for local communities and to provide capacity for planned growth. The scheme seeks to address the lack of a direct east facing connection from the strategic A13 towards the major Lakeside Basin commercial and retail area in West Thurrock. Access is currently along congested local roads, or by using the west facing access at the A13/A126 interchange and U-turning at M25 Junction 30, increasing congestion at that location.

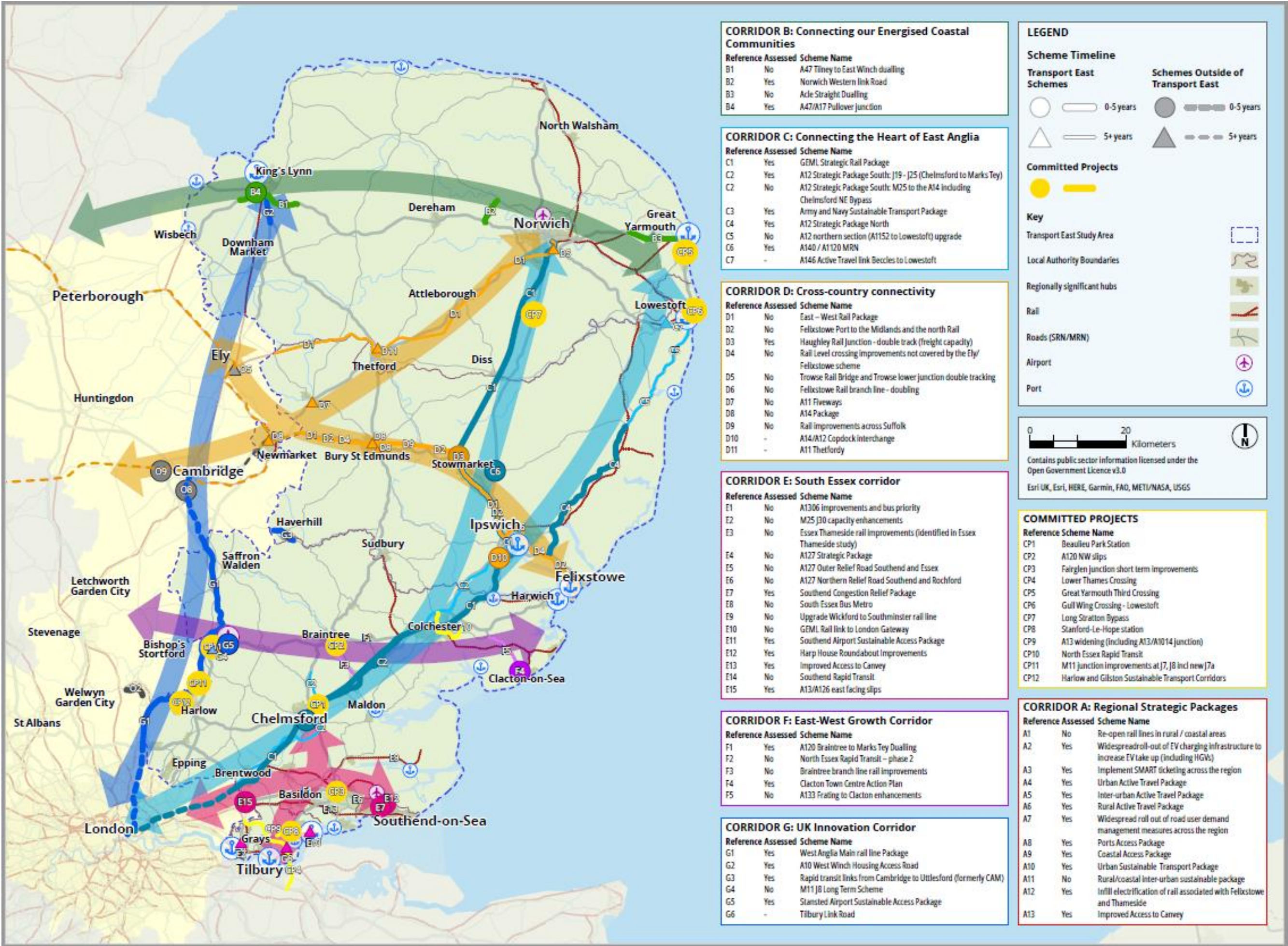
Strategic Corridor (F): East-West Growth Corridor

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
G1	Dualling the A120 between Braintree and the A12	Delivery	0 - 5	The section of the A120 between Braintree and the A12 is stifling economic growth. Unreliable journey times, congestion-related delays and safety issues affect tens of millions of journeys every year. These existing issues will only worsen over time if left unaddressed as the demand for travel on the A120 corridor grows. The scheme is likely to have a positive impact on the RIS Performance Specification key performance indicators set out by Highways England. These include making the network safer, supporting the smooth flow of traffic and encouraging economic growth.
G2	North Essex Rapid Transit – phase 2	Idea	5 - 10	Additional to HIF funded scheme - Expansion of RTS beyond initial urban corridor to QBP & routes (including operations) further across Colchester Urban Area and expanding out to Clacton, Braintree and Stansted.
G3	Braintree Rail Branch Line improvements	Idea	5 - 10	Provision of a passing loop on Braintree branch line to increase service frequency from 1 train per hour to 2 trains per hour encouraging modal shift and reducing rail heading to Witham and potentially Beaulieu Park Station in future.
G4	Clacton Town Centre Action Plan	Development	0 - 5	Scope includes parking, access and travel, streetscape and public realm, digital technology and date
G5	A133 Frating to Clacton enhancements	Idea	5 - 10	Longer term corridor improvement of A133 to dual carriageway standard for multi modal use.
G6	Tilbury Link Road	Development	5 - 10	National Highways are developing a scheme to improve port connectivity, this is in the RIS3 pipeline

Strategic Corridor (G): UK Innovation Corridor

Regional/ Corridor	Projects	Stage	Timescale (years)	Brief Description
F1	West Anglia main line rail package	Development	0 - 5	Stansted Line capacity works, journey time improvements, station and local access improvements, and improvements to customer experience. There is an expectation for the delivery of Crossrail 2.
F2	A10 West Winch housing access road	Development	0 - 5	An effective bypass of West Winch relieving congestion and delay for strategic A10 traffic and providing environmental and community relief to the village
F3	Rapid Transit - Cambridge to Uttlesford	Idea	0 - 5	Linking growth locations in North Uttlesford with employment opportunities in Cambridge
F4	M11 J8 Long Term Scheme	Idea	5 - 10	Junction improvements to provide capacity, resilience and improve journey times and reliability to support airport growth and new homes.
F5	Stansted Airport Sustainable Access Package	Idea	0 - 5	Package of investment to support sustainable access to Stansted. Development of Stanstead as a transport hub, to take into consideration wider area growth

Appendix E: Map of Committed and Pipeline IDP Projects



Appendix F: Monitoring and Evaluation Key Performance Indicators (KPIs)

To develop an effective monitoring and evaluation plan, Key Performance Indicators, (KPI's) need to be identified and baseline data for these established. This appendix sets out the proposed KPIs for the Transport Strategy goals. During the next 12 months, the data sources for these KPI's will be identified, and baseline levels established.

Work will be undertaken to develop a Sustainable Travel Accessibility Metric, (STAL) that will enable authorities to reference a consistent approach to understanding the sustainable potential of new developments in addition to enabling changes in accessibility to be monitored across the region.

Where appropriate targets will be developed to annually measure KPI performance, for some indicators these targets may be qualitative indicating direction of change. Current workstreams will establish Decarbonisation to Net Zero trajectories that will inform the development of a regional, at the tailpipe, Carbon Reduction Target.

The tables below set out the strategic priority, transport goal and associated KPI.

Strategic Priority	Transport Goal	Key Performance Indicators
Decarbonisation to net- zero	General	Reduction in tail-pipe carbon emissions from transport
		Reduce the number of AQMA's where transport is identified as the primary source
	1. Reduce Demand for carbon intensive transport trips through local living. Making it easier for people to access services locally or by digital means	Increase in % population with access to superfast broadband as an indicator for the ability to reduce trips
		Increase in accessibility to local services by different modes reducing the need to travel
	2. Shift modes by supporting people to switch from private car to active, shared and passenger transport, and goods to more sustainable modes like rail	Increase % passenger trips by bus and rail
		Increase in active travel infrastructure and measures
	3. Switch fuels with all private, passenger transport, fleet and freight vehicles switching to net zero carbon fuels at the earliest opportunity	Increase % electric vehicles registered as a proportion of total vehicles
		Reduction in % of carbon fuel consumption
		Increase % of our own transport network and vehicles to be powered by energy from the Transport East region's own renewable energy sources
	4. Zero Carbon Growth by supporting authorities and developers to plan, locate and design new development that reduces the need for people to make carbon intensive transport trips in the future	Increase the % of new developments where actual mode share meets the level that it is assessed to be able to reach using sustainable travel modes (STAL)

Strategic Priority	Transport Goal	Key Performance Indicators
Connecting our Growing Towns and Cities	5. Within our towns and cities Improve connectivity and accessibility for walking, cycling and passenger transport to support sustainable access to services, education, training, employment and leisure	Increase mode share of sustainable modes for trips to and within urban centres particularly for shorter journeys (2 miles for walking and 5 miles for cycling)
		Increase patronage and mode share for passenger transport modes including rail and bus
	6. Deliver faster and more reliable transport connections between our growing towns, cities and economic corridors, and to the rest of the UK, to support business growth, skills development and employment	Improved journey time reliability for inter-urban journeys within the region and to other parts of the UK, reflecting reduced congestion and improved reliability
		Improved journey time for established matrix of trips
	7. Fully integrate transport networks, services and operations across the Transport East region, through customer focussed approach enabling seamless and safe end-to-end journeys by sustainable modes that are attractive to all people	Reduce the number of people killed or seriously injured on the transport system
		Increase in access to jobs and services within 30 minute travel time, by mode
		Reduction in people experiencing threats to their personal security on our transport network
Energising our Rural and Coastal Communities	8. Increase accessibility to education, training, services and employment for rural communities	Reduction in percentage of areas classified as a "transport desert", (without an hourly or better bus or train service)
		Increase in access to jobs and services within 30 minute travel time, by mode
	9. Improve connectivity along our 500 miles of coastline and connect our coastal towns and communities to the rest of the region and the UK, to support levelling-up and boost our coastal industries, including Energy, Shipping and Tourism	Improved journey time for established matrix of trips

Strategic Priority	Transport Goal	Key Performance Indicators
Unlocking international Gateways	10.Improve connectivity, journey time and reliability for freight, passengers and employees to ports and airports	Improved journey time reliability on key corridors accessing ports
		Improved journey time reliability on key corridors accessing airports
	11. Move goods and people sustainably to ports and airports by shifting modes	Increase % freight to / from ports by rail
		Increase % passengers using sustainable modes
		Increase % employees using sustainable modes
	12. Increase the use of alternative fuels for both ports and airports	Increase % use of alternative fuel within port sites
		Increase % use of alternative fuel airside at airports
		Increase % use of alternative fuels landside at airports

Appendix G – Technical work programme

This table sets out the technical work programme set out in our Business Plan 2022/23 to progress the IDP regional ideas and packages to development and delivery phase.

Transport East Technical Project	IDP Projects supported (Appendix D):	Project Description	Estimated Completion date
A. Next Generation Strategic Analytical Capability			
1. Data Discovery	A1 – A13	To enable Transport East to develop a technical evidence base to support future investment in the region for all partners and monitor the progress of the strategy, we need to understand the data we have and develop the capability to model policy, strategy and scenarios. This work will identify opportunities to take advantage of economies of scale, align procurement and encourage consistency across authorities. It is the first phase in setting up a long term data strategy for TE.	July 2022
2. Agent Based Model for the East	A1-A13	A new people-focussed approach to regional transport modelling. This will identify how and why people travel rather than the traditional vehicle-focussed modelling approach. It enables the complexity of peoples' lives to be considered. This modelling approach can test how people change their travel mode or behaviour in response to policy and network changes, informing the development of transport strategy at a local and regional level.	August 2022
3. Travel and behaviour survey	A1-A13	This work will establish a statistically robust approach to data collection to understand current and future travel behaviour and needs and attitudes to changing travel mode. This will ensure that the data is robust at Local Transport Authority and regional level.	March 2023
4. Decarbonisation Analysis Toolkit	A1-A13	Standardisation of carbon baselines across the three Sub-national Transport Body (STB) geographies (Transport East, England's Economic Heartland and Transport for the South East). It will set an agreed standardised baseline and approach to understanding transport carbon emissions based on work already commissioned by the three STBs to determine where and how much carbon is being emitted from the transport network across the three STBs and the required trajectories achieve net zero in line with UK national policy. This will include an "accelerated CCC pathway" to reflect TE and EEH 2040 net Zero ambition. This programme will also explore the potential for development of a carbon budget for transport in the East of England.	March 2023

B. Connectivity Studies			
5. Connectivity studies for our core corridors (x 6)	A1-A13	A connectivity study will be completed for each of our six core corridors. Aligned to neighbouring regions, these will identify the next generation of investment needed on our strategic corridors. They will be multi-modal, focusing on people and goods movement, and connectivity. The first study will be initiated in 2022/23 and we propose all are completed within the three-year programme.	First study initiated by March 2023.
C. Strategic Plans for next generation of transport investment			
6. Strategic Rail Phase 1	A1, A3, A8, A9, A10, A11, A12	To produce a State of Rail report for the TE region, to understand current constraints and opportunities on the network that will impact the TE region, with a focus on the region's ports and airports. It will identify gaps in evidence and review best practice from other STB rail plans and develop the scope for the TE rail plan (see below)	August 2022
7. Strategic Rail and Mass Transit Plan (Rail Phase 2)	A1, A3, A8, A9, A10, A11, A12	Creation of an integrated Rail and Mass Transit Plan for the East, based on the Strategic Rail Phase 1 report and the outputs of the Agent Based Model. It will set investment priorities and ideas for further development by Transport East and its partners.	2023/24
8. Electric Vehicle Demand Assessment	A1-A13	To identify and address the significant regional challenges related to the co-ordination and delivery of EV infrastructure across the Transport East and England's Economic Heartland regions and to accelerate delivery supporting the regions' 2040 net zero ambitions and the UK's EV infrastructure Strategy.	March 2023
9. Alternative Fuels for Freight - Phase 1	A2, A8, A12	To undertake a study to identify potential locations of refuelling/ recharging stations based of the predicted regional uptake of alternative fuels by 2040. This will consider the Strategic and Major Road Networks, and A-road network in the region. This work is also being undertaken across EEH and TfSE to ensure cross boundary needs are addressed and is in line with work undertaken by Midlands Connect STB in 2019/20	September 2022
10. Alternative Fuel for Freight - Phase 2	A2, A8, A12	A joint STB project to be led by Midlands Connect. This will use the output from Phase 1 to develop a tool that will enable the longlist of potential refuelling and recharging locations to be shortlisted for further consideration	March 2023
11. Future of Freight Plan - for the East	A2, A4, A5, A6, A7, A8, A9, A10, A11, A12	Work with national, regional and local partners to deliver a Future of Freight Plan for the East, identifying how the national Future of Freight plan can be delivered on the ground in the East of England.	Initiate by March 2023

13. Active Travel Phase 2	A4, A5, A6, A10	This work will progress the most important of the 11 recommendations from Sustrans TE Active Travel report published in 2021 (phase 1), working with our local authorities and other partners.	March 2023
13. Support for Local Authority Bus Service Improvement Plans	A3, A8-A11	A programme to help improve delivery of BSIPs and Enhanced Partnerships, and support to local transport authorities who have not received Government funding in the current round. This will include enhanced evidence base, knowledge sharing and targeted technical support. Partnership approach with Transport for the South East and England Economic Heartland STBs.	March 2023
14. Rural Case for Investment	A6, A11	To develop and summarise the case for investment in rural and coastal communities across England. This document will enable discussions with DfT, MPs, Local Transport Authorities and other organisations about the challenges found in these areas and the need for investment. Completed in partnership with Peninsula and Western Gateway STBs.	March 2023
D. Lead regional thinking and action on new policy and innovation			
15. Rural Mobility Centre of Excellence	A1, A3, A6, A9, A11,	Through the recruitment of a dedicated resource, identify new models of transport in rural areas, adapt best practice, provide better data and analysis, and entice the private sector to roll out innovation – ultimately delivering better outcomes for our rural communities.	March 2023
16. Strategy Hub	A1-A13	Through the new Transport East 'Strategy Hub' and work programme, initiate expert-led inquiries on priority topics, from shortlist including Rural Transport, future use of roads in the East, paying for transport, and social inclusion.	Initiate Autumn 2022

Report Title: Norfolk Safeguarding Adults Board – Annual Report 2021-2022

Date of Meeting: 7 November 2022

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

Responsible Director: James Bullion (Executive Director, Adult Social Services)

Executive Summary

Publication of a Safeguarding Adults Board's annual report is a statutory requirement under the Care Act (14.136 Care Act Guidance 2021). It is shared with Cabinet as part of this requirement.

This report summarises the key activities and achievements of the Norfolk Safeguarding Adults Board (NSAB) and the wider partnership's adult safeguarding activity during 2021/21. One of the key roles of the board is to ensure that partners continue to work together effectively to safeguard adults at risk, and this has been evidenced throughout the year. The report (attached at **Appendix A**) provides NSAB with an opportunity to highlight to both the public and partners its priorities and what it has achieved against them.

The report provides key point summaries on adult safeguarding activity covering the following topics:

- a) The statutory duty to carry out Safeguarding Adults Reviews
- b) Activity summaries from NSAB's three statutory partners: the local authority, Norfolk Constabulary and the Clinical Commissioning Group (now Integrated Care Board)
- c) NSAB's key achievements during 2021/22
- d) Review of the business plan
- e) NSAB's website and social media

Recommendations and Action Required

Cabinet is recommended to:

- a) **Note and endorse the contents of the NSAB 2021/22 annual report**
- b) **Where possible promote the work of NSAB to partner organisations and stakeholders**
- c) **Where possible use media and communications channels to promote the safeguarding messages**

1. Background and Purpose

- 1.1 The purpose of Norfolk Safeguarding Adults Board is to help and safeguard adults with care and support needs. It does this by:
- a) assuring itself that local safeguarding arrangements are in place as defined by the Care Act 2014 and statutory guidance
 - b) assuring itself that safeguarding practice is person-centred and outcome-focussed
 - c) working collaboratively to prevent abuse and neglect where possible
 - d) ensuring agencies and individuals give timely and proportionate responses when abuse or neglect have occurred
 - e) assuring itself that safeguarding practice is continuously improving and enhancing the quality of life of adults in its area
- 1.2 The NSAB leads adult safeguarding arrangements across Norfolk and oversees and coordinates the effectiveness of the safeguarding work of its member and partner agencies. The NSAB vision is for everyone to work together effectively to enable the people of Norfolk to live free from abuse and neglect, and to promote widely the message that safeguarding is everyone's responsibility.
- 1.3 This requires the NSAB to develop and actively promote a culture with its members, partners and the local community that recognises the values and principles contained in "Making Safeguarding Personal". It also concerns itself with a range of issues which can contribute to the wellbeing of its community and the prevention of abuse and neglect, such as:
- a) the safety of people who use services in local health settings, including mental health
 - b) the safety of adults with care and support needs living in social housing
 - c) effective interventions with adults who self-neglect, for whatever reason
 - d) the quality of local care and support services
 - e) the effectiveness of prisons in safeguarding offenders
 - f) making connections between adult safeguarding and domestic abuse
- 1.4 Along with the three statutory partners the board has a wider membership covering a range of agencies who are active in safeguarding adults in the county. These include health provider organisations from both acute and community settings, Norfolk Fire and Rescue Service, Healthwatch, probation, CQC, prisons, district councils, representatives from the voluntary sector and from other partnerships such as the Learning Disability Partnership.
- 1.5 Safeguarding services sit within the adult social services department (ASSD), led strategically by James Bullion, Executive Director of Adult Social Services who takes a keen and supportive role in respect of NSAB. NSAB is also supported by Craig Chalmers (Director of Community Social Work) and Helen Thacker (Head of Service), who leads the ASSD operational safeguarding service.

Key issues to note:

- 1.6 During the year 2021/2022, there were 4,928 safeguarding concerns reported to the local authority. This represents again a significant increase from 4,294 the previous year. There have also been some changes to the types of abuse being experienced across the county over the last three years. Neglect, and acts of omission, is the most reported category with 875 reports this year. Physical abuse has slightly reduced to 689 reports, but as experienced nationally there has also been an increase in the number of domestic abuse concerns being reported.

- 1.7 The number of referrals received by the board for consideration as a Safeguarding Adults Review (SAR) has also continued to rise. There have been 20 referrals to the Safeguarding Adults Review Group in the last year, again an increase on previous years. Twelve of the referrals resulted in some form of learning outcome and two have been commissioned as SARs with one also being commissioned as a joint SAR and Domestic Homicide Review.
- 1.8 The board resources increased in October 2021 with the addition of a shared communications officer with the Norfolk Safeguarding Children Partnership which has enabled us to develop a board communications strategy. The refreshed NSAB website was launched in June 2021 with positive feedback and one of the most popular communications from the board remains the board manager's monthly blog.

Key highlights for 2021/2022:

- 1.9 The Safeguarding Adults Review into the deaths of Joanna, Jon and Ben was published in September 2021 and focussed on the harrowing deaths of the three young people who were resident at Cawston Park, a private hospital in Norfolk. All of them had physical health needs and either learning disabilities, mental health issues or both. The publication of the review, the delivery of the recommendations and on-going work has been of national importance. Locally, recommendations were made to Norfolk County Council and the Clinical Commissioning Group (now Integrated Care Board) around the provision of services to people with behaviours that challenge, specifically in terms of moving away from medical admissions and social care discharges and adopting an ethical commissioning framework. The remaining patients at Cawston Park were moved and the hospital subsequently closed.
- 1.10 National recommendations were made to NHS England in respect of the oversight of commissioned services for people with behaviours that challenge, which led to a national review of patients' safety and wellbeing. Recommendations were made to the Law Commission relating to the current legislation around corporate criminal liability, the Care Quality Commission (CQC) regarding aspects of their regulatory role and the Department for Health and Social Care in respect of the proposed changes to the Mental Health Act.
- 1.11 In December 2021 NSAB arranged for the Minister for Health and Social Care, Gillian Keegan MP, to visit Norfolk and meet with two of the families involved in the SAR and others whose children had also been accommodated at the hospital. She also met with the leader of the local authority, the cabinet member for adult social care, Public Health & Prevention, Executive Director for Adult Social Services, the Chief Nurse from the CCG, NSAB independent chair and Jerome Mayhew MP for Broadland.
- 1.12 Under the leadership of NSAB's previous chair the county has also developed a "Coalition for Change" core group whose main purpose will be to assist in co-producing a strategy to provide an improved service for people with behaviours that challenge.
- 1.13 A "Progress Summit" has been organised by NSAB for 6 September 2022 with invitations for all agencies responsible for the delivery of the SAR recommendations.
- 1.14 Other key highlights for the year 2021/2022 include the development of a three-minute animated film called "Tricky Friends". Developed by the board manager, this animation was designed for people with learning disabilities and autism to help raise awareness of exploitation. The animation has proved incredibly popular and is now being used

across at least 30 other safeguarding boards.

It has also been translated into Ukrainian in response to the “Homes for Ukraine” programme.

- 1.15 The board continues to deliver against its strategic aims of “Preventing abuse and neglect, Managing and responding to concerns and enquiries about abuse and neglect and Learning lessons and shaping future practice (PML). It has used this framework to tackle the issue of consistency of the reporting of safeguarding concerns, which has led to several productive workshops between health and local authority colleagues and the on-going development of a safeguarding matrix document to provide guidance around a consistent approach. The PML approach has also addressed the issue of practitioners’ understanding of Mental Capacity Assessments and following on from a well-supported on-line survey, several NSAB led workshops are now being held.
- 1.16 A self-neglect and hoarding subgroup has also been developed by the board to address this specific area of concern and provide practical guidance and support to professionals faced with such challenges. A recent webinar attracted over 150 professionals and showcased the specific journey of one individual who had been assisted through such challenging circumstances.
- 1.17 Under the leadership of the deputy board manager the Locality Safeguarding Adults Partnerships (LSAP) have grown significantly. They are the specific link between the strategy and operational practice. LSAPs have discussed a wide range of topics including safeguarding language, organisational abuse, domestic abuse and carers.
- 1.18 A key strength of the board is its ability to work together and with other partnerships to raise awareness of specific safeguarding issues, promoting various topics through different medias e.g., 7-minute briefings, webinars, face to face and virtual training. A joint event focussing on Professional Curiosity was delivered with our colleagues from the Norfolk Safeguarding Children Partnership.
- 1.19 The board has continued to see steady increases in visitors to its new website. As a result of promotion of the new site, the visitor numbers increased from 1,960 in May 2021 to 2,543 in July 2021. The highest number of users recorded was in visits to the SAR for Joanna, Jon and Ben. Twitter followers have also increased from 1,443 to 1,634. This social media platform is an excellent way to share safeguarding information publicly but also to share and identify best practice with other boards.

2. Proposal

- 2.1 The publication of the NSAB annual report is in order to fulfil the statutory requirement on safeguarding adults boards (14.136 Care Act Guidance 2016).
- 2.2 The report has been approved for publication by NSAB.
- 2.3 Proactively sharing this annual report will further fulfil the objectives of the NSAB and promote adult safeguarding within Norfolk, across all partner agencies, sectors and localities.

3. Impact of the Proposal

- 3.1 The NSAB will fulfil the statutory requirement to publish an annual report.

4. Evidence and Reasons for Decision

- 4.1 The publication of an annual report is a statutory requirement upon safeguarding adults boards (14.136 Care Act Guidance 2016).

5. Alternative Options

- 5.1 The publication of the NSAB annual report is a statutory requirement (14.136 Care Act Guidance 2016). The report has been approved for publication by the NSAB and its Business Group.

6. Financial Implications

- 6.1 None.

7. Resource Implications

7.1 Staff:

None.

7.2 Property:

None.

7.3 IT:

None.

8. Other Implications

8.1 Legal Implications:

The publication of the NSAB annual report is a statutory requirement (14.136 Care Act Guidance 2016).

8.2 Human Rights Implications:

None.

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

N/A

8.4 Data Protection Impact Assessments (DPIA):

N/A

8.5 Health and Safety implications (where appropriate):

None.

8.6 Sustainability implications (where appropriate):

N/A

8.7 Any Other Implications:

None.

9. Risk Implications / Assessment

9.1 N/A

10. Recommendations

10.1 Cabinet is recommended to:

- a) Note and endorse the contents of the NSAB 2021/22 annual report
- b) Promote the work of NSAB to partner organisations and stakeholders
- c) Use media and communications channels to promote the safeguarding messages

11. Background Papers

11.1 None

Officer Contact

If you have any questions about matters contained within 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 Safeguarding Adults Board

Annual Report

1 April 2021 – 31 March 2022



Norfolk
Safeguarding
Adults Board



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	Page
About the board, plus membership/meeting attendance.....	3
Message from the independent chair	6
Message from the board manager	7
Safeguarding Adult Reviews	9
Contributions from our three statutory partners	12
Communications	17
Prevention, Managing, Learning (PML) update.....	18
Locality Safeguarding Adult Partnerships (LSAP)	19
Business plan review	22
Our highlights of the year	24
Website and social media.....	26
Safeguarding Adults Collection Return.....	27
Financial summary.....	29





The Care Act 2014 makes a safeguarding adults board a statutory requirement.

The purpose of a board is to help safeguard people who have care and support needs from abuse and harm. Norfolk Safeguarding Adults Board (NSAB) is committed to ensuring that the person is at the centre of our attention as well as focusing on the outcome of investigations. We need to make sure that any agencies, or individuals, do everything they can to prevent abuse from occurring, to respond quickly when abuse and neglect have happened, and we need to ensure that safeguarding practice continues to improve the quality of life of adults in Norfolk. You can read more about the board's main objectives in section 43 of the Care Act 2014.

By law, the board must have three core members which are: Norfolk County Council, Norfolk Constabulary and the Norfolk & Waveney NHS Clinical Commissioning Group. To work effectively we have a wider range of partners as members (*see page 5*).

“ Our vision is for everyone to work together effectively to enable the people of Norfolk to live free from abuse and neglect, and to promote widely the message that safeguarding is everyone’s responsibility. ”

Our aim is for people to live safely in communities that:

- have a culture that does not tolerate abuse in any environment
- work together to prevent harm
- know what to do when abuse happens

To achieve its aims, the board will:

- work together on prevention strategies
- actively promote collaboration, commitment and a positive approach to information collection, analysis and sharing
- listen to the voice of clients and carers to deliver positive outcomes. Norfolk’s diverse communities will be recognised in everything that we do



The board has three core duties. They are:

- Develop and publish a strategic plan setting out how we will meet our objectives and how the board members and our partner agencies will contribute
- To make sure that Safeguarding Adult Reviews take place for any cases which meet the criteria
- Publish an annual report showing that we have done what we should be doing

// NSAB will work together with other organisations so that there are more people involved in making sure that the people of Norfolk remain safe, and the board has done what it said it will do. //



About the board

	May 2021	July	Sept	Nov	Jan 2022	Mar
Acute hospitals	Tracey Denny (dep) Kim Goodby (dep)	Edmund Tabay (dep)	Kim Goodby (dep)	Kim Goodby (dep)	Kim Goodby (dep)	Kim Goodby (dep)
Adult social services	James Bullion Craig Chalmers Helen Thacker	Craig Chalmers	James Bullion Craig Chalmers	Craig Chalmers Helen Thacker	Craig Chalmers Helen Thacker	Craig Chalmers Helen Thacker
ARMC	Michael Millage			Michael Millage		Michael Millage
Build Charity	James Kearns			James Kearns	James Kearns	
District councils			Mike Pursehouse	Mike Pursehouse		
DWP	Lisa Barraclough			Lisa Barraclough		Lisa Barraclough
Healthwatch			Judith Sharpe	Judith Sharpe	Judith Sharpe	Judith Sharpe
Councillor	Penny Carpenter	Penny Carpenter	Penny Carpenter	Penny Carpenter	Penny Carpenter	Penny Carpenter
NCH&C	Carolyn Fowler	Maria Richardson (dep)	Carolyn Fowler	Carolyn Fowler	Victoria Aspinall (dep)	Carolyn Fowler Victoria Aspinall
Norfolk Constabulary	Chris Balmer	Chris Balmer	Chris Balmer	Andy Collier (dep)	Chris Balmer	Andy Collier (dep)
Norfolk Fire & Rescue				Greg Preston	Greg Preston	Greg Preston
NWCCG	Sarah Jane Ward (dep) Gary Woodward	Cath Byford Gary Woodward Sarah Jane Ward	Gary Woodward Sarah Jane Ward	Cath Byford Gary Woodward Sarah Jane Ward	Cath Byford Gary Woodward	Cath Byford Gary Woodward
NSFT	Arusha Sturgeon (dep for Saranna Burgess)			Saranna Burgess	Saranna Burgess	
Police & Crime Commissioner Office	Amanda Murr (dep)		Amanda Murr (dep)	Gavin Thompson Amanda Murr	Amanda Murr	Gavin Thompson
Prison service		Amy Askew				
Probation	Jo Rusby			Leon McLoughlin-Smith		Leon McLoughlin-Smith
Public Health	Sally Hughes	Sally Hughes	Sally Hughes	Sally Hughes	Sally Hughes	Sally Hughes
UEA	Ian Callaghan	Ian Callaghan	Ian Callaghan	Ian Callaghan		
Voluntary sector		Ben Reed (Equal Lives)	Ben Reed (Equal Lives)	Ben Reed (Equal Lives)		Ben Reed (Equal Lives)

This table shows the organisations that our board members have come from, and the board meetings that they have attended (deputies are shown where they've attended on behalf of board members)

ARMC - Association Representing Mental Health Care

DWP - Department of Work & Pensions

NCH&C - Norfolk Community Health and Care Trust

NWCCG - Norfolk & Waveney CCG

NSFT - Norfolk & Suffolk NHS Foundation Trust

UEA - University of East Anglia

Message from Heather Roach, independent chair



Welcome to the Norfolk Safeguarding Adults Board annual report for 2021/22 and my first for the partnership having been appointed as the independent chair for the board in August last year.

I am delighted to be working with such a positive and productive team who have given me such a warm welcome. The team that supports the partnership led by board manager Walter Lloyd-Smith and supported by Becky Booth, Andrea Smith and James Butler has a wealth of experience and knowledge plus endless enthusiasm to make a real difference to our communities and keeping people safe. The team has recently benefitted from the addition of Nathan Jarvis as a shared resource with Norfolk Safeguarding Children Partnership to develop our communications and engagement strategy further.

A significant part of a safeguarding board's role relates to ensuring that learning and improvements to professional practice are embedded within our partner agencies and that services users receive the very best care and support. Shortly after taking up my new role the board published the Safeguarding Adults Review (SAR) relating to the tragic deaths of **Joanna, Jon, and Ben** whilst inpatients at Cawston Park private hospital. Under the excellent leadership of my predecessor, Joan Maughan, and author Margaret Flynn, this report marks a point in time where we must consider carefully the services provided for people like Joanna, Jon and Ben and ensure that going forward they are fit for purpose, designed to be close to their homes and enable them to live a fulfilling life. The impact of this truly shocking review must have only one outcome – a significantly better offer of support to our most vulnerable of communities.

Norfolk has commenced an ambitious response to the SAR, its purpose being to engage with people with lived experience to co-produce services that are fit for purpose, close to a person's home and of excellent quality.

NSAB has very much continued its business as usual despite the continued restrictions and difficulties of the pandemic. All our activities have taken place virtually but now with some limited face to face opportunities.

I have had the privilege of meeting many new people and groups within Norfolk and I am particularly impressed with the network of **Locality Safeguarding Adults Partnerships** that run throughout the county under the guidance and support of Becky, the deputy board manager. They are our link with front line practitioners and communities allowing an essential two way flow of information between the board and our frontline.

I am also pleased to report that the board is at the forefront of developing best practice and shaping safeguarding across other boards by sharing information nationally. One particularly innovative project developed by our board manager Walter has been a short, animated video called **"Tricky Friends"**. The video is aimed at promoting discussion with adults who have learning disabilities or autism and who may become susceptible to exploitation. A huge number of other safeguarding boards have adopted the video, adapting it to their needs as necessary.

The contribution of all our board members has again been outstanding despite the immense pressures on all our services. My thanks go to each one of them.

Finally, I would like to take the opportunity to thank Joan Maughan for her support to me in this new role and for her service to the board for the last seven years. She has developed and led a truly successful partnership and has continued to promote and drive the Coalition for Change.

A handwritten signature in black ink that reads "H Roach".

Heather Roach
Independent chair, NSAB

Message from **Walter Lloyd-Smith, board manager**



Adjustment, adaption & driving change **The importance of a legacy for Joanna, Jon and Ben**

Quite correctly the first half of this year was dominated by bringing the Safeguarding Adult Review for Joanna, Jon and Ben to publication. I'd like to record my thanks to their families for their support of this review, as well as the panel of colleagues and the independent author Margaret Flynn, whose dedication and hard work got this done. It holds up a mirror to us all – all the changes our system needs to make are significant, and the need for lasting system improvements extends far beyond Norfolk. Collectively we must work to ensure a positive legacy in the names of Joanna, Jon and Ben. The question 'so what difference have we made?' I come back to time and again.

Joanna, Jon, and Ben

The SAR was published at 11am on 9 September 2021 and led the national news bulletins on BBC and ITV that evening. It also prompted an adjournment debate in parliament with a ministerial reply. This national interest was again reflected in December with a visit to Norfolk by the Minister for Care and Mental Health to meet with the families and hear their stories directly. Since publication, NSAB has been meeting key national stakeholders and pushing hard for change. Locally partners are using this review to bring about new services and ways to support adults like Joanna, Jon and Ben outside of a hospital. NSAB will continue to hold them to account for this change.

In other work, the pandemic continued to put pressure on partners but there was no stepping back from their adult safeguarding responsibilities. The second half of the year saw the board continue most of its engagement virtually, with the odd face to face meeting (I really appreciate the value of meeting with colleagues).

After nearly seven years leading the board, Joan Maughan stepped down as our independent chair in May. Joan leaves a significant legacy of a stronger, more active safeguarding system in Norfolk with a raised profile – she will be very much missed.

Heather Roach joined as the new chair in August and has skilfully and very ably picked up from Joan. Under Heather's stewardship so far, we have introduced a more structured approach to managing safeguarding risks across the partnership, including a new assurance framework, and strengthened our strategic and business planning.

Some of the key highlights from this year include:

- In May the board agreed to set up a new subgroup on self-neglect and hoarding. Through this subgroup we have brought together key partners to bring greater focus to the ongoing critical area of work
- a revamped and refreshed website (June)
- publication of a range of guidance on topics such as:
 - domestic abuse and older adults (April)
 - What is communication?
 - Transitional safeguarding (August)
 - Managing racist abuse when providing care (August)
 - Child & Adult Safeguarding – an overview (December)

Message from Walter Lloyd-Smith, board manager



We have been approached by a number of boards requesting to use these, and previously published guidance documents.

- Under the leadership of the deputy board manager, our locality safeguarding adult partnerships have grown in size with a much tighter focus
- In October 2021 the team was joined by Nathan Jarvis as communication officer (shared with the Norfolk Safeguarding Childrens Partnership). Straight away Nathan has helped to strengthen the board's communications, building on the ongoing excellent work delivered by Andrea Smith

A piece of work I am particularly proud of was the launch of our three minute animation called Tricky Friends in August 2021.

Regional and national work

Across the year I have been pleased to play an active part representing the NSAB in regional and national adult safeguarding networks. Ensuring NSAB is linked in this way helps us keep informed and briefed on topics of national importance. This work has included being part of the steering group supporting the Safeguarding Adults National Network (SANN), chairing national meetings, as well as becoming co chair for a SANN task and finish group looking at allegations against people in a position of trust and producing a rapid read document. This in turn helped NSAB deliver its work during the year.

NSAB Team

All the achievements and work highlighted in this report would not have been possible without the active support of the board members and the NSAB business team, Becky Booth (deputy board manager), Andrea Smith and James Butler (board coordinators).

Each of them works tirelessly across all aspects of the board's work. I would like to pay particular tribute to Becky's work this year which has been outstanding in significantly refocusing, consolidating and strengthening our local partnerships (**see page 21**) and collaborative work with other partnerships; Andrea who has grown our social media and engagement work with real skill and James whose stewardship of our review work (**see page 11**) has been meticulous.

All three are highly dedicated and motivated colleagues who take forward the vast majority of what the board does. Their skill, drive and efficiency acts as a constant reminder that effective safeguarding is never done by one person. It is done by a team of people... who are working collaboratively across agencies.

We have gained **191 new Twitter followers** and, of my 11 blogs, the most popular were those in October (Middle lane motorway drivers and petroleum panic) **205 views**, August (Aardvark, Dr Johnson and the idea of an adult safeguarding dictionary) **137 views** and November (How are you shaping your organisation's safeguarding culture?), **124 views**.

A year in which we have definitely made a difference.

A handwritten signature in black ink that reads "W. Lloyd-Smith".

Walter Lloyd-Smith

NSAB Board manager / business lead

* Unique page views show the number of times the page was viewed within one session, so is more accurate in showing the number of unique users that have seen it.

Safeguarding Adult Reviews

This update on the business of the Safeguarding Adults Review Group (SARG), subgroup of the Norfolk Safeguarding Adult Board, spans the year of 1 April 2021 to 31 March 2022.

The group is a well established multi agency and multi disciplinary group. All members bring to the group a variety of experience and skills including extensive experience across child, domestic abuse and adult safeguarding agendas.

SARG's membership

The group has professionals from backgrounds including health settings such as acute physical healthcare, mental health, drugs and alcohol and primary care; there is legal representation, plus police, social care and quality assurance.

Decision making in the group sits with the statutory partners of health, police and social care with the oversight of a chair not affiliated to the designated statutory partner organisations. The group is extremely well supported, and no meetings have had to be cancelled due to non-attendance. Albeit there has been recognition of the need for flexibility during the height of the pandemic due to the need for many agencies to operate under business continuity restrictions.

Observers at SARG

The group actively invite and welcome observers from across agencies, at the eleven meetings held in this period there have been eleven observers. This is helpful in both raising awareness of the groups work and function as well as providing the opportunity for an objective comment on the groups approach to discussion and decision making.

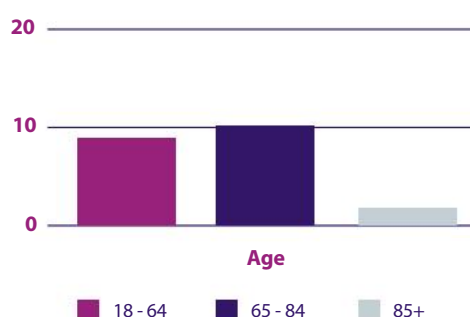
Each referral is considered with great care and attention, with **12 of the 20 referrals** received resulting in some form of learning taken, including two statutory reviews (SARs) and one joint Domestic Homicide Review/SAR.

Section 44 of the Care Act states that we must carry out a Safeguarding Adult Review (SAR) if certain criteria are met. This is so that we can learn lessons where an adult, in vulnerable circumstances, has died or been seriously injured, and abuse or neglect is suspected. It is not to blame any individual or organisation.

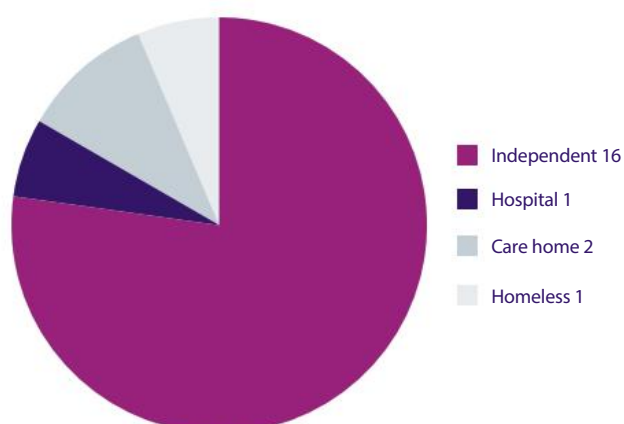
Data

The group has received 20 referrals in this period concerning 11 females and nine males. Ethnicity has been recorded as; 13 'white British', one 'other' white background, and six 'not stated'.

Age of person at the centre of SAR

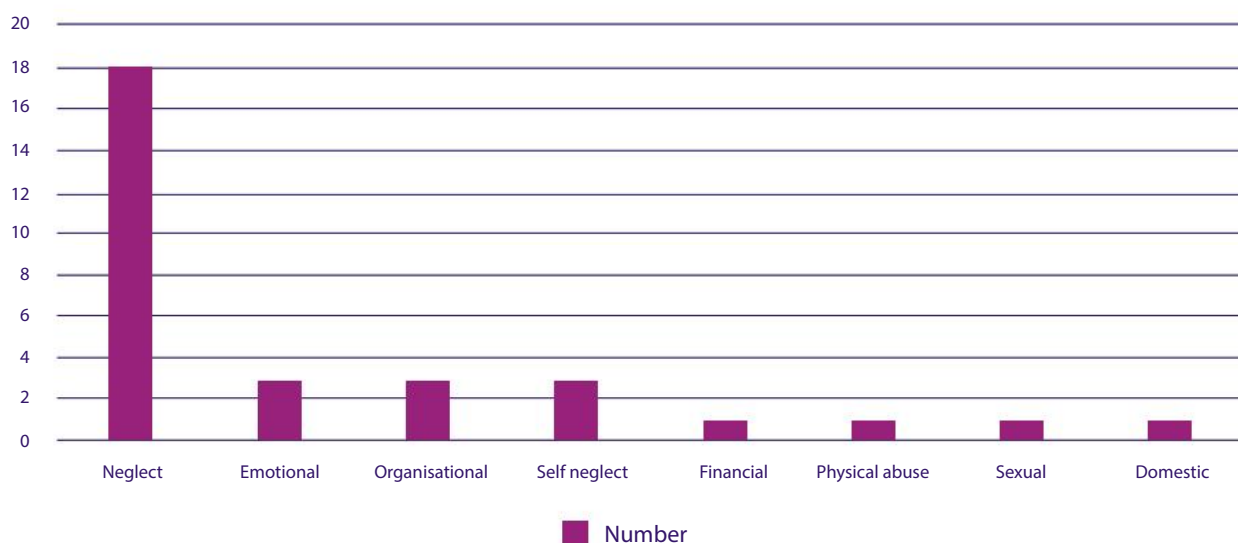


Where individual lived at the time where abuse/harm occurred



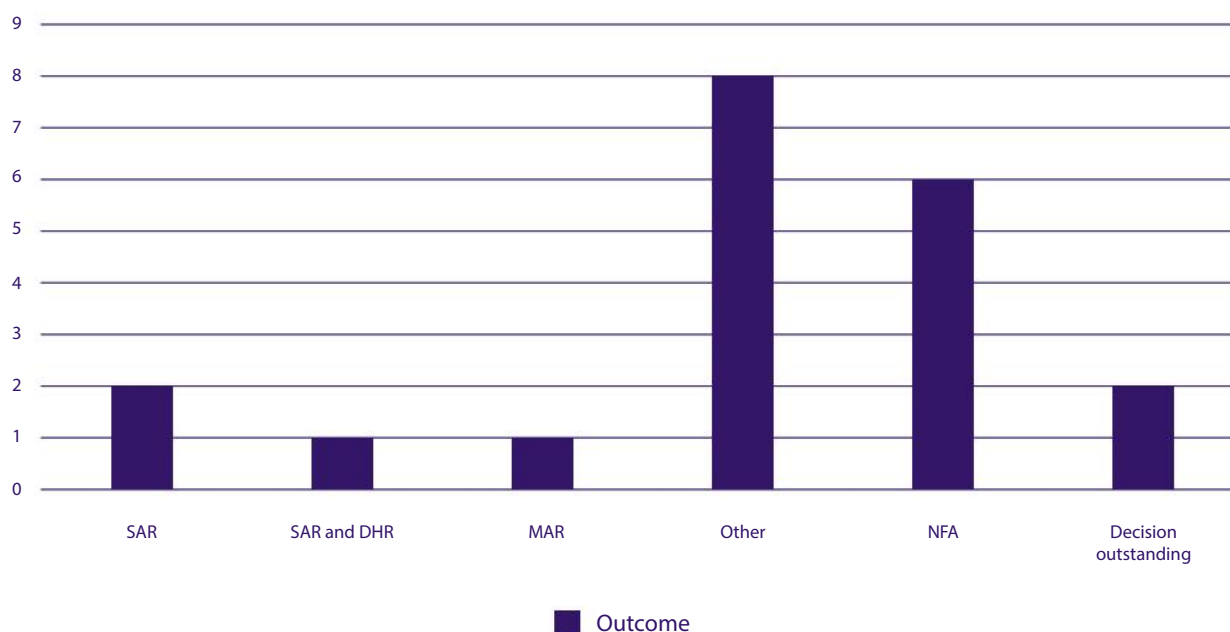
Safeguarding Adult Reviews

Type of abuse



The group has received no referrals related to modern slavery, human trafficking or discrimination. In the main, the allegation is made against an organisation (17 out of 20 referrals).

Outcome



SAR = Safeguarding Adults Review

DHR = Domestic Homicide Review

MAR = multi agency review.

Other = actions for improvement noted and taken without the need for a full review i.e. raising awareness on executive capacity, improving communication between pharmacies

and GPs where a person does not pick up medications

NFA = no further action i.e. referral does not meet Care Act referral definition, or no evidence of abuse, or improvement actions already in place therefore duplication not appropriate.

Safeguarding Adult Reviews

Themes from published reviews:

The Safeguarding Adults Review into the deaths of **Joanna, Jon and Ben** was published in September 2021, and focused on the harrowing deaths of three people who were resident in a private hospital in Norfolk. All had physical health needs and either learning disabilities, mental health issues or both.

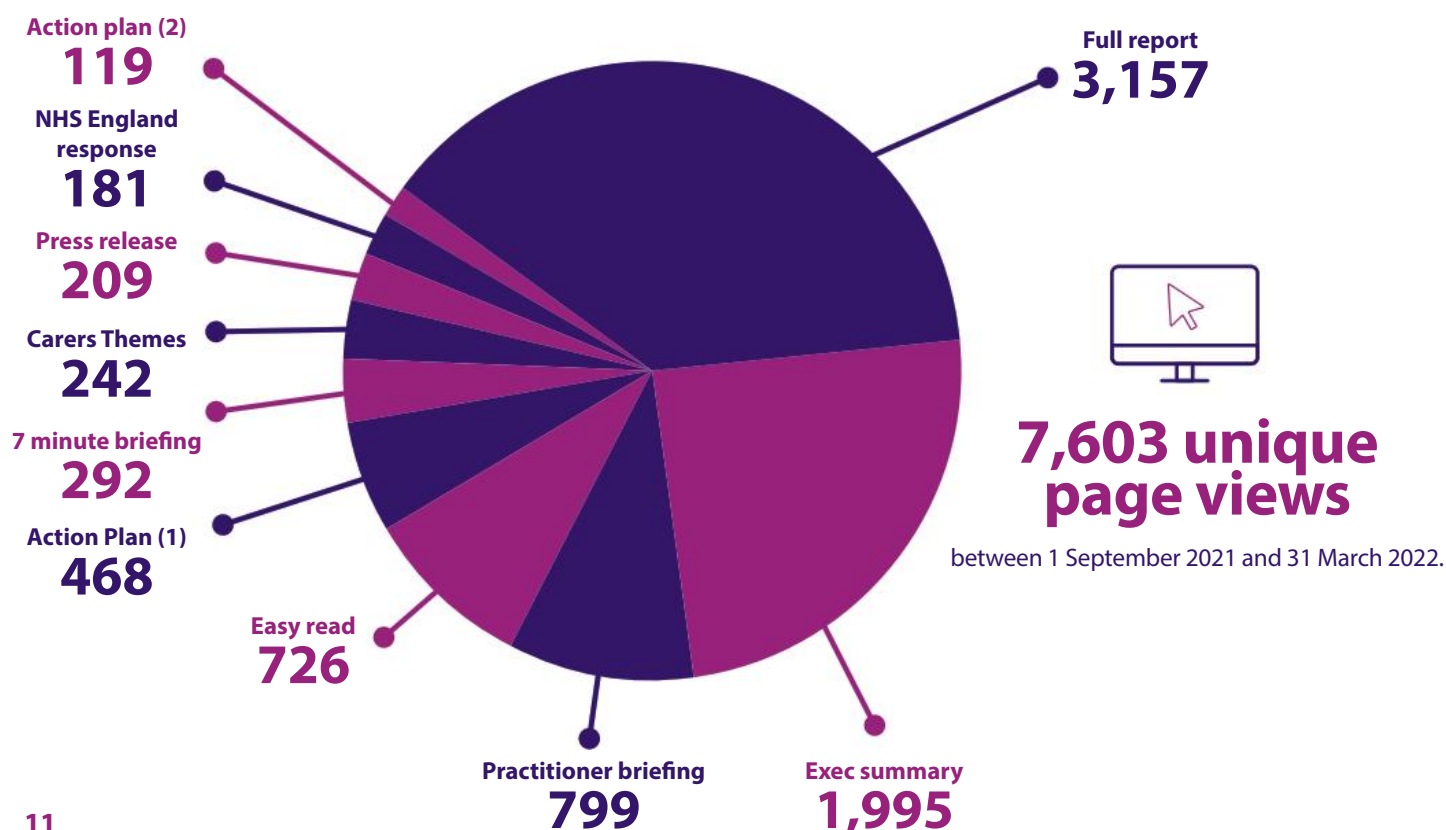
Publication of this review has been of major importance, both to Norfolk and nationally such that, on the day of publication, it was the lead news story on national television news and radio. More importantly it gives us the key themes including: safety and quality oversight by commissioning bodies of people placed out of area, ethical commissioning, listening to families, the skills, training and expertise of staff within such units and the role of the regulator. The action plan and full report can be found on the [safeguarding board website](#).

Using data from our website, we can see the number of times the page and documents have been viewed since they were published. This is a positive outcome in terms of sharing learning from this important SAR, and ultimately making a difference in the lives of other young people like Joanna, Jon and Ben.

The Safeguarding Adults Review Group tried meeting once every two months however the volume of work has been so significant that they're meeting virtually once a month again now (as of July 2021).

Part of the group's work is to oversee the composite action plan (where it keeps track of the recommendations and associated actions from each SAR) and update the board on progress. The group holds an extraordinary meeting on a quarterly basis to undertake this task.

Downloads of available material relating to this SAR:



Contributions from our three statutory partners



Adult social services



Norfolk Constabulary



Clinical Commissioning Group

Question 1. What has your organisation done around preventing abuse and neglect within Norfolk



Adult social services

ASSD Through our close engagement and good relationships with partnership colleagues we contribute to the rapid identification of emerging risks and issues and work with our partners to develop preventative strategies. Our work to raise awareness of current and emerging safeguarding issues internally is covered in question 3 below and our proactive approach to addressing shortfalls and learning gaps is highlighted in question 4. We are fully engaged with campaigns led by the Norfolk Safeguarding Adults Board and the Domestic Abuse and Sexual Violence Group, to raise awareness of abuse and neglect among the public and professionals.



Norfolk Constabulary

Norfolk Constabulary The last year has been another challenging but rewarding one for the constabulary, working in partnership to protect vulnerable adults in Norfolk. While of course we have a responsibility to intervene to investigate when crimes have occurred, we subscribe wholeheartedly to the notion that prevention is better than cure. This is why we have continued our commitment to joint initiatives such as the Norfolk Against Scams Partnership so that we can minimise the risk of victims falling prey to offenders. This includes targeted advice for vulnerable groups delivered by the range of partners but also personal contact via policing resources where crimes have occurred, in order to prevent revictimisation.



Clinical Commissioning Group

CCGs The Norfolk and Waveney Clinical Commissioning Group has continued to work in new and innovative ways e.g. utilising video technology to maintain links with commissioned services, continuing to support and seek assurance that they have the appropriate policies and processes in place to keep their patients safe. The CCG developed and delivered a vaccination programme, ensuring equity in access to those lacking the mental capacity to consent.

Contributions from our three statutory partners

Question 2. How does your organisation effectively manage and respond to concerns and enquiries around abuse and neglect?



ASSD For people who do not have an allocated worker, safeguarding concerns are received by telephone at our customer service centre, and by email or via Norfolk County Council's online portal to our front door team the social care community engagement team (SCCE). We have a safeguarding team comprising 9.5 full time equivalent (12 individuals) senior social workers (known as safeguarding adults practice consultants) and two team managers. The team has been expanded in the past year to account for an increase in demand and complexity and a related increase in the need for support to our SCCE, locality and county teams with safeguarding issues. 542 enquiries with very complex issues such as those involving multiple people in provider settings, or those where our own department's staff are identified as a person alleged to have caused harm, are overseen by the safeguarding adults practice consultants who work very closely with our integrated quality service team for provider concerns. Other 542 enquiries are carried out by locality practitioners with support and guidance from the safeguarding team.

The safeguarding team also supports the multi agency partnership in carrying out record checks and data sharing for police-led processes such as Clare's Law, Multi Agency Risk Assessment Conference (MARAC), multi agency public protection arrangements (MAPPA), domestic abuse perpetrator partnership approach (DAPPA) and missing persons, to name but a few. The team also deals with safeguarding adults data sharing requests when concerns are raised about adults in positions of trust.

We have robust processes and procedures to cover safeguarding adults which are reviewed and updated annually.



Norfolk Constabulary When cases do escalate to abuse and neglect, either in the context of financial abuse or by other means, our specialist teams in the Multi Agency Safeguarding Hub (MASH) are available seven days a week to agree the right joint plan. In cases where the right outcome for all parties is for a non criminal justice response then police can still play an active part in information sharing and safeguarding to keep people safe. There are also cases where a police response is required, and our Adult Abuse Investigation Unit is a small team of investigators with specialist knowledge of the Care Act alongside other legislation that allows them to deliver a compassionate and professional response.

Contributions from our three statutory partners



CCGs The CCG adopts a 'no wrong door' approach to adult safeguarding, with a dedicated team supporting communication with internal clinical teams and commissioned services alike.

New pathways and process have been developed to link in the local authority with the appropriate case managers within the CCG, alongside the adult safeguarding team supporting communication and information flow, as required.

The CCG's adult safeguarding team continues to support the commissioned provider organisations in ensuring they meet their adult safeguarding requirements. Working in synergy to assist in progressing statutory reviews.

Question 3. What does your organisation do to ensure that it learns lessons when things don't go well? Can you give an example?



ASSD The adult social service department is a learning organisation, and this is very much evidenced through our contribution to the Safeguarding Adults Review Group and Norfolk County Community Safety Partnership which oversees the Domestic Homicide Reviews in the county. Adult social care staff are attuned to identifying cases where there is learning for both our own and other organisations. This is evidenced by the fact that out of 20 referrals to the Safeguarding Adults Review Group in 2021/22, eight were made by adult social care staff.

An example is a case which has been referred for a Domestic Homicide Review. As soon as we were made aware of the case, a chronology was put together and learning for our organisation identified. Our head of service for safeguarding convened a meeting of the managers of all the teams involved to go through events and identify learning. Learning was highlighted for individual staff and addressed by managers through conversations and further training. Learning was also identified at an organisational level and work has been done to raise awareness of issues such as predatory marriage, risk assessment, accumulating risk and reminders to staff were issued about carrying out domestic abuse stalking and harassment (DASH) risk assessments when necessary. The mandatory safeguarding training programme has been reviewed and refreshed to give particular emphasis to issues such as exploitation, coercion and control,

Contributions from our three statutory partners

and more DASH and self-neglect training courses have been arranged. Some procedures have been reviewed and rewritten (for example the procedure for safely ceasing involvement) and all the learning has been cascaded to staff via the popular organisation wide learning briefings which are shared with all staff and discussed in team meetings.



Norfolk Constabulary As for all other organisations there are times when policing does not get it right. As a force we would always seek to learn from how things aren't working, or haven't worked in the past, and make the necessary changes. As an example, we have realised that the very positive increase in cases where frontline officers are recognising vulnerability brings with it a risk that we will send so many referrals to adult social care that we could overwhelm the system. Managers from police and social care teams in the MASH have therefore held meetings and agreed on what information needs to be passed most urgently. This allows the joint team to focus on cases where there is the greatest risk of harm to individuals.



CCGs In response to the learning from the SAR Joanna, Jon and Ben, the CCG has gone to great lengths to ensure the whole of the health system in the county (and the Waveney area of Suffolk) is sighted on the findings. High profile media engagement and communications were undertaken, bulletins produced, and new roles created to support ongoing improvements to the care given to those living with learning disability and/or autism. The CCG met its requirements to check on this cohort of patients, as outlined in the Safe and Wellbeing Review Programme, set up in response to the SAR.

Question 4. What has been the most challenging aspect of Covid on your organisation in the last year?



ASSD Post lockdown periods and the recovery phase from Covid have led to an increase in contacts being made to adult social care by both the public and partner agencies. The adult social care department has been significantly impacted by staff sickness not just due to Covid but also other seasonal viruses and an increase in stress related illnesses.

Many staff have left and there are difficulties recruiting and retaining staff in the current climate. Social work vacancies are at 18% and some parts of the service have seen high staffing turnover rates at the same time as significant increases in calls to our front door and duty numbers. In addition, there is a crisis in the care market driven by Brexit (which may

Contributions from our three statutory partners



have lost only a small number of staff but has had a significant impact on overseas recruitment), compulsory vaccination for care home staff and economic changes occurring as a result of Covid and enabling employees to move to better paid areas of the economy. These factors have led to a reduction in the number of care staff able to support with packages of care in the community and as such, a large number of people awaiting care packages.

Alongside these issues, the introduction of the discharge to assess procedure in March 2020 (introduced to free up capacity in the acute hospitals) has created an almost doubling of demand for domiciliary care and significant increases for residential care and has contributed to the development of large backlogs and delays in assessment and provision of care. It has also contributed to price inflation for social care placements leading to budget pressures.



Norfolk Constabulary No review of 2021/22 could be complete without a mention of the impact of the Covid virus but looking back now we can say that 2021 was the year we learned to work around the virus, even if we haven't yet learned to live with it. Like all other large organisations there were periods of high sickness absence and regular changes in practice to keep up with the latest advice, but the constabulary remains proud of its ability to offer consistent service to the public over the last year despite the challenges it has faced.



CCGs The challenge of developing and delivering the vaccination programme alongside maintaining core functions was the CCGs' greatest challenge. Many staff were redeployed, amplifying work pressures.

Key decisions on what could be paused or temporarily stood down were made with a clear focus on the accompanying safeguarding risks.

Supporting staff resilience and retaining an effective workforce in terms of numbers and with the appropriate knowledge and training has been a challenge for the CCG, one it shares with all partner agencies.



In October 2021, a new lead communications role was created in conjunction with Norfolk Safeguarding Children Partnership. Nathan Jarvis was appointed into the role.

The aim of the role was to coordinate the ongoing work of the board and enhance the impact of the communications work through collaboration with key partners across it. The board already offers a multitude of valuable opportunities for professionals and those working with adults at risk to develop their safeguarding practice.

A new communications strategy was developed, building on the board's own strategy using the key pillars of prevention, management and learning. The key messages and campaigns identified for the coming year will help to achieve these objectives.

The overall objectives of the strategy will be achieved by strengthening awareness of safeguarding among the general public, creating resources and sharing learning with those working with adults at risk and managing the board's response to emerging safeguarding issues.

In the last year, key outputs have for the board's communications have been:

- Publishing the Joanna, Jon and Ben SAR (September 2021) which garnered national media support and the report generated over 8,000 views on the NSAB website **(see page 11)**
- The **Tricky Friends** animation, developed to help adults with learning difficulties talk about what good friendships are, when they might be harmful and what they can do to stay safe. This has been adapted by 30 other SABs, viewed 10,000 times and since been modified for young people, where it was introduced to 120 schools in a curriculum training webinar
- Taking part in Safeguarding Adults Week, a major campaign by Ann Craft Trust to help raise awareness of adults safeguarding. Several board members and supporters wrote blog posts to drive traffic to the NSAB website
- As part of the Domestic Abuse and Sexual Violence Awareness Group, developing new resources and campaigns to raise awareness of domestic abuse in older adults, including the development of a new information booklet for domiciliary carers in Norfolk (approx. 6,000).



PML update (Prevention, Managing, Learning)

Collaboration is key and meetings of this thematic subgroup continued to be compromised on occasions during this year because of the ongoing impact of the pandemic response.

Despite the challenges and pressures faced, four out of the six meetings were able to go ahead and up to 36 colleagues from across the partnership worked together on problems or issues that they were facing.

Issues tackled in the 2021/22 round of meetings include:

- how the Suffolk Safeguarding Adults Framework might be adopted for Norfolk
- mental capacity, as it interacts with safeguarding

After several discussions held outside our PML subgroup (the letters follow our strategic three pillars: Prevention, Managing and responding to concerns and Learning lessons and shaping practice), which articulated quite different views on the structure the framework document should take, it was decided that as two of the three statutory partners held clearly different positions, it would not be possible to progress the work at this time. *

Given the intermittent nature of the year's work, a review exercise was held in September 2021 to look at the current role for the subgroup and the way it was set up.

There was resounding and positive support that PML should continue, but adjustments were made to the way that it met. The meeting duration was shortened to a maximum of 1.5 hours (depending on the work in hand). The proposal is to run longer meetings when required, but hold them

face to face, bringing PML back together again in the same room.

Good work has been done this year based on local findings that show a lack of knowledge and awareness by some of mental capacity assessments. The meeting in January was used to help shape a mental capacity workforce survey, which is to run in April 2022.

Thank you to all PML members for your hard work and willingness to support the work of this subgroup.

* Subsequently some work has resumed outside of PML on understanding what constitutes an adult safeguarding concern, with NSAB facilitating these workshops discussions.



Locality Safeguarding Adults Partnerships (LSAPs)

There are five LSAPs in Norfolk, in line with adult social care locality areas, and they meet up every other month. The partnerships are made up of a range of local organisations, agencies and individuals who work with adults at risk and/or have responsibility for safeguarding adults within their role.

The aim of these local networks is to support NSAB work within those communities to ensure they have a culture that does not tolerate abuse, work together to prevent harm, and know what to do when abuse happens.

Support to our LSAPs

Deputy board manager Becky has continued to actively support each of the partnerships over the last 12 months. Aided by NSAB board coordinator Andrea, Becky works with the chairs, local coordinators, and business group to plan and structure the meetings to make the most effective use of the time available.

There is now a standing item on the board agenda to update on what the LSAPs are doing which has further strengthened those essential links between strategic planning and operational practice. In addition, LSAP membership was a specific item discussed at the board meeting in January 2022, with members asked to promote the partnerships, leading to an increase in attendance which we hope will continue.

Norfolk County Council continues to offer administrative support which has been invaluable to the smooth running of the meetings and interim communications. NSAB thanks the local authority for this continued support.

Learning opportunities

In 2021/22 we organised a series of online guest speakers to do short presentations and

Q&A on a variety of safeguarding topics – at the beginning this was just for LSAP members but as the webinars continued, we realised that in the virtual world we could open this up more widely, so we now encourage LSAP members to share within their own organisations to maximise our reach. Some of our webinars had over 80 people attending, and the positive feedback we received means that we are continuing this into 2022/23.

LSAP members have told us that they find these useful for their bitesize nature, local context where possible, and valuable learning. Webinar topics have included carer support, Channel Panel, cuckooing, hate crime and modern slavery. More detail is available on our website.

The LSAPs have continued to discuss set topics when they meet, with the idea that this drives focused action in the following weeks, picked up at the beginning of the next meeting. In 2021/22 topics included safeguarding language, organisational abuse (linked with a presentation about Norfolk SAR Joanna, Jon and Ben), and domestic abuse and carers (including a presentation on Norfolk DHR Daisy).

Once again, these meetings have been impacted at times by the pandemic pressures over the period, but members continued to evidence their safeguarding adults commitment, adaptability, and positivity throughout.

Feedback from members has told us that the LSAPs are felt to be very positive partnerships supporting multi agency learning, understanding and improved skills in safeguarding adults; they enable information and themes to be shared back into local teams on a regular basis. The webinars are valued, and the refreshed NSAB website is a useful resource for partners too.

Locality Safeguarding Adults Partnerships (LSAPs)

In 2021 we talked a lot about language and communication, linked to helping us to have a common understanding. We try to find different ways to engage members in our virtual meetings, and in one meeting we used word clouds to build images for each LSAP based on the words we think of in relation to safeguarding – you can see the results of this on our website in the LSAP section.

There have been some changes in our co chairs and support colleagues over the last 12 months: we have said thank you and farewell to Paula, Roy, Simon, Michelle, Yasmin and Rosie but welcome to Maria, Jenn, Lois and Daryl.

Northern feedback from the meetings chaired by NCC colleagues Nina and Katherine has told us that group discussions on the different topics really support safeguarding adults awareness and good practice for them. LSAP minutes and additional material are shared with members' teams, webinars found very useful, especially as 'bitesize' learning; the improved structure to the meetings has been well received.

Western we have had some difficulty finding a replacement chair so Walter and Becky had been doing this between them but we are hopeful that in 2022/23 we can resolve this. It is a very engaged group with consistent attendance. When planning at the start of the year, the group identified a particular interest in modern slavery, County Lines, and have taken some strong promotion of professional curiosity (linked to learning from the Joanna, Jon and Ben SAR and DHR Daisy), back to their agencies.

Central this partnership has been supported by chairs from Voluntary Norfolk (Laura)/ Carers Matter (Maria) alongside NCC (Simon) into 2022. The group have had a lot of interest in adult exploitation,

including cuckooing, leading to a request to hear more about police-led Project ADDER and VARAC which are pilots in the Norwich area. There have been very engaged discussions about support for carers and safeguarding prevention.

Southern chair Steven Whitton writes: like many partnerships relying on multi agency collaboration, the last 12 months provided challenges around continuity of membership engagement, as each organisation responded to local, national and international demands.

Positive reflections on the last year include: maintaining a core membership to fulfil our schedule of meetings; creating stronger relationships with both Breckland and South Norfolk district councils to learn from colleagues in early help hubs, and high engagement with sessions to learn from SAR Joanna, Jon and Ben and the more recent DHR Daisy.

The challenge for the next 12 months is to develop the representation of carers and community based services in our membership and to strengthen links with the southern local safeguarding children group to improve awareness and understanding of the transition period for young people and adults. We are hoping to have a new co chair in post soon!

Eastern a year of able chairing by Lyn and Sue has promoted really positive discussions linked to the topics. From the DHR Daisy there was a strong focus on promoting best practice across the area, maintaining professional curiosity so we really see carers; that we recognise adult children as carers, and financial pressures as well as emotional ones.

Locality Safeguarding Adults Partnerships (LSAPs)

Some comments from our members:

LSAPs are

“...an invaluable way for libraries to be involved with all the partners and be a part of the conversation, this is especially useful when we talk about the more clinical side of things. It helps add clarity to our thinking and ultimately the way we can support the customers.”
(ELSAP member)

“I value involvement with the ELSAP for many reasons, including the multi agency membership and networking opportunity it provides, the sharing of serious case reviews and lessons learnt, local safeguarding audit outcomes and reports, interactive case study presentations, and so on.

Membership of my local safeguarding adults partnership meeting reminds me of the importance of maintaining safeguarding as a priority in all clinical practice and that it is everyone’s business. I have now increased the time available for discussing safeguarding issues in my MDT’s weekly meeting, and including in general or about local providers, as well about a specific individual recently referred or currently active to the team. I have also added an explicit safeguarding section to our monthly joint health and social care meeting.”

From the WLSAP:

“from a police perspective we find the seminars and SARs particularly powerful in terms of learning. The meetings also provide us with the opportunity to ask questions and increase our overall knowledge around adult safeguarding and the local support that is available.”

“Being new in post, I have found the WLSAPs particularly helpful in terms of my own learning and development, they have also helped me to increase my awareness of issues experienced by other organisations, and to consider how they impact on my own organisation. SAR and DHR presentations are particularly impactful, in terms of organisation learning and development.”

Business plan review



In 2021/22 we continued to work within the peaks and troughs of pandemic measures and restrictions, but there was less significant impact, and we achieved many actions against our business plan.

Prevention & engagement

We have continued to support the development and work of Norfolk Anti-Slavery Network (NASN), attending quarterly network meetings and now a subgroup looking at data collection. The refreshed NSAB website (launched in June 2021) has a dedicated Modern Slavery & Human Trafficking page and supports awareness raising and signposting. We have continued to discuss this issue within our LSAPs; in June and September we held webinars on modern slavery and exploitation respectively, with over 90 people from across the partnership attending.

Our plan for a **learning disability and autism summit** has been transformed following the publication of Norfolk SAR Joanna, Jon and Ben and is now being taken forward as an action to develop a Coalition for Change.

We continue to work on our care home commitments; in 2021 we completed a focused piece of work (with Norfolk County Council and St Thomas Training) to review the content of the 'Safeguarding knowhow for provider managers' training, to enhance the Norfolk context and refresh in relation to current needs in the county. We have maintained close links with Norfolk & Suffolk Care Services including presenting at providers meetings, articles for newsletters, and are now working on safeguarding and dementia videos as part of a series they are producing with the Clinical Commissioning Group.

Sadly, this year we made the decision to cease the work of our Safeguarding Friends voluntary scheme; despite the dedication of the founder members, it has not been possible to extend the reach of this, now compounded by the impact of Covid. We extend our sincere thanks to Linda Naylor, Judith Frary and Penny Levett for their hard work over the last six years in the west of Norfolk.

In the reporting year we achieved a high national, regional and local profile – in particular:

- national coverage of SAR Joanna, Jon and Ben including mentions in the House of Commons (adjournment debate 9 September)
- our short animation Tricky Friends
- our refreshed website launched in June 2021 – we have had an increase in visitors (around 38%) and continue to receive positive feedback from a range of users

We have been working hard in Norfolk to raise our profile and safeguarding awareness with other relevant sectors, including building strong connections with our local councils (for example, the development of a bespoke training package with Norfolk Safeguarding Children Partnership (NSCP), and support of housing provider events). We have been working on building local networks through our LSAPs and have put on a series of webinars on various safeguarding topics which have been very well attended.

We are working on various campaigns: with Norfolk County Council and carers groups (safeguarding and carers); the domestic abuse and older adults group; refreshed our **See, hear, say** campaign; self-neglect and hoarding (linked to our new subgroup). We have created and given presentations on safeguarding to a wide variety

Business plan review



of groups, including GPs, providers, social work apprentices, safeguarding leads.

Roll out of the self-assessment audit tool was postponed due to the need to make some amendments and is now part of the review of our wider plans to strengthen our assurance function in 2022/23.

Managing & responding

We have continued to work closely with our NSCP colleagues, particularly in relation to our local safeguarding networks (with a joint event around **professional curiosity** and **trauma** in relation to both adults and children planned for April 2022) and our district councils (supporting the District Council Safeguarding Group, joint training and events). NSAB and NSCP also developed and published guidance in August 2021 to help workers understand the similarities and differences between child and adult safeguarding.

With regard to **self-neglect** and **hoarding**, which remains an issue of concern for all of our partners, the board agreed in May 2021 to establish a new subgroup to further develop our work on supporting county approaches. The group first met in October and is currently looking at a simple data collection tool as well as more bitesize versions of the strategy; it also had a presentation from West Sussex who have developed a model of the team around the person. We have also continued discussions and collaboration in the LSAPs and held a very well attended event in November which generated ideas for further workshop events in 2022.

Learning from and shaping future practice

In 2020/21 we added an aim specifically to support our **responses to Covid**, but over 2021/22 these have become linked to our business as usual, and so removed from our plan as a separate entity.

Although the SAR was not published until September, we did create a 7 Minute Briefing on 'Managing racist abuse when providing care' published in June, based on some of the immediate learning relevant to our multi agency networks. The SAR itself received national attention and the NSAB webpage was widely viewed, it included shorter briefings, an easy read version and video clips from the report author and our chair at that time, Joan Maughan.

We now have a page on the website dedicated to the **Mental Capacity Act**, with guidance, examples, and links. We have been working on a workforce survey for Norfolk in our PML subgroup so that we can identify what additional support people need to fully embed the principles in their day to day work. We are also looking at pro forma examples of MCA assessments that are useful in a multi agency context. MCA, like self-neglect and hoarding, continues to provide lively debate in our LSAPs!

Our work with **carers** and safeguarding is particularly driven by learning from past SARs and recent Domestic Homicide Reviews, promoting a wider awareness of the needs of, and stresses on, informal carers. In March 2022 our deputy board manager presented an overview of Norfolk DHR 'Daisy' (involving a carer whose own needs were not supported) to each of the LSAPs, prompting rich discussion around this subject and plans for dissemination back into members' organisations.

Our highlights of the year 2021/22



April 2021	<p>See, hear, say roller banners dispatched to district council offices, as the country starts opening up after lockdown</p> <p>Model policy for voluntary organisations published on our website</p> <p>Our board manager supports the delivery of a joint national SAB chairs & national board managers network workshop on local resilience forums</p>
May	<p>See, hear, say roller banners distributed to libraries around Norfolk</p> <p>We run our first LSAP webinar on carer support (with 15 attendees)</p> <p>Second LSAP webinar of the month, this time on the subject of hate crime (32 attendees)</p> <p>Our board manager met with academics from King's College with a view to support research into self-neglect and hoarding</p>
June	<p>We're very excited as our new look website is launched this month!</p> <p>Another LSAP webinar: modern slavery (26 attendees)</p> <p>Our campaign highlighting carers & abuse of older adults begins</p>
July	<p>Training on self-neglect and hoarding given to Norwich GPs by our board manager, in collaboration with Sarah Young (head of D2A service improvement in central Norfolk and also Norwich PCN development team)</p> <p>Our first self-neglect & hoarding subgroup meeting</p> <p>LSAP webinar on Channel Panel (10 attendees)</p> <p>Alex Ruck Keene spoke at the July board meeting about Liberty Protection Safeguards and why safeguarding adults boards need to think about them and what they can do</p>
August	<p>On 9 August, Heather Roach started in post as our new board chair</p> <p>Our Tricky Friends animation was launched on 20 August at the Independence Matters community hub in Dereham</p> <p>LSAP webinar on cybercrime & scams (12 attendees)</p> <p>A slightly quieter work month enabled us to complete the following publications: 7 minute briefings on Managing racist abuse when providing care and Transitional safeguarding (we were approached by another SAB to borrow this guidance), plus child & adult safeguarding guidance and MCA guidance. All available on our website!</p>

Our highlights of the year 2021/22



September	<p>NSAB received national coverage on 9 September when our SAR into the three deaths at Cawston Park hospital was published</p> <p>LSAP webinar on exploitation (92 attendees)</p> <p>Our new chair Heather met (virtually) board members, as a group, for the first time</p> <p>Update on NSAB carers & abuse of older adults campaign – 2,000 postcards distributed via carers pack between June and September</p> <p>A revised Herbert Protocol form is published, in collaboration with Norfolk police</p>
October	<p>Nathan Jarvis joins us as communication lead, dividing his time between us and the Norfolk Safeguarding Children Partnership</p> <p>LSAP webinar on cuckooing (over 100 attendees)</p>
November	<p>We hold our first webinar on self-neglect and hoarding, joined by Lofty Heights (over 175 attendees)</p> <p>Our board manager provides safeguarding adult training to 50 plus UEA Clinical Psychology students</p> <p>We're joined by Dr Hannah Bows for a conversation on 'Contemporary perspectives on domestic violence and older adults'. 87 people attend</p> <p>It's Safeguarding Adults Week, and we publish guest blogs from Gary Dack (Norwich City Football Club) and NSAB members: Judith Sharpe and James Kearns, during this week</p>
December	<p>In collaboration with Norfolk Safeguarding Children Partnership, we host a district councils and housing provider workshop which focused on domestic abuse and anti-social behaviour</p> <p>Following publication of the SAR, the Minister for Health & Social Care meets Cawston Park families at County Hall</p>
January 2022	<p>NSAB facilitates a problem solving workshop on the impact of system pressures on adult safeguarding with selected NSAB members</p> <p>Our deputy board manager held a three hour virtual session for social worker apprentices, covering safeguarding in practice and what the safeguarding board does</p>
February	<p>Lisa Barraclough, from the Department of Work & Pensions (and NSAB member), wrote the first guest blog for our website</p> <p>NSAB were referenced in the CQC Monitoring Mental Health Act (MHA) report 2020/21</p> <p>We publish a 7 minute briefing titled What is communication? This was produced in collaboration with Kate Brolly from N&WCCG</p>
March	<p>LSAP webinar on dealing with distressing calls with Helen from the Samaritans (over 80 attendees)</p> <p>We held our first local authority & health workshop to develop a tool for understanding safeguarding concerns</p>

Our website and social media



Twitter @Norfolksab

In March 2021, NSAB had 1,443 Twitter followers; in March 2022 we had 1,634. Each month there has been a steady increase. Of course, as with the majority of Twitter accounts, followers come and go but we are followed by many of the key organisations that we deal with, and many of the other safeguarding adults boards too.

We use Twitter to share lots of important safeguarding related information including national updates as well as local ones. We also support a lot of our key partners by retweeting their information. In the last two years there has been a rise in the number of scams reported and NSAB has used its Twitter feed to share and retweet information on what to look out for, and what to do if scammed.

We've also tried to show a more human side to our account. The tweet revealing that it was our board manager Walter's birthday received 31 likes; one of the highest numbers a single tweet of ours has had!

During the last year, NSAB tweeted around 610 times which averages at around 51 tweets a month. We had our highest number of new followers in September, the month that the Cawston Park SAR was published.

Website

After months of planning and hard work, our refreshed website went live on Tuesday 15 June 2021. We're so pleased with the way that it looks and have had some fantastic feedback, praising how easy it is to navigate and its more modern feel. As a result of promotion of the new site, the user numbers increased from 1,960 in May to 2,543 in July and continued to rise until October.

We had an average of 2,655 users a month visit our website. The average in the last reporting year was 1,868, meaning a considerable increase of an average 787 users per month. The highest number of users was, unsurprisingly, in September (total 5,980) when we published our Safeguarding Adult Review into the three deaths at Cawston Park hospital. This of course was responsible for bolstering the user numbers.

We continue to share news stories which we feel will be of interest. Approximately 421 have been published. The most popular news story clicked during the year was actually published back in October 2018, and related to the Children's Advice and Duty Service. We're very curious to know why this received 374 hits!

Walter always receives much praise for his blogs which provide a source of enjoyment (and enlightenment) for many of our users. The most popular blog in the last year was in October: Middle lane motorway drivers and petroleum panic.

Safeguarding Adults Collection Return 2021/22



We have picked out three abuse types which have shown the biggest changes over the past three reporting years: pre pandemic, during the pandemic and now. As reported in the media, the number of domestic abuse cases have increased considerably during the pandemic, and this has included those where safeguarding adults duties would apply. NSAB continues to work closely with partners to promote greater awareness of the issue where it links with safeguarding adults, and in 2021/22 developed a campaign with the Domestic abuse and sexual violence group focusing on older adults and domestic abuse.

In Norfolk pre pandemic, physical abuse was the most commonly reported type of abuse; however, this has now been overtaken by neglect and acts of omission, which showed a substantial increase in 2020/21, and has jumped again in the latest reporting year, although the increase isn't quite as marked.

There are several things which may be supporting the slight slowdown: increased visiting to services as restrictions eased, the positive impact of a more structured approach to supporting quality and safety in care settings, continued work by partners and organisations to offer information, support and training opportunities to providers. NSAB has also maintained its commitment to care homes to promote best practice.

Abuse type	2019/20	2020/21	2021/22
Domestic abuse	89	196	210
Neglect and acts of omission	623	814	875
Physical abuse	776	743	689

Counts of Individuals by Age Band	18-64	65-74	75-84	85-94	95+
Individuals involved in Section 42 safeguarding enquiries	622	158	335	390	84

Counts of Individuals by Gender	Male	Female	Not Known
Individuals involved in Section 42 safeguarding enquiries	645	943	1

Safeguarding Adults Collection Return 2021/22



Abuse location

We've included this category as the number of abuse cases reported in the adult at risk's own home has increased noticeably. Again, the pandemic could be a factor as people were only mixing with their own household, which may include a carer (paid or unpaid), leading to increased strain on those carers.

The number of abuse cases in residential care homes increased during the pandemic but the numbers have fallen again.

Location	2019/20	2020/21	2021/22
Own home	786	1,071	1,156
Residential care homes	814	926	880

Risk conclusion

The number of cases where risk remained has seen a gradual small reduction, and the figures for risk removed has a steady and positive increase in percentage terms..

Risk	2019/20	2020/21	2021/22
Remained	153 (8%)	102 (7%)	109 (6%)
Reduced	1,221 (62%)	996 (61%)	991 (59%)
Removed	584 (30%)	518 (32%)	590 (35%)
Total	1958	1616	1690

Mental capacity

Here we are looking for numbers of 'not recorded' to be lower – during the lockdowns and other pandemic restrictions there was an increase in cases where mental capacity of the adult at risk was not recorded. This percentage is decreasing, and we would hope to see it lower again in the 2022/23 SAC return, particularly as NSAB are continuing to focus on use and understanding of the Mental Capacity Act.

Capacity	2019/20	2020/21	2021/22
Yes, they lacked capacity	36%	43%	41%
No, they did not lack capacity	51%	35%	40%
Don't know	5%	1%	3%
Not recorded	8%	21%	16%

For further information, please see [//digital.nhs.uk/data-and-information/publications/statistical/safeguarding-adults/2021-22](https://digital.nhs.uk/data-and-information/publications/statistical/safeguarding-adults/2021-22)

Financial summary 2021/22



Income Source	General funding	Contribution to deputy board manager post
NCC	20,000	10,000
CCG	22,500	10,000
Norfolk Constabulary	20,000	10,000
Other partners		
• District councils x 7 (£5K per District council)		
• Norfolk Suffolk Foundation Trust (£3K)		44,000
• Norfolk Community Health & Care (3K)		
• Queen Elizabeth Hospital (3K)		
Income from Train the Trainer	3,691	
Contribution from research project	2,500	
(NB: Balance brought forward from 2019/20 transferred to SAR budget 2021/22 = 27,615)		
Total	68,691	74,000

Costs Breakdown – General budget	
Total staffing	
• Independent chair(s) plus recruitment costs (22,654)	
• Deputy manager (57,188)	91,664
• NSAB contribution to board coordinator hours (11,822)	
Training, research costs, promotional materials and speaker costs (also includes Train the Trainer)	6,090
NSAB website costs	2,683
Design & animation production costs	1,746
Pride sponsorship	960
Annual Report	1,200
Report from Healthwatch	7,000
Miscellaneous	816
Total	112,159

Total income	142,691
Total expenditure	112,159
Carry forward to 2022/23 (Will be transferred to SAR budget)	30,532

Financial summary 2021/22



SAR costs	
SAR report and related costs 2021/22	43,207
Balance brought forward in 2019/20 from general budget	3,731
Balance	-39,476
Transfer from general budget 2021/22	27,615
Balance for SAR budget for 2022/23	-11,861

NSAB began the year with a carry forward amount of £27,615. This is transferred to the Safeguarding Adults Review budget and set against the Cawston Park hospital SAR and future costs.

Staffing costs of the deputy manager post continue to be met through additional contributions from our statutory partners, plus our district councils, one of our acute health partners, community health, and mental health trust too.

Each year the Locality Safeguarding Adults Partnerships are allocated £500 (total £2,500) each in support of their work. This was not spent in 2021/22, so will be carried forward.



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Cabinet

Item No: 10

Report Title: Annual Review of Norfolk Adoption Service 2021-2022

Date of Meeting: 7th November 2022

Responsible Cabinet Member: Cllr John Fisher

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

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 31st March 2022

Introduction from Cabinet Member

Strategic Impact

Every adoption agency has a statutory requirement to publish and regularly update a document which describes the ethos, core aims and objectives, what services it offers along with its management and oversight arrangements.

The following page details the performance of the adoption service and includes the following information.

- Performance in recruiting adopters
- Performance in finding adoptive families for children
- Performance providing post adoption support
- Adopt East

The purpose of the adoption service is to approve prospective adopters, prepare children for adoption, match adopters with children, and to provide appropriate post adoption support. This supports the overarching outcome which is to ensure that children and young people are brought up in secure and permanent homes.

Our key priorities are:

- To provide a service responsive to the needs of children, who require a permanent family placement
- Recruiting sufficient and diverse adopters to meet the needs of children.
- For adopted children and young people to be happy members of a family, confident and achieving to their very best potential.

- Seek to achieve a successful outcome for each child placed with a new family, minimising the number of placement disruptions.
- To provide a comprehensive adoption support service to adopted children and their families, and also provide support to birth families.
- To value adopters, providing them with a high standard of support and guidance via their social worker, support groups and training, to ensure they are well prepared for the task of becoming adoptive parents.
- To work in partnership with all those affected by adoption and provide information and advice on all adoption matters to the general public and other professionals.
- To provide an adoptive family committed to maintaining contact arrangements in line with the child's needs.
- To employ an innovative range of family finding techniques including the use of Link Maker, events and projects with Adopt East and a range of adopter-led matching activities.
- To ensure all information/records will be treated confidentially and held securely.

Executive Summary

This paper reports to Members on the performance of and outcomes achieved by Norfolk's Adoption Service, and a summary of the Adoption Annual Report, which encompasses the Statement of Purpose amended by the previous years' data.

Norfolk County Council also continues to be part of Adopt East, an alliance of Adoption Services (partners) and Voluntary Adoption Agencies (Norfolk, Essex, Suffolk, Southend, Luton, Hertfordshire, Bedford Borough, Thurrock, AdoptionPlus and Barnardo's).

The priorities of the Alliance are: -

- Decisions about placements are always made in the child's best interests
- Service delivery has at its heart innovation and practice excellence
- Social Workers are highly skilled professionals who make high quality evidence-based decisions and do not tolerate damaging delay for children in their care
- Matches are made without unnecessary delay
- Adopt East are committed to supporting early permanence placements
- Every adoptive family has access to an ongoing package of appropriate support with a high-quality specialist assessment of need
- The voice of adopters and their children is at the heart of national and local policy making and delivery of services

The key performance outcomes achieved for the service over 2021-2022 are:

- The making of early permanence placements, of which there were 13 in 2021/22, compared to 8 the year prior.

- We have been innovative, recognising the static position of looking at contact post-adoption. We now offer a contact consultation service which has seen the number of direct contacts between adoptive and birth families increase to 16 cases.
- ADM approved plans for adoption in 2021/2022 was 58, whereas 2020/2021 the total was 52
- Placement Orders made in 2021/2022 was 44 which is an increase from the previous year (36).
- ADM approved matches were 43 for 2021/22 compared to 62 in the year prior.
- The number of adopters approved each year are similar with 33 in 2021/22 and 34 the previous year.
- There was a decline in children placed for adoption in 2021/22 with 42 children as opposed to 57 the year prior. Court delays have impacted on these figures, and we are very focused on working with the judiciary to address and providing relevant support to ensure placement success.
- With our Adopt East colleagues we share best practice and work collaboratively across the region.
- Prospective adopters' assessments are of a good standard.
- Family finding profiles are thoughtful and well written
- We continue to make transitions bespoke to each child via the moving to adoption model.
- Adopt East have recognised the excellent work Norfolk offers both pre and post adoption and have therefore asked Norfolk to lead on the adoption support practice stream across the local authorities.
- Post adoption support packages are comprehensive and individualised, and the team now offer training in therapeutic parenting, Theraplay, non-violence resistance, nurturing attachments, all of which have been positively received.
- During 2021/22, we continued to adapt our practice due to the impacts of the pandemic, however this did not affect our work in respect of placing children for adoption.
- We continue to evolve our support offer in this 'new' hybrid world post pandemic.

Recommendations:

- 1. Cabinet is invited to accept the Annual Report for the Norfolk Adoption Service for year 2021/22 and endorse the Statement of Purpose for 2022/23**

Norfolk
Adoption
Service

Annual Report 2021 - 22

CONTENTS:

- 1. Key Messages & Introduction**
- 2. Early Permanence**
- 3. Children with an Adoption Plan**
- 4. Children Placed for Adoption in 2019/2020**
- 5. Children Made Subject to Adoption Orders**
- 6. Adoption scorecards**
- 7. Panel**
- 8. Recruitment and Approval of Adopters**
- 9. Adoption and Post Adoption Support Services**
- 10. Disruptions, Complaints & Allegations and Compliments**
- 11. Adopt East Alliance**
- 12. Adoption Performance 2021/2022 in a Snapshot**
- 13. Developments and Ambitions for 2021/2022**

1. Key Messages

Following the Ofsted inspection in 2017, Norfolk Adoption Service has continued to make strides in its performance and has retained the practice as noted as positive by Ofsted. There had been a decline in the number of prospective adopters making enquires in early 2021-2022, however Norfolk has responded with an updated recruitment strategy.

Norfolk has continued to promote early permanence (Foster to Adopt) and in 2021-2022, we saw an increase in early permanence placements. Norfolk routinely ensures that early permanence training is offered to all prospective adopters and we are also rolling training out to social workers.

Norfolk has continued to promote the 'Moving to Adoption' UEA model of transitions and the feedback from foster carers and adopters has been positive regarding this and we see that the children respond well to the more carefully considered transitions.

In December 2021, we amalgamated the adoption and kinship support teams into one to ensure that there was appropriate and timely support irrespective of the permanence plan for children. The Adoption and Kinship Support Team has seen an increase of referrals during 2021-2022, and in March 2022, there were 339 children active to the team, with the majority receiving therapeutic support through the Adoption Support Fund. Additionally, workers in the Adoption and Kinship Support Team have also undertaken direct therapy with some children and their families

Introduction

The purpose of the document is to report on the activity of the adoption service, fulfilling obligations in the Adoption National Minimum Standards (2011) and Adoption Service Statutory Guidance (2011) to report to the executive side of the local authority. It will include performance and developments in Norfolk's delivery of adoption services; how the Council is compliant with key national minimum standards and the service offered to those seeking to adopt and those affected by adoption through the provision of adoption support. This report details the work of Norfolk Council Adoption Service from 1st April 2021 to end of March 2022.

Adoption is one of the most important and significant decisions that can be made for a child. Norfolk Children's Services wants every child to grow up in a safe, stable and loving home so they can FLOURISH. For those young children who cannot remain or return safely to their birth families, adoption offers them the best opportunity to experience a warm and loving family environment throughout life.

The adoption of children from care has a high profile nationally, with 2016 highlighting key adoption reforms being implemented, in particular the expectation that every Local Authority is part of a Regional Adoption Arrangement. Norfolk is part of Adopt East, a large regional adoption alliance that supports the coming together of 8 local authorities

across the eastern region to share and develop best practice in family finding, matching and support, both before and after adoption of a child takes place.

The Adoption Service is responsible for recruitment, assessment, approval and support of adopters both before and after the adoption order is made, family finding for looked after children with a plan of adoption and post-adoption support services for children and adults (both adults who have been adopted and adults affected by a family member being adopted). The team provides a duty service for prospective adopters and offers consultancy on adoption matters to social workers across Children's Services. The team manages domestic adoptions and those adoptions where there is already a child living in the family (eg. step parents, other relatives, foster carers and others); birth parent counselling; post placement and post adoption support and a range of intermediary services. We now have a service level agreement with IAC (The Intercountry Adoption Centre) who can provide advice and assistance to people living in Norfolk who wish to adopt from abroad. Potential adopters need to contact IAC directly, who will provide an annual report to Norfolk County Council for any work they do.

2. Early Permanence

2.1. As part of our local authority's continuous development plan, early permanence for children has been a key focus in 2021-2022. Outcomes for children placed in early permanence are often improved as it reduces the number of carers a young child experiences and can result in them only experiencing one carer from birth to adoption where they are placed directly from hospital.

2.2. Fostering for adoption is an established early permanence practice in Norfolk. From the point of enquiry, prospective adopters are provided with information about early permanence. Early permanence carers are approved adopters who have the skills, emotional resilience and willingness to be able to offer a child a loving and nurturing home prior to the Court agreeing a plan of adoption, with many early permanence adopters caring for a child from the day they leave hospital after birth. This is a difficult role for adopters as they have to live with the uncertainty that the child they are caring for, and have 'claimed', may be returned to the care of their parents or moved to an alternative placement with other family/connected people within their network.

2.3. The uncertainty for foster to adopt carers increased in 2021-2022 due to the ongoing challenge of lengthy care proceedings, with care proceedings still taking much longer than the statutory timescale of 26 weeks. Protracted proceedings can lead to newly identified family members coming forward for assessment very late on, often many months after a child moved to the early permanence carers. As such, careful risk management is required to ensure early permanence carers have the support they need.

- 2.4. The number of adopters offering or being assessed as able to offer early permanence to children has declined; this is not a route that all adopters are suited to or wish to pursue. There is careful assessment, training and support available to those wishing to consider an early permanence offer due to the impact on adopters should the child return to their family unit. We have seen a small decrease in the number of foster to adopt arrangements when compared with 2020-2021.
- 2.5. The foster to adopt carers are supported by an adoption social worker who provides intensive advice and support. The adoption social worker provides a fostering handbook and information regarding the standards that foster carers must adhere to. Information about any available support groups and training courses is also provided. The social worker continues to offer support up until the point of an adoption matching panel (where the panel considers if the match between the early permanence carer and the child is appropriate) or if the child leaves the early permanence placement. All adoptive applicants are expected to attend Early Permanence training which is now part of the training provided in Stage 1 of the recruitment process to ensure that any adopter who is interested in offering early permanence is able to progress to assessment.
- 2.6. Consideration of early permanence is reflected through 75 placements made in Norfolk so far from 2015-2022 (2014/15 – 1 placement; 2015/16 – 7 placements; 2016/17 – 11 placements; 2017/18 – 17 placements; 2018/19 – 11 placements; 2019/20 – 7 placements, 2020/21 – 8 placements; 21/22 – 13 placements).

3. Children with an Adoption Plan

There were 58 children (as opposed to 52 last year) with an Agency decision for adoption made during the 2021/2022 financial year, of which 31 were male and 27 were female, compared to 29 and 23 the previous year. This is an increase of 6 children (11%)

The ages of this cohort of children when an adoption decision was made were as follows:

Age	Number
Under 12 months	25
1	21
2	5
3	3
4	2
5	2

6+	0
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3.1. In terms of their ethnic backgrounds, of the cohort of 58 children:

- 50 were of White British heritage
- 8 were from other ethnic backgrounds

3.2. There was an increase in the number of ADM adoption decisions granted with 58 made in 2021/2022 compared to 52 made in 2020/2021, 79 in the year 2019/2020 and 75 in 2018/19 and 84 in 2017/18.

3.3. There was a decrease in the number of sibling groups requiring a placement together compared to the previous year, with 4 sibling groups of 2 children being available for placement together. Norfolk continues to complete comprehensive Together or Apart assessment on all sibling groups.

3.4. There is an increase in the number of children under the age of one, 25 in 2021/2022 with there being 22 in 2020/2021, 36 in 2019/2020.

Adoption Plans Agreed during 2021/2022

3.5. Of the cohort of 58 children who had adoption plans agreed in the year 2021/2022,

- 1 was placed and subsequently adopted within the same year 2021/2022 which was an early permanence child, this is the same as the previous year where we saw 1 child placed and adopted in the same year.
- 13 were placed for adoption within the same year 2021/2022 which is a decrease from last year (16).
- 27 had Placement Orders Granted within the same year as the plan was made and out of these only 10 had not yet been matched to a prospective Adopter by March 2022 with 3 having been matched but not placed by the end of the year.
- 31 were waiting for Placement Orders at the end of March 2022, one of which has been since May 2020, child currently going through lengthy proceedings.

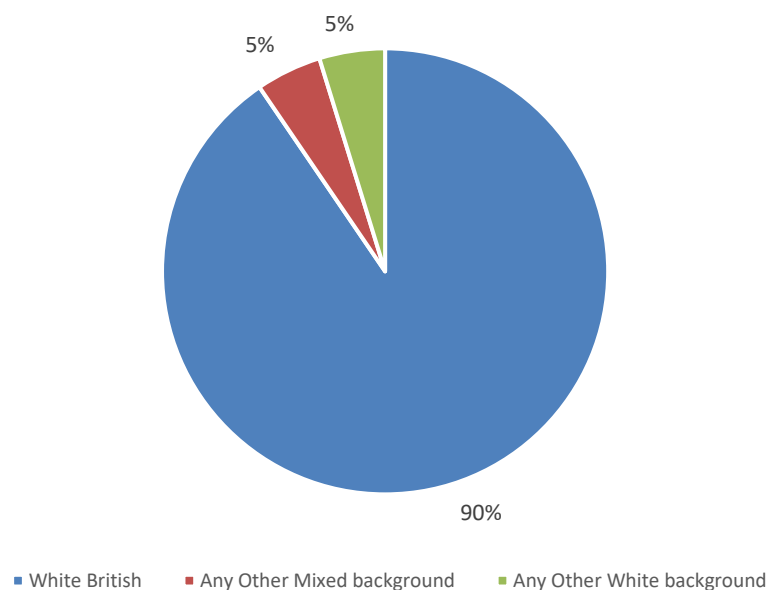
4. Children Placed For Adoption in 2021/2022

Adoption performance has decreased in the year 2021/2022 in terms of timescales and has decreased in the number of children placed for adoption which follows the trend nationally and has been the result of delays due to COVID-19.

4.1. There were 42 looked after children placed with prospective adopters during the year, compared to 57 in 2020/2021.

- 4.2. In this cohort of 42 children, there were 30 individual children, with the other 12 children being part of sibling groups (6 sibling groups of 2 children were placed).
- 4.3. In terms of gender, there were 16 males and 26 female children, with the eldest being 6 years old and the next eldest was 5 years. 3 months old and the youngest was 5 months old at the time of the adoption placement
- 4.4. In terms of ethnicity, out of the 42 children placed:
- 38 - White British
 - 2 - Any Other Mixed background
 - 2 - Any Other White background

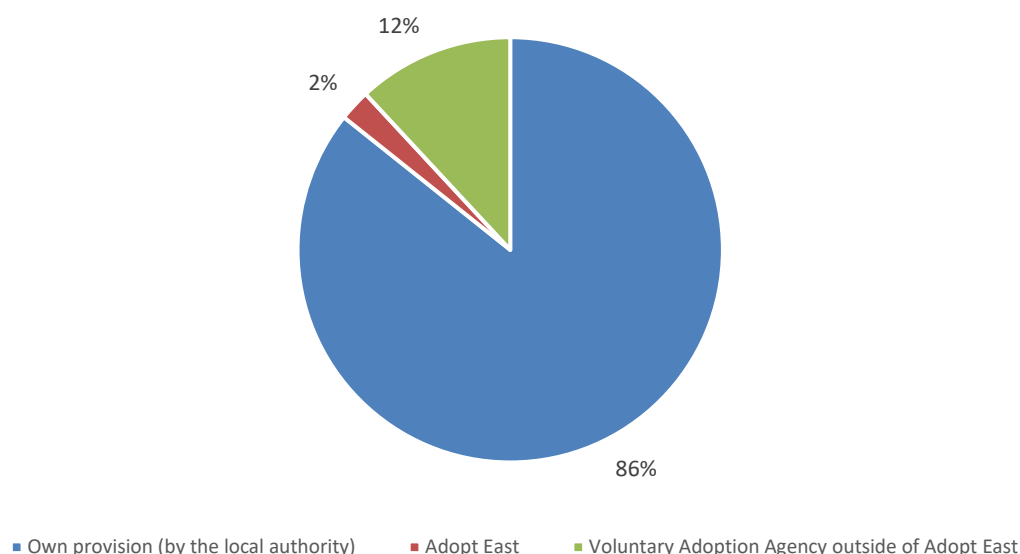
Ethnicity of children placed for adoption 2021/22



- 4.5. Of the cohort of 42 children placed for adoption, 8 had been initially placed with their carers as early permanence placements (6 at birth). Hence, 8 children did not have to move to an adoptive family as they were already living with them. This represents 19% of children who were placed in the year.
- 4.6. In terms of placement providers, of the cohort of 42 children, 35 were placed within Norfolk, 2 were placed in Adopt East and, 5 were placed with adopters from voluntary adoption agencies within Adopt East.

During 2021/2022, Norfolk spent £478,898 on inter-agency fees; of this £137,732 were for inter-agency placements outside of Adopt East and prior to our inter-agency agreement and £1,376,884 was for on-going support in the form of adoption allowances

Placement Providers 2021/2022



4.7. As at 31st March 2022, there were 50 children where a decision had been made that the child should be placed for adoption who were waiting to be placed for adoption. Out of these, 18 had a Placement Order, of which 6 had been matched but not yet placed. 1 had a plan of adoption originally made in 2019/2020, 4 had a plan of adoption originally made in 2020/2021. The other 27 children had plans of adoption agreed in 2021/2022 but had not yet had a Placement Order made. This is an increase from the previous year, 39 children were waiting for an adoption placement on 31st March 2021.

4.8. Of the 18 children who had a Placement Order in 2021/22 when measured against KPIs:

Of these children have been waiting to be placed for longer than 90 days since placement order granted as at 31st March 2022.

For the KPI of children who have had a placement order for 18 months but are not yet matched is zero

For the KPI of children looked after for more than 18 months subject to a Placement Order but not yet matches we had 7 children.

5. Children Made Subject to Adoption Orders 2021-2022

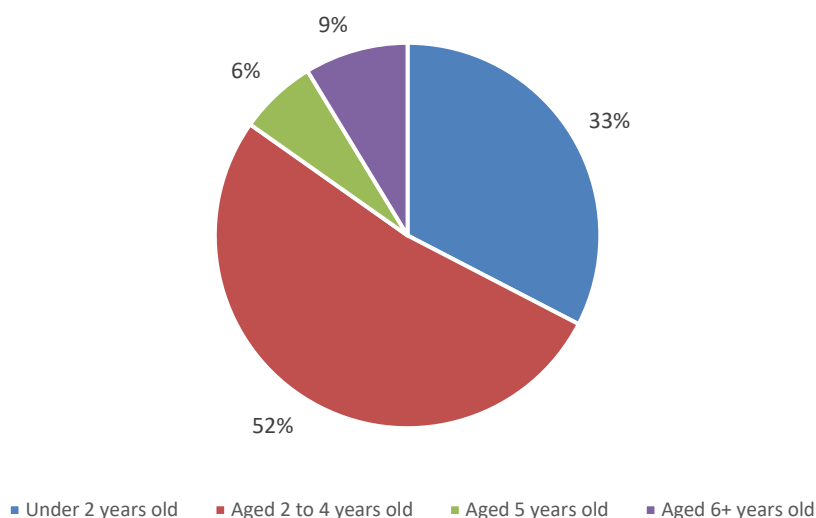
5.1. 46 children were made subject to Adoption orders in 2021/2022 compared to 48 in 2020/2021. This is 14% of children who ceased to be looked after (slightly down on last year (15%) however above the national average of 10%). (*Children looked after in England including adoption: 2020 to 2021 Release*)

5.2. Out of the 46 children subject to an Adoption order, at the time the Order was

made:

- 15 children were under the age of 2 years (19 under the age of 2 last year)
- 24 children were aged 2 to 4 years inclusive (24 last year)
- 3 children were aged 5 (2 last year)
- 4 children were aged 6+ (3 last year)

Age of Children Subject to an Adoption Order 2021/2022



5.3. Out of the 46 children, the eldest child was aged 8 years and 8 months at the time the Adoption order was granted, and the youngest child was aged 1 year old.

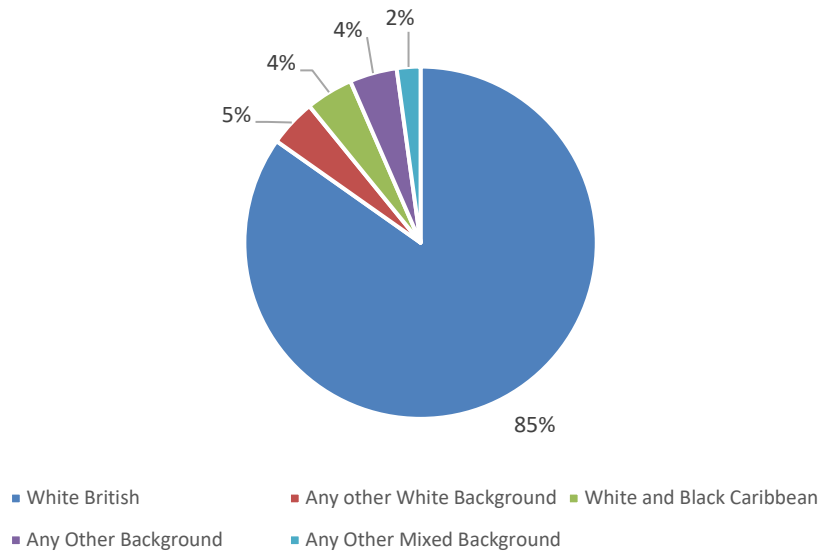
5.4. Of the 46 children cohort:

- 21 of the children were female and 25 were male
- 12 of the children had been placed for adoption within the year 2021/2022

5.5. In terms of children's ethnic background, out of the 46 children:

- 39 - White British
- 2 - Any Other White background
- 2 - White and Black Caribbean
- 2 - Any Other Mixed background
- 1- Any Other Background

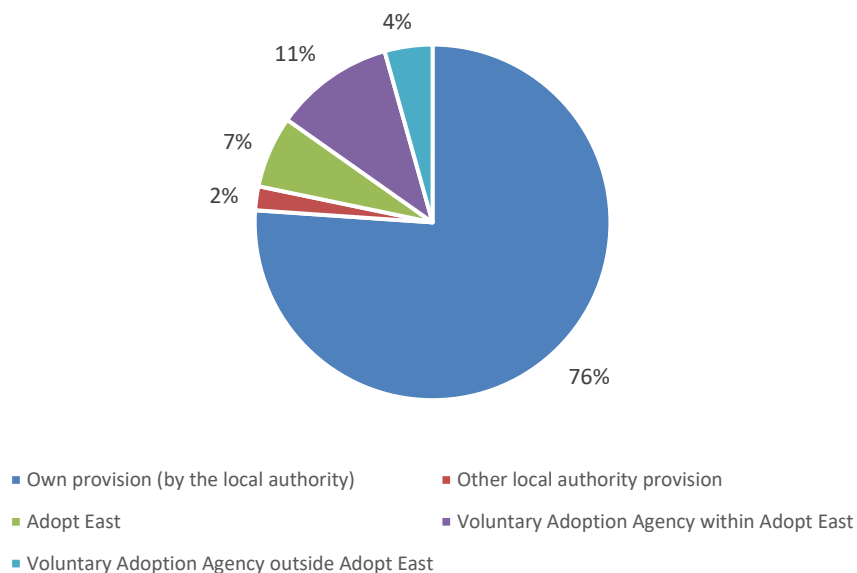
Ethnicity of Children Subject to an Adoption Order 2021/22



5.6. In terms of placement provider, of the 46 children adopted in the year 2021/2022.

- 35 children were placed with Norfolk County Council Adopters
- 3 children were placed within Adopt East
- 5 children were placed with a VAA within Adopt East
- 2 children were placed with a VAA outside of Adopt East
- 1 child was placed by other local authority provision

Placement Providers 2021/2022



6. Adoption scorecards - 2021-2022 Provisional figures

The Adoption Score card shows that timescales for children being adopted in Norfolk are also improving from a low starting point:

A10: 495 days - average time between a child entering care and moving in with its adoptive family adjusted for foster carer adoptions, this is above the national figures for 2021/22 of 459 days. (Note for Q1 of 2022/23 the 12 month Rolling figure is 487)

A2: 207 days average time between a local authority receiving court authority to place a child and the local authority deciding on a match to an adoptive family (2020/2021), this is below the national figures of 199 days. The National Indicator Target is 121 days. (Note for Q1 of 2022/23 the 12 month Rolling figure is 193 days)

A20: 312 days - average time between a child entering care and a local authority receiving court authority to place a child, for children who have been adopted (days) (Note for Q1 of 2022/23 the 12 month Rolling figure is 328 days)

The published scorecards continue to be affected by legacy cases and a specific long adoption timeframe and court delays.

7. Panel

- 7.1. The adoption panel have a quality assurance role to support and challenge performance within the adoption service. Quarterly meetings take place regularly with the management group, independent chair and vice-chairs as well as other key staff to facilitate good communication between the panel and the agency to focus on continuing improvement. We continued to focus on panel development throughout 2021-22, and have begun an ambitious programme of panel training and joint reflective practice events in 2022/23, including a focus on trauma, decision making and resilience building.
- 7.2. The panel is now served by two part-time Panel Advisers, and this role was expanded in 2021. The panel advisers are responsible for effective operation of the panel, agenda setting, the quality assurance of panel papers (including CPR's) and take a lead in the recruitment of panel members. The panel contributes significantly to the positive work of the social work teams in planning for children and providing a key quality assurance role.
- 7.3. Adoption Panel has operated virtually since the end of March 2020, with all panel members adapting well to this format which was necessary due to Covid-19. Some changes were initially made to the way Panel conducted business due to it initially

taking longer to manage each case virtually, however as time has passed, the original format has been, in the main, returned to. The use of virtual meetings will be regularly reviewed to make sure panel business is conducted in the best possible way. We are planning to complete a consultation with adopters, social workers, panel members and other local authorities in the new year to explore how we move forward with a hybrid approach to adoption panels.

7.4. Adoption Panel can meet up to four times a month. During 2021/2022, 30 adoption panels were held, 19 panels were cancelled due to no bookings on those dates. The number of panels cancelled reflects the lower number of overall cases being presented.

7.5. Panel recommends to the Agency Decision Maker prospective adopters following assessment, including whether their approval should include an early permanence offer. Panel also considers matches of approved adopters with Norfolk children. Panel also has a role to consider the suitability of plans of adoption for relinquished children, there was 1 such plan to consider this year. The final decision, taking into account the panel's recommendation is made by the Agency Decision Maker, currently the Assistant Director for Children's Social Care with responsibility for Corporate Parenting. Approvals for temporary foster carer status for Foster to Adopt carers (approved adopters who are willing to foster a child usually during care proceedings) are also considered by this Agency Decision Maker.

The Table below shows cases presented to panel in 2021-22

Type of Case	No of Panel Rec	No. ADM approved	Total for 21-22
Approval	32	32	32
Match	43 children	43 children	43 Children
Relinquished baby plan	0	0	0

There were 2 cases deferred by panel (sibling pair) in 2021-2022 due to receiving late information. One case was removed due to allow information from an impending professional consultation relating to the case to take place so the information could be included and presented to panel. Panel made positive recommendations in most approvals of prospective adopter presented to panel. There was one non-recommendation considered by panel in this period. This indicates that Stage 1 and 2 process is rigorous, and well managed and therefore no Norfolk adopters applied to the IRM.

Agency Decision Maker – approval of plans of adoption for children.

The Assistant Director for Social Care is the lead Agency Decision Maker (ADM) that considers whether children should have a plan of adoption. This is a role laid down in regulation and concerns children going through care proceedings. This decision needs to

be made prior to and in order that the Local Authority making a Placement Order application to the Court. In 2021/22 **58** plans of adoption were agreed. There are occasions when a number of plans came back to the ADM for review following further assessments having been ordered in Court. 5 children had their plans reviewed in this manner. An additional 3 children had their plans changed away from adoption meaning that the LA did not eventually apply for a Placement Order for them. There is an on-going issue of continued protracted care proceedings for some children. This issue has been impacted by delays in Court listings due to Covid-19 and this continues to date.

Panel members

There are currently 12 people on the Central List. The Independent Chair of Panel was previously Vice Chair so there has been continuity for the panel. An Independent Vice-Chair has been appointed this year, who is also an experienced panel member.

Panel members are very committed and have a lot of experience of adoption between them. Some attend once a month, others attend all panels. Usually, each panel has about 6 people sitting on it. There have been no issues with quoracy, and panel members are very flexible. Two County Councilors sit on panel regularly. One is a long-standing and experienced panel member and the second started on panel in January 2022.

It is acknowledged that Panel would benefit from more diversity in terms of both ethnicity and sexuality. This will be considered moving forward.

Feedback from adopters attending panel has continued to be overwhelmingly positive over this period and adopters have also adjusted to virtual panels and have continued to comment that they find the panel welcoming and try to put them at their ease as well as professional in their approach.

8. Recruitment and Approval of Adopters

- 8.1. Our Recruitment Strategy has been refreshed to increase and maintain a diverse pipeline of adopters to reflect service and national need. The early permanence scheme was incorporated in the recruitment strategy.
- 8.2. Early Permanency features in our adopter recruitment and assessment. This is discussed with prospective adopters at point of enquiry and throughout the process: information pack, information session, Stage 1 and 2.
- 8.3. All our adopters attend a core training session which focuses on Early Permanence/Foster to Adopt. This includes individual links to our previous Early Permanence carers, introduced under COVID restrictions when training went online and continued into face-to-face sessions as feedback was so positive. If prospective adopters continue to express interest in this route and wish to include it in their approval offer, they have a second opinion visit from one of the Early Permanence Practice leads within their home study assessment. There is a designated section on Early Permanence within their training Handbook

- 8.4. All of our prospective adopters attend 12 modules of training. During the COVID 19 pandemic the training was adapted and presented online in shorter sessions. Whilst the service sought to restart face to face sessions in April 2021, adopters were still very anxious about the risks of covid and were adjusting to the 'new normal' post lockdowns. As such, we maintained online sessions for the year, making plans to commence face to face sessions in 2022. The training has now returned (commenced April 2022) to face-to-face full days over 4 full days but retains the use of personal links between prospective adopters and adopters/foster carers and EP carers. This is done outside of the direct sessions as part of a number of 'homework' tasks. Experienced Norfolk adopters continue to contribute delivering these sessions, offering prospective adopters an opportunity for individual discussion and learning from their adoption experience. The Adoption Support Team also contribute to raise awareness of the support available post placement.
- 8.5. Use of existing and veteran adopters are a core part of our adoption training. We have a bank of volunteers who are enthusiastic about offering these links and sharing their lived experience. This includes experienced foster carers who support transitions to adoption
- 8.6. The number of approved adopters decreased in the year to March 2022 to 33 from 41 last year. This is because of a smaller number of suitable applicants and reflects a wider pattern in the country as a whole. Our need to recruit more adopters, especially those able to adopt harder to place children, including BME children, older children and sibling groups remains crucial.
- 8.7. In response we have increased our level of marketing activity through greater use of social media and targeted advertising in various media. There are encouraging signs that the number of applicants is beginning to increase. Being part of Adopt East we hope will be beneficial providing regional publicity campaigns.
- 8.8. The adoption service works within the timescales for the adoption process of 6 months from application to approval. Where adopters have not been approved within timescale this has usually been because the assessment is complex and requires more time to achieve the best outcome.

9. Adoption and Post Adoption Support Services

- 9.1. Adoption support offered to adoptive families has been to a high standard and we have been making good use of adoption support fund to access services for adopted children and their families.

A 5-day a week duty system for adoption support (introduced in 2017) and separate 5-day Duty System for Kinship has continued to provide a prompt, empathetic and

consistent support, by our dedicated Duty Workers, to adopters and Special Guardians (SGs) alike.

9.2. In 2021/2022, the service received a total of 83 referrals, across 77 families which resulted in assessment of needs being completed. Most of the 68 referrals resulted in ongoing support from the team. 108 cases were closed to the team by the end of March 2022 and at year end, the team were working with 339 children, with 264 of these families in adoption support and 75 families which are kinship support families.

A total of 319 applications were made to the Adoption Support Fund in 2021/2022 (down from 373 last year) and funding of just under £854,939.88 was secured which enabled us to purchase various resources for our adoptive families. This included Family therapy, specialist assessments, sensory integration programme, therapeutic parenting courses, family mediation provisions, play therapy, music therapy and art therapy. In addition, the post adoption support team provided family mediation, therapeutic life story work, Theraplay and Dyadic Developmental Practice (known as DDP) 36 of these applications were for services that the team have provided in-house and 283 applications were for work with external providers.

9.3. An annual Christmas party was due to be held in November 2021, which is normally a well-attended event for adopted children and their adoptive families, however due to COVID-19 restrictions, this had to sadly be cancelled. This also impacted on the yearly picnic at Gressenhall for adopters and foster carers.

Other adoption support services and developments in 2021/2022

In light of uncertainty around the Adoption Support Fund we have continued to develop the service by offering workers ongoing training, which can be delivered as different interventions to families both now and in the future, once the ASF ceases. This includes;

- **Theraplay and Sunshine groups:**

We have 4 members of staff in the Post Adoption and Kinship Support Team who are trained in Theraplay Informed Practice— managing to support 3 separate families over the last 12 months (reduction on last year's 6 families due to Covid). 2 members of staff are progressing in their Theraplay training to become certified Theraplay therapists. We have 2 additional social workers within the wider adoption service who have also completed Theraplay training. Unfortunately, due to the nature of this specific therapy and the inability to socially distance, there has been a significant pause in the delivery of this intervention during the pandemic. Due to the impact and worries regarding the pandemic and associated risk of severe illness, adopters were not ready to resume this group until April 2022. This has now returned to face to face and is well received, with a summer Theraplay school held in July/Aug 2022 which was well received.

In addition to direct Theraplay, we have developed a Sunshine Group, based on Theraplay's model of group Theraplay. The first Sunshine Group was launched for preschoolers in September 2021, and we are about to commence our 4th group. This includes an offer for Special Guardians. In the Summer holidays we launched a child-only group for older children 11+ which ran twice a week for 4 weeks over the Summer Holidays. Feedback from the children who attended was hugely positive.

- **DDP (Dyadic Developmental Practice)**

8 members of the Post Adoption and Kinship Support Team have engaged with DDP training and now actively use a PACE model to underpin all aspects of their work, as well as offering regular 1:1 DDP sessions to 7 individual families.

- **Therapeutic LifeStory Work**

Three members of the Post Adoption Support Team have completed the Diploma in Therapeutic Lifestory Work and now deliver this intervention to around 10 individual cases. Furthermore, a virtual therapeutic life story work workshop is now offered to adopters which also covers information on 'telling'.

- **NVR**

Three members of the Post Adoption Support Team have completed NVR training and are now considered NVR Practitioners. NVR sessions have been offered to families on an individual basis, though the programme was expanded at the beginning of this tax year and now offers a rolling workshop programme reaching in excess of 50 adopters (and foster carers).

- **Systemic Family Therapy**

A number of workers within the Post Adoption Support Team have completed Year 1 of Systemic Family Therapy Training, and one has completed level two training making her an accredited Systemic Family Practitioner.

- **Nurturing Attachments**

There are 3 workers across the Adoption Service that have completed Nurturing Attachments training and a workshop is now up and running – reaching 12 adopters. The target group to benefit from this will be children who have recently transitioned to their adoptive families.

- **Therapeutic Parenting**

Two members of the Team have specific therapeutic parenting training and have delivered this to 14 individual families. The workers are also offering a rolling virtual workshop for adopters. Three workshops were held in 2021/22 – reaching 32 families since its launch.

- **Occupational Therapy Service**

At the beginning of 2020/21 our Team launched an OT Service which consists of

1 x FTE and 1 x FTE OTAP.

The OT has been able to access Sensory Integration and Sensory Attachment Training, whilst the OTAP has accessed training around emotional regulation and sleep. The Services is now actively working with 20 individual families offering assessment, advice and support on issues including; sensory processing, sleep and regulation. Intervention is underpinned by the Building Underdeveloped Sensorimotor Systems (BUSS) model which brings together sensory integration therapy, attachment theory and neurodevelopmental understanding of trauma on the developing brain.

NB: Members of the Team that are delivering therapeutic interventions have access to appropriate clinical supervision off-site, in addition to case supervision.

- **Training and Workshops for adopters**

The adoption support team, in conjunction with the learning and development team, offers various training to adoptive families, advertised within their Learning and Development brochure. These include courses on the following: Mindfulness, Sleep Workshop, Foetal Alcohol Syndrome, Harmful Sexual Behaviours Briefing, Theraplay, Child Criminal Exploitation, Adolescent Development, Why do Children Lie and Steal? Managing Challenging and Aggressive Behaviour, Child Criminal Exploitation and Self Harm. In addition, there are also longer courses including Solihull training, the Nurturing Attachments programme. Sensory Process and Introduction to Attachment Theory.

In addition to the above, other workshops in development include:

- Yoga Mindfulness and Regulation
- Just right state
- Teenage workshop
- Infant massage

Whilst we have made good progress, the Pandemic created unavoidable delays in terms of the Team's therapeutic offer. Workshops/training for a virtual audience were rewritten, and case work prioritised. Understandably, due to social distancing, a large part of last years direct therapy had to be paused due to ongoing anxieties regarding Covid and the risk of infection, however these have returned to face to face now.

- **Education Support**

We continue to work closely with our colleagues at the Virtual School and have identified 2 workers in our Team who have taken the lead in this area, both have either completed or are in the process of completing a Diploma in Trauma Informed Schools. We have collaborated with the Virtual School to offer termly surgeries and consultations to schools, to help them to better understand how to identify and to respond to children who may present with needs relating to developmental trauma.

- **Buddy offer**

We have invested huge resource into our Buddy Service in 2021/22, recruiting and training a further 12 buddies, increasing our Service to 15 buddies in total. The buddies receive regular supervision and access to clinical supervision and quarterly team meetings.

The feedback from adopters are that this is an invaluable resource and, in some cases, have prevented disruption. We hope in the future to recruit other experienced adopters who would like to train to be buddies. For all buddies there is a rigorous interview process and they are then offered bespoke training.

- **Social Media Hub**

The Adoption Social Media Hub was launched at the end of 2020. The Hub offers a Knowledge Hub where adopters can access up to date information on topics including training, developmental trauma and contact. The Hub also contains a Forum where adopters can build links, share information, and communicate in a safe and secure way. So far, engagement on the Hub has been limited, however we are hoping to build on this by providing other, more creative resources including Podcasts and video resources.

- **Staffing**

In addition to the OT and OTAP posts, we have also employed 1 x FT Social worker. This has enabled other workers in the Team to reduce their case load and dedicate more time to offering therapeutic interventions. The appointment of a new Duty Worker has resulted in the previous Duty Worker becoming a dedicated Therapeutic Parenting Practitioner.

- **Therapy Referral Meeting (TRM)**

As a Multidisciplinary Team we meet monthly for a TRM, the purpose of the meeting is to; develop our Team's in-house therapeutic offer; to provide a space for peer supervision; to scrutinise referrals for in-house therapy; and to provide a reflective space to discuss cases with Case Workers thus enabling the development of Support Plans. The Therapy Team will also have oversight of adopter training and workshops, considering the neuro-sequential model and ensuring that the most appropriate support is offered at the most appropriate time.

- **Access to a clinical Psychologist**

Our Clinical Psychologist has been employed 2 days per week to work across the wider adoption service. This has boosted our multi-disciplinary offer and means that we have easy and consistent access to Clinical advice. Consultation during the initial Assessment stage is now a mandatory requirement. Not only will this ensure our Assessment of Needs are holistic, multi-disciplinary and thorough, but this should also reduce our reliance on interventions such as Specialist Assessments which cost £2500 a time, which often don't provide any added value.

- **Expansion of Assessment of Needs (AON)**

We have reviewed our AON process and rather than completing brief AONs based on short consultation, we instead have a policy whereby AONs are more holistic,

and detailed. They will always now include a 'child seen' and should routinely involve consultation with our Clinical Psychologist. The aim is to ensure we are offering packages of support based on need rather than on expectation, and where information is triangulated to ensure its accuracy. It is hoped that with a more thorough look at the family needs we will be able to identify universal services and signpost, thus reducing our dependency on the ASF.

- **Local or 'first' offer**

We are working towards a policy whereby parents and Special Guardians are offered workshops and training as a 'first' offer, rather than defaulting to large packages of individual therapy for the child. We have found that this mitigates against the narrative that the child needs 'fixing' and places the emphasis on parental change. Of course, in some cases direct therapy for the child remains appropriate. We have found the policy difficult to embed, largely based on a long-term culture within the team, however, we are working hard to embed this as a working principle

- **Adoption and Kinship Support Transformation**

In December 2021 the Adoption Support and Kinship Support Teams merged. The model has already been pursued by other Local Authorities. The driver to merge was to help ensure that the offer available to both adoptive and kinship families is more equitable, through the increased alignment of practice and processes so that adoptive and kinship families receive the same quality of service.

- **Post Adoption Contact**

The letterbox arrangements are managed as part of the post adoption support team. As of 31st March 2020, the adoption team were managing approximately 1200 active cases, with 58 new referrals in 2021/22. A large proportion of these cases have more than one and up to 15 exchanges, twice a year. This could result in up to 60 exchanges on just one case.

There were 16 direct contact arrangements in place with birth family members in 2021/22, (these can involve the same family more than once and/or with different birth relatives). 3 of these contacts were out of county.

The Contact Coordinator provides the initial point of contact for information, advice and support to all those involved in indirect contact between adopted child and their birth families. If counselling or intensive support is required, a designated social worker will be allocated for further work.

Contact arrangements require a great deal of time and sensitivity from the service. The post adoption social worker prepares adoptive family members and birth family members to ensure the best possible outcomes from these contacts. The contacts are emotional and require sensitivity and empathy on the part of the adoption social worker. Direct contacts are an important piece of work for the child as it assists identity formation, reinforces important attachments made to significant people and promotes the cultural identity. Direct contacts continue until the child is 18 or until either party requests a review to either increase or change contact arrangements to better meet the needs of the child.

The Contact Team now offer a consultation service to front-line Teams where cases are within PLO. This ensures that contact with birth family is considered at the earliest opportunity and in-line with the child's needs – resulting in Care Plans being more child focused and bespoke. The number of contact consultations in 2021/22 was 14.

- **Birth Relative Service**

- LINK Counselling

- It is the responsibility of Local Authority adoption agencies to ensure that birth families affected by adoption have access to independent advice, information and support when the plan for the child becomes adoption. This is provided in Norfolk through referral to the adoption support team. We offer a counselling service to birth parents, affected by adoption to help assist them with loss and separation via LINK Barnado's. In addition, we offer advice with letter writing or with direct contact should there be a plan for this to occur post-adoption.

- Birth Relative Support Group

- In 2019/20 plans to set-up a birth relative support group were made – with the aim of improving the outcomes of any subsequent children. Support from MPower, Barnardo's and Public Health had been identified. However, the group was significantly delayed due to ongoing anxieties felt by adopters around Covid, that said, a virtual support group was developed and this was run in collaboration with Beam. Beam already offer similar groups which include a 13-week wellbeing program focusing on; honesty, anxiety, shame, loss and grief, dealing with procrastination, anger, inner peace/dealing with overthinking, forgiveness, self-acceptance and resilience. Following completion of the programme birth mothers will then have the opportunity to attend a weekly coffee morning where further support (including support around contact) will be offered. We are now considering our birth parent support alongside Adopt East colleagues

- Reunion

- The Adoption and Children Act 2002 introduced the provision of an access to information and intermediary service for birth relatives of adopted adults (to complement that existing for adult adoptees) which would trace the adoptee and seek their views on contact. The Adoption Team have successfully facilitated 17 reunions over last 12 months.

- Any birth relative who requests an intermediary service is allocated an adoption worker who provides them with support and advice.

- **Adopted Adults**

- Birth Records Counselling

- The Local Authority has a legal responsibility to provide a birth records counselling service, and an Access to Information (ATI) service, which may lead to an intermediary service and possible reunion. This is a very important part of the

continuum of the adoption process and for many adopted people (particularly for those who were adopted before 1975) as they were informed that they would never have contact with their birth family members. Often this group of people are not aware of their birth name nor have seen a photo of their birth parents. This part of the service is a life changing and emotional journey for individuals who have been separated for many years without contact since early childhood.

In total during 2021/22 there was a total of 203 families who had access to adult adoptee and adoption support. This includes 97 (increase of 22 on last year) new referrals for the Adopted Adult and Birth Relative Intermediary Service (BRIS) consisting of; adopted adults (73), BRIS (21) and descendants (3). In April 2022 the active case load number stood at 115 plus an additional 7 pending allocation.

Developments and Ambitions for 2022/23

- Increase support birth parents around contact – strengthening our relationship with MPower and Beam.
- Continuing to digitize contact files – a programme of work commenced in Sep 2021.
- Working with the DfE and Adoption Support Fund to establish consistent review tools and evidenced based measures - evidencing more clearly the outcomes following therapy intervention. A Pilot project for Outcome Measurement Tools commenced in Jan 2022.
- Coaching and supporting other LAs who are joining the Adoption Support Fund Outcome Measurement Tools Pilot Project.
- Continuing to offer a consistent package of training and workshops and developing a process for these to be a mandatory 'first' offer for adopters. As part of this, we will be linking in with colleagues across Adopt East to support and deliver a virtual program of groups.
- Develop and replicate the Community Hub Model.
- Increase the use of our Clinical Psychologist by making it mandatory for consultations during the completion of all assessment of needs.
- Reducing our reliance on the ASF by better utilizing services within the Team – making more use of the clinical psychologist and introducing mandatory workshops/training.
- Working in partnership with Adopt East to contingency plan around the ASF.
- Continuously reviewing internal monitoring and review processes and systems to scrutinize if they could be more effective and efficient to support us in fulfilling our service's objectives.
- We need to consider the potential increase of direct contact and how we can meet this potential level of need, this remains a burning issue and one that we need to be pro-active about
- Maintain our 'outstanding' adoption service, by working in partnership with the Adopt East Alliance to look at best practice and service delivery to ensure we continue to move forward in the right direction and maintain our status as an 'Outstanding' adoption service

Adoption Allowances

2021-2022

1. In 2021-22 the total number of adopters that were paid was 183, a decrease from last year of 210.
2. However, the average number paid each month is 145.
3. The difference between the total number paid and the average number is due to adoption allowances starting and ending.
4. The adoption Allowance that have ended are due to the client reaching the age of 18, or that the adoption payment was time limited.
5. The average weekly payment for the year per adopter is £182.00 which is an increase on last year.
6. The budget for 2021-22 is £1,7656,870.
7. Total Spent - £1,376,884.
8. Number of adoption allowances which ceased in 2021/2022 – 39

A total of 17 adoption allowances were started in 2021/2022. This was primarily to pay regular adoption allowance payments in relation to adopted children either at time of match or who are adopted as part of Post Adoption Support. These are usually agreed for one or two years and then they either cease or reviewed if they need to continue. Foster carers are sometimes paid an allowance to cover for loss of income or due to the child they adopt having a high level of need. Older adoption allowances that were made through to 18 are gradually ceasing. There is not a significant variation in allowances made each year, however most adoption allowances are reviewed annually and are means tested.

No-detriment adoptions are still being made but the locality teams cover the additional cost, over and above the rate of an adoption allowance.

In addition, there were one-off payments made towards the costs of introductions and settling in allowance. Financial support is also provided to prospective adopters for travel and accommodation costs during the transition, particularly for out-of-county placements. These costs also include training costs for the prospective adopters. In total, Norfolk Adoption Service spent £29,995 during 2021/2022 for on-off payments.

Norfolk are part of Adopt East and we contributed £35,178 regarding core costs. There is also an Adopt East agreement regarding inter-agency fees and Norfolk contributed £341,166 and this figure reflects that we place children within Adopt East but due to the limited number of adopters, we do not have any local authorities within Adopt East place children within Norfolk. Prior to this agreement, Norfolk spent £137,732 on inter-agency fees.

10. Disruptions, Complaints & Allegations and Compliments

- 10.1. There were 2 placement disruptions, for a sibling pair, in 2021/2022 and there were two cessations during transition, however these children have since been matched with others set of adopters. There was one disruption in 2020/2021. Two disrupted during 2019/2020. In 2018/2019, there was one disruption.
- 10.2. Norfolk Adoption received 7 complaints in 2021/2022 compared to 8 in the year before.
- 10.3. There were three allegations in 2021/2022 which were investigated. For one person, the outcome was that it was not substantiated. For the other person, the outcome was that it was unsubstantiated, however there was a further allegation made regarding the same person in this time period and whilst this was not concluded during 2021/22, it was resolved early in the current year.
- 10.4. A log of compliments was maintained in the last year. Various compliments were recorded from adopters. We take all feedback seriously and welcome this.

11. Adopt East Alliance

- 11.1. Adopt East the regional adoption alliance model was officially launched in October 2020. This now means that we have an agreed platform for aligned partnership working across Essex, Suffolk, Hertfordshire, Southend-on-Sea, Luton, Bedford, Thurrock and Norfolk Local Authorities as well as Adoption Plus, Barnardo's and Adopter Voice (through Adoption UK). This year has seen a growth and renewed energy in how we work together across Adopt East following our official launch. There has been a change in the Executive Head of Adopt East, leaving and currently there is an Interim Executive Head of Adopt East. This role is supported by the Matching Co-Ordinator and the Executive Assistant and Regional Co-Ordinator. The recruitment of these posts has provided stability to the work of Adopt East.

This year much of the focus has been on aligning practice more fully across the region. Work in 2022-23 will continue to be led by practice development looking at the following areas; adoption support, adoption panel, family finding and matching. Norfolk Adoption Service is seen as a leader of best practice within Adopt East, particularly in the field of Adoption Support.

During the pandemic, virtual working has been well established which has aided the members of Adopt East to work together effectively without having to travel across large areas. Going forward it is anticipated that there will be a hybrid model where much of the work will be virtual, however face to face meetings will still continue where required. It has been possible to hold a Virtual Staff Conference which was attended by over 180 staff. The conference looked at

good practice across the region and practice developments.

Family finding events were all virtual during the pandemic, however they have subsequently gone back to face-to-face craft events which are well attended and have promoted a number of matches across the region.

The first national recruitment campaign #You can Adopt was launched and Adopt East took part and in October 2022/23, we will take part in #Can You Adopt. There appears to have been an increase in recruitment in the region but there has been a decrease in the number of children with a plan of adoption. This has been exacerbated by the pandemic and also where Court proceedings have been delayed. Targeted recruitment will continue to meet the needs of children who require adoption. Further development of the Adopt East website will take place.

The work within Adopt East is governed by three boards. The Regional Practice Group meets every fortnight and membership includes Service Managers and/or Team Managers. This group has worked really well together offering peer to peer support and overseeing all the practice development. The Senior Leadership Team includes members of the Regional Practice Group as well as the Heads of Service for adoption in each Local Authority. The Senior Leadership Team is responsible for the strategic agenda of adoption and makes recommendations to the Governance Board. The Governance Board consists of Assistant Directors and Directors of Childrens Services for each Local Authority. They govern the work of Adopt East, monitor the financial position and oversee the work of the Executive Head of Adopt East. Attendance at the meetings is currently being considered and may be changed at some future point.

In the eighteen months since Adopt East went live good progress has been made by the Alliance. Staff have been well engaged and committed to working together to develop high quality adoption practice.

Adoption performance and comparative data

Children data- 2021/2022 compared with 2020/2021 data:

- Decrease in Adoption Orders granted – 46 Adoption Orders granted in 2021/2022 compared to 48 Adoption Orders granted in 2020/2021

Courts have had a backlog due to Covid-19 and this has impacted on availability for adoption orders and other care proceedings. We have had some adopters who have delayed the making of their adoption order, which again impacts on this data.

- Decrease in the number of children placed for adoption – 42 children placed for adoption in 2021/2022 compared to 57 children in 2020/2021

National figures show a continued decline in the Number of Children Placed for Adoption. Provisional figures, National 2850 for 2021/2022 compared to 3060 2020/2021

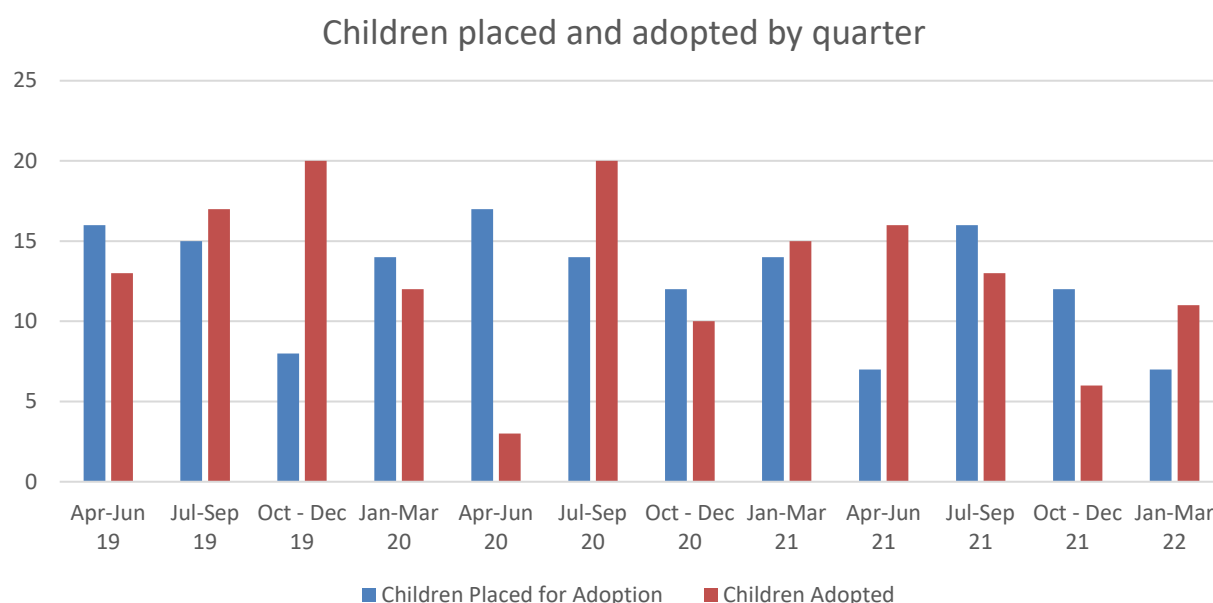
- Increase in the number of ADM decisions granted for plan of adoption - 58 ADMs in 2021/2022 compared to 52 ADMs in 2020/2021

National figures show a continued decline in the Number of ADM Decisions granted. Provisional figures, National 3350 for 2021/2022 compared to 3730 2020/2021

- Decrease in children waiting to be placed for adoption – 21 children with a best interest decision but not yet placed at 31st March 2022, compared to 39 children at 31st March 2021, and 18 children with a placement order but not yet placed compared to 19 children at 31st March

There has been significant delay in care proceedings for children, with some taking months. There have been issues regarding availability for final hearings where contested hearings are required.

- Decrease in the number of children adoption ceased to be the plan – 6 children in 2021/2022 compared to 15 children in 2020/2021



Adopters – 2021/2022 compared with 2020/2021 data:

- Number of Adoption Orders granted has decreased with the number of Adoption Orders granted in 2021/22 being 46 compared with 48 in 2020/21

In terms of the 46 children who had Adoption Orders Granted during 2021/22

- 35 children were placed with Norfolk adopters
 - 3 children were placed within Adopt East
 - 5 children were placed with a VAA within Adopt East
 - 2 children were placed with a VAA outside of Adopt East
 - 1 child was placed by other local authority provision
-
- 42 children were placed with adoptive families in 2021/2022 compared to 57 in 2020/2021.

In terms of the 42 children placed with adoptive families in 2021/22,

- 35 were placed with Norfolk Adopters
- 2 were placed in Adopt East
- 5 were placed with adopters from voluntary adoption agencies within Adopt East.

Norfolk Adoption Service has placed a good number of children for adoption this year that have been waiting for some time to find a family or have more complex needs.

- Slight increase in the number of adopters waiting to be matched – 19 adoptive families approved/not matched at 31st March 2022 compared to 14 adoptive families at 31st March 2021. For the majority of these adopters, although they have not been formally matched to children there will be having links explored with them and potentially awaiting panel dates. 7 (half) of these families had children placed with them for Early Permanence as of 31st March 2021
- The number of adopters approved has decreased slightly – 33 approved in 2021/2022 and 34 in 2020/2021
- Number of applicants in assessment – 18 applicants in stage 1 or 2 at 31st March 2022 compared to 30 applicants at 31st March 2021
- 12 adoptive families approved within 6 months of registration in 2021/2022, 21 adoptive families approved after 6 months of registration.
- 15 adoptive families matched within 3 months of approval in 2021/2022, 12 adoptive families matched after 3 months of approval.
- Proportion of adoptive families who were matched to a child, who waited more than 3 months from approval to being matched to a child, 41% at 31st March 2022 compared with 44% at 31st March 2021
- Number of applications to become an adoptive family still being assessed - not yet approved or rejected (snapshot in time), 18 at 31st March 2022 compared with 30 at 31st March 2021

12. Developments and Ambitions for 2022/23

- Continuously review and scrutinise internal monitoring and systems and processes to ensure they are effective and efficient to support the service's objectives.
- Continue to work closely with adoption stakeholders to develop our Adoption services and social work practice even further.
- To improve on the timescales for children with an adoption plan and for adopter approval.
- Maintain a pipeline of adopter recruitment by assessing adopters that are reflective of service and national need, currently sibling groups and children with a degree of disability.
- To develop, and build upon, in-house training by the adoption support team.
- Continue the use of an occupational therapist and an OT assistant practitioner within the adoption service.
- Continue the use of a clinical psychologist within the adoption service to build more in-house provision.
- Continue to raise standards within our Adoption services.
- Maintain our 'outstanding' adoption service, by working in partnership with the Adopt East Alliance to look at best practice and service delivery.
- Examine current research regarding contact after adoption and respond with practice development including our service offer to children and young people, adopters and birth families.
- To take part in the modernising adoption agenda and to spread practice across Norfolk in line with this research and best practice



Adoption Statement of Purpose

2022-2023



Contents

1. Foreword – Sara Tough, Executive Director of Children’s Services.....	3
2. Introduction.....	4
3. The Adoption Service Principles.....	6
4. Key Aims and Objectives	7
5. Management and Staffing and Services provided	9
6. Adoption Activity	11
7. Prospective Adopters – who are we looking for?.....	12
8. The procedures for recruiting, preparing, assessing, approving and supporting prospective adopters.....	13
9. Early Linking and Matching	13
10. Early Permanence	15
11. Support.....	16
12. Training.....	16
13. Adoption Support Fund	17
14. Monitoring and Evaluation	17
15. Service Feedback and User Involvement.....	19
16. Recording and Access to Records	19
17. Safeguarding	20
18. How to Make a Compliment, Complaint or Challenge a Decision.....	20
19. Contact Details for OFSTED and the Children’s Commissioner	21
Appendix 1: The Structure of the Adoption Service	22

1. Foreword – Sara Tough, Executive Director of Children’s Services

Adoption is of critical importance to Norfolk County Council. We have implemented the Government’s Action Plan for Adoption. We always guarantee a warm welcome to prospective adopters. If you can demonstrate that you could meet the needs of a child or young person who is in the care of the Local Authority awaiting adoption, then we will consider your application.

Some of the children we need to place in families will have suffered trauma, grief and loss. Some will have experienced or witnessed abuse or lived in chaotic environments, which may have left them feeling vulnerable and unsafe. We are looking for prospective adopters who can provide children with a safe and stable home for them to grow and develop. You will need to help them feel comfortable in your home and their surroundings.

It’s important to remember that we are not simply looking for people who have had straightforward lives. We will consider your family history sympathetically. Coming through and learning from difficulties or losses can be helpful experiences for adopting a child.

We welcome applications from adults over 21 years of age, from all walks of life and all ethnic backgrounds and religions. It doesn’t matter if you are a home owner, tenant, or on housing benefit, employed or not employed. You need to have a genuine commitment to care for a child and lots of energy, understanding and patience. You need to have a spare bedroom in your home and sufficient time and space in your family to adopt a child. Once a child has joined your family you will not be on your own. We can provide a range of adoption support services throughout childhood.

Much activity continues to take place in Adopt East in developing an alliance and commitment to improving outcomes for adoptive children and families. Strategic plans are in place to drive progress in the alliance in promotion of excellent practice and innovation.

In January 2018 Ofsted told us our adoption service is outstanding and that the service delivers positive and timely outcomes for our children who have a plan for adoption:

- Our adoption performance is in the top 10% of England
- Foster to Adopt is making a real difference to children’s lives
- Family finding profiles are thoughtful and well written
- The quality of transition has been transformed by our ‘moving to adoption project’ in conjunction with UEA
- Post adoption support packages are comprehensive and individualised

This provides a good foundation from which we will continue to improve the quality of our practice and deliver a creative Adoption service. Thank you for taking the time to find out more about adoption in Norfolk, and across the alliance.



A handwritten signature in black ink, appearing to read 'Sara Tough'.

2. Introduction

The Adoption Service for Norfolk is part of the overarching Adoption, Fostering and Kinship Service and works collaboratively with local services, schools, voluntary and external agencies.

Children's Services' vision is to be a consistent, caring and responsible parent to all children and young people in our care through to adulthood.

We promise to put Children First and to work with them and the important people in their lives to ensure they are safe, happy and well. We will always be there at the right time to support children and young people to achieve their own personal ambitions by never giving up on them. The Adoption Service contributes to this vision by seeking to provide permanent families for children and young people who cannot live with their birth families, enabling them to thrive within a safe and secure environment.

Norfolk County Council has an Adoption Recruitment Team who support all potential adopters through the initial stages of an application as well as assessing potential families, make adoption placements and provide support to these families until the granting of the Adoption Order. There is an Adoption Children's Team, to support the identification of an appropriate match for children who cannot be placed in Norfolk. The Adoption Support Team provides support for birth families, adoptive families, children who are adopted and adult adoptees.

There is a two-step assessment process; Stage One is 'adopter-led' and Stage Two is 'agency-led'. We have a strong emphasis on customer service, mutual working agreements and a contractual approach to completing assessments. Timelines for completing each section of the assessment process, procedures for prospective adopters to take time-limited breaks from assessment are provided. The Stage One and Stage Two processes are managed within the Adoption Recruitment Team.

The Adoption Service in Norfolk recognises the critical importance of achieving permanency for a child with a plan for adoption in a timely manner. We work proactively with national targets set for monitoring the performance of Local Authority Adoption Services (The Adoption Scorecard) in relation to the child's journey through care and the timeliness of matching with adoptive families.

It is recognised that 2020-2021 has been a particularly difficult time due to COVID-19 and subsequent lockdowns. This has impacted on the adoption figures with a significant decrease in some areas compared to the previous year. The court process has suffered significant delays and in the first lockdown, there were uncertainties for people, meaning that the number of enquiries to adopt fell. However, the Adoption Service remained open and we adapted our practice and continued to offer support to adoptive families.



Kate Dexter
Assistant Director,
Children's Social Care



Michelle Brady
Head of Service
for Adoption



Norfolk County Council is part of Adopt East, an alliance of Adoption Services (partners) and Voluntary Adoption Agencies (Essex, Suffolk, Southend, Luton, Hertfordshire, Bedford Borough, Thurrock, AdoptionPlus, and Barnardo's). Through working in partnership, we benefit from the regional sharing of best practice, pooling of resources and developing a strategic approach to the development and commissioning of post adoption support services.

The priorities of the alliance are as follows:

- Decisions about placements are always made in the child's best interests
- Service delivery has at its heart innovation and practice excellence
- Social Workers are highly skilled professionals who make high-quality evidence-based decisions and do not tolerate damaging delay for children in their care
- Matches are made without unnecessary delay
- Fostering for Adoption to offer children early permanence placements
- Every adoptive family has access to an ongoing package of appropriate support with a high-quality specialist assessment of need
- The voice of adopters and their children is at the heart of national and local policy making and delivery of services.

The Adopt East Alliance went live in October 2020 and there continues to be regular meetings in order to ensure that there is consistency

3. The Adoption Service Principles

The Adoption Service seeks to promote the principles and practice enshrined in the:

- Children Act 1989
- Adoption and Children Act 2002
- Voluntary Adoption Agencies (Amendment) Regulations 2005
- Voluntary Adoption Agencies and the Adoption Agencies (Miscellaneous Amendment) Regulations 2003
- National Minimum Standards for Adoption Services 2011
- The Local Authority Adoption Service (England) (Amendment) Regulations 2007
- Adoption Support Agencies (England) (Amendment) Regulations 2010
- Adoption Agency Regulations 2013
- Adoption Key List (Children's & Families Bill 2014)
- Adoption Statutory Guidance 2014/2015
- Adoption Statutory Guidance 2015

Our practice is guided by the principles of the National Minimum Standards for Adoption and Foster Care:

- The needs, rights, safety and welfare of children are our paramount concern.
- We welcome all prospective adopters and carers and treat each with respect at all times, providing information and feedback in an honest and timely manner.
- We recognise the lifelong implications of adoption for all parties and offer sustained and effective support services to adopters, carers, and adopted children and adults.
- We offer birth parents and relatives support and counselling, including intermediary services.
- We treat birth families fairly, openly and with respect throughout the adoption process ensuring access to appropriate and timely support in line with good practice and statutory regulations.
- We apply equal opportunities and value diversity welcoming adopters from all ethnic, religious, language, racial and social backgrounds.
- The needs, rights, safety and welfare of children are our paramount concern.

4. Key Aims and Objectives

- To provide a service responsive to the needs of children, who require a permanent family placement, recruiting sufficient adopters to meet those needs.
- For adopted children and young people to be happy members of a family, confident and achieving to their very best potential.
- Whatever their cultural background or disability, to identify and prepare children who need to join, and will benefit from a permanent and legal adoptive family.
- To implement effective strategies for the recruitment of sufficient adopters able to meet the needs of children waiting for adoption.
- To aspire to achieving a successful outcome for each child placed with a new family, minimising the number of placement disruptions.
- To provide a comprehensive adoption support service to adopted children and their families and also to birth families.
- To value adopters, providing them with a high standard of support and guidance through individual sessions with their link social worker, support groups and pre- and post-approval training, to ensure they are well prepared and supported for the task of becoming adoptive parents.
- To offer a service to those wishing to adopt from overseas or those wishing to pursue non-agency adoption.
- To provide an intermediary service to birth families as outlined in the adoption support policy.
- To offer a service in line with access to records for adoptions both pre-commencement and post commencement.
- To provide, on request, an assessment of needs for adoption support services for all adopted people, adopters and birth parents.
- To work in partnership with all those affected by adoption and provide information and advice on all adoption matters to the general public and other professionals.
- To ensure all information/records will be treated confidentially and held securely.
- To promote current government policy in achieving a wider, more diverse pool of adoptive parents who are able to provide lifetime care for children who have been looked after.
- To maintain high standards of practice within the adoption service by exceeding the National Adoption Minimum Standards and the challenges of timeliness.
- To provide intermediary services to adopted adults and to birth families.



- To promote opportunities for professional development of adoption workers, both social care and administrative staff, to increase their knowledge of good practice and personal development and to strive constantly for service improvement.
- To provide an adoptive family committed to maintaining contact arrangements in line with the child's needs.
- To place siblings together wherever possible and where it is in the best interests of each child.
- To employ an innovative range of family finding techniques including the use of Link Maker, events and projects with AdoptEast and a range of adopter-led matching activities.

5. Management and Staffing and Services provided

The Adoption Recruitment Team takes a lead role in recruiting, assessing, training and approving prospective adopters. Other functions include providing the in-family (step-parent, grandparents etc.) assessment and court service. Regarding intercountry adoption applicants, we have a service level agreement with IAC (The Intercountry Adoption Centre) and they can provide advice and assistance to people living in Norfolk who wish to adopt from abroad. In 2020 – 2021, IAC received 31 enquiries from Norfolk prospective adopters wishing to adopt from abroad.

The Adoption Children's Team role is to find families for children with complex needs or those children who need to be placed out of county for other reasons, on a regional and national basis. A full matching, support and court reporting service is provided. These children can require therapeutic input to prepare them for placement and ongoing support

The Adoption Support Team provides post-adoption support services after an assessment of need. Such services can include casework, provision of therapy, support groups, links with trained 'buddies', counselling adopted adults regarding their personal histories, acting as intermediaries for birth relatives seeking contact with their adopted relations and delivering the 'letterbox' exchange of information between adopters and birth family members, including direct contacts, are vital components of the wider Adoption Support Service.

The Adoption Panel, commissioned by the adoption agency, meets once a week to make independent recommendations on the suitability of applicants as adopters and the quality of matches between families and children. The independent chair is an experienced adoptive parent with a legal background, who has been a Norfolk Adoption Panel member for more than a decade and was previously the Vice Chair. The Panel Advisor role is filled by two experienced child-care managers.

The Norfolk County Council Adoption Agency is part of the AdoptEast Alliance. Children who cannot be placed within their home area are referred to the Alliance as an identified priority.

All social work staff are required to have the Diploma in Social Work or equivalent on appointment and are registered with Social Work England. All staff are subject to satisfactory Disclosure and Barring Service (DBS) enhanced disclosure checks.

All social work staff meet the requirements required under the Restriction of Preparation of Adoption Reports regulations 2005.



The Adoption Service comprises three teams:

Two Team Managers

Adoption Recruitment

Children's Services
Norfolk County Council
County Hall
Martineau Lane
Norwich, Norfolk
NR1 2DH

Team Manager, Adoption Support

Children's Services
Norfolk County Council
County Hall
Martineau Lane
Norwich, Norfolk
NR1 2DH

**Team Manager, Children's Team for
Adoption Family Finding**

Children's Services
Norfolk County Council
County Hall
Martineau Lane
Norwich, Norfolk
NR1 2DH

Two Agency Advisors

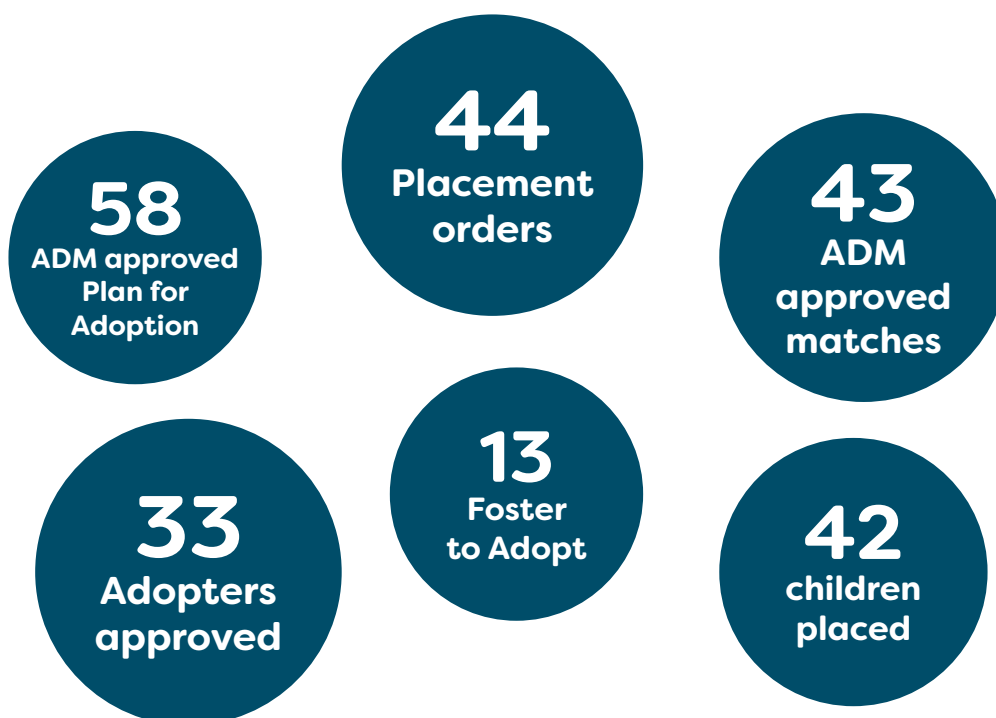
Children's Services
Norfolk County Council
County Hall
Martineau Lane
Norwich, Norfolk
NR1 2DH

6. Adoption Activity

This year we will:

- Continue to utilise the regional opportunities through the Adopt East Alliance to continue to improve our practice, develop regional marketing and recruitment opportunities, aligning our processes and exploring a regional approach to the procurement of adoption support; this has been apparent during Covid-19 where emergency Covid-19 funding was secured via Adopt East for additional support for families.
- Continue to recruit and champion foster to adopt placements.
- Develop our marketing and recruitment approach to further target BME groups, children with disabilities and those with an offer to large sibling groups and also to myth bust.
- Develop practice promoting and supporting contact after adoption, working with children, young people, adopters, birth families and the Court.
- We will continue to think of ways that we can best develop the service, especially considering uncertainty around the Adoption Support Fund, including further staff training in therapeutic techniques and increasing group work and the potential for increased use of Buddies.

Last year we achieved:



7. Prospective Adopters – who are we looking for?

All sorts of people can make successful adoptive parents. Norfolk Adoption Service welcomes enquiries from people of any ethnic background, age, religion or sexual orientation and from people with disabilities. Applicants may be single, married or living with a partner and may or may not already have children in their family.

The important thing is that adopters have the potential to meet the needs of the children who are waiting for secure and trusting families.

What skills do Adopters need?

- As can be seen from the flowchart which follows, Norfolk Adoption Service prepares and trains prospective adopters for the task of looking after, and claiming, children born to another family. The process helps applicants think about their strengths and skills and any areas where they may need more information or experience.
- Adoptive applicants don't have to be perfect. Nobody is. Often people who have had difficulties in their lives and have worked through them are stronger as a result.

By the time applicants are ready to adopt, we trust that they will be able to:

- Provide a safe, stable, loving family life
- Have plenty of time and energy to spare
- 'Stand in the shoes' of a child and understand how he or she may be feeling
- Help children feel good about themselves
- Encourage a child's education, hobbies and interests
- Keep a child safe and promote a healthy lifestyle
- Help a child feel a positive sense of who they are and where they have come from
- Tell their child about their background and sometimes keep in contact with important birth family members
- Be firm sometimes but also be able to negotiate and compromise
- Cope with the unexpected
- Stay calm and positive when things are not going according to plan
- Ask for help if they need it

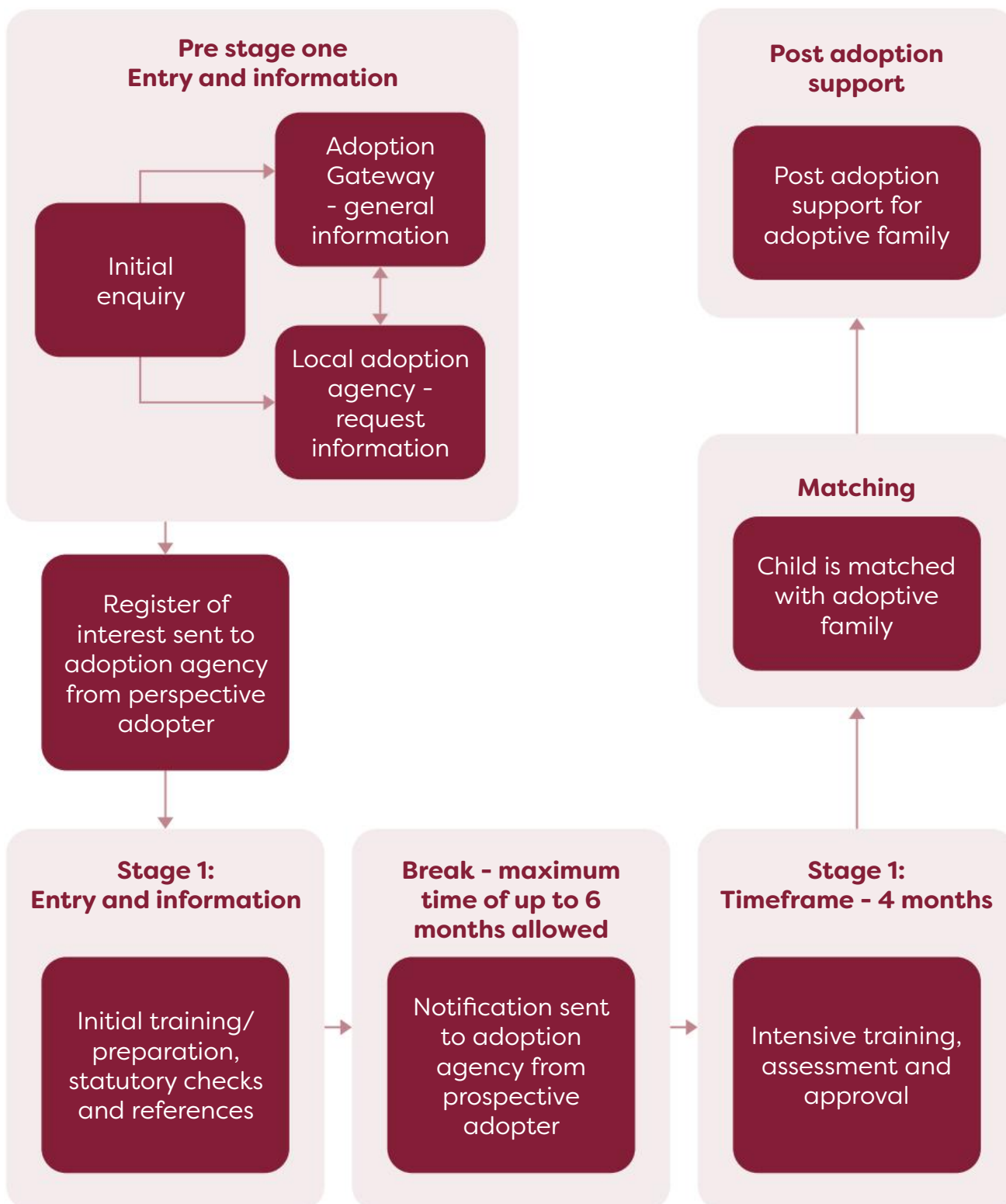
8. The procedures for recruiting, preparing, assessing, approving and supporting prospective adopters

- The Adoption Service aims to recruit a wide range of families to meet the differing needs of children requiring adoptive homes. The agency will welcome all enquiries. Anyone who uses the adoption service will be treated with respect and honesty.
- The agency's strategy for recruiting prospective adopters is to prioritise applicants
- To reflect the needs of looked after children waiting for adoption at any one time.
- Publicity and recruitment materials and leaflets have been produced to support good communication with prospective adopters and more accurately represent the profiles of children waiting to be adopted.
- Details of the process for recruiting, assessing, preparing, approving and supporting prospective adopters are set out in the Adoption Service's procedures, available on request to the public, professionals and other agencies.
- We aim to work in partnership and will seek your views about the assessment process and our relationship with you at regular intervals.

9. Early Linking and Matching

- All children who are placed for adoption will have their plan agreed by the Agency Decision Maker (ADM) for Best Interests Decision. The current ADM is Kate Dexter and she is supported by the other ADM's (Hayley Griffin, Daniel Newbolt and Phil Watson). Once the ADM has made the decision that a child should be placed for adoption, the child is allocated an Adoption Social Worker. This worker is either from the Adoption Children's Team or the Adoption Recruitment Team. The role of the Adoption Social Worker is to ensure that a placement is identified in a timely manner and that children are appropriately prepared for placement and transitions.
- A Linking and Tracking meeting is held on a fortnightly basis by the Team Managers to ensure that children's plans for adoption are progressing appropriately and that there is no delay in matching. The Adoption Service has evidenced a consistently strong performance in the recruitment of prospective adopters and in seeking to place for adoption older children, those in sibling groups and children with complex needs.
- Following approval, a Matching Agreement outlining how Norfolk Adoption Agency will assist adopters in finding the right child for them is completed. Adopters are referred to Adoption Linkmaker, with their consent. Their details will be passed onto see if they have children who may be a suitable match.

Flowchart of steps in recruiting, preparing, assessing, approving and supporting prospective adopters:



- Family finding is a shared activity across the Adoption Service. Adopter-led matching events are regularly held within the region involving adopters and children to further support linking and matching.
- Where there are potential links between children and Norfolk adopters, the Prospective Adopters Report (PAR) is sent to the children's social worker and manager for their consideration. Timescales of five working days for selection are in place to avoid delay and ensure that decisions are made quickly about any potential links.

10. Early Permanence

- Early Permanence (Foster to Adopt) is embedded within the adoption service. From the point of enquiry, prospective adopters are provided with information about early permanence. Early permanence carers are approved adopters who have the skills, emotional resilience and willingness to be able to offer a child a loving and nurturing home. However, they also need to manage living with the uncertainty that the child may be returned to their birth family or moved to an alternative placement with other family/connected people.
- The foster to adopt carers are supported by an adoption social worker who provides intensive advice and support. The adoption social worker provides a fostering handbook and details regarding fostering requirements. Information about any available support groups and training courses is also provided. They continue to offer support up until the point of an adoption matching panel or if the child leaves the early permanence placement. All adoptive applicants are expected to attend Early Permanence training which is now part of the training provided in Stage 1.
- Once an approved adopter, foster to adopt carers will be temporarily approved as a foster carer and will receive information about children needing early permanence placements. Information is shared with adopters about the child. The adoption social worker supports the carers in helping them decide if they feel that they are able to meet the child's needs and manage the particular set of circumstances around the child. A meeting or a telephone call with the Medical Advisor is arranged to share information regarding the child's health needs and background.
- If the child's social worker feels that the carers are a good match and that they are able to meet all of the child's needs, then (wherever possible) there is a Pre-Matching meeting where arrangements are considered regarding the placement of the child and if possible, a transition plan put in place for the child to move to the dually approved carers. Whilst fostering the child, the carers are kept updated about the care plan. If the court decides that the child should be adopted, then the adoption social worker, in agreement with the child's social worker, will recommend that the carers attend matching panel. If this match is approved the placement will cease to be a fostering placement and it becomes an adoption placement.

11. Support

- Each adopter has a named link worker, usually the Recruitment team social worker who visits regularly to offer support, advice and guidance. The link worker will remain involved up to the adoption order being granted and thereafter transfer to the Adoption Support Team if ongoing support is required.
- All adopters have access to an assessment of need for adoption support. This assessment and any support services are again reviewed at the point of application for an adoption order. Once an adoption order is granted, adopters (including inter-county adopters) have access to an assessment of need from the appropriate agency, although this does not give an automatic right to a service.
- In making assessments and formulating adoption support plans there may also be consultation with partner agencies with the consent of the adopter(s). The resulting plan will be sent in writing to the adopters who will be invited to comment on the plan. A signed copy of the agreed plan will be kept on file. All adoption support plans are reviewed regularly or when there are changes to the family's circumstances. In the event that a one-off service is requested a detailed plan may not be required. In such cases a letter of notification will be sent to the adopters who will be asked to sign that they are in agreement to the service being provided.

12. Training

The Adoption Service offers regular training and preparation sessions for adopters at all stages of the process. Following the initial preparation training, other programmes and learning opportunities are available to prospective and approved adopters.

The Adoption Support Team also offers regular training and support sessions for adoptive parents as part of a holistic programme of support. This includes the following:

- | | |
|---|--|
| • Consultation sessions for members of adoptive families | • Teenagers – in terms of social media, birth family contact |
| • Consultation sessions in relation to the adopted child's experience in school | • Therapeutic parenting |
| • Therapeutic life story work | • Contact and telling |
| • Attachment focused family therapy | • Managing challenging behaviour |
| | • Theraplay |

Adopters are encouraged to take part in specialist training and to offer mentoring for other adopters coming through the process. The Adoption Panel has training in accordance with regulations; a specific programme of learning and development for panel members is being developed.

13. Adoption Support Fund

The implementation of the Adoption Support Fund in May 2015 has helped many families and individuals in Norfolk access a wider variety of therapeutic services. The overall aim is to help children to recover from their previous experiences and bond with their adoptive families. For further information visit: **www.adoptionsupportfund.co.uk**

Funding is currently in place until March 2025 however the Government responded to Covid-19 by releasing emergency ASF funds, which were accessed via Adopt East and benefitted some of our families.

Norfolk Adoption Service will continue to access and utilise the ASF for Norfolk children and young people, who have been affected by adoption, alongside their families.

Contact

- In all cases of direct contact between a child and birth family members, a key worker from the Adoption Support Team can be allocated to support those arrangements, if assessed as required.
- Financial support may also be available under the Adoption Support Services Regulations 2005. This support is means tested on an annual basis.

14. Monitoring and Evaluation

Norfolk's Adoption Service receives regular internal and external scrutiny to ensure that services are robust and of good quality with an emphasis of improved quality of practice.

Internal monitoring is achieved by:

- Collection and scrutiny of data, recording outcomes for children and adopters.
- Tracking systems to measure the timescales involved for providing services.
- Monthly performance meetings which reviews outcomes to allow performance to be checked against key performance indicators and national standards.
- The three adoption teams meet regularly and take part in practice development together.
- Gathering of service user feedback at different stages of the adoption process.
- Statutory reviews and planning meetings provide a structure for the agency to record progress in individual cases.
- Staff performance is routinely monitored during regular supervision sessions and adherence to the Performance Development Framework.
- Elected Members scrutinise the Agency's output through membership of and attendance at Adoption panels and the Agency's Annual Reports and the review of the Statement of Purpose & Function.
- Auditing of case files.

- Adopters evaluate training, preparation and assessment groups to inform future service development.
- There are regular focus groups of adopters which meet with the Adoption Service to co-produce improvements and implement new models of practice.
- This also includes adopter's participation in workstream activities and the Adopt East Alliance Project.
- Attendance at Panel by adopters is also evaluated for user satisfaction. The chair of the Adoption Panel prepares an Annual Report on the work of the Adoption Panel.
- The submitted work of the Adoption Panel and the Agency Decision Maker (ADM) for children's care plan for adoption is quality assured by the Agency Advisor and reported to the Service Manager for Adoption. Quarterly panel management meetings are held to monitor panel activity and to assure quality outcomes for children with a plan for adoption.
- All reports submitted to the Adoption Panel and the ADM for children's care plans are quality assured by their operational managers, the panel and ADM advisors. Quality assurance reports are sent to children's Social Workers and managers for each report submitted.
- The work of the Adoption Agency is reported on an annual basis to elected members through the Children Services Committee Panel.

We also maintain our quality by:

- The independent Adoption Panels which closely examine the quality of cases referred to Panel, with annual review between the Panel Chair and agency managers and decision maker.
- Input from external clinical psychologist who provides therapy supervision and consultation.
- Collective scrutiny of regional practice and service delivery through membership of the Adopt East Alliance.
- Comprehensive, regular inspection by OFSTED which measures the agency's performance against the adoption national minimum standards and regulations. In 2017 Ofsted rated the Adoption Service as Outstanding.

15. Service Feedback and User Involvement

- The Adoption Service aims to seek views from a range of service users, including representatives from other agencies, from adopters, from young people and from adult adoptees, and birth relatives.
- Service user feedback is proactively sought and listened to so that our services continue to improve, including:
- Evaluation forms are completed by prospective adopters/carers who attend preparation and training groups. Similarly, feedback will be sought regarding their experience at panel.
- Feedback forms are sent out after the adoption order is granted, and at this stage service users are asked to comment on their experience of the service.
- Undertaking periodic user satisfaction surveys of adopters over a period of years asking for information on the quality of adoption support received and their overall experiences (both positive and negative) of the adoption and concurrent planning process, with an opportunity to make suggestions and improvements.
- Children and Young people are engaged with and openly encouraged to comment on the service, appropriate to their age and understanding, their views informing future delivery and incorporated into training of carers.
- We seek feedback from the Advocacy Service, outcome of complaints and lessons from disruption meetings.
- We seek feedback and issue leaflets at all stages of delivery listening to complaints and compliments and ensuring our services continually improve.

16. Recording and Access to Records

- The Adoption Service has a responsibility to maintain accurate records on all adopters and to ensure that information is shared with the user wherever possible. There is a statutory requirement to retain files for 100 years following adoption order. Adopters can request access to their records. Adopted children also have a right to access their record when they are 18 years old.
- There are specific safe and secure facilities for the storage and archiving of adoption files. All files are indexed and categorised for ease of retrieval, which can normally be accomplished within 48 hours of request.

17. Safeguarding

- Children placed for adoption both pre- and Post-Adoption Order and those in receipt of adoption support services are subject to Norfolk Safeguarding Children Partnership (NSCP) Child Protection procedures.
- It is also Norfolk Policy to refer allegations and concerns to the LADO (Local Authority Designated Officer) alongside safeguarding procedures. Whenever an allegation is made that a child placed with adopters may be suffering abuse or neglect, these procedures will be followed. The matter will be investigated, and adopters will be informed of the outcome of the investigation and the implications for their circumstances. In accordance with the procedures, consideration will be given first and foremost to safeguarding the child but also to the support needs of the adopters. Written records will be kept of any allegation of abuse.
- Where persons working for the adoption service, prospective adopters and children who have been placed for adoption have concerns about the welfare and safety of the child, they must refer the matter to Children's Services for investigation.

18. How to Make a Compliment, Complaint or Challenge a Decision

While Norfolk Adoption Service endeavours to get things right first time, every time, there may be occasions where service users wish to make a complaint. This section sets out the procedures in place, should this situation arise.

The Complaints Procedure

Norfolk County Council has a designated Compliments & Complaints Team which co-ordinates the investigation of representations made by prospective and approved adopters. All compliments and complaints are logged by the team.

Children, young people or their representative can make a compliment or complaint by using the local rate number 0344 800 2020 or accessing the Norfolk County Council website www.norfolk.gov.uk.

The key features of this complaint's procedure are:

- Most issues can be resolved informally by the manager responsible for the service within 10 working days.
- If the case is not resolved, an independent person completes an investigation within a further 25 working days.
- If the issue remains contentious, the Compliments and Complaints Team commissions another investigation to make recommendations to be considered by a panel of three independent people. If you wish to issue a complaint



please visit: www.norfolk.gov.uk/what-we-do-and-how-we-work/have-your-say/compliments-and-complaints/childrens-services-complaints

Children and young people wishing to make a compliment or complaint must either be receiving or seeking a service from Norfolk County Council Children's Services.

Any individual or group, other than children and young people, receiving or seeking a service from Norfolk County Council, who wish to make a complaint, can do so.

Challenges to decisions regarding suitability to adopt

If prospective adoptive enquirers are assessed as unsuitable as adopters before having a formal application accepted, they can seek to have the decision reviewed by a Team Manager.

If still negative, the enquirer(s) can ask for the decision to be referred to the Service Manager for Adoption for final adjudication. If this reviewing officer upholds the original decision, there is no further ground for appeal.

If a formal application to adopt is accepted by the adoption agency, and doubts regarding suitability subsequently arise, the applicants can insist that their assessment as adopters is presented to the Adoption Panel.

If the ADM decides that the applicants are unsuitable as adopters, the case can be referred to an independent Panel through the Independent Review Mechanism.

19. Contact Details for OFSTED and the Children's Commissioner

Any serious concerns regarding the agency's practice can be referred to the OFSTED inspectorate.

The main office for the OFSTED fostering inspectorate service is:



OFSTED

National Business Unit Royal Exchange Buildings
St Anne's Square Manchester
M2 7LA
Tel: 08456 40 40 40
e-mail: enquiries@ofsted.gov.uk

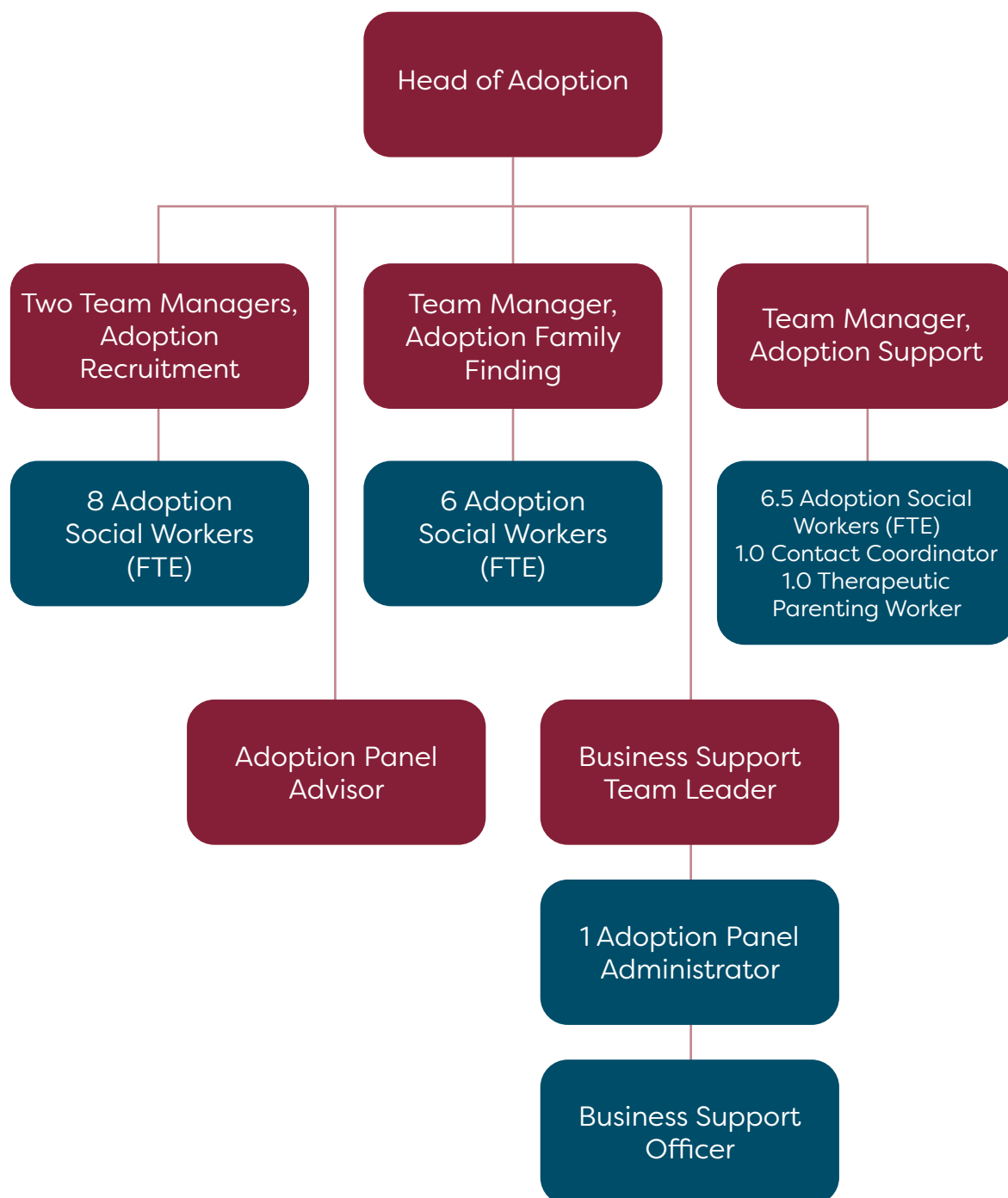
If a child has any serious concerns relating to the agency, they can contact the Children's Commissioner of England. The details are:



Office of the Children's Commissioner

Children's Commissioner for
England Sanctuary Buildings
20 Great Smith Street London
SW1P 3BT

Appendix 1: The Structure of the Adoption Service





Norfolk County Council

Cabinet

Item No: 11

Report Title: Statement of Purpose and annual review Norfolk Fostering Service

Date of Meeting: 03 November 2022

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

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

Is this a Key Decision? Yes

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

Executive Summary / Introduction from Cabinet Member

Every fostering service has a statutory requirement (Children Act 1989, Fostering Services (England) Regulations 2011, Fostering Services (England) Regulations 2013, Care Planning and Fostering Regulations (Amendments) 2015) to publish, and regularly update, a document which describes the ethos and goals of the fostering service, its management and oversight arrangements and the experience of its staff.

This Statement of Purpose is a public document, approved by the Children's Services Committee before being made available to foster families, fostered children, their birth parents and guardians, and staff working in the field of fostering. It is also inspected by OFSTED (Office of Standards in Education). The statement of purpose outlines the key developments of the service, and it also sets the direction of travel by demonstrating how its aims and objectives are going to be achieved.

January 2022 marked the start of a consultation period with our foster carers, with regards to shifting the focus in all aspects of what we do, so that the needs of the child are central to planning, assessment and support offered. This aligned with Children's Services' wider transformation programme and was an important step in addressing the current challenges with sufficiency of suitable, stable and sustainable placements for Looked After Children in Norfolk. The transformation of the service focused on the

needs and outcomes for children by providing a fair and consistent approach to fees as well as by increasing the support to all our Foster Carers.

The annual review of the statement of purpose will focus on a performance review of Norfolk Fostering Service for the year April 2021 – March 2022. Key points include:

- Number of households at 31st March 2022: 352 fostering households (including foster carers who are temporarily approved) approved for 653 places providing care to 425 children:
- 273 mainstream fostering households offered placements to 353 children (offering long term or task centred placements)
- 41 family and friends fully or temporarily approved offered placements to 57 connected children
- 11 early permanence offered placements to 11 children
- 27 foster carers offered respite or short breaks to carers or to families with children with disabilities.
- There are bi annual induction events for newly approved foster carers
- Each fostering household is allocated a Supervising Social Worker (SSW). In Norfolk, SSWs' caseloads range from 18-22 fostering households.
- Foster carers were supervised on a monthly basis within their first year and 6-12 weekly thereafter, albeit this has now been adjusted to 6-8 weeks (more frequently, if the need arises)
- All Foster carers have access to the Advice and Mediation Service
- All Foster carers are signed up to the Norfolk Support and wellbeing service
- Our data reporting has significantly improved with a very clear dashboard being provided to the service on a monthly basis
- This data enables team managers to closely monitor performance, practice and areas of development
- This information is shared with the front door recruitment advisers to inform sufficiency needs
- The foster carers are now confidently using the Children's portals, which means that children's lived experiences are directly logged onto their electronic files
- Focus for 2022/23:
 - Embed the New Deal for our foster carers
 - Increase the number of enquiries to foster (aiming for 1,000) leading to an increased number of foster carers approvals (50 plus original 50)
 - Continue the relation- based model of delivering the new training offer
 - Ongoing planning and sufficiency monitoring by continuing innovating the ways of preparing foster carers for the task
 - Support fostering households by providing a holistic approach to stability
 - Increase number of family-based care provided by the children's connected networks
 - Re-engage foster carers by creating a healthy new partnership which, with reflection on past experience, can work even more effectively together to promote positive outcomes for children.
 - Finalise the foster carers 'handbook and the agency's website

- Develop further the Clinical psychology offer to the service and foster carers

Recommendations:

Cabinet is invited to accept the combined Annual Report and Statement of Purpose 2021/2022 for the Norfolk Fostering Service.

Officer Contact

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

Officer name: Laura Gavrilă, Kate Dexter, Phil Watson

Telephone no.: Via Teams

Email: kate.dexter@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.

Norfolk Fostering Service
Statement of purpose and annual review
2022-23

Contents page

1. Introduction

2. Aims and objectives

3. Transformation of the Fostering Service

3.1 Key principles behind the service transformation

3.2 Changes in fees

3.3 Changes in the structure of the service

4. Recruitment & Marketing

4.1 Recruitment Activity

4.2 Recruitment Practice

4.3 Preapproval training- Skills to foster

4.4 Feedback about the relationship-based practice in the Recruitment team

4.5 Overview of Recruitment Activity for the period April 2021-March 2022

4.6 Areas of focus for the Recruitment Activity

4.7 Age range of foster carers

4.8 Ethnicity of Looked after children/Inhouse foster carers

4.9 Marketing & Communications

4.10 Marketing Strategy 2022-2023

5. Supervision & Retention

5.1 Supervision and retention of foster carers

5.2 Matching

5.3 Feedback offered by a newly approved foster carer

5.4 Duty and Supporting Resilience Fostering Team

5.5 Training, Support and Development

5.6 Communication with foster carers

5.7 Quality, practice, and performance

5.8 Children's Portal

5.9 Support Groups (Network Meeting Groups)

5.10 Children Who Foster Group

- 5.11 Feedback regarding support
- 5.12 Advice and Mediation Support
- 5.13 Deregistration Breakdown
- 5.14 Allegations
- 6. Linked Families Short Breaks**
 - 6.1 Linked Families
 - 6.2 Linked Families – Children
- 7. Kinship Assessment**
 - 7.1 Kinship Assessment Team
- 8. Private Fostering**
 - 8.1 Private Fostering Summary
 - 8.2 Private Fostering Activity
 - 8.3 Activity and Ethnicity of children
- 9. Fostering Panel**
 - 9.1 Role and Remit of Panel
 - 9.2 Foster Panel Achievements 20/21
 - 9.3 Business through panel during 21/22
 - 9.4 Feedback from a foster carer 11/8/21
- 10. Learning & Development**
 - 10.1 Training
 - 10.2 Training and development
- 11. Complaints and Compliments**
 - 11.1 Complaints
 - 11.2 Feedback
 - 11.3 Child's feedback
 - 11.4 Community of practice
 - 11.5 My Norfolk Story
 - 11.6 Learning and development
- 12. Next Steps**
 - 12.1 Summary & Developments**

Appendices

Appendices

Contacts

How to contact the Fostering Service

The structure of the Fostering Service

1. Introduction

National Minimum Standards for Fostering Services 2011, section 16, requires that Norfolk Fostering service has a clear statement of purpose which is available to, and understood by, foster carers, staff, and children. It must be focused on how the service will meet outcomes for children and must also be available to any parent or person with parental responsibility.

In addition, this document also provides information about the Fostering Service and outcomes for children and young people looked after by Norfolk Fostering Service from 1st April 2021 - 31st March 2022 as well as key priorities for 2022-2023.

2. Aims and objectives

- 2.1 Norfolk Fostering Service will ensure access to a range of high-quality care placements within Norfolk to meet the needs of children coming into care. Where the need is identified, we aim to provide the right placement at the right time.
- 2.2 In order to offer children stability and the opportunity to maintain relationships with family and friends we need to be able to place the majority of children in well-matched foster families within Norfolk. We will proactively recruit foster carers who can accommodate specific children such as brothers and sisters, children with disabilities, older children, and Unaccompanied asylum-seeking children.
- 2.3 Norfolk County Council's Fostering Service aims to meet the requirements of the:
 - National Minimum Standards for Fostering Services 2011.
 - Fostering Services Regulations 2011
 - National Care Standards Act 2000.
 - The Care Planning, Placement and Case Review Regulations 2010.
 - The Care Planning, Placement and Case Review and Fostering Services (Miscellaneous Amendments) Regulations 2013 which amend the Fostering Services (England) Regulations 2011 with respect to the assessment and approval of foster carers for looked after children.
 - The Children and Families Act 2014 and the Training, Support and Development Induction Standards for Foster Care.

3. Transformation of the Fostering Service

- January 2022 marked the start of a consultation period with our foster carers in regard to shifting the focus in all aspects of what we do, so

that the needs of the child are central to planning, assessment and support offered.

- This aligned with Children's Services' wider transformation programme and was an important step in addressing the current challenges with sufficiency of suitable, stable, and sustainable placements for Looked After Children in Norfolk.
- Our foster carers were already providing a high standard of care to our children, and the proposed model intended to build on this.
- Our commitment is that our Fostering Service will always be outcome focused, strengths orientated, and relationship based, and that we will have a whole system and whole family approach.
- We remain focused on aspirational practice and care at the heart of our work with Looked After Children, with the intention of being the very best Corporate Parents that we can be.

3.1 Key principles behind the service transformation

- Focus on the needs and outcomes for children
- Providing a fair and consistent approach to fees
- Increased support to all our Foster Carers
- Increase our use of available foster placements
- The structure of foster carer fees has not been reviewed since 1993
- The changes are part of our commitment to children being placed in family-based care whenever they are unable to live within their own network. Changes to the Fostering Service were implemented at the same time as the changes to fees to ensure that foster carers have the right support to care for children.

3.2 Changes in fees

- Altering payment categories from levels 1-5 (based on accreditation level of the carer) to fee structure based on the young person's Valuing Care score. The model proposed and launched in April 2022 focuses on payment defined by the need of the child as set out by their Valuing Care score and on the carer's capacity to meet those needs. Valuing Care explores the needs of children looking at 13 key domains of need. The model also aims to achieve a simplified pricing structure by moving to two age categories: 0-10 and 11 plus
- Introduction of a recognition scheme to foster carers offering consistent care to children with highly complex needs as well as

to children over the age of 14, as detailed in the [Fees and allowances - Norfolk County Council](#) document

3.3 Changes in the structure of the service

- **A Supporting Resilience Team** has been set up. The team includes Supporting Resilience Practitioners, an Enhanced Fostering Practitioner as well as CWD support. The Supporting Resilience Practitioners will be available to any foster carer requiring additional support, either due to their own circumstances or because they need additional support in caring for the child(ren) in their care.
- **CWD support** by introducing an Occupational Therapist Assistant Practitioner for advice and guidance on a range of challenges faced by disabled children and those who care for them.
- **Prioritising relationships** All foster carers are held within the Fostering Supervision Teams. This is to ensure that foster carers and their Supervising Social Workers can build long-lasting, safe, and resilient relationships.
- One Recruitment team: this team incorporates the mainstream assessment activity as well as Private fostering
- One Enhanced Fostering and Kinship Assessment team: this team conducts and supports all connected people assessments and temporary supervision. Furthermore, this team oversees the step-down placements from residential units
- Three supervision teams: these teams supervise registered foster carers regardless of type of fostering
- One duty team that oversees the matching and placement requests activity
- One Supporting resilience team whose ethos and purpose are to strengthen relationships within the fostering households
- 2 Fostering panel advisers (with a role in further developing the service)

4. Recruitment & Marketing

4.1 Recruitment Activity

We continue to ensure that initial visits take place, responding to any enquiries in 24 hrs, 72 hrs, if the period involves weekend or Bank Holidays and an Initial visit report are completed and signed off in 10 days.

The time taken for applications to be returned has also decreased from an average:

59.9 days – March - June 2018 13 days – March - June 2019, 8 days – March - June 2020 and 8 days April 2021- March 2022, with 9 applications being returned the same day.

Over 60% of assessments have been completed within the 6 months' timescale or under. Of the 40%, the delay and pause ranged from applicants requesting more time in response to events occurring in their lives that imposed an elongated timescale.

In September 2021, the Linked families service was integrated in the Fostering Service, which did mean that some of these assessments were delayed and required them to be resumed and recommenced.

4.2 Recruitment Practice

Enquiry Forms are followed up by prompt visits from the Recruitment advisers and this sets the platform for trusting relationships throughout the fostering assessment journey

The Recruitment team uses a range of resources to enrich and ensure robust understanding of the applicants' families' fostering capacity.

By linking with the supervision and duty team, the social workers inform their appreciative inquiry by sharing Profiles/Case studies, age related and specific children's characteristics, valuing care needs assessment tool, exploring adult attachments and triggers of trauma.

Carers say they felt they were listened to and supported. The assessment sessions worked well, and they thought a lot of learning and reflection took place in those sessions, e.g., even when we started from the original topic/ question

Age-appropriate direct work tools are being extensively used when relating to the applicants' own children: mega blocks, buttons, family tree, eco map, happy, smiley faces, *About me* quiz questions, social stories and scrabble board with changed questions and My Family book.

This year, the team will optimise the use of cultural Genograms, "My Family Fosters" Board Game, Support for Applicant's Children

Buddy support: The buddy system is currently being coordinated by three members of the Fostering Service who are responsible for the recruitment and matching of the buddies with applicants and foster carers. The coordinators work very closely with the recruitment advisers.

4.3 Pre-approval training - Skills to foster

Skills to foster is being provided 7 times a year. The course comprises six sessions run over 3 to 4 weeks. We run this jointly with foster carers on all sessions. We keep groups small and as interactive as possible with a combination of face to face and virtual sessions using a hybrid approach.

The Skills to foster training was reviewed in October 2021 to strengthen our message about trauma informed, therapeutic approach to parenting. All applicants in stage 2 are expected to have completed the First Aid course. Homework tasks, linked to the Training, Support and Development Standards, are set up at the end of each session and will be included and referred to in the assessment report.

Emphasis is on training and learning and presenters will provide feedback at the end of the course, which forms part of applicants' assessment. All attendees complete a Feedback form which informs future sessions. Once approved, carers are encouraged to provide feedback in regard to their fostering experience after the first 6 months.

"Skills were brilliant. Mikhak made us feel relaxed and felt the process was nurturing and supportive. I and my partner knew what to expect and had realistic expectations of fostering due to the assessment and experience of supporting their parents who are also foster carers. The carers felt Skills was an eye opener and prompted them to make lots of changes at home, which have helped. The carers felt as prepared as they could have been."

Session 1: How children come into care.

Session 2: Identity & Life changes.

Session 3: Working Together

Session 4: Understanding & caring for children- Understanding and caring for children (New understanding on trauma and brain development, Separation and loss, Developmental trauma, providing a Secure Base, Resilience, Introducing Playfulness – Acceptance – Curiosity – Empathy)

Session 5: Safer Caring

Session 6 – Transitions (Introducing My Norfolk story work, Transition to Supervision and Support Team)

Additional learning opportunities:

- Session with the children and young people who foster - talk about their experiences of sharing family life with foster children – rewards and challenges.

- Young people from the In-Care Council join Session 6 and talk about their experiences of foster care - what makes a positive foster placement and what have been difficult experiences.
- All applicants in stage 2 are expected to have completed the First Aid course. Once approved, carers are encouraged to provide feedback in regard to their fostering experience in their first 3-6 months.

4.4 Feedback about the relationship-based practice in the Recruitment Team

“We have found the assessment process from our first contact with [Recruitment adviser], through skills with [Assessing social worker delivering the Skills to foster training] and then to [Assessing social worker], a very professional and yet personal experience.”

Working ... through the Skills sessions really opened our eyes to what we thought we knew about fostering a child. Listening to other peoples' views and experiences was very informative and we were grateful for the opportunity to share in their experiences. It was amazing to listen to the views of fostered children and birth children. We took time to reflect on our next step and after much discussion we decided that we were definitely ready to move forward. Working with [Assessing Social worker] has been lovely. We have learnt so much about understanding the needs of a looked after child. At times it was difficult to discuss things that we had put away in our minds, but we were very comfortable discussing these issues with our social worker. The sessions were conducted in a professional and sensitive way without any pressure. We were allowed to move forward at our own pace”

4.5 Overview of Recruitment Activity for the period April 2021-March 2022

492	84	36	26
Initial enquiries	Stage one	Stage two	Completed assessments

4.6 Areas of focus for the Recruitment Activity

By closely monitoring the foster carers and children's demographics and the sufficiency challenged, we know that we need to build and specialise in recruiting foster carers for unaccompanied asylum- seeking children and children with disabilities

Increase the number of parent and child placements

Create a more diverse pool of Foster Carers from a range of ethnic backgrounds.

Continue recruiting New Roads and Enhanced Foster carers

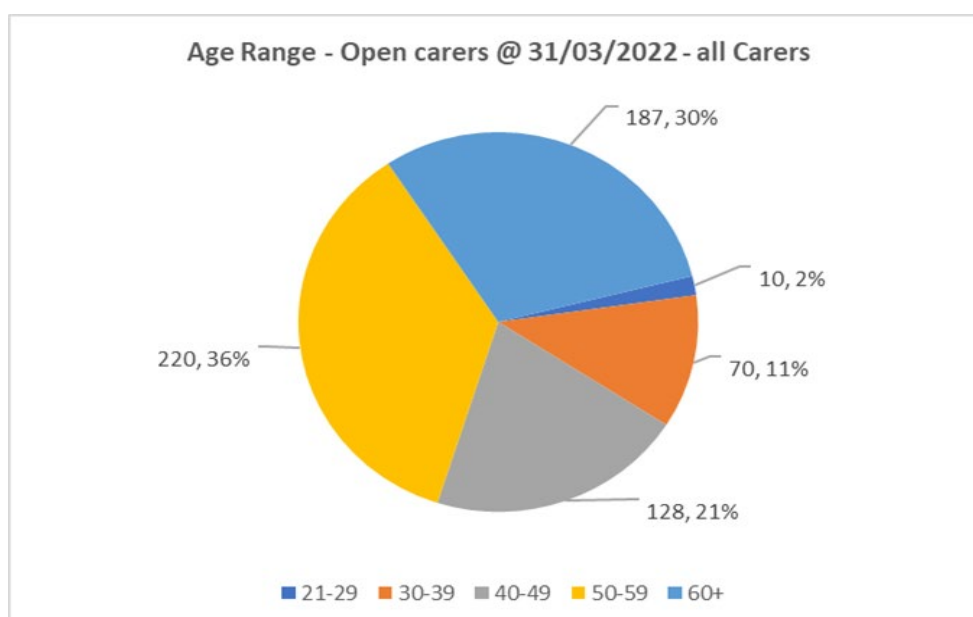
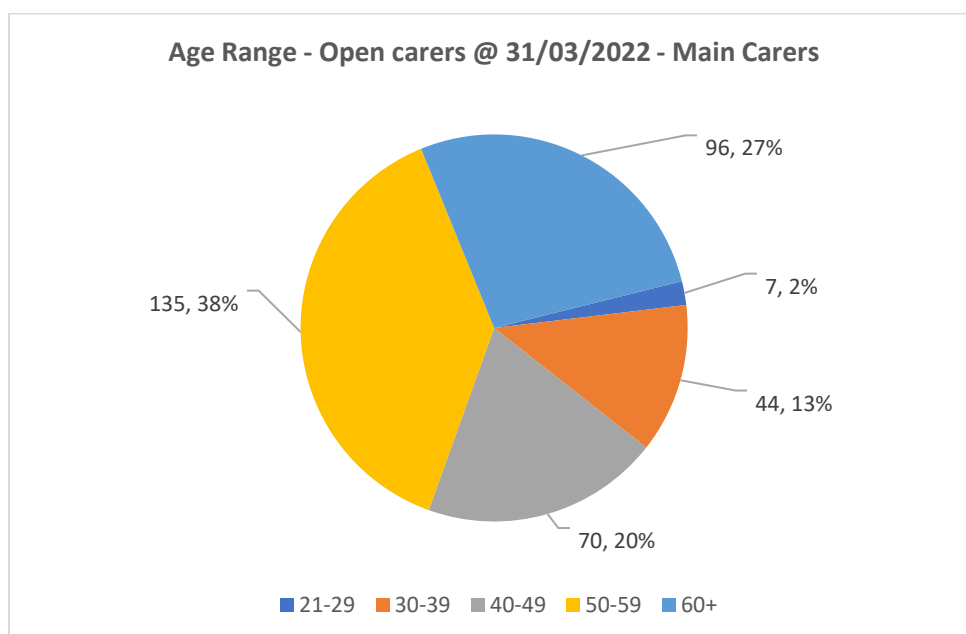
Continue recruiting emergency and PACE bed foster carers

Continue developing the fostering ambassadors and buddies in a trauma informed way with a clear focus on vital signs

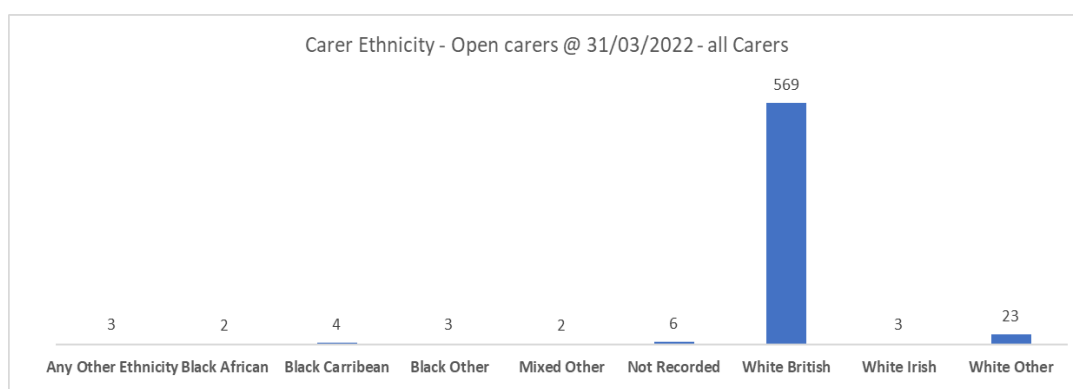
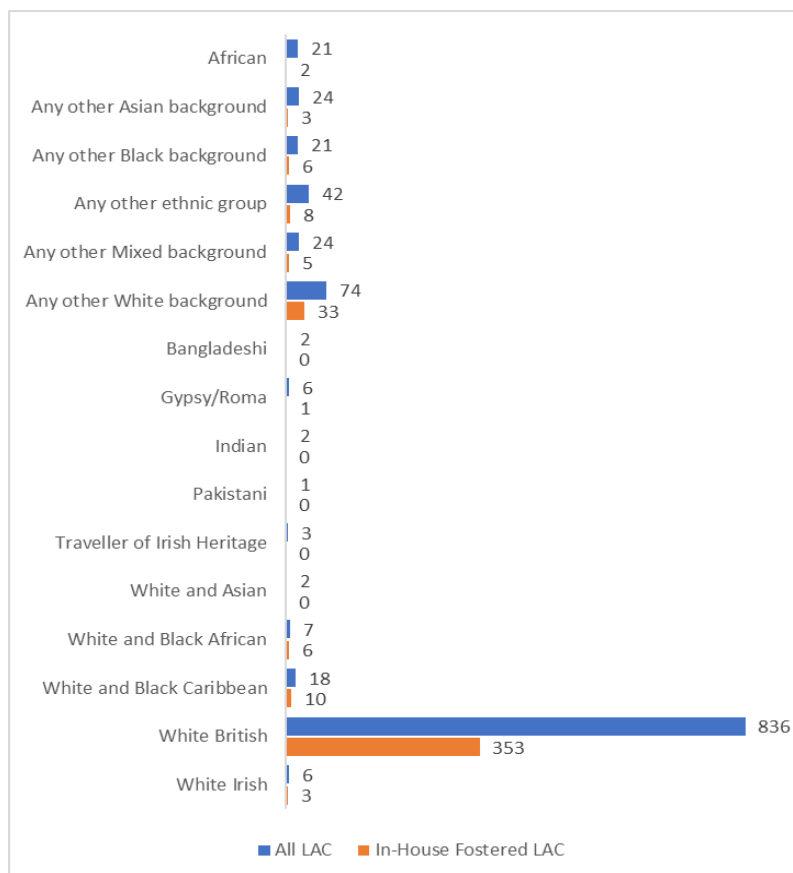
There is a low number of Foster Carers who are only intending to foster teenagers, therefore the recruitment strategy and the Foster Carer Ambassadors are promoting this type of fostering

We require more foster carers looking after children aged 8 plus.

4.7 Age range of foster carers



4.8 Ethnicity of Looked after children/Inhouse foster carers



4.9 Marketing & Communications

The Fostering Service rebranded in 2021, however the messaging appeared to be more suitable for applicants who would have been encouraged to foster young children.

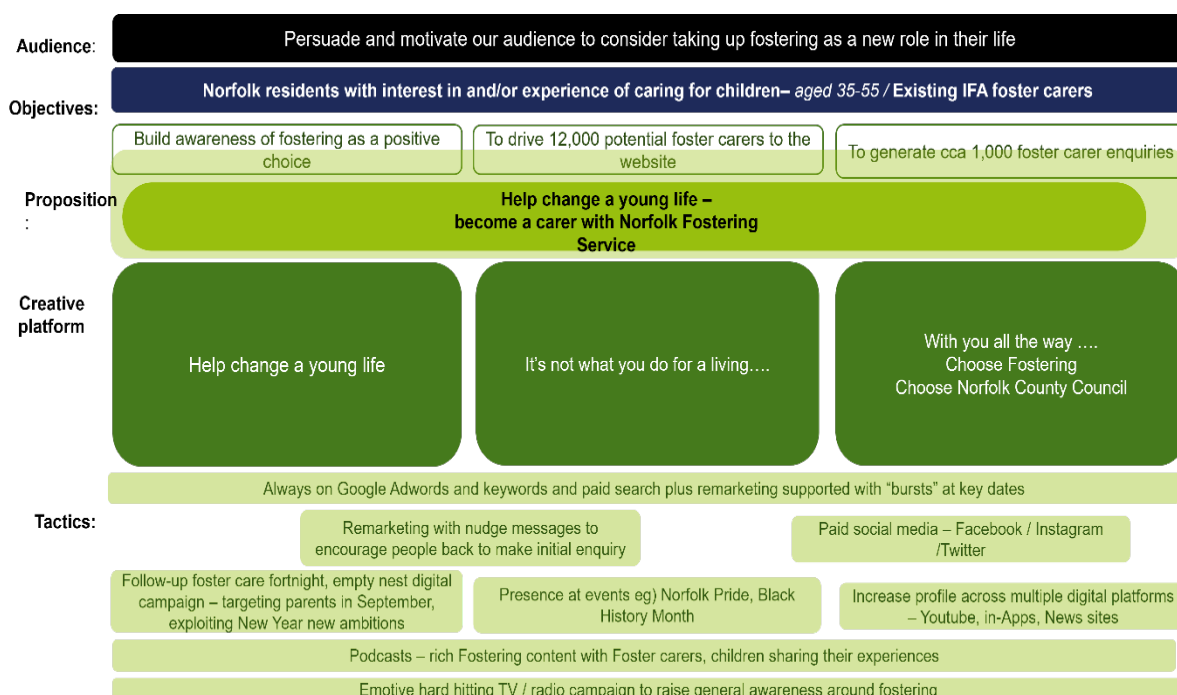
This has been looked at as part of the transformation process and the service reshaped its messages by creating a new set of dynamic ads.

Moving forward:

The new marketing campaign will see a range of marketing activities that will aim at increased branding awareness and a reinforcement of the messages.

The next phase will consider a range of PR activities with schools, Members/parish and district councils, partners, particularly using our own extensive networks to penetrate and find opportunities – and not forgetting our own colleagues at NCC.

4.10 Marketing Strategy 2022-2023



5. Supervision & Retention

5.1 Supervision and retention of foster carers

- Number of households at 31st March 2022: 352 fostering households (including foster carers who are temporarily approved) approved for 653 places providing care to 425 children:
- 273 mainstream offered placements to 353 children (offering long term or task centred placements)
- 41 family and friends fully or temporarily approved offered placements to 57 connected children
- 11 early permanence offered placements to 11 children
- 27 foster carers offered respite or short breaks to carers or to families with children with disabilities.
- There are biannual induction events for newly approved foster carers

- Norfolk Fostering places great value on the carers' long service with the agency by providing celebratory hampers at the end of the year
- As part of the transformed fees and allowances model, foster carers who care for teenagers and children with complex needs can also access a range of activity vouchers and annual financial rewards
- All Foster carers are signed up to the Norfolk Support and wellbeing service
- Each fostering household is allocated a Supervising Social Worker (SSW). In Norfolk, SSWs' caseloads range from 18-22 fostering households. The Supervising Social Worker's role includes providing regular formal supervision; working with each member of the fostering household, including birth children, to support carers in all aspects of their fostering role; helping foster carers in their liaison with other teams within Children Services. During visits the Supervising Social Workers are observant of any health and safety, child protection, and standards of care issues which need to be addressed. Supervising Social Workers offer advice on how to manage children in a way that is mindful of the trauma they have experienced and supportive of our therapeutic parenting approach. Norfolk Fostering Service believes that when parenting traumatised children Foster Carers will experience things that 'trigger' memories from their past and when Foster Carers are experiencing difficulties in their own lives this these inevitably impact on their relationship with the child and the care that they give the child. It is therefore imperative that Norfolk Foster Carers can reflect on their past and are open to discussing their emotions and feelings with their SSW. Where further resilience is required, a Supporting Resilience Practitioner is allocated for a targeted piece of work. Supervising teams operate a buddy system, so that foster carers clearly know who to contact in the absence of their SSW in addition to Team managers and the duty team.
- Foster carers were supervised on a monthly basis within their first year and 6-12 weekly thereafter, albeit this has now been adjusted to 6-8 weeks (more frequently, if the need arises)
- Each carer is reviewed on an annual basis with the first review being presented to panel and subsequent reviews being completed under the best practice remit. On 31st March 2022, only 4% of reviews were slightly out of timescale due to a range of reasons varying from carers' health, concerns or LADO needing to be investigated and, in only a couple of cases, due to a mixture of new caseloads and sickness.
- Refusal or Termination of Approval Prospective Foster Carers and registered Foster Carers can make representation to the Fostering

Service or ask for an independent review of their case if they do not agree with the decision of the Agency Decision Maker following Fostering Panel. They can request that Fostering Panel reconsiders their case or alternatively can ask for an independent review from the national Independent Review Mechanism. In these circumstances Norfolk Fostering Service recommend that Foster Carers make use of The Fostering Network's Independent Support Service.

5.2 Matching

- Successful matching depends on good assessments, clear support plans, careful decision making and a high level of information sharing between professionals.
- Relationships with people who care for them are the 'golden thread' running throughout a child or young person's life.
- Dedicated Duty manager, Duty Social worker and Duty worker provides increased knowledge to support matching the developmental needs of the child with the caregiving required to meet them.
- The children's needs are being reviewed regularly as part of Combined Assessment and Placement Reviews which form part of the Looked after children's reviewing process
- When a Norfolk child requires a foster placement, their social worker makes a referral (a LAC placement matching which describes the Matching Profile and a detailed needs assessment tool alongside a risk assessment) which is then sent to the Access to Resource Team (ART). ART works with The Fostering Duty team to seek an appropriate and carefully matched placement. The internal duty team has very detailed understanding of the availability and profiles of foster carers.
- Support is formulated from the outset through: Placement plan meetings, Placement plan reviews, Ongoing review of the carers' resilience via regular foster carers' supervisions and training, Signs of stability meetings and Reflection and Learning events

5.3 Feedback offered by a newly approved foster carer

- *Carer felt well prepared to ask questions around matching and challenge when they thought the placement was not right for them. This is something they felt was promoted during the assessment and it gave them the confidence to question and say no.*
- *Carer explained that the assessment and preparation training (Skills) prepared them well for their first 9 months of fostering. They*

felt it was a positive process, which they enjoyed, and they felt supported by their assessing social worker.

- *Good resources were shared- carer said that she saved everything and still uses these resources.*

5.4 Duty and Supporting Resilience Fostering Team

- The team was formed as part of the development of Norfolk Fostering Service in April 2022.
- The team consists of one team manager, one social worker, one enhanced practitioner, three supporting resilience practitioners, one assistant occupational therapy practitioner, one duty worker and one social work apprentice.
- The team supports matching foster placements with Norfolk Foster Carers, addressing any support or direct work with foster carers, their birth families and their care experienced young people.
- The team may undertake visits, offer telephone support, complete direct work in and out of the home. The team provides resources, sign posting or links to additional support, training, or skills to develop the foster carers' knowledge, understanding or confidence with any matters.
- The team can complete one off pieces of work, targeted number of sessions or remain working up to one year with some young people who may have stepped down from a residential placement.
- The duty social worker will also liaise with newly approved foster carers as a way of forming trusting relationships that will further aid the thinking around matching.

5.5 Training, Support and Development

- All foster carers are required to evidence meeting the Training, Support and Development Induction Standards (TSD). For general carers this must be completed within a year of approval and for family, friend or connected persons carers it is within 18 months of approval.
- At 31st March 2022, 9 Training Standards appeared to be out of timescale, however, they were subsequently completed, or timescale extended where carers were in the process of resigning.
- The workbooks were Quality Assured by the Team managers.

5.6 Communication with foster carers

- Fostering Focus Newsletters continued to be sent throughout 2021, albeit they were paused during the transformation and consultation processes.
- Messages from the service were sent via emails or through the Fostering Hub
- The Fostering Advisory Partnership group continued until March 2022, when its members decided to resign, as a result of the fees and allowances proposal.
- During the fees consultation period that took place between January and March 2022, a significant number of individual meetings have taken place to seek foster carers' views and provide space for reflective conversations.
- Support to foster carers after hours has been strengthened with a clear line of communication between our day duty team and the on-call service which saw the service's response more dynamic

5.7 Quality, practice, and performance

- Our data reporting has significantly improved with a very clear dashboard being provided to the service on a monthly basis
- This data enables team managers to closely monitor performance, practice, and areas of development
- This information is shared with the front door recruitment advisers to inform sufficiency needs

Moving forward, significant effort has been made in ensuring that the recording is consistent across all service and among all practitioners, aiming at all forms being directly completed on the Liquid Logic system.

5.8 Children's Portal

- The foster carers are now confidently using the Children's portals
- Feedback from Fostering Team Manager on the new portal system:

"Carers report they feel part of the team in a way they hadn't felt before. Carers confirm much better-informed discussion with social workers for the children in their care as a result of their portal entries. Saving time and leading to quicker and better decision making. Supervising social workers report increased productivity as a result of streamlined procedures, especially in relation to information sharing and obtaining signatures. They are happy too."

We have been able to link foster carers to the records of children they care for and now all written accounts of the lives of children made by

foster carers find their way immediately into the case notes of the child. All colleagues with access to those records can quickly see what is happening for the children they are responsible for and make prompt contact with carers where needed, leading in some cases to important placement planning adjustments that might otherwise have not been made. As a result, carers tell us they feel properly included in our recording process for the first time and valued more greatly by others in the team around the child.”

- Since May 2021, The Fostering Service became an integral part of the Corporate Parenting service with one Assistant Direct who oversees the Looked after children population
- This supported the service to focus on ensuring our core ways of working are embedded and central to our practice, supporting children and young people to maintain and develop positive, reparative relationships with their family and supporting their ties with their network and their local community.
- Last year saw a redevelopment of the placement learning and reflection meetings which support the team around the child to reflect on areas of learning and areas of strength when a placement breaks down for a child. This information is captured in a way that allows us to identify and review themes that run across placement breakdowns to further improve placement stability and holistic working to provide stability throughout a child's life.
- Placement planning review meetings have been developed and implemented, supporting the team around the child, in particular those providing daily care/support for children and young people to better understand need and to ensure there is sufficient robust support available to carers to reduce the risk of placement wobbles which can ultimately lead to placement breakdown. We have also developed a new policy regarding how to support children and young people most effectively when they need to move to a new placement, so they are able to share their views and feel heard, involving them in the search for a new placement.

5.9 Support Groups (Network Meeting Groups)

The Kinship support groups set up as a result of feedback received have continued

The network meetings have continued virtually.

Moving forward, the newly created Resilience Team has sought feedback from foster carers through Meet and greet events regarding peer support and has subsequently created a mixture of events which will continue throughout the 2022-2023. These will vary, as listed:

- Supporting Resilience groups - Listening Circles

- Summer Activities
- Autumn activities
- Winter seasonal card competition and activities
- Network meetings
- Resilience monthly newsletter
- Christmas and Halloween activities

5.10 Children Who Foster Group

- The children who foster will be meeting every three months with the hope to enjoy some fun activities together as well as being able to share our thoughts, feelings, worries and advice. The meetings will be open to birth children and SGO children in the foster household.
- The group is also instrumental in the training of applicants by delivering a session about impact of fostering on own children.
- Foster carers' own children are being celebrated by having a voucher sent to them on their birthdays.

5.11 Feedback regarding support

"It's so kind of you to try to put my mind at rest like this. This is exactly why I love fostering for Norfolk. People really go the extra mile for each other. Thank you"

"Having a really tight team ... has helped us all in this discombobulated time and we really appreciate it, it makes our job so much easier to know her 'team' is on hand to support us all."

"I just wanted to put forwards my thanks to our Supervising Social Worker for amazing support...She had been incredibly insightful and understanding of my family's best interests and what our strength and weakness are as a foster family. We feel very lucky to have such a supportive team around us as a fostering family."

5.12 Advice and Mediation Support

The Advice and Mediation service offers confidential and independent advice and support to foster carers and agency staff as well as mediation between foster carers and agencies.

By commissioning this service from Fostering Network, Norfolk County Council is acknowledging that foster carers are an essential part of the professional team around the child and recognising that foster carers are uniquely vulnerable and may, at times, require additional independent support.

This service assists the service in retaining foster carers in these times of an acknowledged national shortage of foster carers.

The number of referrals was comparable to the previous year (62) new referrals for 2021-2022) albeit this is an increased figure compared to pre-covid years. The main sources for the referrals had been around allegations and standards of care (20), Panel support, NI (7), allowances (4), complaints (5), Covid (5)- to list a few.

5.13 Deregistration Breakdown

Reason for Deregistration	Total
Linked families due to non-availability or health	6
Gained Special Guardianship Orders	3
Placement breakdown for kinship carers	3
Staying put offer	6
Local Authority Concerns	15 (2 double counted)
Retiring	6
Health Reasons (inc Covid)	4
Other/personal/impact of transformation/bereavement	13 (2 resulting from impact of transformation)
Total	56/54 as double counted

5.14 Allegations

During the reporting period, 15 allegations were made by fostered children and an additional 7. The number of allegations against foster carers made by fostered children and an additional 7 were made by other sources.

15 inhouse carers were subject to allegations under the following categories:

- Physical abuse 8
- Sexual abuse 0
- Neglect 0
- Emotional abuse 10

This resulted in 2 rereferrals to the Disclosure and Barring service and 7 led to referrals made to the Safeguarding teams which progressed onto section 47 enquiries.

The outcomes of these referrals resulted in 29% being consultations, 14% being unsubstantiated, 22% being substantiated, 7% false and 29% of the referrals remained active at 31st March 2022

The timescale for conclusion varies between 2-4 months, albeit those that remain active vary with one being ongoing since November 2021 as the oldest and one that was initiated on the 31st of March 2022.

6. Linked Families Short Breaks

6.1 Linked Families

In September 2021, the Linked families service joined the Fostering Service. We had 22 Linked families with 6 being deregistered by end of March 2021, due to unavailability or personal circumstances.

However, the merge has enabled a growing awareness around the need and Linked families and mainstream foster carers are actively considering providing each other support.

The Fostering service attends the CWD panels, and the fostering duty team is actively raising awareness around children's needs, thus reaching out to all carers for support.

6.2 Linked Families – Children

- In September 2022, there are 16/17* Linked families offering placements to 13 children living within their birth relatives
- The needs of the children range from ASD, ASD/SLD, SLD/epilepsy and PMLD
- One member of staff is trained and delivers epilepsy training to foster carers.
- One Linked carer who has a secondary designation also offered shared care in addition to her linked short breaks and two carers offered ongoing respite to children with disabilities
- * One Linked carer requested to be approved as a foster carer for children with disabilities and they have been subsequent matched with a looked after child with additional needs on a full-time basis.
- This is an area that requires targeted recruitment as the group of Linked carers has reduced due to health and other personal issues

7. Kinship Assessment

7.1 Kinship Assessment Team

During the period from 1st April 2021 to 31st March 2022, the number of referrals was:

- Connected carers assessments: 12
- Special Guardianship assessments: 87
- Viability assessment: 314

A total of 413 referrals- a decrease from 456 from last year.

7.1.1 Kinship Assessment Team

- The Kinship assessment team has seen a significant change in the way it supports temporarily assessed foster carers.
- Each such carer has an allocated Kinship assessment social worker who will undertake the role of assessing as well as supervising potential connected carers.
- The connected carers are accessing the newly redefined training offer and they are accessing practical support in the same way any other mainstream foster carer would.
- Connected carers who are being assessed for Special guardianship arrangements will continue being supported whilst waiting for the order to be granted.
- During this period, 5 connected carers were presented to the Fostering panel
- During this period, 30 new Special guardianship payments have been set up, notably 6 were for sibling pairs and one was for a three siblings' group

8. Private Fostering

8.1 Private Fostering Summary

Private Fostering refers to an arrangement involving children or young people, aged under 16 years (18 if they have a disability), living with a person who is not a close relative for 28 days or more. Private foster carers are carers within the extended family, such as a cousin or great aunt or may be a friend of the family, the parent of a friend of the child, or someone previously unknown to the child's family who is offering to privately foster a child

From 01/04/2021 to 31/03/2022, there were 32 new notifications of Private Fostering

The Fostering Recruitment Team Managers ensures that the legal requirements for assessment of children and private foster carers are met within the defined timescales. Communication between CADS and the Fostering Recruitment team is improved and the period 2021-2022 saw appropriate referrals received, with information that was previously consistently omitted, being provided.

8.2 Private Fostering Activity

	2019-20	2020-21	2021-22
Number of private fostering notifications received in the year	36	24	32
Number of new private fostering arrangements that began in the period	24	18	30
SW visits to child within 7 working days of notification or commencement	100% (for those notifications that progressed to assessment)	100%	97%
Number of new arrangements that had visits at least every 6 weeks	26	18	30
Number of children in existing private fostering arrangements at the start of the year	6	2	1
Number of arrangements with Regulation 8 visit out of timescale	0	0	0
Percentage of Regulation 8 visit in timescale	100%	100%	100%
Number of private fostering arrangements that ended in the period	34	20	20
Arrangements that ended as the Young Person turned sixteen years old	2	1	1
Number of children in private fostering arrangements at the end of the year	2	4	10

8.3 Activity and ethnicity of children

Source of notifications	Number of arrangements
Children's Social care teams and early help	4
Health Visitor	1
Language Schools	10
Norfolk Schools	1
Other LA	2 (Suffolk and Enfield)
Norwich City Football	1
	17

Activity and ethnicity of children/continued

	5-9yrs	11-15yrs
German		7
Indian		2
Black Portuguese	1	
Swiss		1
Black, Afro Caribbean		1
Black American		1
White, British		18
White, Portuguese		1

9. Fostering Panel

9.1 Role and Remit of Panel

- Crucial role to play in provision and monitoring of quality of foster carers for the children of Norfolk
- Fostering panel meets the Fostering Service Regulations 2011/15 in respect of how it is constituted
- Provides independent scrutiny and challenge to the operational fostering service
- Fostering panel and the Agency Decision Maker (ADM) make timely, quality, and appropriate recommendations and decisions in line with the objective to promote the welfare of the children in foster care in Norfolk.

9.2 Foster Panel Achievements 2021-2022

- As part of the investment and development of the service the Panel Advisor role was created as a standalone post and therefore much of the information considered may have only been collected for a year to 18 months. There has been significant re-configuring of the corporate parenting part of the service and therefore there has been lots of new teams and team members. There is some continuing staff turnover within the childcare social work teams however the fostering service has a relatively stable work force. The panel is legally required to “oversee the conduct of assessments” and “to give advice and make recommendations on such matters or cases as the fostering service provider may refer to it under Regulation 25(4). The panel monitors the quality of reports and work undertaken by the fostering service. Panel Advisor supports social workers to present the right information to panel to ensure that panel is predominantly a positive experience. The Panel has a key role in

monitoring the quality of practice, decision making and providing feedback to the agency.

- Biannual meetings are held between the Panel Chairs, the panel Advisors, managers in the fostering service and the Agency decision maker to address any issues in the work of the panel and wider matters regarding quality assurance.

9.3 Business through panel during 21/22

Mainstream Assessments including CWD	29
Connected Persons Assessment	5
First Reviews	39
Review following allegations and terminations	19
2nd Review	7
Changes of Approval	8
Best Practice Reviews	63
Total cases presented to panel in the period	169

9.4 Feedback from a foster carer 11/8/21

"We found the panel welcoming and friendly which made us feel at ease. Introductions from the panel allowed us to settle and this dispelled any anxious/ nervous feelings. We were met with smiling faces and the eye contact was good. The questions were worded in such a way that they were easy to understand and whilst we were answering we were prompted when there was a pause. Very considerate. Having a face-to-face panel meeting was lovely. Actually, meeting people face to face makes such a difference. Zoom and Team meetings are all very well and our course obviously had to be held that way but seeing all the people together in a room is so much better. The process was made clear to us before panel and that helped too. The timing was good, in fact it flew by. Waiting outside in the car was no hardship. You have to adapt to circumstances. Having the support of Paul and Jude with us made us feel more relaxed. We could not think of any way to improve the experience."

"Our time at panel went smoothly. Everyone was friendly and the chair put us at ease. The one thing I believe that could have been improved upon was the seating plan. The panel members sat around the table with myself, Gary and Emma away from the table at the end of the room. I am used to attending meetings due to the nature of my previous work therefore was not overly anxious, however Gary said it felt slightly daunting and we felt 'on show.' We think that it would have been better if we had been closer to the table which would have still allowed everyone to maintained social distancing."

10. Learning & Development

10.1 Training

- Between 1st April 2020 – 31st March 2021, we have delivered 130 courses.
- 17 were cancelled due to COVID-19
- 1983 foster carers attended training
- 163 people did not attend a booked course
- 833 carers cancelled a place

Please note that the above figures represent courses where there is more than one session. Attendance at each session is recorded and these are included in the figures.

Courses with more than one session are: Non-Violent Resistance (7), Nurturing Attachments (6), Steppingstones (7), Caring for UASC (5), Adolescent Development (2), Moving to Adoption (3), Healthy Mind, Healthy Life (2), Cultural competence (2) 951 participants completed e learning and 1983 participants fully completed courses in 2021-2022. Courses ranged from essential, core and specialist.

Essential Courses	Core Courses	Specialist Courses
Child Exploitation	Developmental Trauma	Adolescent Development
Equality and Diversity	Intro. to Attachment Theory	Babies Born to Substance Addicted Mothers
First Aid for foster carers	Norfolk Steps – De-escalation	Caring for Unaccompanied Migrant Children
Initial Safeguarding	Non-Violent Resistance	Drugs and Alcohol
My Norfolk Story: Life Story Approach	Nurturing Attachments	Healthy Mind, Healthier life: Rediscovering Resilience
Prevent	An introduction to Restorative Approaches	Intro. To Life Story Work
Updating Safeguarding Practice	Secure Base Training	Modern Slavery: Safeguarding UASC
	Stepping Stones	Moving to Adoption
		Paediatric First Aid
		Self-Harm
		Sensory Processing
		Sleep Workshop
		Speech and Language
		Teenage Challenging Behaviours
		The LADO Process
		Watch Me Play Briefing
		Youth Mental Health Awareness

10.2 Training and development

We continue to develop our training and development programme for carers and have reshaped and strengthened the offer from April 2022. This will include a Required, Core and Specialist offer, although all courses will be available to all carers. There will be a particular focus on training to support carers to develop new strategies to care for more complex and harder to place young people and will draw upon expertise across Children's Social Care to promote relationships between carers and different parts of the service.

11. Complaints and Compliments

11.1 Complaints

- There have been 32 complaints made during April 21- end of March 22.
- 16 complaints were part of the consultation process in regard to the transformation of the Fees and allowances paid to foster carers. These complaints were considered as part of the consultation and engagement of foster carers process.
- 6 had no judgement, 7 were not upheld, 17 were not applicable, 1 partially met due to a DLA enquiry and 1 upheld (due to wrong payments made to carers as a result of system errors)
- There is no recurrent theme identified and the issues range from historical concerns about foster carers (2), 1 query regarding foster carers being encouraged to make savings for their young people, 1 around Covid vaccines, 1 around foster carers unable to support education due to Covid, 1 concern about the Supervising Social worker, 2 about care provided by foster carers (both investigated as per the Fostering service procedures), 2 in relation to Staying Put, 1 in relation to Special guardianship payments, 1 regarding cultural match, 1 in regards to a deprivation of liberty management, 1 in relation to DLA, 1 in relation to the receipt of vulnerable bursary, 1 payments to carers, 1 in relation to contact. All concerns raised in relation to foster care standards have formed part of service investigations.

11.2 Feedback

- Feedback is routinely sought through feedback forms held on the recording system
- Informal feedback
- Good practice notifications
- Feedback sought as part of management auditing processes
- Panel feedback

11.3 Child's feedback

"I love working with XXX, I really like her. She does not let me down. She got to know me well and knows what I am like. She is supportive and does things with me she does not like herself – such as going to the dentist. I know I am not easy to be with sometimes, but XXX just says it as it is and is good at asking in a way, I just tell her – she is good."

11.4 Community of practice

- Relationship based practice noted with regards to children's networks working very tightly together to support children's sense of identity, in one case the child has not seen his mother for 12 years, so foster carers, social workers, mother, other family members and child worked very closely to each other to support the plan while focusing on the child's needs.
- Supporting children to achieve aspirations: *I feel that all of us working together made a fabulous team and this has helped [YP] to continue with his future goals and helped his to achieve his aspirations.*
- Director's recognition: *The relationship-based practice and tenacity you have shown in getting this outcome for [YP] is truly life-changing for him, and you have my huge appreciation for what you have done and the way you have gone about it.*

11.5 My Norfolk Story

Children's Team managers would take the time to note the excellent care and commitment afforded by our foster carers:

- I regularly read your [Foster carer] portal messages ...Without your continued commitment and advocacy, the children may not be thriving as much as they currently are, and your dedication and warmth for them shines through.
- Really lovely to read about her swimming achievement and the comment to YP at the end – shows really thinking about how she might read this as an adult, and it says loads about how much she is cared for.
- FC has been incredibly diligent and her care of YP is exemplary – I have now seen a few video clips which highlight YP's significant progress, and this is in part down to his consistent, safe, and nurturing care, thank you and your team.
- YP and his mother met for the first time in six years. This has been repeated due to the amazing support that YP's long term foster carers show to YP...his mother has been accepted into his life without judgement. Today his mother attended YP's LAC review for the first time. It is such positive progress for YP to have his mother involved in the planning going forward.

11.6 Learning and development

- *This course is exactly what is needed for foster carers (Healthy mind, Healthy Life, Rediscovering Resilience)*

- *Brilliant course, very well presented and lots of information and insight." (Child Exploitation)*
- *Loved every aspect of it. Excellent course, very useful and relevant. All foster carers should attend this course. I have learnt so much and am using the new strategies every day. (Non-Violent Resistance Parenting)*
- *Course was excellent, I really enjoyed it – Secure Base*
- *Excellent course, very well presented – First Aid for Foster Carers*
- *Helpful and informative – Nurturing Resilience*
- *It's been really interesting. Helped me with advice – Steppingstones*
- *Very helpful course, thank you – Updating Safeguarding Practice*

12 Next Steps

12.1 Summary & Developments

- Embed the New Deal for our foster carers
- Increase the number of enquiries to foster (aiming for 1,000) and approvals (50)
- Continue the relation-based model of delivering the new training offer
- Ongoing planning and sufficiency monitoring by continuing innovating the ways of preparing foster carers for the task
- Support fostering households by providing a holistic approach to stability
- Increase number of family-based care provided by the children's connected networks
- Re-engage foster carers by creating a healthy new partnership which, with reflection on past experience, can work even more effectively together to promote positive outcomes for children. Foster carers suggested a foster carer forum to be set up to provide opportunities for all foster carers to communicate with the service, Virtual school, Participation team, Health professionals
- Finalise the foster carers 'handbook and the agency's website
- Develop the Clinical psychology offer to the service and foster carers

Appendices

[The Local offer - Children in care - Norfolk County Council](#)

The New Deal

The Promise



Contacts

- Contact Details for OFSTED and the Children's Commissioner
- Any serious concerns regarding the Fostering Service practice can be referred to the OFSTED inspectorate. The main office for the OFSTED fostering inspectorate service is:



OFSTED National Business Unit
Royal Exchange Buildings
St Anne's Square
Manchester
M2 7LA

Tel: 08456 40 40 40

e-mail: enquiries@ofsted.gov.uk

If a child has any serious concerns relating to the Fostering Service, they can contact the Children's Commissioner for England. The details are:

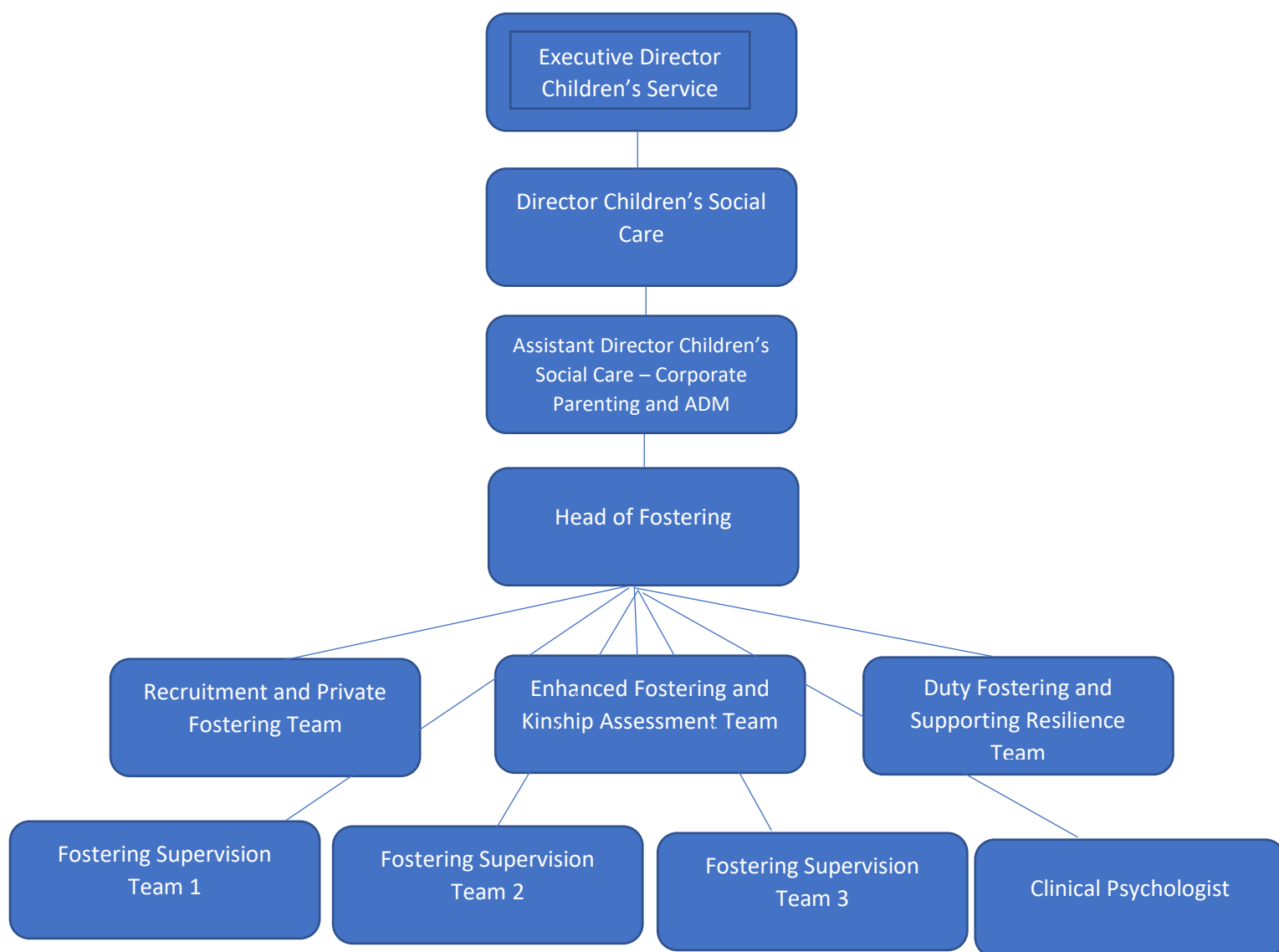


Children's Commissioner for England
Sanctuary Buildings
20 Great Smith Street
London

SW1P 3BT

How to contact the Fostering Service

- You can access the website on - [Fostering - Norfolk County Council](#)
- Fostering Service Recruitment number 01603 306649
- Day time Fostering Duty number 01603 306338: NFSduty@norfolk.gov.uk.
This is the number for registered foster carers to ring for out of hours support.
- Emergency Duty number for the Out of hours service 03448008020.
- Norfolk Support Line for registered foster carers and their family members:
0800169 7676



Cabinet

Item No: 12

Report Title: Annual Review of NCC Residential Children's Homes

Date of Meeting: 07/11/2022

Responsible Cabinet Member: Councillor John Fisher

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

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 31 March 2022

Introduction from Cabinet Member

Annual Approval of the Statement of Purpose of Norfolk's Residential Children's Homes Service and a Summary Review of the Year September 2021 to August 2022.

Members in their role as the registered provider of these homes are required, under law (Children's Home Regulations 2015 (as amended); Care Standards Act 2000), to approve each children's home's Statement of Purpose and Functions.

It is a requirement that each of our children's homes has a clear Statement of Purpose which details the aims and objectives and how the standards will be met. The nine standards are:

- Quality and purpose of care standard
- Children's wishes and feelings standard
- Education standard
- Enjoyment and achievement standard
- Health and well-being standard
- Positive relationships standard
- Protection of children standard

- Leadership and management standard
- Care planning standard

Each home must also provide a guide for children which explains the purpose of the home,

the complaints procedure and access to advocacy services. Each home's Statement of Purpose is available on the Members portal – these contain confidential information so cannot be sent with the Cabinet report. These are exempt from publication as they involve the likely disclosure of exempt information as defined in Paragraphs 2 and 3 of 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 Decision Making Report due to containing sensitive information related to children.

Executive Summary

This paper reports to Members on the performance of and outcomes achieved by Norfolk's Residential Children's Homes Service.

The key performance outcomes achieved for the service this year (September 2021 to August 2022) are:

- Our New Roads service (Norfolk's version of North Yorkshire's No Wrong Door) is now in its second year, with hubs in Dereham and Norwich. We have accepted 145 referrals and 91% of our closed cases have had positive outcomes.
- 9 of our Residential and Short-Breaks homes are rated Good by Ofsted and 1 Requires Improvement to be Good.
- We are in our third year of capital refurbishment. Seven homes have been renovated to a high standard and there are plans in place to refurbish the remaining 3 homes.
- Our short breaks services have continued to work with families on the edge of care. They have reduced the number of children and young people becoming looked after by offering support and respite to promote families staying together.
- Following the successful implementation of the Children with Disabilities Outreach Team and the positive impact they have had on families and the service over the past year, we are in the process of setting up a disability outreach crisis team that will be able to offer personal care.

- The Emergency Crisis Response team have continued to support families in crisis to prevent family breakdown and have reduced the number of young people being accommodated by the LA. The service is in the process of expanding to increase capacity to meet current demand for emergency support.
- We are continuing with the development of two new solo/dual placement homes. Both homes will be functioning in the early part of next year.
- Loki House is now providing emergency accommodation for young people where there is an immediate need following a crisis breakdown at home or at their current placement.

Recommendations:

1. Cabinet is invited to accept the Annual Report for the Residential Service for year 2021/22 and endorse the Statements of Purpose as found on the Members Portal

1. Background and Purpose

- 1.1 Annual Approval of the Statement of Purpose of Norfolk's Residential Children's Homes Service and a Summary Review of the Year September 2021 to August 2022. Members in their role as the registered provider of these homes are required, under law (Children's Home Regulations 2015 (as amended); Care Standards Act 2000), to approve each children's home's Statement of Purpose and Functions.

2. Proposal

- 2.1 Members are asked to recommend approval to the Committee of the Statement of Purpose for the Residential Children's Homes to comply with the Care Standards Act 2000.

3. Impact of the Proposal

- 3.1 N/A

4. Evidence and Reasons for Decision

- 4.1 Norfolk's Residential Children's Home Service currently has 4 children's homes; 1 home for children with disabilities; three residential short-breaks children's homes; four supported flats, which are housing Unaccompanied

Asylum-Seeking Children; 2 New Roads Hubs and 10 Semi-Independent Living houses. We work closely with other statutory and voluntary sector services supporting children and families in need. Accommodating children is always a last resort and the authority must be satisfied that the care threshold is met. Over the past year, the service has accommodated the majority of young people referred to us, unless their risk assessment identifies that the placement in Norfolk's Residential Children's Home Services would not be suitable. Our homes deliver a range of interventions to children and young people within residential care, depending on their individual needs

4.1.1 Our self-contained supported flats currently provide accommodation for up to 12 Unaccompanied Asylum-Seeking Children.

4.1.2 Our Semi-Independent accommodation (SIA) consists of 10 houses offering placements for 31 young people. From September 2021 to August 2022, our SIA provided accommodation for 63 young people. 25 are still accommodated with us and 38 have moved on. This included 8 young people who returned home, 3 young people moved on to their own flat and 12 young people who moved on to post-18 accommodation.

4.2 Residential Children's Homes

4.2.1 Our five residential children's homes provide residential care for young people aged between 7-17. We have two 2-bed and two 4-bed homes, offering support for up to 12 young people, and one 2-bed home offering care for children with disabilities. Four of our homes are rated as Good by Ofsted and one requires improvement to be good.

4.2.2 The table below shows the occupancy rates for all residential homes during the period 1st September 2021 to 31st August 2022:

Home	% Occupied	Number of Children/Young People accommodated
Frettenham	79%	2
Waterworks Road	64%	2
Loki House	62%	13
Easthills	57%	6
Springwood (CWD)	48%	2

4.2.3 From September 2021 to August 2022, our Residential Children's Homes have provided accommodation for 25 young people. 11 are still care for by us and 14 have moved on.

4.2.4 2 young people returned home, 2 moved internally to our in-house children's homes, 6 moved to other children's homes, 1 moved to In-House Foster Care, 2 moved to specialist placements and 1 moved to Semi-Independent Living.

4.2.5 Over the last year there have been some occasions where we have had to restrict the accommodation of young people due to complex needs and matching. At times, this matching has been unavoidable due to local and national shortages of sufficient and effective placements. Loki House has provided emergency placements but, in some cases, due to the level of need of the young people in placement, they have not been able to run at full capacity.

4.2.6 From September 2021 to August 2022, our Residential Children's Homes received 4 complaints in total. 2 complaints were from neighbours (one about an outside light being on and one regarding the neighbours being disturbed), 1 complaint was from an advocate and 1 was from a family member regarding a miscommunication. In all instances, managers responded to the complaints in a restorative way and resolved the issues.

4.2.7 Ofsted must be notified (Regulation 40 Notifications) of all significant incidents that occur in any residential children's homes. This year we have made 65 notifications, to Ofsted. 1 was an allegation of abuse against the home or a person working there, 3 were an instigation and outcome of any child protection enquiry involving the child in the home, 13 were serious incidents requiring police involvement and 48 were other incidents that the registered person considers to be serious. 33 of the notifications were made by our emergency provisions home, Loki House.

4.2.8 We had a total of 22 physical interventions in our residential homes, involving 5 young people.

4.2.9 The table below shows the number of times children and young people went missing from Norfolk's Residential Children's Home Service during the period from 1st September 2021 to 31st August 2022:

	2021/22 Sep - Aug
Total number of times children / young people went missing	74
Number of children / young people who went missing	14
Number of overnight missing episodes (included in the Total number of times children / young people went missing)	12
Number of children / young people who have been absent without authorisation (they were not missing but they were absent from the home)	1

4.3 Residential Short-Breaks Children's Homes:

- 4.3.1 Marshfields and Foxwood provide 10 beds for children and young people aged 5-17, who have physical disabilities, learning disabilities, and sensory impairments, including children and young people with complex health needs and challenging behaviour.
- 4.3.2 Aylsham Road has 4 beds and provides planned, short term stays of residential care to children and young people aged between 5 and 17, who are considered on the edge of care. They also offer emergency time-limited stays to support families in crisis.
- 4.3.3 All of our short-break homes are rated Good by Ofsted.
- 4.3.4 From September 2021 to August 2022, there were no missing from care episodes or unauthorised absences.
- 4.3.5 This year we have made 6 notifications to Ofsted for our short-breaks homes. 1 was in relation to police being called to the home due to a serious incident, 2 were in regard to an instigation and outcome of any child protection enquiry involving a child in the home and 2 were other incidents relating to a child that the registered person considered to be serious. 1 notification was in relation to all of the above categories, referral of a person working in the home and child being involved in or subject to, or suspected of being involved in or subject to, sexual exploitation.
- 4.3.6 From September 2021 to August 2022, there were a total of 15 physical interventions across our short-break homes, involving 4 young people.
- 4.3.7 The table below shows the occupancy rates for our Short-Breaks Children's Homes during the period 1st September 2021 to 31st August 2022:

	% Bed Nights Occupied	Number of Children/Young People Who Have Accessed the Service
Aylsham Road	63%	59
Foxwood	55%	26
Marshfields	48%	28

- 4.3.8 In some cases, the occupancy rate has been affected in the homes due to the level of need and risk assessment of the young people. In addition, although nationally many short-breaks services ceased due to Covid 19, our short-breaks service has continued to operate on a reduced capacity basis to allow for social distancing, the personal care requirements of our young people, and for deep cleaning between visits.
- 4.3.9 From September 2021 to August 2022, our Short-Breaks Homes received a total of 3 complaints. All complaints were from parents of young people receiving short-breaks care. 1 complaint was regarding the cancellation of a

stay at short notice. All complaints were responded to and resolved by managers.

4.4 New Road Residential Hubs:

4.4.1 Our two New Roads Hub provide residential care and outreach support for young people in care or on the edge of care, aged 12-17. Whilst the emphasis is on supporting young people to remain in a family setting (either with their own family, or with a foster carer), our hubs can provide up to 12 medium-term residential placements between them.

4.4.2 The table below shows the occupancy rates for the New Roads Hubs during the period 1st September 2021 to 31st August 2022:

Home	% Occupied
Dereham Hub	64%
Norwich Hub	49%

4.4.3 From 1st September 2021 to 31st August 2022, we have accepted 145 referrals. We currently have 94 open families, 8 young people are cared for in our hubs, 16 are receiving outreach to support them to remain in their current placements, and 70 who are on the edge of care are being supported to remain at home with their families.

4.4.4 91% of our closed families had positive outcomes and those that didn't were either due to families refusing to engage with us or support no longer being required before it began.

4.4.5 We have made 67 notifications to Ofsted, 26 were incidents that required police involvement, 4 were relating to a child being involved in or subject to, or suspected of being involved in or subject to, sexual exploitation, and 37 were other incidents that the registered person considered to be serious.

4.4.6 From September 2021 to August 2022, 29 children and young people went missing from the hubs a total of 156 times.

4.4.7 We had a total of 58 physical interventions in our New Roads Hubs, involving 10 young people.

4.4.8 We have received no complaints since our service started in June 2021.

4.5 Feedback from young People and Families:

4.5.1 'I feel safe at Foxwood. I like everyone and everything about Foxwood.'

- 4.5.2 A young person who stayed at Dereham Hub said: 'The hub staff members are amazing. They are kind and when you are down they will comfort you and support you in every way possible. I have amazing bonds with all of the staff. The hub doesn't have to improve anything, they are as perfect as can be.'
- 4.5.3 A young person who was fostered from the Hub said: 'My dream has come true I am so happy where I am living now and I am so grateful. I will never forget what the hub has done for me so thank you to all of the staff members at the hub for making my dream come true.'
- 4.5.4 A parent felt that 'the team continue to manage dynamics in the home with the young people's best interests in mind.'
- 4.5.5 A parent said, 'staff at the hub go above their duty of care towards [YP] and me, it is really appreciated'.
- 4.5.6 A parent said: 'Staff have a really good understanding of [YP] and his behaviours and what they express. [YP]'s behaviours are minimal at short breaks which is a clear sign of how well the staff work together to follow [YP]'s plan and keep them regulated and calm. They communicate well with me and attend CIN meetings to keep updated on all aspects of [YP]'s life.'
- 4.5.7 Parents of a young person who receives short breaks 'are thankful to Foxwood as it has been the only place [YP] has felt happy to be without us'.

4.6 Feedback from Professionals

- 4.6.1 A Social Worker said: 'Staff provide warmth and nurture which supports [YP] to feel valued. Waterworks Road have a playful and curious approach which enables [YP] to open up about their feelings and wishes. I have been very impressed by the way Waterworks Road have built relationships with family members. This has promoted family time, and this continues to be a positive experience for [YP]'.
- 4.6.2 A Social Worker said staff at Dereham hub 'offer really bespoke and personal support to [YP] which is relationship based and has huge positive impacts on [YP] and the family.'
- 4.6.3 A support for success practitioner said: 'The excellent physical environment is matched by the excellent staff team. I have found the staff (without exception) to be warm, caring and loving towards the young people residing there. They are an exceptional team. I have really enjoyed working alongside the team recently and hope to do so again in the future.'
- 4.6.4 A social worker said: 'Loki house did everything within their means to make my young person feel comfortable with life in the UK. Staff were very polite and

very much involved in the young person's care and kept the social worker updated in every piece of work they did with the young person.'

5. Alternative Options

5.1 N/A

6. Financial Implications

6.1 Each placement in Norfolk's Residential Service children's homes in 2021/22 was on average £3,960 per week. This compares with the weekly external residential placement costs of £4,300 for the basic package of care, although many external placements included additional charges on top of the basic weekly cost.

7. Resource Implications

7.1 Staff: N/A

7.2 Property: N/A

7.3 IT: N/A

8. Other Implications

8.1 Legal Implications:

8.2 Human Rights Implications:

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

As can be seen in the purpose and function documents, all our homes are committed to policy, procedures and practice which promote equality and address the poor outcomes for this group.

8.4 Data Protection Impact Assessments (DPIA):

8.4.1 Children's Services deliver a range of residential homes to meet the needs of young people who require residential care. As can be seen from the quality of care as judged by Ofsted, and our own quality assurance checks, our children's homes are having very positive effects on the outcomes achieved by our young people.

8.5 Health and Safety implications (where appropriate):

8.6 Sustainability implications (where appropriate):

8.6.1 The key challenges for the Service are:

Ensuring the service meets the Ofsted criteria and expectations
Ensuring that our young people have permanence plans that meet their needs
Assessing the group dynamics and matching process
Reviewing residential services in line with the sufficiency strategy
Working alongside corporate strategies to ensure the residential services aligns with these.

8.7 Any Other Implications:

None

9. Risk Implications / Assessment

9.1 N/A

10. Select Committee Comments

10.1 N/A

11. Recommendations

11.1 Recommend the approval of the Statements of Purpose for all the Local Authority children's homes to Full Council to comply with the Care Standards Act 2000 and to endorse this annual report.

12. Background Papers

12.1 The Statement of Purpose for each home is available on Members Insight

Officer Contact

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

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Report to Cabinet

Item No. 13

Report Title: Finance Monitoring Report 2022-23 P6: September 2022

Date of Meeting: 7 November 2022

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 6 (September) is **a £0.936m overspend (0.2% of net budget)** after taking into account use of £31.125m Covid reserves brought forward from 2021-22 to meet Covid pressures in 2022-23.

General Balances are forecast to be **£23.840m** at 31 March 2023 following transfers of £0.077m from non-Covid related savings and Finance General underspends at the end of 2021-22. Service reserves and provisions (excluding the Dedicated Schools Grant reserve) are forecast to total **£151.776m**.

Covid-19 financial pressures are taken into account in the forecasts in this report. Details of these pressures and progress on achieving savings are addressed in detail in this report.

Recommendations:

1. To recommend to full Council the addition of **£33.425m** to the capital programme to address capital funding requirements funded from various external sources as set out in detail in capital Appendix 3, paragraph 4.1 as follows:
 - £0.062m uplift to Childrens Services capital projects, mainly from S106 developer contributions in the current year and £3.009m for future years

- £0.040m uplift to ICT budgets for Fire Services IT requirements, funded by NCC borrowing
 - £22.096m grant funding updates from the Department of Transport for various capital projects, including the Great Yarmouth 3rd River Crossing and the Long Stratton Bypass
 - £1.544m uplift to S106 and developer contributions to Highways capital projects
 - £0.827m reduction in NCC borrowing for Highways capital projects
 - £7.500m for LED streetlighting upgrade to be funded by NCC borrowing in 2023-24 and 2024-25.
2. Subject to full Council approval of recommendation 1 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 recompeted
 - 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.
3. To recognise the period 6 general fund revenue forecast of a £0.936m overspend (0.2% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services.

4. To recognise the period 6 forecast of 95% 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.
5. To note the forecast General Balances at 31 March 2023 of £23.840m, assuming the Council will mitigate the overspends reported in P6.
6. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

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.

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 P6 is a £0.936m overspend, linked to a forecast 95% savings delivery. Forecast outturn for service reserves and provisions is £151.776m, and the general balances forecast is £23.840m. COVID reserves of £31.125m have been brought forward to off-set additional one-off expenditure resulting from on-going infection control 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. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2022-23 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2022-23 Budget. An overall summary Equality and rural impact assessment report is included on page 305 of the Monday 21 February 2022 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

8.4 Data Protection Impact Assessments (DPIA)

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

9. Risk Implications/Assessment

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2022 to incorporate the 2022/23 budget and Medium-Term financial strategy 2021 - 2026 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.
- 9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the 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

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Norfolk County Council Finance Monitoring Report 2022-23

Appendix 1: 2022-23 Revenue Finance Monitoring Report Month 6

Report by the Executive Director of Finance and Commercial Services

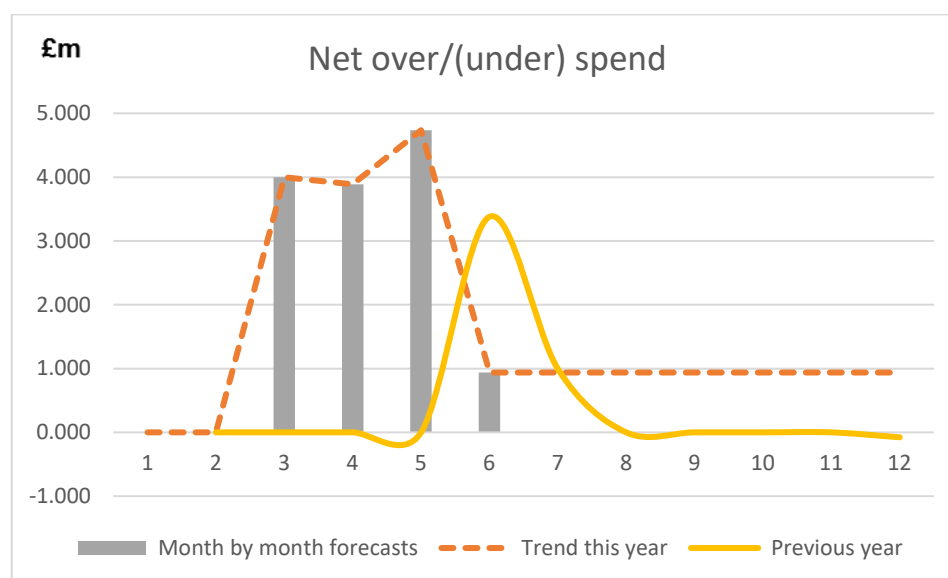
1 Introduction

- 1.1 This report gives details of:
- the P6 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 September 2022, a £0.936m overspend 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	%	R A G
	£m		£m		£m		
Adult Social Care	262.899	3.388	-3.388	0	0	0%	G
Children's Services	188.815	8.000	0	-1.000	7.000	3.7%	A
Community and Environmental Services	166.754	0.851	-0.620	-0.231	0	0%	G
Strategy and Transformation	8.759	0.441	-0.565	0.124	0	0%	G
Governance Department	1.960	0.224	-0.409	0.185	0	0%	G
Finance and Commercial Services	33.367	3.219	-1.010	-0.728	1.481	4.4%	A
Finance General	(198.431)	0.367	-7.912	0	-7.545	3.8%	G
Total	464.123	16.490	-13.904	-1.650	0.936	0.2%	A

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 6 (end of September 2022) is an overspend position of £7.000m, presuming use of budgeted reserves and (£1m) of additional reserves to mitigate the in-year pressures.
- 2.5 This forecast highlights the pressures within social care placements, £6m, and special educational needs and disabilities home to school transport, £2m. Since the start of the financial year, Children's Services have been reporting significant financial risk, particularly in relation to demand-led budgets of social care placements and support as well as Home to School transport (particularly for those with special educational needs and disabilities).

- 2.6 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; in particular, New Roads is proving very successful. Without such transformation interventions, the level of pressure would be significantly higher with prices potentially further inflated due to market forces. However, the cost avoidance and reduction being achieved is counteracted by the sheer level and volume of need 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.
- 2.7 The overall number of children in care and having placements is broadly level 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 growing 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).
- 2.8 Overall, the key financial drivers the service experiences are consistent with the last financial year. The pandemic has had a substantial impact. One area causing significant pressure is the court system and the significant delays that continue to be seen. 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.
- 2.9 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.

- 2.10 In addition to these ongoing pressures, the rate of inflation has increased significantly (as seen across the whole Council) since the budget was set. This is impacting upon a significant number of areas of external spend for Children's Services including social care placement costs and, in particular, fuel for transport providers in relation to fuel and the retention of staff to fulfil contracts given alternative employment options with higher rates of pay. The impact of these inflationary pressures will be kept under close review as the year progresses with consideration given to budgetary implications for 2023/24.
- 2.11 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.
- 2.12 **Adult Social Services:** The forecast outturn forecast this period is a balanced 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 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 3400 people, and therefore much uncertainty remains in the financial implications of the work to reduce these.
- 2.13 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.
- 2.14 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. During this month the ICS

were awarded additional funding towards hospital discharge support. NCC have worked with the ICS to secure £3.7m of this funding towards paying for Social Care initiatives that create capacity over the upcoming winter period.

- 2.15 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.
- 2.16 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.
- 2.17 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 will continue to be unpacked and built into the Medium-Term Financial Strategy (MTFS).
- 2.18 **CES:** We are currently forecasting an overall balanced outturn position, however due to a number of factors we are seeing pressure on income budgets particularly with admissions income within the Museums service, where we are currently forecasting a £0.851m pressure, this is in line with the regional and national picture.
- 2.19 The forecast pressures are offset by forecast underspends in Fire, Growth and development and performance and governance largely due to the management of vacancies, additional income and the use to of the departmental business risk reserve.
- 2.20 Waste volumes at Recycling Centres and kerbside collections have been highly volatile over the last two years. The budget allows for an increase in waste volumes, we continue to monitor volumes closely and the long-term impacts on the budget.
- 2.21 **Corporate services:** The Strategy and Transformation and Governance directorates are forecasting a balanced position with usage of reserves.
- 2.22 Finance and Commercial Services is forecasting an overspend of £1.481m 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 myOacle has also contributed to this overspend.

- 2.23 **Finance General:** Finance General forecast for P6 is an underspend of £7.545m. The majority of this is a result of an MRP saving of £6.763m due to slippage in the capital programme. Savings of £0.631m 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 £0.518m is offset by additional COVID cost pressures of £0.266m. Miscellaneous savings in other budgets are offset by various one-off cost pressures makes up the additional £0.101m cost pressures in P6.
- 2.24 The forecast assumes a 7% pay inflation uplift for 2022-23 in line with the local government national pay offer. The local government national pay negotiations with the trade unions have highlighted the inflationary cost pressures on the National Living Wage which in turn could potentially result in a cost pressure of £6.078m relating to pay inflation for 2022-23. The unions are currently canvassing their members and will formally respond by the end of October 2022. The anticipated pay pressure is not yet included in departmental forecasts and will be included in future reports when a settlement is reached.
- 2.25 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.
- 2.26 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 P6
	£m	£m
Adult Social Care	263.184	262.899
Children's Services	189.065	188.815
Community and Environmental Services	166.162	166.754
Strategy and Transformation	8.759	8.759
Governance Department	1.960	1.960
Finance and Commercial Services	33.424	33.367
Finance General	-198.431	-198.431
Total	464.123	464.123

Note: this table may contain rounding differences.

- 3.2 There were some minor budget transfers between services in September 22, however 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 £23.840m, assuming that the Council will achieve a balanced 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	18.171
Children's Services (inc schools, excl LMS/DSG)	17.398	8.881	8.517	16.297
Community and Environmental Services	65.814	13.745	52.069	61.575
Strategy and Transformation	2.466	0.725	1.741	2.764
Governance	2.045	1.073	0.972	2.230
Finance & Commercial Services	3.793	1.234	2.559	2.560
Finance General	56.237	18.950	37.287	32.257
Schools LMS balances	17.888	3.217	14.671	15.922
Reserves and Provisions including LMS	211.550	66.563	144.987	151.776
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 £59.774m 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 after the 2021-22 outturn and early data. An in-year deficit of £19.64m 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. The forecast remains stable at period 6 (end of September) and it should be noted that it is early in the academic year and so this remains an early forecast.
- 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 will continue to be kept under close review given the demand-led nature of these budgets.
- 4.7 These budgets will continue to be kept under close review. 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.
- 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 pursued and NCC responded to a DfE consultation regarding revising the historical basis for the national funding formula for HNB; this consultation suggested that Norfolk has been under-funded for a number of years and, even if the proposals are implemented, will continue to be under funded due to a capping system. The DSG allocations for 2022-23 included the outcome of this consultation; unfortunately, for Norfolk, the final historical adjustment has been capped at a lower level than the consultation, meaning that level of under-funding for Norfolk continues and is exacerbated.

- 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. Sufficient capital investment has not been forthcoming from central government for many years and whilst there have been recent announcements of some additional monies, these need to be just the starting point if there is to be sufficient supply of state-funded specialist provision to fully meet the place needs of children with high SEND. Additionally, Officers have fed back that it is key that the funding announced is directed to those authorities where it would deliver the biggest benefit.
- 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. A further update will be provided when this is available.
- 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 are currently holding a consultation upon the proposals, which the Council will be responding too. 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 £30.320m comprising:
- £10.0m insurance provision,
 - £12.914m landfill provision (this provision is not cash backed),
 - £4.614m provisions for bad debts,
 - £2.681m business rates appeals provision, and
 - £0.101m 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.

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 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. 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.

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 £27.134m 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 6 forecast savings	9.565	12.088	3.496	0.439	0.200	-0.534	1.880	27.134
Savings shortfall (net)	0.900	0.000	0.000	0.000	0.000	0.400	0.000	1.300

Commentary on savings risk areas

- 7.4 The forecast savings for 2022-23 as at July 2022 is £27.134m against a budgeted savings target of £28.434m. A shortfall of £0.900m 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 £9.565m of savings delivery this year against the target of £10.465m. The £0.900m shortfall relates to the profile of savings expected from the Supported Housing Programme this year. The delay 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.
- 7.8 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.
- 7.9 There are emerging risks which may mean in future periods some of the other savings will need to have adverse forecasts applied to them. This includes the Norse Care saving – where there is currently delay to the transformation programme whilst the whole estate is being reviewed.

Children's Services

- 7.10 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.
- 7.11 The department is facing significant pressures as reported in para 2.6 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.
- 7.12 The forecast continues to assume that savings will be delivered during the remainder of the financial year; significant deviation from these plans could result in an increase to the forecast. Therefore, expected delivery of savings will continue to be kept under close review.

Finance and Commercial Services

- 7.13 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

- 7.14 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, will be 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				
Forecast over / (under) spends		3.388	-3.388	
Net total	262.899		0	262.899
Children's Services				
Social Care		6.000		
Learning and Inclusion		2.000		
Use of Business Risk Reserve			-1.000	
Forecast over / (under) spends		8.000	-1.000	
Net total	188.815		7.000	195.815
Community and Environmental Services				
Culture and Heritage		0.851		
Fire Service			-0.100	
Growth and Development			-0.155	
Performance and Governance			-0.295	
Public Health			-0.070	
Business risk reserve			-0.231	
Forecast over / (under) spends		0.851	-0.851	
Net total	166.754		0	166.754
Strategy and Transformation				
Reserves additions/(use of)		0.124		
Various over/ (under) spends		0.441	-0.565	
Forecast over / (under) spend		0.565	-0.565	
Net Total	8.759		0	8.759
Governance				
Coroners costs		0.181		
Other pressures		0.043		
Net underspends			-0.109	
Elections			-0.300	
Business Risk Reserve		0.185		
Forecast over / (under) spend		0.409	-0.409	
Net Total	1.960		0	1.960

	Revised Budget	Overspend	Underspend	Forecast net spend
Finance and Commercial Services				
<i>Cost pressures</i>		3.219		
<i>Net underspends</i>			-1.010	
<i>Use of Reserves</i>			-0.728	
Forecast over / (under) spend		3.219	-1.738	
Net Total	33.367		1.481	34.848
Finance General				
Minimum Revenue Provision – one off saving due to slippage in 2021-22 capital programme			-6.763	
Interest on balances – updated interest payable forecasts for external borrowing taken earlier in the prior year to secure lower fixed interest rates			-0.631	
Interest receivable			-0.518	
COVID-19 additional costs		0.266		
Miscellaneous other over and under spends		0.101		
Forecast over / (under) spend		0.367	-7.912	
Net total	-198.431		-7.545	-206.153
TOTAL	464.123			465.059

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
Dedicated schools grant						
High Needs Block		17.924		-19.640	1.716	
Increase in net deficit to be carried forward		-17.924				
Forecast (over) / under spend				-19.640	1.716	
Net deficit (DSG Reserve)	-53.976		-71.900			-73.616

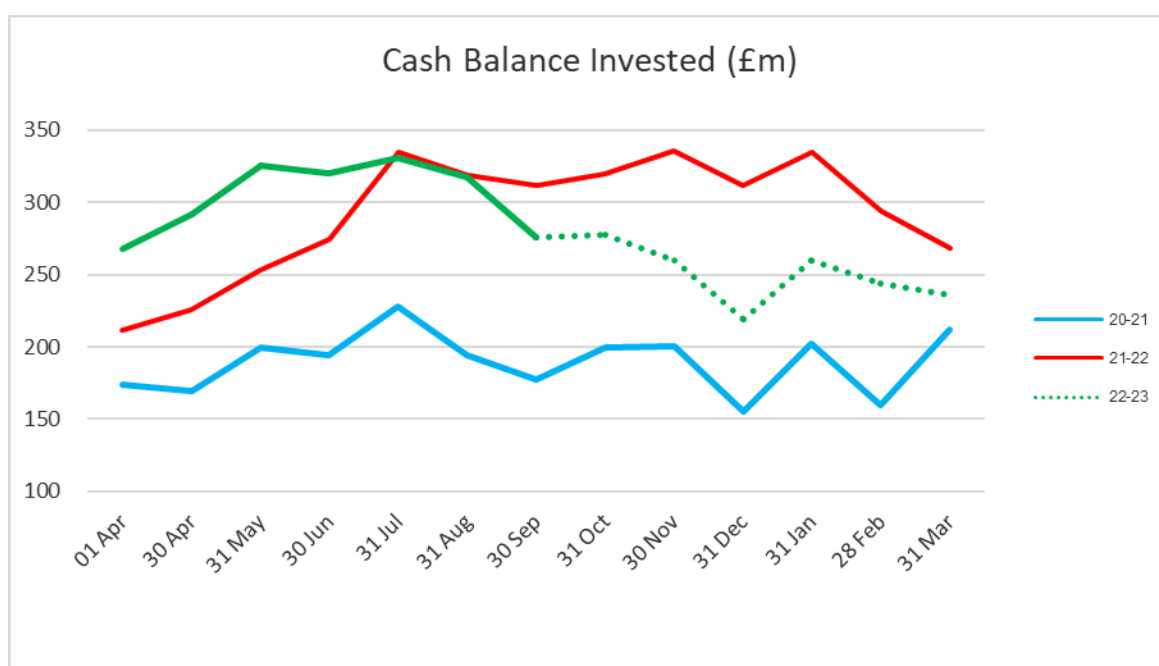
Norfolk County Council Finance Monitoring Report 2022-23

Appendix 2: 2022-23 Balance Sheet Finance Monitoring Report Month 6

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



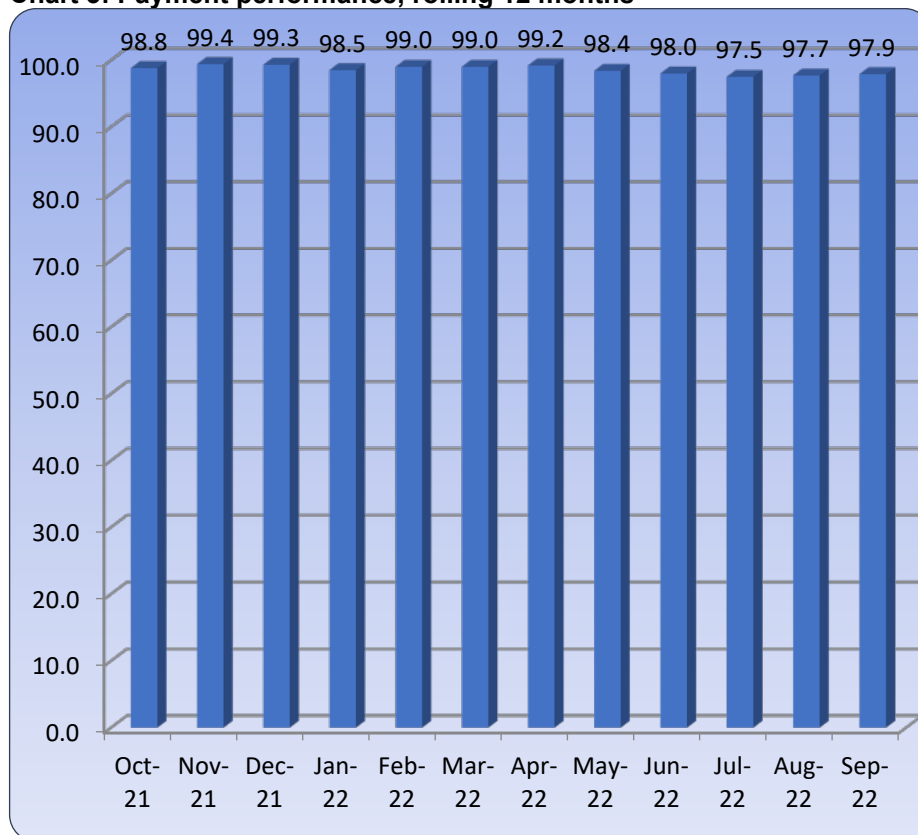
- 1.2 The Council's Treasury Strategy assumes that £80m may be borrowed in 2022-23 to fund capital expenditure in year. The forecast cash flow above assumes that this amount will be borrowed over the course of the financial year, resulting in a closing cash balance of approximately £236.0m. If in order 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 £156m.
- 1.3 The Council has healthy cash balances for the immediate future with cash balances of £275.67m as at the end of September 2022. The P6 forecast of Interest receivable from treasury investments held by the Council is £0.914m; which is £0.317m higher than budget.
- 1.4 PWLB and commercial borrowing for capital purposes was £853.046m at the end of August 2022. The associated annual interest payable on existing borrowing is £31.379m.

- 1.5 The forecast interest payable for 2022-23 for P6 is £32.651m, against a budget of £33.042m which represents a saving of £0.391m. This forecast assumes the £80m planned borrowing takes place during the last quarter of the year.

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. 97.9% were paid on time in September 23 against a target of 98%. The percentage has dipped below the target of 98% in the last 3 months, due to a slight 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.

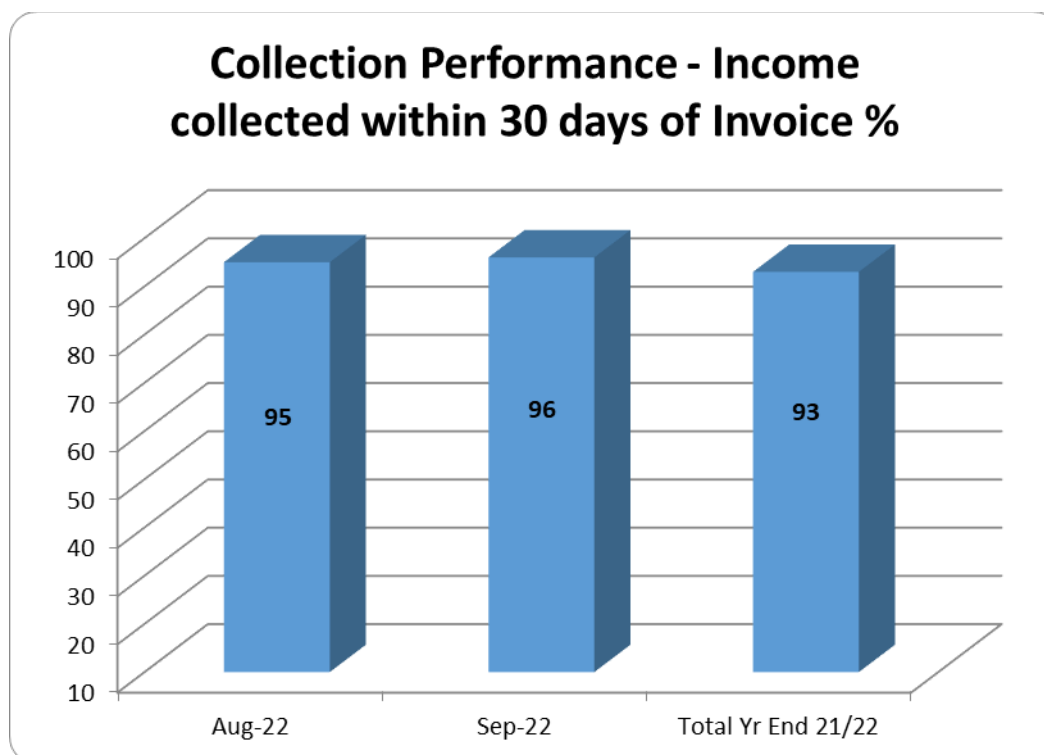
3 Debt recovery

- 3.1 **Introduction:** In 2021-22 the County Council raised over 134,900 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

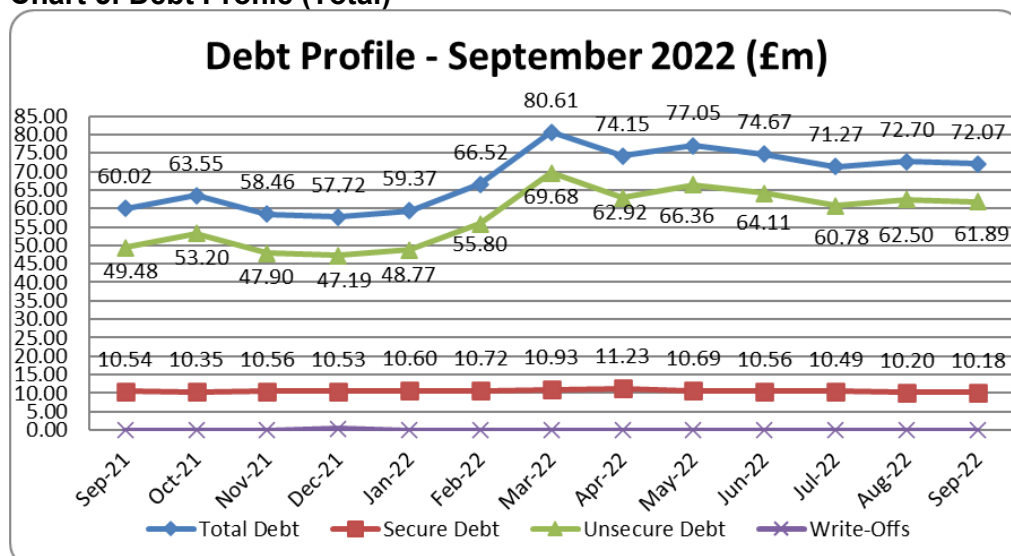
- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 96% in September 22.

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 decreased by £0.61m in September 2022. Of the £61.89m unsecure debt at the end of September 22; £12.59m is under 30 days, £1.42m has been referred to NPLaw, £1.12m is being paid off by regular instalments and £8.36m is awaiting estate finalisation. The largest area of unsecure debt relates to charges for social care, £50.11m, of which £10.26m is under 30 days and £20.76m 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 £0.62m in September 2022.
- 3.5 Secured debts amount to £10.18m at 30th September 2022. Within this total £2.70m 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 30 September 2022, 69 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 £6,723.17.

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 £850.766m. 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	-108.786	108.786
Other movements including new grants and approved schemes	115.207	243.461
Total capital programme budgets (total £1,157.287m)	325.521	831.766

Note: this table and the tables below contain rounding differences

- 1.3 The total capital programme budget has increased by £33.425m compared to the budget reported in September to Cabinet (P5 £1,123.862m) due to:
- £0.062m uplift to Childrens Services capital projects, mainly from S106 developer contributions in the current year and £3.009m for future years
 - £0.040m uplift to ICT budgets for Fire Services IT requirements, funded by NCC borrowing
 - £22.096m grant funding updates from the Department of Transport for various capital projects, including the Great Yarmouth 3rd River Crossing and the Long Stratton Bypass
 - £1.544m uplift to S106 and developer contributions to Highways capital projects
 - £0.827m reduction in NCC borrowing for Highways capital projects
 - £7.500m increase in NCC borrowing for LED streetlighting upgrade as detailed in para 4.2 below

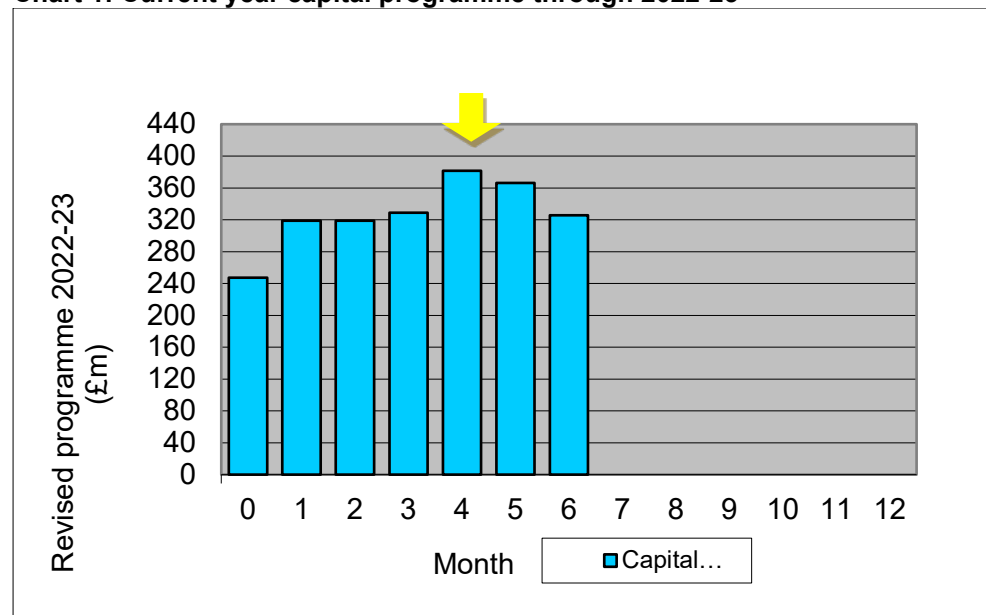
- 1.4 The Council continues to review the forecast for capital grant funding for 2022-23 and will adjust the profile of capital expenditure funded from NCC borrowing accordingly to accommodate the grant funded projects in the current year.
- 1.5 The ongoing review of forecasts has resulted in further reprofiling of £50.470m into future years budgets;
- £39.464m in Children's Services budgets
 - £10.695m in Highways budgets
 - £0.312m in Finance and Commercial Services budgets

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	7.346	-39.464	0.062	51.795
Adult Social Care	14.232	1.786	0.000	0.000	16.018
Community & Environmental Services	157.149	40.688	-10.695	9.450	196.593
Finance & Commercial Services	63.437	-2.483	-0.312	0.040	60.682
Strategy & Governance	0.432	0.000	0.000	0.000	0.432
Total	319.100	47.338	-50.470	9.553	325.520
		366.438		-40.918	

Note: this table may contain rounding differences.

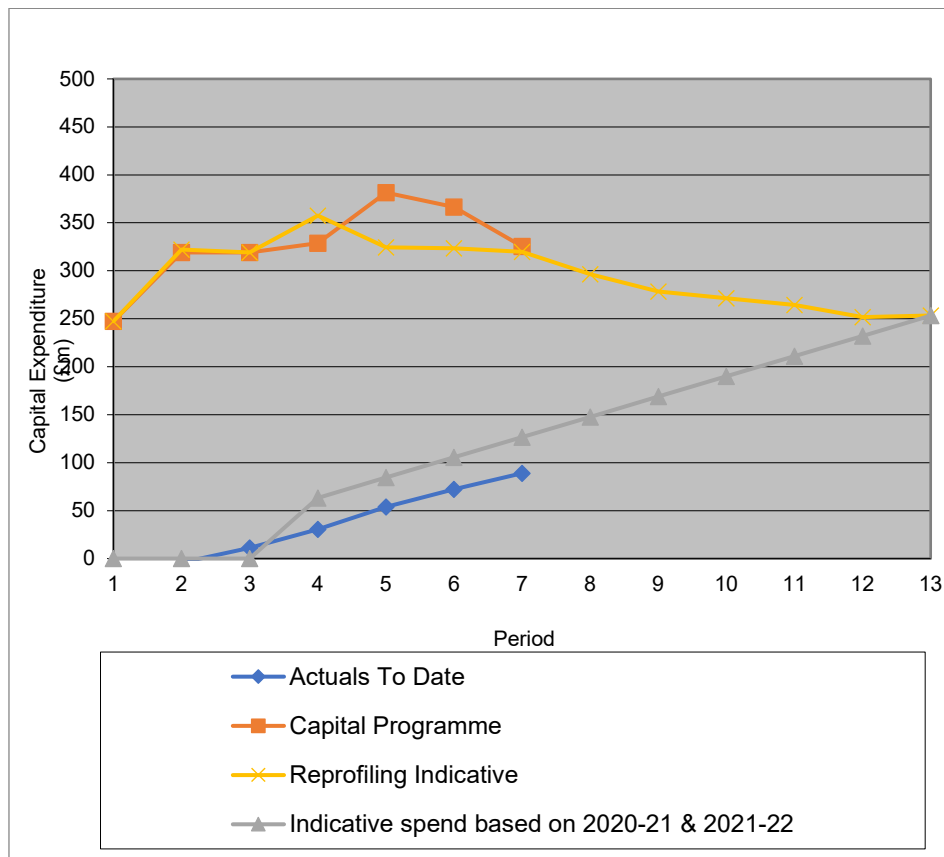
1.9 The revised programme for future years (2023-24 to 2026-27) is as follows:

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	181.288	39.464	3.009	223.761
Adult Social Care	61.657	0.000	0.000	61.657
Community & Environmental Services	468.355	10.695	20.863	499.912
Finance & Commercial Services	46.124	0.312	0.000	46.436
Strategy & Governance		0.000	0.000	0.000
Total	757.424	50.470	23.872	831.767
			74.342	

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 £253.248m is expected to take place in 2022-23.

- 1.11 Whilst the forecast takes into account the historical tendencies for capital slippage, it does not fully reflect recent 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 20% and 25% 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	136.74	363.07
Use of Capital Receipts		
Revenue & Reserves	0.25	-
<i>Grants and Contributions:</i>		
DfE	29.252	81.23
DfT	123.329	343.90
DoH	9.466	-
MHCLG	0.007	-
DCMS		
DEFRA	0.159	-
Developer Contributions	12.350	25.63
Other Local Authorities	3.627	-
Local Enterprise Partnership	3.780	8.23
Community Infrastructure Levy	2.988	4
National Lottery	2.363	3.04
Commercial Contributions	0.465	-
Business rates pool fund		
Other	0.746	3.03
Total capital programme	325.520	831.767

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	3.452
Capital Receipts forecasted for asset disposals subject to contract	22.362
Secured capital receipts to date	48.752
Potential current year farms sales	0.000

Potential current year non-farms sales	0.225
Potential development property sales	1.550
Potential capital receipts	1.775
Forecast available capital receipts	50.527
Forecast use of capital receipts	
Maximum flexible use of capital receipts to support transformation costs	1.000
To fund short-life assets – IT and VPE	14.000
Norwich Western Link Reserve	5.061
Total forecast use of capital receipts	20.061

- 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 £1m earmarked for this in 2022-23 for Adult Social Care.

4 New capital budget proposals

- 4.1 The additions to the capital budget for September 2022 are primarily externally funded and include:
- £0.062m uplift to Childrens Services capital projects, mainly from S106 developer contributions in the current year and £3.009m for future years
 - £0.040m uplift to ICT budgets for Fire Services IT requirements, funded by NCC borrowing
 - £22.096m grant funding updates from the Department of Transport for various capital projects, including the Great Yarmouth 3rd River Crossing and the Long Stratton Bypass
 - £1.544m uplift to S106 and developer contributions to Highways capital projects
 - £0.827m reduction in NCC borrowing for Highways capital projects
 - £7.500m increase in NCC borrowing for LED streetlighting upgrade as detailed in para 4.2 below

- 4.2 The main road LED streetlighting upgrade works are progressing well and over 50% of the 15,000 lanterns have been installed which is already saving the Council money through reduced energy costs and also reducing CO2 emissions. As part of last year's budget challenge sessions, a further rollout of LED streetlights was proposed and this has been developed in conjunction with the Council's PFI provider Amey. The capital cost of the next upgrade phase is estimated to cost £7.500m and once completed, will result in 100% of the Council's 53,000 streetlights being the most energy efficient LED type. This next phase will result in an estimated energy saving of £330,000 per year (at today's cost) and also result in a 212 tonnes reduction in CO2 emissions. The Cabinet is asked to approve this capital commitment of £7.5m to enable the implementation to follow on from the current main road programme, with installation works starting in 2023 and continuing through to 2025
- 4.3 The breakdown of the sources of funding is set out below in Capital Annex 1

Capital Annex 1 – changes to the capital programme since last Cabinet

Service	Project	Funding Type	2022-23 Change(£m)	2022-23 REPROFILE	23-24+ Change(£m)	23-24+ REPROFILE	Reason for change
Children's Services							
	EC4695 Basic need	DfE basic need		-5.046		5.046	Reprofile to future years
		NCC Borrowing		-0.750		0.750	Reprofile to future years
		S106 Developer cont		-0.955		0.955	Reprofile to future years
		CIL funding		-0.649		0.649	Reprofile to future years
	EC4990 High Needs Funding	External		2.428		-2.428	Reprofile to future years
	EC4747 SEND	NCC Borrowing		-3.128		3.128	Reprofile to future years
	EC4930 Blofield New Primary access road	CIL funding			1.000		CIL funding received
	EC4920 CM - Cringleford New Academy	CIL funding			2.000		CIL funding received
	EC4881 : Whitlingham Outdoor Centre	NCC Borrowing	-0.012				Funding returned as project completed
	EC4421 Sprowson Inf heating pipes	DfE Grant		-0.100		0.100	Reprofile for use next year
	Interest received 21/22 across various projects	S106 Developer cont	0.014		0.009		Section 106 interest for 21-22 split across various projects
	ECAPAA	Revenue contribution	0.025				Revenue contribution from school
	ECAPFM	External	0.015				Contribution from Diocese
	Various S106 unallocated pots	S106 Developer cont	0.021	-6.966		6.966	Reprofile for allocation in future years
	EC4729 : AC - Greyfriars Academy SRB	NCC Borrowing		-0.100		0.100	Reprofile - main project to start next year
	EC4747 : CM - SEND	NCC Borrowing		-12.000		12.000	Reprofile for use in 23/24
	EC4822 : Condition Funding	NCC Borrowing		-0.443		0.443	Reprofile for use in 23/24
		DfE Grant		-1.000		1.000	Reprofile for use in 23/24
	EC4841 : CM - condition wks for BMP Schem	DfE Grant		-0.500		0.500	Reprofile for use next year
	EC4874 : CM - Hethersett New Primary	S106 Developer cont		-0.180		0.180	Reprofile for use next year
	EC4882 : CM - Silfield New Primary	S106 Developer cont		0.300		-0.300	Funds moved back to cover surveys
	EC4889 : New - North Norwich High	DfE Grant		-0.025		0.025	Project paused - move to 23/24
	EC4893 : CM - Holt Primary	S106 Developer cont		-0.450		0.450	Reprofile as not started yet
	EC4931 : Urban School Design	S106 Developer cont		-0.013		0.013	Reprofile for use in future years
	EC4938 : Sidestrand Hall HORSa block	NCC Borrowing		-0.050		0.050	Reprofile for use in future years
		DfE Grant		-0.350		0.350	Reprofile for use in future years
	EC4939 : Wymondham High Masterplan	DfE Grant		2.000		-2.000	Reprofiling correction from prior year
		S106 Developer cont		-2.500		2.500	Reprofile as only in design stage
	EC4946 : Hunstanton Primary Classbase ext	S106 Developer cont		0.013		-0.013	Move funds back to cover exp
	EC4990 : High Needs Provision Capital	DfE Grant		-9.000		9.000	Reprofile for allocation in future years
Total Children's			0.062	-39.464	3.009	39.464	

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
Community & Environmental Services							
Fire							
	CF0509: Fire Hydrant Asset Management System	NCC Borrowing	- 0.040				Balance of pot moved to KT4300 Fire Service ICT
	CF0380 : MTFA equipment HO grant	Ext Grants		- 0.021		0.021	Reprofile budgets
	CF0395 : Hethersett & Fakenham FS Water Carriers	NCC Borrowing		- 0.300		0.300	Reprofile budgets
	CF0396 : Technical Response Units	NCC Borrowing		- 0.300		0.300	Reprofile budgets
	CF0398 : Fire Training Facilities - Provisnal Police Collab	NCC Borrowing		- 0.200		0.200	Reprofile budgets
	CF0506 : Fire vehicle replacement program.	NCC Borrowing		- 4.000		4.000	Reprofile budgets
	CF0512 : Fire Experience Unit	NCC Borrowing		- 0.075		0.075	Reprofile budgets
Highways							
	PGA048: ANoC10 Countywide LED replacement	NCC Borrowing		1.980		- 1.980	Reprofile
	PK1002 : Ringland A47-A1067 Western Link Road	NCC Borrowing		3.195		- 3.195	Reprofile and budget adjustment
		DfT Block Grant		- 12.582	4.815	12.582	Reprofile and budget adjustment
		DfT other	13.754				Reprofile and budget adjustment
	PKA015 : Stradsett A1122/A134 Junction Improvements	NCC Borrowing		- 0.160		0.160	Reprofiled
	PKA024 : Long Stratton - Long Stratton Bypass	DfT Block grant	- 0.237		9.298		Long stratton budget adj
		S106			- 0.750		Long stratton budget adj
	PKA018 : GT YARM THIRD RIVER XING	DfT block/Other	- 5.535				Budget reduction
	PKA122 : Gt Yarmouth, Harfreys Roundabout Improvement wor	S106	2.000				S106 income received
	PM9999 : Other Highways Schemes Budget & Forecast	NCC Borrowing	- 4.187	4.369		- 4.369	Reprofiled for allocation in year
	Various	S106	0.260				S106 received across various projects
	Street Lighting	NCC Borrowing			7.500		Addiitonal funding to complete LED upgrade
Ec Deveolpment							
	PU2918: GY O&M Campus	NCC Borrowing	3.400				Funding increase
Total CES			9.450	-10.695	20.863	10.695	
Finance & Commercial Services							
	PQ6003: Social infrastructure	NCC Borrowing		-0.312		0.312	Reprofile
Finance ICT							
	KT2704 : Fire Service ICT Infrastructure Refresh	NCC Borrowing	0.040				Balance from FF1300 : ICT Services
Total Finance			0.040	-0.312	0.000	0.312	
Overall Total			0	9.553	-50.470	23.872	50.470

Cabinet

Item No: 14

Report Title: Disposal, acquisition and exploitation of property

Date of Meeting: 7 November 2022

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? No

If this is a Key Decision, date added to the Forward Plan of Key Decisions: n/a

Executive Summary/Introduction from Cabinet Member

Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

One of the key actions within the Strategic Property Asset Management Framework is a sharp focus on maximising income through adoption of a more commercial approach to property.

As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.

By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure.

Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.

This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.

Recommendations:

Cabinet is asked:

- 1. To formally declare the Land to the rear of Orbit Site, Flowerdew Meadow, Scole (7085/018) amounting to 64m² surplus to County Council requirements and instruct the Director of Property to dispose of the property on the terms agreed. In the event of the disposal receipt exceeding the valuation figure 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.**
- 2. 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. In the event of the disposal receipt 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.**
- 3. To note the progress of the property disposal programme.**

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.

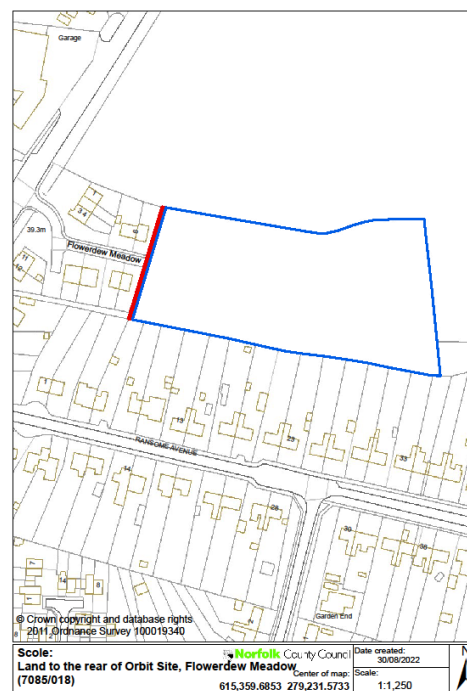
- 1.4 The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior 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

Scole – Land to the rear of Orbit Site, Flowerdew Meadow (7085/018)

- 2.1 The land edged red on plan amounts to 64m² in area and is in the freehold ownership of NCC.
- 2.2 Previously this strip of land was acquired as part of a property transaction in 2010 with Orbit Group Ltd that released land for the construction of 12 affordable dwellings in Flowerdew Meadow.

- 2.3 The owners of the land edged blue have secured an allocation for housing in South Norfolk District Council's adopted local plan (planning policy reference SCO 1: Land to the North of Ransome Avenue). Access to this land is via an existing road (Flowerdew Meadow) which is in the ownership of Orbit Group Ltd and over the strip of land in the ownership of NCC.
- 2.4 The owners of the land edged blue and Orbit Housing Group have negotiated a contract whereby Orbit Housing Group will acquire the land edged blue subject to successfully obtaining a suitable planning permission. The proposed contract includes payment for the sale of NCC's land interest. The details are laid out in confidential **Appendix A**.
- 2.5 The Council's agent, Norse Consulting, are currently reviewing the offer to ensure it represents best consideration.
- 2.6 The Divisional Member has been informed of this proposal.
- 2.7 Confidential **Appendix A** is exempt from publication as it involves the likely disclosure of exempt information as defined in Paragraph 2 of 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 for the acquisition due to information being commercially sensitive which might prejudice the Council's ability to complete the acquisition if released. Details will be published on the land registry website when the acquisition is completed.



Terrington St Clement – Field at Terrington Fern House Estate (part) (2078/108A)

- 2.8 This land edged red on plan, is in the freehold ownership of NCC and forms part of the county Farms estate and amounts to 1.65 hectares (4.01 acres). The tenant has agreed to surrender this field from their Farm Business Tenancy agreement.
- 2.9 The County Farms Team have reviewed this site and determined it is not required for operational use. This field should have been included with the report submitted to Cabinet 8 August 2022 but was omitted in error. 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.
- 2.10 It is proposed to dispose of this site by open market sale through auction or by tender.

2.11 The Division Member have been informed of this proposal.



3. Property disposal programme update for 2022-23

- 3.1 The County Council publishes in the budget book a capital receipts forecast. Receipts generated through the sale of property assets are used to reduce the borrowing requirement for the Council's capital programme in that year, held to offset against future capital borrowing requirements or used to repay existing borrowing.
- 3.2 The property disposal schedule estimates for 2022-23 published in the budget book are:

Sales estimates	2022-23
	£m
Farms	4.172
Non-farms	3.481
Major development sites (farmland)	0.450
Total projected sales	8.130

- 3.3 The figures included in the schedule were the best estimates at the time of compilation for the budget book of the value of properties available for disposal, pending formal valuations, planning decisions, timing of sales and delivery options, particularly in relation to housing schemes. More detailed valuations will become available as the properties are prepared for market. Some sales will take place later than forecast, for example when planning or legal issues arise, whereas others may be accelerated as alternative sales and development opportunities are identified.

- 3.4 The disposal programme is managed by the Corporate Property Team (CPT) supported by Norse Consulting (NPS) who undertake the professional services. In broad terms the process starts with a service declaring a property surplus to their service delivery needs. CPT undertake a review with the Corporate Property Strategy Group to ascertain whether another Council service area has an unmet requirement. If no service use is identified Cabinet is asked to confirm the property is surplus to County Council use.
- 3.5 Planning and valuation advice is provided by Norse Consulting who will also provide advice as to the method of disposal. CPT will then conclude how and when a property is disposed of or retained whilst the property is exploited through enhancing the value by a change of use. Suitable properties may also be used to contribute to a One Public Estate programme project, transferred to Repton Property Developments Ltd to be developed out for housing or supporting Adults Service with their supported living programme.
- 3.6 Norse Consulting also provide agency services to undertake the actual disposal of a property and on behalf of CPT instruct NPLaw to provide the legal support.
- 3.7 To date the capital receipts achieved in 2022/23, and monies received amount to £1,332,150 from the sale of 10 properties. There are currently another 20 cases being progressed this financial year, listed in **Appendix 1**, that will potentially realise a further £5.1million in 2022/23. Of these 14 are at the “sold subject to contract” stage.
- 3.8 The sale of the Norwich Airport Industrial Estate was progressed by Norwich City Council. The County Council had a part ownership in this asset and the sale realised a £21million capital receipt for the Council.
- 3.9 For 2023/24 and 2024/25 there are a further 66 cases identified of which 49 sites have already been declared surplus by the Council and will potentially realise £15m.
- 3.10 The properties in the remaining 17 identified cases are currently being assessed as to how the Council will achieve best value and each will be brought to future Cabinet meetings with a recommendation to formally declare surplus to County Council use.

4. Impact of the Proposal

- 4.1 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.

5. Evidence and Reasons for Decision

- 5.1 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.

6. Alternative Options

- 6.1 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.

7. Financial Implications

- 7.1 Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.

8. Resource Implications

- 8.1 **Staff:** Nil

- 8.2 **Property:** As described in the earlier parts of this report.

- 8.3 **IT:** Nil.

9. Other Implications

- 9.1 **Legal Implications:** For disposals in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and lease and entering a contract.

- 9.2 **Human Rights Implications:** No implications.

- 9.3 **Equality Impact Assessment (EqIA):** No specific EqIA has been undertaken in respect of the cases in this report.

- 9.4 **Data Protection Impact Assessments (DPIA):** No data protection impact implications in respect of the cases in this report.

- 9.5 **Health and Safety implications:** No implications for the cases in this report.

- 9.6 **Sustainability implications:** Future possible redevelopment of disposed sites will require planning permission and therefore would be mindful of sustainability measures.

10. Risk Implications / Assessment

- 10.1 The risks around disposals are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

11. Recommendations

- 11.1 Cabinet is asked to formally declare the Land to the rear of Orbit Site, Flowerdew Meadow, Scole (7085/018) amounting to 64m² surplus to County Council requirements and instruct the Director of Property to dispose of the property on the terms agreed. In the event of the disposal receipt exceeding the valuation figure 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.
- 11.2 Cabinet is asked 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. In the event of the disposal receipt 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.
- 11.3 Cabinet is asked to note the progress of the property disposal programme.

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

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Email: simon.hughes@norfolk.gov.uk



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Appendix 1

Sites declared surplus to County Council use

Case name/property	Date declared surplus to Council use	NPS (or other agent) instructed	Marketed	NPLaw instructed	Comment
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Farms estate

Ashby w Oby - Heath Farm Barn	07/10/2019	Yes	Yes	Yes	Sold subject to contract
Ashby w Oby - Thurne Heath Farm Pond	07/10/2019	No	No	Yes	Sold subject to contract
Blofield - Land adj GP Surgery	02/08/2021	Yes	No	Yes	Sold subject to contract
Mileham - Land at Litcham Road	13/01/2020	Yes	Yes	Yes	Sold subject to contract

Non farms estate

Attleborough - London Rd adjacent Rosecroft primary school (A)	08/09/2017	Yes	No	Yes	Will be marketed Spring 2023
Attleborough - London Rd adjacent Rosecroft primary school (B)	15/01/2019	Yes	Yes	Yes	Sold subject to contract
Caister - John Grant Playing Field	31/05/2016	Yes	No	Yes	Preparing for direct sale to Repton Property Developments Ltd
Dersingham - Land at The Fen	05/03/2019	Yes	No	Yes	Sold subject to contract
Gt & Lt Plumstead - The Railway Crossing	07/12/2020	Yes	Yes	Yes	Sold subject to contract
Holt - Holt Hall	07/12/2020	Yes	Yes	Yes	Offers being reviewed
Hunstanton - Former Infant School	31/05/2016	Yes	No	Yes	Preparing for direct sale to Repton Property Developments Ltd
Hunstanton - Library	08/03/2021	No	No	Yes	Subject to contract
Kings Lynn - Redundant Site, North Lynn, Lawrence Road	15/01/2019	Yes	Yes	Yes	Sold subject to contract
Lingwood - Orchard Site	08/09/2017	Yes	No	Yes	Preparing for direct sale to Repton Property Developments Ltd

North Wootton - Land at Priory Lane	02/08/2021	Yes	No	Yes	Sold subject to contract
Scole - Land at Flowerdew Meadow	Proposed for 7/11/2022 Cabinet	No	No	No	Preparing for sale
Shipdham - Land at Pound Lane	13/01/2020	Yes	No	Yes	Sold subject to contract
Sprowston (Beeston Park) - Fringe Land	03/08/2020	Yes	Yes	Yes	Sold subject to contract

Major development sites (farmland)

Acle - Additional land for ponds	06/12/2021	Yes	No	Yes	Sold subject to contract
Attleborough - Land South of New Road	03/07/2018	Yes	No	Yes	Sold subject to contract