

Cabinet

Date: **Monday 5 September 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 5

To confirm the minutes from the Cabinet Meeting held on Monday 8 August 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 To receive any items of business which the Chair decides should be considered as a matter of urgency

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 30 August 2022*. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>.

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](#)

***Please note the change in deadline for public questions, agreed at Full Council on 19 July 2022.**

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 30 August 2022*.

***Please note the change in deadline for Local Member Questions agreed at Full Council on 19 July 2022.**

8 Norfolk Youth Justice Plan

Report by the Executive Director of Children's Services

Page 27

9 Long Stratton Bypass – Project update, Side Road Orders and Contract Strategy

Report by the Executive Director of Community and Environmental Services

Page 93

10 Norfolk Fire and Rescue Service – HMICFRS Improvement Plan

Report by the Executive Director of Community and Environmental Services

Page 131

11 Finance Monitoring Report 2022-23 P4: July 2022

Report by the Executive Director of Finance and Commercial Services

Page 176

12 Notifications of Exemptions Under Contract Standing Orders

Report by the Executive Director of Finance and Commercial Services

Page 208

**13 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.

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

- [Postwick Park & Ride Re-opening](#)
- [North Walsham Town Centre Placemaking – Traffic Regulation Orders](#)

**Decisions by the Cabinet Member for Commercial Services and
Asset Management:**

- [Ashby with Oby – Heath Farm Barn \(6001/100B\), sale of property](#)
- [46 New Conduit Street, King's Lynn PE30 1DL – Freehold acquisition](#)

**Decisions by the Deputy Leader and Cabinet Member for Growing
the Economy:**

- [Great Yarmouth Operations & Maintenance Campus](#)

Decisions by the Cabinet Member for Children's Services

- [Sustainable School Travel Strategy](#)

Tom McCabe
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Cabinet

Minutes of the Meeting held on Monday 8 August 2022 in the Council Chamber, County Hall, at 10am

Present:

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy & Governance
Cllr Graham Plant	Vice-Chairman and Cabinet Member for Growing the Economy
Cllr Margaret Dewsbury	Cabinet Member for Communities and Partnerships
Cllr John Fisher	Deputy 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 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:

Paul Cracknell	Executive Director of Transformation and Strategy
Helen Edwards	Monitoring Officer and Director of Governance
Simon George	Executive Director of Finance & Commercial Services
Tom McCabe	Executive Director of Community and Environmental Services
Sara Tough	Executive Director of Children's Services

Cabinet Members and Executive Directors introduced themselves.

1 Apologies for Absence

- 1.1 Apologies were received from the Cabinet Member for Adult Social Care, Public Health and Prevention and the Executive Director of Adult Social Services (Director of Strategy and Transformation, Adult Social Services, substituting)

2 Minutes from the meeting held on Monday 4 July 2022.

- 2.1 Cabinet agreed the minutes of the meeting held on Monday 4 July 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 None.

5 Items of Urgent Business

5.1 The Chairman gave an announcement on UK 100

- On 4 April 2022, Cabinet agreed that Norfolk County Council would be a member of UK100, an organisation who coordinated action on climate change.
- The Council could now sign the Membership Pledge and would do so after the Cabinet meeting.
- The elements of this pledge were: “we will continue to lead the UK’s response to climate change”, “we will continue to lead the UK’s response to climate change”, “we pledge to understand our impact on climate change, prioritise where action needs to be taken and monitor progress towards our goals” and “we are closer to the people who live and work in our communities, so we have a better understanding of their needs”.
- These aims would help address the impact of humans on the environment.

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 Alexandra Kemp asked a supplementary question:

- Cllr Kemp stated that she did not agree with the answer provided to her substantive question; she felt that the Carnegie project could not be robust as no-one at County Hall could say how much the Council intended to put into it. The Council had said that the multi-user hub would have a 30/40-year lifespan but the current building had around a 120-year lifespan.
- Cllr Kemp noted that there were some residents in Clenchwarton and South Lynn who were isolated due to not being able to drive or not owning computers and she felt it was wrong that the Council should put millions into vanity projects while taking money away from those who need it. She therefore asked the Cabinet Member to reassess the proposal to review the mobile library service.

7.2.2 The Cabinet Member for Communities and Partnerships replied that this proposal was out for consultation. What happened in each area would be based on the responses to the consultation.

8. Customer Experience Programme

8.1.1 Cabinet received the report outlining an element of the scope of the Customer Experience Transformation Programme and the business case relating to the technology required for consideration by Cabinet and seeking approval to proceed with procurement of a replacement customer experience platform, within existing revenue and capital budgets.

8.1.2 The Cabinet Member for Communities and Partnerships introduced the report to

Cabinet:

- The Customer Experience Strategy 2021- 26 was approved by cabinet in April 2021. The “One Customer, One Council” programme was devised to deliver the strategy to reduce costs by using more effective technology while providing a good service to residents.
- The cost of the procurement would be covered within the existing capital and revenue budget and improve customer experience of interacting with the Council, as well as improving efficiency and reducing costs.
- The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.

8.2.2 The Cabinet Member for Innovation, Transformation and Performance gave a further introduction of the report to Cabinet:

- The cost of procurement implementation would be £1.1m which could be met within the existing capital and revenue budgets and would be recovered within 4 years and cashflow savings thereafter.
- Use of technology building from the digital strategy would give a better service for customers.
- Existing systems were becoming out of date, impacting costs for maintenance and the ability to develop and update so improvements were needed
- Competitive procurement would take place with an aim to award in 2023.

8.3 Cabinet **RESOLVED:**

1. To agree to proceed with a procurement exercise to purchase a replacement customer experience platform in line with the previously agreed Customer Experience Strategy
2. To delegate award of new contract(s), up to £6m over a period of 5 years (and within existing revenue and capital budgets), to the Director of IMT and Chief Digital Officer and Director of Community, Information and Learning in collaboration with the Cabinet Member for Innovation, Transformation and Performance and the Cabinet Member for Communities and Partnerships

8.4 **Evidence and Reasons for Decision**

- The current platform is old, complex, and expensive to maintain and improve
- A newer, modern platform will enable us to better support the council's Customer Experience Strategy
- There is a savings opportunity through purchasing an alternative Customer Experience Platform
- Costs can be met within existing IMT revenue and capital budgets

8.5 **Alternative Options**

Remaining on the platform we currently use, though this is costly, difficult to develop and would pass up savings opportunities

9. **Forum Trust**

9.1.1 Cabinet received the report setting out proposals by the Trustees of the Forum Trust to update the Project Purpose, developed as part of the initial funding bids for the project, requiring the agreement of the original partners - Norfolk County

Council, Norwich City Council, and the Millennium Commission (now the Big Lottery).

- 9.1.2 The Executive Director for Community and Environmental Services discussed that the Forum was one of the more successful Millennium projects. Devising projects with a similar model as this for other areas such as Kings Lynn and Great Yarmouth would be beneficial.
- 9.1.3 The Cabinet Member for Communities and Partnerships introduced the report to Cabinet:
- The Forum was built 20 years ago and had no debts or regular public subsidy.
 - The Forum had a board of Trustees in place, who felt that the Project Purpose needed updating. The report showed the proposed new wording for the Project Purpose and proposed strategic pledges, shown on page 53 of the report.
 - The Cabinet Member for Communities and Partnerships moved the recommendations as shown in the report
- 9.2 The Cabinet Member for Innovation, Transformation and Performance noted that the Forum was a success story; it was a good destination for people to meet or get a coffee, and as such brought people into the building to use other facilities such as the library.
- 9.3 The Chairman noted the benefit of creating a similar focal point for communities in areas such as Kings Lynn and Great Yarmouth using a similar model.
- 9.4 Cabinet **RESOLVED** to:
1. Approve the revised Project Purpose for the Norwich Forum
 2. Offer comment and input on the key strategic pledges

9.5 **Evidence and Reasons for Decision**

The need to update the Purposes and the evidence for it is set out in the report.

9.6 **Alternative Options**

Doing nothing is an option but it would leave the Forum's public aims and charitable purposes lagging behind what is actually happening.

Radically changing the aims would be possible but it's clear to the Trustees that the Forum is both financially sound and independent and a popular success with the public. The aim is to continually develop the offer and the facilities at the site in line with the overall Purpose.

10. **Finance Monitoring Report 2022-23 P3: June 2022**

- 10.1.1 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.
- 10.1.2 The Cabinet Member for Finance introduced the report to Cabinet:
- Last month it had been reported that service pressures continued due to

the pandemic leading to demand led pressures and increased costs. The report showed that this had been most severe in Children's Services where home to school transport costs were now around £2m as the impact of the rise in fuel costs fed through, which was higher than estimated. The cost of children's social care placements had increased, costing an extra £3m

- Page 68 of the report showed that children's services continued to be subject to pressures outside of its control such as those discussed above, and a rigid approach from Ofsted. There would be a £1m mitigation through use of reserves leading to a departmental overspend of £4m. Significant savings would need to be found for 2023-24 for this department to minimise and mitigate these pressures.
- The rise in the cost of utilities and petrol had been offset by a number of financial underspends including the cost of borrowing being reduced.
- Due to a significant deficit in the high needs block in Norfolk as in other similar size counties Norfolk was working with the Department for Education's Safety Valve Programme to take advantage of its benefits
- Recommendation 1 related to an additional £52.146m to the capital programme coming from external sources. Table 4 on p87 of the report showed the extent to which capital expenditure on infrastructure was funded externally, however the County Council's own money must also be put into improving life improvements for communities.
- It was important for judgement on the level of debt to take into account the availability of funding from the public work loan board, the interest rate and debt servicing budgetary constraints. The average interest of cost of borrowing was 1.8% in 2021-22 and was now 3.3%.
- It was important to look at borrowing in the context of what the council's debt services cost as a percentage of total borrowing. Debt interest had risen from £25.67m in 2016-17 to £30.9m in 2021-22, but the net revenue budget rose from £339m to £439m over the same period. The percentage of net revenue budget represented by interest had fallen from 7.6% to 7% and would fall to 6.9% in 2022-2023. Interest paid as a percentage of the total had fallen from 4.9% to 3.6% and was predicted to drop further in 2022-2023.
- Of the total figure of £901m, 26% was spent on transport infrastructure and 33% was spent on buildings, mostly schools
- Recommendation 2 covered support for the development of a multi-user hub in King's Lynn. Most of the funding for this came from the Town Deal, but Norfolk County Council would contribute £3m and underwrite £2m contingency funding to ensure successful implementation of the scheme. This would be a vital community asset, providing access to vital facilities in the centre of the town including business support, career training, literary skills and IT facilities.
- Recommendation 2 also covered £201,000 for installation of 57 charging points across 19 Norfolk County Council sites to enable the fire service to lease electric emergency response vehicles
- The level of capital receipts was exceeding targets.

10.2 The Cabinet Member for Commercial Services and Asset Management noted that the target had been exceeded on capital receipts and that at the end of the year it was projected that there would be £55m in capital receipts.

10.3 The Vice-Chairman discussed development of the multi-user hub in King's Lynn.

King's Lynn town council were interested in the project as it would draw people into the town centre and provide greater footfall in the area as a whole, as well as providing services. The Vice-Chairman looked forward to this facility being built and seeing the benefits to the community.

- 10.4 The Cabinet Member for Children's Services discussed placement and transportation issues being seen in Childrens Services; pages 68 and 69 of the report set out the issues faced by the department. Past pressures had not eased in Norfolk or nationally with demand seen related to Special Educational Needs and inflation. A group was looking at how the department could reduce its transport costs and the department was also working with the DSG on reducing the deficit. Transformation work was being monitored and being seen to bring in the estimated savings.
- 10.5 The Chairman noted the massive financial pressures being faced by people's services.
- 10.6 The Cabinet Member for Innovation, Transformation and Performance noted the pressures brought about by inflation, Covid-19 and the war in Ukraine and thanked the finance team for keeping a grip on the council's finances. He pointed out that money was being invested for the benefit of residents and businesses in the county.
- 10.7 The Chairman noted the financing of the capital programme for the current financial year 2023-24 and how much funding was external. He noted that the debt had been taken on for good reason: to bring on assets and maintain them and develop projects such as the King's Lynn community hub and new roads such as the Norwich Western Link. Debt repayment was well understood by those dealing with it. The Chairman queried who else would be able to invest in these things if the Council did not.
- 10.8 Cabinet **RESOLVED:**
1. To recommend to County Council the addition of **£52.146m** 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:
 - £27.292m Department for Education Basic Need Grant funding for 2022-2025
 - £19.321m Department for Education High Needs Grant funding for 2022-2024
 - £4.875m Department for Education Condition Grant Funding profiled into 2023-24
 - £0.989m Department for Education Schools Grant funding for 2022-23
 - Offset by £0.330m release of capital budget in Fire Services
 2. To recommend to County Council the addition of £0.201m to the capital programme to fund the installation of electric vehicle charging points across the Council estate as set out in the Capital Appendix 3 paragraph 4.4 of the report and £3m for the Kings Lynn Multi User Hub (Replacement Library Lyn LL1058) to fund the additional costs identified by the project team as set out in paragraph 4.5 of the report.
 3. Subject to County Council approval of recommendation 1 and 2 to delegate:

- 2.1) 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;
- 2.2) 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;
- 2.3) 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.
4. To recognise the period 3 general fund revenue forecast of a £4m overspend, noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services;
5. To recognise the period 3 forecast of 100% 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;
6. To note the forecast General Balances at 31 March 2023 of **£23.840m**, assuming the Council will mitigate the overspends reported in P3.
7. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

10.9 Evidence and Reasons for Decision

Three appendices are attached to the 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.

10.10 **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.

11. **Disposal, acquisition and exploitation of property**

11.1.1 Cabinet received the report setting out proposals aimed at supporting Norfolk County Council 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.

11.1.2 The Cabinet Member for Commercial Services and Asset Management introduced the report to Cabinet:

- There was a typo on page 95 of the report. The final sentence of paragraph 2.2 should read “An application to renew this permission has been registered with *Broadland* District Council”
- The first set of proposals covered Blofield Primary school which had no capacity to meet further pupil demands. Search for sites for a new school had identified a preferred site on the east of Plantation Road which was in the freehold of Norfolk County Council as part of the County Farms Estate, however not farmed for some time. Discussions had been held to bring forward the school on a single site, and this was covered under recommendations 1-6.
- The second proposal in the report was a new school project in Gayton to provide accommodation for a 210-place school and nursery. The site in question was owned by Norfolk County Council, previously owned by the County Farms Estate and appropriated for use by Children’s Services.
- The third proposal related to the letting of a house and garden at Money Hill to a County Farms Tenant
- The fourth proposal in the report related to declaring land at Terrington surplus to Norfolk County Council requirements; County Farms Estate deemed it no longer required for operational use.
- The Cabinet Member for Commercial Services and Asset Management moved the recommendations as set out in the report.

11.2 The Cabinet Member for Children’s Services was pleased to note the good use of council resources to accommodate new schools, as finding new sites for schools could be difficult.

11.3 Cabinet **RESOLVED:**

1. To formally declare part of the site named Land at Plantation Road, Blofield (5009/105) (hatched red on plan), amounting to approximately 0.52 hectares, surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding the valuation figure 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 agree to the appropriation of part of the site named Land at Plantation Road, Blofield (5009/105) (edged red on plan) amounting to approximately 1.2 hectares to Children's Services (from the County Farms Estate).
3. To formally declare Blofield Primary School site, North Street NR13 4RH (5009/011) (edged blue and hatched blue on plan) surplus to County Council requirements.
4. To instruct the Director of Property to agree terms and dispose of part of the Blofield Primary School site, North Street NR13 4RH (5009/011) property (edged blue on plan) amounting to approximately 0.91 hectares to Blofield Parish Council. 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.
5. To instruct the Director of Property to dispose of part of the Blofield Primary School site, North Street NR13 4RH (5009/011) (hatched blue on plan) amounting to approximately 0.41 hectares. 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.
6. To approve the acquisition of the additional land north of Farman Way, (shaded pink on plan), amounting to approximately 1.3 hectares on terms agreed and instruct the Director of property to implement the acquisition.
7. To consent to the transfer of the freehold of the new Gayton Primary School building and hard play area shaded pink/orange on plan at nil consideration to the Norwich Diocesan Board of Finance Ltd in return for the proceeds of the sale of the existing school site.
8. To agree to the letting of the house and garden at Money Hill Farmhouse, Deopham Road, Hingham NR9 4NL (7055/100) to Tenant RB on the terms agreed as detailed in Appendix A of the report (exempt).
9. To formally declare the Land at Terrington Fern House Estate (part), Terrington St Clement (2078/108A) (edged red on plan) amounting to 0.93 hectares surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding the valuation figure limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

11.4 **Evidence and Reasons for Decision**

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.

In respect of the County Farms Estate lettings the existing tenants can retire with dignity

11.5 Alternative Options

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.

12. Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting

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

13 Exclusion of the Public

13.1 Cabinet **RESOLVED not** to exclude the public from the meeting.

14 Disposal, Acquisition & Exploitation of Property: Exempt Annex

14.1 Cabinet did not discuss the exempt appendix.

The meeting ended at 10:40

Chairman of Cabinet

Cabinet
8 August 2022
Local Member Questions

	Local Member Issues/Questions
7.1	<p>Question from Cllr Jamie Osborn Last year at the Scrutiny Committee, the New Anglia Local Enterprise Partnership stated that they were not proactively working on a retrofitting strategy for Norfolk, thereby failing to take a lead on the requirement to decarbonise the 23% of carbon emissions that come from domestic energy use. Given the need to insulate homes and install renewable energy to reduce fuel bills and cut carbon emissions, does the Cabinet Member agree that it is time for Norfolk County Council to take a lead on a proactive retrofitting strategy for the county?</p> <p>Response from the Cabinet Member for Environment and Waste It can be agreed that there is a need to proactively address reducing and decarbonising domestic energy use in homes across the whole of Norfolk. We believe that District Councils are best placed to take a lead on this matter given their responsibility for housing, and for Norfolk County Council to support District partners through our involvement with the Norfolk Climate Change Partnership (NCCP) and through the wider skills agenda.</p> <p>This is an important topic which I am happy to discuss at the Environmental Policy cross party Member Oversight Group, to seek common agreement on how we can best play our part in helping to deliver a retrofitting strategy for the county.</p> <p>Second question from Cllr Jamie Osborn The county council has announced it will run a pre-planning consultation on the Norwich Western Link. This is despite having no indication that the DfT will approve the OBC and provide the required funding of 85% of the cost. How is the risk of not receiving DfT approval being mitigated?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport Cabinet agreed at its meeting on 4 July 2022 to progress with the non-statutory pre-planning application consultation, the start of which has now been confirmed as 15 August 2022. It is very normal for such project delivery activities to be undertaken in parallel with the business case approvals processes. The details of the business case process and implications were set out in the 4 July 2022 Cabinet report.</p>
7.2	<p>Question from Cllr Steve Morphew When Norwich City Council maintained verges, flower beds, shrubs and roundabouts in the city they were generally well looked after. Since Norfolk County Council took back sole control of highways in 2020 many have become neglected, unkempt or abandoned. The county council is even denying responsibility for some areas that have been maintained for decades. Why has this happened and what urgent steps will you take to clear up the mess and return the verges, flowerbeds, roundabouts and shrubs in mine and other divisions in Norwich to their former well maintained condition?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p>

	<p>Norfolk County Council are responsible for verge cutting within the extent of the highway within the City. These verges are cut 4 times per year.</p> <p>Within the City there is a mixture of responsibility relating to planted areas within the highway between Norfolk County Council (NCC) and Norwich City Council depending on where it is positioned and what its purpose is (ie part of a traffic calming scheme or aesthetics). NCC has recently provided £30,000 to the City Council in order to help manage the green estate within the highway. NCC will continue to liaise with the City Council to explore further ways to improve verge maintenance.</p> <p>Second question from Cllr Steve Morpew</p> <p>Some people who take pride in their area and are disgusted at the state the county council has left their verges and flower bed in have taken to tidying those areas themselves. What is the legal position for those doing that work, who bears the risks in the event of damage or injury and will the cabinet turn a blind eye or enforce against these informal and unauthorised acts of desperation by those who want to see the soft landscaping in their community kept well?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>It is acknowledged that some communities would like to maintain verges and flower beds to higher standards.</p> <p>Legislation allows us to permit only other Councils or adjacent property owners or occupiers to look after planted areas and verges. However, if people wish to maintain these areas, and can do so without endangering themselves or other users, then we are unlikely to pursue the matter.</p> <p>The County Council do have existing delegation agreements in place with several Parish and Town Councils.</p>
7.3	<p>Question from Cllr Julie Brociek-Coulton</p> <p>How many residents complained of tar melting on their roads in Norfolk during the really hot days recently and why did we take so long to respond to redress the roads in question? One melted so badly that a resident got her shoe stuck to her peddle in the car due to the hot tar. Thankfully there wasn't an accident but what is being done to stop this happening in the future?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>During the hot period, we received 17 reported highway defects across the county, (10 report were online and 7 phone calls). There were 41 works orders completed to treat roads during the high temperatures, 29 of these were priority B orders (to be attended to within 4 days), and 12 priority C orders (to be attended to within 35 days).</p> <p>In terms of complaints, NCC received none during this period.</p> <p>The average time from report to attendance days was 2.02 for all 41 jobs, with the PB orders taking an average of 1.21 days and PC taking 4 days.</p>

	<p>Road surface temperatures are monitored each day throughout the summer season. Where forecasted temperatures meet intervention levels (over 40°C), the process is initiated to ensure treatment of affected roads takes place across the county. In the period 16th to 22nd of July 2022, 78 sites were treated, and the road surface temperature was in excess of +53c.</p> <p>The sites continued to be monitored and it was necessary to treat some sites more than once. Over the hot period, there were 435 treatments undertaken on the 78 sites.</p> <p>Our road surface temperature (RST) monitoring and proactive dusting will continue to be undertaken when RST's exceed intervention temperatures.</p>
7.4	<p>Question from Cllr Mike Smith-Clare Can the cabinet member outline the summer schedule of building repairs on Norfolk schools?</p> <p>Response from the Cabinet Member for Children's Services Most Summer building projects and maintenance activity is led by Governing and Trust Boards. The larger building projects run by NCC have been emailed to Cllr Smith-Clare as a member of Capital Priority Group on 7 July 2022. They include:</p> <ul style="list-style-type: none"> • Completion of Ormiston Academy and Sprowston Community Academy expansions • Holly Meadows modular replacement scheme • St Mary's Beetley modular replacement scheme • Sidestrand modular replacement scheme • Easton new special school ongoing programme • Drake SRB • Various smaller condition schemes <p>Second question from Cllr Mike Smith-Clare With families experiencing extreme poverty and financial difficulties, what is the cabinet member doing to address the exorbitant and unnecessary cost of school uniforms and other 'school specific' items?</p> <p>Response from the Cabinet Member for Children's Services Thank you for the question. As a cabinet member I understand the concern and I also know many schools and academies in Norfolk are actively working to address this issue. It is a matter for individual schools to resolve and I'm aware that most schools have schemes designed to support families experiencing hardship.</p>
7.5	<p>Question from Cllr Colleen Walker Now the sale of Holt Hall has fallen through will cabinet use this as an opportunity to work with the community to keep this much loved asset as a valuable resource for young people in Norfolk instead of selling to the highest bidder for a use that would see Holt Hall lost to the community?</p> <p>Response from the Cabinet Member for Commercial Services and Asset Management Council has discussed this at length and a decision was made on the future of Holt Hall and has declared it as surplus to our use for Outdoor Education.</p>

	<p>The site is covered by the Asset of Community Value legislation, which will guide the next steps.</p>
7.6	<p>Question from Cllr Chrissie Rumsby Our Fire and Rescue service did a brilliant job under extreme pressure during the recent hot weather. What went right, what went wrong, what lessons have been learnt and where can we find the details of any changes required to ensure we are ready for predicted future incidents on a similar or larger scale?</p> <p>Response from the Cabinet Member for Communities and Partnerships I agree that the response in Norfolk to what was an extremely challenging time both locally and nationally was outstanding. It is a testament to the dedication and actions of our whole Fire and Rescue Service, support staff, stakeholders, partners and communities that no lives were lost.</p> <p>The volume and type of incidents we faced were significant and stretched our capacity and capability to the limit, which is why we declared a major incident, as did many other services across the country. This was a unique set of circumstances that we faced and everyone worked as hard as they could; we tested the service to its limit. Our operational crews praised the performance of our new technical response vehicles which provided easier access to fires and misting capabilities reducing the amount of water required. Our drones also proved essential in providing birds-eye views of the fires. Whilst there may be lessons to learn, I do not think it would be appropriate to say that anything 'went wrong'. Everyone did the very best that they could.</p> <p>The process to reflect on the major incident to capture what went well and what we can learn to improve for the future is underway. We have commissioned our operational assurance function to complete an immediate Strategic and Tactical Review that will involve all fire staff and key stakeholders. The focus is on building on what worked well and identifying where we could improve or further enhance our approach. I would be happy to bring our findings from this to our Strategic Development Oversight Group, of which you are a Member, to ensure that we can understand the findings and the actions being taken forward as a result.</p> <p>More generally, as you will know from our discussions at the Strategic Development Oversight Group, our work to develop a new Community Risk Management Plan is well progressed. This plan considers the risks we face and sets out the steps we will take to allocate resources to best mitigate or meet these risks. This is a significant piece of work and the draft Plan will be reviewed by the Infrastructure and Development Select Committee in September and Cabinet in October, before starting a public consultation on its findings and proposals. The Plan will include an assessment of the effectiveness of our specialist appliances and capability for responding to the wildfire risk in Norfolk.</p>
7.7	<p>Question from Cllr Matt Reilly While I welcome the departure from the practice of recent years under this administration of asking council to agree budgets before revealing what cabinet intends to do to meet the huge budget gap they have created, why is the administration only consulting Norfolk on the implementation of a cut to the mobile</p>

	<p>library budget they have already decided to make rather than asking Norfolk if residents value the service enough to want the budget maintained?</p> <p>Response from the Cabinet Member for Communities and Partnerships With such significant financial pressures facing the County Council it's inevitable that difficult decisions will need to be made. The budget reductions relating to mobile libraries are proposals at this stage and no final decisions will be taken until we have completed a full consultation with the public. The consultation was launched on the 22nd July and will run for 8 weeks allowing plenty of time for people to give us their views. It contains a range of questions designed to help understand the elements of the service that residents most value, as well as how additional offers might be incorporated, such as wider use of digital offers.</p>
7.8	<p>Question from Cllr Terry Jermy Could the Cabinet Member for Finance confirm how much money was received in the last financial year from DIY waste charges introduced in 2017? and how much income is factored into the budget for this in the 22/23 financial year?</p> <p>Response from the Cabinet Member for Finance: The County Council's pay as you throw charges at its 20 recycling centres across Norfolk are set at rates to cover the costs of dealing with waste it does not have to accept for free, and are not set to generate a profit.</p> <p>For the 2021/22 financial year the income from these charges was £317,622 for construction and demolition type DIY waste, and £9,398 for tyres.</p> <p>For the 2022/23 financial year the total income from pay as you throw charges is budgeted as £292,000 and there is not a breakdown that separates budgeted income for construction and demolition type DIY waste from tyres.</p> <p>Second question from Cllr Terry Jermy Could the Cabinet Member for the Environment confirm the estimated total number of visits to Norfolk's Household Waste Recycling Centres on Wednesdays during the last financial year?</p> <p>Response from the Cabinet Member for Environment and Waste Wednesday is one of the quietest days in the week at Norfolk's recycling centres, with around 11% of visits taking place on Wednesdays, which equates to around 110,000 visits a year.</p>
7.9	<p>Question from Cllr Paul Neale The Holt Hall sale has fallen through as the highest bidder could not fulfil their over-ambitious offer in a timescale required by the Council. There were other bidders but as they were lower the Cabinet decided to chase the money and accept the offer of a property developer not, subject to secretary of state approval, a sound educational development proposal. It seems to me the Cabinet knows the price of everything but the value of nothing.</p> <p>Now we are in this position is it not now time the Cabinet reconsider their approach and the value of education for our children by accepting more appropriate offers.</p>

Response from the Cabinet Member for Commercial Services and Asset Management

As the bidding process and bidders are covered by commercial confidentiality (and as the bids have not been shared with Cllr Neale), I am not able to comment on any the various 'statements' made.

The site is covered by the Asset of Community Value legislation, which will guide the next steps, however as Norfolk County Council has previously advised, bids are assessed on a variety of criteria.

Second Question from Cllr Paul Neale

Frontline staff working with people in crisis are reporting that a shortage of beds in adult mental health services means that often people are unable to access the crisis care that they need. What steps is the county council taking to reduce pressure on mental health service beds by supporting early intervention so that people do not reach the stage where they need crisis care?

Response from the Deputy Cabinet Member for Adult Social Care, Public Health and Prevention

Thank you for your question.

The Council works in partnership with the Integrated Care Board who have the primary responsibility for Mental Health Services. The Integrated Care Board has funded a range of crisis support services, such as a mental health practitioner in the ambulance car, crisis house, and Julian Support rapid response service to support people get help in a crisis. The aspiration is for these services to reduce the need for admission to hospital beds as people access support earlier. Other initiatives through community support for people getting help at their GP to prevent escalation to a crisis. These includes MIND recovery workers and Norfolk and Suffolk Foundation Trust (NSFT) mental health practitioners in Primary Care Networks and Wellbeing hubs in East, West and Norwich with out of hours availability.

Norfolk County Council has representation on relevant groups as well as leading the delayed transfers of care workstream, and we're actively involved with the Norfolk and Waveney Integrated Care System Mental Health Transformation, which is co-Chaired by James Bullion, Executive Director, Adult Social Care. The Public Health Team fund mental health support, including a £515,200 grant (2021-25) to Norfolk Community Foundation to provide the allocation of grants to community-based groups in the voluntary and community sector around prevention and wellbeing. Public Health also provides funding for the Norfolk County Council Library service 'read my mind' (£155,000 (2022-25)) which is a tailored intervention for men's wellbeing through coordination of a mental health literacy programme. There is an ongoing mental health promotion campaign based on the [Five Ways to Wellbeing](#) which gives simple advice on things you can do to make yourself feel good, including being active, connecting with others, and learning, more details can be found on our webpages: [Mental wellbeing - Norfolk County Council](#).

The Mental Health Social Care service is supporting in a number of other ways that avert or respond to crises. These include:

- Assisting with Admission avoidance or Transfer of Care from hospitals.

	<ul style="list-style-type: none"> • Providing the Approved Mental Health Professional (AMHP) service provide robust triage for any requests for Mental Health Act assessments to ensure all community options have been explored to support the person. • Community social care staff arrange, review and manage packages of care and closely liaise with NSFT mental health teams to seek alternative to hospital treatment where appropriate. • Social care staff signpost service users to appropriate community support using the Living Well model, including the new Integrated Care Board funded crisis services and the Wellbeing hubs.
7.10	<p>Question from Cllr Maxine Webb</p> <p>Given the importance of improving co-production and communication with families of children and young people with SEND and now that the Council is part the DfE's 'Safety Valve' programme to address our significant deficit with the High Needs Block, could the cabinet member outline how the council is involving parents, carers and children and young people in this work?</p> <p>Response from the Cabinet Member for Children's Services</p> <p>We are committed to working working with families and young people regarding all of our SEND developments and have been doing so throughout all of our SEND improvement work over the past 18 months or more. The DfE have recognised this improvement through our Written Statement of Action ahead of the anticipated re-visit by Ofsted/CQC this autumn.</p> <p>The Safety Valve programme is being directed by the DfE and is very different to other SEND improvement work, in the sense that the approach is prescribed by the DfE and is a process of negotiation which has not yet concluded.</p> <p>However, we have ensured that high level briefings regarding the Safety Valve programme have occurred via the People & Communities Select Committee and Schools Forum (public domain reports) and also via the Norfolk SEND Multi-Agency Steering Group (NASMA) which is co-chaired by Family Voice Norfolk. Therefore, we are ensuring that the Parent Carer Forum are kept informed of the ongoing negotiation with DfE and we will, as with Schools Forum and Committee, provide more details when this is possible within the DfE scheme.</p>
7.11	<p>Question from Cllr Sharon Blundell</p> <p>Family carers have told me that while they appreciated the wellbeing packs during the main covid pandemic, they are totally inappropriate in today's climate and if the council wishes to thank carers, they would prefer a £30 voucher which would be of a better benefit to them, will you listen to carers and provide vouchers instead?</p> <p>Response from the Deputy Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for your question.</p> <p>We appreciate the feedback we have had from carers on the Carers Wellbeing Packs, which has been very positive from some carers who received them, and others who found them less valuable. Carers were involved throughout the development of the project to try and ensure the packs were helpful and beneficial for carers.</p>

	<p>The 7,000 packs we have provided were delivered by Caring Together with funding secured by Norfolk County Council. Funding was from the Department of Health & Social Care Infection Control Fund (ICF), so the funding was specifically for that purpose and couldn't be used for solely distributing non-ICF related support, such as a voucher scheme.</p> <p>Infection control and having suitable PPE was something many carers had been very concerned about given the vulnerable nature of the people many of them care for, and the potential impact if the carer themselves fall ill. Aside from the direct benefit of receiving a pack it has also helped identify more carers and therefore able to help them get other support and led to people across a range of organisations being more proactive in identifying carers.</p> <p>This project is now coming to an end as national funding was time limited, however if we have an opportunity to run a similar project in the future, we will definitely take into account all of the feedback we have had from carers about the Carers Wellbeing Packs Project.</p>
7.12	<p>Question from Cllr Steff Aquarone Can you tell us of your analysis of by how much social isolation will be increased by a substantial reduction in mobile library routes and how much in additional costs this is likely to cost Adult Social Care?</p> <p>Response from the Cabinet Member for Communities and Partnerships Alongside the public consultation, the Library and Information team will be reviewing a range of data to ascertain the impact of any changes to the service and its users. An EqlA will also be carried out to ensure that due consideration has been given to the needs of residents. Norfolk Library Service is committed to reducing social isolation in the county and has been a national leader in developing offers like "just a cuppa" within branch libraries. The service also works closely with Adult Social Care to provide community-based services that promote wellbeing and independence.</p> <p>Second question from Cllr Steff Aquarone Will the county council put the substantial deposit that the 'winning' bidder paid into helping the new owner establish outdoor education provision at Holt Hall?</p> <p>Response from the Cabinet Member for Commercial Services and Asset Management As the bidding process and bidders are covered by commercial confidentiality (and as the bids have not been shared with Cllr Aquarone) , I am not able to comment on the 'statement' made.</p> <p>It will be up to any future bidders to propose their intended use for the site.</p>
7.13	<p>Question from Cllr Rob Colwell If the energy costs reach the anticipated levels that are predicted in the national press with the average bill cost potentially hitting £4,000 how many people are you anticipating will be pushed into poverty and severe poverty in Norfolk as a result of these increases?</p>

	<p>Response from the Leader and Cabinet Member for Governance and Strategy</p> <p>The County Council has developed a comprehensive hardship offer, making full use of the Household Support Grant provided by central government, as well as allocating additional funding locally. The Norfolk Assistance Scheme is able to provide help with energy costs and we have worked proactively with partners public and voluntary sector to identify need and target support</p>
7.14	<p>Question from Cllr Saul Penfold</p> <p>Will you urgently organise an emergency cost of living summit in Norfolk to bring together people and organisations on the front line of dealing with local poverty including Citizens Advice, Food Banks, Local Trades Unions, and Chambers of Commerce so you can look at ways the Council can help people in Norfolk who will be affected?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy</p> <p>The County Council is already working proactively with a range of partners to address the cost of living crisis. We are represented on the Nourishing Norfolk board, organised by the Norfolk Community Foundation to create an affordable food network, and we have a wide range of offers in place to support our residents both directly and indirectly.</p>
7.15	<p>Question from Cllr Lucy Shires</p> <p>We are hearing from Food Banks across the county that they are increasingly struggling with the expanding demand for their services. What more can the council do to help them?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy</p> <p>See response to 7.14</p> <p>In addition, we have invested £0.5m into the Nourishing Norfolk initiative as well as providing additional grant funding for grass roots organisations working with local communities.</p>
7.16	<p>Question from Cllr Brian Watkins</p> <p>How much extra funding do you think the Norfolk Fire and Rescue Service needs to achieve the significant improvement that the Inspectorate seeks so that Norfolk can have an adequate service?</p> <p>Response from the Cabinet Member for Communities and Partnership</p> <p>The HMICFRS inspection was carried out in Autumn last year, which is some time ago. Since that time, we have already committed significant additional funding for the service. As part of the budget setting process for this year, the revenue budget for the service was increased by £1.7m to address some known pressures and also to provide additional funding for key areas of the service. This included significant additional revenue funding for our prevention service which has enable additional resource to be put in place. The revenue budget was also increased in 2021/22. In addition, there is a significant agreed capital programme for the service which enables investment in new equipment and facilities. Over the next</p>

	<p>three years the capital programme for the service exceeds £20m, which is on top of the investments already made.</p> <p>Some areas of the service where we have already made capital investment were key to our successful response to wildfires recently. In particular, the 4 x 4 vehicles were invaluable in quickly accessing fires on fields where larger appliances may become stuck, and our drone capability was also essential in being able to quickly and safely gain situational awareness at some larger incidents.</p> <p>Work is underway to assess the detailed findings of the HMICFRS inspection report and develop a plan to address areas for improvement identified. This plan will be presented to Cabinet in September. It is possible that we may need to make further investment in our service to successfully deliver the improvements that we all wish to see, and we will consider this as opportunities arise. Equally, we may need to change processes and priorities without the need for investment to enable our improvement journey to continue. In addition, as highlighted in the report, we need to ensure that we make best use of the resources already available to us, for example in the wider county council.</p>
7.17	<p>Question from Cllr Dan Roper</p> <p>Many of my residents are very disappointed that plans for a cycle route on the A140 between Broadland Northway and Norwich Airport have again been shelved due to NCC receiving a lower award than expected from the Active Travel Fund. Does the Cabinet Member recognise the enormous benefits that such a cycle route would bring and can he advise of any future funding possibilities that could turn this into a reality?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>Following a successful bid to the Infrastructure Delivery Fund in 2022, we have successfully got funding for an extension to the yellow pedalway. The proposal will be to link the Broadland Northway to Middleton's Lane alongside the A140 on a new facility. This is currently in design and will be delivered as part of the wider Transforming Cities programme.</p>
7.18	<p>Question from Cllr Alexandra Kemp</p> <p>Norfolk Fire Rescue Service Inspection found insufficient resource for Protection, leading to slow building assessment turnaround; no face-to-face Safe-and-Well Checks or Home Fire Safety Visits in person since the pandemic; and inadequate Prevention. While starving the Fire Service, Cabinet wants to waste £3 million – even more via underwriting - on an expensive vanity project for a new prefab replacement library with a short-term life, not value for money or needed, as Lynn has an excellent fully accessible library; NCC will cut the valuable Mobile Library Service, a lifeline to vulnerable residents, by half.</p> <p>Can Cabinet ditch the vanity project and fund the Fire Service and Mobile Library?</p> <p>Response from the Cabinet Member for Communities and Partnerships</p> <p>The HMICFRS inspection was carried out in Autumn last year, which is some time ago. Since that time, we have already committed significant additional funding for the service. As part of the budget setting process for this year, the revenue</p>

	<p>budget for the service was increased by £1.7m to address some known pressures and also to provide additional funding for key areas of the service. This included significant additional revenue funding for our prevention service which has enable additional resource to be put in place. The revenue budget was also increased in 2021/22. In addition, there is a significant agreed capital programme for the service which enables investment in new equipment and facilities. Over the next three years the capital programme for the service exceeds £20m, which is on top of the investments already made.</p> <p>Many face to face activities were paused during the pandemic to ensure that we were able to keep staff and communities safe, particularly during lockdown and subsequent restrictions. During that time, our focus was on maintaining operational response. Some prevention activity continued where it was safe to do so, e.g. telephone assessments for individuals at the highest risk. We also worked with blue light partners to put new areas of activity to support Norfolk communities in place, for example our work with the Ambulance Service.</p> <p>I am pleased that our protection and prevention visits resumed some months ago and activity has almost returned to pre-pandemic levels</p> <p>The development of a new Multi-User Community Hub in King's Lynn is predominantly funded by external Town Deal funding, with additional capital input from Norfolk County Council, who will own the asset following the build. The investment is a capital expense and could therefore not be used to support ongoing revenue costs associated with the mobile library service. The investment in the building is backed by a robust business case and there are no indications that the building will have a short life-span. The current library, which will be relocated to the new multi-user hub, is not of sufficient size to meet the requirements of King's Lynn and surrounding areas and is also not in the optimal location.</p>
7.19	<p>Question from Cllr Ben Price</p> <p>The recent inspection report on Norfolk's fire service stated that the service is "inadequate" in preventing fires. Given that extreme heat is making fires more likely and more damaging, will the Cabinet Member immediately institute an emergency plan to identify how the risks of fires can be reduced?</p> <p>Response from the Cabinet Member for Communities and Partnerships</p> <p>The service is already working with key stakeholders and partners to identify areas where the risks of wildfires can be reduced and working together to mitigate these risks. This includes reminding the public of the simple steps that we can all take to help prevent fires happening in the first place. We have already invested additional revenue funding in this area of the service and have been able to increase our resources as a result.</p> <p>Looking forward, our work to develop a new Community Risk Management Plan is well progressed. This plan considers the risks we face and sets out the steps we will take to allocate resources to best mitigate or meet these risks. This is a significant piece of work and the draft Plan will be reviewed by the Infrastructure and Development Select Committee in September and Cabinet in October, before starting a public consultation on its findings and proposals. The Plan will include</p>

an assessment of the effectiveness of our specialist appliances and capability for responding to the wildfire risk in Norfolk. A review of our recent major incident response is also underway to enable us to capture learning.

Second question from Cllr Ben Price

The heatwave and associated fires in July, and the upcoming drought, are yet again showing the damage that climate change is causing to our county. Will the Cabinet Member agree that climate change should be a key item in the council's corporate risk register?

Response from the Cabinet Member for Environment and Waste?

The Council is currently undertaking a routine review and refresh of its corporate risk register, to ensure that the most significant risks to the Council continue to be addressed and treated appropriately.

Climate change is being considered as part of this review, with any associated risk(s) deemed corporately significant, and that are within the Council's control to mitigate, to be added to the corporate risk register. This will be reported as part of the risk management report to Cabinet in October 2022.

Norfolk County Council has been reporting regularly on the many projects and programmes already under delivery as part of our new Environmental Policy, and most recently we produced a new digital dashboard to show our progress towards Net Zero across the County Council's estates by 2030, as well as data on the county's wider emissions. Cabinet has also supported the creation of a new Climate Change Plan for the county as part of the work of the Norfolk Climate Change Partnership (NCCP).

Cabinet

Item No: 8

Report Title: Norfolk Youth Justice Plan

Date of Meeting: 5th September 2022

Responsible Cabinet Member: Cllr Fisher

Responsible Director: Sara Tough, Executive Director Children's 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

I am pleased to share our annual update for the Norfolk Youth Justice Strategic Plan.

The Youth Justice Board's vision is of a Child First Youth Justice System and this year the requirements of the plan, set by the Youth Justice Board, have included the need to provide significantly more background information about Norfolk and marks a conscious move towards focusing on the system around children as a whole when considering the success of the Youth Justice Service.

The traditional performance indicators such as First Time Entrants to the youth justice system, numbers of children in custody and reoffending rates in Norfolk indicate that Norfolk has a strong performing Youth Justice Service (YJS), but we know that to achieve this the service requires the cooperation and proactive engagement from key partner agencies and stakeholders .

In Norfolk we have a robust track record of working in partnership, something evidenced throughout our response to the pandemic. The legacy of the pandemic, and specifically the impact that it has had on children's lives, means that it is more important than ever to work together.

Recommendations:

- 1. Cabinet recommends that Council adopts the updated Norfolk Youth Justice Strategic Plan as part of the policy framework**
- 2. Cabinet endorses the Youth Justice Board's vision for a child first youth justice system as follows:**
 - Prioritise the best interests of children, recognising their particular needs, capacities, rights and potential and ensure all work is child focused, developmentally informed, acknowledges structural barriers, and meets responsibilities towards children.
 - Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
 - Encourage children's active participation, engagement and wider social inclusion, making sure meaningful collaboration with children and their carers is at the heart of our work with them.
 - Promote a childhood that avoids coming into contact with the criminal justice system, using pre-emptive prevention, diversion and minimal proportionate intervention, minimising criminogenic stigma.

1. Background and Purpose

1. Local Authorities have a statutory duty to submit an annual Youth Justice Plan relating to the provision of youth justice services including how they will be funded, operate and what functions will be carried out. This plan should be formulated and implemented after consultation with partner agencies.
2. The plan should set out how offending behaviour of young people should be prevented and reduced.
3. Key partner agencies and stakeholders are each represented on the Norfolk Youth Justice Board.
4. Annual plans are an opportunity to review performance and development over a single year period and plan for the next year. This allows for any changes that have taken place over the past year, such as legislative and demographic, to be taken into account.
5. This year the requirements of the plan, set by the Youth Justice Board, have included the need for the service to focus on a strength-based approach and have urged Local Authorities to consider how system wide plans can be put in place to mitigate the effects of Covid 19.
6. Youth Justice Plans are required to be submitted on the template provided by the Youth Justice Board and payment of the youth justice grant is dependent

on its timely submission. Norfolk Youth Justice Strategic Plan was signed off by the Board on the 15th July 2022.

7. This year the plan aligns to the FLOURISH framework for children in Norfolk.

2. Proposal

Norfolk Youth Justice Board is proposing the following priority areas over the next 12 months in response to local data, new legislation, statutory guidance and research;

Serious Youth Violence

What will we do	How will we know
<p>Ensure Youth Justice Service (YJS) meets the requirements of the Serious Violence Duty</p> <p>Work alongside relevant agencies in a coordinated approach to prevent and address serious youth violence and exploitation</p> <p>Continue to utilise the Youth Justice Board (YJB) Serious Youth Violence tool, local Power BI data and Child Criminal Exploitation (CCE) dashboard to monitor performance data and challenge the partnership accordingly</p>	<p>Monitor data on children who are subject to Released Under Investigation (RUI) police bail</p> <p>Reduced number of children who are victims and perpetrators of violence</p> <p>Joint working will enable opportunity to tackle and disrupt criminal gangs who make money from exploiting children</p>

Reducing Reoffending

What will we do	How will we know
<p>Analyse the review of the YJS service delivery model and impact on rates of reoffending</p> <p>Continue to work towards becoming a trauma informed service</p> <p>Continue engagement with the Community Safety Partnership</p> <p>Work collaboratively with partner agencies as a system to ensure that the right children get the right help at the right time</p>	<p>Monitor and evaluate the impact of the new service delivery model on our performance indicators</p> <p>Complete an in-depth analysis of softer outcomes</p> <p>Monitor and respond to any disparity affecting children with protected characteristics</p> <p>Evaluate trauma informed work to show improved outcomes for children</p> <p>A reduction in our reoffending rate</p>

Work jointly with partners to reduce the risk of children subject to RUI/police bail reoffending during that period	Monitor data on children who are subject to RUI/police bail
Ensure plans/interventions are measurable	

Diversion

What will we do	How will we know
Evaluate the new YJS service delivery model	Maintained a low level of first-time entrants
Continue to implement the recommendations from our Out of Court Disposal and Working with Girls reports	Monitoring and evaluation of diversionary activity will show improvements in the quality of work and outcomes for young people
Continue to implement the recommendations from the YJB work on Disparity	Reduction of reoffending
Ensure robust data is collated on our Diversion activity	Reduction of disparity in the Youth Justice System in Norfolk

Health and Wellbeing

What will we do	How will we know
Adapt and embed our new health offer/strategy	Children who need SLCN, mental health and wellbeing support receive it
Develop a pathway for addressing Speech, Language and Communication Needs (SLCN)	Increase the number of children receiving a trauma informed response through a case formulation approach
Integrate the full-time psychologist into all aspects of YJS work	Become a trauma informed service
Support children around healthy sexual relationships and reduce sexually harmful behaviour in collaboration with Tender.	Monitor data and evaluate the programme
Consolidate the work around substance misuse and harm reduction	Reduction in substance misuse

Data

What will we do	How will we know
Develop a set of data requirements, both qualitative and quantitative, that provides	Develop a logic model of impact, determinant and outcome measurements

an evidence base to support youth justice outcomes in line with YJB requirements	Utilise partnership data to be able to offer systemic response to children in the youth justice system
--	--

Disparity

What will we do	How will we know
<p>Eliminate disparity with regards to the experiences of and outcomes for children from minoritised groups in relation to the youth justice system with particular focus on Eastern European children, Gypsy Roma Traveler, Black Asian and Minority Ethnic children and girls</p> <p>Implement the recommendations from the Youth Justice Board work on disparity</p> <p>Ensure work to reduce disparity is at the heart of all our work</p> <p>Work collaboratively with our partner agencies to ensure that as a system all understand the issues, and all are working to address them across the system at the earliest point</p>	<p>Through established multi-agency group and local joint disparity protocol will scrutinise outcomes and processes</p> <p>Staff are skilled in identifying, challenging and eliminating bias in respect of all decisions they make</p> <p>Collect and analyse data to understand where disparity is occurring with a resultant reduction in disparity</p>

Community of Practice (Adolescents)

What will we do	How will we know
<p>Develop a community of practice around adolescents as a mainstreamed way of working</p> <p>Work collaboratively with partners regarding the transition of children between services</p>	<p>Work with partners to develop shared approach, including culture, practice and desired outcomes for children</p> <p>Agency plans will be cohesive with no duplication and shared understanding of the child's journey and what support is required to meet need</p>

Enhanced Participation as a model for desistance

What will we do	How will we know
<p>Continue to embed and expand participation and co-production opportunities for children in touch with the youth justice system</p> <p>Review best practice including the Youth Justice Board Peer Power resource pack, and co-produce NYJS Participation Strategy utilising the Lundy Model of</p>	<p>An effective participation and co-production strategy is in place and children in touch with the youth justice system will feel empowered, heard and listened to</p> <p>Suitable feedback and response systems are in place so that feedback informs the way we work with children in the Youth Justice Service</p>

Education, Exclusions, Elective Home Education and SEND

What will we do	How will we know
<p>Reduce the numbers of SEND children who are in touch with the youth justice system</p> <p>Increase the number of children in education, training or employment who are known to the youth justice system</p> <p>Ensure those children receiving home education have positively elected to do so</p> <p>Continue to work with partner agencies to ensure schools and education colleagues understand the risks of exclusion, low school attendance and poor attainment to children and communities, and support them with considering and implementing alternative strategies</p>	<p>Maintain effective protocols and practices for working with statutory and post-16 education teams, to offer coordinated support</p> <p>Ensure access to comprehensive data to understand the profile of children in YJS and their educational status</p> <p>Provide coordinated support to children who are NEET</p> <p>Identify the gaps in post-16 provision and work with providers to address them</p> <p>Put an offer in place that provides professional development training for post-16 providers in the management of challenging behaviours</p> <p>Overall numbers of exclusion decrease, whilst attendance and attainment levels increase</p>

3. Impact of the Proposal

Together with strengthening our relationships with partner agencies, renewed focus on working as a more singular cohesive youth justice system that sees children as children first will;

- reduce offending in the first place
- improve their life outcomes
- create safer communities with fewer victims
- decrease the use of custody and improve the safety and wellbeing of children who do enter the criminal justice system

4. Evidence and Reasons for Decision

- 4.1 There is wide acceptance, including from the Ministry of Justice, that evidence supports the Child First vision and approach to achieving better outcomes for children. Endorsements include the acclaimed Case and Browning 'Child First Justice: The Research Evidence-Base' (2021) report.
- 4.2 Our own data shows us that around 80% of children known to Norfolk Youth Justice Service have suffered abuse or trauma, 50% have suffered domestic abuse, over 60% had been excluded from school. 90% report concerns about their mental health and 90% are involved in violence and/or criminal exploitation.
- 4.3 There is evidence to suggest that the Black, Asian and Minority Ethnic (BAME) children are overrepresented nationally and in Norfolk's Youth Justice System.
- 4.4 We know that the profile of girls becoming known to the youth justice system and other services is changing and we need to respond to this change.
- 4.5 Whilst there is much to be proud of about the strength of our partnership working in Norfolk, we know there are continued and emerging challenges which drive the need for all organisations working with children, young people, and families to come together to find solutions.
- 4.6 There are also legislative duties, policies and priorities which drive both our overall approach and day to day work. These include the Serious Violence Duty 2022 and Crime and Disorder Act 1988. The Children Act 2004 requires Norfolk County Council to make arrangements to promote co-operation between the authority, each of the authority's relevant partners, and other people and organisations working with Norfolk's children and young people, as well as 'Working Together to Safeguard Children' (2018) which stipulates that local agencies have in place effective ways of identifying emerging problems and potential unmet needs of children and their families.
- 4.7 Our shared responsibilities to adopt a collaborative approach towards children and young people are also reflected in the 'Working Together to Improve Health and Social Care for All' White Paper published in February 2021, which sets out legislative proposals for a Health and Care Bill. This aims to build on the collaboration seen through the pandemic and shape a system that is better able to serve people in a fast-changing world.

5 Alternative Options

- 5.1 None are being proposed.

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: None

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): None

8.5 Health and Safety implications (where appropriate): None

8.6 Sustainability implications (where appropriate): None

8.7 Any Other Implications: None

9 Risk Implications / Assessment

9.1 Given the leadership role that Children's Services holds within the Norfolk Youth Justice Service, not endorsing Child First as a vision and the 2022 annual strategic Youth Justice Plan as a shared ambition, would limit the effectiveness of the strategic partnership, hindering progress in improving outcomes for children and young people.

10 Select Committee Comments

10.1 N/A

11 Recommendations

- 1.
- 2.
- 3.

10 Background Papers

12.1 Norfolk Youth Justice Plan

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.

Youth justice plan

Service	Norfolk Youth Justice Service
Service Manager / Lead	
Chair of YJS Board	Chris Robson

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1. Introduction, vision and strategy

Welcome and thank you for taking the time to read our annual update for the Norfolk Youth Justice Strategic Plan. Last year we published our plan for 2021-2024. I want to reiterate just how important this plan is as it shapes how we prioritise our work and resources over the next three years. This document will provide you with an opportunity to understand all the work we do to improve outcomes for our children and families. I asked last year that we all took some time to reflect on how we as individuals and agencies contribute to these aims. A year on it is still important that we do this. I have reflected on my foreword for last year's plan, and I believe the following statement remains at the heart of what we do, 'we must continue to act as a collective, working collaboratively and helping each other to deliver improved outcomes for the children, young people and families we encounter'.

This year has seen some significant changes in the way we have all worked. I remain hugely impressed with our Youth Justice Service¹ who continue to provide high quality provision for children and families who become involved in the youth justice system at all levels. I acknowledge the fact that we have a committed strategic Board with a broad multi-agency base. This year I want to develop the relationship between the Board and our front-line practitioners. This will enhance our understanding of their roles, which will allow for the Board to provide informed strategic leadership and support.

It is important that we do not lose sight of the children and families who are impacted by youth offending. We deal with some of the most vulnerable children in Norfolk both in terms of victims and offenders. The work we do can have a positive impact on outcomes at a key stage in many children's lives. This is a strategic document but behind each priority, each aim, each principle, lies the ambition to 'help individuals to build on their strengths so they can make a constructive contribution to society, prevent offending and create safer communities with fewer victims'. We have a child first approach to all that we do and our vision as a partnership is set out later in this document.

Finally, I would like us to consider the impact our work can have, not only on children and families, but on those who support them. It is important that we recognise that the impact can be far reaching. Entire communities can be affected by the work we do. I would also like us to ensure we support the front-line staff who work tirelessly to bring positive change for our children. They deal with traumatic situations, see children and families in times of crisis and difficulties and it is important that we offer them the support they deserve. Thank you for your continued support.

Chris Robson
Independent Chair, Norfolk Youth Justice Board

¹ The organisation is in the process of changing from Norfolk Youth Offending Team to Norfolk Youth Justice Service. As a result, both titles may be referenced in this document.

The Norfolk Youth Justice Board subscribes to the Youth Justice Board's vision for a child first youth justice system as follows:

Our Vision: A youth justice system that sees children as children, treats them fairly and helps them to build on their strengths so they can make a constructive contribution to society. This will prevent offending and create safer communities with fewer victims.

Our Aims:

- Reduce the number of children in the youth justice system
- Reduce reoffending by children in the youth justice system
- Reduce the use of custody
- Improve the safety and wellbeing of children in the youth justice system
- Improve outcomes for children in the youth justice system

Our Guiding Principle: All agencies should consider children involved in the youth justice system as a '**child first**'.

Our Ways of Working

1. Prioritise the best interests of children and recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
2. Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
3. Encourage children's active participation, engagement and wider social inclusion. All work is a meaningful collaboration with children and their parents/carers.
4. Promote a childhood removed from the justice system, using pre-emptive prevention, diversion and minimal intervention. All work minimises criminogenic stigma from contact with the system.



This year we will ascribe to the FLOURISH framework for Norfolk:

'We want Norfolk to be a county where all children and young people can flourish'

2. Local context

Demographics:



907k
Population growing to 1m by 2040



450
Schools
(83% good or outstanding)



3
Acute hospitals +18 community hospitals



Police
Co-terminus police force

1 Ambulance Trust

1 Clinical Commissioning Group (was 5)

1 Mental Health Trust

2 Community health providers



243,755
people aged under 25 in Norfolk

19%

of the population are 0-17 (2021)

84th ranking in deprivation indices with concentrations of need in some coastal and market towns but also in areas of the city and some rural poverty



5.6%

increase in children and young people over 10 between 2017 - 27 – 5.1% nationally

Social Care:



1 in 6.6
live in poverty
(1 in 6 nationally)



Children in care



2057

Children in Need (CIN)
(1218 child in need plans)

1959 Family Support cases

592 Children on Child Protection

Education:



35%

of the population has
an NVQ4+ qualification
(43% nationally) and 7% have
no qualifications



60%

KS2 – 60% met the
expect standard in
2019, compared with
65% nationally



3.8%

of 16-17-year-olds
are not in education,
employment or training
(2020) England 2.31%



49.2

KS4 – The average
Attainment 8 score
was 49.2 (50.2
nationally)

22,806

children with special educational needs



3,067

Children in Special and
Complex Needs schools

14.9%

of school pupils are
from a minority ethnic
background (Jan 2020)
33.1% nationally

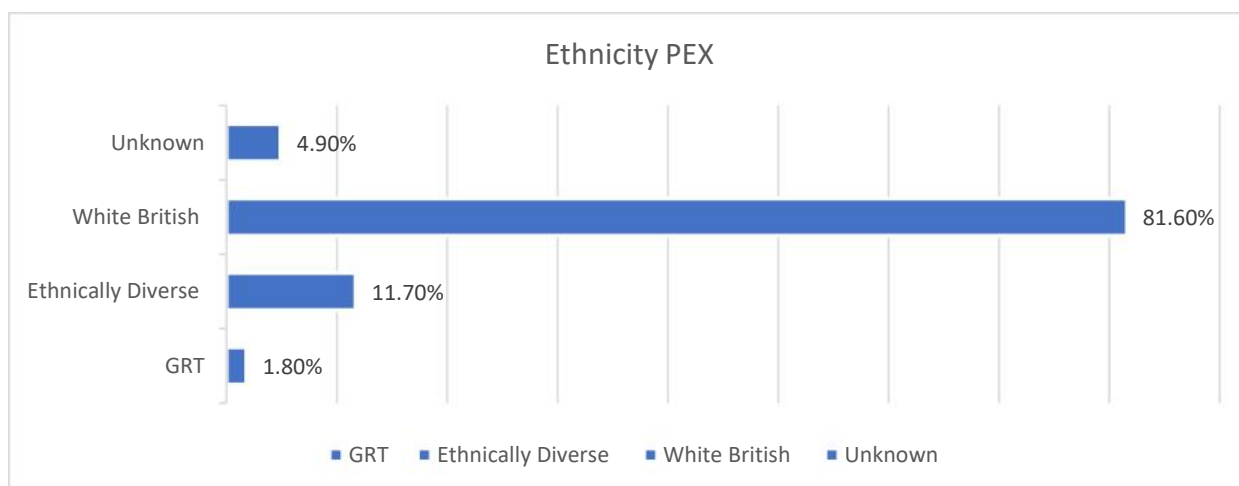


163 confirmed exclusions between
Sept 21 and May 22



105 boys
32 girls

14% SEN Support
4% EHCP



Crime Rate:



2.8 per 1000
Drug offences



7.7 per 1000
Criminal
Damage



3.0 per 1000
Sexual offences

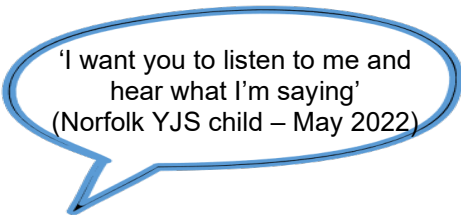


33.1 per 1000
Violence Against
the Person

3. Child First

1. See children as children

- Working to become a trauma informed service (psychological consultations, case formulations, specific training around child and adolescent development, PSRs reflecting the child's experience of trauma and impact on offending).
- Responding to structural barriers in a number of ways, for example working closely with our partners in education to prevent individual children being excluded from school or being educated inappropriately from home; working to reduce the unnecessary criminalisation of children looked after, joint protocol in place recognising unique needs of children looked after.
- Ensuring children in youth justice have supported access to mental health service (HEALIOS).
- Working to minimise disparity in the youth justice system (recording, recruitment, case work, audits).
- Working with partners to ameliorate negative impact of change and transition for a child, for example to ease the child's transition from youth justice into probation, we have agreed that Integrated Offender Management Unit will triage all our transitioning children.



'I want you to listen to me and hear what I'm saying'
(Norfolk YJS child – May 2022)

2. Devise pro-social identity for positive child outcomes

- New panel process which includes representation from Social Care and Early Help to ensure the right service responds to the needs identified and the worker with the best relationship with the child delivers the intervention, ensuring duplication is reduced within the system.
- Bespoke Referral Order packages for children and strong focus on meaningful restorative practice.
- Volunteer Panel Members trained in restorative practice and child first principles which enables them to facilitate outcome focused panels and co-produce contracts with children.
- Community of Practice - building relationships between professionals allows for greater shared understanding of the child and their needs.
- Child-led assessment form developed for non-statutory YJS children.

3. Collaboration with children

- Intervention plans are co-created with the sequencing led by the child, all work is recorded in a variety of ways (photographs, worksheets, poetry etc) and the child keeps the work at the end of their intervention
- Children participate in all Norfolk YJS recruitment
- Involvement of children in the design of the Norfolk Youth Justice Service logo
- Co-design of the participation strategy

4. Promote diversion

- Focus on Out of Court Disposals (OoCD) to ensure that children receive interventions designed to create constructive opportunities to help them realise their potential and divert away from courts. Our work in OoCD is needs-responsive and strengths based
- Interventions are bespoke for each individual child
- Joint disposal protocol developed to ensure maximum uptake

4. Voice of the child

Feedback from children, families, victims and other stakeholders forms a crucial element of how we measure and monitor quality in Norfolk YJS, with a particular focus on considering the impact of work on individuals. This also includes compliments and complaints from those who we work with. Hearing from children directly provides immediate evidence of whether outcomes have been achieved. Feedback from children, parents and victims can be found at Appendices [7](#), [8](#) and [9](#).

In the 2021 plan we highlighted the positive and negative things that children told us. Here are two examples that illustrate how we respond and learn from children's feedback.

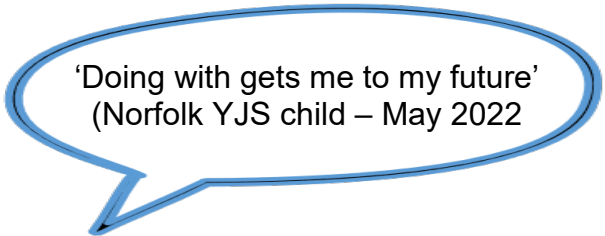
A number of children told us they had difficulty in remembering and prioritising appointments. They also told us they used digital platforms to communicate with their friends. Norfolk YJS provided smartphones to all front facing staff. This meant we could alert children to appointment times in advance using WhatsApp.

Some children disliked the fact that all contact during COVID was virtual. As such, Norfolk YJS has worked hard in the last year to move appointments back to appropriate office space.

The 2021-24 annual plan focused on participation as one of the main priorities. To this end, a Participation and Service User Group meets bi-monthly linking to the Quality Assurance and Service Development Group. These two groups are the main platform to ensure that participation is at the heart of everything we do. It ensures we have the best systems to collate feedback from children to inform future service delivery.

Methods of feedback collation include:

- Exit survey
- Child and Parent review
- Referral Order Panel feedback
- Thematic surveys
- Groupwork
- Self-Assessment



'Doing with gets me to my future'
(Norfolk YJS child – May 2022)

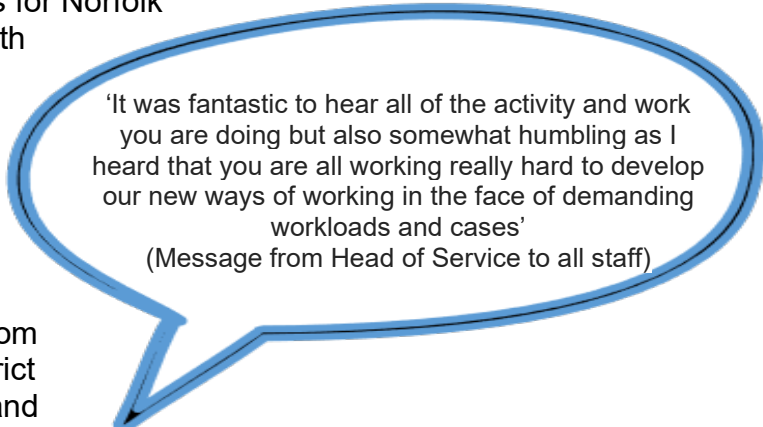
We strive to ensure the child's voice is visible and heard in everything that we do.

- Children recruitment panels are an integral part of all of our recruitment.
- Children assisted in the rebranding design of the Norfolk YJS logo.
- Children are involved in the development of Norfolk YJS's participation strategy.
- Child mentor assisting with groups.
- The child is involved in co-producing their assessment and a plan of work and deciding on sequencing.

The Out of Court Disposal Assessment tool has been designed to encourage children's active participation from the very start and includes many opportunities for children's own words, thoughts and feelings.

5. Governance, leadership and partnership arrangements

Direct governance arrangements for Norfolk YJS are through the Norfolk Youth Justice Board, which is chaired by an Independent Chair. As well as the statutory partners the Board includes additional representation from the Countywide Community Safety Partnership, Housing Services, Public Health, representatives from Norfolk's Borough, City and District Councils, Her Majesty's Courts and Tribunals Service and the Magistracy.



'It was fantastic to hear all of the activity and work you are doing but also somewhat humbling as I heard that you are all working really hard to develop our new ways of working in the face of demanding workloads and cases'
(Message from Head of Service to all staff)

The statutory requirement according to legislation requires practitioners seconded from the Police, Health, NCC Children's Services and the Probation Service. We currently are unable to recruit social workers or Probation staff. We are aware that the difficulty in placing probation staff is a national issue and negotiations are ongoing nationally to find a solution (see Resources and Services section). Our Health offer includes a Clinical Psychologist. We also directly employ practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice, including working with victims of youth crime, community reparation and working with parents.

Norfolk YJS sits within the directorate of Children's Services Social Care with line management of the Head of Service provided by an Assistant Director.

The YJS is represented by the Head of Service or nominated YJS strategic lead on a wide range of partnership boards and contributes to their action plans and strategic direction. These currently include the Norfolk Safeguarding Children Partnership, the Local Criminal Justice Board, Norfolk County Community Safety Partnership, the OPCC's Reducing Reoffending Board, Girls and Women in the Justice System Group, the MAPPA Strategic Management Board, the Vulnerable Adolescent Group, the Exploitation Oversight Forum, the Community of Practice around Adolescents and the Channel Panel. The Norfolk Youth Justice Board is represented by its Chair on the Norfolk Public Protection Forum, comprising of all chairs of strategic multi-agency groups, which has a key role to put in place effective arrangements for ensuring that people in Norfolk, particularly the most vulnerable in our society, are properly protected.

All key partners are represented on the Norfolk Youth Justice Board, which can extend its membership to other partners to ensure the progression of a specific development issue. This ensures the Board is best placed to address any barriers to effective multi-agency working and can therefore make an effective contribution to delivering outcomes.

Our primary customers are children in touch with the youth justice system, their families and the victims of youth crime. We also work with children to prevent them entering the youth justice system through our diversionary point of arrest scheme work. Secondary customers would include all communities in Norfolk who are affected by the criminal and anti-social behaviour of children.

We are committed to ensuring that children and their families have a voice and influence in the youth justice system.

Projects and Partnerships

Norfolk YJS hosts and supports the Children's Services Restorative Approaches Team and sits on the Restorative Approaches Strategic Board.

Norfolk YJS is funded by the Addiction, Diversion, Disruption, Enforcement and Recover Project (referred to as ADDER), to deliver a custody pilot project in the Police Investigation Centre at Wymondham.

Jointly with Norfolk Constabulary and Adult Services, Norfolk YJS commissions an Appropriate Adult Service for children to ensure their legal rights are adhered to in Police Investigation Centres.

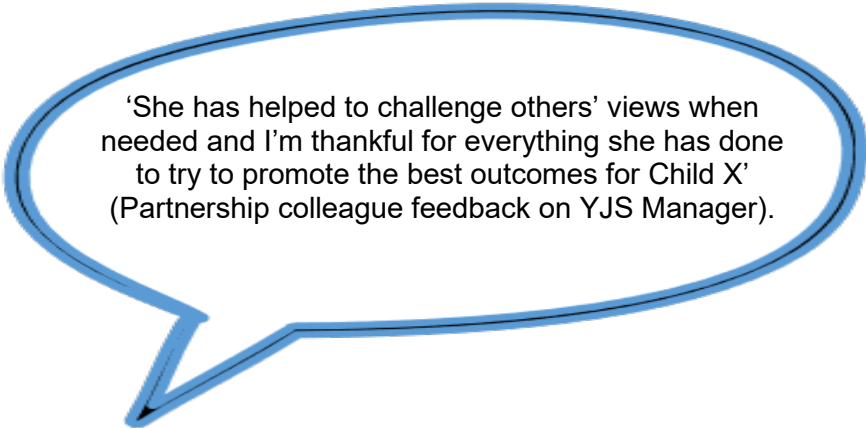
6. Resources and services

Norfolk YJS does not have a base budget, but each year seeks contributions from the four statutory partners. The Norfolk Youth Justice Board oversees the Pooled Partnership Budget quarterly, which is approximately £3,954,247 for 2022-23. This ensures service delivery is carried out effectively, efficiently, and responsively to the demands required. In 2021-22, 89% of the Youth Grant was spent on core staff salary, with the remaining money contributing towards travel, training, case management software and service agreements. This will continue for 2022-23 expenditure. A detailed breakdown of the budget is included at [Appendix 3](#).

In addition to the monetary funds our partners provide, Norfolk YJS receives the following additional resources in the form of seconded staff:

- 4 FTE social workers (currently replaced by Senior Practitioners)
- 3 FTE education workers
- 1.5 FTE probation officers (currently replaced by a Transitions Operations Manager)
- 3 FTE police officers
- 3 FTE health workers/clinical psychologists

It is anticipated that additional funding from Project ADDER will continue. The Norfolk YJS workforce has largely been stable for many years but in 2020-21 it saw an increasing turnover of staff. Reasons for leaving included professional development, professional training and promotion. COVID19 and smarter working have also impacted on staffing levels.

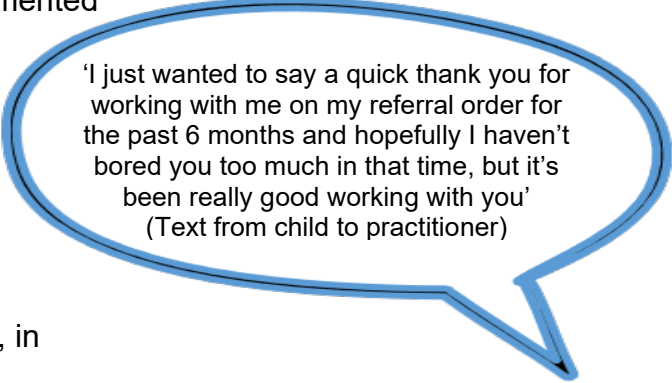


'She has helped to challenge others' views when needed and I'm thankful for everything she has done to try to promote the best outcomes for Child X' (Partnership colleague feedback on YJS Manager).

7. Progress on previous plan

Reducing Reoffending

- The new delivery model was implemented in July 2021 and is due for review between July and September 2022.
- High risk or exploitation caseloads have reduced by 40%.
- Case consultations have been implemented allowing YJS practitioners a space, facilitated by a clinical psychologist, in which to reflect and consider how early life experiences have impacted on a child's offending behaviours.
- Psychological case formulations commenced April 2021, these promote psychological trauma-informed thinking in the entirety of the professional network surrounding the child and are facilitated by a clinical psychologist.



'I just wanted to say a quick thank you for working with me on my referral order for the past 6 months and hopefully I haven't bored you too much in that time, but it's been really good working with you'
(Text from child to practitioner)

Diversion

- Out of Court Disposal specialist strand developed alongside triage and panel.
- Multi-agency joint decision-making panel in place.
- The introduction of scrutiny and escalation around joint decision making.

Health & Wellbeing

- Adapted health offer to suit the children. It includes physical and mental health as well as forensic and clinical psychological input.
- Full-time Clinical Psychologist now in post.

Data

- Logic model of impact, determinant and outcome measurements has been developed. Next steps to include specific data sharing between partner agencies to drive needs analysis.

Disparity

- All YJS staff understand disparity in Norfolk. Partners have been identified to establish a multi-agency group. A YJS working group has been established, looking at all areas of work. Operational Leaders report back on issues of Disparity within their strands and cases are being escalated.
- The Child Centred Policing principles have been adopted in the OoCD joint protocol.
- Quality Assurance: dip sample tool adapted in line with the revised HMIP inspection standards.
- Case management workshop included content re diversity factors and recording expectations.
- Reviewed Workforce Development Strategy includes training on anti-discriminatory practice and cultural competence.
- Restorative circles held for staff focusing on issues of racism.

Community of Practice

- The Community of Practice Charter has been published and plans are in place to develop a Community of Practice within Norfolk adolescent services.

Enhanced Participation

- Introduced Norfolk YJS Participatory framework based on the Lundy Model of participation and Manchester Participatory Youth Practice Framework.
- Participation Strategy currently being co-produced with children.

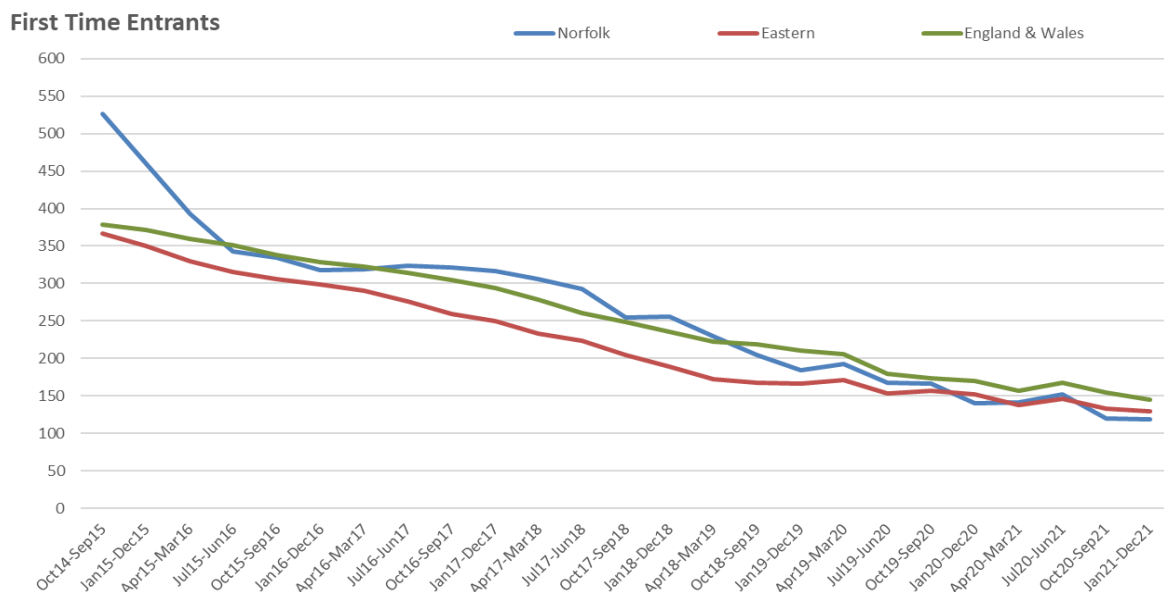
Education

- Norfolk YJS have a clear protocol for working with the Inclusion, Children Missing Education Team, Virtual School and Home Education teams, and the newly established Section 19 team that results in coordinated support for children in touch with the Youth Justice System.
- There is strengthened joint working between Norfolk YJS and the Participation and Transitions Strategy Team as a bridge to post 16 opportunity providers.

8. Performance and priorities

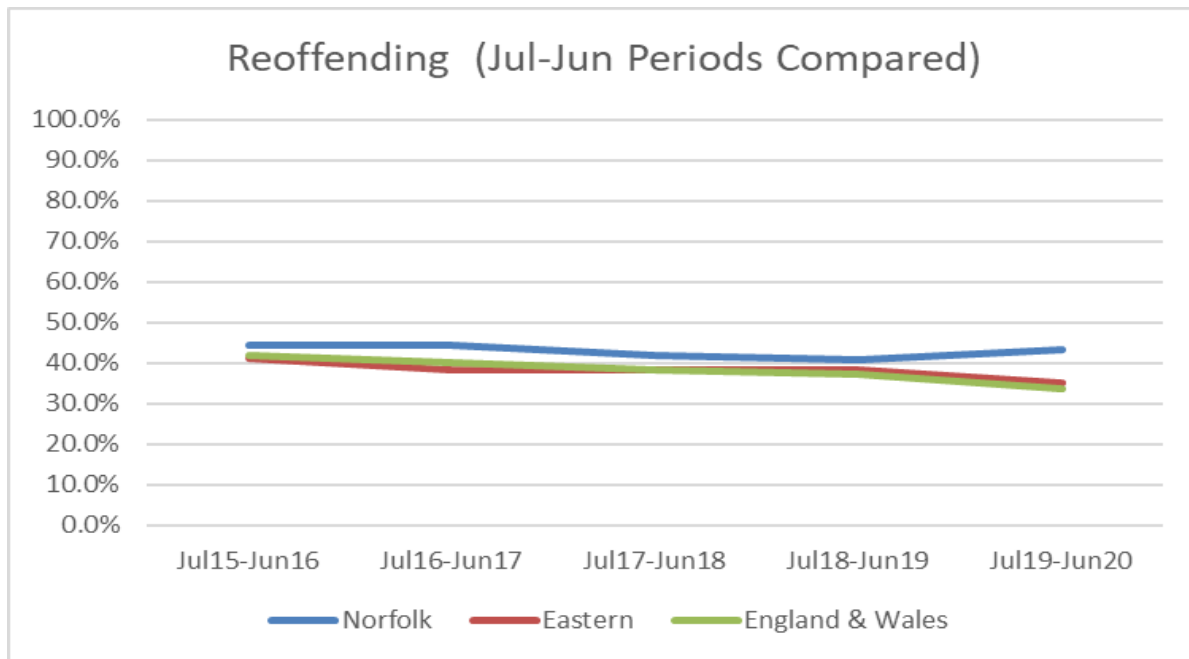
First time entrants (FTEs) to the criminal justice system:

The joint Norfolk YJS and Norfolk Police diversionary Challenge For Change project (also known as C4C) has continued to impact on reductions in FTEs, and forms approximately 60% of the YJS's workload. In the last year concerted focus and development on Out of Court Disposal work has led to a robust joint decision-making panel. It is likely that this stronger working relationship between all agencies has led to continued reduction on first time entrants.



Reoffending:

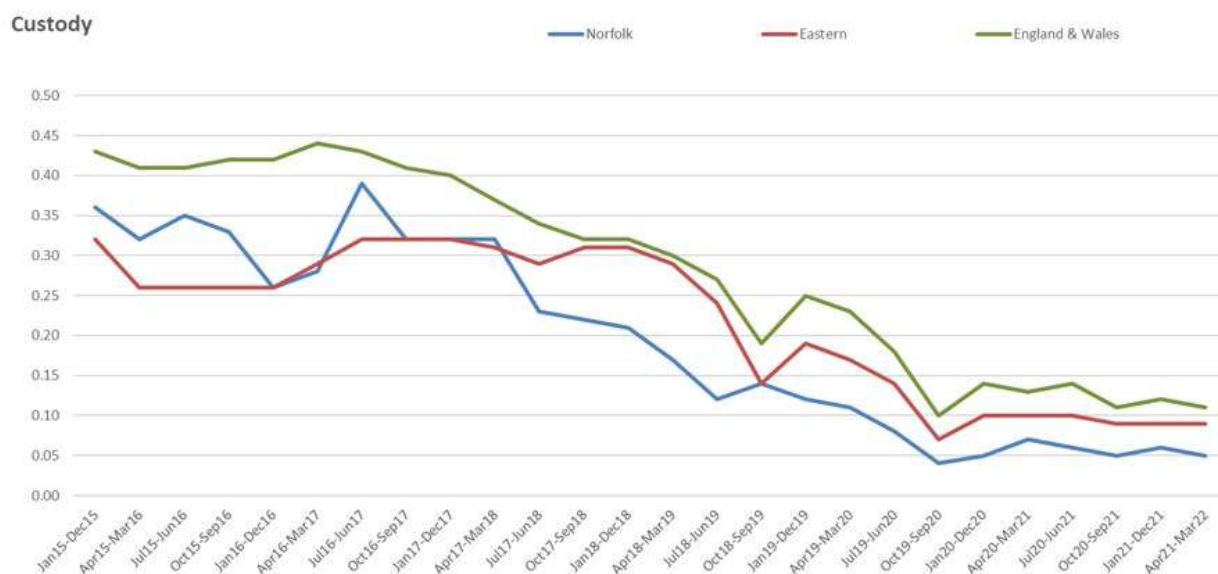
Reoffending rates continue to track above the regional and national rates. Norfolk YJS continue to produce current local reoffending data which enables monitoring of offending in each of the tiers of intervention. Reoffending remains the key priority area.



Use of custody, (in both remand and sentencing):

Norfolk continued its successful trend of reducing the custodial rate and compared favourably with the regional and national trends. There is a strong concordance rate (84% in 2021) between Pre-Sentence Report recommendation and sentence. Violent and drug offences remain the most likely reason for children to receive a custodial sentence.

'The author explored every option and provided the Court with the deepest insight into child X and the problems he faces. Would that every PSR I receive were of the quality of this one.'
(HH Judge Shaw).



There was a fatal stabbing incident in Norwich in January 2022, this led to an escalation in gang activity and violent crime, which in turn has resulted in a number of child remands.

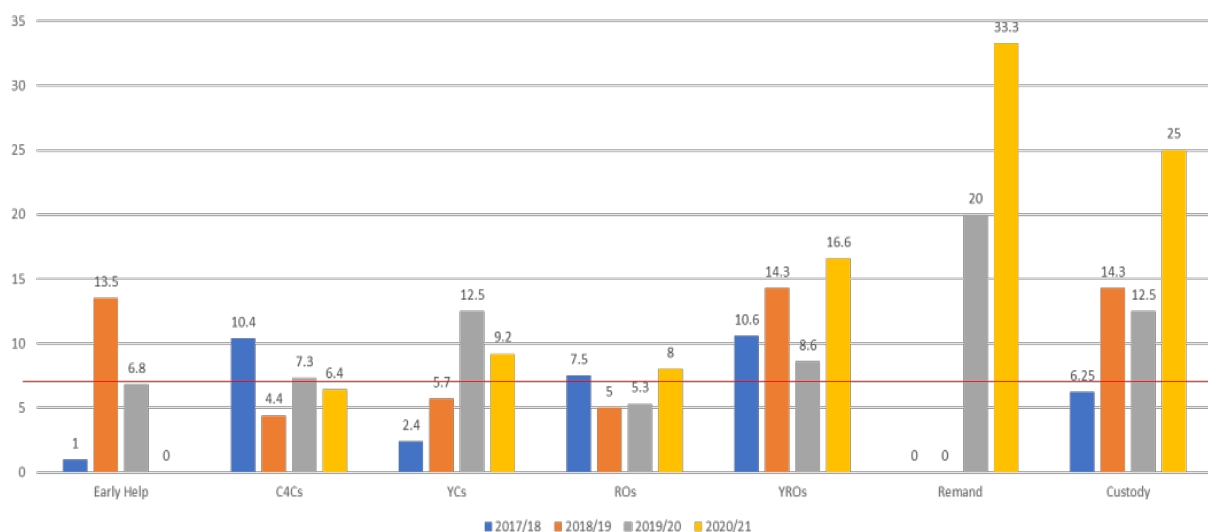
Remands 2021 to 2022



Over-representation within Norfolk YJS cohort:

There is evidence to suggest that the Black, Asian and Minority Ethnic (BAME) data for Norfolk has increased since 2011. The census data is out of date, and we are awaiting the release of the 2021 results. Norfolk school pupil ethnicity data has been obtained from Public Health to provide an alternative and more up-to-date ethnicity comparator. The data shows BAME for Norfolk school pupils as 7% (red line in graph below). The Public Health ethnicity data is based on school pupils in 2019 which should be a more accurate reflection of current ethnic trends within Norfolk.

The graph below shows disparity for years 2017-21. This is largely in line with the national data showing over and under representation of children on different interventions. BAME children disproportionately receive more serious disposal.



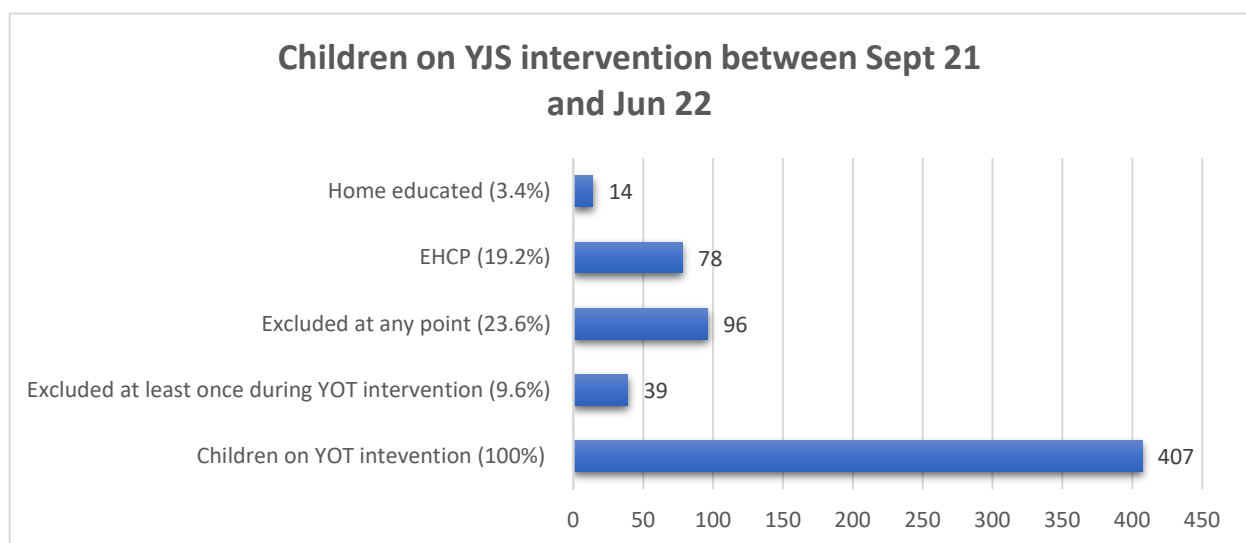
Education:

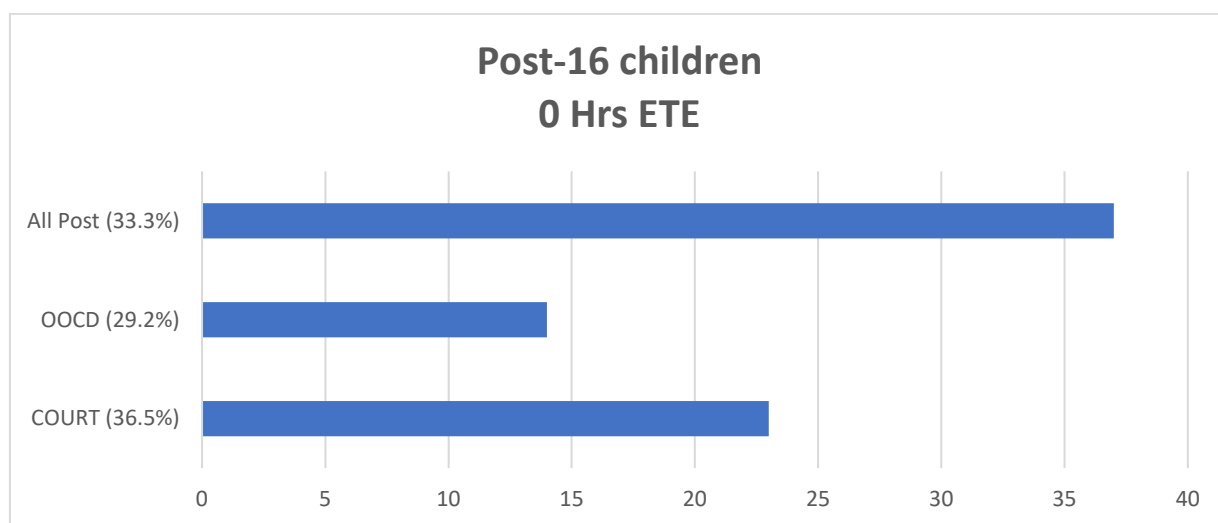
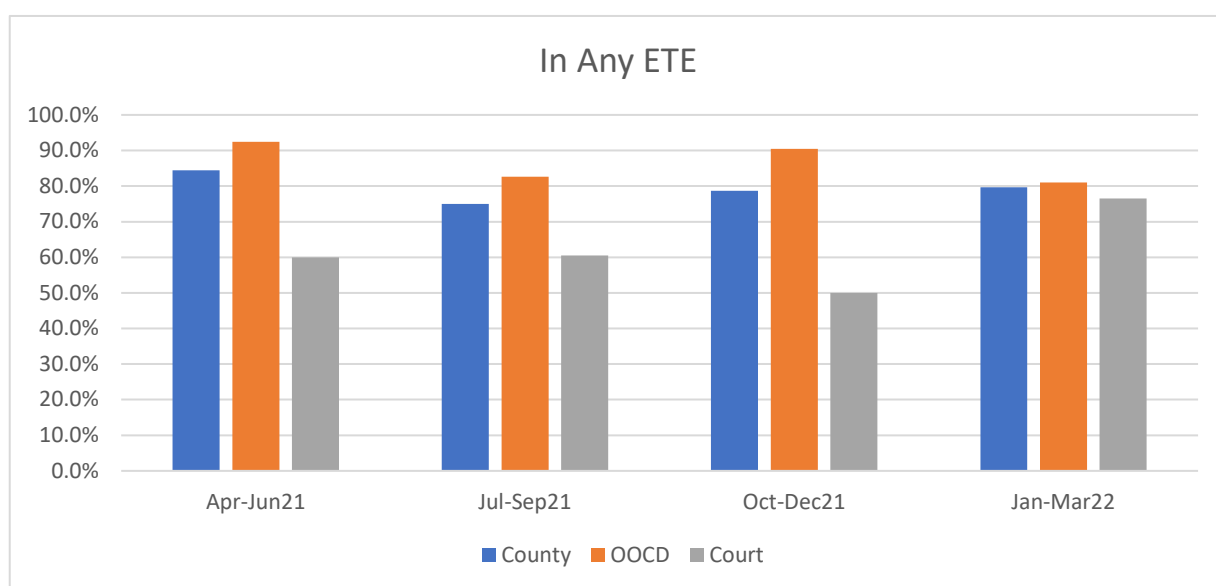
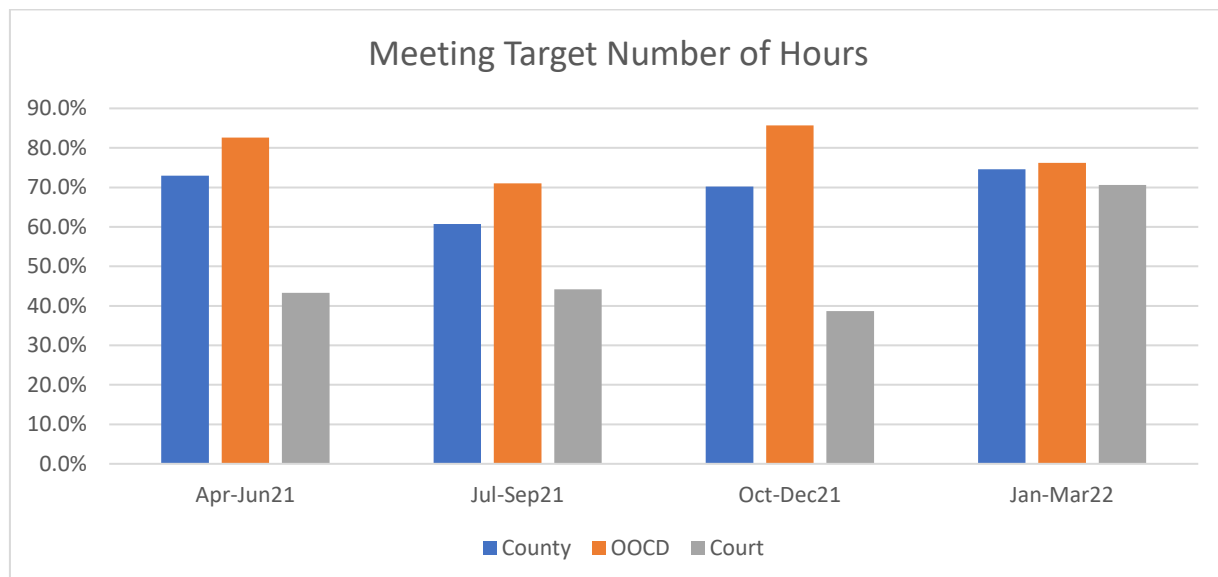
There are two Education representatives that sit on Norfolk Youth Justice Board. The Assistant Director of Education Quality Assurance, Intervention and Regulation and the Participation & Transition Strategy Manager. Within Norfolk YJS's staffing profile there are three full-time Education Training and Employment Coordinators covering the whole county, centrally line managed. The team has got strong links with the Inclusion and Opportunity Service, Home Education, Section 19 and Participation and Transition Strategy teams. A clear protocol is in place and teams are attending each other's team meetings which enables effective information sharing and early detection of issues in relation to individual children. Norfolk YJS also enjoy good links with the SEND and Virtual Schools team.

The two Board representatives are leading on a working group currently focusing on improved data sharing between the systems and increasing the knowledge amongst staff with regards to SEND. Attendance at the Norfolk Provision Network has helped us develop relationships with post-16 providers. The working group is focusing on identification of best practice in relation to positive engagement with children that encourages them to stay in post-16 education.

Norfolk YJS currently holds a Youth Justice SEND Quality Mark. This is due for renewal later this year and will feature as one of the Education priorities.

Childrens Services Education teams have good relationships with academy trusts in Norfolk. Norfolk YJS ETE coordinators have built positive relationships with some individual schools.





Over-represented Children:

Norfolk Youth Justice Board is fully aware of its responsibilities under the Equality Act 2010. The Board has created a multi-agency sub-group, chaired by a Board member and supported by a YJS Area Manager, to provide greater insight and increased governance.

Norfolk Youth Justice Board have endorsed recommendations made following the local Disparity audit. The findings of this audit will form the basis of our next 12-month plan to address disparity. The multi-agency sub-group will take the recommendations forward and report to Board on progress.

The Board will also seek to address other areas of disparity including socio-economic factors that impact on our children's opportunities. The Board will seek re-assurance from partner agencies that they are committed to working jointly to reduce disparity.

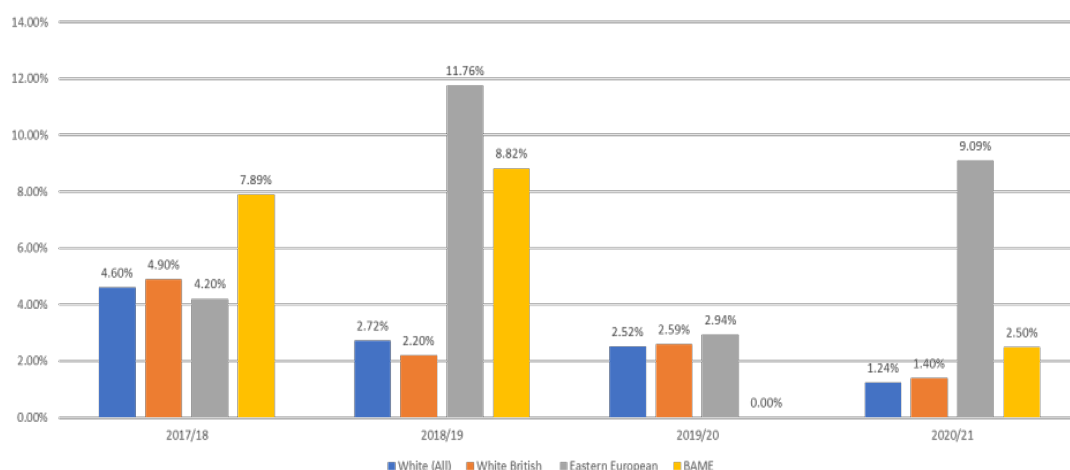
Rates of children on diversion prior to receiving a Referral Order:

Years	BAME	White
2017-18	10%	29.10%
2018-19	50%	38%
2019-20	40%	43.80%
2020-21	28.60%	42%

The overall number of children on Referral Orders has been steadily declining in the last four years with no significant disparity between white and BAME children, however the data shows that white children were consistently more likely to have been offered diversion prior to receiving a Referral Order apart from one reporting period.

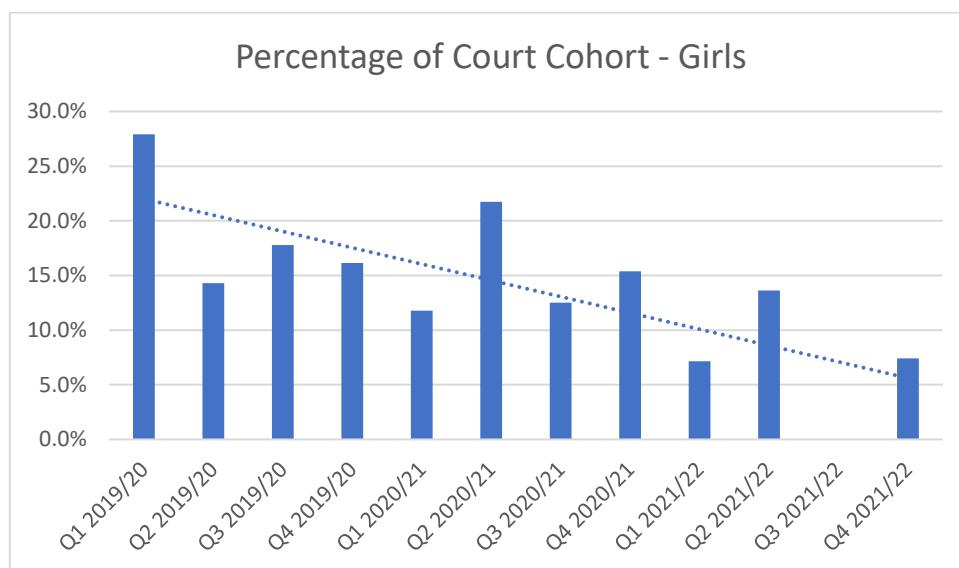
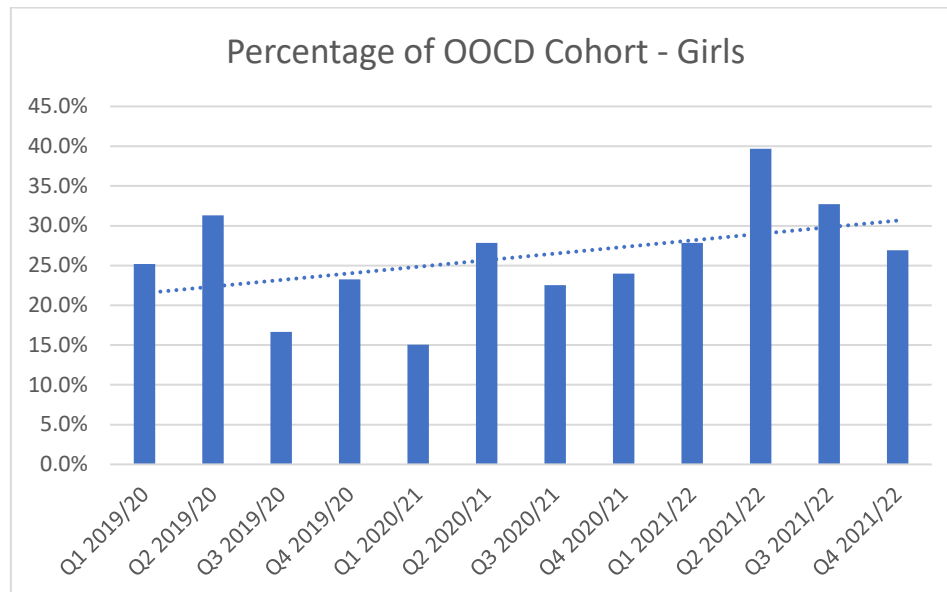
Disparity in Breach action

As part of the diversity audit, a more in-depth analysis of Eastern European children on statutory orders has been completed. It is difficult to establish whether any disparity exists in relation to children from Eastern Europe due to lack of comparable data, however we were able to establish that Eastern European children on statutory orders are more likely than BAME children to be breached. Both groups of children are more likely to be breached than their white or white British counterparts.



Girls

There is a correlation between the rise in Out of Court Disposals and the decrease in the number of girls receiving statutory disposals from court.



An in-depth analysis of Norfolk YJS data in 2021 in relation to girls, shows that the peak ages for girls working with YJS at the start of an intervention peak between 15-16 years. At the age of 17, these begin to slowly decline. 16.3% of girls were looked after but only 9.4% of boys were looked after in the same reporting period. The same proportions of girls and boys were subject to child protection proceedings (6.9%). The highest proportion of girls were engaged with Out of Court Disposals and the 3 offences which featured higher than others were Assault by Beating, Criminal Damage to property and Common Assault.

A sample of 15 cases was also analysed to help Norfolk YJS to understand specific needs of girls and best practice in relation to this cohort of children. Recommendations from the final report are currently being implemented across the Youth Justice Service and include:

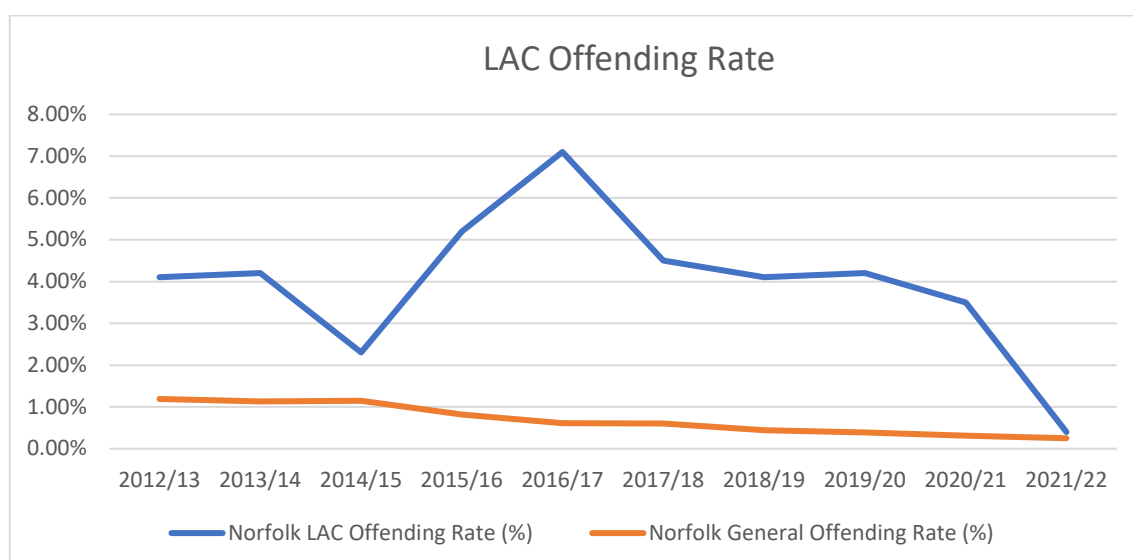
- Ensure staff working with girls are adequately skilled and have an understanding of research and theory; concepts of intersectionality and adultification, specifically in relation to ethnicity
- Interventions for girls to be built in line with trauma-informed responses/approaches
- The use of appropriate language within the policies and ways of working (gendered stereotypes, unconscious bias)
- Identify and understand the link between girls assessed at risk of Child Sexual Exploitation (CSE) and Child Criminal Exploitation (CCE)
- Identify community-based organisations to support our work around girls and help with exit strategies/pathways away from the criminal justice system
- Work to reduce disproportionality/overrepresentation of girls within the criminal justice system
- Review our approach to transitioning girls to the adult system

Looked after Children

A Joint Protocol to Reduce Criminalisation of Looked After Children was first introduced in Norfolk in 2017. The changes to practice that had been implemented in Norfolk incorporated all children in residential care whether that be in the private or in-house residential settings. The principle of the partnership approach was that every professional had a responsibility to strive to understand the underlying causes of a child's behaviour, and make every effort to avoid unnecessary criminalisation with a key focus on restorative practices.

'We can see her high degree of professionalism and just how much she invests in Child X going on to have a safe and fulfilled life in the future'
(Foster parent feedback on practitioner)

Since then, we have seen a reduction of numbers of looked after children who receive a criminal justice outcome. The most recent Norfolk YJS records show that out of 501 looked after children, who have been looked after for more than 12 months, 3 received a criminal conviction in 2021-22 which shows a reduction from the previous year with 20 out of 576 children receiving a criminal conviction. The most recent data for national comparison is from 2020-21. The national percentage is 2% whereas Norfolk is 3.5%.



Prevention:

In Norfolk, 'Early Help' is not a specific team or service, but a system wide approach to early intervention and prevention.

A wide 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. The service provides a coaching and mentoring role to professionals when undertaking an Early Help Assessment and Plan (EHAP), if required. At any time, there is approximately 1300 children being supported with an EHAP. The Service also has a function that supports communities to help build capacity and resilience for children and families.

When families have more complex needs that require targeted intervention, they can access our Family Support Teams. Our Family Support Teams provide skilled interventions to prevent needs escalating, that without support may require statutory intervention. There are 18 Family Support Teams working across the 7 districts in Norfolk, supporting approximately 2000 children at any time.

Diversion:

Diversion embraces our restorative culture of collaborative multiagency working, based on an ethos of relationships, engagement and outcomes that have a positive impact for children and the wider community. In addition, the use of a diversion panel approach supports the Youth Justice Board's 'Child First' approach. By placing the child at the centre and exploring the needs that potentially drive the behaviour, decisions will be made holistically rather than taking a prescribed and inflexible approach where decision making is led by offence type.

All work adheres to the Child Centred Policing Principles created by using the four pillars of procedural justice and the views expressed by children based on the United Nations Convention on the Rights of the Child (UNCRC) Rights. The four key principles are:

- Non-Discrimination.
- Decisions made in the best interests of the child
- The right to survival and development.
- The views of the child.

Norfolk YJS will work to ensure that our diversionary activity is open to all children, paying particular attention to those children that we know are disadvantaged by the current system.

Diversion criteria:

Before any Out of Court Disposal can be considered the Police must ensure that certain criteria are met ([Appendix 4](#)).

Norfolk YJS's Diversion scheme consists of Police-led Triage and multi-agency, joint decision-making panel (Police, YJS, Social Care, Restorative Justice, Community and Partnerships). A comprehensive strength-based assessment will evaluate the needs of the child. The most appropriate agency will work with the child.

Norfolk YJS is currently collating data on volume of referrals and interventions, types of offences, characteristics of the children and reoffending. This is quantitative data which helps us to understand our cohort of children on Diversion and profiles any disparity issues. In regard to quality assurance, regular audit activity is undertaken, and all assessments are quality controlled. The audit activity thus far has identified management oversight requires improvement and planning needs to be developed. Our risk management, previously highlighted as an area for improvement, has developed as a result of the introduction of a robust assessment tool. Joint Norfolk and Suffolk Out of Court Disposals Scrutiny Panel meets regularly looking at decision making in relation to both adult and child cases.

Our current analysis shows a higher proportion of girls in this part of the service. We are in the process of adapting our interventions to be responsive. We will also prioritise looking at evaluating softer outcomes. The below data reflects the number of children assessed in our diversion scheme and the outcomes.

	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22
a) Number Referred for Triage	72	17	39	29	41	53
of (a) the number returned to Police	4	1	3	1	5	1
of (a) the number receiving a Community Resolution	13	5	4	4	2	5
of (a) the number receiving a Youth Caution	1	0	1	0	0	1
of (a) the number receiving a Youth Conditional Caution	2	0	0	0	0	0
of (a) other outcomes	9	0	5	1	1	3
of (a) the number referred to Panel	43	11	26	23	33	43
Other Outcomes: (ongoing, not engaged, court, other agency, out of area and others)						
b) Number of children assessed for panel	10	27	20	26	37	25
of (b) the number returned to Police	0	1	2	0	0	0
of (b) number with Children's Services	0	1	0	0	1	1
of (b) number with other services	0	2	0	0	1	0
of (b) the number receiving a Community Resolution	0	0	3	3	10	9
of (b) the number receiving a C4C	8	19	10	15	17	11
of (b) the number receiving a Youth Caution	2	1	1	3	4	1
of (b) the number receiving a Youth Conditional Caution	0	2	3	0	2	1
of (b) other outcomes	0	1	1	5	2	2
** Other Outcomes: (ongoing, not engaged, court, out of area and others)						
*** Triage and Panel can occur in different months. Panel data should not be compared between (a) and (b)						

Serious Violence and Exploitation:

In preparation for the Serious Violence Duty, the NCCSP Serious Violence Prevention Task and Finish Group will be undertaking evidence-based multi-agency analysis to understand the types, distribution, extent and causes of serious violence and the groups that are the most vulnerable in Norfolk. The plans also include a development of local strategy from the findings which will be reviewed annually.

Norfolk YJS are partners in the delivery of the Safer Norfolk Plan and County Lines Strategy, both of which sit under the NCCSP plan. This plan has priorities that include: tackling crime, preventing offending and supporting victims, all of which are reflected within the YJS Annual Plan.

Child Exploitation is a Norfolk Safeguarding Children Partnership priority ensuring our strategy for vulnerable adolescents has the full commitment from leaders across the

partnership. The multi-agency Vulnerable Adolescents Group and the Exploitation Operational Oversight Forum have been established to deliver against the strategic objectives and include representation from the YJS.

Norfolk YJS works with the Targeted Youth Support Service, Youth Family Assessment and Safeguarding Team Adolescent Team and Police for a coordinated response. The Targeted Youth Support Service works on a model of engagement through Youth Work, providing support to adolescents in Norfolk at risk of exploitation and youth violence. The Youth Family Assessment and Safeguarding Team support children deemed to be at the highest risk of exploitation and serious youth violence.

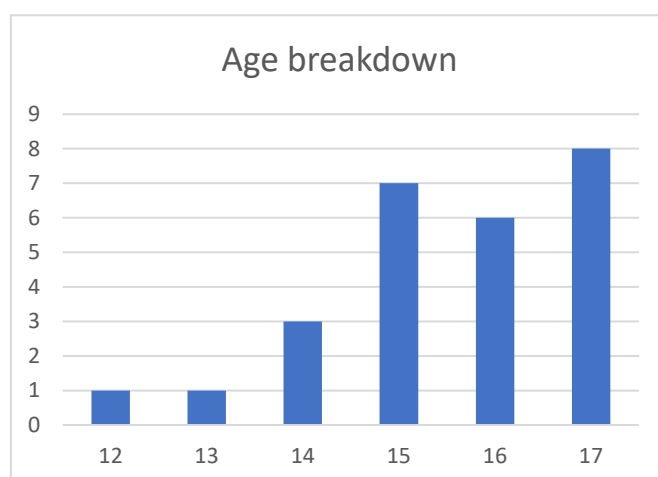
The YJS are a key component of multi-agency locality CCE mapping. This takes place regularly in response to current identified issues and themes.

The County Lines Pathfinder activity, which ran from March 2020 to March 2022, supported the practice, skills and knowledge of frontline practitioners across the partnership.

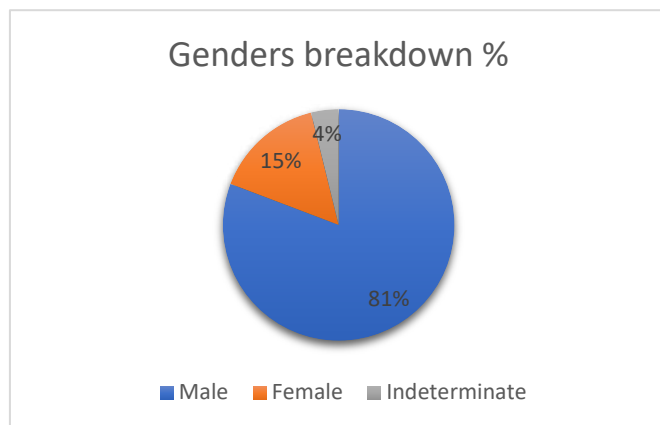
In response to the fatal stabbing in January 2022, Norfolk YJS completed a Critical Learning Review. This has been shared across the partnerships and more specifically at the Vulnerable Adolescent Group and Norfolk Safeguarding Childrens Partnership. A YJS specific action plan has been developed alongside a set of recommendations for the wider partnership.

We contribute to Norfolk Channel Panel as an active member and there is an expectation that all staff receive regular PREVENT awareness training.

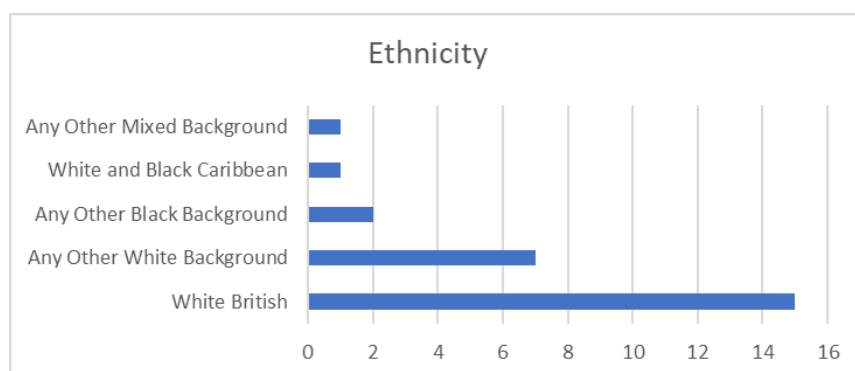
Between May 2021 and April 2022, in total 26 children had 1 or more YJS intervention in relation to a serious violence offence (as per the YJB definition of Serious Youth Violence).



17-year-olds, followed by 15-year-olds and then 16-year-olds, had the most interventions in relation to a serious violent offence.

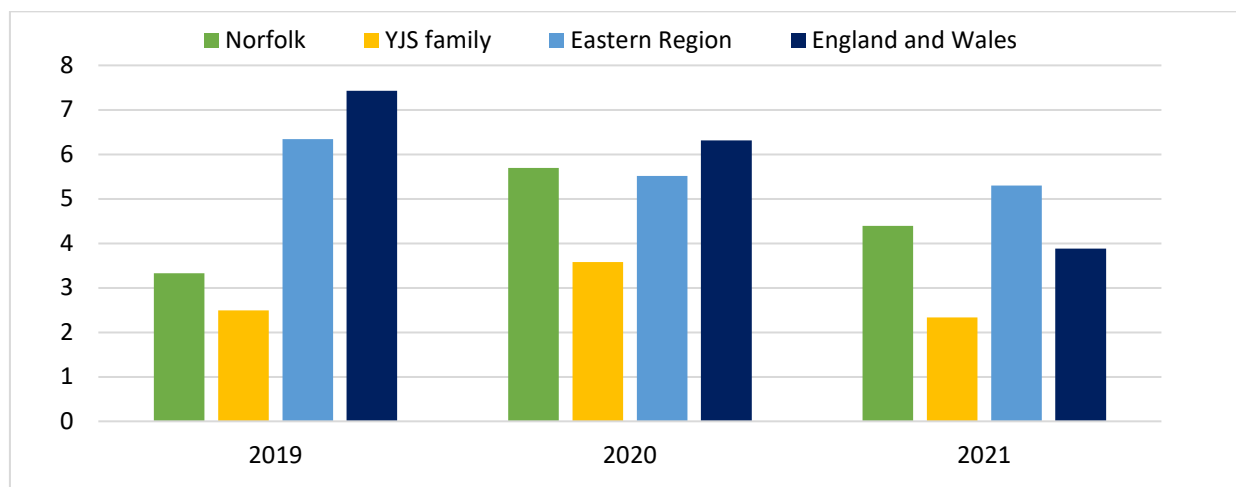


In terms of a gender breakdown, there were 21 males, 4 females and 1 indeterminate.



In total 22 children were classed as white which included three Eastern European children.

Comparison of the rates of SYV offences per 10,000 of the general 10-17 population:



Child arrests

Between 01/04/2021 and 31/03/2022, there have been 1,209 arrests of children 18 or under across the county. There is a significant increase (252%) in the number of children aged 13 to 14, and another increase (51%) in the number of children aged 16 to 17. The top 10 reasons for arrest for children who are Released Under Investigation (RUI) include assault, drug offences, public order and criminal damage, whereas the top 10 reasons for arrest for those who are bailed include more violent offences such as robbery, GBH, rape and aggravated burglary.

451 children were released under investigation (RUI). This equates to 37.3% of all children arrested. The average time a child is RUI for is 142 days. The duration can range from 0 to 379 days. Nearly half (47.2%) of the children who are RUI are NFA'd.



22% are females



78% are males

248 children attended custody and were released on bail. This equates to 20.5% of all children arrested and 95% had conditions attached to bail. The average time a child is bailed for is 40 days. The duration can range from 0 to 289 days. Over three quarters (78.9%) of children are either NFA'd or continue to be released on police bail. 40% of children who are released on bail are refused charge.



12.9% are females



87.1% are males

This is the first time that Norfolk Police have collated this data. Norfolk YJS consider it a priority that the children subject to RUI and/or police bail are offered support if needed. The Partnership Board will work to ensure that children are not subject to lengthy delays in criminal justice processes.

Restorative Justice & Victims

Norfolk YJS aims to offer meaningful, creative and inclusive RJ with a focus on the following key elements:

1. To promote victim satisfaction which enables a person harmed to feel better and opportunities to move forward in a positive way.
2. Engage the child to support an awareness of the harm caused to others and offer opportunities to rebuild relationships and repair harm through restoration and reparation.

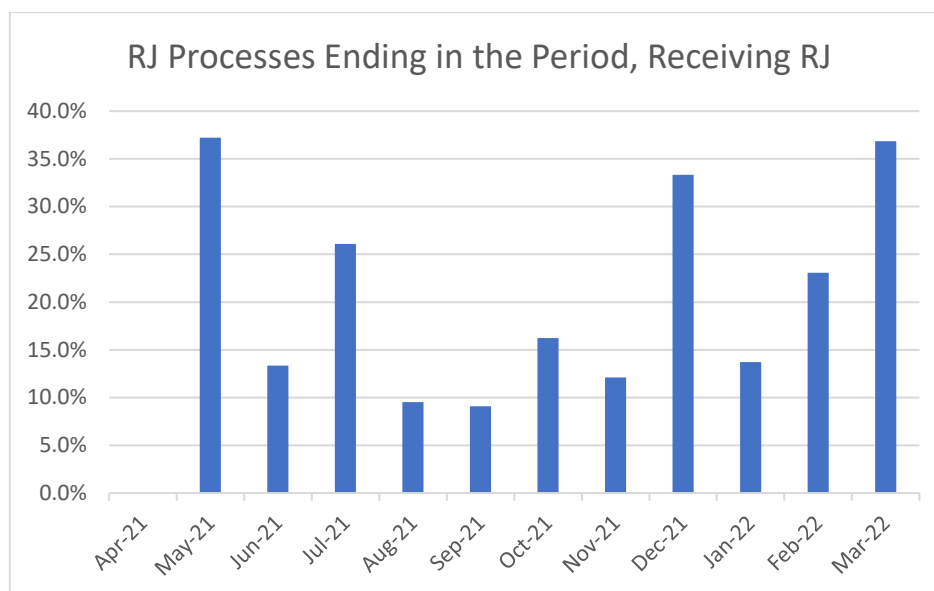
With this focus, we can try to support victims to have a valued voice and, offer children an opportunity to integrate back into the community. This also helps promote public confidence. We work collaboratively and in all our work the victim's needs are paramount.

Victims are able to get involved in RJ with Norfolk YJS in a number of ways. We offer a range of direct and indirect restorative processes which include:

- Face to face conversations.
- Meaningful progress reports detailing the work the young person is achieving.
- Questions and explanations facilitated via the RJ Officer between the person harmed and the young person.
- Letter of explanation/an apology.
- Opportunities to influence meaningful reparation.
- Incorporating the victim's views into pre-sentence and referral order reports.

- Our reparation schemes are meaningful and where possible we link it back to the victim, the offence itself or the location of where the offence took place. This is to ensure we consider restorative outcomes in all the work we do with children.

Where there is no direct victim, the case manager is expected to work restoratively with the child and explore the impact of the offence on the wider community.



Constructive resettlement and the use of custody (including remands):

Norfolk YJS strives to ensure that the YJB's Principles of Constructive Resettlement are followed. An identified resettlement lead works alongside resettlement champions across all strands of our work, meeting regularly to discuss any "live issues", policy updates/changes for cascading to all practitioners.

Norfolk YJS provide continued focus on Resettlement throughout the time the child is detained in custody working with the custodial facility to ensure appropriate support for the child that is customised to their needs. Norfolk YJS takes a pivotal role in co-ordinating the various agencies involved with the child to provide a holistic response with regards to providing a seamless transition for that child when they return to the community. During the child's incarceration practitioners visit regularly and liaise frequently with establishment staff to ensure the child's needs are met. To alleviate any issues that may arise on release, Norfolk YJS hold regular Planning Meetings with partners to ensure the release plan for the child is co-created and that the transition of the child is the responsibility of all agencies involved. One of the current national challenges is the identification and provision of suitable accommodation for the child when released.

We have analysed cases of children who were remanded or sentenced to custody between 2019 and until Spring 2021. All the children had a history of disrupted education being subject to numerous fixed or permanent exclusions. During this period out of 11 children remanded to custody 1 was mixed heritage and 2 were black and out of 12 sentenced to custody, 1 child was black and 1 was mixed heritage.

Between 2021 and 2022, 10 boys were remanded in custody (1 of which was mixed heritage), 3 of those were sentenced to custody and 3 are still remanded (including the child of mixed heritage) at the time of writing this report. Two of these children were

Eastern European and 1 other child was Looked After. Two children were 15, 4 were 16 and 4 were 17 years old.

Acknowledging the information above Norfolk YJS does have a plan in place to begin to address disparity (see Priorities section).

Exploitation resulting in violence, knife crime and drug supply offences still remains the biggest risk to reducing the number of children receiving a custodial sentence. We continue to avert some custodial sentences for children through offering a robust package of intervention. Our Dedicated Court Team have built excellent relationships with the judiciary across both Magistrates and Crown Court. Magistrates and Judges have confidence in our professional judgement as shown in the high concordance rate between PSR recommendation and sentencing outcome.

Our multi-agency approach and diversion work continues to be a priority to reduce the likelihood of custody.

We strive to break the cycle and pattern of Child Criminal Exploitation and associated violence by effective multi-agency joint working between partners.

9. National standards

Norfolk YJS completed a self-assessment as required in 2020 and developed our Improvement Plan in relation to the findings. Our Improvement Plan Final Progress Report is attached at [Appendix 5](#), which shows our work completed to date.

We have an annual audit schedule which includes monthly thematic audits and dip sampling activity. Our audit activity looks at different areas of practice which includes elements of National Standards alongside HMIP inspection requirements.

There are plans in place to include National Standards audit in the 2023 audit schedule.

Feedback from stakeholders tells us how well we are working together in a multi-agency context to achieve shared goals. All the feedback we receive informs practice and service development.

In 2021 thematic audits were completed in the following areas:

- Desistance
- Disparity
- Reparation
- Risk
- Safeguarding
- Trauma
- Victims

We also completed comprehensive dip-sampling audits on a monthly basis following the HMIP inspection criteria. In 2021, Norfolk YJS took part in a multi-agency CCE audit.

We use the findings from these audits to inform development of practice and service delivery, for example, victim safety has been an area for improvement highlighted from a number of audits. Our response to this area of need has been to develop a best practice example as a case management tool. In addition, a learning activity has been delivered countywide.

In response to current recommendations from audits and a new tranche of staff we are delivering assessment skills training and in the next 3 months will be focusing on embedding this training as a strong foundation for further development.

Next steps for practitioners will include a focus on all aspects of planning as this is identified as necessary from audit.

Norfolk YJS will continue to embed good practice around management oversight which has improved as a result of a holistic focus on quality assurance and developments in practice.

10. Challenges, risks and issues

Current Challenges	Actions taken
<p>Recovery from COVID – Covid has impacted on children, families, communities and staff negatively. We are still seeing the effects of it on staff wellbeing and their workload.</p> <p>Changes in the way we work – from office prior to Covid to home during Covid to hybrid currently. Learning how to work in this way is still in a test and learn phase and getting the balance right is still being worked through</p>	<p>Working closely with all partners and stakeholders to reduce impact on families and in turn workloads.</p> <p>Exploring opportunities to resume team office environments to assist with staff wellbeing and increased productivity.</p> <p>Reduction in frequency of some meetings and combining others to reduce overall number of meetings.</p>
<p>Out of Court Disposal figures continue to rise. Additionally, the complexity of needs and changing landscape of offences have increased pressure on staff and systems.</p>	<p>Taking current issues to partners and the Steering Group.</p> <p>Reviewing what changes can be made to either OoCD criteria or staff complement.</p> <p>Working with partner agencies to ensure that the response to children and their needs is right at the earliest point</p>
<p>Lack of social workers and probation staff has impacted on high-risk practitioner quota.</p>	<p>Working with Probation to promote YJS to newly qualified officers.</p> <p>Recruitment of social workers is a wider problem for Norfolk and nationally. There are steps undertaken from the wider Childrens Services perspective to attract social workers.</p>

	<p>Using the skills and talents of alternatively qualified staff where it is appropriate to do so.</p> <p>Working with partners and stakeholders to ensure that the right work is managed by the youth justice service.</p>
Any external recruitment to Norfolk statutory services is problematic, particularly in the West of the County and candidates are not reflective of the diverse population.	Positive recruitment in specific locations.
Delays in swift justice / RUIs	Working with Courts and Police to monitor and respond to the situation.
SALT provision availability and waiting times.	Raising with the Board and with Health colleagues and looking for alternative funding to commission SALT services.
<p>Operational challenges include:</p> <ul style="list-style-type: none"> • Leadership changes • Smarter working (reduced office space and hybrid way of working) • Increased cost of petrol 	<p>Two experienced senior managers supported by an external adviser and an Assistant Director. Accommodation adjustments are in progress. Reviewing digital working.</p>
Increased financial pressures due to the current national climate	<p>Partner agencies supporting by agreed increase in contributions.</p> <p>Budget and forecast are reviewed quarterly by the Board.</p> <p>Working closely with Senior Finance Officer around vacancy management.</p> <p>Keeping abreast of potential funding opportunities.</p>

Potential Risks	Proposed action
Necessary changes to the YJS delivery to meet budget requirements may result in loss or dilution of criminal justice identity, loss of skilled dedicated staff, reduced funding and poor staff morale.	<p>Transparent communication strategy keeping the youth justice identity at the core of our work. Positive co-production.</p> <p>Working with partner agencies to ensure that the budget fits the service's needs. Ensuring that the right work is sitting in the youth justice service and that the skills and expertise of practitioners in other partner agencies/ stakeholders is used where appropriate.</p>
Rising costs of living and increase of poverty impacting on children and families will increase	Raise awareness with partners. Monitor data and profile of children.

wider social issues and potentially criminality	Work with partners and key stakeholders to mitigate risk of poverty and associated risks
Lack of social workers and probation staff dilutes the multi-agency nature of YJS and limits a holistic response to children.	<p>Working with Probation to promote YJS to newly qualified officers.</p> <p>Recruitment of social workers is a wider problem for Norfolk and nationally. There is a comprehensive strategy in wider Childrens Services perspective to attract social workers.</p> <p>Out of court disposal panel includes members who are social workers and from other disciplines</p>
Rising numbers and complexity of out of court disposal cases may overwhelm the service.	<p>Consideration of tightening criteria to restrict numbers or ultimately suspension of service to ensure statutory delivery is not impacted.</p> <p>Working with partner agencies to ensure that the right children receive the right service at the right time.</p>
Reduced staffing resource due to financial pressures	<p>Budget and forecast are reviewed quarterly by the Board.</p> <p>Working closely with Senior Finance Officer around vacancy management.</p> <p>Keeping abreast of potential funding opportunities</p> <p>Working collaboratively with partner agencies to ensure that children, their families and the wider community's needs are met.</p>
Impact of hybrid way of working leading to reduced quality of practice.	<p>Robust quality assurance framework in place.</p> <p>Keeping open communication with staff and managers.</p> <p>Test and learn regarding hybrid working</p>

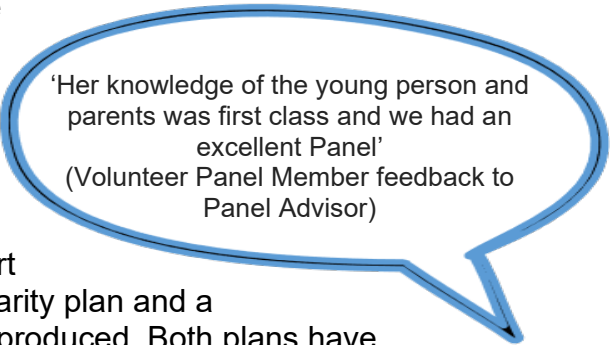
11. Service improvement plan

Service Improvement

Norfolk Youth Justice Board subscribes to the Youth Justice's Board's vision for a child first youth justice system and our Annual Plan focuses on better outcomes for children through effective and innovative service delivery.

Thematic Reviews

With regards to the thematic review on 'The experiences of black and mixed heritage boys in the youth justice system', Norfolk YJS completed a local disparity audit analysing four-year data together with a dip-sample of cases to understand the local context. Results from both exercises and recommendations from the above report have been included in the Norfolk YJS disparity plan and a separate plan for the partnership has been produced. Both plans have been endorsed by the Board. The work is progressing on the Norfolk YJS Disparity plan focussing on all aspects of service delivery from recruitment to case management.



'Her knowledge of the young person and parents was first class and we had an excellent Panel'
(Volunteer Panel Member feedback to Panel Advisor)

'A thematic review of the work of youth offending services during the Covid-19 pandemic (Nov 2020)' highlighted some key issues of YJS's work with children during the pandemic and the aftermath. One area of concern was the digital divide which was very apparent in Norfolk. Norfolk YJS obtained laptops for children to enable them to communicate digitally.

The children on Norfolk YJS's caseload have more complex needs and there has been an increase in children suffering from poor mental health. Norfolk YJS's health offer has been adapted and now includes both a Clinical Psychologist and a Mental Health Practitioner, to meet this increased need. Norfolk YJS also offers a digital mental health provider who offers alternative online support to children who struggle to access traditional community-based mental health input.

Local inspections

The outcome of the OFSTED/CQC Area SEND inspection for Norfolk (2020) identified three serious weaknesses, two of which have impacted on our children, EHCP Plans and Communication and co-production. As a result, the following actions have been taken:

- More EHC coordinators have been employed
- Co-production has increased, working with families, third sector and schools
- EHCP plans – annual reviews for YJS children are prioritised.

Norfolk YJS achieved the SEND Quality Mark in 2019, this year Norfolk YJS will be striving for the Lead Quality Mark.

In November 2017, a reinspection of Norfolk Children's Services focused on children in need of help and protection, children looked after and care leavers took place. As a result, Childrens Services were graded overall as Requires Improvement. Since then, two focused visits have taken place which have recognised significant improvement.

The latest CQC inspection for Norfolk and Suffolk Foundation Trust was published in April 2022 and the service deemed inadequate. The following excerpt from the inspection report is in relation to mental health services for children:

'The service is not easy to access. Waiting lists were long... There are a high number of active referrals, which grew from a low of 95 in August 2020 to 2547 in July 2021. There were 729 young people waiting more than 15 weeks for assessment and/or allocation to a care coordinator'.

The current Norfolk YJS health offer is actively supporting children to access local community mental health support. The Norfolk YJS health practitioners are employed by the local mental health providers (Norfolk and Suffolk NHS Foundation Trust) and therefore have access to record systems to provide appropriate updates on the progression of cases in the local CAMHS teams. Due to the level of insight that the health professionals have to the child's progression through the CAMHS system, this means that they are able to provide appropriate assessment and intervention which compliments the work that CAMHS may provide. For example, if a child is on the waiting list for the local CAMHS and their mental health is impacting on their offending it may be that a health practitioner feels it is suitable to offer a waiting list intervention to provide stabilisation for the child whilst they are awaiting CAMHS input.

Local Serious Incident Review

The Critical Learning Review undertaken in January 2022 identified no serious failings however there were some areas of learning, and an action plan has been developed and is currently being implemented.

The review identified questions with regards to the effectiveness of the partnership approach and its response to CCE in Norfolk. The partnership is planning a multi-agency audit in response.

Workforce Development:

Norfolk YJS staff have embraced the 'child first' philosophy. Our audit activity has identified that the balance between child first approach and the assessed risk of harm has improved. Our workforce is moving towards a trauma informed approach with children and families which is supported by our embedded psychology service. Norfolk YJS has a Workforce Development Strategy (2021-23) in place which contains our current training plan ([Appendix 6](#)).

In early 2021 Norfolk YJS undertook a workforce development skills audit and a trauma audit to help plan next steps in becoming a trauma-informed service. Both audits identified a knowledge gap in relation to application of trauma theory into practice, neurodevelopment and processes concerning SEND, all of which have been considered in our training plan. Our annual training plan incorporates the training and development needs from the skills audit, other audit recommendations and any relevant future changes to legislation. It also considers the needs of any new staff.

Much of Norfolk YJS training requires face to face delivery which has been restricted due to COVID and available building space. We have delivered Harmful Sexual Behaviour training, AIM 3 Assessment and Intervention training, Case Management Workshops, Referral Order practice, Safeguarding, Court Officer Training, Victim Safety, AssetPlus, Child Exploitation and Coaching for Managers training.

Norfolk YJS had a number of new practitioners that began in Autumn 2021. We offered a full induction week which was held face to face. This has allowed better integration into teams.

We have recently held an all managers away day (face to face) to review and develop our ways of working.

Board Development

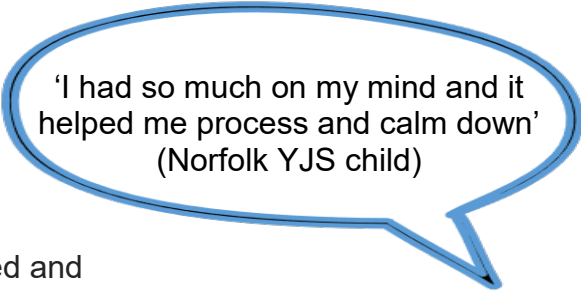
The Norfolk Youth Justice Board has worked hard to develop a shared vision and three-year strategic plan. An enhanced Board Induction process has been developed and Board members participate in an annual all staff development day. In addition, the Board has developed subgroups for each priority area. These subgroups are chaired by Board members and supported by partners and NYJS senior leaders. This gives greater governance to our key areas of business.

12. Evidence-based practice and innovation

Project ADDER

This is a custody pilot project that has been funded through project ADDER, until March 2023. It involves 2 workers who are placed in the busiest Police Investigation Centre. The pilot went live in May 2021. The workers aim to:

- engage any child, aged 10-17, arrested and taken to Wymondham PIC
- advocate for children and coordinate/liaise with agencies that are involved or need to be involved, both within Norfolk and out of county local authorities
- offer a voluntary community intervention to the child and their family from the greater Norwich area, and are not open to services



'I had so much on my mind and it helped me process and calm down'
(Norfolk YJS child)

A six-month evaluation of the project has been completed. There has been improved recognition of children experiencing exploitation and harm, including the use of NRM's. Advocating for strategy discussion and/or professional's meetings, prior to the child being released from custody, and feeding into these meetings has improved safeguarding practice, resulting in more robust release plans. Working in the PIC has enabled challenge of approaches and processes and influence some positive change. Offering children support through a difficult period in custody and coordinating with all involved has been the most positive aspect of this pilot.

Reflective group supervision session

Norfolk YJS are in the process of embedding reflective supervision in line with trauma-informed principles. The purpose is to provide a dedicated space in which staff can feel supported to develop reflective skills and to discuss the emotional impact the work may have on them. Research shows that the majority of staff experience symptoms of anxiety, depression and burnout and that the more stressed staff get, the fewer self-care behaviours they use. Regular reflective supervision has been shown to help staff continue to use self-care behaviours at times of severe stress, reducing burnout, and time off work. Evidence suggests that Reflective supervision improves personal and organisational performance and job satisfaction. There are plans in place to carry out a formal evaluation of the impact on staff wellbeing and ability to deal with stress.

Trauma consultations

Between 2019 and 2020 NYJS piloted Trauma Panels and case consultations, both facilitated by a clinical psychologist. The trauma panel aimed to bring relevant professionals together at the start of a child's YJS journey to create a shared

understanding of the offending behaviour in context of developmental trauma. Child-focused psychology led consultations have been made available to YJS staff working with children where there may be additional concerns around attachment, neurodevelopment, mental health and/or trauma. Consultations involve case formulation, recommendations for assessment and intervention and signposting for further resource.

The impact of offering both resources is to upskill practitioners in their own knowledge of psychologically informed practices, as well as delivering more holistic interventions which take into account the need that the offending is meeting for the child.

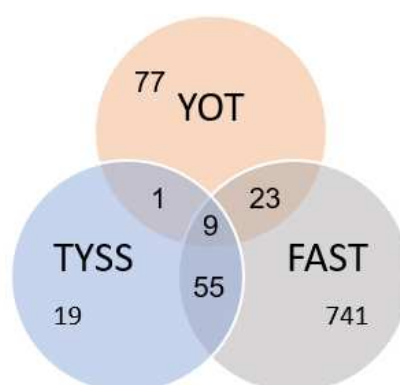
'She has contributed in a child-focused and trauma informed way to all of Child X's care planning and her understanding of his childhood history of trauma underpins all of her decision-making' (Partnership manager feedback on a YJS practitioner)

Tender project

Norfolk YJS continues to work with Tender, which is an arts charity working with young people to prevent domestic abuse and sexual violence through creative projects. They use theatre and the arts to engage children in violence-prevention workshops. This year we have procured them to provide a series of three programmes in response to current trends. The girls' group which completed in October 2021 culminated in a session that focused on future based work and looking forward (linked to child first principles). Their words were turned into a poem which Norfolk YJS framed for them to have as a keepsake. One of the girls spoke about moving towards having a more positive relationship with her mental health, which links to everything we know about girls in the criminal justice system. The girls have been invited to a celebration event at the Southbank Centre, where Olivia Coleman the actor is set to read the poem.

Community of Practice

The following VENN diagram shows the numbers of children aged 12 to 17 open jointly worked by the Targeted Youth Support Service, Family Assessment and Safeguarding Team and Norfolk YJS in May 2020.



In Norfolk it is an expectation that the community of practice will be the natural way of working that means there is no expectation for children and families to retell their story, there will be the development of one plan, sharing of knowledge and experience of children and families. Skills, experience and expertise amongst the team around the child will be utilised for the best possible outcome. Joint working encompasses multi-agency meetings, joint visits, alignment of plans and positive collaboration looking to reduce duplication across the services.

13.Looking forward

In addition to the national key performance indicators, strategic priority areas over the next twelve months have been identified in response to local data:

Serious Youth Violence

What will we do	How will we know
<p>Ensure YJS meets the requirements of the Serious Violence Duty.</p> <p>Work alongside relevant agencies in a coordinated approach to prevent and address serious youth violence and exploitation.</p> <p>Continue to utilise the YJB Serious Youth Violence tool, local Power BI data and CCE dashboard to monitor performance data and challenge the partnership accordingly.</p>	<p>Monitor data on children who are subject to RUI/police bail</p> <p>Reduced number of children who are victims and perpetrators of violence</p> <p>Joint working will enable opportunity to tackle and disrupt criminal gangs who make money from exploiting children</p>

Reducing Reoffending

What will we do	How will we know
<p>Analyse the review of the YJS service delivery model and impact on rates of reoffending.</p> <p>Continue to work towards becoming a trauma informed service.</p> <p>Continue engagement with the Community Safety Partnership.</p> <p>Work collaboratively with partner agencies as a system to ensure that the right children get the right help at the right time.</p> <p>Work jointly with partners to reduce the risk of children subject to RUI/police bail reoffending during that period.</p> <p>Ensure plans/interventions are measurable.</p>	<p>Monitor and evaluate the impact of the new service delivery model on our performance indicators.</p> <p>Complete an in-depth analysis of softer outcomes.</p> <p>Monitor and respond to any disparity affecting children with protected characteristics.</p> <p>The evaluation of trauma informed work will show improved outcomes for children.</p> <p>A reduction in our reoffending rate.</p> <p>Monitor data on children who are subject to RUI/police bail</p>

Diversion

What will we do	How will we know
Evaluate the new YJS service delivery model.	Maintained a low level of first-time entrants.
Continue to implement the recommendations from our OoCD and Working with Girls reports.	Monitoring and evaluation of diversionary activity will show improvements in the quality of work and outcomes for young people.
Continue to implement the recommendations from the YJB work on Disparity.	Reduction of reoffending.
Ensure robust data is collated on our Diversion activity.	Reduction of disparity in the Youth Justice System in Norfolk.

Health and Wellbeing

What will we do	How will we know
Adapt and embed our new health offer/strategy.	Children who need SLCN, mental health and wellbeing support receive it.
Develop a pathway for addressing Speech, Language and Communication Needs (SLCN).	Increase the number of children receiving a trauma informed response through a case formulation approach.
Integrate the full-time psychologist into all aspects of YJS work.	Become a trauma informed service.
Support children around healthy sexual relationships and reduce sexually harmful behaviour in collaboration with Tender.	Monitor data and evaluate the programme.
Consolidate the work around substance misuse and harm reduction.	Reduction in substance misuse.

Data

What will we do	How will we know
Develop a set of data requirements, both qualitative and quantitative, that provides an evidence base to support youth justice outcomes in line with YJB requirements.	Develop a logic model of impact, determinant and outcome measurements.
	Utilise partnership data to be able to offer systemic response to children in youth justice.

Disparity

What will we do	How will we know
Eliminate disparity with regards to the experiences of and outcomes for children from minoritised groups in relation to the youth justice system with particular focus on Eastern European children, GRT, BAME and girls.	Through established multi-agency group and local joint disparity protocol and will scrutinise outcomes and processes.
	Staff are skilled in identifying,

<p>Implement the recommendations from the Youth Justice Board work on disparity.</p> <p>Ensure work to reduce disparity is at the heart of all our work.</p> <p>Work collaboratively with our partner agencies to ensure that as a system all understand the issues and all are working to address these issues across the system and at the earliest point.</p>	<p>challenging and eliminating bias in respect of all decisions they make.</p> <p>Collect and analyse data to understand where disparity is occurring. There will be a reduction in disparity.</p>
--	--

Community of Practice (Adolescents)

What will we do	How will we know
<p>Develop a community of practice around adolescents.</p> <p>Work collaboratively with partners with regards to transitioning children between services.</p>	<p>Work with partners to develop philosophy including culture, practice and outcomes for children.</p> <p>Agency plans will be cohesive with no duplication and shared understanding of the child's journey</p>

Enhanced Participation as a model for desistance


What will we do	How will we know
<p>Continue to embed and expand participatory and co-production opportunities for children in touch with the youth justice system.</p> <p>Review best practice including the Youth Justice Board Peer Power resource pack.</p> <p>Co-produce NYJS Participation Strategy utilising the Lundy Model of Participation and Manchester Participatory Youth Practice Framework.</p>	<p>With an effective participation and co-production strategy in place and children in touch with Youth Justice will feel empowered, heard and listened to.</p> <p>Suitable feedback and response systems in place and feedback will inform the way we work with children in Youth Justice.</p>

Education, Exclusions, Elective Home Education and SEND

What will we do	How will we know
<p>Reduce the numbers of SEND children who are in touch with the Youth Justice System.</p> <p>Increase the number of children in education, training or employment who are in touch with the Youth Justice System</p>	<p>Maintain effective protocols and practices for working with statutory and post-16 education teams, to offer coordinated support.</p> <p>Access to comprehensive data to understand the profile of children in YJS and their educational status.</p> <p>Provide coordinated support to children who are NEET.</p>

<p>Ensure those children receiving home education have positively elected to do so.</p> <p>Continue to work with partner agencies to influence schools and education colleagues to ensure that they understand the risks of exclusion, poor school attendance and poor attainment to children and communities and support them with considering and implementing alternative strategies</p>	<p>Identified the gaps in post-16 provision and be working with providers to address them.</p> <p>An offer in place that provides professional development training for post-16 providers in the management of challenging behaviours.</p> <p>Overall numbers of exclusion decrease, attendance increases, attainment increases</p>
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14. Sign off, submission and approval

Chair of YJS Board - name	Chris Robson
Signature	
Date	15-7-2022

15. Appendix 1 – Outline of Full Board Membership, including attendance, job title, dates of Board meetings)

Norfolk Youth Justice Board Current Member Details (as of 31 March 2022)

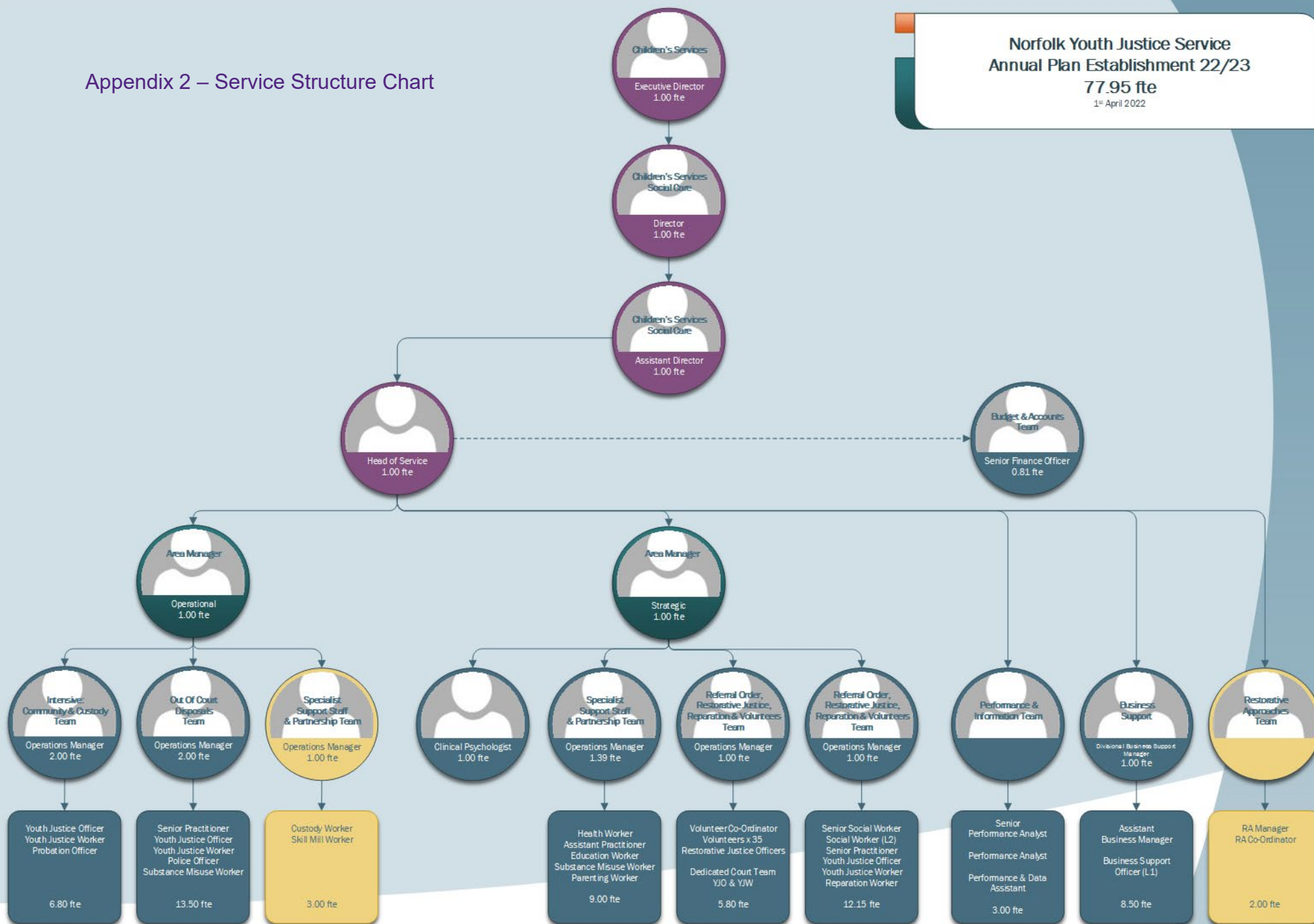
Job Title	Representing	29/03/2021	28/06/2021	27/09/2021	06/12/2021	28/03/2021	% attendance
Head of Community Safety	Office of the Police & Crime Commissioner	A	X	X	X	A	60%
Independent Chair of Norfolk Youth Justice Board	Independent	X	X	X	X	X	100%
Chief Inspector	Community Safety / Norfolk Constabulary	N/A		X	X	X	60%
Legal Advisor and Youth Court Lead	Her Majesty's Courts & Tribunal Services	A	A	A	A	A	0%
Assistant Director – Childrens Social Care	Norfolk County Council / Childrens Services	A	X	X	X	X	80%
Participation & Transition Strategy Manager	Norfolk County Council / Education	X	X	X	A	A	60%
Head of Norfolk Probation Service	National Probation Service	A	X	A	X	A	40%
Chair of the Youth Court Bench	Her Majesty's Courts and Tribunal Services	N/A	A	X	A	X	40%
Assistant Director of Individuals and Families	South Norfolk District Council / Broadland DC	A	X	A	X	A	40%
Assistant Chief Constable	Norfolk Constabulary	X	X	X	A	A	60%
Director of Housing	Great Yarmouth Borough Council/Housing	A	A	X	X	X	60%
Director of Children's Social Care	Norfolk County Council / Childrens Services	X	X	X	A	X	80%
Associate Director of Children, Young People and Maternity for NHS Norfolk & Waveney Clinical Commissioning Group	NHS / Norfolk County Council/ Clinical Commissioning Groups	X	A	X	X	X	80%
Adult Commissioning Manager	Norfolk County Council / Public Health	X	A	X	X	A	60%
Director of Commissioning, Partnerships and Resources	Norfolk County Council / Childrens Services	A	X	A	A	A	20%
Head of Education Quality Assurance & Intervention	Norfolk County Council/Education	X	X	X	X	X	100%

Norfolk Youth Justice Board Former Member Details (March 2021 to March 2022)

Job Title	Representing	29/03/2021	28/06/2021	27/09/2021	06/12/2021	28/03/2021	% attendance
Director of Community Rehabilitation Company	Community Rehabilitation Company	X	N/A				60%
Senior Probation Officer	National Probation Service	A	X	X	Different rep		80%
Head of Criminal Justice at Norfolk and Suffolk Constabularies	Norfolk Police	X	Different rep				60%
Chief Inspector	Norfolk Police	N/A	X	Different rep			80%
Head of Prevention and Rehabilitation	Office of Police and Crime Commissioner	X	X	A	X	A	60%
Acting joint Head of Innovation and Engagement	Youth Justice Board	N/A	X	X	X	X	80%

Appendix 2 – Service Structure Chart

Norfolk Youth Justice Service
Annual Plan Establishment 22/23
77.95 fte
1st April 2022

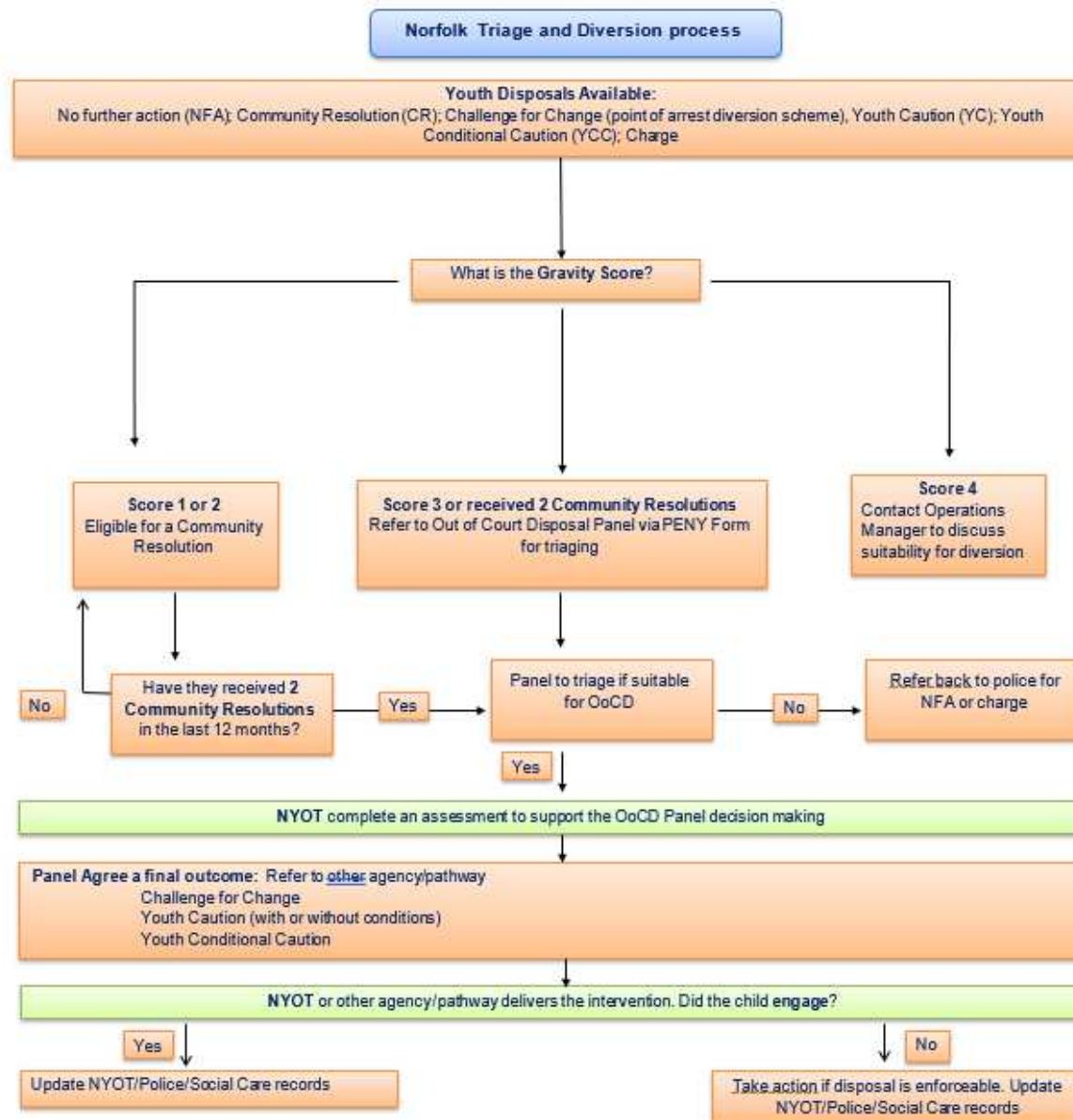


Appendix 3 – Budget Breakdown

NORFOLK YOUTH OFFENDING TEAM BUDGET 2022/23 (as at 28 March 2022)			
		£	£
PARTNERS CONTRIBUTIONS TO POOL BUDGET			
Norfolk County Council / Children's Services		463,883	
Clinical Commissioning Groups	*	147,299	
Norfolk Constabulary		116,205	
National Probation Service - Management Fees	*	11,621	
National Probation Service - Staff	**	80,368	
Sub-total			819,376
YOUTH JUSTICE BOARD GRANTS			
Youth Justice Grant including Junior Attendance Centres		812,637	
Sub-total			812,637
OTHER GRANTS / PROJECTS			
Public Health		43,000	
Children's Services - Early Intervention Grant		325,000	
Children's Services - Restorative Approaches Team		88,586	
Project ADDER		93,642	
The Skill Mill		11,396	
Sub-total			561,624
OTHER INCOME			
Restorative Approaches Training		10,000	
Sub-total			10,000
SMALL COMMISSIONING FUND			
Core Business		307,021	
Sub-total			307,021
PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF & OVERHEADS			
Children's Services - includes 3.0 fte Education Workers / 4.0 fte Social Workers		849,500	
Children's Services - Overheads		265,167	
Clinical Commissioning Groups - 3.0 fte Health Workers		153,915	
Norfolk Constabulary - 3.0 fte Police Officers		175,008	
National Probation Service - 1.3 fte Probation Officers / 0.45 Probation Service Officer	**	0	
Sub-total			1,443,589
TOTAL			3,954,247

* to be confirmed / ** cash in lieu

Appendix 4 – Diversion Criteria



Diversion Criteria

All officers and Norfolk YOT should work to Child Centred Policing Principles 2021 and will be committed to reducing disparity in the diversion process.

Before any OoCD can be considered the Police must ensure the following criteria are met:

- The child is between the ages of 10-17.
- There is evidence that the child has committed a substantive offence(s).
- The child has had access to appropriate legal advice and an appropriate adult
- There is sufficient evidence to charge the child with the offence(s) relating to the incident.
- Have an admission that the child has committed the offence(s), (via interview, voluntary attendance, where applicable via PNB or body worn video)
- That the child and/ or their family have consented to work with the NYOT
- If this a Looked After Child, have alternatives been considered
- The victims' views have been sought and considered in disposing of the matter by way of an OoCD.

Version 3; 13 September 2021

Appendix 5 – National Standards Improvement Plan Progress Report – December 2021

AFI 1. Case management	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
Review our management oversight guidance and practice with Operational Managers by November 2020 including completion of the YJB Operational Manager Oversight workshops (dates to be determined but likely to be October /November).	<ul style="list-style-type: none"> • The YJB Operational Manager Oversight workshops for all managers throughout 2021 completed • Established the QA and Service Development group responsible for the development of the NYJS Quality Assurance Framework (an integrated cycle of assessment, planning, implementation and review) • NYJS supervision policy currently being updated in line with trauma informed approach • Regular monthly audit activity taking place (both thematic and dip sample) • Benchmarking sessions take place regularly to ensure consistency amongst Operations Managers, supported by the CS QA Officer • The QA Strategy in place and embedded across the YJS
Review and re-launch our approach to out of court disposals including the out of court disposals diversion panel by December 2020.	<ul style="list-style-type: none"> • OoCD report presented to the board in March 2021 • New joint process of triage and panel launched in November 2021 • Steering group established to drive development and improvement • OoCD multi-agency scrutiny of cases re-established in December 2021
Undertake a series of workshops between December 2020 and February 2021 to ensure practitioners understand and work to the updated Youth Justice Board Case Management Guidance (yet to published).	<ul style="list-style-type: none"> • The Youth Justice Board Case Management Guidance is yet to be published

Provide practitioners with clear guidance on the quality of case management including recording and joint working through a series of workshops between October and December 2020.	<ul style="list-style-type: none"> • Norfolk case management guidance document developed • Workshops for practitioners and managers delivered, designed to embed changes in recording to improve the National Standards reporting • Audit scheduled for April 2022
Ensure all aspects of work in and for the courts is of good quality and recorded accurately to be supported by the development of a dedicated court team (under development).	<ul style="list-style-type: none"> • Dedicated Court Team in place; evidence show improvement in all aspects of work in and for the courts • Outcomes monitored and an annual audit schedule in place
Ensure our resettlement and secure estate work is of good quality supported by the development of dedicated custody leads. (under development)	<ul style="list-style-type: none"> • The new Resettlement policy launched in July 2021 • The Intensive Community and Custody strand responsible for this aspect of the work ensuring consistency, regular audit activity in place and peer reviewing activity to be launched
AFI 2. Assessment and Planning	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
Through a series of workshops between October and December 2020 ensure practitioner understanding of quality standards in relation to planning including: <ul style="list-style-type: none"> • safety and wellbeing planning, • public protection/risk management planning, • review planning and • exit strategies and plans 	<ul style="list-style-type: none"> • Creative ways of delivering training have been developed in the last few months in recognition of the limitations of any online training. The staff have embraced different ways of designing and delivering learning activities in the digital world such as podcasts, interactive learning spaces, interactive workshops in small groups, learning circles and creative ways of utilising our SharePoint spaces. • To date the following learning activities have been developed and delivered by practitioners: <ul style="list-style-type: none"> ○ AssetPlus workshops ○ Desistance Padlet published ○ National Standards survey in preparation for the new NS SharePoint pages publication

	<ul style="list-style-type: none"> ○ Public protection/risk management planning webinar ● Still to be delivered and currently scheduled in the 2022 training plan: <ul style="list-style-type: none"> ○ Planning podcast ○ Victim work resource/learning activity
AFI 3. Policies and Procedures	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
Case Management Quality Standards (new by March 2021)	<ul style="list-style-type: none"> ● Replaced by the QA Strategy
Desistance (new by March 2021)	<ul style="list-style-type: none"> ● Desistance relevant elements of practice included in the Public Protection and Risk Management policy
Resettlement (by December 2020)	<ul style="list-style-type: none"> ● Implemented in July 2021
Transitions (new by March 2021)	<ul style="list-style-type: none"> ● Guidance for practitioners on other areas of transitions to be produced under Practice Development Group
Public Protection and Risk Management (review by January 2021)	<ul style="list-style-type: none"> ● Completed
Appropriate Adult Protocol (review by end of November 2020)	<ul style="list-style-type: none"> ● The AA service is part of a contract with the provider. No separate protocol is required.
PACE Protocol (review by end of November 2020)	<ul style="list-style-type: none"> ● Waiting for final input from the CSLT re Norfolk practice, to be signed off and implemented (including communication strategy)
Enforcement (review by end of November 2020)	<ul style="list-style-type: none"> ● Still under review by the Dedicated Court Team.
QA Strategy (review and update by October 2020)	<ul style="list-style-type: none"> ● Completed

AFI 4. Transition	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
<p>The new national standard 6 'on transition and resettlement' needs to be incorporated into practice and policy by:</p> <ul style="list-style-type: none"> • Developing clear operational guidance and expectations on transitions across all elements of our case management work (by March 2021). • Incorporating transitions national standards expectations into our case management workshops. 	<ul style="list-style-type: none"> • Resettlement Policy launched and implemented • Completed and delivered • Transitions lead in place responsible for practice development and improvement • Working group to be established with members from all strands and specialisms to focus on holistic transition processes and develop a Norfolk YJS transitions guidance for staff
AFI 5. National Standards Reporting	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
<p>Provide the Norfolk Youth Justice Board with regular reports on the timeliness and quality of Norfolk YJS activity against operational standards by:</p> <ul style="list-style-type: none"> • Providing bi-annual reports on the timeliness of Norfolk YJS activity (commencing September 2020). • Providing quarterly reports on quality assurance of practice (commencing December 2020). 	<ul style="list-style-type: none"> • Local standards incorporated into Board Performance Report. • QA activity reported in the Board Performance Report

AFI 6. Strategic National Standards Reporting	
KEY OUTCOME	WHAT HAS BEEN ACHIEVED SO FAR
Develop an assurance process for the Norfolk Youth Justice Board to enable the Board to understand and meet their responsibilities by:	<ul style="list-style-type: none"> • Session on strategic standards completed

Appendix 6 – Workforce Development Plan

Learning / Development Area	Where Training Need was Identified	Target Audience	Provider and Method	NYJS Person Responsible	Dates
Desistance Theory and Practice	Audits (thematic and dip sampling) National Standards audit	Practitioners	NYJS	Marsha De La Sierra	Spring/Summer 2023
Assessment Skills incl. Introduction to Five P's Formulation	Audits (all)	Practitioners	NYJS	Dan Wilson & Becca Bealey	July 2022
Planning	Audits (all)	Practitioners	NYJS	Dan Wilson	TBC
Child First – What does it mean?	Audits National	Practitioners & managers	NYJS	Niccy Mills	TBC
Introduction to Mental Health incl. Emotional Regulation and Incorporating practical skills of trauma into work (4h)	Staff skills audit	Practitioners & managers	NYJS Health Day	Natalie Clark & Becca Bealey	September
Developmental Trauma incl. healthy child & adolescent development and incorporating practical skills of trauma into work	Staff skills audit	Practitioners & managers	NYJS Health Day	Becca Bealey	September/October
Engaging Children and Young People: Communication Development	Staff skills audit	Practitioners & managers	Rolling basis	Becca Bealey	November
Gender and sexuality	Research and dip sampling	Practitioners	Rolling basis	Becca Bealey	April/May

Neurodevelopment and LD (incl. SEND process and how to identify SLT needs)	Staff skills audit	Practitioners	Rolling basis	Becca Bealey	TBC
Health assessments and AssetPlus	New health model	Practitioners	NYJS Health Day	Health worker (TBC)	TBC
Understanding the Police, Crime Sentencing and Courts Act Smarter Sentencing Including new Serious Violence Duty	National	Practitioners and managers	TBC	Claire Howlett	TBC
Referral Order Practice (new reports)	Internal	Selected staff and managers Volunteer Panel Members	NYJS – bitesize online sessions	Elayne Stewart-Dixon	September
Culture and identity	National; research & audits NACRO Toolkit	Practitioners and managers	TBC	TBC	TBC
Safeguarding refresher training	Internal	Practitioners and managers	NYJS online	Vicky Graystone & Tom Christman	Autumn 2022
AssetPlus	Internal	Selected staff	Training	Tom Christman & Dan Wilson	Spring 2023
HSB Workshop	Internal	Practitioners	Workshop	Carla Hamilton	November 2022

Appendix 7 – Voice of the Victim



It has been an eye opener, the work that I have done with Gail too has been amazing. Glad to have taken part in this process. I have improved as a person and have gained confidence by taking part.

Keep up the good work, so glad that my grandson is receiving the support he obviously needed and am confident that he has learnt to make better choices.

Claire was fantastic from the start. She made attempts to contact me despite me being hard to get hold of, explained the process, actually listened to what I want and they implemented that with the YP which has clearly resulted in learning. Please keep doing the work you are doing, it is so beneficial.

We both feel that it was worthwhile and we are both pleased with the experience and glad that we took the time to share the impact, think that it helped all of us. This experience helped us all to reflect on our feelings and as enough time had passed it wasn't as raw. Glad we did it. Thank you.

I would have liked to have received financial recompense for the money I was out of pocket for, but understand this could not be achieved through this avenue.

Appendix 8 – Voice of the Parent



Thank you so much for our session today, you've opened my eyes up to a lot more than I realised. I've never had support much for me. You're calm, kind and your approach to things is methodical and something I therefor (sic) find easy to engage with.

It's great to have someone work with me solely for me as it's good / and important to have someone support and advise me during these stressful times, not just give me advice for my son or tell me what to do with him. Someone non-judgemental also, so I feel I can talk to her and be listened to properly, and not judged or told. I don't shut her off or out (as I have done with previous professionals in the past who I felt were rude and judgemental and didn't understand). I feel she really understands too and has experience in this area with other parents and ppl (sic) like me which is invaluable tbh (sic). I hope it can continue as I struggle day to day with things and atm (sic) really need her to talk to and help me.

The main thing was learning to communicate with each other and listen to each other and that's made all the difference between us. When I finished I did a safeguarding course and I'm now working as a support worker helping taking children with learning difficulties to school and I love it and I also volunteer and they've put me on training so that I can help other parents get I job. Who would have thought it.



The best thing about Norfolk YJS:

- They were very helpful and understanding.
- They helped me to control my anger.
- Having my appointments on the days I did not go to work, learning about the dangers of driving and how I was able to cook a meal for my mum and dad to say sorry for smashing dad's van up.
- I was really happy I didn't just have to sit in a room and get told off. Talking on the phone has been good. No blaming you did this and such.
- Talking about myself and linking it to my life.
- Made me realise the impact the offense (sic) could have had on my life if I wasn't lucky enough to get put on the NYJS course.
- Jade has been lovely and I had a great relationship with her. She listened we went out to Costa and I remember when we went to look at the Christmas lights, she believed I was bad just coz of my last name and I got to go back to court to finish YJS early.
- It was good getting to talk to Charlotte about the things I needed help with. She listened and did things to help me like when we made my CV. I have a part time job now and I have money for the things I need like nails and lashes. Charlotte helped me get into college as well. My tutor said they wouldn't have taken me without her risk assessment but they did and it's going well. I loved the girls group and getting to be a mentor for other girls too, I feel good when I can help others.
- They didn't judge me and helped me. They were a cool people who helped.



The worst thing about Norfolk YJS:

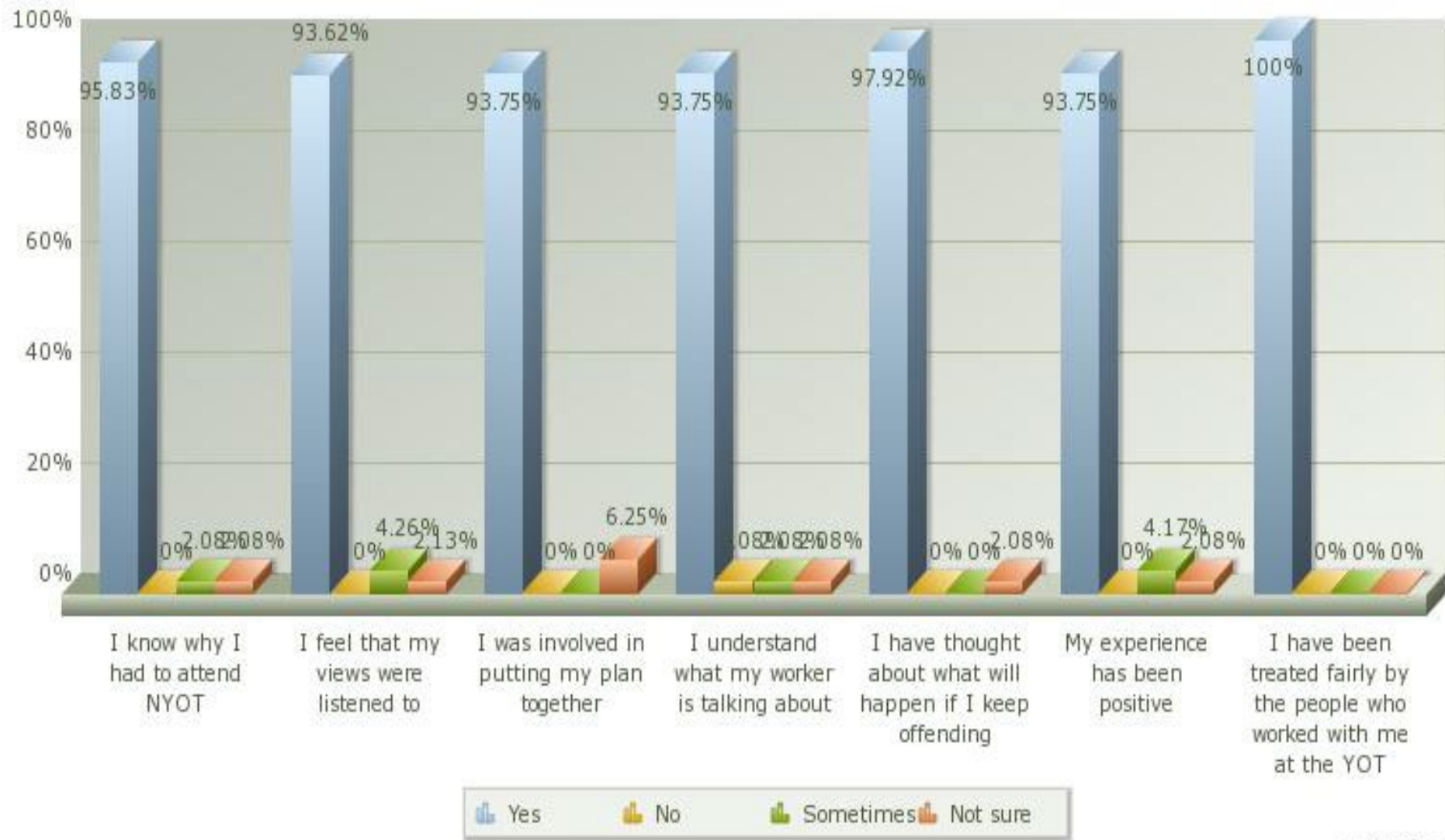
- I don't really know. I don't think there really is one.
- Can't think of one.
- Hasn't really been anything bad.
- Nothing wrong
- I don't know it's a hard thing. Its not like there's a good or bad.
- That I made the offence in the first place to have to have YJS
- Just it being YJS really
- Reparation, appointments annoy my schedule.
- Pushes you a bit, can be quite difficult and not always ready to process information
- Having YJS in my life
- Sometimes having to get up really early.
- Nothing they were 😊
- Too many meetings.



Any ideas on how things could be done differently:

- Face to face visits much better than team calls
- Can't think of anything
- Scenarios were good and put things to perspective.
- Everything has been perfect.
- No it's completely fine.
- I think everything Kane has done was perfect it has had a positive impact on me and I am really grateful for it
- YJS does not need any improvement
- Could be more flexibility on the work that we do. More time for new information. More fun learning.
- Keep doing what you're doing
- Be around longer! It's been good.
- Nothing it was all good.
- Nothing would have made it better, Aimee couldn't have done anything more, it was alright
- I've enjoyed it to be fair

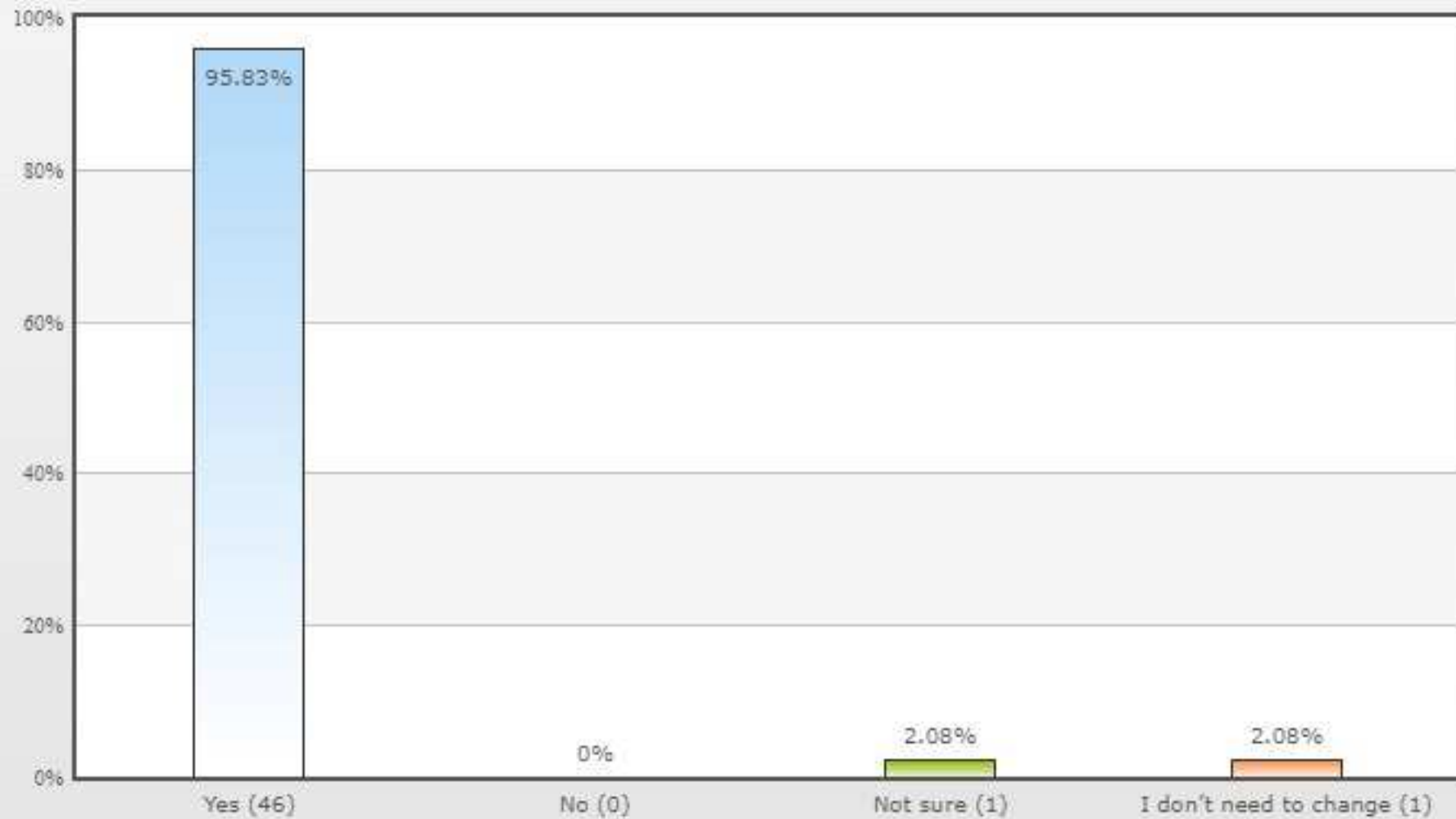
**Experience of the Service :
April 2021 - March 2022**



FusionCharts

My work at the YOT has made me realise that I can change.

April 2021 - March 2022



Common youth justice terms, please add any locally used terminology

ACE	Adverse childhood experience. Events in the child's life that can have negative, long-lasting impact on the child's health, and life choices
AIM 2 and 3	Assessment, intervention and moving on, an assessment tool and framework for children who have instigated harmful sexual behaviour
ASB	Antisocial behaviour
AssetPlus	Assessment tool to be used for children who have been involved in offending behaviour
C4C	Challenge for Change
CAMHS	Child and adolescent mental health services
CCE	Child Criminal exploitation, where a child is forced, through threats of violence, or manipulated to take part in criminal activity
Children	We define a child as anyone who has not yet reached their 18th birthday. This is in line with the United Nations Convention on the Rights of the Child and civil legislation in England and Wales. The fact that a child has reached 16 years of age, is living independently or is in further education, is a member of the armed forces, is in hospital or in custody in the secure estate, does not change their status or entitlements to services or protection.
Child First	A system wide approach to working with children in the youth justice system. There are four tenants to this approach, it should be: developmentally informed, strength based, promote participation, and encourage diversion
Child looked-after	Child looked-after, where a child is looked after by the local authority
CME	Child Missing Education
Constructive resettlement	The principle of encouraging and supporting a child's positive identity development from pro-offending to pro-social
Contextual safeguarding	An approach to safeguarding children which considers the wider community and peer influences on a child's safety
Community resolution	Community resolution, an informal disposal, administered by the police, for low level offending where there has been an admission of guilt
EHCP	Education and health care plan, a plan outlining the education, health and social care needs of a child with additional needs
ETE	Education, training or employment
EHE	Electively home educated, children who are formally recorded as being educated at home and do not attend school

EOTAS	Education other than at school, children who receive their education away from a mainstream school setting
FTE	First Time Entrant. A child who receives a statutory criminal justice outcome for the first time (youth caution, youth conditional caution, or court disposal)
HMIP	Her Majesty Inspectorate of Probation. An independent arms-length body who inspect Youth Justice services and probation services
HSB	Harmful sexual behaviour, developmentally inappropriate sexual behaviour by children, which is harmful to another child or adult, or themselves
JAC	Junior Attendance Centre
MAPPA	Multi agency public protection arrangements
MFH	Missing from Home
NRM	National Referral Mechanism. The national framework for identifying and referring potential victims of modern slavery in order to gain help to support and protect them
OOCD	Out-of-court disposal. All recorded disposals where a crime is recorded, an outcome delivered but the matter is not sent to court
Outcome 22/21	An informal disposal, available where the child does not admit the offence, but they undertake intervention to build strengths to minimise the possibility of further offending
Over-represented children	Appearing in higher numbers than the local or national average
RHI	Return home Interviews. These are interviews completed after a child has been reported missing
SLCN	Speech, Language and communication needs
STC	Secure training centre
SCH	Secure children's home
Young adult	We define a young adult as someone who is 18 or over. For example, when a young adult is transferring to the adult probation service.
YJS	Youth justice service. This is now the preferred title for services working with children in the youth justice system. This reflects the move to a Child First approach
YOI	Young offender institution

Cabinet

Item No: 9

Report Title: Long Stratton Bypass – Project update, Side Road Orders and Contract Strategy

Date of Meeting: 05 September 2022

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

Responsible Director: Tom McCabe – Executive Director, Community and Environmental Services

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 25 April 2022

Executive Summary / Introduction from Cabinet Member

In December 2016, the Council agreed a motion which stated ‘...Council recognises the vital importance of improving our transport infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.’ The motion also stated that the ‘Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk.’ The Long Stratton Bypass (LSB) was included as one of three priority infrastructure schemes and is in the Norfolk Infrastructure Delivery Plan 2017-2027.

In December 2020, after the project was confirmed as a regional priority by Transport East, an Outline Business Case (OBC) was submitted to the Department for Transport (DfT) for consideration. Consequently, in July 2021, the DfT approved the OBC awarding funding of £26.2m (subject to Full Business Case approval) to deliver the project.

Since then, a number of factors have had an impact on the project, and in particular the timescales for its delivery and the budget provision. These include the ongoing national and worldwide impacts such as the pandemic and more recently the war in Ukraine, which has affected world markets and caused inflation, notably within the

construction sector. In addition, recent national announcements related to 'nutrient neutrality' have had an impact on the project's delivery timescales.

This report provides a project update, outlines the next stages for the project, including revisions to the budget and delivery programme, and seeks Cabinet's approval to the proposed delivery of detailed design services, the procurement process for the construction works, the use of section 203 of Housing and Planning Act 2016 and the making of the Side Roads Order (SRO) to the timescales as set out. The proposals are built upon the learning and experience gained from other major projects, but also taking into consideration the reduced scale and complexity associated with the LSB.

The report also sets out the details that relate to the highways SRO processes and how land acquisition will be dealt with.

Recommendations:

- 1. Take account of the details presented in this report and approve the continued delivery of the LSB project.**
- 2. Delegate to the Executive Director of Community and Environmental Services, in consultation with the Cabinet Member for Highways, Infrastructure & Transport, the authority to approve the details of the award criteria associated with the procurement of the preferred Contractor.**
- 3. To approve the contracting strategy outlined in this report noting that a further report will be presented to Cabinet prior to the award of the contract.**
- 4. To approve the strategy for delivery of the detailed design of the LSB project.**
- 5. To agree the proposed approach to social value.**
- 6. To authorise the making of a SRO under sections 14 and 125 of and in accordance with Schedule 1 of the Highways Act 1980 to enable the improvement and stopping up of existing highways, to construct new highways and to stop up and provide replacement private means of access where necessary for the construction of the LSB.**
- 7. To delegate authority to the Executive Director of Community and Environmental Services to:**
 - a. Determine the form and contents of the Schedules to the SRO and the associated plans which identify the highway to be improved, stopped up and constructed and the private accesses to be stopped up and where necessary replaced with a new access**
 - b. Determine the form and contents of the statement of reasons accompanying the SRO and to finalise the same.**
 - c. Take all necessary steps to secure the making, submission for confirmation to the DfT and implementation of the SRO including (but not limited to) the publication and service of all statutory notices on relevant parties, the investigation of and response to**

- objections (including the negotiation and completion of any necessary agreement and undertakings in order to secure removal of the objections to the SRO), and the presentation of the Council's case at any public inquiry or via written representations
- d. Take all appropriate actions for making amendments, modifications and deletions to the SRO and plans including updates and corrections to the draft as necessary to finalise and secure the confirmation of the SRO.
8. To authorise the Executive Director of Community and Environmental Services to take all appropriate actions necessary for the purpose of negotiating the terms and conditions for the acquisition by agreement of the land and new rights over land (permanent and temporary) which are needed to allow the construction, operation and ongoing maintenance of the LSB.
9. To authorise the Executive Director of Communities and Environmental Services to use the Council's powers under Section 203 of the Housing and Planning Act 2016 to override the existing rights and covenants on land that would be infringed by or impede the construction, operation or maintenance of the LSB.

1. Background and Purpose

1.1 Background

- 1.1.1 There has been a long-held aspiration to bypass Long Stratton, with a record of this objective going back to the 1930s. The presence of the A140, which forms part of the Major Road Network ("MRN") in Norfolk and is a former Trunk Road, through the centre of the town brings a host of unwanted issues to the community as identified within the OBC.
- 1.1.2 Delivery of the LSB, which will facilitate removal of through traffic from the town, will provide relief for the community from vehicle emissions, noise, accidents, visual intrusion and community severance. The continued presence of the A140 and its traffic in the centre of Long Stratton is inconsistent with the existing character and function and a serious barrier to the planned housing and economic growth. Provision of the bypass will also remove a notorious bottleneck on this key route, reducing journey times and increasing journey reliability.
- 1.1.3A scheme to deliver a bypass for Long Stratton was promoted through the early years of this millennium. Although that scheme did not have exactly the same alignment and scope to that which is currently proposed, it did manage to achieve all of the necessary permissions, including grant of statutory Orders, to allow the project to proceed. Unfortunately, changes to funding mechanisms and available funds from Central Government meant that the scheme ultimately

failed in 2008. However, the preferred route for the earlier, failed scheme provides the basis for the current proposal, linking to development objectives for Long Stratton.

1.1.4 The adopted Joint Core Strategy (JCS) for Broadland, Norwich and South Norfolk identifies Long Stratton as a key location for growth and proposes the development of 1,800 new houses with supporting school facilities and green infrastructure and 9.5ha of employment land, over the period 2008 to 2026. This scale of development would not be acceptable unless a bypass were also provided to remove traffic associated to the A140 from the town centre. The adopted Long Stratton Area Action Plan (AAP) confirms that a bypass is an essential requirement for housing growth and must be in place before the 250th dwelling is occupied.

1.1.5 Delivery of the LSB will also improve the quality and reliability of the MRN network within South Norfolk. This improvement will support the strategic ambitions set out by the New Anglia LEP within its Economic Strategy for Norfolk and Suffolk (2017). This aligns well with the Local Transport Plan, the Norfolk Infrastructure Delivery Plan (2012-2028) and the Norfolk Strategic Planning Framework (March 2019), all of which seek to deliver growth by investing in new infrastructure.

1.2 **Latest Position**

1.2.1 Following on from the successful approval of the Strategic Outline Business Case (SOBC) by DfT via Transport East and identification as a regional priority MRN scheme, a Cabinet report was submitted in August 2020 seeking approval to submit an OBC. Following Cabinet approval, the OBC was submitted to DfT in December 2020 seeking 70% funding of the proposed bypass costs of £37.44m. DfT announced their ongoing support for the proposal in July 2021, granting programme entry for the bypass scheme and confirming a maximum DfT contribution of £26.21m.

1.2.2 Confirmation of the DfT scheme funding through the MRN funding mechanism, alongside CIL funding of £6.73m through Greater Norwich Growth Board (with potential borrowing up to £10m) and a Developer Contribution of £4.5m (underwritten by South Norfolk District Council) meant that the proposed bypass was in a fully funded situation.

1.2.3 The LSB proposal will require a full grant of planning permission to allow both construction of the project and confirmation of the SRO. The bypass proposal currently forms part of a pair of hybrid planning applications that are being promoted by Norfolk Homes and Norfolk Land Ltd (the Developer). There is an application associated with the 'eastern development' which delivers residential growth, employment, a primary school, community facilities site, associated infrastructure and public open space that LSB forms part of, as well as a

complementary 'western application' which delivers residential and employment growth, a western relief road, associated infrastructure and public open space.

1.2.4 The eastern application, in which the LSB proposal is incorporated, is a hybrid application meaning that there are elements of the application that are coming forward in both outline and detail. LSB forms the detailed element of the eastern application, with residential housing, employment land, a primary school site, community facilities site, associated infrastructure and public open space all in outline.

1.2.5 NCC has been working closely with the developer to ensure that the bypass element of the application is as concise and informed as it can be to allow the consultation process to be as effective as possible. Further submissions to the already submitted application (2018) were made to allow a consultation on the applications to commence in August 2021. Representations from stakeholders during the consultation period led the Local Planning Authority (LPA), South Norfolk Council (SNC), to request that the Developer provide further clarity and information that has resulted in a re-consultation. That re-consultation commenced in February 2022 and had already closed prior to Natural England issuing new guidance on nutrient neutrality.

1.2.6 In March 2022, Natural England (NE) issued new guidance in a letter titled 'Advice for development proposals with the potential to affect water quality resulting in adverse nutrient impact on habitats sites' for the Broads Special Area of Conservation (SAC). The letter sets out NE advice for the Competent Authority under the Conservation of Habitats and Species Regulations 2017 to consider the nutrient impacts of any new plans and projects on the habitats sites and whether those impacts may have an adverse effect on the integrity of a habitats site that requires mitigation, including through nutrient neutrality. This means that SNC as the 'Competent Authority' needs to ensure that planning applications that include overnight accommodation must ensure that nutrients created by the application site through wastewater or surface water are dealt with in an approved manner so that they do not exacerbate unfavourable conditions at SACs.

1.2.7 An updated communication from the Secretary of State for Environment, Food and Rural Affairs was issued on the 21 July 2022 to help provide clarity and support to both applicants and Local Planning Authorities. The letter outlined a further package of measures to help tackle the problem of nutrient neutrality. The measures include:

- Placing a new statutory duty on water and sewerage companies in England to upgrade wastewater treatment works to the highest technically achievable limits by 2030 in nutrient neutrality areas;
- Further support to establish a Nutrient Mitigation Scheme, including Natural England developing the scheme, working with the Department for Environment, Food and Rural Affairs ("Defra") and the Department

for Levelling Up, Housing and Communities (“DLUHC”). Defra and DLUHC will provide funding to pump prime the scheme: this is intended to frontload investment in mitigation projects, including wetland and woodland creation. This will then be recouped through a simple payment mechanism where developers can purchase ‘nutrient credits’ which will discharge the requirements to provide mitigation;

- DLUHC is expected to revise planning guidance over the summer to reflect that sites affected by nutrient pollution forming part of housing land supply calculations are capable of being considered deliverable for the purposes of housing land supply calculations, subject to relevant evidence to demonstrate deliverability.

1.2.8 Wastewater and surface water from the east and west application sites at Long Stratton, once treated, ultimately outfall to the Broads SAC. Therefore, the Developer is responsible for providing mitigation proposals to ensure that the development does not have a detrimental impact. The Developer is currently investigating what any potential mitigation solution could look like and how that would fit with the wider development proposals. Once the Developer has a proposed solution (which is likely to form a package of measures both within the application red line boundaries, as well as off-site and potentially collaboration with Anglian Water), they will be able to consult upon their proposals, and if favourable, update their application details to take account of the changes and ask the LPA to re-consult upon the revised details.

1.2.9 Once the necessary stakeholders have been consulted on the updated applications and comments provided in response have been considered acceptable, SNC Officers will be able to provide a paper to their Development Management Committee (DMC) to consider the applications. If approval is provided, the necessary Conditions agreed and Section 106 Agreement completed, full grant of planning can be achieved. At that stage, NCC would take full control of design and delivery of the bypass proposal.

1.2.10 The bypass proposal continues to make its way through the design process in parallel with the planning applications. The majority of the scheme is well progressed through preliminary design, but there are certain other elements, notably structures design, that are less progressed. The drafting of the highway SRO is well advanced and will be ready for internal consultation ahead of ‘making’ of the Order following Cabinet approval.

1.2.11 The full scale archaeological investigations commenced on site on Monday 1st August 2022 and have an anticipated duration of 12 weeks. This will conclude the on-site archaeological works; the post-fieldwork processing, assessment, reporting and archiving will follow this which will allow any potential planning conditions from the LPA arising from archaeology investigations associated with the bypass to be discharged.

1.2.12 An ecological and environmental survey suite was previously completed (in advance of planning resubmission) to allow any environmental mitigation elements to be addressed during the development of the project.

1.3 **Project Objectives**

1.3.1 A range of project objectives have been developed to align with the current strategic objectives presented in national, regional and local policy and associated guidance. It is considered that the objectives reflect the issues and opportunities identified within the previous project reports and engagement with local communities.

1.3.2 The project objectives remain in alignment with those set out within the Strategic Case of the OBC, as approved by DfT and published on the Council's website [Outline business case submission - Norfolk County Council](#). It sets out that the scheme “has a very good strategic fit with current government plans and policies (Industrial Strategy, TIS [Transport Investment Strategy], NPPF [National Planning Policy Framework] and the Housing White Paper). At a regional level, it supports the LEP's Norfolk and Suffolk Economic Strategy. It supports the aims of the Norfolk LTP [Local Transport Plan], is an important component of the NIDP [Norfolk Infrastructure Development Plan] and it is a priority project in the Norfolk SPF [Strategic Planning Framework]. It will help to deliver the housing and employment growth planned in the South Norfolk JCS [Joint Core Strategy] and is central to the Long Stratton AAP and Master Planning Report” and “These strategies recognise the importance of job creation, housing delivery and transport infrastructure as drivers of economic growth.”

The OBC summarises the aims and objectives of the LSB, which are to:

- Reduce congestion
- Improve connectivity
- Deliver planned new housing development and reduce pressure on house prices
- Increase economic growth and employment
- Improve road safety
- Reduce greenhouse gas emissions
- Improve quality of life for communities

1.3.3 The LSB is part of the response to the challenges in the Housing White Paper (2017): Fixing our broken housing market. A key objective of the scheme is the delivery of about 1,800 new homes and associated employment development and community infrastructure. Without the LSB, very little of this can be delivered.

The LSB is key to the delivery of local housing targets. The reduction of HGVs and other through traffic will improve air quality and reduce traffic noise on the

existing A140. This will increase the attractiveness of the town centre for existing and new residents and supports the objective of planning for the right homes in the right places.

1.3.4 Carbon Net Zero Context

In June 2019, the UK became the first major economy to legislate for a net-zero target for carbon emissions by 2050, passing a law which contained a commitment to strive to end the UK's contribution to global warming. Since then, the government released 'Gear Change' (2020) and the 'The Ten Point Plan for a Green Industrial Revolution' (November 2020) and noted they would be updating the Industrial Strategy to align with these policies later in 2021. The latest version of the Green Book, the UK's overarching appraisal guidance, also highlighted a significant change in the way Treasury would view projects and the way promoters should appraise schemes in relation to Government policy specifically in relation to its dual strategic policy goals: Decarbonisation Plan and Levelling up. That change requires schemes to be able to demonstrate a contribution to these policy objectives firstly within the optioneering process, and if they pass this strategic-fit gateway, within a value for money assessment.

1.3.5 Gear Change (2020)

In July 2020, the government set out a plan to create a step-change in cycling and walking activity in the coming years. The government envisages an England that is a 'great walking and cycling nation', with cycling as a mass form of transit. Its ambition is to enable half of all journeys in towns and cities to be cycled or walked by 2030. To facilitate this, actions are grouped into four central themes:

- Better streets for cycling and people – thousands of miles of safe, continuous, direct routes for cycling in towns and cities, physically separated from pedestrians and volume motor traffic;
- Cycling and walking at the heart of transport, place-making and health policy – significantly increasing dedicated cycling and walking funding, and creating long-term cycling and walking programme and budget;
- Empowering and encouraging local authorities – by increasing funding for local authorities, but also ensuring that government funding is only granted to schemes that meet new standards. No funding shall be given to schemes that do not meet the new standards and principles established;
- Enabling people to cycle and protecting them when they do – introducing new laws and safety standards.

The greatest impact the LSB will have on walking and cycling is by removing the majority of traffic from the A140 running through the centre of the town. With the construction of the bypass the volumes of motorised traffic significantly reduce by around 80 - 90% from the levels before the bypass, providing a much safer environment for pedestrians and cyclists. Such cycling improvements are known to help to bring about mode shift by encouraging cycling activity.

Furthermore, the LSB will unlock the interdependent housing development in the town, brought forward by the Developers, which will enable additional walking and cycling infrastructure and accompanying urban realm improvements to be implemented in line with the Masterplan proposals, which might include:

- Widening footways;
- Narrowing the carriageway to discourage speeding;
- Tree planting and soft landscaping;
- New street furniture and new seating area;
- Re-paving footways in more appropriate materials;
- Traffic calming;
- Pedestrian crossings (zebra);
- Pedestrian safety and accessibility improvements;
- 20 mph speed limit;
- Street market;
- A north / south shared footway / cycleway route running alongside the bypass will be incorporated within landscape features and proposed development.

Such improvements would be identified during the 'reserved matters' detailed applications as part of the development planning process and are implemented through the planning approvals process.

1.3.6 The Ten Point Plan for a Green Industrial Revolution (2020)

The 'Ten Point Plan' commits to mobilising £12 billion of government investment as part of what they term a Green Industrial Revolution. The ten points cover ways to decarbonise the UK across the sectors of energy, buildings, transport, innovation and the natural environment, whilst also striving to transform the economy, creating new (green) jobs and delivering growth. Points 4 and 5 of the plan relate to transport infrastructure (accelerating the shift to zero emissions vehicles and green public transport, cycling and walking), but the underlying objective is to reduce carbon from our transport networks. This is supported by the 'National Infrastructure Strategy' (November 2020) (see below), which states infrastructure investment is fundamental to delivering the Carbon Net Zero targets.

The LSB scheme does exactly this. The infrastructure investment would remove slow moving vehicles (known to increase vehicle emissions), of which HGVs make up approximately 6%, travelling through the centre of the town on the A140. This area is closely bounded by residential properties and shops, and places them on a higher speed (50mph is the optimum speed for reducing emissions), appropriately designed bypass away from residents and shoppers. Forecast traffic flows and speeds with the scheme in place, compared to the

current situation, see carbon emissions drop by 109,000 tonnes of carbon over the 60-year appraisal period. This is equivalent to a saving of £4.68 million in monetary terms. The scheme therefore shows a strong strategic-fit to the government's Carbon Net Zero policy objective, passing the Green Book policy test, whilst also delivering housing and economic growth.

2. Proposals

2.1 Work this financial year

2.1.1 To progress with scheme development to the agreed programme a number of workstreams are required. The principal items of work are as follows:

- Instruct WSP to complete the detailed design process and prepare the necessary Contract documentation to support procurement of the Contractor;
- Secure planning permission;
- Make and seek confirmation of the SRO;
- Secure land agreements to ensure land assembly;
- Instruct necessary public utility advance diversionary works;
- Commence a procurement exercise to appoint the Contractor for main construction works;
- Commission development of the Full Business Case (FBC) in preparation for submission to DfT.

2.1.2 Alongside these main tasks, work is also being carried out to complete full archaeological investigations along the route of the bypass, updates to ecological information as required to ensure all surveys remain current, liaison with Natural England to ensure the Great Crested Newt mitigation remains on programme, supporting of the Section 106 process to ensure an efficient outcome and continuing liaison with the LPA regarding potential planning conditions.

2.2 Work next financial year

2.2.1 Under the assumption that the tasks identified within the current financial year have been successfully completed or are as far through their programmed durations as planned, the principal work items for next financial year will be as follows:

- Complete procurement exercise;
- Submit FBC to DfT to draw down final funding for construction;
- Award contract and instruct preferred Contractor to start works

2.2.2 Assuming all necessary approvals are completed and the FBC submission is approved by DfT within the assumed minimum time period, the construction of

the scheme is programmed to commence as soon as possible in 2024, and be completed before the end of 2025.

2.3 **Contractor Procurement**

2.3.1 The LSB project team will work closely with the NCC Procurement Team. The collective experience of leading on other major projects will be invaluable within this process.

2.3.2 An officer group has been considering the contractual approach to delivering both the construction and professional services (i.e. design) requirements for LSB. Although the two elements are very different in their requirements, how they are delivered needs to be considered at the same time.

2.3.3 The procurement discussions assessed the following factors that need to be taken into account when deciding which of the main options to use for delivery:-

- Which party is to be responsible for design and/or which party has the necessary design expertise?
- How complex is the project and its design/delivery requirements?
- How important is early commencement and/or rapid completion?
- How important to the Client (NCC) is certainty of price?
- How clearly defined are the Client's requirements, the Scope and Site Information?
- What is the likelihood of change to those defined requirements?
- What views prevail on the allocation of risk and where can risk be best managed.

2.3.4 The options around whether to use a 'single stage' approach to tendering (ie just for construction), or a Design and Build (D&B) 'two stage' approach also remain. The design is already reasonably well progressed, but there is still the detailed design to complete. The only slight exception to this, are the two bridge structures. The bypass scheme itself, although relatively large in financial terms, does not have the level of complexity or risk associated with it that many large value projects may have. Therefore, the benefit of having the Contractor leading the detailed design is reduced.

2.3.5 In terms of timescales, the current delivery programme has assumed a single stage approach through the NCC term consultancy contract provider (WSP). This approach has been adopted, as they have confirmed that they have the necessary resource and expertise available to support the delivery of the detailed design, and for reasons set out in the Professional Services section of this report further below (see 2.8).

2.3.6 Therefore, with the detailed design delivery provided by WSP, the single stage approach to procurement of the Contractor for the construction stage becomes

the logical option. This is likely to be the quickest way to progress the project as it negates any need for a design procurement in the short term, allowing the project team to concentrate on developing the Contractor procurement whilst the detailed design is also developed.

2.4 Commercial Viability

2.4.1 It is important that the tendering process attracts sufficient appropriate bidders. The scheme, although relatively straightforward, will still require a mixture of skills, and this will mean that each bidder may need a number of supply chain partners.

2.4.2 An Industry Engagement Day will be arranged at an early stage in the process to gauge interest from potential bidders and likely supply chain partners. As part of this process, it is hoped that NCC will be able to ascertain important delivery advice/information that will support the procurement process and maintain a high level of interest in the procurement process from the construction sector.

2.4.3 As the detailed design becomes more advanced, it will be possible to issue a Prior Information Notice (PIN) to the market or to commence consultations with contractors under an appropriate framework. As the project team will have more confidence around timescales for remaining tasks, statutory Orders, funding position etc., NCC will be able to signal its intent to issue the construction works Contract.

2.5 Contracting Strategy

2.5.1 The contracting strategy sets out how the scheme will be procured, the form of contract and the approach to other significant commercial issues.

2.5.2 In arriving at the proposed approach, we have kept a sharp focus on the need to manage risk and achieve excellent value for money, as well as applying industry best practice.

2.5.3 A considerable amount of knowledge and experience has been gained by the Infrastructure Delivery team (which the project team sits within) following the successful implementation of Broadland Northway and excellent progress on construction of the Great Yarmouth Third River Crossing. Sharing of this knowledge, experience and good practice will be utilised in the delivery of LSB. Key learning points that will be utilised within LSB are the identification of risk, mitigation of risk wherever possible and transference of risk away from the Authority; and understanding how to structure the contract documentation to make best use of the 4th release of the New Engineering Contract (NEC4) Engineering Construction Contract (ECC), to deliver the project within budget

and programme; and understanding how the Contractor has priced and dealt with risk within their submission.

2.5.4 The LSB project will also utilise the skills of the Commercial Manager and their team during the detailed design, procurement and construction exercises. This commercial acumen and support has proven essential in the delivery of other major projects in the county and is considered key in providing the necessary contract administration.

2.5.5 The ECC has four main Option Clauses available (A through D) that could be suitable for delivery of LSB, and these are detailed below. Option E (Cost Reimbursable Contract) and Option F (Management Contract) are not considered suitable for delivery of LSB and are not discussed in this report:

- Option A – Priced Contract with Activity Schedule: Option A is a lump sum Contract, meaning the Contractor takes a significant proportion of the risk of the project, as defined within the Scope of the works, and prices accordingly. This is not a fixed price arrangement as any changes to the Scope would usually result in a price adjustment. It operates on the basis that if the identified risks occur then the Contractor is required to deal with them within the financial allowances they have made; however, if they do not occur, or are mitigated, then the price to the Client remains the same and the Contractor benefits. Option A is more traditionally aligned to a Contractor designed delivery process and payment is made via an activity schedule (a programme of works) rather than remeasuring the work completed and paying against a Bill of Quantities. Option A is a possibility for LSB as the level of construction risk associated with the project is considered to be relatively low, but there is a significant level of uncertainty around inflation and availability of materials and resource within the construction sector, which will impact upon risk levels. Contractors are likely to price for risk accordingly when submitting their tenders;
- Option B – Priced Contract with Bill of Quantities: Similar to Option A, Option B is a lump sum Contract but payment is made via a Bill of Quantities. Having a Bill of Quantities does provide flexibility in terms of change but does require the Client carry out more work in managing costs and preparation for the procurement exercise so is considered resource 'heavy' (this is a consideration for NCC should other major projects be active at the same time as LSB). The client will be proportionately more responsible for risk than Option A, but less so than the remaining Options below.
- Option C – Target Price Contract with Activity Schedule: Option C utilises a Target Price tendered by the Contractor based upon the contract documents as a starting point for the costs. As the scheme progresses, the Target may be adjusted up or down due to change encountered within the scheme and risks either occurring or not. Option C is seen as the most appropriate format for fostering a good relationship and a collaborative approach between Client and Contractor, as there is a shared approach to the management of risk. The

client holds more risk than either Options A or B, but it is likely that this will be reflected in a lower Target Price.

- Option D – Target Price Contract with Bill of Quantities: Option D also employs a Target Price as per Option C, but utilises a Bill of Quantities to provide a remeasure basis for paying the Contractor for completed works. As with Option B, this Contract will require more resource to operate and the Client will hold a similar level of risk to that of Option C.

2.5.6 For the following reasons, it is considered that Option C is the most appropriate Contract form to deliver LSB:-

- Given the volatility in inflation, Option C will mean that NCC will be able to manage potential increases in costs rather than pay the Contractor to take a risk that may not occur;
- Option C utilises pricing components from the market which is able to demonstrate a competitive element to agreeing a target cost, alongside the ability to incentivise delivery through the pain/gain ethos that is shared between the Contractor and NCC;
- Experience gained on previous major projects with the use of Option C has upskilled NCC resource and provided significant learning points for the management of this contract option. An expanded understanding for clarity around the responsibility for design, how change must be addressed and who owns that risk is key;
- As the design of the project will be carried out through the Council's Professional Services contract (see further below), this guides directly to a single stage approach to procurement and enables a collaborative approach with the Contractor who, whilst not involved in the development of the scheme, will have accepted the design and Scope of works at tender stage.

2.5.7

Issue	Approach	Rationale
Form of Contract	<p>NEC4 Engineering and Construction Contract (ECC)</p> <p><i>(The New Engineering Contract (NEC) is a formalised system created by the Institution of Civil Engineers that guides the drafting of documents on civil engineering and construction projects for the purpose of obtaining tenders, awarding and administering contracts.)</i></p>	<p>For the Great Yarmouth Third River Crossing we consulted the industry about use of the NEC contract suite versus other contract forms. There was overwhelming support for NEC because other forms of contract are not well understood in the industry.</p> <p>We similarly lack understanding of the other forms of contract, which would introduce risk. The NEC3 contract was introduced in 2005 and</p>

		<p>superseded by NEC4 in June 2017. NEC4 deals with a number of issues with the NEC3 contracts, which we would otherwise have to manage by introducing our own variant clauses. The introduction of variant clauses is likely to be riskier than using the new form of contract, which has undergone extensive expert review based on experience of NEC3. NEC4 also has the advantage that it eliminates the concept of a working area overhead which, based on experience on the Broadland Northway project, can lead to commercial issues associated with project costs.</p>
NEC4 main Option for Construction.	<p>We propose to use Option C (target contract with activity schedule).</p> <ul style="list-style-type: none"> • A standard procurement exercise will be carried out following a shortlisting process. • A target cost will be agreed with the successful Contractor based upon their submission. • Any 'pain' or 'gain' will be shared between the Council and Contractor, on a pre-agreed basis, to incentivise both parties. • A gain-share mechanism will be put in place to encourage the Contractor to work collaboratively to reduce the actual cost through the construction phase. 	<p>This approach provides for an incentivised arrangement that drives all involved in the project to reduce costs. Whilst this approach does not 'fix' the cost of the project, or avoid budget increases, a key part of the project analysis will include a detailed review of risk allocation as part of the target cost development, to which we will apply the lessons learned from the NDR and more recently the Great Yarmouth Third River Crossing. Independent commercial management consultants have been appointed to assess this as part of the project development. A fixed price contract would see a significant allocation of risk included in the upfront cost of the project, which would</p>

		be paid whether all those risks occurred or not.
Specification	Based on the DfT Specification for Highway Works.	The DfT specification is the industry standard and is an integrated system including the standards for the works and the approach to testing.

2.6 **Other Commercial Considerations**

2.6.1 Our approach to other significant commercial considerations are set out below:

Price adjustment for inflation	<p>We will agree how inflation costs are shared between the Client and Contractor, using indexation clauses, rather than them being owned solely by the Contractor.</p> <p>As the contracting strategy is to receive a competitive price from bidders ahead of awarding the contract, inflation implications should be better defined at that stage.</p>	This is a convenient way of calculating an assessment of what the inflation may be, but there are all sorts of ways that the actual inflation can vary from that assessment. However, the risks, or rewards, of those variations are shared between the parties through the share mechanism mentioned above. With uncertainty around inflation, this is considered the most appropriate way to protect the Authority's risk.
Changes in the law	We will incorporate the ability to react to changes in the law to deal with changes in costs.	Having flexibility within the contract to deal with changes in legislation, particularly if they affect delivery of the project, will allow us to agree change in line with NEC guidance.
Ultimate holding company guarantee	We will require an ultimate holding company guarantee unless the contractor is of sufficient financial standing.	An ultimate holding company guarantee protects against a contractor avoiding its liabilities by winding up the company that would otherwise be liable.
Delay damages	We will require delay damages to cover the cost of keeping our project team mobilised for any delay period, or any resulting land compensation costs.	A delay in completing the project does not have a direct monetary impact on the authority, other than the cost of its project team, or compensation payments to

		landowners for temporary compounds.
Performance bond	We will require a performance bond.	In view of the continuing risk of contractor insolvency in the construction industry we will require a performance bond.
Retention	We will not retain any part of the price [unless we use the EHA framework, where retentions are mandatory, in which case we will minimise the retention]	Retentions have a significant impact on cash flow and accordingly are of a size such that they are of limited effect. This means that the administrative burden outweighs their effectiveness.
Early Contractor Involvement	We will not be undertaking Early Contractor Involvement with the preferred Contractor.	As we are proposing to carry out a traditional tendering approach through the Find a Tender Service (formally OJEU), this will not allow for an ECI period. However, we intend to carry out buildability reviews/sense checks through progression of the design to ensure a robust set of contract documentation is available.

2.6.2 Delivery through a Framework Contract would also be a possibility to deliver LSB. In terms of Frameworks, there are many different options. NCC is already part of the Eastern Highway Alliance (EHA), a combined group of 10 local authorities in the eastern region who have already procured a Framework, led by Essex County Council (Eastern Highways Framework 3), which covers delivery of schemes up to a construction value of £30m (higher on EHA Board approval).

NCC's position within this Framework would allow quick access to the marketplace. Framework providers such as SCAPE and Procure Partnerships are all potential options (amongst many providers), with flexible offerings that can also provide good client support through the tendering process.

The use of a Framework provider remains an option, however there are concerns around the flexibility of Contract options, the available contractors, fee levels associated to usage and terms and conditions and Framework support. It is considered that a standalone approach to the market with bespoke Contract documentation developed by NCC may be a more robust delivery mechanism for LSB. Work will continue with the Director of Procurement to finalise the

approach to the market for the project, reflecting market conditions when the tender commences.

2.7 Social Value

2.7.1 This is a works procurement and as such is not subject to the Public Contracts (Social Value) Act 2012. Nevertheless, it is appropriate to consider how social value (the economic, social and environmental well-being of the area) might best be promoted via the scheme.

2.7.2 Social value in the form of economic and social benefits deriving from better connectivity – as set out in the high-level and scheme objectives - are intrinsic to the scheme.

2.7.3 From the point of view of the procurement, therefore, the challenge is to secure additional benefits from the way in which the scheme is delivered. These include:

- mitigating the environmental impact of construction and of the constructed scheme and achieving Biodiversity Net Gain (BNG);
- mitigating the impact of construction on local residents and businesses and on traffic;
- promoting local employment, apprenticeships, and supply; and
- engaging and supporting the local community;

These are discussed in more detail below:

2.7.4 Environmental Considerations and Local Impacts

Since submission of the initial planning application by the Developer in 2018, further work has been undertaken on the environmental mitigation measures which will form part of the LSB scheme and achieve BNG.

Ecological and environmental surveys have been, and continue to be, undertaken along the preferred route corridor. The scope of the ecological surveys has been agreed with both ecology specialists employed by the Developer and within NCC, to ensure a robust baseline is established.

Aspects of the scheme that deliver BNG will be included in the Specification or will be added later through change control where they cannot be specified precisely prior to detailed design.

Construction work has the potential for significant environmental impacts. High minimum standards will be set, and the Construction Environmental Management Plan (CEMP), to be produced by the Contractor, will specify industry good practice measures that will be implemented during the construction phase to ensure minimal impact on ecological and other

environmental features. This will be considered in the tender process as part of the evaluation of the construction methodology.

Bidders' proposals to minimise carbon emissions from construction and the impact of construction activity on local residents and businesses and on traffic will also be scored as part of tender evaluation.

2.7.5 Local employment and apprenticeships

We propose to open dialogue with potential Contractors on the appropriate level of apprenticeships to be delivered under the Contract.

We propose that the promotion of apprenticeships, local sub-contracting and utilisation of the local supply chain form part of the award criteria.

2.7.6 Engaging and supporting the local community

We propose to open dialogue with the Contractor on the provision of STEM educational events to local schools/colleges.

2.8 Professional Services

2.8.1 The design of the bypass is currently being undertaken through joint working between the NCC project team and WSP (the Council's professional services provider). Although the proposed scheme design has been utilised for a detailed planning application submission, in highway design terms (for procurement and construction purposes) it is still considered preliminary. The work to date has provided a robust proposal and identified constraints and risks associated to delivery of the project.

2.8.2 WSP are currently being briefed by the NCC project team to undertake parcels of 'enabling' works that will identify any potential gaps in the preliminary design. Once these tasks have been completed, it will be possible to draft a detailed design scope that can be utilised to instruct any designer undertaking that process.

2.8.3 NCC do not have sufficient 'in-house' resource to be able to develop the detailed design for the LSB proposal within the timescales required. There are also design specialisms required within the detailed design period that NCC do not have. Therefore, it will be necessary for NCC to acquire the necessary support required to deliver the detailed design service.

2.8.4 Experience of the delivery of previous major schemes has highlighted the importance of managing task duration and cost.

To manage these issues, the LSB team will be drafting a tight scope of works for the detailed designer to deliver to, as well as requesting a design programme and resource schedule that will allow the NCC Project Manager to monitor and manage delivery of tasks on time and to budget.

2.8.5 NCC have a long-standing Term Contract with WSP for Professional Services. WSP Professional Services expertise has been used to support delivery of many schemes across the County since 2014, and notably has been involved with the development of a range of major schemes and project programmes. This experience of supporting the delivery of major schemes within Norfolk has allowed WSP to understand the Authorities requirements.

2.8.6 The options available to NCC to acquire Professional Services support are threefold:

- Combine the Professional Services element of the project with the Construction element in the form of a Design and Build Contract;
- Prepare a procurement process for standalone Professional Services support;
- Utilise the existing NCC term contract arrangement with WSP.

2.8.7 As stated in the Contracting Strategy, the scheme is considered relatively straightforward in design and construction terms, so there is considered little benefit in bringing any potential Contractor's services to the fore early through a Design & Build (D&B) approach. However, not having a Contractor involved in the design process means the opportunity for Early Contractor Involvement (ECI) is limited. It is considered that not having a pure ECI process through development of the project shouldn't be a hindrance to the proposal, as it will be possible to operate a deliverability review/sense check within the detailed design process supported by a Contracting partner and Commercial Management Team. This type of process would provide confidence around the design to the Authority by applying the necessary level of independent rigour to the detailed design. The review process will also help to identify opportunities for Value Engineering and carbon reduction ahead of the construction procurement process. As part of the detailed design scope, we would also expect any potential Designer to develop a draft construction programme to assist with scheme programming. This task will also support the Contractor evaluation process by providing a baseline to assess activity schedules submitted by prospective candidates.

Having a Contractor involved in the detailed design process does allow the scheme Target Cost to be developed earlier so there is a higher level of confidence around costs earlier in the process. However, this does not necessarily mean that the outturn cost to deliver the proposal will be reflective of that target as there can still be change during the implementation stage.

Preparing procurement documentation for a D&B Contract will take a significant additional amount of time over purely a detailed design scenario. Since the drafting of the OBC, the delivery methodology for the detailed design has always been seen as separate to the construction activity, so this has currently not been allowed for within the delivery programme. To include construction activity within the scope at this stage and go to market to identify a preferred Contractor, would mean a significant hiatus to commencement of the detailed design activity. Therefore, as timescales associated to the DfT funding window for MRN funded schemes are limited, this is seen as restrictive in terms of an option.

- 2.8.8 Operating a procurement process to identify a preferred provider for the detailed design function only would allow NCC to test the market to ensure that we are achieving good value for money in the process, but there are significant timescales associated to delivery of this process. Currently, the project programme has no allowance for this task within it, so this type of procurement exercise will have a significant impact upon delivery timescales.

Although not a significantly detrimental issue, virtually any design organisation that is successful through a procurement exercise will be new to the project. Although the design of the project itself is not particularly difficult for a competent design service, the relationships associated to delivery are complex and prior knowledge and understanding of these issues would be a significant benefit.

- 2.8.9 Utilising the existing NCC Professional Services Contract (with WSP) offers many benefits over the D&B or standalone detailed design procurement exercise routes and for that reason is the officer recommendation.

The most important reason why the officer group is recommending the use of WSP is due to the existence of the NCC/WSP Term Contract that commenced in April 2014. The existing Contract is due to expire in March 2026, so there will be sufficient time remaining within the arrangement to support the detailed design requirement (as per the current delivery programme). The existing Contract arrangement also allows NCC enough scope in terms of the proposed lump sum payment arrangement that is recommended.

WSP are already providing technical support to the delivery of the bypass proposal and have been involved with both NCC and the Developer since 2018. WSP are extremely well briefed on the requirements of the scheme across their organisation, not just the highway design team. This depth of knowledge around the project gives a level of comfort to the council that they will be fully understanding of our requirements.

WSP have already identified all the necessary disciplines required for the detailed design requirement, to support the enabling packages of work which

are currently being undertaken. Although not formally secured yet within the WSP organisation, initial discussions between NCC and WSP management teams has identified that should Cabinet approve the recommendation within this report, then WSP will be able to move quickly to support the design requirement.

The scope of works required for the detailed design of LSB will be similar to that utilised for a range of other schemes that WSP have been involved in supporting. Therefore, WSP will be familiar with the details contained within the scope documentation and also local standards that NCC may require within the scheme. This working knowledge of how NCC operates will support the working arrangement alongside the contractual understanding.

As mentioned above, WSP not only have significant experience of supporting the delivery of major projects within Norfolk, but are also involved nationally with many major projects. This involvement at a national level helps to keep WSP abreast of the latest innovation and opportunities that could be utilised within the development of LSB.

2.9 Timescales

2.9.1 The OBC set out the original timescales associated with delivery of the project. At the time of drafting the OBC, the Project Team were unaware of the potential impacts upon the planning process of nutrient neutrality (Natural England issued its guidance in March 2022) and the impact that it would have in programme terms. This one issue is likely to add nearly a calendar year to the delivery programme should the current proposals being worked up by the Developer (as the planning applicant) be acceptable.

2.9.2 Before nutrient neutrality advice was issued, there had already been re-consultations associated with the planning applications which the OBC programme had not identified. The updated planning applications (originally submitted in 2018) were submitted to SNC in August 2021. Following comments during the consultation period from stakeholders and consultees, additional updates were made allowing a resubmission in February 2022. Following on from the issue of the nutrient neutrality advice in March 2022, the current earliest programme date for resolution of the planning applications is considered to be December 2022.

Side Roads Order (SRO)

2.9.3 The LSB will impact on existing highway and private accesses that cross or enter the route the LSB will follow. The LSB will cross existing highway both vehicular (including the roads U76180 Parkers Lane, C355 Hall Lane and U76129 Edges Lane) and other highway including footpaths. This will require stopping up, improvement and the construction of new highway for purposes

connected with the alterations to the existing highway and the stopping up and replacement (where necessary) of private accesses. This requires the making of an SRO.

2.9.4 In summary, along the length of the LSB the SRO will authorise the following to enable the LSB to connect to the existing road network:

- a) The improvement of existing highway including (but not limited to) A140 Ipswich Road, U76180 Parkers Lane, A140 Norwich Road and U76026 Church Lane
- b) The stopping up of existing vehicular highway including (but not limited to) A140 Ipswich Road, U76180 Parkers Lane, C355 Hall Lane and U76026 Church Lane
- c) The creation of new junctions and new vehicular highway
- d) The stopping up and creation of footpaths and cycletracks
- e) The stopping up and replacement of private accesses.

2.9.5 In an attempt to shorten the delivery programme for the LSB wherever possible, Cabinet are asked to approve the making of the SROs ahead of planning being granted. Whilst not necessary, it is often a more standard approach to wait until planning has been approved, as this enables a decision by the Secretary of State to confirm the orders following a successful SRO consultation process. While it is possible to submit the SRO before planning consent is granted, the SRO will not be confirmed by DfT until the planning application has been determined.

2.9.6 However, any process that requires a consultation exercise for implementing a legal order runs the risk of challenge. Therefore, the project programme currently allows for the potential of a Public Inquiry (PI). Although there is a level of confidence around support for the scheme following the level of consultation already completed, it is considered prudent to allow for the potential of PI.

2.9.7 By accelerating the SRO process, should a PI be required (or a Public Hearing, which has shorter timescales), the decision to not wait until a grant of planning before commencing the SRO process will shorten the critical path associated to provision of the necessary statutory Orders. However, there are risks to this approach as set out in section 9 below.

2.9.8 Whilst these risks need to be taken into account, on balance it is considered prudent to progress with the SRO process at this time, ahead of planning being granted.

Construction Programme

2.9.9 There are still uncertainties in timescales associated with the delivery programme (eg grant of planning and securing of SROs). Taking this into account and allowing reasonable timescales for risks to the project delivery as well as completion of the detailed design and a successful procurement process, a start of works is projected to be Summer 2024. However, significant effort and programme review are underway in an attempt to achieve reduced lead-in times to enable an earlier start of construction (to Spring 2024).

2.9.10 In terms of construction timescales, the current estimated construction period is approximately 18 months. This timescale will be affected by weather conditions as the ground is particularly susceptible to rainfall, making it difficult to both manoeuvre and work upon when wet. Therefore, a start of works early in financial year 2024/25 is key to achieving as short a construction period as possible, due to capitalising on potentially the best ground and weather conditions available.

3. Impact of the Proposal

3.1 The August 2020 Cabinet report set out the key impacts of the project against a range of headings, most of which have not changed. The notable change to the impacts of the proposal since August 2020 are:

- Although not a direct impact onto the bypass proposal itself, the N E guidance on nutrient neutrality has had a significant timescale impact upon the delivery of the proposal.
- A recent update by the DfT of their Transport Analysis Guidance (TAG) data book is likely to have an impact upon the Benefit Cost Ratio (BCR) in comparison to those calculated within the OBC. The latest guidance has placed significantly greater levels of benefit against environmental impacts, and coupled with the likely increase in costs to deliver the proposal, will probably mean that the BCR will drop in the Full Business Case (FBC). However, all schemes working through the DfT Transport Business Case process will be subject to the TAG changes, and an informal check of our likely BCR based upon an increased budget estimate still shows the project as High value for money.

4. Evidence and Reasons for Decision

4.1 The August 2020 Cabinet report set out the evidence and reasons for the project as contained within the Outline Business Case. These have not changed since that time.

5. Alternative Options

- 5.1 The August 2020 Cabinet report outlined the requirement for the bypass and that without it there would be a resultant failure in delivering the scale of housing and employment growth as set out in the JCS, and tested and adopted as part of the LSAAP, as well as not delivering the highway improvement and relief to Long Stratton Town.

5.2 **Procurement strategy – Construction**

Should the approach identified above not be acceptable to Cabinet, there is an ability to progress a Design and Build option to procure both Contractor and professional services support. This approach will require significantly more programme time as the project will not benefit from separating the two activities as set out earlier in this report.

5.3 **Side Roads Order (SRO)**

If the decision is taken by Cabinet to not approve the commencement of the SRO process at this time, this is likely to mean that the opportunity to win back some of the additional time that nutrient neutrality has required will be lost. Waiting until the planning process has run its course before promoting the SRO could mean that the programme for delivery of the bypass extends beyond the current MRN funding period.

6. Financial Implications

6.1 Estimated Costs

- 6.1.1 The report to Cabinet in August 2020 included project cost details. This showed the projected costs from financial year 20/21 through to 2024/25. The proposed costs were taken directly from the Financial case from the OBC and the funding profile is shown in Table 4-3 (below).

Table 4-3 - Budgetary Impact Summary

Funding package	2021	2022	2023	2024	Total
Government/ DfT Funding	1,749,763	3,191,668	7,787,329	13,481,588	26,210,348
Local Contribution	749,898	1,367,858	3,337,427	5,777,824	11,233,006
Total	2,499,661	4,559,526	11,124,756	19,259,412	37,443,354

6.1.2 As part of the development of the project, the estimated costs contained within the OBC have been reviewed and updated to reflect the progression of the design as well as the impacts of world events over the past 2-3 years. The outcome of that exercise has identified an increase in the cost estimate to £46.232m.

6.1.3 The increase of £8.789m over the £37.443m, is in broad alignment with increases seen on other projects, as well as within the construction industry in general. An increase in costs has been seen across all budget heading elements of the project, apart from provision of utility diversions associated to the proposal. The table below outlines where the increases have been made in comparison to the OBC figures.

Element	OBC	Current	Change
Fees	5,254,828	6,253,935	+ 999,107
Utilities	1,794,000	1,030,501	- £763,499
Construction	21,330,617	23,142,893	+ 1,812,276
Risk	7,079,296	8,738,318	+ 1,659,022
Inflation	1,984,613	7,066,509	+ 5,081,896
Net total effect	37,443,354	46,232,156	+ 8,788,802

6.1.4 The increases in costs identified above can be mainly attributed to the following issues:-

- Significant increase in inflationary allowance – At the time of development of the OBC (during early 2020), DfT guidance on inflation from the TAG workbook suggested the use of 2.0-2.5% inflation. The construction industry inflation rate was steady at that time around 2.0%, so both of these indicators were utilised to set the inflation costs within the OBC estimate. Since that time, the effects of the COVID-19 pandemic, increased energy demands over the winter period and the war in Ukraine have all had significant detrimental impacts upon inflation; Utilising Building Cost Information Service (BCIS) information, should the project start in July 2024 then an inflationary increase of almost 28% is currently forecast.
- Maturing of the construction market following failures to large scale contracting companies - The collapse of Carillion, and other high-profile corporate failures, around 2018 signalled a change in how Construction companies priced their work book. Companies have become significantly more risk aware and 'buying' work to increase turnover at smaller profit margins has reduced. Since then, over time, this has

contributed to outturn prices on the delivery of construction projects increasing;

- Programme slippage – Delays associated with the planning process have had a detrimental effect on the delivery programme, pushing back the proposed start of works date. These delays also mean that the project cost is further impacted by inflation;
- Discrepancy in earthworks quantities – Re-working of the quantities supporting the rebasing of the cost estimate, and taking into account details in the updated planning application, identified a discrepancy in the earthwork totals required for the project. Having readjusted those quantities it has increased the construction cost element;

6.2 Funding

6.2.1 The approval of the OBC by DfT effectively fixes the amount of funding they will allocate to the project. As set out in the approved OBC, programme entry confirmation, and in the Table 4.3 above, this is £26.210m. DfT are highly unlikely to make any changes to their funding allocation and any changes to the necessary project budget will therefore need to be resolved as an addition to the local contribution element.

6.2.2 The local contribution is currently made up of two separate elements, a Developer contribution (underwritten by South Norfolk Council) of £4.5m, and a Greater Norwich Growth Board (GNGB) contribution of £6.73m funded through the Community Infrastructure Levy (CIL).

6.2.3 The County Council had incurred costs of developing the scheme prior to the approval of the OBC and confirmation of programme entry, pre 2021, these totalled £1.208m, DfT funded £0.570m of those development costs.

Budgetary Position

To date, funding for the scheme has been agreed based upon the scheme costs identified within the OBC. As LSB has committed funding from the Major Road Network Fund, 70% of the estimated cost (at identified within the OBC) has been made available by the DfT (subject to approval of the Full Business Case) equating to £26.21m. The remaining £11.23m is split between Community Infrastructure Levy (CIL) funding via the Greater Norwich Growth Board (GNGB) and Developer contributions underwritten by South Norfolk Council as set out above.

The current budget reflects the agreed GNGB funding contribution as £6.733m. The Greater Norwich City Deal agreement allocated £10m of CIL supported

borrowing to the LSBP. Any variation to the agreed £6.733m would need to be approved by GNGB board.

The LSB remains a priority scheme and we will continue to explore all sources of infrastructure funding to close the funding gap, and this will be set out in the Full Business Case prior to any award of construction contract.

7. Resource Implications

7.1 Staff:

7.1.1 The project has a dedicated delivery team. This has been developed utilising specialist input provided by the in-house Infrastructure Delivery team, supported by WSP (the highways service term consultants), specialist legal advisors (including nplaw), and contract administration and cost specialists.

7.2 Property:

7.2.1 None directly, but the identification of the preferred route ascertained the required land assembly required for landowners affected by the LSB scheme, by virtue of owning land either on or adjacent to the route corridor. The landowners involved have been working alongside the Developer for many years in bringing forward the applications that will deliver growth within Long Stratton, so are aware of the implications on their land for infrastructure delivery.

Apart from the two major landowners associated to the project, there are no other landowners whose land is required for delivery of the proposal. The land is shown indicatively, but not limited to, on applications [2018/0111 Land East of the A140](#) and [2018/0112 | Land West of the A140](#) on SNC's planning portal.

Extensive dialogue with colleagues within NPS (NCC's retained land agents) have confirmed that there are no residential or commercial properties blighted by the proposal.

7.3 IT:

7.3.1 None

8. Other Implications

8.1 Legal Implications:

- 8.1.1 None directly, the project has been and will continue to be supported by the Council's procurement team as well as nplaw and such external legal advisers (including Counsel) as necessary.
- 8.1.2 An SRO, made by Norfolk County Council, under Sections 14 and 125 of the Highways Act 1980, will be required to make all the necessary changes to existing highways and private means of access (PMA), as well as incorporating any new highway and PMA provision required to accommodate the LSB itself. The SRO will also include any changes to Public Rights of Way required as a consequence of delivering the project. In certain cases temporary highways may be created where it is not possible to establish the permanent highway replacement route before the current one is stopped up.
- 8.1.3 An order under section 14 of the Highways Act 1980 authorises a highway authority to stop up, improve, raise, lower or otherwise alter a highway that crosses or enters the route of a classified road. It also provides for the construction of new highways for purposes concerned with any such alterations or related purposes. Section 125 of the Highways Act 1980 provides that an SRO may authorise the highway authority to stop up private means of access to premises and to provide new means of access to premises. In all instances where stopping up of either highway or private means of access is proposed, the DfT must be satisfied that either no access to premises is reasonably required or that other reasonably convenient means of access to the premises are available to the premises or will be provided. DfT must also be satisfied that provision will be made for the preservation of any rights of statutory undertakers in respect of their apparatus.
- 8.1.4 Due to the delay to the planning approvals process, it is proposed that the SRO will be promoted in parallel with the planning application in an attempt to shorten the project programme duration. It is anticipated that the SRO will be made by the Council and submitted to the DfT in the autumn of 2022 for confirmation by the Secretary of State for Transport. If objections to the SRO are received, it is likely that the DfT, via the Planning Inspectorate, will recommend the holding of a public local inquiry (or public local hearing) into the Order before the Secretary of State decides whether to refuse the Order or to confirm either with or without modifications.
- 8.1.5 A review of the land titles for the land required for the delivery of the LSB has identified the existence of some rights and covenants.
- 8.1.6 Ordinarily, powers that the Council has through compulsory land acquisition via the Highways Act 1980 would overcome this issue. However, for the LSB project the use of CPO would only be utilised as a last resort on the basis that the acquisition of land is being negotiated and the developers have confirmed that all land necessary for the delivery of the LSB will be made available. To resolve the issue of rights and covenants, advice from Counsel has identified

the use of Section 203 of the Housing and Planning Act 2016 to override rights and covenants on land which is being appropriated for planning purposes.

8.1.7 Under section 203(1) of the Housing and Planning Act 2016 a local authority can override rights and interests affecting land and breaching a restriction as to use of land arising by virtue of contract in order to “*carry out building or maintenance work*” where such rights would impede the development. Such work is defined in s.205(1) as meaning “*the erection, construction, carrying out or maintenance of any building or work*”. The construction of a new highway is considered to fall within that wide definition. The effect of section 203 is to enable the development to proceed and authorises the interference with those rights without the possibility of legal injunction.

8.1.8 There are statutory criteria that are required to be in place for the use of Section 203 as below:-

- Planning permission has been granted for the LSB;
- The land must be acquired or appropriated by a local authority for planning purposes
- A local authority could (if not already the owner) acquire the site compulsorily for the purposes of carrying out the works (including construction and maintenance works) or for the use of the land permitted by the planning consent
- The work or use in question relates to the purposes for which the land was appropriated or acquired.

8.1.9 Use of Section 203 would be subject to the payment of compensation via Section 204 of the Housing and Planning Act 2016, should any party be able to demonstrate loss as a consequence of the implementation of the proposal. Section 204(2) confirms that compensation should be calculated on the same basis as compensation payable under section 7 and 10 of the Compulsory Purchase Act 1965. The amount of compensation payable is the diminution in the value of the affected interest. Any dispute about compensation payable may be referred or determined by the Upper Tribunal.

8.1.10 The decision to engage section 203 of the Housing and Planning Act 2016 should only be made where it is necessary, there is a compelling case in the public interest and the Council should be sure that the purposes for which the powers are being exercised justify interfering with the human rights of those whose interests will be affected.

8.2 Human Rights Implications:

8.2.1 The delivery of the scheme will by its nature have some implications for the human rights of those affected by it, for example via the SRO process and the use of S.203 Housing and Planning Act 2016. Where human rights will be

impacted these impacts will only be justifiable if they are legitimate, proportionate and outweighed by the public benefits the scheme will provide. Further details on any proposed infringements of human rights, in connection with the scheme, will need to be considered in this context, and a balancing judgment made; the implications of this exercise would be provided in future relevant reports that are provided in respect of the processes involved in bringing forward the LSB project, in particular the SRO.

8.2.2 Aarhus Convention implications

8.2.3 Extensive public consultations were carried out through development of the original proposed bypass scheme which culminated in a Cabinet report in April 2003 approving a route to the east of Long Stratton. The decision to deliver the LSB project has been long established within the JCS and the AAP. Both the JCS and AAP have been subject to wide scale consultation and examination before being adopted. The route identified within both the JCS and AAP is based upon the public consultation exercise and subsequent Cabinet approval (04/2003) carried out on the previous LSB proposal.

8.2.4 LSB, along with the residential development that is associated to it, are both being progressed through the planning system regulated through the Town and Country Planning Act 1990. The application has been subject to three rounds of public consultation as part of the planning process, with a further round of consultation planned later this year when nutrient neutrality mitigation has been agreed. The Aarhus Convention is implemented in the UK through domestic legislation, where this provides for public participation in planning and environmental decision-making. In this context, the Council's approach to public consultation has already provided opportunities for communities, stakeholders and statutory consultees to be involved in and consulted on the LSB proposal.

8.2.5 Although NCC has not carried out any formal consultations associated with the current LSB scheme, because the requirement for the scheme has already been tested in public and any proposed planning application documentation will be available to view, we do not believe that there will be any Aarhus Convention implications.

8.3 Equality Impact Assessment (EqIA):

8.3.1 It is recognised that there could be equalities implications arising from the construction and operation of the LSB scheme. These implications have been discussed at length with our colleagues within the Equality, Diversity and Inclusion team so that the project team are able to address appropriate actions within the EqIA that has been developed for each stage of the project so far.

8.3.2 This interaction will continue through the delivery of the scheme. It is anticipated that when the proposed scheme progresses through key delivery

milestones (Detailed Design, Stage 2 Safety Audit, and during the production of a Construction Management Plan), the EqIA will be revisited to ensure that the proposals and assessment are still complementary.

8.3.3 The Public Sector Equality Duty will continue to be considered at all stages in the process.

8.4 Data Protection Impact Assessments (DPIA):

8.4.1 An essential part of the Council's accountability obligations under the General Data Protection Regulation (GDPR) is to assess and demonstrate compliance with its data protection obligations.

8.4.2 In developing the LSB proposal, NCC is following industry standard good practice for the development of a scheme of this significance; from initial feasibility studies, through to the development of the OBC and planning application with the developer and on through detailed design. This standard practice has involved identifying the need for an intervention, assessing potential options to address that need, identifying the optimal intervention of a bypass for Long Stratton Town, which is now part of a planning application lead by the developer. This work will include consultations and communications with stakeholders, consultees and the wider environment.

8.4.3 Our use of data is governed by the various acts relating to local government and therefore the majority of data use is based on legal basis and complies with all relevant NCC policies and procedures.

8.5 Health and Safety implications:

8.4.1 Implementation of the LSB will encourage a reassignment of traffic away from existing route which suffers from areas of sub-standard alignment, congestion and unreliable journey times onto the new high standard highway. It is expected that this would produce an overall reduction in accidents in the study area and deliver a beneficial outcome.

8.4.2 The removal of the significant proportion of through traffic from the town also has the potential to realise further health benefits, through local improvements in air quality reduction in noise and greenhouse gases, as well as making active travel through cycling and walking more attractive due to reductions in vehicular movements and removal of severance, particularly in the conservation area.

8.4.3 As proposals develop the health and safety implications will be a key factor in design to ensure risks are eliminated, or reduced as far as practicable, for the construction and operation / maintenance of the scheme. Safety Audits will also be completed before and after construction of the project.

8.6 Sustainability implications:

- 8.6.1 In November 2019, Norfolk County Council adopted a Corporate Environmental Policy which contains broad environmental themes, reflective of the Government's 25-year Environmental Plan. The LSB project team are working closely with the environment team to ensure the project contributes to the policy's aims and that its delivery is taken account of as part of the council's wider work.
- 8.6.2 The recently adopted Local Transport Plan 4 considers recent carbon reduction targets set by Norfolk County Council, which seeks to reduce carbon, contributing to our environmental policy targets for net zero on our own estate, and carbon neutrality across all sectors, by 2030. This is set against a backdrop of the government's own 'net zero' target by 2050 which is now a statutory obligation within the Climate Change Act 2008. LTP4 sets carbon reduction at its heart and the LSB project team are developing proposals in line with those requirements.
- 8.6.3 In developing, submission and approval of the OBC the calculation of emissions for transport schemes, as given in the DfT's Greenhouse Gas Workbook has been used to assess changes to vehicle carbon emissions as a result of the LSB. The projections show that delivery of the LSB would result in a reduction of almost 110,000 tCO₂e (equivalent tonnes of carbon dioxide) over the 60 year appraisal period, supporting local and national carbon reduction targets
- 8.6.4 Carbon emissions resulting from the construction, operation and decommissioning of the road will be further developed once a Contractor has been appointed. Contractors will adhere to the principles set out in Carbon Management in Infrastructure guidance (PAS 2080), the leading specification for quantifying carbon infrastructure in the UK, when designing and constructing the project, minimising emissions where practicable. Significant levels of planting, included as part of the project's environmental mitigation and enhancement aims, will also help to offset carbon emissions. Overall, when considering both construction and operation, it is anticipated the LSB will be beneficial in achieving reductions in carbon emissions, again supporting national and regional policy.
- 8.6.5 Current national planning policy and the Council's own Environmental Policy encourages new or proposed development to demonstrate BNG, and, with its successful passage through parliament, the Environment Bill makes this mandatory. BNG involves leaving habitats in a measurably better state than before development took place. The national policy produced by Defra for biodiversity net gain seeks a 10% uplift in biodiversity after development and is based on the area of habitats directly and indirectly affected by a scheme. As the Environment Bill has received Royal Assent, BNG is now mandatory. This

is likely to be implemented through compulsory planning conditions requiring the discharge of a BNG delivering at least a 10%.

8.6.6 Through progression of the LSB proposal alongside Developer proposals from both the east and west side applications, it is intended that the BNG percentage will be significantly in excess of the mandatory 10% level. This will be delivered by avoiding impacts upon identified habitats wherever possible, as well as provision of new habitats through extensive planting and provision of wetland areas to support a wide range of ecology and wildlife.

8.7 Any Other Implications:

8.7.1 None

9. Risk Implications / Assessment

9.1.1 LSB has a Risk Register (RR) in place to monitor and mitigate risks that could impact upon delivery of the project. The RR is a live document that is kept up to date by members of the project team and 'High' risks are individually reported to Project Board on a monthly basis, as well as an overview of change contained within the RR.

9.1.2 The most recent high risks reported to Project Board are shown below. They have been grouped together for ease and where there is a direct correlation between the risks under headings from the RR.

9.1.3 Funding/Third Parties – There are six high risks associated with Funding/Third Parties as shown below:-

- Developer funding contributions may be withheld - no agreement with developer;
- The project may receive a legal challenge based on the planning and environmental processes followed or if environment factors are encountered during surveys;
- Failure to obtain land agreements;
- Timescales associated to achieving grant of planning are longer due to extensive S106 obligation discussions and agreement of planning conditions;
- Agreement of payment mechanism for Developer contribution for bypass delivery may delay agreement of S106 obligations;
- Nutrient Neutrality - A large number of Local Planning Authorities (LPAs) have been made aware by Natural England of new data and guidance relating to the adverse level of nutrients in protected water bodies, including the Broads and the Wensum. Under the Habitats Regs LPAs are unable to approve any applications which incorporate overnight accommodation if nutrient levels are further increased by the development.

Natural England's advice is that development can only proceed if it is "nutrient neutral" and the LPA can demonstrate appropriate mitigation.

9.1.3 Programme/Contract – There are four high risk associated with the Programme/Contract as shown below:-

- Delays or inability to achieve grant of planning (could be late submission, extended consultations, extended time period for S106 /condition agreement or unsatisfactory submission);
- Scheme cost estimate increases;
- Unforeseen changes to financial markets;
- Delays to planning, statutory or scheme delivery processes lead to slippage within delivery programme.

9.1.4 Tender/Contract - There are two high risks associated with Tender/Contract as shown below:-

- Adequacy of the base forecast for the works, i.e. tender pricing received exceed the budgetary allowances;
- Cost and availability of construction materials (steel, timber, OPC, aggregate) may impact upon project budget and timescales/programme.

9.1.5 All of the above risks (as well as all of the other risks contained within the RR) have agreed mitigation measures which are being progressed through the scheme development process.

9.2 **Land assembly**

Although we are still confident that the land assembly required for delivery of LSB will be delivered by a negotiated route, it is important for the success of the project to understand when to intervene to secure project delivery timescales. Should land negotiations not prove to be successful, it may be necessary to fall back to a CPO under the Highways Act 1980 to secure the necessary land. Should this be the case, the project team will be required to return to Cabinet to provide an update on the issues at that time and to seek approval to promote a CPO to ensure land assembly.

Should a CPO be required to deliver the land assembly this will have a detrimental impact upon the scheme delivery process due to the timescales associated to the process. There is also a risk of challenge associated with the making of the Order, as such orders can be challenged. It is worthy of note that the Council is expected to undertake a process of negotiation as part of the land assembly process in any case prior to pursuing a CPO. At this time, in terms of risk mitigation, there is no reason to believe that the land necessary for the LSB will not be provided by the landowner and details have been received from the Developer confirming this commitment.

9.3 **Planning**

To enable a successful delivery of the LSB proposal, a successful grant of planning consent is required. The two applications submitted by the Developer remain active and further work is currently under way to find a workable solution to the nutrient neutrality issue.

It is unlikely that SNC's DMC will be able to consider the revised applications much before the end of this year due to the amount of work still required and the necessary consultation period. However, the Developer, SNC and NCC continue to work together on agreeing elements of the Section 106 agreement and Conditions, so that when SNC's DMC does consider the applications, the necessary supporting documentation will be well developed to allow for the grant of planning to be issued as soon as possible.

At this time it is considered that there is a good likelihood of the planning process concluding as set out above. On this basis, an alternative approach of a standalone application for the LSB is not considered to be necessary, but if this position does change, a further report will be brought to Cabinet.

9.4 Side Roads Order (SRO)

The risks associated with submitting the SRO before grant of planning include:

- a) While a joint inquiry may be held into the planning and the SRO unless the planning permission is decided relatively soon after the submission of the SRO it may not be possible to join any inquiry to any planning permission appeal. As such there would be the possibility of having to deal with more than one inquiry for this project which may increase the cost. In addition, it is possible that an absence of planning permission could affect the ability to argue the case at submission and at public inquiry
- b) If there are any changes to the planning permission once it is granted and if amendments are consequently required to the SRO it is possible the Order would have to be re-made, the formal objection period run again and a further public inquiry held as necessary. Having to re-start the SRO process would depend on whether the required amendments to the Order would prejudice any member of the public or statutory undertaker who has made or could have made an objection. If it is reasonable to conclude that the amendments would materially affect the SRO to the extent that additional objections are possible or they invalidate points already discussed at public inquiry then further consultation is likely to be considered necessary.
- c) It is possible that making the SRO before the grant of planning permission would increase the number of challenges. Certain queries or objections may be raised that could have been satisfied by the planning permission and the conditions attached to it. Without the certainty of the planning

decision more queries might be raised than would have been had the planning decision been granted.

10. Select Committee Comments

10.1 N/A

11. Recommendations

Recommendations:

- 1. Take account of the details presented in this report and approve the continued delivery of the LSB project.**
- 2. Following the above, delegate to the Executive Director of Community and Environmental Services in consultation with the Cabinet Member for Highways, Infrastructure & Transport, the authority to approve the details of the award criteria associated to the procurement of the preferred Contractor.**
- 3. To approve the contracting strategy outlined in this report and agree that a FTS (Find a Tender Service) contract notice be published in due course, and noting that a further report will be presented to Cabinet prior to the award of the contract.**
- 4. To approve the strategy for delivery of the detailed design of the LSB project.**
- 5. To agree the proposed approach to social value.**
- 6. To authorise the making of a SRO under sections 14 and 125 of and in accordance with Schedule 1 of the Highways Act 1980 to enable the improvement and stopping up of existing highways, to construct new highways and to stop up and provide replacement private means of access where necessary for the construction of the LSB.**
- 7. To delegate authority to the Executive Director of Community and Environmental Services to:**
 - a. Determine the form and contents of the Schedules to the SRO and the associated plans which identify the highway to be improved, stopped up and constructed and the private accesses to be stopped up and where necessary replaced with a new access**
 - b. Determine the form and contents of the statement of reasons accompanying the SRO and to finalise the same.**
 - c. Take all necessary steps to secure the making, submission for confirmation to the DfT and implementation of the SRO including (but not limited to) the publication and service of all statutory notices on relevant parties, the investigation of and response to objections (including the negotiation and completion of any necessary agreement and undertakings in order to secure removal of the objections to the SRO), and the presentation of the Council's case at any public inquiry or via written representations**

- d. Take all appropriate actions for making amendments, modifications and deletions to the SRO and plans including updates and corrections to the draft as necessary to finalise and secure the confirmation of the SRO.
- 8. To authorise the Executive Director of Community and Environmental Services to take all appropriate actions necessary for the purpose of negotiating the terms and conditions for the acquisition by agreement of the land and new rights over land (permanent and temporary) or to agree temporary use of land which are needed to allow the construction, operation and ongoing maintenance of the LSB.
- 9. To authorise the Executive Director of Communities and Environmental Services to use the Council's powers under Section 203 of the Housing and Planning Act 2016 to override the existing rights and covenants on land that would be infringed by or impede the construction, operation or maintenance of the LSB.

12. Background Papers

12.1 [Long Stratton Bypass Cabinet Report Oct 2020](#)

Officer Contact

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Cabinet

Item No: 10

Report Title: Norfolk Fire and Rescue Service – HMICFRS Improvement Plan

Date of Meeting: 5 September 2022

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

Responsible Director: Tom McCabe (Executive Director, Community and Environmental Services)

Is this a Key Decision? No

If this is a Key Decision, date added to the Forward Plan of Key Decisions: n/a

Introduction from Cabinet Member

In the last few weeks, as we have dealt with the wildfires and other issues caused by the hot weather, much of Norfolk has seen first-hand the outstanding work that our Fire and Rescue service does. They respond to Norfolk communities during times of need, employing their skills and resources, usually in very difficult circumstances, to keep people safe. We can all be proud of this.

The latest inspection report gives us much to be proud of and recognises a number of improvements implemented since the previous report. Our work has been recognised as Good for:-

- Understanding fires and other risks
- Protecting the public through fire regulation
- Responding to fires and other emergencies
- Responding to major and multi-agency incidents

Our work on equality, diversity and inclusion has also been recognised as innovative practice and was award nominated. In addition, our work to attract underrepresented groups to the service through our recruitment activity won a

national award for Innovation in Recruitment, and our work with seldom heard groups was shortlisted for a national Community Involvement Award.

When HMICFRS visited our service last year, we were emerging from what were a set of different and difficult circumstances. Covid-19 and the restrictions put in place affected the work that we were safely able to do, particularly our work on prevention. Across the country, the pandemic brought new challenges that we had to face, including a changing picture of vulnerability and the need to ensure we support each other. For Fire and Rescue, this included a significant amount of work to support the East of England Ambulance Service. All of this required us to reprioritise our resources and our focus, a challenge our staff have risen to.

In addition to redeploying resources to support wider emergency efforts, we considered it inappropriate to unduly increase the risk to staff and the public inherent in ~~face to face~~[face-to-face](#) home visits. This meant taking a different approach to our usual visits and checks.

The overall position for Norfolk's Fire and Rescue Service is "Requires Improvement". Whilst the findings from our latest inspection were disappointing, in light of circumstances, they were not a complete surprise and we recognise that we, as well as the rest of the sector nationally, have some work to do to ensure that we can provide the efficient and effective services that our communities expect of us.

We are grateful to the HMICFRS for highlighting to us, and our communities, the areas where we need to focus our effort for improvement. In the almost 11 months since the Inspectors visited our service, we have made significant progress. We have already:-

- Committed an additional £1.7m annual revenue funding for the service
- Put in place an agreed capital programme that will deliver over £20m of investment in equipment and facilities over the next three years
- Put new training towers in place across the county
- Updated our fleet by ordering new fire appliances (fire engines) that will be delivered later this year
- Recruited more staff, particularly in our Prevention function, and recruited our new cohort of firefighters

And the work continues. Our new Director of Fire and Rescue will take the lead in continuing our improvement journey to make Norfolk safe, working with me and Cabinet colleagues to make long-lasting changes. We look forward to hosting the inspectors again later this year and showing them just how much progress we have already made, as well as our plans to do more.

Executive Summary

This report updates on the outcomes of the most recent inspection of the Norfolk Fire and Rescue Service by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services and sets out the plans being put in place to respond to these findings.

Recommendations:

1. **Note the progress already made, and the further actions being progressed, to address the Cause of Concern recommendations through the Community Safety Development Plan (Appendix A).**
2. **To agree that the delivery of the Community Safety Development Plan is a priority for the service.**
3. **To review and endorse the work carried out to implement and develop actions to address the identified Areas for Improvement (Appendix B).**
4. **Agree to receive a further update on progress against these plans at a Cabinet meeting in early 2023.**
5. **Agree to amend the terms of reference of the Strategic Development Oversight Group, Chaired by the Cabinet Member, to task them to oversee the work to develop and deliver the Community Safety Development Plan (Appendix A) and the Improvement Plan (Appendix B).**

1. Background and Purpose

1.1 Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) undertook an inspection of Norfolk Fire and Rescue Service in October 2021.

1.2 In carrying out the inspection, HMICFRS looked to answer three principal questions:-

- How **effective** is the fire and rescue service at keeping people safe and secure from fire and other risks?
- How **efficient** is the fire and rescue service at keeping people safe and secure from fire and other risks?
- How well does the fire and rescue service look after its **people**?

A graded judgement is provided for each of these principal questions. The categories of graded judgement ~~are:-~~are: -

- Outstanding
- Good
- Requires improvement
- Inadequate

This report updates on the outcomes of the most recent inspection of the Norfolk Fire and Rescue Service and sets out the plans being put in place to respond to these findings.

2. Norfolk inspection outcomes

- 2.1 The outcome of our 2019 inspection was a graded judgement of 'Requires Improvement' for each of the three principal questions. Within this were four detailed areas of service which were rated 'Good'.
- 2.2 In 2020, the HMICFRS paused their inspection programme and were instead commissioned by the Home Secretary to inspect how fire and rescue services were responding to the Covid 19 pandemic. These inspections were not graded and the Norfolk inspection highlighted how we were able to adapt quickly to new ways of working to enable us to respond to emergencies and take on a greater role in the community by supporting other blue light services and partner agencies. The report also recognised that some activities were affected by restrictions related to Covid lockdown etc, and that alternative risk based approaches had to be put in place.
- 2.2 The outcome of our 2021 inspection was a graded judgement of 'Requires Improvement' for each of the three principal questions. Within this, four areas were rated as 'Good', one as 'Inadequate' and the six as 'Requires Improvement'. These are set out in detail in the [published inspection report](#).

3. Detailed findings and improvement activities

- 3.1 The HMICFRS categorise their specific inspection findings as follows:-
 - Innovative practice
 - Cause of concern (these also include recommendations)
 - Areas for improvement
- 3.2 **Innovative practice**
 - 3.2.1 The inspection report highlights the service's work on equality, diversity and inclusion as innovative practice. This been an area of focus since our last inspection and it is great that the hard work in this area has been recognised by the HMICFRS as best practice.
 - 3.2.2 In particular, the inspection notes that the service has a "comprehensive and measurable equality, diversity and inclusion action plan that links to its strategy that is open to public scrutiny.". It also assessed that the service "actively promotes equality and diversity in its strategies. It has a good ED&I action plan and clear objectives...".
 - 3.2.3 We are in the process of refreshing and updating our action plan to ensure that our good work in this area continues. We will also consider how we can best share this innovative practice with other Fire and Rescue Services,

including through the regional group we took the lead in establishing to enable sharing of best practice.

3.3 Cause of concern

- 3.3.1 The HMICFRS defines a cause of concern as a 'serious, critical or systemic shortcoming in a FRS's practice, policy or performance'. In this latest inspection, one cause of concern has been identified for Norfolk, along with three recommendations to address this:

Cause for concern:

The service hasn't made prevention activity a high enough priority and it isn't adequately identifying those most at risk from fire.

Recommendations:

By 28 February 2022, the service should put in place plans that are designed to:

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

- 3.3.2 Alongside this, the service was also assessed as 'Inadequate' at preventing fires and other risks. Work to address these concerns is already underway as a priority.

- 3.3.2 We have already developed an action plan to address these issues, called the Community Safety Development Plan (CSDP), which Cabinet approved in May. As part of the budget setting process for this year, Members had also already put additional funding for the prevention function to enable further resource to be put in place.

- 3.3.3 The CSDP is focussed on delivering the recommendations set out by the HMICFRS, but also includes a number of other actions relating to Community Safety that further support improvement in this area. A progress update against this action plan is set out in Appendix A. [Demonstrable progress](#) has been made and a number of actions have been completed, including:-

- A new Policy has been put in place to ensure that joint agency reviews take place after significant fatal fires; Cabinet approved this new Policy in July 2022, and it is now in place within the service
- Additional resource has been recruited and put in place within our Prevention function

- 3.3.4 We have shared the CSDP and updates on our progress with the HMICFRS. The Inspectorate will be revisiting the service to check on progress made.

The timescale for this has not been confirmed, but we expect this re-inspection will take place later this year.

- 3.3.5 The HMICFRS will remove their Cause of Concern status once they are satisfied that progress has been made. Based on the approach we have seen the HMICFRS take with other Fire and Rescue Services, we expect that the Inspectorate will look not just for evidence that we have taken action to address the recommendations they have made, but also that this progress can be sustained. Therefore, it is likely that the HMICFRS will wish to carry out a further re-inspection of these areas beyond the February 2023 timescale set out in their recommendations to enable them to get this reassurance.

3.4 Areas for improvement

- 3.4.1. The inspection identified a number of areas for improvement. This includes some areas identified in our 2019 inspection that HMICFRS have assessed as not yet completed. It also includes two areas that were previously rated as good, which are now requires improvement , these are around future affordability and getting the right people with the right skills.
- 3.4.2 As set out above, the focus of our improvement work at this stage is to address the areas set out in the Cause of Concern as it is these areas that the HMICFRS have determined are most critical. Therefore, priority is being given to addressing these areas.
- 3.4.3 Work is of course also needed to address the other areas for improvement that have been identified. An initial improvement plan has been developed – included at Appendix B. Further work is needed to shape and develop this plan, which will take place over the coming months. Reflecting that the HMICFRS assessed that some of the improvement areas from our 2019 inspection are not yet complete, it is important that we take some time to fully understand the findings, the work needed to deliver actions to fully address them and to align resource to these.
- 3.4.4. The development of a new Community Risk Management Plan (2023-2026) for the service is also underway (Cabinet received an update on this work in May). This plan is crucial to our ability to match resources to the assessed risk, and therefore should address a number of the findings in this area. Cabinet will review the draft plan later this year, with a view to adoption of the final version by Full Cabinet in March 2023.
- 3.4.5 Some areas will require new approaches and thinking to address. We want to balance the need to make improvements swiftly alongside the need to put long term solutions in place, taking forward robust rather than just quick actions. For example, developing a robust set of actions to address the findings relating to behaviour and culture will require staff engagement in any potential solution. We will also want to fully explore with key partners how we can better work together, in particular with Norfolk Police through our successful Collaboration Agreement.

4.0 Oversight of improvement activities

- 4.1. In March 2020, Cabinet established a NFRS Strategic Development Oversight Group. The purpose of the group was to support and oversee the strategic development related activities to deliver the forward vision set out in the current Integrated Risk Management Plan (IRMP).
- 4.2 The Group is Chaired by the Cabinet Member for Communities and Partnerships and is made up of representatives of the Conservative, Labour and Liberal Democrat Groups, alongside representatives of staff bodies (Fire Brigades Union, Fire and Rescue Services Association and UNISON). The Group has been supported by the Chief Fire Officer and other relevant officers.
- 4.3 In May 2022, Cabinet agreed to amend the Terms of Reference to enable it to oversee work to develop the new Community Risk Management Plan. This group is well placed to support delivery of both the Community Safety Development Plan and the Improvement Plan.

5. Proposal

- 5.1 It is proposed that work to deliver the Community Safety Development Plan (latest version at Appendix A) continues to be the priority in terms of service improvement activity.
- 5.2 Activity to address the actions identified in the Improvement Plan (set out in Appendix B) should progress and work to further develop the plan should continue, with a further report on this work to Cabinet in early 2023.
- 5.3 The Strategic Development Oversight Group, under the Chairmanship of the Cabinet Member for Communities and Partnerships, should oversee the work to further develop and deliver these plans.

6 Impact of the Proposal

- 6.1 The Improvement Plan and Community Safety Development Plan aim to address the findings of the HMICFRS inspection and deliver improved services and outcomes for communities.

7. Evidence and Reasons for Decision

- 7.1 The HMICFRS have clearly set out in their inspection report the areas where they have assessed that the service is performing well and the areas where improvement is needed. There is a statutory duty on the service to

demonstrate efficiency and effectiveness and therefore it is important to ensure that we address the areas identified by the HMICFRS in their report.

8. Alternative Options

- 8.1 Cabinet may wish to amend or make additions to the Plans set out in Appendices A and B.

9. Financial Implications

- 9.1 There are no immediate financial implications arising from this report. There may be a need for additional resource and/or investment to support the delivery of specific improvement activity, where not already provided for in the medium-term financial strategy. At the same time, as acknowledged in the report, the service needs to make better use of the wider resource available to it within the County Council.

10. Resource Implications

- 10.1 **Staff:** The additional funding already put in place by Members has enabled additional resource to be put in place in the prevention function, as well as some other areas. Additional staff resource for the prevention function has been recruited and the new team is in place. The new Director of Fire and Rescue will work with their team to ensure appropriate resource to deliver the improvement plans is put in place, including through the work to develop the new Community Risk Management Plan.
- 10.2 **Property:** There are no property implications.
- 10.3 **IT:** There are no immediate IT implications. Work with the County Councils IMT Team continues to implement the ICT plan, including improvements to our emergency software and systems, re-procurement of systems and modernisation of equipment.

11. Other Implications

- 11.1 **Legal Implications:** Fire and rescue authorities must give due regard to reports and recommendations made by HMICFRS (section 7.5 of the Fire and Rescue National Framework for England 2018).
- 11.2 **Human Rights Implications:** None.
- 11.3 **Equality Impact Assessment (EqIA):** As identified in the inspection report, around 850 equality impact assessments of all NFRS policies has been carried out. In addition, a further assessment is being carried out as part of the development of the Community Risk Management Plan. At the core of all of

these is the aim to identify who is most at risk from fire or other emergencies, and ensure that resources are targeted effectively to mitigate this. Delivery of these Plans will support this work.

In addition, our work on equality, diversity and inclusion carried out in service has been held up as innovative practice by the HMICFRS.

11.4 Data Protection Impact Assessments (DPIA): N/A

11.5 Health and Safety implications: Addressing the areas for improvement identified by the HMICFRS will improve the service, and therefore enable us to be better able to address the risks facing Norfolk communities.

11.6 Sustainability implications: N/A

11.7 Any Other Implications: There are no other implications, other than those set out in this report, to bring to Members attention at this stage.

12. Risk Implications / Assessment

12.1 We have to address the findings of the HMICFRS so that we can assure ourselves, the Inspectorate, our stakeholders and communities that we are able to fulfil our crucial role in keeping Norfolk safe.

13. Select Committee Comments

13.1 N/A

14. Recommendations

- 1. Note the progress already made, and the further actions being progressed, to address the Cause of Concern recommendations through the Community Safety Development Plan (Appendix A).**
- 2. To agree that the delivery of the Community Safety Development Plan is a priority for the service.**
- 3. To review and endorse the work carried out to implement and develop actions to address the identified Areas for Improvement (Appendix B).**
- 4. Agree to receive a further update on progress against these plans at the Cabinet meeting in early 2023.**
- 5. Agree to amend the terms of reference of the Strategic Development Oversight Group, Chaired by the Cabinet Member, to task them to oversee the work to develop and deliver the Community Safety Development Plan (Appendix A) and the Improvement Plan (Appendix B).**

15. Background Papers

[HMICFRS inspection report – 2022](#)

[HMICFRS Covid 19 inspection findings – 2021](#)

[HMICFRS inspection report 2019](#)

Cabinet report – May 2019 – NFRS Community Risk Management Plan (CRMP 2023-2026) Development Plan

Cabinet report – July 2019 - Norfolk Fire and Rescue Service - Significant Incident Review Policy

Officer Contact

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

Norfolk Fire and Rescue Service

Cause of Concern Improvement Plan

During the recent HMICFRS inspection, the inspectorate identified several areas where improvements are needed, which have been set out to us in a 'Cause of Concern' letter. In addition, several activities to further develop our Community Safety service were already being considered and progressed. This Development Plan brings together all those key activities into a single plan to enable a joined-up approach to the related activities.

It is intended that this Plan is dynamic to enable new activities to be added, and planned activities to be reshaped, as work progresses, and we have a better understanding of the impact and learning from our actions.

A Key as below shows progress against each element of the improvement plan.

Action complete - Quality Assurance/Evaluation/Monitoring phase.

Action plan agreed/outlined and timescales on track for completion.

Action plan outlined and timescales delayed/ unclear.

**Action plan yet to be agreed.
Action plan delayed/issue identified.**

Priority Outcome A – Robust arrangements in place to ensure multi-agency review and learning from fatal fires and serious incidents.

HMI Recommendation: ensure that joint agency reviews take place after significant or fatal fire incidents; reviews should take place at an appropriate strategic level in the service and with other relevant organisations.

Ref	Key actions	Progress made	Timescales	Lead	Further Work Planned
A.1	Fatal fire review policy published and embedded within the Safeguarding Adults and Children's process.	July: Cabinet approved policy – Policy now live. June: Policy sent to Cabinet for approval. May: Significant Incident Review Policy redrafted and submitted to T. Edwards for approval. Equality Impact Assessment completed. Apr: Draft policy has been produced and agreed by Adult Services. Agreement received from Children's Services.	Complete	Head Prevention	The Significant Incident Review Policy will be reviewed following every fatality review.
A.2	Trend analysis of fire fatalities is informing future plans.	Jul: 3-year data capture has been reviewed following updated information. This is now complete subject to publishing. Identified trends will inform strategy. May: Portable heater risk awareness bulletin published. Partner agencies informed. Wider campaign leaflet being finalised. Apr: Preparing media messaging based on initial findings in relation to portable heaters Mar: A 3-year data capture has been collected regarding fatal fire incidents. Will need to check this against Fire Investigation reports.	Complete – subject to publishing	Head of Planning and Performance Prevention Lead	
A.3	Fire Investigation process and officer handbook captures National Fire Chiefs Council Person	June: Meeting arranged with Protection Lead and Fire Investigation Lead to agree additions to Fire Investigation Handbook.	01/10/22	Prevention Lead	Amend notebook. Organise Fire Investigation staff training to introduce the Person Centred Framework

	Centred Framework lines of enquiry.				
A.4	Quality Assurance process is undertaken for all fatal fire reviews	<p>Jul: The Significant Incident Review policy complements the wider Organisational Assurance Governance Policy Po/44. We conduct Significant Incident Review in coordination with Operational Assurance for internal reviews and will use this team to Quality Assurance external reviews.</p> <p>May: We have seconded an Area Manager to prevention.</p> <p>Apr: We have seconded a Community Safety Project & Development Officer.</p> <p>We are now sitting on the National Fire Chiefs Council National Evaluation Group, which will guide our strategy.</p>	Complete	Head of Prevention	Embed Quality Assurance process.
A.5	Evidence of significant learning is informing reviews of policies and processes.	<p>Jul: Significant Incident Policy published, and this outlines the process for capturing learning and how this will be taken forward both internally and externally.</p> <p>May: Process captured in Significant Incident Policy</p> <p>Apr: Action tracker will incorporate actions required and progress/changes made - this will be part of the wider op's assurance tracker</p> <p>4 x Fatal Fire Reviews now completed</p>	Complete	Head of Planning and Performance	Annual Report will summarise learning.

Priority Outcome B – Clear methodology to identify those most at risk from fire in place, linked to our delivery plans.

HMI Recommendation: target the most vulnerable, who are at greatest risk from fire.

Ref	Key actions	Progress made	Timescales	Lead	Further work planned
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B.1	Effective identification and targeting of vulnerable persons and those most at risk within the community.	Apr: Wholetime Duty System staff now targeted high risk Lower Layer Super Output Areas. Mar: Tools developed and disseminated to District Managers for targeting. Baseline Community Risk Profile developed.	30/09/22	Head of Prevention	Publish framework document outlining process for targeting based on Community Risk Profile data and how we will cross-reference other referrals to prioritise activity.
B.2	Effective evaluation of Home Fire Safety Visits generation.	Jul: Collaborated with Norfolk County Council Public Health team to write an Evaluation Framework. Training planned for Community Safety Station Managers. Mar: We are part of the National Fire Chiefs Council Evaluation Group (recently joined)	30/09/22	Head of Prevention	Develop evaluation process in line with Evaluation Framework document.
B.3	Lower Layer Super Output Areas based Quick Strike process	Jun: Quick Strike process updated and published.	31/12/22	Head of Prevention	Power BI dashboard to be created
B.4	Home Fire Safety Visits against National Fire Chiefs Council person centred framework	Jul: The core elements of the Person Centred Framework are now within the Home Fire Safety Visits. May: Person Centred Framework information shared within Prevention team Apr: Wholetime Crews have received training on person-centred approach.	31/03/23	Head of Prevention	The process is built within our database.
B.5	Embed Fire Vulnerability principles into Norfolk Community Partnership and Norfolk Vulnerability Hub	Initial discussions underway.	31/09/22	Head of Prevention	Develop outline plan for fire vulnerability framework including high risk referral routes to Norfolk Fire & Rescue Service

B.6	<p>Recruit Essential Resources for development of Community Safety Prevention Provision. Recruit the following posts:</p> <p>1 x Group Manager Prevention Lead</p> <p>1 x Prevention Delivery Manager</p> <p>4 x Prevention coordinator</p> <p>Amend current roles to:</p> <p>1 x Home Fire Safety Manager</p> <p>4 x Home Fire Safety Advisor</p>	<p>July: Home Fire Safety Manager appointed and transferred all Community Safety Advisors over to Home Fire Safety Advisors. Recruiting a bank of casual hours staff. Advertising for Prevention Delivery Manager.</p> <p>June: Consultation complete and feedback published. New structure live as of 1st July.</p> <p>May: Consultation is live. Group Manager post substantiated 1 June.</p> <p>Job gradings received. Consultation paper and communications to staff written.</p> <p>Apr: Human Resources resource agreed to support restructure and consultation.</p> <p>Group Manager Prevention Lead role advertised</p> <p>Budget agreed for full business case structure</p> <p>Job Descriptions for all roles complete – now with HR/Grading</p> <p>Temp Area Manager realigned to support the improvement plan (strategy and governance as well as policy delivery)</p> <p>Feb: Agreed budget uplift. Financial resourcing secured.</p>	30/10/22	Head of Prevention	Recruit 4 x Prevention Coordinator Backfill any vacant positions
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Priority Outcome C – Assurance that our staff have received, understood and act on training and guidance, particularly around vulnerability and safeguarding.

HMI Recommendation: *Ensure that all staff have a good understanding of how to identify vulnerability and safeguard vulnerable people.*

Ref	Key actions	Progress made	Timescales	Lead	Further work planned
C.1	Reaffirmed Safeguarding procedure	Instruction issued 02/02/22	Complete.	Head of Prevention	

C.2	Gap analysis of Norfolk County Council / Norfolk Fire & Rescue Service Safeguarding against Safeguarding Fire Standards from Fire Standard Board	Completed using National Fire Chiefs Council gap analysis tool.	Complete	Head of Prevention	Meeting with National Fire Chiefs Council Safeguarding Lead to determine best practice following gap analysis
C.3	Cadre of competent Safeguarding trainers to deliver training across the Service.	Apr: Instructor training underway, with a cadre of trained staff currently delivering training. Training expected to be fully delivered by Oct 22 Mar: Schedule of delivery to all staff agreed. Norfolk County Council Development academy have provided Quality Assurance of learning outcomes.	Complete	Head of Prevention	Continue training as per plan.
C.4	Established Quality Assurance process for all Prevention activity including Safeguarding.	Jul: Collaborated with Norfolk County Council Public Health team to write an Evaluation Framework. Meeting with National Fire Chiefs Council Safeguarding Lead to determine best practice. Mar: Resource funding allocated to enable delivery	28/02/23	Head of Prevention	Develop Quality Assurance process in line with Evaluation Framework document.
Priority Outcome D – Targeted strategic governance arrangements put in place, to provide oversight, energy, and support to implement the Development Plan.					
Ref	Key actions	Progress made	Timescales	Lead	Further work planned

D.1	Community Safety Development Board established	Board meeting commenced on 08/03/22 and are held monthly.	Complete	Deputy Chief Fire Officer	
Priority Outcome E – Additional capacity secured to deliver community safety activities.					
Ref	Key actions	Progress made	Timescales	Lead	Further work planned
E.1	On-Call Support Officers are delivering Home Fire Safety Visits and wider community safety support initiatives.	Home Fire Safety Visits now delivered by On-Call Support Officers. On-Call Support Officers now managing our single point of contact process.	Complete	Head of Response	Recruit On-Call Support Officers team to full capacity – timescales have been pushed back to September due to aligning recruitment to Wholtime Duty System process
E.2	On-call staff are conducting Home Fire Safety Visits in homes of those most at risk of fires.	<p>July: Expanding remit to include all staff and wider NCC via casual hours. CSA job descriptions approved which enable ability to engage casual hours staff in NFRS and NCC to complete Home Fire Safety Visits.</p> <p>May: North Walsham staff are trained and are now delivering Home Fire Safety Visits. Established system to measure spend against 1000 hours from response budget.</p> <p>Apr: Re-allocation of 1000 hours from on-call response budget.</p>	30/06/22	Head of Response	Recruitment and training of casual hours staff to deliver rural Home Fire Safety Visits.
E.3	Domiciliary care providers are conducting Home Fire Safety Visits increasing partner delivery of targeted Home Fire Safety Visits in	June: Training package being developed. First training sessions being arranged with Domiciliary Care Providers for July.	31/12/22	Head of Prevention	Commence training. Head of integrated quality service commission, to

	homes of vulnerable older people receiving care packages.	<p>Apr: £10,000 uplift to Community Safety budget – allocated. This will pay for casual hours to free up Home Fire Safety Advisors and Home Fire Safety Manager to roll out training and Quality Assurance.</p> <p>Initial care provider engagement session complete.</p> <p>Outline principles agreed with Adult Social Care.</p> <p>Care provider meetings conducted in March and April. Further planned in May. Following this we will identify uptake from domiciliary care providers, and we will then be able to plan training. This will inform timescales.</p>			develop and agree Memorandum of Understanding with domiciliary care providers and commit to training plans
E.4	Local volunteers are aligned to Community Fire Station/resilience hub project.	Initial discussions with Voluntary Norfolk undertaken.	31/12/22	Head of Prevention Emergency Planning Lead	Provide training and support to new volunteers
Priority Outcome F – Refreshed prevention plan that clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire					
Ref	Key actions	Progress made	Timescales	Lead	Further work planned
F.1	Refreshed Prevention plan to incorporate elements of Community Fire Protection development plan and revised resource allocation	Authorised and published	Complete	Head of Prevention	

Priority Outcome G – Evaluation measures in place that enable a good understanding of how successful, or not, our prevention activities are.					
Ref	Key actions	Progress made	Timescales	Lead	Further work planned
G.1	Established Performance (Activity) Indicator	Performance Outcomes in District Plans (based on Time-spent quality model). This has been agreed at Service Delivery Forum. Districts are now working towards these.	Complete	Head of Prevention	Monthly reviews
G.2	Established expected outcomes and analysis of impacts on risk measured through Community Risk Profile or other methodology (KPi)	Local outcomes managers to see Home Fire Safety Visits in high-risk Lower Layer Super Output Areas. 3 hours per watch, per week for targeting. Mapping tool developed by Head of Planning to allow district managers to analyse impact of new performance activity methodology.	31/03/23	Head of Prevention	Automated reporting to allow district managers to review activity. Scope and procure software to enable risk analysis (CadCorp). This links into the business analyst work for a data management system
G.3	Established assurance and evaluation framework around all Prevention activity.	Jul: Collaborated with Norfolk County Council Public Health team to write an Evaluation Framework. We are working with Assurance and Planning to embed framework across all areas of Norfolk Fire & Rescue Service.	31/02/23	Head of Prevention	Develop prevention assurance in line with evaluation framework

Norfolk Fire and Rescue Service

“Areas for Improvement Plan”

During the recent HMICFRS inspection, the inspectorate identified several areas where improvements are needed.

This “Areas for Improvement Plan” brings together all those key activities into one document to enable a joined-up overarching approach to the related activities. It is intended that this plan is dynamic to enable new activities to be added, and planned activities to be reshaped, as work progresses once we have a better understanding of the impact and learning from our actions.

To fully understand the plan Official “Areas For Improvement” are in **BOLD**.

If the action is in normal text it is addressing contextualised recommendations from within the report text.

Key for Reference Columns

- If it is in the Key Actions column in **BOLD** then it is a 2021/22 AFI - Area for Improvement.
- If it was included in 2019 as an AFI then it is denoted - (Also 2019 AFI).
- If it is neither an AFI it is a contextualised recommendations included within the report text.

A Key as below shows progress against each element of the improvement plan.

Action complete - Quality Assurance/Evaluation/Monitoring phase.

Action plan agreed/outlined and timescales on track for completion.

Action plan outlined and timescales delayed/ unclear.

**Action plan yet to be agreed.
Action plan delayed/issue identified.**

Note: Integrated Risk Management Plan (IRMP) is now referred to as Community Risk Management Plan (CRMP). You will see references to both within document. Community Risk Management Plan supersedes the IRMP going forward.

Priority Outcome H – Robust arrangements to ensure risk information is gathered and shared as appropriate across Norfolk Fire & Rescue Service and neighbouring services.

Ref	Key actions	Progress made	Timescales		Further Work Planned
H1	<p>Area For Improvement</p> <p>The service should ensure the risk information it gathers, and records are made readily available to all staff and that they are familiar with how to access it.</p> <p>Risk and information systems/ processes should be sufficiently integrated through a systems approach to ensure information is shared and available for use within a timely manner.</p>	<p>Premise specific risk information (shared through documents known as 'Risk Files') is collated and shared to responding fire crews via Mobile Data Terminals on every front-line fire engine.</p> <p>Response crews receive regular routine training on reviewing, updating and accessing risk files.</p>	June 2023		<p>Introduction of an effective process of identifying, collating, sharing and reviewing additional risk information to support prevention, protection and response activities.</p>
H2	<p>Firefighters must be able to share and access over the border riskfile information.</p>	<p>Group Manager Assurance has met Head of Response and Head of Planning to address.</p>	March 2023	Head of Response / Head of	<p>Clear engagement across regional services to share information via resilience direct.</p>

		<p>Work being undertaken to reaffirm sharing of “riskfiles” within 10km of neighbouring services border.</p> <p>A Draft Memorandum of Understanding on the process of sharing “riskfile” information 10km within each border has been written and being shared for neighbouring services comment/agreement.</p>		Planning and Performance	Information sharing agreements to be written and implementation and work to update all “riskfile” premises within resilience direct to be undertaken.
H3	Operational staff require further upskilling/training and understanding in “hazard” spotting.	Group Manager Assurance has met Head of Response and Head of Planning to address.	June 2023	Head of Response / Head of Planning and Performance	<p>The service will define what risks/information it should record and share via service Policy, procedures, and IT related systems.</p> <p>Clear Updated policy and procedure to be written and training rolled out.</p> <p>Allocate a clear work package with a dedicated resource to deliver.</p>
H4	Outline what steps the service might take in response to any anticipated change to risk levels. For example, it isn't clear how the service plans to target those most at risk from fire, or how it	Comment H4 – Links to J1 – this has been shared with the Community Risk Management Plan team and Head of Planning and Performance.	Developed in line alongside Community Risk Management Plan timelines.	Head of Planning and Performance	The Community Risk Management Plan needs to clearly articulate how risks will be managed - flow through all framework documents and are clearly understood by staff and public.

	will reduce the volume of, effects of, and harm from, emergency incidents.				
Priority Outcome i – Protection - The service will work with local businesses and large organisations to deliver a robust engagement strategy to lower risk in communities.					
Ref	Key actions	Progress made	Timescales	Lead	Further work planned
I.1	Area For Improvement – (Also 2019 AFI) The service should ensure that staff work with local businesses and large organisations to share information and expectations on compliance with fire safety regulations.	Job Description and Person Specification written with intention to Recruit a Business Engagement Officer.	March 2023	Head of Protection	Develop and deliver the Service Engagement strategy. Work with local business to tackle issues identified through Community Risk Management Plan engagement process. (And protection framework). Respond to ongoing reviews of protection work and quality assurance elements highlighted within review.

I.2	Area For Improvement – (Also 2019 AFI) The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme.	<p>The service has invested heavily since the last inspection and has changed its community fire protection provision.</p> <p>It has recruited and is training additional protection staff and firefighters in line with National Fire Chief Council's Framework for Fire Safety Regulators.</p>	Ongoing	Head of Protection	<p>Develop and train all staff to full establishment levels to enable service provision linked to the risk-based inspection programme and all activities required as part of the framework document and Community Risk Management Plan.</p> <p>This to include 24/7 provision to ensure a competent trained protection staff member is available to discharge statutory duties accordingly.</p>
I.3	The service should review arrangements to respond to building consultations to ensure a timely response.	Protection Lead has been briefed.	December 2022.	Head of Protection	<p>Check the statutory 15-day standard measurement and ensure there is an up to date KPi to monitor.</p> <p>Review Building Regulations policy/process in place for this to happen.</p>
I.4	There is limited quality assurance of fire safety audits	<p>Staff are assessed as part of pathway to competence and assurance processes are built into this.</p> <p>The Protection Lead has an action to reaffirm/review the Quality Assurance Policy.</p>	April 2023	Head of Protection	<p>Head of Protection to review Quality Assurance policy.</p> <p>Work is being undertaken with Public Health to embed evaluation methodologies within prevention.</p>

Priority Outcome J – Responding to fires and other emergencies. The service could do more to align resources to identified risks.

Ref	Key actions	Progress made	Timescales	Lead	Further Work Planned
J.1	The service's response plan needs to be clearly linked to the risks identified in its Community Risk Management Plan.	<p>Head of Operations has met with Service Liaison Lead to discuss.</p> <p>Work has been allocated to a District Manger to progress further.</p>	In line with Community Risk Management Plan planning process.	Head of Response	<p>Review Response Framework document to include links to more detailed plans/procedures for,</p> <ol style="list-style-type: none"> 1. crewing models, 2. degradation of fire appliances, 3. protracted incidents, 4. over-the-border working, 5. Management of the effects of a major or national incident. <p>It needs to be clear how the service will be able to direct resources to all the areas of high risk identified within the Community Risk Management Plan.</p>
J.2	<p>Area for Improvement (Also 2019 AFI)</p> <p>The service should ensure it has an effective</p>	Reaffirm new organisational review policy across service. This policy has only recently been introduced.	December 2022	Head of Response/ Head of Planning and Performance	Train extra structured debriefers to enable policy adherence through the service and across departments.

	system for staff to use learning and debriefs to improve operational response and incident command.				Recruit and train increased resources within planning and assurance to support data requests.
J.3	The service should make sure fire control staff are involved in command, training, exercise, debrief and assurance activity.	Extra post has been created in control to ensure crossover of this work through/in/out of control.	By March 2023. Ongoing	Head of Response	Involve Control room lead to ensure an integrated programme of involvement through the frameworks and functional/station planning process.
J.4	Area For Improvement (Also part of one 2019 AFI J4/J5) The service should make sure its mobile data terminals are reliable so that firefighters can readily access up-to-date risk information.	This has been discussed with Head of Response to Action.	Ongoing	Head of Response	Demonstrate reliability statistics. Reinforce reporting of Mobile Data Terminal issues through safety event reporting systems and/or other methodology.
J.5	Area For Improvement (Also part of one 2019 AFI J4/5) The service should ensure its firefighters have good access to relevant and up to-date	Group Manager Assurance has met Head of Response and Head of Planning to address. Work being undertaken to reaffirm sharing of “riskfiles” within 10km of neighbouring services border. A Draft Memorandum of Understanding on the process of sharing “riskfile” information 10km	March 2023	Head of Response / Head of Planning and Performance	Clear engagement across regional services to share information via resilience direct. Information sharing agreements to be written and implementation and work to update all “riskfile”

	risk information. This should include cross border information.	within each border has been written and being shared for neighbouring services comment/agreement.			premises within resilience direct to be undertaken.
J.6	More could be done to improve response standards.	<p>Head of response to monitor and implement new national measurement when it is agreed by National Fire Chiefs Council.</p> <p>In 2019 it was recognised that it was unreasonable to include incidents that were physically impossible to reach on time. In 2020 Norfolk County Council agreed that the proposed change would be implemented from April 2021.</p> <p>Since then, we have consistently met our targets. In the two years before this change, while we did not meet the 10-minute target, we did consistently meet the 13-minute target. “</p> <p>The services Integrated Risk Management Plan included acknowledgment of need to change and is waiting for a national agreement.</p>	Ongoing	Head of Response	Head of response to monitor and implement new national measurement when it is agreed by National Fire Chiefs Council.
J.7	Low staffing levels in the control room were negatively affecting call handling and appliance turnout times.	Recruitment and staffing of control has improved since the inspection.	Ongoing	Head of Response	Head of response to monitor staffing and arrangements within control to ensure robust and timely call handling.
J.8	The service’s call-handling software also has problems, which sometimes results in the	Service works as part of a regional consortium. The consortium provides assurance and secondary means of mobilising resources as part of a “buddy”	Ongoing	Head of Response	Monitor as required.

	system dropping emergency calls.				
Priority Outcome K -The service should ensure that resources are appropriately allocated to support the activity set out in its integrated risk management plan/ Community Risk Management Plan					
Ref	Key actions	Progress made	Timescales	Lead	Further Work Planned
K.1	<p>Area For Improvement. (Also 2019 AFI)</p> <p>The service should make sure that resources are appropriately allocated to support the activity set out in its Integrated Risk Management Plan.</p>	Head of Planning and Performance to consider with the Community Risk Management Plan team.	To align with Community Risk Management Plan rollout – March 2023	<p>Head of Response</p> <p>Head of Planning and Performance</p>	<p>Opportunity within this Community Risk Management Plan to have clear methodology of risk and resource allocation</p> <p>Plans, policies, and procedures that need to be reviewed are,</p> <ul style="list-style-type: none"> - Information on crewing models, - degradation of fire appliances, - protracted incidents, - over-the-border working, - and the management of the effects of a major or national incident.

K.2	Financial forecasting and planning are done on a short-term basis.	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider if there are any mechanism for longer term financial planning (they may already exist) that conform to governance requirements and council constitution?		Director of Fire , Strategic Finance Business Partner	Strategic Finance Business Partner, Director of Fire need to consider if there are any mechanism for longer term financial planning (they may already exist) that conform to governance requirements and council constitution?
K.3	The service doesn't plan far enough in advance for its fleet requirements.	<p>A fleet replacement plan has been agreed which will see 30 fire engines replaced over the next 7 years.</p> <p>This is in addition to 22 fire engines that are currently being built for delivery over the next 18 months</p> <p>Capital investment by Norfolk taxpayers in the new fleet and equipment is significant totalling over £26 million, with recent approval by the Council for funding for the next tranche of fire engines, an aerial appliance, water carriers and technical rescue units.</p>	Ongoing	Head of Capabilities	<p>Deliver as below.</p> <p>This year will see the emergency response cars for Norfolk Fire and Rescue Service, contributing to Norfolk County Council Environmental Policy objective of net zero carbon emissions by 2030</p>
K.4	The service doesn't have workforce plans linked or aligned to the Integrated Risk Management Plan, medium-term financial plans or risk analysis.	Considered by all Action owners to ensure the new Community Risk Management Plan is linked to associated frameworks/plans/policies.	March 2023	Head of Planning and Performance	Links to the action of "develop workforce plan" service framework documents and service plans.

					Ensure all documents that flow from Community Risk Management Plan are linked and aligned to plans as they flow through the organisation.
K.5	The service's delivery plan lacks detail. The service has listed its strategic aims under the headings Prevent and Protect, Response, People, Logistics, and Planning, but it is unclear how it will achieve them.	Action for Head of Planning/Performance to rewrite service delivery plan for next planning cycle.	March 2023	Head of Planning and Performance	Review Service delivery plan - the Service Leadership Team to analyse if it "lacks detail" that isn't signposting to elsewhere within framework documents. Join Delivery plan and framework threads together.
K.6	The service has listed its strategic aims under the headings 'Prevent and Protect'; 'Response'; 'People'; 'Logistics'; and 'Planning', but it is unclear how it will achieve them.	Considered by all Action owners to ensure the framework documents are linked to associated frameworks/plans/policies for next planning cycle.	March 2023	Head of Planning and Performance	Clearly outline how the service will achieve aims/deliver against the framework document through either delivery plans or other mechanism.

Priority Outcome L – Resources, Efficiency, Budgets. The service must make sure scenario plans for future spending reductions are subject to rigorous analysis and challenge, including the impact on services to the public.					
Ref	Key actions	Progress made	Timescales	Lead	Further Work Planned
L1	Area For Improvement. (Also 2019 AFI) The service should ensure that it makes best use of the resources available to it, including from elsewhere within Norfolk County Council, to increase resilience and capacity.	<p>We will always pursue funding options when available and are also keen to learn and exploit any opportunities that we are made aware of.</p> <p>Within action plan for owners to consider.</p>	Ongoing	Director of Fire , Strategic Finance Business Partner	Evaluate the success and extent of the shared service models and analyse any further opportunities to share resources.
L2	Area For Improvement The service must make sure scenario plans for future spending reductions are subject to rigorous analysis and challenge, including the impact on services to the public.	<p>Within Action Plan for owners to consider</p>	Ongoing	Director of Fire , Strategic Finance Business Partner	<p>Norfolk Fire & Rescue Service to research if there is a proof-of-concept model in financial terms used across Norfolk County Council or other services.</p> <p>Monitor all SLA against agreed KPI to ensure continuing best value.</p>

L3	Future Affordability: The service should assure itself it has effective budget management planning in place, with appropriate levels of financial management capability and capacity.	<p>The Fire & Rescue Service works within the County Council finance framework for all departments, whilst the Service Leadership Team will when we budget setting consider the longer-term finance horizon to be able to inform Norfolk County Council of any longer-term finance issues, we meet the County Councils time plans.</p> <p>Within Action Plan for owners to consider</p>	Ongoing	Director of Fire , Strategic Finance Business Partner	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider what further actions required within Action Plan.
L4	<p>Area For Improvement</p> <p>The service should assure itself it has effective budget management planning in place, with appropriate levels of financial management capability and capacity.</p> <p>The service should make sure it has sufficiently robust plans in place which address the medium-term financial challenges beyond 2024 and secure an affordable way of managing the risk of fire and other risks.</p>	<p>The Fire & Rescue Service as a County Council department is not required or encouraged to maintain high reserve balances as the County will underwrite any unforeseen requirements.</p> <p>The County Council promotes and finances sustainable working business cases and is inbuilt to the ways of working for the County Council. The Fire & Rescue Service access to the capital programme over the years demonstrates this commitment.</p> <p>The Fire & Rescue Service meets all best value policy and process and is subject to internal and external audit reviews on this. The Fire & Rescue Service has many controls in place and is “gatekeeper” by the County Council to oversee, regulate and control these areas.</p>	Ongoing	Director of Fire, Strategic Finance Business Partner	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider what further actions required within Action Plan.
L5	The service could do more to align the scenario planning to the Medium-	Within Action Plan for owners to consider	Ongoing	Director of Fire , Strategic Finance	Strategic Finance Business Partner, Director of Fire and the Service Leadership

	<p>Term Financial Plan and Integrated Risk Management Plan in order to:</p> <ul style="list-style-type: none"> • identify changes in demand and risk; 			Business Partner	<p>Team need to consider what further actions required within Action Plan.</p> <p>Ongoing review of performance/outcomes need to feed back into this element of work.</p>
L6	<p>The service could do more to align the scenario planning to the Medium-Term Financial Plan and Integrated Risk Management Plan in order to:</p> <ul style="list-style-type: none"> • understand costs; 	Within Action Plan for owners to consider	Ongoing	Director of Fire , Strategic Finance Business Partner	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider what further actions required within Action Plan.
L7	<p>The service could do more to align the scenario planning to the Medium-Term Financial Plan and Integrated Risk Management Plan in order to:</p> <ul style="list-style-type: none"> • benchmark against other fire and rescue services; and 	Within Action Plan for owners to consider	Ongoing	Director of Fire , Strategic Finance Business Partner	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider what further actions required within Action Plan.
L8	<p>The service could do more to align the scenario planning to the Medium-Term Financial Plan and Integrated Risk</p>	Within Action Plan for owners to consider	Ongoing	Director of Fire , Strategic Finance	Strategic Finance Business Partner, Director of Fire and the Service Leadership Team need to consider what

	<p>Management Plan in order to:</p> <ul style="list-style-type: none"> • identify areas where the service has performed well or was comparatively expensive. 			Business Partner	further actions required within Action Plan.
L9	<p>There is scope for the service to consider more sophisticated budget allocation models that would help it to do this.</p>	<p>The Fire & Rescue Service works within the County Council finance framework for all departments, whilst the Service Leadership Team will when we budget setting consider the longer-term finance horizon to be able to inform Norfolk County Council of any longer-term finance issues, we meet the County Councils time plans.</p> <p>Within Action Plan for owners to consider</p>	Ongoing	Director of Fire , Strategic Finance Business Partner	<p>Create and publish clear scenario plans for reducing future spending,</p> <ul style="list-style-type: none"> - in three to five years, - to anticipate where it might need to make significant changes in the way it spends, operates, - or saves.
L10	<p>Norfolk Fire & Rescue Service must lessen the main financial risks linked to staff turnover, in particular at senior manager level.</p>	<p>Within Action Plan for owners to consider</p> <p>The Fire & Rescue Service works within the County Council finance framework for all departments, whilst the Service Leadership Team will when we budget setting consider the longer-term finance horizon to be able to inform Norfolk County Council of any longer-term finance issues, we meet the County Councils time plans.</p>	Ongoing	Director of Fire, Strategic Finance Business Partner	<p>The Fire & Rescue Service works within the County Council finance framework for all departments, whilst the Service Leadership Team will when we budget setting consider the longer-term finance horizon to be able to inform Norfolk County Council of any longer-term finance issues, we meet the County Councils time plans.</p>

					This is linked to workforce planning action.
L11.	The service's arrangements for managing performance are weak and don't clearly link resource use to the Integrated Risk Management Plan and the service's strategic priorities.	Within Action Plan for owners to consider	In line with Community Risk Management Plan planning process.	Deputy Chief Fire Officer Head of Planning and Performance	Review performance management arrangements at service and department level. Dovetail arrangements with new Community Risk Management Plan process and service framework and delivery plan documents
L12	We found a lack of effective prevention and protection performance management.	Within Action Plan for owners to consider	Ongoing	Deputy Chief Fire Officer Head of Prevention Head of Protection	Review Performance management arrangements at service and department level.
L13	Staff are unaware of performance targets, and there is little corporate oversight.	Within Action Plan for owners to consider	Ongoing	Deputy Chief Fire Officer Head of Planning and Performance.	Review Performance management arrangements at service and department level.
L14	On-call staff don't undertake prevention and protection activity, and	On call staff now carry out prevention activity.	Ongoing	Head of Protection	Further consider the extent of the offer Norfolk Fire & Rescue Service in terms of workforce carrying out

	wholetime staff do minimal prevention activity in comparison to others, and don't do protection audits.	Wholetime staff are being upskilled in basic areas of protection. Within Action Plan for owners to consider		Head of Prevention	expanded roles or increased delivery/capacity.
L15	The service could do more to make sure the workforce's time is as productive as possible, to carry out prevention, protection and response functions effectively and efficiently.	The service has carried out a concept of operations review analysing areas where the service could consider more effective and efficient use of resources. The Community Risk Management Plan process will further enable this work to be considered. Within Action Plan for owners to consider	Ongoing	Director of Fire	The Community Risk Management Plan process will further enable this work to be considered.
L16	The service would benefit from monitoring and evaluating its non-pay costs. We found limited monitoring and evaluation of the effect of these savings, (shared services) and there is a lack of scrutiny of the fleet management to make sure that it is gaining efficiencies and getting value for money.	Within Action Plan for owners to consider	Ongoing	Service Leadership Team	Work with Strategic Finance Business Partner and departments to consider how the services various (shared services) arrangements and contractual arrangements of managing fleet and equipment are gaining efficiencies and value for money.
L17	The service could do more to consider changes in estate and fleet strategies	Within Action Plan for owners to consider	Ongoing	Service Leadership Team	Service Leadership Team to work with wider Norfolk County Council and

	for future service provision.				collaborative partners to further explore fleet and estate strategies aligned to considering the HMICFRS feedback.
L18	The service's income generation is limited.	<p>Within Action Plan for owners to consider.</p> <p>We will always pursue funding options when available and are also keen to learn and exploit any opportunities that we are made aware of.</p>	Ongoing	Director of Fire ,service Leadership Team and Strategic Finance Business Partner	<p>Service Leadership Team need to digest this and consider actions required.</p> <p>Compare and investigate income generation models throughout UK Fire & Rescue Services.</p>

Priority outcome M: People - The service should ensure its values and behaviours are understood and demonstrated at all levels of the organisation.

Ref	Key actions	Progress made	Timescales	Lead	Further Work Planned
M1	<p>Area For Improvement (Also AFI 2019)</p> <p>The service should ensure its values and behaviours are understood and demonstrated at all levels of the organisation.</p>	<p>Cultural Framework revised 2021 with an additional 'Our Journey' document and associated engagement sessions delivered remotely.</p> <p>Conducted workforce wellbeing questionnaires and interpreted responses to develop policy. Invited every team within Norfolk Fire & Rescue Service to complete a wellbeing questionnaire by Sep 2021.</p> <p>High level results shared with Senior Leadership Team and People Steering Group to enable service level view.</p>	Ongoing	Director of Fire	<p>The Service Leadership Team need to digest this and consider actions required.</p> <p>Consider results of staff survey both HMICFRS, Norfolk County Council and the Service Leadership Team feedback from visits.</p>

M2	National code of ethics is implemented effectively in the service.	Head of Planning has done a gap analysis. Code of ethics are entwined within the cultural framework. Developed the Cultural Framework (inc. Code of Ethics and expected behaviours) and refreshed the disciplinary procedures to reflect these.	Ongoing	Deputy Chief Fire Officer	Review and ensure that the national code of ethics can be clearly linked back to Cultural Framework and implemented.
M3	Area For Improvement The service should assure itself that senior managers are visible and demonstrate service values through their behaviours.	Programme of watch/team visits to ensure visits to teams annually.	Ongoing	Deputy Chief Fire Officer	Director of Fire and the Service Leadership Team need to consider what is required going forward as part of action plan.
M4	Our staff survey shows that 39 percent of staff (66 out of 171 respondents to the question) feel that senior leaders don't consistently model and maintain the service's values.	Within Action Plan for the Service Leadership Team consideration	Ongoing	Deputy Chief Fire Officer	Director of Fire and the Service Leadership Team need to consider what is required going forward as part of action plan.

M5	<p>We were told senior leaders don't always engage with staff on decisions that affect them, and they don't act as positive role models.</p> <p>Staff feel there is a lack of visible senior leadership, and that communication is one way.</p>	<p>Service Leadership Team members hold a variety of ongoing briefing mechanism through weekly briefings and communication.</p> <p>Service Leadership Team members visit each team/department every year to engage and hold conversations with teams and to ensure visible leadership.</p> <p>Within Action Plan for the Service Leadership Team consideration.</p>		Deputy Chief Fire Officer	Director of Fire and the Service Leadership Team need to consider what is required going forward as part of action plan.
M6	<p>Area For Improvement</p> <p>The service should monitor secondary contracts to make sure working hours are not exceeded.</p>	Within Action Plan for the Service Leadership Team consideration	March 2023	Deputy Chief Fire Officer	Engage with HR shared service to ensure mechanisms/policies are in place to effectively manage contracts and to monitor staff compliance.
M7	<p>Area For Improvement. (Also 2019 AFI)</p> <p>The service should ensure its workforce plan takes full account of the necessary skills</p>	There are mechanisms currently to assure this however they need to be co-ordinated into one overarching workforce plan.	March 2023	<p>Deputy Chief Fire Officer</p> <p>Deputy Chief Fire Officer</p>	Link to Community Risk Management Plan work to define the risks and clearly state the resources and skills required and quantity of resources.

	and capabilities to carry out the integrated risk management plan			and Training /Development.	<p>Effective workforce planning mechanism to align to future requirements.</p> <p>Develop workforce planning to ensure it dovetails in with a clear recruitment strategy of numbers, skills, roles and timescales against a variety of planning assumptions.</p> <p>This work must link to Community Risk Management Plan, Financial Planning.</p> <p>Build clear development programmes linked to National Operational guidance and Fire Standards Board requirements.</p> <p>Build a talent management scheme to ensure personnel can experience a wide range of activities/highlight potential.</p>
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M8	Area For Improvement The service should assure itself that all staff are appropriately trained for their role.	<p>Head of Training completes a training needs analysis annually across service departments linked to the community risk register, Community Risk Management Plan requirements and other legislative requirements.</p> <p>Specific actions are included in the further work planned column as HMICFRS specifically mentioned these themes.</p>	September 2023	Deputy Chief Fire Officer	<p>Review training and development programmes include how to specifically,</p> <ul style="list-style-type: none"> - spot workplace stress. - how to manage absence. - safeguarding. <p>These three topics are mentioned specifically within the report.</p>
M9	There are inconsistencies in the way staff undertake learning and development	There are formal development programmes and maintenance of competence programmes up to but not including middle managers.	September 2023	Deputy Chief Fire Officer Deputy Chief Fire Officer and Training/Development	<p>Review support staff learning and development offer.</p> <p>Consider implementing formal development programmes for all roles in the service. (Through from induction to acquisition, competent status and then maintenance of competence.)</p>
M10	Area For Improvement (Also AFI 2019) The service should assure itself that staff are confident using its feedback mechanisms.	Within Action Plan for consideration.	Ongoing	Deputy Chief Fire Officer	<p>The Service Leadership Team give clear direction on how they wish to progress this.</p> <p>Work with stakeholders and staff across the service to</p>

					analyse the current mechanism and further develop service culture and systems to ensure feedback mechanisms have the confidence of staff throughout the organisation.
M11	Area For Improvement (Also AFI 2019). The service should assure itself that it has effective grievance procedures	<p>We have changed the grievance procedure to include recording of informal complaints: Grievance Policy reviewed in conjunction with Norfolk County Council grievance policy.</p> <p>Although there is now the provision for recording informal grievance cases very few are shown to have been recorded.</p> <p>Within Action Plan for consideration.</p>	Ongoing	Deputy Chief Fire Officer	The Service Leadership Team give clear direction on how they wish to progress this. And who is accountable to deliver.
M12	Area For Improvement (Also AFI 2019) The service should ensure its selection, development and promotion of staff are open, transparent, and fair	<p>The service has been piloting a “new style promotion” process.</p> <p>Following feedback from all staff/stakeholders it will look to refine the process through the people steering group to ensure continual improvement of the process.</p> <p>Within Action Plan for consideration.</p>	Ongoing	Deputy Chief Fire Officer	<p>The Service Leadership Team give clear direction on how they wish to progress this.</p> <p>Ensure that this area of work links into other “People” related items within the improvement plan.</p>

M13	Area For Improvement (Also AFI 2019) The service should put in place an open and fair process to identify, develop, and support high-potential staff and aspiring leaders.	Within Action Plan for consideration.	Ongoing	Deputy Chief Fire Officer Deputy Chief Fire Officer and Training/Development	This links to all areas within the People strand of feedback. Work needs to be undertaken to ensure that all elements contained within are interlinked when working through procedures and policy. The Service Leadership Team give clear direction on how they wish to progress and resource this. Develop and implement a clear policy aligning to National Fire Chiefs Council guidance that dovetails in with work on Personal Development Discussions, development plans, promotion process and talent management.
M14	The service needs to do more to tackle bullying, harassment and discrimination	Within Action Plan for consideration. Cultural Framework revised 2021 with an additional 'Our Journey' document and associated engagement sessions delivered remotely.	Ongoing	Service Leadership Team, Deputy Chief Fire Officer.	The Service Leadership Team give clear direction on how they wish to progress this. And who is accountable

		<p>Conducted workforce wellbeing questionnaires and interpreted responses to develop policy. Invited every team within Norfolk Fire & Rescue Service to complete a wellbeing questionnaire by Sep 2021.</p> <p>High level results shared with Senior Leadership Team and People Steering Group to enable service level view.</p>			<p>to deliver any actions required.</p> <p>Links to M1.</p>
M15	<p>Area For Improvement</p> <p>The service should assure itself it has an effective mechanism in place for succession planning including senior leadership roles.</p>	<p>This action clearly links to M7 and M13.</p> <p>A Workforce plan and planning system alongside a talent management scheme has been discussed and will be considered further within this action plan to resource and complete.</p>	Ongoing	Deputy Chief Fire Officer	<p>The Service Leadership Team give clear direction on how they wish to progress this. And who is accountable to deliver.</p> <p>Linked to workforce development plan and Talent management scheme.</p>
M16	The management of individuals' performance is inconsistent	Within Action Plan for consideration.	Ongoing	Deputy Chief Fire Officer	<p>This action refers to Personal Development Discussions linked to personal and organisational goals.</p> <p>Undertake a review of the Personal Development Discussions system to examine its effectiveness and consistency.</p>

					Examine scope to refresh the offer and work with staff to ensure completion and quality of the Personal Development Discussions.
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Report to Cabinet

Item No. 11

Report Title: Finance Monitoring Report 2022-23 P4: July 2022

Date of Meeting: 5 September 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 4 (July) is a **£3.888m overspend (0.86% 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 **£148.208m**.

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 County Council the addition of **£95.952m** 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:
 - Disabled Facilities Grant funding received from the Department of Health £9.158m
 - £86.764m grant funding from the Department of Transport for various capital projects include £14.6m for the 3rd River crossing

2. To note the key member decision and to recommend to County Council the addition of £3.4m to the capital programme to fund the additional costs for the Great Yarmouth Operations and Maintenance Campus as outlined in paragraph 4.3 and that the County Council's contribution towards this is £0.5m.
3. Subject to County Council approval of recommendation 1 and 2 to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
4. To recognise the period 4 general fund revenue forecast of a £3.888m overspend (0.86% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services;
5. To recognise the period 4 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;
6. To note the forecast General Balances at 31 March 2023 of **£23.840m**, assuming the Council will mitigate the overspends reported in P4.
7. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

8. To approve the appointment of Tom Thornley as an Independent (Non-Executive) Director of Independence Matters CIC.

Under the Council's Financial Regulations and the Terms of Reference for the Independence Matters CIC Board, Norfolk County Council Cabinet is responsible for approving appointments to various Board roles including that of Independent Directors (Non-Executive Directors). The Council's Financial Regulations confirm at paragraph 5.10.6:

The appointment and removal of directors to companies, trusts and charities in which the County Council has an interest must be made by Cabinet, having regard to the advice of the Executive Director of Finance and Commercial Services. The directors will then have a statutory duty to the company, trust or charity and must therefore act in accordance with the Companies and / or Charities Act where applicable.

The Independence Matters CIC Board Terms of Reference provide for up to three Independent Directors to be appointed and require that one of these serves as the Chair of the Board. There is currently only one Independent (Non-Executive) Director on the Board, who also duly fulfils the role of Board Chair. In order to provide additional resilience and to enable succession planning in the longer term, a recruitment process has been undertaken to fill one of the vacant Independent Director positions. Following a rigorous selection process, it is recommended that Tom Thornley be appointed as an Independent Director on the Independence Matters CIC Board

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 P4 is a **£3.888m overspend**, linked to a forecast 97% savings delivery. Forecast outturn for service reserves and provisions is **£146.692m**, 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

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

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

Appendix 1: 2022-23 Revenue Finance Monitoring Report Month 4

Report by the Executive Director of Finance and Commercial Services

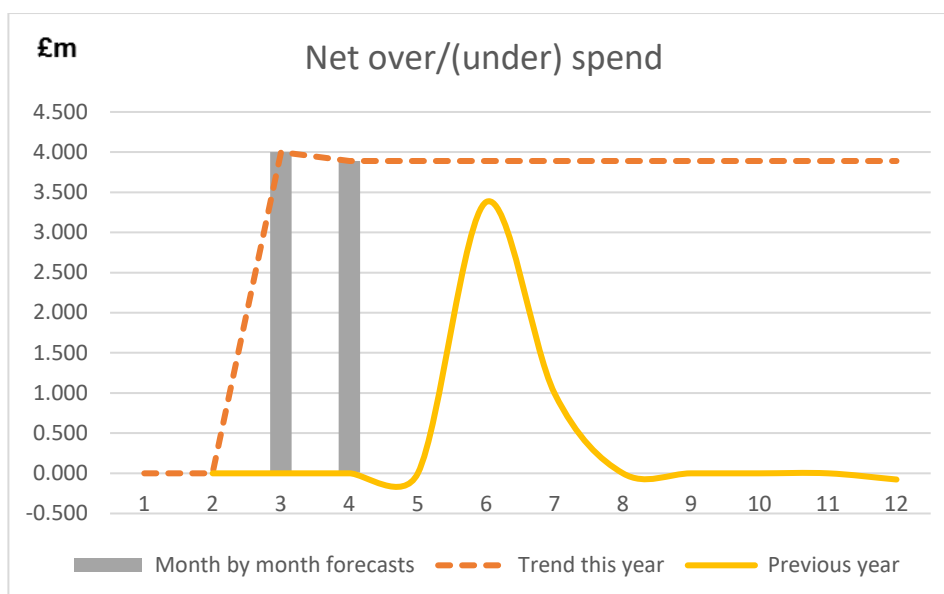
1 Introduction

- 1.1 This report gives details of:
- the P4 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 July 2022, a £3.888m 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	263.184	4.937	4.937	0	0	0%	G
Children's Services	189.065	5.000	0	-1.000	4.000	2.1%	A
Community and Environmental Services	166.135	0	0	0	0	0%	G
Strategy and Transformation	8.759	0	0	0	0	0%	G
Governance Department	1.960	0.100	0	-0.100	0	0%	G
Finance and Commercial Services	33.451	0.908	-0.056	-0.488	0.364	1%	A
Finance General	(198.431)	0.156	-0.632	0	-0.476	0.2%	G
Total	464.123	6.159	-0.571	-1.952	3.888	0.86%	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 4 (end of July 2022) is an overspend position of £4m, 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, £3m, and special educational needs and disabilities home to school transport, £2m. The demand-led nature of these services, the medium-term impact of Covid-19 and the rise in fuel prices, are on-going cost pressures are outside of the Council's control. These cost pressures coupled with the uncertainties around operational efficiencies and challenging market forces reflect the national picture for Children's Services.
- 2.6 Whilst this forecast remains the same as position reported as at the end of Period 3, review of data and trends suggest that the financial pressures within the department are increasing due to demand for placements for those with the most complex needs where there continues a lack of sufficiency in the market. These pressures also potentially challenge the delivery of the full savings programme committed for this financial year. Management action is being taken to fully understand the implications as well as to take action to mitigate the pressures. This includes working closely with system partners to find solutions.
- 2.7 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.

2.8 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.

2.9 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 particularly for fuel for transport providers. The impact of these inflationary pressures will be kept under close review as the year progresses.

2.10 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.

2.11 **Adult Social Services:** The forecast outturn as at Period 4 (end of July 2022) 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 therefore much uncertainty remains in the financial implications of the work to reduce these.

- 2.12 As over 70% of the ASC budget is spent with independent providers, it is only right to acknowledge the financial risk the current economic conditions may place on these care markets. Whilst the Council was able to invest £18m into the market as part of its 2022/23 fee uplift, the continued economic uncertainty may well have a destabilising impact on individual providers. The price pressure in the economy comes at a time when Central Government have equally stopped some of the provider grants distributed during the pandemic, such as the infection control grant, that has provided over £50m of funding to Norfolk providers in the last 2 years.
- 2.13 The department continues to work with its partners in the Integrated Care System (ICS) to manage system pressures around hospital discharge both from acute hospital and the wider Transforming Care Programme. The ICS itself continues to operate in a challenging financial environment. 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.
- 2.14 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.
- 2.15 Both internally to the department, and within the wider care sector, availability of staff continues to be a challenge. Whilst in the interim, internal vacancies will continue to produce staffing underspends, longer term the ability to manage the care budget is predicated on good quality social care, undertaken in a timely way to truly prevent, reduce and delay need.
- 2.16 Whilst recognising the uncertainties described above, the level of ASC departmental reserves to manage these risks in the short term remain strong. Longer term, the financial implications of the upcoming reform of Social Care will continue to be unpacked and built into the Medium Term Financial Strategy (MTFS).
- 2.17 **CES:** we are currently forecasting a balanced outturn position, however since setting the budget in February 2022, the significant rise in the level of inflation has created a significant budget risk in a number of areas, particularly Street lighting energy, transport costs and highways maintenance. The continued roll out of the LED replacement for streetlights will partially mitigate the impacts. We will continue to monitor this throughout the year and will report the impacts once they become clearer. The escalating cost of fuel is also creating pressures within Fire fleet, Mobile libraires, public transport and Highways maintenance.
- 2.18 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.

- 2.19 Over the last two years we have seen significant pressures on income budgets due to the pandemic. We have addressed a number of risk areas through the MTFS, however we will continue to monitor income budgets closely.
- 2.20 **Corporate services:** The Strategy and Transformation and Governance directorates are forecasting a balanced position.
- 2.21 Finance and Commercial Services is forecasting an overspend of £0.364m for this period, due to the rise in inflation, petrol and utilities, which have impacted contracts, especially within Property Services.
- 2.22 **Finance General:** Finance General forecast for P4 is an underspend of £0.476m. Savings of £0.391m in interest payable on borrowings were secured from last year's borrowing at the low long term PWLB rates and is offset by additional COVID cost pressures of £0.156m. Miscellaneous savings in other budgets makes up the additional £0.241m saving in P4.
- 2.23 The forecast assumes a 3% pay inflation uplift for 2022-23 in line with the budget setting assumptions. However, 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 higher than budgeted pay inflation for 2022-23. The unions are due to provide their responses by the end of October 2022. The Council's officers will monitor the negotiations to ensure that risks to the current forecast are highlighted and future cost pressures are reflected.
- 2.24 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
- 2.25 Further details are given in Appendix 1: Revenue Annex 1.

3 Approved budget, changes and variations

- 3.1 The 2022-23 budget was agreed by Council on 21 February 2022 and is summarised by service in the Council's Budget Book 2022-23 (page 17) as follows:

Table 2: 2022-23 original and revised net budget by service

Service	Approved net base budget	Revised budget P4
	£m	£m
Adult Social Care	263.184	263.184
Children's Services	189.065	189.065
Community and Environmental Services	166.162	166.135
Strategy and Transformation	8.759	8.759
Governance Department	1.960	1.960
Finance and Commercial Services	33.424	33.451
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 July 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	16.280
Children's Services (inc schools, excl LMS/DSG)	17.398	8.881	8.517	16.287
Community and Environmental Services	65.814	13.745	52.069	61.332
Strategy and Transformation	2.466	0.725	1.741	1.637
Governance	2.045	1.073	0.972	2.034
Finance & Commercial Services	3.793	1.234	2.559	2.281
Finance General	56.237	18.950	37.287	32.560
Schools LMS balances	17.888	3.217	14.671	15.797
Reserves and Provisions including LMS	211.550	66.563	144.987	148.208
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 £64.603m 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. It should be noted that this remains an early forecast, before the new academic year in September when there can be significant changes to placements.
- 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 been undertaking 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 £30.722m comprising:

- £10.0m insurance provision,
- £12.914m landfill provision (this provision is not cash backed),
- £5.016m provisions for bad debts,
- £2.681m business rates appeals provision, and
- £0.111m 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 £500m funding, extending the fund until March 2023. The objective of the fund is to provide support to vulnerable households in most need of help with significantly rising living costs. The indicative funding allocation for the first half of 2022-23 is £6.696m. Further guidance is expected soon on the additional funding to be received in the second half of 2022-23.
- 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.
- 6.4 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.
- ## **7 Budget savings 2021-22 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 £27.534m 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 4 forecast savings	9.565	12.088	3.496	0.439	0.200	-0.134	1.880	27.534
Savings shortfall (net)	0.900	0.000	0.000	0.000	0.000	0.000	0.000	0.900

Commentary on savings risk areas

7.4 The forecast savings for 2022-23 as at July 2022 is £27.534m against a budgeted savings target of £28.434m. A shortfall of £0.900m has been reported in Adult Social 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 At period 4 Adults are now 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 Whilst it is currently anticipated that all budgeted savings within Children's Services will be delivered in 2022-23, 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.
- 7.11 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.

2023-24 to 2025-26 savings

- 7.12 Budget setting in 2022-23 saw the approval of £9.159m savings for 2023-24, £8.200m for 2024-25. The deliverability of these savings, including any 2022-23 savings that are permanently undeliverable, 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		4.937	-4.937	
Net total	263.184		0	263.184
Children's Services				
Social Care		3.000		
Learning and Inclusion		2.000		
Use of Transport Equalisation Reserve			-0.750	
Use of Business Risk Reserve			-0.250	
Forecast over / (under) spends		5.000	-1.000	
Net total	189.065		4.000	193.065
Community and Environmental Services				
Forecast over / (under) spends		0	-0	
Net total	166.135		0	166.135
Strategy and Transformation				
Forecast over / (under) spend		0	0	
Net Total	8.759		0	8.759
Governance				
Coroners costs		0.100		
Net underspends				
Business Risk Reserve			-0.100	
Forecast over / (under) spend		0.100	-0.100	
Net Total	1.960		0	1.960
Finance and Commercial Services				
Cost pressures in Property and Finance		0.908		
Net underspends			-0.056	
Use of Reserves			-0.488	
Forecast over / (under) spend		0.908	-0.544	
Net Total	33.451		0.364	33.815

	Revised Budget	Overspend	Under spend	Forecast net spend
Finance General				
Interest on balances – <i>updated interest payable forecasts for external borrowing taken earlier in the prior year to secure lower fixed interest rates</i>			-0.391	
COVID-19 additional costs		0.156		
Miscellaneous other over and under spends			-0.241	
Forecast over / (under) spend		0.156	-0.632	
Net total	-198.431		-0.476	-198.907
TOTAL	464.123			468.011

Revenue Annex 2 – Dedicated Schools Grant Reserve

	Reserve as at 31 Mar 22	Revised Budget (A)	Budgeted Reserve as at 31 Mar 23	Forecast Spend (B)	(Over) / under spend A-B	Forecast Reserve as at 31 Mar 23
<i>Dedicated schools grant</i>						
High Needs Block		17.924		-19.640	1.716	
Increase in net deficit to be carried forward		-17.924				
Forecast (over) / under spend				-19.640	1.716	
Net deficit (DSG Reserve)	-53.976		-71.900			-73.616

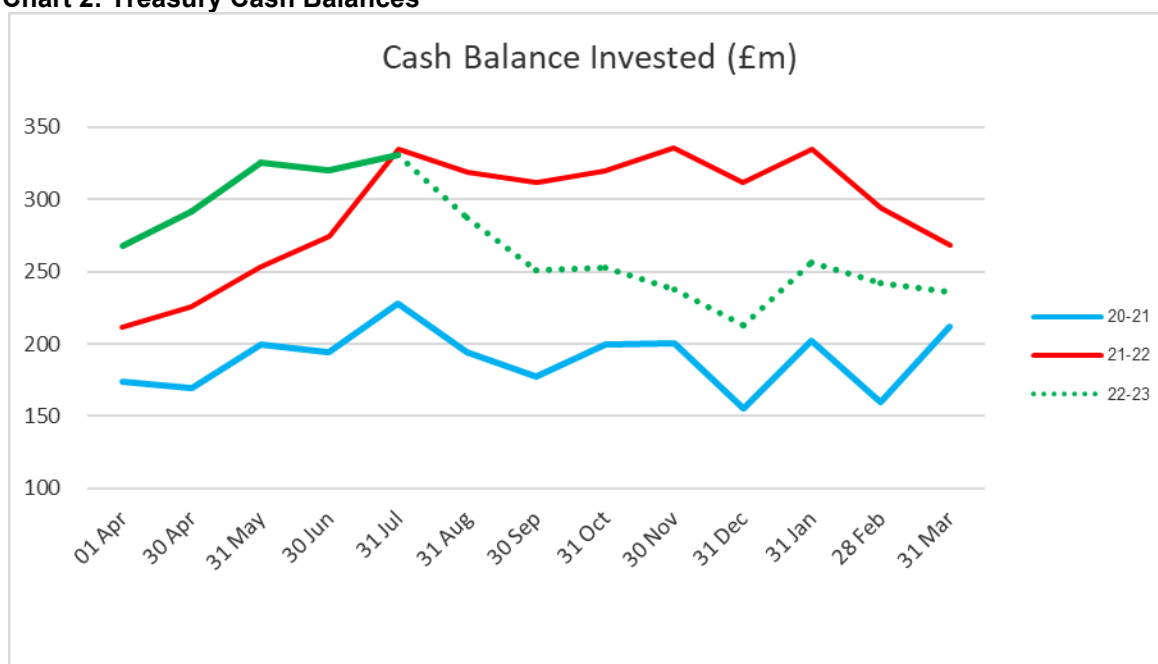
Norfolk County Council Finance Monitoring Report 2022-23

Appendix 2: 2022-23 Balance Sheet Finance Monitoring Report Month 4

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 £236m. 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 £330.8m as at the end of July 2022. The P4 forecast of Interest receivable from treasury investments held by the Council is £0.614m; which is £0.054m higher than budget.
- 1.4 PWLB and commercial borrowing for capital purposes was £853.046m at the end of July 2022. The associated annual interest payable on existing borrowing is £31.379m.
- 1.5 The forecast interest payable for 2022-23 for P4 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 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. 97.5% were paid on time in July 22 against a target of 98%. The percentage has remained above the target of 98% in the last 12 months.

Chart 3: Payment performance, rolling 12 months



Note: The figures include an allowance for disputes/exclusions.

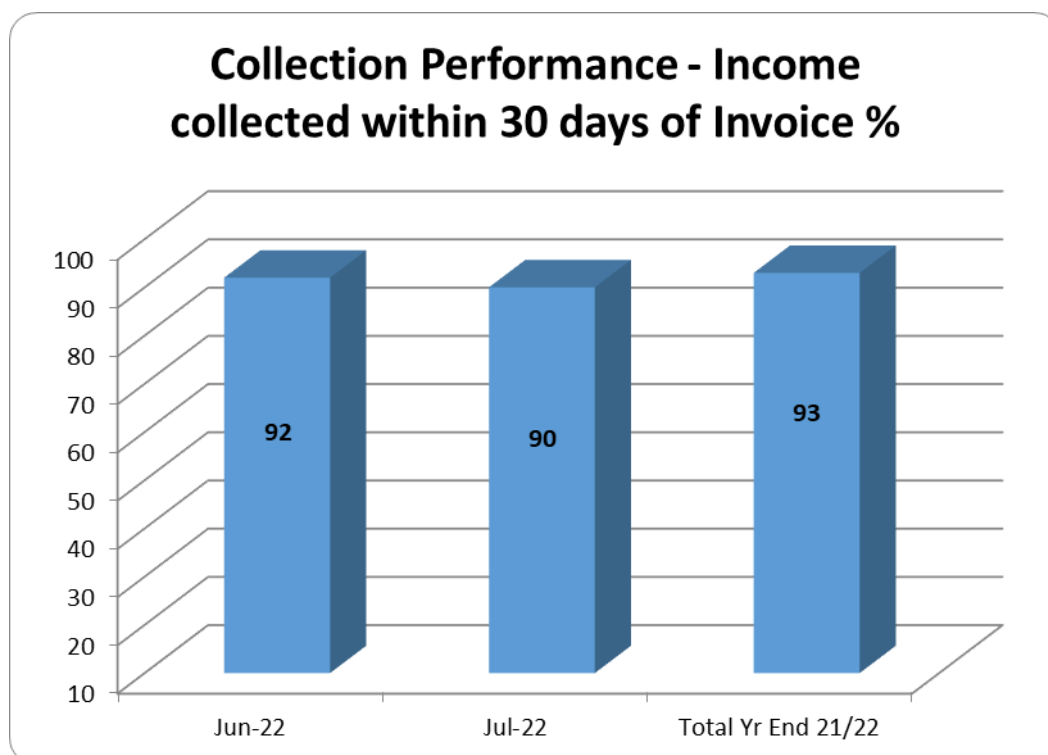
3 Debt recovery

- 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

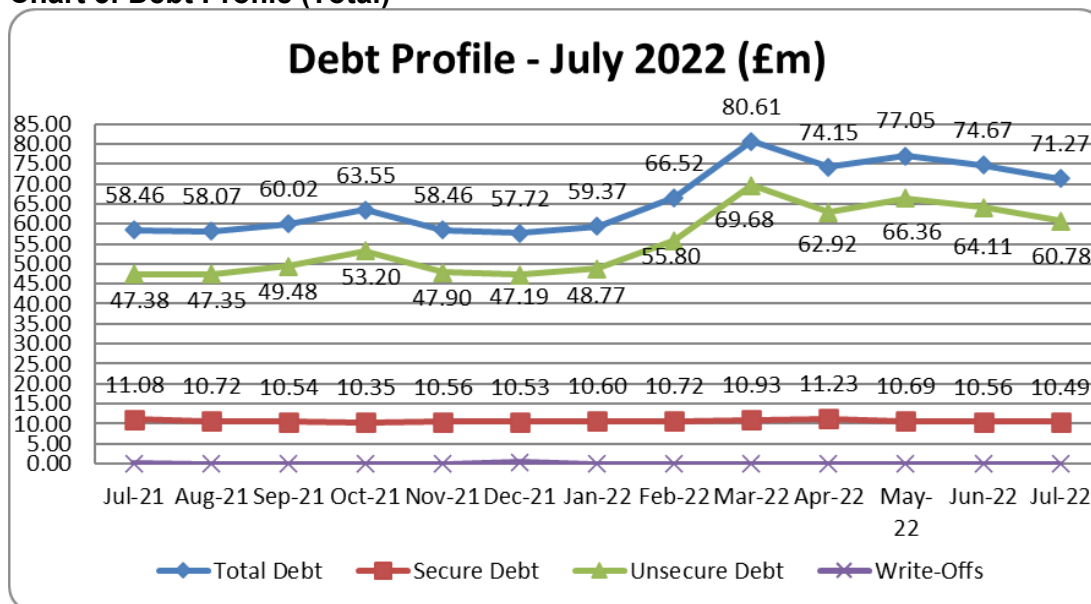
- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 90% in July22.

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 £3.33m in July 2022. Of the £60.78m unsecure debt at the end of July 22; £8.64m is under 30 days, £1.37m has been referred to NPLaw, £1.10m is being paid off by regular instalments and £7.99m is awaiting estate finalisation. The largest area of unsecure debt relates to charges

for social care, £47.96m, of which £5.02m is under 30 days and £17.99m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care. The overall debt with the CCGs has decreased by £5.82m in July 2022.

- 3.5 Secured debts amount to £10.49m at 31st July 2022. Within this total £3.07m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 3.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 3.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.8 For the period 1 April 2022 to 31 July 2022, 17 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 £1,667.94.

Appendix 3: 2022-23 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

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	-42.260	42.260
Other movements including new grants and approved schemes	104.609	43.490
Total capital programme budgets (total £946.718)	381.449	565.269

Note: this table and the tables below contain rounding differences

- 1.3 The total capital programme budget has increased by £95.952m compared to the budget reported in August to Cabinet (P3 £850.768m) due to:
- Disabled Facilities Grant funding received from the Department of Health £9.158m
 - £86.764m grant funding from the Department of Transport for various capital projects include £14.6m for the 3rd River crossing
- 1.4 The Council is reviewing 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 the reprofiling of £42.26m from the future years budgets;
- £36.133m in Community and Environmental Services budgets

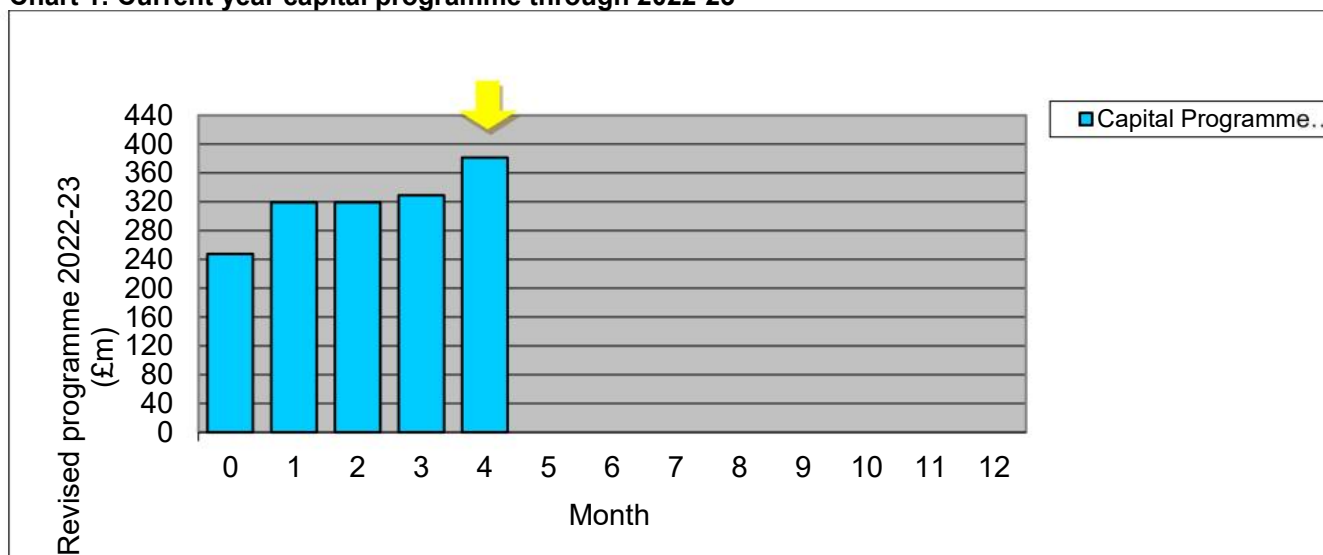
- £3.646m in Children's Services budgets and
- £2.483m in the ICT capital programme.

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	9.947	-3.646	0.000	90.152
Adult Social Care	14.232	0.000	0.000	9.158	23.390
Community & Environmental Services	157.149	-0.330	-36.133	85.835	206.521
Finance & Commercial Services	63.437	0.000	-2.483	0.000	60.954
Strategy & Governance	0.432	0.000	0.000	0.000	0.432
Total	319.100	9.618	-42.262	94.993	381.449
		328.718		52.731	

Note: this table may contain rounding differences.

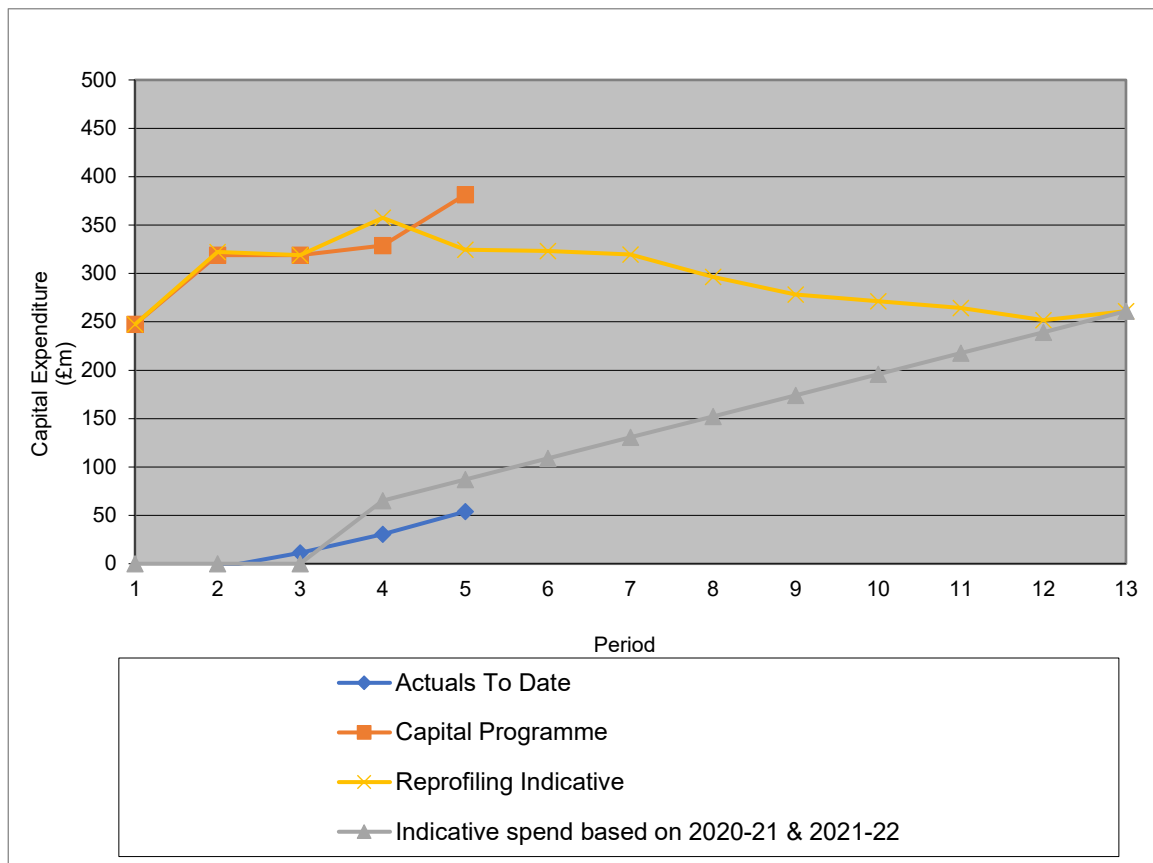
1.9 The revised programme for future years (2023-24 to 2026-27) is as follows:

Table 3: Capital programme future years 2022+

Service	Previously reported future programme	Reprofil ng since previous report	Other Changes since previous report	2022+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	177.643	3.646	0.000	181.288
Adult Social Care	54.286	0.000	0.000	54.286
Community & Environmental Services	246.479	36.133	0.959	283.571
Finance & Commercial Services	43.641	2.483	0.000	46.124
Strategy & Governance	0.000	-0.002	0.000	0.000
Total	522.048	42.262	0.959	565.269
			43.221	

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 £260.084m 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 reflect recent inflationary cost pressures in the costs of construction. There has 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 beginning to impact 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 – see 4.3 for further details
- 1.12 We are also currently seeing 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	161.68	327.53
Use of Capital Receipts		
Revenue & Reserves	0.03	
<i>Grants and Contributions:</i>		
DfE	40.810	69.33
DfT	131.033	145.61
DoH	9.466	-
MHCLG	0.007	-
DCMS		
DEFRA	0.159	-
Developer Contributions	19.807	11.12
Other Local Authorities	4.152	-
Local Enterprise Partnership	3.770	8.23
Community Infrastructure Levy	4.370	-
National Lottery	4.963	0.44
Commercial Contributions	0.465	-
Business rates pool fund		
Other	0.732	3.01
Total capital programme	381.449	565.269

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 year end 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	0.643
Capital Receipts forecasted for asset disposals subject to contract	25.285
Secured capital receipts to date	48.866
Potential current year farms sales	0.150
Potential current year non-farms sales	0.466
Potential development property sales	1.550
Potential capital receipts	2.166
Forecast available capital receipts	51.031
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 July 2022 are primarily externally funded and include:
- £9.158m Department of Health Grant funding for the Disabled Facilities Grant
 - £86.794m Department of Transport Grant funding for 2022-2026 for various Highways capital schemes include updated allocations of £14.6m for the 3rd River Crossing and £3.521m for the Long Stratton Bypass. As grant funding for each year is confirmed from the Department of Transport, the budgets are updated to reprofile and replace NCC borrowing with external funding and this addition to budget reflects this change in funding source.
- 4.2 The breakdown of the sources of funding is set out below in Capital Annex 1

Capital Programme Pipeline

- 4.3 The Great Yarmouth Operations and Maintenance Campus project is a collaboration between Great Yarmouth Borough Council (GYBC), NCC and the New Anglia Local Enterprise Partnership (NALEP). Following a prolonged procurement process, a key member decision was taken on 15 August 2022 to increase the overall project budget from £18m to £21.4m. The £3.4m budget increase will be initially underwritten by NCC borrowing, with £2.4m to be funded through Pot B future business rates income and the remaining £1m to be split equally between NCC and GYBC. Further details of this members decision are disclosed in item 13 of the Cabinet papers for 5th September 2022.

Capital Annex 1 – changes to the capital programme since last Cabinet

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
Adult Social Care							
SC8140	Disabled Facilities Grant	DOH Grant	9.158				Dept of Health Grant for 22-23 received
Total ASC			9.158	0.000	0.000	0.000	
Children's Services							
EC4963	Secondary Admission Pressures	DfE Basic Need		- 0.010		0.010	Budget moved to 23-24 as won't be needed in current year
EC4935	Attleborough High Masterplan review	NCC Borrowing		- 0.018		0.018	Project not started yet, reprofile into 23-24
		S106 Dev Cont		- 1.282		1.282	
EC4963	Secondary Admission Pressures	S106 Dev Cont		- 0.040		0.040	Reprofile into future years
EC4946	Hunstanton Primary Classbase extension	S106 Dev Cont		- 0.396		0.396	Unable to take project forward at moment so move into next year
EC4957	Decarbonisation of Schools	DfE Condition Grant		- 0.400		0.400	Reprofile into future years
EC4729	AC - Greyfriars Academy SRB	NCC Borrowing		- 1.500		1.500	Potential delay meaning project may not start on site until 23-24
Total Children's			0.000	-3.646	0.000	3.646	
Community & Environmental Services							
Highways							
	Various Projects	NCC Borrowing		-2.303	0.959	2.303	Reprofile NCC borrowing to use Grant instead
PKA018	3rd River Xing	NCC Borrowing		-17.098		17.098	Reprofile NCC borrowing to use Grant instead
PKA024	Long Stratton Bypass	NCC Borrowing		-6.722		6.722	Reprofile NCC borrowing to use Grant instead
PGA048	Replacement LED	NCC Borrowing		-5.320		5.320	Reprofile to 23-24
PAA003	Transforming Cities	NCC Borrowing		-4.690		4.690	Reprofile to 23-24
PM9999	Highways capital projects unallocated	External DfT funding	34.742				DfT funding received
PKA018	3rd River Xing	External DfT funding	14.580				DfT funding received
PKA024	Long Stratton Bypass	External DfT funding	3.521				DfT funding received
	Various local schemes	External DfT funding	33.010				DfT funding across various local schemes
Highways other	Weigh Bridges	NCC Borrowing	- 0.018				Reduction in budget to account for spend in 21-22
Total CES			85.835	-36.133	0.959	36.133	
Finance & Commercial Services							
KT0210	ICT Transformation Project	NCC Borrowing		-0.506		0.506	Reprofiled into future years
KT2610	Technology Improvement	NCC Borrowing		-1.977		1.977	Reprofiled into future years
Total Finance			0	-2.483	0.000	2.483	
Overall Total		0	94.993	-42.262	0.959	42.262	

Cabinet

Item No: 12

Report Title: Notifications of Exemptions Under Contract Standing Orders

Date of Meeting: 05 September 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

Executive Summary / Introduction from Cabinet Member

Contract standing orders require that all exemptions to standing orders granted for the award of contracts valued in excess of £250,000 are reported to Cabinet.

The report sets out all such exemptions and purchases up to 10th August 2022

Recommendations:

As required by paragraph 10.b of Contract Standing Orders, Cabinet is asked to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement and Director of Governance in consultation with the Leader of the Council.

1. Background and Purpose

This is a contract with the supplier Norfolk Community Foundation for exploring funding that is fair and effective for small and medium organisations

to deliver prevention and mental wellbeing interventions in the community. The contract value, term and reference number are £515,200.00, 01/04/2022-31/03/2025 and S256587 respectively.

2. Proposal

Cabinet members are asked to note the exemptions granted.

3. Impact of the Proposal

Not applicable

4. Evidence and Reasons for Decision

The exemption was awarded to Norfolk Community Foundation because they are the only provider in Norfolk that can offer this service and we were unable to go out to tender.

5. Alternative Options

None

6. Financial Implications

None from the recommendation to note, the contract has already been awarded

7. Resource Implications

7.1 Staff:

None

7.2 Property:

None

7.3 IT:

None

8. Other Implications

8.1 Legal Implications:

The exemption has been granted in accordance with the Constitution and the contract award will follow usual legal procedures

8.2 Human Rights Implications:

None

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

Not applicable

8.4 Data Protection Impact Assessments (DPIA):

Not applicable

8.5 Health and Safety implications (where appropriate):

Not applicable

8.6 Sustainability implications (where appropriate):

Not applicable

8.7 Any Other Implications:

Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

9. Risk Implications / Assessment

Not applicable

10. Select Committee Comments

None

11. Recommendations

Recommendations

As required by paragraph 10.b of Contract Standing Orders, Cabinet is asked to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement and Director of Governance in consultation with the Leader of the Council.

12. Background Papers

List here those papers referred to in compiling this report and provide links where possible. (Only those that do not contain exempt information).

None

Officer Contact

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

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