

# Cabinet

Date: **7 April 2025**

Time: **10 am**

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

## Membership

Cllr Kay Mason Billig

Cllr Andrew Jamieson

Cllr James Bensly

Cllr Penny Carpenter

Cllr Margaret Dewsbury

Cllr Fabian Eagle

Cllr Jane James

Cllr Graham Plant

Cllr Alison Thomas

Cllr Fran Whymark

## Role

Chair. Leader and Cabinet Member for Strategy and Governance

Vice-Chair. Deputy Leader and Cabinet Member for Finance

Cabinet Member for Environment and Waste

Cabinet Member for Children's Services

Cabinet Member for Communities and Partnerships

Cabinet Member for Economic Growth

Cabinet Member for Corporate Services and Innovation

Cabinet Member for Highways, Infrastructure and Transport

Cabinet Member for Adult Social Care

Cabinet Member for Public Health and Wellbeing

## Advice for members of the public:

This meeting will be held in public and in person.

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

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

## A g e n d a

### 1 To receive any apologies.

### 2 Minutes

To confirm the minutes from the Cabinet Meeting held on 17 March 2025

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### 3 Members to Declare any Interests

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

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

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

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

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

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

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

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

### 5 Updates from the Chairman/Cabinet Members

## **6 Public Question Time**

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by 5pm Tuesday 1 April 2025. For guidance on submitting a public question, please follow this link: [Ask a question to a committee - Norfolk County Council](#)

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

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

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by 5pm Tuesday 1 April 2025.

<b>8</b>	<b>Devolution Priority Programme – Response to Government-led Consultation</b>	<b>Page 17</b>
	Report by the Executive Director for Strategy and Transformation	
<b>9</b>	<b>Household Support Fund – Round 7</b>	<b>Page 30</b>
	Report by the Director for Community Information and Learning	
<b>10</b>	<b>Central Government Grant Funded Programmes for Children and Young People</b>	<b>Page 45</b>
	Report by the Executive Director of Children's Services	
<b>11</b>	<b>Adult Learning Strategic Plan</b>	<b>Page 52</b>
	Report by the Director for Community Information and Learning	
<b>12</b>	<b>Adoption of the Norfolk Minerals and Waste Local Plan</b>	<b>Page 92</b>
	Report by the Lead Director for Communities and Environment	
<b>13</b>	<b>Planning Obligations Standards</b>	<b>Page 106</b>
	Report by the Director of Growth and Investment	
<b>14</b>	<b>Trading Standards Service Plan 2025/26</b>	<b>Page 143</b>
	Report by the Chief Fire Officer	
<b>15</b>	<b>Norfolk Fire &amp; Rescue Service Community Risk Management Plan 2026 - 2031</b>	<b>Page 214</b>
	Report by the Chief Fire Officer	
<b>16</b>	<b>Hethel Access Infrastructure</b>	<b>Page 227</b>
	Report by the Director of Growth and Investment	
<b>17</b>	<b>Norfolk County Council Companies' Business Plans</b>	<b>Page 236</b>
	Report by the Director of Strategic Finance	
<b>18</b>	<b>Corporately Significant Vital Signs</b>	<b>Page 315</b>

Report by the Executive Director of Strategy and Transformation

**19 Risk Management** **Page 339**

Report by the Director of Strategic Finance

**20 Authority to enact procurement and contracting requirements** **Page 426**

Report by the Director of Strategic Finance

**21 Finance Monitoring Report 2024-25 P11: February 2025** **Page 512**

Report by the Director of Strategic Finance

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

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

- [Winterton-on-Sea, Village Double Yellow Lines and Beach Road, Restricted Parking Zone](#)
- [Sheringham - Vincent Road - Proposed Waiting Restrictions](#)
- [Bus Service Improvement Plan – further funding and delivery proposals 2025/26](#)

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

- [Airport Park and Ride – Leases to Perenco UK Ltd](#)

Tom McCabe  
Chief Executive  
Norfolk County Council  
County Hall  
Martineau Lane Norwich  
NR1 2DH

Date Agenda Published: 28 March 2025



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**Cabinet**  
**Minutes of the Meeting held on 17 March 2025**  
**in the Council Chamber, County Hall, at 2pm.**

**Present:**

Cllr Kay Mason Billig	Chair. Leader and Cabinet Member for Strategy and Governance
Cllr Andrew Jamieson	Deputy Leader and Cabinet Member for Finance
Cllr James Bensley	Cabinet Member for Environment and Waste
Cllr Penny Carpenter	Cabinet Member for Children's Services
Cllr Fabian Eagle	Cabinet Member for Economic Growth
Cllr Graham Plant	Cabinet Member for Highways, Infrastructure and Transport
Cllr Fran Whymark	Cabinet Member for Public Health and Wellbeing

**Executive Directors and Directors Present:**

Harvey Bullen	Director of Strategic Finance
Kat Hulatt	Director of Legal Services and Monitoring Officer
Ian Wake	Executive Director of Adult Social Services

**1 Apologies for Absence**

- 1.1 Apologies were received from the Cabinet Member for Adult Social Care, the Cabinet Member for Corporate Services and Innovation and the Cabinet Member for Communities and Partnerships.

**2 Minutes from the meeting held on 03 March 2025**

- 2.1 The minutes of the meeting held on 3 March 2025 were agreed as an accurate record and signed by the Chair.

**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 No matters were referred.

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

- 5.1 No updates were given.

**6. Public Question Time**

- 6.1 The public questions received, and the responses to them, are available to view at appendix A of these minutes.

- 6.2.1 Nick Taylor asked a supplementary question on behalf of Judith Taylor. Nick

asked, despite the Cabinet Member for Adult Social Care stating that there was misinformation about changes to service provision, he referenced powerpoint slides from a webinar held in October 2024 which raised points from the DNNG (Disability Network Norfolk Group); this information was why people had concerns. Trust between service users and those providing services was at an all-time low and he asked if Cabinet were aware of this.

- 6.2.2 The Chair asked for a copy of the information which Nick Taylor was referring to; the Cabinet Member for Adult Social Care would provide a written response.

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

- 7.1 The local Member questions received, and the responses to them, are available to view at appendix B of these minutes.

## **8. Submission of Interim Plan for Local Government Reorganisation**

- 8.1.1 Cabinet received the report setting out the proposed interim plan for Local Government Reorganisation for submission to Government.

- 8.1.2 The Chair introduced the report to Cabinet:

- Cabinet was present to discuss the Interim Plan for Local Government Reorganisation before it was submitted to Government. When the Council was first accepted on the accelerated Devolution programme, they were told the next step was for the 8 Councils in Norfolk to discuss the approach to Devolution and Local Government Reorganisation.
- Devolution involved handing down money and powers to mayors. Other areas in the country had gone through Devolution and this had boosted their local economy. Alongside Suffolk County Council, Norfolk County Council had been given priority status for this process.
- Local Government Reorganisation was a review of how local government underneath the regional strategic layer would operate, and changes would come into effect from 2027.
- A deadline of 21 March had been given for the Council to set out its initial thoughts. The deadline for final submission of a proposed local government structure in Norfolk was 26 September 2025.
- All councils in Norfolk should work together to come up with a proposal and had been sharing data and meeting on a regular basis. The Chair was disappointed that Norfolk County Council had not been invited to take part in a joint submission with district councils.
- Norfolk County Council had written the interim plan, attached to the report, setting out the principles under which an informed decision could be taken. There were 3 options set out, using data from PwC to look at the costs of each model. Demographics, travel to work areas, areas of deprivation and civic heritage would also be explored and consulted on over the coming months.
- This would be the biggest change to Local Government in 50 years and so it was important to make sure the right model was put forward in September.

- 8.2 The Cabinet Member for Environment and Waste thanked officers for preparing the interim plan so quickly. The Cabinet Member for Environment and Waste noted the statement on page 3 of the Interim Plan: "Norfolk is unique – its

history, its culture and its environment. This means that residents have a strong inherent sense of being a proud part of a great county". He agreed with this statement and pointed out that it was the start of a long process. He discussed the benefits of having more say in how money was spent in coastal areas.

- 8.3 The Cabinet Member for Children's Services agreed with the Cabinet Member for Environment and Wastes comments. Norfolk County Council was ambitious for the county and its residents. She discussed the sectors which were developing in the county, such as Agri-Tech, and the importance of maintaining civic heritage.
- 8.4 The Cabinet Member for Public Health and Wellbeing noted the evidence-based approach being taken; a full business case would be written to identify which approach would be best for the people of Norfolk. Local Government Reorganisation would make accessing services easier for residents.
- 8.5 The Cabinet Member for Economic Growth discussed the impact that the decision on Local Government Reorganisation would have on residents and future generations. All options would need to be considered to come up with the right model.
- 8.6 The Cabinet Member for Highways, Infrastructure and Transport felt that the Council was being rushed into a decision; it was important to carry out a thorough review when making this decision, and residents would have an opportunity to have their say.
- 8.7 The Vice-Chair discussed the report:
- Local Government Reorganisation was about delivering the right services for the people of Norfolk in a future proof way. This decision had to be taken based on evidence.
  - The Vice-Chair was disappointed that a range of options were not presented to district councils. He felt that options aimed at keeping as many councillors as possible at the expense of increased efficiencies was short sighted.
  - The current model of local government was designed for a different era and did not reflect the current needs of residents or represent value for money. It was important to ensure money was spent wisely and so a new, cheaper, less bureaucratic and more accountable model was needed.
  - The report showed that a single unitary council would cost less to run than multiple authorities. Two unitary councils would also cost less than multiple authorities. The Vice-Chair had not seen all the evidence yet, however, based on what he had seen so far, he believed that a model of three unitary councils would cost an additional 10% in council tax and supply less efficient services.
  - Independent analysis showed a 3-council system would cost £32m each year, which could instead be spent on frontline services, social care, highways and education. It was important to ensure money was used as efficiently as possible for the people who needed it and freeing up money to invest in services.
  - Some people felt that a unitary model would take decision making away from local communities however many unitary councils had good area-based decision making which strengthened local connections.

- Designing a system for the people of Norfolk important, so that a simple, efficient and effective model, which saved taxpayers money and enhanced services could be developed.
- Norfolk County Council did not have a preferred model yet, and they would be guided by the data.

8.8 The Chair noted that Norfolk County Councillors were local and represented all parts of Norfolk. This process was about providing a new system of local government that delivered efficient and effective services and also saved taxpayers' money, and it was important that residents were involved in the decision making. It was important to develop a model which did not feel distant to residents but could still deliver the economies of scale and that fragmenting essential public services was to be avoided. The Chair felt that more ways of bringing services closer to people could be developed and this was a key part of the next steps.

8.9 Cabinet **RESOLVED** to:

1. Endorse the proposed interim plan, found at Appendix A of the report.
2. Agree that the plan should be submitted to government by the agreed deadline

#### 8.10 **Evidence and Reasons for Decision**

Information set out in the report.

#### 8.11 **Alternative Options**

The Council could decide not to submit an interim plan. However, this was not recommended, as it would mean that the council would miss the opportunity to effectively engage with Government on their plans for local government reorganisation, and also to shape proposals that meet the needs of Norfolk.

### 9. **Decisions made since last meeting**

9.1 Cabinet noted that no delegated decisions had been taken since the last meeting.

The meeting ended at 14:26

**Chair of Cabinet**

**Cabinet**  
**17 March 2025**  
**Public & Local Member Questions**

	<b>Public Question Time</b>
6.1	<p><b>Question from Judith Taylor</b>  Despite Cllr Thomas' claim at the last Cabinet meeting that Nick Taylor's question about the ASS Dept already adopting a changed attitude to day service provision is 'misinformation', we continue to hear changes are already happening and impacting people's lives negatively. We can share this as evidence. We have grave concerns about this and the prospect of greater impact on disabled people and day service providers when adoption of this cost saving policy becomes official. Does the Cabinet share our concerns for disabled people's wellbeing and safety, particularly as this is a cost cutting exercise which is exactly how NCC's budget describes these actions?</p> <p><b>Response from Cabinet Member for Adult Social Care</b>  My response remains consistent with my response presented at the last Cabinet meeting and I am disappointed about continued misinformation that may be causing unnecessary distress to residents. My Executive Director has already clearly set out in his letter of 26 February 2025 to DNNG that Norfolk County Council does not have a blanket policy of reducing day service provision of all service users. In line with the Care Act (2014), Norfolk County Council, like all local authorities, conducts regular person-centred reviews with service users to check that their commissioned care package is still relevant and meeting their needs. Following review, the commissioned care package may be adjusted, including both increases or decreases, where service users' needs have changed, to ensure that their needs continue to be met with the most appropriate provision. This is good practice.</p> <p>The council will be conducting a review of our day service offer. Our ambition, under our Promoting Independence proposals, is to transform services to develop an offer that is more effective at building skills, capacity and opportunities that will allow service users live more independent lives including, where appropriate, assistance in gaining employment opportunities. Any future savings that may accrue from a transformed offer will do so because services have worked successfully with individuals to build capacity such that their care and support needs have reduced because their independence as increased. Again, this is good practice and would represent a positive outcome for residents. This work is at an early stage and any final proposals will come to Cabinet for discussion and approval.</p> <p>I would draw your attention to the relevant Equality Impact Assessment on the Promoting Independence proposals that states clearly that <i>"No changes are proposed to eligibility criteria for services, so people will continue to receive support relevant to their assessed needs albeit that the nature of support may differ from the current offer. People who currently receive a service will continue to do so."</i></p> <p>I would ask that families with concerns regarding care packages initially discuss these matters with social care practitioner allocated to their family. Alternatively, they may raise a complaint through Norfolk County Councils formal complaint process to ensure thorough investigation. To our knowledge, no complaints or escalations related to health and wellbeing have been received from families within the past month or recently.</p>

**Cabinet**  
**17 March 2025**  
**Public & Local Member Questions**

	<b>Local Member Question Time</b>
7.1	<p><b>Question from Cllr Rob Colwell</b>  In an attempt to increase EV ownership in urban areas of the county that can't benefit from home charging, will NCC consider their own in-house EV cable channel pilot scheme, where the council will be the owner of the cable channel, which will be installed and maintained through the Council's contractor, a scheme similar to that being run by Oxfordshire County Council?</p> <p><b>Response from the Cabinet Member for Environment and Waste</b>  We have already considered permanent cross-pavement solutions and have discounted this as an option currently, mainly because of accessibility, liability and maintenance concerns. New guidance issued by Government recognises that the cross-pavement charging solutions market is at an early stage and that there are many factors that local authorities will need to consider, including issues of cost, liability, maintenance, permissions, parking availability and responsibility.</p> <p>Residents in Norfolk that have an electric vehicle and no off-street parking but want to use a home charging point can already apply for permission to run a charging cable across the footpath/pavement from their property through the use of an appropriate cable protector that can be readily bought. One advantage of this approach is that protectors will only be in place during active charging sessions, where permanent channels will remain in place regardless of whether electric vehicles are being charged or not and could create trip hazards and make ongoing maintenance of the footway and underground utility services difficult for example. This policy is intended to be a short-term solution while the Council continues to roll out of dedicated on-street public chargers that will ensure that pavements clutter will be kept to a minimum.</p> <p><b>Second question from Cllr Rob Colwell</b>  It has been revealed that the former Fairstead Surgery in my constituency, a once treasured asset, could be turned into an off-license. The local community is already facing growing issues around anti-social behaviour, alcohol misuse and mental health problems. The introduction of yet another off-license will only serve to exacerbate these issues, please could the Cabinet Member commit to opposing the licence for the sale of alcohol and instead endeavour to support a better, more socially beneficial use for the building?</p> <p><b>Response from Cabinet Member for Public Health &amp; Wellbeing</b>  As the Member is well aware Planning and Licensing is a District Council statutory function and as a Member of King's Lynn and West Norfolk Borough Council he should contact them accordingly.</p>
7.2	<p><b>Question from Cllr Brian Watkins</b>  Comments from Transport Minister Lilian Greenwood surrounding the failure of this council to progress the Norwich Western Link and thus failing its constituents are yet another damaging indictment on this administration, and to the wider reputation of the</p>

	<b>Local Member Question Time</b>
	<p>council. This saga has been going on for too long, when will the Cabinet Member do the honourable and reconsider his position on the cabinet?</p> <p><b>Response from Cabinet Member for Highways, infrastructure and transport</b> As I have said previously, I think the Minister may have been misinformed.</p> <p>In the December 2024 cabinet report, we set out the impossible position we found ourselves in as a result of Natural England's response to our draft bat licence, which would appear to have been informed by their updated barbastelle bat guidance published in March 2024. We received this days before we were due to submit our planning application and prior to this, the project team were not aware of any matter which was considered unresolvable.</p> <p>The Leader detailed this experience in a letter to the Secretary of State for Transport and in her response, the Secretary of State said she understood our frustrations and has acknowledged that our experience raises important questions about how Natural England engages with scheme promoters. She confirmed that Department for Transport officials would discuss this with their counterparts in Defra "to ensure such engagement is carried out in a way that supports the Government's missions".</p> <p>We and the Department for Transport, our key funding partner, have had constructive initial discussions about the future of the project and are committed to continue working together to tackle the growing transport and traffic problems to the west of Norwich. I hope to be able to provide a further update on this priority project shortly.</p>
7.3	<p><b>Question from Cllr Sharon Blundell</b> Norfolk's residents, and this council, stepped up in a significant way to accommodate and assist Ukrainian refugees fleeing the conflict in their country. However, many of those who arrived here will be worried about their three-year visas expiring over the next month, additionally, further stress will be caused to hosts with government plans to reduce base payments from £500 to £350. Will the Leader of the Council write to the government expressing these concerns and ensure all our hosts, and their Ukrainian guests, are offered as much support by this council as they require during this time?</p> <p><b>Response from the Leader and Cabinet Member for Strategy and Governance</b> Norfolk residents have shown exceptional kindness and support to people fleeing Ukraine, opening their homes and their communities to give Ukrainian families a safe and welcoming place of refuge. Local Authorities are seldom given advance notice of changes to the National Guidance for the Homes For Ukraine scheme, and we share in the disappointment that the Thank You Payment amount will reduce to £350 per month from April 2025 onwards. Although we welcome launching of the Ukraine Permission Extension (UPE) visa by the UK Government, which allows current Ukraine visa holders to apply for a further 18 months of Leave To Remain in the United Kingdom (retaining their rights to work, study, rent and have recourse to public funds), we are concerned that not all current visa holders will be able to navigate this application process easily. I will write to the Home Office and the Ministry of Housing, Communities and Local Government, outlining our concerns and to seek assurance over the UK Government's ongoing commitment to Ukraine visa holders and our Hosts.</p>

	<b>Local Member Question Time</b>
7.4	<p><b>Question from Cllr Tim Adams</b> The Countywide Local Cycling and Walking Infrastructure Plan is now just over a year old, having been approved in February 2024. Can the Cabinet Member please give a written update on progress towards the outcomes envisaged within the plan, and particularly in relation to the North Norfolk area?</p> <p><b>Response from Cabinet Member for Highways, infrastructure and transport</b> Work is ongoing to prioritise and fund feasibility work on the schemes identified within the Local Cycling and Walking Infrastructure Plan documents currently in place across the county. This involves working with partners and key stakeholders to seek funding opportunities for the delivery of infrastructure changes.</p> <p>As stated above the scale and pace of delivery is linked to our ability to secure future funding. Since February 2024 Local Transport Plan funding has been secured to develop Countywide Local Cycling and Walking Infrastructure Plan schemes in large urban areas, initially in Breckland, along with Town Deal monies in West Norfolk. As further funding comes forward, we will look to further develop schemes in Norfolk wide locations, including North Norfolk.</p> <p>We are currently appointing to the Active Travel team using the Local Cycling and Walking Infrastructure Plan to develop a prioritised scheme list and 10-year pipeline of schemes covering the whole county.</p>
7.5	<p><b>Question from Cllr Saul Penfold</b> It was recently reported in the EDP that this council's pilot AI scheme to identify potholes had been unsuccessful due to our back-end systems being unable to automatically update and record the collected data. As AI applications within the highways sector become more sophisticated and used more frequently, there will be need for the council's internal systems to be remodelled to accommodate this 'revolution'. Can the Cabinet Member outline any plans to bring our internal systems up to pace to fully realise the benefits of AI within our own highways directorate?</p> <p><b>Response from Cabinet Member for Highways, transport and infrastructure</b> The Council's back-office systems already integrate with a number of other systems using industry standards in order to streamline how we maintain our highway network. The Member has failed to understand that it is not our back-office systems that were the issue here, it is that the technology you've referred to and was trialled was not sophisticated enough to identify the wide range of defects we monitor and accurately prioritise them. Our previous commitment to trial innovative technology demonstrates that we are constantly reviewing the market for opportunities to take advantage of developments in technology and we will continue to do so.</p> <p><b>Second question from Cllr Saul Penfold</b> Please could the Cabinet Member provide updated figures of complaints to the Council's SEND service of how many of these complaints were upheld or partially upheld over the last 12 months?</p>



	<p><b>Local Member Question Time</b></p>
	<p><b>Response from Cabinet Member for Children’s Services</b> Complaints considered and resolved from</p> <p><b>April 23 – March 24:</b> Total: 182 Not upheld: 91 Upheld: 35 Partially upheld: 36 No Judgement: 17 Not applicable: 1</p> <p><b>April 24 – to date:</b> Total: 198 Not upheld: 104 Upheld: 42 upheld Partially upheld: 30 No Judgement: 20 Not applicable: 2</p> <ul style="list-style-type: none"> <li>• There has been an 8.7% increase in complaints received since April 2024, compared to the previous year. However, it is not uncommon to see a rise in complaints when there is an increase in press coverage relating to Special Educational Needs and Disabilities.</li> <li>• Despite the increase in complaints, there is 17% decrease in complaints partially and fully upheld compared to the same last year.</li> <li>• While concerns regarding a lack of suitable provision and delays in progressing and issuing Education Health and Care Plans is a common theme, these are reducing.</li> <li>• There is a 70% reduction in cases where the Local Government and Social Care Ombudsman has found fault, evidencing we are resolving complaints and providing suitable remedies at earlier stages of the complaints process</li> </ul>
7.7	<p><b>Question from Cllr David Sayers</b> Please could the Cabinet Member provide an update on the programme to deliver Special Educational Needs Specialist Resource Bases (SRBs) across Norfolk, specifically in Sprowston, Necton, and Holly Meadows where planning applications have been submitted?</p> <p><b>Response from Cabinet Member for Children’s Services</b> There are currently 12 schemes to establish new Specialist Resource Bases at various stages of development with identified schools.</p> <p><b>Autism Bases</b> Acle Academy – 25 places Alderman Peel High School – 25 places Downham Market Secondary School - 20 places Greyfriars Primary School – 16 places</p>

	<p><b>Local Member Question Time</b></p>
	<p><b>Social Emotional Mental Health Primary School Bases</b>  Toftwood Infant and Junior Schools – 16 places  St Williams Primary School – 16 places  Magdalen Academy – 8 places  Winterton Primary School – 8 places</p> <p><b>Specialist Hubs of Inclusive Practice (SHIP)</b>  Kings Park Infant School – 8 places  Holly Meadows Primary School – 16 places  Roydon Primary School – 16 places</p> <p><b>Speech Language Communication Needs</b>  Necton – 10 places</p> <p>There are further 10 Special Resource Bases in growth plans to support more children and families, 9 of which have been opened as part of our Local First Inclusion Programme</p> <p>Sprowston Junior is open in temporary accommodation whilst the accommodation project completes for their SHIP provision. This is a live planning application currently for determination during March/April 2025.</p> <p>Necton and Holly Meadows are also at planning application stage currently for determination during March/April 2025.</p> <p>All schemes are subject to capital viability, planning determination, accommodation completion, recruitment and induction of staff and partnership agreement sign off - before children are admitted to provision.</p> <p><b>Supplementary question from Cllr David Sayers</b>  When does the Council intend to apply for planning permission for SRBs in Greyfriars, Acle, Alderman Peel, and any other areas where planning applications are yet to be submitted?</p> <p><b>Response from Cabinet Member for Children's Services</b></p> <ul style="list-style-type: none"> <li>• Alderman Peel planning submission is scheduled for the last week in March</li> <li>• Greyfriars will follow on around mid-April, but further discussion with highways colleagues is required</li> <li>• Acle cannot be submitted until May, as under the relatively new Bio Diversity Net Gain (BNG) requirements, testing on the grass is needed and this is specific to the time of year, delaying planning submission.</li> </ul>
7.8	<p><b>Question from Cllr Maxine Webb</b>  The proposed expansion of Sheringham Woodfields School has been indefinitely paused, with the reason given as not being needed due to the creation of extra special school places at other Norfolk sites. Would the Cabinet Member please provide the numbers and locations of these extra special school places that have been created?</p>

	<b>Local Member Question Time</b>
	<p><b>Response from Cabinet Member for Children's Services</b>  Sufficiency analysis identified that the North had the least unmet need comparatively to other areas of Norfolk, especially Yarmouth, Norwich and South Norfolk and that the creation of 25 new places at Sidestrand Hall School, together with the new special school in Great Yarmouth creating 170 new places will positively impact North Norfolk based upon the current scale of children living in the East travelling to uptake places in the North. This demonstrated a less compelling case for further investment in Sheringham Woodfields in favour of other provision elsewhere in the county. Sheringham Woodfields has benefitted from previous investment in infrastructure under the Special Educational Needs and Disabilities and Alternative Provision Transformation programme delivering 40 additional places at the school and a brand-new therapy centre.</p> <p><b>Supplementary question from Cllr Maxine Webb</b>  Additionally, can the Cabinet member provide the numbers of children currently waiting for a special school place, including those who have placement appeals lodged with the SEND Tribunal?</p> <p><b>Response from Cabinet Member for Children's Services</b>  There are currently 1172 live consultations active for places in special schools in Norfolk. It is important to emphasise that this does not represent a waiting list for available places, as a request for a special school to be named in an Education Health and Care Plan will be subject to local authority decision making as to whether to meet the parental request based on the legal exemptions in the Children and Families Act. This group will include children where a place has been requested, requiring the Local Authority to consult with the school of parental choice, but where a place may not be required to meet the child's Special Educational Needs and Disabilities (SEND).</p> <p>Additionally, the group includes children who are already in special schools but where a place in a different special school has been requested or where a place has been offered but not yet enacted.</p> <p>Management of places for Sept 2025 will continue during the course of the academic year and will not conclude until August reflecting new requests for consultations coming forward between now and then.</p> <p>There are currently 260 appeals lodged by parents to the Special Educational Needs and Disabilities Tribunal concerning the school named in their child's Education Health and Care Plan. It should be noted that not all those appeals will relate to requests for places in special schools and will also include requests for places in specific mainstream schools, colleges or Special Resource Bases.</p>
7.10	<p><b>Question from Cllr Mike Sands</b>  Manchester has often been cited as an example of where mayoral powers have developed to the positive benefit of residents. Recently bus services were taken back under control. Would the Cabinet Member for Highways, Infrastructure and Transport be committed to reversing his opposition to bus franchising and support it as part of a fully integrated public transport offer for Norfolk and Suffolk?</p>

	<b>Local Member Question Time</b>
	<p><b>Response from Cabinet Member for Highways, Infrastructure and Transport</b>  Manchester's franchised bus network has indeed brought passenger growth of 5% in the last year – at a significant cost. In comparison, Norfolk has seen a growth in passenger numbers of 16% in the last year under our Enhanced Partnership approach and using the Bus Service Improvement Plan funding received from Government in 2022. This is a model where we work in partnership with bus operators and other stakeholders, rather than taking everything back into our control and the risks that go with that approach. Our Enhanced Partnership approach provides an integrated network and benefits for passengers. The franchising option is of course still open to us should we decide that this would improve our offer.</p>
7.11	<p><b>Question from Cllr Steve Morphew</b>  Now the government has made it clear that the county council is expected to develop new proposals, a plan B, as an alternative to the failed Norwich Western Link that cost so much public money, will the Leader set out a timeline for producing Plan B?</p> <p><b>Response from the Leader and Cabinet Member for Strategy and Governance</b>  The Department for Transport are our key funding partner in the Norwich Western Link project so until we've reached agreement with them, it won't be possible to confirm what the next steps for the project will be and any related timescales. There is a commitment from Norfolk County Council and the Government to continue to work together to tackle the growing transport and traffic problems to the west of Norwich, so the discussions we have had so far have been promising.</p> <p>I know people are keen for us to get on with delivering a solution to the transport issues that are blighting communities and roads to the west of Norwich, and I am too. For projects of this scale, we need to ensure we have agreement from the Government on the way forward and I hope we will be able to update people on the outcome of our discussions with the Department for Transport soon.</p> <p><b>Supplementary question from Cllr Steve Morphew</b>  Will enough of the existing preparation work on the Norwich Western Link be able to be repurposed for plan B to avoid the need to ask the government for Exceptional Finance Support through conversion of revenue into capital?</p> <p><b>Response from the Leader and Cabinet Member for Strategy and Governance</b>  Discussions with the Department for Transport as our key funding partner are ongoing and until we have reached agreement, we can't confirm what the next steps for the project will be. Officers have had constructive discussions so far with government officials and I hope to be able to update people on the outcome of these discussions shortly.</p>

# Cabinet

Item No: 8

**Report Title:** Devolution Priority Programme – Response to Government-led Consultation

**Date of Meeting:** 7 April 2025

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

**Responsible Director:** Paul Cracknell, Executive Director for Strategy & Transformation

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 6 March 2025

## Executive Summary

The [English Devolution White Paper](#), published on 16 December 2025, which precedes the proposed English Devolution Bill, outlines the Government's plans to extend and expand powers for existing mayors, while “completing the map” of English devolution. The Bill is expected to begin its parliamentary passage in early 2025.

On the same day, government also iterated its aim to launch a “Devolution Priority Programme” for areas that meet the relevant geographic criteria, as set out in the White Paper, and which are ready to achieve Mayoral devolution at pace.

On 9 January 2025, following a recommendation by Council a letter was sent to Jim McMahon, Minister of State for Local Government and English Devolution, to confirm Norfolk’s interest in participating in the Devolution Priority Programme.

On 5 February 2025, government wrote to Norfolk County Council to confirm that Norfolk and Suffolk have been selected to join the Devolution Priority Programme. This also requires a public [Norfolk and Suffolk Consultation](#) to take place.

The consultation seeks the views of local residents and stakeholders on the proposed establishment of a Mayoral Combined County Authority across Norfolk and

Suffolk, with a focus on economic benefits, improving social outcomes, improving the environment and others.

## **Recommendation**

### **Cabinet is asked:**

- 1. To agree to respond to Norfolk and Suffolk devolution consultation, by the deadline of 13 April 2025, in line with draft responses presented in appendix A.**
- 2. To authorise the Director for Growth and Investment to proceed with the online submission on behalf of the Council.**

### **3. Background and purpose**

- 3.1 At the County Council meeting on 24 September 2024, Council confirmed its ongoing ambition for economic development for Norfolk, to support our residents to gain better skills, employment and life opportunities. The Council carried a motion to ask the Leader to write to the Government for talks on how it might ensure as many of the positive aspects of the former ambitious devolution deal could be recovered so that Norfolk doesn't move to the back of the queue for new powers and funding.
- 3.2 Following the full council meeting, the leader met with the Minister of State for Local Government and English Devolution, Jim McMahon, who indicated Government's desire for a devolution geography of Norfolk and Suffolk.
- 3.3 On 16 December 2024, government published its [English Devolution White Paper](#). Alongside this, the Minister of State for Local Government and English Devolution Jim McMahon set out details of the government's plan for devolution in a [Written Ministerial Statement](#) (WMS).
- 3.4 Minister McMahon has described the White Paper as an "open invitation for councillors who want to be part of an early tranche of reorganisation and devolution". In his WMS, the Minister has stated that "at its core, the White Paper sets out how the Government will strengthen and widen the mayoral model of devolution across England".
- 3.5 On the same day, government also iterated its aim to launch a "Devolution Priority Programme" for areas that meet the relevant geography criteria, as set out in the White Paper, and which are ready to achieve Mayoral devolution at pace. The objective of the programme is to establish Mayoral Combined Authorities in time for May 2026 Mayoral Elections.
- 3.6 Councils were asked to submit an expression of interest to participate in the priority programme by 10 January 2025.
- 3.7 On 9 January 2025, Council met to discuss Norfolk's participation in the Priority Programme and recommended to Cabinet "that the Leader should respond to the Government expressing this council's interest in joining the Devolution Priority Programme, noting that acceptance onto this programme could postpone the 2025 County elections". Accordingly, and following a Cabinet decision, also on 9 January 2025, a letter was sent.

- 3.8 On 5 February 2025, government wrote to Norfolk County Council and Suffolk County Council to confirm that Norfolk and Suffolk have been selected to join Devolution Priority Programme. The other five areas selected include Cumbria, Cheshire & Warrington, Greater Essex, Sussex & Brighton and Hampshire & the Solent. A number of other areas were not approved.
- 3.9 The programme provides a fast-track to mayoral devolution for those areas that are ready to come together under sensible geographies which meet the criteria set out in the White Paper. Council is reminded that that joining the Devolution Priority Programme does not constitute any form of final decision on having a Mayor.
- 3.10 As part of being on the programme, Norfolk and Suffolk County Councils have been assured that they will receive the full backing of Government to deliver to these ambitious timescales, including capacity funding (which will be confirmed in due course) and a government-led consultation to gauge local views on the proposed Mayoral Combined County Authority.
- 3.11 This report covers the Council's proposed response to the consultation.

## **4. Proposal**

- 4.1 In line with past practice, there is a requirement for the public and key local stakeholders to be formally consulted on the proposed Mayoral Combined County Authority. In contrast to the previous rounds of devolution agreements where public consultations were locally led by the proposed constituent councils, these consultations are government-led, with government launching, running and processing the results of the consultation.
- 4.2 The [Norfolk and Suffolk Consultation](#) was launched at 10am on Monday 17 February 2025, and will run for a period of 8 weeks, closing at 11.59pm on 13 April 2025.
- 4.3 The consultation process is the same for each devolution priority programme area, with the same set of questions, similar detail on context, but a bespoke governance section reflecting the proposed institution to be established in that area, and a bespoke area specific section.
- 4.4 The consultation seeks views, particularly from interested parties, including those who live and work in the area, on the benefits of establishing a Mayoral Combined authority in the area.
- 4.5 The consultation includes questions on the proposed geography and how the Combined Authority will make decisions, together with questions on the effects of working across this geography through a Mayoral Combined Authority. The online consultation has a maximum character limit of 1000 per question, which constrains the space available to us.
- 4.6 The consultation specifically asks about:
- The Proposed Geography
  - Governance Arrangements
  - Supporting the Economy

- Improving Social Outcomes
- Local Government Services
- Improving the local natural environment
- Supporting the needs of local communities and reflect local identity

4.7 The proposed response is produced at Appendix A.

## **5. Impact of the Proposal**

5.1 The proposed response ensures that Norfolk County Council's voice is heard as part of the consultation process. It does not commit NCC to the MCCA, with a decision on whether to proceed to be taken at a later date.

## **6. Alternative Options**

6.1 Norfolk County Council has the option to not submit a response to the consultation process. However, this means the Council will not have the opportunity to contribute its views to one of the most significant developments for the region.

## **7. Financial Implications**

7.1 There are no financial implications arising specifically from the submission of a response to the consultation led by government.

## **8. Resource Implications**

8.1 **Workforce:** None arising from this submission.

8.2 **Property:** None arising from this submission.

8.3 **IT:** None arising from this submission.

## **9. Other Implications**

9.1 **Legal Implications:** None arising from this submission.

9.2 **Human Rights Implications:** None identified

9.3 **Equality Impact Assessment (EqIA)** (this must be included): Norfolk County Council will be undertaking EqIAs in line with what emerges from the devolution work programme.



- 9.4 **Data Protection Impact Assessments (DPIA):** None arising from this submission.
- 9.5 **Health and Safety implications** (where appropriate): None arising from this submission.
- 9.6 **Sustainability implications** (where appropriate): None arising from this submission.
- 9.7 **Any Other Implications:** None arising from this submission.

## 10. Risk Implications / Assessment

- 10.1 There are no risks identified as arising from the consultation response

## 11. Council Meeting Comments

- 11.1 The council's response to the government-led consultation on devolution across Norfolk and Suffolk was recommended and discussed at the full council meeting on 25 March 2025. The Council **RESOLVED** to **RECOMMEND** that Cabinet should respond to the Norfolk and Suffolk devolution consultation, by the deadline of 13 April 2025, and in line with the draft responses presented at Appendix A of the report.

## 12. Recommendation

1. To agree to respond to Norfolk and Suffolk devolution consultation, by the deadline of 13 April 2025, in line with draft responses presented at appendix A.
2. To authorise the Director for Growth and Investment to proceed with the online submission on behalf of the Council.

## 3. Background Papers

- 3.1 [County Council minutes 9 January 2025](#)
- 3.2 [Cabinet meeting minutes 9 January 2025](#)
- 3.3 [County Council meeting 25 March 2025](#)

### Officer Contact

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

**Officer name:** Markella Papageorgiou, Head of Strategy & Policy

**Telephone no.:** 01603 224345

**Email:** [markella.papageorgiou@norfolk.gov.uk](mailto:markella.papageorgiou@norfolk.gov.uk)



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## APPENDIX A

### Norfolk and Suffolk Devolution – Response to Government’s Consultation Questionnaire

For each question indicate

1. To what extent do you agree or disagree that establishing a Mayoral Combined County Authority over the proposed geography will deliver benefits to the area?

• strongly agree	✓
• agree	
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- Norfolk County Council was disappointed with the withdrawal of the county’s previous devolution deal, but we recognise government’s preference for a Mayoral Combined County Authority across larger geographies.
- A MCCA will provide significant investment and powers to deliver economic, social and environmental benefits for both counties’ residents and businesses.
- The MCCA’s understanding of local issues will mean this funding and powers are used to support local priorities.
- The Mayor will be able to act as a high-profile figure to ensure that central Government understands the opportunities and needs of the residents of Norfolk and Suffolk. The MCCA will also be able to work with partners to raise the profile of Norfolk and Suffolk, securing more investment.
- The Mayor and the CCA will also help convene partners locally to support the work of individual partners from local authorities to the wider public sector, business, education and the voluntary sector.

2. To what extent do you agree or disagree with the proposed governance arrangements for the Mayoral Combined County Authority?

• strongly agree	
• agree	✓
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- NCC supports the proposed governance model.
- Working with public, private and voluntary organisations, mayors can develop and implement a strategic vision for the region to achieve common goals.
- A directly elected Mayor will provide clear transparency and accountability of decisions to government, the public and local stakeholders.
- This is achieved through the election process, through scrutiny by local councillors and public question times.
- A Mayor can also engage directly with the public, businesses, and other stakeholders, ensuring that their voices are heard and considered in decision-making processes.
- Whilst the MCCA constituent members will be the decision makers, it will be important to have the right non-constituent and associate members as part of the MCCA, to ensure continuous engagement with public organisations and communities.

3.To what extent do you agree or disagree that working across the proposed geography through the Mayoral Combined County Authority will support the economy of the area?

• strongly agree	✓
• agree	
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- An MCCA offers additional resources and powers which will enable Norfolk and Suffolk to accelerate growth in the local economy whilst improving the life chances and quality of life of residents.
- The economies of the two counties have many similarities in sectors from agri-tech and energy to ICT digital and financial services, from culture and tourism to ports and logistics.
- The two counties have collaborated for the past decade across many of these sectors and the MCCA would provide a platform and resources to accelerate this activity, creating new jobs and opportunities in the area.
- Norfolk and Suffolk is a leader in agri-food, which is a critical sector for our area and the country as a whole, but which has not been prioritised by the Government's Modern Industrial Strategy. The MCCA provides an opportunity to prioritise this sector.
- The MCCA will also enable Norfolk's distinct challenges and opportunities to be prioritised ensuring the county's aspirations are realised.

4. To what extent do you agree or disagree that working across the proposed geography through the Mayoral Combined County Authority will improve the social outcomes in the area?

• strongly agree	
• agree	✓
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- Creating the MCCA offers more funding and powers to support growth that will improve social outcomes.
- Norfolk and Suffolk have significant areas of deprivation in urban and rural areas, poor health outcomes and skills levels below the England average. The MCCA places funding and powers in the hands of local decision makers to address these issues.
- These include: Devolution of skills and employment funding to improve skills outcomes in line with the needs of our local economy and economic development funding to help businesses start up and create jobs.
- Devolution of funding for affordable housing that can be built in areas of need, working with local providers.
- Devolution and flexibility in the use of transport funding to help residents in our rural areas access employment and learning and collaboration to improve environmental outcomes.
- The MCCA provides the opportunity to better coordinate the work of local authorities and the local NHS, improving efficiency and collaboration.

5. To what extent do you agree or disagree that working across the proposed geography through a Mayoral Combined County Authority will improve local government services in the area?

• strongly agree	
• agree	✓
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- Local authorities across Norfolk and Suffolk are ambitious for their residents and businesses. However, cash constraints mean they are unable to deliver all the services they would like to support residents and businesses.
- Funding that is available tends to be short term in nature and there are often restrictions placed on what it can be used for. Some funding is allocated on a competitive basis or reserved for MCCA areas.
- Devolution will provide the MCCA with additional funding and powers for local partners, including local authorities, to support areas such as the development of new infrastructure, housing, skills and economic development.
- The funding will be long term in nature and subject to fewer restrictions. This will provide greater certainty, as well as save money spent on unsuccessful bids, and deliver greater efficiency.
- Use of this funding will be determined locally, to support the ambitions of local partners and will complement plans to reorganise local government.

6. To what extent do you agree or disagree that working across the proposed geography through a Mayoral Combined County Authority will improve the local natural environment and overall national environment?

• strongly agree	✓
• agree	
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- Norfolk shares many nationally significant and important landscapes and natural environments with Suffolk. These include the Brecks, Broads, Coast, and the Norfolk and Suffolk claylands.
- We already work with Suffolk County Council and through the Norfolk & Suffolk Nature Recovery Partnership, on the Local Nature Recovery Strategies (LNRS).
- Additionally, we are working across shared geography on projects that will improve the natural environment for example, the Brecks Fen Edge and Rivers Landscape Partnership, Norfolk and Suffolk Nature Recovery Partnership, Broadland Futures Initiative, the East Coast Flyway World Heritage Site proposal.
- Working on these issues through the MCCA will strengthen our partnership, including the delivery of the LNRS, improving the natural environment, and addressing significant local issues problems with flooding and coastal erosion, although clarity is required over where these functions will sit.



7. To what extent do you agree or disagree that working across the proposed geography through the Mayoral Combined County Authority will support the interests and needs of local communities and reflect local identities?

• strongly agree	✓
• agree	
• neither agree nor disagree	
• disagree	
• strongly disagree	
• don't know	
• prefer not to say	

- Norfolk has a distinct identity reflected in its many different communities, urban centres, market towns, villages and rural areas.
- However, this is not always recognised at a national level and the Mayor will be able to advocate this nationally.
- Norfolk County Council is keen to ensure the area's identity is preserved, through the work of the members of the MCCA, despite the scale of the MCCA.
- Actively involving local communities in the development, planning and implementation of plans will also ensure that their unique needs and identities are considered and represented.
- As a constituent member of the MCCA, the Council will ensure we work closely with Town and Parish councils, local businesses and voluntary organisations to address the needs of local communities.
- By supporting local cultural events, heritage projects, and community initiatives, the MCCA can help preserve and promote the cultural heritage and unique identities of different areas.

# Cabinet

**Item No: 9**

**Report Title:** Household Support Fund – Round 7

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Andrew Jamieson - Deputy Leader & Cabinet Member for Finance

**Responsible Director:** Sarah Rhoden – Director of Community, Information and Learning

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 17 January 2025

## Introduction from Cabinet Member

The continued increase in costs of everyday essentials, like energy and food, means many families are having to cut their budgets and make tough decisions about what they can afford. That is why the support the Household Support Fund enables is so important.

Providing support to over 90,000 families a year, it gives those in most need someone they can go to for help. Whether food vouchers to help feed their families, accessing advice to help manage their household budget or getting immediate help with an unexpected bill to avoid them getting further into unmanageable debt, this Fund means that we can be there.

Last year, we faced the real prospect of the fund being cancelled by the new Government. I, and many others, strongly urged the Government to extend the Fund, and highlighted the real impact ceasing this funding would have. I am pleased the fund was subsequently extended by another 12 months. Although it is disappointing that Government has reduced the allocation for this period by 12% - so we have less money available - we will work hard to ensure that all the funding is used to help as many people in need as we can.

## Executive Summary

This report sets out the proposed allocations for Norfolk's Household Support Fund allocation for April 2025 to March 2026.

### Recommendations:

1. To approve the proposed allocation of funding for round 7, as set out in Section 2 and Appendix A, totalling £11.8m.
2. That Cabinet receive an update on progress in 6 months - October 2025 – to enable Cabinet to consider progress and plans for the 2025/26 winter period.

## 1. Background and Purpose

- 1.0 In October 2021, Government introduced the Household Support Fund to enable local authorities to support households most in need, including those affected by the rising costs of living.
- 1.1 The scheme was due to cease at the end of March 2025, meaning the activities that this funding enables would also need to cease. We wrote to the new Secretary of State for Work and Pensions last year to highlight the importance of the continuation of this fund, and calling for both an extension and a removal of future uncertainty around funding for this type of local support. This led to the Government announcing, as part of the Autumn budget statement, that the Fund would be extended for a further 12 months to cover the period April 2025 to March 2026. This enables help for the most vulnerable to continue.

## 2. The impact of the last round of funding

- 2.1 The last round of funding - Round 6 – covered the period from 1 October 2024 to 31 March 2025. As with previous rounds, the majority of funding was allocated to continue with well-established programmes of support that had been in place for some time. These tried and tested approaches have been utilised through all rounds of funding, which means we can move quickly to secure arrangements when new funding announcements are made. By the end of Round 6, and based on volumes to date, we anticipate the funding would have enabled:-
  - Cost of living support vouchers for families eligible for means tested free school meals – supporting around 30,000 children.

- Norfolk Assistance Scheme – this scheme includes financial support, emergency food support, help with grant and benefit applications, money management etc. – supporting around 5,700 families
- Libraries and community warm spaces to continue through the winter. Supporting households across the 47 Libraries and museums in our network with free household essentials and a range of activities providing warm spaces for people to spend time and connect -supporting around 53,000 residents
- Local councils – funding to the seven local councils across Norfolk to provide proactive and targeted support for local residents facing hardship – supporting around 3,550 families
- Targeted learning and development opportunities for those families most in need, through our Adult Learning Service. As a result of the varied programme of activity, residents gained valuable skills and knowledge to improve their financial and daily living situations - supporting around 2,000 families

2.2 Alongside these tried and tested models, we also took the opportunity to use some funding to take new and different approaches, informed by the pressing need facing Norfolk residents. This enables us to target a particular theme or cohort of people who may have been missed in previous rounds or where the risk of hardship is increasing. For Round 6, we focussed on financial support for older residents who were most impacted by the Government's decision to introduce means testing for the winter fuel payment.

### **3. Pension Credit and the winter fuel payment**

- 3.1 In Autumn 2024, the Government announced that the winter fuel payment would be means-tested, starting in winter 2024. This meant that the majority of pensions who previously received this payment would no longer be eligible; 10.8 million pensions nationally received the payment, and with means testing this figure reduced to 1.5 million. This unexpected change left many residents unprepared to manage its impact.
- 3.2 Pensioners who receive pension credit remain eligible continue to receive the full winter fuel payment, but those who are not eligible do not. Consequently, families who narrowly miss out on pension credit eligibility, or who have higher than average costs due to disabilities or other special needs, faced increasing difficulties managing their fuel bills this winter; Age UK estimated that around 2 million pensioners nationally who badly needed the money to stay warm this winter would not receive it. At the same time, the Government also estimated that around 880,000 households nationally who were eligible for pension credit had not taken up this entitlement.

- 3.3 The Council discussed this at Full Council in September 2025, with a motion highlighting the importance of protecting pensioners from fuel poverty, noting that the winter fuel payment had been a lifeline for many older people across the UK and that restricting its availability solely to those on Pension Credit risks leaving many pensions in financial hardship. As a result, a Council-led local awareness campaign was put in place to alert and encourage those eligible for Pension Credit to take up this entitlement.
- 3.4 This campaign has been successful. The number of Pension credit claimants have been consistently rising since October 2024. Overall, Norfolk claimants have increased by 2.7% since October rising from 20,049 in October to 20,586 in January 2025, which means an additional 537 pensioners in Norfolk are now accessing the support they are entitled to.
- 3.5 In addition to the local awareness campaign, funding in Round 6 was also allocated to provide one-off cost of living payments to help pensioners most at risk because of the change, in particular those who fall just outside the eligibility criteria for Pension Credit, to help them to manage the cost of this transition. We collaborated with voluntary sector organisations, local councils, the client hardship service, and utility companies to distribute the funding, which was in the form of direct cash payments or supermarket vouchers. Additionally, we worked with partners who provide accredited advice to distribute this funding, as they are best positioned to identify and assist those in need.
- 3.6 The funding allowed our partners the flexibility to award residents money to help with their increased costs of living through the winter, such as fuel and heating, alongside ongoing efforts to support people in accessing pension credit. This approach ensured that support was targeted and effective, addressing the specific needs of those who might otherwise have fallen through the cracks. To date, around 2,000 Norfolk pensioners have received this direct support.

## **4 Proposal**

- 4.1 The Government funding allocation to Norfolk for Round 7 is £11.8m, which is an 11.88% reduction from previous rounds.
- 4.2 It is proposed that we continue our approach in allocating funding to the tried and tested arrangements that we know we are well placed to deliver at scale, alongside some new approaches to reflect changing need and to deliver a more unified system for Norfolk. Given the reduction in funding this time, it is important that we build on knowledge and experience gained from previous rounds to ensure that the grant reaches the residents in most need.
- 4.3 The national guidance from Government sets out that the primary objective of The Fund is to provide crisis support to vulnerable households in the most need with the cost of essentials. The secondary objective is to provide

preventative support to prevent vulnerable households from falling into – or falling further into – crisis. Therefore, for this round, it is proposed that there is an increased focus on crisis support and local community delivery.

- 4.4 This means establishing, through our Norfolk Assistance Scheme, a clear crisis model for residents, ensuring that wherever they are in Norfolk, they have a central and easily accessible mechanism to ask for help. This will be complemented by our proactive and targeted support, along with the addition of community grants to grassroots groups such as social supermarkets and local lunch clubs, which provide much-needed support at a hyper local level.
- 4.5 The proposed allocations are set out below, with further information in Appendix A:-

**1) Providing support to vulnerable households in the most need with the cost of essentials:**

£6.45m to cost-of-living support vouchers for families eligible for means tested free school meals.

£1.0m to enable financial support for residents in crisis, ensuring that they receive the help they need when they need it most, through our Norfolk Assistance Scheme.

£0.4m available to continue to support older residents in hardship

£0.4m for projects in collaboration with our frontline practitioners in children's services, including a school uniform initiative.

**2) Providing preventative support to prevent vulnerable households from falling into – or falling further into – crisis.**

£1.0m to the Norfolk Assistance Scheme to continue the county-wide holistic and comprehensive support, to help residents manage their finances and improve their situations longer term.

£1.0 m to the seven district councils across Norfolk to provide proactive and targeted support to local residents.

£0.9m for VCSE community-based hardship support and infrastructure, including through micro-grants. These efforts will provide a hyper-local offer and engage residents who public sector partners might not always reach.

£0.25m to adult learning to continue the expanded programme of courses that provide longer terms skills and support

£0.35m to enable NCC community spaces (libraries and museums) to be warm spaces during the colder months, including free hot drinks and provision of free essentials

£0.05m to ensure analysis, evaluation and relevant publicity. This will help us build on our solid understanding of the needs and how the cost-of-living crisis has been changing and affecting Norfolk

residents, as well as ensure that opportunities for support are publicised for those who may need them.

## **5 Impact of the Proposal**

- 5.1 The funding allocations will ensure that we can continue to support those households most in need for the next 12 months. Based on our experience through previous rounds of funding, we anticipate these allocations to enable support to around 91,000 households across Norfolk.
- 5.2 The inclusion of a focus on crisis support will help financially vulnerable families who require immediate assistance and are facing urgent financial difficulties. This focus is crucial for several reasons:
- Preventing escalation: Early intervention through a well-structured crisis support system can prevent minor financial issues from escalating into more severe problems, such as homelessness or severe debt.
  - Community stability: Providing timely support helps maintain community stability by reducing the stress and uncertainty faced by residents, which can have positive ripple effects on overall community well-being.
  - Efficient resource allocation: A unified and accessible system for all Norfolk residents, through our Norfolk Assistance Scheme, ensures that resources are allocated efficiently, avoiding duplication of efforts and ensuring that every pound spent has the maximum impact, as well as providing a consistent front door for all those facing crisis.
- 5.3 The crisis support offer will be complemented by other elements of our programme, including the Client Hardship Service, which provides longer-term holistic wrap-around support. Additionally, adult learning activities will support people in developing lifelong skills, further enhancing their ability to manage and overcome financial challenges.

## **6. Evidence and Reasons for Decision**

- 6.1 A number of factors have been taken into account in developing these proposed allocations:-

### **Purpose**

The proposed allocations align with the requirements of the scheme set out in the Government guidance.

### **Need and demand**

The equality impact assessment highlights that older and disabled people are most at risk of hardship (see para 10.3 below).

Feedback and evaluation data from previous rounds of funding shows:-

- The number of applications for support through the Norfolk Assistance Scheme has declined, compared to earlier rounds, but there continues to be a significant need. There is an overall reduction of applications by 30% since December 2022, with latest figures showing around 1,000 applications each month. There are a higher volume of applications during the winter/colder months.
- Around 74% of spend in round 6 has been focussed on food (including cost of living support vouchers for families eligible for means tested free school meals), 10% on energy and water and essentials linked to energy and water, 8% on debt and advice with remaining funding spent on other types of essentials.
- Of those households receiving support, the household compositions are made up of just over 82% households with children, 5% with pensions, 6% with a disabled person and the remainder from other types of household. It needs to be noted that the reporting arrangements mean that households can only be classified into one category, whereas in practice households may include, for example, both older and disabled people.
- Latest evaluation data from those households who have received support show the most common reasons for needing support are because of the increased cost of living (28%), because things are more expensive for a single person household (17%) pension/benefits are not enough to cover bills (16%) because they have no savings and are facing an unexpected bill (13%). The evaluation data also shows that 30% would cut back on food/essentials if they did not receive support, 32% would cut back on heating/electricity and 27% would see themselves in debt or financial difficulties.
- 75% of those people who have received support say that they expect they will need to rely on further support in the future, with the cost of energy/heating (40%), cost of food/essentials (34%) and the cost of transport (9%) the most common reasons for this.
- Since round 4 of funding, we have been seeing an increase in single person households, those unable to work due to a disability or long-term health condition and males seeking support.

## **Deliverability**

The funding allocation covers the 12 month period from 1 April 2025 and there is an expectation that Local Authorities should aim to have arrangements in place as quickly as possible to support vulnerable households through the grant period and to avoid any gaps in provision. The proposed allocations include drawing on tried and tested approaches that we have utilised through previous funding rounds, and which are ready and able to extend programmes to continue to deliver support for a further period.



## **Future funding**

Uncertainty around future funding continues and this could be the final extension of the Household Support Fund. Whilst we want the maximum amount of funding possible to directly reach those who are in need, given that future funding of this type seems unlikely we have also taken into account the need to put in place arrangements that will provide longer term solutions.

## **7. Alternative Options**

- 7.1 There are a number of ways that the funding can be allocated, and approaches vary from authority to authority across the country. For Norfolk, the allocations are based on our experience of need and demand. We have also taken a balance between continuing with tried and tested approaches that we know can deliver at scale with the pace required, whilst also taking some different approaches for some of the funding each round to reflect the changing context and local needs.
- 7.2 The funding allocations could be amended, subject to complying with the Government guidance for use of the fund. However, the fund needs to be spent within the specified timescale and therefore there is little time to enable new programmes or significant new areas of activity to be developed and implemented in enough time to get support to those who most need it.
- 7.3 We recognise the importance of consistency and clear, accessible pathways to support. While considering alternative options, we have heard from our stakeholders and residents about the need for reliable and straightforward access to assistance. Therefore, maintaining a consistent approach as far as possible ensures that residents know where and how to seek help, which is crucial during times of crisis.

## **8. Financial Implications**

- 8.1 The Household Support Fund allocation for Norfolk from the Department for Work and Pensions (DWP) this period is £11.8m. The funding is provided in arrears and the County Council will need to provide detailed reporting on spend to the DWP to successfully draw down funding against costs.

## **9. Resource Implications**

- 9.1 **Workforce:** There are no staffing implications.
- 9.2 **Property:** None.
- 9.3 **IT:** None.

## **10. Other Implications**

- 10.1 **Legal Implications:** We will work with colleagues in legal services to carry out and consider subsidy control assessment requirements, as relevant, and ensure appropriate transparency in any arrangements made.
- 10.2 **Human Rights Implications:** None.
- 10.3 **Equality Impact Assessment (EqIA):** As highlighted in published equality impact assessments (for example the EqIA report for the 2024/25 budget proposals sets out a number of known issues that disabled and older people experience), older and disabled people are at more risk of being impacted by increasing costs of living. This is because:-
- Disabled people (particularly people with ‘severe disabilities’ as described by the courts) tend to pay more for day-to-day living than people who are not disabled
  - Disabled and older people tend to be in lower income groups and may be more likely to live in poverty. Working-age disabled people may be the most likely to be at risk of living in poverty
  - The rising cost of living is particularly affecting disabled and older people, and people with other protected characteristics
  - Financial hardship is strongly associated with social isolation. Disabled and older people are at particular risk of social isolation. This is because most social activities incur costs – and disabled people may need to pay more compared to a non-disabled person to participate in a social activity

The proposed allocations will ensure a further period of additional support that disabled and older people are able to access. We recognise that some households are less likely to come forward for support from the Council and therefore we will continue to work with the VCSE sector and key partners, who have established and trusted relationships, to support individuals to access the range of support available to them.

- 10.4 **Data Protection Impact Assessments (DPIA):** The necessary arrangements are in place that enable essential data to be shared across partners, where needed.
- 10.5 **Health and Safety implications:** None.
- 10.6 **Sustainability implications:** None.

## **11. Risk Implications / Assessment**

- 11.1 There is a risk that demand/need may outstrip the funding available. Demand levels through previous rounds, and latest trend patterns, have been taken into account in developing the proposed allocations.

- 11.2 All operational risks are managed by the internal Hardship Programme Board.
- 11.3 There is a risk associated with the continued uncertainty of future funding. The allocations represent activities and support that can be provided throughout this funding period with a minimal risk of creating ongoing or short-term revenue pressures for those who deliver the activities. The allocations do not present any financial risks beyond this funding period in relation to staffing (e.g. potential redundancy costs) or contract obligations. The 6 monthly progress report proposed for Cabinet in October will be an opportunity to consider future funding arrangements and the Government's position on future funding, and the potential implications of this.
- 11.4 Our information on need and demand shows that some households are likely to still need support beyond March 2026. The County Council is not in a position to replace this funding if no further allocations are made by Government, which means that some support would then need to cease. This will increase the risk of families facing crisis and could lead to detrimental outcomes for some. It is not possible to accurately quantify the impact of this in any meaningful way.

## **12. Select Committee Comments**

N/A

## **12. Recommendations**

1. To approve the proposed allocation of funding for round 7, as set out in Section 2 and Appendix B, totalling £11.8m.
3. That Cabinet receive an update on progress in 6 months - October 2025 – to enable Cabinet to consider progress and plans for the 2025/26 winter period.

## **13. Background Papers**

- [Household Support Fund – Round 6 – Individual Cabinet Member Decision report](#)
- Household Support Fund: Guidance for County Councils and Unitary Authorities in England (1 April to 31 March) – not yet published on Government website but a copy can be provided by the County Council on request
- Proposed budget for 2024/25 – Equality Impact Assessment Report [Document.ashx \(cmis.uk.com\)](#)

## **Officer Contact**

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

**Officer name:** Sarah Rhoden – Director of Community, Information & Learning  
**Telephone no.:** 01603 222867  
**Email:** [sarah.rhoden@norfolk.gov.uk](mailto:sarah.rhoden@norfolk.gov.uk)



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## **Further detail on proposed allocations for Household Support Fund Round 07**

### **Providing support to vulnerable households in the most need with the cost of essentials**

#### **Cost of living support for families**

##### **£6.45m to extend the cost-of-living support vouchers for families eligible for means tested free school meals**

This allocation will mean a full 12-month extension of the scheme to support very low-income families. Households with children who are eligible for means tested free school meals will have access to monthly vouchers to help them to manage the cost of food and associated goods.

Vouchers available will be £240 per child per year issued as £15 per month with additional payments in school holidays – Easter, Summer and Christmas.

Around 30,000 children will have access to this support.

#### **Financial support for residents in crisis (county-wide)**

£1.0m of funding will be available to provide swift and effective support to residents in crisis, ensuring that they receive the help they need when they need it most. This support will be delivered, where possible, via digital automation from applications, in conjunction with the Norfolk Assistance Scheme.

This allocation will mean over 8,000 residents will be supported with immediate awards of up to £150. This crisis model will provide immediate and effective support to individuals or households facing urgent and unexpected financial or personal crises. It will focus on rapid assessment, quick decision-making, and fast delivery of assistance to address immediate needs.

During the planning stages we have heard from key stakeholders and practitioners that having one clear and accessible offer for the whole of Norfolk ensures that all residents, regardless of their location or circumstances, can easily understand and access the support they need during times of crisis.

This crisis support will be delivered in conjunction with the Norfolk Assistance Scheme.

## **Support for older residents facing hardship**

**£0.400m** will be made available to continue our targeted work to support older residents in hardship. We will work with colleagues in Adult Social Care and key partners to identify and support older residents in need who are traditionally less likely to come forward for support.

## **Support for families with children facing hardship**

**£0.400m** for projects in collaboration with our frontline practitioners' in Children's Services. This funding will enable practitioners to respond quickly and flexibly when working with families and residents in need, finding solutions that meet individual needs effectively.

This funding, with the support of the Norfolk Assistance Scheme will also allow us to develop a Back to School - School uniform initiative. We know that School uniforms can be a financial struggle for families because they involve high initial costs, recurring expenses due to children's growth, and mandatory requirements set by schools. These factors create a significant and ongoing financial burden, especially for low-income households, making it challenging to afford the necessary attire for their children.

This funding will enable us to design a school uniform project with a focus in the summer months to help families manage their budgets and manage some of the cost associated with starting a new school year.

## **Providing preventative support to prevent vulnerable households from falling into – or falling further into – crisis**

### **Local council support**

#### **£1.0m funding to local councils across Norfolk to provide targeted and proactive support**

This allocation will enable the seven local councils across Norfolk to continue to provide proactive and targeted support to residents in hardship.

A number of data sets will be provided by DWP to support work to proactively identify those in need of support. Work will be carried out to ensure that there is some consistency in how those most in need are proactively identified across the seven local councils, and to ensure that there is no duplication of effort, with a view to maximising the reach of any support made available.

Allocations to the seven local councils from this £1.00m total funding pot will be determined by an analysis of benefits and income support data. Therefore, allocations will vary from council to council.

## Norfolk Assistance Scheme

**£1.00m** funding to the Norfolk Assistance Scheme. Delivered directly by the County Council, the scheme includes direct award of assistance:-

- Provision of household items through charitable organisations (e.g. cooker, fridge, washing machine, bed)
- Financial support for food and fuel (including oil)

as well as other types of support and guidance:-

- Support with grant applications
- Support with money management and budget, DWP benefits entitlement, referral to debt agencies and support disability related expenses etc
- Warm referral to support workers, advice organisations and voluntary agencies to provide wraparound support to help prevent further crisis occurring
- Referral to other services and partners for complex areas e.g. support workers

## Community spaces

**£0.350m** to enable NCC community spaces (libraries and museums) to be year-round support hubs. This funding will enable our year-round support hubs, libraries and museums, to do even more. These spaces will continue to provide a safe and welcoming environment for residents throughout the year.

With the additional funding, the service will offer free hot drinks, essential supplies, and access to advice and support services. During winter months of the funding round the community spaces will be warm spaces for residents. By leveraging our community spaces in this way, we aim to create a robust network of support that addresses the needs of our most vulnerable residents all year round.

## Adult Learning

**£0.250m** funding to Adult Learning to expand their programme of money management, cooking on a budget and other related courses. The County Council's Adult Learning service provides a range of free to access courses, including:-

- Cooking on a budget – which includes food supplies and recipes for families to take home at the end of the session to cook at home
- Money management
- Family learning sessions
- Digital skills to enable families, as well as older and disabled people to access advice and support services

This funding will enable the service to continue this expanded programme and deliver more courses across the county during this period, to help families to better manage the impact of the increased cost of living.

The service will focus on providing additional courses in those areas where the need is highest, for example in areas of deprivation and to those people who we know are more impacted by cost-of-living increases (older and disabled people).

### **Community based hardship support (VCSE Microgrants)**

**£0.900m** to deliver community-based support delivered through local VCSE organisations. Our collaboration with the voluntary sector has been vital throughout previous rounds of funding.

Working closely with the Norfolk Community Foundation, we have been able to provide microgrant funding to 99 different grass roots voluntary organisations to enable them to provide much needed emergency support to people who may not be in contact with NCC but have close relationships with these organisations.

Those households in receipt of this support from VCSE organisations will also be referred to the Norfolk Assistance Scheme for further support if required and also the wraparound holistic support that can be offered to help families move to a more sustainable financial situation.

In addition, part of this allocation will be used to ensure that key community infrastructure to ensure linking residents in need with advice and support, and linking different providers and to advice and support.



# Cabinet

**Item No: 10**

**Report Title:** Central Government Grant Funded Programmes for Children and Young People

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Penny Carpenter (Cabinet Member for Children's Services)

**Responsible Director:** Sara Tough OBE, Executive Director Children's Services

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 6 March 2025

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

This report provides an update on indicative funding allocations that the County Council will receive for 2025/26 in relation to two programmes of activity which are an integral element of our partnership prevention and early help response to children, young people and families and support our shared ambition that Norfolk is a place where all children and young people can flourish.

This includes the Start for Life and family hubs programme being funded by the Department for Education and the Department of Health and Social Care, and the Holiday Activities and Food (HAF) programme, being funded by the Department for Education.

Given the scale of the funding the Council will receive, agreement to utilise each of the grants for 2025/26 constitutes a Key Decision.

## **Recommendations:**

**To utilise the grant allocation to the County Council of £2,343,500 confirmed by the Department for Education and Department of Health and Social Care for**

**2025/26 to continue to deliver the government's Start for Life and family hubs programme.**

**To utilise the grant allocation to the County Council of £2,759,560 confirmed by the Department for Education for 2025/26 to continue to deliver the 'Big Norfolk Holiday Fun' scheme as Norfolk's Holiday Activity and Food (HAF) programme.**

**To delegate decisions, including financial, related to the implementation of Norfolk's Start for Life and family hubs and HAF programmes to the Executive Director of Children's Services.**

## **1. Background and Purpose**

- 1.1 The government's Start for Life and family hubs programme is intended to support local authority areas to develop and embed a family hubs model, recognising the cost effectiveness of investment in prevention and early help.
- 1.2 Norfolk is one of 75 local authority areas being funded by central government through their Start for Life and Family Hubs programme, to further develop support for families with children from conception to 19 (25 SEND). There was an initial allocation of £6.4m to the Council for this programme over 3 years, up to March 2025.
- 1.3 On 10 January 2025 we received confirmation that the County Council will receive an additional indicative allocation of £2,343,500 for 2025/26. The majority of the funding is being provided to develop core Start for Life services focused on families and children from conception to age 2.
- 1.4 Our family hubs approach includes joining up existing services and pathways, including debt and welfare, housing, wider public health support, health visiting, reducing parental conflict, youth services, etc., as part of the wider offer for 0-19s (25 SEND). There is a particular focus on improving access to support for families from lower socio-economic groups, families of children with SEND, or those from minority groups. The approach recognises the value of system wide support for families, with the programme supporting multi-agency workforce development and a comprehensive workforce training and development programme is in progress.
- 1.5 Our Start for Life and family hubs approach is an integral element of Norfolk's partnership prevention and early help approach, overseen by a multi-agency steering group, chaired by a senior officer from Children's Services, which reports into the Children and Young People Strategic Alliance via the Prevention and Early Help Board, ensuring there is robust multi-agency oversight and support for the programme.
- 1.6 In 2021, the Holiday Activities and Food (HAF) programme was rolled out to all 152 upper tier local authorities in England. As a result, Norfolk County Council has been receiving grant funding from the Department for Education to ensure

the coordination and provision of free holiday provision, including healthy food and enriching activities, for children eligible for means tested free school meals.

- 1.7 The initial funding allocation was for the period until March 2025, and since 2021 the Council has received on average c£2.5m per year (£2.7m in 2024/25).
- 1.8 On 20 January 2025, we received confirmation that there would be continued HAF funding nationally for 2025/26 and on 3 February we were advised the indicative allocation for Norfolk will be £2,759,560.
- 1.9 In line with the HAF grant requirements set out by the Department for Education, a ceiling of 10% of the annual grant is being used to support the coordination and management of the programme. Active Norfolk, hosted within the Council's Community and Environmental Services directorate, are coordinating the programme on behalf of the Council, making use of their infrastructure and links with a range of activity providers across the county.
- 1.10 The remainder of the funding is being used to fund a wide range of 3rd party organisations to provide free holiday activities for eligible children and young people aged 5-16. These organisations range from small grassroot groups offering HAF provision often to children and young people that they already are working with, through to larger activity providers able to offer provision on scale and across multiple locations around the county.
- 1.11 Norfolk's HAF programme is being supported by a multi-agency strategic group, chaired by a senior officer from Children's Services, which also reports into the Children and Young People Strategic Alliance via the Prevention and Early Help Board.

## **2. Proposal**

- 2.1 To utilise the grant allocation to the County Council confirmed by the Department for Education and Department of Health and Social Care for 2025/26 to continue to deliver the government's Start for Life and family hubs programme.
- 2.2 To utilise the grant allocation to the County Council confirmed by the Department for Education for 2025/26 to continue to deliver the 'Big Norfolk Holiday Fun' scheme as Norfolk's Holiday Activity and Food (HAF) programme.
- 2.3 To delegate decisions, including financial, related to the implementation of Norfolk's Start for Life and family hubs and HAF programmes to the Executive Director of Children's Services.

## **3. Impact of the Proposal**

- 3.1 The Council needs to take account of emerging national policy including the government's policy statement 'Keeping children safe, helping families thrive' which was published on 18 November 2024 and sets out the government's vision for the future children's social care system and their core legislative

proposals. This includes a commitment to working with the whole family so more children and young people can thrive in their family, and a system that works effectively across agencies and empowers professionals working within it.

- 3.2 There is a commitment to creating a seamless, non-stigmatising offer of support that is underpinned by whole-family approach and working in a strengths-based way. The government's vision is for there to be an end-to-end system of support, building out of family hubs where these exist, through to the edge of care, recognising that families arrive at different parts of the system and their needs may increase or decrease over time.
- 3.3 Through the approach we are taking in relation to the Start for Life and family hubs programme, our commitment to multi-agency collaboration is becoming a reality for both professionals and families and is helping to reduce duplication of activity across services. There is anecdotal evidence of a reduction in the number of meetings where a family's needs are discussed, and subsequently an increase in families only having to tell their story once.
- 3.4 Grant funding received by the Council has allowed us to enhance service offers either through expanding existing services or through commissioning additional support. It has funded two participation officers to work directly with families, including to support the establishment of a Parent & Carer Panel for families with children aged up to 2 years old, and has also enabled community grant schemes, specifically to support infant feeding, families with children aged 5-12, and organisations supporting fathers.
- 3.5 Feedback from Norfolk parents, obtained both through the national and local evaluation of family hubs indicates families are valuing the support being provided, and are now more confident in supporting their child's learning and development.
- 3.6 Our targeting of HAF provision for children eligible for means tested free school meals and other vulnerable children has worked well, ensuring we have children with the greatest need taking advantage of the programme and HAF attendees are more likely to come from deprived areas of the county. Since the programme began in 2021 through to Summer 2024, over 18,000 individual children and young people aged 4-16 have taken part. The number of bookings from children with SEND has increased with each delivery period, from 17% in Summer 2022, to 25% by Winter 2023. Overall, up to and including Summer 2024, we have had 3,750 unique children with SEND take part.
- 3.7 Families have valued the opportunity through the HAF programme for their child to try new and interesting things that get them out the house. They have found the programme essential to support their overall family wellbeing and have used the programme for accessible affordable childcare. They have also valued the food boxes (over Christmas holiday periods). There is evidence that children who had access to more physical activity and healthy foods through the programme are more likely to have continued this practice, even when the initial provision was only one HAF session.

## **4. Evidence and Reasons for Decision**

- 4.1 These programmes of activity support our shared ambition that Norfolk is a place where all children and young people can flourish.
- 4.2 The programmes align to the Council's Better Together for Norfolk strategy with its vision that Norfolk is a place where everyone can start life well, live well and age well, and where no one is left behind, and for communities to feel safe, healthy, empowered and connected, their individual distinctiveness respected and preserved.
- 4.3 Both programmes of activity reflect the partnership approach that is being taken forward across the Council, health, providers, and voluntary sector services to strengthen our prevention and early help offer for families.
- 4.4 The Council has received very positive feedback from the Department for Education and/or the Department of Health and Social Care in relation to our delivery of the Start for Life and family hubs programme, and also ongoing positive feedback from Childcare Works, commissioned by the Department for Education to oversee local authority delivery of the HAF programme across England.

## **5. Alternative Options**

- 5.1 Given that both of the programmes of activity covered in this report support our shared ambition that Norfolk is a place where all children and young people can flourish and are integral to our wider partnership work to strengthen our prevention and early help offer for families, the Council has previously committed to deliver the requirements of each programme as detailed in the guidance issued by the Department for Education and/or the Department of Health and Social Care.
- 5.2 For both programmes, our delivery is being closely monitored through regular reporting and meetings with the relevant teams within the Department for Education and/or the Department of Health and Social Care.

## **6. Financial Implications**

- 6.1 These programmes are being funded through the grants to Norfolk County Council. Given the scale of the funding being received, agreement to utilise each of the grants for 2025/26 constitutes a Key Decision.

## **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):**

Each programme has completed a detailed equality impact assessment which is being used to inform delivery of the programme.

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 There is clear evidence nationally, that effective prevention and early help results in avoiding additional costs in the longer term that otherwise occur as the consequence of late intervention and unmet needs. Both of these programmes are an integral element of our partnership prevention and early help response to children and their families.

9.2 Whilst it is positive therefore to have confirmation of indicative funding that the Council will receive from central government for these programmes, it should be noted that these commitments are only for 2025/26.

## **10. Select Committee Comments**

10.1 An overview of these programmes of activity is included in a wider report on our partnership approach to prevention and early help going to the People and Communities Select Committee on 14 March 2025.

## **11. Recommendations**

**To utilise the grant allocation to the County Council of £2,343,500 confirmed by the Department for Education and Department of Health and Social Care for 2025/26 to continue to deliver the government's Start for Life and family hubs programme.**

**To utilise the grant allocation to the County Council of £2,759,560 confirmed by the Department for Education for 2025/26 to continue to**

deliver the 'Big Norfolk Holiday Fun' scheme as Norfolk's Holiday Activity and Food (HAF) programme.

To delegate decisions, including financial, related to the implementation of Norfolk's Start for Life and family hubs and HAF programmes to the Executive Director of Children's Services.

## 12. Background Papers

### 12.1 None

#### Officer Contact

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

**Officer name:** Tim Eyres, Assistant Director Commissioning & Partnerships, Childrens Services

**Telephone no.:** 01603 989729

**Email:** [tim.eyres@norfolk.gov.uk](mailto:tim.eyres@norfolk.gov.uk)



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# Cabinet

Item No: 11

**Report Title:** Adult Learning Strategic Plan

**Date of Meeting:** 07 April 2025

**Responsible Cabinet Member:** Cllr Margaret Dewsbury - Cabinet Member for Communities & Partnerships

**Responsible Director:** Sarah Rhoden, Director, Community, Information and Learning

**Is this a Key Decision?** No

## Introduction from Cabinet Member

The Adult Learning service is externally funded by the Department for Education and tuition fee income. The service's total income is **£5.4 million** per academic year, which it earns by delivering qualifications, apprenticeships and non-accredited and commercial courses to adult residents and employers, mainly in Norfolk.

In the 2023-24 academic year the service was successful in meeting the needs of residents, delivering learning programmes to **5,305** individual adult (19+) learners, with **10,668** adult (19+) learner registrations, including **333** apprenticeships. These courses were delivered in the heart of Norfolk's communities, using **167** community venues and with **33%** of course delivery online.

Ofsted inspected the service in November 2023 and judged it to be **Good**. The service's externally moderated self-assessment process at the end of the 2023-24 academic year confirmed this **Good** rating, with service Intent and its response to Ofsted's Behaviours and Attitudes theme, judged to be **Outstanding**.

Adult Learning offers a high-quality, robust curriculum; a strong community focus, that supports independence, health, wellbeing, and community engagement; clear integration with Norfolk County Council priorities; alignment with local strategic plans; flexible and responsive access to education for adult residents in community



settings, including online; and a collaborative approach to planning, with both internal and external stakeholders.

The service enjoys a high level of positive feedback from learners. One learner said *“If you have chosen to develop yourself and learn new things with Norfolk Adult Learning, you are in the right place. An organisation full of people who do their job properly and with love. I am happy to continue my learning adventure with such a professional team”*.

This Strategic Plan sets out the service’s vision ‘*Inspirational learning in the heart of Norfolk’s communities*’ and clearly links service delivery to Norfolk’s Economic Strategy, as detailed in the Local Growth Plan 2024-2029.

Adult Learning’s service level priorities over the next three years, are to:

- ❖ Identify and respond to community needs.
- ❖ Deliver opportunities for lifelong learning.
- ❖ Provide access to lower-level skills and qualifications.
- ❖ Upskill the workforce.
- ❖ Deliver better opportunities to families.
- ❖ Promote health, wellbeing, and independent living.

## **Recommendations:**

- 1. To commend the Adult Learning service for its strong performance and outstanding contribution to Norfolk’s priorities.**
- 2. To approve the Adult Learning Strategic Plan for the academic years 2025-26, 2026-27 and 2027-2028, as set out in Section 2 of this report and in the associated appendices.**

## **1. Background and Purpose**

- 1.1 The Adult Learning service is an Ofsted-rated ‘Good’ (November 2023) Further Education Adult and Community Education service, that is externally funded through grant funding from the Department for Education and tuition fee income, with a small proportion of Council income.
- 1.2 With a total external income of £5,419,224 in the 2023-24 academic year (1 August 2023 – 31 July 2024), the service is one of the largest adult education services in the country, the largest adult education provider in Norfolk, with a savings target to become cost neutral to the Council.

The service earns its external funding and tuition fee income through the delivery of teaching, learning and assessment; as well as Apprenticeships and learner and learning support activities. In the 2023-24 academic year the service delivered to 5,305 individual adult (19+) learners, with 10,668 adult

(19+) learner registrations, including 333 apprenticeships and delivering courses in over 167 community venues and online across Norfolk.

**Appendix A** provides detailed information on Adult Learning Income and Financial Management.

- 1.3 The 2023-24 academic year was a successful year, with the service really focusing on its community-based vision. This focus has begun to show success, especially in terms of the service's reach to Norfolk residents, with the number of venues used increasing from 130 in 2022-23 to 167 in 2023-24.

The service earns its income by recruiting and securing positive outcomes for learners. In the past three academic years the service has over-delivered against its Department for Education Adult Education Budget allocation, bringing an additional £490,000 of funding into Norfolk for learning and skills delivery.

Currently around 67% of courses are classroom-based, with 33% delivered online, and this continues to meet the needs of learners who live in rural communities and/or who have challenges in getting to classroom venues, perhaps due to caring responsibilities, work shift patterns or because they have a disability. In addition, learners can access synchronous delivery options, with classes where some of our learners are in a physical venue, while other class members attend online. The service is trailblazing in this area of its work.

The service proactively targets and provides opportunities for residents who are the furthest from education and training. In the 2023-24 academic year, 76% of learners attending qualification programmes were from the 70% most deprived areas of Norfolk.

In the 2023-24 financial year, the service delivered bespoke numeracy courses to over 1,000 of Norfolk's residents through the Multiply programme. This programme targets residents who have low level numeracy skills and works with them, either on a one-to-one basis or in small groups of no more than six. The positive impact that this programme has had on residents is profound, so much so that when the project officially finishes on 31 March 2025, the service is going to continue to deliver this type of learning, funded through the Tailored Learning element of the Adult Skills Fund.

By creating clear progression routes for our learners, not just from level to level, but from subject to subject, learners enrol on our qualification courses time and time again. In the first term of the 2023-24 academic year, 28% of our previous year's cohort of learners re-enrolled on new courses, a figure that rose to 38% of those previously on entry level qualifications.

- 1.4 The Adult Learning service was inspected by Ofsted in November 2023 and was judged to be Good across all inspection themes.

At the end of each academic year, the service completes a robust, externally moderated self-assessment process and produces a Self-Assessment Report. The 2023-24 academic year report was submitted to Ofsted in January 2025. Of note, the service judges its Intent and its response to Ofsted's Behaviours and Attitudes theme, as Outstanding.

Ofsted judgements rate a provider against four key performance indicators: Outstanding, Good, Requires Improvement and Inadequate.

The key findings of this report for the 2023-24 academic year, are as follows:

#### Overall Effectiveness:

Report	Overall Effectiveness Judgement
SAR 2023/24	Good
Ofsted full Inspection November 2023	Good
SAR 2022/23	Good
SAR 2021/22	Good

#### Education Inspection Framework Themes:

Education Inspection Framework Themes	2021/22	2022/23	Ofsted November 2023	2023/24
Quality of Education	Good	Good	Good	Good
Behaviours and Attitudes	Good	Good	Good	Outstanding
Personal Development	Good	Good	Good	Good
Leadership and Management	Good	Good	Good	Good

**Appendix B** is a summary of the key Self-Assessment Report judgements for the 2023-24 academic year and outlines areas the service is developing in the 2024-25 academic year.

- 1.5 The service continues to play a significant role nationally as a leader in the Adult Community Education sector and this has a positive impact on the quality of delivery to Norfolk residents. For example, the service takes a lead role in the East of England Local Authority Heads of Service group.
- 1.6 The service regularly collects feedback and produces case studies that demonstrate the impact of its services on Norfolk residents.

**Appendix C** is a **Case Study** taken from Adult Learning's 'Summer Spectacular' programme delivered by the service during the school summer holidays 2024. The impact of this programme has been significant on families

who are living in hardship and, over the longer term, for the ten schools that the service worked with. As a result of the success of this programme, the service is now working with fifty additional schools, providing educational support for parents.

**Appendix D** is a selection of **Learner Impact Stories** and quotes from learners that demonstrate the incredible impact Adult Learning has on the lives of residents and their communities.

## 2. Proposal

### 2.1 Intent – the Adult Learning Vision 2025-2028

Norfolk County Council's Adult Learning service has an exceptional ability to address the diverse needs of adult learners, particularly those facing significant barriers to education and employment.

The service has deep community roots and a strong pattern of successful community-based delivery and flexible delivery models (including online and synchronous delivery), with a focus on holistic support. This is what makes the Adult Learning service unique; in that the service is meeting the needs of adult residents across Norfolk, in their local community. The service takes its courses to targeted communities who are often either reluctant or unable to travel and/or engage with a larger institution, such as a college. In a large county like Norfolk, where a significant proportion of the population lives in rural and coastal areas, this capacity to deliver locally and flexibly is an essential element of the wider skills delivery mix.

An active community delivery strategy responds directly to issues identified through the Norfolk Local Growth Plan 2024-2029, by supporting *“all places across Norfolk to provide a high quality of life”* and targeting long standing barriers such as health and wealth inequalities, and the challenges faced by rural and coastal communities. In the 2023-24 academic year, in addition to online learning, Adult Learning used 167 community venues across the county, including libraries and two construction training centres in Norwich and King's Lynn. In 2025, the service will take up dedicated training rooms in the new community hubs in Great Yarmouth (The Place) and King's Lynn, increasing the service's offer to local residents in their community.

Ofsted recognised the benefits of our community-based approach, feeding back that: *“Learners appreciate the vast number of community venues that the service uses because they can access learning locally, including online, and this widens participation in Norfolk.”*

The service has reviewed its vision and proposes that from 2025-26 academic year, the vision reflects this unique aspect of its delivery, as follows:

*“Changing lives through learning in the heart of Norfolk’s communities”*



## 2.2 Intent – the Adult Learning Strategic Plan

Informed by the Local Growth Plan – Norfolk Economic Strategy – 2024-2029, the Adult Learning Strategic Plan 2025-2028 provides a roadmap that reinforces the service’s community-based strategy and identifies Adult Learning’s role and contribution within the wider learning and skills ecosystem.

In developing this plan, the service has considered external factors, including changes to national Further Education funding policy from the Department for Education.

Through a network of strong partnerships, the service collaborates effectively with employers, community organisations, and other stakeholders to design and deliver relevant and impactful training programmes. These partnerships also provide valuable support services to learners, such as childcare, transport, and mental health support.

Our service level priorities over the next three years, are to:

- ❖ Identify and respond to community needs.
- ❖ Deliver opportunities for lifelong learning.
- ❖ Provide access to lower-level skills and qualifications.

- ❖ Upskill the workforce.
- ❖ Deliver better opportunities to families.
- ❖ Promote health, wellbeing, and independent living.

**Appendix E** Adult Learning Strategic Plan 2025-28 – provides a high-level view of Adult Learning’s 3-year Strategic Plan and how it responds to the Local Growth Plan 2024-2029, outlining the service’s Contribution, Themes, Service Level Priorities and Service Activities.

### 2.3 **Intent – the Adult Learning Key Priorities and Contribution to Norfolk’s priorities for learning and skills in the academic years 2025-26, 2026-27 and 2027-28.**

This section outlines Adult Learning’s key priorities and how they will contribute to the Local Growth Plan – Norfolk Economic Strategy 2024-29.

**Appendix F** outlines Adult Learning’s Key Planning Priorities for 2025-28 and Contributions for 2025-26, including how Adult Learning’s strategic and operational activities will contribute to Norfolk County Council’s strategic priorities as detailed in the Local Growth Plan – Norfolk Economic Strategy 2024-29.

**Appendix G** is the Adult Learning Plan on a Page for the academic year 2025-26. This document brings together Adult Learning’s objectives and priorities for the year, key deliverables, key activities, key risks, vital signs and targets, and key budget headings.

### 2.4 **Intent – Adult Learning Curriculum Development 2025-28**

Adult Learning’s curriculum development will recognise and respond directly to the needs of Norfolk, its adult residents and communities and its employers and economy. This will enable Adult Learning to maximise its impact and deliver a sustainable service.

Where does the Adult Learning Curriculum fit?

Adult Learning’s curriculum will provide:

- ❖ Flexible and responsive community-based delivery of teaching and learning that meets the needs of adults.
- ❖ Engagement and entry into learning for adult residents, focusing on areas of deprivation.
- ❖ Programmes that raise adult skills levels to prepare residents for employment in Norfolk’s priority sectors.
- ❖ Clear pathways into training in priority sectors.
- ❖ Delivery in priority sectors where the service has the capacity to do so.

- ❖ Programmes that break down barriers to employment and improve opportunities for more sustainable employment and progression into higher paid jobs.
- ❖ Programmes that enable residents to overcome their health inequalities and live independent lives.

The service's external income will enable it to deliver a wide-ranging curriculum, including:

- Qualifications, with a key focus on entry level to Level 2.
- Apprenticeships.
- Non-accredited tailored learning that:
  - Provides opportunities for residents to return to education and progress on to further learning, qualifications and/or employment, with a key focus on literacy, numeracy and digital skills.
  - Enables access to learning, work, and independent lives for residents with disabilities and/or learning difficulties.
  - Provides opportunities for parents, guardians, and carers to support children and young people.
  - Supports, through learning, the health and wellbeing of our residents.
- Commercial courses designed and delivered in partnership with employers.

A successful curriculum will require:

- Focused, collaborative planning that responds well to Norfolk's priorities and the sustainability of the service.
- Partnership working with other learning providers to develop and deliver robust curriculum pathways.
- Cost-effective use of teaching venues and the new hubs in Great Yarmouth (The Place) and King's Lynn.

**Appendix H** outlines Adult Learning's proposed Curriculum Development 2025-2028.

### 3. Impact of the Proposal

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

The Adult Learning service will use the success measures identified in its Key Priorities and Contribution to Norfolk's Priorities document (**see Appendix F**), its Plan on a Page (**see Appendix G**) and its self-assessment process to measure the impact of the proposed Adult Learning Strategic Plan.

## **4. Evidence and Reasons for Decision**

- 4.1 This paper demonstrates that the performance of the Adult Learning service, which has gained both local and national recognition for Norfolk County Council, is exceptional in meeting the needs of Norfolk residents and communities.
- 4.2 The Adult Learning Strategic Plan is based on the identified needs and priorities for adults in Norfolk. The Adult Learning service's external funding and income enables Norfolk County Council to respond to the needs of adult residents and employers, by prioritising flexible, place-based delivery in the heart of Norfolk's communities, as well as online delivery that meets the needs of residents who, for a wide range of reasons, are unable to access face to face courses. This approach enables residents to access learning, gain confidence, new skills and qualifications and to progress.

## **5. Alternative Options**

- 5.1 The proposed Adult Learning Strategic Plan enables Norfolk County Council to best use its external Further Education funding and tuition fee income to deliver a comprehensive, bespoke, community-based service for adult residents and employers across Norfolk through its Adult Learning service, the largest provider of adult education in Norfolk. Residents and employers have access to both flexible and responsive learning, skills, qualifications and apprenticeships that are tailored to the needs of the local community and economy. This results in the delivery of strong outcomes and exceptional support, that respond directly to Norfolk's priorities and have a significant impact on residents, proactively targeting those who are the furthest from education and training.

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

## **6. Financial Implications**

- 6.1 Adult Learning is mainly externally funded, with income from the Department for Education, student loans and tuition fees. The service does receive a small proportion of its income from the council, with targets set and being adhered to becoming financially self-sustainable.

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

The last 12 months have seen a substantial amount of work on ensuring the service remains financially stable into the future. The key focus of this work has



been to fully understand all costs incurred by the service and incorporate ways to reduce them as part of our curriculum planning process. The positive impact of this work highlighted where reductions on non-staff related costs could be made in-year and moving forward.

## **7. Resource Implications**

### **7.1 Workforce:**

Adult Learning currently has 152 staff, of which 84 are teaching staff. The service manages its staffing requirements in line with the funding and income it secures and the curriculum that it delivers.

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

Over the previous 12 months, the service has focussed on ensuring that its workforce is high quality, efficient and can deliver on its priorities.

The service has reviewed both teaching and non-teaching staff structures and put new arrangements in place that focus on providing high quality teaching alongside an efficient approach.

### **7.2 Property:**

The service's move to hybrid working, together with the online and synchronous delivery of a proportion of its courses, has reduced the service's venue-associated costs. In addition, the service has actively increased its use of training facilities in libraries and a wide range of other local, community venues.

In 2025, the service will move into dedicated training rooms at The Place in Great Yarmouth and at the community hub in King's Lynn. This will increase the service's capacity to deliver in coastal communities, where we know there are currently barriers to economic growth.

The service's two construction training centres in Norwich (opened November 2022) and King's Lynn (opened in September 2023), also provide training facilities for other subject areas. The on-going costs of these new facilities will be managed through the service's existing budgets. The foundational economy, and more specifically construction, is a key sector for economic growth in Norfolk, with opportunities for skills development in green construction.

With 33% of course delivery online, the remaining 67% focuses on local, community-based delivery in 167 venues across the county. This enables the service to deliver a more environmentally sustainable programme.

This combination of online and community-based training facilities has enabled the service to increase its countywide presence, and better meet the needs of residents.

### 7.3 IT:

The significant growth in online enrolment and delivery has required the service to increase its expenditure on equipment, software and training for staff, as well as to increase the level of support for learners to access and effectively use digital platforms. The service's Department for Education learner support funding enables the service to provide digital equipment to learners who have an annual income of less than £35,828 (2024-25 academic year rate).

## 8. Other Implications

### 8.1 Legal Implications:

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

### 8.2 Human Rights Implications:

None.

### 8.3 Equality Impact Assessment (EqIA):

The Adult Learning Annual Plan actively seeks to target diverse and vulnerable individuals and supports community cohesion, and it is not envisaged that there will be any adverse impacts based on this proposal.

Adult Learning has an immensely positive impact on adult residents, for example:

- ❖ **78%** of learners who attended qualification programmes, **2,569 learners** in total in the 2023-24 academic year were from the **70%** most deprived wards in Norfolk.
- ❖ The service responds well to the needs of Norfolk's ethnic minority communities, with **35% (859)** of learners on qualification programmes and **18% (453)** of community learning learners from a non-White British ethnic background in the 2023-24 academic year.
- ❖ The **Independent Living Skills** programme, with around **350** learner registrations each year, supports residents with a learning difficulty and/or disability to gain the skills they need to live an independent life.
- ❖ The **Lipreading** programme provides around **200** learners each year, who have a hearing impairment, with the skills they need to participate fully in everyday life and work. This programme is offered free of charge to facilitate access.
- ❖ The service actively enables **female** learners to acquire the skills and qualifications they need to gain employment and progress and reduce the pay gap, for example, **36%** of our construction learners are female.

- ❖ The service's increased capacity in Great Yarmouth and King's Lynn, after taking up new, dedicated training facilities in the new community hubs, will provide additional opportunities for adult residents to improve their skills, gain employment and/or live independently and this will contribute to a solution for the current health inequalities that exist in these Boroughs, with both male and female life expectancy below the Norfolk average **(Male: Great Yarmouth 75.1, King's Lynn 76.7 – compared to Norfolk 80. Female: Great Yarmouth 81.2, King's Lynn 81 – compared to Norfolk 83.8).**
- ❖ Tailored Learning opportunities targeting Norfolk's older population will support early intervention, prevention and health and wellbeing **(25% of Norfolk's population is aged 65+ - compared to 19% in the East of England).**
- ❖ **Learner support funding** provides access to learning for residents who need financial support to enable them to participate in a course and is available to learners attending funded courses.
- ❖ Our funded courses are free of charge to a resident with an income of less than £25,000, and a resident who has an income of between £25,000 and £35,828 will pay a reduced fee.
- ❖ In addition, we can pay a resident's childcare and travel costs, and for course materials, such as a laptop, books, pens, folders, for anyone with an income of less than £35,828.
- ❖ Our **Special Educational Needs Coordinator (SENCo)** assesses learners' specific needs, including dyslexia assessments, and arranges the support an individual needs to succeed in their learning and to access examinations and qualifications. Due to the increasing number of assessments and referrals we receive and the additional support the learners require, we are introducing a new role of Special Educational Needs Officer from 1 April 2025. This will enable the service to provide more learner access to these support options.
- ❖ **Additional learning support** enables a learner who needs one-to-one support with their learning to access the support they need, and this is available at no cost to all funded learners.

#### **8.4 Data Protection Impact Assessments (DPIA):**

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

#### **8.5 Health and Safety implications:**

The delivery of the Adult Learning Strategic Plan will be taken forward in line with Government regulations and in consultation with Health and Safety colleagues in the Council. An Assistant Head of Service, supported by an Operations Manager and team, are responsible for this process and for ensuring that learners and staff are and remain safe.

## **8.6 Sustainability Implications:**

This proposal will have a positive impact on the environment, as it is planned that around one third of the service's future learning provision will be available online and the service will grow its offer of synchronous learning opportunities over the next three years. In addition, the service's community-based vision reduces the need for staff and learners to travel, as the service uses local venues to deliver its courses. The service's construction and environmental sustainability curriculum, including the introduction of new Retrofit qualifications, will actively support Norfolk's net zero aspirations.

## **8.7 Any Other Implications:**

None.

## **9. Risk Implications / Assessment**

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

## **10. Select Committee Comments**

- 10.1 This report was discussed by the Infrastructure and Development Select Committee at a meeting held on Thursday 13 March 2025 and was fully supported by Committee Members.

## **11. Recommendations**

1. To commend the Adult Learning service for its strong performance and outstanding contribution to Norfolk's priorities.
2. To approve the Adult Learning Strategic Plan for the academic years 2025-26, 2026-27 and 2027-2028, as set out in Section 2 of this report and in the associated appendices.

## **12. Background Papers**

- 12.1 None.

### **Officer Contact**

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

**Officer name: Denise Saadvandi, Head of Adult Learning**

**Telephone no.: 01603 306585**

**Email: [denise.saadvandi@norfolk.gov.uk](mailto:denise.saadvandi@norfolk.gov.uk)**



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

## Adult Learning Income and Financial Management

### Background

Adult Learning is externally funded through grant funding from the Department for Education and student loan and tuition fee income. The service's income, in the 2023-24 academic year totalled £5,419,224, and was broken down as follows:

- Adult Skills Fund (ASF) (£3,940,767)
- Apprenticeships (£735,717).
- Free Courses for Jobs (Level 3 qualifications) (£97,311)
- Multiply (£461,000)
- Student Loans (£124,429)
- Tuition fees (£60,000) (financial year)

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

The different income streams follow different sets of rules and rates as to how they are earned, along with different caps and allocations:

- Adult Skills Fund and Free Courses for Jobs - The service is given an allocation (normally in March) for the following academic year. There is generally an option for over-delivery of up to 3% per year
- Apprenticeships – There is no allocation. Apprenticeships funding is uncapped
- Multiply – The service is given an allocation on a financial year basis, with no guaranteed option of over-delivery, as it's dependant on other providers under-delivering. To note the Multiply project ends 31 March 2025
- Student Loans – The service is given an allocation, with options for growth available by request at specific points throughout the year.

It's worth noting that as a rule the allocations the service receives, and the value the service is funded for each qualification or apprenticeship is set nationally and does not increase year on year, for example in line with inflation. This means there is an effective real terms budget cut year on year.

In 2023-24, following a strong year of qualifications and community learning delivery, against a national backdrop of under-delivery, the service overdelivered on its Adult Education Budget (now the Adult Skills Fund) allocation by 1.2%, bringing in an additional £47K of funding into Norfolk.

£133K from the service's £736K Apprenticeship income is paid to the Norfolk Fire and Rescue Service for the delivery of their Operational Firefighter Apprenticeship programme.

Following a similar trend to the last few years, more of the service's Department for Education-funded learners were entitled to fully funded courses, leading to a reduction in the service's tuition fee income.

This reduction in tuition fee income is a direct result of the service's success in engaging with harder to reach learners and learners who are eligible for fully funded courses. Over the last five years, the service's income from tuition fees has reduced from more than £500K per year to around £60K in total.

Set against another tough year nationally in the sector, Adult Learning under-delivered by £57K on its allocation for Free Courses for Jobs. However, the service's Student Loans income for its level 3 provision went up to £124K, mainly through Teaching Assistant qualifications as learners were not eligible for free courses.

As detailed above, Adult Learning is delivering a significant proportion of Norfolk's Multiply contract, hitting its target of £420K funding early in the 2024-25 financial year, which led to an additional £41K of funding being granted. This funding has been used to deliver a range of Multiply numeracy interventions across the county.

### **Section 1 – Current Position**

The service has spent the last 12 months preparing for the 2025/26 financial year and those beyond.

Maximising income from existing contracts and identifying further funding from new sources have been one of the key focusses along with the reduction of non-staff costs where possible. Unfortunately, restructuring both the delivery and non-delivery teams was inevitable, but in doing so we have enabled the service to remain on course to becoming cost neutral to the Council.

The service is proposing a balanced budget for 2025-26.

### **Section 2 – 3 Year Projections**

Expectations are that the years following 2025-26 will follow existing trends. This means that our main funding sources will remain capped at existing levels for both the overall allocations, and the funding earned per individual qualification and apprenticeships, and our costs will continue to rise at around current rates.

With savings targets of £200K per year from 2026-27 for three years and current pay awards costing the service over £100K per year, the service will need to increase its income and/or make further efficiency savings totalling at least £300K per year.

# Norfolk County Council Adult Learning 2023/24 Academic Year Review

A summary of the service's key Self-Assessment Report judgements and areas the service is developing in 2024/25 academic year



Our final 2023/24  
Self-Assessment  
Report (SAR) was  
submitted to Ofsted  
on 14 January 2025



# Our Service Intent: Outstanding

- **Robust Curriculum:** We offer a high-quality curriculum delivered both in-person and online, tailored to the needs of diverse adult groups, including those most educationally disadvantaged.
- **Community Focus:** Our curriculum supports independence, health, wellbeing, and community engagement.
- **Council Integration:** We are deeply integrated with Norfolk County Council ensuring that our curriculum aligns with local and national priorities, supported by active governance from Council Leaders.
- **Strategic Alignment:** Our curriculum aligns with the 'Better Together for Norfolk Strategy 2021-25', and all staff understand their roles through clear service and team plans.
- **Local Delivery:** Our service delivers flexible and responsive access to education in community settings like libraries, promoting inclusion and personal development.
- **Collaborative Approach:** Our extensive collaboration with internal and external stakeholders, including employers and local organisations, ensures the curriculum meets the needs of learners and the local economy.

# Quality of Education:

## Good

- **Progression Pathways:** Our curriculum offers sequenced pathways in English, maths, and digital skills, supporting learners from basic to advanced levels, facilitating progression into vocational programmes, apprenticeships, and employment.
- **Curriculum Design:** Guided by our service intent, our curriculum managers align courses with employer needs and skills gaps, enabling learners to advance into employment, careers, and higher education.
- **Inclusive Participation:** Our programme targets disadvantaged groups, including individuals with disabilities, older learners, refugees, and those with mental health needs, enhancing their personal and professional growth.
- **Community Access:** Our learners value the extensive network of community venues, providing convenient access to education.
- **Flexible Delivery:** We offer in-person, synchronous online, and fully online classes, with daytime, evening, and weekend options, enhancing accessibility and inclusivity.
- **High-Quality Teaching:** Our tutors provide high-quality learning, effective assessment, and strong support, fostering a positive learning environment and skills development.

# Quality of Education:

## Moving to Outstanding

- **Career Guidance and Individual Learning Plans (ILPs):** We will integrate career guidance and progression planning into curriculum pathways and ensure consistent use of Individual Learning Plans to clarify learner progress.
- **Skill Development:** We will enhance English and maths skills in apprenticeship programmes, particularly for Teaching Assistants and Early Years, and improve achievement in English, maths, and ESOL qualification programmes.
- **Achievement and Data:** We will maintain strategies to improve apprenticeship achievement rates, support learners with Dyslexia, and develop methods for capturing destination data to understand curriculum impact

# Behaviours and Attitudes: Outstanding

- **Supportive Environment:** Our tutors create a calm, encouraging, and supportive learning environment, boosting learners' confidence and personal development.
- **High Attendance:** Our learners demonstrate punctuality and maintain high attendance rates, exceeding 90% in several curriculum areas, reflecting their commitment to education.
- **Positive Behaviours:** Our learners show respect, positive behaviours, and attitudes, contributing to a collaborative and motivated learning community.
- **Clear Expectations:** Our tutors set clear expectations for behaviour and learning pathways, helping learners stay focused and committed.
- **Safeguarding Awareness:** Our learners are well-informed about safeguarding support, understanding how to maintain their safety both online and in daily life.
- **Inclusive Practices:** Our service embeds Prevent, British Values, and equality and diversity, ensuring a fair and inclusive learning environment supported by robust quality assurance

# Personal Development (PD): Good

- **Comprehensive Personal Development (PD) Curriculum:** We offer diverse learning programmes that enhance confidence and broader educational outcomes, equipping learners with essential skills for future endeavours.
- **Inclusivity and Support:** We foster inclusivity, reduce social isolation, and promote a connected, supportive environment.
- **Respectful Citizens:** We develop respectful and active citizens, embedding personal development with a focus on Safeguarding, Prevent, and British Values.
- **Equality and Respect:** We incorporate equality, diversity, and inclusion, ensuring our learners and apprentices understand the importance of respect.
- **Strong Safeguarding:** Our learners have a strong understanding of safeguarding measures, including radicalisation, and are aware of procedures for referring concerns.
- **Career Guidance:** We focus on providing appropriate and impartial Careers Information, Advice, and Guidance (IAG), preparing learners for their next steps and enhancing their readiness through effective IAG videos.

# Personal Development (PD):

## Moving to Outstanding

- **Review and Enhance Information Advice and Guidance (IAG) Service:** We will review the aims and objectives of our Information, Advice, and Guidance (IAG) service and reform this to ensure it is impactful.
- **Establish Measurable Outcomes:** We will determine how measurable outcomes are realised and evidenced to demonstrate the effectiveness of the reformed IAG service.



# Leadership and Management:

## Good

- **Ambitious Vision:** Our leaders have a strong vision aligned with Norfolk County Council's priorities, providing high-quality, inclusive education and training, and developing strategies like digital inclusion.
- **Broad Curriculum:** Our curriculum offers extensive education and training opportunities, with 67% classroom-based and 33% online, including flexible, synchronous learning.
- **Data-Driven Planning:** Our leaders use comprehensive data to plan programmes that address local and national skills gaps, ensuring a wide range of progression pathways.
- **Quality Assurance:** Our regular observations of teaching practice and a robust Quality Assurance Strategy consistently improve the quality of education, while CPD compliance ensures staff are well-qualified and current.
- **Effective Partnerships:** Our strong partnerships with internal and external stakeholders enhance service delivery, meeting the needs of Norfolk residents and the economy.
- **Safeguarding and Governance:** Our proactive safeguarding culture and robust governance ensure compliance with legal duties, financial sustainability, and continuous improvement in the quality of education.



# Leadership and Management: Moving to Outstanding

- **Professional Development:** We will ensure all teaching staff access high-quality professional development programmes to deliver consistently outstanding education.
- **Advisory Groups:** We will implement Employer, Learner, and Staff Advisory Groups to enhance engagement and provide direct feedback to the Steering Group.
- **Feedback and Data:** We will improve the quality and consistency of learner survey feedback and destination data collection to achieve continuous improvement in service design and delivery.
- **Staff Culture:** We will enhance staff engagement and culture through the implementation of an 'Adult Learning Service Culture' project aligned with the Council's values: Ambitious, Accountable, Trusted and Inclusive.

## CASE STUDY

### Adult Learning - Summer Spectacular Team

#### **Project Overview**

The Summer Spectacular programme, funded through the Hardship Support Fund from the Department for Work and Pensions and Department for Education funding through the Multiply programme, enabled Adult Learning to work closely with head teachers at 10 primary schools, targeting families experiencing significant hardship in socio-economically disadvantaged areas across Norfolk. This unique project provided a wide range of both essential support and inspirational educational opportunities for families throughout the school summer holidays.

The participating primary schools were:

- Inner-city: Heartsease, Lakenham, and West Earlham.
- Coastal town: Cobholm and Edward Worlledge.
- Rural: Watton, Swaffham, Diss, Thetford, and North Walsham.

#### **Outcomes and Impact**

The Summer Spectacular achieved remarkable outcomes:

- 10 schools on board with head teachers leading the identification of the families.
- Impactful experiences for 184 most disadvantaged children, supporting their mental and physical wellbeing, and improving their social and educational engagement.
- Engaged with 104 adults with low level educational skills, who are experiencing significant hardship.
- 33 adults progressed, with 22 expressing interest in further Maths support and 11 enrolling on other Adult Learning courses.
- Incredible impact reports from parents and schools (see attached).
- As a direct result, family learning programmes are continuing in the schools involved, and additional programmes have been rolled out to a further 50 schools.
- Over 200 of the games and activities used were gifted to participating schools.

The programme not only provided children with enjoyable activities and meals throughout the holidays, but also empowered families to cook healthily on a budget, fostering stronger family bonds and improving overall wellbeing.



# Impact reports from schools

“ For one family living in crisis from domestic abuse, this created a safe place each week and I believe kept the perpetrator at a distance!

Thank you, it really was amazing and the impact on our families was above and beyond. ”

“ The school continues to build on these positive relationships with families. This programme is still discussed by parents that attended who are now sharing with other families.

This has built bridges and really supports that link we continue to strive for. ”

“ A particular student who was a non-school attender has since this programme formed a friendship with another student. The students' attendance has improved incredibly, this has also had a positive impact on their wellbeing and forming this friendship has given a sense of belonging. ”

“ When the children returned to school after the summer, their excitement and motivation were palpable. ”

“ Since the programme, more parents are attending parent groups. This has led to positive relationships with the school which continue to grow. ”

“ The impact on the children's mental health has been remarkable. Knowing they've had equal opportunities to explore and enjoy new activities has instilled a sense of belonging and self-worth. They now have shared experiences to talk about with friends, which has helped build stronger relationships and a more inclusive school community. ”

“ There has been one family in particular who have historically not engaged with school activities and "bridge building" has definitely been supported by the activities. ”

“ For many, this was the first time they had something (about their summer holidays) to contribute, and it was wonderful to witness their sense of pride and joy. ”

“ Several parents have shared that since the programme they have continued to make the dishes, and their children have started to enjoy cooking together as a family. ”

“ This programme has been the most talked about event that took place and parents that attended continue to share their success and benefits gained. ”

# Impact reports from families

“ The support was so helpful, and it made a huge difference- for the first time in years I have been able to take my children out to do activities as a family because I am not worried about putting money aside for food and school supplies. It has literally saved my summer! Thank you so much!” ”

“ This has been a godsend throughout the holidays. It has kept Issar busy and well-fed, and we have both really enjoyed it. We live in a top floor flat so having a space to go where my son can go outside and play is appreciated.” ”

“ Thank you so much. Honestly, this couldn't have come at a better time! I literally had no money for food this weekend until I get paid on Monday and we are having to make do. I could have cried when I read your email (invitation). Thank you so much. ”

“ Ryan enjoyed learning about Japan and had rice for first time. ”

“ A great opportunity to spend time together as a family without the financial pressure. ”

“ Thank you so much for this programme and inviting our family. The weekly meet ups with fun games, socialising and yummy food have been a huge support for us. We especially enjoyed the day trip out (to Gressenhall educational centre) and the kindness the team displayed in making sure I was able to attend by hiring a specially adapted taxi. We don't get to go out due to me in my wheelchair, so these memories are especially special. Thank you ”

“ Was nice to go and be somewhere having had a difficult week with my wheelchair breaking down and being isolated and this affecting mine and Essi's mental health. ”

“ The financial help has been a godsend – thank you! ”

“ Thank you so much this is an absolute god send as we are currently going through the Universal Credit change and so have no money coming in... so thank you thank you so so much ”

“ Honestly from the bottom of my heart, thank you so much for this. I can't explain how much this is helping me! Thank you for all you're doing. ”



# Statistical summary

dyslexia Tourette's  
Fibromyalgia ADHD  
anxiety deafness  
**Obstacles overcome**  
PTSD depression  
bipolar Autism  
wheelchair users

**184** most in need children

**104** adults supported

**100** disadvantaged families

**3.7** tonnes of food

**3,600** meals prepared

**33** adults progressed to Adult Learning courses during the initial programme

**590** fun activities delivered

**200** games and activities gifted to participating schools

**5** cultural experiences

JAPAN MEXICO  
UK GREECE USA

**50** additional schools now engaging with us in educational support for parents

## A selection of the many stories and quotes that demonstrate the incredible impact Adult Learning has on the lives of those within our communities

*"When we are young, we look at our strengths and skills and obtain the necessary qualifications for the career path we have chosen. For a time, it all works out fine but then life can come along and change things.*

*After being diagnosed with several long-term illnesses, I found myself at a crossroads. I could no longer continue in my present career path, and I realised that I needed to rethink my future employment. To be able to change career direction relies on two things. Firstly, what transferable skills do I have and secondly, what skills do I need now to follow a different path? I was at this stage when I found out about the online courses that are available through Adult Learning within Norfolk County Council.*



**As told by Wayne Peers**

*I have a grandson with ADHD and another with Downs Syndrome as well as a brother-in-law with Autism. I have wanted for a long time to improve my relationship with them and that set me thinking. First, I did a Special Educational Needs (SEN) course followed by a British Sign Language course. Now I was getting somewhere, but I still wanted to know more. I followed this with a very useful and relevant Level 2 Certificate in Mental Health Awareness and Level 2 Certificate in Understanding Behaviour that Challenges - brilliant! Next up was a Level 2 Certificate in Understanding Autism. By now, I had learnt a good deal and had some useful skills under my belt. But what now?*

*I have been using my skills and improved my relationships with my grandsons and brother-in-law a great deal. The understanding I have gained has given me a better perspective and I have not stopped there. My next-door neighbour has a son with some mental health issues and behavioural problems, and she had heard about what I had been studying and introduced me to her son. After spending some time with him and his parents, I was able to understand what he was feeling and what some of his needs were. I explained this to his parents and helped them to try and see the world from his point of view. Once they were able to understand that they had to listen to him and understand his needs they began to make better progress with him, and his behaviour calmed a little.*

*When you take courses, whether online or not, you are not just educating yourself. The knowledge and understanding you receive can also benefit your friends, family, and the wider community in general. Don't misunderstand me, I am not saying you become an expert - far from it, and I don't see myself as such, but putting into practice some of the things that I have learned has helped me to help others.*

*As for the future, I am enrolled on two more courses, Level 2 Certificate in Understanding Children's Mental Health and Level 2 Certificate in Specific Learning Difficulties, and I am looking to volunteer in a school or organisation where I can use what I know to help others."*



**River Marsden** joined an Independent Living Skills (ILS) programme at Great Yarmouth in September 2023. On joining our group River lacked confidence, self-esteem and was very shy. Living with autism made socialising difficult and simple tasks could become very overwhelming. River was struggling with her weight and had not been able to participate in healthy activities which involved mixing with other people for most of her life. Week by week River has developed her relationship with the all the learners and teaching staff and her confidence has blossomed, enabling her to engage in all activities on a weekly basis.

*"I feel like I am making decisions for myself"*

*"Exploring different places I would never have stepped foot in a year ago is giving me so much confidence"*

**Told on behalf of River Marsden**

These opportunities in which River has felt secure amongst her peer group have enabled her to see life as a new adventure and explore new experiences with enthusiasm, courage, and inner strength.

Academically, River flourishes and produces an exceptional quality of written work which she says will help her to progress with future learning opportunities.

*"ILS has opened my confidence to try and take part in new activities inside and outside of the group. I feel like I am making decisions for myself, and I now speak out in groups when needed. I feel like I've now got a voice. I am enjoying using the gym, going to social events, and making new friends. Cooking is a big trigger for me as there is so much to think about, it can become very chaotic and overwhelming at times, but recently I planned/budgeted and cooked a 3-course meal for my class peers although I struggled at times, I got through it, a year ago I would have left the session or not even turned up. This in itself is a massive milestone and I'm feeling proud."*

*Learning about what's available in supermarkets, what to buy and what not to buy has really helped with my weight loss journey, taking trips out of class, and exploring different places I would never have stepped foot into a year ago is giving me so much confidence. I love getting out and about with the class, I'm even eating and drinking in public places, so this is a massive achievement. Last term we did a fun activity, writing a nice sentence about our peers, if I ever have a down day (that isn't often lately may I add), I look at this and it really uplifts me. All these simple things are life changing and I can't thank my tutor and peers at ILS enough."*

When River joined in September 2023, she weighed 20 stones. Today she weighs 14.5 stones. River has taken on board all the information that she has been taught over the past term which has enabled her to change her lifestyle and her eating habits resulting in a 5.5 stone weight loss, which is phenomenal.

River is now an avid gym member, goes on walks and confidently attends out of class groups independently, which was never part of her lifestyle before ILS.

River, you are an inspiration, and we are so very proud to have shared this journey with you.



*"Our tutor is great. She is incredibly patient and has really taken the time to understand the learning style of the group and adapt to us."*

**British Sign Language (BSL)**

*"The teacher created an atmosphere of friendliness and support in the lessons. I felt focused and comfortable in class."*

**English for Speakers of Other Languages (ESOL)**

**Chelsey** joined our Functional Skills English class in September 2023 at Merchant's Place, Cromer. She had struggled in school previously and was excluded, with few qualifications. She became a mother to her son, Marley, in 2016, who was diagnosed with [22q11.2 deletion syndrome](#) in 2019, and more recently, with Autism Spectrum Disorder (ASD).

Chelsey is a proud mother to Marley, describing him as her 'world'. However, as he is now going to school, she feels she needs to start thinking about work for the future. Inspired by her son, his disability, and the determination he shows every day, Chelsey is interested in becoming a Teaching Assistant or involved with SEN in some capacity. To do this, she came to Adult Learning to study Functional Skills.

Showing keen enthusiasm and determination, but often underestimating her abilities, she became happy to talk to any other member of the class, and lead activities and discussions. She has also overcome her anxieties to achieve Functional Skills Maths Level 1 and 2. Chelsey is embarking on GCSE English this term and we look forward to hearing what she will move onto next.

*"Chelsey has been an exceptional learner with inspiring enthusiasm, a warm nature and keen determination. It has been a pleasure supporting her with her English studies,"* said Lee Norton, Chelsey's tutor.

**Jacob** first joined Adult Learning after moving to Norfolk from Nottingham to become a bricklayer. To do this, Jacob was keenly aware he needed a Functional Skills English Level 2, or GCSE qualification, but had struggled with his reading and writing in school due to dyslexia. He also struggled with maths and was looking to pursue this too.

During his English studies, Jacob grew in confidence, initially struggling with his reading and writing, he became happy to lead classroom discussions, present his know-how about motorsports, and encourage others to share their ideas. Jacob progressed from Entry Level 1, where writing short sentences was challenging, to Level 2, writing detailed reports and articles.

With now only a Reading Level 2 to go, and progressing in his maths at Level 1, too, Jacob is well on his way to pursuing further goals and dreams.

*"Very knowledgeable and very accommodating tutor. Clearly, he knows what he is talking about and adapts himself to people with varying skill levels. He is very approachable, but also leaves you to your own devices which gives you room to carry out tasks without feeling like you are being constantly watched. Instils confidence in our abilities and is very aware of strengths and weaknesses, and aids where he can to help all people gain the confidence to continue where needed"*

**Construction**



NCC Strategy

Adult Learning Delivery Plan

Local Growth  
Plan - Norfolk  
Economic  
Strategy  
2024-29

People and  
Skills

Place Making  
and  
Communities

Adult Learning  
Contribution

- Build the workforce and talent of the future
- Inspire and enable lifelong learning and workforce development
- Support collaboration, leadership and efficient and accessible delivery in the skills system

- To support all places across Norfolk to provide a high quality of life
- Strengthen communities, support resident wellbeing and increase pride of place

Themes

Community  
Based

Accessible  
Opportunities

Empowering  
Individuals

Aspirational  
for all

Impact Driven

Service Level Priorities

Identify and respond to  
community needs

Deliver opportunities for  
lifelong learning

Provide access to lower-  
level skills and  
qualifications

Upskill the workforce

Deliver better  
opportunities to families

Promote health,  
wellbeing and  
independent living

Service Activities

- Define the needs of communities and develop and plan courses that address them
- Make courses accessible to residents by locating them in the heart of Norfolk’s communities, including online
- Deliver skills, qualifications and Apprenticeships that respond to the needs of adult residents of all ages
- Focus the majority of qualifications delivery on opportunities for residents who have significant skills barriers and lower level or no qualifications
- Work collaboratively with other providers to plan progression pathways into higher level and technical qualifications
- Actively engage with employers to upskill their workforce
- Provide programmes, including employability and health and wellbeing, that enable residents from vulnerable groups to gain or retain employment
- Develop the skills of parents, guardians and carers to positively impact the outcomes of their children at school
- Provide a substantive offer that improves the health and wellbeing of residents, reduces health inequalities and addresses the needs of the ageing population
- Enable residents with disabilities and/or learning difficulties to access learning and work and live independent lives
- Promote Safeguarding, Equality, Diversity and Inclusion

## **Adult Learning Service Intent 2025-28**

### **3 Year Key Planning Priorities (Local Growth Plan – Norfolk Economic Strategy – 2024-29)**

#### **Priority 1: People and Skills**

**We will build the workforce and talent of the future, inspire and enable lifelong learning and workforce development and support collaboration, leadership and efficient and accessible delivery in the skills system by:**

- Enabling individuals to increase their English (including English for Speakers of Other Languages – ESOL), numeracy, and digital skills at all levels
- Delivering a wide range of cross-cutting fusion (soft) skills that are required across the whole spectrum of the local economy
- Providing access to a range of vocational skills and qualifications, including apprenticeships, that are responsive to the changing needs of the local economy, as well as national, regional, and local priorities
- Enabling residents who are seeking employment or economically inactive to return to the workplace by providing access to new skills and vocational pathways
- Developing 'Green' skills curriculum pathways and qualifications that support the sustainability agenda, including light and mid 'Green' qualifications.

#### **Priority 2: Place making and Communities**

**We will support all places across Norfolk to provide a high quality of life and strengthen communities, support resident wellbeing and increase pride of place by:**

- Making our courses accessible to residents by locating courses in the heart of Norfolk's communities, as well as delivering a comprehensive programme of online learning that overcomes the barriers to accessing learning in Norfolk
- Improving digital inclusion in Norfolk by increasing the digital skills and confidence of adult residents.
- Providing opportunities for parents, guardians, and carers to improve the physical, intellectual, emotional, and social development of children and young people
- Supporting the integration of ethnic minority communities through the delivery of a comprehensive and targeted programme of English as a second language, employability, and life skills, including family learning
- Championing Equality, Diversity, and Inclusion, the Fundamental British Values, as well as Safeguarding and Prevent
- Maximising the use of learner and learning support funding to enable adults to access learning

- Providing a programme of environmental awareness courses for individuals and families, focusing on how to reduce environmental impact /increase environmental sustainability
- Delivering an independent living skills programme that enables people with disabilities and/or learning difficulties to access learning and work and to live independent lives
- Supporting, through learning, the wellbeing of our residents, by delivering a comprehensive and diverse range of courses, including through social prescribing
- Providing appropriate and effective careers advice and guidance, though the National Careers Service, that prepares learners well for their next steps.

## 2025/26 Contributions

### Contribution

- ✓ 1,000 adult enrolments on numeracy, English, English for speakers of other languages (ESOL) and digital skills qualifications
- ✓ 1,500 adult enrolments on vocational skills qualifications
- ✓ 300 new apprentices recruited, including introducing the Building Maintenance standard, our first in the construction sector
- ✓ 400 adult enrolments on qualifications and apprenticeships in areas such as Early Years (including childcare), teaching assistants and higher-level teaching assistants, enhancing the quality of education given to children and young people. This will include qualifications that enhance the level of specialist skills available to those working with children and young people, including understanding autism, mental health, and anxiety
- ✓ 1,000 enrolments on constructions courses, helping to support the closure of the skills gap in this priority area
- ✓ We will secure 600 adult enrolments that enable parents, guardians, and carers to improve the physical, intellectual, emotional, and social development of children and young people
- ✓ Deliver a bespoke independent living skills programme, including lipreading
- ✓ that focuses on the skills residents need to live independent lives, with at least 600 adult enrolments who have a disability and/or learning difficulty
- ✓ Ensure that financial and personal barriers to learning and achievement are removed by ensuring that all eligible learners have equal access to both learner and learning support funding
- ✓ Deliver 1,000 enrolments on health and wellbeing programmes that support residents with their mental and physical wellbeing
- ✓ Provide local access to adult education opportunities to Norfolk adult residents through community-based and online delivery
- ✓ Increase the digital skills and confidence of 2,000 adult residents
- ✓ Deliver a comprehensive and targeted programme of skills with at least 700 adult enrolments from ethnic minority communities
- ✓ Deliver a Personal Development Curriculum in line with the service's Personal Development Curriculum Strategy (see attachment)

- ✓ Actively target construction industry employers across Norfolk to gain 100 learners to complete retrofit courses as part of the service's new 'Green' skills curriculum pathways and qualifications
- ✓ 500 learners will complete environmental awareness training as part of their course
- ✓ Deliver environmental awareness as part of the Personal Development Curriculum in line with the service's Personal Development Curriculum Strategy (see attachment)
- ✓ Reduce the service's impact on the environment by delivering 35% of our courses online, with public transport the preferred option when providing Learner Support funding to learners who need to travel to their course.

## Service Area: Adult Learning

### Objectives and priorities for the year:

We will:

- Identify and respond to community needs.
- Deliver opportunities for lifelong learning.
- Provide access to lower-level skills and qualifications.
- Upskill the workforce.
- Deliver better opportunities to families.
- Promote health, wellbeing and independent living.

### Key deliverables:

**We will demonstrate the impact of our service delivery through:**

- The achievement of the service's planned contributions to Council priorities in 2025-2026 (Adult Learning Strategic Plan, Appendix G).
- The achievement of the service's funding and income targets, evidencing effective recruitment and delivery to learners and apprentices.
- The delivery of strong outcomes for learners and apprentices, that are at or above national rates.
- The successful progression of learners and apprentices into further learning, into sustainable employment or within employment.

### Key Service Activities:

- Define the needs of communities and develop and plan courses that address them.
- Make courses accessible to residents by locating them in the heart of Norfolk's communities, including online.
- Deliver skills, qualifications and Apprenticeships that respond to the needs of adult residents of all ages.
- Focus the majority of qualifications delivery on opportunities for residents who have significant skills barriers and lower level or no qualifications.
- Work collaboratively with other providers to plan progression pathways into higher level and technical qualifications.
- Actively engage with employers to upskill their workforce.
- Provide programmes, including employability and health and wellbeing, that enable residents from vulnerable groups to gain or retain employment.
- Develop the skills of parents, guardians and carers to positively impact the outcomes of their children at school.
- Provide a substantive offer that improves the health and wellbeing of residents, reduces health inequalities and addresses the needs of the ageing population.
- Enable residents with disabilities and/or learning difficulties to access learning and work and live independent lives.
- Promote Safeguarding, Equality, Diversity and Inclusion.

### Key risks on Risk Register:

- Changes to national funding policy, including Devolution and Local Government Reform, or a failure to achieve funding targets, place service income at risk.
- Ofsted inspection leads to reduced grade (November 2023 Good).

### Vital signs and targets (please indicate if this is an existing or new metric):

- Number of registrations on qualification programmes. 2025-26 academic year target: 2,500. This metric was introduced in the 2023-24 academic year.

### Key budget headings:

Adult Learning does not yet have its 2024-25 funding allocations, so these numbers will be adjusted once available.

### Academic year 2025-26 (August 1<sup>st</sup> 2025-July 31<sup>st</sup> 2026) as at February 2025:

- Adult Skills Fund (ASF): £4,255,449
- Student Loans including Bursary: £176,235
- Tuition fees: £411,718
- £900,000 Apprenticeships, of which £90K is NFRS)

(subject to external allocation and income variations and performance-related increases/decreases in-year)

## **Adult Learning Curriculum Development 2025-28**

### Qualifications:

- Foundation skills (English, including English as a Second Language (ESOL), mathematics/numeracy and digital skills) and vocational qualifications, with a key focus from entry level (basic knowledge and understanding) to level 2. Over the next three years the service will review its delivery of qualifications at Level 3+ and work with other learning providers to develop robust curriculum pathways beyond level 2.
- Knowledge; skills; attainment; and employability skills.
- Targeting residents who either do not have the lower-level skills and professional qualifications they need to progress, or who are seeking to reskill and retrain and/or progress into further learning and employment, or who are economically inactive and, with encouragement and support, could return to the workplace.
- Fully funded for eligible learners, subject to Government criteria, with an element of tuition fees and student loans for other learners.
- Each qualification attracts a funding tariff and 20% of the funding for each learner is earned on completion of the qualification.

### Apprenticeships

- A fast-growing, high-quality programme across a variety of employment sectors that meets the needs of Norfolk employers and residents.
- This programme provides entry to sustainable employment for apprentices and opportunities to develop new and higher-level skills for those who are already in employment.
- The service's apprenticeships programme addresses local priorities by contributing to the creation of a skilled workforce and supporting employers to plan and deliver their business strategies.
- The service will also seek opportunities to deliver Apprenticeships outside of Norfolk, where this both generates additional income for the service and does not compromise service quality.

### Tailored Learning

- Tailored Learning provides opportunities for residents who are the furthest from education and/or employment or who need support through learning, to reengage with learning, grow and progress with confidence, including into employment.
- These non-regulated and non-accredited courses aim to break the cycle of low achievement and renew and rebuild confidence and capacity to achieve and progress.

- Tailored Learning also promotes health, wellbeing and independent living.
- The Tailored Learning programme:
  - Enables an individual to gain confidence, motivation, knowledge and skills and promotes progression into further learning, qualification programmes and/or employment.
  - Delivers both outreach and substantive learning opportunities to adults who need support with their below level 2 literacy, numeracy and digital skills, with the aim of progressing learners onto qualification programmes.
  - Empowers people to live well independently, focusing on the needs of residents with learning disabilities and difficulties.
  - Enables families to support their children and break intergenerational cycles of poor outcomes.
  - Strengthens communities.
  - Supports, through learning, the health and wellbeing of residents, for example, through mental and physical wellbeing and healthy lifestyle programmes.

#### Commercial Courses

- Courses that are self-financed by an employer or resident – completely outside the Government-funded system.
- No Government funding support, so tuition fee income must both cover costs and produce a surplus that will be used to support the service's government-funded programmes.
- These courses target employers who are seeking high quality training for themselves or their staff and residents who seek opportunities for personal development.

# Cabinet

**Item No: 12**

**Report Title:** Adoption of the Norfolk Minerals and Waste Local Plan

**Date of Meeting:** 07 April 2025

**Responsible Cabinet Member:** Cllr James Bensly - Cabinet Member for Environment and Waste

**Responsible Director:** Steve Miller - Lead Director for Communities and Environment

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 30 January 2025

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

Norfolk County Council has a statutory responsibility as the Minerals and Waste Planning Authority for Norfolk, to produce and maintain an up-to-date Norfolk Minerals and Waste Local Plan (NM&WLP), to ensure the provision of a steady and adequate supply of minerals and sufficient waste management facilities in Norfolk over the plan period.

The NM&WLP covers the period to 2038 and contains policies to be used in the determination of minerals and waste planning applications, allocates sites for future mineral extraction and is part of the Council's Policy Framework. The NM&WLP will also form part of the Development Plan for Norfolk and Local Planning Authorities must consider the potential impact on safeguarded minerals or waste sites when determining planning applications.

The NM&WLP has been developed over a number of years in accordance with the relevant Statutory requirements, including public consultation stages. The NM&WLP was examined by an independent Planning Inspector in 2024.

The Inspector's Report concluded the examination process and was issued on 24 March 2025. The Inspector's report recommended a number of Main Modifications to the NM&WLP to rectify soundness issues. The Inspector's report concludes that, with the recommended Main Modifications, the NM&WLP is sound (as defined in the National Planning Policy Framework) and legally compliant and capable of adoption.



Following receipt of the Planning Inspector's report, Cabinet is now being asked to recommend adoption of the NM&WLP to Full Council, subject to inclusion of both the Main Modifications and additional modifications. The adoption process must be carried out in accordance with the relevant planning legislation. This means all the Main Modifications, recommended by the Planning Inspector in his report to rectify soundness issues, must be included in the NM&WLP to enable it to be adopted.

On adoption, the NM&WLP will replace the three existing Norfolk minerals and waste development plan documents which covered the period to 2026.

## **Recommendations:**

**Cabinet is asked to recommend Full Council to:**

- 1. Note the content of the Inspector's report into the examination of the Norfolk Minerals and Waste Local Plan (Appendix 1 to this report);**
- 2. Resolve to formally adopt the Norfolk Minerals and Waste Local Plan, incorporating the Main Modifications and Additional Modifications (Appendix 2 to this report)**
- 3. Resolve to formally adopt the Policies Map (Appendix 3 to this report) which will replace the current 'Revised Policies Map' (December 2017)**
- 4. Note that on adoption, the Norfolk Minerals and Waste Local Plan will replace the existing Core Strategy and Minerals and Waste Development Management Policies Development Plan Document (DPD), the Minerals Site Specific Allocations DPD and Waste Site Specific Allocations DPD.**

## **1. Background and Purpose**

- 1.1 Norfolk County Council, as Minerals and Waste Planning Authority, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan which forms the basis for determining any relevant planning applications that are lodged with the authority. The Norfolk Minerals and Waste Local Plan (NM&WLP) also forms part of the Development Plan for Norfolk which means it is a consideration in the determination of planning applications lodged with Norfolk's local planning authorities, where there is the potential for those proposals to impact safeguarded minerals or waste management activities. The provision of a steady and adequate supply of minerals and the management of waste constitutes essential infrastructure to support the economic development of the county.
- 1.2 The existing minerals and waste planning policies for Norfolk are contained in three Development Plan Documents (DPDs). The Norfolk Core Strategy and Minerals and Waste Development Management Policies DPD was adopted by Norfolk County Council in 2011. The Norfolk Minerals and Waste Site Specific Allocations DPDs were adopted in 2013, while the Minerals Site Specific Allocations DPD was updated in 2017 only with regards to silica sand. These

adopted plans cover the period to 2026. The Minerals and Waste Local Plan process was carried out to ensure that the Local Plan policies remain up to date, to extend the Plan period to 2038 and to consolidate the three DPDs into one Norfolk Minerals and Waste Local Plan (NM&WLP).

- 1.3 The first stage in the NM&WLP process was a ‘call for mineral extraction sites’, which took place in July 2017. The sites submitted, together with the existing allocated mineral extraction sites which had not received planning permission at that time, have been assessed for their suitability for future mineral extraction. The assessments included Sustainability Appraisal and Habitats Regulations Assessment and considered potential effects to amenity, highway access, the historic environment, archaeology, landscape, public rights of way, ecological designations, geodiversity, flood risk, hydrology, the Water Framework Directive, utilities and safeguarded aerodromes.
- 1.4 In January 2019 a ‘call for waste management sites’ took place for proposed permanent waste treatment facilities to be considered for inclusion in the NM&WLP. The six sites submitted have been assessed for their suitability to be allocated as future waste management facilities, but no sites are allocated in the NM&WLP as the capacity at existing waste management facilities in Norfolk is considered sufficient to meet the forecast need during the plan period. Waste management policies in the NM&WLP allow for waste management facilities to come forward.
- 1.5 There have been two public consultations on the NM&WLP, the first was the Initial Consultation which took place in summer 2018 and the second was the Preferred Options consultation which took place in Autumn 2019. Both of these consultations formed part of the plan preparation stage. Further detail is provided in paragraph 2.7 of this report.
- 1.6 The Pre-Submission representations period on the Publication version of the NM&WLP took place in Autumn 2022. Further detail is provided in paragraph 2.8 of this report. The Publication version of the NM&WLP was approved for publication by Cabinet in July 2022.
- 1.7 The NM&WLP was submitted to The Planning Inspectorate, acting on behalf of the Secretary of State, in December 2023 for examination. As part of the examination process the Planning Inspector held public hearing sessions on 2 and 3 July 2024. The main purpose of the hearings was for the Inspector to consider the ‘soundness’ and legal compliance of the submitted NM&WLP in light of any representations made by parties objecting to the NM&WLP.
- 1.8 Following the hearing sessions, the Inspector wrote to the Council requesting a number of modifications to be made to the NM&WLP. Main Modifications are those which materially affect the policies, whilst additional modifications are those that do not materially affect policies and could be considered clarifications and corrections. The Council published the proposed Main Modifications and Additional Modifications for a representations period in Autumn 2024 to give all interested parties the opportunity to make representations on the proposed Main Modifications to the plan before the

Inspector completed his report. The representations received on the Main Modifications were provided to the Inspector, and he provided his final report to the Council on 24 March 2025 (Appendix 1 to this report).

- 1.9 The purpose of the report is to request Cabinet endorsement and recommendation for full Council to adopt the NM&WLP, subject to the inclusion of main modifications and additional modifications, and the updated Policies Map which form part of Norfolk County Council's policy framework.
- 1.10 **The timetable for adoption of the Norfolk Minerals and Waste Local Plan is therefore proposed to be as follows:**
- **Cabinet on 7 April 2025**
  - **Scrutiny Committee on 30 April 2025**
  - **Full Council on 20 May 2025**

## **2. Proposal**

- 2.1 The Inspector's report into the examination of the NM&WLP was received by the Council on 24 March 2025 (provided as Appendix 1 to this report). The Inspector's report finds that the NM&WLP has been prepared in accordance with the Duty to Cooperate and all legal and procedural requirements. The Inspector's report also concludes that, with the recommended Main Modifications, the plan meets the criteria for soundness in the NPPF, namely that it is positively prepared, justified, effective and consistent with national policy.
- 2.2 The Inspector's report therefore concludes that the NM&WLP is capable of adoption with his recommended Main Modifications. The Main Modifications are detailed in Appendix 1 to this report and summarised in the Inspector's report.
- 2.3 The NM&WLP, incorporating the Main Modifications and Additional Modifications, is Appendix 2 to this report. In order to bring the NM&WLP into effect, in accordance with section 23 of the Planning and Compulsory Purchase Act 2004, it now has to be formally adopted by full Council.
- 2.4 On adoption by Full Council, the NM&WLP will form part of the development plan for Norfolk and full weight can be attached to it in the consideration of planning applications (as part of the plan-led system based on an up-to-date plan).
- 2.5 The Inspector's report also advises that when the NM&WLP is adopted, in order to comply with legislation and give effect to the Plan's policies, the Council will need to update the Policies Map to reflect the new policies in the NM&WLP. The new Policies Map is provided as Appendix 3 to this report and to be brought into effect, the Policies Map needs to be formally adopted by Full Council. The key changes between the existing Policies Map (2017) and the updated Policies Map are:

- To delete the waste site allocations that are contained in the existing Waste Site Specific Allocations DPD, because this DPD will be replaced in full on adoption of the NM&WLP and there are no waste site allocations in the NM&WLP.
- To delete the minerals site allocations and areas of search that are contained in the existing Minerals Site Specific Allocations DPD, because this DPD will be replaced in full on adoption of the NM&WLP, and to include the mineral sites that are allocated in the NM&WLP.
- To update all other maps contained in the Policies Map to reflect the most recently available spatial data, such as: listed buildings, scheduled monuments, registered parks and gardens, conservation areas, Local Nature Reserves, National Nature Reserves, ancient woodland, Special Protection Areas, Special Areas of Conservation, Sites of Special Scientific Interest, Ramsar sites, County Wildlife sites, geodiversity sites, air quality management areas, aerodrome safeguarding, flood zones, mineral safeguarding areas, safeguarded mineral sites, safeguarded mineral infrastructure, safeguarded waste management sites, public rights of way, designated lorry routes, Stone Curlew protection zones.

### **Consultations**

- 2.6 There are a number of organisations which Norfolk County Council is legally required to invite representations from, as part of the Local Plan process, in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Environmental Assessment of Plans and Programmes Regulations 2004. There are also a number of organisations which Norfolk County Council has a duty to cooperate with in the plan making process, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011). Consultations on the NM&WLP have been carried out in accordance with the relevant legislation and the adopted Statement of Community Involvement.
- 2.7 The first 'Initial Consultation' on the NM&WLP took place in summer 2018 and responses were received from 856 people and organisations, and two petitions signed by 132 local residents making 1521 Representations. The 'Preferred Options' consultation took place in Autumn 2019 and responses were received from 3525 people and organisations, and one petition signed by 104 local residents making 1684 representations. Further detail is available in the [Regulation 18 Statement of Consultation \(2022\)](#). Both of these consultations formed part of the plan preparation stage and informed the Publication version of the NM&WLP.
- 2.8 The formal representations period on the Publication version of the NM&WLP took place in Autumn 2022 and responses were received from 80 people and organisations making 403 representations about the NM&WLP and background documents. Further detail is available in the [Regulation 19 Statement of Consultation \(2023\)](#). The representations received in response to the Publication stage were provided to the Planning Inspectorate when the NM&WLP was submitted for examination.
- 2.9 The hearing sessions for the examination of the NM&WLP took place in July 2024. Following the hearing session, the Planning Inspector asked Norfolk

County Council to publish a number of Main Modifications and additional modifications to the NM&WLP for representations to be made.

- 2.10 The representations period on the proposed modifications to the NM&WLP took place in Autumn 2024. Responses to the proposed Main Modifications were received from 19 organisations making 101 representations. Further detail is available in the [Feedback report on the representations received to the Proposed Main Modifications \(2025\)](#). The representations received were provided to the Planning Inspector responsible for carrying out the examination of the NM&WLP.

### **3. Impact of the Proposal**

- 3.1 The adoption of a new NM&WLP will enable the provision of a steady and adequate supply of minerals and sufficient waste management facilities to support the economic development of the county. The policies within the NM&WLP will form the basis for determining relevant planning applications that are lodged with the authority. The English planning system is Plan-led and having an up-to-date NM&WLP means that planning applications are determined using policies that address local issues, rather than just relying on national policies.
- 3.2 The NM&WLP contains a vision and strategic objectives for waste management and minerals development for the Plan period to 2038. The NM&WLP allocates sites for mineral extraction and includes a criteria-based policy to determine planning applications for additional unallocated sites for silica sand extraction.
- 3.3 The NM&WLP includes policies relevant to both minerals and waste management development covering the following issues: development management criteria, transport, climate change mitigation and adaption, The Brecks protected habitats and species and agricultural soils.
- 3.4 The NM&WLP includes a forecast of the quantities of waste that need to be planned for over the Plan period to 2038, a spatial strategy for new waste management facilities and criteria-based policies for a range of waste management facility types. Specific policies also cover the design of waste management facilities, landfill mining, safeguarding waste management facilities and water recycling centres.
- 3.5 The NM&WLP does not allocate any sites for waste management facilities because the waste management capacity assessment concluded that sufficient existing waste management capacity already exists to accommodate the forecast growth in waste arisings over the Plan period. However, planning applications for waste management facilities are still expected to come forward during the Plan period, both to move waste management up the waste hierarchy and because waste management is a contract driven and competitive industry. Therefore, the NM&WLP contains criteria-based waste policies to enable waste management facilities to come forward, which move waste up the waste hierarchy, in step with market demand and in locations best able to serve this demand. The criteria-based policies direct new waste management facilities to allocated or existing industrial and employment land and previously developed land in proximity to the urban areas and main towns in Norfolk.

- 3.6 The NM&WLP includes the quantities of sand and gravel, Carstone and silica sand that need to be planned for during the period to 2038 to provide a steady and adequate supply of minerals; it also contains a spatial strategy for minerals development. Policies relevant to the determination of applications for minerals development include: borrow pits for construction schemes, agricultural reservoirs, protection of core river valleys, cumulative impacts and phasing of workings, progressive working and restoration, aftercare, concrete batching and asphalt plants.
- 3.7 The NM&WLP allocates one site for Carstone extraction (with an estimated resource of 1.416 million tonnes), two sites for silica sand extraction (with an estimated resource of 4.1 million tonnes) and 16 sites for sand and gravel extraction (with an estimated resource of 17.803 million tonnes). Both the silica sand sites have been granted planning permission, and the NM&WLP also contains a criteria-based policy for any unallocated silica sand sites that come forward for as planning applications because the allocated silica sand sites do not contain enough resource to meet the forecast need during the Plan period. Eight and a half of the sand and gravel sites (with an estimated reserve of 9.546 million tonnes) have already been granted planning permission. The allocated Carstone site and sand and gravel sites contain enough resource to meet the forecast need during the Plan period. The outstanding allocated sites will come forward in the remaining years.
- 3.8 Specific policies in the NM&WLP aim to safeguard mineral resources, minerals sites and infrastructure and waste management facilities, as required by the NPPF and National Planning Policy for Waste. These policies update existing policies in the current Minerals and Waste DPDs. These policies aim to safeguard mineral sites and infrastructure (such as railheads and wharfs) and waste management facilities from incompatible development which may prevent or prejudice the use of these facilities, and to safeguard certain mineral resources from being sterilised by development proposals within mineral safeguarding areas, through prior extraction where this is practical and environmentally feasible.
- 3.9 The NM&WLP contains a monitoring and implementation framework with indicators to be used to assess the implementation of the NM&WLP. These indicators will be monitored and reported on annually in minerals and waste policy monitoring reports or the Local Aggregate Assessment, as appropriate, which are published on the Norfolk County Council website.

## **4. Evidence and Reasons for Decision**

- 4.1 The Planning Inspector's Report was received by the Council on 24 March 2025 (provided as Appendix 1 to this report). The Inspector's report finds that the NM&WLP has been prepared in accordance with the Duty to Cooperate, and all legal and procedural requirements. The Inspector's report also concludes that, with the recommended Main Modifications, the plan meets the criteria for 'soundness' in the National Planning Policy Framework (NPPF),

namely that it is positively prepared, justified, effective and consistent with national policy.

- 4.4 Acceptance of all the Main Modifications recommended by the Inspector in the Report (Appendix 1) is necessary to enable to adoption of the NM&WLP, in accordance with section 23 (3) of the Planning and Compulsory Purchase Act 2004. Whilst the NM&WLP would be sound without the additional modifications, these provide clarification and factual updates to the supporting text. Therefore, the additional modifications have been included in the version of the NM&WLP recommended for adoption (Appendix 2).
- 4.5 Adoption of the NM&WLP means that it becomes part of the development plan for the County. The planning system is plan-led which means a Planning Authority sets out what development is needed, where it should go, and what land is protected in their local plan. It sets out a vision and framework for the future development and use of land in the administrative area for the plan period. Planning law (Section 38 (6) of the Planning and Compulsory Purchase Act 2004) states that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. Until adoption, the NM&LWP will not form part of the development plan, although significant weight can be attached to the Inspector's report as a material consideration.
- 4.6 Government policy contained in the NPPF states that 'plans should be kept up to date'. Prompt adoption of the NM&WLP will accord with the NPPF and therefore allow all current and future planning applications to be determined on the basis on an up-to-date plan.
- 4.7 Adoption of the NM&WLP will provide more certainty for residents, operating companies and local authorities of the provision and future location of mineral extraction sites and waste management facilities in Norfolk.

## **5. Alternative Options**

- 5.1 The alternative options would be to either not adopt the NM&WLP, or to adopt the NM&WLP with the Main Modifications but without the Additional Modifications (the Council has this choice as explained above).
- 5.2 Not adopting the NM&WLP would result in Norfolk not having an up-to-date Minerals and Waste Plan and planning policies, once the current Plan period ends in 2026. This would create uncertainty and the prospect of speculative or inappropriate proposals being submitted. Not adopting the NM&WLP would also result in no mineral sites being allocated to meet the forecast need. The site allocation process positively allocates land for future minerals uses, and provides greater certainty for residents, landowners, operators and other interested parties moving forward. By selecting the best options for allocations through a process of assessment and comparison will enable the County Council to encourage development proposals in the most suitable locations.

- 5.3 Not adopting the NM&WLP would result in the County Council having to start the process again from the initial call for sites which would have cost implications and could lead to intervention from the Secretary of State in the plan-making process. Therefore, it is recommended that the NM&WLP is adopted.
- 5.4 Adopting the NM&WLP without the additional modifications would result in a sound plan, but a plan which contains some factual errors and is missing some points of clarification and factual updates in the supporting text. Therefore, it is recommended that the Plan is adopted with all the additional modifications.
- 5.5 There appears to be no sound reasons for not adopting the NM&WLP as modified by the Inspector. The NM&LWP cannot legally be adopted without the Main Modifications recommended by the Inspector as his conclusion was that the NM&WLP would only be sound if the recommended Main Modifications were made.

## **6. Financial Implications**

- 6.1 The financial implications of adopting the NM&WLP are expected to be £4,500 for the publication of the documents, public notices and postage, excluding the cost of officer time. These costs will occur in the 2025/26 financial year and will be managed by the service. Therefore, the cost falls within the parameters of the Annual Budget agreed by the Council for Planning Services.

## **7. Resource Implications**

### **7.1 Workforce:**

None arising from this report under the proposed service level.

### **7.2 Property:**

None arising from this report.

### **7.3 IT:**

None arising from this report

## **8. Other Implications**

### **8.1 Legal Implications:**

- 8.1.1 The production of a minerals and waste plan is a statutory duty under the Planning and Compulsory Purchase Act 2004. Under the Council's constitution, formal adoption of the NM&WLP and the associated Policies Map are a decision to be made by full Council.
- 8.1.2 The NM&WLP process must be carried out in accordance with the relevant planning legislation. The Inspector's report has concluded that the process has been legally compliant. Acceptance of all the Main Modifications recommended by the Inspector in the Report (Appendix 1) is necessary to enable the adoption



of the NM&WLP because the Inspector's conclusion is that the NM&WLP is sound subject to the inclusion of the Main Modifications.

- 8.1.3 Under Section 113 of the Planning and Compulsory Purchase Act 2004, the adoption of the NM&WLP can be legally challenged by any 'aggrieved person' on the grounds that either the document is not within the powers conferred by Part 2 of the 2004 Act or a procedural requirement has not been complied with. Any such challenge must be lodged with the High Court no later than six weeks after the adoption of the NM&WLP.
- 8.1.5 If the NM&WLP is adopted, regulation 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) and Section 23 of the Environmental Assessment of Plans and Programmes Regulations 2004, will require the County Council to carry out specified notification and publicity requirements. These requirements are that as soon as is reasonably practicable, the County Council must: make available the adopted plan, an adoption statement, the sustainability appraisal report, details of where the plan is available for inspection and the places and times at which the plan can be inspected, send a copy of the adoption statement to any person who has asked to be notified and to the Secretary of State. The adoption statement must include the date of adoption, specify the modifications and also give details of the statutory rights to challenge the adopted document.
- 8.1.4 On adoption, the NM&WLP will form part of the Development Plan for Norfolk. The Development Plan forms the basis of decision making when determining planning applications. There is a statutory duty (Section 38 (6) of the Planning and Compulsory Purchase Act 2004) on Planning Authorities to determine planning applications in accordance with the Development Plan unless material considerations indicate otherwise.
- 8.1.6 In accordance with Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 and paragraph 34 of the NPPF 2024, local planning authorities must review their local plan within five years of the date of adoption, or as necessary (set out in the Implementation, Monitoring and Review section of the NM&WLP). The review of the NM&WLP would therefore take place under the government's new system of plan-making which is expected to come into effect before the end of 2025, and further detail is currently awaited. Therefore, a revised minerals and waste development scheme will be published once the detail about the new plan-making system is available.

## **8.2 Human Rights Implications:**

The human rights of the local residents are engaged under Article 8, the right to respect for private and family life and Article 1 of the First Protocol, the right of enjoyment of property. When adopted, the policies within the NM&WLP will be used in the determination of planning applications for mineral extraction and associated development and for waste management facilities. A grant of planning permission may infringe those human rights, but they are qualified

rights, that is they can be balanced against the interests of the community as a whole and the human rights of other individuals. In making that balance it may also be taken into account that the amenity of local residents could be adequately safeguarded by planning conditions.

The human rights of the owners of the specific site allocations may be engaged under the First Protocol Article 1, that is the right to make use of their land. However, the right is a qualified right and may be balanced against the need to protect the environment and the amenity of local residents.

However, it is not considered that the human rights of local residents or the owners of the specific site allocations would be infringed by the adoption of the NM&WLP.

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

Due regard has been given to equality in the production of the NM&WLP. The Council's planning functions are subject to Equality Impact Assessments. The NM&WLP has been subject to an EqIA [available at: [https://norfolk.oc2.uk/docfiles/59/A9%20Equality%20Impact%20Assessment%20\(May%202022\).pdf](https://norfolk.oc2.uk/docfiles/59/A9%20Equality%20Impact%20Assessment%20(May%202022).pdf)]. The EqIA concluded that, provided the policies in the NM&WLP are applied robustly, it is highly unlikely that people with protected characteristics will be disproportionately affected by virtue of the location of the mineral extraction sites and any potentially detrimental impacts on people with protected characteristics from the development of minerals or waste management facilities can be suitably mitigated through the implementation of the policies within the NM&WLP. In addition, any sites allocated in the NM&WLP will also need to apply for and be granted planning permission before they are able to operate and an EqIA will be carried out at the planning application stage.

### **8.4 Data Protection Impact Assessments (DPIA):**

Not applicable. The data protection implications of the Minerals and Waste Local Plan preparation, consultation and adoption are covered by the [Planning Services privacy notice](#).

### **8.5 Health and Safety implications (where appropriate):**

Not applicable

### **8.6 Sustainability implications (where appropriate):**

The environmental implications of the NM&WLP have been formally assessed as part of the local plan process, through the Sustainability Appraisal (which includes a Strategic Environmental Assessment) and a Habitats Regulations Assessment. Both of these assessments have been carried out in accordance with the relevant legislation and have included formal consultation stages. The Sustainability Appraisal Report and Habitats Regulations Assessment (Task 1 Test of Likely Significant Effects) were published to accompany the Publication version of the NM&WLP in 2022 [available at: <https://norfolk.oc2.uk/document/59> as documents A3.1-A3.6 and A8-A8.1] and

were reviewed to take into account the proposed Main Modifications and additional modifications to the NM&WLP in October 2024 [available at: <https://norfolk.oc2.uk/document/66>]. Overall, the Sustainability Appraisal assessment of the policies within the NM&WLP will have mainly positive or neutral effects. This is largely due to the nature of the policies which aim to protect the amenity of local communities, the natural, built and historic environment, the landscape and townscape of Norfolk. The potential impacts of all the proposed mineral extraction sites have been assessed both in terms of the operational phase (short and medium-term effects) and the restoration and post-restoration phase (long-term effects). The Habitats Regulations Assessment concluded that the policies and allocated sites in the NM&WLP would have no likely significant effects on Special Areas of Conservation, Special Protection areas or Ramsar sites. These documents were submitted to the Planning Inspectorate and formed part of the examination of the NM&WLP. The Inspector's report found them to be acceptable.

The NM&WLP includes policies which contain requirements specifically relevant to climate change mitigation and adaption, and biodiversity.

In addition to Policy MP3 'Climate change mitigation and adaption', the following policies also include requirements relevant to climate change mitigation and adaption: Policy MW1 'Development Management Criteria', Policy MW2 'Transport', Policy WP1 'waste management capacity to be provided', Policy WP2 'spatial strategy for waste management facilities', Policy WP10 'residual waste treatment facilities', Policy WP12 'non-hazardous and hazardous waste landfill', Policy WP14 'water recycling centres', Policy WP16 'Design of waste management facilities', Policy MP2 'spatial strategy for minerals extraction'.

The following policies include requirements for developments to include biodiversity gains or improvements: Policy MW1 'Development Management Criteria', Policy MW3 'climate change mitigation and adaption', Policy MW4 'The Brecks Protected Habitats and Species', Policy WP11 'disposal of inert waste by landfill', Policy WP12 'non-hazardous and hazardous waste landfill', Policy WP13 'landfill mining and reclamation', Policy MP5 'Core River Valleys', Policy MP7 'Progressive working, restoration and after-use' and the minerals specific site allocation policies.

## **9. Risk Implications / Assessment**

- 9.1 The principal risk from the current situation stems from having an out-of-date Plan. In which case the impacts are that owing to uncertainty, insufficient sites are brought forward by developers to meet the County's needs, or if sites are brought forward, they are less suitable sites than would be the case in a planned system. In severe cases the Secretary of State could intervene in the plan-making process.
- 9.2 Plans do not normally become out of date at a given point in time. Rather the older they are, the less relevant they become and so the less weight they carry. The oldest component of the current adopted plan is the Minerals and Waste

Core Strategy and Development Management Policies Development Plan which was adopted in 2011 and covers the period to 2026. Both the substantive minerals and waste site allocations development plan documents were adopted in 2013, with a silica sand update adopted in 2017. On adoption, the new NM&WLP would replace all three of the existing development plan documents and extend the plan period to 2038. If the NM&WLP is not adopted then, due to the age of the current plans, the Council would need to immediately start the process of producing a new plan.

- 9.3 Under Section 113 of the Planning and Compulsory Purchase Act 2004, the adoption of the NM&WLP can be legally challenged by any 'aggrieved person' on the grounds that either the document is not within the powers conferred by Part 2 of the 2004 Act or a procedural requirement has not been complied with. Any such challenge must be lodged with the High Court no later than six weeks after the adoption of the NM&WLP.
- 9.4 Following receipt of the Inspector's report finding the NM&WLP legally compliant and 'sound', subject to the inclusion of the Main Modifications set out in the Appendix to his report, there are no grounds for believing that adopting the NM&WLP would be flawed. However, the launch of a legal challenge cannot be ruled out as a possibility and if a legal challenge was made there would be a financial cost to defend such a challenge.

## **10. Select Committee Comments**

Not applicable. This report has not been to a Select Committee due to the stage that has been reached in the production of the NM&WLP.

## **11. Recommendations**

Cabinet is asked to recommend Full Council to:

1. Note the content of the Inspector's report into the examination of the Norfolk Minerals and Waste Local Plan (Appendix 1 to this report);
2. Resolve to formally adopt the Norfolk Minerals and Waste Local Plan, incorporating the Main Modifications and Additional Modifications (Appendix 2 to this report)
3. Resolve to formally adopt the Policies Map (Appendix 3 to this report) which will replace the current 'Revised Policies Map' (December 2017)
4. Note that on adoption, the Norfolk Minerals and Waste Local Plan will replace the existing Core Strategy and Minerals and Waste Development Management Policies Development Plan Document (DPD), the Minerals Site Specific Allocations DPD and Waste Site Specific Allocations DPD.

## **12. Background Papers**

[Pre-Submission Publication version of the NM&WLP \(2022\)](#)

[Cabinet agenda papers 4 July 2022 - Publication of the NM&WLP \(Item 10\)](#)

### 13. Appendices

All the appendices can be viewed at: <https://norfolk.oc2.uk/document/69>

Appendix 1: Planning Inspector's report into the examination of the NM&WLP and schedule of Main Modifications

Appendix 2: Norfolk Minerals and Waste Local Plan for adoption – incorporating the Main Modifications and additional modifications

Appendix 3: Policies Map for adoption

Appendix 4: Schedule of additional modifications to the NM&WLP

#### Officer Contact

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

**Officer name: Caroline Jeffery – Principal Planner (Minerals and Waste Policy)**

**Telephone no.: 01603 222193**

**Email: [caroline.jeffery@norfolk.gov.uk](mailto:caroline.jeffery@norfolk.gov.uk)**



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# Cabinet

**Item No: 13**

**Report Title:** Planning Obligation Standards 2025

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Graham Plant - Cabinet Member for Highways, Infrastructure & Transport

**Responsible Director:** Chris Starkie (Director of Growth and Investment)

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 30 January 2025

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

### **Recommendations:**

1. To approve the 2025 Planning Obligation Standards.

### **1. Background and Purpose**

- 1.1. Norfolk County Council is a statutory consultee on housing and other commercial planning applications determined by District Councils. The County Council as a consultee can seek to secure necessary infrastructure and services needed to mitigate the impact of any proposed new development.
- 1.2. Planning obligations provide a clear and effective mechanism for securing funding from housing developers to fund infrastructure needed to support and mitigate the impact of new residential development. Planning obligations are agreed under section 106 of the Town and Country Planning Act 1990, Section 106 (S106) agreements are legally binding and run with the land.
- 1.3. The purpose of this report is to consider proposed amendments to the Standards, which were first introduced in 2000 and have been subsequently updated on an annual basis thereafter. The Standards primarily focus on

developer funding towards County Council infrastructure including education, libraries, home to school transport, green infrastructure, and fire service provision (fire hydrants secured through planning condition). Highway and transport infrastructure while referred to in the Standards are not directly covered by any standard costs as they are negotiated on a site-by-site basis, by the Highway Authority, and generally use different legislation to secure developer funding towards transport infrastructure (Section 278 of Highways Act 1980).

- 1.4. The obligations set out in the Planning Obligation Standards must meet the three tests as set out in the National Planning Policy Framework (NPPF) (2023) paragraph 57 these tests are:
  1. necessary to make the development acceptable in planning terms;
  2. directly related to the development; and
  3. fairly and reasonably related in scale and kind to the development.
- 1.5. The County Council has two methods to secure mitigation towards County Council infrastructure, these are S106 agreements and the Community Infrastructure Levy (CIL). The Standards set out the obligations that the County Council can seek to be secured through S106 agreements. CIL is applied separately through either the Greater Norwich Growth Board or the Borough Council of King's Lynn and West Norfolk. Land for schools and libraries (plus other services) can be secured in CIL areas through S106 agreements. Also, strategic sites in King's Lynn and the unparished area of King's Lynn are exempt from CIL so S106 can be sought in these areas.
- 1.6. S106 Local Planning Authorities include:
  - Breckland District Council
  - Great Yarmouth Borough Council, the Borough Council are looking to bring in CIL in the next year.
  - North Norfolk District Council
- 1.7. The Strategic Planning Team has signed 181 S106 agreements since 2015 securing £103.6 million in planning obligations, see table 1, below.

**Table 1 Total Value of Obligations Secured Since 2015**

Education	Library	Green Infrastructure	Monitoring Fees	Total Secured
£98,824,854.87	£3,533,515.00	£1,248,815.42	£111,750.00	£103,693,935.29

- 1.8. Fire hydrants are secured through planning condition, some 825 fire hydrants have been secured since 2015.

- 1.9. The County Council has received planning obligation contributions totalling £12.5 million since 2015, see table 2 below. The majority of the payments received are for education.
- 1.10. No Home to School Transport (H2ST) obligations have yet been secured.

**Table 2 Total Contributions Paid Since 2015**

Education	Library	Green Infrastructure	Monitoring Fees	Total Paid
£11,709,483.77	£441,772.55	£405,786.95	£22,521.47	£12,579,564.74

- 1.11. The County Council has also secured land for new schools and new libraries through S106 agreements. Between 2001-2024 24 new primary school sites have been secured through S106 agreements and to date 10 new primary schools have been built, with contributions through S106 agreements. A further 13 primary schools have been delivered through other organisations or funding sources.
- 1.12. Housing developers and Local Planning Authorities are aware of these obligations, the S106 agreements are often signed prior to the house builder purchasing the development site. The contributions sought are necessary as they enable the County Council to provide access to school places, to provide home to school transport, libraries, and green infrastructure provision to residents of Norfolk. These obligations are only sought on developments of 20 dwellings or more.  
Update from 2024 Planning Obligation Standards
- 1.13. Special education needs and disabilities (SEND) obligations have been sought since 2023. Children's Services has sought SEND obligations for 16 planning applications. Three S106 agreement have been signed which has secured SEND obligations, in addition to other education and library obligations. This SEND obligation helps Children's Services meet future needs for SEND funding, ensuring that high quality education facilities are provided for all Norfolk pupils.
- 1.14. Home to School Transport obligations were introduced in 2024, there has been limited planning applications that we have been able to seek H2ST on in the past year. However, we have sought H2ST obligations on 5 occasions.

## 2. Proposal

- a. 2.1 The County Council has conducted a focussed review of the Planning Obligation Standards. This review is focussed on updating the County Councils approach to SEND obligations only in response to challenge from Local Planning Authorities.



- b. In 2023 Cabinet agreed our 2023 Planning Obligation Standards which included the new obligation, which the County Council has since used to secured contributions for SEND places. We have reviewed the SEND contribution methodology with a clearer evidence base and whilst the proposed approach to SEND will reduce the amount requested; it also improves the chances that those contributions will be successfully secured by drawing stronger links between the County Council's evidence and the contributions sought.
- c. The current approach to seeking SEND is based on an analysis of development in the county during 2022. The SEND evidence is based on the 6% of children aged 4 to 16 within mainstream schools who have an Education Health and Care Plan (EHCP). As such, the SEND evidence does not justify the conclusion that a development of 100 homes will generate 6 individuals with SEND needs between the ages of 0-25. Rather it justifies that 6% of the children generated by the development between the ages of 4 and 16 will have a SEND needs, to be met in mainstream schools.
- d. However, the County Councils updated evidence supports the conclusion that 2.48 children with mainstream school SEND needs would be generated by a 100-home development, rather than 6 indicated.
- e. Further evidence has now been identified which indicates that a further 2.46% of children aged 4-16 have SEND needs that are met through specialist provision. This is based on the proportion of all 4-16 all school age children in specialist schools as of May 2023. No equivalent evidence has been identified for the 0-4 and 16-25 age groups. This 2.46% is in addition to the identified mainstream pupils with SEND needs. This additional 2.46% would generate a further 1.05 children with specialist school SEND needs from a 100-home development.
- f. The cost per pupil for a SEND place is currently calculated as being £96,806. This figure relates to new build costs for a higher need's facilities. This cost appears to remain reasonable for new build specialist provision. It is unlikely to reflect the cost of enhanced SEND provision through mainstream schools, which is expected to be lower. In the absence of local information, it is proposed that the Average Indexed Cost Per Pupil Place for SEND refurbishment is used as the starting point for negotiations for enhanced mainstream SEND places, this is equivalent to £31,539 per mainstream SEND place, which is a SEND premium place. This SEND Premium place is a 'top up' on the basic amount sought for the mainstream sector for primary and secondary. The 'top up' amount recognises that a child with SEND attending a

mainstream school will have a need for enhanced support that will incur a higher cost.

- g. The proposed amendments to the Planning Obligation Standards are set out in Table 3, below.

**Table 3 Comparison of 2024 Approach to SEND compared to the proposed 2025 Approach to SEND**

	<b>2024 Approach</b>	<b>2025 Approach</b>
SEND Multiplier for Mainstream Schools	None	0.058
SEND Multiplier for Special Schools	0.06	0.025
Mainstream SEND Premium	None	£31,539
Cost Per Place for SEND Specialist School	£96,806	£96,806

### **3. Impact of the Proposal**

- 3.1 The proposal will reduce the SEND funding that is sought on developments. However, on review it has been found that the previous methodology is not sufficiently supported by its underpinning evidence. The updated methodology is more robust and is expected to improve the likelihood that the County Council is successful in securing SEND obligations. Therefore, it is expected that these changes are likely to increase the total amount of contributions Norfolk County Council is able to secure for SEND.

### **4. Evidence and Reasons for Decision**

- 4.1 To improve the robustness of our approach to seeking SEND contributions.

### **5. Alternative Options**

- 5.1 To maintain the Standards as agreed in the 2024 Planning Obligation Standards.

### **6. Financial Implications**

- 6.1 No negative financial implications. There are considered to be positive implications as the revised methodology for SEND is considered to be more likely to result in obligations for spend on SEND schools and units.
- 6.2 In determining planning applications, Local Planning Authorities (LPAs) will assess the evidence the underpins planning obligation requests, sometimes weighing competing evidence from developers and other parties. By increasing clarity and transparency about the requests being sought, the publication of the

planning obligations standards supports NCC in making its requests for planning contributions. The publication of the standards does not however guarantee that obligation requests made by NCC will always be supported by the relevant determining authority. Such outcomes will be based on the individual negotiations on a site-by-site basis, with such negotiations being made against a currently challenging financial backdrop for development.

## **7. Resource Implications**

### **7.1 Workforce: 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):** No EqIA issues have been identified.

### **8.4 Data Protection Impact Assessments (DPIA): None**

### **8.5 Health and Safety implications (where appropriate): Not applicable**

### **8.6 Sustainability Implications (where appropriate): Not applicable**

### **8.7 Any Other Implications:** The use of Education Health Care Plans (EHCPs) as the basis of assessing additional SEND needs/contributions has been questioned by some Districts and Developers. Subject to the outcome of discussions relating to these challenges further revisions to Norfolk County Council's Planning Obligations Standards may be needed.

## **9. Risk Implications / Assessment**

- 9.1 The proposed amendments to the County Council's Planning Obligations Standards are required to ensure that Norfolk County Council has the best chance of securing S106 contributions to address the impacts on County Council services arising from new development.

## **10. Select Committee Comments**

- 10.1 Having reviewed the report, Infrastructure and Development Select Committee noted the amended Planning Obligations Standards prior to consideration by Cabinet.

## **11. Recommendations**

- 1. To approve the 2025 Planning Obligation Standards.**

## **12. Background Papers**

- 12.1 Appendix A Draft Planning Obligations Standards 2025
- 12.2 [Norfolk County Council Planning Obligations Standards 2024](#)

### **Officer Contact**

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

**Officer name:**

**Telephone no.:**

**Email:**



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**Norfolk** County Council

# Planning Obligation Standards

**April 2025**

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# 1.0 Introduction

- 1.1. The purpose of this document is to set out the planning obligations requirements the County Council may seek in association with new housing developments, for housing developments of 20 dwellings or more.
- 1.2. These standards apply to the following County Council services:
  - Children's Services (Education)
  - Home to School Transport
  - Library Service
  - Norfolk Fire and Rescue Service
  - Community Services – Adult Care
  - Green Infrastructure and Public Rights of Way
- 1.3. County Council monitoring fee  
The highway and transport infrastructure and services directly required from new development will continue to be negotiated on a site-by-site basis, by the Highways Authority.
- 1.4. Other infrastructure and service requirements will be sought by District Councils for affordable housing, play space, and open space etc. In addition, other service providers, such as the Police and the various Health Bodies may also seek developer contributions towards improvements to their services directly.

## 2.0 National Guidance

- 2.1. All infrastructure requirements must be compliant with the legal tests set out in Regulation 122 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended) and be:
  - Necessary to make the development acceptable in planning terms
  - Directly related to the development
  - Fairly and reasonably related in scale and kind to the development.
- 2.2. The Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019, came into force on 1 September 2019. The key amendments were:
  - Lifting of the pooling restrictions on Section 106 (S106)
  - The introduction of monitoring fees
  - Allowing the use of both S106 agreements and the CIL to fund the same infrastructure
  - Introducing the requirement to produce an Infrastructure Funding Statement.
- 2.3. These reforms have been included within the CIL Regulations 2010 (as amended). The County Council's Planning Obligations Standards reflect the lifting of the pooling restrictions and the clarification regarding monitoring charges. The County Council is also working closely with all District Councils on other aspects of the CIL reforms.
- 2.4. The County Council will continue to provide a detailed justification/explanation of any contributions it seeks. The Standard Charges detailed in this document illustrate the range of contributions, which may be expected from developers as a consequence of new housing development. Developers will be expected to enter into a Section 106 legal agreement (S106 agreement) with the County Council regarding the contributions sought or will be obliged through a planning condition to deliver the on-site infrastructure requirements.
- 2.5. The Planning Obligations Standards are revised annually considering:
  - Changes in national guidance/standards
  - Inflation – where cost have changed
  - Any other material considerations.
- 2.6. The following national guidance has been considered:
  - National Planning Policy Framework (December 2023)
  - The Planning Act (2008) – this provides ministers with the power to make the CIL Regulations.
- 2.7. The Government ran a consultation on the proposed [Infrastructure Levy](#) in 2023. Proposing reforms to the existing system of developer contributions, including S106 agreements and CIL. The County Councils Standards remain valid until any new regulations/legislation are formally adopted.

### Community Infrastructure Levy

- 2.8. The County Council will provide comments on the Local Planning Authority (LPA) CIL Charging Schedules and rates as required. In the meantime, the County Council will continue to use the Standards until the respective CIL Charging Schedules are implemented. Even when CIL is implemented there may still be a need for the County Council to use S106 agreements:



- To secure infrastructure which is not identified as being entirely funded through CIL and/or
  - To deal with the transfer of land (e.g., land may be required for a new school).
- 2.9. In addition, the CIL Regulations 2010 (as amended) allow authorities to use funds from both CIL and S106 agreements to fund the same piece of infrastructure.
- 2.10. Therefore, in those LPAs areas where CIL has been introduced which includes Norwich City Council, South Norfolk District Council, Broadland District Council, and King's Lynn, and West Norfolk Borough Council, the Standards below would not normally be applied except where:
- There is agreement with the LPA to use both CIL and an S106 agreement for the same piece of infrastructure;
  - The site is in a zero-rated CIL location, and is reliant on S106 to deliver necessary infrastructure; or
  - The contribution relates to the transfer of land.
- 2.11. The County Council will expect to be consulted at the application stage on planning applications likely to have an impact on County Council infrastructure and services by those LPAs who have adopted CIL Charging Schedules.
- 2.12. The County Council is working closely with those LPAs who have adopted CIL, as well as those intending to develop CIL, to ensure that necessary County Council infrastructure is secured and delivered through CIL.

## 3.0 County Advice

### Dealing with Major Urban Regeneration Sites

- 3.1. The County Council recognises that there will be occasions when not all the infrastructure and services required by the development will be able to be provided by the developer. This may be the case on major urban regeneration sites where there may be exceptional costs associated with site clearance and possibly decontamination.
- 3.2. In such circumstances it may be appropriate for the local authority and other public sector agencies to assist and facilitate in the development coming forward. This may involve a reduction in the level of contributions normally sought. This would in practice mean the County Council or other service providers being required to fund in part the infrastructure and services needed.
- 3.3. However, in such circumstances the County Council would need clear evidence that:
  - The economics of the site do not allow for all contributions to be met. The County Council would want to see the viability assessment (VA) produced and would need to be satisfied with the VA before waiving any contribution sought; and
  - The development is in the wider public interest i.e., will provide a wide range of community benefits such as the removal of derelict land and will provide local services (e.g., schools and healthcare provision) accessible to the community as a whole.

In the event contributions are waived or reduced on viability grounds the County Council will work closely with the District Council and Developer to ensure any future increase in funding available is directed towards these contributions originally sought.

### Use of Bonds

- 3.4. The County Council may seek from developers, where appropriate, the use of bonds to act as a guarantee where large contributions have been negotiated through the S106 process towards for example, schools, travel planning and transport schemes.

### Phasing of payments

- 3.5. Agreed planning obligations contributions will typically be paid to the County Council in a series of phased payments.

### Indexation

- 3.6. All obligations secured will be subject to indexation to account for inflation, usually using the Building Cost Information Service (BCIS) All-in Tender Price Index. Indexation normally runs from the date set out in the S106 agreement until the date of invoice.

### Potential Claw-back of Payments

- 3.7. Where contributions have been made, the County Council will normally be expected to use the sum of monies received for the purposes agreed within 5 years of final

occupation. However, for some large-scale developments the period may be extended. If the County Council has not spent the money in this time, then some or all of the contributions will be returned to the developer as agreed in the S106 agreement.

### **Legal Charges**

- 3.8. The developer will be required to pay the County Council's legal fees for drafting and negotiating the S106 agreement and a solicitor's undertaking must be supplied to the County Council's legal team before any legal work is carried out.

### **Monitoring Charges**

- 3.9. The County Council seeks a charge towards the administration of S106 agreements to cover the administration costs incurred in the preparation and monitoring of the obligations secured (i.e., covering monitoring of S106 agreements, invoicing, the production of an Infrastructure Funding Statement, and chasing up any outstanding payments).
- 3.10. The charge will generally be levied at a rate of £500 per trigger and be indexed linked. For example, two different trigger points for the same infrastructure project due at different stages of the development, i.e., 25% and 75% of occupations, would attract a monitoring fee of £1,000.
- 3.11. On more complex sites the charge will be levied at a rate of 1% of the County Council's total obligations up to a maximum of £10,000 per agreement.
- 3.12. On major strategic housing sites (typically over 1,000 dwellings), the monitoring fee will be negotiated on a site-by-site basis reflecting any potential complexities associated with the S106 agreement and the additional work involved in monitoring the agreement over a lengthy time period.
- 3.13. The monitoring charge will be payable prior to the commencement of the development.
- 3.14. The County Council will closely monitor the contributions secured and ensure that monies are collected on time and are spent in accordance with the S106 agreement.
- 3.15. In relation to S106 Travel Plan monitoring fees (see section 9.0) these will be based on separate cost figures, details of which are provided in the [County Council's Travel Plan Guidance](#).

## 4.0 Education

- 4.1. The County Council has a statutory responsibility to ensure there are sufficient school places in the county for children between the ages of 4 and 16 years old. The County Council works with partners to ensure a sufficient supply of 16-19-year-old places many of which are integrated in 11-19 year schools. In addition, the County Council has a statutory duty to ensure a sufficient supply of Early Education and Childcare places, for children aged three and four. There is also a duty to ensure there are sufficient funded childcare places for eligible two-year olds and from September 2024, children from 9 months old of working parents. Contributions for Early Education provision may be required either for existing Early Education provision or purpose-built new facilities on a separate site, possibly shared with a school. To enable this, primary phase schools are now able to extend their age range to encompass two and three-year-olds.
- 4.2. The Education Act 2006 gives the County Council the duty to secure sufficient places in its area. Subsequent legislation has created a platform for the development of a more diverse and more locally accountable school system, supported by a wider range of providers than in the past, particularly through multi-academy trusts.
- 4.3. In addition to the County Council's statutory obligation to provide sufficient school places to meet the needs of the population, it also has a statutory duty to provide suitable education placement for children and young people with Special Education Needs and Disabilities (SEND).
- 4.4. National Planning Policy Guidance (NPPG) states the importance that there are a sufficient choice of school places available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen the choice of education. They should:
  - Give great weight to the need to create, expand or alter schools through preparation of plans and decisions on applications; and
  - Work with school promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.
- 4.5. NPPG confirms the expectation that as well as securing developer contributions towards mainstream and early years education, local authorities should also ensure they secure contributions towards additional cost of providing facilities for children and young people with SEND. Such facilities may be provided in both mainstream and specialist school settings.
- 4.6. The County Council maintains (funds) community schools, voluntary controlled schools, and community special schools. Statutory regulation ensures that governing bodies have delegated authority to run schools. The County Council and the Department for Education (DfE) have the right and duty to intervene where a school is at risk of failing. The County Council acts as admissions authority for community and voluntary controlled mainstream schools and co-ordinates "applications and offers" for all mainstream schools, including free schools and academies. This co-ordination ensures a fair process for parents and their children, offers an accessible school place to all applicants, and seeks to meet parental preference as far as possible.
- 4.7. The County Council acts as a champion for all Norfolk residents, in respect of all children and young people and their parents/carers. In a diverse educational context, it will broker partnerships to support governors, school leaders, and providers in

securing the best for the community they serve. Its partnership, school improvement and school intervention activity are exercised in pursuit of the highest quality school provision in all schools in Norfolk.

- 4.8. The DFE's Basic Need grant, free school programme and other capital funding do not negate housing developers' responsibility to mitigate the impact of their development on education. The County Council would expect land and contributions to be received in order to support education place making.
- 4.9. The County Council is also, under the Education Act 2006, as amended by the Academies Act 2010, a commissioner rather than a provider of new schools. It has the power to set out the characteristics of a school needed for a new community in order that providers may identify their capacity to provide that school. All new schools commissioned in this way will be established as Free schools (in law academies). The County Council must provide the site and funds for such a school, although these will usually be expected to come from the developer contributions. The County Council will procure the school building through the Major Construction Works compliant contractor framework and will provide the new building for the successful free school sponsor (multi-academy trust) to occupy.
- 4.10. New Free schools can also be approved by the Secretary of State. These can add to the supply of places but also can increase the diversity of provision in an area. Where they meet a shortfall of places, they would be supported by the County Council.
- 4.11. To assess the number of new children likely to arise from a new development the County Council undertook an analysis of development in the county in 2022 this data was cross checked with Health Authority and School Census data. This analysis produced the following pupil generation figures (based on expected children per 100 dwellings), see table 1. This data is checked annually and remains valid.

*Table 1 Pupil Generation Figures*

<b>Age range</b>	<b>No. years cohorts</b>	<b>Type of school</b>	<b>Multiplier (no. of Children) based on a 100-dwelling development</b>	<b>No. of Children Generated Per Dwelling</b>
<b>2 - 4</b>	2	Early Education	8.0	0.08
<b>4 - 7</b>	3	Infant	12.9	0.129
<b>7 - 11</b>	4	Junior	15.2	0.152
<b>4 - 11</b>	7	Primary	28.1	0.281
<b>11 - 16</b>	5	High	14.5	0.145
<b>16 - 18</b>	2	Sixth Form	1.5	0.015

*Table 2 SEND Generation Figures*

<b>Type of School</b>	<b>No. of SEND Generated Per Child</b>
In Mainstream	0.058
In Specialist School	0.025

The number of SEND pupils calculated from the number of children generated in primary and sixth form sector only.

- 4.12. For the avoidance of doubt the above multipliers have been generated as an average child yield across the whole of Norfolk and will be used to calculate developer contributions for all residential developments. The County Council reserves the right to use more "local multipliers" if the evidence is available to show that the multipliers are more likely to provide an accurate prediction of pupil numbers in the school system.

- 4.13. The mainstream SEND multiplier is based on the number of children (aged 4 to 16) within mainstream schools who have an Education Health and Care Plan (EHCP). It is considered that providing additional facilities for pupils with SEND in mainstream schools incurs higher costs, which should be reflected in a premium.
- 4.14. The County Council has also factored in the number of pupils with SEND who need to be educated within specialist provision across the County. The latest available evidence shows that across Norfolk 2.46% of pupils have SEND that requires education in specialist provision. This is in addition to those with SEND whose needs are met in mainstream schools.

The following allowances are:

- No children are assumed on developments comprising of 1-bed accommodation, student accommodation, sheltered housing, or care homes where there is an age-related occupancy condition e.g., restricted to the over 50s. In these circumstances no education contributions will be sought.
- For flats, apartments, and maisonettes the above multipliers are discounted by a factor of 50% reflecting the fact that fewer children are likely to arise from these types of dwellings.

### **Catchment Schools**

- 4.15. The County Council will plan on the basis that pupils generated from any new development would attend the catchment school as set out in its statutory admissions documentation. However, if the catchment school is at full capacity, the County Council may, at its full and sole discretion, consider the next nearest school with places providing:
1. The school lies within the statutory maximum distance a child would be expected to travel (i.e., 2 miles for pupils aged 4-8 and 3 miles for pupils aged 8-16)
  2. The school, if primary phase, is within the same high school designated area as set out in the statutory admissions documentation
  3. There will be no adverse impact on the pupils affected in terms of splitting peer groups or siblings
  4. Existing and planned investment in local schools is not compromised
  5. The route to the school is adequate and safe. Where there is inadequate access the County Council may seek developer contributions towards safe routes to school
  6. The developer addresses the impact of those children having to commute further to school e.g., through the provision of cycle storage and/or contributions towards safe routes to school (see 5 above).

### **Types of Infrastructure Projects**

- 4.16. New housing development will typically put additional pressure on existing schools, which may require the developer to provide funding towards one of the following school projects listed below. It should be noted that the list of projects below is not exhaustive.
- 4.17. These projects will need to demonstrate that they satisfy and are compliant with the CIL Regulations 2010 (as amended). Developer funding will be sought for the following types of infrastructure project at a named catchment school/s, or the school/s serving

the development:

- New self-contained class block
- Extension to provide additional classroom(s)
- Internal remodelling to provide additional class places
- Additional toilet provision
- Additional group room provision
- Additional curriculum support space
- Additional staff accommodation
- New/extended hall space
- New/extended sports hall
- Multi use games area (MUGA)
- Improvement/extension to outdoor learning space/classroom
- Playground extension
- Provision or extension of changing rooms and/or cloakroom
- New/extended dining capacity
- Kitchen facilities
- Extension or adaptation of science laboratory
- Extension or adaptation of technology rooms
- Additional car parking; and/or cycle storage facilities
- Extension or refurbishment of early years provision
- Specialist accommodation for children with additional needs by extension or adaptation.

4.18. The County Council will not typically identify the precise project at the named catchment school/s, or school/s serving the development. It is expected that the S106 agreement will indicate that contributions will be spent at a specific school in order to increase pupil capacity.

### **Costs of Infrastructure Projects**

4.19. The charges for both extension and new build works (e.g., new classrooms) are derived from a “basic need average cost” produced by the DfE. The DfE costs are based on building cost information received from local authorities across the country. The figures consider regional variations in prices.

4.20. The costs produced which reflect the different school phases of education and age range have been translated into a charge per dwelling (see table 2 below), pupil forecasts information will also be considered.

4.21. The secondary school basic need charge is based on the primary rate but uplifted by the DfE by 30% to reflect the higher costs associated with creating secondary school places, this will be evidenced in the overall cost to deliver a larger school having a higher number of cohorts. The DfE also uplifts funding rates by 10% to support costs associated with achieving improved sustainability standards. These sustainability standards are essential to meet the councils target of carbon zero by 2030, biodiversity net gain and the need to manage a more efficient and well-equipped school estate for the future.

4.22. The cost of providing a SEND place is greater than that of a mainstream schooling place, but this will depend on the type of need to be met. The average cost for Specialist School SEND places is taken from the [National School Delivery Benchmarking Report](#) highlighted in 2024 the significant increase in pupils eligible and



in receipt of EHCP's. A direct result is the SEND provision across the County must improve and increase to accommodate what is expected to be a continuous need at a higher rate, which the County Council must try to manage.

- 4.23. This SEND Premium place is an additional cost that will be levied in addition to the basic amount sought for new school places in the mainstream primary and secondary sectors. The premium reflects the additional costs of SEND provision within mainstream schools. The cost of enhanced SEND provision in mainstream schools is also taken from the [National School Delivery Benchmarking Report](#), and reflects the average refurbishment costs for SEN schools. This is considered to better reflect the likely costs of mainstream provision, which may include refurbishment as well as extensions or new buildings on mainstream schools. The County Council reserves the right to vary the amount sought for mainstream SEND provision, taking account of local evidence where it provides a more accurate prediction of the likely costs of provision.
- 4.24. The cost per place as set out in table 3 indicates a total of the standard charge per dwelling. When responding to applications the County Council assesses the capacity at each school sector and will only seek contributions for those sectors that are deemed to be at full capacity. The cost per place is comparable to neighbouring County Councils.

*Table 3 Cost Per Place*

School Sector (age range)	Cost Per Pupil Place (2025)
Early Education (2-4)	£25,065
Infant (4-7)	£25,065
Junior (7-11)	£25,065
Primary School (4-11)	£25,065
High School (11-16)	£32,584
Sixth Form (16-18)	£32,584
Mainstream SEND Premium (4-16)	£31,539
Specialist SEND School (4-16)	£96,806

### **New School Requirements**

- 4.23. The building of a new school or Early Education facility will be sought where there is a significant number of new houses proposed.
- 4.24. When building a new school, the County Council will consider the wider community use of both the school buildings and playing fields, but the use of these facilities will be for the Governing Board or Academy Trust to determine.
- 4.25. Developer contributions towards a new school will be sought when:
- The existing catchment area school cannot be expanded any further (e.g., insufficient usable land area); and/or
  - The proposed residential development is of a scale that a new school can be justified. For the purposes of a new primary school the typical threshold needed to sustain a new 1FE (and pro rata) school is around 750 new dwellings. For a high school the level is considerably higher 5,000 – 6,000 new dwellings.
- 4.26. If the scale of proposed development falls below the critical threshold to deliver a 100% developer funded school the County Council will seek a pro-rata contribution towards



the new build costs where appropriate. However, the County Council would, in such circumstances, need to carefully examine the proposed development in the context of the Local Plan to ensure that the wider objectives of delivering a sustainable community are met.

*Table 4 Indicative Size of New School Sites*

<b>Provision</b>	<b>Minimum (Hectare)</b>	<b>Maximum (Hectare)</b>
2 FE (420) Primary with Nursery (52 place) and SRB	2.3	2.6
3 FE (630) Primary with Nursery (52 place) and SRB	3.3	3.7
8 FE (1200) Secondary with SRB	9.6	10.8
10 FE (1500) Secondary with SRB	11.7	13.2

- 4.27. Table 4 sets out the indicative size of new school sites that may be sought, including the allowance for biodiversity net gain. The costs of a new school will need to be negotiated on a site-by-site basis and will reflect type of school, either primary or secondary, the size of school, whether 2 Form Entry or more is required, and the site constraints.
- 4.28. A new school site must be free of contamination, compaction and cleared of any previous land use, especially if the site was largely industrial land. The cost of all archaeological surveys and remedial work will be met by the developer. Design aims for a new school site will include rectangular in shape, on level ground and located on a gyratory road (i.e., not a cul-de-sac) near to the centre of the development and close to the other community facilities.

### **New Primary School Requirement**

- 4.29. In the case of a new Primary School, the County Council's preference is for a 420-place school (2 forms of entry) with Early Years provision. With the significant increase in SEND places required across the county a school site may be needed to provide for an element of Special Resource Base (SRB) as part of the development. The County Council will review each project as part of the specific need in the local community. The County Council would expect the free transfer of a suitable site but will make provision for return of some of this land if the school does not need to accommodate the number of places identified.
- 4.30. New Primary School sites are designed in accordance with the [DfE Building Bulletin 103: Area Guidelines for Mainstream Schools](#). The County Council would also seek the full cost of construction, including early education and SEND provision (where required).

### **New High School Requirements**

- 4.31. The same principle above will apply to a new High School and the land requirement will be in accordance with DfE Building Bulletin 103.

## **SEND Provision**

- 4.32. Contributions received for mainstream SEND and/or specialist provision SEND places may be pooled to improve or enhance facilities at the most appropriate provision. This may not be the provision closest to the development as pupils with SEND are often transported to the facility best able to provide for their needs, as confirmed in their EHCP.

## **School Capacity**

- 4.33. It should be noted that existing unfilled capacity in the school system will not automatically be credited to developers, except where there is a significant existing unfilled capacity at the recipient school. The County Council in assessing unfilled capacity in the catchment area will also consider:
- Schools that have been expanded but are filling from their lower year groups
  - Other permitted development in the area
  - Those sites allocated in the Local Plan
  - Capacity at local schools is taken from the County Council's records at the time of the formal application and is based on the most recent pupil count at the school.
- 4.34. School capacity will be assessed on a site by site basis and will consider a range of factors such as the total number of pupil places, permitted development within the area, numbers on roll and aligns with the DfE expectations allowing for surplus places in case of in year pressure not counted as part of any census date submission. The DfE recommend a buffer of 2% be applied to the capacity of the school on a site-by-site basis (i.e., some schools will be deemed as being full at 98% capacity being filled).
- 4.35. It should be noted that relocatable classrooms (temporary mobiles) will not be counted towards the net capacity of the school. Therefore, those schools where there are relocatable classrooms present will normally be considered as being at, or over capacity, and as such developer contributions will be sought.
- 4.36. Modern Modular Unit Classbases with permanent Planning Consent, installed to either increase school capacity or as replacements for relocatable classrooms (temporary mobiles) will be counted towards the net capacity of the school.
- 4.37. Net capacity is the single data set used by Local Authorities to inform the DfE of changes in the maintained school estate as part of the statutory School Capacity Return (SCAP) each year. NCC will report updates in school operational net capacity to the DfE as changes to buildings or operational models occur.
- 4.38. Academies capacity on conversion is included in their Funding Agreement, The Net Capacity assessment used by the local authority for maintained schools is no longer applicable following academisation. In becoming an academy a school then becomes its own admission authority which will determine its operating planned admission number, which is at the discretion of the academy, which may impact the ability for the academy to respond to growth in an area.

## **Education/Children's Services Contributions arising from Affordable Housing**

- 4.39. The approach set out below applies to both housing schemes where affordable housing forms a component part of a larger market housing development and to those

schemes which are 100% affordable housing.

4.40. The County Council's approach is that it will seek, for the most part, education contributions on the whole housing site including any component of the proposal which may be developed for affordable housing. The reasons for seeking such contributions are:

- Affordable housing may involve a variety of tenure types, for example rented, shared equity or discounted market housing, and these tenures are as likely, if not more so, to be occupied by families containing children than market housing; and
- Those families moving into new affordable developments will almost certainly have vacated a home elsewhere, which could in turn be occupied by another family containing children. This means the new development could lead in net terms to more families in the area and more children attending local schools.

4.41. However, the County Council does accept that there may be some instances where new affordable housing will not lead to additional children in the area, for example:

- Where the families being housed are from a shared household (i.e., sharing with a family member). Therefore, once they move to the new affordable home the original home reverts back to a single household; or
- The family being housed live in a nearby bed and breakfast, hostel or other such accommodation provided by the LPA thereby not freeing-up any housing stock; or
- Where there is an occupancy condition precluding children (i.e., accommodation for the elderly).

4.42. Even in these circumstances (points 1 and 2 above) there may still be some justification for the County Council to seek education contributions if the family containing children move between school catchment areas (i.e., leading to children transferring schools and placing greater pressure on the recipient school). Therefore, it will only be in very exceptional cases that no education contribution, or reduced contributions, are sought in connection with affordable housing proposals. In such cases it will be up to the applicant together with the LPA to clearly demonstrate to the County Council that the affordable housing proposed will not lead to a net increase in the number of children in the respective school catchment area.

#### **Affordable Housing – Claw Back provision**

4.43. The County Council recognises that there is an issue surrounding the payment of education contributions for the affordable housing element of a new development.

4.44. The practical solution would be for a legal agreement to allow for an element of claw-back by the applicant where it can be demonstrated that the provisos set out above are satisfied. The detailed wording of such a claw-back clause will be a matter for respective solicitors to agree, although the principle should be acceptable, as this is consistent with the current Government guidance. The County Council will continue to monitor the implementation of this approach and review the situation when the standards are updated.



## 5.0 Home to School Travel Contribution

- 5.1. Norfolk County Council is required to provide home to school travel under The Education Act 1996, as amended by Part 6 of the Education and Inspections Act 2006, which places a duty on Local Authorities to make suitable travel arrangements free of charge for eligible children. Eligibility is based on if a child is attending a qualifying school (normally the nearest or nearest catchment school) and if they live more than the statutory walking distance from that school.
- 5.2. Statutory walking distances are set out in the [travel to school for children of compulsory school age statutory guidance for local authorities](#) document. If a child lives within the statutory walking distance, then they are not automatically eligible for free home to school transport. But if the child lives over the statutory walking distances, as set out below, the County Council is required to provide home to school transport for:
- a) A child under the age of 8 is eligible for free travel to their nearest catchment or nearest suitable school if it is more than 2 miles from their home.
  - b) A child aged 8 years or over is eligible for free travel to their nearest catchment or nearest suitable school if it is more than 3 miles from their home, or if they are on low income this is reduced to 2 miles.
  - c) A child who requires transportation to a special educational needs and disabilities (SEND) school, if eligible.
  - d) A child from a family on low income is also eligible for free travel if they are attending one of three appropriate schools closest to their home where that school is more than 2 but less than 6 miles away.
- 5.3. The statutory walking distances are measured by the shortest available walking route. An 'available route' is one which a child, accompanied as necessary, may walk with reasonable safety to school.
- 5.4. The presumption would be that all pupils arising from a proposed new development will be able to access schools within safe walking distances which will minimise the length and number of journeys, however this is not always going to be the case, particularly for high school children.
- 5.5. Where a new housing development is proposed and such walking routes are not available, Norfolk County Council may seek additional developer contributions to mitigate the impact of additional school-aged children living in an area, that in school transport terms is deemed unsustainable.
- 5.6. Contributions may be required to reduce travel distances and/or improve safety and/or provide transport where:
- There is not a safe walking route within the statutory walking distance.
  - A development is located over the statutory walking distance.
  - Where the catchment school does not have places in the interim, and children will have to be transported to surrounding schools.
  - Children need to attend an alternative school due to their needs (e.g. a SEND school)
- 5.7. The contribution sought will extend for the life of the child place in the phase of education to which it relates. For primary phase it will be charged annually for 7 years, for secondary phase charged annually for 5 years, and for SEND it will be for 10 years.

## School Transport Costs

- 5.8. Home to School transport costs the County Council on average £14.48 per day for Primary School pupils, £5.61 per day for Secondary School pupils, and £46.62 per day for SEND pupils (figures based off 2022/23 data). The costs will be reviewed on an annual basis.

## School Transport Calculation

- 5.9. The school transport contribution is calculated using the average cost for transporting pupils in the previous financial year multiplied by the number of children generated. Contributions will be assessed on a site-by-site basis and will be sought for Primary, Secondary and SEND pupils.
- 5.10. The contributions that may be sought, per pupil, are set out in table 5 below.

*Table 5 Home to School Transport Cost per Pupil*

<b>School Sector (age range)</b>	<b>Average Cost per Pupil per Year (2023)</b>	<b>Average Daily Cost (2023)</b>	<b>Cost per Pupil Generated (2023)</b>
Primary (4-11)	£2,751.28	£14.48	£19,258.40
Secondary (11-16)	£1,066.18	£5.61	£5,329.50
SEND (4- 16)	£8,857.26	£46.62	£88,578

*The cost per pupil will be reviewed on an annual basis and is based on the home to school transport costs from the previous financial year.*

- 5.11. The calculation of school transport contributions is based on 190 days per year over 7 years for primary school children, 190 days per year over 5 years for secondary school children, and 190 day per year over 10 years for SEND pupils.
- 5.12. Table 5 sets out the cost per pupil place generated which may be sought - the calculation is (average daily cost) x 190 (number of school days per year) x (number of years).
- 5.13. A school transport contribution may be sought on the following:
1. Housing developments that are further than the statutory walking distance from the nearest or nearest catchment school
  2. Housing developments that are less than the statutory walking distance from their nearest or nearest catchment school but there is no available walking route.
- 5.14. It should be noted that seeking a school transport contribution is not a mechanism to make developments sustainable and in the first instance the County Council will support development proposals which are sustainably located and offer safe walking routes to school for any additional pupils. In the event a development proposal is permitted that cannot provide this the County Council would then utilise the option to seek school transport contributions to ensure children can get to and from school in a sustainable way.

## **SEND and Post 16 Explanation**

- 5.15. SEND schooling is from 0-25 years, however the County Council can only quantify the number of places generated for SEND places between the ages of 4-16. Therefore, SEND home to school transport costs will only be sought on SEND places for pupils aged 4-16.
- 5.16. The County Council is not obliged to provide free home to school transport for Post 16, so this is not factored in.

## 6.0 Library

- 6.1. The County Council under the Public Libraries and Museums Act (1964) has a statutory responsibility to provide a comprehensive and efficient library service. New housing development will put a strain on existing library provision, which may require developer funding towards one of the following library projects listed below. It should be noted that the list of projects is not exhaustive.
- 6.2. These projects will need to demonstrate that they satisfy and are compliant with Regulation 122 of the CIL Regulations 2010 (as amended). Arts Council England (ACE) have published "[Guidance on seeking and securing developer contributions for libraries and archive provision in England](#)" in September 2023. The calculations contained in that document have been used as the basis for the project requirements below.

These projects are:

- **A new library building**, including new fixtures and stock - The provision of a new library is only likely to be sought on major new housing sites/allocations of 3,000 dwellings or more. However, each case will depend on an assessment of the particular requirements in that area and the likely impact of the new development on current provision. The cost of a new library will need to be negotiated on a site-by-site basis.
- **A library extension** - The cost associated with these works The [Guidance on seeking and securing developer contributions for libraries and archive provision in England](#) recommends 30 sqm per 1,000 population. Based on BCIS costs adjusted Norfolk County with an average household size of 2.27 occupants this gives a figure of £520 per dwelling.
- **Major Capital Project** to an existing library facility - this might include provision of new toilets etc. The cost associated with this work is £520 per dwelling.
- **Upgrading of existing library facilities** - This may include one or more of the following projects:
  - Refurbish library – including improved decoration and new flooring
  - Reconfigure internal space (new layout) to increase lending capacity
  - Refurbish toilet facilities
  - Improved visitor access to library facility i.e., allowing easier access for those with young children or with mobility issues
  - External works – for example improved parking; cycle racks etc. The costs associated with this work is £215 per dwelling.
- **IT Equipment, Furniture and Stock** - This may include one or more of the following projects:
  - Provision of books at the named library or mobile service
  - Provision of audio books, DVDs, and other leisure materials
  - Provision of self-service facilities and other potential IT equipment to increase the opening times and capacity of the library.
  - Provision of furniture e.g., bookshelves, tables, and chairs to increase visitor numbers
  - Provision of computers and computing equipment - including tables



- Provision of learning equipment / play equipment for younger children
- The costs associated with the above items is **£185 per dwelling**.

6.3. The County Council will not typically identify the precise project at the named library until it has sufficient pooled contributions to put together a deliverable / viable project. It is expected that the Section 106 legal agreement will indicate that contributions will be spent at a specific library or libraries in order to increase lending capacity.

*Table 5 Summary of Library Provisions*

<b>Type of Library Provision</b>	<b>Standard Charge per dwelling</b>
A new library and stock	To be negotiated
Library extension and fitting out	£520
Major Capital Project to existing library	£520
Upgrading of existing library facilities and/or fitting out extension	£215
Equipment and/or stock	£185

6.4. The costs as set out in table 5, above, relate to any dwelling (e.g., houses, bungalows, and flats). However, contributions will not be sought in relation to elderly accommodation, including residential care homes and housing with care, library contributions will also not be sought for student accommodation.

# 7.0 Adult Social Care and Public Health

## Affordable Housing

- 7.1. The County Council aims to support people who have or may develop care and support needs to be supported in their own home for as long as possible. This means that housing needs to be “future proofed” in terms of being suitable or readily adaptable to that end as a general principle. In addition, affordable housing is a key issue for people of all ages and disabilities who use Norfolk County Council services, and this must be accessible and integrated, taking account of access to public transport in terms of location within a site.
- 7.2. A proportion of affordable and market housing should be built to Accessible and Adaptable Standards as set out in the Building Regulations Standards (M4(2)) and Wheelchair User Dwelling Standards as set out in the above Standards (M4(3)). Which would assist in meeting the populations changing needs.

## Accessible Housing

- 7.3. An increasing proportion (25%) of the population is over 65 or disabled. This places pressure on supported accommodation such as sheltered housing, Independent Living (extra care housing), residential care homes, and supported living and means there is increased demand for more older peoples housing options in the future.
- 7.4. The County Council is committed to reducing residential care home and nursing home dependency for the elderly where they can be supported to remain more independent in their own homes or a housing based supported accommodation setting. It aims to provide care in:
  - Peoples own homes
  - Rented accommodation in ordinary housing
  - Housing with care / Independent Living (extra care housing) (i.e., with residents living in own accommodation as tenants)
  - Sheltered accommodation with warden provision in those where absolutely necessary.
- 7.5. The County Council also recognises that there will be a need for enhancing care homes and nursing homes, in line with population growth. The overall site size and minimum units are likely to be similar to extra care provision.
- 7.6. With regard to working age adults with special needs, the County Council is moving away from over reliance on residential care homes and instead is moving towards supported living i.e., housing with care (with residents living in their own accommodation as tenants) and single unit accommodation with floating support.
- 7.7. Therefore, on larger housing proposals, and on smaller sites where the cumulative effect on services is similar to a larger site, the County Council may seek developer contributions to develop care services, for example:
  - To upgrade, expand or convert care homes to supported living accommodation
  - To provide new build Independent Living (extra care housing) for the elderly to support housing moves for older people into appropriate housing as care needs increase and their homes become unsuitable

- To provide new or supported living to meet the needs of new residents to be near their extended family
- To provide single unit accommodation in general housing with floating support.

7.8. This will not be a fixed charge but will be negotiated on a site-by-site basis, and in the case of care homes or extra care may be based on a land contribution. Any contributions sought will need to meet the policy tests set out in CIL Regulations 2010 (as amended).

7.9. In addition, the County Council would support the LPA in seeking contributions towards:

- Housing with Care / Independent Living (Extra Care Housing) Provision for elderly
- Sheltered Accommodation for the elderly
- Supported Living (housing with care) for working age adults with special needs.

## **Public Health**

7.10. The County Council in its Public Health role will consider whether proposed new development requires any contributions towards the general improvement of health. In general, it is unlikely that public health will require any contribution, although it may seek to influence the design and make-up of the development in order to encourage healthier living through for example encouraging walking, cycling and the use of public transport, and providing good access and links to local services.

7.11. It should be noted that under the agreed Norfolk Strategic Planning Framework sit a series of agreements including a County-wide Health Protocol (Agreement 20), which commits LPAs, as determining authorities, to engage with all the relevant health care and social care partners; commissioning bodies; as well as the County Council on relevant planning applications.

7.12. It will ultimately be up to the respective LPA in consultation with the Integrated Care Board to decide upon seeking any developer funding to specific health care projects such as contributions towards new doctor's surgery / medical facility.

7.13. Such contributions towards capital schemes will not resolve workforce shortages within the NHS or other services. It may however enable surgeries and other services to expand their physical capacity, thereby making recruitment and retention easier in the longer run.

## 8.0 Fire

- 8.1. Developers will be required to provide fire hydrants to the relevant potable water supply infrastructure. At least one hydrant is required for every 50 dwellings to provide adequate firefighting water supply, depending on site layout and existing provision in the locality. The cost of provision of a fire hydrant fitted on no less than 90 mm mains would be the current cost levied by the water authority or other supplier dependent on who the developer engages. The minimum cost of provision of a fire hydrant fitted on no less than 90 mm mains is £1235.13.
- 8.2. Fire hydrants may also be sought in respect of commercial development and the cost would be the current cost levied by the water authority or other supplier dependent on who the developer engages. The number of hydrants required will need to be assessed on a site-by-site basis, in line with the Building Regulations Approved Document B Volume 2 Sections 15 & 16, British Standards 9990 and the 'National guidance document on the provision of water for firefighting'.
- 8.3. Given that the provision of a fire hydrant will in most cases be on site, the County Council would expect that they are delivered through a planning condition. The fire hydrants ought to be installed at the same time as the rest of the water infrastructure, ahead of any dwellings being occupied, in order to avoid any excessive costs to the developer. The location of the hydrant must be agreed with the Norfolk Fire and Rescue Service prior to installation. The developer will be expected to initiate the installation of the hydrant through contact with the Water Company and will incur all costs associated with the hydrant and its installation. The following conditions will be sought.

### **Condition 1 Residential Development**

No development shall commence on site until a full or phased scheme has been submitted to and agreed by the Council, in consultation with Norfolk Fire and Rescue Service. The condition requires the provision of at least one fire hydrant, connected to the potable water supply, for every 50 dwellings forming part of the development (or part thereof to provide adequate firefighting water supply, dependent on-site layout). No dwelling shall be occupied until the hydrant(s) serving the property or group of properties has been provided to the satisfaction of the Council in consultation with Norfolk Fire and Rescue Service; and/or

### **Condition 2 Commercial Development**

No development shall commence on site until a scheme has been submitted for the provision of a minimum of 0.75 fire hydrants per hectare dependent on layout (served by a 150 - 180mm main water supply depending on the mix and type of commercial uses) for the benefit of the commercial development in a location agreed with the Council in consultation with Norfolk Fire and Rescue Service and should meet the requirements of Building Regulations Approved Document B Volume 2 Sections 15 & 16 (Fire Hydrants/Water Supplies and Vehicle Access), British Standard 9990 and the 'National guidance document on the provision of water for firefighting'. The commercial development buildings shall not be occupied until the hydrants have been provided to the satisfaction of the Council in consultation with the Norfolk Fire and Rescue Service.

The commercial development buildings shall not be occupied until the hydrants have been provided to the satisfaction of the Council in consultation with the Norfolk Fire and Rescue

Service.

### **Informative**

- 8.4. With reference to Conditions 1 and 2, the developer will be expected to meet the costs of supplying and installing the fire hydrants.

### **Reason for Condition**

- 8.5. Condition is needed to ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.
- 8.6. Developers may also be asked to contribute towards additional off-site facilities made necessary by the proposed development. For any off-site requirements the County Council would expect these to be dealt with through a S106 agreement.
- 8.7. The delivery of on-site fire hydrants should therefore be dealt through the use of planning condition rather than within a S106 agreement.
- 8.8. Fire hydrant condition/s will be sought for any application in line with advice set out in Paragraph 55 of the National Planning Policy Framework. The County Council will normally seek such a condition/s in respect of an outline application, rather than relying on separate conditions imposed at the reserved matters stage, in order to:
- Ensure that the hydrants are properly planned across the development as a whole
  - Avoid any potential “gaps” in provision
  - Reduce any cost burden on the development industry through avoiding unnecessary duplication.

## 9.0 Green Infrastructure

- 9.1. The County Council, in partnership with LPAs, expects developers to contribute towards the provision of green infrastructure in line with requirements in the National Planning Policy Framework (NPPF) and local plan policies. Contributions towards green infrastructure should not be confined to monetary obligations but should be considered within the overall design of development and its context.
- 9.2. The principle of green infrastructure is to provide landscape connectivity for people and wildlife as well as, where appropriate, assisting in the protection of designated sites. The County Council therefore expects that green infrastructure provision is considered and secured through on-site open space provision with appropriate connections to the wider off-site green infrastructure network. This can be achieved, for example, through strategic highway planting, enhancements to the Public Rights of Way (PROW) network and effective use of sustainable urban drainage systems as multifunctional assets.
- 9.3. The County Council's green infrastructure responsibilities include PROW, Norfolk Trails, Habitat Regulation Assessment, and ecological networks.

### Public Rights of Way

- 9.4. Norfolk County Council has a duty to sign and maintain 3,750 km PROW. New developments may directly affect routes by:
- Requiring existing PROW be moved or adopted
  - Creating the need for new PROW
  - Requiring existing PROW to be improved.
- 9.5. Where detached routes are proposed it is in the public benefit that they be dedicated as PROW. Increased use will be made of off-site routes requiring enhanced maintenance incurring cost to the County Council.

### Norfolk Trails

- 9.6. Where development is near to one of the Norfolk Trails, a contribution may be sought to help bring social and economic benefits to the local community with regards to connectivity with the trail infrastructure.
- 9.7. Therefore, where proposed development is likely to have an impact on PROW, the County Council will seek to negotiate a contribution which is consistent with Regulation 122 of the CIL Regulations 2010 (as amended).

### Habitat Regulation Assessment and ecological networks

- 9.8. In terms of the Conservation of Species and Habitat Regulations 2010 (as amended), new and enhanced Green Infrastructure can be used as mitigation for impacts from recreational disturbance on internationally designated wildlife sites as a result of new development. Therefore, the County Council, in partnership with LPAs, expects developers to contribute towards the provision of a coherent and connected green infrastructure network.
- 9.9. In addition, LPAs have a general duty to protect biodiversity. The County Council, in partnership with the respective LPA, may seek contributions towards improving areas

of green space and/or the creation of new habitats to maintain, enhance, restore, or add to biodiversity interests, where they relate to new housing development as required by the NPPF. Such contributions towards biodiversity interests will assist local authorities to discharge their responsibilities under the Section 40 of the Natural Environment and Rural Communities Act (2006). Contributions will only be sought where they can be justified in terms of the tests set out in Regulation 122 of the CIL Regulations 2010 (as amended) for example where residents from an individual proposed development site are reasonably likely to adversely impact a County Wildlife Site through increased footfall and where mitigation measures are necessary to address this.

# 10.0 Highways & Transport and other Potential Contributions

## Highway and Transport

- 10.1. The County Council, through its role as Highways & Transport consultee, supports development where it can be clearly demonstrated that it meets the requirements of the NPPF in being safe and sustainable. With this in mind, developers may be required to provide transport related mitigation to address transport impacts of development. The mitigation measures secured by obligation can take the form of travel planning, public transport provision including infrastructure, measures to improve road safety/capacity, or facilities to enable non-motorised users of the highway.
- 10.2. This can be delivered through financial contributions or physical works within the highway and will be dealt with by both the Planning (S106) and Highways (S278 of the 1980 Highways act) legislation. Highways and Transport contributions/works are assessed on a site-specific basis.
- 10.3. Early engagement with [Highway Developer Services](#) officers is actively encouraged prior to submission of any planning application.

## Travel Planning

- 10.4. Where it has been identified that a travel plan is required, [Norfolk County Council's Travel Plan Guidance](#) sets out the requirements including the travel plan surety bonds/contributions and monitoring fees.
- 10.5. The following two options are available to all developers.
  - A travel plan can be delivered by the developer or their 3rd party contractor with the surety bond payable to the County Council
  - The County Council can deliver the travel plan for an agreed fee through the S106. This travel plan would be delivered by the AtoBetter project.
- 10.6. Both options will require to pay the travel plan monitoring fee to the County Council in respect of monitoring and evaluation of their travel plans.

## Household Waste Recycling Facilities (HWRF)

- 10.7. Norfolk County Council, as a Waste Disposal Authority, has a statutory duty under the Environmental Protection Act (1990) to provide facilities at which residents may deposit their household waste. Each facility must be situated either within the area of the authority or so as to be reasonably accessible to persons resident in this area.



- 10.8. Planned housing growth in Norfolk will place further pressures on existing facilities and will require a combination of new or improved facilities in order to meet future demand. Contributions may be sought to deal with the cumulative impact of a series of both small and large developments. The removal of Reg123 pooling restrictions provides for greater opportunities for seeking developer funding towards HWRF providing this is in line with the statutory legal tests set out in Regulation 122 of the CIL Regulations 2010 (as amended). This will not be a fixed charge but will be negotiated on a site-by-site basis.

### **Historic Environment**

- 10.9. Developers will be required to meet the costs of protecting or examining and recording the historic environment generally including archaeological remains, historic buildings and other landscape feature through planning conditions or legal agreement.

### **Climate Change**

- 10.10. Government is encouraging the use of the planning system to reduce the impacts linked with increasing the levels of carbon emission that exacerbate climate change. In due course this may involve contributions to abate these impacts; however, at this stage the precise figure has not been calculated and would not be implemented until consultation has occurred with the LPAs as part of any CIL preparation.

Norfolk County Council is the local authority for Norfolk. We provide a wide range of services for people who live, work, do business or visit here. They include education, social services, highway maintenance, waste disposal, libraries, museums, fire and rescue, economic development, and trading standards. For further details visit [www.norfolk.gov.uk](http://www.norfolk.gov.uk)

Community and Environmental Services  
Norfolk County Council  
County Hall  
Martineau Lane  
Norwich  
Norfolk  
NR1 2DH

General Enquiries: 0344 800 8020 or [information@norfolk.gov.uk](mailto:information@norfolk.gov.uk)



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# Cabinet

**Item No: 14**

**Report Title:** Trading Standards Service Plan 2025/26

**Date of Meeting:** 07 April 2025

**Responsible Cabinet Member:** Cllr Margaret Dewsbury - Cabinet Member for Communities and Partnerships

**Responsible Director:** Ceri Sumner, Chief Fire Officer

**Is this a Key Decision?** No

## **Introduction from Cabinet Member**

The strengthening of our Trading Standards team with the staffing resources and capacity to help keep us safe, continues at pace; with our first cohort of apprentices, appointed in 2022, expected to attain their Level 6 Trading Standards Professional apprenticeship during the 2025/26 service year. Our second cohort of apprentices, appointed in 2024, are expected to complete the first year of their three-year Level 6 apprenticeship, enabling them to operate as warranted fair trading officers.

This investment will enable Trading Standards to continue to fulfil our statutory duties and address the county council's priorities:

- tackling the sale of vapes, tobacco and other age-restricted products to children and young people
- tackling the sale of illegal and unsafe vapes and tobacco, including enforcement of the new ban on the supply of single-use vapes
- responding to animal disease outbreaks such as bluetongue virus and avian influenza
- removing unsafe products such as unroadworthy cars, flammable children's toys and dangerous electric chargers from the marketplace, and
- ensuring food is safe and as described, including ensuring the declaration of allergens in food sold at caterers such as restaurants and takeaways.

Trading Standards joined with the Norfolk Fire and Rescue Service in 2023, and we have seen increasing collaboration and efficacy in addressing issues with faulty goods, such as eScooter chargers and other lithium-ion batteries. Such faulty products can result in serious house fires, which can have life threatening consequences. Fire Investigators and Trading Standards Officers work together to identify consumer products that cause fires and ensure they are removed from the marketplace. The Office of Product Safety and Standards (OPSS) has recently

highlighted our great partnership working, claiming that no other fire and trading standards services work as closely together as we do.

## **Executive Summary**

This report describes the Trading Standards Service Plan and associated sub-plans (as annexed to the main plan) that set out the service priorities for 2025/26, taking account of the service budget set in February 2025, and focusing on:

- Responding to business and consumer vulnerabilities.
- Environmental protection, ensuring: businesses are supported to comply with new green legislative requirements, and the service operates in a manner to support the council's net-zero ambitions.
- Investment in our workforce to develop a resilient service able to respond to a continually developing legal landscape: development of Trading Standards Officers and apprentice Trading Standards Officers to ensure we have the staffing resources necessary now and in the future to fulfil our statutory duties and address the county council's priorities.
- Development of our service in response to the Food Standards Agency's new Food Standards Delivery Model.
- Continued integration with the Norfolk Fire and Rescue Service to realise improved services for businesses and communities and inhouse efficiencies.
- Development of our commercial services and chargeable activities: increasing our income, primarily through our calibration and chargeable business advice functions to reduce our reliance on grant funding. This will include relocation of our Calibration Centre and the implementation of a webshop to increase calibration business and efficiency.

## **Recommendation:**

**To agree and adopt the Trading Standards Service Plan 2025/26 and associated annexes set out in Appendices 1 to 4**

### **1. Background and Purpose**

1.1 The Trading Standards service's ambition is for a safe, fair, and legal marketplace for Norfolk, that supports and benefits local businesses and communities. In alignment with Better Together, For Norfolk - Norfolk County Council's strategy for 2021-2025, our five priorities are:

- A vibrant and sustainable economy
- Better opportunities for children and young people
- Healthy, fulfilling, and independent lives
- Strong, engaged, and inclusive communities
- A greener, more resilient future

1.2 Trading Standards has a very broad remit:

- Protecting the integrity of the food chain, from farmed animal welfare and disease control (such as in response to bluetongue virus and avian influenza), and animal feed hygiene and standards to food safety and standards
- Ensuring goods are safe and trading is fair

- Tackling underage and illegal sales of tobacco and nicotine inhalation products and vapes, cosmetic treatments, alcohol, knives, and corrosive substances
- Environmental protection, ensuring businesses are supported to comply with new green legislative requirements, and
- Ensuring the safety at a number of sports grounds in the county.

1.3 The service supports businesses through the provision of:

- information and advice to ensure compliance with trading standards
- calibration, verification, testing and hire of weighing and measuring equipment
- a level playing field by ensuring fraudulent and unfair practices are not allowed to prosper.

1.4 The service investigates criminal offences and civil breaches and takes legal action where necessary to protect individuals, in particular the vulnerable, as well as wider legitimate public and economic interests. The service also seeks to protect Norfolk people from fraud, scams and rogue traders through awareness raising and our No Cold Calling Zones and Trusted Trader scheme.

Trading Standards therefore has an important social and economic role in the county, helping communities to strengthen, people and the environment to thrive, and the economy of Norfolk to grow.

1.5 During the 2024/25 service year, the Trading Standards Service:

1.5.1 Calibrated over 25,000 items of equipment, provided consultancy on quality management certification and accreditation, supplied weights and other weighing equipment, provided hire weights, and verified weighing and measuring instruments to local, national, and international businesses and public organisations, generating an income to support the overall costs of Trading Standards.

1.5.2 Approved 32 new members to join our Trusted Trader scheme in 2024. The scheme enables local consumers to contract with local traders who have been vetted and approved by Trading Standards. Engagement by consumers in the scheme remains strong with contacts, searches and reviews for Trusted Traders remaining high. The revenue added to the Norfolk economy through the Trusted Trader scheme between 1 April 2024 and 31 December 2024 is calculated to be £555,000. Our Trusted Trader Member Survey 2024 showed that 92% of Trusted Trader Members would recommend the scheme. They particularly value that their accreditation is carried out by Norfolk County Council Trading Standards and that they can call themselves Trading Standards Approved.

1.5.3 Continued to work collaboratively with partners, including the Police and local district councils, to address the problem of illegal vapes in Norfolk. This has included assisting such partners in obtaining closure orders from the Courts, where traders persist in the sale of illegal vapes and/or the underage sales of vapes. Under the Anti-social Behaviour, Crime and Policing Act 2014 such

orders can mandate the closure of premises for up to 3 months. The use of closure orders and focused advice and enforcement action (including seizures and formal investigations) by the Service to target problem traders has proved to be successful. The number of complaints and intelligence reports received regarding illegal vapes, and underage sales of vapes, has reduced. During the first three quarters of 2024/25 we have received 97 complaints/intel reports compared to 191 such complaints/intel reports received during the same period in 2023/24. Similarly, the number of illegal vapes identified and seized has reduced, with 7,316 being seized during the first three quarters of 2024/25, compared to 14,961 during the same period in 2023/24

- 1.5.4 Conducted a sampling project at restaurants and took a total of 21 meals as samples to analyse for undeclared allergens. To date two have failed and follow up samples at the two businesses concerned are being taken, further to advice being given. Whilst we still await some results, it appears that the failure rate of samples taken during this project will be significantly lower than last year, showing that restaurants are more diligent in taking allergen matters seriously, which is to the benefit of public health. Outside of the project we have taken a further seven samples for allergen testing. Two of these failed but on labelling matters rather than on the presence of undeclared allergens.
- 1.5.5 Led a project, in conjunction with other Trading Standards services in the eastern region, examining the safety of replacement lithium-ion batteries and chargers sold online for common consumer goods such as cordless vacuum cleaners, power tools, laptops and mobile devices. 22 items were test purchased in the region and submitted to a test house. All 22 items (100%) were found to be non-compliant in some aspect of the safety requirements. 13 items (59%) were given a high hazard rating by the test house, as they put the user at risk of electric shock, fire, explosion and/or in one case of a battery, chemical burns. As a result of the regional project 1,813 unsafe items were removed from the marketplace.
- 1.5.6 Carried out a project on beer and wine measures as a follow-up to the findings of the national Chartered Trading Standards Institute beer & wine project. We carried out two days of pub inspections in July 2024. At the ten pubs inspected we found nine out of ten pints purchased to be deficient and of these nine pints only six pints contained at least 95% liquid. Of the ten 175ml glasses of wine purchased we found that six contained less than 175ml. Two of the ten pubs inspected were not displaying a spirit quantity notice. Verbal and written advice was provided during all the inspections and written guidance was subsequently sent to the non-compliant pubs.
- 1.5.7 Concluded eight formal investigations in the first three quarters of the service year, relating to sales of vapes to minors, illegal tobacco and vapes, and rogue builders/tradespeople. These resulted in five prosecutions, imprisonment of 56 months (2 defendants), fines totalling £3,000, two cautions, and two formal warnings.

Full details of Trading Standards performance during 2024/25 is available on pages 3 to 10 of the Trading Standards Service Plan 2025/26 (Appendix 1 to this report).

- 1.6 The Trading Standards service takes an evidence-driven approach to strategic and tactical planning and decision making. The service plan has been developed using analysis of information (intelligence), such as consumer complaints recorded by the Citizens Advice Consumer Helpline (CACH), information about threats and rogue traders recorded on the Trading Standards' national intelligence database (IDB), and intelligence disseminated by enforcement partners such as the Food Standards Agency (FSA), the Department of the Environment, Food and Rural Affairs (Defra), the Office of Product Safety and Standards (OPSS), the Home Office and the Department of Health and Social Care (DHSC). This robust approach ensures that the service plan reflects the issues and problems Norfolk people and businesses face, ensuring our service is focused on the needs of the county. This includes providing part of the 'national shield'; collaborating with National Trading Standards (NTS) to address both national issues that affect Norfolk and the impact of local businesses nationally and globally.

The service plan (Appendix 1) includes our 'plan on a page' (accessible version) (pages 14 and 15) which summarises our strategic control strategy and focus on protecting the public and legitimate business.

- 1.7 There is a national shortage of qualified Trading Standards Officers and, as a consequence of being unable to fill a number of vacancies, the service recruited a cohort of 10 trainees in 2022. Having attained their Trading Standards Practitioner Certificate (TSPC) in May 2023, the cohort is currently nearing completion of their two-year Level 6 Trading Standards Professional apprenticeship, which will see them qualify as Trading Standards Officers in the 2025/26 service year.

Unfortunately, due to the Service's aging demographic, we have continued to lose qualified Trading Standards Officers through retirement. In 2023/24 we had a number of vacancies and consequently recruited a second cohort of apprentices, who joined the service in April 2024, and are currently undertaking their three-year Level 6 Trading Standards Professional apprenticeship. They are due to qualify as Trading Standards Officers in the 2027/28 service year and this will ensure we have the staffing resources necessary now and in the future to fulfil our statutory duties and address the county council's priorities.

## **2. Proposal**

- 2.1 The Trading Standards Service Plan 2025/26 (Appendix 1) includes, and attention is drawn to:
- Annex 1: Age Restricted Products Enforcement Programme 2025/26 (Appendix 2 to this report)
  - Annex 2: Food & Feed Law Enforcement Plan 2025/26 (Appendix 3 to this report), and
  - Annex 3: Delivery of Animal Health & Welfare Framework 2025/26 (Appendix 4 to this report).

- 2.2 The Age Restricted Products Enforcement Programme enables the County Council to discharge its statutory duty to annually consider and review its enforcement of the Children and Young Persons (Protection from Tobacco) Act 1991 and the Anti-Social Behaviour Act 2003.
- 2.3 The Food and Feed Law Enforcement Plan is a statutory plan required by the Food Standards Agency, which incorporates work that is intended to protect the food supply chain, covering both food production and control of animal feed used for animals intended for human consumption.

### **3. Impact of the Proposal**

- 3.1 The Trading Standards service has a track-record of evidence-driven strategic and tactical planning and decision making. Our service plan ensures that we target our resources at those areas of trade that cause the most detriment to Norfolk consumers and businesses and anticipate emerging issues. It enables us to collaborate with partners to achieve complementary aims, such as our work with:

- Public Health, the police, district councils and His Majesty's Revenue and Customs (HMRC) to tackle the supply of illegal vapes and tobacco, including sales to people under the age of 18, and
- The Animal and Plant Health Agency (APHA) and the Norfolk Resilience Forum (NRF) to tackle animal disease outbreaks such as blue tongue virus and avian influenza.

It also enables us to empower communities to protect themselves from frauds and scams, such as through our work with the Norfolk Against Scams Partnership (NASP) and our No Cold Calling Zones. Our planned approach promotes an environment in which businesses and communities can thrive.

- 3.2 Our service plan and associated annexes, [and the proposed delegation](#) will also enable us to:
- Engage with the Food Standards Agency (FSA) on the implementation of the new Food Standards Delivery Model (delayed from 2024/25), and
  - Respond to the proposed legislation to create a smokefree generation, ban single-use vapes and control the flavours, packaging and retail display of vapes [The Tobacco and Vapes Bill 2024](#)

### **4. Evidence and Reasons for Decision**

- 4.1 The Trading Standards Service Plan, inclusive of Annexes 1, 2 and 3 (Appendices 1 to 4), is considered to be the most effective way to demonstrate how the service intends to fulfil its regulatory/statutory responsibilities, taking into account the available intelligence, resources and the Better Together, for Norfolk priorities we are seeking to support.

### **5. Alternative Options**

- 5.1 The proposed Plan and associated annexes have been prepared following staff engagement and are considered to set out the most effective approach and best fit with the strategic direction of government and Norfolk County Council.



Alternative approaches could be taken, but these would require further work to develop, may be constrained by the need to ensure we have capacity to fulfil our statutory duties, and may result in a need to secure additional funding for delivery.

## **6. Financial Implications**

- 6.1 The activities within the proposed service plan can be delivered within the agreed budget, using current reserves and utilising the apprenticeship levy to support our 18 apprentices.
- 6.2 The service actively pursues grant funding from central government departments, directly or via National Trading Standards (NTS) and/or our regional East of England Trading Standards Association (EETSA). The service attracts annual funding for animal feed law enforcement and coordination on behalf of EETSA.
- 6.3 As highlighted in the service plan itself, there is a risk that our calibration centre will fail to meet income targets due to constraints arising from inadequate facilities and/or technology, which could result in an inability to meet demand for services leading to underfunding of the Trading Standards service.

## **7. Resource Implications**

- 7.1 **Workforce:** There is a long-standing national shortage of qualified Trading Standards Officers and, consequently, in 2022/23 we took the decision to train our own Trading Standards Professional apprentices. We currently have 18 apprentices. Excluding our trainees, we have an aging demographic within the service, and we are anticipating the current trend of retirements to continue. The current investment in our workforce will ensure we have the staffing resources necessary now and in the future to fulfil our statutory duties and address the county council's priorities.
- 7.2 **Property:** We are relocating our Calibration Centre to enable our Calibration, Verification and Testing services to continue to grow and generate the required income via our commercial services.
- 7.3 **IT:** The Trading Standards service continues to develop our case management system, to enable efficiencies in workflows, enhanced mobile working for officers and a reduction in the need for administrative, information management and technical support. During 2025/26 (delayed from 2024/25) we will be working with the Food Standards Agency (FSA) to modify the risk assessment scheme and re-risk all food businesses in the county in line with the introduction of the new Food Standards Delivery Model.

## **8. Other Implications**

- 8.1 **Legal Implications:** Statutory duties are addressed in the Trading Standards service plan 2025/26 and associated plans (Appendices 1 to 4 to this report).

The Trading Standards service is principally concerned with preventing or reducing crime and disorder. Enforcement activities are determined via our intelligence-led approach and enforcement action is undertaken in accordance with the Compliance and Enforcement Policy (on which we are currently consulting). This policy provides a clear framework within which the service can protect the public, legitimate businesses, and the environment in a consistent, fair, and transparent way, in line with both local and national priorities and the legal requirement arising from Section 17 of the Crime and Disorder Act 1998.

The service has regard to the Freedom of Information Act 2000, the Data Protection Act 2018, and corporate data protection policies and procedures as well as service-specific policies in relation to data protection where these differ in a criminal justice context.

**8.2 Human Rights Implications:** Enforcement activities occasionally necessitate the use of covert surveillance or access to communications data, as regulated by the Regulation of Investigatory Powers Act 2000 (RIPA) and the Investigatory Powers Act 2016 (IPA). In carrying out its enforcement role, the service has regard to these acts, the Home Office Codes of Practice and the County Council's RIPA and IPA policies, when considering the necessity and proportionality of such activities. In addition, in undertaking its enforcement role, the service has regard to the Human Rights Act 1998, in terms of the right to a fair trial, the right to respect for private and family life, prohibition of discrimination and protection of property.

**8.3 Equality Impact Assessment (EqIA):** The Trading Standards Service undertook an equality impact assessment (EqIA) of the Trading Standards Service Plan in November 2022, with a view to ensuring that we are meeting the Public Sector Equality Duty and our stated aims and legal responsibilities, in the delivery of the Trading Standards service. Findings from this EqIA have informed our Service Plans in 2023/24, 2024/25 and 2025/26.

The EqIA determined that, based on the evidence available, this service plan is likely to have a significant positive impact on some people with protected characteristics. However, as we do not have a full understanding of our service users and their protected characteristics, it is possible that some people may be negatively impacted due to our current delivery methods for preventative advice and information. For example, some older people may be digitally excluded, not have access to our scam alerts and, therefore be more likely to become a victim of scams. Therefore, there was a need to:

- widen the recording of the protected characteristics of Trading Standards service users, in order to carry out a more detailed analysis; and
- introduce an assessment of the impact on protected characteristics in the delivery method of identified priorities.

It should also be noted that [Norfolk's digital inclusion strategy - Increasing digital skills](#) sets out arrangements for mitigating the risk of digital exclusion in Norfolk.

A number of positive actions/activities are embedded as part of service planning/service delivery to ensure people with protected characteristics are not disadvantaged in accessing or receiving our services. Consideration of equality impact needs to be an ongoing consideration when planning the delivery of service priorities identified through intelligence and we have a project planning process, using a project plan template, which sets out our delivery of identified service priorities, including the requirement to consider equality impact as part of the planning where relevant.

During 2023/24 and 2024/25 we have sought to improve the collection of data in line with [UK Government guidance](#) on the protected characteristics of Trading Standards service users, by reintroducing demographic monitoring questions to our user surveys, adding voluntary demographic monitoring to our Trusted Trader scheme application process, and monitoring the demographics of those people we formally investigate as a result of their alleged commission of offences.

We have increased our use of translation and interpretation services in light of the demographic diversity of the Norfolk businesses we serve.

- 8.4 Data Protection Impact Assessments (DPIA):** The service routinely obtains, stores, and shares information to provide advice and guidance, conduct investigations and ensure compliance with relevant laws. Some of this information is personal data, and some of it is confidential or sensitive. The information is securely stored electronically, on our SharePoint site, and in other ways such as on secure databases and in secure paper files. The information is stored and processed in accordance with the law (including the Data Protection Act 2018 and the Enterprise Act 2002) and with proper regard to the council's privacy notices.

Discussion has taken place with the Information Governance Team who advise that a general Data Protection Impact Assessment (DPIA) is not required, but relevant privacy notices relating to regulatory provision are in place and have been recently reviewed.

However, specific DPIAs have been conducted on re-procurement of the service's case management system, in accordance with data sharing agreements with HMRC to support our tobacco control enforcement, and to enable us to trial the use of body worn video.

- 8.5 Health and Safety implications:** The service follows the County Council's Health & Safety – "Our Commitments policy" and associated corporate policies. The service has comprehensive risk assessments for service-specific activities such as weights and measures inspections, investigation of suspected illegally imported animals and attendance at legal hearings. These enable us to manage the health, safety, and wellbeing of our staff, whether they are working at business premises, in customers' homes, in the office, in our laboratories or in their own homes. Our comprehensive set of risk assessments are reviewed on an annual basis as part of our Health, Safety & Wellbeing Action Plan.

We have recently participated in a trial of body worn video (BWV) led by the Norfolk Fire and Rescue Service. Utilisation of BWV would not only enhance our capture of evidence but has been proven to increase the protection of officers whilst undertaking enforcement activities.

**8.6 Sustainability implications:** The service will have a focus on environmental protection, ensuring:

- businesses are supported to comply with new green legislative requirements, and
- the service operates in a manner to support the council's net-zero ambitions.

The latter includes:

- transferring the remainder of our records to SharePoint
- implementing the mobile working functionality of our case management system and thus reducing our use of paper forms
- sign-posting businesses to online information and advice and providing bespoke advice via email and thus reducing our use of information leaflets and letters, and
- retaining the positive benefits of home-working and implementation of MS Teams to reduce business travel, especially for meetings.

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

## **9. Risk Implications**

9.1 This service plan and its associated annexes provide a clear framework and mitigate the risk of legal challenge regarding the delivery of the regulatory/statutory enforcement functions of the Trading Standards service.

9.2 Plans will need to be revised:

- If the county is impacted by further animal disease outbreaks, such as bluetongue virus or avian influenza,
- Following engagement with the Food Standards Agency (FSA) on the implementation of the new Food Standards Delivery Model, and
- In response to the proposed legislation to create a smokefree generation, ban single-use vapes and control the flavours, packaging and retail display of vapes

## **10. Select Committee Comments**

The Infrastructure and Development Committee received and considered the report on the Trading Standards Service Plan 2025/26 at their meeting on 13 March 2025, noting the variety of work undertaken by the team and congratulating them on the work carried out in training the new apprentices successfully.

The Committee noted the Trading Standards Service Plan 2025/26 (Appendix 1) including:

- Annex 1: Age Restricted Products Enforcement Programme 2025/26 (Appendix 2 to this report)
- Annex 2: Food & Feed Law Enforcement Plan 2025/26 (Appendix 3 to this report), and
- Annex 3: Delivery of Animal Health & Welfare Framework 2025/26 (Appendix 4 to this report)

prior to consideration by Cabinet.

## **11. Recommendation**

**To agree and adopt the Trading Standards Service Plan 2025/26 and associated annexes set out in Appendices 1 to 4**

## **12. Background Papers**

12.1 The [Compliance and Enforcement Policy](#)

### **Officer Contact**

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

**Officer name: Sophie Leney, Head of Trading Standards**

**Telephone no.: 01603 224275**

**Email: [sophie.leney@norfolk.gov.uk](mailto:sophie.leney@norfolk.gov.uk)**



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# Trading Standards Service Plan 2025/26

Responsible Senior Officer Name: **Sophie Leney**

Period covered: **1 April 2025 - 31 March 2026**

Latest update: **9 February 2025**

## What our service aims to achieve

The Trading Standards service's ambition is for a safe, fair, and legal marketplace for Norfolk, that supports and benefits local businesses and communities. In alignment with Better Together, For Norfolk - Norfolk County Council's strategy for 2021-2025, our five priorities are:

- A vibrant and sustainable economy
- Better opportunities for children and young people
- Healthy, fulfilling and independent lives
- Strong, engaged and inclusive communities
- A greener, more resilient future

## The things we do

We will undertake the following service activities:

1. Support the economy and encourage growth, by providing businesses with access to information and compliance advice, including through chargeable, bespoke services
2. Support the economy by delivering services to the public and private sectors through Norfolk Calibration Services, our traded service
3. Safeguard vulnerable people and build community resilience with partners; by tackling the current most prevalent scams, fraud, and rogue traders; including through our Norfolk Against Scams Partnership (NASP), No Cold Calling Zones and Trusted Trader scheme
4. Protect consumers and support legitimate businesses by tackling non-compliance, focusing on the most detrimental trading

Through programmes of intelligence-led market surveillance, education and enforcement activities:

5. Protect the environment
6. Safeguard communities and public health by tackling the sale of illegal vapes and tobacco and the supply of age restricted products to young people

For further information see **Annex 1: Age Restricted Products Enforcement Programme 2025/26**

7. Ensure the safety, standards and quality of the food chain, including food, animal feeds and agricultural fertilisers

For further information see **Annex 2: Food & Feed Law Enforcement Plan 2025/26**

8. Safeguard the standards of animal health and welfare and respond to and reduce the risk of animal disease outbreaks and associated risks to the Norfolk economy and public health

For further information see **Annex 3: Delivery of Animal Health & Welfare Framework 2025/26**

9. Ensure fair trading of products and services, and the safety and legal measurement of products
10. Ensure safety of sports grounds, through an inspection and monitoring programme, and by working with partner agencies and other stakeholders via safety advisory groups

Our focus for the 2025/26 service year is on:

- Responding to business and consumer vulnerabilities.
- Environmental protection, ensuring:
  - businesses are supported to comply with new green legislative requirements, and
  - the service operates in a manner to support the council's net-zero ambitions.
- Investment in our workforce to develop a resilient service able to respond to a continually developing legal landscape: development of Trading Standards Officers and apprentice Trading Standards Officers to ensure we have the staffing resources necessary now and in the future to fulfil our statutory duties and address the county council's priorities.
- Development of our service in response to the Food Standards Agency's new Food Standards Delivery Model.
- Continued integration with the Norfolk Fire and Rescue Service to realise improved services for businesses and communities and inhouse efficiencies.
- Development of our commercial services and chargeable activities: increasing our income, primarily through our calibration and chargeable business advice functions to reduce our reliance on grant funding. This will include relocation of our Calibration Centre and the implementation of a webshop to increase calibration business and efficiency.

In all that we do, we commit to being:

- Forward looking
- Innovative
- Empowering
- Collaborative
- Evidence driven
- Prudent, and
- Developmental

## Our service structure

The Trading Standards Service consists of five teams:

- Business and Community Support
- Calibration, Verification and Testing Services
- Food and Farming
- Intelligence and Enforcement Support
- Safety and Fair Trading

The service has a full-time equivalent staffing establishment of 45 FTE (headcount 45). We currently have a staffing establishment of 48.77 FTE and a headcount 50, as we are accommodating 18 apprentices, five of whom are extra to establishment, to ensure we can maintain our establishment staffing levels of qualified Trading Standards Officers in future years.

The service is delivered from three offices, County Hall in Norwich, Priory House in King's Lynn, and Hethel Engineering Centre (Calibration, Verification and Testing Services only).

Norfolk's population is 931,943<sup>1</sup> and there are 33,510<sup>2</sup> active enterprises in Norfolk. With a net budget of £2,153,690, the annual cost of the Trading Standards service is £2.31 per head or £64.27 per enterprise.

## Monitoring our outcomes/performance

### Calibration, Verification and Testing Services

The Calibration, Verification and Testing Services (CVTS) team, trading as Norfolk Calibration Services, is forecasting income of £750,000 for the 2024/25 service year. Income is generated at our Hethel centre, and at customers' premises, by calibrating over 25,000 items of equipment, providing consultancy on quality management certification and accreditation, supplying weights and other weighing equipment, providing hire weights, and verifying weighing and measuring instruments. To provide these services the team has to be accredited as a calibration laboratory with the United Kingdom Accreditation Service (UKAS), have ISO9001 certification, and designation from the Secretary of State as a United Kingdom Approved Body, all of which we successfully maintained during reassessments in 2024/25. The CVTS team is also responsible for maintaining Norfolk Trading Standards' own weights and measures, and for seven other Trading Standards services via dispensations from the Secretary of State and Section 101 agreements with each local authority.

The team's excellent working relationships with customers continues to promote Norfolk County Council throughout the UK, Ireland and Europe, as a centre of excellence for mass calibration and related activities and helps support the local economy. The team calibrates items used not only in manufacturing, but also in research and development where accurate measurement is even more critical. The calibration services provided ensure that businesses and organisations are able to comply with regulations, standards, customer specifications, Care Quality Commission (CQC) requirements, Good Laboratory Practice (GLP) and Good Measurement Practice (GMP). A number of local businesses and organisations benefit from the availability of these services within

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<sup>1</sup> 2023 Office of National Statistics figure from Population estimates

<sup>2</sup> 2024 Office of National Statistics figure from UK Business: activity, size and location



Norfolk, and the wider customer base includes pharmaceutical and food manufacturers, vehicle manufacturers, service sector, NHS, care sector and law enforcement agencies.

The team continues to attract new business, mostly through recommendations and reputation, but it is the team operating as a business that ensures their success year on year and elicits excellent customer feedback including “Great company, good communication. How refreshing.” and “Top service and quick turnaround time as usual, which is really appreciated”. Their list of customers includes some of the largest national and international brands and some of the most entrepreneurial names in business, so they know they are getting it right, but they remain small enough to care and can provide bespoke support to small businesses just starting on their journey or those looking to grow. In addition to the increased income, particular successes in 2024/25 include, assisting a global green technology company, design of special weights for a pharmaceutical company to enable it to develop a new product, and continuing to support care providers with affordable compliance checks on medical weighing instruments.

### **Fraud and Scams**

A fraud or scam is a dishonest scheme designed to cheat people out of money. There are many scams with new ones appearing constantly. We provide guidance and advice to raise awareness of scams and prevent people becoming a victim of them. We provide a weekly consumer and/or business alerts email service and currently 4,286 consumers and 1,864 businesses have signed up. We actively engage with the media to ensure information and awareness of scams is shared, having carried out six on-air interviews for BBC Radio Norfolk, and provided comment, and pieces in the EDP (many of which are picked up by journalists from our alerts). By the end of the service year, we will have delivered ten talks to business and community groups and attended eight events raising awareness on how to protect yourself from scams and fraud.

We work closely with the National Trading Standards Scams team (NTSST) and receive referrals about Norfolk residents who are potential victims of a scam. This year we have received 125 referrals, and we have engaged with them all, offering and providing support and scams awareness advice and information.

We have continued to work with the Norfolk Against Scams Partnership (NASP) to enable organisations to protect people and businesses from fraud, scams, and doorstep crime, and to help those who are defrauded. The NASP has 56 partners, who include, the police, local organisations, businesses, voluntary organisations, clubs, and councils. This year the NASP has:

- Started a full review of membership, structure, and project planning to continually improve the effectiveness and efficiency of the group, including collaboration with other organisations such as the Police and Crime Commissioners Office and the Community Safety Partnership
- Continued engagement with the Digital Inclusion Strategy Programme to support with scam prevention and help those who benefit from the scheme to be safe online
- Continued to provide materials with information on scams and how to report them, for distribution by partners
- Continued to install call blockers, funded by the NTSST, in vulnerable people’s homes. Currently there are 30 blockers installed and in use, seven of which were installed in 2024/25. Survey feedback is positive: “We feel so much more reassured with the call blocker in”, “We have not received any scam or nuisance

calls since the installation”, “we can only say how grateful we are, thank you so much”.

### **No Cold Calling Zones (NCCZs)**

Throughout the year, Trading Standards has continued to support Norfolk communities to create No Cold Calling Zones (NCCZs) in their locality, enabling residents to declare that they no longer wish to accept traders calling at their homes without an appointment and thus deterring rogue and unscrupulous traders cold calling them.

There are currently 323 zones in Norfolk, protecting 14,897 households. Between January and December 2024, we have launched nine new NCCZs.

We have also concentrated on reviewing and refreshing NCCZs which were launched between 2014 and 2019, to ensure these continue to work effectively and all residents within the zones are aware of the protection they afford. We have sent updated NCCZ residents’ packs to 5,802 properties in 123 NCCZs. We have also revisited 96 zones launched 3 to 5 years ago, to ensure signage is safe, secure, and appropriately located to ensure maximum visibility.

To date 758 responses have been received to surveys issued with updated NCCZ residents’ packs for zones created between 2006 and 2013. Of these:

- 85% of residents were aware they were part of a No Cold Calling Zone
- 4.46 (average rating score out of 5) felt they knew what it meant to be in a NCCZ, increasing from an average score of 2.91 from previous surveys.

### **Trusted Traders**

There are currently 209 (as of 27.01.25) Trusted Trader members of the Norfolk Trusted Trader Scheme, which enables local consumers to contract with local traders who have been vetted and approved by Trading Standards. We have lost some long-standing members, primarily through retirement. However, engagement by consumers in the scheme remains strong with contacts, searches and reviews for Trusted Traders remaining high and the number of new Trusted Trader members coming on board remaining steady. The revenue added to the Norfolk economy through the Trusted Trader scheme between 1 April 2024 and 31 December 2024 is calculated to be £555,000<sup>3</sup>.

32 new members have been approved to join the scheme during 2024, 26 of whom have been accredited during the current service year (to date).

The average number of reviews per month left for Trusted Trader members in 2024 has increased to 152.33 (110.58 in 2023). The average number of contact forms (people seeking Trusted Traders) submitted per month via the website in 2024 has increased to 187.33 (173.33 in 2023).

Our Trusted Trader Member Survey 2024 showed that 92% of Trusted Trader Members would recommend the scheme. They particularly value that their accreditation is carried out by Norfolk County Council Trading Standards and that they can call themselves Trading Standards Approved.

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<sup>3</sup> Calculation based on average number of work requests generated by the scheme and average value of work completed

## Market Surveillance

We continue to conduct inspections, sampling and test purchasing and other enforcement activity to ensure that the Norfolk marketplace is legal and fair and goods, including food, are safe and meet legal standards. Over the last service year:

- We have continued to work collaboratively with partners, including the Police and local district councils, to address the problem of illegal vapes in Norfolk. This has included assisting such partners in obtaining closure orders from the Courts, where traders persist in the sale of illegal vapes and/or the underage sales of vapes. Under the Anti-social Behaviour, Crime and Policing Act 2014 such orders can mandate the closure of premises for up to 3 months. The use of closure orders and focused advice and enforcement action (including seizures and formal investigations) by the Service to target problem traders has proved to be successful. The number of complaints and intelligence reports received regarding illegal vapes, and underage sales of vapes, has reduced. During the first three quarters of 2024/25 we have received 97 complaints/intel reports compared to 191 such complaints/intel reports received during the same period in 2023/24. Similarly, the number of illegal vapes identified and seized has reduced, with 7,316 being seized during the first three quarters of 2024/25, compared to 14,961 during the same period in 2023/24.
- We have also worked collaboratively with operational partners to tackle illegal tobacco in the county. During the 2024/25 service year we have undertaken three visits under Operation CeCe, which is a national operation involving Trading Standards and HMRC to disrupt the supply of illegal tobacco. Two of the three visits included the use of tobacco detection dogs at the premises in question, with HMRC providing funding to the service for such visits. In total, as a result of all of our enforcement activities in this area, 180,403 illegal cigarettes and 47.95kg of hand rolling tobacco have been seized during the first three quarters of 2024/25.
- We have continued with our scheduled food sampling programme. As in previous years, there has been a focus on allergen projects. This year Norfolk Trading Standards was awarded two funding grants by the Food Standards Agency (FSA) to conduct sampling surveys in (a) cocktails and (b) meals in restaurants, over two separate weeks of action.
  - The cocktail sampling was based on intelligence from the FSA - they believed there to be a problem in this area which was previously untested. We took 12 samples of cocktails and had them tested for allergens (having stated at the time of purchase that we had an allergy to a specific allergen). 10 of the 12 samples were satisfactory and two (sampled from the same business) were reported as 'review', in that they had not failed as the levels of allergen found were low. However, when asking for an allergen-free cocktail, there should be no allergen present. Although most results were satisfactory, the work was worthwhile in filling the intelligence gap about this particular area of food service. The main takeaway from the project was that whilst the restaurants and bars tested tend to be knowledgeable about allergens when serving food (and could demonstrate this with allergen matrices), this was not the case for cocktails. This finding alone was worthwhile intelligence.
  - During a second week of action, we conducted sampling visits at restaurants and took a total of 21 meals as samples. To date two have failed and follow up samples at the two businesses concerned are being taken, further to advice being given. Whilst we still await some results, it appears that the failure rate of samples taken during this project will be significantly lower than last year, showing that restaurants are more diligent in taking allergen matters seriously, which is to the benefit of public

health. Outside of the project we have taken a further seven samples for allergen testing. Two of these failed but on labelling matters rather than on the presence of undeclared allergens.

- We also undertook a project on sampling pre-workout drinks and supplements. Eleven samples were taken with a 100% failure rate, with all samples failing on health claims and/or labelling. This shows there are issues in this market sector, and we have recommended to the FSA that they should introduce a national sampling programme to enable the identification of further non-compliant products.
- We have maintained our enforcement and advice activity on animal feed standards, much of which is funded by the Food Standards Agency (FSA) and commissioned by National Trading Standards (NTS). Our work includes carrying out Feed Hygiene Audits, advising on feed labelling requirements and taking formal samples to validate labelling information and to ensure that feed supplied in Norfolk is safe. We react to feed complaints and feed incident notifications, as well as raising feed incidents via the FSA, where we find failings.
- We continued with our proactive and reactive market surveillance activities for product safety compliance. As a result of this work 41,231 products were removed from the marketplace or recalled in the first three quarters of 2024/25. Such products include flipflops and children's snorkels containing phthalates, water coolers presenting a risk of electrical fire, magnetic charging devices for mobile 'phones and electric blankets presenting a fire risk.
- We led a project, in conjunction with other Trading Standards services in the eastern region, examining the safety of replacement lithium-ion batteries and chargers sold online for common consumer goods such as cordless vacuum cleaners, power tools, laptops and mobile devices. 22 items were test purchased in the region and submitted to a test house. All 22 items (100%) were found to be non-compliant in some aspect of the safety requirements. 13 items (59%) were given a high hazard rating by the test house, as they put the user at risk of electric shock, fire, explosion and/or in one case of a battery, chemical burns. As a result of the regional project 1,813 unsafe items were removed from the marketplace.
- We carried out a project on beer and wine measures as a follow-up to the findings of the national Chartered Trading Standards Institute beer & wine project. We carried out two days of pub inspections in July 2024. At the ten pubs inspected we found nine out of ten pints purchased to be deficient and of these nine pints only six pints contained at least 95% liquid. Of the ten 175ml glasses of wine purchased we found that six contained less than 175ml. Two of the ten pubs inspected were not displaying a spirit quantity notice. Verbal and written advice was provided during all the inspections and written guidance was subsequently sent to the non-compliant pubs.
- In October 2024 we carried out a project inspecting weighbridges. 23 weighbridges were inspected across the county over four days. Of the 23 weighbridges inspected one was outside the permitted limits of error and was disqualified from trade use and one resulted in the issuing of a notice due to a non-compliance concerning legal markings. We are currently finalising plans to inspect non-automatic weighing instruments (NAWIs) or 'weighing scales' in various retail outlets before the end of this service year.

## **Animal Health and Welfare**

### **Bluetongue Virus**

Bluetongue Virus (BTV) was confirmed in sheep and cattle on a premises near Haddiscoe on 26 August 2024 with restrictions put in place. As a result of the risk to

susceptible livestock from BTV a 'Restricted Zone and Infected Area' was declared for the whole of Norfolk and Suffolk on 30 August 2024, and further restrictions put in place. This area was gradually increased as further cases were found across the country.

At the end of 2024 the Restricted Zone and Infected Area consisted of part or all of the counties and unitary authorities of Bedfordshire, Berkshire, Bournemouth, Christchurch & Poole, Buckinghamshire, Cambridgeshire, City of Kingston upon Hull, City of York, Dorset, East Riding of Yorkshire, East Sussex, Essex, Greater London, Hampshire, Hertfordshire, Isle of Wight, Kent, Leicestershire, Lincolnshire, Norfolk, North Yorkshire, Northamptonshire, Nottinghamshire, Oxfordshire, Suffolk, Surrey, Warwickshire, West Sussex and Wiltshire.

Including the first case in Haddiscoe, 31 cases of Bluetongue Virus were confirmed on Norfolk premises in 2024. The UK's Chief Veterinary Officer advises that bluetongue does not affect people or food safety. The virus is transmitted by midge bites and affects cows, goats, sheep and other camelids such as llamas. The impacts on susceptible animals can vary greatly – some show no symptoms at all while for others it can cause productivity issues such as reduced milk yield, while the most severe cases can be fatal.

Norfolk farmers continue to be urged to remain vigilant for signs of the disease in their livestock. Trading Standards' role is to enforce the movement controls, including provision of business advice and investigation of any allegations of unlicensed movements.

### **Highly Pathogenic Avian Influenza**

Following a case of Highly Pathogenic Avian Influenza (HPAI) in the East Riding of Yorkshire in November 2024, a case was confirmed near Watton on 5 December 2024. This was quickly followed by other cases in the local area and another at Gayton. In all cases a 3km protection zone and a 10km surveillance zone were declared, with restrictions put in place. Animal disease signage was erected at the perimeter of the 3km protection zones and Trading Standards staff were deployed to carry out foot patrols in the protection zones to collect information from bird keepers and provide advice. During December 2024 there were ten confirmed cases of HPAI in Norfolk, with all but two requiring Trading Standards to do foot patrols.

A Regional Avian Influenza Prevention Zone (AIPZ) with mandatory biosecurity and housing measures was introduced on Monday 23 December 2024, covering the East Riding of Yorkshire, the City of Kingston upon Hull, Lincolnshire, Norfolk and Suffolk. This meant that it is a legal requirement for all bird keepers in Norfolk to follow strict biosecurity measures and to house their birds to help protect their flocks, of whatever type or size. The housing and biosecurity measures were brought in to mitigate the risk of further outbreaks of disease occurring. Trading Standards are responsible for enforcing the housing and biosecurity requirements. During December 2024 we received seven complaints about unhoused poultry, which puts other keepers' birds and livelihoods at risk.

### **Safety at Sports Grounds**

We continue to work with seven venues across Norfolk to deliver our statutory functions under Safety at Sports Grounds legislation. These include stadia used for football, greyhounds, speedway, stock car racing and horse racing. The County Council issues and reviews safety certificates which set out the safe capacity of a sports ground (or a spectator stand), and the terms and conditions that the certificate holder must follow. Safety at a sports ground requires both good design and good management. For each

designated sports ground with a safety certificate a Safety Advisory Group (SAG) must be set up. This is a multi-agency group formed at local level and chaired by Trading Standards to ensure that the sports ground remains compliant with the conditions of the safety certificate and with other relevant standards; typically consisting of representatives of the local authority, ground management, building control, police, fire, ambulance services and the Sports Grounds Safety Authority (SGSA).

This year the SAG has continued to work closely with Norwich City Football Club and partner agencies on a range of issues. This included the introduction of new 'safe standing' areas at Carrow Road, which involved the installation of independent barriers in certain sections of the ground, to allow fans to stand during football matches. Load testing was commissioned, and inspections were carried out with building control and the Sports Grounds Safety Authority (SGSA), to ensure full compliance with the safety legislation and required standards.

The County Council has also implemented a new Traffic Regulation Order (TRO) at Lower Clarence Road in Norwich. This follows significant work led by Trading Standards and involving Highways, Norfolk Police and the football club to find a permanent solution for away coach parking on match days.

A Take That concert was held at Carrow Road in June 2024. A considerable amount of planning took place for this event, again led by Trading Standards, working with a range of SAG colleagues to ensure a safe and enjoyable event for those that participated/attended.

We have also continued to work with partners to provide advice and support to all our venues in readiness for the introduction of 'Martyn's law'. This new legislation will require public venues to be better prepared for terrorist attacks. The law is named after Martyn Hett, who was killed, alongside 21 others in the 2017 Manchester Arena attack.

### **Business Compliance and Further Action (including Prosecutions)**

The operation of our intelligence-led enforcement (InLEt) process continues to be hugely successful in achieving the compliance of traders at the earliest opportunity. Of the traders flagged by InLEt as being our most detrimental, and referred on to officers for further action, 98% were brought to compliance within three months (April to December 2024 data). The remaining traders are subject to our continued intervention work and/or further action (including formal investigation), with the ultimate sanction being prosecution, until compliance is achieved.

The outcomes of formal investigations concluded in the first three quarters of the service year are given below:

<b>Date Completed</b>	<b>Investigation Type</b>	<b>Outcome</b>	<b>Notes</b>
April 2024	Sale of vape to a minor and the supply of counterfeit and illegal tobacco	Prosecution Fined £2,334 Victim surcharge £933 Costs awarded £3,646.67	An order was also made for the forfeiture and destruction of the seized illegal tobacco products
May 2024	Unfair Trading - Home improvements	Prosecution 20 months imprisonment for 2 offences of theft.	*Criminal behaviour order issued restricting future trading activities for 5 years

June 2024	Sale of vape to a minor	Prosecution Fined £600 Victim surcharge £240 Costs awarded £816	
June 2024	Unfair Trading - Home improvements	Prosecution 36 months imprisonment for unfair trading, fraud and theft offences	
August 2024	Sale of vape to a minor	Caution issued to seller Formal Warning issued to shop owner	
October 2024	Sale of vape to a minor and the supply of illegal vapes	Prosecution Fined £2,400 Victim surcharge £960 Costs awarded £3,513	An order was also made for the forfeiture and destruction of the seized illegal vapes
November 2024	Possession of illegal vapes	Caution issued	
November 2024	Sale of vape to a minor and the supply of counterfeit and illegal tobacco/ vapes	Formal Warning issued	

\*Criminal behaviour orders require those convicted to trade fairly and legally in the future, with sanctions if they do not. Thus, protecting those Norfolk consumers who contract with these traders.

Performance Measure	How we did in 2019/20	How we did in 2020/21	How we did in 2021/22	How we did in 2022/23	How we did in 2023/24	How we did in 2024/25	Our target for year
Percentage of businesses brought to compliance with trading law	Target = 95% Actual = 94.87%	Target = 95% Actual = 97.80%	Target = 95% Actual = 98.42%	Target = 95% Actual = 98.75%	Target = 95% Actual = 95.15%	Target = 95% Actual (YTD) = 98.16%	96%
Percentage of rogue traders and most detrimental businesses brought to compliance with trading law	Target = 95% Actual = 98.81%	Target = 95% Actual = 95%	Target = 95% Actual = 100%	Target = 97% Actual = 98.15%	Target = 97% Actual = 90.24%	Target = 97% Actual (YTD) = 95.24%	97%
Number of new members of our Norfolk Trusted Trader scheme	Not measured	Not measured	Not measured	Not measured	Not measured	Not measured	35
Number of No Cold Calling Zones and households protected by them in Norfolk	Not measured	277	295	310 14,511	314 14,611	(YTD) 323 14,889	No target set
Amount of money that, as a result of Trading Standards intervention, is not lost to or is recovered from fraudsters and rogue traders	Not measured	£166,809	£466,620	£2,071,211	£1,692,546	Figure not yet available	No target set
Percentage of products, including foods and feeds, sampled or test purchased, which are found to be non-compliant and are subsequently brought to compliance or removed from the marketplace	Target = 93% Actual = 97.34%	Target = 96% Actual = 100%	Target = 96% Actual = 100%	Target = 96% Actual = 95.65%	Target = 96% Actual = 98.44%	Target = 96% Actual (YTD) = 95.76%	96%

## Feedback from our customers

Performance Measure	How we did in 2019/20	How we did in 2020/21	How we did in 2021/22	How we did in 2022/23	How we did in 2023/24	How we did in 2024/25	Our target for year
Business satisfaction with Trading Standards services	Target = 97% Actual = 94.40%	Target = 97% Suspended due to covid-19	Target = 97% Suspended due to covid-19	Target = 97% Relaunch of surveys delayed due to AI	Target = 97% Actual = 98.60%	Target = 97% Actual (YTD) = 92.20%	95%



## Our key risks (Managed and monitored via the Trading Standards Risk Register)

- There is a risk that Trading Standards cannot meet our statutory duties or chargeable business advice income targets due to a lack of specialist skills or competency within the service, which could result in putting the public at risk of injury, a negative impact on the local economy, reputational damage and underfunding of the service. We are currently seeking to mitigate this risk through continued investment in our workforce.
- There is a risk that our calibration centre will fail to meet income targets due to constraints arising from inadequate facilities and/or technology, which could result in an inability to meet demand for services leading to underfunding of the service, an inability to deliver statutory duties, putting the public at risk of injury, a negative impact on the local economy, and reputational damage. We are currently seeking to mitigate this risk through continued development of our commercial services.

### Measures (to monitor risks)

Performance Measure	How we did in 2019/20	How we did in 2020/21	How we did in 2021/22	How we did in 2022/23	How we did in 2023/24	How we did in 2024/25	Our target for year
Proportion of Trading Standards Officers/Managers who hold necessary qualifications and current competencies to be authorised to deliver the Trading Standards Service priorities (as required by statute and as set out in the Control Strategy).	Not measured	Target = 100% Not measured due to covid-19	Target = 100% Actual = 73.17%	Target = 100% Actual: Midyear = 81.10%	Target = 100% Actual: = 86.04%	Target = 100% Actual: Midyear = 75.61%	100%
Income generated through our commercial activities of calibration, verification, testing and hire services	Target = £425,000 Actual = £512,976	Target = £452,000 Actual = £534,584	Target = £512,000 Actual = £542,027	Target = £562,000 Actual = £581,150	Target = £562,000 Actual = £644,122	Target = £571,460 Actual = £750,000 (forecast)	£619,000
Income generated through our commercial activities of business advice and other chargeable activities including (from 25/26 onwards) our Trusted Trader Scheme	Target = £21,280 Actual = £25,532	Target = £41,280 Actual = £16,612	Target = £41,280 Actual = £29,007	Target = £41,280 Actual = £14,437	Target = £41,280 Actual = £21,348	Target = £41,150 Actual = £25,445 (YTD)	£47,000

## Supplementary information

In addition to the local ambition and priorities outlined on page 1 of this service plan and Norfolk Trading Standards' Strategic Assessment 2025/26 recommendations, the Trading Standards Service Plan has regard to:

- a) the Chartered Trading Standards Institute (CTSI)'s vision that the UK prospers economically through fair and safe trade and their mission to support and reinforce the protection of consumers and achieve a level playing field for business,
- b) the National Trading Standards (NTS) Strategic Assessment 2024 priorities, and
- c) the East of England Trading Standards Authorities (EETSA) Strategic Assessment 2022/23 priorities, which are listed below:

### National Trading Standards (NTS) priorities

- Doorstep and cold calling (including energy fraud)
- Lettings (England only)
- Mass marketing fraud/scams
- Illicit and underage sale of vapes (England only if additional government funding provided)
- Illicit tobacco
- Used cars
- Intellectual property
- Other fair trading issues
- Estate agency
- Animal feed work

### East of England Trading Standards Authorities (EETSA) priorities

- Doorstep Crime and Rogue Trading
- Fair Trading
- Product Safety
- Tobacco
- Vapes
- Animal Health
- Food
- Scams

This Service plan is supplemented by our 2025/26 control strategy and with the following functional specific plans which describe how we will address statutory responsibilities relating to underage sales; food and animal feed safety and standards; and farmed animal welfare and disease control:

- Annex 1: Age Restricted Products Enforcement Programme 2025/26
- Annex 2: Food & Feed Law Enforcement Plan 2025/26
- Annex 3: Delivery of Animal Health & Welfare Framework 2025/26.

Please see the Trading Standards Service's "plan on a page" for 2025/26 (accessible version) overleaf.

# Trading Standards Plan on a Page 2025/26

## Objectives and priorities for the year

A safe, fair, and legal marketplace for Norfolk, that supports and benefits local businesses and communities

- Responding to business and consumer vulnerabilities
- Environmental protection
- Investment in our workforce to develop a resilient service able to respond to a continually developing legal landscape
- Development of our service in response to the Food Standards Agency's new Food Standards Delivery Model
- Continued integration with the Norfolk Fire and Rescue Service to realise improved services for businesses and communities and inhouse efficiencies
- Development of our commercial services and chargeable activities

## Key deliverables

- Increase in number of qualified Trading Standards Officers
- Additional £30K income through our calibration centre
- New Calibration Centre
- Web shop, to increase calibration business and efficiency

## Key activities

- Support the economy and encourage growth, by providing businesses with access to information and compliance advice, including through chargeable, bespoke services
- Support the economy by delivering services to the public and private sectors through Norfolk Calibration Services, our traded service
- Safeguard vulnerable people and build community resilience with partners; by tackling the current most prevalent scams, fraud, and rogue traders; including through our Norfolk Against Scams Partnership (NASP), No Cold Calling Zones and Trusted Trader scheme
- Protect consumers and support legitimate businesses by tackling non-compliance, focusing on the most detrimental trading
- Through programmes of intelligence-led market surveillance, education and enforcement activities:
  - Protect the environment
  - Safeguard communities and public health by tackling the sale of illegal vapes and tobacco and the supply of age restricted products to young people
  - Ensure the safety, standards and quality of the food chain, including food, animal feeds and agricultural fertilisers
  - Safeguard the standards of animal health and welfare and respond to and reduce the risk of animal disease outbreaks and associated risks to the Norfolk economy and public health
  - Ensure fair trading of products and services, and the safety and legal measurement of products
- Ensure safety of sports grounds, through an inspection and monitoring programme, and by working with partner agencies and other stakeholders via safety advisory groups

Contributing to:

- A vibrant and sustainable economy
- Better opportunities for children and young people
- Healthy, fulfilling and independent lives
- Strong, engaged and inclusive communities
- A greener, more resilient future

### **Vital signs and targets**

- (a) Percentage of businesses and (b) Percentage of rogue traders and most detrimental businesses brought to compliance with trading law
- (c) Amount of money that, as a result of Trading Standards intervention, is not lost to or is recovered from fraudsters and rogue traders
- (d) Number of new members joining our Norfolk Trusted Trader scheme and (e) Number of No Cold Calling Zones and households protected by them in Norfolk
- (f) Percentage of products, including foods and feeds, sampled or test purchased, which are found to be non-compliant and are subsequently brought to compliance or removed from the marketplace
- (g) Business satisfaction with Trading Standards services
- (h) Proportion of Trading Standards Officers/Managers who hold necessary qualifications and current competencies to be authorised to deliver the Trading Standards Service priorities
- Income generated through (i) Norfolk Calibration Services (our traded service), and (j) our business advice and other chargeable activities including our Trusted Trader Scheme

### **Key risks on risk register**

- There is a risk that Trading Standards cannot meet our statutory duties or chargeable business advice income targets due to a lack of specialist skills or competency within the service
- There is a risk that our calibration centre will fail to meet income targets due to constraints arising from inadequate facilities and/or technology, which could result in an inability to meet demand for services.

### **Key budget headings**

- Trading Standards revenue budget = £2,153,690
- Public Health grant = £47,280 (included in total above) for tobacco and nicotine inhalation products control



## Trading Standards Service Annex 1: Age Restricted Products Enforcement Programme 2025/26



A review of our activities in 2024/25 and a strategy for 2025/26 to deter the sale of age restricted products to young people and the sale of illegal tobacco and nicotine inhalation products in Norfolk, with the intention of improving community safety and public health



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.

## Introduction

The Children and Young Persons' (Protection from Tobacco) Act 1991 requires a Local Authority to review its enforcement activity relating to the supply of cigarettes and tobacco to persons under the age of 18 on an annual basis. This legislation specifically requires an authority to consider "the extent to which it is appropriate for them to carry out, in their area, a programme of enforcement action". There are similar duties arising from Section 54A of the Anti-Social Behaviour Act 2003. The Trading Standards Service has a responsibility to enforce the compulsory health warning requirements on tobacco products and the age restrictions and composition legal requirements applicable to e-cigarette liquids which contain nicotine.

This plan fulfils our obligation to review our programme of enforcement action on the above-mentioned specific matters. It also outlines the broader extent of our work in this area, to improve community safety and public health.

The supply of illegal tobacco products continues to be a problem in Norfolk. There is continued evidence of supply spreading to smaller market towns in addition to the larger urban areas of Norwich, King's Lynn, and Great Yarmouth. These products fail to carry the health warnings of legitimate tobacco products and are often counterfeits of established brands. Their unknown composition and unregulated production present an additional health hazard to smoking, already the major cause of death in the UK. Illegal cigarettes do not have the self-extinguishing qualities of legal cigarettes and pose a greater fire risk. The Service receives intelligence that sales of illegal cigarettes are being made to young people. The relative cheapness of these products makes them attractive to buyers; including those under 18 years old, and undermines smokers' attempts to quit. This plan integrates the Trading Standards Service actions to tackle these illegal products along with the obligations outlined above.

During 2024/25 the Service saw a continued increase in the number of matters reported to us regarding non-compliant Nicotine Inhalation Products, more commonly known as "vapes". Such matters related to both the compliance of the vape items themselves; in terms of the allowable liquid capacity in the vape, the allowable nicotine strength of such liquid, the required labelling of the products, and the illegal supply of vape products to those under the legal age for supply (18 years). Small disposable vapes with child appealing packaging and/or flavours are a particular issue. Non-compliance is a national issue, and the Government has introduced the Tobacco and Vapes Bill:

<https://healthmedia.blog.gov.uk/2024/11/05/the-tobacco-and-vapes-bill-what-you-need-to-know/>

## Background

Trading Standards community safeguarding activities are intelligence-led and focus on both national and local priorities. A key priority for the service is to safeguard communities and public health by tackling the sale of illegal tobacco and vapes and the supply of age restricted products to young people, through a programme of intelligence-led market surveillance, education and enforcement activities.

Trading Standards recognises that effective enforcement of legislation to prevent the sale of age restricted goods requires a multi-agency approach and seeks to work in partnership with a range of agencies and stakeholders to ensure accurate identification of priority and high-risk areas, share best practice and engage in collaborative work, such as joint operations, licence reviews and closure orders.

Closure orders can prohibit access to a premises, or part of them, at all times, or at specified times only for up to a three-month period. Applications for Closure Orders can only be made by District Councils or the Police, however, Norfolk Trading Standards can support such applications where we have evidence that business activities warrant the application to be made.

Trading Standards aligns its service delivery, wherever possible, to support the priorities of other Council services. To align its community safeguarding activities with Public Health priorities, the Service will focus activities on:

- Preventing the sale of alcohol to young people
- Taking action through alcohol licensing requirements
- Preventing the sale of cigarettes, vapes, and tobacco to young people
- Disrupting the supply of illegal tobacco products
- Disrupting the supply of illegal vapes
- Working with the Norfolk Tobacco Control and Vaping Alliance, and
- Working with Community Alcohol Partnerships (CAPs).

Service delivery will take place across the whole of the county; based on the intelligence derived from information received about the sale of age restricted products and illegal tobacco products and vapes.

Action on Smoking and Health (ASH) has published the cost of smoking to society online and ASH estimates that smoking costs Norfolk £757m per year, in productivity losses and social, health and fire costs.

[https://ashresources.shinyapps.io/ready\\_reckoner/](https://ashresources.shinyapps.io/ready_reckoner/)

## Review of 2024/25

The amount of intelligence received regarding businesses selling age restricted products to underage persons overall has reduced compared to the 2023/24 service year. These reports include complaints referred to us from the Police and District Council Licensing departments in the County, as well as complaints from the public received via the Citizens Advice Consumer Helpline.

Relationships and processes have been introduced to ensure that all relevant parties are sharing information, resulting in focused resourcing to reduce the sale of age restricted products to underage persons and the sale of illegal tobacco products and vapes.

### **Provision of advice to business**

The Service received 94 complaints and referrals about the sale of age restricted products from members of the public and intelligence was also provided by licensing reports from partner agencies.

Following risk assessment, our initial response to these complaints was by way of advice being provided to the business, either in writing or through visits to assess the controls put in place by the business and to provide advice on improvements.

### **Alcohol**

In the first three quarters of the 2024/25 service year, intelligence was received about 20 businesses selling alcohol to underage persons (during the same period in 2023/24 the number was 23). Businesses were advised by either remote means, or by a visit, on their responsibilities in relation to underage sales. Some of these businesses received secondary advice following the receipt of further intelligence about underage sales still taking place.

Where further intelligence was received about continuing underage sales at premises, following staged advice, such businesses were identified to be subject to a test purchase exercise (see test purchasing below).

The Service continues to contribute to the Community Alcohol Partnerships (CAP) in Norfolk. Of the 20 premises that were subject to reports of underage alcohol sales, 5 were in an area covered by a CAP.

During Alcohol Awareness Week, the Service conducted 25 joint advice visits with Norfolk Constabulary within the King's Lynn area.

The Trading Standards Service is a Responsible Authority in licensing matters. Trading Standards continues to work closely with the other Responsible Authorities, in particular, Norfolk Constabulary Licensing Team, in order to ensure the licensing objectives are upheld in Norfolk. Where a business is found to be selling alcohol to underage persons, Trading Standards, in conjunction with Norfolk Constabulary, will apply for a review of the premises licence.

During the year 2024/25 there were no alcohol licence reviews. However, the Service worked with partner agencies on focused work on Closure Orders. These were obtained against one unlicensed business whose activities included reportedly selling alcohol to persons under age.

### **Tobacco**

In the first three quarters of the 2024/2025 service year, we received intelligence of 14 premises selling cigarettes to persons aged under 18 (during the same period in 2023/24 it was 15). The premises were given advice by remote means or received an inspection by the Service.



The Government's Tobacco Control Strategy is key to the Trading Standards Service's response in enforcing legislation in relation to both the supply of illegal tobacco products and underage sales, as well as ensuring that legal tobacco products are stored and labelled as required by law.

In line with our staged enforcement approach, we have undertaken a number of seizures of illegal cigarettes and hand rolling tobacco (HRT) from premises during the 2024/25 service year:

- Thetford 74,760 cigarettes
- Thetford 20,200 cigarettes, 2.1kg HRT
- Norwich 18,600 cigarettes, 12.5 kg HRT

Some of these seizures were made under Operation CeCe, which is a joint initiative between National Trading Standards (NTS) and His Majesty's Revenue and Customs (HMRC). The aim of Operation Cece is to remove illegal tobacco products from sale.

The Service has continued its work with the landlords of business premises used for the supply or storage of illegal tobacco and vapes with a view to securing the eviction of tenants who continue to break the law.

### **Nicotine inhalation products**

Nicotine inhalation products are commonly known as vapes. Vape products are subject to the same age restrictions as cigarettes and tobacco, in that buyers must be at least 18 years old. Vape products are also subject to strict controls regarding the amount of nicotine liquid they contain and the strength of that liquid.

Vapes were originally introduced as a smoking cessation device and remain an effective tool in achieving such a goal. The Khan Review "Making Smoking Obsolete" (published in June 2022) recognises the effectiveness of vapes and recommends their use in smoking cessation programmes.

The use of such products also forms part of Norfolk County Council Public Health's Ready to Change initiative:

<https://www.norfolk.gov.uk/smoking>

Whilst vapes remain an effective smoking cessation device, during the 2024/25 period, the Service has seen a growth in the receipt of reports of sales of illegal vapes. In contrast, the Service noted that there was a decrease in the number of reports of underage sales of vapes. Very often the two issues go together, with those business who are unconcerned with the illegality of the vape products they supply also unconcerned with any age restriction that should be applied (as is also the case with illegal tobacco). By the end of the third quarter of 2024/25, reports have been received about 63 businesses involved in the illegal supply of vapes (in 2023/24 the number was 72 premises).

This Service has continued its staged enforcement approach to tackling such matters with the provision of early intervention advice in the first instance. As part of that staged approach the Service has undertaken a number of seizures of illegal vapes during the 2024/25 year (see figures overleaf):

- Thetford 2,624 vapes
- North Walsham 881 vapes
- Dereham 761 vapes
- Gorleston 605 vapes

During the above seizures, a number of the premises were also found to have illegal tobacco products.

In total, by the end of the third quarter of 2024/25, 7,316 illegal vapes have been seized. By the end of the third quarter of 2023/24, 14,961 illegal vapes were seized. The clear reduction in the amount seized indicates that the sharing of intelligence, the provision of advice to businesses and the enforcement action being taken by the Service and partner agencies is having a positive impact on disrupting supply in the county.

Following multiple seizures of illegal vapes and complaints of underage sales of disposable vapes at two businesses in Norfolk, Closure Orders were issued by the Court.

Unfortunately, as discussed above, legislation does not allow Trading Standards to apply for closure orders directly but in both cases, we worked with partners to provide joint evidence to support the court applications.

### **Knives**

Trading Standards received 1 report of a business in Norfolk selling knives to persons under 18 in the first three quarters of 2024/25.

Work with Norfolk Constabulary as part of a national campaign, Operation Sceptre, was undertaken in May 2024 with 18 joint visits being carried out. During these joint visits, age-verification policies were discussed, and recommendations were made, covering the accessibility of knives and the consideration of adoption of a Challenge 25 policy, if not already in place.

### **Cosmetic Fillers (including Botox)**

The Botulinum Toxin and Cosmetic Fillers (Children) Act 2021 prohibits specific cosmetic treatments on children and the offer of such treatments. Trading Standards and the police are responsible for enforcing the legal requirements with businesses and practitioners operating in their locality.

The Service received 1 complaint regarding non-surgical cosmetic treatments being provided to persons under the legal age. Where such complaints are received, advice is provided to the business and further action will be considered should complaints persist.

### **Fireworks**

Norfolk Constabulary takes the lead on sales of fireworks to under-18s, and we will support. No intelligence has been received about underage sales of fireworks this service year.

### **Corrosive Products**

Intelligence regarding the underage sales of corrosive products is rare and during the 2024/25 service year no reports regarding these products were received.

## Other Products

Intelligence regarding the underage sales of other products, such as video games, is rare and during the 2024/25 service year no reports regarding other products were received.

## Age Restricted Sales

The Service continued our planned underage sales test purchasing operations during the service year 2024/25. During one operation in August, two businesses sold disposable vapes to an underage volunteer and one sold illicit cigarettes to an underage volunteer, resulting in formal enforcement action. Further operations are planned during this Service year.

## Formal Enforcement

In the first three quarters of the 2024/25 a number of formal investigations have been concluded, resulting in the following outcomes:

Date Completed	Investigation Type	Outcome	Notes
April 2024	Sale of vape to a minor and the supply of counterfeit and illegal tobacco	Prosecution Fined £2,334 Victim surcharge £933 Costs awarded £3,646.67	An order was also made for the forfeiture and destruction of the seized illegal tobacco products
June 2024	Sale of vape to a minor	Prosecution Fined £600 Victim surcharge £240 Costs awarded £816	
August 2024	Sale of vape to a minor	Caution issued to seller Formal Warning issued to shop owner	
October 2024	Sale of vape to a minor and the supply of illegal vapes	Prosecution Fined £2,400 Victim surcharge £960 Costs awarded £3,513	An order was also made for the forfeiture and destruction of the seized illegal vapes
November 2024	Possession of illegal vapes	Caution issued	
November 2024	Sale of vape to a minor and the supply of counterfeit and illegal tobacco/vapes	Formal Warning issued	

## Looking ahead to 2025/2026

### Enforcement Activities (including test purchasing programmes)

Trading Standards will continue to focus its resources on alcohol, tobacco, and nicotine inhalation products. We will also respond to intelligence relating to other products, where there is an identified need.

A staged approach is adopted, with due regard to our Compliance and Enforcement Policy. In respect of age restricted sales this includes:

- The provision and publicity of advice and support materials
- The delivery of advice and help to new retailers of age restricted products
- The investigation of complaints together with the delivery of advice and assistance to prevent the recurrence of underage sales
- Targeted test purchasing, utilising young people and where appropriate, underage volunteers
- Recommendation to adopt a "Challenge 25" type policy
- Working with and supporting national or regional initiatives
- Multi agency/community group/industry partnership working including Community Alcohol Partnerships (CAPs), and
- Encouraging reporting of sales of illegal tobacco and vapes and sales of age restricted products to underage people and improving the flow of intelligence in this regard.

### Enforcement Approach

Where intelligence is received about the sale of age restricted goods to underage buyers, the Service will provide advice to the business in question, which may be provided by remote means. However, if the intelligence also indicates the supply of illegal goods, such as illegal tobacco or vapes, then the Service will undertake an intervention visit at the outset, to address any product issues and, if necessary, seize any non-compliant stock.

This direct early intervention approach to addressing product issues was brought in by the Service during 2022/23 in response to the increasing prevalence of non-compliant vapes.

Following the provision of advice and support, the Service will test the business' underage sales policies. Where information continues to indicate that underage sales are taking place, test purchasing by underage volunteers will be undertaken with support from Norfolk Police.

We will also continue to provide officers and utilise Trading Standards' young volunteers to support Norfolk Police, in relation to their lead role for underage sales of alcohol at 'on licence' premises.

The recruitment, selection, and utilisation of young persons for test purchasing will be in accordance with the protocols, systematic procedures and risk assessments adopted and developed in line with the Home Office and other guidelines. These protocols and procedures are maintained in the Service's Policies and Guidance system and are thus subject to rigorous internal audit. All officers involved in the test purchase programme have been subject to police vetting procedures.

Where Trading Standards carry out test purchasing utilising underage volunteers, this is carried out in accordance with the Regulation of Investigatory Powers Act 2000 (RIPA). Generally, test purchasing using underage volunteers is only used where other methods of preventing a business from selling age restricted products to underage persons have failed.

Enforcement activity will also be carried out at businesses where intelligence is received regarding the sale of illegal tobacco products and/or illegal vapes. This activity will include visits with specialist tobacco detection dogs to find concealed illegal tobacco. Formal action will be taken against businesses where it is found, and where it is appropriate to do so in accordance with our Compliance and Enforcement Policy.

The Service, working with our police partners, will take a robust stand in response to anyone found to be purchasing alcohol or tobacco products on behalf of a young person.

We will, in conjunction with Norfolk County Council Public Health and with other agencies, as appropriate, promote ways of reporting sales of illegal tobacco products and vapes, and sales of age restricted products to young persons.

Some businesses reported are simply ignorant of the legal requirements and once advised, either discontinue sales of vapes or ensure they stock only legal products. However, it is apparent that some businesses determined to continue in the sale of illegal vapes and or illegal tobacco will do so even following formal action, such as the seizure of products, and prosecution by the Service. As a result, during the end of the 2022/23 service year, the Service began actively engaging with Norfolk Police and certain local district councils to develop an enforcement approach to tackle such premises by obtaining a closure order from the Courts under the Anti-social Behaviour, Crime and Policing Act 2014. Under the 2014 Act the Police and district councils can apply for such orders, which can mandate the closure of premises for 3 months. The continued development and implementation of this enforcement approach will be a key priority for the Service during 2025/26 and will be pivotal to the success of tackling those businesses that persist in the supply of illegal tobacco and vapes.

### **Tobacco and Vapes**

During 2025/26 it will remain a priority to gather and then act upon any intelligence received, including that received from our partners. Trading Standards is an active member of the Norfolk Tobacco Control and Vaping Alliance.

In line with our Compliance and Enforcement Policy we will continue to provide an effective response to secure compliance of and/or disrupt Norfolk businesses engaged in supplying illegal tobacco products and vapes, including:

- Seizure and destruction of illegal tobacco and vape products
- Seizure of criminal assets (including vehicles & cash)
- In conjunction with Norfolk Police and district councils, effective use of closure orders on problem tobacco and vape premises
- Institution of proceedings with a view to prosecution and the issue of simple cautions
- Preventing the issue of and securing the revocation of Premises Licences
- Carrying out safety testing, where appropriate, on illegal cigarettes and vapes, and

- Working with the landlords of properties used for the supply or storage of illegal tobacco and vapes with a view to securing the eviction of tenants who continue to break the law. Where appropriate, legal proceedings will be instituted where landlords fail to co-operate.

Trading Standards, with partners, will carry out the highlighted activities at retail level. In parts of Norfolk, currently Great Yarmouth and King's Lynn, criminal organisations are thought to control the illegal tobacco/vape supply. It will be necessary to work with enforcement partners to effectively tackle these groups.

Operation CeCe is a joint His Majesty's Revenue and Customs (HMRC) and National Trading Standards (NTS) operation. Funding is provided by HMRC to NTS to carry out visits at a retail level to disrupt the supply of illegal tobacco. During the 2025/26 service year the Service will participate in Operation CeCe and undertake a number of visits in Norfolk, as part of the funded bid coordinated by our regional Trading Standards Association, East of England Trading Standards Authorities (EETSA).

### **Knives**

Norfolk Constabulary take the enforcement lead on the underage sale of such items. Trading Standards will assist Norfolk Constabulary with Operation Sceptre, the national initiative to reduce knife crime; by carrying out joint advice visits to knife retailers.

During the 2022/23 service year the enactment of the Offensive Weapons Act 2019 gave Trading Standards a strengthened enforcement role with regard to online sales of bladed items and the prohibition of their delivery to persons under 18 years of age.

The Service will continue to support Norfolk Constabulary through Operation Sceptre and adopt a staged enforcement approach to addressing any matters during 2025/26.

### **Cosmetic Fillers (including Botox)**

The Botulinum Toxin and Cosmetic Fillers (Children) Act 2021 prohibits specific cosmetic treatments on children and the offer of such treatments. Trading Standards and the police are responsible for enforcing the legal requirements with businesses and practitioners operating in their locality.

Following the engagement with 60 businesses in 2023/24 an established process of dealing with complaints about cosmetic treatments on children and the offer of such treatments has been implemented. The Service will adopt a staged enforcement approach to addressing any matters reported during 2025/26.

### **Corrosive Products**

The Offensive Weapons Act 2019 creates offences of supplying a corrosive product to a person under 18 years of age, whether in person or by remote means, and of delivering a corrosive product to an underage youngster. The Service will adopt a staged enforcement approach to addressing any matters during 2025/26.

### **Alcohol & anti-social behaviour**

The link between anti-social behaviour and the consumption of alcohol and substance abuse is established. The strategy of preventing the upstream supply of a number of restricted products to underage persons and thus reducing the level of anti-social behaviour associated with the use of these products will continue to be supported.

This plan will contribute to community objectives and those arising from Government strategy for community safety and public health. Alcohol and associated anti-social behaviour will continue to be a particular focus. We will continue to support the Community Alcohol Partnerships (CAPs) in Norfolk.

### **Proof of Age Schemes**

The Trading Standards Service does not promote any specific proof of age scheme but supports those schemes that conform to the National Proof of Age Standards Scheme (PASS) criteria. Many retailers have adopted the “Challenge 25” policies in relation to all age restricted products.

Trading Standards will continue to encourage all businesses involved in the sale of any age restricted products to adopt a policy which achieves the aims of “Challenge 25”.

Our ‘Minor Sales Major Consequences’ pack includes a section on adopting a “Challenge 25” type policy. The Trading Standards Service will also encourage and promote the use of a ‘Refusals Log’ by traders to provide evidence that proof of age is being sought and sales refused in appropriate circumstances.



## Trading Standards Service Annex 2: Food and Feed Law Enforcement Plan 2025/26



**Produced in accordance with the requirements of the  
Food Standards Agency Framework Agreement**



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.



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### Food and Feed Sampling Policy

The Food Standards Agency (FSA) Framework Agreement and Section 2.4 of the Food Law Practice Guidance (England) document require Food & Feed Law Enforcement Plans to be laid out in a common format but recognises that, as local authorities may have corporate service plan templates, they may use the corporate format as long as the information requirements laid out in the Agreement guidance are included and are separately identifiable. Therefore, wherever possible this Annex makes reference to the applicable sections of the Trading Standards Service Plan 2025/26 rather than replicating the information it contains.

## Section One: Trading Standards Service Aims and Objectives

### Aims and Objectives

- 1.1 The Trading Standards Service's ambition is for a safe, fair, and legal marketplace for Norfolk, that supports and benefits local businesses and communities. In alignment with Better Together, For Norfolk - Norfolk County Council's strategy for 2021-2025, our five priorities are:
- A vibrant and sustainable economy
  - Better opportunities for children and young people
  - Healthy, fulfilling and independent lives
  - Strong, engaged and inclusive communities
  - A greener, more resilient future

### Links to Corporate Strategic Ambitions

- 1.2 Our ambition and priorities accord with the County Council's 2021-2025 Strategic Plan for the County, Better Together, for Norfolk, and its vision, priorities, guiding principles and commitments:

### Vision

In Norfolk, we cherish our heritage, we embrace opportunity, and offer an extraordinary place in which to spend a lifetime.

- We want Norfolk to be the place where everyone can start life well, and age well, and where no one is left behind
- We want our economy to be vibrant, entrepreneurial and sustainable, supported by the right jobs, skills training and infrastructure
- We want our communities to feel safe, healthy, empowered and connected, their individual distinctiveness respected and preserved.

### Priorities

- A vibrant and sustainable economy
- Better opportunities for children and young people
- Healthy, fulfilling and independent lives
- Strong, engaged and inclusive communities
- A greener, more resilient future

### Guiding Principles

- No one left behind
- Prevention over cure
- A local approach

### Commitments

- Forward looking
- Innovative
- Empowering
- Collaborative
- Evidence driven
- Prudent
- Developmental

- 1.3 How Trading Standards helps to deliver the County Council's vision and strategy is captured in our plan on a page (accessible version) on pages 14 and 15 of the Trading Standards Service Plan 2025/26.

## Section Two: Background

### Profile of the Local Authority

- 2.1 The population of Norfolk in 2023 was 931,943<sup>1</sup>. The age profile of Norfolk's population is much older than England as a whole with 24.4% of people being aged 65 and over, compared to 18.4% for England<sup>2</sup>.

Norfolk is the third<sup>2</sup> largest of the 21 two tier (or shire) counties in England, with a geographical area of 5,372 square kilometres. The population density is the third lowest for any of these counties, giving Norfolk a predominantly rural character.

There are 33,510<sup>3</sup> active enterprises in Norfolk. Norfolk has a large rural economy with 74.9% of Norfolk's SMEs being in rural areas<sup>4</sup>.

Agriculture remains a large employment sector with 9%<sup>5</sup> of enterprises in this sector. The total farm labour force is large with nearly 11,838<sup>5</sup> people employed on commercial holdings. In comparison with other local authority areas the county has one of the largest livestock populations of commercial poultry (16,945,780<sup>5</sup>) and pigs (787,583<sup>5</sup>).

The health and life sciences sector is also an important part of the economy in Norfolk. The Greater Norwich area in particular is home to a cluster of internationally renowned research organisations, such as the Quadram Institute. These organisations employ some 3,000 scientists<sup>6</sup>, which is the largest concentration of health, food, plant and bio scientists in Europe. The Greater Norwich area has also been awarded Food Enterprise Zone Status.

### Organisational Structure

- 2.2 The structure of the Trading Standards service is set out on page 3 of the Trading Standards Service Plan 2025/26.

The Trading Standards service reports, via the Chief Fire Officer, Ceri Sumner, to the Chief Executive, Tom McCabe.

<sup>1</sup> 2023 Office of National Statistics figure from [Estimates of the population for England and Wales - Office for National Statistics](#)

<sup>2</sup> UK Population data 2022/23 - [English Counties by Population and Area 2023](#)

<sup>3</sup> 2024 Office of National Statistics figure from UK Business: [Business activity size and location 2024](#)

<sup>4</sup> [Norfolk Rural Economic Strategy 2021-24](#)

<sup>5</sup> 2022 Office of National Statistics figure from [Structure of the agricultural industry in England and the UK at June](#)

<sup>6</sup> [Life at the Quadram - Quadram Institute](#)

The Chief Executive reports to the Council's Cabinet. The cabinet member for Communities and Partnerships is Councillor Margaret Dewsbury, [margaret.dewsbury@norfolk.gov.uk](mailto:margaret.dewsbury@norfolk.gov.uk).

The Council has 84 elected Members. The current political make-up of the Council is: 54 Conservative council seats, 11 Liberal Democrat, 10 Labour, 4 Green, 3 Independent (non-aligned), 2 Independent.

Feed and food law enforcement is the responsibility of the Food and Farming Section of the Trading Standards service. The section's functions are:

- Providing support for Norfolk based businesses in the food and farming sectors, to further economic growth:
  - delivering targeted business information to achieve compliance, promoting self-help
  - providing business advice and support on request, including chargeable advice
  - acting as 'primary authority' for food and farming sector businesses.
- Ensuring the standards of animal health and welfare; the quality, safety and hygiene of the food chain and metrology standards through delivery of intelligence-led compliance programmes, including sampling, inspections, verifications and market surveillance enforcement activities in the following areas:
  - Animal health and welfare, including disease control and licensing
  - Primary food production including fertilizers, animal feeding stuffs and food hygiene
  - Food standards
  - Legal metrology.
- Intelligence-led criminal and civil interventions and investigations, tackling issues emerging from the tasking and coordination process and focusing on the most detrimental offending within the food and farming sectors.

2.2.1 The manager responsible for the delivery of official feed and food controls is:

Duncan Carter  
Food and Farming Manager  
Email: [duncan.carter@norfolk.gov.uk](mailto:duncan.carter@norfolk.gov.uk)  
Tel: (01603) 222613

The Lead Feed Officer is Colin Maxwell and the Lead Food Officer is Paula Crowson, both of whom are based in the Food and Farming Team. The Food Law Code of Practice lays down the responsibilities and competencies of the Lead Food and Feed role (which may be more than one person) which are shared in the Service between Duncan Carter, Colin Maxwell (feed) and Paula Crowson (food).

- 2.2.2 The Authority has contracted with Public Analyst Scientific Services Ltd (PASS) to provide the public analyst and agriculture analyst functions for the county.

### **Scope of the Animal Feed and Food Service**

- 2.3 The Trading Standards service delivers a range of animal feed and food enforcement services. Specific functions are detailed below:
- Programmed inspections at animal feed and high-risk food premises
  - Targeted enforcement activities
  - Inspections and other enforcement activities arising from complaints and referrals
  - Sampling of food and animal feed for analysis and/or examination as part of national, regional and local programmes
  - Primary Authority responsibilities
  - Responding to food and feed safety incidents
  - Provision of information, advice and support for businesses
  - Publicity including public awareness campaigns
  - Working in partnership with other agencies involved in the protection of the food chain including the Food Standards Agency (FSA); the Department of the Environment, Food and Rural Affairs (Defra); the Department of Health (DH); Public Health (PH); the other ten local Trading Standards authorities who together make up the East of England Trading Standards Authorities (EETSA) and the seven District Council Environmental Health Departments in Norfolk.

The animal feed and food law enforcement service is delivered exclusively by officers employed by the County Council, alongside other similar services, for example, the inspection of weighing and measuring equipment.

### **Demands on the Animal Feed and Food Service**

- 2.4 Using the appropriate risk scoring profile, food businesses are scored on a high, medium or low risk basis. There are **50 high-risk, 8,058 medium-risk** and **5,544 low-risk** food businesses recorded on the Trading Standards service's database, totaling **13,646** food businesses. There has been an overall increase in the number of recorded food businesses from the previous year.

There are **6,848** agriculture businesses recorded on the Trading Standards service's database. The appropriate risk scoring profile for feed businesses scores them on a frequency of inspection basis from 1 to 5 years with a score of 1 being the highest risk and 5 being the lowest. The inspection programme, based on risk, is agreed with the FSA as part of the national grant funded audit and inspection programme.

A number of businesses are designated both food and feed businesses. The Trading Standards service conducts food standards, feed standards, feed hygiene and food hygiene at primary production inspections or a combination of these interventions at these businesses.

There are 529 food manufacturers in Norfolk, 4% of the sector, ranging from major multinational companies to cottage industries. The majority of food businesses are caterers (8,504) (62%) such as public houses, restaurants and hotels, or retailers (2,700) (20%) including general stores and bakers.

The county has 48 animal feed, including pet food, manufacturers as well as a very large number of on-farm mixers.

The Trading Standards Service has office locations at County Hall, Norwich and Priory House, Kings Lynn. These locations are open to the public 9.00 – 17:00 Monday to Friday.

### **Enforcement Policy**

- 2.5 The Community and Environmental Services of Norfolk County Council are responsible for a range of regulatory functions, including Trading Standards, Planning enforcement (mineral and waste sites), Flood and Water Management (land drainage), Norfolk Fire and Rescue (fire safety), Highways (networks, maintenance and blue badge enforcement) and Safety of Sports Grounds, and the Compliance & Enforcement Policy has been implemented, having regard to the established legal framework for decision-making, the Code for Crown Prosecutors (CPS) and the “Regulators’ Code” published by the Office of Product Safety and Standards (OPSS).

## **Section Three: Service Delivery**

### **Animal Feed and Food Premises Inspections (Interventions)**

- 3.1 The Trading Standards service reviews its policy in relation to inspections (interventions) at business premises on an annual basis in accordance with the principles of better regulation, the Food Law Code of Practice (England) and the Feed Law Code of Practice (England). In relation to farm premises the service also considers the Animal Health and Welfare Framework Agreement and the Farm Regulators’ Charter.
- 3.1.1 In relation to feed businesses, this service leads the regional approach to feed enforcement with its East of England Trading Standards Authority (EETSA) partners and liaises with National Trading Standards (NTS) and the Food Standards Agency (FSA).

At the time of compiling this plan the number of feed visits required by the NTS/FSA programme for the forthcoming year, based on a full risk-based inspection programme, is not confirmed but is expected to be similar to that required for the 2024/25 service year, with an estimate of 75 inspections at Norfolk based premises, out of a total of 250 inspections required across the EETSA region. This programme is entirely financed by grant funding provided by the FSA and administered by NTS. This proposed programme takes full account of earned recognition for businesses that are members of an assurance scheme and covers equally the full range of feed businesses. Livestock and arable farms are the main types of premises to be visited; reflecting the importance of having feed controls in place at primary production.

The NTS/FSA programme of interventions and activity is produced using agreed risk models and desktop modelling of our premises database. The programme is agreed by the FSA prior to commencement and funding. As such it is accepted that this programme satisfies the requirements for interventions laid down in the Food Law Code of Practice (England).

- 3.1.2 In relation to food businesses, the service will inspect all food businesses in Norfolk that are deemed to be high-risk by virtue of the previous trading history or the appropriate risk scheme, on at least an annual basis. In addition, intelligence-led inspections or other interventions will be conducted at those business sectors presenting the highest risk to the food chain and consumers/other legitimate businesses. It will also be appropriate, on occasion, to respond with inspections or other interventions where intelligence is received via consumer/trader complaints or referrals from other enforcement agencies about the non-compliance with trading standards of individual businesses. In line with Hampton principles<sup>6</sup> and the resources available the service will not therefore, as a matter of routine, carry out inspections at medium or low risk food businesses unless they are visited as a result of the aforementioned factors.

The above measures are intended to focus our available resources on the areas of greatest risk, using available intelligence, and as such the service will not be able to fulfil a food inspection programme in accordance with the requirements of the Food Law Code of Practice (England). This discrepancy is covered in greater detail under section 4: Resources.

Whilst the Food Law Code of Practice (England) requirements remained in place in relation to inspection programmes over the last two years, the FSA produced a "Covid-19 Local Authority Recovery Plan" that recognised the pressure that local authority resources had been under in responding to Covid-19. The FSA is currently in the process of moving from the Recovery Plan towards a new inspection regime based on an 'intelligence led' food standards delivery model.

- 3.1.3 The service has assessed the value of carrying out unannounced inspections as opposed to announced inspections. It applies the following policy on animal feed and food inspections and audits:
- (a) Where official controls take the form of an audit or there is a need to have the feed or food business operator present e.g. so that records can be examined, then such visits will be announced. In these cases, prior notification will be kept to a minimum.
  - (b) In all other cases and in particular where previous visits or intelligence suggests that serious non-compliances have occurred, visits will be unannounced. All establishments will be subject to ad hoc visits which will be unannounced.

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<sup>6</sup> [Reducing administrative burdens: effective inspection and enforcement: Philip Hampton – March 2005](#)

The service will keep this policy under review and, if the policy leads to a disproportionate negative impact on the use of resources of both the service and Feed and Food Business Operators, it will be revised.

The policy will also be kept under review in light of the enhanced requirements of the assimilated Official Control Regulations (EU) 2017/625 (as amended) and the requirement for competent authorities to perform regular and unannounced risk-based controls to identify fraudulent activities. The service believes that the above policy is still valid, as the requirements of the legislation are met by activities covered in part (b) of the policy.

3.1.4 The inspection programmes for food and animal feed are shown below:  
(FTE means Full time equivalent)

<b>Project Name</b>	<b>Project Description/Outcomes</b>	<b>Staffing/ Other Resources* 2024/25</b>	<b>Staffing/ Other Resources* 2025/26</b>
<b>Feed Hygiene &amp; Standards Inspection Programme</b>	To inspect <b>75</b> agriculture businesses, e.g. selected feed mills, importers, retailers and farms. To ensure compliance in relation to feed labelling/packaging, stock rotation/storage, feed hygiene, record keeping/traceability and sale or use of prohibited materials.	0.15 FTE	0.70 FTE
<b>Inspection of High-Risk Food Businesses</b>	To carry out inspections at <b>50</b> businesses identified as high risk for food.	0.60 FTE	0.70 FTE

\*Excluding managerial, administrative and legal support but including revisits and follow up action

Animal feed and food inspections are carried out by suitably qualified, competent and experienced Trading Standards Officers. Some targeted enforcement activities are carried out by Trainee Trading Standards Officers, studying for qualifications under the Chartered Trading Standards Institute (CTSI)'s Professional Competency Framework (CPCF) and/or the Level 6 Trading Standards Professional Apprenticeship, adequately supervised by qualified staff.

Feed/Food Standards Inspections are carried out in accordance with the Feed Law Code of Practice (England) and the Food Law Code of Practice (England).

Other intelligence-led inspections or other interventions will be conducted during the year. The majority of such inspections also involve targeted sampling and an outline of the sectors to be inspected, and the resources required, is included in 3.5 below. We will also continue to undertake focused allergens compliance project work, including the additional requirements for prepacked for direct sale products (Natasha's Law) which came into force in October 2021.

The resources for this project work, which also includes inspections and sampling, is also included in 3.5 below.



### **Animal Feed and Food Complaints**

- 3.2 Anticipated resource requirements for handling animal feed and food complaints are based on the complaint/contact numbers received in previous service years, the nature of those complaints/contacts and the level of enforcement response required. The number of food complaints/contacts is anticipated to be 198 and the number of agriculture complaints/contacts is anticipated to be 18.

The staffing resources required are given below (FTE means Full time equivalent):

<b>Project Name</b>	<b>Project Description/Outcomes</b>	<b>Staffing/ Other Resources* 2024/25</b>	<b>Staffing/ Other Resources* 2025/26</b>
Complaints and Referrals	To undertake reactive enforcement in response to complaints from other enforcement agencies, businesses and the general public in relation to animal health, agriculture and food matters to ensure legal compliance. Analysis will be undertaken to identify further proactive work, identify trends and report on significant outcomes and impacts.	0.05 FTE (feed)	0.05 FTE** (feed)
		0.60 FTE (food)	0.70 FTE** (food)

\*Excluding managerial, administrative and legal support

\*\* Forecast based on Jan-Dec 2024 figures

In addition to reactive complaints/referrals work, information and advice is made available to consumers. This is achieved through signposting to the Citizens Advice 'Advice guide' website via our [Trading Standards pages on our website](#) and through our social media posts on twitter and Facebook.

### **Primary Authority Partnerships**

- 3.3 The service supports Primary Authority Partnerships administered by the Office of Product Safety and Standards (OPSS).

The service will provide the following levels of service to Primary Authority businesses:

- Actively promote the benefits of the Primary Authority scheme to businesses within Norfolk and outside of Norfolk
- Designate Primary Authority Officer(s) to each partnered business, with the relevant competencies or access to the necessary expertise to be able to offer advice
- Respond to requests for advice and guidance
- Issue assured advice, where it is appropriate to do so
- Facilitate a response to enquiries raised by other authorities
- Maintain records of relevant incidents, business policies and diligence procedures, where known
- Maintain confidentiality in relevant circumstances
- Ensure businesses are aware of our procedure for dealing with complaints or disagreements

- Have in place arrangements to notify other authorities of indulgences relevant to “subsequently corrected” errors
- Participate in relevant sector groupings with enforcement partners where our Primary Authority Partners’ businesses operate in the applicable market sector
- Support national advice and conciliation procedures, where appropriate.

Primary Authority businesses will be inspected/visited or otherwise contacted:

- As part of the inspection programme for high-risk businesses, or
- As part of the planned series of targeted enforcement activities, or
- As a result of a complaint/referral received, or
- To maintain the Primary Authority Partnership relationship.

Currently, the service has Primary Authority Partnerships with two food business and one feed business. The resources required to handle complaints and service requests relating to these Primary Authority businesses are included in Sections 3.2 and 3.4.

### **Advice to Business**

3.4 The Trading Standards service works with businesses to help them to comply with trading standards and to encourage the use of good practice. On receipt of business requests for advice we will respond in a number of ways including:

- directing the business to our website or that of a partner organisation, such as the Chartered Trading Standards Institute (CTSI)’s Business Companion and/or the New Anglia Growth Hub
- referring the business to another agency, for relevant advice/support
- providing leaflets produced by partner organisations, our business briefings or standard letters
- providing comprehensive bespoke information or advice via the telephone, email or a letter, on a cost recovery basis and/or
- visiting the business to provide comprehensive advice, on a cost recovery basis.

In each case, our response will be proportionate to:

- the potential risk to consumers caused by a failure on behalf of the business to understand the information/advice provided,
- the experience of the business in question, and
- the impact upon the economic prosperity of the business or its competitors in not achieving compliance in the respective area(s) of the law.

In line with our Business Services Policy, if a business requires more detailed or interpretative advice on trading standards law then we will provide the advice on a cost recovery basis at a pro-rata hourly fee. In dealing with any requests for advice we will prioritise requests for advice from new businesses, Primary Authority businesses and members of our Norfolk Trusted Trader Scheme.

The Service reviews all information and advice it provides to consumers and businesses on an annual basis. This is with a view to signposting customers to the

most appropriate source of online information available to enable self-service and assisted service.

Animal feed and food service requests will be handled by virtue of the projects detailed on page 14 below and further projects developed during the 2025/26 service year. Anticipated resource requirements are based on the service request numbers received in previous service years, the nature of those service requests and the level of enforcement response required.

The number of food service requests is anticipated to be 57 (based on January – December 2024). The number of agriculture service requests is anticipated to be 88.

As outlined in Section 3.3 above the service currently has Primary Authority Partnerships with two food businesses and one feed business. An estimate of billable hours of advice under Primary Authority Partnerships is included in these figures. (FTE means Full time equivalent)

<b>Project Name</b>	<b>Project Description/Outcomes</b>	<b>Staffing/ Other Resources* 2024/25</b>	<b>Staffing/ Other Resources* 2025/26</b>
Business Advice	To provide enforcement and compliance information and advice in relation to agriculture (animal feed, feed hygiene, pet food, fertilisers) and food in response to requests from businesses. Analysis will be undertaken to identify further proactive work, identify trends and report on significant outcomes and impacts.	0.10 FTE** (feed)  0.85 FTE** (food)	0.25 FTE** (feed)  0.80 FTE** (food)

\*Excluding managerial, administrative and legal support

\*\* Includes estimated hours of advice to be delivered under Primary Authority Partnerships

### **Animal Feed and Food Sampling**

3.5 The Trading Standards service's Food and Feed Sampling Policy is annexed to this Plan.

The Trading Standards service targets its proactive sampling at locally produced animal feed and foods, those products/ingredients from companies that manufacture in, are based in, or import into Norfolk. In line with a letter from the FSA (ENF/E/08/061) the service is committed to ensuring that at least 10% of all food samples are of foods imported into the United Kingdom. In addition, animal feed/foods are targeted which are causing current concerns. These are identified through communication with the Food Standards Agency (FSA) and the Department of the Environment, Food and Rural Affairs (Defra); through local, regional and national intelligence held by local authorities; and through consultation with the Public Analyst. The service's sampling programmes therefore include projects run in

conjunction with the Food Standards Agency (FSA) and the East of England Trading Standards Authorities group of local authorities (EETSA).

Listed below are sampling surveys that will be carried out in 2025/26. This list will be added to as, for example, intelligence identifies other animal feed/food that should be targeted. At the time of writing this plan the service planning cycle for food and feed sampling has not been concluded and further surveys will be added as a result of this process.

Through the examination of available intelligence and data the service is already aware that compliance with allergen requirements, including the additional requirements for prepacked for direct sale products (Natasha's Law), will again be an area of high priority for 2025/26. The Service will continue to develop activities under its long-term comprehensive programme of allergen compliance work, including sampling, business and consumer engagement and enforcement, if need be.

All sampling by officers is, wherever possible, undertaken in accordance with relevant legislation and all formal animal feed and food samples are taken in accordance with the Feed Law Code of Practice (England) or the Food Law Code of Practice (England) as applicable.

Samples are analysed and/or examined by the service's nominated Public/Agriculture Analyst in accordance with the procedures laid down in the Food Safety (Sampling and Qualifications) Regulations 2013, the Food Law Code of Practice (England) and the Feed Law Code of Practice (England). Alternatively, some samples are examined/tested in house, if it is appropriate to do so. The Public/Agriculture Analysts appointed by the Authority are employed by Public Analyst Scientific Services Ltd (PASS).

(FTE means Full time equivalent)

<b>Project Name</b>	<b>Project Description/ Outcomes</b>	<b>Staffing/ Other Resources* 2024/25</b>	<b>Staffing/ Other Resources* 2025/26</b>
Agricultural Sampling	To undertake animal feed and fertilizer sampling to ensure compliance in relation to composition, safety, hygiene and labelling.	1.00 FTE £3,000 Purchase and analysis costs	1.00 FTE £3,000 Purchase and analysis costs

\* Excluding managerial, administrative and legal support

Surveys under the sampling project will include:

- Feed materials which are the subject of a complaint to the service
- Imported feeds/ingredients that have been the subject of feed hazard notifications
- Surveillance sampling for undesirable substances in pet food
- Participation in regional feed sampling project(s) once confirmed

Project Name	Project Description/ Outcomes	Staffing/ Other Resources* 2024/25	Staffing/ Other Resources* 2025/26
Allergens project	Allergen compliance work, including pre-packed for direct sale products; including sampling, business and consumer engagement and enforcement	0.50 FTE	1.00 FTE
Food Sampling Programme (excluding Allergens Project)	Targeting food sampling at areas identified as causing the most harm to consumers in terms of food safety, quality or nutritional standards	1.50 FTE £24,000 Purchase and analysis costs	2.50 FTE £24,000 Purchase and analysis costs

\* Excluding managerial, administrative and legal support

Surveys under the sampling projects will include:

- Undeclared allergens in non-prepacked food/drink
- Undeclared allergens in foods pre-packed for direct sale
- Sampling during the investigation of complaints
- Sampling during the investigation of food fraud
- Food supplements – health claims
- Foods produced in Norfolk or imported by Norfolk based businesses
- Foods imported from outside the United Kingdom
- Foods identified by Food Standards Agency priorities

### **Control and Investigation of Outbreaks and Food Related Infectious Disease**

- 3.6 Food poisoning notifications do not usually fall within the remit of the Trading Standards Service. If, however, the service becomes aware of any incident of food poisoning or infectious disease, the facts will be reported to the appropriate authority.

### **Animal Feed/Food Safety Incidents**

- 3.7 On receipt of any animal feed or food alert, the Trading Standards service will respond as directed and as appropriate and in accordance with the Feed Law Code of Practice (England) or the Food Law Code of Practice (England).

The Food Standards Agency (FSA) issues Food Alerts and Allergy Alerts to let local authorities and consumers know about problems associated with food. In some cases, a “Food Alert for Action” is issued which requires intervention action by enforcement authorities. **59** food alerts were issued by the FSA in 2024 (January to November) 2 of these were Food Alerts for Action. The FSA also issued **90 allergy alerts** (January to November 2024).

During 2024, as a result of sampling and enforcement activity, the service raised 4 food incidents with the FSA regarding unauthorised novel foods; as well as handling 7 complaints in relation to undeclared allergens in non-prepacked foods, which caused illness/injury.

Feed alerts are far less frequent than food alerts. During 2024 the service was involved in 6 feed incidents notified by us to the FSA on the back of our own sampling. All were in relation to pet food.

It is estimated that, for the coming service year, 0.10 FTE will be required for feed/food safety incident work.

In cases where the service receives reports of chemical contamination of food and there is a subsequent threat to human health, it will liaise with the appropriate district council environmental health department, with a view to taking over responsibility for the case, or for undertaking a joint investigation, as the situation demands.

### **Liaison with Other Organisations**

- 3.8 The Trading Standards service works with a wide range of organisations, to varying degrees of formality, in carrying out its animal feed and food law enforcement function. These include the Food Standards Agency (FSA), the Department of Health and Social Care (DHSC), the Department of Environment, Farming and Rural Affairs (Defra), the Animal Medicines Inspectorate (AMI), National Trading Standards (NTS), the other ten local authority Trading Standards Services in the East of England (EETSA) and District Council Environmental Health Departments.

The service maintains a strong commitment to the regional work of EETSA and officers from Norfolk contribute to the EETSA Food Group and the EETSA Agriculture Group. Via quarterly meetings and regional Knowledge Hub groups, the service aims to ensure that local food and feed enforcement activity is consistent with neighbouring authorities. The service participates in the National Agriculture Panel, with that panel being chaired by an officer of this service. A recently retired officer of this service was also a long-time member and chair of the National Food Standards & Information Focus Group.

The service also ensures co-ordination with Norfolk's Environmental Health Departments through the Norfolk Food Liaison Group (NFLG), set up to co-ordinate activities in line with the requirements of the Food Law Code of Practice (England).

The service is fully committed to working with the Food Standards Agency on the implementation of the new food standards delivery model during the 2025/26 service year.

The estimated staffing resource for liaison work during the year is 0.50 FTE.

### **Animal Feed and Food Safety and Standards Promotional Work, other non-official Controls and Interventions**

- 3.9 Animal feed and food safety and standards promotional work for the year is linked to the results of our sampling and other enforcement projects, to any relevant prosecutions, and to information provided by our enforcement partners, primarily the Food Standards Agency (FSA). Promotional work consists of [postings on our trading standards website](#); including scam alerts, postings via our twitter feeds and Facebook pages and regular press releases, locally, regionally and nationally. In addition, we occasionally develop our own promotional material to assist with consumer and/or business education work, the most recent example being material we developed for our allergens project (resources in relation to allergens promotional work have been accounted for in 3.5).

Information and intelligence gathering work is carried out by feed and food officers as part of their ongoing duties. Information and intelligence are also gathered and analysed by our intelligence lead and technical support staff in the Intelligence and Enforcement Support Section. Such work informs our control strategy, tasking and coordination function, our service planning cycle and operational work.

Resourcing details are provided in the table below (FTE means Full time equivalent):

<b>Project Name</b>	<b>Project Description/Outcomes</b>	<b>Staffing/ Other Resources* 2024/25</b>	<b>Staffing/ Other Resources* 2025/26</b>
Promotional Work, Intelligence Gathering	Promotional work including results of market surveillance, enforcement projects, prosecutions and information dissemination. Promotion will include use of our website, social media pages and feeds, local, regional and national press releases and liaison with media organisations.  Intelligence gathering work will include complaints and information monitoring, review of local, regional, national and international data to inform market surveillance and enforcement activity.	0.05 FTE** (feed)  0.05 FTE** (food)	0.05 FTE** (feed)  0.05 FTE** (food)

\*Excluding managerial, administrative and legal support

\*\*Intelligence gathering work also undertaken by Intelligence and Enforcement Support Section

## Section Four: Resources

### Financial Allocation

- 4.1 The net budget for the Trading Standards service for 2024/25 is £1,985,200. A breakdown of the Trading Standards budget for feed and food enforcement is shown below (F&F means Food and Farming Team, FTE means Full time equivalent and TS means Trading Standards):

Budget description	2025/26 Forecast Outturn	2025/26 Estimate
Staffing	Total F&F: £518,945 Food & Feed: £330,485 (based on 6.05 FTE)	Total F&F: £779,975 Food & Feed: £689,660 (based on 8.40 FTE)
Sampling (food & agriculture purchase and analysis)	£19,500	£27,000

At the time of writing this plan the Service is applying for grant funding for feed/hygiene audits and feed sampling to supplement the 2025/26 sampling budget. The results of any grant bid will affect surveys proposed in Section 3.5 above. Whilst the overall grant funding is likely to be slightly increased in comparison to 2024/25 funding, changes to the timing and allocation of these resources means we are unable to confirm the exact amount at this time.

The relative amounts allocated to food and feed law enforcement are based on the staff allocation breakdown given in Section 4.2.

- 4.1.1 The Food Law Code of Practice currently requires the service to inspect its food businesses over a prescribed cycle. In addition to the inspection of all high-risk businesses and other interventions detailed in this plan, the expectation is that all medium risk businesses will be inspected every 2 years and that an inspection or alternative enforcement strategy be undertaken at low risk premises once every 5 year. As outlined in 3.1.2 above, the FSA has produced a “Covid-19 Local Authority Recovery Plan” that currently allows local authorities to diverge from the required schedule of programmed interventions, during the recovery period outlined in that plan.

The service has determined that, if it were to conduct the routine food inspection programme detailed above, the following resource would have to be redeployed from other enforcement activities, such as fair trading, animal health & welfare or product safety work:

- 9.16 Full Time Equivalents (FTE) for medium risk food business inspections
- 0.25 FTE for low risk food business alternative enforcement strategies.

However, mindful of the recommendations of the Hampton<sup>6</sup> and Macdonald<sup>7</sup> Reviews which state the service should only carry out inspections of businesses where there is a clearly identified risk presented by that business, the service will, as in previous years, conduct intelligence-led inspections or other interventions within those business sectors or at those food business operators presenting the



highest risk to the food chain and consumers/other legitimate businesses. A flexible approach to resourcing enables us to respond appropriately to incidents and our local approach to risk assessment and effective targeting of resources, rather than the execution of a routine inspection programme, will provide the necessary protection to the county's food chain. A more intelligence-led approach to inspection/intervention will be introduced by the FSA's new food standards delivery model, which is to be implemented during the 2025/26 service year.

- 4.1.2 The service continues to invest in modern ICT systems. Access to the Internet, to the Civica Cx database and to other information systems is seen as a vital resource for operational staff. The service currently uses the UK FSS iNet database for recording, managing and submitting food and feed sampling data. As a result of withdrawal of funding by the FSA the service is aware that UK FSS iNet, whilst still in operation, no longer benefits from external ICT support. At the time of writing this plan the service is awaiting further instruction from the FSA as to how the replacement system for data transfer will operate.

The service has signed up to the "Register a Food Business" national online portal operated by the FSA to enable it to receive real-time food business registration data.

All food and feed law enforcement officers have been issued with hybrid laptops that incorporate detachable tablets, smart mobile telephones and digital cameras. The current devices, along with the mobile working functionality of the Cx platform, will, in time, allow officers to directly record and update database information whilst off site at business premises.

The service has issued all of its operational officers, including all food and feed officers, with purchasing cards. This has greatly enhanced our ability to undertake online market surveillance sampling activities.

The service does not have an individual budget for ICT as such matters have previously been transferred to corporate budgeting.

- 4.1.3 No fixed amount is set aside for legal costs with specific regard to food and feed law. However, a general legal cost subjective is allocated to the budget, the budgeted amount for 2025/26 being £25,000, which may be supplemented from contingency, if necessary.

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<sup>6</sup> [Reducing administrative burdens: effective inspection and enforcement: Philip Hampton – March 2005](#)

<sup>7</sup> [Review of Regulation in Farming: MacDonald – May 2011](#)

## Staffing Allocation

- 4.2 The current staffing allocation to food and feed enforcement has been calculated on the basis of the projects/activities described in Section 3 above as summarised and unless otherwise stated FTE figures quoted relate to competent staff:  
(FTE means Full time equivalent and n/a means non-applicable)

Plan Section	Project/Activity	FTE 2024/25 Feed	FTE 2024/25 Food	FTE 2025/26 Feed	FTE 2025/26 Food
3.1	Feed Hygiene & Standards Inspection Programme	0.15	n/a	0.70	n/a
3.1	Inspection of high-risk food businesses	n/a	0.60	n/a	0.70
3.2	Complaints and Referrals	0.05	0.60	0.05	0.70
3.4	Business advice	0.10	0.85	0.25	0.80
3.5	Agricultural sampling	1.00	n/a	1.00	n/a
3.5	Food Sampling Including Allergens Project	n/a	2.00	n/a	3.50
3.7	Food/feed alerts	n/a	0.10	n/a	0.10
3.8	Liaison	0.15	0.35	0.15	0.35
3.9	Promotional Work, Intelligence Gathering (including non-qualified staff)	0.05	0.05	0.05	0.05
<b>Total</b>	<b>Total full time equivalents</b>	<b>1.50</b>	<b>4.55</b>	<b>2.20</b>	<b>6.20</b>

**Total FTE for 2024/25 = 6.05**

**Total FTE for 2025/26 = 8.40**

## Staff Development Plan

- 4.3 The service focuses on the needs of both specialist feed and food law enforcement officers and other staff in terms of their training and continuous professional development (CPD).

The current training arrangements are reflected in the Learning and Development Framework and the Learning and Development Plan. Over recent years the number of qualified food and feed officers within the service has reduced, as officers have left the service. The service has invested in supporting trainees to study for the Trading Standards Practitioner Diploma (TSPD) and the Level 6 Trading Standards Professional Apprenticeship in order to attain the qualifications necessary to be able to undertake food and feed standards work. At present the Service has ten part-qualified trainees, and eight apprentices.

Skills and competency are assessed at annual staff personal development plan discussions, midyear reviews and 1-2-1 meetings and a programme of continuous professional development is implemented to ensure the maintenance of essential knowledge and skills.

The Food Law Code of Practice England (2021) lays down competency demonstration requirements for food officers (20 hours CPD per annum) The service ensures that sufficient time and resources are provided to allow food officers to attain the required 20 hours of CPD per annum.

The service has developed its competency assessment process in line with the requirements of the Competency Framework and the Food Law Code of Practice (2021).

Similarly, the Feed Code of Practice (England) (2018) requires that competent officers are able to evidence 10 hours CPD per annum. Again, the service ensures that sufficient time and resources are provided to allow feed officers to attain this CPD.

## **Section Five: Quality Assessment**

### **Quality Assessment and Internal Monitoring**

5.1 The following arrangements will be used to assess the quality of the Authority's service:

- All procedures and work instructions relating to feed and food law enforcement are subject to established in-house quality improvements and auditing procedures which apply to the whole of the Trading Standards service
- Evaluation surveys sent out to a sample of businesses following an inspection or request for advice
- Review of a random number of inspections, service requests and complaints by section/line managers
- Feedback at 1-2-1 meetings, midyear review and personal development plan discussions on individual performance
- Feedback at team meetings.

## **Section Six: Review**

### **Review Against the Service Plan**

6.1 The Service uses a performance measurement toolkit, "PMR", to collate, report and review performance on a monthly basis.

At monthly intervals the Trading Standards Management Team undertakes a performance review. The meeting includes recognition of any variance from target, the reasons for variance and any appropriate measures to be put in place to address such variance.

The Trading Standards Management Team also reviews progress against our Control Strategy Priority Actions of:

- Through programmes of intelligence-led market surveillance, education and enforcement activities ensure the safety, standards and quality of the food chain, including food, animal feeds and agricultural fertilisers, and
- Support the economy and encourage growth, by providing businesses with access to information and compliance advice, including through chargeable, bespoke services

at monthly Tasking and Coordination meetings.

These priority actions include the provision of business advice, liaison with regulatory and business partners, intelligence-led market surveillance and enforcement activities, including risk-based inspection and sampling.

The allocation of suitable resources to tackle any emerging food or feed issues or trends can also be raised for consideration by the Trading Standards Management Team at the monthly Tasking and Coordination meeting.

Information on performance measures and targets is set out on pages 11 and 12 of the Trading Standards Service Plan 2025/26.

As part of our responsibilities under the Official Control Regulations, we report the following 'official controls' for the calendar year of 1 January 2024 to 31 December 2024. Note: 'official controls' means activities performed by the Norfolk Trading Standards Service in order to verify compliance by food/feed business operators with Food, Feed and Animal Health Legislation and checks that animal feed or food meet the requirements laid down in legislation.

### **Feed Standard and Hygiene Service Demands**

**75** Service Demands:

- 39** Advice Given
- 3** Referrals to Other Agencies / Feed Incidents
- 23** No Further Action required
- 0** Formal Investigations

### **Feed Standards and Hygiene Inspections**

**53** Inspections:

- 26** Compliant
- 11** Informal advice / corrected by completion of inspection
- 0** Feed Notices served
- 16** Written Warnings
- 0** Referral to other agencies / Feed Incidents
- 0** Formal Investigations

## **Food Standard Service Demands**

### **283 Service Demands:**

- 130** Advice Given
- 24** Referrals to Other Agencies / Food Incidents
- 44** No Further Action required
- 0** Food Notice served
- 7** Written Warnings
- 8** Food Incidents
- 0** Formal Investigations

## **Food Standards Inspections**

### **184 Inspections:**

- 64** Compliant
- 24** Informal advice / corrected by completion of inspection
- 0** Food Notices served.
- 64** Written Warnings
- 7** Referral to other agencies / Food Incidents
- 0** Formal Investigations

### **Identification of any Variation from the Service Plan**

- 6.2 As outlined in Section 6.1 above the Service, on an ongoing basis, monitors its performance using the above means and takes action to address variance from target throughout the year.

### **Areas of Improvement**

- 6.3 The service is committed to addressing areas of improvement highlighted by the ongoing quality assessment and internal monitoring as outlined in Section 5.1 above and the monthly reporting as outlined in Section 6.1 above.

# Food and Feed Sampling Policy

## Background

Our five priorities are:

- i. A vibrant and sustainable economy
- ii. Better opportunities for children and young people
- iii. Healthy, fulfilling and independent lives
- iv. Strong, engaged and inclusive communities
- v. A greener, more resilient future

## Introduction

This policy outlines our general approach to the sampling of food and animal feed. This policy is produced in accordance with the service's obligations under the Framework Agreement on Official Food and Feed Controls and the respective Food and Feed Codes of Practice.

## Policy

This service recognises that sampling and analysis is an essential part of food and feed standards enforcement, which enables authorised officers to assess compliance with food and feed standards, composition, safety and labelling requirements. This includes using sampling and analysis as part of proactive market surveillance and reactive responses to complaints.

The service is committed to maintaining a contract with a suitably qualified Public/Agriculture Analyst for the analysis of formal food and feed samples.

On an annual basis we will formulate and commit resources to a sampling programme for food and animal feed products. This programme will be developed taking into account factors including the nature of the food and feed businesses in the county, our intervention plan, Primary Authority functions, the Food Standards Agency (FSA) food and feed priorities and other available local, regional and national intelligence pointing to areas of most concern. We will also develop our sampling programme in consultation with the service's appointed Public/Agriculture Analyst.

This service is committed to participation in national and regional sampling surveys where proposed sampling/analysis fits in with the above-mentioned factors.

Although developed as an annual programme, this service will continue to monitor intelligence for emerging issues and will change or amend the sampling programme as necessary.

This service will target its proactive sampling at locally produced animal feed and foods, those products/ingredients from companies that manufacture in, are based in or import into Norfolk. In line with guidance issued by the FSA this service is also committed to ensuring at least 10% of all food samples are foods imported into the United Kingdom.

All formal food and feed sampling will be undertaken in accordance with the Food Law Code of Practice (England) or the Feed Law Code of Practice (England), as applicable. All formal samples are analysed and/or examined by the service's nominated Public/Agriculture Analyst in accordance with the applicable legislation. Officers who take formal samples are suitably qualified and competent to do so in accordance with the respective Food and Feed Codes of Practice.

Where it is the case that informal samples are taken by officers, wherever it is possible, these samples shall be taken in accordance with relevant legislation.

All food/feed samples and the result of examination/analysis will be recorded. Food and Feed Business Operators will be notified of both the samples taken and the results of analysis. Where sample results are considered to be unsatisfactory, the service will take appropriate action to ensure compliance is achieved. Any action will be carried out in accordance with the Compliance & Enforcement Policy.



## Annex 3: Trading Standards Service Delivery of Animal Health & Welfare Framework 2025/26



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.



# Delivery of Animal Health and Welfare Framework 2025/26

County councils, metropolitan boroughs and unitary authorities in England have a statutory duty to help local communities comply with laws to prevent the spread of animal disease and protect the welfare of animals. It is compliance with these laws that gives our farming industry the freedom to trade freely and thrive, ensuring that the food we eat is safe and as described, shaping our countryside and making a major contribution to local economies.

The agriculture sector is a major industry in Norfolk and is synonymous with the character of the county. 9%<sup>1</sup> of active enterprises in Norfolk are in the agriculture, forestry and fishing sector. The total farm labour force is large with 11,838<sup>1</sup> people employed on commercial holdings. In comparison with other local authority areas, the county has one of the largest livestock populations of commercial poultry (16,945,780<sup>1</sup>) and pigs (787,583<sup>1</sup>) in the United Kingdom.

Central and local government partners have produced an updated [Animal Health and Welfare Framework](#)<sup>2</sup> that offers local authorities a set of practical principles to help deliver duties under animal health and welfare legislation in a way that:

- Is responsive and accountable to local communities;
- Is focused on high risk activities to make best use of limited resources;
- Recognises why national consistency is important for businesses, the public and to protect against animal disease;
- Delivers controls in a way that supports European and international trade agreements;
- Promotes collaborative working.

The Framework is a partnership agreement that aims to increase mutual understanding and collaboration between the Department for Environment, Food and Rural Affairs (Defra), the Animal and Plant Health Agency (APHA) and local authorities in relation to animal health and welfare work. It includes responsibilities for all partners to achieve this. The information on the following pages outlines the responsibilities for Norfolk County Council Trading Standards and how these are achieved.

<sup>1</sup>2022 Office of National Statistics figure from [Structure of the agricultural industry in England and the UK at June](#)

<sup>2</sup>Produced in partnership between [Defra](#), [the Animal Plant Health Agency \(APHA\)](#), the [Association of Chief Trading Standards Officers \(ACTSO\)](#) and the National Animal Health and Welfare Panel (NAHWP). It is supported by the [Local Government Association \(LGA\)](#).

# **Responsibilities of Local Authorities**

## **Action Required 1**

Undertake annual service planning based on the principles in the Animal Health and Welfare Framework.

## **Planned Service Delivery 1**

This document, outlining the responsibilities of local authorities under the Animal Health and Welfare Framework, is included as an annex to the Trading Standards Service Plan. Safeguarding the standards of animal health and welfare and responding to and reducing the risk of animal disease outbreaks and associated risks to the Norfolk economy and public health is a defined priority action in the Service Plan and the Trading Standards service's control strategy.

## **Action Required 2**

Develop a risk based, consistent and accessible process for responding to complaints relating to animal health matters on farms.

## **Planned Service Delivery 2**

The actions of the Service are informed by the Community & Environmental Services (CES) Compliance & Enforcement Policy. The policy includes reference to the Farm Regulators' Charter and the Regulators' Code.

The service has adopted the Intelligence Operating Model (IOM) to direct its activities and prioritise its resources. Safeguarding the standards of animal health and welfare and responding to and reducing the risk of animal disease outbreaks and associated risks to the Norfolk economy and public health is a defined priority action of the service's control strategy and activities take account of local, regional, and national priorities.

The service operates a duty system where all matters that have the potential to require further action, including complaints relating to animal health matters on farms, are reviewed by a Lead Trading Standards Officer. If further action is required, the Lead Trading Standards Officer allocates matters to qualified/competent staff, providing handling instructions to ensure a consistent approach. Within the general process, the service has a number of guidance documents, which have been developed to aid the duty team to respond consistently to animal health and welfare complaints, including:

- a flow diagram for allocating animal health matters
- a step-by-step guide to dealing with illegally imported animals
- a guide for dealing with alleged breaches of the requirements of avian influenza controls
- a guide for dealing with multiple animal welfare issues/complaints relating to the same keeper
- guidance on how to deal with abattoir and welfare in transport notifications
- a TB work instruction, and
- instructions for dealing with missing ear tag referrals.

### **Action Required 3**

Provide transparency about how the local authority responds to animal welfare complaints, including collaborative arrangements with other partners and charities.

### **Planned Service Delivery 3**

As outlined in 2 above, the service's standard policy and protocols for handling referrals and complaints include our response to animal welfare complaints.

The CES Compliance & Enforcement Policy and the Trading Standards Service Plan, including this framework annex are published.

The service has an information exchange protocol with Norfolk Constabulary and has information sharing agreements with Citizens Advice and World Horse Welfare. In addition, the Service has memoranda of understanding with:

- the East of England Trading Standards Association (EETSA), to enable the use of a shared intelligence database
- Suffolk Trading Standards, to share resources in the event of an animal disease outbreak or major animal welfare event
- the Animal and Plant Health Agency (APHA) (facilitated for the service by the Association of Chief Trading Standards Officers (ACTSO)), outlining roles and responsibilities to deal with the safe disposal of anthrax carcasses.

Referral handling instructions, covering matters including animal welfare complaints, are maintained for Citizens Advice and Norfolk Police.

Where appropriate, the Service will arrange joint visits with Veterinary Officers (VO) from the Animal and Plant Health Agency (APHA) to investigate welfare complaints.

Where a complaint raises serious welfare concerns the service will seek to investigate the matter within 24 hours of receipt.

Liaison is also maintained with other appropriate agencies to try and establish if the subject of the complaint is the subject of any other complaints/investigations, so a consensus on how to move forward can be agreed.

### **Action Required 4**

Identify high risk businesses and activities on an annual basis.

### **Planned Service Delivery 4**

The service uses a business risk assessment scheme based on that promoted by the Food Standards Agency (FSA) and has adopted the National Trading Standards Intelligence Operating Model (IOM) to inform its activities and prioritise its resources. The service uses available intelligence sources to risk-assess businesses and identify high risk businesses and activities on an ongoing basis. This informs our priority activities outlined in our control strategy, including our annual high-risk inspection programme, and informs tasking and coordination decisions.

### **Action Required 5**

Produce an annual programme of interventions for all high-risk businesses and activities based on the risk presented by the activities carried out, intelligence, history of compliance and available resources.

### **Planned Service Delivery 5**

The service produces an annual programme of interventions for all identified high risk businesses. In producing the programme, the service considers factors including risk, compliance history, local, regional and national priorities and any other available intelligence.

Progress against targets (for interventions carried out) is monitored monthly by the Trading Standards Management Team via reports provided by Lead Trading Standards Officers.

### **Action Required 6**

Undertake an annual audit of each livestock market and collection centre in partnership with APHA to review documentation and procedures. Produce an annual programme of interventions based on the outcomes of the audit, which remains flexible to changing risk through the year.

### **Planned Service Delivery 6**

There are one livestock market and two poultry sales operating in Norfolk (although poultry sales have not been operating due to prevailing Avian Influenza outbreaks and controls) and the service regularly liaises with the market operators.

The service works with officers from APHA to undertake the annual audit of the livestock market, reviewing the market premises and their systems, processes and documented arrangements. This audit informs our agreed programme of interventions with the market, which is fed into our annual intervention programme, as outlined in 5 above.

### **Action Required 7**

Actively engage in regional animal health and welfare groups, attending meetings where possible and contributing to regional discussions about the implementation of the Framework. Ensure membership of the KHub.

### **Planned Service Delivery 7**

The Service contributes significantly to regional and national groups. The Service is represented at the East of England Trading Standards Authorities (EETSA) Animal Health and Welfare Regional Group and uses this route to contribute to National Groups as well as being proactive on KHub.

The EETSA regional group is active, and members support each other with the mutual provision of information and advice to ensure a consistent approach to the application/interpretation of legislation.

The EETSA regional group also maintains a close working relationship with the National Animal Health and Welfare Panel. Officers of the service are members of the Animal Health and Welfare group on Knowledge Hub (KHub) (a public service digital platform).

## **Action Required 8**

Work closely with other local authorities to share knowledge and expertise, including opportunities for shared training, joint inspections, opportunities for contracting and peer to peer reviews.

## **Planned Service Delivery 8**

In addition to that outlined in 7 above, the service has an ongoing commitment to work closely with Suffolk Trading Standards. The service has agreed a Memorandum of Understanding with Suffolk Trading Standards to enable sharing of resources (including cross border authorisation arrangements) to respond to animal disease outbreaks and animal health and welfare issues. Other collaborative working areas with Suffolk Trading Standards include collaborative intelligence functions, shared best practice, a common compliance & enforcement policy and shared learning and development activities.

The EETSA Animal Health and Welfare Group has provided and maintains a regional store of equipment to facilitate responses to breaches of the legislation controlling rabies.

## **Action Required 9**

Proactively exchange and use information and intelligence to inform the delivery of animal health and welfare controls, using national intelligence databases where appropriate.

## **Planned Service Delivery 9**

As outlined in 3 and 4 above the service has adopted a number of information sharing agreements/protocols and memoranda of understanding, and the National Trading Standards Intelligence Operating Model (IOM).

All operational officers have access to the national intelligence database, IDB, and are encouraged to make submissions and review IDB intelligence in relation to their activities.

The service employs an Intelligence Lead and an Intelligence Technical Support Officer to support and facilitate our intelligence led approach. The Intelligence Lead scrutinises all incoming complaints, received via the Citizens Advice portal, and partner referrals, such as those from APHA, all of which are received via [trading\\_standards@norfolk.gov.uk](mailto:trading_standards@norfolk.gov.uk).

On a day-to-day basis, if the Intelligence Lead receives any intelligence that raises a concern relating to a matter that has the potential to be a cross-border issue this matter is sent to the EETSA Regional Intelligence Analyst (RIA) for further dissemination.

Each month the Intelligence Lead produces a tactical assessment for the Tasking and Coordination meeting. This assessment includes analysis (from IDB and Civica Cx) by subject area including "Animal Disease Control Measures", the level of IDB submissions and horizon scanning for areas of concern. The report also highlights the level of use of IDB by individual officers via their last timed login.

The Intelligence Lead and Animal Health Officers of the service have given training to Norfolk Constabulary Control Room staff on Trading Standards matters, including those relating to animal health. The Intelligence Lead and an Animal Health Officer from the Service attend the Norfolk CRAG (Crime Rural Advisory Group) meetings. These measures have and will improve the channels of communication and sharing of intelligence relating to matters concerning animal health and welfare.

As outlined in the Service's 2024/25 Strategic Assessment document, Norfolk Trading Standards has recorded more animal health intelligence on IDB than any other authority in the EETSA region and is fifteenth highest for all UK authorities in the category.

### **Action Required 10**

Regional groups to discuss and agree how each local authority will be involved in the recording, accessing and analysis of intelligence relating to animal health and welfare with the aim of making a staged improvement in the level and quality of intelligence recorded and the influence this has on service planning across the region.

### **Planned Service Delivery 10**

The Regional Intelligence Analyst (RIA) for the EETSA region has previously attended a meeting of the EETSA Animal Health and Welfare regional group and given advice on how to improve the quality and frequency of intelligence recording on the national intelligence database, IDB, relating to animal health and welfare matters. The EETSA regional group maintains communication with the EETSA RIA.

As mentioned in 9 above the service currently records more animal health intelligence on IDB than any other authority in the region.

### **Action Required 11**

Each regional group to review the level of intelligence being recorded and use the intelligence to identify any potential threats on at least an annual basis. Steps should be taken to resolve any concerns about the level or type of intelligence being recorded and a response be formulated to any criminal activity that has been identified.

### **Planned Service Delivery 11**

As per 10 above the EETSA Regional Intelligence Analyst (RIA) has previously attended the EETSA Animal Health and Welfare regional group and given advice on how to improve the quality and frequency of intelligence recording on IDB relating to animal health and welfare matters.

The RIA will also highlight any concerns about the level or type of intelligence being recorded within the region. Such concerns are disseminated through senior management meetings within EETSA.

The EETSA RIA produces an annual strategic assessment document that includes reference to the regional and national priorities.

As mentioned in 9 above the service currently records more animal health intelligence on IDB than any other authority in the region.

### **Action Required 12**

All local authorities should actively engage in the sharing of environmental, political, legislative or organisational changes at regional meetings that may influence service planning and activities.

### **Planned Service Delivery 12**

Such information is shared at the EETSA Animal Health and Welfare regional group. It is also shared at the EETSA Senior Management Group meetings, where progress of the agreed EETSA regional animal health and welfare workstream is reviewed on a quarterly basis. Issues of particular strategic importance are also discussed at EETSA Heads of Service meetings.

In addition, as outlined in 8 above, such information is shared with Suffolk Trading Standards through a programme of collaborative working including collaborative

intelligence functions, shared best practice, a common compliance & enforcement policy and shared learning and development activities.

### **Action Required 13**

Ensure that services consider the requirements laid down in the On Farm Charter and Regulators' Code where appropriate.

### **Planned Service Delivery 13**

The Community and Environmental Services (CES) Compliance & Enforcement Policy has been devised with due regard to the Regulators' Code and the Farm Regulators' Charter and both documents are referenced in that policy.

### **Action Required 14**

All services should consider how they meet EU standards for the delivery of Official Controls and any future standards that support trade agreements.

### **Planned Service Delivery 14**

The service is aware of the requirements of Article 6 of 2017/625 (as amended) and the requirement to have transparent and accountable audit processes in place.

The service has an annual programme of internal audits that can deal with all aspects of service delivery. If the need arises this programme would include an audit of official controls.

Officers who undertake animal health and welfare activities must maintain a level of competency. The service has devised a definition of competency (including required qualifications) for this area of delivery. Officers must complete a learning and development log form where they evidence competency. This evidence can include reference to work completed (including the handling of reactive complaints). This log form is reviewed by line managers at least twice a year. Demonstration of competency is linked to the service's warrant issue process. Our modular approach to warrants means that we can add or revoke service delivery areas in officers' warrants in line with their individual competency review.

Individual officers are also subject to the Council's performance management framework with annual goal setting and performance monitoring against those goals occurring at regular intervals during the year. In addition, line managers routinely quality monitor work undertaken by officers and give feedback as part of their 1-2-1 meetings.

As outlined in 15 below, the service provides national returns as per the government's single data list, including mandatory returns relating to official control delivery.

The service has a number of performance measures that are reported to Councillors and senior managers of the council. These performance measures, which can include aspects of official control delivery, are reviewed against target on a monthly basis by the Trading Standards Management Team.

As stated in 4 above, the service has adopted the National Trading Standards Intelligence Operating Model (IOM). This helps to manage prioritised threats and identified risks through enforcement and other activities, as well as reviewing the effectiveness of measures taken.

Norfolk County Council also carries out audits of services within its organisation to ensure compliance with, for example, financial controls.

The service is monitoring and horizon scanning to keep up to date with any potential issues as a result of EU exit, the Trade and Cooperation Agreement signed with the EU and other international trade agreements.

### **Action Required 15**

Complete statutory data returns in a timely manner.

### **Planned Service Delivery 15**

The service has a programme, outlining all the required national and regional statutory returns, which is monitored for progress. This programme includes the statutory animal health returns such as the annual return relating to inspections carried out under the Welfare of Animals (Transport) (England) Order and the bi-annual return relating to the number of animal health prosecutions.

As part of our responsibilities under the Official Control Regulations, we report the following 'official controls' for the calendar year of 1 January 2024 to 31 December 2024. Note: 'official controls' means activities performed by the Norfolk Trading Standards Service in order to verify compliance by livestock keepers with Food, Feed and Animal Health Legislation and checks that animals or goods meet the requirements laid down in legislation.

#### **Animal Health and Welfare Service Demands**

**352** Service Demands:

**50** Advice Given

**19** Referrals to Other Agencies

**278** No Further Action required

**1** Animal Health Notice served

**6** Written Warnings

**2** Formal Investigations

#### **Animal Health and Welfare Inspections**

**96** Inspections:

**64** Compliant

**18** Informal advice / corrected by completion of inspection

**4** Animal Health Notices served

**13** Written Warnings

**1** Referral to other agencies

### **Action Required 16**

Each local authority must have an up-to-date animal disease contingency plan in place, which is shared internally and with partners. Contact details are to be revised as changes happen. The plan should be updated within two years of any changes to the national template.

### **Planned Service Delivery 16**

This Service has an Exotic Notifiable Animal Disease Contingency Plan based on the current national template (which is produced by the National Animal Health and Welfare Panel and the Association of Chief Trading Standards Officers). The Service's plan was updated to reflect improvements made to operational practice during the response to the



65 outbreaks of avian influenza that occurred in Norfolk during 2022/23.

### **Action Required 17**

Local authorities should ensure that contact details on the Local Authority Master Contact List are updated in a timely fashion. This information is used by APHA to communicate details of possible animal disease outbreaks, make referrals and share intelligence.

### **Planned Service Delivery 17**

The list of Norfolk contacts is currently up to date. The Senior Manager within the Service with responsibility for animal health and welfare is responsible for ensuring the currency of the information provided to the Master Contact List.

### **Action Required 18**

Officers involved in the delivery of animal health and welfare controls should be trained and qualified in line with local standards and authorisation processes. Local processes should ensure officers are competent in the delivery of effective animal health and welfare controls. As with all responsible employers, local authorities should support staff with personal development processes and training. These principles are reflected in [Article 5\(4\) of Assimilated EU Regulation 2017/625](#)

### **Planned Service Delivery 18**

The service's approach to ensuring officers are qualified, maintain their competency and are suitably authorised is outlined in 14 above.

In addition, as part of the annual service planning process, a learning and development plan is produced. This includes input from Lead Trading Standards Officers, including those who have a specialist lead in animal health and welfare matters, to ensure that required courses and briefings for the forthcoming service year are provided to line managers for discussion at proposed attendees' personal development plan discussions. Lead Trading Standards Officers are also responsible for ensuring that learning and development requirements are identified on an ongoing basis and are delivered.

### **Action Required 19**

Use the Framework to promote the delivery of animal health and welfare controls to managers and local politicians.

### **Planned Service Delivery 19**

The annual Trading Standards Service Plan includes as an annex this document relating to the Animal Health and Welfare Framework Agreement. This plan is reviewed and agreed by the Trading Standards Management Team, presented to the Infrastructure & Development Select Committee and then put forward for approval by members of the Council's Cabinet.

# Cabinet

**Item No: 15**

**Report Title:** Norfolk Fire & Rescue Service Community Risk Management Plan 2026 - 2031

**Date of Meeting:** 07 April 2025

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

**Responsible Director:** Ceri Sumner, Chief Fire Officer

**Is this a Key Decision?** No

## Introduction from Cabinet Member

As Cabinet Member for Communities and Partnerships, I am pleased to introduce our approach to developing Norfolk Fire and Rescue Service's (NFRS) Community Risk Management Plan (CRMP) 2026-2031.

Norfolk Fire and Rescue Service is highly valued by our local communities and has made significant improvements to how the service operates and supports the people of Norfolk over the last few years, which have been recognised both locally and nationally.

The development of our CRMP is an important opportunity to shape the future of fire and rescue in our county, ensuring that our approach to prevention, protection, and response continues to meet the evolving needs of Norfolk's communities.

Developing a CRMP is not just about assessing risk - it's about engaging with the people and organisations we serve, understanding their concerns, and working together to build a safer, stronger Norfolk.

Our process will be guided by evidence, expertise, and engagement. We will work closely with residents, businesses, emergency service partners, local authorities, and community organisations to ensure that the priorities we set reflect the realities and risks faced by Norfolk's people.

The challenges we prepare for are changing. Climate-related incidents, demographic shifts, new technologies, and lessons from national inquiries all highlight the need for a proactive, forward-thinking approach. By taking the time to listen, assess, and collaborate, we will develop a plan that is not only robust and responsive but also

practical and deliverable - ensuring NFRS remains resilient, effective, and focused on keeping Norfolk safe.

I encourage everyone to take part in this process. Your insights and experiences will help shape how NFRS meets the needs of our communities - now and into the future.

## Executive Summary

This report outlines the proposed approach for developing NFRS's CRMP 2026-2031.

The CRMP is a strategic document mandated by the Fire and Rescue National Framework for England 2018, designed to identify, assess, and manage risks to ensure the safety and resilience of Norfolk's communities.

This presents an opportunity to reaffirm NFRS's purpose - ***Keeping Norfolk Safe*** - and set out its proposed vision of becoming one of the UK's leading rural fire services, known for consistency, innovation, and community impact.

It is proposed that NFRS transitions from a three-year to a 5-year period CRMP to provide sufficient time to develop meaningful changes and implement long-term initiatives with a consistent approach to emerging risks. A 5-year approach, which is adopted by a number of other FRS's, enables Norfolk FRS to proactively invest in the right training, equipment, and infrastructure, ensuring the service is well-prepared to respond effectively to future challenges while maintaining continuity in service delivery and aligning resources with evolving priorities

The CRMP will focus on four strategic themes:

- **Identifying Hazards:** Understanding current risks locally, regionally, and nationally.
- **Adapting to Change:** Preparing for future challenges through proactive horizon scanning.
- **Supporting Our People:** Ensuring staff are safe, competent, and equipped to inspire confidence in our communities and uphold the highest standards.
- **Working in Partnership:** Collaborating with stakeholders to make best use of resource, enhance public safety and build resilience.

## Recommendations:

1. **To approve the timetable and approach for developing the Norfolk Fire and Rescue Service Community Risk Management Plan 2026-31 as set out in this report.**
2. **To comment on the key themes that will be explored as part of the development of the Community Risk Management Plan.**

## 1. Background and Purpose

All Fire and Rescue Authorities must create a CRMP that covers at least three years, as required by the [Fire and Rescue National Framework for England 2018](#). The CRMP is a strategic document that guides how the service identifies, assesses, and manages risks to ensure the safety and resilience of our communities. This plan should clearly identify current, new, and emerging risks, and explain how the fire and rescue service will manage these risks and respond to fires and other emergencies. It must be developed in consultation with the public, staff, local partners, and Trade Unions or representative bodies, and should be based on the latest risk information available to the service.

The aim of the CRMP 2026-31 is to take a comprehensive approach to managing risk across Norfolk. It will focus on understanding infrastructure, environment, economy and communities, influencing behaviour to reduce risk through prevention and protection activities, and ensuring the service continues to respond effectively to emergencies. Through this CRMP, NFRS will reaffirm its commitment to protecting lives, property, and the environment by delivering a risk-informed, people-focused, and future-ready service.

To understand risk, the service uses several sources, including the Community Risk Profile (CRP), which identifies known and emerging risks, and a dynamic strategic risk assessment for NFRS. Additionally, NFRS engages with residents, stakeholders and staff to gather their views on local risks and their opinions of the service.

The CRMP will present opportunities to address emerging challenges and adapt to significant changes, such as:

- The increasing impact of extreme weather events on our county
- Societal shifts affecting the types of incidents we respond to
- Learnings from public inquiries such as Grenfell and Manchester Area
- Legislative and policy developments, such as Building Safety Reforms and Emergency Services Standards
- Political changes, including devolution, which may influence priorities and resource
- A deeper understanding of the long-term health and wellbeing impacts of working in the fire and rescue sector

The CRMP will align with national resilience strategies and local community safety priorities, ensuring our approach supports broader public safety objectives. It is also part of an ongoing cycle of review and improvement, ensuring that our approach to risk remains dynamic and responsive to changing circumstances. Effective risk management relies on strong collaboration with other emergency services, local authorities, health services, and community organisations to create a coordinated response to complex risks.

The National Fire Chiefs Council (NFCC) provides a strategic framework for developing a CRMP. We have followed these principles to shape our CRMP for 2026–2031.

## 2. Proposal

### 2.1 Purpose and Vision

Developing a new CRMP is an excellent opportunity to reaffirm NFRS purpose and set out a 5-year vision. Our purpose defines why we exist, and our vision sets out what we aspire to achieve in the future, inspiring our people and shaping the long-term direction of our service. Together, they ensure our strategic direction aligns with the evolving needs of Norfolk's communities and the changing risk landscape.

NFRS is driven by a clear and simple purpose: **Keeping Norfolk Safe**. This purpose is at the heart of everything we do, across prevention, protection, and response - and shapes every decision, investment, and action we take, both now and in the future. We'll develop a vision to support becoming one of the UK's leading rural fire services, known for consistency, innovation, and community impact.

### 2.2 Transition to a 5-year CRMP

It is proposed that NFRS transitions from a 3-year to a 5-year CRMP. Moving to a 5-year plan offers a more balanced and strategic approach, providing sufficient time to implement meaningful changes, thoroughly evaluate key initiatives, and maintain the flexibility needed to respond to both current and emerging risks with a clear, consistent strategy.

By identifying long-term risk and trends, NFRS can plan and invest in the right training, equipment, and infrastructure to prepare for future challenges, ensuring the service is ready to respond effectively.

A longer planning horizon also supports better financial planning, allowing NFRS to align budgets with priorities, allocate resources efficiently, and invest in long-term projects.

### 2.3 Key Themes for our CRMP 2026/31

The structure of the CRMP will focus on four key themes:

1. **Identifying Hazards:** We need to know what is happening now – locally, regionally, and nationally. This means identifying hazards that could harm people, place, the environment, or the economy.

Why: To ensure we have the right resources and capabilities to operate effectively.

Outcome: By aligning our resources to the risks, we can minimise harm and keep everyone safer.

Priorities:

- **National Risks:** Reviewing our national resilience assets to ensure we continue delivering the most effective capabilities to mitigate evolving threats.
- **Incident Risks:** Mitigating known incident hazards through a strategic assessment of risk.
- **Locality Risks:** Protecting lives, properties, the environment, and infrastructure.
- **Water Risks:** Reducing the impact of flooding and the loss of life due to drowning.
- **Environmental Risks:** Responding effectively to extreme weather events.

2. **Adapting to Change:** We need to anticipate what is heading our way in the next 5-years that could impact us if we are not ready.

Why: By horizon scanning, we can prepare and plan for changes in risk.

Outcome: We secure and deploy the right resources and activities now to reduce future harm.

Priorities:

- **Demographic Change:** Protecting the lives and homes of vulnerable people, particularly in areas of housing growth and for those with complex rescue needs.
- **New Technologies:** Adapting to emerging risks from technological advancements, such as battery energy storage system (BESS) sites.
- **Mental Health and Persons in Crisis:** Managing our activities to effectively support people experiencing mental health crises.

3. **Supporting Our People:** Our people are our greatest strength. By supporting and preparing them, they can confidently face any challenge.

Why: Our people are the means of securing public confidence and trust in our service, and we need to ensure they are safe, supported, and capable of achieving our high professional standards.

Outcome: A workforce that reflects the communities we serve, equipped to do the best job to reduce harm.

Priorities:

- Inclusive and High-Performing Culture: Building a diverse, inclusive, workforce focussed on excellence.
- Contaminants: Reducing exposure to harmful contaminants and managing health risk for firefighters.
- Wellbeing Provision: Enhancing staff wellbeing through robust support services, innovation, and improved physical and mental fitness.
- Skills and Competence: Developing a skilled, motivated, and competent workforce.
- Systems and Assets: Enhancing operational efficiency through improved systems and effective asset management.

4. **Working in Partnership:** Some risks are too big for us to tackle alone. Partnerships bring in shared resources, intelligence, and opportunities.

Why: Collaboration achieves better value for money, greater innovation, and results that we could not achieve on our own.

Outcome: Together, we're more effective at reducing harm to people, places, the environment, and the economy.

Priorities:

- Road Safety: Reducing fatalities and casualties on Norfolk's roads.
- Built Environment Regulation: Reducing the likelihood and impact of fire in the built environment.
- Emergency Medical Response (EMR): Increasing the survivability rate of cardiac arrests.

## 2.4 Overarching Approach

The CRMP will integrate risk assessment, resource planning, and community engagement to ensure NFRS remains agile, efficient, and responsive. We will:

- Identify hazards and vulnerabilities through data analysis and stakeholder input.
- Adapt our strategies to reflect changing risks and governance structures.
- Support our workforce with the right skills, resources, and infrastructure.
- Build strong partnerships to enhance service delivery and community resilience.

## 2.5 Timetable for development of CRMP

The CRMP forms part of the County Council's Policy Framework and as such will be considered at Scrutiny Committee in February 2026 as part of the governance process set out in the Constitution, prior to full Council approval in March 2026.

Feb 2024	Initial preparatory work (complete)
Jun 2024	Preliminary engagement begins (complete)
Oct 2024	Refresh strategic risk assessment (complete)
Nov 2024	PESTLE analysis and stakeholder engagement (in progress)
Apr 2025	Timeline and key themes agreed by Cabinet
Jun 2025	Focussed review of data and research available Engagement with voluntary and community groups Engagement with key stakeholders, partners and staff
Sep 2025	Draft CRMP reviewed by I&D Select Committee
Oct 2025	Cabinet approval for public consultation Public consultation starts
Dec 2025	Public consultation closes
Jan 2026	Cabinet endorse proposed CRMP, recommend Full Council
Feb 2026	Scrutiny Committee
Mar 2026	Full Council approval of final CRMP

## 2.6 Stakeholder Engagement

As part of our commitment to being an inclusive, and community-focused service, we will engage with a broad range of stakeholders throughout the development of the CRMP. Our aim is to hear from those most affected by our services, those with expertise in community risk, and those who can offer diverse perspectives on fire and rescue provision.

We continue to work closely with our core emergency service partners, including:

- **Norfolk Constabulary** – Ensuring a coordinated approach to public safety, prevention, and incident response.
- **East of England Ambulance Service** – Embedding our role in EMR and incident response.
- **Other Fire and Rescue Services** – collaborating with regional fire and rescue services, as well as others across the UK, to share best practices, improve operational resilience, and enhance training.
- **HM Coastguard and RNLI** – supporting joint response to water-related emergencies and coastal incidents.
- **Prison Service** – supporting rehabilitation of offenders related to arson.
- **Local Government Partners** – including Children and Young People Services, Adult Social Care, Local Resilience Forum and partners, and the Building Safety Regulator to support fire safety, community resilience, and safeguarding.

In addition to our emergency service partners, we will engage stakeholders from business, community services, education, and diversity and inclusion groups. A full list is provided in Appendix 1.



Our engagement methods will be tailored to ensure accessibility and meaningful participation. This will include:

- Email surveys - to efficiently gather insights from a wide audience.
- Focus groups and roundtables - for in-depth discussions with key community representatives.
- One-to-one interactions - with individuals or groups requiring additional support to participate.
- Community events - to enable direct engagement with the public in key locations across the county.

## **2.7 Oversight of CRMP Development**

The NFRS Strategic Development Oversight Group (SDOG), established in March 2020, will continue to provide input for the CRMP's development. Chaired by the Cabinet Member for Communities and Partnerships, the group includes political representatives, staff bodies, and senior NFRS officers.

## **3. Impact of the Proposal**

The proposed approach will support the development of a robust CRMP for Norfolk, ensuring it is in place by April 2026 to meet the statutory requirement for an up-to-date plan.

## **4. Evidence and Reasons for Decision**

The proposal to develop a 5-year CRMP provides a balanced approach, offering a medium to long-term plan that allows time for meaningful changes, the review of key initiatives, and flexibility to respond to both current and emerging risks. This approach, which is also adopted by other FRS's, provides better strategic stability, helping NFRS stay focused on long-term goals while adapting to external changes.

## **5. Alternative Options**

Members may consider extending the current CRMP by an additional year instead of developing a new plan.

This approach would allow NFRS to focus on immediate operational needs while preparing for changes in governance, strategic priorities, and resource allocation resulting from the evolving devolution proposal. Notably, a directly elected mayor covering Norfolk and Suffolk could impact the governance of our fire service.

Although the existing CRMP's risk data is approaching three years old, conducting an updated risk analysis will ensure compliance with statutory requirements and maintain the plan's relevance. This course of action ensures that NFRS continues to meet its obligations and serves the community effectively during this transitional period.

## **6. Financial Implications**

The development of the CRMP is primarily focused on ensuring that NFRS delivers an efficient and effective service based on identified risks and future demands. While the CRMP is not designed solely to achieve cost efficiencies, any financial implications arising from proposed changes will be considered through normal governance and budget-setting processes and as such there are no financial implications arising from this report.

Sustaining core funding is critical to maintaining operational effectiveness, with a need for adjustments that keep pace with inflation. This includes increases in the Revenue Support Grant (RSG) and enhanced specific grant funding streams.

Continued government support for firefighter pension schemes and funding to offset increases in employer National Insurance contributions will also be necessary to protect frontline service delivery.

Financial support is essential to sustain the on-call workforce, ensuring service resilience across rural areas. Additionally, investment in modern pay structures and professional development will reflect the evolving roles within the fire service. After years of limited capital investment, significant funding is needed to modernise fire stations, operational assets, and decontamination facilities to address occupational health risks effectively.

Further investment is required to support cultural reform initiatives, enhancing leadership, diversity, and inclusion across the service. Strengthening data and analytics will support informed decision-making and continuous improvement.

## **7 Resource Implications**

### **7.1 Workforce:**

The development of the CRMP will be managed using existing staff resources. We are committed to ensuring that staff have meaningful opportunities to contribute to the development process and will consult with them on any proposed changes. Arrangements will be made to facilitate this engagement. In addition, we will continue regular dialogue with staff, trade unions and representative bodies, including their active involvement in the SDOG to ensure their perspectives are considered throughout the process.

### **7.2 Property:**

The CRMP will align with the goals of the Fire Station Improvement Programme (FSIP), which forms part of our broader strategy to modernise and enhance our facilities. The FSIP is centred around the gender and carcinogenic programme, addressing key objectives such as ensuring equal facilities for male and female firefighters, improving the zoning of operational spaces to reduce contaminant spread, and upgrading outdated buildings.

The programme integrates multiple initiatives to enhance efficiency, minimise service disruptions, and support the health, safety, and wellbeing of operational staff.

### **7.3 IT:**

As part of the CRMP development, we will consider how digital tools and IT infrastructure can support operational efficiency, data analysis, and service delivery where relevant.

## **8 Other Implications**

### **8.1 Legal Implications:**

The Fire and Rescue National Framework for England mandates that all Fire and Rescue Authorities produce a publicly available CRMP covering at least three years. This plan must reflect current risk information and detail how services will address identified risks.

NCC is responsible for ensuring NFRS meets this legal requirement. The CRMP will replace the existing plan and demonstrate compliance with the Fire and Rescue Services Act 2004, the Civil Contingencies Act 2004, and other relevant laws.

As the CRMP may propose significant service changes, effective public and stakeholder consultation is legally required. Consultation outcomes must be considered before approval. Failure to comply with these obligations could lead to legal or reputational risks, making transparency, evidence-based planning, and legal compliance essential.

### **8.2 Human Rights Implications:**

The Human Rights Act's right to life (Article 2) places a duty on public bodies to safeguard lives. NFRS supports this through prevention, protection, and response activities to keep Norfolk's communities and businesses safe.

The CRMP will ensure our approach is informed by current data and intelligence for optimal service delivery. Lessons from incidents like the Manchester Arena attack and Grenfell Tower fire emphasise the need for robust risk management, effective emergency response, and strong inter-agency collaboration.

Embedding these lessons in the CRMP reinforces NFRS's commitment to protecting lives and ensuring readiness for current and emerging risks.

### **8.3 Equality Impact Assessment (EqIA):**

A full EqIA will be conducted during the development of the CRMP to understand and consider the needs of individuals with protected characteristics under the Equality Act 2010. This ensures risks are assessed, and resources deployed fairly.

The CRMP will identify potential impacts of proposed changes on different community groups. It will also help address how risks may disproportionately affect certain groups, ensuring services are accessible and responsive to all.

Additionally, the CRMP will support efforts to build a diverse, inclusive workforce that reflects Norfolk's communities, focusing on recruitment from underrepresented groups and creating an equitable, supportive work environment.

#### **8.4 Data Protection Impact Assessments (DPIA):**

A DPIA will be completed if there is a need to share or process new information.

#### **8.5 Health and Safety implications:**

The CRMP aims to enhance the safety of Norfolk's communities and businesses through effective risk management, prevention, protection, and response.

The CRMP prioritises the health, safety, and wellbeing of NFRS staff by addressing workplace hazards, occupational health risks, and mental health impacts associated with fire and rescue work. This includes improving health and safety data systems and support for mental health initiatives, such as suicide prevention strategies.

Our goal is to build a safe, healthy, and supportive environment that promotes both the physical and psychological wellbeing of all personnel.

#### **8.6 Sustainability implications:**

The CRMP will support NFRS's commitment to environmental sustainability and contribute to NCC's sustainability goals.

NFRS is focused on reducing its environmental impact through energy efficiency, decarbonising its estate, and transitioning to low-carbon technologies, including adopting electric vehicles and supporting sustainable infrastructure.

Additionally, procurement practices are aligned with sustainability principles, ensuring responsible sourcing that considers environmental impact, resource efficiency, and long-term sustainability.

#### **8.7 Any Other Implications:**

None

### **9 Risk Implications / Assessment**

The CRMP will detail how NFRS plans to manage and reduce risks identified in Norfolk's evolving risk landscape using data on geography, demographics, lifestyle, past incidents, and emerging risks.

It will address trends and challenges, such as population growth and new technologies like electric vehicles, assessing both key risks and their potential impact on residents, workers, travellers, and staff.

## 10 Select Committee Comments

N/A

## 11 Recommendations

1. To approve the timetable and approach for developing the Norfolk Fire and Rescue Service Community Risk Management Plan 2026-31 as set out in this report.
2. To comment on the key themes that will be explored as part of the development of the Community Risk Management Plan.

## 12 Background Papers

- [Report to Cabinet 5 May 2024 - Norfolk Fire and Rescue Service – HMICFRS Outcomes Cabinet Paper](#)
- [Link to Community Risk Management Plan 2023-26](#)
- [Fire and rescue national framework for England - GOV.UK \(www.gov.uk\)](#)
- Norfolk Fire Chiefs Council, [Community Risk Management Planning | Fire Standards Board](#)

### Officer Contact

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

**Officer name:** Anthony White  
**Telephone no.:** 07557 200711  
**Email:** anthony.white2@norfolk.gov.uk



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

We will form a working group of fire staff and firefighters for pre-engagement. A targeted group of stakeholders, representing key interest groups and those most impacted by our service, will be consulted to help shape our priorities.

### **Emergency Services & Partners** *(section 2.3)*

#### **Education and Young People:**

- Children and Young People Alliance
- Multi-Academy Trusts (e.g., Inspiration Trust, Educate Norfolk)
- Higher education (UEA, City College, Easton College)

#### **Health and Social Care:**

- Norfolk Public Health
- NCC Adult Social Care providers
- Norfolk Adult Safeguarding Partnership

#### **Inclusion and Community Representation:**

- Norfolk Coalition of Disabled People
- Norfolk Learning Disability Partnership
- LGBTQ+ groups
- Faith groups
- Ethnically diverse community organisations

#### **Housing and Community Development:**

- Residents Panel
- Flagship Housing
- Norfolk Community Foundation
- Selected grassroots community groups in priority areas

#### **Environmental**

- Norfolk Wildlife Trust and Environment Agency
- Key conservation and farming advisory group

# Cabinet

**Item No: 16**

**Report Title:** Hethel Access Infrastructure

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Fabian Eagle (Cabinet Member for Growing the Economy)

**Responsible Director:** Chris Starkie, Director Growth and Investment

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 4 July 2024

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

Hethel is a nationally significant technology, engineering and manufacturing excellence hub, home to Lotus Cars, Hethel Engineering Centre (HEC), Classic Team Lotus, and Turing Park.

A further 20 hectares of land is allocated in the Local Development Plan for advanced engineering and technology-based business. Improvements to the current access arrangements are needed to unlock the strategic growth.

Lotus Cars and HEC have separate plans to expand their operations with the potential to create a further 1,000 high value jobs and invest over £750m in the site, which would secure Lotus Cars' long-term car production future in Norfolk

Norfolk County Council (NCC) has worked closely with Lotus Cars and HEC, other interested landowners and South Norfolk Council to develop the access improvements that comprise a new roundabout, a diversion of Potash Lane through the allocation and closure of the existing Potash Lane junction, which will help unlock all the land and further growth at the Hethel employment allocation site.

To date NCC, with contributions from South Norfolk Council (SNC), has developed the concept design, completed the preliminary design, and prepared the information to secure full planning permission as part of the application for the Lotus Cars expansion. Detailed design is now complete, and work is focussed on drainage and ecological mitigation. The initial phase of environmental mitigation has commenced

on site. To support the investment in the site the council proposes to contribute £1m towards the delivery of the site access infrastructure.

Delivery of the scheme is being led by South Norfolk Council. The County Council contribution to the project will ensure its delivery to unlock a large employment allocation at an already thriving site and support direct investment in the site to secure its long-term future. With funding confirmed construction can begin December 2025 and the project will take up to 12 months to complete.

Bringing forward the allocation will support economic growth and investment in Norfolk, providing high skilled jobs and showcasing that Norfolk is a place to invest and grow world renowned businesses.

## **Recommendations:**

**It is recommended that Cabinet:**

- 1. Agree the contribution of £1m funding from existing Growth and Investment funds towards delivery of the project.**
- 2. Note and support the development and delivery of the access improvements to the Hethel strategic employment area and the economic benefits the scheme will deliver.**
- 3. Support the ongoing commitment by the County Council, Hethel Innovation, Lotus Cars and other local stakeholders to maximise training and job opportunities to benefit Norfolk residents and the local economy.**

## **1. Background and Purpose**

- 1.1. Hethel is a nationally significant engineering and manufacturing excellence hub and strategic employment location to the southeast of Wymondham which continues to expand. The site is home to Lotus Cars, Hethel Engineering Centre (HEC), Classic Team Lotus and the Turing Park businesses, and forms a key location on the Cambridge-Norwich Tech Corridor.
- 1.2. 20 hectares of land is allocated at Hethel in the Greater Norwich Local Plan for uses associated with, or ancillary to, advanced engineering and technology-based business and offers an opportunity for new business to locate and Lotus Cars and HEC to expand.
- 1.3. Improvements to the site access are needed to unlock the strategic employment allocation at Hethel. Both Lotus Cars and HEC have current expansion proposals and there is further land allocated that will be released. The purpose of this report is to set out the work that has been undertaken to support investment in the site and the route to delivering the project.



- 1.4. Lotus Cars submitted a planning application at the end of 2023. It was a hybrid application including outline proposals for an expansion of the existing factory onto part of the land allocated at Hethel in the adopted Greater Norwich Local Plan as a strategic employment site. It included in detail the Access arrangements to provide for the full allocated area. Planning permission was granted by South Norfolk Council in late 2024.
- 1.5. To support the private investment in the businesses and secure economic investment, and commitment, in the county to support jobs both at the site and in the supply chains, South Norfolk Council and Norfolk County Council have committed funding the design work and develop a package of capital funding to secure delivery of the scheme.
- 1.6. The provision of a roundabout and spine road will not only unlock the remainder of the allocated employment site but will also provide more appropriate infrastructure to support the growth of existing businesses. The scheme will improve traffic circulation around the employment and include provision for walking and cycling, which is well established at the site.

## **2. Proposal**

- 2.1 The proposal is to commit £1m of funding from Growth and Investment to support delivery of the access infrastructure. The infrastructure will unlock direct private investment to expand the existing manufacturing and engineering activities on the site through public sector led access improvements.
- 2.2 To date, Norfolk County Council (NCC) has been working with South Norfolk Council (SNC), Lotus, HEC and other interested stakeholders and landowners, to progress a new site access with the design being developed by NCC.
- 2.3 The design proposes a new three arm roundabout on the C186 Wymondham Road. The north arm of the roundabout will provide a spine road access through the allocation and join to Potash Lane northeast of the HEC site. Spurs off the spine road will provide access to the employment allocation. The design includes local pedestrian and cycling facilities to promote active travel.
- 2.4 NCC, with contributions from South Norfolk Council (SNC), has developed the concept design, completed the preliminary design, prepared the information to secure full planning permission and completed the detailed design
- 2.5 SNC has committed to secure the required capital funding work to secure a package of capital funding. Current preliminary costing for delivery of the scheme is £8.4m including fees and contingencies for risk and inflation.

- 2.6 Current committed funding is £5m from the Greater Norwich Growth Board (GNGB), £700k from South Norfolk and £700k for Norfolk capitalised from the £1.08m already agreed and spent on the design and planning process. The brings to the total committed funding to £6.4m.
- 2.7 SNC is seeking its Cabinet's authority for a contribution of a further £1m, to be considered on the 14<sup>th</sup> April. The NCC contribution of £1m towards project deliver will (subject to SNC agreeing its further contribution) complete the required funding package to deliver the access infrastructure. The table below sets out the funding sources.

<b>Funding</b>		<b>£m</b>
	GNGB	5.000
	SNC Committed	0.735
	NCC (Capitalised Design Fees)	0.700
	SNC TBC 14 <sup>th</sup> April Cabinet	1.000
	NCC contribution	1.000
<b>Total Funding</b>		<b>8.400</b>

- 2.8 SNC has engaged Hainstone, a Chartered independent firm of Construction Cost Consultants to lead delivery. As the project promoter, SNC will be responsible for all risks and costs associated with the construction of the project.
- 2.9 On site environmental mitigation work has commenced. The latest programme has the main works commencing December 2025 and the scheme will take up to 12 months to complete.

### 3. Impact of the Proposal

- 3.1 In carrying out the remaining stage of detailed design work and delivery of the access improvements the county council is enabling the full development potential of the Hethel Strategic Employment site to be unlocked. It demonstrates a commitment to the private sector to invest in Hethel and facilitate the expansion at HEC and Lotus and provide access to the remainder of the allocation.
- 3.2 The allocation, once delivered, will help attract new high-tech enterprises to the area which could ultimately lead to an increase in 1,000 jobs on the site. This will create space for businesses to scale and grow and is estimated to generate £57million GVA per annum once the site is built out. This is a hugely significant growth opportunity.
- 3.3 Since acquisition, Lotus Cars shareholders Geely and Etika have supported investment of over £500m into the infrastructure and product development for sports cars manufacturing at Hethel. Once delivered, the proposed infrastructure will enable the creation of a state-of-the-art Technology Park using £0.75bn of direct investment, with more than 55,800sqm (GIA) of new

manufacturing/ logistics/ office space and other development opportunities created for advanced manufacturing and engineering businesses on the remainder of the allocated land.

- 3.4 Lotus established its Norfolk facility in 1966 at Hethel initiating the development of an advanced manufacturing and engineering cluster which now comprises around 190 members. Lotus is currently one of the largest employers in the area with around 1,700 FTE. To secure long-term, sustainable growth, Lotus will transition production to hybrid and EV models. The long-term economic benefits to Norfolk and the UK are expected to include job retention, the potential growth of around 600 FTE new jobs (direct and indirect), exports worth approximately £1bn pa, wider benefits to the UK supply chain worth £250m pa and delivering against the country's economic growth and zero carbon ambitions.
- 3.5 The allocation, once delivered, will help attract new high-tech enterprises to the area which could ultimately lead to an increase in 1,000 jobs on the site. This will create space for businesses to scale and grow and is estimated to generate £57million GVA per annum once the site is built out. This is a hugely significant growth opportunity.
- 3.6 In support of continued growth and the transition to EV Production, Lotus Cars is developing a robust skills strategy for the near, medium and long term. This planning includes the required access to curriculum/provision development opportunities, staff training pathways, work inspiration (future talent pipeline) and the transferable employment opportunities from other industries.
- 3.7 In the medium/long-term the organisation has identified several key workforce requirements which include access to design, manufacturing and software expertise - Engineers (chemical, design & electrical), Data scientists (analysts & visualisers), and Digital (software developers, coders, AI and simulation), in addition to technicians and production staff. Specialist skills are also identified in the fields of dynamics, compliance, controls and EV materials & structure.
- 3.8 In employment & skills outcomes, the Lotus/HEC development provides a significant opportunity in the creation of higher skilled/higher earning roles. In economic output and based upon average salaries for the anticipated technical roles, this equates to an indicative £32.5M of salary per annum, applied across the additional workforce identified.
- 3.9 NCC Employment & Skills are in dialogue with Lotus Cars as to prospective support from the Skills Bootcamps and Adult Skills Fund (ASF) programmes – aligning these where possible to workforce training requirements

#### **4. Evidence and Reasons for Decision**

- 4.1 Both Lotus and HEC have plans for expansion with Lotus planning to expand production of a new electric vehicle range as part of the Lotus Vision80

Strategic Transformation Plan and HEC expanding to enable more engineering and advanced manufacturing start-ups to move to the area and collaborate within the manufacturing, engineering, and automotive cluster.

- 4.2 Work carried out by the local authorities has shown that improvements to the existing access arrangements for the Hethel Employment area are required to put in place the conditions to support the take up of the allocation and support the existing businesses to expand and encourage new businesses to locate here.
- 4.3 The access infrastructure work has progressed to the preliminary design stage, and this has been funded by NCC and South Norfolk Council to support the investment at Hethel and open up the whole employment site. The preliminary design work has provided sufficient detail for the access proposals to be included in the Lotus Cars planning application for their expansion of operations at Hethel that South Norfolk resolved to approve on 8 May 2024 and the decision notice issued in October 2024.
- 4.4 For the Value for Money (VfM) assessment of the proposed scheme, its benefits have been considered through the GDP impacts of the newly created jobs unlocked by the proposed Hethel Infrastructure Scheme. These benefits have been compared to the scheme's costs over a 10-year appraisal period under the Core scenario. The resulting BCRs is 5.4, implying very high VfM.
- 4.5 As funding and planning consent have been secured work will commence to deliver the access improvements required to unlock this strategic employment site.

## **5. Alternative Options**

- 5.1 The alternative option is not to progress the Hethel access infrastructure project. This would lead to uncertainty in take up and delivery on the site potentially undermining confidence of external investment, putting at risk growth and jobs at this strategic employment allocation.

## **6. Financial Implications**

- 6.1 Ongoing scheme development is funded from existing budgets. Norfolk County Council is contributing to the delivery of the project but will not bear any financial risk associated with capital delivery of the scheme.

## **7. Resource Implications**

**7.1 Staff:** Resources allocated within existing teams, supported by specialists and experts from WSP through the County Council's existing term contract.

**7.2 Property:** NCC will need to acquire land from Lotus, Hethel Innovation and Hethel Properties to allow for the construction of the new road and roundabout which will become public highway. There is an agreement in principle with all three landowners that the land will be transferred to the County Council for no fee. If in the future the project was to not proceed then the land would revert back to the ownership of the original owners. NpLaw will act on behalf of the County Council and oversee each transaction.

**7.3 IT:** None

## **8. Other Implications**

**8.1 Legal Implications:** Delivery of the scheme through South Norfolk will require Legal Agreement, likely to be under Section 278 of the Highways Act (1980), to allow works to be constructed and protect the county Council's interests.

**8.2 Human Rights Implications:**  
None.

**8.3 Equality Impact Assessment (EqIA) (this must be included):**  
EqIA has been undertaken through the preparation of the South Norfolk Local Plan that has located the site. The scheme provides the detail of how the allocated site will be accessed and any further work required on EqIA has been done as part of the usual process of highway design.

**8.4 Data Protection Impact Assessments (DPIA):None**  
Guidelines state that *"This procedure applies to all staff engaged in the processing of personal data particularly those involved in introducing new ways of processing personal data."* This project does not involve processing any personal data.

**8.5 Health and Safety implications (where appropriate):**  
None.

**8.6 Sustainability implications (where appropriate):**  
**All key decisions must be considered and a statement made for their environmental impact and for their alignment to Intergovernmental Panel on Climate Change guidance.**

The detailed design of the scheme will not have sustainability implications. The scheme will include facilities for active travel to complement the access improvement and facilitate these movements about the employment site. The process of plan making that allocated the site has been the subject of

Sustainability Appraisal and Strategic Environmental Assessment carried out by South Norfolk Council. The planning approval process has put in place conditions to protect the local environment and habitats of protected species.

#### **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 consider.

### **9. Risk Implications / Assessment**

9.1 . The design work has its own risk register. South Norfolk Council will be responsible for all financial and delivery risks.

### **10. Select Committee Comments**

10.1 Select Committee has not considered this project.

### **11. Recommendations**

**It is recommended that Cabinet**

- 1. Agree the contribution of £1m funding from Growth and Investment towards delivery of the project.**
- 2. Note and support the development and delivery of the access improvements to the Hethel strategic employment area and the economic benefits the scheme will deliver.**
- 3. Support the ongoing commitment by the County Council, Hethel Innovation, Lotus Cars and other local stakeholders to maximise training and job opportunities to benefit Norfolk residents and the local economy.**

### **12. Background Papers**

12.1 WSP Technical Note Hethel Infrastructure VfM Assessment. (December 2023)

**Officer Contact**

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

**Officer name: Richard Doleman**

**Telephone no.: 01603 223263**

**Email: [richard.doleman@norfolk.gov.uk](mailto:richard.doleman@norfolk.gov.uk)**



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# Cabinet

**Item No: 17**

**Report Title:** Norfolk County Council Companies Business Plans

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Andrew Jamieson (Deputy Leader and Cabinet Member for Finance)

**Responsible Director:** Harvey Bullen, Director of Strategic Finance

**Is this a Key Decision?** No

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

The County Council has created several companies to assist in the delivery of the Council's aims and objectives.

This report seeks Cabinet approval for each of the four main companies to operate within their 2025-26 Business Plan as approved by their respective Boards.

A number of the Business Plans have already been reviewed by the NCC Companies Governance Panel at their meeting in February and are recommended for Cabinet consideration.

In order to aid good governance, Cabinet is responsible for reviewing and approving the 2025-26 Business Plans for Hethel Innovation Ltd, Independence Matters C.I.C, Norse Group Limited and Repton Property Developments Limited to ensure they reflect the aspirations of the shareholder.

## **Recommendations:**

### **Cabinet is asked to:**

1. Review and approve the Hethel Innovation Ltd 2025-26 Business Plan in Appendix A.
2. Review and approve the Independence Matters C.I.C 2025-26 Business Plan in Appendix B.
3. Review and approve the Norse Group Limited 2025-26 Business Plan in Appendix C.
4. Review and approve the Repton Property Developments Limited 2025-26 Business Plan in Appendix D.



## **1. Background and Purpose**

- 1.1. The 2025-26 Business Plans of the Council's four most significant companies have been approved by their respective Boards.
- 1.2. The NCC Companies Governance Panel reviewed the draft 2025-26 Business Plans for Norse Group Ltd, Hethel Innovation Ltd and Repton Property Developments Ltd at their meeting on 11 February 2024 and agreed that they should be recommended to Cabinet for approval, subject to final approval from the relevant Company Boards. The Business Plan for Independence Matters CIC was not available for the Panel as the Council was reviewing its commissioning requirements from the Company. However, the Board have considered and approved the Business Plan presented here for Cabinet consideration.
- 1.3. In accordance with the Financial Regulations, the Business Plans for the period to 31 March 2026 are presented to Cabinet for final approval.

## **2. Proposal**

- 2.1. Cabinet is asked to review and approve the four 2025-26 Business Plans set out in Appendices A-D of this report.

## **3. Impact of the Proposal**

- 3.1. Approval of the Business Plans will help to ensure that the directors of the four companies are clear on the shareholder's requirements, and Cabinet is fulfilling its responsibilities to monitor and receive reports on the Business Plan of a Norfolk County Council owned company.

## **4. Evidence and Reasons for Decision**

- 4.1. Each company's board has approved a 2025-26 Business Plan and are seeking Cabinet's consent to operate the company in accordance with their Business Plan.

## **5. Alternative Options**

- 5.1. NCC, as shareholder, could set alternative objectives for the company and request a revised Business Plan.

## **6. Financial Implications**

- 6.1. These are set out in each attached Business Plan.

## **7. Resource Implications**

### **7.1. Staff:**

None. Each company employ their own staff apart from Repton Property Developments Limited. Repton Property Developments Limited utilises NCC staff and reimburses NCC for the cost of their time.

### **7.2. Property:**

None. Although the intention is for NCC to continue to sell surplus land at market value to Repton Property Developments Limited. The sites will then be developed, and the new homes sold to the public or a housing association.

### **7.3. IT:**

None for NCC.

## **8. Other Implications**

### **8.1. Legal Implications:**

None for NCC.

### **8.2. Human Rights Implications:**

No specific human rights implications have been identified. The directors of each company are responsible for ensuring compliance with relevant legislation.

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

None. The directors of each company are responsible for ensuring compliance with relevant legislation.

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

None.

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

The directors of each company are responsible for discharging the health and safety duties of the company.

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

No specific implications, although company boards are mindful of NCC's aspirations and expectations as articulated in shareholder directions to each company.

### **8.7. Any Other Implications:**

None.

## **9. Risk Implications / Assessment**

- 9.1. If Cabinet decide not to approve the business plans, it runs the risk of causing operational delay and additional costs for each company. Each company has its own comprehensive risk register which is monitored and managed by the company directors.
- 9.2. It should be noted that the Business Plans presented for Cabinet represent the current planning position for each of the companies and reflect their requirements at a point in time. There is a need for the companies to be flexible and potentially to respond to changes in their operating environments. Any material changes in a company's Business Plan would be considered by the respective Boards and then reported to Cabinet during the year as required.

## **10. Select Committee Comments**

- 10.1. None, although the proposed business plans for Hethel Innovation Ltd, Norse Group Limited and Repton Property Developments Limited, were considered by the Company Governance Panel in February 2025. The Panel provided comments on the draft Business Plans, which have been taken into account in the final plans presented to Cabinet.
- 10.2. The Company Governance Panel discussed the Norse Group Limited Business Plan in detail and noted that this was subject to final approval by the Norse Board in March 2025. It was also noted that the NorseCare contract ends in March 2026, and as a consequence, the proposed Norse Group Business Plan makes no assumptions about the continuing delivery of these activities beyond 31 March 2026. As part of good contract management and governance, detailed discussions about the strategy and approach to delivery post March 2026 are underway between ASSD Commissioners and Norse Group. Details of the approach to Norfolk County Council's Owned Residential Care provision and post-March 2026 Residential Care Contracts were set out in the [report of that title considered by Cabinet 4 November 2024](#).

## **11. Recommendations**

### **Cabinet is asked to:**

1. Review and approve the Hethel Innovation Ltd 2025-26 Business Plan in Appendix A.
2. Review and approve the Independence Matters C.I.C 2025-26 Business Plan in Appendix B.
3. Review and approve the Norse Group Limited 2025-26 Business Plan in Appendix C.
4. Review and approve the Repton Property Developments Limited 2025-26 Business Plan in Appendix D.

## 12. Background Papers

12.1. None.

### Officer Contact

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

**Officer name:** Titus Adam

**Telephone no.:** 01603 222806

**Email:** [titus.adam@norfolk.gov.uk](mailto:titus.adam@norfolk.gov.uk)



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## Hethel Innovation Ltd - Business Plan

April 2025 – March 2026



### We are HIL, this is our story.

Hethel Innovation Ltd celebrates its 15<sup>th</sup> anniversary in February 2026. Leading up to this milestone, we will have leveraged our knowledge and experience to shape our business as both mature and strategically structured. As we continue our growth journey, expanding our revenues and staying true to our core mission, we remain steadfast in our commitment to supporting organisations driven to innovate, scale and deliver economic growth.

Our primary purpose is to support any business that is innovating.

We are the true **Champions for the Game Changers**. Those innovating business and their people who seek to do what others feel cannot be reached or achieved. We are **Customer Centric** to our core, exclusively business led. Our success is measured only by the impact on those we seek to support.

- We create a working **Solution-Based Culture**. Enabling innovation knowledge to be exchanged and challenged. We know what essential Game Changing insight is coming, and we know what's with us now.
- We scope, create, build and operate **Sites of Innovation Excellence**. Specific to sector, location and needs. Key centres of inspiration and excellence.
- We work exclusively with trusted business partners and networks, **we support with the 'day to day' and the 'day tomorrow'** by curating knowledge and building clusters, communities and local supply chains.

## We are underway with the 5-year journey of growth.

Growth in business is rarely linear, made the more challenging when an organisation seeks to pivot towards new opportunities rather than building upon what it knows. In the case of HIL our growth is based on building greater sustainable revenues from new locations via relevant services for our customers.

Pursuit of new opportunities via steady, managed and timed business change suggest we follow a framework favoured by those skilled in startup, **Forming, Storming, Norming, and Performing**,

This framework can be applied to understanding business growth as an organisation progresses through a risk rated and measured lifecycle. Each phase can represent a critical stage in our evolution and offer insights into challenges and opportunities that arise during growth.

A 'startup' mentality is beneficial as each phase has distinct challenges that must be addressed for a business to progress. Success requires adaptability, leadership, and understanding of HIL's needs at each of the 4 stages. Done well we can transition the businesses from change to maturity while fostering sustainable success.

	Year 1 to Year 2	Year 2 to Year 3	Year 3 to Year 4	Year 4 to Year 5
<b>Forming - Launching new ideas.</b>	Senior Team to Clearly define the strategic mission, vision, and goals. Start to focus on the groundwork needed to build and apply a 5 year the business plan. To assemble resources, structures and establish what opportunities we are aiming for and the business processes to developed. <b>Key actions for HIL</b> - Clarity on the strategy and purpose. Roles and process need to be clearly defined. Clear objectives and seek collaboration between team, customers and stake holders.			
<b>Storming - Growing without pain.</b>		Scaling Operations, refining processes whilst managing an expanding business that must remain routed in its core functions. Key Actions for HIL - Keep goals in line with expectations, balance growth with the development of new process and operating model, strengthen leadership and management		
<b>Norming - Time to stabilize</b>			Start to find the rhythm and structure. The team is aligned, right people in the right place doing the right thing. Time to focus on efficiency, productivity and refinement. <b>Key Actions for HIL</b> - Keep all motivated during this key stage, manage scale without sight of purpose and culture. Focus and invest in people development, customer retentions via product refinements and increased	
<b>Performing - Maturity</b>				Seeking now to operate a transformed business with peak efficiency, delivering consistent results in line with plan and forecasts. Seeking to recognised as market leader. <b>Key Actions for HIL</b> - Remain competitive and aware of market changes. Continue innovation journey, build on brand identity.

## HIL's key objectives for the next 12 months

*“When a Lion yawns it's not sleepy. its waking up.”*

- Enable Growth Strategy - Referencing Strategic Objective Three - *To implement an effective business model and structure to enable significant growth.*  
Achieved by using a 3R's management technique known as: **Reframe, Restructure, Revitalise**. Further details to be found in attached appendix1.0
- Establish a Finance and Risk Committee - With planned changes to the current operating model, and the investment required to drive growth through new revenue streams and site expansions, a Finance and Risk Committee will be essential. The Committee, an evolution of the current Audit Committee will meet regularly and seek to provide critical oversight of many key strategic projects, thereby playing a pivotal role in supporting the Board of Directors by ensuring the business's financial health and effective risk management.  
  
By safeguarding financial stability, maintaining compliance, and proactively addressing potential risks, the committee will enhance the Board's decision-making capabilities and bolster shareholder confidence.
- Maintain Current Performance – Throughout this forming year the HIL team will ensure appropriate resources and focus is available to perform in line with current 24/25 KPI's, performance and results.
- Apply, enable and promote our revised purpose Statement – **We are the Champions for the Game Changers**. Leveraging our expertise, network, and technology to develop and deliver solutions that consistently empower and support our clients' operations.
- Clean Energy Cluster – Develop a comprehensive strategy and action plan for establishing a Clean Energy Hub at Scottow Enterprise Park thus supporting and enabling Game Changing clients to remain and grow.
- Develop business services model. – Business led services are the route to the creation of appropriate, additional revenue drivers.
- Start the revenue focused journey – To plan, within the 5 year strategy to develop appropriate, risk-rated revenue drivers that both enable our growth ambitions yet reduce short term borrowing facility in favour of accessible reserves.

## Key Performance Indicators

Our KPIs relate to the objectives set out in this year's business plan, split between the need to maintain our current performance and outputs whilst implementing change that will bring about growth and future new revenue streams. As always, these are shared goals to be achieved by greater collaborative working between the HIL teams and its stakeholders that ultimately drive us towards delivering economic outputs and financial stability. This year, we will:

Deliver economic growth through:

Establishing a **Tenant Finding Task Force** to best reach and/or maintain the continued high average lettable space occupancy rate of 85% at Scottow Enterprise Park and 98% at Hethel Engineering Centre, in light of current and future known changes on both sites.

To build out the HI Five innovation business support model and enable, for the first time both tenants and non tenants access to the programs.

Increase the percentage of actively engaged community members to 30% at Hethel Engineering Centre, 30% at Broadland Food Innovation Centre, and 15% at Scottow Enterprise park using a dedicated, onsite business support and event personnel.

Establish a baseline to measure Average Customer Satisfaction and Business support engagement.

Return the level of overdue debtors to below 10% of turnover and bad debt to 4% or less of annual turnover.

Target staff turnover below 20% across all HIL departments.

Introduce 40:40:20 rule - As a percentage of time 40% Business Operations, 40% Strategy and 20% Personal development and projects.



## Financial Overview

The challenges in financial stability inherent in HIL's current rental-focused model have made it difficult for the business to deliver on its economic growth mandate. The solution to this is growth.

In order to deliver growth, HIL is proposing the completion of a new operational management team to sit underneath the SLT and enable them to think and act strategically; and the introduction of a Finance and Risk Committee to consider the allocation of resources to positive ROI projects.

The budget has been prepared with these two strategic changes in mind, but otherwise on a status quo basis, as strategic projects and their additional costs and income will be presented to the Finance and Risk Committee during the year. Consequently HIL is budgeting an accounting net profit for the 25-26 financial year of £26k, made up as follows:

### 2025/2026 P&L Budget

<b>Revenue</b>	<b>£000</b>
Rent and recharges	3,700
Other site income	245
Site operator fees	220
Innovation and business services	151
	<b>4,316</b>
<b>Expenditure</b>	
Salaries and related costs	(1,598)
Premises direct costs	(570)
Other expenditure	(1,995)
	<b>(4,162)</b>
<b>Other income including grant income</b>	<b>158</b>
<b>Interest payable</b>	<b>(277)</b>
<b>Profit before tax</b>	<b>35</b>
<b>Tax on profit</b>	<b>(9)</b>
<b>Net profit</b>	<b>26</b>

The above profit is forecast before the cash expenditure HIL is obliged to pay due to its capital and loan obligations relating to Hethel Engineering Centre; once those are taken into account, a cash outflow of £422k is predicted.

As the business currently has a better than forecast cash position, HIL intends to repay approximately £450k to the short-term credit facility it holds with NCC, so based on the status quo budget alone it will end next year in a better cash position than it is currently.

HIL will also be approaching the Board via the Finance and Risk Committee to request additional resources to fund positive ROI projects as appropriate.

# Independence Matters Group

## *Business Plan 2025-26*



Independence  
**Matters**



I **Matter** | Choice **Matters** | Carers **Matter** | Colleagues **Matter** | Excellent support **Matters**



We are 'here  
because we care'  
to support people  
to 'live the life  
they choose' and to  
elevate the moments  
that matter in life.



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# 1. Summary

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Our Business Plan for the next twelve months to 31 March 2026, is outlined in this document.

Group profit for 2025-2026 is expected to be small £34,480, 0.2% before transformation costs moves it into a loss-making position before tax.

The overall group deficit position is driven by Home Support Matters (HSM) predicting a loss of £192,627. HSM has a sound business model that is currently challenged by the combination of a lack of referrals compared to contract assumptions in the East Principal Provider Contract (EPPC) awarded by Norfolk County Council (NCC) in 2024-25 and the pressure of wage oncosts recently announced by the government.

As for many other providers, the 2024 Autumn Statement and the increases to the National Minimum Wage (NMW) and National Insurance (NI) Employer contributions has significantly increased the staffing cost pressures for both companies. The proposed annual uplift for 2025-26 from NCC does not fully fund these pressures, reflecting government decisions not to provide local authorities with funding for NI changes or to exempt care providers from these increases, and will take HSM into a loss-making position for the year.

An increase in the East PPC hours and securing another Principal Provider Contract with NCC in 2026 is therefore key to ensuring the long-term sustainability of HSM.

In response to these pressures, IMG is putting in place a Profit Improvement Plan through which IMG Board will review

and monitor the baseline performance for both companies, implementing cost control measures whilst ensuring we are running safely.

At the time of authoring this report, IM are reviewing the 2025 Service Category Contracts, received from NCC Adult Social Services Department (ASSD). Therefore, the IM financial budget for 2025-26 is based on assumptions on value and delivery volume continuing at 2024-25 levels, but it is recognised that this will need to be kept under review. HSM 2025-26 budgets are clearer, as the income is made up of a variety of block and framework contracts with a known or predictable volume of delivery hours.

Key to IMG 2025-26 financial budget will be the annual contract uplifts received from NCC and Suffolk County Council (SCC) and how we can translate that into appropriate pay awards. IMG's biggest cost is its staff, and we need to be competitive to attract and recruit quality staff and in turn deliver quality services.

The Senior Leadership Team, supported by the Board, are mindful of the need to ensure services are delivered at a small yet positive margin year on year to prevent erosion of reserves which are necessary to achieve the longer-term service transformation in partnership with ASSD.

In the context of this challenging operating environment, it is recognised that the 2025-26 budget may need to be subject to adjustment to respond to changing circumstances and shareholder expectations. Any material changes will be reported to the Company Board and, if required, to NCC as shareholder.

## 2. Our Purpose

---

We believe that 11 years on, our core purpose remains unchanged;

*enablement + prevention  
= independence*

which we deliver through providing community-based, in-home, and replacement care services and support.

We offer packages of support that enable independent lifestyle choices, preventing individuals and their families/carers from becoming isolated, lonely, and dependent.

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We believe that IMG is still relevant within the Norfolk and Suffolk care market and are delivering quality support that, aligns to our shareholder's strategic ambition for;

"...people to have **choice and control** about the services they receive and to be **independent**, with a specific intention to reduce reliance on bed-based care but for when this is essential, to improve wrap-around care within residential settings and to **support** the residential market to be able to **meet complex care needs**."



We understand that the overarching aims of the Council with regards to Adult Social Care are to:

- ✓ **Increase access** to reablement, equipment and assistive technology.
- ✓ **Increase home care** capacity to enable people to remain in their own homes.
- ✓ **Increase Independent Living (IL)** provision and the transformation of Housing with Care (HwC) to meet current need.
- ✓ **Improve the join up** with the Integrated Care Board (ICB) on services designed to avoid admission to hospital and for those who are admitted increasing access to recovery services.
- ✓ **Improve the support** for carers including more effective short-term services for planned and unplanned replacement care.
- ✓ For **Day Services** to be Transformed.

We can support our shareholders to meet the changing needs and aspirations of the citizens of Norfolk, providing support and solutions to people with increasingly complex needs across working age adults and older people. We are your Norfolk-based care provider and a large employer.

To be sustainable, we should be large enough for economies of scales across services and the county, yet small enough and locally based to have the interests of the community we serve and both customers and employees at the core of all we do.

# Core Mission, Vision, and Values

**Our mission, vision, and values currently remain unchanged.** Our mission is tangible and meaningful to our colleagues and describes what they strive to do every day and our values are embedded and central to decisions that we take.

What we strive for is continuous improvement in the support we provide and a future where people we support can achieve. Our ambition is to be an exemplar in Norfolk both as a provider of care and as an employer.

## Our Mission

is to empower individuals, their families/carers to live the lives they choose and remain independent.

## Our Vision

is to be the social care provider of choice; for our customers (individuals, families, and commissioners) and our employees.

## Our Values

### I Matter

We are passionate about individuals; respecting their dignity, valuing diversity, and committed to equality. We support people to be in control of their lives.

### Choice Matters

We are passionate about ensuring that our customers and communities are empowered to make choices in their lives and are at the heart of everything we do.

### Carers Matter

We are passionate about being there for carers. We will support carers to enable them to continue their caring responsibilities, giving them as many opportunities for supportive respite as we can.

### Colleagues Matter

We are passionate about our colleagues and believe they are our most important asset.

### Excellent Support Matters

We are passionate about high quality support. We will be enterprising as a company, adding extra value for our customers.

Our approach remains based on three interdependent themes '**Social Impact, Inclusive Governance and Financial Sustainability**'.



## 2. What We Do – Our Services

- ✓ IMG is responsible for a comprehensive **range of adult social care services** across the whole of Norfolk and the Waveney Valley.
- ✓ Across the group approx. **750 staff** (headcount) deliver support to **800 plus customers** with a combined income of approx. £18,566m. This excludes fluctuating emergency and crisis support interventions.
- ✓ Over the last 11 years we have seen an **increase in the complexity** of customer's needs, and commissioning patterns alter, so we provide for less customers overall, but they have higher needs with many requiring 121 supports.
- ✓ A **number of locations** and buildings are in use to deliver the services.
- ✓ IM **provides care services** from 16 separate locations across Norfolk as well as from and into customers' homes.
- ✓ **HSM coordinates home care** into customers' homes from its Beccles Branch and provides care into four LD Supported Living Schemes.
- ✓ Services are underpinned by a combination of:
  - **Central Government** policies around personalisation, independence, and empowerment,
  - **NCC ambitions** for Norfolk citizens and adult social care services commissioning statement,
  - **Demographic developments** driving rising demand,
  - As well as **customers' personal preferences**.

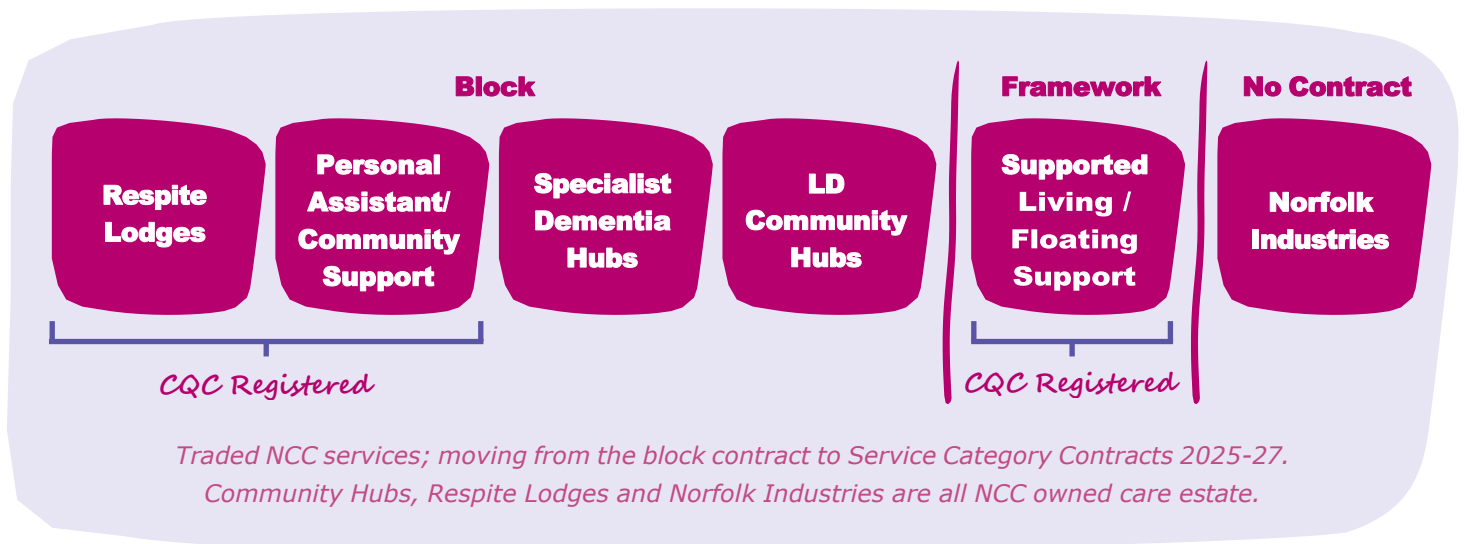


# Independence Matters Services

IM is a provider of **support and enablement services** for working age adults and older people with; learning disabilities (LD), autism, dementia, associated physical disabilities, physical health and mental health problems through a variety of service lines; Day Opportunities, Personal Assistant Support, Replacement Care, Supported Living, Floating Support Services and Sheltered Employment.

We are a community-based business, serving the whole of Norfolk. We support people to play an active part in their local communities and to access the wide range of opportunities and facilities available to them.

## IM Strategic Partnership Agreement and Service Category Contracts



### Replacement Care Support (planned respite and emergency)

CQC registered bed-based services provide planned respite support for family carers to enable them to have time away, so that they can continue with their caring responsibilities.

Operating from three specially designed NCC premises, where we hold Tenancies at Will, in Sprowston, King's Lynn and Repps with Bastwick, replacement care support is also available to individuals and families in times of crisis such as illness or other emergency situations under Safeguarding and Adult Protection Placements. The

Lodges also provide accommodation for people discharged from hospital or transitioning to more independent living.

### Personal Assistant/Community Support

CQC Registered 24/7 support packages to individuals enabling people to lead active lives in their own communities, promoting social inclusion and access to opportunities and facilities in the community, and supporting people to live as independently as possible for as long as possible. This can include support to get out with friends, taking up hobbies, being a volunteer, getting paid work, going on holiday,

**Continues on next page >>**

transitioning to more independent living.

The service can also offer practical support with daily tasks into the home such as assistance with personal care, medication, shopping and preparing meals. Support includes responding to people in times of crisis, illness, and end of life care.

### **Community Hub Day Opportunities Services**

Teams working across 10 building-based NCC resources with Tenancies at Will, offer a range of day opportunity activities, opportunities for learning (Customer Learning Programme), information, and guidance to people and their families.

*Our services are flexible and tailored to the specific needs of the individual.*

---



Making links and partnerships with the community and local groups and businesses. This service provides daily replacement care and is also available to families in times of crisis such as illness or other emergency situations. There are four specialist dementia support services.

### **Supported Living and Floating Support Service**

CQC registered support for 40 people living in tenanted schemes across the County. In addition, we provide light touch 'floating support' to people in the community.

This support is designed to enable people to live independently for as long as possible at home. We offer practical advice on matters such as paying bills, tenancy issues, staying safe and medication. This support can be on-going, in times of crisis or when there are difficulties with finances and other arrangements.

Our services are flexible and tailored to the specific needs of the individual from an hour a week to round the clock support, seven days a week.

Small additional income streams come from:

- **The NHS** via Continuing Health Care monies.
- **Older people** whose access to a day service is self-funded.
- **Norfolk Industries**, our sheltered workshop which manufactures pet bedding from waste paper.
- **Occasional sessional hire** of hub rooms to community groups and like-minded voluntary organisations.



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### Norfolk Industries for Disabled People

The sheltered NCC workshop/factory environment manufactures pet bedding. It is a small business, with seven paid employees and half the workforce comprise of **employees with disabilities**. The company manufactures high quality, planet friendly pet bedding products by recycling waste material, selling to the British market, its largest contract being with Pets at Home, and exporting products into Europe.

Norfolk Industries thinks workability, not disability offering Employment Skills and Work Placement opportunities through its EVOLVE programme and offers volunteering opportunities, enabling people to gain skills and laying the foundations towards paid employment.

*Enabling people to gain skills towards employment.*

---



# Home Support Matters Services

## Home Support Matters CIC

Delivers a wide range of **home and specialist care** services across Norfolk and the Waveney Valley region of Suffolk.

We provide domiciliary care, live-in care, reablement care for those recovering from illness or injury, care for the elderly, expert clinical care with nurse oversight, crisis support, flexible support for people with dementia and supported living/floating support for people with disabilities. All services are CQC Registered.



## Home Support Matters Service Contracts – no large block agreement

### Dynamic Purchasing Frameworks and Blocks

Home  
Support /  
Live In Care

Home  
Support  
Continuing  
Healthcare

Caring  
for Better  
Outcomes  
Reablement

East Principal  
Provider  
Contract  
(2024-34)

Rapid  
Response  
Support

Supported  
Living /  
Floating  
Support

*CQC Registered*

*Mixture of framework spot and small block contracts/pilots with Norfolk County Council and Suffolk County Council.*

## Home Care

Provides ongoing support for individuals who want to remain in their own homes within their local community. Care provision is provided around the person's needs and routines.

Many people are opting for care at home because it puts them back in control of the support they receive. With one-to-one personal support, ranging from 30 minutes a week to four visits a day or overnight support, our care plans are designed around the individual.

## Live-in, Care At Home

Individuals can also opt for a live-in care worker at home which offers a valuable source of companionship. Seeing a familiar face every day, brings comfort, and a feeling of safety and friendship.

## Reablement Support

Reablement provides intensive person-centred home support for a period of up to six weeks to help people regain as much independence as possible. The service is

**Continues on next page >>**

provided free for up to six weeks or until support needs have stabilised. If on-going needs have been identified, alternative provision will be facilitated. The support may be provided to prevent an admission into hospital or to support a hospital discharge. The service is centred around personal needs and will focus on enhancing the person's quality of life. The service does not carry out tasks that customers are able to manage themselves but will ensure that they are confident and able to manage tasks before support is reduced or withdrawn.

### **Continuing Health Care (CHC)**

Offering continuing health care home support to provide care for patients with a primary health care need who are eligible for NHS CHC funding. This enables patients to achieve the best possible quality of life, through working with other health services, especially GP primary medical services, specialist palliative care services, mental health, learning disabilities and community social care. Our continuing health care patients are case managed by a Registered Nurse.

*Our care plans are designed around the individual.*

---

### **Flexible Dementia Service**

Provides support to enable people with dementia in a crisis or an apparent or predicted deteriorating situation to remain living at home. The service provides a specialist intermediate care and support service for people with dementia that is

focused on reablement and sustaining people's capacity to maintain their independence. The support can offer same day, short-term reablement support, working closely with Dementia Intensive Support services, other reablement and other Admission Prevention services. Consideration of needs and potential for Assistive Technology/Telecare, are a central part of the service to support the person/family carer.

### **Rapid Response**

This service delivers an unplanned rapid response night sitting service that supports customers to remain in their own home and reduces the need for admissions to hospital or a care home while the individuals normal care is unavailable. The unplanned night sitting service is arranged by the Emergency Duty Team daily in accordance with the customer's needs. Deployment of the team is across the county of Norfolk.

### **Supported accommodation**

Offering an alternative to residential care and empowering individuals to choose the right amount of support - how and when they need it - so that they can lead an enriching and fulfilling life.

### **Floating support**

Individuals can choose to live independently in their own home with as much or as little support as they need.

### **Shared supported living**

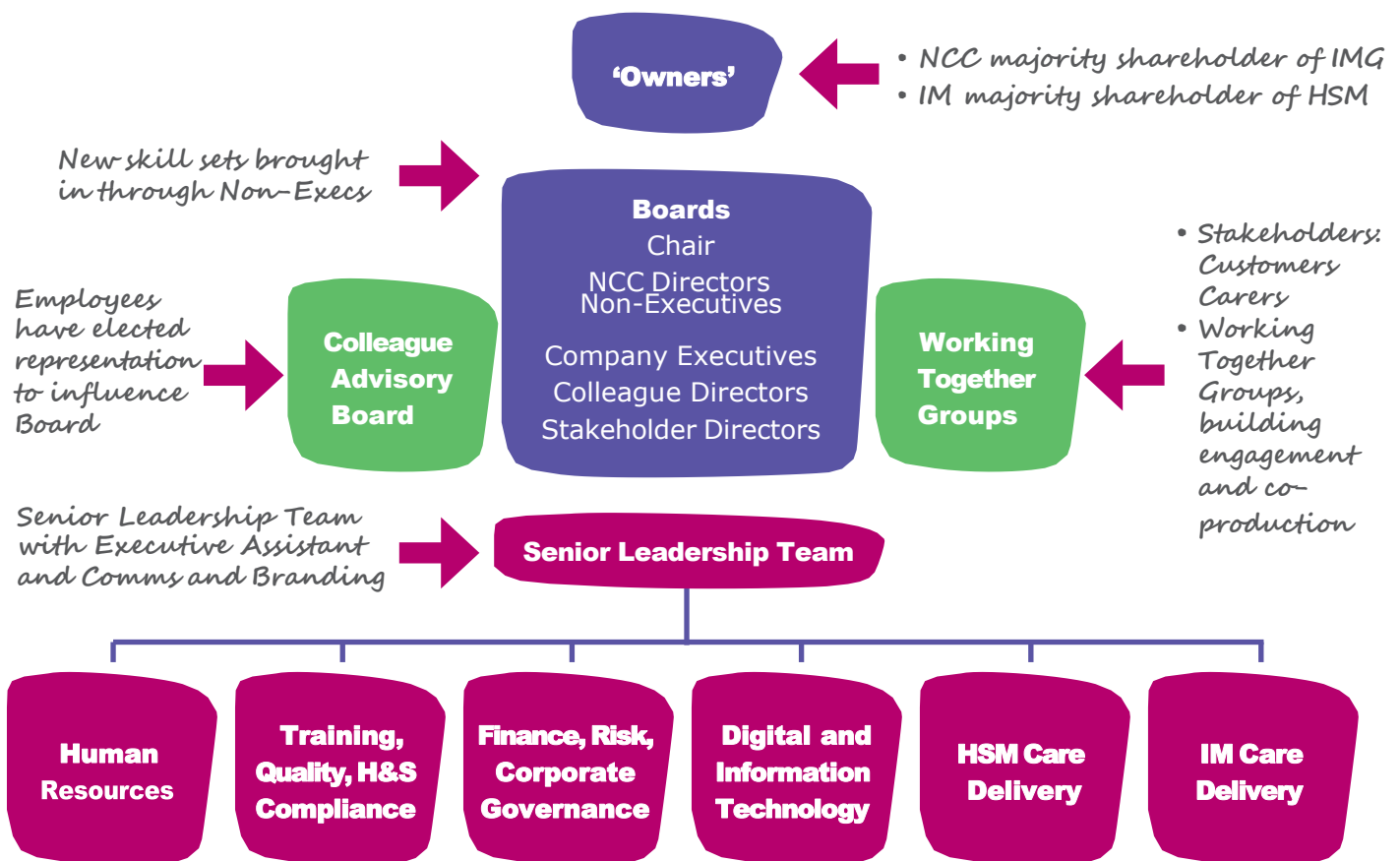
We support individuals who might want to live independently but are not yet ready to live alone. Individuals have their own space but benefit from socialising with other like-minded people, sharing the communal spaces and sharing the costs of household bill.

# 5. Organisational and Governance Structure

## Internal Organisational Structure

IM has an internal governance structure based on the following principles:

- **Council representation on the Board;** to bring the shareholder voice and controlling stake to decision-making.
- **Employee representation on the Board;** to bring the employee voice to decision-making.
- **Stakeholder representation on the Board;** to bring the customer and carer voice to decision making.
- **Non-execs adding to the Board:** bringing the right combination of business acumen, challenge and local networks.
- **Senior Leadership Team:** with the right executive skills to run a LATCO.





## 6. Financial Budget

---

The 2025-26 budget is the start of a significant journey for Independence Matters (IM) and Home Support Matters (HSM). Both companies will be under **significant financial pressure in the short to medium term** with planned losses whilst building a combination of efficiencies and scale.

The focus of both companies will continue to be **supportive of the ASSD transformation agenda** as well as being a quality provider at a competitive price. HSM has a business model at market price that requires further volume in order to create a sustainable outlook. IM requires transformation investment in order to reshape its cost base and align its services with the ASSD commissioning intentions.

There is already a **Profit Improvement Plan** underway. This will have significant focus on efficiency savings to ensure the cost base is fit for purpose alongside driving growth to create economies of scale.

Independence Matters is Teckal compliant, enabling direct contract awards to the group (on a competitive basis), to support the drive for economies of scale and support the care market sufficiency/stability.

IMG is focused on **creating long term financial benefit for NCC/ASSD** by achieving unit cost reductions.

It is recognised that the Investment Plan and Profit Improvement Plan may need to be flexed to weather inflation and national minimum wage movements. Any significant changes will be presented to the IMG Board and, if required, to NCC as shareholder.

The 2025-26 Financial Plan may also be subject to adjustment following quarterly review and monitoring of key financial indicators, adjusted service delivery volumes, and associated income. Performance against budget will be reported to Board and the Shareholder at appropriate points during the year.





## Financial Headlines: *Group*

£	2024-25	2025-26
Independence Matters	14,454,587	15,388,595
Home Support Matters	4,479,267	4,027,092
<b>Total income</b>	<b>18,933,854</b>	<b>19,415,687</b>
Independence Matters	388,015	227,107
Home Support Matters	119,006	(192,627)
<b>Profit/(Loss) before transformation costs</b>	<b>507,021</b>	<b>34,480</b>
Profit Margin	2.7%	0.2%
One Off Transformation Costs	(388,822)	(455,898)
<b>Net Profit/(Loss) before Tax</b>	<b>118,199</b>	<b>(421,418)</b>

Group Income increasing by 2.6% year on year:

- IM income increasing reflecting adjustments to income agreed with ASSD combined with the assumed Annual Uplift from NCC at 5.9%.
- HSM income reductions have been assumed based on the current activity levels within the EPPC.

Small Group profit of £34k before transformation costs, moving to a loss of £421k after transformation costs. Both companies are under significant financial pressure due to wage oncosts and the annual uplifts to the market which can be afforded by local government, linked to national funding decisions.

- IM projecting a loss (post transformation costs) due to transformation investment, which is planned to drive long term efficiency savings.
- HSM projecting a loss position in 25-26 of £192,627 due to lack of volume and the impact of wage oncosts, with recovery actions planned as described in this Business Plan.

This financial plan assumes that there is a recognition that a separate entity, providing a quality service, requires sufficient margin to be sustainable financially.

There are no costs specifically allocated to being a 'provider of last resort' for ASSD but to continue to provide that level of resilience, which is utilised, does require a degree of infrastructure.

# Independence Matters Group

## *Business Plan 2025-26*



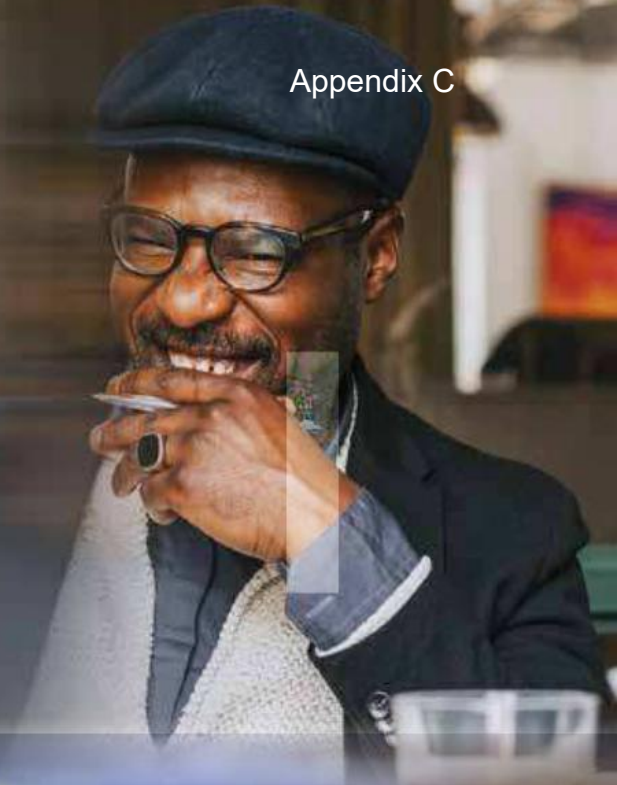
Independence  
**Matters**



Home Support  
**Matters**  
We're here because we care



U N



## Strategic Business Plan 2025

T E D





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**Our mission is to offer an integrated approach to providing public sector services - generating sustainable long-term relationships and returns fairly and ethically for the benefit of our clients, employees and wider stakeholders.**

This report summarises how we intend to achieve our mission over the next five years. It is built upon a detailed budget process for FY 25/26.

Despite the advent of a new government, austerity and inflation continue to place significant pressure on local authorities. In addition to this, central government's initial plans for local government reorganisation and devolution have introduced uncertainty for both new and existing customers. Despite these pressures, Norse

Group remains integral to service provision for many authorities across the country. We know that our partnership approach to flexible service provision, coupled with our ownership by Norfolk County Council, will continue to provide a unique offering at a time when the sector is increasingly looking to bring services back into local authority ownership. These unique selling points position us well for growth over the next five years. Our pipeline of potential new partnerships is beginning to mature, with an environmental services joint venture between Norse and Calderdale Council in the early stages of mobilisation ahead of commencement in 2026.

Generating an ethical profit for both our shareholder and partners alike remains as important as ever – returning much needed

funding back to the public purse. We continue to drive our Foundational Strategy to do this – growing our wholly owned brands within the public sector whilst also partnering with councils through our joint venture model.

Another unique selling point of the Norse Group is the wide range of services it offers. Developing solutions for customers by joining discreet services together from across the Norse Group allows us to support and contribute to the challenges of our public sector. To do this, investment in our people will remain a necessity. Implementation of our new HR model and people strategy will continue over the coming years, catalysed by the final phase of our new IT

system going live in FY 25/26.

As the Group grows, we will continue to ensure those services we provide for Norfolk County Council remain at a consistently

high standard. The provision of school catering, home to school transport, highways maintenance and residential care for the elderly, illustrates the breadth of services we offer across the Norse Group. In addition to the annual shareholder dividend equivalent, we will continue to drive efficiency and value into these services wherever possible to deliver value for money.

The Norse Group Senior Executive Team have prepared this plan to outline how they will continue to grow the Group, ensuring it remains the largest LATCo in the country, whilst at the same time returning a substantial annual shareholder rebate.

**We are the country's largest Local Authority Trading Company (LATCo), with a diverse range of services including facilities management, property services and specialist care facilities. Our unique joint venture partnership model remains at the core of our customer offer.**



**Justin Galliford**  
BSc (Hons) MSc MBA DipMC  
CEO Norse Group





**Whilst there are no substantial new joint ventures in FY25, a new partnership will commence in FY26, with a further significant joint venture anticipated in FY27**

These joint venture partners will both be existing Unitary Councils – insulating planned growth from delay risk as central government’s LGR and devolution agenda develops. These partnerships will deliver substantial profit within NCS (see budget and five year plan summary table on page 19). Norse Consulting Group will continue to produce a stable return, whilst work continues to deploy our revised “go-to-market” strategy. Performance across the Group’s main entities for the year ahead are mixed, reflecting the anticipated difficult trading environment. They can be summarised as:

£m	Revenue		Trading profit	
	FY24/25 forecast	FY25/26 budget	FY24/25 forecast	FY25/26 budget
Commercial (NCS)	269.1	252.9	8.3	6.8
Consulting	23.8	21.8	1.1	1.9
Care	52.0	54.3	(0.4)	(1.3)
Business Support	11.3	11.2	0.6	(1.9)
Norse Group Holdings	3.1	3.1	0.8	1.1
Consol Adjs	(11.7)	(11.1)		
Total	347.6	332.2	10.5	6.6
NCC rebate (£m)			2.7	1.7
Closing cash headroom (£m)			10.8	19.2

Norse Care revenue increases marginally due to inflation, albeit that this will not keep up with cost inflation. Consequently, Norse Care will continue to lose money. Business Support revenue is flat year-on-year, but with additional costs associated with Project ONE (design and implementation of the Group’s new HR and Finance IT systems). With a year of transition between legacy and new systems, an amount of ‘doubling-up’ within FY26 increases support service costs. Future years show these costs reducing as efficiencies are realised.

NCS will focus on the growth of its wholly owned brands by expanding relationships with existing customers – supporting those entering LGR and Devolution where required. This reflects the Group’s strategy and is an important preparatory step for long-term growth – winning and delivering work in other parts of the public sector.

Revenue for Norse Consulting is largely derived from the project pipeline of existing customers. Further growth will be pursued through both new and existing clients. Our offer will include traditional property management, professional services and advisory services. Norse Consulting Group will look to further enhance its margin by focusing on management consultancy disciplines, including careful use and forecasting of resources to control costs.



Norse Care will continue to focus heavily on cost management and reduction strategies, whilst at the same time ensuring quality of care remains high. During the year a number of strategic actions will continue to be progressed from last financial year as part of the Group's Foundational Strategy.

### Key Strategic Actions

1. The ongoing implementation of the Norse Group People Strategy, with a particular focus on developing our business leaders through bespoke internal training.
2. The ongoing rollout of our new values – launched along with our new brand in FY25.
3. Enhancing the Group's ESG strategy, with a particular focus on a plan towards 'Net Zero'. Having established our carbon footprint, we will launch our long-term plan to achieve Net Zero by 2050. This will sit within our wider Environmental, Social and Governance (ESG) Strategy.
4. "Project One" go live in P4, delivering new finance, payroll, and HR systems.
5. Continuing to develop our long-term pipeline of potential partnerships, whilst also tendering for work in both the public and private sector.
6. Evolving our Governance to support business change: ensuring oversight, scrutiny and support as the Group delivers the Foundational Strategy. This includes evolving LATCo best practices such as the Group's Governance Handbook.

Overall, Group revenue is reduced from FY24/25 and trading profit (EBITDA) reduces (from £10.5m to £6.6m). This reflects the ending of some joint venture partnerships, the interim period ahead of new systems go-live and the very real impact of the increases in National Living Wage and National Insurance increases of over £7.5 million for the Group. During the year Norse Group will divest from some surplus assets ensuring that the group is in a strong position for growth. Cash headroom of £19.2 million, growing from £10.8 million, following the sale of a number of surplus assets, leaves the Group in a strong position for growth from FY26/27 onwards. The five-year plan predicts a reduction in net debt of £27 million.





## We believe there is always a better way to deliver for the public.

It is **our mission** to offer an integrated approach to providing public sector services – generating sustainable long-term relationships and returns in a fair and ethical way for the benefit of our clients, employees and all our other stakeholders.

And with that in mind we, as Norse Group, all strive to the realisation of **our vision**: We want to live in a society of thriving communities.



**Norse Group delivers the spaces and services communities need to thrive. We combine breadth, expertise and scale with the insight of a local partner and the values of the public sector.**



### Care

collaborates with local social and healthcare partnerships to offer the integrated care communities need – delivered by passionate people who go above and beyond.

### Consulting

delivers integrated property solutions for communities, nationwide. We bring passion, expertise and a spirit of partnership to make places that work for people and planet.



**norse**  
group

### Commercial

provides the fundamental services communities depend on – a network of local people working in partnership with customers, to deliver the right solutions for their needs.

### Specialist

is a group of over 40 individual businesses, whose expertise and unique capabilities we leverage to serve communities and deliver for our partners.





## **Together we have the experience and breadth to design, implement, operate, and optimise the spaces and services communities need.**

Through our collective capacity, we're uniquely able to be a single strategic partner across the entire lifespan of projects and service provisions.

### **Put simply**

We can plan the school. We can design the school. We can build the school. And we can cater, clean and maintain that school, for as long as the community requires it.

### **Our Pillars:**

#### **Always a better way**

Our core belief is that there's always a better way to deliver for the public.

#### **For the public good**

We were founded from the public sector, for the public good - and share the same values and ethical focus as our partners.

#### **National scale, local insight**

We're an organisation of 9,000 local people - combining national scale and capability with deep local connection and insight.

#### **The power of one group**

While we offer a unique breadth and scale of services across four core business units, our ability to integrate is greater than the sum of its parts.



**We're an organisation of 8,750 local people driven by Improving People's Lives - a commitment to live our values for the communities and colleagues who depend on us.**

### **We care completely**

We are real people who look after each other. We champion diversity, offer a helping hand to those who need it, and build trusted partnerships through empathy.

### **We collaborate, proactively**

We create environments where ideas and knowledge are shared and voices are heard. We spot opportunities and solve problems before they occur.

### **We act with integrity**

Even in challenging circumstances, we do what we believe is right for our communities, people and partners.

### **We pursue better**

We all are empowered to find solutions that benefit our customers, communities and colleagues - using initiative and ingenuity to create a better way.

### **We make it happen**

We act with expertise, specialism and pragmatism every step of the way. We get the job done.





**The wider group approach to delivering services for customers will become increasingly important, and thus valuable, as we seek to differentiate our offering in the marketplace.**

As the largest LATCO in Britain, sound governance, corporate social responsibility (with an increasing focus on environmental performance) and clear communication with our stakeholders regarding the value we generate for them is essential in ensuring we are trusted and respected by our customers.

Improving the lives of those living where we operate means we must seek to engage and support communities. We will do this through our Corporate Social Responsibility Strategy (ESG) which aims to create social value in addition to profit.

A particular focus of our ESG Strategy will be the continued drive towards net zero carbon emissions by 2050. Reducing the impact of our services on the environment means we will positively support similar actions of those living in the communities we serve. The next five years will see us develop further our ESG Strategy and continue our net zero journey.

To support this, we will monitor and report our ESG activities, reporting back to stakeholders on a triple bottom line basis providing data transparently to facilitate independent review and scrutiny of our performance.

Good governance and a strong ESG Strategy will complement our approach to enduring relationships with customers, built on our values to generate and share ethical profits.

# 8,750

employees whose stated mission is to Improve People's Lives





## We will continue to operate and grow within our current markets over the next five years.

We will also look to expand into Tier one government markets – central government departments such as the Ministry of Defence and Ministry of Justice – as part of our long-term growth strategy. We will continue to use our three main trading areas to deliver services but will increasingly market and sell services as “Norse Group” to offer a more integrated single service offering.

### Our main markets and customers are:

**Local Authorities:** Historically, our clients have been primarily district councils, but in more recent years we have begun to attract more unitary councils. We will use our unique and successful Teckal compliant, joint venture, service delivery model within the local authority market.

**Care Sector:** This remains a key marketplace, and we must continue to adapt to meet the evolving demands of changing demographics and clients, as well as bringing together a wider set of solutions across the care lifecycle.

**Education Sector:** Our main customers will be junior, primary, secondary, and high schools. These will be under the control of either local authorities or Academy Trusts. We will also look to provide more services to both higher and further education markets, that is, colleges and universities.

**Healthcare Sector:** The Group currently provides services to a small number of NHS community hospitals, GP practices, and NHS Trusts. Customer numbers are small, and the range of services is limited by type and contract length. Our aim over the next five years is to grow into this market, identifying relevant segments as the right opportunities to develop long-term relationships.

**Social Housing:** Current clients include Registered Social Landlords (RSLs) and Housing Associations. This market is complimentary to the housing stock services we provide on behalf of several of our joint venture council partners. We will continue to work in this market as the national demand for social housing continues.

**Charitable Sector:** Over the next five years we will seek to work with large charities (financially sound), preferably of national scale, allowing us to deliver services across the geographical spread of our Group. This market is seen as largely unattractive to our competitors but is a good fit for Norse Group as it aligns with our aims, values, and ethical philosophy on profitability.

**Private Sector:** We will continue to work within the private sector on an opportunistic basis where we see a specific fit for our services, values, and culture. We will work with those who want to work with us in a long-term strategic, partnering model. We will only take transactional work if entry costs are low, and margins are strong. We will not bid for work where we compromise our values or standards to achieve the right tender price.

The table in Appendix one reflects a high-level summary of Norse Group services / client fit.



## The business plan will be delivered as a product of successfully implementing the Norse Group Strategy.

Implementation will depend upon **three** key elements:

### 1. Clear, Simple, Goals

**It will be essential to communicate our strategy to staff and our stakeholders clearly and simply, setting measurable goals.**

This requires a Communications Strategy to ensure our messaging is consistent, clear, pertinent to the target audience(s), and timely. In doing this, we will align with our People Strategy – engaging and motivating our employees to help deliver common, defined, goals for a clear purpose. These will tie-back to Norse Group's overall aim - **Improving People's Lives.**

### 2. Understanding our markets and customers

**Our markets will remain broadly similar over the next five years.**

We will continue to work in the local authority market, education sector, healthcare, and charitable sectors.

We intend to expand into the central government marketplace in the latter part of our implementation plan, that is in year four.

As we currently do, we will be opportunistic in the private sector as the right opportunities present themselves.

Norse Care will continue to offer its services to individual private clients as well as providing statutory care provision for Norfolk County Council.

We are confident that customers within our core markets will identify with our Group's aims, and with our ethical values and ethos.

Our customers will respond well to high-quality professional relationships centred upon notions of long-term partnering, transparency, and ethical profitability - sharing this profit with our partners over a certain size / commitment threshold.

Staying informed about emerging market trends will be essential in delivering the strategy. The public sector market is likely to remain in flux over the next five years from both a policy and funding perspective.

LGR and Devolution may result in the most significant changes to local Government since 1974.

Staying abreast of how the challenges will impact our existing and potential customers will ensure our services remain relevant.

In support of the strategic prospects pipeline, we will continue to identify short-term, lower value, contract opportunities through our traditional Bid Team function. Careful selection of potential tender opportunities will remain a distinguishing characteristic of our approach.

We will continue to focus on opportunities for customers for whom we can deliver a quality solution, and who want to work with us. This approach will give us the best opportunity to seek contract extensions and variant bid models centred around long-term partnerships.



### 3. An objective appraisal of resources

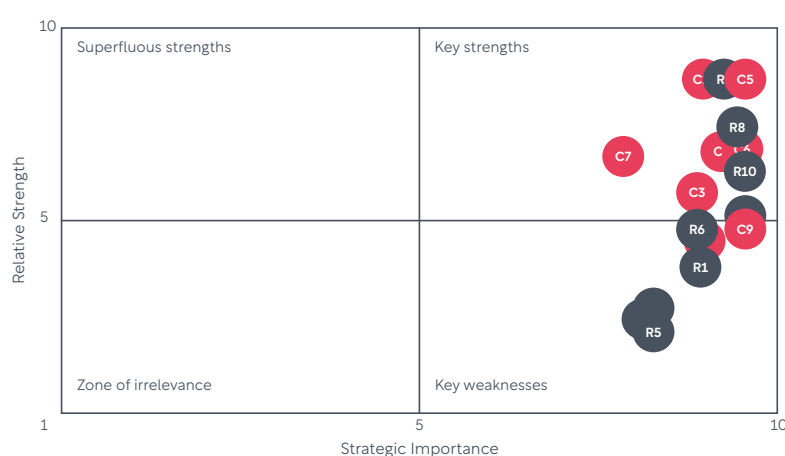
To deliver our business plan and Norse Group Strategy we must ensure we have an appropriate mix of resources and capabilities.

An initial analysis demonstrates that elements of the business will need to be improved to strengthen the Group value chain and optimise the strategy moving forward.

Appendix two includes an initial Norse Group resource and capability assessment. Resources and capabilities have been evaluated against a very broad comparison with other organisations competing in the same markets.

The strength and importance of each resource or capability has been ranked on a scale of 1-10. A score of five is broadly comparable to market. The results are presented diagrammatically in figure two.

Figure two: Norse Group resource and capability matrix



#### Key areas which are a focus for development:

**Business development:** Support the Business Development Director in strategic development of relationships with long-term, higher value customers. At the same time, ensure the traditional sales and bid team grow contractual sales based on a customer experience which lays the foundation for longer-term, partnering arrangements.

**Support Service Processes and Systems:** HR, Payroll and Finance services currently operate non-scalable processes and systems which the Group has outgrown in recent years. Implementation of new systems during the financial year will create significant benefits for the Group, including the ability to grow more easily.

**HR:** A People Strategy has been developed, and is being implemented. This strategy, catalysed by new systems, will be fundamental to the growth of the Group – helping us attract and retain the best talent.

**Financial Standing:** To meet pre-qualification criteria for our longer-term strategic aims (partnership working with central government departments such as FM work with the MOJ, and partnership working with NHS Trusts, etc) it is likely that we will need to strengthen our financial position and balance sheet to ensure we are viewed as a financially safe partner. We will need to design and implement a Strategic Financial Plan over the next five years to ensure we can enter these markets and strategic relationships without undue concern regarding our financial standing.





**People:** The Norse Group has a workforce of approximately 8,750 people whose stated mission is to Improve People's Lives.

Combined these people are the Norse Group's asset. This strategy focuses on simple principles around how the Norse Group behaves, recruits, makes decisions, and operates through the actions of our leaders and managers.

Through this, we make the Norse Group a better place to work, where employees are engaged and not only able to do their job well but want to do their job well.

We have seen significant change within our senior leadership team, and like many other large organisations, our staff turnover and

vacancy figures have reached high levels. This, coupled with ongoing budget cuts against a background of salary wars, has placed our operations under pressure.

Despite these challenges we have seen extraordinary resilience from our people.

It is imperative that we can demonstrate to our staff that we will do all that we can to support and encourage them, improve their lives at work, building an organisation and culture that they are proud to be part of.

How different elements of the plan are implemented will vary cross the businesses, but there are several core areas of focus as part of the People strategy.

**Managers:** An employee's relationship with his or her direct manager is the most important single factor in employee engagement. But currently there is no agreed skillset for management and there is a need to offer managers better development and support programmes.

The basics of sound management are clear; objective setting, structured performance reviews, honest and open feedback and communication. Respected well-trained managers boost morale.

Improved morale aids retention, and ultimately the performance of our business.

The short-term plan is therefore to improve the consistency of our managers' skillsets.

We want our managers to inspire employees, create trust and lead by example in line with the Group's mission, vision and values.

**Recruitment:** Since the pandemic, what employees seek and how they want to work has changed, and the UK employment market has become increasingly competitive as a result.

Now more than ever we must attract and retain individuals who will believe in the Group's values, who will work towards

these and will embrace our mission to improve people's lives.

Improving every aspect of Norse's appeal to candidates, ensuring their experience of Norse from the outset is what they experience when they arrive, as well as ensuring that staff are developed to continue their journey with Norse, is key.



**Communication:** Our strategic communications approach will ensure that we celebrate our successes, we promote and highlight our dedicated workforce, we message our ethical ethos and values-based approach, and, essentially, that we communicate our Norse Group Strategy.

Strategic communication within Norse has been recognised as needing development and resource.

A Communications Director will be appointed to devise, implement, and manage the Group's Communication Strategy which will be key in successfully engaging staff and wider stakeholders.

We will do this through clear, timely, concise, pertinent communications using various communication channels – to communicate with staff more readily across the Group.

**Systems:** Systems underpin our processes and play an important role in the progress of this strategy.

Our current processes can still be improved significantly, and through further investment in systems can be made more efficient.

Project One has been commissioned to provide an improved system solution in respect of People and Financial processes, that aims to maximise service delivery and

enable managers to have ready access to their people data, with increasing automation of processes as well as providing a single point of entry/action for users. This will then allow these systems to drive optimisation of the business needs and support data-driven people decisions.

Further detail regarding Project One is within the Systems, Processes and Technology section.

**Learning and Development:**

The Norse Group needs to accelerate its programme of continuing professional training & development and encourage staff to be passionate for their own personal improvement. Without doubt, talent already exists within the Norse Group - giving people the chance to grow is one of the most rewarding things we can do.

Providing opportunities for people to move up, or across functions can enhance employee performance and improve retention.

We will do this by:

- Developing and implementing a well-designed and targeted learning and development framework aligned with our strategic priorities supported by regular career conversations.
- Providing access to professional support, such as coaching, mentoring, role modelling and senior sponsorship.
- Increasing our utilisation of the apprenticeship levy.





**Values and Culture:** Belonging to the Norse Group and believing in its values is the long-term objective that ensures the culture and engagement of staff is that which the group is aiming for.

Our values define our organisation, but these need to be led from the top and owned by our employees.

We need our employees to translate and understand what the values mean to them

both personally and professionally, turning them from mere words into actions and behaviours that they believe in.

Ultimately our values should be the touchstone of everything we do, and our employees should recognise this and are the building blocks that create the pathway for the culture and any changes to this.

**Health and Wellbeing:** Norse is committed to ensuring that we keep our employees safe and well, physically, and emotionally.

One of our commitments to wellbeing is that we are looking to achieve accreditation to the Workplace Wellbeing Charter

which provides a national accreditation for organisations which are committed to improving the health and wellbeing of their workforce.

The Charter is built on a solid framework which will drive us to have every aspect of the workplace wellbeing covered.

## **Systems, Processes and Technology**

Over the term of this business plan, the focus is on **three** key areas:

### **1. Back Office Solutions**

Maximise integration, automation and the value of information captured with a single point of entry/action for users that drives efficiency across the business.

### **2. Infrastructure**

Ensure robust, secure, but flexible working solutions that can adapt to the requirements of the business over time.

### **3. Operational Solutions**

Develop a suite of preferred solutions that maximise service delivery and the latest developments - integrated into the wider system landscape.



### **The People Challenge**

The current environment has created real pressure recruiting and retaining the resources the business needs.

Ensuring that the Group can adapt to the changing expectations, be it from flexible or other ways of working to the work environment itself, rewards and benefits, and the culture and approach of managers are all key to ensuring that the Group can secure the resources it needs to deliver its frontline services and to develop and grow.

### **Local Government Reorganisation**

The English Devolution White Paper outlines significant changes to local authority structures across England.

Whilst the detail and implementation timeline are not final, Norse must keep abreast with developments in this area. Ensuring that support is provided to joint venture partners is crucial during this change process.

### **Cyber Security**

The ever-present threat of hacking and potential introduction of viruses, when the business is increasingly moving to a digital model means that the impact of such an attack, if successful, is ever increasing.

Whilst Cyber Essentials has been obtained, and external security advice and penetration testing is undertaken, this remains a priority due to the severity of any successful attack. Disaster Recovery and the Group's defences against attack are a constant area of review as a result.

### **Commercial Risk**

Norse must face the challenges associated with revenue retention and replacement, as well as the growth of new business.

There are several areas of growth, from consultancy regarding Net Zero and Devolution, to Joint Venture partnerships with Unitary Authorities.



## The Board is responsible for:

- creating and delivering sustainable shareholder value through the management of the Group's businesses
- determining the strategic objectives and policies of the Group to deliver such long-term value, providing overall strategic direction within a framework of risk appetite and controls
- ensuring that management strikes an appropriate balance between promoting long-term growth and delivering short-term objectives
- demonstrating ethical leadership and promoting the company's values, culture and behaviours and acting in a way that promotes the success of the company for the benefit of our shareholder
- ensuring management maintains systems of internal control that provide assurance of effective and efficient operations, internal financial controls and compliance with laws and regulations
- ensuring management maintains an effective risk management and oversight process at the highest level across the Group

- having regard for what is appropriate for the Group's business and reputation, the materiality of the financial and other risks inherent in the business and the relative costs and benefits of implementing specific controls
- deciding other matters of importance which would be of significance to the Group as a whole because of their strategic, financial or reputational implications or consequences.

Specific key decisions and matters have been reserved for approval by the Board. These include decisions on the Group's strategy, approval of risk appetite, capital and liquidity matters, major acquisitions, mergers or disposals, Board membership, financial results and governance issues, including the corporate governance framework

## The voting rights of Directors

- Non-executive Directors (NCC Officer or Member) - seven votes each
- Independent Non-Executive Directors - one vote each
- Executive Directors - one vote each

Whoever chairs the Board has a casting vote.

## Our Board Members



**Andy Wood**  
Chair



**Justin Galliford**  
Chief Executive Officer



**Zoe Repman**  
Chief Financial Officer



**Greg Peck**  
Non-Executive Director appointed by Norfolk County Council



**Brian McCarthy**  
Non-Executive Director and Audit Committee Chair



**Craig Dearden-Phillips**  
Non-Executive Director, Remuneration Committee Chair and Care Advisory Board Chair



**Lord Gary Porter**  
Non-Executive Director



## Board advisory committees

Particular Board responsibilities are referred to the following Board advisory committees:

- Audit Committee
- Remuneration and Nomination committee
- Care Advisory Board

The **Care Advisory Board** provides assurance to the Group Board regarding quality of care and regulatory compliance. This structure allows particularly detailed or complex matters to be given special scrutiny and oversight.

Except where decisions are specifically delegated, each committee reports and submits recommendations back to the Board for its review and, where necessary, decision.

Each committee operates within clearly defined terms of reference, which are reviewed annually by the relevant committee, and, if necessary, approved by the Board to ensure they remain appropriate and reflect any changes in good practice and governance.

The Group's **Audit Committee** provides effective governance over the appropriateness of the Group's financial reporting, and the performance of both the internal and external audit functions. The committee also oversees the Group's internal control systems, business risks management and related compliance activities.

The **Remuneration and Nomination Committee** evaluates the composition, diversity, experience, knowledge, skills and independence of the Board and its committees. This allows the appropriate balance to be maintained and ensures the continued effectiveness of the Board.

The committee also ensures that appropriate succession plans for the Non-Executive Directors, Executive Directors and the Group's senior management are also kept under review, taking into account the challenges and opportunities facing the Group, and the diversity, skills and expertise that are therefore required in the future.

The Group's committees are chaired by a Non-Executive Director and directly report back to the Norse Group Board.

## Companies Governance Panel

As part of its governance of the Norse Group, Norfolk County Council appoints a member to represent its interest as shareholder. The Shareholder Representative is invited to all company board meetings and the company's annual general meeting. In addition, the Group is monitored by a Companies Governance Panel which supports the development of the Group and provides feedback to the council on decisions made by the Board.

The Companies Governance Panel considers all the matters reserved for shareholder approval and the Shareholder Representative then takes the committee's recommendations to the shareholder for final agreement.

The Companies Governance Panel meets quarterly and regularly receives updates on financial performance and business development opportunities.

## Key personnel

To direct and support the day to day activities of the Group, the Senior Executive Team is responsible for executing the Group's objectives, strategies, tactics and activities along with upholding the Group's values and strong culture and ethos.



## Budget and Five-Year Plan

£m	FY26	FY27	FY28	FY29	FY30
Revenue	332.2	311.3	357.7	376.2	387.4
EBITDA	<b>6.6</b>	<b>14.2</b>	<b>19.4</b>	<b>21.0</b>	<b>21.7</b>
Depreciation	(9.1)	(8.5)	(8.5)	(8.5)	(8.5)
Surplus on sale of assets	6.2	0.0	0.0	0.0	0.0
Net interest payable	(1.8)	(1.5)	(1.2)	(0.9)	(0.5)
Profit pre rebates & tax	<b>1.9</b>	<b>4.2</b>	<b>9.7</b>	<b>11.6</b>	<b>12.7</b>
Profits pre rebates & tax %	0.6%	1.3%	2.7%	3.1%	3.3%
Rebate - Partnerships	(2.1)	(2.8)	(3.8)	(4.1)	(4.3)
Rebate - NCC	(1.7)	(1.9)	(2.2)	(2.4)	(2.7)
Net profit/(loss) after rebates	<b>(1.9)</b>	<b>(0.6)</b>	<b>3.7</b>	<b>5.1</b>	<b>5.8</b>
Net profit post rebates %	-0.6%	-0.2%	1.0%	1.4%	1.5%
Net tax payable	0.5	0.1	(0.9)	(1.3)	(1.4)
Net profit/(loss) post tax	<b>(1.4)</b>	<b>(0.4)</b>	<b>2.8</b>	<b>3.8</b>	<b>4.3</b>

## Profit before asset sales, rebates and tax by Division

	FY26	FY27	FY28	FY29	FY30
NCS Contracts	1.8	1.9	2.0	2.1	2.1
NCS Partnerships	3.7	6.2	9.1	10.0	10.3
Norse Consulting	1.8	1.9	1.9	2.0	2.0
Norse Care	(2.2)	0.0	0.0	0.0	0.0
Business Support	(9.1)	(5.4)	(3.0)	(2.1)	(2.0)
Norse Group Holdings	(0.4)	(0.4)	(0.3)	(0.2)	0.2
Group	<b>(4.4)</b>	<b>4.2</b>	<b>9.7</b>	<b>11.6</b>	<b>12.7</b>

**Note:** No assumptions have been made in respect of Norse Care beyond 31 March 2026 whilst discussions are continuing with the County Council.



## Cashflow Forecast

£m	FY26	FY27	FY28	FY29	FY30
Cash inflow from operations	<b>0.8</b>	<b>9.3</b>	<b>13.2</b>	<b>13.9</b>	<b>14.5</b>
Interest paid	(1.8)	(1.5)	(1.2)	(0.9)	(0.5)
Net capital expenditure	7.5	(7.0)	(7.0)	(7.0)	(7.0)
Return on investments	1.8	0.0	0.0	0.0	0.0
Cash inflow/(outflow) pre debt movements	8.3	0.8	5.0	6.0	7.0
Debt movements	0.1	(5.1)	(4.8)	(6.0)	(7.1)
Total cash inflow/(outflow)	<b>8.4</b>	<b>(4.3)</b>	<b>0.1</b>	<b>0.0</b>	<b>(0.0)</b>
Opening cash headroom	<b>10.8</b>	<b>19.2</b>	<b>14.9</b>	<b>15.0</b>	<b>15.0</b>
Closing cash headroom	<b>19.2</b>	<b>14.9</b>	<b>15.0</b>	<b>15.0</b>	<b>15.0</b>
Movement	<b>8.4</b>	<b>(4.3)</b>	<b>0.1</b>	<b>0.0</b>	<b>(0.0)</b>
Opening net debt	<b>41.3</b>	<b>33.0</b>	<b>32.2</b>	<b>27.2</b>	<b>21.2</b>
Closing net debt	<b>33.0</b>	<b>32.2</b>	<b>27.2</b>	<b>21.2</b>	<b>14.1</b>

	Local Authorities					Education			Healthcare				
	Parish Councils	District Councils	County Councils	Unitary Councils	Social Housing	Schools	Colleges	Universities	Community Hospitals	NHS Trusts	Charitable Sector	Private Sector	Central Govt. Depts.
Commercial	Cleaning	X	X	X	X	X	X	X	X	X	X	X	X
	Catering					X	X	X	X	X		X	
	Portering		X	X	X		X	X	X	X		X	
	Grounds	X	X	X	X	X	X	X	X	X	X	X	
	Transport					X	X				X	X	
	Building Maintenance	X	X	X	X	X	X	X	X	X	X	X	X
	Printing	X	X	X	X	X	X	X		X	X	X	
	Security, Fire and Alarms		X	X	X	X	X	X	X	X	X	X	X
	Assistive Technologies		X	X	X				X	X	X	X	
	Environmental Services	X	X	X	X	X	X	X	X	X	X	X	
	Highways Maintenance			X	X								
Consulting	Housing Repairs		X	X	X								
	Advisory Services		X	X	X			X		X		X	X
	Building Design Services		X	X	X	X	X	X	X	X	X	X	X
	Estates Management		X	X	X	X	X	X	X	X	X	X	X
	Adult Care			X	X				X	X	X	X	
Care													



Importance <sup>1</sup>	Relative strength <sup>2</sup>	Comments
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## Resources

R1	Finance	8	4	Norse Group retained profit margin of approx. 2%. This is below market average – strategy is to target minimum 3%.
R2	Assets	7	3	Balance sheet strength is considerably less than competitors due to private ownership. Accordingly, accessing capital is not as quick to achieve as competitors. Current balance sheet strength restricts Tier 1 (Central Gov.), NHS trusts, and larger charity opportunities (albeit these are not envisaged within the Group's strategy for three to four years)
R3	Support Service Processes and systems	7	3	HR, Payroll and Finance currently operate non-scalable processes and systems which the Group has outgrown in recent years. These are facilitated by various applications with several bespoke integrations.
R4	HR	7	4	People Strategy has been developed and must now be implemented to ensure Norse Group retains talent, attracts new talent, and delivers overall Norse Group Strategy.
R5	Line of Service Technology	7	4	Increasingly complex variety of applications, individual to joint ventures, businesses, and operating divisions. Hard to achieve full integration with core business applications and easily produce integrated management information. Varying adoption of mobile workflow applications and hardware across Norse Group.
R6	Location	8	4	Norse Group has operations across England. Limited presence in Wales and no presence in Scotland.
R7	Reputation	9	8	Norse Group reputation is strong within the joint venture market (local authorities). Well-known for collaborative partnership working. Whilst also established in private sector, much less so than key competitors.
R8	Brand	9	7	Brand affirmation across market sectors through soft marketing approaches. Norse Group branding is complex (multiple brands) and not as visible as competitors. Customer advocacy within market sectors due to careful selection of work which Norse Group can deliver sustainable margin and positive outcomes for partners.
R9	Culture	9	5	Norse Group's historic roots and local authority ownership enable it to be a knowledgeable, open and honest partner alongside its operational expertise and capability.
R10	Skills	9	7	Broad range of service specific skills, at varying management levels retained within Norse Group. Strong focus on staff retention, and internal "upskilling" via dedicated Skills Hub.

<sup>1</sup> Scales for importance and relative strength: 1 = very low, 10 = very high

<sup>2</sup> Resources and capabilities are compared with broad overview of competitors. 5 equals parity of strength





Importance <sup>1</sup>	Relative strength <sup>2</sup>	Comments
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#### Capabilities

<b>C1</b>	Financial Management	9	8	Strong reliance on traditional management accounting principles. Robust and prudent assessment of all new business opportunities (joint ventures and contracts). Strong governance controls in place to ensure approval is obtained from shareholder for key investment / borrowing requirements.
<b>C2</b>	Management Development	9	6	Strong ethos of internal recruitment and progression through management positions. Experience valued at equal parity with management qualifications. Staff retention closely monitored – monitored as a business KPI.
<b>C3</b>	Strategic Innovation	8	6	Successful use of Teckal compliant joint venture model with local authorities. Sometimes conservative in innovating through new ways of working / technical solutions.
<b>C4</b>	Comprehensive Integrated Management Information Systems	8	4	Management information produced varies in detail, quality, and ease of reproduction between joint ventures and operating divisions. Production of some Management Information can require considerable manual processing. This can impact on ability to produce information in a timely fashion, as well as on consistency of quality.
<b>C5</b>	Volume Driven Efficiency Generation	9	8	Cultural business approach centres upon volume driven efficiencies and savings as key unique service offering. Key business ethos used to establish long-term partnering relationships. Long-term relationships preferable to short-term, high margin work.
<b>C6</b>	Continuous Improvement in Operations	9	6	Improvements can be deemed as efficiency saving, due to strong business ethos (as C5). Not as quick as major competitors to identify capital dependant service improvements.
<b>C7</b>	Flexibility / Speed of Response	7	7	Norse Group approach to partnering requires strong level of flexibility. Sometimes this requires input / validation from multiple parties depending upon specific joint venture's / operating division's requirements). Decisions generally apace with response required by partners.

<sup>3</sup> Scales for importance and relative strength: 1 = very low, 10 = very high

<sup>4</sup> Resources and capabilities are compared with broad overview of competitors. 5 equals parity of strength





**We believe there  
is always a better  
way to deliver for  
the public.**



**norse**  
group





**norse**  
group

**United in Purpose**

# Repton Property Developments Ltd

# Business Plan

# 2025/26

<b>Author:</b>	Repton Property Developments Ltd Board
	04/02/25
<b>Adopted by Board:</b>	

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## 1. INTRODUCTION

- 1.1 This document sets out the Business Plan for Repton Property Developments Ltd for the immediate future based on five-year forecasts (including the current financial year).
- 1.2 This plan covers the five sites being managed by Lovells under the contract, and seven smaller sites managed by Torrington. It provides the company's vision and broad strategic objectives, as well as the financial forecasts that sit behind the Business Plan.
- 1.3 Repton Property Developments Ltd was established in 2017 with the primary objective of undertaking direct property development to maximise the financial returns (capital receipts and revenue income) to Norfolk County Council. This will support service delivery, with a dividend payable subject to the company continuing to generate distributable profits – which was first achieved in the 2023-24 financial year.
- 1.4 In July 2024, the Shareholder, through a letter of updated expectations, updated Repton's objectives to include a revised target of £1m dividend p.a. (subject to market constraints, abnormals and site viability) and to construct at least 50-60 open market sales homes p.a. to facilitate this.
- 1.5 In addition, the Council is seeking wider social, economic, and environmental outcomes and the following secondary objectives were also established:
- Contributing to meeting Norfolk's growing housing demand.
  - Provision of quality homes to raise design and performance standards.
  - Providing economic stimulus by increasing overall capacity for property development and by taking control of developing specific sites, preventing land banking.
  - Supporting creation of quality jobs and economic growth.
- 1.6 Initially the company has sought to develop land that is surplus to Norfolk County Council use. This land is sold by the County Council to Repton at a fair value based on the status of the land - and following a viability assessment. The updated shareholder letter now also allows Repton to pursue land outside of this - should the right opportunity arise.



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## 2. EXECUTIVE SUMMARY

- 2.1 This is an update of previous Business Plans and represents a rolling 5-year forecast based primarily on cashflow projections provided by the Development Service Providers and reviewed by Richard Utting Associates, Cost Consultants.
- 2.2 Repton continues to steer a safe and prudent course through choppy waters. While a number of projects have been delayed due to planning and other issues, the company has performed relatively well against its objectives and also provided a range of environmental and social benefits.
- 2.3 The company has developed a firm pipeline of projects, and the first three sites are complete and there is substantive progress on a number of other sites. The company is developing high quality and essential affordable housing – going beyond the ‘policy compliant’ level on the first three of its consented schemes (Acle, Hopton, and Attleborough).
- 2.4 The Lovell Contract has reached the end of its first 5-year cycle. Lessons learned have been applied to a renegotiation of the terms, due to be legally formalised very shortly. Overall, the relationship has been a great success and a renewed partnership is a very welcome outcome.
- 2.5 Two of the Lovell sites, Acle, ‘St Edmund’s Park’ and Attleborough, ‘Saxon Heath’ have been completed and are fully occupied and sold. Hopton, ‘Bowler’s Green’ is well into the final stage of construction and sales pace remains healthy on the market homes with the final affordable units being handed over in February 2025. The planning permission at the second Attleborough site is due reserved matters determination in early 2025.



['Bowler's Green' Hopton in final construction phases]

2.6 On the back of renegotiated terms with Lovell and confidence in the ongoing relationship, Repton have added an exciting new development with Lovell at Links Road, Gorleston. This scheme is for up to 530 homes and will be the largest site Repton has undertaken. The scheme is currently going through a paid for 'Preferential Planning Arrangement' (with GYBC) with an aspiration of planning submission in April 2025. This scheme is forecast to be highly materially financially beneficial, over a long period to the Shareholder (NCC), and will also make a significant contribution to the gateway to the surrounding urban area through its thoughtfully considered, 'landscape-led', design.

2.7 Planning permission has been achieved on four of the smaller, Torrington Property Developments Ltd (Torrington), sites (Lingwood, Caister, Hunstanton and Trowse) and of those, Caister 'Burton Cove' is now 'build complete' with sales progressing and Hunstanton is also nearing completion. Lingwood and Trowse have been delayed at the last minute by the ongoing Nutrient Neutrality planning issue but with credits secured, there is, subject to viability, a clear path set out to achieve a start on site in the next reporting period. Additionally, a site at Sedgeford is ready to be submitted for planning permission imminently.



[Completed 'Burton Cove' Caister development]

2.8 The nature of development is that, due to working capital requirements utilising early revenue, income is returned near the end of the scheme; Repton has now reached the stage of delivering income and profit on the first tranche of developments. For the required Affordable Housing elements, the Company has entered into major contracts with Registered Providers.





[Completed show homes at Attleborough]

- 2.9 Norfolk residents continue to benefit from apprenticeships and the use of a local supply chain with corresponding economic multipliers.
- 2.10 Including completed sites, the Company has identified opportunities to develop existing Council owned assets with the potential to create more than 1,000 residential properties, including over 300 affordable dwellings.
- 2.11 We expect that 35 open market homes will be sold in the current financial year in addition to 22 affordable homes. The open market total is lower than originally hoped due to delays on the Caister and Hunstanton sites. The availability of those homes plus ongoing sales at Hopton 2025-26, has created a firm basis for profitability in the next financial year.
- 2.12 Working with NCC colleagues, a pipeline of potential additional NCC sites is continually reviewed subject to the company's capacity and in the context of the Shareholder's expectations.
- 2.13 Norfolk County Council's budget includes a target dividend of £1m in the financial year ending March 2025. While the latest financial forecasts indicate that this is an achievable objective, the actual level of dividend is subject to what is achieved by year end. Increased mortgages rates and other economic factors have caused sales to slow down and the company's ability to pay a dividend cannot be confirmed at this stage.

### 3. OBJECTIVES AND OUTPUTS TO DATE

<b>Primary Objectives</b>	
To maximise financial return to the shareholder	<b>Financial returns to date</b> <ul style="list-style-type: none"> <li>Land payments to NCC – c£5.8m</li> <li>Interest paid to NCC - £3.3m</li> <li>Dividend paid to NCC - £0.735m</li> </ul>
<b>Secondary Objectives</b>	
Contributing to meeting Norfolk's growing housing demand.	<ul style="list-style-type: none"> <li><b>Houses Started:</b> 398 total = Private - 220 Affordable - 178</li> <li><b>Houses Exchanged or Legally Completed:</b> Private – 153 (Lovell) Affordable – 169 (Lovell) and 2 (Torrington)</li> <li><b>Value of houses sold:</b> Open market sales to date - £50.9m Affordable Homes income to date - £29.1m</li> </ul>
Provision of quality homes to raise design and performance standards.	<ul style="list-style-type: none"> <li>All homes to Nationally Described Space Standard</li> </ul>
Provide economic stimulus by increasing overall capacity for property development and by taking control for developing specific sites preventing land banking.	Repton has increased available capacity for property development by achieving: <ul style="list-style-type: none"> <li>Full Planning achieved on seven sites (Acle, Hopton, Attleborough, Caister, Hunstanton, Lingwood and Trowse).</li> <li>Planning potentially expected in 2025 on a further three (Attleborough 2, Sedgeford and Links Road)</li> </ul>
Support creation of quality jobs and economic growth.	<ul style="list-style-type: none"> <li>20 daily jobs supported on Acle, Attleborough and Hopton currently</li> <li>15 apprentices</li> <li>&gt;56% local supply chain (excluding Suffolk)</li> <li>266 hours staff volunteering through Enterprise Adviser role and at events</li> <li>£1.99 spend in the local economy for every £1 contract spend with Lovell. This equates to a c.£140m local spend to date. (Lovell LM3 metric)</li> </ul>

<b>Additional benefits</b>	
Environmental	<ul style="list-style-type: none"> <li>• Green Space 400m<sup>2</sup> play areas - Acle 5,935m<sup>2</sup> open space - Acle 1-hectare informal open space + footpath to Jubilee Wood – Acle 5,400m<sup>2</sup> + 4,600m<sup>2</sup> (non-useable woodland) open space – Hopton</li> <li>• Community infrastructure 500m footpaths (adopted) - Hopton</li> <li>• 89 homes with ducting for EV installed ahead of Building Regs this year</li> <li>• Hopton also includes Electric Vehicle infrastructure to all 200 properties</li> <li>• Small sites programme designed around fabric-first approach with air source heat pumps to reduce carbon emissions.</li> <li>• Reuse of existing buildings (Hunstanton, Trowse and Sedgeford) where possible to save embodied carbon</li> </ul>
Educational	<ul style="list-style-type: none"> <li>• 10 engagement events with local schools</li> <li>• Royal Norfolk Show with Wensum Trust</li> </ul>

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## 4. PRODUCT

- 4.1 The main product remains residential dwellings for market sale. The site layout and home types will be designed to meet the requirement of maximising return from the developments subject to planning policy compliance and, where applicable, Repton secondary objectives.
- 4.2 The affordable housing elements to meet or exceed planning policy compliance, where viability allows, will be acquired by registered providers procured through tender. The affordable element could include social rent, affordable rent and shared equity offers – as informed by the Local Planning Authority and best offers.
- 4.3 The management and maintenance of the public realm elements will either be offered to the Parish Council or, more usually, a management company will be established for each development.
- 4.4 Repton's homes will respond to evolving energy efficiency standards in future building regulations. Subject to agreement by the Shareholder and maintaining forecast profitability, Repton has aspirations to:
- Futureproof homes for new heat sources on the larger sites;
  - Provide facilitating infrastructure for electric vehicle charging on all homes with parking spaces, whilst also designing public realm for active travel to create modal shifts;
  - Retain and improve biodiversity and existing natural features on its sites wherever possible
  - Work with its supply chain to minimise supply chain emissions in accordance with developing good practice.
- 4.5 There will be a particular focus, for the purpose of brand building, on ensuring that non-latent home defects are eliminated by the point of sale and that Repton maintains high standards of customer service and aftercare through its contractual relationships with its development partners. Particular care will be needed to achieve this with the newer, smaller contractors on smaller sites and a close eye is being kept on this.
- 4.6 Repton continue to provide a high-quality product in all its homes. Particularly through the small sites programme, Repton will seek to distinguish itself and its product through good design.

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## 5. FINANCIAL APPRAISAL PARAMETERS

5.1 Each site is appraised on its individual merits and a balanced portfolio approach is taken with regards to primary and secondary objectives when concluding whether or not it is taken forward for development.

5.2 To assess the viability of individual scheme, on the larger sites contracted with Lovell, the company uses:

1. Return on Capital Employed (ROCE\*) is required by the shareholder as a viability measure and is used as a hurdle rate for viability assessment at all stages.

\*Baseline ROCE considers the return from a developer's point of view. The returns to Repton are lower because the return to Repton is after taking into account the contracting margin, finance costs, and the contractors profit share. Repton calculates ROCE both before and after these costs as internal measures.

2. Profit as a percentage of income is another measure used within the Business Plans - presented at viability and also to ascertain profit share within the business relationship. Each site has an approved return which is set at the post-planning appraisal stage and is useful as a comparator across all sites.

5.3 The smaller sites programme, with Torrington, uses a measure of 'profit on-cost'. Typically, schemes must make a profit of 10-15% included within the Gross Development Costs. The residual balance of the scheme's income is the value Repton can offer for the land.

## 6. LAND ACQUISITION

6.1 Repton's current approach is to acquire undeveloped land or brownfield sites from Norfolk County Council. The sites at Acle, Hopton, Attleborough, Caister and Hunstanton have been acquired by Repton and construction is now completed or under way.

6.2 The three sites listed below have planning permission and at the appropriate point will move into contract, subject to formal development appraisal and associated viability conditions being met:

Attleborough, Land East of Hargham Road  
Lingwood, Former Lingwood First School  
Trowse, Former First School

6.3 Additional sites are also being appraised to assess viability. These sites do not yet have planning permission for residential development and will be put forwards for appropriate acquisition and development decisions at key milestones.

6.4 The programme of actual and estimated completions including the next financial year is outlined in the table below. Dates are target and subject to change:

	2021-23	2023-24	2024-25	2025-26
Market	61	60	35	71
Affordable	47	109	22	15
<b>Total</b>	<b>108</b>	<b>169</b>	<b>57</b>	<b>86</b>

6.5 Norfolk County Council also has sites available that have not yet been allocated for residential use in the relevant local plan. NCC is likely to offer Repton the opportunity to promote some of these opportunities and it is likely be at the company's risk, however Repton anticipates this will be on the basis of a greater return for the company.

6.6 A pipeline of potential additional NCC sites is reviewed on a regular basis and sites may come forward in this financial year subject to the company's financial capacity and the Shareholder's dividend expectations.

6.7 It is not currently anticipated that Repton will acquire 3rd party sites on the open market, however the shareholder has allowed for this possibility and the Repton reserves the right to investigate and acquire adjoining parcels to improve existing sites and to explore possibilities brought forward by existing development partners.



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## 7. MODUS OPERANDI

- 7.1 Repton operates a 'lean client' model, with a small number of staff, employed by NCC and seconded to the company through a service level agreement.
- 7.2 An overarching Development Services Agreement was negotiated and signed with Lovell in October 2019. Each development site to be individually contracted using, normally, a PPC2000 partnering contract or, alternatively, a traditional JCT Design and Build contract where appropriate.
- 7.3 This arrangement with Lovell Partnerships Ltd has allowed Repton to acquire an off the shelf development structure without the need to appoint staff to carry out these roles. This has enabled delivery to be brought forward quickly in the short to medium term. This arrangement was designed to cover the first four sites and has completed its first 5-year cycle. Board have approved an Officer and advisor led review of the contract conditions; with a view to implementing lessons learned for the next 5-year cycle and in light of the partnership's success, a further improved position has been agreed with Lovell, subject to variation of contract.
- 7.4 The new cycle will begin with Attleborough (East of Hargham Road) which has been submitted for full reserved matters planning with an expected resolution in early 2025 and Links Road, Gorleston which is programmed for full planning resolution in late 2025. Additional sites in Acle and Rollesby are being reviewed under the partnership and will be added to the contract should they meet the hurdle rates set by Repton's Board of Directors.
- 7.5 A further procurement exercise took place in October 2019 which resulted in the appointment of Torrington Properties Ltd as a Development Manager for six smaller sites. Subsequently, an additional two sites, Sedgeford and Blofield, have been added to the roster. Torrington Properties Ltd lead and manage the full range of professional, technical, construction and support service to deliver each site design until the conclusion of after-sales support.
- 7.6 Four of the smaller sites (Caister, Lingwood, Hunstanton and Trowse) have full reserved matters permission. There is an ambition to also bring forward the Sedgeford site to achieve planning permission this financial year. South Walsham has been paused due to viability issues caused by tender price inflation and programme uncertainties around Nutrient Neutrality. Blofield is still in its very early stages. Attleborough (Chapel Rd) and Lingwood, Station Road have struggled to achieve viability in their current iterations and may have cost write-downs in 2024-25.
- 7.7 Lessons learned on this programme due to the unprecedented difficulties presented by COVID, Ukraine, Nutrient Neutrality and mortgage rate increases (to name but a few) have resulted in new processes at the early stages resulting in far smaller expenditure on new sites before a go/no go decision is required.

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- 7.8 Employer's Agent services, providing an extra layer of high level, client-side, cost and design oversight, have also been contracted following a procurement exercise undertaken early in 2019. The supplier is Richard Utting Associates from Norwich.
- 7.9 Legal services advising on contracts and company governance is currently provided by Mills and Reeve LLP based in Norwich.
- 7.10 For auditing and tax advice Larking Gowen completed their fifth year as auditors and following a procurement process will be replaced by Price Bailey for the 2024/25 audit.
- 7.11 Barclays Bank remain as the company's banker.
- 7.12 NHBC registration has been secured on the larger sites. The small sites are registered ad-hoc.
- 7.13 Repton has successfully passed an internal audit and continues to achieve a fully compliant financial audit from its external auditors.
- 7.14 Board monitors and oversees risk and progress. The Board has overall responsibility for authorising spend and progress on schemes. Officers and the Development Managers present reports and data for questioning and approval. Board meetings are held on an approximately bi-monthly cycle.
- 7.15 At Board meetings, the Board interrogate a risk register of strategic and individual based risks.
- 7.16 The Board has challenged and is content that the highest levels of corporate governance are adhered to, but it recognises the need to learn from other housing companies across the country. The Board has particularly looked at other, Local Authority owned, housing development companies to identify any further lessons.
- 7.17 The Board has looked at the wider macro-economic factors (for example, the potential for any slowdown in the housing market and cost increases in the construction sector) and in addition to the extant robust financial governance, focuses on four key questions:
- The importance of liquidity – modelled against a number of scenarios;
  - Stress testing project appraisals;
  - Counter-party risk - to ensure robust counter-party viability checks particularly with contractors on smaller sites;
  - Energy efficiency, sustainability and the strategy for net zero carbon.
- 7.18 Board has approved an Environmental Strategy as a critical step toward, amongst other key metrics, reducing Carbon emissions created by Repton activities. This will be monitored through the supply chain and managed via contractual requirements.



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## 8. COMPANY STRUCTURE AND GOVERNANCE ARRANGEMENTS

8.1 Repton Property Developments Ltd (Repton) is a private company limited by shares wholly owned by Norfolk County Council (NCC) which has ultimate control of its business activities.

8.2 The Company has been established in accordance with the Companies Act 2006 including the appointment of a Board of Directors for the Company and the adoption of Articles of Association.

8.3 All board directors are approved by the shareholder (NCC) and comprise the following:

• Two Councillors	Representatives of the County Council's Cabinet	Cllr G Peck (Chair) Cllr J James
• Two Officers	Selected from with County Council teams as having the appropriate experience	Mr. T Adam Mr. A Collier
• Two independent Non-Executive Directors	Appointed following a competitive process	Mr. S Hardwick Mr. M Spry

8.4 The County Council's shareholder function is discharged through its Cabinet with the actual work delegated to the Director of Strategic Finance.

8.5 Numerous Norfolk County Council staff perform services for Repton and their time is recharged. These services include:

- Development Management services
- Supporting the Board and ensuring governance procedures are carried out.
- Providing insurance.
- Providing financial advice.
- Undertaking procurement.
- Providing audit services

## 9. FUNDING

9.1 The County Council as shareholder is the key funder for the company. The County Council has established, through its own governance arrangements, the principle of providing loans to Repton. Repton currently has a £35m loan facility with the shareholder, which is drawn down upon Board approval, or when authority is delegated to specific board members.

## 10. TAX

10.1 VAT and corporation tax have been registered with HMRC and monthly VAT returns are completed. Repton has also registered for the Construction Industry Scheme.

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## 11. SWOT ANALYSIS

### 11.1 The following is a summary of the key strengths, weaknesses, opportunities and threats to Repton Property Development Ltd:

#### Strengths:

- Ability to secure funding at competitive market rates.
- Council support.
- Initial funding available.
- Several Council owned sites available for redevelopment.
- Sites unaffected by Nutrient Neutrality.
- Lean business model.
- Priority access to Lovell's contracting arm and internal pricing rates.
- Relatively broad portfolio of sites to spread risk.

#### Weaknesses:

- Not a known 'name' in the tender market for smaller sites equalling a risk premium and potential lack of interest.
- Vulnerable for extended timescales for planning, development and construction before significant number of homes become available for sale and produce income.
- Require external skillsets rather than all 'in-house'.

#### Opportunities:

- Increase of affordable housing within the County.
- Income generation for the Council, arising from profit.
- Support for local people to buy a home (or rent from the affordable housing provider).
- Place shaping.

#### Threats:

- Any future government change in the view of council companies /prudential borrowing.
- Downturn in economy leading to a fall in house prices.
- Further increases in interest rates.
- Materials and labour cost inflation.
- Supply chain failure.
- Nutrient Neutrality.
- Overstretched planning departments causing long delays.
- Affordable Housing providers not being willing or able to purchase S106 homes causing an inability to meet planning obligations.

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## 12. TARGETS AND KEY PERFORMANCE INDICATORS

- 12.1 The proposed time scales for each site are tabled out in appendix 1a and at this point in the programme reflect on-site activity and forecast which remain dependent on planning permission and site design/viability.
- 12.2 Key performance indicators for health and safety incidents are reported on to Board on each site. Numbers remain low with a cumulative 23 minor incidents on all sites to date as of January 2025. (appendix 1b).
- 12.3 Detailed customer satisfaction surveys are undertaken on the Lovell sites at 8-week, 12-week and 9-month intervals and Repton currently has the best score in the Lovell group of customers stating they would recommend the developer (appendix 1c).

## 13. DIVIDENDS

- 13.1 It is envisaged that any surplus funds/profits will be returned to the shareholder using dividends to the extent it is prudent and legal to do so and consistent with any additions to the development pipeline in terms of future sites that NCC wishes Repton to consider. The Shareholder has budgeted for a dividend of £1m p.a., in line with the Shareholder Letter. However, the dividend payable in any one year are limited to the distributable reserves generated to that point.
- 13.2 When viewing the company's overall financial benefit to the Council and the County of Norfolk, it should also be noted that the Shareholder receives both a land payment and a return from the interest charged on borrowing as part of the arrangement.

## 14. FINANCIAL BUSINESS PLAN 2025-26

14.1 Appendix 1 shows the status each of the current Lovells and Torrington site programmes based on the latest forecasts. Forecasts are revised regularly, and subject to change as additional sites are added or market conditions change.

14.2 Appendix 2 includes financial business plan statements for the period up to and including 2025-26: an operating statement and balance sheet are included along with a monthly cash-flow graph.

14.3 The information is based upon the latest cash flow forecasts received from the Development Service Providers, Lovells and Torrington, at 20 January 2025, when this plan was prepared. Individual cashflows are produced for each of the sites referenced in section 6, and these are amended in advance of each Board meeting to reflect agreed changes and updated assumptions.

14.4 Sales of £12.9m are anticipated in the year to 31 March 2025. This reflects significant on-going activity at Hopton while sales at Caister and Hunstanton have been pushed back to 2025-26. The comparable total for 2023-24 was £29.8m which reflected the last full year of sales at Acle and the completion of the first Attleborough site. The sales anticipated in 2024-25 can be analysed as follows:

Developer	Sales £m		Category	Sales £m
Lovells	12.7		Open market	11.4
Torrington	0.2		Affordable	1.5
<b>Total</b>	<b>12.9</b>		<b>Total</b>	<b>12.9</b>

14.5 Although sales volumes are lower in the current year, the higher proportion of open market sales means that forecast profitability has been maintained. With sales at Caister and Hunstanton, plus on-going sales at Hopton, income is expected to increase again in 2025-26 to £23m.

14.6 Subject to on-going discussions with auditors, projected scheme profits are recognised in proportion to the floor area of completions, taking into account margins on contracts with housing associations, on a scheme-by-scheme basis.

14.7 A dividend payment of £1m pa from 2024-25 has been assumed in the balance sheet forecast based on the latest profit forecasts. However, actual dividends will be declared when distributable profits have been confirmed.

14.8 Borrowing is expected to peak at approximately £16.7m from mid-2026 to mid-2027, primarily to enable the purchase and development of the Gorleston Links Road site. Overall cash flows turn positive in 2029 as total sales income is forecast to exceed development and overhead costs. Shareholder has approved a total loan facility of £35m. The current loan balance is £9m.

Registered office address:

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## Appendix 1a.

	Reserved matters	Site acquisition	Start on site	Finish on site	Final sale	Notes
<i>Lovell</i>						
<b>Acle</b>	<b>Jun 20</b>	<b>Mar 20</b>	<b>Nov 20</b>	Jul 24	Oct 24	Site built and sales completed
<b>Hopton</b>	<b>Oct 20</b>	<b>Jul 21</b>	<b>Mar 21</b>	Jun 26	Jul 26	On site. 60% of open market units sold.
<b>Attleborough 1</b>	<b>Feb 22</b>	<b>Dec 22</b>	<b>Aug 22</b>	May 24	Jun 24	Site built and handed over
<b>Attleborough 2</b>	tbc	Sep 25	Sep 25	Mar 28	Jun 28	Awaiting reserved matters planning determination
<b>Gorleston Links Road</b>	tbc	Sep 26	Nov 26	Jul 34	Jul 34	In pre-app for planning
<i>Torrington</i>						
<b>Caister</b>	<b>Feb 21</b>	<b>Jul 23</b>	<b>Aug 23</b>	<b>Nov 24</b>	Aug 25	Site built units to be sold
<b>Hunstanton</b>	<b>Sep 22</b>	<b>Jan 24</b>	<b>Feb 24</b>	Apr 25	Sep 25	On site
<b>Lingwood Former School site</b>	<b>Jan 22</b>	June 25	July 25	Jun 26	Dec 26	Tender. Timing affected by nutrient neutrality
<b>Attleborough former school</b>	tbc	Jun 25	Jul 25	Mar 26	Apr 26	In planning
<b>Trowse</b>	<b>Aug 24</b>	Jun 25	Jul 25	Apr 26	Jul 26	Tender. Timing affected by nutrient neutrality
<b>South Walsham</b>	tbc	Feb 27	Mar 27	Aug 28	Nov 28	Scheme paused,
<b>Sedgeford</b>	tbc	Apr 26	May 26	Jan 27	May 27	In pre-app for planning

Notes: Dates in bold are confirmed

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## Appendix 1b.

Health & Safety Summary Total Cumulative Figures					
Correct as of January 2025					
	Acle	Hopton	Attleborough (1)	Caister	Hunstanton
Minor	14	9	0	0	0
Major	0	0	0	0	0
RIDDOR	0	0	0	0	0
Fatal	0	0	0	0	0
Combined	14	9	0	0	0

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## Appendix 1c.

<div>2023 - 2024</div> <div>LOVELL HOMES</div>	NHBC 8 Week Survey Summary								
	Surveys issued	Surveys returned	Response rate	Would Recommend	NPS	Quality Score	Service After Score	HBF Combined 8w	Surveys open (minus open investors)
	49	25	51%	92.0%	44.0%	4.40	4.04	4.22	2
	No. of Investors				Total available surveys (minus open investors & released not sold)		Total surveys for year (minus investors)		
	1				2		49		

2023 - 2024  LOVELL HOMES		NHBC 9 Month Survey Summary								Total Combined HBF Score
		Surveys issued	Surveys returned	Response rate	Would Recommend	NPS	Quality Score	Service After Score	HBF Combined 9w	
		29	12	41%	100%	4.17%	4.41	4.41	4.40	6
		No. of Investors				Total available surveys (minus open investors & released not sold)		Total surveys for year (minus investors)		4.31
1				26		49				

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## Appendix 2

### Financial Business Plan Statements

Forecast profit and loss	Mar-24	Mar-25	Mar-26
		£m	£m
	actual	forecast	forecast
<b>Income</b>			
Sales - open market	18.919	11.359	21.797
Sales - affordable	10.912	1.555	1.325
<b>Total income</b>	<b>29.831</b>	<b>12.914</b>	<b>23.122</b>
Cost of sales	27.902	10.439	19.870
<b>Gross profit</b>	<b>1.929</b>	<b>2.475</b>	<b>3.252</b>
<b>Operating expenses</b>			
NCC support including directors	0.399	0.434	0.452
Professional and other fees	0.042	0.420	0.071
Interest not allocated to WIP	0.151	0.157	0.165
<b>Total operating expenses</b>	<b>0.592</b>	<b>1.011</b>	<b>0.688</b>
<b>Net profit</b>	<b>1.338</b>	<b>1.464</b>	<b>2.564</b>
Tax	0.334	0.366	0.641
<b>Profit after tax</b>	<b>1.003</b>	<b>1.098</b>	<b>1.923</b>
Dividend	0.735	1.000	1.000
<b>Profit after tax and dividend</b>	<b>0.268</b>	<b>0.098</b>	<b>0.923</b>
<b>Retained earnings</b>	<b>0.099</b>	<b>0.197</b>	<b>1.120</b>



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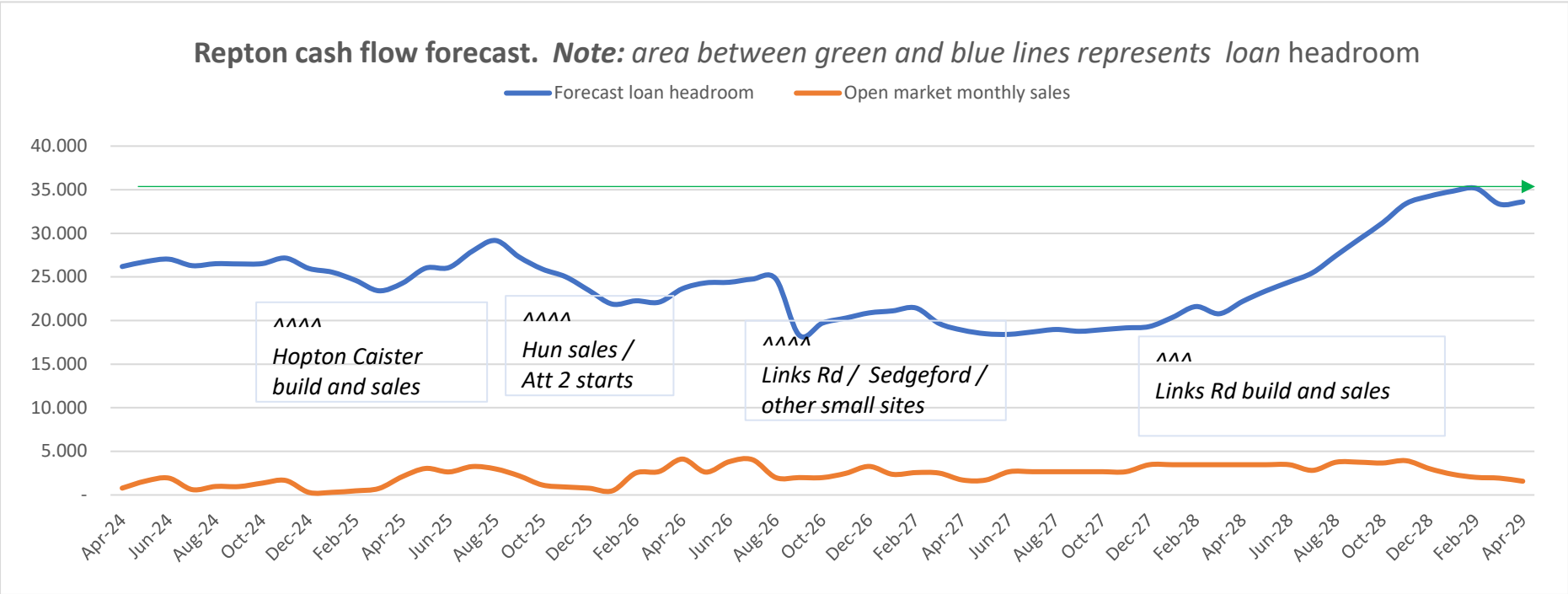


## Business Plan Financial Forecasts – Balance Sheet

Forecast balance sheet	Mar-24	Mar-25	Mar-26
	actual	forecast	forecast
Assets	£m	£m	£m
<b>Current assets</b>			
Bank	1.410	0.102	0.770
Accounts receivable	1.640	0.058	0.219
Work in progress	10.750	14.773	17.858
Refundable deposits held by third parties	0.478	1.305	1.305
Retentions held by third parties	0.678	0.145	0.145
<b>Total assets</b>	<b>14.954</b>	<b>16.382</b>	<b>20.297</b>
<b>Liabilities</b>			
<b>Current liabilities</b>			
Accounts payable and accruals	2.339	3.555	3.067
House deposits and income in advance	0.433	0.050	0.030
Retentions due to suppliers	0.219	0.100	0.100
VAT/tax	(0.092)	(0.020)	(0.020)
<b>Total current liabilities</b>	<b>2.900</b>	<b>3.685</b>	<b>3.177</b>
<b>Non-current liabilities</b>			
Loan	9.000	9.000	12.500
<b>Total non-current liabilities</b>	<b>9.000</b>	<b>9.000</b>	<b>12.500</b>
<b>Total liabilities</b>	<b>11.900</b>	<b>12.685</b>	<b>15.677</b>
<b>Net assets</b>	<b>3.055</b>	<b>3.697</b>	<b>4.620</b>
<b>Equity</b>			
Capital - ordinary shares	3.500	3.500	3.500
Current and retained earnings - assuming dividend payments	0.099	0.197	1.120
<b>Total equity</b>	<b>3.599</b>	<b>3.697</b>	<b>4.620</b>



Business Plan Financial Forecasts – Cashflow

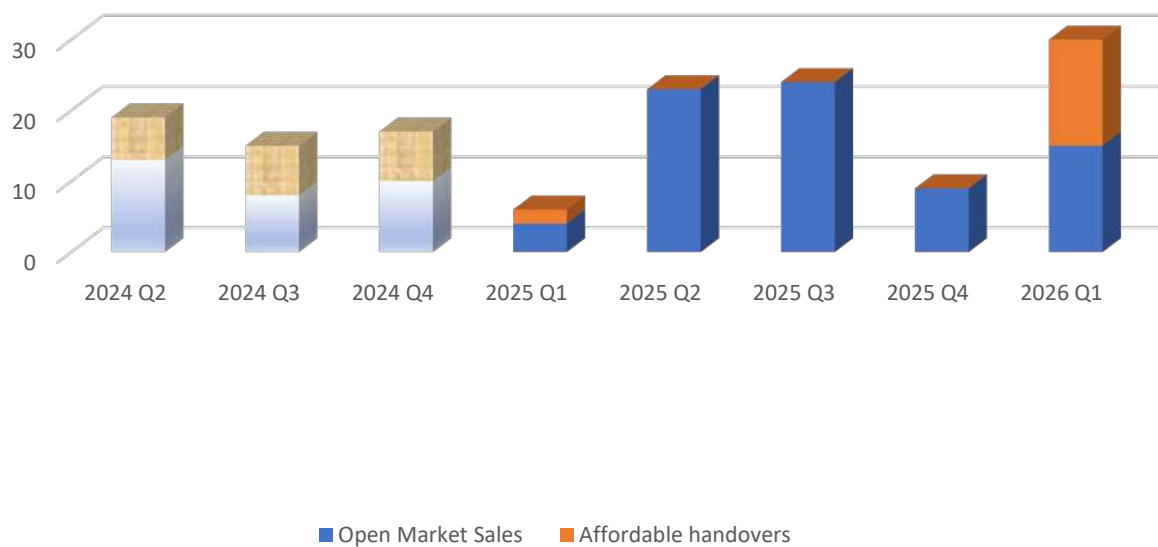


### Appendix 3

#### REPTON ACTUAL / FORECAST COMPLETIONS & HANDOVERS BY CALENDAR QUARTER 2024-25 and 2025-26

*Actual -->*

*Forecast -->*



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## Appendix 4

### Market Analysis (RPD and RUA)

1. The housebuilding market in Norfolk remains dominated by national and larger regional housebuilders primarily developing along the A11 corridor and also, with greater focus north of Norwich, along the Norwich Northern Distributor Road corridor, with more strategic sites being secured and developed by Consortiums to dilute the risk profile.
2. In terms of the competition in Norfolk, Persimmon and Taylor Wimpey are the national housebuilders with the largest programs, however all have reduced programmes / outputs due to the reduced market demand. Over the past 12 months, Barratt Redrow have seen significant growth, on par with that of both Persimmon and Taylor Wimpey. Nationally, housebuilders have downgraded programmes to consider the market regress, with outputs dropped by 50% and most have seen a reduction in margins. For example, the typical target for Open Market Sales have been scaled back to 30 p.a. per outlet. Therefore, the national housebuilders have reset expectations, with regional outputs averaging between 300 – 400 p.a. Interestingly, whilst output targets have been reduced, there is fierce competition to secure land, with smaller sites (below 100 dwellings) now being actively pursued by the national housebuilders, likely due to the complications due with Nutrient Neutrality which is stifling both development and land supply. We have been informed that Barratt Redrow are seeking to increase their programme over the next 48 months to c.700 - providing a strong foothold in the regional market. Whether the market can support this demand will need to be determined. Furthermore, over the last 12 months several housebuilders have had to consider sales to both Affordable Housing providers (as additionality dwellings) and Private Rental Sale (PRS) providers to meet internal sales hurdle criteria and RUA understand that open market Sales to PRS providers will be a reoccurring theme moving forward, given the depressed market.
3. Smaller regionals in Norfolk, more on a scale with Repton's aspirations, are Norfolk Homes, Badger Homes and Abel Homes. Housing Associations are now more dominant in the Open Market sale sector with Orbit Housing, Clarion, Flagship Housing and Saffron all having significant developments in the region. Housing Associations have, in recent years, taken on a relatively higher proportion of private sale risk and some are now starting to reduce

their programmes considering new market uncertainties, competition for land and S106 requirements driving costs up. Additionally, new Local Authority backed housing development companies, such as Big Sky Living in South Norfolk, and Lion Homes in Norwich are providing much needed housing. Presently, with the reduced supply of Section 106 Homes, Housing Associations have reduced programmes to align and budgets/appetites have adjusted accordingly. Reasons are two-fold; funds reallocated to tackle damp, mould, EPC and Cladding requirements and secondly, the lack of any Homes England Grant Programme. The S106 Market has seen a significant reduction in competition and value, with several Housing Associations now very selective on the purchase of S106 homes.

4. Following the COVID pandemic, the market experienced unprecedented Sales Growth and Build Cost inflation. Over the past 12 months, both sales pace and revenues have been affected negatively nationwide, due to several factors, but particularly the lack of a “first-time” buyer product (to address the difficulty for buyers raising deposits) and increased inflation affecting mortgaging lending. The next 5-year period is likely to be unsettled, with Sales likely to remain slow for the next 12 months, until such time as an introduction of a “help to buy” product to stimulate sales at the entry level. On a positive note, build costs have now settled to more normal levels, with greater availability of both labour and improved level of competition within the Supply Chain. It is likely that annual Build Cost inflation will increase at circa 3.00% per annum, due incremental increases in both material and labour costs. The BCIS support this position, with annual Tender Price Inflation (calendar year 2025) at 3.47%, on a national level. Suppliers have not returned to the output levels pre-COVID and this is likely to remain the case, as suppliers are holding very little stock, therefore materials remain on long-lead times and are subject to year-on-year cost increases which may be balanced out by greater competition in the supply chain.
5. It seems that the market has now adapted to the change in Building Regulations (effective from June 2022) which promotes the reduction of Carbon Emissions in new build dwellings by 31%, utilising a fabric first approach, together with the implementation of electric heating systems combined with renewable energy sources. Whilst such changes influence Build Costs, the slowing sales market has significantly aided to reduce the cost impact. The main cost challenges are focused to adhering to design

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criteria implemented by Statutory Providers and the requirements of the LLFA around surface water modelling.

6. Nutrient Neutrality and the Local Authority Planning Departments are the main contributing factors for slowing site commencement and construction outputs, further impacted by continued slowed sales outputs. Given Repton's diverse offer and site locality, it is fortunate to have a pipeline which is mostly unaffected. The introduction of Biodiversity Net Gain (BNG) (effective from 12 February 2024) has not yet been realised by the market, but this will place a further cost burden scheme viability and therefore erode land values. On a positive note, given the competition in the land market and the Regional National House Builders seeking to increase outputs, the market may balance.
7. Repton will take a conservative view of market risk and regular reviews of the current market conditions are undertaken, utilising recent UK housing market updates published by Savills, local intelligence, and the Building Cost Information Service (BCIS). Most important however is the local knowledge of our supply chain.

# Cabinet

**Item No: 18**

**Report Title:** Corporately Significant Vital Signs

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr James (Corporate Services and Innovation)

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

**Is this a Key Decision?** No

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

The purpose of this Quarter three report is to provide Cabinet with an update on the Council's performance against its Corporately Significant Vital Signs.

Each performance report provides the opportunity to review and understand context, current performance, trends, identify performance risks, and by regular monitoring during the period, allow for early interventions and to validate the actions that have been taken to address performance deviation and identify further opportunities for improvement.

Our Vital Signs are made up of an array of different types of performance measures, some of which are focused workload or output measures, like the Museum visits measure which focuses on services received/visits made, and some which measure our timeliness or productivity. Where possible we focus on being outcomes driven, but recognise that for some of our Vital Signs, performance is often affected by circumstances outside of our control, such as the Quality of the Care Market, which we can influence, but are not directly responsible for. That being said, it remains important for us to understand the challenges and extenuating circumstances that affect our service delivery and achievement of our strategic outcomes, and we continue to monitor trends and establish insights around such measures to aid effective planning, allocation of resources and to monitor demand and forecasting.

Despite the achievements of the Council in recent years, and our Council wide approaches to digital, use of data, financial controls & transformation, the fact remains that we continue to operate in an environment that remains challenged by increasing demand across all of our services, which is exacerbated by our lack of ability to approach our investment and long-term planning opportunities effectively. As with many other local authorities, we continue to look at how we deliver services, finding new and innovative ways to deal with increasing demand and reducing budgets, but

this only goes so far. Financial pressures facing local authorities, particularly County areas with responsibilities for care, has reached a critical point and performance and opportunities to innovate continues to be hampered by our lack of longer-term financial settlements.

In Quarter three we have seen improved performance across departments, with two additional measures reporting as green this month. In Adult Social Care, our Managing our Safeguarding measure has improved by 9%, and in Public Health, our Health Check score by nearly 3%. In Children's Services, Effective Practice has improved to 85.71% and is now green, and in both Adults and Children's our Social Worker Vacancy measures are both reporting as green for the first time since reporting of the Vital Signs began.

In our Community & Environments Services, the Number of Education and Training Enrolments is now at 892 and green, for Norfolk Fire & Rescue Service, the volume of targeted Business Fire Inspections has increased by nearly 20% since last report, and in Infrastructure, we continue to see an increase in the use of Public Transport.

In terms of areas of underperformance, in Adults Social Care, our Maximised independence for those who draw on services measure has decreased by 7%, in Children's Services, our Education Inclusion measure has decreased in performance from 68.75% to 56.25%. Whilst reporting at green currently, performance against our Number of Museum visits has decreased since last quarter but remains in line with annual trends for this time of year. As previously reported, our measures around sickness absence remain below target, with substantial actions outlined to contribute to returning to target across the next 18 months.

For Finance, the risk reported to savings across Quarter's one and two continues in this Quarter and will likely follow into year-end reporting. Work is being done to re-profile savings and mitigate further risks, and plan activity for 25/26 budget, particularly where areas are experiencing increasing demands on services, for which have not previously been budgeted. Monitoring of risk continues to be a priority and shall remain a firm part of performance and financial management conversations across the year. Performance across Finance and Strategy & Transformation remain otherwise largely static.

For areas of underperformance the relevant supportive narrative on these measures discusses the corrective actions that will take place to improve performance and the expected return to target dates. These measures shall be actively discussed at Executive Leadership Level, and at Directorate DMTs to ensure that trends continue to be monitored and mitigative actions put in place, where we have the influence to do so. Actions are clearly highlighted at the end of each Directorate Section.

This report utilises the Corporately Significant Vital Signs that underpin portfolio outcomes using a traffic light visual rating. 41 monthly and Quarterly Corporately Significant Vital Signs are being reported in this period.

Performance is measured using Red, Amber, and Green (RAG) ratings based on the current level of performance against target. The table below shows the proportion of corporately significant vital signs at each RAG rating in the last month at the end of



Quarter three. Performance for Quarter three is compared to that of Quarter two of 24/25, where measures were previously reported.

<b>41 Corporately Significant Vital Signs- please note that this Quarter includes 2 measures that are not RAG rated, therefore the total below will not equal 41.</b>	
<b>Green</b>	26 Vital signs met or exceeded the target (24 last month in last Quarter)
<b>Amber</b>	8 Are within the accepted tolerance of the set target (13 last month in last Quarter)
<b>Red</b>	5 Vital Signs are below or behind the target set (5 last month last Quarter)

In the review of performance, in addition to the “RAG” ratings, the trajectory of performance against target is noted as -

Improving  Deteriorating  Static 

For measures to be classed as improving or deteriorating there will be more than a 2% tolerance shift against the previous report. For those classed as static this will be within the 2%. The exception to the rule will be for those with targets that are set at under 10%, where a 0.5% rule shall apply.

## **Recommendations:**

- 1. Review and comment on the end of Quarter two performance data and associated narrative.**
- 2. Agree the 30 highlighted actions as set out.**

### **1. Background and Purpose**

1.1. Vital signs provide measurements of operational processes (internal) and strategic outcomes (external). Poor performance and or a deteriorating trajectory represents a risk to the organisation in terms of our ability to meet legal responsibilities, maintain financial health, meet the needs of our citizens and a reputational risk.

1.2. The Corporately Significant Vital Signs are closely aligned to the principles underpinning our Council Plan - Better Together, for Norfolk:

- A VIBRANT AND SUSTAINABLE ECONOMY
- BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE
- HEALTHY, FULFILLING, AND INDEPENDENT LIVES
- STRONG, ENGAGED, AND INCLUSIVE COMMUNITIES
- A GREENER, MORE RESILIENT FUTURE

1.3. Each vital sign has a target which has been set based on the performance required for us to work within a balanced budget and meet statutory

requirements. Where the measure relates to the delivery of services, benchmarking data where relevant, has also been used to assess our performance against that of our statistical neighbours.




## 2. Proposal

2.1 This report uses data from the last month in the Quarter, during which there has been some success during this time in increasing areas of previously poor performance.

2.2 There do remain however, several areas where performance is a cause for concern and potential risk, and these are identified in the relevant parts of the report, with mitigating actions described to outline our response to reaching target.






2.3 Highlights for the Quarter (shows the total of indicators RAG by portfolio).

2.4 Throughout this report, the Red, Amber, Green “RAG” traffic light system of reporting is used, with some highlights on performance listed below.

	Total Vital Signs				Highlight
<b>Adult Social Services</b>	5	1	4	0	Managing our safeguarding work effectively has improved by 9%
<b>Public Health</b>	2	1	0	1	Percentage of people receiving an NHS Health Check has improved by just under 3% and is green
<b>Children's Services</b>	5	0	3	2	Effective Practice has improved to 85.71% and is now green
<b>Community &amp; Environmental Services</b>	7	0	0	7	Number of education and training enrolments is now at 892 and green
<b>NFRS</b>	4			4	Percentage of targeted Business Fire Safety inspections completed has improved to 71.5% from 52.33%
<b>Infrastructure</b>	6	0	0	6	Increased use of public transport continues to improve, at 7,547,251
<b>Finance Directorate</b>	6	1	1	3	Capital receipts for land sold, that will be counted as part of overall capital receipts has increased to £3,339,000
<b>Strategy &amp; Transformation</b>	6	2	0	3	Both the Adults and Children's Services vacancy measures are now green for the first time since reporting of the Vital Signs began

### 3. Impact of the Proposal - Vital Signs overview by portfolio outcome

#### 3.1 Adult Services

Measures*	Performance Q2	Performance Q3	Target	Trajectory
Reduce and delay the need for formal social care (%)	67%	67%	80%	Static 
Maximised independence for those who draw on services %	60%	53%	80%	Deteriorating 
Timeliness of risk management within the holding lists %	33%	33%	80%	Static 
Managing our safeguarding work effectively	61%	72%	80%	Improving 
Quality of the Care Market %	69%	69%	80%	Static 

\*Please note, as these are composite measures, the percentages shown represent the combined performance over each month of a number of feeder performance indicators, assigned scores at each month are collated to form these percentages.

3.2 Of the five performance measures five are below target, four at Amber, one at Red. These are as follows and have fourteen associated actions highlighted.

#### 3.3 Vital Sign 1: Reduce and delay the need for social care %Target: 80%. Current performance: 67.00%. **Static**. Expected to reach target date: March 25

This composite vital sign brings together a range of indicators including how many people are signposted at our front door and how many people receive short term services to increase their independence.

SCCE continues to manage referrals coming into the service, which have remained consistent across quarter three. We have looked at our processes and made them as smooth and efficient as possible. SCCE was able to resolve 91.8% of referrals throughout quarter two, helping to managing demand on operational teams.

As part of the community engagement and assessment process provided by SCCE, consideration continues to be given to opportunities for short term and low levels of support.

SCCE continues to support people to access appropriate care at the earliest opportunity, maximising the use of short-term services to support independence, to prevent, reduce and delay the need for commissioned services.

Dashboard data is being used to inform and target work, upskilling managers, and front-line staff to deliver the right outcomes for people.

We have improved our signposting of new clients by 7% since the end of Quarter three last year. This is, however, against an ambitious target which is currently

based on volume rather than the percentage, so changes in demand across the year will impact our performance.

Actions from quarter two continue to be relevant.

#### **Actions:**

- 1. Continue with actions to recruit and retain staff.**
- 2. Streamline referral pathways to further improve efficiency and maximise preventative opportunities.**

### **3.4 Vital Sign 2: Maximised independence for those who draw on services Target 80%. Current performance 53%. **Deteriorating**. Expected to reach target date: Target date under review.**

This composite vital sign includes a range of measures which include new residential placements and the number of people supported by short term services who then did not need ongoing support.

NFS, our reablement service now takes an increased number of people with more long-term needs, where full reablement is not possible due to the acuity of their social care needs. However, by supporting these people with higher needs to become as independent as possible, we reduce the care they go on to need and increase their ability to manage some things for themselves. The sub-indicator which measures the percentage of people who received short-term support who didn't need further support has reduced as a consequence. Despite the negative impact on this sub-indicator, supporting people to maximise their independence as they are partially re-abled delivers the right outcomes for people and is an important part of supporting people towards greater self-reliance.

We are working to reduce how long people stay in a short-term bed – either coming out of a hospital stay, or from the community. We know that if we can support people home from short-stay beds swiftly then they are more likely to keep or re-gain independence. This work is seeing a temporary increase in long term residential care, although this will not affect the overall number of people supported in bedded care.

Key to helping people stay independent for longer is ensuring alternatives to residential care. Our Independent Living programme to date has two schemes open, offering 124 apartments. In the coming year we plan to have a further three schemes start on site, with over two hundred apartments between them.

Analysis of choices for younger people with disabilities highlighted shortcomings in options for people, with a lack of 'step-down' or 'step-up' facilities for people as an alternative to permanent accommodation. In response, we have developed three accommodation-based enablement schemes and we will be increasing housing and independent living options for younger adults.

Our targets for residential placements for people are ambitious and reflect our desire to ensure that more people are adequately and appropriately supported with

independent living and home-based care. However, the need for alternative supported accommodation is impacting our ability to achieve this objective in the shorter term.

**Actions:**

- 3. Reduction of number and length of stay in short term beds, resulting in more independent outcomes for people.**
- 4. Continue work in supporting localities and NFS to work collaboratively to re-able where possible and reduce the reliance on formal care.**
- 5. Continue to roll out the accommodation plan, bringing independent and supported living options online.**

**3.5 Vital Sign 3: Timeliness of Risk Management within the holding lists.**

**Target 80% Current performance 33%. Static. Expected to reach target date:**

**The current measurement and targets presents some volatility, and this will be reviewed for 25-26 targets.**

Overall performance for this theme remains consistent across quarters, although reports red overall against ambitious targets.

We have an ambition that no new cases will remain within our front door SCCE process for longer than 7 days by the end of the financial year. This is achieved for more than 80% of cases currently, an improvement from 67% at the end of Quarter two.

The second timeliness measure relates to how quickly new people can be assessed, again, we have set an ambitious 3-week target to achieve by year end. Following national guidance, this metric is being reviewed to ensure consistency across the sector. Backlogs impact on our ability to meet this target, but progress is witnessed in this space, with our backlog of people waiting for assessment reducing significantly over the last 12 months.

The third feeder metric ensures that people waiting for assessment have been appropriately risk assessed. Around 90% of people waiting for assessment have been through this process, although this remains below our ambitious target of 97%. This indicator takes a snapshot view at the end of each month and given some variation in when new work comes to the teams, creates some volatility. Our performance against this sub-indicator today is more than 99%.

Finally, we want to ensure that high risk cases are allocated and not held on the holding lists. This metric reports green and on target, with less than 1% of cases throughout Quarter three on the holding lists being risk assessed as Red.

**Actions:**

- 6. Scoping underway to introduce self-assessment process.**
- 7. Continued action to ensure risk assessment takes place on work promptly.**

**3.6 Vital Sign 4: Managing our Safeguarding work effectively. Target 80% Current performance 72%. Improving Expected to reach target date: March 25**

This composite vital sign looks at a series of measures around how we manage safeguarding. However, the way that the metrics assess performance can provide significant variation, which does not reflect the overall performance. We will review the suite of metrics for 2025-6 to provide better assurance at a strategic level.

Outcomes for people who have been through a safeguarding enquiry are good, with more than 92.7% of people having had the risk reduced or removed through the interventions at the end of Quarter three, against a target of 93%.

Our focus is on ensuring that all people who need to be safeguarded are. People at moderate to high risk of harm are seen quickly, with steps taken to safeguard them from the point of the referral.

Some less urgent safeguarding referrals are waiting for the full process, having had initial steps taken to protect them from avoidable harm. Some form changes had meant that this was not always fully reflected in the case record. This is being actively managed, and performance is now close to 80% and has been consistently amber throughout Quarter three, despite a steadily increasing profiled target.

The introduction of a professionals' portal for the reporting of safeguarding is beginning to positively impact on the proper separation of safeguarding from quality concerns. A significant proportion of contacts which come through as safeguarding concerns are in fact general concerns for the person's care needs or quality concerns relating to providers.

The final sub-indicator relates to the most urgent safeguarding cases being attended to on the same day. Throughout Quarter three this indicator was green, with us having no red-rated safeguarding cases waiting during the quarter.

**Actions:**

- 8. Monitoring of the impact of recent reviews to the safeguarding process to make it more streamlined, ensuring that the changes support good quality and timely practice within this area.**
- 9. Strengthening relationship between operational and safeguarding teams with more mentoring and support availability.**
- 10. Embedding of the recent implementation of professional form and portal to improve the quality of information at the front door, supporting the separation of quality concerns and safeguarding issues.**

### **3.7 Vital Sign 5: Quality of Market. Target 80% Current performance 69%. Static. Expected to reach target date: March 25**

This vital sign reflects the most recent CQC rating only, and composite measures are being reviewed. Previously reporting included some data that related to variable subsets of the market, which presented a volatile position that was not providing information that was either helpful or reflective of the direction of travel.

The County has had lower quality of care compared to some other local authority areas for some time. There are many elements that contribute to this and actions to see improvement will take time. Social care in Norfolk is provided by over 500 registered care providers, so the Council needs to work across the care market to help support and influence change.

The Norfolk care market is challenged due to lack of choice for enhanced and specialised care in particular, which can limit options for both individuals and commissioners to use good and outstanding provision as a matter of course. However, the new homecare framework is focused on good and outstanding provision, which will directly influence the quality of commissioned care, as well as this market more broadly.

The ICS Social Care Quality Improvement Programme is a collaborative programme of work overseeing actions to deliver care quality improvement for Norfolk. This was created following the strategic framework approach agreed by Cabinet in June 2022. The Programme is well established and has received significant support from partner organisations including Norfolk Care Association (NorCA); Healthwatch Norfolk and the Norfolk and Waveney ICB (Integrated Care Board) ensuring a coordinated approach but also ownership and accountability from all parties that can help influence and action improvement to care quality in Norfolk.

National workforce shortages over the last two years are placing more pressure on care provision and will impact on quality. The Council has a role to support the sustainability of the care market, which includes the workforce and has enabled a strong external workforce offer, focused on recruitment, international recruitment, care careers and development to support retention, skills, and qualifications. The workforce position for Norfolk over the last year is improving. However, availability of high-quality registered managers is challenging in Norfolk.

The Integrated Quality Services complements the CQC programme of work and proactively supports quality improvement. An increase in staffing and economic concerns has increased the amount of care provision with significant issues. These can lead to provider failure and quality concerns, which has required deployment of resources to focus on immediate improvement support and in some cases, actions involving performance notices and support of service closures.

Onsite quality assurance audits are undertaken by the IQS team. Good progress has been made with a mix of both risk-based scheduled audits and undertaking focussed work with providers where quality concerns have been identified. This work

is done in conjunction with social work teams, commissioners and where appropriate ICB colleagues.

CQC unfortunately only undertakes a small number of assessments – about four to five per month. These are often risk based so focus on establishments at risk of becoming inadequate or requires improvement. This is not unique to Norfolk, and we use our own PAMMS system and work with the market to provide us with more contemporary information, which supports improvement work and where needed restrictions on placements.

For example, the most recent information tells us that we have 58 providers, currently rated as Requires Improvement or Inadequate by CQC, who we are confident would be judged good or outstanding if CQC inspected them now. We continue to see improvement in a number of providers as a result of our engagement with them. Equally, there is some services rated compliant by CQC, where we believe there are improvements required and we work with these.

We can demonstrate the effectiveness of this work. For example, currently CQC rates six Norfolk residential nursing homes as Inadequate. Through targeted work there has been improvement in five of these homes, with the other recently rated inadequate by CQC but from initial improvement activity, it is considered to have the potential to improve.

A provider mentor role within the team is focused on targeted improvement work with key providers and is demonstrating good results.

**Action:**



- 11. To continue scheduled audits and undertake focussed work with providers where quality concerns have been identified, (Carried forward from previous report).**
- 12. Continue to support improvement focused on workforce initiatives; recruitment and retention, training and development, and international recruitment, (Carried forward from previous report).**
- 13. Full engagement with the programme of work under ICS social care Quality Improvement Programme to promote and support high quality care.**
- 14. Focused cross system actions to improve quality and support for nursing care.**



### 3.8 Composite Measure Breakdown:

<b>VS1</b>
<b>Proportion of new contacts where need for social care is reduced or delayed</b>
Requests for new clients where the sequel for support was universal services/signposting
Requests for new clients where the sequel to request for support was low level support or other short-term support
Requests for new clients where the sequel is short term services to maximise independence
<b>VS2</b>
<b>Maximised independence for those who draw on services</b>
Proportion of adults aged 18-64 whose long-term support needs are met by admission to residential and nursing care homes (per 100,000 population)
Proportion of adults aged 65+ and over whose long-term support needs are met by admission to residential and nursing care homes (per 100,000 population)
Proportion of new clients who receive short-term services during the year, where no further request was made for ongoing support (18-64)
Proportion of new clients who receive short-term services during the year, where no further request was made for ongoing support (65+)
Average hours of home care avoided through reablement intervention
<b>VS3</b>
<b>Timeliness of risk management within the holding lists</b>
% of people not risk stratified on the holding list
% of people rated red on the holding list
% of new client referrals with SCCE for longer than 7 days
% of new people waiting for an assessment for longer than 3 weeks
<b>VS4</b>
<b>Managing our safeguarding work effectively</b>
% of people who have had initial efforts made to safeguard them within 3 days of the referral
Red safeguarding cases on the holding list for more than 1 working day
% of S42 safeguarding enquiries where a risk was identified, and the reported outcomes is that this risk was removed or reduced
<b>VS5</b>
<b>Quality of Market</b>
% of providers rated as Good or Outstanding by most recent CQC

### 3.9 Public Health

Measures	Performance Q2	Performance Q3	Target	Trajectory
Percentage of people receiving an NHS Health Check	37.60%	40.3%	28.10%	Improving 
Health visiting score	61%	61%	78.6%	Static 

3.10. Of the two performance measures one is below target, at Red. This is as follows and has two associated actions highlighted.

**3.11 Vital Sign 702: Health Visiting Score %Target: 79%. Current performance: 61%. Improving. Expected to reach target date: September 25**

Mandated checks provide evidence-based child health and development reviews and support on various topics including emotional and mental health, infant feeding, immunisations, sleep, baby safety, nutrition, and child development; they are vital in supporting all parents to give children the best start in life. Through the range of topics covered, they contribute to improving outcomes and reduce health inequalities for children and young people. Examples include reducing smoking, supporting breastfeeding, improving mental health, the identification of health needs early on, reducing accidents and supporting readiness to learn.






The Healthy Child Programme provides five mandated health reviews to children 0-5 (antenatal visit, new birth visit, 6–8-week review, 1 year review and 2-and-a-half-year review), and this vital sign combines the five reviews for a composite measure. Targets are based on the latest national figures where possible (antenatal is set locally due to availability of data).

Mandated Checks delivery continues to be below target, as well as being lower than regional & England average performance across all checks, other than the antenatal review & 1-year check at 15 months. Performance issues are in the context of known retention and recruitment issues.

**Actions:**

- 15. An Improvement Plan had been in place since April 2023 and actions have been implemented to maximise the capacity of existing delivery on mandated checks. Following significant improvements in the timeliness of mandated checks completion over the summer, mainly due to expanding the range of staff equipped to undertake the checks & delivering checks to individual families from within group settings, it has been agreed to close the improvement plan and for the provider to focus on implementing the changes in the delivery model that were commenced in October 2024. These changes formalise some of the activity delivered through the improvement plan within new contractual documentation and progress is being monitored through a mobilisation plan overseen by a joint board, co-chaired by the commissioner and the provider. Any actions not completed within the improvement plan were migrated to the mobilisation plan to ensure, where appropriate, oversight and scrutiny of the provider's performance can continue.**

### 3.12 Children's Services

Measures	Performance Q2	Performance Q3	Target	Trajectory
Avoiding Specialist Intervention	57.14%	71.43%	80%	Improving 
Early Intervention and Prevention	87.5%	87.5%	80%	Static 
Education Inclusion	68.75%	56.25%	80%	Deteriorating 
Effective Practice	78.57%	85.71%	80%	Improving 
Managing the Market and Creating Capacity	37.5%	50%	80%	Improving 

\*Please note, as these are composite measures, the percentages shown represent the combined performance over each month of a number of feeder performance indicators, assigned scores at each month are collated to form these percentages.

3.13 Of the five performance measures, three have not met target, with three at amber. There are six actions highlighted.

**3.14 Vital Sign 3100: Avoiding Specialist Intervention. Target 80%. Current performance 71.43%. Improving. Expected date to reach target: December 24.**

Five of the seven sub-indicators within this vital sign are better than our national or regional benchmarks. As expected, the reported time average time between receiving court authority to place a child and deciding on a match to an adoptive family has improved to below the target. There has been a further slight increase in the number of first-time entrants to the youth justice system. The more significant pattern in recent years remains relatively low numbers of first-time entrants which have reduced by 78% over the last decade. This measure uses a rolling average to account for the seasonal variation, and an increase at the start of the 2024 remains still the most significant reason for the data being above target. We therefore expect a positive trend going forward to be positive and for this indicator to return to green in the coming Quarters.

#### Actions:

16. Continue to monitor the rolling average in first entrants to the youth justice system to confirm the expected positive uplift in performance.
17. Continue the provision of a comprehensive diversion programme following confirmation of Turnaround funding.
18. A review of interventions and alternative strategies appropriate for young people involved in violence is being undertaken as part of the Youth Justice plan refresh, in collaboration with partners under the Serious Violence Duty.

**3.15 Vital Sign 3102: Education Inclusion. Target 80%. Current performance 56.25%. **Deteriorating**. Expected date to reach target: 2026.**

Education inclusion remains amber as most of the indicators are annual so have not been refreshed since the last quarter. We have seen improvement in overall absence from school this year and performance remains close to the national average benchmark. The percentage of care leavers in sustained employment education or training continues to be better than target. We remain concerned about levels of exclusion from mainstream schools.

**Actions:**

**19. As part of the Local First Inclusion programme, we are undertaking a major transformation of the system of alternative provision, developing school-led provision with the dual aims of reducing exclusions and supporting children to re-integrate after a period of alternative education. As this programme delivers, we expect to see performance substantially improve. Roll out of the new model commences in phases from autumn 2024 through to 2026.**

**3.16 Vital Sign 3104: Managing the Market and Creating Capacity. Target 80%. Current performance 50%. **Improving**. Expected date to reach target: 24-2028 in line with the LFI Programme.**

The proportion of looked after children with a foster carer has improved slightly and this sub indicator is now amber. The overall number of children in care continues to decline as more children are enabled to remain safely within their own family. Our continued efforts to recruit more foster carers in Norfolk is crucial to enable more looked after children to live in foster care rather than in residential care.

The percentage of children with an EHCP being placed in independent schools remains high. It will take longer to deliver the maintained SEN provision and significantly reduce our dependence on the independent sector.

**Actions:**








**20. We have agreed that fostering recruitment and retention should be a corporate priority and are delivering a major programme of reform including the establishment of a regional fostering hub which Norfolk leads on behalf of the East of England. This forms part of the wider sufficiency strategy which also includes investment in new edge of care provision and more in-house care options for children with the most complex needs. This strategy is being rolled out in phases over the period 2024 to 2027/8.**

**21. Our Local First Inclusion plan aims to bring the use of independent schools in line with national by 2028 and for this to continue to decline until 2029/30.**

### 3.17 Composite Measure Breakdown:





<b>VS3100</b>
<b>Avoiding Specialist Intervention</b>
Average time between receiving court authority to place a child and deciding on a match to an adoptive family (days)
Children Looked After excluding UASC (rate per 10,000)
Children on a Child Protection Plan (rate per 10,000)
Children on a Child in Need Plan (rate per 10,000)
% of Children who started to be CLA who had been CLA within the previous 12 months
% of Children leaving care subject to a Special Guardianship Order
Children not on a school roll (SEND, exclusion, medical needs)
First time entrants to the youth justice system
Average time between receiving court authority to place a child and deciding on a match to an adoptive family (days)
<b>VS3101</b>
<b>Early Intervention &amp; Prevention</b>
% of Early Help episodes starting within 12 months of previous episode
Children supported by Early Help % of Social Care Plans
% of Early Help cases closed with "outcomes met"
Early Education Take up
<b>VS3102</b>
<b>Education Inclusion</b>
% of Care Leavers in sustained employment, education, or training (EET)
Exclusion from mainstream schools
Persistent Absence
Not in Education, Employment or Training (NEET)
<b>VS3103</b>
<b>Effective Practice</b>
% of Re-referrals into Social Care
% of Looked After Children with up-to-date Personal Education Plan
% of Education, Health, and Care Plans (EHCP) completed in 20-week timescale
% of Child Protection Plans open 2 years+
% of Repeat Child Protection Plans started (within 2 years of previous plan)
% of Management audits rated as good or outstanding
% of EHCP annual reviews completed in timescale
<b>VS3104</b>
<b>Managing the Market &amp; Creating Capacity</b>
% of Children Looked After in foster placements
School places allocated based on preference
Number of children who attend a good or better education provider
EHCP children placed in independent schools

### 3.18 Community and Environmental Service

Measures	Performance Q2	Performance Q3	Target	Trajectory
% of planning applications determined within statutory or agreed timescales	100%	99%	90%	Static 
Number of museum visits	30,490	13,276	18,000	Deteriorating 
Customer satisfaction with service received from customer service centre	94%	93%	90%	Static 
Participation of Early Years Foundation Stage activity in libraries (0-5 years)	21,870	21,214	16250	Static 
Library Business and Intellectual Property Centre (BIPC) activity	723	1,107	300	Improving 
Number of education and training enrolments	531	892	847 Cumulative target	Improving 
Number of attendees for library events (reading, social connections, or digital participation)	54,383	53,902	25,000	Deteriorating 







3.19 Of the seven performance measures, all are performing at Green.

### 3.20 Norfolk Fire & Rescue Service

Measures	Performance Q2	Performance Q3	Target	Trajectory
% of businesses brought to compliance	98.45%	98.45%	95%	Static 
% of emergency response within 10 minutes to fire incidents where life may be at risk (and 13 minutes to other incidents where life may be at risk)	86.50%	89.50%	80%	Improving 
Number of Home Fire Safety Interventions	706/458	672/458	458	Deteriorating 
Percentage of targeted Business Fire Safety inspections completed	52.33%	71.5%	71.25% accumulates across the year	Improving 






3.21 Of the four performance measures, all are performing at Green.

### 3.22 Infrastructure

Measures	Performance Q2	Performance Q3	Target	Trajectory
Kilograms of residual household waste per person per year	246.30	243.10	250	Improving 
% of high priority highway defects dealt with within Timescales	97.6%	94.6%	92.5%	Deteriorating 
Increased use of public transport	7,149,605	7,547,251	6000000	Improving 
% of waste diverted from disposal at Recycling Centres	72.97%	73.4%	72%	Static 
Streetlight stock converted to LED (% stock / no. of streetlights)	98%	98.5%	98%	Static 
Total number of trips made on shared bikes/ebikes/ e-scooters in Norfolk	58,414	37,863	35,413	Deteriorating 

3.23 Of the six performance measures, all are green.

### 3.24 Finance

Measures	Performance Q2	Performance Q3	Target	Trajectory
Capital receipts for land sold, that will be counted as part of overall capital receipts	£1,832,000	£3,339,000	£5,000,000	Improving 
Savings targets delivered	£38.332M	£37.46M	£41.532M	Static 
FES - Debt recovery	95%	95%	85%	Static 
Payment performance - % of invoices paid within 30 days of receipt	98.4%	99.1%	98%	Static 
Level of borrowing / debt	£806,716,000	£800,483,000	£843,750,000	Improving 
Capital monitoring- Profiled projected annual spend vs actual to date	34%	57%	N/A	N/A

3.25 Of the six performance measures two are below target, one at Amber, one at Red, as outlined below, with two actions –

**3.26 Vital Sign 401: Capital receipts for land sold, that will be counted as part of overall capital receipts. Target £5,000,000. Performance £3,339,000 Improving Expected date to reach target: March 2025**

The £5m target for Capital Receipts was based on the planned disposal of surplus land and buildings in the 2024-25 financial year. However, due to changes in planning permission the disposal of some sites has been postponed to 2025-26.

The expected capital receipts forecast for 2024-25 is now £3.087m resulting in a shortfall of £1.813m. The forecast use of capital receipts for 2024-25 remains below the value of capital receipts available for use and the latest forecast estimates a £4m carry forward of capital receipts to fund capital expenditure in 2025-26. The target Capital Receipts for 2025-26 will be increased to £6m to reflect the delays in disposals.

#### Actions:

**22.To continue to monitor the pipeline for disposal across the year and report on any risk to profile.**

### 3.27 Vital Sign 404: Savings Targets Delivered. Target £41.53M. Performance £37.46M. **Static** Expected date to reach target: March 2025

	Adult Social Services	Children's Services	Communities and Environment	Infrastructure	Fire and Rescue	Strategy and Transformation	Chief Executive's Office	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	15.262	9.775	-0.346	10.227	0.098	-0.460	0.330	6.646	<b>41.532</b>
Period 10 forecast savings	12.462	8.906	-0.746	10.227	0.098	-0.460	0.330	6.646	<b>37.463</b>
Savings shortfall (net)	2.800	0.869	0.400	0.000	0.000	0.000	0.000	0.000	<b>4.069</b>

#### Adult Social Services

Adult Social Services has a significant £15.262m savings target in 2024-25. As referenced in the revenue section, our utilisation of short-term residential care is in excess of budget and therefore our saving associated with this change are currently unlikely to deliver within the timescale. Equally the pace of our digital and Norse



transformations are not keeping pace with the budget expectations and therefore are at risk of not wholly delivering in the financial year.

The following represents the specific areas of savings variation related to the Adult Social Care savings programme:

<b>Saving Reference</b>	<b>Saving Description</b>	<b>Target</b>	<b>Forecast Delivery</b>	<b>Over/Under Delivery</b>
S2425ASS008	Reduce purchasing of short-term residential care, by focusing on more independent outcomes following hospital discharge.	1.000	0.000	1.000
S2425ASS025	Reprofiled saving for transformation of care provision by Norse Care.	1.500	0.500	1.000
S2425ASS014	Use digital technology to streamline services and make productivity and efficiency savings across priority areas for Adult Social Care.	1.000	0.300	0.700
S2223ASS034	Expansion of Self-Directed Support. Delivering a saving by utilising more Direct Payments rather than commissioned services, particularly when Direct Payments offer individuals more choice and are cost effective.	0.100	0.000	0.100

Our major departmental transformation Programme “Connecting Communities” continues to work at pace to embed the new ways of working across the service and to ensure that the benefits are sustainable. As referenced in the revenue section of the Finance Monitoring Report, there is an increased level of conversion from short term to long term residential care at present which is adding pressure to the budget and adversely impacting the long-term residential performance indicator of the Programme. This is, however, being materially compensated by additional benefits associated with our short-term services (reablement) workstream.

## **Children’s Services**

There is a forecast non-delivery of saving S2425CS013 - Prevention, early intervention, and effective social care - helping families stay together and ensuring fewer children in care: Reduced social care placement and support costs through

improved the timeliness of court decisions. We are currently over our baseline delay of 50.85 weeks (52.42 weeks)

There is a forecast non-delivery of saving S2425CS003 - Transforming the Care Market and creating the capacity that we need: Expansion of in-house fostering capacity and a delay in delivery of saving S2425CS011 Reshaping our system support for learning and education.

The forecast assumes that, overall, all other budgeted savings will be delivered during 2024-25, though current tracking is showing that some savings are under delivering, but these are offset by others that are over-delivering. Significant deviation from these plans could result in an increased overspend forecast. Therefore, expected delivery of savings will continue to be kept under close review.

## Communities and Environment

At this stage it is anticipated, unless stated separately, all budgeted savings within Communities and Environment will be delivered in 2024-25. The forecast assumes budgeted savings will be delivered in 2024-25; deviation from plans could result in a forecast overspend. Therefore, expected delivery of savings will continue to be kept under close review. One of the savings (S1819CES043) relates to additional income within the Norfolk Museums Service. Given the continued reduced capacity at Norwich Castle whilst the refurbishments are completed this is not expected to be achieved in full at this stage for 2024-25 until the Castle fully reopens.

### Actions:

**23.To continue to monitor the risk associated with identified savings programmes, highlighting any material issues within the monthly finance report.**

## 3.28 Strategy and Transformation

Measures	Performance Q2	Performance Q3	Target	Trajectory	
New employee retention (24+ months)	70%	68%	65%	Static	→
Sickness absences - % lost time	3.7%	3.9%	3.50%	Static	→
Adults Social Worker Vacancies - % establishment filled (Grade I – L)	90%	94%	90%	Improving	↑
Voluntary turnover rate	9%	8%	10%	Static	→
Absence due to mental health as a % of lost time due to sickness absence	1.3%	1.3%	1.2%	Static	→
Children's Social Worker Vacancies Level 1-3 - % operational establishment filled (Grade I - L)	88%	90%	90%	Static	→

3.29 Of the six performance measures two are below target, two at Red, as outlined below, with a summary of actions outlined. –

**3.30 Vital Sign 502: Sickness Absence % Lost time. Target 3.5. Current Performance 3.9. Static Expected date to reach target: June 2026.**

Supporting employees to be healthy, positive, and productive at work continues to be a priority. Absence can result in increased workload and consequently work-related pressures and stress on colleagues working in affected areas. Employee absence is an indicator of the overall relationship between the employee and employer but is also impacted by variable factors such as viruses and seasonal conditions.

Rolling annual sickness levels have increased across all service areas. Overall, the increase is still attributable to short term/viral and Mental Health causes across NCC. Mental health absence is also measured independently, and reference should be made to the analysis relating to this. Nationally we have seen socioeconomic pressures and world events impacting on sickness absence as well as some lingering Covid and/or flu like viruses that spiked in the last two Quarters.

**Actions taken and ongoing:**

- 24. We continue to provide and promote support to NCC employees to help them remain in work and return to work as soon as possible; including our wide variety of mental health and musculoskeletal health support schemes.**
- 25. In addition, HR commenced a pilot programme of absence management workshops for Adult Social Services Managers, to support them to actively manage absence at early stages and identify appropriate support mechanisms and adjustments to keep our workforce in work. Feedback from the pilot is very positive and plans are in place to make them more widely available. It will take some time to see the impact of improved practices.**
- 26. HR have been developing and will soon be launching a broader People Management Practice learning programme that will help support manager capability and confidence in absence management.**
- 27. In addition, service departments are supported through their Strategic HR Business Partners to review their absence data and identify areas for further support, promotion of services, training, and action.**

**3.31 Vital Sign 511: Absence due to mental health as a % of lost time due to sickness absence. Target 1.2. Current Performance 1.3. Static. Expected date to reach target: June 2026.**

Supporting employees to be healthy, positive, and productive at work is a priority for NCC. Employee absence is an important indicator to measure the overall relationship between employee and employer. Mental health absence is the primary cause of time lost due to sickness and is therefore important to track as a standalone measure. This measure looks at the overall percentage of absence that is attributed to mental health absence.

It is recognised nationally that societal and socioeconomic factors have impacted significantly on people's mental health, and this is likely to continue to be the case for some time to come.

The contributors to our mental wellbeing are multi-faceted, it is rarely influenced by a single factor, some contributors will stem from our personal lives and some our working lives. National and international factors such as the rising cost of living, the war in Ukraine, recent examples of civil unrest, as well as personal and family situations may contribute. In a work context, as services continue to manage the impact from increasing pressures from other sources such as resource/demand imbalances and recruitment and retention pressures, we continue to see an impact on mental health absences. However, it is worth noting that only a small proportion of all sickness absences are identified as work related, as of the last rolling year, 0.12% were specifically identified as work-related mental health.

#### **Actions taken and ongoing:**

- 28. HR continue to provide a broad range of support to managers and employees to aid positive mental health and resilience. The Wellbeing Strategy (23-26) aims to build on existing service offers and has already supported improvements such as improved information on myNet regarding services available to support individuals and managers and new resources recently launched such as the My Wellbeing Plan, the Stress indicator tool, and revising the Stress at Work compliance code, and associated guidance and training. HR have also updated guidance, training and support tools to our managers and employees. Over the last year we have introduced the Dignity at work line, as well as providing enhanced specialist support services in the case of identified traumatic events.**
- 29. Whilst absence due to mental health is the single biggest cause of absence it is only one part of the absence picture. Any actions to address absence more generally will also have an impact on mental health absence. An outline of the actions taken are provided against measure 502.**
- 30. We will continue to review sources of data to understand and identify further areas for improvement.**

## **4.Impact of the Proposal**

### **4.1 Information Report**

## **5.Evidence and Reasons for Decision**

### **5.1 Provided in the narrative under each departmental section. [OBJ]**

## **6.Alternative Options**

### **6.1 Information Report**

## **7.Financial Implications**

7.1 None Identified

## **8.Resource Implications**

8.1 Staff: None Identified

8.2 Property: None Identified

8.3 IT: None Identified

## **9.Other Implications**

9.1 Legal Implications: None Identified

9.2 Human Rights Implications: None Identified

9.3 Equality Impact Assessment (EqIA) (this must be included): None Identified

9.4 Data Protection Impact Assessments (DPIA): None Identified

9.5 Health and Safety implications (where appropriate): None Identified

9.6 Sustainability implications (where appropriate): None Identified

9.7 Any Other Implications: None Identified

## **10.Risk Implications / Assessment**

10.1 This report is intended to be read with the Risk Management Report

## **11.Select Committee Comments**

11.1 This report has not been heard at Select Committee. [OBJ]

## **12.Recommendations**

1. Review and comment on the end of Quarter three performance data.
2. Agree the 30 highlighted actions as set out.

## **13.Background Papers**

13.1 None

### **Officer Contact**

If you have any questions about matters contained within this paper, please contact:

**Officer name: Stacey Palmer, Organisational Performance Lead**

**Telephone no.:** +44 1603 365794

**Email:** [stacey.palmer@norfolk.gov.uk](mailto:stacey.palmer@norfolk.gov.uk)



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# Cabinet

**Item No: 19**

**Report Title:** Risk Management Report

**Date of Meeting:** 7 April 2025

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

**Responsible Director:** Harvey Bullen, Director of Strategic Finance

**Is this a Key Decision?** No

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

Risk management contributes to achieving corporate objectives, the Council's key priorities and strategy Better Together, For Norfolk, and is a key part of the performance management framework. The responsibility for an adequate and effective risk management function rests with Cabinet, supported by portfolio holders and delivered by the risk owners, reviewers, and the Organisational Risk Management Lead as part of the risk management framework.

This risk management report contains the reviewed and updated corporate risks, as at April 2025.

## **Recommendations:**

**For Cabinet to consider and agree:**

- 1. The key proposed changes to corporate risks since the last report to January 2025 Cabinet (shown in paragraph and 2.2 and Appendix A)**
- 2. The corporate risks as at April 2025 (Appendices B and C)**
- 3. The departmental risk summaries as at April 2025 (Appendix D)**

4. Full details of red rated departmental risks (Appendix E)

5. That all risk information covered within the report is satisfactory.

## 1. Background and Purpose

1.1 With Cabinet's ownership of the corporate risk register, the purpose of this report is to set out the latest corporate risks for Cabinet to consider and agree following officer review of the Council's corporate level risks. **Appendix A** provides a summary of the proposed changes to corporate risks following this review. **Appendix B** shows a heat map summary of the corporate risks set out on a 5x5 risk matrix, with accompanying table breaking down the risks by their Red, Amber, Green (RAG) status. Full details of the corporate risks are set out in **Appendix C**. Departmental level risks are set out in summary form in **Appendix D**, with full details of departmental level red rated risks at **Appendix E**.

The Audit and Governance Committee are responsible for monitoring the adequacy and effectiveness of the systems of risk management and internal control, as set out in its Terms of Reference, which is part of the Council's constitution. There are Risk Management controls in place within the Council as per the Risk Management Policy and Financial Regulations of the Council's Constitution.

## 2. Proposal

2.1 The key general corporate risk messages are as follows:

- That corporate risk management continues to be sound and effective, working to best practice, and continues to support the Council's strategic objectives.
- The review and updating of corporate risks has taken place with the input of risk owners and reviewers.
- This risk management report should be read in conjunction with the performance and finance reports.
- For ongoing risks with a target date of the end of the financial year 2024/25, these have been amended to reflect a new target date.



2.2 The key specific corporate risk messages are as follows:

Proposed Risk Score Changes

**RM030 - Non-realisation of Children's Services Transformation change and expected benefits**

There is a proposal to reduce the current risk score from 15 to 10 by reducing the current likelihood score from 3 to 2.

**RM040 – Assurance Implementation**

There is a proposal to reduce the current risk score from 16 to 12 by reducing the current likelihood score from 4 to 3.

**RM046 - Increased spend on Home to School Transport**

There is a proposal to reduce the current risk score from 16 to 8 by reducing the current likelihood score from 4 to 2.

Proposed Risk Title Change

**RM038 - Demand impacting ability to deliver statutory responsibilities**

There is a proposal to change the risk title from **Demand to manage statutory responsibilities** to **Demand impacting ability to deliver statutory responsibilities**.

Proposed Risk Description Change

**RM038 - Demand impacting ability to deliver statutory responsibilities**

There is a proposal to develop the risk description, setting out four key effects that could result from insufficient capacity to meet and prioritise the demand on Older People and Physical Disabilities services.

### **3. Impact of the Proposal**

3.1 Risk management plays a key role in managing performance and is a requirement in the Accounts and Audit Regulations 2015 (amended 2020). Sound risk management helps ensure that objectives are fulfilled, that resources and assets are protected and used effectively and efficiently. The responsibilities for risk management are set out in the Financial Regulations, which are part of the Council's Constitution.

- 3.2 Details of the proposals above in 2.2. can be viewed in **Appendix A**, offering further rationale for the proposed changes.

## 4. Evidence and Reasons for Decision

- 4.1 Not applicable as no decision is being made.

## 5. Alternative Options

- 5.1 There are no alternatives identified.

## 6. Financial Implications

- 6.1 There are financial implications to consider, which are set out within the corporate risks at **Appendix C**. The budget for this financial year 2025-26 was set and agreed by Full Council in February 2025, following consultation and we are now in the early stages of setting the budget for 2026-27. Mitigations supporting the controlled treatment of the risk of increasing challenges to financial resilience are set out in **RM042 – Increasing Challenges to Maintaining Financial Resilience**, and the corporate risk covering the impact of inflation is covered in risk **RM035 - Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets**. **Risk RM047 - Vulnerability of External Funding** sets out the risk that some NCC income streams will be discontinued, reduce or will not be able to keep in line with inflation and costs.
- 6.2 Risks to future funding levels are emerging linked to both the direction of travel adopted by the Government for local government funding reform, and the implications of Local Government Reorganisation. The Council continues to actively engage with government in relation to funding reform ("Fair Funding"), and the prospects for a long-term funding settlement from 2026-27 onwards. Further details about funding reform are anticipated in Spring 2025, and these will inform financial planning for the 2026-27 financial year.

## 7. Resource Implications

- 7.1 **Staff:** Corporate risk **RM029 - Critical skills required for the organisation to operate effectively** covers the main staff resource implications for the Council.

- 7.2 **Property:** There is ongoing work to identify and implement opportunities to reduce our carbon footprint throughout our corporate property portfolio, with upgrading and efficiencies being factored in across the Council's estate.
- 7.3 **IT:** The Council's Digital Services team are continuing to closely monitor cyber security threat levels with the current geo-political situation and continue to roll out the technology advances that are helping Members and officers to carry out their duties effectively from home as well as Council offices.

## 8. Other Implications

### 8.1 Legal Implications:

There are no current specific legal implications to consider within this report.

### 8.2 Human Rights Implications:

There are no specific human rights implications to consider within this report.

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

There are none applicable.

### 8.4 Data Protection Impact Assessments (DPIA):

There are none applicable.

### 8.5 Health and Safety implications (where appropriate):

There are no new health and safety implications to consider.

### 8.6 Sustainability implications (where appropriate):

Corporate risk **RM036 – Non-Delivery of the Environmental Policy and Climate Action Plan** covers the risk of not delivering the key objectives of the NCC environmental policy, which incorporates sustainability.

### 8.7 Any Other Implications:

There are no other implications to consider.

## 9. Risk Implications / Assessment

- 9.1 The corporate risk implications are set out in this report and within the risks themselves at **Appendix C**.

## **10. Select Committee Comments**

10.1 There are no recent risk-based comments from the Select Committee to report.

## **11. Recommendations**

**For Cabinet to consider and agree:**

- 1. The key proposed changes to corporate risks since the last report to January 2025 Cabinet (shown in paragraph 2.2 and Appendix A)**
- 2. The corporate risks as at April 2025 (Appendices B and C)**
- 3. The departmental risk summaries as at April 2025 (Appendix D)**
- 4. Full details of red rated departmental risks (Appendix E)**
- 5. That all risk information covered within the report is satisfactory.**

## **12. Background Papers**

12.1 There are no background papers applicable.

### **Officer Contact**

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

**Officer name: Thomas Osborne, Organisational Risk Management Lead**

**Telephone no.: 01603 222780**

**Email: [thomas.osborne@norfolk.gov.uk](mailto:thomas.osborne@norfolk.gov.uk)**



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## Key Proposed Changes to Corporate Risks

### Proposed Risk Score Changes

#### **RM030 - Non-realisation of Children's Services Transformation change and expected benefits**

There is a proposal to reduce the current score from 15 to 10, reducing the current likelihood score from 3 to 2. It is proposed that the risk likelihood is now scored at 2 (unlikely) based on the current position at period 10 of the 2024/25 financial year and the success of the transformation programme in the 2024/25 financial year.

#### **RM040 – Assurance Implementation**

There is a proposal to reduce the current risk score from 16 to 12 by reducing the current likelihood score from 4 to 3. The rationale for this current risk score change is that both a new Executive Director of Adult Social Services and a challenge session with an Ex-Director have identified areas within our CQC self-assessment where we were underselling the things that we had done or were doing well. This also led to including more of the outcomes that were being achieved and relevant resident stories to help evidence these. In addition, we have benchmarked ourselves against the published reports of comparable Local Authorities to try and predict the likely rating for Norfolk.

#### **RM046 - Increased spend on Home to School Transport**

There is a proposal to reduce the current risk score from 16 to 8 by reducing the current likelihood score from 4 to 2. The forecast has reduced in the last 2 periods and is now showing a £200k risk of overspend. Risk impact relates to financial impact of over £100-500k, so is therefore scored at 2. Risk likelihood score is at "4 - probable" taking into account the cost pressure forecast at period 10.

### Proposed Risk Title Change

#### **RM038 - Demand impacting ability to deliver statutory responsibilities**

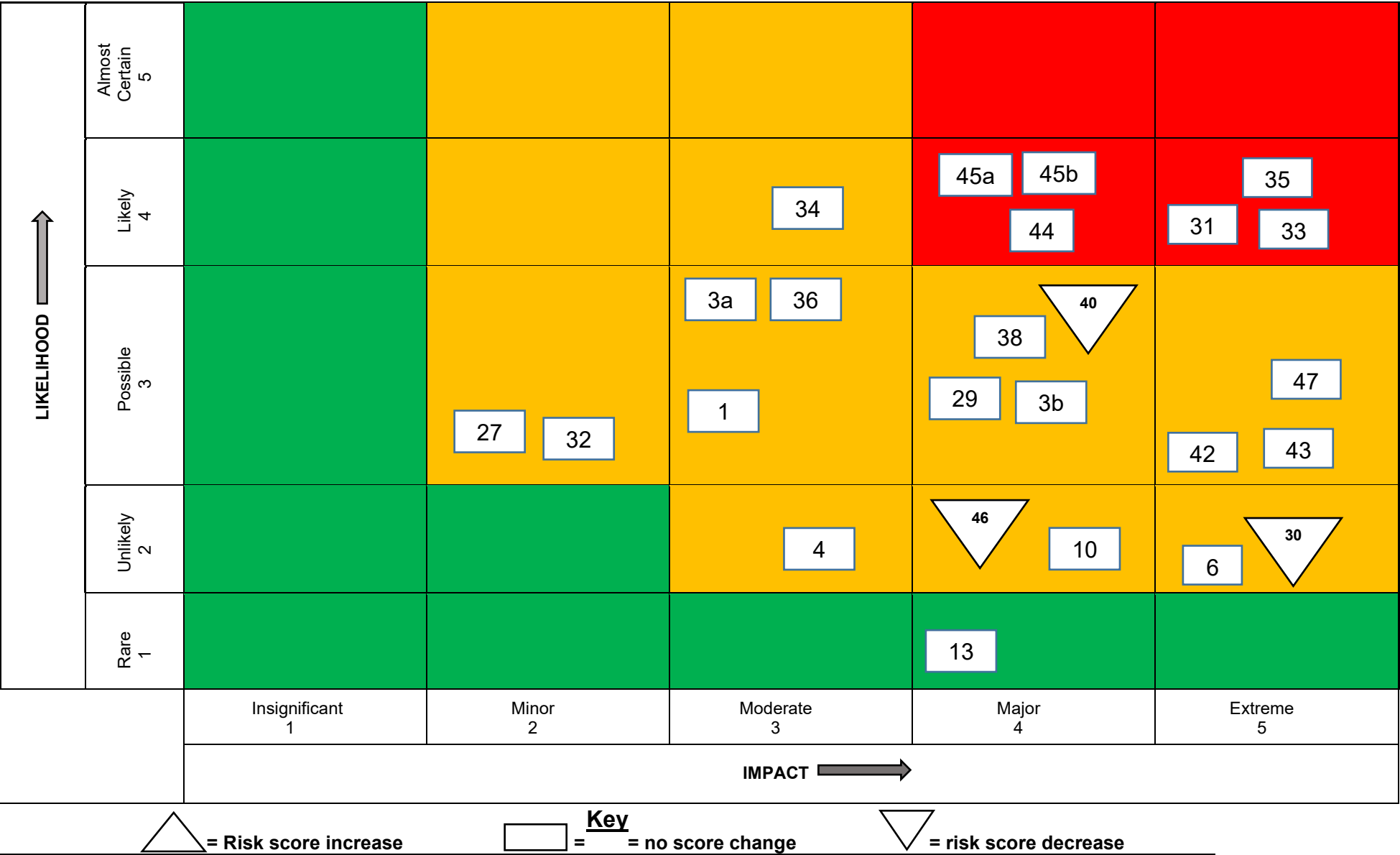
There is a proposal to change the risk title from **Demand to manage statutory responsibilities** to **Demand impacting ability to deliver statutory responsibilities**. This change highlights the impact on ability to deliver statutory responsibilities that additional demand would have.

### Proposed Risk Description Change

#### **RM038 - Demand impacting ability to deliver statutory responsibilities**

There is a proposal to develop the risk description, setting out four key effects that could result from insufficient capacity to meet and prioritise the demand on Older People and Physical Disabilities services. This provides a clearer picture of the effects of the risk materialising.

# Corporate Risks - Heat Map



Each corporate risk is assigned a unique risk number to be able to easily identify it. These can be seen in the heat map above.

## Red Rated Risks

Risk Number	Risk Title	Score
RM031	NCC Funded Children's Services Overspend due to demand pressure	20
RM033	Norwich Western Link Project	20
RM035	Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets	16
RM044	Extreme Weather Events	16
RM045a	Delivery of Care Services – Older People	16
RM045b	Delivery of Care Services – Working Age Adults	16

## Amber Rated Risks

Risk Number	Risk Title	Score
RM047	Vulnerability of External Funding	15
RM043	High Needs Block Deficit cannot be resolved	15



RM042	Increasing Challenges to Financial Resilience	15
RM038	Demand impacting ability to deliver statutory responsibilities	12
RM003b	Information and cyber security requirements	12
RM034	Supply Chain Interruption	12
RM029	Critical skills required for the organisation to operate effectively	12
RM040	ASSD assurance implementation	12
RM006	Service Delivery	10
RM030	Non-realisation of Children's Services Transformation change and expected benefits	10
RM001	Infrastructure funding requirements	9
RM003a	Information compliance requirements	9
RM036	Non-delivery of the NCC Environmental Policy and Climate Action Plan	9
RM010	Loss of key ICT systems	8
RM027	myOracle	8
RM046	Increased Spend on Home to School Transport	8

RM032	Capacity to manage a large or multiple incidents or disruptions to business	6
RM004	Contract management for commissioned services	6

## Green Rated Risks

Risk Number	Risk Title	Score
RM013	Governance protocols for entities controlled by the Council	4

<b>Risk Number</b>	RM001					<b>Date of update</b>		13 February 2025		
<b>Risk Name</b>	Infrastructure funding requirements									
<b>Portfolio lead</b>	Cllr. Graham Plant					<b>Risk Owner</b>	Paul Cracknell			
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of not realising infrastructure funding requirements to achieve the infrastructure ambition of the Business Plan. 1) Not securing sufficient funding to deliver all the required infrastructure for existing needs and planned growth leading to: • Congestion, delay and unreliable journey times on the transport network • A lack of the essential facilities that create attractive conditions for business activity and investment, and sustainable communities, including good connectivity, public transport, walking and cycling routes, open space and green infrastructure, and funding for the infrastructure necessary to enable the county council to perform its statutory responsibilities, eg education. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	3	9	3	3	9	3	2	6	Mar-26	Amber
<b>Tasks to mitigate the risk</b>										
1.1) Work with other county council officers and partners including government, Sub-national Transport Bodies and district councils to compile evidence and the case for investment into infrastructure in order to achieve success through bidding rounds for capital investment. 1.2) Identify and secure funding including Pooled Business Rates (PBR) to develop projects to a point where successful bids can be made for funding through compiling evidence and cases for investment. 1.3) Engage with providers of national infrastructure – National Highways for strategic (trunk) roads and Network Rail for rail delivery – to ensure timely delivery of infrastructure projects, and work with partners on advocacy and lobbying with government to secure future investment into the networks. 1.4) Review Planning Obligations Standards annually to ensure the county council is able to seek and secure the maximum possible contribution from developers. 1.5) Continue to build the relationship with strategic partners including elected representatives, government departments, regional bodies such as the Sub-National Transport Bodies (Transport East covers Norfolk) and other local authorities to maximise opportunity and work together in the most effective joined-up manner. 1.6) Periodically review timescales for S106, and other, funding contributions to ensure they are spent before the end date and take action as required. Periodic reviews for transport contributions and an annual review process for library and education contributions. 1.7) Manage risk RM033, Norwich Western Link.										
<b>Progress update</b>										

## Progress update

1.1) Continuing to work with a range of partners on current projects and our intentions on developing future programmes. Worked with Transport East on development of ask for Comprehensive Spending review.

NWL (See RM033): Approval for Outline Business Case received October 2023. Planning application withdrawn January 2025.

Long Stratton Bypass: Work commenced on site spring 2024.

West Winch Housing Access Road: OBC submitted September 2023. Awaiting approval. Planning application submitted end 2023.

A47/A17 Pullover Junction King's Lynn: Draft Strategic Outline Case to be reviewed post government infrastructure review.

1.2) PBR funding secured for various projects including Norwich Western Link, West Winch Housing Access Road and A47/A17 Pullover Junction (see 1.1). Following successful £24m bid for King's Lynn levelling-up, Jan 23, Outline Business Case to be considered by Cabinet spring 2025 to seek approval to submit to government. Seeking alternative funding to deliver projects that were the subject of bids for unspent DLUHC funding. Hethel Access Infrastructure to be reported to Cabinet April 2025. Continuing to develop transport pipeline projects.

1.3) Continuing to engage on trunk road issues. Wrote to Ministers regarding status of schemes following budget announcement that government 'has decided not to progress' Vauxhall Junction, Gt Yarmouth, and given there was no statement on Thickthorn Junction, Norwich. National Highways continuing to construct A47 Blofield to Burlingham and N Tuddenham to Easton dualling schemes.

A47 Alliance meeting held 16 January, Westminster event lined up for 12 March.

Continuing to work with partners on rail issues. Engaging with Network Rail on Great Eastern Main Line (Norwich to London line) study. Government confirmed commitment to East West Rail as part of budget 2024 announcements, following advocacy by regional partners including NCC. Responded to non-statutory consultation January 2025. With partners, we continue to press for Ely Area Capacity Enhancements and Haughley Junction. Working with Transport East on Transport East Rail Plan and advice on next trunk road programme (see 1.1).

1.4) The standards for 2024 were agreed by Cabinet 3 June. Key updates were a new home to school transport contribution, increased library contribution and enhanced monitoring fee.

1.5) Continuing to build relationships.

Liaising and attending various wider partnership groups including with DfT, Network Rail and National Highways on strategic road and rail schemes

Engaging with district councils on delivery of Local Transport Plan and future opportunities for funding and delivery of infrastructure

1.6) Working with other departments such as Children's Services who collect housing data to develop a SharePoint hub to ensure NCC has as much up to date information to inform the collection of S106 payments. Planning Obligations database will be updated and shared with relevant departments to ensure invoices are raised for S106 payments on time.

1.7) See risk RM033, Norwich Western Link

<b>Risk Number</b>	RM003a					<b>Date of update</b>		06 February 2025		
<b>Risk Name</b>	Information compliance requirements									
<b>Portfolio lead</b>	Cllr.Kay Mason Billig					<b>Risk Owner</b>		Simon Wynn		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of failing to comply with statutory information compliance requirements (e.g. under GDPR, FOI, EIR) which could lead to reputational damage and financial impact from any fines or compensation sought, and operational inefficiencies within the organisation, and loss of cooperation with external partners (eg. NHS). Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	3	12	3	3	9	2	3	6	Jun-25	Green
<b>Tasks to mitigate the risk</b>										
1. Mandatory Information Governance Training for all colleagues, with ongoing awareness of IG responsibilities for colleagues. 2. Information Governance Group and Steering Group occur bi-monthly 3. Detailed management information in place to monitor performance 4. Two-way relationship with ICO maintained to ensure positive working relationship 5. Focus on resource available / required to ensure consistency of service 6. Ongoing improvements underway to improve IG operational efficiency and effectiveness. 7. Working closely with Digital Services to exploit the technical opportunities as described in RM003b.										
<b>Progress update</b>										
Mandatory training for Information Governance (Data Protection Essentials) has a current completion rate of 95% and monthly reminders are now automated via myOracle solution. A workbook remains in place to match the online training for non-IT users. All NCC employees and anyone accessing NCC data receive IG training. Training has recently been updated to ensure reference to AI.										
Information Governance Group and the escalation Steering Group comprising the SIRO, DPO, Dir. Digital Services, Legal, Audit and Caldicott Guardians continues to meet, occurring bi-monthly to deliver a strong focus and accountability on information related matters. The Group also provides oversight on a number of key information related projects.										
Management information continues to be monitored to allow actions to be taken on activity within the IG team and resource to be appropriately allocated / requested. Subject Access Requests (SARs) have seen a significant improvement in response times within statutory timescales but incoming volumes remain significantly above plan and resource has reduced due to departures and budget decisions, which will impact the elimination of the backlog.										

**Progress update**

We continue to look for improvements in process where possible, including working with Digital Service to deliver technology solutions to improve performance and reduce risk. A trial of redaction software is being implemented that should also enable efficiencies of scale to be delivered and further improving response times for SARs.

Positive relationship with the ICO in relation to data incidents and responses to subject access request complaints which helps demonstrate a good culture towards information in NCC.

In conjunction with Digital Services, the Electronic Storage Programme underway to reduce risk associated with unstructured information held on Fileshares with a significant number of migrations complete. A schedule of migration and resource is in place to move departments over to the new storage, with retention labels being a key addition.

These activities will enhance many of the mitigations to a higher standard, reducing the likelihood of occurrence - the impact should anything happen would likely result in local or national media attention, depending on the severity of the issue.

<b>Risk Number</b>	RM003b					<b>Date of update</b>		18 February 2025		
<b>Risk Name</b>	Information and cyber security requirements									
<b>Portfolio lead</b>	Cllr. Jane James					<b>Risk Owner</b>		Geoff Connell		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of failure to comply with relevant information and cyber security requirements. This would incorporate Public Sector Network Assurance, NHS Data Security and Protection Toolkit, and Payment Card Industry -Data Security Standards which could lead to operational, financial and reputation impact. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	3	12	3	4	12	1	3	3	Mar-26	Green
<b>Tasks to mitigate the risk</b>										
1. Mandatory Training in place for all colleagues - ongoing. A wider phishing simulation was delivered in 2024 another planned for 2025. 2. Development and monitoring for breaches - ongoing 3. Implementation of improved security measures - ongoing 4. External networking to ensure best practice - ongoing 5. Completing required accreditations - gained PSN accreditation in Q2 2024 6. Cyber communications campaign continual reminders in progress										
<b>Progress update</b>										
We have completed the CAF 20 Pilot with Local Digital become an early adopter of the new Cyber Assessment Framework (CAF) which will help us further assess and address where we can improve.  - We have successfully achieved Public Services Network (PSN) accreditation - PSN accreditation will continue while new Government standards are developed. - Regular extensive communications to NCC staff on remaining vigilant against cyber-attacks - Ongoing monitoring of compliance levels of mandatory training for all colleagues - Regular involvement with the National Cyber Security Centre and our local WARP  - Regular simulated phishing exercise delivered for the whole organisation to understand where weaknesses remain and staff directed to training required  - New future network deployed removing complexity and improving security through the Zero Trust design for laptops  - Regular security patches applied monthly  - LGA Incident Response Exercise planned for Q1 2025										
Risk score of 12 at present due to a number of continual threats from the geo-political landscape. The impact should anything happen could result in significant operational and financial impact as well as local or national media attention, depending on the severity of the issue.										

Risk Number	RM004					Date of update		24 February 2025		
Risk Name	Contract management for commissioned services.									
Portfolio lead	Cllr. Andrew Jamieson					Risk Owner		Al Collier		
Risk Description					Date entered on risk register			01 October 2022		
There is a risk of failure to deliver effective and robust contract management for commissioned services. Ineffective contract management leads to wasted expenditure, poor quality, failure to achieve anticipated environmental or social benefits, unanticipated supplier default or contractual or legal disputes, and/or reputational damage to the Council. The council spends some £900m on contracted goods and services each year. Overall risk treatment: Tolerate										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	4	12	2	3	6	1	3	3	Mar-26	Green
Tasks to mitigate the risk										
<p>1) New governance arrangements: Stand up the Commissioning and Procurement Leadership Group to add senior rigour to contract and category management across ASS, CS and PH. Ensure similar rigour is ensured for other contracts (ie Non-Light Touch Regime/Provider Selection Regime) via working groups and DLTs. Stand up a Commercial Board for escalation and to endorse significant strategies</p> <p>2) New route for procurement pipeline - annual process with additional ad-hoc plans as they arise Approval from new Commercial Board Endorsement from Corporate Board Agreement from Cabinet</p> <p>3) Segment all contracts into Gold/Silver/Bronze according to a defined framework. Also agree where certain categories should be promoted to a higher segment than that for individual contract. Record this on contract register</p> <p>4) Agree minimum contract management requirements for each segment. Ensure these are monitored regularly at departmental DLTs</p> <p>5) Ensure that staff managing contracts participate in relevant contract management training</p> <p>6) Procure and implement a new contract management system to automate the current manual processes, and to provide a single repository of contract information which is accessible to all relevant stakeholders across both procurement and departmental commissioners/contract managers</p> <p>7) Complete actions identified as part of the CCIAF improvement plan to ensure contract management is consistently good across the authority</p>										
Progress update										



## Progress update

- 1) Governance structure agreed by Tom McCabe. Terms Of Reference, Membership, Meeting Frequency etc in place and recently reviewed.
- 2) To be agreed and implemented through the Governance groups described in (1) above
- 3) Contract segmentation tool finalised. Exceptions will be agreed by Commercial Board. Individual contract segmentation is recorded on contract register.
- 4) Corporate minimum standards headlines agreed. Ongoing work to embed across the organisation - including developing templates and toolkits for contract managers. It is a big piece of work crossing all departments. This now forms part of the CCIAF work
- 5) Commercial Board has agreed that contract managers will complete the Foundation level of the GCC Contract Management Training and this will be tracked through Commercial Board. In due course this will be recorded on myOracle Learning records.
- 6) The contract management module of In-tend is now implemented. the first stage has been be to transfer our contract and grant register onto the new system; we are just working through some teething problems as expected with such a big change. We are also using the system for creating new contract records and are starting to pull formal contract documents into the system too.
- 7) This is being driven through CPLG and work is underway on a number of actions. It is being tracked via Commercial Board. We submit our rebaselining assessment in Feb 2025 and will then start the cycle again with a new improvement action plan.

Risk Number	RM006				Date of update		17 February 2025			
Risk Name	Service Delivery									
Portfolio lead	Cllr. Kay Mason Billig				Risk Owner		Tom McCabe			
Risk Description					Date entered on risk register			01 October 2022		
There is a potential risk of failure to deliver our services within the resources available for the period 2024/25 to the end of 2025/26. The failure to deliver agreed savings or to deliver our services within the resources available, factoring in causation such as rising inflation, resulting in the risk of legal challenge and overspends, requiring the need for in year spending decisions during the life of the plan, to the detriment of local communities and vulnerable service users. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
2	5	10	2	5	10	1	5	5	Mar-26	Green
Tasks to mitigate the risk										
<p>'1) Clear robust framework, ' Better Together, for Norfolk - Business Plan' in place which drives the delivery of the overall vision and priority outcomes. The delivery of a council-wide strategy which seeks to shift focus to early help and prevention, and to managing demand.</p> <p>2) Delivery against the strategic service and financial planning, by translating the vision and priorities into achieved, delivered targets.</p> <p>3) A robust annual process to provide evidence for Members to make decisions about spending priorities.</p> <p>4) Regular and robust in-year financial monitoring to track delivery of savings and manage in-year pressures.</p> <p>5) Sound engagement and consultation with stakeholders and the public around service delivery.</p> <p>6) A performance management and risk system which ensures resources are used to best effect, and that the Council delivers against its objectives and targets.</p>										
Progress update										

## Progress update

Regular budget and performance monitoring reports to Cabinet demonstrate how the Council delivers against the budgets and priorities set for each of our services, to support a balanced outturn position for the year being achieved.

The Council has a robust and established process, including regular reporting to Members, which is closely linked to the wider Council Strategy, in order to support the development of future year budget plans taking account of the latest available information about government funding levels and other pressures. This process includes reviewing service budgets and taking into account financial performance and issues arising in the current financial year as detailed in the budget monitoring reports. There is regular financial monitoring of in-year cost pressures reported to Cabinet on a monthly basis. At the end of the year, the outturn position for 2023-24 reported to Cabinet (in June) demonstrated a small overall underspend, which was transferred to the general fund. This overall position was delivered whilst mitigating significant in-year cost pressures within (primarily) Adults and Children's social care budgets. The impact of these within the 2023-24 monitoring position was taken into account in the preparation of the 2024-25 Budget, which was agreed by Full Council in February 2024. Reporting to Cabinet of the monitoring position against the 2024-25 Budget began in July 2024. The latest position indicates pressures have arisen within the 2024-25 Budget, with robust action being taken to address these, as described in the Financial Monitoring report elsewhere on the agenda, and including Enhanced Financial Control measures as considered by Cabinet in October 2024. Cabinet considered the implications of this in relation to the 2025-26 Budget, with the budget-setting process providing for these pressures in 2025-26. The final 2025-26 Budget was approved by Full Council 18 February 2025.

Risk Number	RM010				Date of update		18 February 2025			
Risk Name	Loss of key ICT systems									
Portfolio lead	Cllr. Jane James				Risk Owner		Geoff Connell			
Risk Description					Date entered on risk register			01 October 2022		
The risk of the loss of key ICT systems including: - Network connectivity; - Telephony; - Microsoft Office & all business systems. Loss of core / key ICT systems, communications or utilities for a significant period - as a result of a cyber attack, loss of power, physical failure, fire or flood,or supplier failure - would result in a failure to deliver IT based services leading to disruption to critical service delivery, a loss of reputation, and additional costs. Ransomware is currently the highest risk cyber security threat. While every effort is made to avoid such a security breach, it is also important to ensure we are able to recover as quickly as possible if we became infected. Overall risk treatment: Treat.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	3	9	2	4	8	1	3	3	Mar-26	Green
Tasks to mitigate the risk										
Implement Public Cloud SaaS based business systems with high availability design and resilient links for key areas										
Exercise DR plans with provider regularly to ensure service continuity can be maintained										
Review and Implement suitable arrangements to protect against possible cyber / ransomware attacks including;										
Running a number of Cyber Attack exercises with senior stakeholders to reduce the risk of taking the wrong action in the event of a cyber attack										
We will hold a number of Business Continuity exercises to understand and reduce the impact of risk scenarios										
WFH has changed the critical points of infrastructure. Access to cloud services like O365 without reliance on County Hall data centres is critical to ensure service continuity.										
Keep all software security patched and up to date and supported. Actively and regularly review all software in use at NCC and retire all out of date software that presents a risk to keeping accredited to these standards.										
Continue to closely monitor security processes.										
Monitor and further understand cyber risks associated with Artificial Intelligence (AI).										
Progress update										

## Progress update

Ransomware was previously and remains the highest cyber security threat, alongside supply chain vulnerabilities.

In addition to the actions below we are now engaging a third party to review our security & configuration to validate our security implementation and remove any additional complexity where possible.

While every effort is made to avoid such a security risk by following best practice, it is also important to ensure we are able to recover as quickly as possible if we do become infected.

### Cyber / Ransomware

We purchased and implemented a Microsoft Office 365 backup solution which has been implemented to ensure we can recover data in the event that our Microsoft Tenant is encrypted with ransomware. We have retained our old storage, isolated it and switched it off so we have a point in time offline backup copy of our most critical data that we use onsite.

### Regular activities to protect us

We quartely scan our environment for vulnerabilities and when identified patch them

We continue to operate a monthly patc

h night to apply updates to servers and software as patches are released which has be completed every single month this year.

### Future Network

We completed implementing our new network which has reduced the complexity and improved security. "Zero Trust" laptop design is 100% rolled out, removing reliance on County Hall infrastructure for all cloud services including Oracle and Office 365, enabling staff to work from anywhere and access cloud services even if County Hall data centres become unavailable.

### Guidance

Procurement guidance (Cloud Principles) for purchasing cloud based servcies has been reviewed including cloud security has been refreshed

### Monitoring and Improvement

We have moved our Domain Service (.gov.uk) to Jisc the UK digital, data and technology agency and moved all other domains to a large web host to help us protect against Denial of Service Attacks.

We have reveiwed and updated our senior manager protection tool which monitors and intercepts spoof emails from people pretending to be part of our senior team.

<b>Risk Number</b>	RM013					<b>Date of update</b>		19 February 2025		
<b>Risk Name</b>	Governance protocols for entities controlled by the Council.									
<b>Portfolio lead</b>	Cllr. Kay Mason Billig					<b>Risk Owner</b>		Harvey Bullen		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
The potential risk of failure of the governance protocols for entities controlled by the Council, either their internal governance or the Council's governance as owner. This incorporates the risk of failure of entities controlled by the Council to follow the new Local Authority Company Review Guidance 2023. This sets out the standards that we as a Local Authority need to adhere to. The failure of governance leading to controlled entities: Non Compliance with relevant laws (Companies, subsidy control procurement, environmental or other) Incurring Significant Losses or losing asset value Taking reputational damage from service failures Being mis-aligned with the goals of the Council The financial implications are described in the Council's latest Annual Statement of Accounts. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
1	4	4	1	4	4	1	4	4	Mar-26	Met
<b>Tasks to mitigate the risk</b>										
<p>1) All controlled entities and subsidiary companies have a system of governance which is the responsibility of their Board of Directors.</p> <p>The Council needs to ensure that it has given clear direction of it's policy, ambitions and expectations of the controlled entities.</p> <p>The Norse Group objectives are for Business Growth and Diversification of business to spread risks. Risks need to be recorded on the Group's risk register.</p> <p>2) The shareholder committee should meet quarterly and monitor the performance of Norse. A member of the shareholder board, the shareholder representative, should also attend the Norse board.</p> <p>3) The Council holds control of the Group of Companies by way of its shareholding, restrictions in the Norse articles of association and the voting rights of the Directors. The mission, vision and value statements of the individual Norse companies should be reviewed regularly and included in the annual business plan approved by the Board. Norse should have its own Memorandum and Articles of Association outlining its powers and procedures, as well as an overarching agreement with the Council which outlines the controls that the Council exercises over Norse and the actions which require prior approval of the Council.</p> <p>4) To ensure that governance procedures are being discharged appropriately to Independence Matters. The Director of Strategic Finance's representative attends as shareholder representative for Independence Matters.</p> <p>5) Shareholder representation required from the Director of Strategic Finance on both the Norse, and Repton Boards.</p> <p>6) Understanding and implementing the Local Authority Company Review Guidance 2023 by actively seeking assurance that entities under the control of Norfolk County Council are compliant with this.</p>										
<b>Progress update</b>										

## Progress update

- 1) There are regular Board meetings, share holder meetings and reporting as required. For NORSE, risks are recorded on the Norse group risk register.
- 2) The Norse Group follows the guidance issued by the Institute of Directors for Unlisted Companies where appropriate for a wholly owned LA company. The Norfolk County Council Owned Companies Governance Panel meet quarterly and consider all the Council's corporate entities. This panel has a work programme.
- 3) The Council has reviewed its framework of controls to ensure it is meeting its Teckal requirements in terms of governance and control. The Director of Strategic Finance is responsible for reviewing the ongoing viability of wholly owned entities and regularly reporting the performance of their activities, with a view to ensuring that the County Council's interests are being protected.  
All County Council subsidiary limited company Directors have been approved in accordance with the Constitution.
- 4) The Director of Strategic Finance directs external governance.
- 5) There is Shareholder representation from the Director of Strategic Finance on both the Norse, and Repton Boards.
- 6) We continue to work towards achieving the standards set out in the Local Authority Company Review Guidance 2023 by seeking the required levels of governance assurance from the entities under our overall control.

Risk Number		RM027			Date of update		13 February 2025			
Risk Name		myOracle								
Portfolio lead		Cllr. Jane James			Risk Owner		Geoff Connell			
Risk Description					Date entered on risk register			01 October 2022		
There is a risk of failure of the Human Resources and Finance system whereby key operational processes don't deliver the required outcomes for the organisation and its' traded services customers. Cause: System build, incomplete process for implementation, inadequate training for self service and HR professional functionality. Event: Operational processes not delivering to the processes required. Effect: Not achieving the full value of the myOracle system. Potential reduced employee satisfaction. New employees not being onboarded quickly enough. Not fully delivering the myOracle and HR review savings. Resources required from across S&T to deliver to business demand using labour intensive work-arounds (e.g. MyOracle Reporting). Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
2	4	8	3	2	6	2	2	4	Jul-25	Green
Tasks to mitigate the risk										
1. Oracle/HR Improvement Programme providing strong User (Manager), Professional SME (HR and Finance) and Enabling Service (Digital Services, I&A and SDD) engagement in improving the system configuration and user support wrap. <input type="checkbox"/>										
2. Renewed focus on delivering the required Reporting & Analytics outputs via tight collaboration with sponsors, I&A, Digital Services and supplier to continually assess requirements and explore improvement opportunities, whilst managing demand. Includes impending introduction of FDI capability (tested and approved). Operational effectiveness tbc.										
3. A review of risks relating to delegation of aspects of pay and reward decision making and myOracle functionality will be undertaken as a result of improved intelligence and understanding of the system following implementation										
Progress update										



## Progress update

1. Defined Benefit Paths mapping the journey from the Problem /Opportunity to Enablers to Business Change to Benefit and mutually agreed measures to track the improvement in HR Service Performance. Re-baselined ease of use via manager survey in July 24 with target of ""easy"". Survey returns have demonstrated good progress towards target, but further work needed and will re-issue again next year. The manager helpline demand trend continues to decline which is a positive indicator of improvements applied and comms to date.

2. I&A recruiting and resource now in place and working with Oracle CEAL team to implement new analytics platform (Fusion Data Intelligence). This is progressing well with expectation of new service in place for April 2025 and already working with business areas to explore early opportunities/quick wins.

3. Risks relating to functionality and self service decisions have been articulated and a plan to mitigate risks identified has been developed. We are now in the final year of the improvement programme and progress remains on target as we move towards a continual improvement phase and away from initial programme. All opportunities to exploit investment continue regularly to maximise our investment.

This risk will be further reviewed following the completion of the improvement plan in June 2025 to determine whether the risk needs to continue to be reported in addition to the other Digital Services risks.

Risk Number		RM029		Date of update		07 February 2025				
Risk Name		Critical skills required for the organisation to operate effectively								
Portfolio lead		Cllr. Kay Mason Billig		Risk Owner		Derryth Wright				
Risk Description				Date entered on risk register		01 October 2022				
<p>There is a risk that a range of critical new/future skills are not available within NCC in the medium to longer term. The lack of these skills will create problems for, or reduce the effectiveness of service delivery. An inability or failure to consider/identify these until they are needed will not allow sufficient time to develop or recruit these skills. This is exacerbated by: 1.The demographics of the workforce (ageing) 2.The need for changing skills and behaviours in order to implement new ways of working including specialist professional and technical skills (in particular IT, engineering, change &amp; transformation; analytical; professional best practice etc) associated with the introduction or requirement to undertake new activities and operate or use new technology or systems - the lack of which reduces the effective operation of NCC . 3.NCC's new delivery model, including greater reliance on other employers/sectors to deliver services on our behalf 4.Significant changes in social trends and attitudes, such as the use of new technology and attitudes to the public sector, which may impact upon our 'employer brand' and therefore recruitment and retention 5.Skills shortages in key areas including social work and teaching 6.Improvements to the UK and local economy which may impact upon the Council's ability to recruit and retain staff. 7.Government policy (for example exit payment proposals) and changes to the Council's redundancy compensation policy, which could impact upon retention, particularly of those at more senior levels and/or older workers. 8. Improvements in T&amp;C in other sectors making the NCC employment deal less attractive/providing fewer points of difference e.g. more flexibility of work in other industries, greater gap on pay 9. A reduction in capacity in areas of critical activity resulting in increased likelihood of pressures on service delivery and reduced service agility Overall risk treatment: Treat</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	5	15	3	4	12	2	4	8	Mar-26	Green
Tasks to mitigate the risk										
<p>*Identification of what new critical skills are required in services – using workforce planning process and toolkit. As each directorate makes their changes to make savings / manage demand.</p> <p>*Identification of pathways to enable employees to learn, develop and qualify into shortage areas – As each directorate makes their changes to make savings / manage demand</p> <p>*Creation of career families and professional communities, providing visible and clear career paths for colleagues.</p> <p>*Embedding a values and strengths based approach to performance management e.g. Recruit for values and strengths not just qualifications and skills and experience - supported by career families activity which will harmonise job descriptions</p> <p>*Explore further integration with other organisations to fill the gaps in our workforce</p> <p>*Develop talent pipelines working with schools, colleges and universities</p> <p>*Undertake market rate exercises as appropriate and review the reward package to support attraction and retention</p> <p>*Develop the use of apprenticeships and early career schemes; this will help grow talent and act as a retention tool</p> <p>*Work with 14 – 19 providers and Higher Education providers to ensure that the GCSE, A level and Degree subjects meets the needs of future workforce requirements</p> <p>*Implementation of the workforce strategy that will lead to improved workforce planning</p> <p>*develop our employee value proposition and employer brand to improve attraction of people with the skills we need</p> <p>*Develop our approach to talent management and succession planning</p>										
Progress update										

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<b>Progress update</b>
Survey returns have demonstrated good progress towards target, but further work needed and will re-issue again next year. The manager helpline demand trend continues to decline which is a positive indicator of improvements applied and comms to date.

<b>Risk Number</b>	RM030					<b>Date of update</b>		14 February 2025		
<b>Risk Name</b>	Non-realisation of Children’s Services Transformation change and expected benefits									
<b>Portfolio lead</b>	Cllr. Penny Carpenter					<b>Risk Owner</b>		Sara Tough		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of the non-realisation of Children’s Services Transformation change and expected benefits, encompassing the risk that Children’s Services do not experience the expected benefits from the transformation programme. Outcomes for children and their families are not improved, need is not met earlier and the increasing demand for specialist support and intervention is not managed. Statutory duties will not be fully met and the financial position of the department will be unsustainable over time. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	5	20	2	5	10	1	3	3	Mar-26	Amber
<b>Tasks to mitigate the risk</b>										
<p>1. Establish and agree prevention and demand management strategy</p> <p>2. Implement a portfolio of transformational change to delivery strategy, focused on improving outcomes and children and families focus on education inclusion, prevention and early help, effective practice, avoiding specialist intervention and managing the market to create the capacity we need, leading to need being met earlier and a reduction of demand for high cost interventions.</p> <p>3. Provide / secure funding to deliver invest to save approach and enable delivery of transformation and financial benefits.</p> <p>4. Establish dedicated leadership and cross organisation resources to direct, oversee and manage the change, including dedicated finance leads. Complement this by additional specialist transformation resource, as part of the Central Support teams.</p> <p>5. Establish transformation governance to track and monitor the trajectories of the programme benefits, risks and issues.</p> <p>6. Update and deliver revised Social Care Placement Sufficiency Strategy to help keep adolescents together with their families and help create the placement capacity to meet the needs of children who need to come into care.</p> <p>7. Enhance children social care model through delivery of new 'Family Help and Protection' operating model to help keep families together and mitigate placement costs</p> <p>8. Deliver Local First Inclusion Programme and Market and Supply projects to contribute to mitigation of Home to School Transport costs</p> <p>9. Identify areas of best practice from other public and private sector organisations to enhance outcomes for children and families and increase financial sustainability.</p>										
<b>Progress update</b>										

## Progress update

Scoring rationale – This risk is framed within each financial year, so the update relates to 2024/25. Risk impact relates to outcomes for children and families not being met, a key County Council objective and financial loss of benefits over £3m therefore scored 5. Risk likelihood is currently “unlikely” based on the current position at period 10 of the financial year and the success of the transformation programme in this financial year.

Feb 2025 update:

1. Strategy established in 2018 and remain the basis of the transformation programme. This aligns with the overall Council Plan and the Children's Flourish vision and strategy.
  2. Portfolio of programmes and projects established to deliver prevention and demand management strategy. First 5 year phase completed, second phase now underway.
  3. Investment of £20m over course of transformation programme has been successful, enabling delivery of multiple transformation programmes and projects that have successfully improved outcomes for children and families and since 2018/19 delivered cumulative net savings of £93m up to end of 23/24 that have contributed to mitigating this risk. Target for 24/25 of £12.5m.
  4. Single senior lead, dedicated transformation resource, complemented by central support teams e.g. Finance, Strategy and Design, Digital Services, Comms, HR, Property in place.
  5. Using the existing NCC governance processes, the transformation programmes and projects, depending on their scale, are overseen by the Executive Leadership Team (ELT) Portfolio Board, Children's Services Leadership Team (CSLT), Children's Service Finance governance structure and then programme and projects boards for individual pieces of change. In line with Council financial framework, Children's Services has developed and is implementing an expenditure control plan.
- and £13m financial benefits (iteratively compared to 2023-24 baseline) for Council as part of the MTFS. Implementation of year 1 deliverables are underway. Projects that have already gone live include delivery of Linden House and Costessey Supported Accommodation, Adolescents Shortbreaks hub and crisis outreach team.
7. Following the successful Family Help pilot delivered in 23/24 the model has been rolled out across the County and has gone live in September 2024. Building on this and in response to the children's social care national reforms published in Dec 2024, the next phase of embedding Family Help in Norfolk has commenced to establish and deliver the Families First Partnership Programme in Norfolk.
  8. The LFI programme has been established since April 2023 and has already successfully delivered a revised School and Community offer to strengthen the prevention and early help system across Norfolk. The programme has also completed a stocktake process to identify the next round of projects to deliver in year 2. See RM0043 for risk relating to the High Needs Block.
  9. Implementation of best practice models has been a significant feature of the transformation programmes, including the successful delivery of the New Roads model, based on the "no wrong door" model created by North Yorkshire. Children's Services are also the lead Local Authority for the regional fostering pathfinder project (part of national Children's social care reforms), that successfully went live in May 2024, with the aim of improving the recruitment and retention of foster carers in the Eastern Region during 2024/25. Funding has been secured for the model for 25/26. Additionally, in partnership with the Strategy and Policy team research has been conducted to understand the idea of council's that are under significant financial stress are implementing, to test out our approach. The ideas being implemented already correspond with plans that have been delivered by NCC.

Risk Number	RM031					Date of update		14 February 2025		
Risk Name	NCC Funded Children's Services Overspend due to demand pressure									
Portfolio lead	Cllr. Penny Carpenter					Risk Owner		Sara Tough		
Risk Description					Date entered on risk register			10 January 2022		
There is a risk that the department's ability to deliver its services in a financially sustainable (NCC budget) manner is compromised by unforeseen demand and external factors that are beyond its control. Risk Treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	5	25	4	5	20	2	5	10	Mar-29	Amber
Tasks to mitigate the risk										
<p>1. Implement a portfolio of transformational change, focused on improving outcomes and children and families focus on education inclusion, prevention and early help, effective practice, avoiding specialist intervention and managing the market to create the capacity we need, leading to need being met earlier and a reduction of demand for high cost interventions.</p> <p>2. Establish a four year business planning cycle, aligned to the transformation portfolio to manage the process of identifying and delivering financial savings and efficiencies aligned with the budget setting process.</p> <p>3. Address the historical financial pressures within the Council’s MTFS and investing in preventive and intervention staff and services to reduce the escalation of need and keep families together when possible.</p> <p>4. Analyse the cohorts of children and families regularly to target them appropriately and develop new transformation initiatives to meet their needs cost effectively.</p> <p>5. Enhance the financial monitoring system to identify, track and respond to financial challenges in a timely manner.</p> <p>6. Establish a change programme for the SEND system (Local First inclusion) investing in mainstream schools to help children with high level SEND stay and achieve good outcomes, where suitable. Supported by the Safety Valve agreement with DfE the aim of this investment is to reduce the need for more special or independent schools and helps to balance the DSG budget, repay the deficit and have a positive impact on related NCC budgets.</p> <p>7. Establish and implement a recovery plan</p>										
Progress update										

## Progress update

Scoring rationale – The risk has been re-worded to take into account longer term sustainability across the MTFS rather than only providing a single year view. Risk impact relates to financial impact of over £3m, therefore scored 5. Risk likelihood increased to "probably" taking into the scale of cost pressure forecast at period 10 in 24/25 and the recovery plan actions already delivered.

Feb 2025 update:

1. Multiple transformation programmes and projects have successfully improved outcomes for children and families and since 2018/19 delivered cumulative net savings of £93m up to end of 23/24 that have contributed to mitigating this risk.
2. Aligned business planning cycle has been established. Currently in the MTFS is c.£32m of savings, £12.5m for 24/25 and an additional £19.3m for future years. Work has been completed to identify proposals to deliver the additional target of £8.5m for 25/26 as part of this years budget setting process. The target to identify £14.6m of savings for 25/26 has been achieved in line with the budget setting process.
3. At the outturn for 23/24, there remained a significant in-year cost pressure as had been forecast. The budget for 24/25 has been set taking into account the pressures that were being experienced in 23/24 and so included significant investment. The areas of most significant risk of an overspend will be social care placements, in particular external residential placements due to a small number of children and young people with very complex needs, and home to school transport given ongoing inflationary pay and prices pressures within that sector.
- 4a. In Norfolk the number of children in care has bucked the national trend by steadily reducing since Jan 2019 (exluding separated migrated children), which resulted in reduced overall placement costs. However, unit costs are under considerable pressure due to external market forces, significant inflationary and National Living Wage increases. To help address these challenges we are implementing the revised placement sufficiency strategy, agreed in Jan 2024 and rolling out the new Family Help model, which went live at the beginning of September 2024. Building on this and in response to the children's social care national reforms published in Dec 2024, the next phase of embedding Family Help in Norfolk has commenced to establish and deliver the Families First Partnership Programme in Norfolk.
- 4b. Action is under way to positively impact transport related costs, both the demand-side and the supply-side factors. On the supply-side, there is a piece of focused work underway in conjunction with the officers from across the Council to look at the transport provision market and any additional levers that could be developed to have a beneficial effect. Much demand-side activity is already delivering benefits and is continuing to be pursued and expanded, including a focus on supporting young people to be travel independent (such as the TITAN Travel Training programme) and the initial impacts of Local First Inclusion in reducing the distances that have to be travelled for those attending new provisions.
5. Improved monitoring systems and financial oversight are embedded in the department. For 24/25 we've further strengthened the financial governance structure in line with Council financial framework and expenditure control plans, should they be required.
6. Programme delivery is underway over the past 24 months. A full 'stock-take' of the Local First Inclusion programme has also been carried out in 2024 and alongside this a line by line re-modelling of the overall High Needs Block / DSG funding model and forecast revisions over a ten year period, with a view of agreeing a revised Safety Valve plan with DfE. See RM43 for additional details.
7. A children's service recovery plan has been developed and is being delivered. This had been in place since period 4/5.

Please note a separate risk in relation to home to school transport has been created (risk RM046). Relevant mitigation and updates from this risk have been moved to the new risk.

Risk Number	RM032		Date of update		04 February 2025					
Risk Name	Capacity to manage a large incident or multiple incidents or disruptions to business									
Portfolio lead	Cllr. Jane James		Risk Owner		Sarah Rhoden					
Risk Description			Date entered on risk register		29 October 2021					
<p>NCC is affected by an internal or external incident/emergency that impacts on the authority’s ability to deliver critical services. This could be internal threats such as loss of IMT or power or external impacts such as supporting the countywide response to Norfolk’s Highest risk such as Coastal flooding or pandemic flu. There is a risk of a large scale incident or series of incidents that cause potential negative impacts on the reputation, resources or financial stability, that affect NCC's ability to deliver its' services. The County Council also has two support contacts in place to provide external contractor support and manage rapid support for any Coastal pollution and Mass fatality types of incidents. There are a number of ongoing situations and threats which are compounding this risk such as seasonal weather risks (thunderstorms and wildfires) and animal diseases such as Blue Tongue. Overall risk treatment: Treat</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	3	2	6	3	2	6	Mar-26	Met
Tasks to mitigate the risk										
<p>1) Maintain the Corporate Resilience Plan.</p> <p>2) Maintain a robust Business Continuity process, including training and exercising.</p> <p>3) Having the appropriate groups in place to be able to support and manage any response to an incident causing business disruption.</p> <p>4) Supporting and embedding of Business Continuity looking at best practice to support the operational delivery of services.</p> <p>5) Further training planning for both BC and Emergency Planning.</p> <p>6) Active engagement and participation in the Norfolk Resilience Forum.</p> <p>7) On going review of winter risks</p> <p>8) Member of the NRF and attendance at weekly Norfolk Risk Intelligence Group (RIG)meetings</p> <p>9) NRF Plans and procedures in place, including training and exercising</p>										
Progress update										



## Progress update

The BC process and emergency response mechanisms are in place and enabled within NCC, support is in place from the Resilience team who deliver 24/7 response support.

Current BC stats = 78% of NCC plans reviewed and 71% plans have been exercised.

For situational awareness the Norfolk Resilience Forum (NRF) have in place weekly Risk Intelligence Group (RIG) meetings.

Due to global and national uncertainty, pre-emptive planning is ongoing to look at the risks that NCC and Norfolk will face, these will include:

seasonal weather - surface flooding. Health issues- pressure in care systems, outbreaks, re-emergence of COVID, Hospital roof collapse and care home failure. Cost of living impacts. Disruption to power or communications systems, Industrial Action, Animal Health outbreaks, Cyber-attacks.

Current Score of 6 due to available mitigation measures under our remit being implemented to control the current risks.

NCC have been supporting NRF Winter Preparedness and Cyber risk workshops. NSFA/NRF held a multi-agency actual level workshop on October, November and December.

Highways report good levels of winter gritting materials and all vehicles servicable, reviewing duty driver numbers.

NRF Multi-agency group monitoring all risk at weekly Risk and Information Group meeting, Ongoing current weather-related risks seasonal weather impacts, closely monitoring the situations with rising Avian Flu (Norfolk part of Avian Flu Disease Zone) with Trading standards

Risk Number	RM033		Date of update		25 February 2025					
Risk Name	Norwich Western Link Project									
Portfolio lead	Cllr. Graham Plant			Risk Owner	Grahame Bygrave					
Risk Description			Date entered on risk register		01 October 2022					
<p>There is a risk that the NWL project could fail to receive funding approvals from the Department for Transport (DfT), and/or statutory approvals necessary within the necessary timescales to achieve the Orders to construct the project (related to planning consent, land acquisition, highway orders) to enable the Norwich Western Link (NWL) project (at £274m) to be delivered to the agreed timescales (target opening by late 2029). Cause: Objection to the project (particularly related to environmental impacts) that results in either DfT or Secretary of State failing to provide the necessary approvals for the funding/Orders. Event: The scale of the project and the funding requirement from DfT (at 85%) is such that without their funding contribution, it will not be possible to deliver the project. Without the necessary Orders in place, it will not be possible to deliver the project. Effect: The benefits that the project would bring in terms of traffic relief, accommodating growth in housing and employment, economic recovery and journey time savings would not be achieved. Overall risk treatment: Treat</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	4	12	4	5	20	1	4	4	Apr-29	Red
Tasks to mitigate the risk										
<p>1. Work closely with DfT to resolve any queries related to the OBC approval. 2. Ensure programme dates for statutory approvals are achieved and submission details are legally checked. 3. Develop strong team resource to ensure well developed submissions for statutory processes (including public inquiry) are provided. 4. Provide regular updates to the project board to ensure any issues related to programme, cost and risk are reported. 5. Monitor scale of expenditure prior to SoS approval to ensure any potential financial implications can be accommodated within the NCC financial envelope.</p>										
Progress update										

## Progress update

1. OBC submitted to DfT for approval at end of June 2021. July 2022 - Report approved by Cabinet (included revised timescales and budget - 85% DfT contribution retained in OBC addendum submitted to DfT. Feb 23 - No further requests for info. from DfT. March 23 - No funding announcement in March Budget Statement. May 23 - Still no decision from DfT, but no further work required to OBC. Awaiting outcome of Treasury review of funding nationally. Aug 23 - Still awaiting Treasury review outcome and DfT announcement. January 2024 - OBC was approved by DfT in October 2023 and reported to Cabinet in December 2023. Agreed planning application to be submitted asap in 2024. February 2025 - Due to objections from Natural England, planning application withdrawn in January 2025. Discussions held with DfT in Feb 2025 to consider next steps and OBC update. Meetings & dialogue with DfT ongoing.

2. Programme regularly reviewed by project board to ensure realistic timescales for project delivery are in place. July 2022 - Timescales updated in Cabinet report and agreed. Sept 22 - Govt mini-budget on 23rd Sept set out fast-tracking of projects, including NWL. Details awaited to understand any implications. Jan 23 - No further details from (different) government re fast-tracking. May 23 - Awaiting OBC decision is continuing to delay planning application process Aug 23 - Report taken to Cabinet in July setting out reduced activity on project whilst awaiting DfT funding decision. January 2024 - Detailed programme update as part of Cabinet report in December 2023. Allows for revised timescale for statutory approvals and legal process/checking. Scheme completion in 2029, therefore target date amended. March 24 - Planning Application being finalised for submission. June 24 - Planning application submitted and validated 7 June 24, commencing the statutory planning consultation. September 2024 - planning process continuing with responses to consultation ongoing - planning decision not expected until January 2025. Significant issues raised by Natural England. October 2024 - Continuing to try and resolve issues raised by Natural England in their planning response. February 2025 - Unable to resolve issues with Natural England (NE) and planning application withdrawn. Further work required to review OBC and engage again with NE

3. Resource review in progress to ensure the team structure is suited to each phases of the project. July 2022 - Team structure in place with some gaps in resource being resolved, but very challenging employment market conditions. Sept 22 - maintaining resources on project is proving challenging. Ongoing recruitment and discussions with WSP. Feb 23 - Resourcing remains challenging, but is an issue within construction sector generally. Aug 23 - Continuing resource issues, notably at Engineer/Project Engineer level, but agreement to reduce project activity has reduced issues. January 2024 - Resources remain challenging. External procurement process ongoing to establish resources for next stages of project (post-planning application). June 24 - Team structure reviewed with additional resources procured to fill gaps in team structure. February 2025 - Team structure and wider project team de-scoped during 2024. Ferrovia contract brought to a close (no further activity during stage 1 design and will not progress to stage 2 construction). Resource to be reviewed subject to next steps being agreed with DfT regarding project and OBC update.

4. Project board meetings in place and risk, programme, cost regularly reported. July 2022 - All details updated in Cabinet report. Sept 2022 - Board closely monitoring budget including inflation/economic implications. May 23 - Delays to project OBC decision reported to project board. Implications will continue to be considered and reported to Cabinet. August 2023 - Details presented to Cabinet in July discussed/agreed at Board. January 2024 - Board updated on progress following December 2023 Cabinet reporting. June 24 - Board updated on issues related to risk, including revised response from Natural England regarding draft bat licence and favourable conservation status published by NE in March 24. Work ongoing with NE and Board being advised. September 2024 - Work ongoing to review details provided through planning consultation, including response from NE. February 2025 - Updated position reported to Cabinet in December 2024 (included cost to date and delivery risk). Agreed to withdraw planning application, close Ferrovia contract and review next steps for project subject to feedback from NE and DfT (letters sent)

5. Section 151 officer kept updated on expenditure at project board. July 2022 - Details in Cabinet report agreed with s151 officer and budget recommendation and implications accepted by Cabinet and Full Council on 19 July. Delay to OBC funding from DfT covered in item 1 above. May 23 Report taken to July 2023 Cabinet, to consider implications of ongoing delay to DfT OBC approval. August 23 - Report agreed by Cabinet, reducing activity whilst awaiting OBC approval. January 2024 - OBC approval (in October 2023) included ref to up to 100% funding (based on OBC) from DfT. Awaiting further guidance on this from DfT. Details reported to Board and Cabinet. March 2024 - Still awaiting further guidance from DfT regarding up to 100% funding. June 24 - DfT guidance on funding still awaited and delayed now following announcement of general election. Further dialogue with DfT to follow establishment of new government in July. September 24 - No further updates from DfT regarding funding. Increased uncertainty following new Chancellors statement regarding national finances - more details expected following October Autumn Budget Statement. October 2024 - Awaiting details of Budget Statement. November 2024: No details have emerged yet from the budget statement, but government has signalled a spending review with a further announcement expected in the spring. February 2025 - No details re budget review by government, but events over-taken by NE objection and withdrawal of current planning application. Implications for NCC funding being reviewed with DfT in ongoing meetings with them. Confirmed that £33m grant funding from DfT will not be requested back. S151 officer aware and has set out contingency plans in Cabinet reporting. Further ongoing discussions with DfT will determine next steps for the project and any funding requirements/implications for NCC.

<b>Risk Number</b>	RM034					<b>Date of update</b>		24 February 2025		
<b>Risk Name</b>	Supply Chain Interruption									
<b>Portfolio lead</b>	Cllr. Kay Mason Billig					<b>Risk Owner</b>		Al Collier		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of a supply chain interruption, which could affect any of the Council's supply chains. This could take the form of either a sudden or gradual interruption, affecting the ability to deliver one or more services effectively. Cause: Examples of sudden interruptions include; loss of power; loss of supplies; supplier insolvency; inability to replace critical components. Examples of gradual interruptions include; a gradual inability to recruit key in-demand staff; a gradual material shortage (e.g. construction materials); ongoing geopolitical conflict; industrial action; staff absence; gradually contracting labour markets, and tariffs. Event: The materialisation of a sudden or a gradual interruption or degradation of a NCC supply chain. Effect: Different causes will generate different effects, but the common effect would be a disruption to service delivery stemming from the interruption of the supply chain involved. This could have knock on effects to other services depending on the interconnectedness / scale of the supply chain. Overall risk treatment: Tolerate (treating with general mitigations)										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	3	12	4	3	12	Mar-26	Amber
<b>Tasks to mitigate the risk</b>										
For loss of power: 1) Understanding power resilience of County Hall 2) Understanding failover if we lost County Hall power 3) Reviewing plans for simultaneous loss of power or gas to multiple sensitive sites, e.g. care homes. 4) Thinking through command and control in case of widespread power loss For fuel: 5) Monitoring risks to disruption, understanding the NCC Fuel plan ( 2 x fuel bowsers with NORSE support for fuel distribution locally) For food: 6) Consideration of academies and our role with free school meals. 7) Maintain good relationships with key suppliers. For supplier insolvency: 8) Formalising tiering of contracts For critical spares: 9) Work with providers to ensure there is adequate support to just in time (JIT) deliveries (contingency stock of critical spares). For IT: 10) Ensure IT refresh is considered and appropriate stock pre-ordered.  General mitigations against sudden major disruptions include: Early warning and trigger points Supply diversity Supplier relationships Public sector resource pooling Effective plans										

## Progress update

For loss of power:

- 1) Power resilience understood, backup generator circuits rewired to allow generator-fed command and control from county hall
- 2) Resilience of Disaster Recovery site understood.
- 3) This is being looked at via normal BAU winter preparedness. Resilience Reps and DMT's are supported by the Resilience Team to review BC plans.
- 4) National Power Outage plan in place for widespread power loss.

For fuel:

- 5) NCC Fuel plan in place ( 2 x fuel bowzers with NORSE support for fuel distribution locally-diesel only)

For food:

- 6) Work to be carried out with providers to ensure they think about support to just-in-time deliveries (contingency stock of basics).
- 7) Close communication and good relations being upheld with key suppliers of food.

For supplier insolvency:

- 8) Contracts have been segmented / tiered into gold, silver and bronze. Formal solvency monitoring of gold and silver instituted. Minimum contract management standards in place for gold and silver.

For critical spares:

- 9) Ongoing work with providers to ensure adequate support is available for JIT deliveries.

For IT:

- 10) There is a laptop refresh currently underway.

Further detail of the wider resilience work being undertaken to help prevent supply chain interruption can be seen in risk RM032.

Risk Number	RM035		Date of update		17 February 2025					
Risk Name	Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets									
Portfolio lead	Cllr. Andrew Jamieson		Risk Owner		Harvey Bullen					
Risk Description			Date entered on risk register		01 October 2022					
<p>There is a risk that significant and abnormal levels of inflationary pressure persist for an extended period of time with a negative impact on both the Council's revenue budget and capital programme. Unusually high levels of inflation across various sectors are being experienced, driven by a number of economic and other factors which are entirely outside the council's control. Forecasts are increasingly suggesting that this situation is likely to persist for a protracted period. There is a risk that this level of inflation will have very significant impacts across several areas of the council including: - Increasing demand for a range of support and services including hardship funds as the cost of living and inflationary pressures impact on wider society. - Direct impact of inflationary pressures on revenue pay budgets - pay awards for 2024-25 in excess of the level which has been assumed in the budget / MTFS. - Direct impact of inflationary pressures on non-pay revenue budgets including energy and fuel costs. - Direct impact of inflationary pressures on the Capital Programme including 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. Risk Treatment: Tolerate (overall levels of inflation are outside of the Council's control), but treating the aspects that the Council is in a position to control.</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	5	25	4	5	20	3	5	15	Mar-26	Green
Tasks to mitigate the risk										
<p>1) Close budgetary control 2024-25 - Monitoring budgets and emerging pressures during the financial year, reviewing activity levels and pressures in order to mitigate and minimise these as far as possible as part of regular budget monitoring and management processes. Where pressures cannot be avoided / mitigated, identifying alternative off-setting savings and / or funding (such as from business risk reserves) to deliver a balanced budget position for 2024-25.</p> <p>2) Setting 2025-26 Budget - Developing the 2025-26 Budget to provide as far as possible for known and unavoidable cost pressures, and identifying further income or off-setting savings initiatives to ensure that a robust and achievable Budget can be considered by Full Council in February 2025.</p> <p>3) Reviewing capital programme - Review of cost estimates, forecasts and profiling of major projects. The Council will 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 during 2024-25 and as part of setting the 2025-26 Capital Programme.</p> <p>4) Articulating the financial challenges faced by the Council to Government and other stakeholders - The Council's work to ensure that sufficient funding allocations are provided / available will include responses to Government consultations, funding announcements, discussions about the 2024-25 pay award, and other engagement.</p>										

## Progress update

- 1) Budget monitoring and reporting of variances, risks and mitigations to Cabinet is being reported throughout 2024-25, and the financial monitoring position will continue to be reported monthly.
- 2) A balanced budget for 2024-25 was agreed and set on 20th February 2024 by Full Council. A balanced budget for 2025-26 was agreed and set on 18 February 2025 by Full Council, including significant provision for inflationary growth.
- 3) Monitoring of Capital Programme is being undertaken in respect of 2024-25 and is being regularly reported to Cabinet through the year. The 2024-25+ programme approved by Full Council included very limited additions to be funded from borrowing. A further round of capital programme review and re-profiling has been undertaken through 2024-25 to achieve a deferral of borrowing to later years of the programme. The development of new schemes for the 2025-26 programme has been undertaken in the context of the wider position, and as a result there was very limited additional scope for activity funded by borrowing in 2025-26.
- 4) Ongoing engagement including formal consultation responses and ad-hoc opportunities. The 2024-25 pay award has been agreed nationally and is within the overall budgetary provision.

<b>Risk Number</b>	RM036					<b>Date of update</b>		24 February 2025		
<b>Risk Name</b>	Non-Delivery of the Environmental Policy and Climate Action Plan.									
<b>Portfolio lead</b>	Cllr. James Bensly					<b>Risk Owner</b>		Al Collier		
<b>Risk Description</b>					<b>Date entered on risk register</b>			01 October 2022		
There is a risk of not delivering the key objectives of the NCC environmental policy and the climate action plan. This could stem from not achieving the key objectives within our control to deliver. These include; achieving Net Zero Across the County Council Estate by 2030, working in partnership across the County, especially through the Norfolk Climate Change Partnership on the delivery of; the Climate Action Plan, major environmental infrastructure projects; sustainable travel projects; the 1 Million Trees for Norfolk project; the Pollinator Action Plan as well as continued roll out of LED streetlighting upgrades and implementation of the EV strategy. Event: Non-delivery of the key objectives. Effect: This could lead to greater potential for increased damage to the local and global environment. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	3	3	9	3	3	9	Mar-26	Met
<b>Tasks to mitigate the risk</b>										
1) Delivery of the Climate Action Plan through Norfolk County Council. 2) Delivery of major environmental infrastructure projects for example Wendling Beck. 3) Delivery of all of the major transport infrastructure projects including ZEBRA. 4) Delivery of the 1 Million Trees for Norfolk project. 5) Delivery of the Pollinator Action Plan. 6) Rollout of 15k LED lights by the end of Autumn 2024. 7) Rollout of electric vehicles										
<b>Progress update</b>										
1) The Climate Action Plan has been produced and is being delivered on, reporting annually on this at Select Committee. 2) Strong progress to date with all key environmental infrastructure projects on schedule. 3) Sustainable transport projects being delivered and major investment in ZEBRA scheme and cycling and walking programmes secure. 4) 500k trees have been planted to date. 5) Pollinator Action Plan approved by Cabinet and under delivery - no major issues to report. 6) The LED switchover is complete. 7) We are evaluating options and business cases for electric vehicles.										
Additional funding would ensure that we can cover more, more quickly. Work is underway with the grants and funding team to secure additional funding to deliver our climate-based commitments.										



Risk Number		RM038		Date of update		04 March 2025				
Risk Name		Demand impacting ability to deliver statutory responsibilities								
Portfolio lead		Cllr. Alison Thomas			Risk Owner		Rob Mack			
Risk Description				Date entered on risk register			14 March 2022			
If there is insufficient capacity to meet and prioritise the demand on Older People and Physical Disabilities services then 1) people and carers may experience less independent outcomes and have an increased risk of harm 2) there may be an adverse impact on staff wellbeing & retention 3) there may be increased complaints & LGSCO fault findings, and 4) there may be an adverse impact on NCC's reputation to with the public and other organisations. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	3	4	12	2	4	8	Mar-26	Amber
Tasks to mitigate the risk										
<div>- Older Persons (OP)/Physical Disabilities(PD) Service Development Plan for 24-25 in place</div> <div>- Whole department approach to supporting prioritisation of work plans/actions in line with CQC Assurance and financial planning</div> <div>- Learning (Improvement) Cycles embedded in each Locality</div> <div>- Refreshed OP/PD performance governance framework reporting to Director Leadership Team (Assurance Board)</div> <div>- Performance and outcome data available (Power BI Dashboards) to support decision making at all levels from Team Manager upwards</div> <div>- Support from NCC corporate Change Business Leads</div> <div>- Hospital Discharge Programme instigated to transform key quality and outcomes of people leaving hospital on to long term care &amp; support arrangements</div> <div>- New locality panel processes commenced</div> <div>- Dedicated work on reviews being prioritised</div>										
Progress update										
Social Care Community Engagement (SCCE) team, Norfolk First Response Service and Community Care teams have now all adopted new ways of working delivered through the Connecting Communities programme – supports focus on improvement cycles and outcomes for people. Waiting lists have reduced with all localities continued actions and oversight to maintain/improve further (all cases are RAG rated) New Power BI dashboards published to support managers to manage their service performance.										

**Progress update**

Service Development plans developed for SCCE, NFR and each Community Care team  
Hospital discharge board in place  
Locality recovery learning cycles in place  
OT First pilot commenced in South.  
09/10/24 - additional vacancy target applied to budgets which may impact ability to deliver performance improvements.

05/11/24 risk remains - new OP/PD panel process in place to support decision making.

05/12/24- full review of risk being undertaken by OD/HOIC group.

<b>Risk Number</b>	RM040					<b>Date of update</b>		04 March 2025		
<b>Risk Name</b>	Assurance implementation									
<b>Portfolio lead</b>	Cllr. Alison Thomas					<b>Risk Owner</b>		Ian Wake		
<b>Risk Description</b>					<b>Date entered on risk register</b>			22 July 2022		
A CQC rating of good or above indicates a social service department that is providing the right support in the right way to promote positive outcomes for the people who need to draw on adult social care, and those that support them. A rating of less than good indicates that we are not assessing need, providing support or working in partnership with others in a way that enables the best possible outcomes for people in the local area. If we are rated less than good in the upcoming assurance regime, we are likely to have increased difficulty providing timely and high quality intervention for people. It is likely to increase our difficulties recruiting and retaining good staff, which will further impact our ability to manage the demands well, both from staffing and governance perspectives, leading to further loss of practice quality, increased wait times for citizens and less than optimal outcomes more of the time. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	3	9	3	4	12	2	3	6	Mar-26	Amber
<b>Tasks to mitigate the risk</b>										
<p>A Performance Group (PG) is in place to drive performance improvements, meeting monthly. The Quality Improvement Group has been stood down, with quality improvement now a standing agenda item within the Operational Improvement Board (LD, MH, A &amp; SCCE) and the 5 OPPD Place Improvement Boards. The quality agenda is being supported by Practice and Quality continuous improvement projects. A CQC Preparation Improvement Board has also been established to support our readiness for inspection.</p> <p>An action plan was developed following regional mock assurance and was updated following ex-director challenge session in Jan '23. This is reviewed regularly at PG with regular updates on progress and any issues requiring support to address being presented to the Quality Assurance and Improvement Board which holds the PG to account.</p> <p>Connecting Communities transformation programme is having a significant positive impact on our ability to ensure optimal outcomes for more people as we change our ways of working, embedding more preventative work and reducing the reliance on formal social care.</p> <p>Our vital signs, which are currently being refreshed, embed our commitment to prevent the need for formal care, reduce the reliance on formal social care, manage the risk in our waiting lists well, manage safeguarding work effectively and work with provider market to improve the quality of provision. These, and their feeder indicators, are used to direct performance conversations as part of our governance structure, directly linking to aspects of the CQC framework.</p> <p>We closely monitor development of the CQC assurance process, including feedback from Local Authorities as they complete the process and their reports are published.</p>										
<b>Progress update</b>										

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## Progress update

September 2024: Improvement activity: Continued assurance and improvement work as part of our performance framework and oversight through Assurance Boards.

October 2024: Regional Assessment of Performance: Completed assessment and provided self-assessed scores for CQC Quality Statements for regional discussion. Communications: Meeting with teams to explain about the CQC assessment framework and answer question. Encouraging reflection on achievements and areas of pride. Highlighting common challenges faced by other local authority areas. Emphasising our key improvement priorities e.g. ensuring people who are waiting are safe and well-supported. Staff submitting examples and feedback to the Evidence bank.

November 2024:

Challenge Session: Facilitated by Ray James, ex Executive Director and past President of ADASS. Provided external perspective on CQC inspection preparedness, strengths and challenge. Areas added to action plans for improvement; owners. Governance Strengthening: New Executive Director – established a CQC Preparedness Oversight Board. Chaired by the Executive Director for ACS. Reporting to the Directorate Leadership Team.

December 2024: Review of priority Improvement Areas: Agreed by DLT and new projects set up where required. Progress and oversight report

d to DLT in December. Communications: Assurance and Improvement Team meeting with operational teams. Highlighting key CQC focus areas and discussing staff achievements, risks, and challenges.

January 2025:

Improvement Action Plan: Monitoring priority improvement areas; reporting to DLT 14th January. Incorporated into the Continuous Improvement Framework and oversight will continue through the Quality Assurance and Improvement Board as part of strengthened governance arrangements. CQC Inspection Timeline: plan for all inspection stages, including first 3 weeks post-notification. Evidence updating and finalisation for initial Information Return shared with responsible colleagues and DLT owners. Document Updates: Significant updates to 'Sprint' and 'Marathon' documents detailing tasks/actions for notification and on-site inspection. Includes staff, member, and stakeholder communications. Emails and briefings updated, ready for review at CQC Prep Board. Final review of Information Return draft responses requested from responsible colleagues and DLT owners. Feedback and Improvement: Using universal feedback forms to capture views of care recipients and their families/carers/friends. Continuous Improvement Framework to collate and monitor improvement actions and impacts.

<b>Risk Number</b>	RM042					<b>Date of update</b>		17 February 2025		
<b>Risk Name</b>	Increasing Challenges to Maintaining Financial Resilience									
<b>Portfolio lead</b>	Cllr. Andrew Jamieson					<b>Risk Owner</b>		Harvey Bullen		
<b>Risk Description</b>						<b>Date entered on risk register</b>		27 February 2024		
There is a risk that the Council becomes unable to maintain financial resilience against increasing external cost pressures. Cause: Sustained externally driven cost pressures in areas where we are legally required to deliver, without greater external funding to support additional demand. Event: Demand driven costs outweigh the ability to deliver services within our set budget. Effect: Significant overspend against budget set, impacts on wider service delivery, greater use of reserves required and unsustainable expenditure.										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	5	15	3	5	15	2	5	10	Mar-26	Amber
<b>Tasks to mitigate the risk</b>										
1) Continuous monthly budget monitoring and reporting to Cabinet, identifying and raising any early signs of budget pressure with any budget variances reported. Regular and robust monitoring and tracking of in-year budget savings by Executive Directors and Members. 2) Development of additional financial controls across services as reported to Cabinet in October 2024 3) Continued lobbying of central government for grant funding, with close monitoring of central government grant terms and conditions to ensure that these are met to receive grants. 4) Value for money analysis work to be completed. 5) A government-required Productivity Plan was submitted to Government in July 2024.										
<b>Progress update</b>										
1) Ongoing monthly budget monitoring and reporting into Cabinet to identify and report in-year cost pressures. Executive Directors have responsibility for managing their budgets within the amounts approved by County Council. Executive Directors 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. This is actively supported by the Finance Business Partners. Additional financial controls have been implemented during 2024-25 to support the delivery of a balanced position for the year. Provision has been made for 2025-26 pressures in order to support a balanced Budget for next year. Controls will be further strenghtened in 2025-26 to maintain a robust position.  3) Ongoing lobbying throughout the Council for additional grant funding where available from central government, and continued close monitoring of terms and conditions that need to be met to receive this.  4) External Audit have completed their interim value for money work in relation to 2022-23 which										

**Progress update**

includes work on the Council's plans to address projected budgets gaps. This concluded that there is no significant risk present in relation to these areas. Value for money analysis has also been completed in relation to the 2023-24 accounts. The 2022-23 and 2023-24 Accounts have been closed in line with the nationally determined "backstop" dates, with disclaimed audit opinions being issued. Initial work on the audit of the 2024-25 accounts is now underway.

4) The Council has prepared a Productivity Plan and submitted this to Government by the July 2024 deadline as required.

5) Risks to future funding levels are emerging linked to both the direction of travel adopted by the Government for local government funding reform, and the implications of Local Government Reorganisation. The Council continues to actively engage with government in relation to funding reform ("Fair Funding"), and the prospects for a long-term funding settlement from 2026-27 onwards. Further details about funding reform are anticipated in Spring 2025, and these will inform financial planning for the 2026-27 financial year.

Risk Number		RM043		Date of update		14 February 2025				
Risk Name		High Needs Block Deficit cannot be resolved								
Portfolio lead		Cllr Penny Carpenter and Cllr Andrew Jamieson			Risk Owner		Sara Tough			
Risk Description				Date entered on risk register			18 March 2024			
There is a risk that the level of need and demand within the SEN system remains at such a level that the current financial pressure on the High Needs Block cannot be reduced in line with the 'safety Valve' agreement made with the DfE. If the deficit cannot be reduced ultimately the Safety Valve agreement could end and the financial deficit in the HNB could fall onto the NCC balance sheet.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	5	20	3	5	15	2	5	10	Mar-31	Amber
Tasks to mitigate the risk										
Children's Services has put in place a major programme of Transformation (Local First Inclusion) with the intention of reducing the high needs block deficit over time whilst still meeting the needs of children. This focusses on additional support for children with SEN in mainstream schools and the creation of the right specialist provision in the right locations to reduce the reliance on costly independent sector provision.										
Robust programme management is in place across the programme with corporate oversight as well as that from within Children's Services										
The programme is supported by a comprehensive financial model and performance management of all workstreams and operational teams										
Original SV plan agreed by Secretary of State April 2023, Revised Draft plans submitted April, June, and October 2024 and followed up with meeting with senior DfE officials in December 2024, setting out Norfolk's plan and our offer to work in partnership with the DfE on our revised plan and also the anticipated national SEND reforms.										
Progress update										
The Local First Inclusion Programme is well underway and impacting on the ground. New School and Community Teams are in place and working proactively with children, families and schools. The capital programme is progressing strongly and the new model of alternative provision is due to begin implementation in 2024. However the level of demand in the previous financial year (2023/24) has continued to be at levels greater than ever previously and as a result the deficit has grown to a greater level than previously modelled. Because of this deviation from trajectory the DfE has instigated its 'Enhanced Monitoring and Support' programme which requires the LA to refresh and resubmit revised trajectories before the Safety Valve agreement can recommence. This remodelling of the programme is in progress.										
August 2024 Update (the timing of engagement with the DfE has been impacted by the general election, below are updated timelines):										
- a full 'stock-take' of the Local First Inclusion programme has been carried out and alongside this a line by line re-modelling of the overall High Needs Block / DSG funding model and forecast revisions over a ten year period										
- the outcome of the stock-take / remodelling (which was carried out from December 2023 to March										

## **Progress update**

2024) culminated in a revised draft plan and submitted to DfE on 23 April 2024

- 10th May meeting with DfE, having reviewed the draft submission, have asked for further work to be carried out with a scheduled update to DfE w/c 3 June
- the focus of this next stage work with DfE is to provide additional information on key assumptions and risks to achieve our forecast (revised) in-year balanced budget by FY2030/31
- the revised timescale includes an update to cabinet in early September, submission of revised plan in mid-September and the next meeting with the DfE at the end of September

Suggested wording for the February 2025 Update - TBC on 24/2

- the over-arching key risk remains the resolution of the cumulative deficit once there is confidence, jointly between DfE and NCC, that the revised plan to deliver in year balanced budget can be achieved and sustained

Assuming revised plan agreed by DfE we are now moving into a revised programme structure / plan to move on from the original 5 workstreams to 8 projects which are a combination of ongoing activity and new initiatives : these continue our increase in specialist provision, continue our investment in mainstream inclusion and introduce enhanced controls to ensure revised plan remains on track.



Risk Number		RM044		Date of update		24 February 2025				
Risk Name		Extreme Weather Events								
Portfolio lead		Cllr. James Bensly			Risk Owner		Grahame Bygrave			
Risk Description				Date entered on risk register		03 September 2024				
There is a risk that we encounter one or more climate driven extreme weather events in Norfolk. Cause: The previous government's consultation document, Fit for a changing climate? Adapting the UK's transport system states that "in recent years we have witnessed an increase in frequency and intensity of extreme weather events due to climate change". Event: Extreme and prolonged heat; flood or storm. Effect: Risk to life, health risks, reduced productivity, disruption / damage within the local community and to Council assets and services and to the natural environment. Risk treatment: Treat for all aspects within our control, otherwise tolerate.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	4	3	12	Mar-26	Amber
Tasks to mitigate the risk										
1) Take any further funding opportunities for improvements to increase capacity of existing highways drainage systems										
2) Effective routine maintenance of highways drainage systems										
3) Investigate opportunities to improve network resilience in light of potential impacts of extreme weather and climate change, for example sensor technology and variable message signs could be used to detect and warn of flooding/advise of diversionary routes.										
Planning										
1) Object where appropriate to developments that are inappropriately located or do not have adequate drainage systems										
NFRS										
Learning lessons from the wildfires of 2022. Purchasing new equipment including fire appliances to deal with heathland fires.										
Resilience Team										
1) Improved power and communications resilience of key CC buildings										
2) Updated plans for dealing with power outages and , extreme heat and evacuation										
Adult Social Services										
1) Contribute to updated plans for dealing with power outages, extreme heat and evacuation										
2) Communicate with care providers and via the Integrated Quality Service ensure that care providers have business continuity plans that take account of each of these circumstances.										
Progress update										

## Progress update

### Highways

- 1) Ongoing work to look at funding opportunities to increase capacity of existing highways drainage systems.
- 2) New highways maintenance contract coming into effect from March 2026 to include updated specifications for gully emptying. Dialogue to explore opportunities to make better use of sensors and data analysis to optimise maintenance schedules within available budgets.
- 3) New highway design contract to specify appropriate design parameters for new schemes.
- 4) We are pursuing sensors for winter service provision but in limited numbers at present (King's Lynn and Great Yarmouth with Thetford also being in the pipeline). The sensors may determine whether winter gritting is needed in those urban locations. If there are benefits, we will consider rolling out to other locations.
- 5) Through a project with Tarmac, we are trialling installing sensors in some gullies, fords, and culverts which may provide data about when to anticipate a flood – for example because the culvert is blocked and not flowing to capacity – so we can react accordingly before flooding occurs. We are also looking at improved signage for Welney Washes which will react to sensor data to alert drivers that the washes are closed rather than deploying gangs to erect or flip signs over.

### Planning

- 1) Any necessary objections are being lodged where appropriate to do so.

### NFRS

- 1) The risks arising from climate change have been referenced in the 2023-2026 Community Risk Management Plan. Off-road firefighting capability, fire misting units, bulk water carriers, and all-wheel drive vehicles are in place and the county has effective water rescue capability.

Training and procedures have been updated from the learning taken from the 2022 wildfires.

- 2) Further actions completed include:

- a) procurement of wildfire PPE which is lighter so better for arduous working.
  - b) agricultural couplings being made available for all appliances to be able to connect to agricultural water supplies.
  - c) backpack sprayers procured.
  - d) personal drinks bottles and coolboxes for all appliances.
  - e) Holey Hose placed on Water Carrier. Hose on trial from Delta but has not yet been deployed at an incident.
- 3) Continue to lobby government to make water rescue a statutory duty of FRSs and to fund it appropriately

### Resilience

- 1) Resilient communications have been put in place between County Hall, the resilience team at Scottow, and other key locations.
- 2) Improved generator coverage has been put in place at County Hall to mitigate against power outages.
- 3) Procedures for major power outages have been revised.

### Adult Social Services

IQS confirms provider business continuity plans are in place as part of the PAMMS process. Topical bi-weekly comms are sent to providers and have included advice on winter planning, power outages and other issues; providers have responded well to recent operational incidents such as flooding and the WW2 unexploded bomb incident in Great Yarmouth.

<b>Risk Number</b>	RM045a					<b>Date of update</b>		04 March 2025		
<b>Risk Name</b>	Delivery of Care Services – Older People									
<b>Portfolio lead</b>	Cllr. Alison Thomas					<b>Risk Owner</b>		Gary Heathcote		
<b>Risk Description</b>					<b>Date entered on risk register</b>		15 November 2024			
There are the following risks within the Older Persons Care Market, that there will be provider failure or not enough care capacity to meet demand. This would be caused by the following factors which would cause the risk to develop into an issue. •Financial sustainability for providers which can be driven by a range of reasons, which includes a lack of income and/ or increases in the costs of their operating model •Issues with workforce recruitment and retention. The workforce issues are not just limited to this and could also include widespread absence of staff due to sickness and/ or having to self-isolate, which may impact the supply of staff across the Care Market. •Care Quality concerns and failures in meeting the needs of people being supported. This could include an increase in the number of safeguarding concerns and/ or s42 investigations. The effect that the risk materialising would have. •The Council being unable to meet its duties concerning market sustainability and choice, as per the Care Act 2014. •The Council being unable to secure a diverse and good quality care market, as per the Care Act 2014. •People's assessed care and support needs are not met, due to the lack of care services being available or disrupted. •The Council being unable to ensure sufficient supply of care services and not meeting its sufficiency duties. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	2	4	8	Sep-25	Green
<b>Tasks to mitigate the risk</b>										
The range of activity underway to mitigate this risks includes the following;										
1. Provider at Risk approach – A dashboard is in place that takes into account key information (financial, quality etc...) about individual providers to provide a risk rating. A regular MDT is held where providers rated high risk are discussed and appropriate actions agreed. This also provides an opportunity to share any further intelligence known.										
2. Workforce development – A comprehensive Workforce Development Programme is in place delivered through the Norfolk Care Careers teams. This is focused on the recruitment and retention of the workforce.										
3. Quality Improvement Programme – A Quality Improvement Programme is in place that has identified a range of initiatives to be delivered to improve the quality of care provision.										
4. Integrated Quality Service – continued investment into this service, to undertake PAMMs audits and provide hands on support, regarding improvement/ action plans.										
5. Business Continuity – each provider is required to hold a clear business continuity plan that provides a response to a range of issues. For any contract awards, this is reviewed as part of any tender evaluation.										
6. Provider of Last Resort – there are also plans in place, where other providers will be approach to support any provider failure situation. This is supported by the NCC in-care companies of NorseCare and Independence Matters Group, as well as the implementation of the Home Support Principal Provider model and framework.										
7. Nursing Care Transformation Programme – This is a programme of activity that will have oversight of the recommendations (and delivery) from the review undertaken in 2023. The programme structure is being put in place, including the agreed resources to provide, leadership, expertise and co-ordination of the agreed deliverables/ recommendations.										

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## Progress update

### January

The Cabinet paper includes further details about the fee uplift and this will be finalised on the 16th January. A letter has been sent to providers to confirm that the fee uplift will cover costs associated with National Living Wage, Non-staff costs (as measured by CPI) but not the National insurance changes. As per a recent survey and detailed in the Cabinet paper, 40% of providers in the last year considered closing their service or handing back local authority contracts. This is likely to increase in response to these nationally driven cost pressures.

### December

Work is underway currently to understand the scale of potential provider failure within the care market, due to additional cost pressures, driven by changes to National Insurance (in the main, although there are other cost pressures). This information will be included as part of the Cabinet paper concerning the fee uplift for 25/26.

### November

The risk score has been updated to reflect the additional risk

driven by financial sustainability and concerns following the Autumn Statement. In the main the increase in Employer National Contributions has created a significant cost pressure for providers in the care market. This has increased the risk of financial sustainability and providers closing as a result.

Further work being done as part of the Fee Review work for 25/26 to understand this risk and any possible mitigation. Corporate conversations are also ongoing about additional funding needed for Adult Social Care providers, to offset this financial risk.

General updateAny update and additional commentary is provided in the description above. Due to the range of work happening it is not possible to list all the progress here. However, further information can be supplied on any of the programmes of work (as they all have their own governance and reporting, including highlight reporting as part of the portfolio and performance structure within Adult Social Services).

Risk Number	RM45b		Date of update		04 March 2025					
Risk Name	Corporate - Delivery of Care Services – Working Age Adults									
Portfolio lead	Cllr. Alison Thomas		Risk Owner		Craig Chalmers					
Risk Description			Date entered on risk register		03 December 2024					
<p>There is a risk associated with the quality and financial sustainability of the Residential and Nursing homes and Supported Living Accommodation for Working Age Adults. We have a high number of home closures associated with poor quality, where CQC seek to close provision. Increasingly providers are also choosing to hand contracts back, due to what they claim is a model that is not financially sustainable. This is resulting in a lack of accommodated based services for Working Age Adults. This level of activity draws large amounts of IQS, operational and commissioning capacity. This also impacts on what we pay for placements, as when we move people some providers are charging more than the market rate. We currently lack of sufficiency to good quality accommodation based alternatives, that are not existing Residential and Nursing Homes.</p> <p>Overall risk treatment: Treat</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	3	3	9	Dec-26	Amber
Tasks to mitigate the risk										
<p>We are exploring how we can expedite accomodation based alternatives to Residential and Nursing care, where this best suits peoples needs, and in line with national policy objectives that working age adults should live in least restrictive environments and have tenure.</p> <p>The closure of poor residential and nursing provision is gradually improving our poor quality in the Residential and Nursing Market.</p> <p>Fortnightly meeting happen involving IQS, operational teams and commissioning tracking activity in the market and how we manage the impact of closures, ensuring operational capacity and timely reassessments of peoples needs - to date no WAA person has had to move outside of Norfolk after a home closure or Supported Living closure.</p> <p>Quality Improvement Officers are placed in the Working Age Adult Commissioning Team, to assist with advice, signposting and guidance to providers, assisting them provider with navigating a complex health and social care system. This capcaity also aids being able to work alongside the ICS Quality Programme ensuring the social care market is benefitting from recent quality initiatives - more recently exploring how physical activity can be added into the everyday routines of people living in Residential Care.</p>										
Progress update										
<p>The market is showing some marginal improvement in quality.</p> <p>More Supported Living and alternative models of accomodation base care are becoming available, plans to expedite this and create more capcaity are being explored.</p> <p>Embedded and collaborative working across the system.</p> <p>A report to consider how to put cost control measures in LD residential was considered at the beginning of January 2025.</p>										

<b>Risk Number</b>	RM046					<b>Date of update</b>		14 February 2025		
<b>Risk Name</b>	Increased spend on Home to School Transport									
<b>Portfolio lead</b>	Cllr. Penny Carpenter					<b>Risk Owner</b>		James Wilson		
<b>Risk Description</b>					<b>Date entered on risk register</b>			25 November 2024		
There is a risk of not delivering the home to school transport requirements within the resources that we have available to deliver within. Cause: The causation for this risk is multifaceted, but includes increasing demand levels and the complexity of this demand leading to higher unit costs, external factors beyond our control like changes to school timetables and SEN placement decisions made by tribunals, a supply market that is facing increasing costs for example fuel, wages and National Insurance, and the rural nature of our county and dispersed provision which can lead to long journeys. Event: We continue to spend more than the available budget in our delivery of home to school transport. Effect: Funds will need to be found from elsewhere within the organisation to fund any overspend. This risk has been split out from risk RM031. Overall risk treatment: Treat										
<b>Original</b>			<b>Current</b>			<b>Tolerance Target</b>				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	2	8	3	2	6	Mar-26	Green
<b>Tasks to mitigate the risk</b>										
What we are doing to reduce the risk: Across Children's Services and the Infrastructure departments the mitigations that have been put in place include: 1. Establish a change programme for the SEND system (Local First inclusion) investing in mainstream schools to help children with high level SEND stay and achieve good outcomes, where suitable. This aims to reduce the proportion of children requiring the transport and for those who do, reduce average distance travelled. 2. As part of the Children's Services expenditure control recovery plan, initiate specific actions to help mitigate transport spend. 3. As part of the four year business planning cycle, aligned to the transformation portfolio, identify and deliver financial savings and efficiencies aligned with the budget setting process. 4. Analyse the cohorts of children and families regularly to develop new transformation initiatives to meet their needs cost effectively. 5. Aim to address cost pressures related to demographic growth as part of the Council's MTFS. 6. Enhance the financial monitoring system to identify, track and respond to financial challenges in a timely manner. 7. Regularly review, re-plan and re-procure contracts to ensure that the most efficient transport network is in place that gives best value for money whilst meeting children's needs. 8. Challenge requests for transport that are outside policy and use the appeals process to ensure that consistent decisions are made, whilst also listening to the needs of children and families. 9. Continue to deliver independent travel training and look for alternative ways to enable children to get to and from school and college. 10. Work with the supplier market to increase supply and decrease cost.										
<b>Progress update</b>										

## Progress update

How the controls are progressing

Scoring rationale – The forecast has reduced in the last 2 periods and is now showing a £200k risk of overspend. Risk impact relates to financial impact of over £100-500k, therefore scored 2. Risk likelihood score at "probable" taking into account the cost pressure forecast at period 10.

Feb 2025 update

1. Programme delivery is underway over the past 24 months. A full 'stock-take' of the Local First Inclusion programme has also been carried out and alongside this a line by line re-modelling of the overall High Needs Block / DSG funding model and forecast revisions over a ten year period, with a view of agreeing a revised Safety Valve plan with DfE. See RM43 for additional details.
2. A children's service recovery plan has been developed and is being implemented. This has been in place since period 4/5, helping to maintain and reduce the forecast figure. A specific cross-organisational project team has been established to continue to identify further specific actions to best manage council activity that impacts on transport spend.
3. A number of projects are in place that will deliver improved outcomes and financial benefits. For example these include the Titan travel training programme to increase the independence of young people traveling to school or college.
4. As part of the LFI programme a full stocktake of the programme has been completed to help understand current volumes and demand.
5. In previous financial years, demographic growth has been allocated to the Home to School

Transport budget.

6. A children's service recovery plan has been developed and is being implemented. This has been in place since period 4/5. We are developing dashboards and further reporting to help to identify where the demand and cost pressures are, e.g. so that we can easily identify the schools where there are no places for local children so we have to transport them to a school further away.
7. Day to day contract management has so far saved significant amounts in this financial year. Five whole school network reviews have also been undertaken saving £276k this financial year.
8. A new process has been implemented for requesting transport that is outside policy which aims to ensure that parents/schools/other bodies provide all required information for a robust decision to be made, and to ensure that all other avenues have been explored. This has increased the number of refusals for transport but has led to more appeals, but has enabled greater consistency of decision making and delivered financial benefit.
9. Independent travel continues to be delivered and we are exploring an alternative way to offer personal travel budgets to parents where the cost to the LA could be cheaper than LA-sourced transport.
10. We are working with transport operators to understand their cost pressures and seek to increase supply in areas where there are known gaps. We are also investigating with them how we can make the bidding process easier so that we increase competition and reduce prices.

Risk Number	RM047		Date of update		25 February 2025					
Risk Name	Vulnerability of External Funding									
Portfolio lead	Cllr. Andrew Jamieson		Risk Owner	Harvey Bullen						
Risk Description		Date entered on risk register		28 November 2024						
There is a risk that some NCC income streams will be discontinued, reduce or will not be able to keep in line with inflation and costs. Cause: There are multiple causes including: -Central government's priorities and decisions around funding. -Central government policies driving market changes e.g. acadamisisation under large trusts reducing the need to purchase services from NCC -Market pressures and the need to price cap to remain competetive Event: Certain external funding is discontinued, or reduced. Effect: Any reduction of external funding could lead to a reduced ability to deliver existing services across the council to current levels. This would be exacerbated for services that are wholly or mainly reliant on external funding. A loss of external funding could reduce our ability to support and deliver against acheiving our objectives. A loss of external funding to deliver services could also lead to a loss of support of our core services. Externally funded services provide the ability for savings and efficiencies to be made to core services. Losing external funding could create savings gaps and add cost pressures to core services. Overall risk treatment: Tolerate										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	5	15	3	5	15	2	5	10	Dec-25	Amber
Tasks to mitigate the risk										
Lobbying central government to ensure existing external funding that we are reliant upon to fully deliver our current services is maintained.										
Ensuring that all sources of funding continue to be fully explored and bid for.										
Review and refresh the existing organisational strategy around income generation to ensure it is sound, risks are clear and controlled or mitigated and it reflects organisational priorities.										
Ensuring that service changes or new services are fully costed to reduce the risk of cross subsidising and exposure and that these risks are clearly identified through budget setting.										
Keep services and operating models under review as funding changes and build in flexibility to scale up or down where possible.										
Progress update										



## Progress update

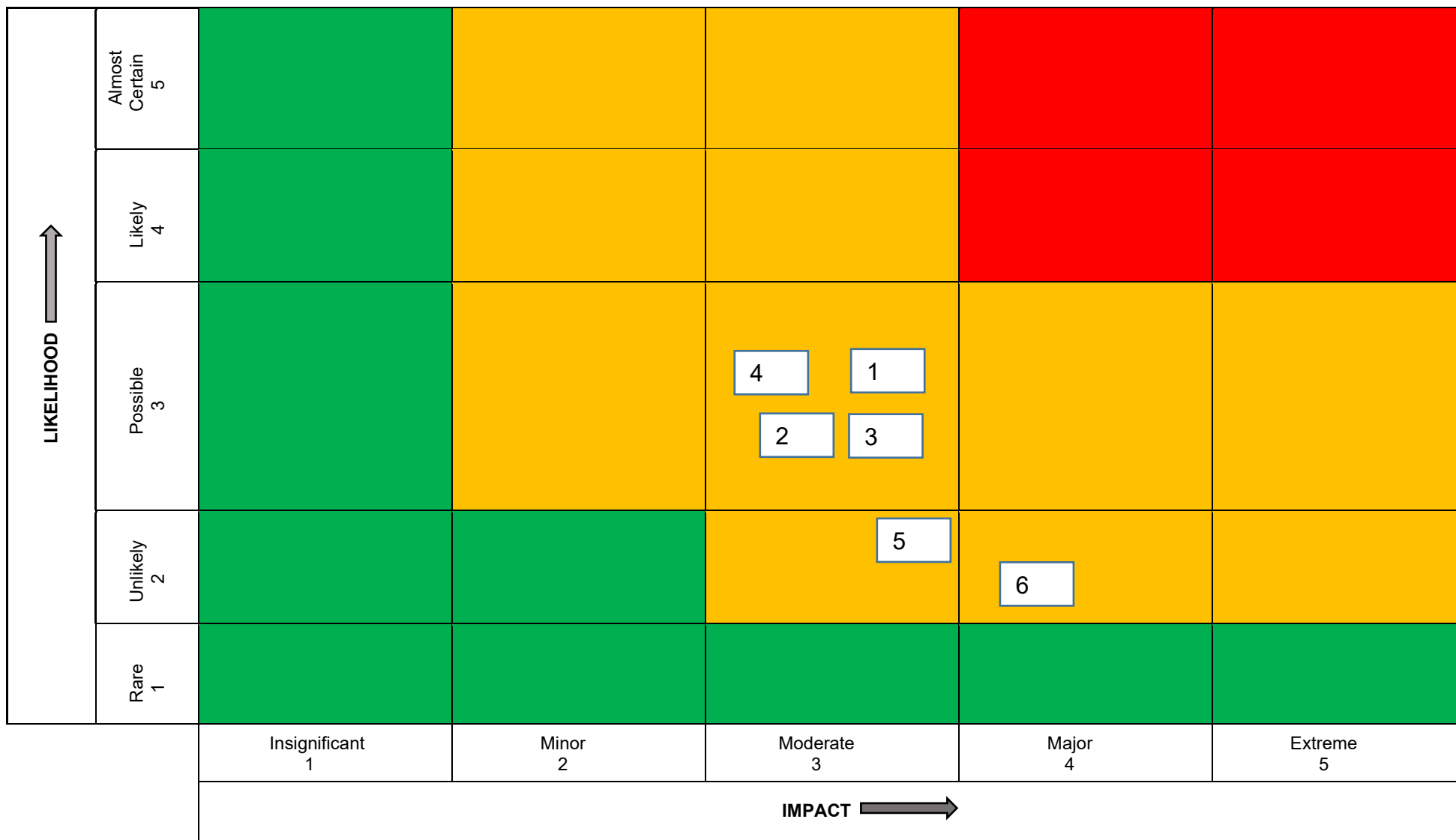
We continue to lobby central government to ensure existing external funding that we are reliant upon to fully deliver our current services is maintained.

The Growth and Investment team work continually to explore sources of external funding and bid for them.

A review of the organisational strategy for income generation is being developed. Associated risks and organisational priorities are being factored in.

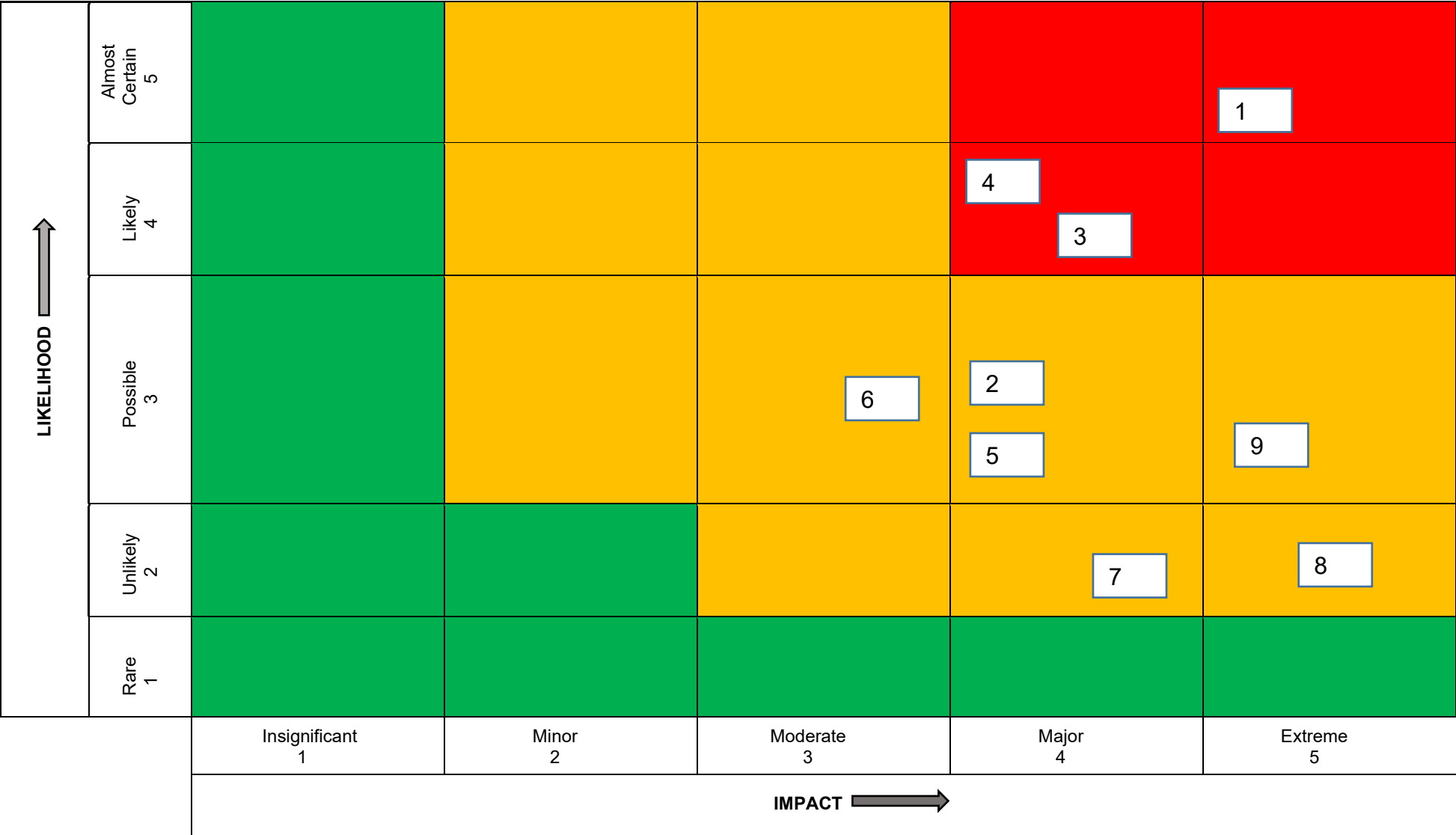
Future service changes through transformation, along with new services will continue to be fully costed to ensure that any change produces the desired financial outcome. Service and operating models will continue to be assessed against any funding changes for 2025/26, with adequate flexibility built in to scale up or down accordingly where possible to do so.

## Departmental Risks Heat Map – Children’s Services



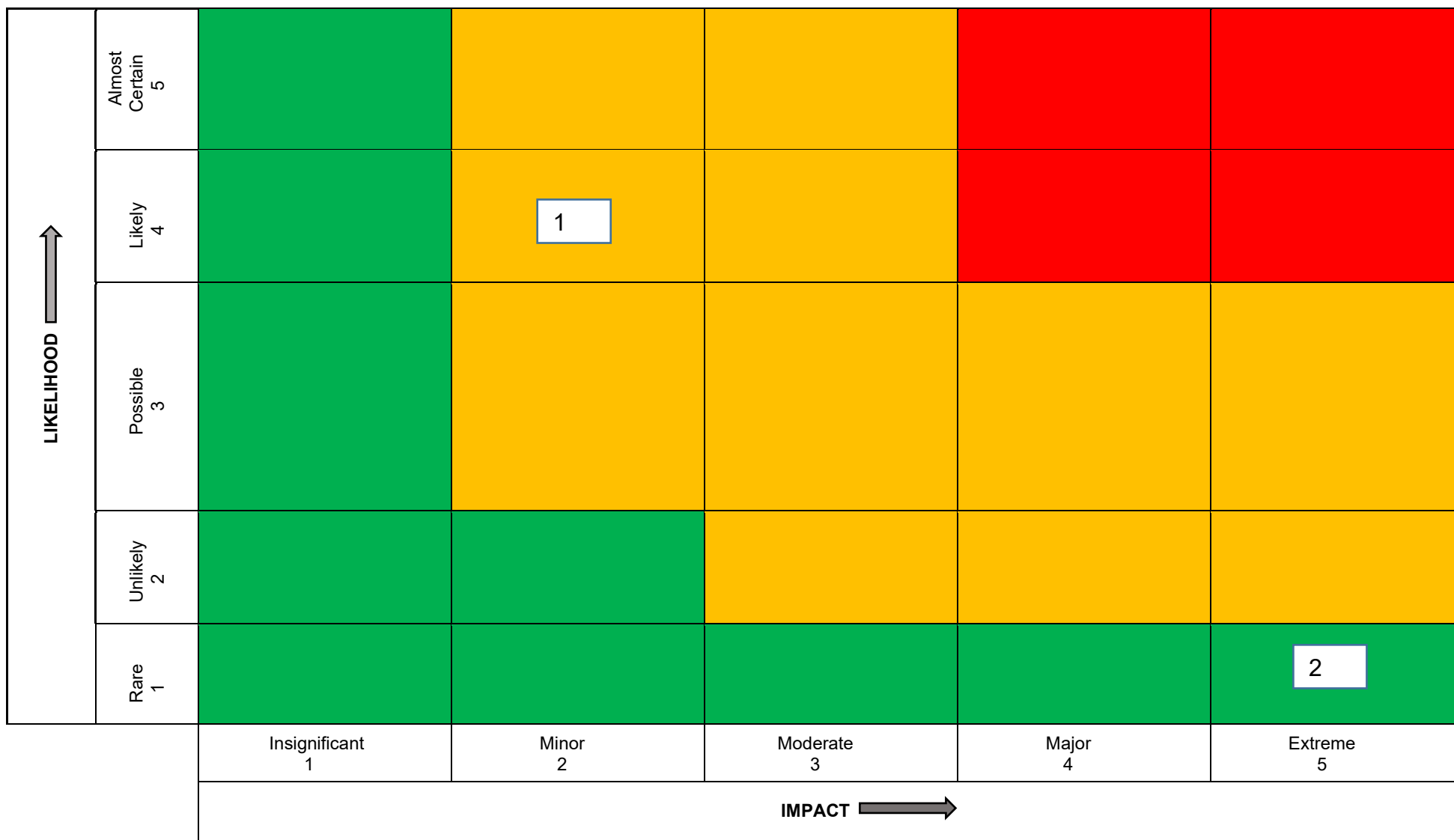
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14507	Education outcomes below the national			
2	RM14508	Mental Health and Emotional Wellbeing Needs			
3	RM14509	Recruitment and Retention			
4	RM14510	Demand drives unsustainable costs for social care			
5	RM14511	Care Market Failure and Insufficiency			
6	RM14512	External Inspection Failure			

Departmental Risks Heat Map – ASSD



No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM13926	Failure to deliver the service within the ASC budget allocated within the Council's Medium Term Financial Strategy			
2	RM14287	Ongoing requirement safeguard adults with care and support needs who are at risk of abuse and neglect in Norfolk			
3	RM14380	Failure of the local NHS to maintain the existing levels of funding to Adult Social Care			
4	RM14490	Recruitment and Retention			
5	RM14384	Hospital Discharge			
6	RM14238	Carers services- Risk of maintaining quality and growth due to financial constraints of re-commissioning.			
7	RM14237	Delivering the requirements of Deprivation of Liberty Safeguards in light of delay to LPS implementation			
8	RM14418	Finance - Public Health Grant			
9	RM14419	Finance - Drug & Alcohol Investment			

## Departmental Risks Heat Map – Finance Directorate

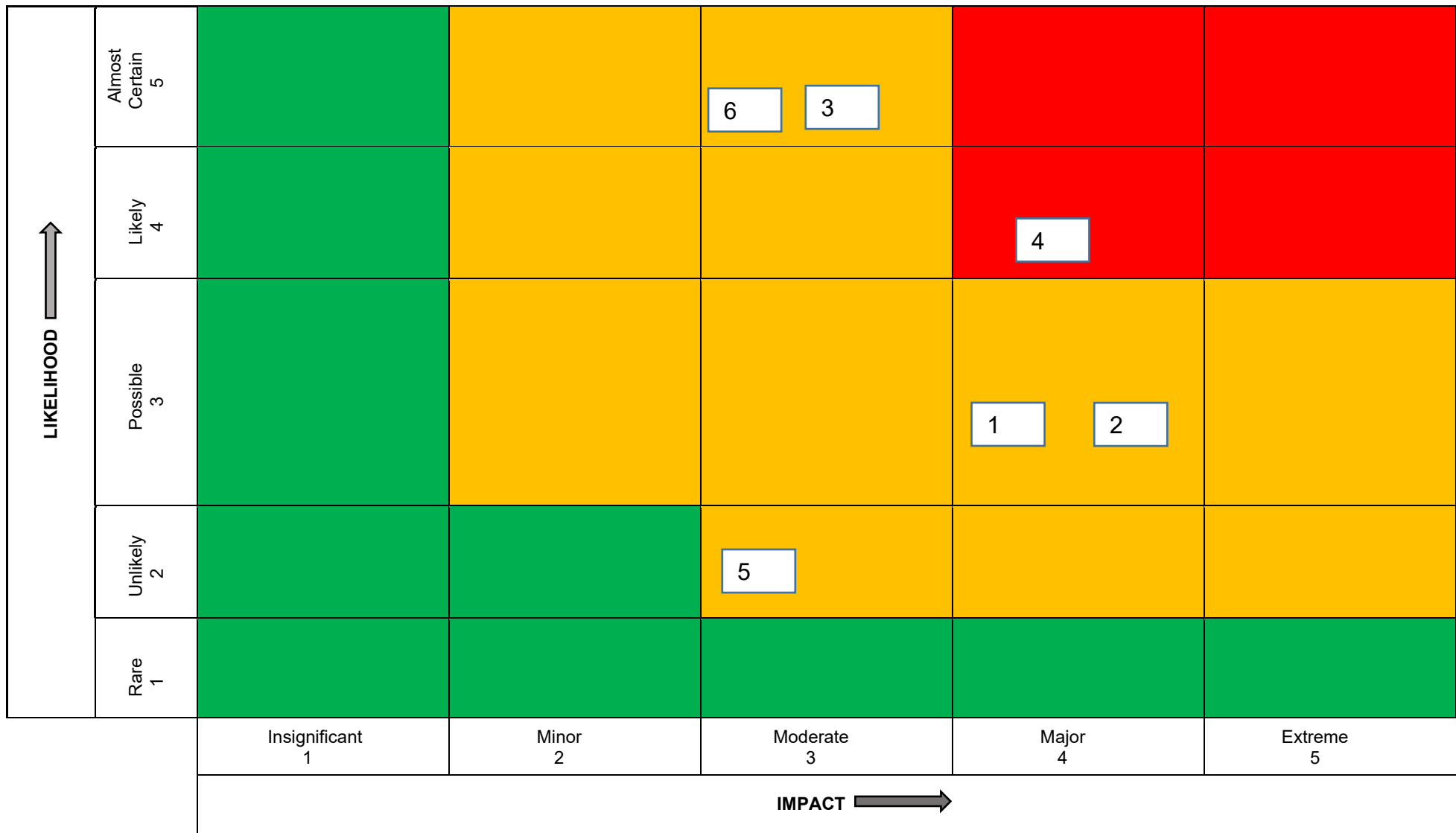


No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14408	Unanticipated Market Intervention			
2	RM14255	Fulfilling Section 151 Responsibilities			





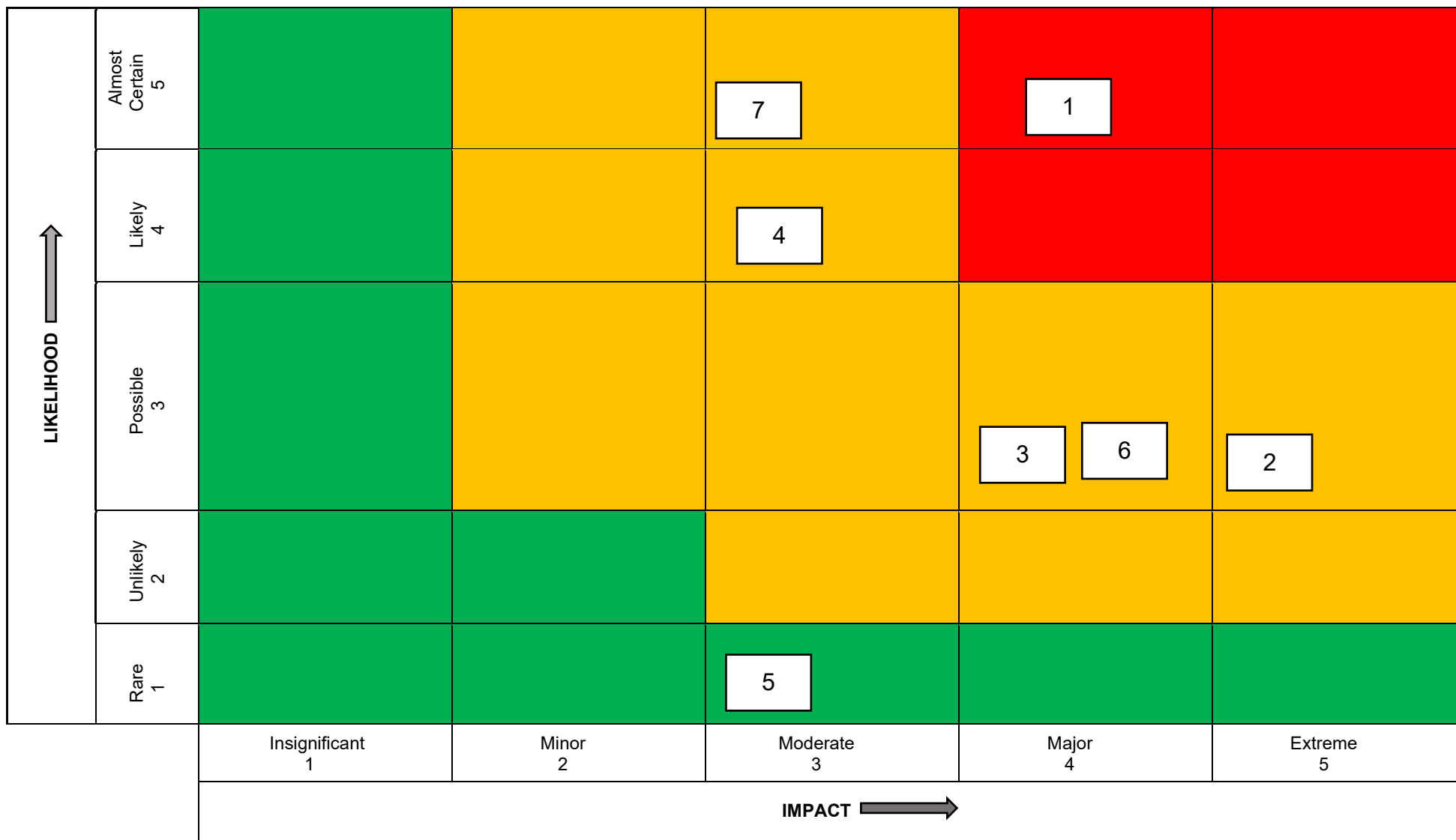
# Departmental Risks Heat Map – Strategy & Transformation



No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14489	Failure to support organisational and departmental priorities			
2	RM14347	Increasing pressures on employees and the organisation			
3	RM14417	Impact on Housing Delivery			
4	RM14493	Impact of the shortage of skills funding on the economy			
5	RM14186	Loss of ability to fully manage the Digital Services infrastructure systems and services due to insufficient resource.			
6	RM14416	MyOracle Reporting - Inability to meet increasing volume and sophistication of demand for MyOracle derived reporting.			

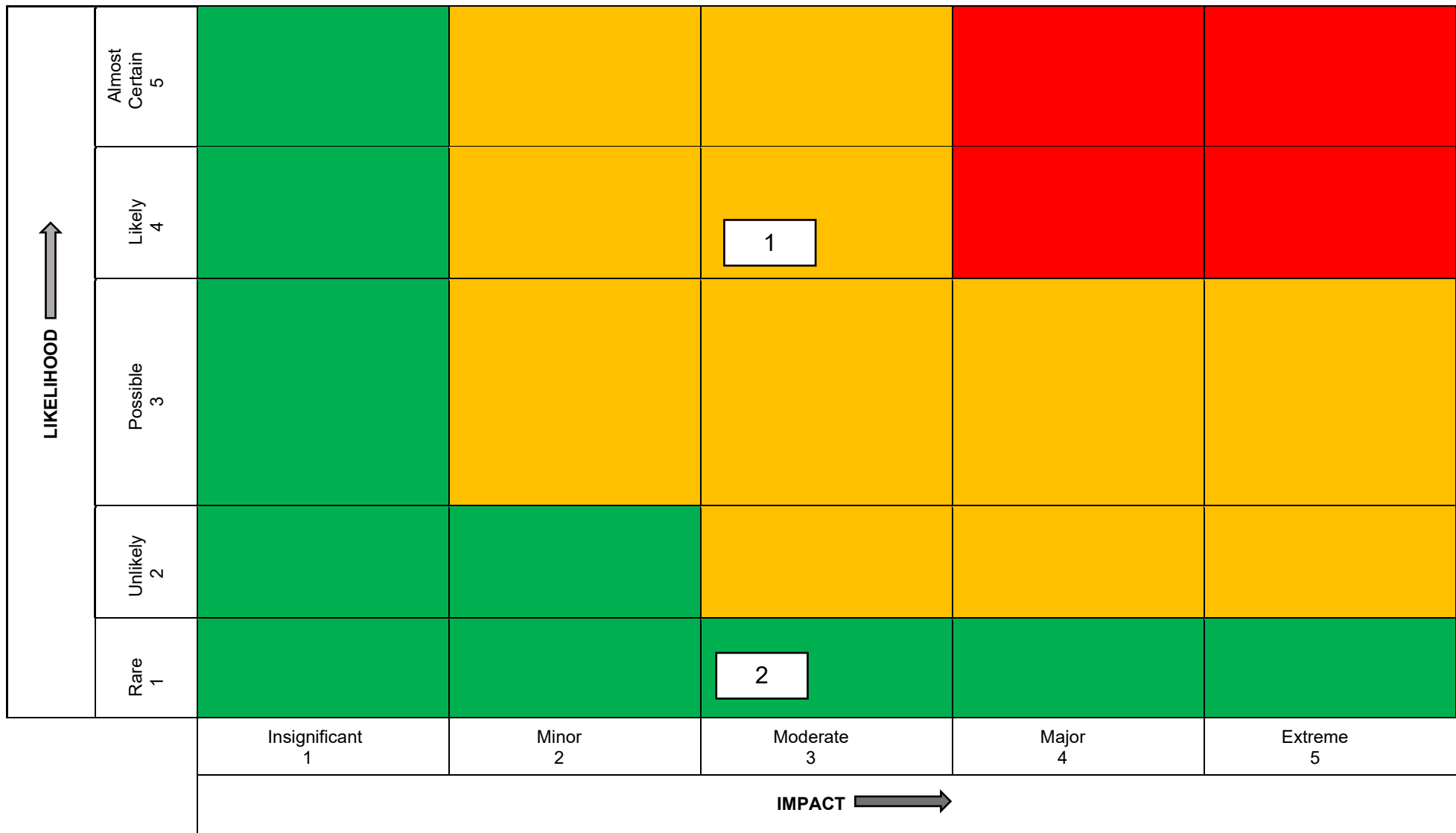
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# Departmental Risks Heat Map – Infrastructure Departmental Risks



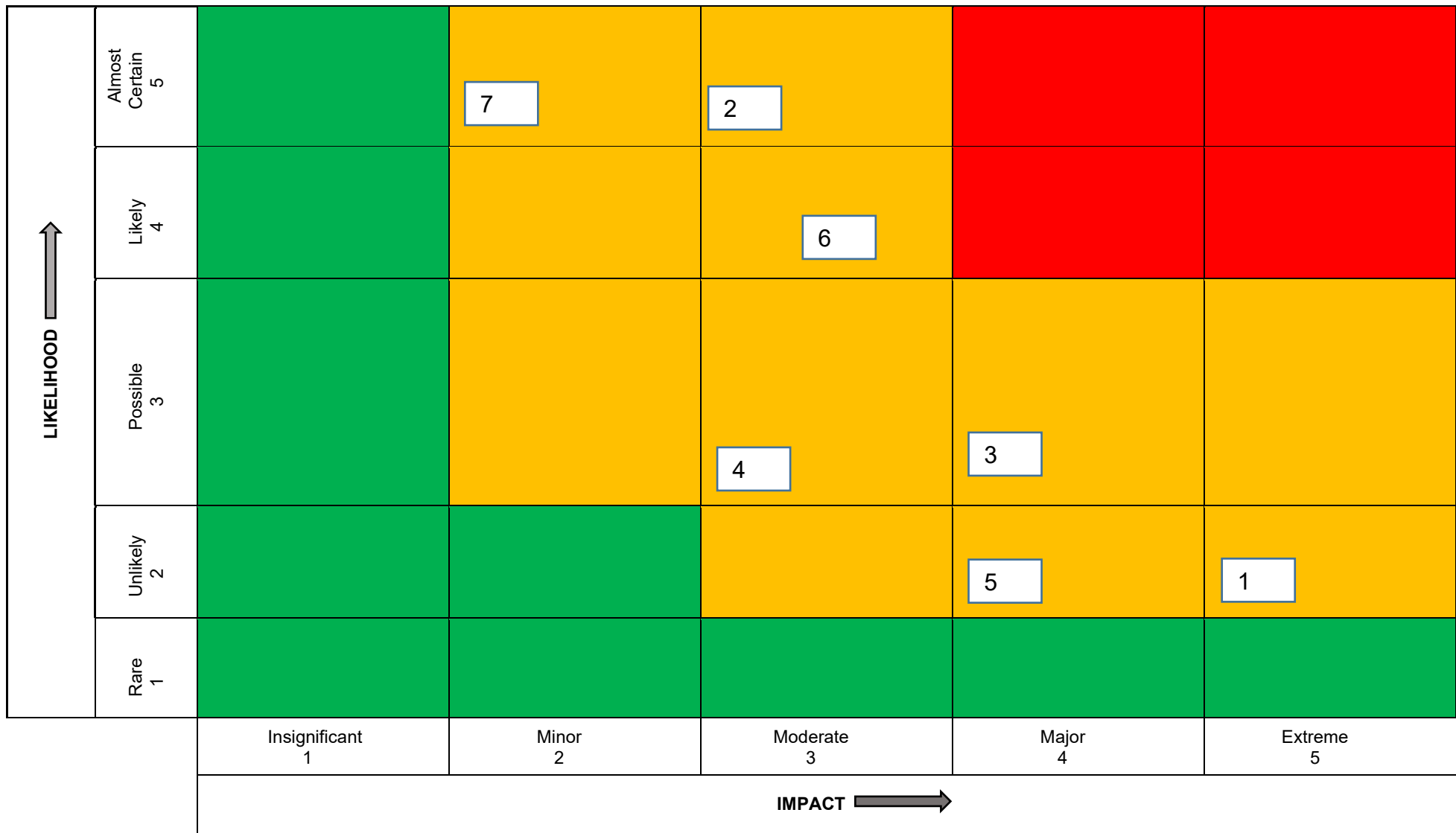
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14500	Impact of abnormal levels of inflation - Part 1 Capital programme			
2	RM14501	Impact of abnormal levels of inflation - Part 2 Revenue budget			
3	RM14382	Great Yarmouth Third River Crossing (3RC) Budgets			
4	RM14203	The allocation and level of external funding for flood risk mitigation does not reflect the need or priority of local flood risk within Norfolk.			
5	RM14379b	Physical asset related security incident at an NCC site			
6	RM14398	Long Stratton Bypass			
7	RM14415	Financial liabilities			

# Departmental Risks Heat Map – Communities & Environment



No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14381	Failure to successfully deliver the Norwich Castle: Gateway to Medieval England Project within agreed budget, and to agreed timescales.			
2	RM14379a	People related security incident at an NCC site			

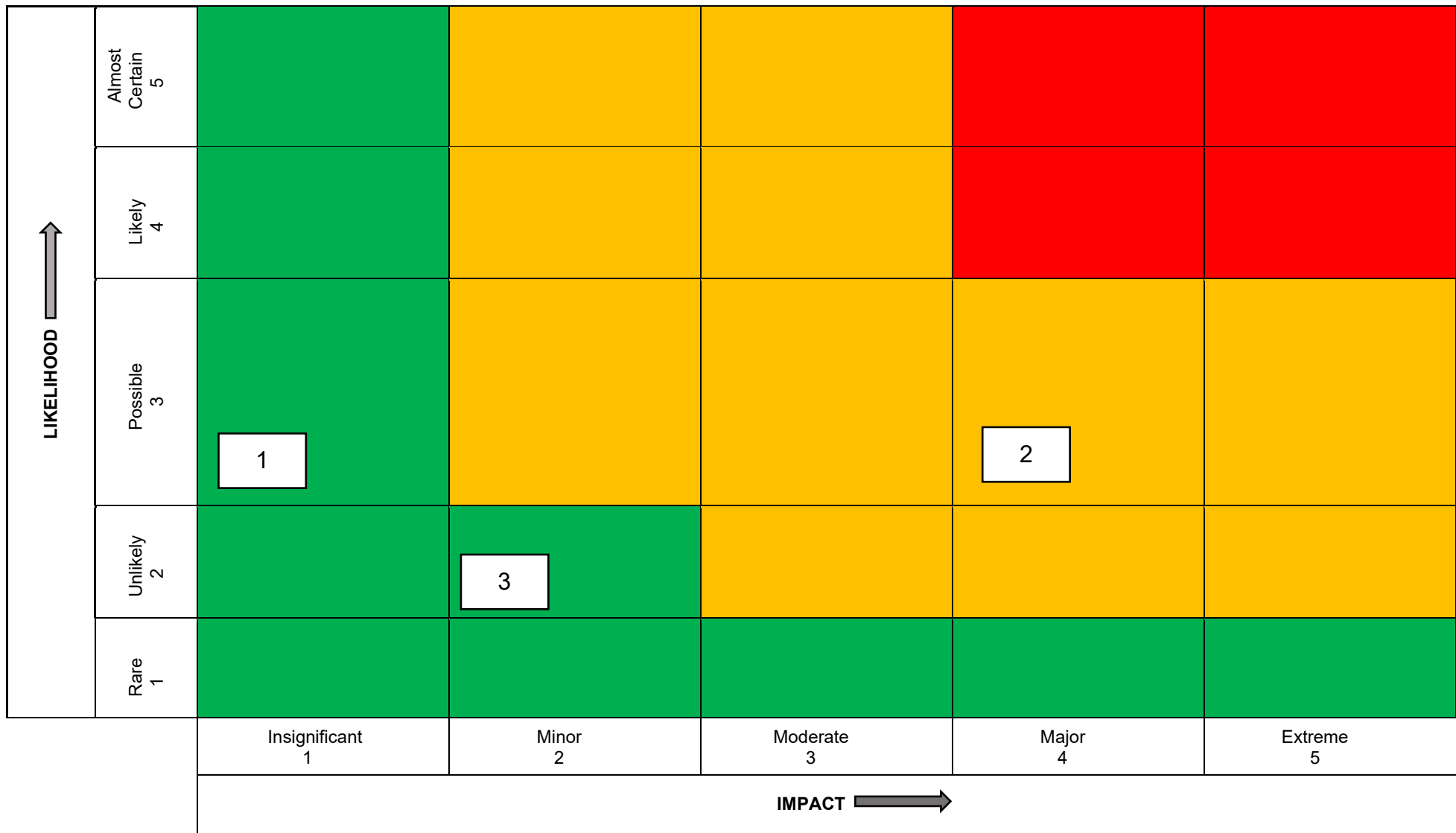
# Departmental Risks Heat Map – Norfolk Fire & Rescue Service





No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14399	Post suicide risk of contagion			
2	RM14400	Insufficient revenue budget to cover cost of service delivery			
3	RM14401	Contaminants			
4	RM14402	Increased sickness levels due to poor mental health and wellbeing			
5	RM14403	Post suicide risk to culture and public confidence			
6	RM14404	PPE MSA Safety/Bristol Contract			
7	RM14405	Inflationary Pressures			

# Departmental Risks Heat Map – Chief Executive’s Office





Risk Number	RM13926					Date of update		25 February 2025		
Risk Name	Failure to deliver the service within the ASC budget allocated within the Council's Medium Term Financial Strategy									
Portfolio lead	-					Risk Owner		Ian Wake		
Risk Description						Date entered on risk register		01 April 2024		
If we do not meet our budget savings targets over the next three years (2024-27) it would lead to significant overspends in a number of areas. This would result in significant financial pressures across the Council and mean we do not achieve the expected improvements to our services. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	5	20	5	5	25	4	4	16	Mar-26	Red
Tasks to mitigate the risk										
1) Efficiency and savings targets are being managed through a combination of Locality Purchase of Care meetings and the Promoting Independence governance. Escalation and oversight is then managed by the Departments Leadership Team, each member of which owns the relevant savings targets.										
2) Monthly monitoring, locality team meetings and continued development of forecast to ensure timely focus on key budgets and any emerging issues.3) Key savings have allocated service leads and supported by specific accounting support. Oversight takes place at a Savings and Efficiency Meeting monthly chaired by the Executive Director and attended by DLT.4) A Joint NCC/Norsecare management group continues to develop and monitor delivery of savings related to the Norsecare contract and several new commissioning posts created to specifically support this.										
5) Senior and concerted focus on transforming the Learning Disability (LD) service overseen by the LD, MH and Autism Steering Board.										
6) ASTEC Board is providing governance to digital and technology based savings.										
7) ASC invested in a New Senior Programme Accountant who started in May 2021 to give the savings agenda oversight and support. This post now leads a monthly oversight panel of the Finance team who update on savings delivery actions.										
8) The outcome of all of the above are reported to Cabinet each month within the NCC finance report										
9) Whilst only a short term mitigation, a level of departmental reserves and other non-savings related budgets are held to have an offsetting ability relating to any savings pressures										
10) A formal financial recovery plan is in place is being actively monitored with a programme manager and weekly progress meetings. This includes spend control panels for Purchase Orders and Recruitment11) Corporate discussions have been held about sufficiency and sustainable funding for ASC.										
Progress update										

## Progress update

### Planning and Strategy

Both the department demand management strategy and associated financial strategy are in place and have been updated for 2024-25 onwards

Major infrastructure programmes in place to deliver extensive change such as Connecting Communities and the twin Housing Programmes.

More detailed work underway to continue to review and understand future demands for Adult Social Care.

Additional recovery actions being taken alongside those of the wider financial strategy.

Longer term sustainability risk of social care being addressed through lobbying both directly by DASS and Cabinet member and through our networks (ADASS, CCN, SCT, LGA etc).

Social Care Reform - Charging aspect - now cancelled and therefore derisking future associated financial risk.

### Governance

Monthly monitoring reporting to DLT, SMT and individual RBOs is in place.

This includes targeted actions to address the risk of non savings delivery.

A new Savings and Efficiency meeting has been setup. In addition a monthly meeting is taking place between the service department and section 151 officer.

Communications around our financial position have taken place with staff and elected members, including all staff briefings and staff conferences.

Overspend recovery at RBO level is now switched on and additional support being provided for RBOs who are likely to overspend.

Robust conversations being had within DLT to future budget planning and the wider financial gap facing the Council. Balancing the risk of poor performance and financial sustainability in the short and medium term.

Every Savings Target for 25/26 is accompanied by a detailed planning template to ensure robust delivery and accountability.

<b>Risk Number</b>	RM14380	<b>Date of update</b>	25 February 2025
<b>Risk Name</b>	Failure of the local NHS to maintain the existing levels of funding to Adult Social Care		
<b>Portfolio lead</b>	-	<b>Risk Owner</b>	Ian Wake
<b>Risk Description</b>	<b>Date entered on risk register</b>		09 October 2023

We are now financially intertwined with the local NHS (ICB) which itself is at risk of financial difficulty. This therefore presents two interlinked risks. Due to the level of funding being received, a material divestment of local NHS funding towards Adult Social Care would have a detrimental impact on our ability to deliver services. Our inability to ensure the local NHS pay the invoices we have raised in a timely way in order to prevent NCC having to write-off unpaid bad debt. Overall risk treatment: Treat

Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	2	3	6	Mar-26	Amber

#### Tasks to mitigate the risk

**Income Levels:** Our integrated roles within commissioning jointly work across both organisations to ensure joined up planning. NCC is active in working across the ICS to enable the positive impact Social Care has on the NHS is understood. The FBP for Social Care regularly meetings with ICB and ICS Finance leads to understand and influence system financial planning. We secure legal agreements that sustain the level of investment so it cannot be removed without sufficient engagement and impact assessment.

**Debt Levels:** We have a robust end to end process for income across the system. We raise invoices that our secured by written agreements. We regularly monitor and escalate unpaid debt. We externally report debt levels and take effective action when required.

#### Progress update

**Income Levels:** Our integrated roles within commissioning jointly work across both organisations to ensure joined up planning. This is in place.  
NCC is active in working across the ICS to enable the positive impact Social Care has on the NHS is understood. This is under development.  
The FBP for Social Care regularly meetings with ICB and ICS Finance leads to understand and influence system financial planning. This is under development.  
We secure legal agreements that sustain the level of investment so it cannot be removed without sufficient engagement and impact assessment. This is under development.  
**Debt Levels**We have a robust end to end process for income across the system. This is in place.  
We raise invoices that our secured by written agreements. This is under development.  
We regularly monitor and escalate unpaid debt. This is in place.  
We externally report debt levels and take effective action when required, including S151 officer meeting with ICB. This is in place.

Risk Number	RM14490				Date of update			25 February 2025		
Risk Name	Recruitment and Retention									
Portfolio lead	-				Risk Owner		Ian Wake			
Risk Description					Date entered on risk register			07 March 2022		
Risk of inability to deliver core services and to meet statutory requirements if unable to recruit and retain staff to vacancies, specifically the social worker workforce. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	4	4	16	Dec-25	Red
Tasks to mitigate the risk										
Work on Target operating model is developing to consider staffing model against demand. Recruitment plan to close vacancy gap developed.										
Retention plan to improve retention developed through retention working group. Strategy to underpin both these developed and to be reviewed periodically.										
Monthly recruitment meeting.										
Weekly vacancy panel.										
Improved workforce metrics through vacancy reporting.										
Progress update										

## Progress update

02/01/25

No change to risk score. The risk starts to move towards lack of funding to recruit additional staff rather than inability to recruit to established vacancies. No change to risk score in light of that; we have plans and processes in place to effectively recruit to vacancies where these are approved, so we continue to tolerate the risk score as it is.

06/12/2024

no change to risk score.

05/11/24

No change to risk score. risk starts to move towards retention rather than recruitment given financial challenges and recruitment freezes

01/10/24

no change to risk score. DLT have decided to delay all posts for one month in light of financial pressures. currently overall vacancy level remains at 6% but will need monitoring. DLT have also requested savings to be delivered establishment being delivered at 90% so vacancy rate can be expected to drop to 10%.



**Progress update**

Risk Number	RM14417					Date of update		25 February 2025		
Risk Name	Impact on Housing Delivery									
Portfolio lead	-					Risk Owner		Matt Tracey		
Risk Description					Date entered on risk register			01 October 2022		
<p>Natural England has released Nutrient Neutrality catchment areas incorporating the Wensum and Broads catchments which affects the majority of Norfolk and all LPA areas to some extent. LPAs will not be able to determine housing related planning applications in affected areas until developers have assessed and brought forward appropriate mitigation measures to deal with increased phosphates and nitrates arising from proposed development that involves 'additional overnight accomodation'. Longer term potential impact on housing delivery in Norfolk (incl. NCC-led independant living development proposals) leading to housing related issues, a risk of business failures and a loss of jobs.</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	4	20	5	4	20	4	3	12	Mar-26	Amber
Tasks to mitigate the risk										
<p>BAU on all activity relating to site consultations to ensure that we are not delaying new starts on already permitted development.</p> <p>Working with Norfolk's LPAs/PAS to support the introduction of a vehicle to develop and deliver mitigation measures to help ensure any disruption to the delivery of new housing development is minimised.</p>										
Progress update										
<p>NCC is fully engaged with LPAs and the development community on all relevant planning processes. The number of major planning applications / Norfolk NSIPs remains high although impacts on delivery are starting to be felt.</p> <p>Direct LA intervention in partnership with water industry to allow the grant of planning permissions with a programme of mitigation delivered through a Joint Venture (JV) - Norfolk Environmental Credits, which is now operational. Direct site mitigation measures being considered separately on strategic sites. Royal Haskoning district-commissioned work modelling and the calculator is complete to inform locally derived evidence base linked to a credit-based system. Joint-Ministerial statement clarifies ultimate responsibility lies with the water industry (by 2030). Autumn Statement includes £110m funding to aid delivery - NEC allocation tbc. Delays and additional costs to developments inevitable (inc. NCC-led development proposals)</p> <p>(Re-scoped housing delivery risk now focussed on the inability for LPAs to determine housing related planning applications in affected areas - longer term impacts associated with viability could undermine the delivery of affordable housing requirements and possibly S106 planning obligations).</p>										

Risk Number	RM14493					Date of update		25 February 2025		
Risk Name	Impact of the shortage of skills funding on the economy									
Portfolio lead	-					Risk Owner		Chris Starkie		
Risk Description					Date entered on risk register			01 October 2022		
Maintaining skills levels and programme/project interventions across the county faces moderate risk due to the funding landscape and availability of skills-specific funding from 2022 - 2025. Succeeding the European Structural & Investment Funds (ESIF) programme, the UK Shared Prosperity Fund (UKSPF) is currently the main source of funding for skills interventions and is designed to reflect local priorities in the most disadvantaged areas. While UKSPF offers flexibility in deciding how to distribute funding, disparities in allocations, challenges in aligning priorities, and short funding timeframes (UKSPF is currently only confirmed until the end of the current financial year) create a risk around the impact of funding and skills interventions during this period. Uncertainty around future funding opportunities, particularly in the current political climate, is also a significant factor in the assessment of risk.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	5	25	4	4	16	4	3	12	Mar-26	Amber
Tasks to mitigate the risk										
Mitigating risk, NCC's Employment & Skills Service has pursued a range of funding themes to increase the availability of local skills provision. These include:  - Grant funding from DWP and DHSC to participate in the Individual Placement and Support in Primary Care Initiative NCC was awarded a DWP contract for an Individual Placement and Support in Primary Care programme (Working Well Norfolk). Launched in 2023 and running to March 2025, Working Well Norfolk is targeted with supporting 1,100 residents with mild to moderate mental health issues or a physical disability into work or to retain work.  - UK Shared Prosperity Fund allocation ESS has a number of UKSPF projects currently running: - Building Futures - a grant scheme providing businesses in Broadland & South Norfolk with a £2,000 grant to hire an apprentice - BOOST 2 - project working with young people aged 16-30 across West Norfolk who are either out of work and looking for employment, or in employment and looking to gain new skills. The project is also providing grants to businesses to help train employees. - Breckland BOOST - project working with young people aged 16-30 in Breckland who are either out of work and looking for employment or in employment and looking to gain new skills. - Future Skills Now - project aiming to identify the skills & training requirements of businesses in North Norfolk via skills audits. The project will fund up to 75% of accredited & non-accredited training courses.  - Norfolk Investment Framework (NIF) funding INCREEES - project to deliver a comprehensive intervention to accelerate and expand Norfolk's Net Zero responsiveness. Workforce Skills Initiative - Project exploring innovative ways to reduce tutor shortages.										
Progress update										

## Progress update

### IPSPC - Working Well Norfolk

Working Well Norfolk has supported 1250 people to date (January 2025). Referrals and starts are ahead of target, overall job outcomes are marginally below profile (95%), and sustained employment outcomes are below profile - 13 weeks target (76% of profile), 26 weeks target (66% of profile) - additional resources have been brought in by Delivery Partner to improve job/sustained job outcome rates (3 new Employment Specialists recruited plus have seconded a Restart member of staff to follow-up historic job-outcomes). NCC Project Team are meeting main Delivery Partner weekly to review performance and other deliverables.

### UKSPF allocation:

Building Futures - Achieved and exceed all performance milestones a month earlier than planned (December 2024) and surplus UKSPF funding has been allocated by South Norfolk & Broadland which is enabling the project to over-deliver outputs between Jan-March 2025.

BOOST 2 - Project is over achieving, however numbers gaining basic skills and people who are employed engaging in the skills system are low. West Norfolk Training Grant will help project to reach target in both areas.

Breckland BOOST - 4 month delay on signed SLA resulted in a delay to delivery. Lack of FE provision, few job centres and several market towns to cover have created barriers to establishing this project, and referrals have not been as high as in Wes

Norfolk. Latest figures show 205 participants with a target of 200 with the biggest gap being getting people in to Education because the provision is so limited.

### Norfolk Investment Framework (NIF) funding:

INCREEES - All external outputs (Retrofit Implementation Plan, Feasibility Study into Green Skills Provision) received, with internal Funding Strategy being finalised, together with scope for pilot activity in support of the recommendations from the returned reports. (Feb 2025)

Workforce Skills Initiative - Final reports from FE providers compiled and recommendations returned to the NIF Team. Project has completed. (Feb 2025)

Skills Bootcamps - Wave 5 underway. Team currently looking ahead to Wave 6 (25/26) for early ideas from stakeholders around the types of courses that could be included, and feedback on delivery models.( Feb 2025)

Levy Share Scheme - The Levy Share Scheme has utilised more than £2.5 million of the c£3.5m raised, meaning that the Apprenticeships Norfolk team have successfully completed levy-transfers with more than 180 businesses, creating apprenticeship opportunities for 273 existing employees and new recruits. AN currently work with 31 levy-paying organisations and have additional conversations with new contacts ongoing to secure further levy transfer funding as the project progresses. (Feb 2025)

Risk Number		RM14500		Date of update		24 February 2025				
Risk Name		Impact of abnormal levels of inflation - Part 1 Capital programme								
Portfolio lead				Risk Owner		Tom Galer				
Risk Description				Date entered on risk register		25 July 2022				
There have been sustained inflationary cost pressures that have impacted exisiting capital schemes, especially the highways capital programme. We are 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.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	5	25	4	5	20	2	5	10	Mar-26	Green
Tasks to mitigate the risk										
1) Cost estimates / forecasts being worked through for the major projects 2) Update funding requirements for the major projects 3) 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.										
Progress update										
1) Cost estimates / forecasts being worked through for the major projects making up the capital programme. 2) Funding requirements being updated to reflect any cost pressures. 3) We are continuing to monitor what is being delivered and identifying any schemes for deferral.										

# Cabinet

Item No: 20

**Report Title:** Authority to enact procurement and contracting requirements

**Date of Meeting:** 07 April 2025

**Responsible Cabinet Member:** Cllr Jamieson (Cabinet Member for Finance)

**Responsible Director:** Al Collier, Director of Procurement & Sustainability

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 6 March 2025

## Introduction from Cabinet Member

In agreeing the budget for this year council has heard that a significant proportion of the council's spend is via third party contracts. The effective management of these contracts, to ensure both value for money and proper standards of service, is critical.

Expiry dates and break points in existing contracts provide the council an opportunity to review the services and procurement arrangements. The council also needs to arrange contracts for new initiatives and new service models which are not related to existing contractual arrangements.

The Procurement Act 2023 introduces a requirement for NCC to publish an 18-month forward Pipeline Notice of tendering opportunities in May each year. This means that contracts which do not expire until well into 2027 might need to be included in addition to those which would always have been included in previous years.

The budget having been approved, Cabinet is now asked to take the necessary executive decisions in respect of the council's larger contracts, with expiry dates, break points, and tender notices in the next eighteen months. This includes contracts under three procurement regimes: the legacy Public Contracts Regulations; the new Procurement Act; and for public health contracts the Provider Selection Regime.

## **Recommendations:**

Cabinet is asked to agree

1. That officers should proceed with the procurement actions set out in Annex A as resources permit;
2. to delegate to each responsible chief officer authority to discuss with the contractors concerned the issues around extension of contracts designated herein as open for extension at this time and to determine whether to extend the contracts (with such modifications as the chief officer considers necessary) or whether to conduct a procurement exercise to replace them;
3. to delegate to the Director of Procurement and Sustainability authority to undertake the necessary procurement processes under the Procurement Act 2023 including the determination of the lotting strategy, mitigations for potential barriers to SMEs, minimum standards and selection criteria (if any); to shortlist bidders; to make provisional award decisions; to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
4. to delegate to the Director of Procurement and Sustainability (in consultation with the relevant Chief Officer) authority to undertake the necessary procurement processes under the Provider Selection Regime, including which process to follow and such other determinations and considerations as are required to be made under PSR regulations and statutory guidance, and to determine when to switch from one process type to another, in particular when to switch from direct award to competitive process.
5. that the officers exercising the delegated authorities set out above shall do so in accordance with the council's Contract Standing Orders and Procurement Strategy and all relevant procurement legislation and in consultation, as appropriate, with the responsible Cabinet Member.

## **1. Background and Purpose**

- 1.1 We spend some £900m each year on works, services and goods for Norfolk people so we need to ensure that we are managing these contracts well.
- 1.2 As an organisation we want to be good to do business with, and to be efficient and business-like in the way we work. High quality contracting and procurement is a critical enabler for us to do this.
- 1.3 We have adopted an approach which is proactive and ensures we have coherent, upstream arrangements for the 'contract pipeline', which is set out in this paper.
- 1.4 The Procurement Act 2023 which comes into effect on 24<sup>th</sup> February 2025 requires local authorities to publish a forward looking pipeline of procurement activity each year. This paper will inform that publication, but the pipeline will also include other tenders where a key decision has been made previously.

## **2. Proposal**

- 2.1 Cabinet is asked to take the executive decision to dispose of existing contracts and let new contracts as set out at Annex A.

2.2 So that the procurement processes can be undertaken, Cabinet is asked to delegate to the Director of Procurement authority to undertake the necessary procurement processes. This will include:

- determination of the lotting strategy and any action to mitigate potential barriers to SMEs;
- determination of the minimum standards that must be met by bidders; of the selection criteria, if the process involves shortlisting; and of the award criteria that will be used to select the winning tender;
- the authority to shortlist bidders in accordance with the selection criteria; the authority to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme) and to award contracts;
- where PSR applies, to determine which process applies and when to switch from one process type to another during the workflow;
- the authority to negotiate where the procurement process so permits; and
- the authority to terminate award procedures if necessary – for example because no suitable or affordable offer is received.

2.4 In exercising these authorities, officers must comply with the council's Contract Standing Orders and all relevant procurement legislation.

2.5 It is for chief officers to deliver contracts or groups of contracts within the relevant budget allowances or, if necessary, to approve or seek approval for budget virements in accordance with the financial regulations.

2.6 Schools construction projects do not need to be included in the statutory pipeline publication as they are purchased under a framework agreement. The schools capital team will bring a separate Key Decision paper in the usual way.

### **3. Impact of the Proposal**

3.1 The anticipated impact in respect of each contract or group of contracts is set out at Annex A.

3.2 The impact of the proposed delegations is that it will be possible to implement the pipeline of contract renewals, extensions and cessations in a more-expeditious manner.

### **4. Evidence and Reasons for Decision**

4.1 Cabinet recommended adoption of the budget and it is now logical that it approves the decisions in respect of contracts needed to deliver the budget. Expeditious execution of the contract pipeline requires the delegations to officers set out in this paper.

4.2 Reasons for decisions about individual contracts or groups of contracts are set out at Annex A.

### **5. Alternative Options**

5.1 Cabinet could choose not to approve the delegations set out herein. This would require a plethora of individual cabinet or cabinet member decisions and be likely to delay programme execution: this course of action is not recommended.

### **6. Financial Implications**

6.1 Financial implications are set out in Annex A.



## **7. Resource Implications**

**7.1 Staff:** Management of the programme will be undertaken within existing staff resources. Where additional professional resources are required, these are included in the budget.

**7.2** Property: N/A

**7.3** IT: N/A

## **8. Other Implications**

**8.1** Legal Implications:

The proposals meet the requirements of public sector procurement.

**8.2** Human Rights Implications: none identified

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

A public consultation process on the 2024-25 Budget has been undertaken. As in previous years, this public consultation has informed an equality impact assessment in respect of both new 2024-25 Budget proposals and the Council's Budget as a whole, which includes the revenue impact of capital spending decisions. In addition, councillors have considered the impact of proposals on rural areas.

Decisions around service redesign and changes to specifications for goods and services will need to include appropriate considerations for use of the resultant services and goods by all relevant groups (with further EqIAs as necessary).

**8.4** Data Protection Impact Assessments (DPIA):

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

**8.5** Health and Safety implications (where appropriate):

Specifications and contract management arrangements will need to take health and safety considerations into account.

**8.6** Sustainability implications (where appropriate):

Service design for each contract will include sustainability considerations.

**8.7** Any Other Implications:

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

## **9. Risk Implications / Assessment**

**9.1** Officers will need to consider contract-specific risks as procurement activity is undertaken.

## **10. Select Committee Comments**

**10.1** Not applicable

## 11. Recommendations

As set out in the Introduction, Cabinet is asked to agree

1. That officers should proceed with the procurement actions set out in Annex A as resources permit;
2. to delegate to each responsible chief officer authority to discuss with the contractors concerned the issues around extension of contracts designated herein as open for extension at this time and to determine whether to extend the contracts (with such modifications as the chief officer considers necessary) or whether to conduct a procurement exercise to replace them;
3. to delegate to the Director of Procurement and Sustainability authority to undertake the necessary procurement processes under the Procurement Act 2023 including the determination of the lotting strategy, mitigations for potential barriers to SMEs, minimum standards and selection criteria (if any); to shortlist bidders; to make provisional award decisions; to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
4. to delegate to the Director of Procurement and Sustainability (in consultation with the relevant Chief Officer) authority to undertake the necessary procurement processes under the Provider Selection Regime, including which process to follow and such other determinations and considerations as are required to be made under PSR regulations and statutory guidance, and to determine when to switch from one process type to another, in particular when to switch from direct award to competitive process.
5. that the officers exercising the delegated authorities set out above shall do so in accordance with the council's Contract Standing Orders and Procurement Strategy and all relevant procurement legislation and in consultation, as appropriate, with the responsible Cabinet Member.

## 12. Background Papers

N/A

Officer Contact

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

Officer name: Al Collier

Telephone no.: 01603 223372

Email: [al.collier@norfolk.gov.uk](mailto:al.collier@norfolk.gov.uk)



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### 13. Annex A – details of proposals

Contract title and reference	Directorate	Value	Brief summary including details of current arrangements, proposed approach and links to business case
Carers Matters Norfolk social impact bond	Adult Social Services	£1.86m pa	Current contract ends August 2025 with option to extend Propose to <u>extend</u> from 2025 to 2030 at reduced cost For further information see appendix 1
Domestic abuse refuges – various across the county	Adult Social Services	£1.3m pa	Currently there are 7 contracts (one per district area) which end during 2026 with option to extend up to March 2029 Propose to <u>extend</u> the contracts to their maximum end date of March 2029 For further information see appendix 2
Highwater House – residential rehabilitation for dual diagnosis	Adult Social Services	£1.1m pa	Current contract with St Martins ends 31/03/2026 with no further extension option Propose to put in place a <u>new contract</u> for this much needed niche service For further information see appendix 3
Norfolk integrated housing and community support service for people with serious mental illness	Adult Social Services	£3.5m pa	Current contract with Together for Mental Illness ends 31/03/2026 with option to extend up to 31/03/2027 Propose to <u>extend</u> for 1 year to 2027 to align with ICB funding, and then <u>retender</u> for a new contract. For further information see appendix 4
Technology enabled care	Adult Social Services	£13.25m	Current contracts with Norse Eastern (N-able) and Alcove Ltd end March 2026 and November 2025, respectively. Demand has outstripped the ability of these contracts to fulfil requirements and a new arrangement is required. Propose to let a <u>new 5-year contract</u> to bring together multiple technology services. For further information see appendix 5
Rapid response and night sitting service	Adult Social Services	£0.37m pa	Current contract with Home Support Matters ends October 2025 with an option to extend to October 2026. The service is vital to ensure NCC has continued access to night provision via EDT. We propose to <u>extend to October 2026</u> and then <u>procure a new contract</u> to take effect from November 2026, either by competitive process or direct award under a vertical arrangement (Teckal) if that is viable at the time. For further information see appendix 6

Contract title and reference	Directorate	Value	Brief summary including details of current arrangements, proposed approach and links to business case
Inclusive universal short breaks for children and young people with a disability	Children's Services	£3m pa	There is no current contractual arrangement for this Propose to <u>tender for a new framework</u> for these services For further information see appendix 7
Residential short breaks for children and young people	Children's Services	£1m pa	This provision is currently purchased in an ad hoc fashion. Given the growth in need it is time to formalise arrangements into a framework. Proposal is to <u>add a lot to the existing framework</u> for residential children's services and invite <u>tenders for new contracts</u> For further information see appendix 8
Children's homes and special education	Children's Services	£70m pa	Current framework agreement ends March 2027. This proposal is (i) <u>tender for new agreement(s)</u> prior to the April 1st 2027 current deadline if able to prepare earlier, and (ii) <u>commence full framework review</u> with stakeholders, providers and young people in 2025 in preparation for above. For further information see appendix 9
Children's Services: alternative education provision	Children's Services	Approx. £16m pa	Tutoring framework ends 30/05/2025 with option to extend up to 31/08/2029 Spending through the framework is not significant, but spending across all contracts for this type of provision is much higher Proposal is in two parts: Firstly, to <u>extend framework for 2 years</u> and make sure all spend on this type of provision is on the framework Secondly, vocational / Social Emotional and Mental Health services for children missing education has been purchased in an ad-hoc way for individuals but is now a significant requirement which needs formal contractual arrangements. Proposal for this is to <u>undertake tender exercise</u> to put such arrangements in place For further information see appendix 10

<b>Contract title and reference</b>	<b>Directorate</b>	<b>Value</b>	<b>Brief summary including details of current arrangements, proposed approach and links to business case</b>
Speech and language services	Children's Services	£3.6m pa	Contract with Cambridgeshire Community Services ends 03/08/2026 with option to extend up to 03/08/2031 Propose to <u>extend for 3 years</u> from August 2026 to August 2029 – value of this extension c£11m For further information see appendix 11
Children's equipment	Children's Services	£350k pa	No formal contractual mechanism for purchasing equipment for children at the moment – ad hoc arrangements exist with NPS Propose to <u>vary the Adult Social Services contract</u> with Medequip to include children For further information see appendix 12
Maintained schools heating and hot water	Children's Services	£590k pa	Existing contract ends 31 October 2025 with no option to extend. We still need to maintain appropriate conditions in schools, and so propose to <u>retender for a new contract</u> . For further information see appendix 13
Alcohol and drug behaviour change programme	Adult Social Services (Public Health)	£7.1m pa	Current contract with Change Grow Live ends 31/03/2026 with option to extend to 31/03/2028 Propose to put a <u>new contract</u> in place in line with PSR requirements For further information see appendix 14
Supplemental substance misuse treatment and recovery housing support grant	Adult Social Services (Public Health)	£2m total	Proposal to <u>award new grants</u> as a continuation of the arrangements which have been in place for the past 2 years, subject to receiving the OHID money For further information see appendix 15
Healthy Child Programme – public health	Adult Social Services (Public Health)	£16.4m pa	Current contract ends 30/09/2026 with no option to extend Propose to put a <u>new contract</u> in place in line with PSR requirements For further information see appendix 16

<b>Contract title and reference</b>	<b>Directorate</b>	<b>Value</b>	<b>Brief summary including details of current arrangements, proposed approach and links to business case</b>
Specialist sexual and reproductive healthcare (iCash) – public health	Adult Social Services (Public Health)	£5.7m pa	Contract with CCS ends 31/03/2026 and is working well. Propose to put a <u>new contract</u> in place in line with PSR requirements For further information see appendix 17
Approved driving instructors	Adult Social Services (Public Health)	£350k pa	Propose to <u>tender for new contracts or a new framework</u> to take effect when these 21 contracts end in March 2027 For further information see appendix 18
Bikeability scheme	Adult Social Services (Public Health)	£380k pa	Propose to take the option in the contract to <u>extend until March 2027</u> , and then <u>tender to replace with new contracts</u> to take effect from April 2027 For further information see appendix 19
Local bus services 37 and 88/89	Infrastructure	£400k pa	Current contracts end August 2025 Propose to <u>procure new contracts</u> to take effect from September 2025 For further information see appendix 20
Swaffham Flexibus	Infrastructure	£195k pa	Propose to <u>tender for a new contract</u> to take effect when this one ends in March 2026 For further information see appendix 21
Management and maintenance of Norwich bus station	Infrastructure	£350k pa	Propose to <u>tender for a new contract</u> to take effect when this one ends in October 2025 For further information see appendix 22
Real-time passenger information at bus stops	Infrastructure	£645k pa Plus £1.4m one off for replacement hardware	Propose to award a new contract to <u>extend current arrangements with current supplier</u> . It is considered too costly to switch supplier due to compatibility of hardware For further information see appendix 23

<b>Contract title and reference</b>	<b>Directorate</b>	<b>Value</b>	<b>Brief summary including details of current arrangements, proposed approach and links to business case</b>
Herring Bridge operation and maintenance	Infrastructure	£1.1m pa	Contract for initial 3 year period with Bam Farrans JV ends January 2027. Propose to <u>tender for a new contract</u> to take effect from February 2027. For further information see appendix 24
Residual waste treatment	Infrastructure	£20m pa	Current contract with Veolia ends March 2027, with option to extend for up to a further 2 years by mutual consent Propose to <u>extend for up to two years</u> . Should mutual agreement not be reached, contingency plan would be to <u>retender for a new contract</u> to take effect from April 2027 For further information see appendix 25
Wymondham recycling centre construction	Infrastructure	£3m	Proposal is to <u>tender for contract</u> to replace the recycling centre at Wymondham in a new location. Construction expected later in 2025. For further information see appendix 26
Interpreting, translation and relate services	Strategy and transformation	£420k pa	Framework ends 30/06/2026 with no further option to extend. Propose to (i) <u>extend by up to six months</u> if Director of Procurement deems it necessary to relieve congestion in the procurement programme; (ii) <u>tender for a framework</u> from which new contracts can be awarded upon expiry of the existing framework. For further information see appendix 28
Legal representation for the insurance team	Finance	£450k pa	Current multi-supplier framework ends 31 October 2025 Propose to <u>retender for a new service</u> similar to the existing one For further information see appendix 29
Moving traffic enforcement – back office system	Infrastructure	£2.5m	Current contract with BrambleHub ends September 2025. There is an ongoing requirement to process penalty charge notices for moving traffic offences so we propose to <u>let a new contract</u> following a competitive procurement process. For further information see appendix 30

Contract title and reference	Directorate	Value	Brief summary including details of current arrangements, proposed approach and links to business case
Local electric vehicle infrastructure	Infrastructure	£5 - £6m	We have been allocated grant funding by the Office of Zero Emission Vehicles to subsidise private investment into residential electric vehicle charging infrastructure. We intend to <u>award concession contracts following a competitive procurement exercise</u> . For further information see appendix 31
Coroner's Post Mortem CT Scanning	Democratic Services	£4.25m 5 years (extended up to £8.5m over 10 years)	To use CT scanning technology in place of invasive post mortems for the Norfolk Coroner's Service. This is new technology which we do not currently use. Propose to <u>tender for a 5 year contract</u> (estimated at £850k pa) with potential options to extend up to 10 years to futureproof the service from the national shortage of pathologists. For further information see appendix 32
Type B appliances for fire – tranche 2	Norfolk Fire and Rescue Service	£11.3m (capital)	27 new fire appliances required to replace ageing fleet. Propose to <u>tender under the existing national NFCC framework</u> . Appliances to be delivered in 3 batches of 9 For further information see appendix 33
NFRS aerial ladder platforms	Norfolk Fire and Rescue Service	£2m	Two of the three aerial ladder platforms (ALPs) in NFRS are approaching the end of their twenty-year service life in 2028-29 and it is recommended that they are replaced with new appliances by <u>competitive tender in 2027</u> . For further information see appendix 34
NFRS breathing apparatus	Norfolk Fire and Rescue Service	£1.5m (to cover initial purchase plus 3-5 years' maintenance)	NFRS respiratory protective equipment is provided through compressed air breathing apparatus (BA), which was last refreshed in 2012 and the current total care package expires in 2027. It is recommended that NFRS refreshes its BA provision ahead of the contract expiry by <u>tendering for new arrangements in 2027</u> . For further information see appendix 35
NFRS personal protective equipment (firekit)	Norfolk Fire and Rescue Service	£1.8m (initial purchaser plus 3 years' servicing)	NFRS personal protective equipment (firekit) was last refreshed in 2019 and the current framework expires in 2026, following a one-year extension. It is recommended that the service moves to a fully managed system with new PPE when a new framework launches. For further information see appendix 36



<b>Contract title and reference</b>	<b>Directorate</b>	<b>Value</b>	<b>Brief summary including details of current arrangements, proposed approach and links to business case</b>
NFRS emergency response vehicles	Norfolk Fire and Rescue Service	£1.3m	NFRS provides 45 emergency response vehicles for tactical and strategic incident commanders (ICs) to respond to incidents. The four year lease on current provision started in 2023. The replacement programme should begin during 2026 to ensure a smooth transition to new vehicles at the end of the existing lease in 2027. We propose to Undertake a <u>competitive tendering exercise</u> to replace existing lease vehicles, For further information see appendix 37
NFRS control collaboration with Hertfordshire	Norfolk Fire and Rescue Service	£1.95m	Following dissolution of the East Coast and Herts Control room collaboration (ECHCRC) a new partnership arrangement for Norfolk Fire & Rescue Service to work with Hertfordshire Fire & Rescue Service for the purposes of Control Room resilience has been made following cabinet decision agreed in 2023 Cabinet Paper "Fire Control Collaboration with Hertfordshire". This will involve the <u>procurement of a new mobilising system</u> as the previous system is now due for replacement. Reinstatement of secondary control function is included, to mitigate the drop in resilience. For further information see appendix 38
NFRS Fire Station Improvement Programme and Carcinogenic separation	Norfolk Fire and Rescue Service	c£5m over 2-3 years	Norfolk Fire & Rescue Service operates from older estates, with some stations built in the 1950/60s. With modern knowledge of health & safety along with more diverse fire personnel, we must allow for clean decant of soiled PPE and dignified areas for females to shower post operations. We propose to <u>tender</u> for this work. For further information see appendix 39

## Annex A, appendix 1, Carers Matters Norfolk social impact bond

Value	Summary
£1.86m pa including approx. £170k from ICB	Current contract ends August 2025 with option to extend Propose to <u>extend</u> from 2025 to 2030 at reduced cost

### Summary of the proposal and current situation

We have a legal duty to provide support for carers and carer assessments for adults, under the Care Act 2014. Currently, we primarily provide this support and our assessments through our “Carers Matter Norfolk” contract with Norfolk Carers Partnership. Looking forward to the Local Government Review, we consider that this function is unique to the County Council. The contract with Norfolk Carers Partnership is valued at approx. £1.86m per annum and ends 31/08/2025. We are recommending extending this contract until 31/08/2030.

### Options appraisal

#### ***Option 1: extend the current contract at £1.5m per annum***

This is the recommended option. The current contract is delivering well against the expected outcomes, feedback from carers who use the service is very positive and the quality of assessments is good. The extension is allowed for in the contract terms and conditions.

The extension requested is for five years to 31/08/2030 at a likely cost of £7.5m. This would create a saving against the current contract price, without any loss of capacity, due to the service having created efficiency in the delivery model. We would also put in contract break points at two and four years, which would allow us to end the contract early if needed. There is no further scope for contract extension after this, so at the end of the extension period, we would need to review our needs and commission a service based on those.

#### ***Option 2: allow the contract to cease 31/08/2025, bringing core deliverables and responsibilities for assessments back in house***

Part of the success of the Carers Matter Norfolk Contract has been their ability to identify new carers, increasing the number of carers we have been able to support and offer assessments to. To bring this level of support back in-house would need a significant investment and recruitment, which is not achievable within the time frame, and would be likely to increase costs.

#### ***Option 3: re-tender for a new provider***

The current contract has been in place for over four years and is performing effectively, delivering positive outcomes for local carers. We will need to retender for a new contract to commence 31/08/2030 when this extension period is finished but disrupting the current contract before then is unlikely to give any benefits in value or performance.

#### ***Option 4: cease delivery of Carer Assessments altogether***

This is not an option – we have a statutory duty to provide Carer Assessments, either internally or through an external provider.

## Annex A, appendix 2, Domestic abuse refuges – various across county

Value	Summary
£1.3m pa	Currently there are 7 contracts (one per district area) which end during 2026 with option to extend up to March 2029 Propose to <u>extend</u> the contracts to their maximum end date of March 2029

### Summary of the proposal and current situation

The Domestic Abuse Act 2021 introduced the part four duty and created the requirement for local authorities to ensure victim survivors of domestic abuse and their children are able to flee safely from perpetrators into safe accommodation, where they will safely reside and receive trauma informed support and care until they are in a position to return to the community.

Norfolk County Council (NCC), Adult Social Services currently commissioned support provision in safe accommodation for adults and their children (0-18 years) who are experiencing or have been witness to domestic abuse. While NCC commissions a variety of safe accommodation and alternative measures to prevent and manage domestic abuse, this business case solely focusses on the commissioning and provision of refuge accommodation.

Refuge accommodation is seen by commissioners as the core provision to tackle domestic abuse and its performance, and demand has grown year on year. In 2023/2024, 105 referrals were received by the service, with 124 women and 127 children supported and the capacity utilised at 94.7%. Year to date, 105 referrals have been received with 92 women and 103 children supported. (To note, NCC refuges are solely for the support of women and their children).

While NCC originally provided funding pre-2021, the New Burdens Funding (NBF) was established to support local authorities in the development of safe accommodation and trauma informed support. It must be noted that NCC's entire domestic abuse service is funded via this grant funding and receives no additional core budget. The NBF is due to end in March 2025. The Ministry of Housing, Communities and Local Government (MHCLG) confirmed in December 2024 that there will be relevant funding for safe accommodation in 2025, but the funding allocation has yet to be announced.

This Service was sourced via a competitive tender process that established a framework of suppliers providing refuges and dispersed accommodation. This business case is to seek approval from cabinet to extend the refuge contracts, the details of which are set out below:

Contract Title	Provider	Start Date	Expiry Date	Extension Date	Annual Value	Extension Value	Lifetime value
Domestic Abuse Services in Broadland	Pandora Project	01/10/2023	30/09/2026	30/09/2029	£133,713.20	<b>£401,139.60</b>	£802,279.20
Domestic Abuse Services in Breckland	Leeway Domestic Violence & Abuse Services	31/03/2023	30/03/2026	30/03/2029	£160,575.03	<b>£481,725.09</b>	£963,450.18

<b>Contract Title</b>	<b>Provider</b>	<b>Start Date</b>	<b>Expiry Date</b>	<b>Extension Date</b>	<b>Annual Value</b>	<b>Extension Value</b>	<b>Lifetime value</b>
Domestic Abuse Services in Great Yarmouth	Leeway Domestic Violence & Abuse Services	01/10/2023	01/08/2026	01/05/2029	£254,488.52	<b>£763,465.56</b>	£1,526,931.12
Domestic Abuse Services in King's Lynn & West Norfolk	Leeway Domestic Violence & Abuse Services	31/03/2023	30/03/2026	30/03/2029	£161,933.06	<b>£485,799.18</b>	£971,598.36
Domestic Abuse Services in North Norfolk	Leeway Domestic Violence & Abuse Services	31/03/2023	30/03/2026	30/03/2029	£200,445.34	<b>£601,336.02</b>	£1,202,672.04
Domestic Abuse Services in Norwich	Leeway Domestic Violence & Abuse Services	01/10/2023	31/03/2026	31/03/2029	£254,488.52	<b>£763,465.56</b>	£1,526,931.12
Domestic Abuse Services in South Norfolk	Orwell Housing Association Limited	01/04/2023	31/03/2026	30/03/2029	£156,552.90	<b>£469,658.70</b>	£939,317.40

The funding is supplied by the Ministry of Housing, Communities and Local Government (MHCLG) and is a statutory funding, ringfenced purely for safe accommodation spend. Originally, this entered NCC as a standalone grant under the New Burdens Funding but from 25/26, it still remains as a standalone grant but has been integrated into NCC's core settlement and allocated under the Domestic Abuse programme.

The provision of domestic abuse safe accommodation is a statutory service for Tier 1 authorities to deliver the Part 4 duty under the Domestic Abuse Act 2021 to 'provide relevant safe accommodation and support services for victim-survivors'.

The extension of the refuges while beneficial to our victim-survivors, does not create a cost saving for NCC or against the previous commissioning arrangements. While an option to cease all the contracts has been included in the appraisal, which would constitute to a saving of £3,966,589, this is not an option for the council without breaking statutory law under the DA Act 2021. Descoping or reducing provision of refuges would again not abide by the DA Act 2021 of providing safe accommodation. Refuge accommodation is considered a relevant accommodation as described by the secretary of state and can provide the most vulnerable with continual trauma informed support.

The provision of safe accommodation, under Part 4 of the DA Act 2021 mandates Tier 1 authorities for the relevant provision of safe accommodation and support for victim-survivors of Domestic Abuse. Tier 1 authorities under the act are required to produce a local strategic needs assessment, safe accommodation strategy and to form a local partnership board to work in collaboration with Tier 2 district councils. It should be expected that regardless of the local government reform, the unitary council will still be mandated to deliver relevant safe

accommodation, the support services in safe accommodation and the strategic direction from the needs assessment and strategy. The scale of this will be determined on the unitary's geographical remit and district DA & temporary accommodation portfolio.

### **Options appraisal**

#### ***Option 1: extend the current contracts: value £3,966,589.71 (based upon 3 years of current annual value as at 2024/25)***

Option one is the preferred option for the continuation of the refuge DA safe accommodation services. This is still dependent on the New Burdens Funding that is supplied by MHCLG. There is ringfenced reserved funding available to prolong the contracts or backfill any funding discrepancies.

These contracts were only awarded last year so we are satisfied that the competitive process has allowed the council to benchmark and evaluate the market to establish a framework of providers that are able to provide a quality service for a fair cost. Procurement will be working closely with commissioners over the next six months to review current reporting against the Quality Assessment Framework (QAF) and to establish a suite of KPIs now that the new contracts have had time to transition and mature. The extension we seek is allowed for in the contract terms and conditions.

The extension requested is as set out in the table above for 3 years, which takes the framework of suppliers to a date in 2029 at a collective cost of £3,966,590. If the extension is granted, we shall review 18 months before the final expiry date, by 30th September 2027, and if the Service is still required, we will retender.

#### ***Option 2: Re-tender to current contracts: value £7,933,179.42 (based upon 6 years of current annual value as at 2024/25)***

The current contracts have only been in place for between 14 – 20 months and are working effectively (See Background). We will need to retender for a new framework to commence in 2029 when this extension period is finished but disrupting the current market before then is unlikely to give any benefits re value or performance. This would only be an option in the event of either an unforeseen supplier/market failure or a significant change to the New Burdens Funding or a statutory change that would materially change the specification of the requirement. In this unlikely event, the Council would seek permission to retender.

#### ***Option 3: bring the service in house: value similar to option 2.***

We do not have the experience or expertise to deliver this service. To develop it now would require a whole new structure design and economies of scale for a single authority provision would likely make it more expensive than continuing the outsourced model.

#### ***Option 4: cease altogether.***

This is not an option – under the Domestic Abuse Act 2021, Tier 1 Local Authorities have a legal duty to deliver the provision of relevant safe accommodation for victim-survivors of domestic abuse.

## Annex A, appendix 3, Highwater House

Value	Summary
£1.1m pa NCC funding only	Current contract with St Martins ends 31/03/2026 with no further extension option Propose to put in place a <u>new contract</u> for this much needed niche service

### Summary of the proposal and current situation

Norfolk County Council Adult Social Services currently commission a Residential Home at Highwater House in Norwich as part of their statutory duty under the Care Act 2014. The Council commission St Martin's Housing Trust (St Martin's) and the Service has a long-standing reputation of providing support to those with the most complex mental health needs. St Martin's also own the property, and the Service has been rated as "Outstanding" by CQC.

Highwater House is a 22-bed registered care home and accepts referrals for single men and women (aged 18-65) with Serious Mental Health needs (SMI) including alcohol and/or substance addiction. It is the only "wet" facility in Norfolk, and due to its specialised nature, the demand is high, and voids are low.

The Contract value is currently £1,149,377.46 per annum and the contract is due to end the 31<sup>st</sup> of March 2026. We propose to reprocore this Service with a replacement contract to commence on the 1<sup>st</sup> of April 2026 to ensure that provision can continue.

In relation to Local Government Reform, residential accommodation for Mental Health Care and Support sits outside of the housing remit of Tier 2 authorities. However, going forwards, there will be a greater need to work with our Tier 2 authorities in preparing for devolution. This is especially relevant when looking at specialist support and accommodation needs assessments that will aid a strategic approach and should consider inequality at a local level in relation to health, housing and social care. To do so will help with wider considerations such as value for money, what good quality provision looks like and how we collectively meet demand now and in the future.

### Options appraisal

***Option 1: Put in place a new contract: value £10,344,397 (based upon 9 years of current annual value as at 2024/25 and does not include the Adult Annual Fee Review yet to be determined)***

This paper seeks permission to reprocore this Service. This is likely to be via a direct award, from the existing Residential Framework Agreement or otherwise. This is dependent on legal advice confirming this is possible. As St. Martin's own the property and the only other "wet" residential setting is a much smaller male-only home called Oak Mount in Bradford, there are unlikely to be many competitors for this Service and therefore we are unable to adequately benchmark against like for like services. However, if after legal advice a competitive tender is required, then the Director of Procurement would need to give instructions accordingly. It is important that whatever is the decided route, when considering a new specification, a review be conducted to understand the throughput for those that could live more independently in supported living accommodation. This will ensure that the Service

continues to represent value for money and remains an efficient and sustainable service for the future and for those that have the highest need.

***Option 2: bring the service in house: value as option 1 or higher***

The property is owned by St Martin's and the Council would not be able to require St Martin's to accept an alternative support provider in their accommodation. The Council does not have the experience or expertise to deliver this Service. To develop it now would require a whole new structure design and economies of scale for a single authority provision would likely make it more expensive than continuing the outsourced model.

***Option 3: cease altogether***

If this was decided, then St Martin's may decide to only provide support to out of County referrals. This would result in Norfolk residents, who need this high level of support, having to move out of County (albeit there is a lack of this type of supported accommodation) and this is likely to be expensive. Alternatively, St Martin's could decide to close Highwater House altogether. This could mean, if the Council is unable to find suitable alternative accommodation with the necessary support, which the Council does not currently have, the existing 22 service users could become homeless. This potentially could cost the Council more, as they would need support in the community, based on an average of 10 hours support per day required via a spot purchase arrangement, could cost the Council in the region of £3.3 million per annum.

## Annex A, appendix 4, Norfolk integrated housing and community support for adults with serious mental illness

Value	Summary
£3.5m pa c10% contribution from the ICB until March 2027	Current contract with Together for Mental Illness ends 31/03/2026 with option to extend up to 31/03/2027 Propose to <u>extend</u> for 1 year to 2027 to align with ICB funding, and then <u>retender</u> for a new contract.

### Summary of the proposal and current situation

In March 2018, following an open market procurement, a contract was awarded to Together for Mental Illness for the Norfolk Integrated Housing and Community Support Service (NIHCSS). As part of the Council's statutory duty under the Care Act 2014, the Service provides 6 supported living schemes and an outreach and floating support service to people with serious mental illness in the community.

This proposal recommends an extension of the contract until 31<sup>st</sup> March 2027, in line with the provision in the contract. This will bring the arrangement in line with the ICB funding.

Due to the difficulty in accurately predicting usage for this service, Commissioners also built a clawback arrangement into the contracts in anticipation that a service of this size would experience a level of staff turnover and vacant posts. Underspend does accrue in relation to staff vacancies and because of this arrangement Norfolk County Council has been able to recover £786,287 for the MH Purchase of Care budget from the contracts over the last 6 years.

Mental health social care commissioners have reviewed the service and determined that the service is innovative, offers good value, achieves good outcomes for those supported and in the main performs well.

In relation to Local Government Reform, supported living and outreach in the community in relation to those who require Mental Health Care and Support sits outside of the housing remit of Tier 2 authorities. However, going forwards, both in terms of any changes under the Supported Housing (Regulatory Oversight) Act 2023 and Local Government Reform there will be a greater need to work with our Tier 2 authorities in preparing for devolution. This is especially relevant when looking at specialist support and accommodation needs assessments that will aid a strategic approach and should consider inequality at a local level in relation to health, housing and social care. To do so will help with wider considerations such as value for money, what good quality provision looks like and how we collectively meet demand now and in the future.

### Options appraisal

#### **Option 1: Extend current contract in line with contract provisions**

This is the recommended option. It will enable continuity of the existing service whereby NIHCSS will continue to meet NCC's strategic priorities by supporting people to recover from



crisis, thrive, live well within communities and reduce homelessness. The anticipated impact is:

- Reduction in people requiring residential care as NIHCSS supports people to step down through supported living and to maintain their independence in independent accommodation.
- Reduction of people becoming homeless and an increase in people sustaining their tenancies.
- Reduction in escalating mental health crisis, admissions to acute mental health beds and the time spent in them.
- Since the start of the contracts in 2018 more than 3,858 people have been supported

#### ***Option 2: Utilise residential care instead***

In the absence of the NIHCSS service, some people particularly those in supported living would otherwise require residential care. The weekly rate for NIHCSS supported living is substantially less than mental health residential care rates:

Residential		NIHCSS SL	Variance to NIHCSS
Band 1	£628.63	£223.01	£405.62 more
Band 2	£850.53		£627.52 more
Band 3	£1,146.31		£923.30 more

#### ***Option 3: Re-tender from April 2026***

This would potentially jeopardise the ICB funding which is aligned to the current contract. Without ICB funding the service would need considerable reshaping. This is not recommended.

#### ***Option 4: Cease provision***

This option is not recommended. If that option were taken there is a risk the Council fails to deliver support to those who are most vulnerable, as outlined above.

## Annex A, appendix 5, technology-enabled care

Value	Summary
£13.25m 100% NCC funding	Current contracts with Norse Eastern (N-able) and Alcove Ltd end March 2026 and November 2025, respectively. Demand has outstripped the ability of these contracts to fulfil requirements and a new arrangement is required. Propose to <u>let a new 5-year contract</u> to bring together multiple technology services.

### Summary of the proposal and current situation

NCC is experiencing a significant increase in demand for assistive technology and virtual care, which cannot be met by the current contracts and staffing resources. Opportunities to utilize Technology Enabled Care and achieve savings are growing. Currently, there is a waiting time of 8-12 weeks for an AT assessment, followed by an additional 6 weeks for equipment delivery.

The proposal is to let a new contract for up to 5 years to deliver the new Technology Enabled Care (TEC) Future Service Model, with an expected value of £13.25m. This will integrate TEC assessment and prescribing with Adult Social Care assessment processes, enabling practitioners to raise referrals directly with the provider.

The new contract will replace two existing contracts:

The contract for providing and installing Assistive Technology (AT) is with Norse Eastern Ltd, trading as N-Able. This contract is being extended for 2025/26 at £1.23 million per annum and will end in March 2026. There is no further extension option built into the contract.

The contract with Alcove Ltd for Virtual Care services at £0.174m p.a. ends November 2025, with the option to extend by one year. Significant growth has been experienced in the number of clients receiving Virtual Care, and this trend is expected to continue. The intention is to extend this contract to March 2026, making it coterminous with the N-Able contract.

Under the Care Act, local authorities must ensure that people who live in their areas:

- receive services that prevent their care needs from becoming more serious or delay the impact of their needs
- can get the information and advice they need to make good decisions about care and support
- have a range of high-quality, appropriate services to choose from

The proposed new contract is clearly in line with the Council's obligations under the Care Act and the Government's aspirations for technology and digitisation within Health and Social Care. For example, the provision of virtual care is aligned to having services in place which prevent or delay care needs becoming more serious. It is also in keeping with NCC's policy to 'implement and expand proactive interventions using digital technology to support people to stay independent for longer', supporting the delivery of the new Technology Enabled Care future service model.

The objectives of the new TEC model are:

- 1 To engage a provider to deliver an enhanced, more effective TEC service that includes Alarm Receiving Centre (ARC)/monitoring provision and Virtual Care.

- 2 To procure a contract that supports the successful transformation and integration of the service, achieving a step change in sustaining the independence and wellbeing of service users, and increasing NCC's confidence in cost avoidance.
- 3 To ensure sufficient initial investment to achieve transformation and ensure further investment is based on accurate forecasting of service user volumes and realised cost avoidance, through benefit capture and analysis.
- 4 To achieve organisational readiness in ASSD to accommodate TEC as an integral part of prevention and care support processes. This includes addressing the existing service waiting list, embedding TEC opportunities into the assessment process and enabling practitioners to raise prescriptions.
- 5 To ensure continuous innovation and service development.

This provision does not duplicate or overlap with any District Council functions and would likely still be required regardless of the outcome of LGR. It may be necessary to vary or novate the contract in the future, depending on the outcome of LGR, to update the contract and reflect opportunities for efficiencies in service delivery. The present and previous Governments have both been clear that progress must be made to utilise digital technologies within Health and Social Care.

## Options appraisal

### *Option 1: Procure a new contract, value £13.25m*

This is the preferred option, contracting with a provider with proven capability to achieve service transformation/integration within a budget that supports the sustainable provision of an enhanced service and resources for a major culture and capability change programme. This may include providers working in partnership.

Key Outcomes will be:

- Increased Access: More citizens will benefit from TEC interventions.
- Independence: People will stay longer in their homes with improved wellbeing.
- Cost Avoidance: TEC investment will reduce overall care spend per person.
- Service Cost reduction: significantly increased use of recycled/reconditioned equipment
- Collaboration: Enhanced data collection and analysis will support shared funding initiatives with system partners and refine our service offering to focus on and meet the needs of citizens.

Whilst the cost of the combined contracts is likely to be greater than previous arrangement(s), this will be offset by savings achieved through restructure and from the prevention or reduction of other care provision. The new contract will have a greater scope, with the provider required to provide an alarm response centre, assessment and virtual care services. A robust savings and benefits model is being developed to capture and monitor the benefits of providing such technology to our residents. The change to fully integrate TEC assessment and prescribing within Adult Social Care prevention and support processes to enable practitioners to raise referrals directly with the provider, combined with the ability to manage demand and focus on prevention to prevent expenditure on long term care is essential to providing a sustainable service over the next 5 years. Modelling and benchmarking against other Local Authorities shows that the net return on investment is expected to be threefold.

### ***Option 2: Direct award to Norse Eastern Ltd***

Continuing with the current level of service will not deliver the necessary changes, particularly in innovation, benefit capture, data, and systems. We believe it is essential to test the market to ensure we have the most suitable provider to move forward. Awarding a similar contract will not achieve the forecast savings of £15 million over the next five years and will be unable to meet the growing demand.

### ***Option 3: Vary the Medequip ICES contract***

The value of the variation would exceed that permitted under Contract Standing Orders, and the required equipment and services fall outside the contract's scope. Without market testing, we cannot confirm if it offers good value.

Additionally, we are uncertain if Medequip can provide the full range of equipment and services independently, as they have previously partnered with other providers. Varying this contract to such an extent could lead to challenges, posing a risk. Also, we see market engagement as an important component of the proposed procurement process.

### ***Option 4: Cease altogether.***

This is not a viable option as the new TEC future service model has been approved and requires a 3<sup>rd</sup> party provider to deliver the service. We also do not have the capability to deliver this service full in-house.

Ceasing to provide this service, or de-scoping it, would result in a significant increase in the provision of other care, with a corresponding increase in cost and the loss of the potential savings and this is not the direction that other Local Authorities have taken, with many seeing huge benefits from the provision of TEC. The current market would be unlikely to be able to meet the increased need because there is a lack of capacity to do so, with staffing always an issue in the care sector. The new contract will also be a good source of data which can be used to predict future needs and plan strategically to meet those needs, and innovation is a requirement of the contract.

### **Other considerations**

- The Technology Enabled Care (TEC) Future Service model (business case) outlines the necessary reorganisation and restructuring of teams within ASSD.
- Prescribing will be integrated across the service, making it available to various practitioners, not just specialists.
- TUPE considerations are likely for both existing contracts.
- Significant savings are anticipated, and the provider must embed TEC opportunities into the assessment process, enable relevant prescriptions, and capture and analyse benefit realisation.
- The new contract must commence on 1 April 2026 to ensure continuity of service.
- Systems and data are crucial to the project's success, with the addition of an alarm response centre and the use of system integrations, RPA, and AI tools.

## Annex A, appendix 6, rapid response and night sitting service

Value	Summary
£0.37m pa NCC funding only	Current contract with Home Support Matters ends October 2025 with an option to extend to October 2026. The service is vital to ensure NCC has continued access to night provision via EDT. We propose to <u>extend to October 2026</u> and then <u>procure a new contract</u> to take effect from November 2026, either by competitive process or direct award under a vertical arrangement (Teckal) if that is viable at the time.

### Summary of the proposal and current situation

Norfolk County Council (NCC) currently holds a contractual arrangement with Home Support Matters (HSM) for the provision of ring-fenced Night Sits and Rapid Response services out of hours, accessed via Emergency Duty teams after 5pm and overnight.

The current contract expires in October 2025 and we propose to take the option to extend to October 2026. We then need a key decision as to our proposal from November 2026 onwards, which is to replace with a similar block contract via a competitive process, or via a vertical arrangement (Teckal) to Home Support Matters, if they fulfil the requirements of Teckal at that time.

The service is exclusively available to and accessed via NCC's Emergency Duty Team when there is need for ad hoc access to support overnight, or out of hours support for people. This offer is distinct from home support more generally and from night sits, as these are planned and accessed during working hours, normally in advance. The service cost is £370,000 per annum and is structured in the following way. To note service costs will increase as part of annual fee uplift of 5.51% being applied from April to current the rate.

This proposal is separate from any other Local Government function and whilst not a statutory duty the service sits solely within Norfolk County Council as part of delivery of services and duties with Adult Social Services

There are no savings identified in this proposal. However, an option to cease the service is included in this proposal. If the option to cease the service was agreed, then a saving of £0.37m could be achieved. As the service is limited in capacity a recommendation to reduce capacity has not been included.

### Structure

Total Hours 310 hours per week and delivered via the following structure

Expected Hours and Number of Care Workers:

Monday to Thursday: 4 staff x 10 hrs = 40 hrs x 4 nights = 160 hrs

Friday to Sunday: 5 staff x 10 hrs = 50 hrs x 3 nights = 150 hrs

Total: 310 hours per week

It should be noted that the service is not a statutory function but any loss to this service would significantly impact on support and access to services for people out of hours. The service is routinely oversubscribed and provides much needed access to a service, specifically out of hours. This service supports NCC's strategic objectives within admission avoidance and carer support as this offer allows people to stay in their own home providing emergency care and support out of hours.

The objective would be to review current activity with a view to putting new arrangements in place from November 2026.

### **Options appraisal**

***Option 1: Extend the contract to October 2026 and then replace with a new similar block contract from November 2026 via a competitive process. We anticipate doing this under the existing Home Support Framework, but the precise procurement mechanism will be determined over the next few months***

Taking this option, would result in the EDT continuing to be able to access ringfenced out of hours provision in the longer term under a new arrangement.

***Option 2: Extend the contract to October 2026 and then replace with a new similar block contract from November 2026 via direct award to Home Support Matters under a vertical arrangement (Teckal)***

Home Support Matters is the current supplier, and arrangements are working well. This option is not currently viable as HSM is not currently Teckal compliant. If they become Teckal compliant in the meantime this will become a more attractive option and we ask that Cabinet agrees to us pursuing this alongside option 1.

***Option 3: Procure under spot arrangements instead of block***

This is not preferred. The sporadic and unplanned nature of the service means that providers have always been unwilling to provide this without a level of guaranteed income to pay for the inevitable downtime of the staff. It is vital to have instant availability of staff overnight.

***Option 4: Cease altogether***

This is not a viable option since there are several people who are only able to live independently as a result of this service. There are no alternatives for unplanned night care, and so people would likely end up in hospital if this service were not available.

### **Other considerations**

- Continued challenges around access to this service. If the service is not reviewed and changed this could impact on the availability and access to services and support for people out of hours.

## Annex A, appendix 7, inclusive short breaks for children and young people with a disability

Value	Summary
£3m pa	There is no current contractual arrangement for this Propose to <u>tender for a new framework</u> for these services

### Summary of the proposal and current situation

#### Summary of the proposal and current situation

Children's Services has recognised a new need to put in place contractual arrangements for the provision of these services. NCC currently provides families with funds on a pre-paid card to directly purchase universal activities themselves. However, this does not allow NCC to negotiate the best prices, performance monitor, or quality assure the activities being purchased. Some families have also told us that they struggle to find suitable activities for their child to take part in themselves. This framework will enable a variety of suppliers to deliver services at more cost-effective prices, and with performance and quality assurance processes in place.

The proposal is to create a new Light Touch Regime Framework (LTRF) or similar arrangement for inclusive universal short breaks for children and young people with a disability aged 5-17 years. The framework would include multiple suppliers. We have currently identified a potential 120 suppliers.

Details are yet to be finalised, and this paper asks for authority for the Executive Director of Children's Services to make the final decisions as to framework duration. The value will depend upon individual call off requirements – there will be no commitment to purchase.

Under the Short Breaks Regulations 2011, NCC has a legal duty to provide a range of Short Breaks to enable parent carers of children with disabilities to have a break from their caring role and continue in their caring role. Short Breaks are a crucial preventative service.

In January 2024, following a targeted public consultation, NCC launched its first Short Breaks Strategy, which included the vision to:

*“Provide opportunities for breaks where children and young people with disabilities can thrive, grow, achieve and have fun in the community with their peers, whilst supporting their families to have a break from caring.”*

A needs analysis underpinned the strategy's development identified a need to commission services differently to support families to access more inclusive universal activities in the community, and to provide families with greater choice and control over the activities they access. We also proposed to commission services differently to deliver better value for money and meet the ever-growing demand for the service. This LTRF is key in delivering all of these.

### Options appraisal

#### **Preferred option: procure a new framework agreement**

This is the preferred option as described above. It enables NCC to negotiate the best prices, performance monitor, and quality assure the activities being purchased. This will also enable us to provide families with access to a range of suitable activities in their local communities.

### ***Other options***

Other contract options have been ruled out including grants and block contracts. Grants do not enable NCC to performance manage or quality assure the activities being procured, and block contracts are not cost effective.

Procurement advice has been sought and an LTRF was recommended as the preferred option



## Annex A, appendix 8, residential short breaks for children and young people

Value	Summary
£1m pa	This provision is currently purchased in an ad hoc fashion. Given the growth in need, it is time to formalise arrangements into a framework. Proposal is to <u>add a new lot to the existing framework</u> for residential children's services and <u>invite tenders for new contracts</u>

### Summary of the proposal and current situation

Children's Services has recognised a new need to develop the local market and broaden the range of residential Short Breaks suppliers, to ensure greater sufficiency and give families greater choice over the services their child/young person receives. The proposal is to create a new lot on the current residential framework. The lot would include multiple suppliers.

The new lot would run concurrently with the dates of the existing framework, and we propose to put it in place during the first half of 2025. Detailed market analysis and engagement will take place ahead of the procurement work and will be used to shape the specification: early discussions show that there are new suppliers who would be interested in joining the new lot.

NCC has a legal duty to provide a range of Short Breaks to enable parent carers of children with disabilities to have a break from their caring role and continue in their caring role. Residential Short Breaks are a crucial service, preventing families from entering crisis and supporting those who are.

In January 2024, following a targeted public consultation, NCC launched its first Short Breaks Strategy, which included the vision to:

*"Provide opportunities for breaks where children and young people with disabilities can thrive, grow, achieve and have fun in the community with their peers, whilst supporting their families to have a break from caring."*

A needs analysis underpinned the Strategy's development and identified a need for greater sufficiency of overnight respite.

Currently, NCC has one commissioned residential supplier (Break's Nelson Lodge in Long Stratton), and two NCC in-house services (Foxwood in Norwich and Marshfields in King's Lynn).

Sufficiency is limited due to high demand for these services. Some individuals' needs are such that they cannot be matched or easily matched with others, which further limits services' capacity.

### Options appraisal

#### **Option 1 - add a new lot to the existing residential framework**

This option is preferred. All residential providers who are willing to work to NCC contract terms are on the framework, and the framework allows us to add new providers as it becomes necessary, developing the local market. Residential short breaks are managed by the same commissioners, and provided by the same providers so it makes sense to combine the two under the same framework

#### **Option 2 - tender for a separate arrangement for these services**

This would entail additional work for no additional benefit.

***Option 3 - do nothing***

This would result in the current arrangement continuing as is. As described above, these ad hoc arrangements are becoming less tenable given the increase in need for this type of service

***Option 4 - provide more residential short breaks in-house***

While NCC does provide residential children's services in-house, it is difficult to ringfence beds for this purpose only, as emergency placements tend to take precedent. We believe that providers are already in a position to offer residential short breaks, so there is no benefit to spending the time to develop increased capacity for this service ourselves

## Annex A, appendix 9, children's homes and special education

Value	Summary
£70m pa	Current framework agreement ends March 2027. This proposal is (i) tender for new agreement(s) prior to the April 1st 2027 current deadline if able to prepare earlier, and (ii) commence full framework review with stakeholders, providers and young people in 2025 in preparation for above.

### 1: Executive Summary

The Framework Agreement for LAC and SEN Residential and/or Education Services under the Light Touch Regime NCCT41140 has an end date of 31<sup>st</sup> March 2025 with agreement to extend for a further two years to 31<sup>st</sup> March 2027. This is the final extension we can have which means a whole new arrangement will need to be prepared and in place to start on the 1st of April 2027.

The Framework requires a series of system wide changes to improve the services we deliver to children, young people, and families. The document needs a full review and totally updating, (Framework commenced in 2017) this will allow commissioners to vary the contract terms and conditions to enable higher standards of procuring services.

We need to work collaboratively with stakeholders to ensure better outcomes for our children and young people (CYP) and to ensure the framework is fit for purpose moving into the future.

There are a number of other contracts and another framework that also needs updating at the same time. We are proposing that we start the review of this framework early to enable appropriate time to be allocated by both commissioning and procurement teams to facilitate the work.

### 2: Background and Analysis

- i. This framework covers statutory services required under the Children's Act and the Placement Act
- ii. The framework was tendered in 2017 and has run its course over the last 7 years. For the first three years there were capped fees. These have now lapsed, and the market has seen a steep rise in costs with little allowance under the current terms and conditions to challenge this. The original service specification is now outdated and does not cover the needs of the CYP being referred for the services.
- iii. The specification does not cover current needs within core costs which increases additional requests for funding

With the increased workload needed to facilitate a full review of the framework, procurement have advised a lead in time of one year. With all other identified contracts and the additional Accommodation with Support framework ending at the same time, we will aim to complete this work early and have new agreement(s) ready to tender by April 2026. We will then have this ready to start by August 2026.

### 3: Problem statement

Current planned commissioning and procurement workload has several large pieces of work all due to expire and needing to be completed at the same time. Two large frameworks end at the same time and both have a lead in time of a year. This would mean trying to complete

several large and smaller pieces of work at the same time. This would not enable the teams to be able to focus full on the work and may cause delays and or mistakes.

This plan would enable sufficient time for all stakeholders to be involved in the redesign of the framework and allow sufficient time for the work to be planned, completed and timed in line with other commitments.

#### **4: Financial analysis**

There will be no additional costs to the teams in completing the work. It will reduce the risk of needing over time to finish on time.

The work will however enable commissioners and stakeholders to look at ways to minimise future increases by developing and including better terms and conditions withing the framework. It will allow the service specification to be more appropriate to the needs of the CYP and NCC requirements. This will also enable better forecasting for future placements.

#### **5: Recommendations**

- i. To endorse the opening of the new agreement(s) prior to the April 1<sup>st</sup>, 2027, current deadline by commissioners if able to prepare earlier.
- ii. Commence full framework review with stakeholders, providers, and young people in 2025 in preparation for above.

#### **6: Next steps**

Early conversations with providers over the next two quarters to inform them of our intentions. We will look to identify a number of providers who are willing to be part of any working groups. Set out timeframe in networking events early 2025 and prepare dates for engagement events through 2025.

We will agree a procurement timeline with colleagues and identify key milestone dates that need to be achieved to complete the work on schedule.

## Annex A, appendix 10, Alternative education provision

Value	Summary
Approx. £16m pa	<p>Tutoring framework ends 30/05/2025 with option to extend up to 31/08/2029</p> <p>Spending through the framework is not significant, but spending across all contracts for this type of provision is much higher</p> <p>Proposal is in two parts:</p> <p>Firstly, to <u>extend framework for 2 years</u> and make sure all spend on this type of provision is on the framework</p> <p>Secondly, vocational / Social Emotional and Mental Health services for children missing education has been purchased in an ad-hoc way for individuals but is now a significant requirement which needs formal contractual arrangements. Proposal for this is to <u>undertake tender exercise</u> to put such arrangements in place.</p>

### Information about the current contract

#### Basic details

The current spend relates to commissioned services for Tutoring and Alternative Provision for children with SEMH needs.

Forecasted spend for the financial year 2024-25 across three budgets (SEND & PB, S.19 and medical needs) totals just under £16.5m across 60+ suppliers.

The funding source is the High Needs Block of the Dedicated Schools Grant, allocated to local authorities from the Department for Education. This is ring fenced funding for children's education as distinct from wider NCC core funding, so whilst an NCC funding source, it is separate to the NCC general fund.

#### Contract performance information

Historically, there has been limited commissioning/category oversight of spend in this area including the management of existing contracts/suppliers.

NCC is undertaking a strategic review of alternative provision and is seeking to;

- Establish robust contract/performance management, processes and information
- Allocate dedicated commissioning resource to support the business area
- Market engagement and procurement to ensure the supply chain is legally compliant and we have an optimal supply of registered suppliers with controls in place over contract delivery

#### Details about anything we wish to change

Proposed Action:

- Create new sourcing requirement and improve management oversight of spend
- Oversight and quality assurance of spend with alternative provision providers including those registered on existing procurement methods e.g. tutoring framework
- Market development and formal NCC contracting with unregulated Alternative Provision providers where no previous contracts exist
- We will be seeking to achieve a level of saving as part of the procurement by virtue of seeking to use a revised and expanded framework/dynamic purchasing system to procure from the unregulated alternative education provision sector via block arrangements. Given there is a wider strategy as part of Local First Inclusion to

reduce permanent exclusion, we need to be cautious about use of block contracting in an area where wider strategy should facilitate significant reduction in demand overall.

### **Rejected Options**

- Do nothing - Continuing with current commissioning processes will result in unmitigated demand and financial spend, as well as risks to children and young people from inadequate provision.
- Not providing services – resulting in a breach of statutory duties would lead to significant risks to children and young people, complaints and possible legal action

### **Information about the wider context**

#### **Needs analysis**

Section 19 of the Education Act 1996 requires local authorities to arrange suitable education for children who cannot attend school due to illness, exclusion, or other reasons. This education should be full-time unless the child's health condition prevents it. This duty applies regardless of whether a child is registered at a school or not. Specific statutory timeframes apply by when local authorities must implement education for a child based upon particular circumstances. This duty rests singularly with the local authority and is non-delegable even though it is schools, not local authorities who have the powers to permanently exclude children. Additionally, Section 61 Children and Families Act 2014 specifies that local authorities can make special educational provision for a child outside of a school or college where it would be inappropriate for the provision to be made in a school or college. This duty applies where a child's special educational needs requires such provision that cannot be practically arranged within a school or college or where to do so would be unsuitable to meet their special educational needs.

- Growth in this area has been significantly impacted by an increase in SEMH needs in children and young people.
- A lack of places elsewhere within the school system e.g. special schools is placing additional pressure on the AES.
- Section 19 Education Act 1996: to deliver full time education to pupils of statutory school age who due to exclusion, illness or other reason may not receive full time education.
- Section 61 Children and Families Act: a local authority may arrange for any special educational provision it has decided as necessary for a child or young person for whom it is responsible to be made otherwise than in a school or post 16 institution.
- To secure sufficient suitable education and training provision and enable the participation in education and training of 16-18 year olds (up to 25 for those with EHC plans).
- Promoting the education of looked after and previously looked after children. Statutory guidance for local authorities (February 2018)

#### **Market analysis**

We are currently commissioning 60+ AP providers

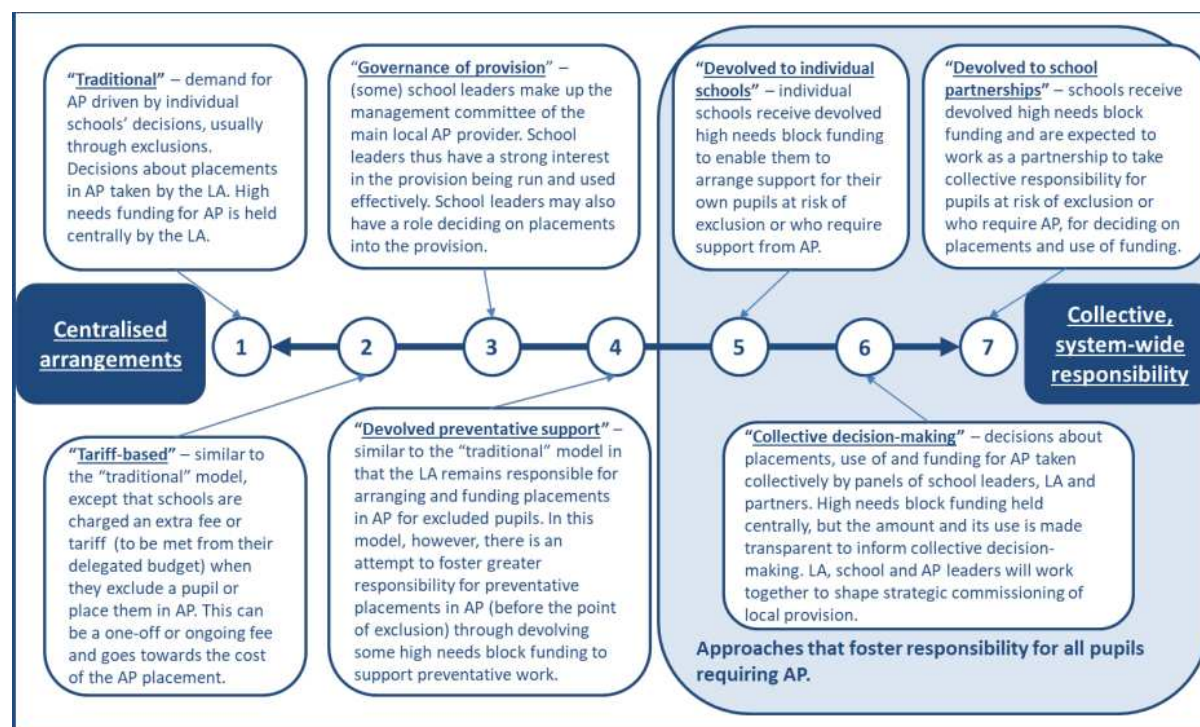
There is growing demand for packages to support children and young people with Social, Emotional and Mental Health Needs in this area beyond traditional forms of alternative provision including tutoring services.



With demand increasing under our statutory duties, cost has escalated during 2024-25 and this proposal forms part of a series of approaches being undertaken by Children's Services to ensure statutory compliance, best value and assurance of supply.

### **Benchmarking with our peers**

Nationally there is a mixed economy of how AP local systems operate. This is best summarised in a continuum of different AP models, depending on the extent to which AP arrangements are centralised or seek to foster responsibility for all pupils requiring AP



Norfolk is undertaking major reform under a system collaborative to shift to a collective system wide responsibility model of support. This features as a key part of the Local First Inclusion programme and government safety valve agreement.

### **Sustainability implications**

The services will include an online tutoring offer – which, if appropriate to the child or young person, will be considered as part of the package reducing the environmental impact of meeting these statutory duties.

### **Information about the proposed new contract**

#### **Basic details**

- New procurement method to be created to manage new and existing contracts for Alternative Provision and Tutoring contracts to ensure appropriate NCC governance, quality assurance of delivery and management of spend. Additional resource to be recruited into Children's Services
- Extension and ability for future call off/competition to secure best value
- Interim measures to manage existing providers via an NCC led terms and conditions
- Further market development of sector including new procurement activity to address gaps in supply chain with registered NCC suppliers.

- Implementation planned for post April 2025 to allow for implementation of cabinet key decision and new procurement regulations
- Total spend on the contract is expected to be circa £16.5m annually.

#### ***Contract mobilisation plan***

Children's Services have agreed dedicated commissioning resource (2 x posts) to oversee this activity and ensure robust contract management.

#### **Information about alternatives considered**

An options appraisal will be developed during the extension period to look at alternative delivery models, including an employed tutor workforce.



## Annex A, appendix 11, speech and language services

Value	Summary
£3.6m pa	Contract with Cambridgeshire Community Services ends 03/08/2026 with option to extend up to 03/08/2031 Propose to <u>extend for 3 years</u> from August 2026 to August 2029 – value of this extension c£11m

### Information about the current contract

Speech and Language Therapy Services

Cambridgeshire Community Services (CCS)

10 year contract (start 2021) with break clauses 3rd August 2026 & 3rd August 2029

### Financial information

Joint commission & shared cost with ICB

- Year 1 – 3.4m
- Year 2 – 3.4m
- Year 3 – 3.5m
- Year 4 – 3.5m
- Year 5 - 3.6m

5-year total £17.4m

### Performance information

Supplier performance has improved in areas, additional monies were awarded to decrease the wait times and meet EHCP statutory timescales. Additional funding also awarded to implement the Balanced System across Norfolk: a way of working across all education settings where the provider trains staff in schools to identify speech and language therapy needs and implement work with the child, avoiding the need for specialist therapy from CCS.

Within the Performance Management Framework we have finance reporting procedures to monitor spends during the contract, there are Open Book procedures available to use should the need arise.

### The proposal

To extend the current contract until its final end date of August 2029.

To take the opportunity to review the service specification due to the needs of children changing, including emerging needs from other teams such as the Youth Offending Service.

### Needs analysis

The LA must make sure any therapies such as speech and language therapy are delivered, if these provisions are in Section F in an EHCP.

Guidance and statutory responsibilities:

- Health and Social Care Act (2012)
- Children and Families Act (2014)
- SEND and Disability Regulations (2014)
- 1001 Critical Days (2015)

- Special Educational Needs (SEND) Code of Practice 0 – 25 (2014)

Speech, language and communication (SLC) are essential life skills and crucial to enabling children and young people to interact socially and emotionally as well as academically. Speech and language difficulties can have a significant impact on a child's health, social and educational outcomes.

Speech, language and communication difficulties are also associated with increased risk of school exclusion. Furthermore, research indicates that up to 90% of young offenders have some form of communication difficulties.

Language development has a large impact on life chances, educational attainment, behaviour, self-esteem, wellbeing, employability. Without effective help, a third of children and young people with speech, language and communication difficulties will need treatment for mental health problems.

## Annex A, appendix 12, children's equipment

Value	Summary
£350k pa	No formal contractual mechanism for purchasing equipment for children at the moment – ad hoc arrangements exist with NPS Propose to <u>vary the Adult Social Services contract</u> with Medequip to include children

### Information about the proposed contract

Specialist Equipment for Children & Young People

Supplier: Medequip

Duration: April 2025 – March 2030

Value:

- Approx £350k per year for equipment for schools
- Approx. £15k per year for Early Years and Fostering teams.

The proposal is to join with existing adult ICES contract with Medequip. The provision for children's equipment will move to Medequip. This arrangement will benefit from use of existing arrangements in the wider contract with adults. This will also reduce licence fees for Medequip's TCE system and overheads.

### Needs analysis

We have a duty to provide equipment and have legal responsibilities under various acts including the Equality Act 2010.

Children often need specialist pieces of equipment to be able to engage in social and educational activities. This may be due to their long or short term disability or condition.

Other regulations which cover this work:

- Health and Social Care Act (2012)
- Children and Families Act (2014)
- Special Educational Needs (SEND) Code of Practice 0 – 25 (2014)
- The Care Act 2014

### Market analysis

There are not many providers within this market able to respond to the requests in the timescales required.

Another LA we have spoken to had 2 bidders within their last tender process – Medequip re-tendered and won the contract again.

We already have a main contract with Medequip; if we were to go through a full tender rather than joining the current Adult contract we would have to pay for overheads, storage and systems independently.

### Benchmarking

Most authorities are using Medequip for the equipment provision. Thus, making it easier for us to manage cross border equipment provisions either within homes or education settings.

## **Pros and cons**

### Pros:

- Cost effective
- Already contracted with Medequip
- Reduced overhead spends and license fees
- Established provider already working with NCC

### Cons:

- Limited competition within market to compare

## Annex A, appendix 13, maintained schools heating and hot water

Value	Summary
£590k pa	Existing contract ends 31 October 2025 with no option to extend. We still need to maintain appropriate conditions in schools, and so propose to <u>retender for a new contract</u>

### Summary of the proposal and current situation

We have a statutory duty to ensure the appropriate condition of the maintained schools' estate. In order to secure this, we have tendered for a preferred provider and this arrangement is shortly ending.

Around 75% of the reactive maintenance works relating to this arrangement are for schools, with the remaining 25% for Corporate Property. Current total value of these works is £477k - split into 75% schools (which is £350k) and 25% for CPT (which is the other £127k). Additional value required £240k for parts/components.

### Options appraisal

#### *Option 1: re-tender the contract for a new preferred provider*

This is the preferred option

#### *Option 2: cease altogether*

This is not an option – this would result in increased school closures, caused by health and safety/compliance issues. This would result in non-delivery of the statutory duty to secure the condition of the schools' estate and potentially the other statutory duty to ensure sufficient school places in the area.

#### *Option 3: extend current contract*

There is no option to extend in this case, as the extension opportunities have all been utilised to the maximum.

## Annex A, appendix 14, alcohol and drug behaviour change programme

Value	Summary
£7.1m pa	Current contract with Change Grow Live ends 31/03/2026 with option to extend to 31/03/2028 Propose to put a <u>new contract</u> in place in line with PSR requirements

### Information about the current contract:

- Current Provider – Change Grow Live (CGL)
- Contract let under The Public Contracts Regulations 2015, running to end March 2026 (potential to extend another 2 years to 2028)
- Total lifetime value (to end March 2026) projected at £54 million (with an average annual value of £6.7m). All funding is provided by NCC and is taken from the Public Health Grant.
- Following a number of performance issues, which resulted in a restructure and replacement of the senior management team, the contract has been on an upward trajectory for the past 24 months and is performing well. Following the independent review of drugs by Dame Carol Black and the subsequent release of the 10-year drugs strategy and local outcome framework, Norfolk has consistently remained above the national average for overall treatment progress. Successful completion of treatment is below national average for alcohol and non-opiates but showing an upward trajectory. Since contract award, the provider has increased the annual number of people in structured treatment by over 2000 places. ( 2,840, 2016/17; 4,887 , 2024/25).

### Information about the wider context:

- Section 12 of the Health and Social Care Act 2012 introduced a new duty for all upper-tier and unitary local authorities in England to take appropriate steps to improve the health of the people who live in their areas. From 1 April 2013, local authorities became responsible for improving the health of their local populations through the provision of a range of public health services and interventions, including alcohol and drug treatment services.
- There are currently no other providers of clinical drug & alcohol services in Norfolk. Given the size of the contract there would potentially be interest from other providers if the contract went to open market. We are currently evaluating Change Grow Live to ascertain if they meet the criteria for a good provider (evidence and assured as delivering well). If the criteria are met it is proposed we follow Pathway 1C of the Provider Selection Regime; if the criteria are not met then the proposal will be to go to open tender.
- This contract is separate from district council functions.

### Information about the proposed new contract

- Proposal is to explore direct award Pathway 1C of PSR which entails first satisfying ourselves that the incumbent supplier is performing the current contract to a satisfactory standard, confirming that the requirements are not changing, and discussions to ascertain the likelihood of the same supplier performing the new contract to a satisfactory standard. Should such discussions fail to satisfy those requirements, the Council will switch to a competitive process under PSR.

- Specialist Drug & Alcohol treatment Services; 1 April 2026 – 31 March 2033 +3 (expiry 31 March 2036); £7,1m p.a. with annual review of inflation.

#### **Information about alternatives considered**

- Any major reprocurement can potentially have a destabilizing effect on service delivery and this has been acknowledged through the introduction of the Provider Selection Regime. The regime enables us to look at the viability of direct award to the incumbent and then if not appropriate, an open tender exercise.
- The Office for Health Improvement and Disparities (OHID) currently provide Norfolk with circa £4.2 Million in additional drug and alcohol funding to help meet the outcomes of the current drug strategy. OHID have stated that this funding is linked to continuous investment in drug and alcohol services at the current financial level and reductions in core investment may result in cessation of additional funding, thus any narrowing of scope would have wider financial implications.

## Annex A, appendix 15, Supplemental substance misuse treatment & recovery housing support grant (SSMTRHSG)

Value	Summary
£2m total	Proposal to <u>award new grants</u> as a continuation of the arrangements which have been in place for the past 2 years, subject to receiving the OHID money

**Title:** Supplemental Substance Misuse Treatment & Recovery Housing Support Grant (SSMTRHSG)

**Supplier:** Together for Mental Health

**Dates:** 01/04/25 to 31/03/28 (1+1+1) dependent upon continuation of OHID funding.

**Estimated Value:** £2,000,000 (based on previous year award)

At time of submission OHID 2025/26 grant awards have not been issued and allocations for 2026-28 will not be announced until spring 2026. The OHID grant covers the total cost of the project.

### Contract performance information:

As part of the 10-year drug strategy From Harm to Hope, The Office for Health Improvement and Disparities (OHID) released funding to help meet the strategy's main objectives. The aim of the grant is to fund targeted housing support interventions for people in drug and alcohol treatment.

The grant is part of a test and try approach to help test targeted housing support interventions and learn what effect they have on recovery outcomes. The learning will be used as part of the ongoing implementation of the drug strategy. Contract performance is measured by OHID, through the national drug treatment monitoring system, which is following individuals' recovery outcomes who have received support from the project.

### Supplier performance:

New reporting requirements were introduced by OHID for 2024/25. We are currently awaiting National Drug Treatment Monitoring System (NDTMS) analysis of 2024/25 row level data following submission in October.

The service has received in excess of 450 referrals since it went live in August 2023 with the highest percentage of referrals coming from the CGL central team.

Local data shows that from November 2023 to October 2024 there were 109 cases closed with no ongoing need at that time for housing-related support. Reasons recorded overwhelmingly cite the client being placed in suitable accommodation, relevant other support now in place, or existing accommodation secured (eg no longer at risk of eviction). Of these 22 remain engaged with structured treatment, whilst 68 have since been placed in non-structured treatment and 17 have fully exited treatment.

### Wider context:

#### Needs analysis:

- This is a continuation of the previous 2 years' OHID grants, with delivery now embedded as business as usual. Needs analysis was completed by OHID to define grant allocations reflecting local need.



### **Market analysis**

- Was completed at the time of original grant award and a number of providers were considered when setting up the project. Together, in partnership with St Martins Housing, were already delivering the Norfolk-wide integrated housing and support service for mental health and had the established infrastructure to commence delivery at short notice. The current service is commissioned through Lot 3 of the Mental Health in Support Living Framework. This contract is separate from district council functions.

### **Benchmarking with our peers**

The SSMTG has been awarded to 28 local authorities to trial targeted housing support interventions. Delivery plans are based on local need, which is agreed by OHID prior to funding release.

### **Proposed new contract:**

#### **Basic details:**

**Title:** Supplemental Substance Misuse Treatment & Recovery Housing Support Grant (SSMTRHSG)

**Contract duration:** 1 year + 1 + 1 (Dependent on future funding award)

**Estimated Value:** £2M (Value based on previous year award plus NI uplift)

- Sourcing plan (date of tender notice / transparency notice if applicable)
- Contract mobilisation plan: N/A continuation of previous years funding
- Next decision point

This is an OHID Grant paid under section 31. to improve drug and alcohol treatment recovery outcomes. OHID stipulate the terms of spend via a menu of interventions and delivery plan. Together have been delivering the “test and try” project for the past 2 years with positive feedback from OHID. The 28 Local Authorities who have been awarded this funding are part of an ongoing national evaluation being conducted by OHID through the national drug treatment monitoring system.

## Annex A, appendix 16, healthy child programme

Value	Summary
£16.4m pa	Current contract ends 30/09/2026 with no option to extend Propose to put a <u>new contract</u> in place in line with PSR requirements

### Information about the current contract:

- Current Provider – Cambridgeshire Community Services
- Contract let under The Public Contracts Regulations 2015, running to end September 2026 (inclusive of extensions/ variations)
- Total lifetime value (to end March 2026) projected at £178million (with an average annual value of £16.1m)
- The contract underwent a review in 2022 with service adjustments agreed via a provider dialogue and now being implemented.
- The provider has struggled with performance of Health Visitor mandated contracts and has been subject to improvement plans in relation to this. Performance is now on a positive trajectory with several Key Performance Indicators either being met or on track to be met. Wider contract delivery has performed well.
- Further review work is planned in the 1<sup>st</sup> half 2025/26 to ensure that future service models are optimised within available budgets moving forward and that the learning from family hubs, Start for Life and the Start for Life Workforce Pilot are fully considered. This review will consider securing future provision in line with wider Public Health finance plans and optimising delivery within an identified cost effect approach to delivery. Due to the statutory nature of key service delivery elements and the potential impact on children and young people's health and wellbeing, ceasing to secure this provision moving forward is not a viable option. Where evidence and review work suggest a financial and service quality case for change, options for securing elements of future provision outside of a single contractual approach will be explored.

### Information in the wider context:

- The Health & Social Care Act 2012 places a statutory duty on every upper-tier authority in England to deliver, or arrange the delivery of, Health Visiting and School Nursing provision and within this are mandated requirements for five Health Visitor reviews and the delivery of the National Childhood Measurement Programme (NCMP). The current service delivers these key elements along with wider service offers, including Family Nurse Partnership and Teenage Parent Pathways, Just One Norfolk, Just One Number and For Your Information.
- There are no other providers of such services in Norfolk, however it is reasonable to assume that if taken to open market other providers outside of Norfolk may express an interest in either all or part of the service delivery model.

### Information about the proposed new contract:

- Proposal is to explore direct award Option 1C of PSR which entails first satisfying ourselves that the incumbent supplier is performing the current contract to a satisfactory standard, confirming that the requirements and cost are not changing substantively, and discussions to ascertain the likelihood of the same supplier performing the new contract to a satisfactory standard. Should such discussions fail to satisfy those requirements, the Council will switch to a competitive process under PSR.

- Healthy Child Services; 1 September 2026 – 31 March 2032 +2 +2 (expiry 31 March 2036); £16.4m pa (based on 24/25 contract value with annual review of inflation and deflation requirements dependent on Public Health spending plans.

## Annex A, appendix 17, specialist sexual and reproductive healthcare (iCash)

Value	Summary
£5.7m pa	Contract with CCS ends 31/03/2026 and is working well. Propose to put a <u>new contract</u> in place in line with PSR requirements

### Information about the current contract

- Current Provider – Cambridgeshire Community Services (operating as Norfolk iCaSH)
- Contract let under The Public Contracts Regulations 2015, running to end March 2026 (inclusive of extensions/ variations)
- Total lifetime value (to end March 2026) projected at £64million (with a current annual value of £5.7m based on 25/26 cost). All funding is provided by NCC and is taken from the Public Health Grant.
- The contract has performed well, delivering activity above plan and consistently RAG rated green.
- The provider has performed well, with local performance at or above contracted obligations and national performance inline or exceeding England average levels in many aspects.
- Important changes are being made, though for the purposes of the new Provider Selectin Regime these are not regarded as 'considerable'. We will reintroduce provisions for psychosexual interventions and make new reasonable adjustments in the form of an offer for people with certain protected characteristics through protected clinic sessions and extended consultations.

### Information about the wider context:

- The Health & Social Care Act 2012 requires every upper-tier authority in England to deliver, or arrange the delivery of, specialist, open-access sexual and reproductive health services. This is to include activities that prevent (i) the transmission of sexually transmitted infections (STIs) including HIV and (ii) unplanned pregnancies, alongside offering testing and treatment for STIs; and offering access to the full range of available contraception.
- There are no other providers of such services in Norfolk, however it is reasonable assume that if pushed to open market other providers outside of Norfolk may express an interest. Pathway 1C of PSR is being pursued as our initial option as we have a good provider (evidence and assured as delivering well) who has made significant capital investment into the development and maintenance of three specialist clinics across Norfolk and established beneficial relationships and pathways across system partners.
- Suffolk; Southend City; Bedford and Bedfordshire have all run open procurements in recent years, and in each case they received just one bid – not necessarily their incumbent, with feedback in all examples that the value of the contract was too low for an effective service.
- Sustainability implications could therefore arise through a competitive tender route, whereas a negotiated award through Pathway 1C will allow for an iterative process of review and, if the standard is met, negotiation with our incumbent to balance capacity pressures vs. efficiency opportunities.

**Information about the proposed new contract:**

- Proposal is to explore direct award Option 1C of PSR which entails first satisfying ourselves that the incumbent supplier is performing the current contract to a satisfactory standard, confirming that the requirements are not changing 'considerably', and discussions to ascertain the likelihood of the same supplier performing the new contract to a satisfactory standard. Should such discussions fail to satisfy those requirements, the Council will switch to a competitive process under PSR.
- Specialist Sexual & Reproductive Healthcare; 1 April 2026 – 31 March 2035 +5 +3 +2 (expiry 31 March 2045); £108,729,400 (based on £5,722,600 p.a. Please note there will also be annual review of inflation).

**Information about alternatives considered:**

- In-house not an option due to specialist nature that needs to be outsourced.
- Ceasing is not an option as this is a statutory service

## Annex A, appendix 18, approved driving instructors

Value	Summary
£350k pa	Propose to <u>tender for new contracts or a new framework</u> to take effect when these 21 contracts end in March 2027

### Information about the current contract:

- Framework that commissions ADIs (approved driving instructors) to deliver driver and rider courses.
- Contract commenced on April 2021 with a 3 + 3 year. Extension in 2024 until 2027.
- Total value of the whole contract is £2,156,000.00
- 20 ADIs commissioned to deliver commercial and NDORS road safety skills delivery. (on-road and theory-based sessions)

### Information about the wider context:

- ADIs deliver a service that requires a qualification to deliver driving and riding training/coaching and assessments in line with legislation and NDORS standards.
- The delivery function is mainly funded by clients paying to attend NDORS and commercial courses. There is a small contribution from NCC to cover staff time to co-ordinate the commercial courses.
- We also have secured a contract to deliver out of court disposals for traffic offences on behalf of Norfolk constabulary. MOU review date 2027.
- Market can be temperamental as ADIs have a lot of work with supporting learner drivers also challenging at times to secure ADI coverage for more-remote locations across Norfolk.
- Different local authorities operate different models. Best model seems to be commissioned ADIs on a self-employed status instead of employed staff.
- We need to reopen our framework to build in resilience in 2025 to meet increase in demand.
- This delivery feeds into the road safety partnerships strategic outcomes and also an NCC statutory duty. Section 39 of the 1988 Road Traffic Act: local authorities are to prepare and carry out a programme of measures designed to promote road safety.

### Information about the proposed new contract:

- Reopen framework to build in resilience in 2025, looking for 6 ADIs with a value of up to £5,000 per year per ADI.
- In 2027 contract ends and we will need to review and set up new sourcing plan and contract period in line with a new MOU.

### Information about alternatives considered:

- Given the nature of the work and volume of staff needed continue on a self-employed basis this approach sufficiently and effectively covers the service need.
- Other local authorities have tried to implement in house delivery, but there has been little interest given the market for ADI work and this will need increase in costs with oncosts.

## Annex A, appendix 19, Bikeability scheme

Value	Summary
£380k pa	Propose to take the option in the contract to <u>extend until March 2027</u> , and then <u>tender to replace with new contracts</u> to take effect from April 2027

### Information about the current contract:

- Multi provider framework using 3 providers. (Pedal Power 2 lots, SJ3 1 lot and Outspoken 3 lots)
- Current contract commenced in April 2023 and lasts until 2026, with a 1 year extension until 2027.
- Total value of the contract for all providers over the full contract period is £1.55million.
- Providers have been allocated geographical areas across Norfolk and allocation is split into 6 lots.

### Information about the wider context:

- Offering cycle training to young people in education or training provides people with the skills and confidence to choose to travel safely and more actively on today's roads.
- Cycle training supports wider health benefits covered in PH priorities and including upskilling and improving road safety. This also links into the council offering a range of measures to support road safety as detailed in Section 39 of the Road Traffic Act.
- Funding is secured via a grant from Bikeability Trust through Active Travel England on a yearly basis.
- Contract is based on receiving the grant funding.
- Funding is paid to providers on service delivered in arrears.
- Bidders must be trained in Bikeability and registered with Bikeability as a provider and deliver the service to Bikeability service provisions.
- Mixed approach across other local authorities with commissioning the service or delivering in house.
- To be sustainable, maintain resilience and continue to reach the targets set by the Bikeability Trust we need to continue to offer a multi provider framework to adequately cover the county.

### Information about the proposed new contract:

- Continue as per contract until 2026 and then extend if no performance issues presented.
- Where there are gaps in delivery and further opportunity for growth - reopen the framework and bring on a further provider to help us achieve our full funding grant and offer more resilience within the system.

### Information about alternatives considered:

- Commissioning this work is time and cost effective as providers recruit and train instructors and manage quality standards.
- Bringing this work in house would mean employing over 15 Bikeability instructors and would require a dedicated resource that would require additional funding to complete all quality assurance provisions required by the Bikeability Trust.

## Annex A, appendix 20, local bus services 37 and 88/89

Value	Summary
£400k pa	Current contracts end August 2025 Propose to <u>procure new contracts</u> to take effect from September 2025

### Current contracts

**Services 88 and 89** are operated by Coach Services between Thetford and King's Lynn via Methwold and Brandon. The contract was tendered and awarded for a Sept 2017 start with a maximum end date of August 2025, and it also includes 2 school routes into Icen Academy in Methwold and to high schools in King's Lynn.

Services were recently improved and the frequency enhanced using BSIP (Bus Service Improvement Plan) funding. This has led to an increase in passenger numbers of almost 40% in the last 18 months. Current costs are about £1,200 per day as this service uses 5 buses throughout the day, Monday to Saturday but these are likely to reduce with a new contract due to the passenger growth (although the end of the national £2 fare cap may have an impact on those passenger numbers).

**Service 37** is operated by Coastal Red (Lynx Bus) between Southery, Downham Market and King's Lynn, and it also serves the growing area of West Winch. The contract was tendered and awarded for a Sept 2017 start with a maximum end date of August 2025, and it also includes 3 school routes to Downham Market Academy, to high schools in King's Lynn and to the College of West Anglia.

Passenger numbers on this service are also growing due to the BSIP-funded initiatives of a 25% discount on weekly and monthly tickets and better waiting areas. Current costs are £700 per day, Monday to Saturday.

### Wider context

There is a legal duty to ensure that, within the funding available to local authorities, there are public transport services available to enable local people to access essential services like shopping and health and to access employment and education – these are all socially and economically necessary services. Both of these contracts serve isolated parishes in west Norfolk where no other transport provision exists (except a train between Brandon and Thetford) and as part of our local bus budget and BSIP funding we do have the funding available.

There is also a legal duty to provide home to school and college transport and so if these local bus services did not exist we would have to provide the school transport needed for the 100 students travelling another way – which would likely cost more as they would have to be bespoke contracted services – this would put another pressure on the home to school transport budget.

Providing public transport services ensures that our residents have options to travel sustainably around the county. The provision of public transport does not align with a District Council function and so is not impacted by LGR.

### Proposed new contracts

The proposal is to re-procure these contracts with a start date of 1 September 2025 (end date to be decided). The maximum duration will be 8 years. We will work with the current



operators to understand the current passenger numbers and the journeys taken by people so that we can reshape the services for continued growth, using BSIP funding to help where appropriate.

### **Alternatives considered**

#### ***Option 1: cease the contract***

This would lead to social isolation for many people, reduce educational and employment opportunities, increase emissions, increase cost on the school transport budget and lead to us not meeting our legal duty.

#### ***Option 2: reduce the scope of the services by decreasing the frequency or operational hours.***

We know from previous experience and customer feedback that frequent bus services and buses that run throughout the day and into the evening are what is wanted by passengers and that if the scope of a service is reduced this leads to a significant decrease in passenger numbers and therefore revenue for the bus operator. This risks further funding being required from the Council to keep the service running.

## Annex A, appendix 21, Swaffham Flexibus service

Value	Summary
£195k pa	Propose to <u>tender for a new contract</u> to take effect when this one ends in March 2026

### Current contract with Central Connect Transport Ltd

The Swaffham Flexibus service was introduced in March 2022 following a successful bid to the DfT's Rural Mobility Fund. It operates across 85 square miles to the south and south-west of Swaffham on a demand-responsive basis – taking people from very rural villages to essential services in Swaffham like health and shopping. The service also includes taking children to the high school in Swaffham every day and connects with services that run from Swaffham to Dereham, Norwich, and King's Lynn.

The current value of the contract is £195k per year and the DfT funding runs out in March 2026.

### Wider context

There is a legal duty to ensure that, within the funding available to local authorities, there are public transport services available to enable local people to access essential services like shopping and health and to access employment and education. This contract serves isolated parishes in Breckland where no other transport provision exists and as part of our local bus budget and BSIP funding we do have the funding available.

There is also a legal duty to provide home to school and college transport and so if this service did not exist we would have to provide the school transport needed for the 15 students travelling another way – which would likely cost more as they would have to be transported on a bespoke contracted service – this would put another pressure on the home to school transport budget.

Providing public transport services ensures that our residents have options to travel sustainably around the county. The provision of public transport does not align with a District Council function and so is not impacted by LGR.

### Proposed new contracts

The proposal is to re-procure this contract with a start date of April 2026. Even though the DfT Rural Mobility Fund money has run out we do have the DfT's Bus Service Improvement Plan funding which we would propose to use. The value of a new contract for 8 years would be approx. £1.6m, although we could let for a shorter term.

We will work with the current operator to understand the current passenger numbers and the journeys taken by people so that we can reshape the service for continued growth, using BSIP funding to help where appropriate.

### Alternatives considered

#### *Option 1: cease the contract*

This would lead to social isolation for many people, fewer options for sustainable travel which will not help our net zero ambition, increased cost on the school transport budget and us not meeting our legal duty.

***Option 2: extend up to December 2029 as provided for in the current contract***

This option is not recommended as we are aware of potential improvements and cost efficiencies which could be made to the service, and taking advantage of this break point gives us that opportunity.

***Option 3: reduce the scope of the services by decreasing the frequency or operational hours.***

This option is not recommended as we know from previous experience and from customer feedback that frequent bus services and buses that run throughout the day and into the evening are what is wanted by passengers and that if the scope of a service is reduced, this leads to a significant decrease in passenger numbers and therefore revenue for the bus operator. This risks further funding being required from the Council to keep the service running

## **Annex A, appendix 22, management and maintenance of Norwich bus station**

Value	Summary
£350k pa	Propose to <u>tender for a new contract</u> to take effect when this one ends in October 2025

### **Current contract – Norwich bus station**

The contract for Norwich bus station was let in 2015 for a term of 8 years until September 2023, tied in with an overall contract for the Park & Ride services and P&R site management and maintenance. The contract is currently held by KonectBus Ltd.

Following the pandemic and significant reduction in P&R passengers the contract was extended until March 2025, as re-tendering was not thought to be in the best interests of the Council due to probable hugely increased costs.

Since that time, the P&R bus services have been re-tendered separately, for new services to start 30th March 2025, and the bus station part of the contract will be extended for a further 6 months to October 2025, to allow a full re-tendering process to take place for a new contract.

The current value of the contract is £350k per year.

### **Wider context**

It is a local authority duty to ensure that people have access to local bus services and part of this is to make it easy and safe for them to use those services. Norwich bus station provides a key interchange in the city that is customer-focussed and accessible, providing information on services as well as facilities like toilets and a café, thus enhancing the experience of using public transport.

The provision of public transport and related facilities does not align with a District Council function and so is not impacted by LGR, although the bus station does lie within the Norwich City Council area and we do pay rates to them

### **Proposed new contracts**

The proposal is to re-procure a contract for the management and maintenance of the bus station through a competitive tender process, to start in October 2025. The anticipated value of the contract, if let for an 8 year period, is up to £3m.

### **Alternatives considered**

#### ***Option 1: Employ our own staff to run the bus station***

This would increase our headcount and on-costs and would likely cost more in the long run (this has been done before and we saved money by outsourcing it).

#### ***Option 2: close the bus station and not manage or maintain it***

This would mean that a) buses would not be able to use it so would have to use an already congested St Stephen's Street, and b) there would be no facility for people to get information about local bus services nor to wait in a secure and safe environment. This would lead to fewer people using our local bus services, which means declining revenue for the bus operators and a risk of service withdrawals, and therefore more people driving into the city.

***Option 3: close the internal area of the bus station***

This would mean no toilet facilities for passengers and no ability to access passenger information. This would lead to fewer people using our local bus services, which means declining revenue for the bus operators and a risk a service withdrawals, and also more people driving into the city.

## Annex A, appendix 23, real-time passenger information at bus stops

Value	Summary
£645k pa Plus £1.4m one off for replacement hardware	Propose to award a new contract to <u>extend current arrangements with current supplier</u> . It is considered costly and impracticable to switch supplier due to compatibility of hardware

### Current contract– Nexus Alpha Low Power Systems Ltd

All of Norfolk's real-time passenger information is displayed using technology supplied by Nexus Alpha – these are the real-time screens found particularly in Norwich but also now in market towns and other more rural local locations due to the recent Bus Service Improvement Plan funding and expansion of the provision of real-time information.

Our original contract with Nexus Alpha was awarded in November 2013 for 7 years through a competitive tender process – there were 5 bidders and Nexus were by far the cheapest with the highest quality score. The contract was extended in 2020 and again in 2022 to an end date of March 2026.

The spend on the contract until Sept 2022 was £2.8m. This latest extension was for a value of £5m to cover the works that we wanted to do with the DfT's BSIP funding and was granted on the basis that the original £2.8m would be wasted if we re-procured and another provider won the contract as the systems would be incompatible with each other so any new provider would have to rip everything out and start again – this would be a waste of public funds.

### Wider context

We have a duty to inform the public of local bus services in their area. Real-time information is something that gives passengers the confidence to use local bus services as it shows live times and can be used for bus operators to advise of delays and cancellations. Our roll-out of more screens across Norfolk, including solar-powered screens on the coast, has been hugely popular and has helped in the 16% increase in bus passengers in the last year.

The provision of public transport and related facilities does not align with a District Council function and so is not impacted by LGR.

### Proposed new contracts

The proposal is to award a new contract to Nexus Alpha to a) enable them to maintain the existing screens and infrastructure and b) continue this roll-out using the DfT's BSIP funding.

For the same reasons as before we do not propose to carry out a full re-tender as any new provider would not be able to maintain the existing stock and would have to install all their own equipment to provide real-time information, thus making all the previous investment pointless.

The likely value of a new contract could be up to £7m over the next 5 years, depending on how much new work we commission. Any new work would be funded using the DfT's Bus Service Improvement Plan capital funding, so will not happen if we do not get that funding. Costs to NCC would be:

- Ongoing revenue costs      £645k
- Replacement hardware      £1.4m

## **Alternatives considered**

### ***Option 1: We could not maintain the current real-time screens***

This would lead to a lack of or wrong information being displayed which not give bus users confidence and would lead to a decline in passengers. We could also not invest in new stock – which seems a shame when we have received another £7m allocation of capital spend from the DfT and we know that passengers like real-time information.

### ***Option 2: We could do a full re-procurement***

This would mean that the current screens would have to be ripped out and any new provider would have to start again due to system incompatibility – leading to a contract for a lot more money.

## Annex A, appendix 24, Herring Bridge operation and maintenance

Value	Summary
1.1m pa	Contract for initial 3 year period with Bam Farrans JV ends January 2027. Propose to tender for a new contract to take effect from February 2027.

Herring Bridge (Norfolk County Council reference number TG50157) is a critical infrastructure asset that facilitates the movement of traffic, both road and maritime. Over time, maintenance is essential to ensure its continued safe operation, preserve its structural integrity, and minimise operational disruptions. This business case focuses on preventing costly repairs, ensuring safety, and enhancing bridge longevity.

Operating the Herring Bridge is vital for facilitating the movement of vehicles, pedestrians, and boats. Operating the bridge effectively, will improve connectivity, support economic activities, enhance safety, and provide a critical service to both urban and industrial sectors.

It may be sensible to have a single supplier for both Herring Bridge and Haven Bridge and so we plan to run a single procurement exercise to cover both. Note that Peel Ports has a duty to operate Haven Bridge, this is not procured or paid for by the County Council so this new procurement would be operation plus maintenance for Herring Bridge, and maintenance alone for Haven Bridge.

### 1. General

The double-leaf bascule bridge opened to traffic on 1 February 2024. The current contract for the operation and maintenance of the bridge will cease on 31<sup>st</sup> January 2027. It is important to ensure the structure is correctly maintained and operated over the coming years to minimise its unplanned downtime and reduce safety risks, and potential delays in both road and maritime traffic. Key components, such as the mechanical and electrical systems will require attention to maintain reliable functionality. Failure to address these issues could result in higher future repair costs, reduced operational efficiency, and increased safety hazards.

### 2. Maintenance Requirements

Maintenance for Herring Bridge will generally cover the following areas:

- **Mechanical System:** Inspection and maintenance of counterweights, gears, and lifting mechanisms to ensure smooth operation.
- **Electrical System:** Evaluation and upkeep of motors, control systems, and signalling systems to prevent malfunctioning during operation.
- **Principal and General Structural Inspections:** Regular checks for wear, rust, or damage to the steel or concrete structures, joints, and bearings.
- **Safety Systems:** Testing and maintaining safety barriers, alarms, and emergency protocols.
- **Corrosion Protection:** Application of coatings and rust-prevention systems to combat the effects of weather and marine conditions.
- **Hydraulic Systems:** Servicing the hydraulic lifts and related systems that support the opening and closing of the bridge.



### 3. Operational Objectives

To enhance the movement of traffic and marine vessels by providing timely and controlled openings.

To maintain safety and accessibility for vehicles, pedestrians, and marine traffic.

To ensure efficient and cost-effective operation of the bridge over its lifecycle.

### 4. Timings

The bridge will operate based on a scheduled timetable, with pre-announced openings and closures to accommodate both marine traffic and road users.

Real-time updates and communication systems will need to be implemented to provide notifications to commuters and marine operators.

Special consideration will be given to peak hours, emergency situations, and special events that might affect traffic flows.

### 5. Stakeholders Affected

- **Local Communities and Pedestrians:** Depend on efficient transportation, with minimal disruptions from bridge openings.
- **Marine Operators:** Require predictable and timely bridge openings to ensure safe navigation.
- **Norfolk County Council:** Concerned with safety, security, and the optimisation of transportation infrastructure.
- **Emergency Services:** Rely on the bridge for timely access in critical situations.
- **Commercial and Industrial Entities:** Depend on smooth road and waterway transport for logistics and trade.

### 6. Typical risks associated with not carrying out regular maintenance

Failing to conduct timely and adequate maintenance can result in:

- **Unplanned Downtime:** A failure to properly maintain systems can result in unexpected breakdowns, causing delays and hindrances to traffic.
- **Increased Repair Costs:** Problems that are not addressed early can escalate, leading to more expensive repairs or the need for complete replacements of key components.
- **Safety Hazards:** Malfunctions may lead to accidents, injuries, or fatalities, particularly for bridge operators or people in proximity to the bridge.
- **Environmental Impact:** Malfunctions or major repairs might disrupt marine traffic or cause unnecessary environmental consequences, such as pollution from malfunctioning systems.
- **Regulatory and Legal Consequences:** Non-compliance with safety and operational standards could result in fines, legal actions, or shutdowns.

### 7. Alternative proposals

There is no practicable alternative. We have a duty to open the bridge to marine travel and as the asset owner we need to maintain it and keep it safe.

## **8. Conclusion**

Investing in a robust maintenance program for Herring Bridge is essential for ensuring continued operational efficiency, minimising downtime, and mitigating safety risks. By proactively addressing wear and tear, this investment will extend the bridge's lifespan, reduce long-term costs, and support the continued smooth flow of road and maritime traffic.

## Annex A, appendix 25, residual waste treatment

Value	Summary
£20m pa	Current contract with Veolia ends March 2027, with option to extend for up to a further 2 years by mutual consent Propose to <u>extend for up to two years</u> . Should mutual agreement not be reached, contingency plan would be to <u>retender for a new contract</u> to take effect from April 2027

### Background

The County Council entered into a contract with Veolia ES (UK) Ltd for the treatment of c.180,000 tonnes per annum in July 2020. The services commenced 01 April 2021 with a six-year initial term expiring 31 March 2027 with an option to extend for up to two years by mutual consent.

Services will be required from 2027 onwards through either using an option to extend the contract or allowing the contract to expire at the end of its initial term and advertising for a new contract to commence on 01 April 2027.

### Preferred option

The suggested course of action is to seek an extension to the contract of up to two years.

### Rationale

An extension would create more certainty around the impacts of the Emissions Trading Scheme following an initial monitoring period that would quantify the extent of emissions in scope and the financial consequences.

There will be a better spread of competition with the ability to bid if further time progresses, which could drive considerably better value for money outcomes.

As an extension proposal it has not yet been determined whether the terms of the extension would deliver vfm to enough of an extent to warrant a recommendation to extend or not.

### Alternative options

The contract could need to be reprocured anyway should the County Council and Veolia fail to reach an agreement of the commercial terms for the extension of the contract or be unable to reach an agreement that is legally justifiable under Regulation 72 of the Public Contracts Regulations (under which the contract was procured).

Reprocuring the contract is a viable and achievable route. However, a decision to reprocure instead of extending may lead to less favourable commercial conditions, particularly in value for money terms, than those available through the incumbent contractor in 2027-28 alone.

Reprocuring a contract in 2027 may not be best timed for the optimal spread of competition for a longer-term contract but is viable for shorter term arrangements, although shorter term arrangements would be likely to have higher unit costs.

There is no 'cease to do this altogether' nor 'descope and do something smaller' option because this is a statutory service that is demand led.

### **Local Government reform implications**

The proposal relates specifically to a statutory duty of a County Council. In the event of one or more unitary council/s being formed, the statutory duty would continue with the new authority/ies and the contract would require novation.

### **Other information**

Disposal of waste is a statutory duty under Section 51 (1) of the Environmental Protection Act 1990. The cost of the proposal would be met predominantly from County Council funds, with some funding provided from Central Government via the Extended Producer Responsibility Scheme.

### **Cabinet Member**

Cllr James Bensly, Cabinet Member for Environment and Waste

## Annex A, appendix 26, Wymondham recycling centre construction

Value	Summary
£3m	Proposal is to <u>tender for contract</u> to replace the recycling centre at Wymondham in a new location. Construction expected later in 2025.

### Background

Norfolk County Council has a statutory duty through the Environmental Protection Act to provide places for its residents to dispose of and recycle their household waste. The Council currently operates 19 recycling centres across the county.

Capital funding to replace Wymondham Recycling Centre was granted in 2020. There have been delays related to the pandemic and development of a complex drainage strategy required for the secured land. Provision for the project remains in the waste capital funding programme, which was reviewed at Cabinet in January 2025.

An application for planning permission for the new site is expected to be submitted in Spring/Summer 2025. If granted, procurement for the construction is likely to follow later in the year.

### Proposal

The proposal is to begin the tendering process for the contract to construct the relocated Recycling Centre. The construction contract is expected to exceed £1.25m in value and therefore this proposal is being treated as a key decision.

### Impact

The new site would provide additional capacity and allow for both current usage and future housing growth. It would represent a significant improvement on the current site which is the second smallest recycling centre and has a very small footprint, limited car parking capacity and poor vehicle access. The current recycling centre opens four days a week, but the new recycling centre is planned to operate in line with our larger recycling centres, closed only on a Wednesday from June 2025.

The new site will include hardstanding with separate operational and public areas, drainage, site office, staff parking and a Reuse Shop. It will also include a sustainable drainage system for treatment of surface water and a separate system for disposal of trade effluent and foul water.

### Financial Implications

The value of the construction contract, which includes the recycling centre and additional provision for a reuse shop, is expected to be in the region of £3m, subject to the completion of a Quantity Surveyor's final detailed report as well as the actual cost of the winning tender.

Providing a recycling centre of adequate size and open additional days of the week will result in increased running costs. However, it is likely to increase the recycling rate, through offering additional materials and services such as a reuse shop, to customers generating additional income.

### Issues and risks

The current Wymondham Recycling Centre lacks the size and capacity to meet existing customer demand in general and at peak times in particular. The size of the existing

recycling site does not permit the acceptance of all correctly separated materials currently required by national waste policy. Planned housing growth in the area and increased demand cannot be accommodated.

The access road is of poor quality and limited width, with vehicles sometimes experiencing difficulty passing. Failure to construct the new Recycling Centre will cause these problems to continue and worsen.

The proposal is not impacted by Local Government Reform.

## Annex A, appendix 28, interpreting, translation and relate services

Value	Summary
£420k pa	Framework ends 30/06/2026 with no further option to extend. Propose to (i) <u>extend by up to six months</u> if Director of Procurement deems it necessary to relieve congestion in the procurement programme; (ii) <u>tender for a framework</u> from which new contracts can be awarded upon expiry of the existing framework.

### Information about the current contract (All=all organisations using the framework)

The existing contract is the INTRAN Framework Agreement for the Provision of Interpreting, Translation and Related Services – NCCT42018 (1 July 2022 to 30 June 2026)

The Framework is made of 5 lots (and sub-lots when relevant), 6 appointed suppliers, 2 per lot.

- Lot 1: Face to face and remote English/BSL interpreting on appointment and related services
- Lot 2: Face to face and remote English/Foreign languages and dialects interpreting on appointment
- Lot 3: Telephone English/Foreign languages and dialects interpreting on demand and related services
- Lot 4: Video Interpreting English/British Sign Language-foreign languages and dialects
- Lot 5: Translation, Braille and Related Services.

2023-24	INTRAN Partnership	NCC
<b>Total bookings</b>	74,436	12,284
<b>Total expenditure</b>	£2,672,244.83	£448,105.02
<b>Summary performance:</b> excellent overall framework performance (details can be provided on demand).		
<b>Anything we wish to change:</b>		
<ul style="list-style-type: none"> <li>• Additional service options to address emerging needs and new product possibilities.</li> </ul>		

### Information about the wider context

#### Needs analysis

Over 200 languages in the East of England and 160 languages in Norfolk. Legislation to consider includes (and is not limited to) the Equality Act 2010, the Accessible Information Standards 2016 and the BSL Act 2022. More extensive information can be supplied on request.

It is a statutory duty under the **Equality Act 2010** (the Act) for public sector bodies to promote equality of opportunity and reduce unfair treatment or discrimination by providing fair and reasonable access to goods, facilities and services. The Act prohibits direct (Section 13) and indirect (section 19) discrimination on the basis of a protected characteristic, such as disability, race or religion. The provision of interpreting and translation services help the public authorities eliminate discrimination.

The **Accessible Information Standard 2016 (AIS)** is a law which aims to make sure people with a disability or sensory loss are given information in a way they can understand, and any communication support that they need from health and social care providers. People and

service users should be able to receive information in formats they can read and understand. They should be supported by a communication professional at appointments if needed to support conversation. This could be a British Sign Language Interpreter and lipspeakers.

**The British Sign Language Act 2022** - There has been increased demand for BSL interpreters since the implementation of the Act, and it is likely this trend will continue now that BSL has become an official language of England, Wales and Scotland.

**Other statutory duties and public recommendations relevant to INTRAN (see supplementary paper for more information)** - Health and Social Care Act 2012 and 2022, Section 47 Enquiry (Children Act 1989), Lord Laming's report – Victoria Climbié's recommendation 18, Modern Slavery Act 2015, Human Rights Act 1998.

**Strategically**, INTRAN contributes to the 'Provide better opportunities for children and young people', 'enable healthier and more fulfilling and independent lives and 'develop more inclusive communities' agenda. All local authorities are part of INTRAN's partnership network, a platform that could be used as part of NCC's local authority restructure.

### **Market analysis**

A tender could attract between 20-25 service providers overall.

### **Benchmarking with our peers**

Most County Councils in the region, and all Norfolk local authorities, use the INTRAN Framework. Our partners work for local authorities, health, education, social housing, and the voluntary sector, whilst criminal justice agencies use a Ministry of Justice framework.

### **Sustainability implications**

Safeguarding children and adults, supporting the economy by attracting and retaining migrant workers (PS engagement contributes to wellbeing), community cohesion and inclusion, reducing carbon emissions (remote services), sustaining employability of local interpreters.

### **Savings opportunities**

NCC will be able to achieve savings through the We will assist NCC in accessing the most cost-effective and advantageous services by implementing our procurement plans. Once these services are acquired under competitive conditions, our centrally managed INTRAN service (self-financed outside of NCC) will support the Council in its efforts to reduce costs and manage risks. This includes integrating innovative solutions that require proper controls to ensure their effective and appropriate use.

### **Local Government Reform Impacts**

Since its inception in 2000, INTRAN has persistently collaborated with other local authorities in Norfolk. We will continue to work with our partners to develop effective plans that prepare for changes, and which ensure staff and service users are not negatively impacted by changes in legal entities.

### **Information about the proposed new contract**

#### **What/When?**

INTRAN Framework Agreement for the Provision of Interpreting, Translation and other Communication Support Services – Live from 1 July 2026.

#### **Value**



£2.7 million per year (but total costs may fluctuate according to service type uptake over time)

### ***Sourcing and contract mobilisation plans***

Pre-tender stage with scope for Preliminary Market Engagement Event around May 25. Transparency notice. Tender notice September 25. Tendering period to be finalised at the end of March 26, with changeover period to new contracts between April and June 26.

### ***Next decision point***

NCC to confirm plans to work with us on future procurement, and nominate a Procurement lead as soon as possible, to ensure an alignment between NCC and Partners' future plans.

### ***Alternatives considered***

Our centrally managed collaborative model, overseen by INTRAN and funded by the Partnership budget (not NCC), remains the most effective way to manage various risks (financial, operational, legal, reputational, and human impact).

NCC is responsible for serving all residents of Norfolk, ensuring that everyone who needs language support has access to INTRAN services. It must continue to function as a central authority for Norfolk, with the responsibility to ensure integrated levels of care within a unified structure. Additionally, NCC should play a role in the restructuring of local government, leveraging the INTRAN partnership platform and network to protect Deaf individuals and those with limited English proficiency.

By not fulfilling those responsibilities, NCC:

- Would not adequately resource staff, potentially increasing the Council's risk (refer to the risk section in the supplementary document).
- Would negatively impact other Norfolk organisations that benefit from accessing services through the INTRAN Partnership (supported by NCC professional procurement services).
- Would put local populations and service users at risk, as they might:
- seek unsafe procurement options with uncertain standards, confidentiality, and impartiality.
- be forced towards unreliable language support options such as friends, family, online platforms.
- Would face multiple risks and see an escalation in service delivery costs.
- Would lose access to the intelligence and expertise INTRAN centrally provides to all its partners.
- Would require dedicated staff to manage the legal and otherwise consequences of compromised language access.

Ultimately, NCC would risk damaging its reputation as an inclusive organisation, particularly in addressing the needs of Deaf individuals and speakers of foreign languages.

## **Annex A, appendix 29, legal representation for the insurance team**

Value	Summary
£450k pa	Current multi-supplier framework ends October 2025 Propose to retender for a new service similar to the existing one

### **Information about the current contract**

There is a legal requirement to provide insurance services to mitigate the risks posed to the council by breaching its statutory duties. To ensure that the council can defend against claims brought for such alleged breaches below the excess level there is a need for specialist legal support for the Insurance Team. This form of provision has been in place for over 20 years and has regularly supported the successful defence of litigated claims through the courts.

The contract is a 48-month contract that commenced on 31 October 2021 and is due for retender for commencement on 31 October 2025, again for 48 months.

There are currently five national providers on the contract (initially six but one provider was taken over by a legal provider who did not undertake Local Authority work and was therefore removed).

### **Information about the proposed new arrangement**

The requirements of service under the contact include:

- Provision of general legal advice
- Representing the authority in litigation
- Maintaining a knowledge of issues facing the authority and being prepared to offer legal opinions
- Supporting the development and knowledge of the insurance team
- Provision of regular management information relating to claims settlement and costs

It is a requirement that the provider has officers/staff across the country because of the inclusion of Norse in the insurance programme and the need to deal with country wide claims. It is also a requirement that the provider has a multi-disciplined staff able to deal with the complex nature of some of the claims brought against the Council and the subsidiary companies. We deal with a wide range of complicated claims including complex motor, highway related fatalities, child abuse and failure to remove, Adult Service related claims, Professional Indemnity, Employer's Liability and Educational claims.

There are a number of top-performing national legal providers, but the intention of the new contract would be to appoint six and it is clear that the current incumbents are committed to retaining a position as a provider to Norfolk. The insurance team has built up an effective and meaningful relationship with key senior partners and solicitors from all the providers during the current contract. In each case there is a clear willingness to support the insurance team and our Claims Handlers.

We continue to require legal services for the insurance team to predominately help support the delivery of the claims service. Litigation is becoming more complex, and the expert services support the insurance team in defending claims brought against the Council and reducing the costs of claims where settlement is necessary. It is intended that the 2025

tender will reflect the current terms and conditions, and these have been positive for both the insurance team and the providers.

The expectation is that the current levels of spend (approximately £500,000 p.a.) will remain through the life of the new contract, however this is clearly dependant on the level of complex claims brought against the Council and the need for external legal support. As this is a procurement through a tender process any potential savings will be brought about by the competition arising from the tender. Additionally, this is a provision that can only be costed as an estimate as the number of litigated claims requiring legal intervention is an unknown quantity. The figure listed is purely funded from the Insurance Fund as part of the costs of claims.

Insurance services will be a key element in the upcoming LGR with the risk profile of Norfolk County Council differing for that of District and Borough Councils. At this stage it is expected that should it be necessary, the contract will be novated to the new legal entity without any problems, the need for legal services within the insurance arena will remain the same.

## **Annex A, appendix 30, moving traffic enforcement – back office system**

Value	Summary
£2.5m	Current contract with BrambleHub ends September 2025. There is an ongoing requirement to process penalty charge notices for moving traffic offences so we propose to <u>let a new contract</u> following a competitive procurement process.

### **Summary of the proposal and current situation**

The Council has had powers to enforce bus lanes in Norwich City since 2011 and in July 2022 acquired further powers to enforce bus lanes outside of Norwich City as well as other moving traffic offences, such as vehicles travelling in pedestrian/cycle zones and right/left turn bans.

The council has a statutory duty to ensure the safety of highway users as well as the expeditious movement of traffic as far as is reasonably practicable. Camera enforcement is undertaken to fulfil these duties.

The review of camera footage and processing of penalty charge notices is carried out on our behalf through a contract with Bramble Hub Limited. The value of this contract is approximately £146k per annum and is due to expire in September 2025.

It is proposed that a competitive procurement exercise is undertaken to identify a new contract to continue delivering these services beyond September 2025. The cost of this contract will be offset against income received through penalty charge notices issued to vehicle keepers.

Given that this relates to the enforcement of highway restrictions, within Norfolk this function is solely carried out by the County Council and therefore has no direct implication on any district functions in scope of the Local Government Review.

### **Options appraisal**

#### ***Option 1: Extend the current contract; value approximately £1m***

The current contract was procured by Norwich City Council when the service was managed on the Council's behalf under a delegation agreement. This agreement was terminated in November 2023 and the contract was novated to the Council.

The performance of the current contract is good, with a high-quality service provided. We could opt to extend the current contract by mutual agreement. A suggested period would be 4 years.

The current contract has been in place for 4 years and there are opportunities to improve the service delivered. Procurement have recommended that the market is tested through a competitive procurement exercise to ensure best value for money.

#### ***Option 2: Increase in-house capacity and process penalty charge notices; value approximately £2.6m***

Additional staff resource would need to be recruited to review and process penalty charge notices in-house. A back-office system to process notices would also need to be purchased, along with a postage, scanning and office space requirement. Specialist training would also be required along with IT and HR support.

The volume of penalty charge notices processed on a monthly and annual basis is volatile due to a variety of factors. We would be paying a fixed cost for an in-house service rather than the current arrangement which paying for the resources required on a monthly basis based on the number of violations detected/processed.

This option is deemed to not provide value for money and does not provide sufficient resilience to ensure a robust and transparent service is provided so is therefore not recommended.

### ***Option 3: Stop enforcement altogether***

We are under no statutory obligation to provide moving traffic enforcement although we would have to consider other ways to fulfil our statutory highway network management and safety duties.

The enforcement service currently generates a net surplus, which is reinvested into the wider highways service delivery. Ceasing the service would ultimately therefore mean some other services, such as highway maintenance, would have to be reduced or stopped, resulting in a reduced service to highway users. The police would also experience an increase in resource pressure to provide enforcement. This option is therefore not recommended.

### ***Option 4: Undertake a competitive re-tendering exercise***

The Council can tender for a new contract to seek the best value for money. This will also provide the opportunity to alter our requirements and service level agreements to improve on the current contract provision that was put in place by Norwich City Council.

This option will potentially mean some disruption and one-off transitional costs (if an alternative supplier is awarded the contract). A review of existing frameworks suggests that there is also a risk that the new contract may cost more than the existing contract, however a competitive tender exercise may negate this.

This option has been recommended on the basis that it will allow for a more robust contract to be put into place, particularly as the number of enforcement sites will be increasing this year.

## Annex A, appendix 31, local electric vehicle infrastructure

Value	Summary
£5 - £6m	We have been allocated grant funding by the Office of Zero Emission Vehicles to subsidise private investment into residential electric vehicle charging infrastructure. We intend to <u>award concession contracts</u> following a competitive procurement exercise.

### Summary of the proposal and current situation

In March 2024, the Council were provisionally awarded £6.468m of Local Electric Vehicle Infrastructure (LEVI) capital funding by the Office for Zero Emission Vehicles (OZEV) towards the rollout of electric vehicle infrastructure across Norfolk. This is following an application submitted by the Council in November 2023.

The terms and conditions of the grant stipulate that the funding must be used to subsidise the cost of providing electric vehicle chargepoints in areas of market failure, such as rural parishes and smaller towns with on-street parking dependency and a lack of current charging infrastructure, which would otherwise be overlooked by commercial providers who would tend towards locations with higher usage and greater commercial gain.

This proposal aligns with priorities within the Council's Electric Vehicle Strategy, adopted by Full Council in October 2021, to accelerate charge point deployment on our highway network.

We intend to invite tenders for a contract that will align with grant funding requirements.

Given that this relates to the enforcement of highway restrictions, within Norfolk this function is solely carried out by the County Council and therefore has no direct implication on any district functions in scope of the Local Government Review.

### Options appraisal

#### ***Option 1: Run a procurement competition and award contracts to the most competitive bidders***

The Office of Zero Emission Vehicles have awarded the Council funding on the understanding that we will use the majority of this funding as a subsidy offered through a competitive bidding process that complies with the detailed terms and conditions attached to the grant. We are not permitted to issue this funding in any other way.

Contracts will be awarded to the most competitive private bidder to supply, install and maintain EV chargepoints in areas of market failure across Norfolk. Separate contracts may be awarded to different bidders for delivery in different areas across Norfolk.

#### ***Option 2: Reject funding***

The only other option available to the Council is to return the grant funding to the Office of Zero Emission Vehicles. This means that there would be no subsidy available for the delivery of EV charging points across Norfolk.

This does not comply with our adopted Electric Vehicle Strategy and Local Transport Plan 4 Strategy and therefore is not recommended.

The implication of this would likely include loss of income to the Council that would otherwise materialise through revenue share/fee arrangements with procurement.

## Annex A, appendix 32, Coroner's post mortem CT scanning

Value	Summary
£4.25m 5 years (extended up to £8.5m over 10 years)	To use CT scanning technology in place of invasive post mortems for the Norfolk Coroner's Service. This is new technology which we do not currently use. Propose to <u>tender for a 5 year contract</u> (estimated at £850Kpa) with potential options to extend up to 10 years to futureproof the service from the national shortage of pathologists.

### Summary of the proposal and current situation

Norfolk County Council has a statutory duty to provide the Coroner services to conduct their work, which includes approximately 1500 post mortems per year, currently provided by the 3 NHS trusts and a team of pathologists. Nationally there is a shortage of pathologists, and a number locally are coming to retirement age. To protect the future of the service and avoid expensive locum fees the service is looking to use CT scanning to establish the cause of death. This technology is successful in approximately 75% of cases meaning invasive post mortem examination (PM) is required in far fewer cases which will be within the capacity of local pathologists. The value listed is from NCC funding, it is hoped the new service could be delivered for the same cost as current invasive post mortem services. This function does not align with any District Council functions for consideration for Local Government Reform.

### Options appraisal

#### ***Option 1: tender for a contract to supply CT scanning for post mortems in Norfolk***

This is the recommended option and if it includes sufficient body storage will provide long term viability of the PM service for coroner cases, offering efficiency and meeting the need of bereaved families to avoid invasive post mortems. Additional body storage will provide the facilities to accommodate the increasing workloads of a growing and ageing population in Norfolk. It will also support NCC's responsibility to respond to a Mass Fatality event in Norfolk, or an emerging excess deaths situation like the COVID pandemic. The contract would include all services to conduct the CT PM including movement and storage of the deceased. An ongoing contract with reduced volumes would continue with the NHS trusts to provide invasive post mortems as required. The contract could be tendered by suppliers from both the private sector and the NHS.

#### ***Option 2: trial a CT scanning solution with the three NHS trusts in Norfolk***

This is not recommended. It would enable us to utilise the existing storage and facilities within the NHS where there is also a willingness to conduct CT PMs, but we would be reliant on possible capacity restraints. Doing this would restrict private suppliers from bidding for this work and will be unlikely to provide the most cost effective solution for NCC.

#### ***Option 3: do nothing***

This is not recommended. The current level of pathologists would support our workloads for the time being however it risks the need for locum pathologists when the current team start to retire or opt out of this work. It does not provide the benefits of non-invasive processes for families, especially those with faith needs or the resilience of storage facilities to support an emergency event in Norfolk.

## Annex A, appendix 33, Type B appliances for fire – tranche 2

Value	Summary
£11.3m (capital)	27 new fire appliances required to replace ageing fleet. Propose to tender under the existing national NFCC framework. Appliances to be delivered in 3 batches of 9.

### Information about the current contract

- No current active contract. Previous contract covered Type B appliance replacement 22 appliances – tranche 1. These were supplied by Angloco 2022-2024 approx £7m
- Lessons learned conducted on previous project performance
- Supplier's delivery hampered by COVID / Ukraine with respect to sub supplier performance and ramp-up and down of resource
- We will be implementing the lessons learned and the early nomination of a project manager with governance including contract and procurement management is already in place

### Information about the wider context

- New appliances required 2025-2029 to replace ageing fleet. This reduces downtime and expenditure on older vehicle repairs providing NFRS with the most reliable equipment, vehicles and technology.

### Information about the proposed new contract

- Fleet Replacement Programme- 27 Type B Appliances- Tranche 2. To be delivered in 3 batches of 9. Capital budget c. £11.3m
- Project manager assigned and governance schedule in place for liaison with procurement
- Targeting technical specification sign off Feb 2025
- Targeting invitation to tender notice Spring 2025



## Annex A, appendix 34, NFRS aerial ladder platforms

Value	Summary
£2m	Two of the three aerial ladder platforms (ALPs) in NFRS are approaching the end of their twenty-year service life in 2028-29 and it is recommended that they are replaced with new appliances by competitive tender in 2027.

### Summary of the proposal and current situation

Norfolk fire and rescue service is required under the Fire Services Act 2004 to respond to fires and other emergencies in order to save life, protect property and render humanitarian aid. It is also required under the Health & Safety at Work Act 1974 to provide suitable equipment in support of safe systems of work to carry out these duties. In addition to a steady number of fires requiring aerial access, the service is attending increasing numbers of persons in crisis at height or in water. As two of the aerial ladder platforms used in service to provide safe systems of work are approaching their end of life, a replacement programme is required.

### Options appraisal

#### *Option 1: do not replace the ALPs*

The service has recently introduced a new 45 metre ALP at North Earlham with an expected service life beyond 2040. The service could provide a safe system of work utilising only this ALP.

There is no evidence to suggest that workloads for the three current ALPs have reduced and there have been a number of recent high profile incidents requiring at least two ALPs at the same incident. Moreover, the geographical size of Norfolk means increased travel times and delays in providing lifesaving interventions if only one ALP is available. Lack of investment in high risk activity and frequent equipment failures to provide the necessary equipment at incidents are likely to negatively impact staff wellbeing and public confidence.

This option is deemed to not provide sufficient resilience to deliver an effective emergency response.

#### *Option 2: Extend the life of current ALPs*

Keep the existing ALPs in service until they are no longer repairable. This relies on both Norse and Angloco being prepared to extend their servicing agreements and is likely to increase running costs due to parts no longer being stocked and increased frequency of repairs. Lack of investment in high risk activity and frequent equipment failures would be likely to negatively impact staff wellbeing and public confidence.

This option is deemed to not provide value for money due to increased revenue costs and does not provide sufficient resilience to deliver an effective emergency response.

#### *Option 3: Undertake a competitive tendering exercise to replace both ALPs*

The Council can tender for two new aerial appliances.

This option will require capital expenditure and potentially mean some one-off transitional costs through training and acceptance into the Norse servicing schedule.

This option has been recommended on the basis that it would provide the opportunity to assess the specific capabilities required and purchase vehicles which are future proofed for

the next twenty years. Targeting technical specification sign off September 2026 and invitation to tender notice March 2027.

## Annex A, appendix 35, NFRS breathing apparatus

Value	Summary
£1.5m (to cover initial purchase plus 3-5 years' maintenance)	NFRS respiratory protective equipment is provided through compressed air breathing apparatus (BA), which was last refreshed in 2012 and the current total care package expires in 2027. It is recommended that NFRS refreshes its BA provision ahead of the contract expiry by <u>tendering for new arrangements in 2027.</u>

### Summary of the proposal and current situation

Norfolk fire and rescue service is required under the Fire Services Act 2004 to respond to fires and other emergencies in order to save life, protect property and render humanitarian aid. It is also required under the Health & Safety at Work Act 1974 to provide suitable equipment in support of safe systems of work to carry out these duties. Part of this is RPE (BA) worn when fighting fires within structures or otherwise affected by smoke, in order to prevent the inhalation of toxic particulates and carcinogens. The current provision has been in service since 2012 and is maintained in a serviceable condition through a total care package, although the age of the current equipment means that there is an increasing cost to this package. Moreover, modern BA design incorporates safety features, enhanced technology such as telemetry and integrated communications, and improved ergonomics which benefit a more diverse workforce.

### Options appraisal

#### *Option 1: extend the current total care package beyond 2027*

The current total care package maintains our existing BA equipment in serviceable condition and this could be continued beyond 2027. However, the cost of the package increases year on year as more components need to be replaced and some need specialist testing to extend their service life. The current provider could choose to cease support if we do not move to new equipment. We would fail to access more modern BA sets, missing out on improved technologies. Lack of investment is likely to negatively impact staff wellbeing and confidence.

#### *Option 2: Procure new BA equipment for delivery in 2027*

This option fully refreshes our current PPE provision with all new stock, through a full tender process to be run using the most recent national framework, providing access to more recently negotiated pricing structures and providing modern BA equipment providing enhanced protection and support for diversity. There would be an option to assess the benefits of replacing only the main functional components, such as air management and electrical systems whilst keeping structural elements, potentially reducing capital outlay.

This option is recommended.

#### *Option 3: Continue with existing equipment provision without total care package.*

As NFRS owns its current equipment, the total care package could be ended and repairs managed in house. This is likely to increase revenue cost beyond that of the total care package due to the need to employ and train additional technicians and source components.

#### *Option 4: End the use of breathing apparatus*

It is possible to utilise safe systems of work which do not require BA, known as defensive tactics. However, to prevent the risk of serious injury to firefighters, activities aimed at saving

life and reducing damage to property would be severely limited. This will negatively impact staff wellbeing, and public safety and confidence.

## **Annex A, appendix 36, NFRS personal protective equipment (firekit)**

Value	Summary
£1.8m (initial purchase plus 3 years' servicing)	NFRS personal protective equipment (firekit) was last refreshed in 2019 and the current framework expires in 2026, following a one year extension. It is recommended that the service moves to a fully managed system with new PPE when a new framework launches.

### **Summary of the proposal and current situation**

Norfolk fire and rescue service is required under the Fire Services Act 2004 to respond to fires and other emergencies in order to save life, protect property and render humanitarian aid. It is also required under the Health & Safety at Work Act 1974 to provide suitable equipment in support of safe systems of work to carry out these duties. Part of this is PPE (firekit) worn when attending fires and rescues, providing protection from heat, flames, cuts and punctures. The current provision does not fully meet our requirements as we diversify our workforce and struggles to meet timescales for new starters to attend training courses. The current purchased with managed service has proven not to be cost effective in terms of service provision versus staffing levels required to manage our end. Moreover, the refresh of the national framework provides an opportunity to access new models of PPE that provide enhanced protection based on emerging understanding of risk, such as contaminants linked to cancer, and will provide a better range of fit for a diverse workforce.

The National Fire Chiefs Council Framework is used by most Fire and Rescue Services. The new framework is still being authored and is complex, covering materials research, testing, wearer evaluation, cleaning efficacy, etc. It is anticipated that the document will be ready to issue Sep '25 followed by a period of supplier submissions, evaluation and then release of the formal framework in the first part of 2026.

### **Options appraisal**

#### ***Option 1: do not move to the new framework when it launches in 2026***

The current PPE provision is on a purchase with managed system agreement, meaning that NFRS owns the individual items and the contractor provides washing and repair services. At the end of the framework agreement, NFRS could take the managed systems in house and keep the existing PPE to end of life. However, this would require tendering for the repair service, procurement of washing facilities and recruitment of staff to manage the service, as well as having to purchase new items as existing items reach end of life. Moreover, it would leave our staff with older PPE coming toward end of life, would not support diversification of our workforce, would not provide protections available on the new framework, and lack of investment is likely to negatively impact staff wellbeing and confidence.

#### ***Option 2: End the provision of PPE***

It is possible to utilise safe systems of work which do not require PPE, known as defensive tactics. However, to prevent the risk of serious injury to firefighters, activities aimed at saving life and reducing damage to property would be severely limited. This will negatively impact staff wellbeing, and public safety and confidence.

#### ***Option 3: move to the new framework when it launches in 2026***

This option fully refreshes our current PPE provision with all new stock, providing access to the latest models of PPE, improving firefighter safety and supporting the diversification of our workforce. There would be an option to assess the long term benefits of moving to a fully

managed service, negating the need to purchase PPE up front and spreading costs over the life of the contract. As this involves a national framework, the procurement process will be simpler than separately procuring the services required under option 1.

This option is recommended.

## Annex A, appendix 37, NFRS emergency response vehicles

Value	Summary
£1.3m (subject to capital programme as signed off by full council 18 February)	NFRS provides 45 emergency response vehicles for tactical and strategic incident commanders (ICs) to respond to incidents. The four year lease on current provision started in 2023. The replacement programme should begin during 2026 to ensure a smooth transition to new vehicles at the end of the existing lease in 2027. We propose to Undertake a <u>competitive tendering exercise</u> to replace existing lease vehicles.

### Summary of the proposal and current situation

Norfolk fire and rescue service is required under the Fire Services Act 2004 to respond to fires and other emergencies in order to save life, protect property and render humanitarian aid. It is also required under the Health & Safety at Work Act 1974 to provide suitable equipment in support of safe systems of work to carry out these duties. In addition, the incident command structure is a fundamental part of applying safe systems of work to high risk activities.

In order to enable ICs to attend emergency incidents in a timely manner, particularly across a geographically large area such as Norfolk, and to maximise the safety of them and other road users, dedicated response vehicles equipped with visual and audible warning devices are provided to all of our tactical and strategic incident commanders. To support the provision of vehicles in good condition with modern safety systems, and to reduce ongoing servicing requirements as vehicles age, particularly due to the demands of emergency response driving, NFRS policy is to purchase 45 identical vehicles on a medium term lease basis. The current lease expires in June 2027 and it is necessary to commence procurement for a new vehicle lease during 2026, in order to ensure that the new vehicles are delivered and have their blue light fit before the current provision is returned to the lease company.

### Options appraisal

#### **Option 1: do not emergency response vehicles**

NFRS could end the provision of cars for ICs and instead rely on existing NCC business travel arrangements. This would not impact on routine business travel but would severely limit emergency response arrangements, leaving emergency responders who travel in fire appliances without the support of tactical or strategic ICs for long periods of time. It would also require ICs to carry PPE and other equipment in personal vehicles. Moreover, it is not possible to carry PPE using other NCC business travel arrangements. This option is deemed to not provide sufficient resilience to deliver an effective emergency response.

#### **Option 2: Extend the current lease**

The current pricing arrangements are based on returning the vehicles to the lease company within defined time and mileage limits. It is possible to extend leases but this usually results in increased costs over time and short term arrangements which do not support resilience. Finally, maintenance costs are likely to increase and continuing with older vehicles will negatively impact staff wellbeing, and public safety and confidence.

This option is deemed to not provide value for money due to increased revenue costs and does not provide sufficient resilience to deliver an effective emergency response.

***Option 3: Undertake a competitive tendering exercise to replace existing lease vehicles***

The Council can tender for new emergency response vehicles to start entering service from Jun '27 at end of the existing contract. This reduces downtime and expenditure on older vehicle repairs providing NFRS with the most reliable equipment, vehicles and technology. Vehicle requirements will be assessed at the time of procurement against the needs of the 2026 Community Risk Management Plan. As NFRS uses the national CCS framework used by most fire services, this will provide access to the most appropriate provision and competitive pricing.

The current NFRS provision utilises hybrid electric vehicles as the Norfolk charging network was not mature enough in 2023 to support fully electric vehicles. Tendering for new vehicles in 2026 allows for a review of charging provision and the possibility of utilising EVs.

This option has been recommended on the basis that it would provide the opportunity to assess the specific numbers and capabilities required, based on our most recent assessment of community risk, to consider the possibility of utilising EVs and to purchase vehicles with the most modern safety features. Targeting technical specification sign off September 2026 and invitation to tender notice November 2027.



## Annex A, appendix 38, NFRS fire control collaboration with Hertfordshire

Value	Summary
£1.95m (committed to 2026)	<p>Fulfil the cabinet decision agreed in 2023 Cabinet Paper “Fire Control Collaboration with Hertfordshire”</p> <p>Following dissolution of the East Coast and Herts Control room collaboration (EHCRC) a new partnership arrangement for Norfolk Fire &amp; Rescue Service to work with Hertfordshire Fire &amp; Rescue Service for the purposes of Control Room resilience has been made. This will involve the <u>procurement of a new mobilising system</u> as the previous system is now due for replacement. Reinstatement of secondary control function is included, to mitigate drop in resilience.</p>

### Summary of the proposal and current situation

Following the decision by the East Coast and Herts Control room collaboration (EHCRC) to dissolve the partnership; NFRS have entered into a Fire Control Collaboration with Hertfordshire Fire and Rescue Service.

As the mobilising system was end of life, the partnership is delivering a resilient, future-proofed mobilising solution to the Fire Control Collaborations, which enables Hertfordshire and Norfolk Fire and rescue services to provide a high-quality response individually and collectively to incidents protecting lives and property. This solution should also be responsive to emerging technologies and act as a driver to continued service improvement.

Secondary Control – the dissolving of EHCRC will result in a decrease in resilience, so the scope also includes the re-instatement of a secondary control function. This function is crucial in maintaining resilience, allowing Control to continue to receive emergency calls and mobilise resources to protect the people of Norfolk. NFCC National Operational Guidance (NOG) states that FRSs should have in place the means to continue receiving emergency calls and mobilise resources should the primary function be lost.

Moving to a cloud based solution fits with NCC Digital Services strategy of moving away from ‘on-prem’ solutions. Reduced costs due to reduced hardware footprint, reduction in network infrastructure requirements, less maintenance and config by Digital Services/NFRS staff.

### Options appraisal

#### **Option 1: Do nothing**

Not possible due to system being both end of life and fundamental to the operation of the Fire Service.

#### **Option 2: Cease work on current solution and seek alternative provision**

*The following alternative options were considered in the cabinet paper and not progressed, no other alternatives are available:*

5.1 NFRS to stand alone and deliver a C&C function independently. This would need secondary control establishment, and additional costs would need to be built in. Buddy arrangements would need to be brokered with another FRS.

5.2 Entering into similar arrangements with other Fire and Rescue services is unlikely to be possible, as a pre-requisite to a successful arrangement is shared ICT software and systems.

***Option 3: Procure new mobilising system***

This option will fulfil the aims of the partnership and realise investment already made into the solution. This is the recommended option.

## **Annex A, appendix 39, NFRS Fire Station Improvement Programme (FSIP) & Carcinogenic separation**

<b>Value</b>	<b>Summary</b>
Circa £5m over 2- 3 years	Norfolk Fire & Rescue Service operates from older estates, with some stations built in the 1950/60s. With modern knowledge of health & safety along with more diverse fire personnel, we must allow for clean decant of used PPE and dignified areas for females to shower post operations. We propose to <u>tender</u> for this work.

### **Summary of the proposal and current situation**

NFRS currently operates from mainly older fire stations which do not properly accommodate abilities such as decanting of used PPE following incident, resulting in potential exposure to dangerous levels of carcinogenic materials. Equally with an ever more diverse service, there are no segregated areas for female personnel to clean and shower, post incident attendances and during night operations. Under law, we must ensure they have such dignified facilities to support them during their working hours. Much of this work had previously sought to be combined in a previous “Future Ready” programme along with FSIP (Fire Station Improvement Plan). The latter we are awaiting confirmation of this year’s budgets. To date £2.2m has been allocated from the capital programme and conversations are ongoing.

### **Options appraisal**

A number of options were reviewed and remain under review depending on the estate’s condition, age and future. Each station is an individual building and designed in its own right (not common layouts). Therefore, each station must be architecturally assessed, and appropriate, cost-effective designs compiled with concise performance specifications that ensure we meet our criteria and objectives above, minimising exposure in all its forms.

### **Conclusions**

To date we have assessed a couple of stations and had them initially costed. We now have to value engineer those designs to see how much of the current footprint of 42 stations we can affordably make changes to, in line with the wider strategy to modernise our stations to the appropriate levels within law. This programme will likely be delivered over the next 2 – 3 years, breaking up each design into manageable work packages covering a number of stations at any one time.

# Report to Cabinet

Item No. 21

**Report Title:** Finance Monitoring Report 2024-25 P11: February 2025

**Date of Meeting:** 7 April 2025

**Responsible Cabinet Member:** Cllr Andrew Jamieson (Deputy Leader and Cabinet Member for Finance)

**Responsible Director:** Harvey Bullen (Director of Strategic Finance)

**Is this a Key Decision?** Yes

**If this is a Key Decision, date added to the Forward Plan of Key Decisions:** 8 February 2024

## Introduction from Cabinet Member

This report gives a summary of the forecast financial position for the 2024-25 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2025, together with related financial information.

## Executive Summary

Subject to mitigating actions, on a net budget of £527.748m, the forecast revenue outturn for 2024-25 at the end of period 11 (February) is **an overspend of £11.775m**.

General Balances are forecast to be **£26.735m** at 31 March 2025, assuming a planned contribution to reserves of £1.250m, as provided for in the 2024-25 Budget. Service reserves and provisions are forecast to total **£167.564m**.

All significant cost 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 recognise the period 11 general fund forecast of a **£11.775m overspend in revenue**, noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services, including the implementation of additional measures in line with the Expenditure Control Process previously reported to Cabinet;
2. To note the increase of **£6.962m** to the capital programme to address capital funding requirements funded mostly from various external

**sources as set out in detail in capital Appendix 3, paragraph 1.7 as follows:**

- **£1.374m additional funding received for the Disabled Facilities Grant from the Department of Health and Social Care**
  - **£0.446m increase in Children's Services external funding including £0.190m S106 contributions and £0.199m increase in grant funding for the Music Hubs and £0.057m additional external funding for schools**
  - **£0.094m external funding and £0.101m revenue contributions for various Environmental projects including Holkham Boardwalk**
  - **£0.083m increase in S106 funding for libraries and £0.020m external funding for the Social Infrastructure Fund.**
  - **£2.858m increase in external funding for Highways Infrastructure projects including £2.591m future years funding awarded for the Countywide Active Travel Fund phase 5, £0.115m revenue contribution for the Alexandra Road Zone and £0.152m external funding for various highways projects**
  - **£0.236m external funding received for the Corporate Offices Future Ready programme**
  - **£0.178m external funding to various IT projects**
  - **£1.571m flexible utilisation of capital receipts to fund the Strategy and Transformation team.**
- 3. To note the (£2.379)m adjustment to the Capital Programme as set out in Appendix 3, paragraph 1.7:**
- **(£1.522m) reduction in external funding attributed various highways projects including (£0.787m) for the Great Yarmouth cycle scheme, (£0.266m) for Transforming cities and (£0.261m) for highways improvements**
  - **(£0.245m) reduction in external funding for the Better Broadband for Norwich project and;**
  - **(£0.500m) reduction in NCC Borrowing allocated to the North Walsham**
  - **(£0.111m) reduction Legal Services project funded through NCC Borrowing**
  - **(£0.001m) reduction in external funding for School based projects**
- 4. To note the virements of budgets within service areas as set out in Appendix 3, paragraph 1.8 to 1.11 in respect of each service area, including the virement of £4.3m for the Caister Service Station previously approved Full Council in February 2025.**
- 5. To note the revised current and future 2024-29 capital programme as set out in Appendix 3. including the reprofiling of £202.591m since April 2024, including the £1.6m of Children's Services SEND programme to beyond the Medium Term Financial Strategy.**

6. To delegate to the Director of Procurement and the Director of Property to undertake the necessary procurement and tender processes to deliver this revised capital programme in accordance with the delegated authority received on 3 June 2024 - [Decision Details: Authority to enact capital programme \(cmis.uk.com\)](https://cmis.uk.com)
7. To approve the allocation of £1m of capital receipts in 2025-26 for the Adult Social Car Transformation Costs as set out in Appendix 3 paragraph 3.7
8. To recognise the period 11 forecast of 90% savings delivery in 2024-25, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
9. To note the forecast General Balances at 31 March 2025 of £26.735m;
10. To approve the write off of £173,377.37 of bad debts over £10,000 as set out in Appendix 2 paragraph 3.14.
11. To approve the dissolution of Norfolk Safety CIC as set out in para 2.3 below

## 1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2024-25, to assist members to maintain an overview of the overall financial position of the Council.

## 2. Proposals

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored, and corrective action taken when required.

### 2.2 P11 Financial Monitoring – Enhanced Financial Controls

- 2.2.1 The Period 11 position indicates an improvement in the forecast outturn position from £13.422m to £11.775m. Since October 2024, and in response to the overall financial position, the Council has been implementing an Expenditure Control Process based on a system of “Enhanced Financial Control” (EFC) as originally set out in the Financial Monitoring report to October Cabinet. Based on the latest forecast position, Services are continuing intensive work to implement additional financial control measures as described within the service commentary

in Appendix 1. In spite of this activity through the latter half of the year, an overspend forecast persists, which largely represents pressures in key demand driven services, where a combination of price and volume impacts are having a significant cost across a number of budget lines as described in service commentary. Although financial control measures have had an impact, holding down spending across the budget and making an important contribution to mitigating the position, these positive actions continue to be more than offset by adverse variances at P11. It remains essential that the Council controls its spending to operate within the agreed budget envelope on an ongoing basis in order to ensure that in-year pressures do not create a structural budget deficit for future years.

- 2.2.2 Therefore, although Norfolk County Council set a robust Budget for 2024-25, at P10 a number of significant risks to the delivery of the Budget have materialised (as described elsewhere in this report). As has been previously reported, the Council has fewer options available to mitigate and respond to the overspends which have emerged to date during the 2024-25 financial year, partly as a result of the actions which were needed to balance the 2023-24 position. The forecast variations from budget require sustained and robust management action to address them, which will need to continue into 2025-26.
- 2.2.3 The Council has provided significant additional budgetary growth in the 2025-26 Budget approved by Full Council on 18 February 2025. It will be essential that financial control activities are maintained and stepped up moving into the 2025-26 financial year in order that spending can be contained within approved service Budgets. If there are indications of variation from the approved budget, the Council as a whole will need to respond further.

#### **Latest position and financial control activity**

The following points are relevant to consideration of the Council's overall financial position:

- P11 2024-25 Financial Monitoring position has been reported to Cabinet (this report), showing a forecast overspend of £11.775m at this point in the year.
- Although the forecast position has improved compared to that reported in P10 (March Cabinet), this represents a prudent, worst case forecast at this point in the year, with significant work to reduce the overspends continuing.
- Both Adults and Children's Services are continuing to implement in-year recovery plans to support delivery of a balanced 2024-25 outturn. These are challenging, involve difficult decisions, and will take time to deliver. In some cases, it will take time to deliver assurance that additional financial controls will achieve the desired impact and this is being kept under close review.
- All other services are implementing Expenditure Control measures to deliver underspends which will contribute to

offsetting the significant cost pressures being experienced in Adults and Children's.

- Budget proposals for 2025-26 have been approved by Full Council on 18 February 2025, which make significant contributions to address growth pressures in next year's budget, including the impact of overspends in 2024-25.
- The Council has undertaken a granular review of all elements of the Capital Programme in order to reduce, reprofile and ultimately "right-size" the overall Capital Programme. Progress continues to be reported to Cabinet via this financial monitoring report, and further details were set out in the 2025-26 Capital Programme and Strategy report agreed by Full Council as part of budget setting.

Although the forecast outturn position requires very close monitoring and corrective action, as a consequence of the significant investment provided in the 2025-26 Budget, the County Council remains in the position that it has reasonable assurance that the financial position for 2025-26 remains robust and balanced. One off actions are available and a draw down from Finance General reserves will be required to achieve a balanced outturn position for 2024-25 as described elsewhere in this report. In response to the current financial position, it is essential that all Executive Directors and budget holders remain focussed on maximising any and all available underspends and cost savings across the organisation in order to bring the financial forecast down prior to year-end. The further development and successful delivery of the 2024-25 recovery plans remains critical in both Adults and Children's services.

Details of key considerations in relation to the Council's financial resilience, and measures to address the 2024-25 forecast overspend on an ongoing basis, were described in the 2025-26 Revenue Budget paper and in particular within the s151 Officer's Section 25 report. The Council will need to address any residual issues for 2024-25 as part of the annual closure of accounts. This would include the use of reserves as a one off measure to balance the 2024-25 Budget. This will reduce the available flexibility to manage any overspends emerging in 2025-26 and as a consequence financial controls will need to be maintained as the Council moves into the next financial year.

- 2.3 Norfolk Safety CIC is a community interest company which operated as the commercial trading arm of the Norfolk Fire Service providing fire marshal training and fire prevention courses. The limited by guarantee company was incorporated in January 2015. Cabinet are asked to approve a recommendation to dissolve the company following a decision to move the training activity back into the Norfolk Fire and Rescue Service.

### **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 cost-of-living crisis, inflation and rising interest rates, 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 2024-25 at the end of P11 is a **£11.775m overspend** linked to a forecast 90% savings delivery. Forecast outturn for service reserves and provisions is **£167.564m**, and the general balances forecast is **£26.735m**.
- 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 2024 including previously approved schemes brought forward and new schemes subsequently approved.

## **7. Resource Implications**

- 7.1. None, apart from financial information set out in these papers.

## **8. Other Implications**

### **8.1. Legal Implications**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Director of Strategic Finance continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Human Rights implications**

None identified.

### **8.3. Equality Impact Assessment**

In setting the 2024-25 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2024-25 Budget. An overall summary Equality and rural impact assessment report is included on page A2 of the Tuesday 20 February 2024 Norfolk County Council agenda – supplementary agenda item 1 - [Document.ashx \(cmis.uk.com\)](#)

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 (RM042 - Increasing Challenges to Maintaining Financial Resilience - March 2024 [Document.ashx \(cmis.uk.com\)](#) page 568) has been reviewed and refreshed in February 2024 to incorporate the 2024-25 budget and Medium-Term Financial Strategy 2024 - 2028 being set. Key risk mitigations include:

- Continuous monthly budget monitoring and reporting to Cabinet, identifying and raising any early signs of budget pressure with any budget variances reported. Regular and robust monitoring and tracking of in-year budget savings by Executive Directors and Members.
- Continued lobbying of central government for grant funding, with close monitoring of central government grant terms and conditions to ensure that these are met to receive grants.
- Value for money analysis work to be completed.

- A government-required Productivity Plan to be worked through, agreed and signed off by July 2024 for implementation.

9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Director of Strategic Finance has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. The current monitoring position for 2024-25 indicates an overspend at the end of the financial year. As set out in this and previous monitoring reports, in response to this risk, additional work is being undertaken to further tighten financial controls across the organisation. This report provides commentary about progress in bringing the 2024-25 outturn back into a balanced overall position, and in particular confirms that further actions will be required, including the application of Finance General reserves, as part of the approach to addressing the residual 2024-25 overspend during the year-end accounts closure process. This will be reported to Cabinet in future Finance Monitoring reports. Based on the current forecast overspend position, the Council has sufficient reserves to address the 2024-25 overspend and deliver a balanced outturn position on a one-off basis, should this ultimately be necessary. It remains the case that Services will need to operate within the available revenue budget for 2025-26. On this basis, the Director of Strategic Finance continues to consider that a balanced budget will be achieved in 2024-25, but this is being kept under close review.

## **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 on page A2 of the Tuesday 20 February 2024 Norfolk County Council agenda – supplementary agenda item 1 - [Document.ashx \(cmis.uk.com\)](https://cmis.uk.com/Document.ashx)

## **Officer Contact**

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

**Officer name:** Joanne Fernandez Graham **Tel No.:** 01603 306228

**Email address:** [j.fernandezgraham@norfolk.gov.uk](mailto:j.fernandezgraham@norfolk.gov.uk)



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

# Norfolk County Council Finance Monitoring Report 2024-25

## Appendix 1: 2024-25 Revenue Finance Monitoring Report Month 11

Report by the Director of Strategic Finance

### 1 Introduction

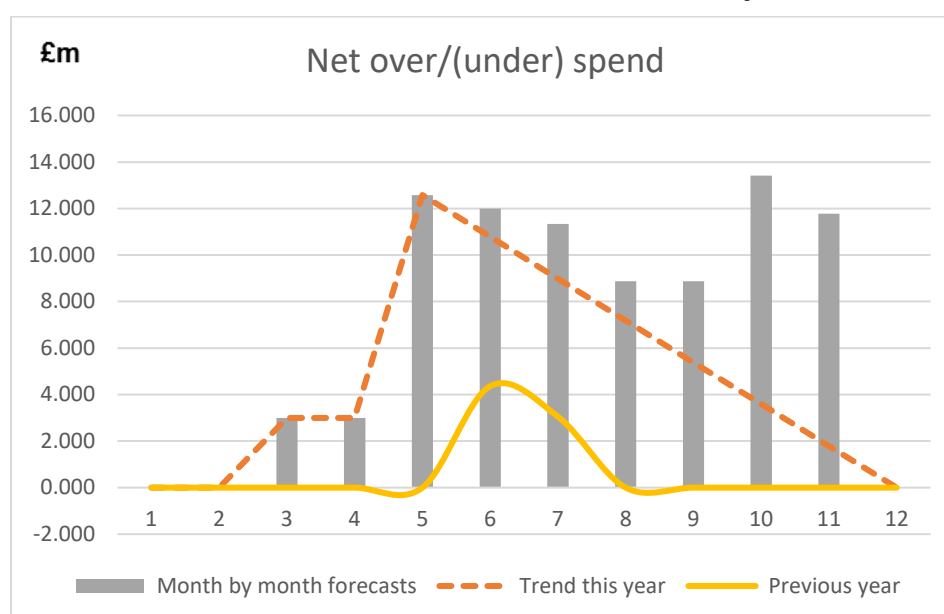
1.1 This report gives details of:

- the P11 monitoring position for the 2024-25 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 2025 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 February 2025**, a net overspend of £11.775m is forecast on a net budget of £527.748m.

Chart 1: forecast /actual revenue outturn 2024-25, month by month trend:



2.2 The 2024-25 Green Book pay award has now been agreed as an increase of £1,290 or 2.50% above £51,515 (SCP 43 2023-24 rate). The impact of the pay award can be absorbed within the provision of 4% for pay award set aside at the time of preparing the 2024-25 Budget. Budget transfers from the centrally held provision to individual directorate cost centres have been actioned in period 9.

- 2.3 Executive Directors 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. Chart 1 demonstrates that a recurring saving of £1.8m per month was required from August 2024 to balance the budget by March 2025. Given the P11 forecast, the Council will seek to balance the budget through a combination of savings and the use of reserves to offset cost pressures highlighted in this report.
- 2.4 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: 2024-25 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	£m	£m		
Adult Social Care	281.707	27.799	(13.232)	(1.181)	13.386	4.8%	R
Children's Services	238.708	14.200	(5.700)	0.000	8.500	3.6%	R
Communities and Environment	18.544	1.339	(0.300)	(1.339)	(0.300)	1.6%	G
Infrastructure	145.416	0.597	(3.000)	(0.597)	(3.000)	2.1%	G
Fire & Rescue	38.314	0.606	0.000	(0.606)	0.000	0%	G
Strategy & Transformation	33.376	1.274	(0.541)	(1.274)	(0.541)	1.5%	G
Chief Execs Office	4.439	0.366	(0.328)	(0.066)	(0.028)	1%	G
Finance	(232.794)	0.000	(6.242)	0.000	(6.242)	2.7%	G
<b>Total</b>	<b>527.748</b>	<b>46.181</b>	<b>(29.409)</b>	<b>(4.997)</b>	<b>11.775</b>	<b>2.2%</b>	<b>R</b>

Notes:

- 1) the RAG ratings are subjective and account for the risk and both the relative (%) and absolute (£m) impact of overspends.
- 2) Planned use of Earmarked reserves and provisions set aside in 2023-24 in order to meet and fund additional pressures in 2024-25 are built into the revised budget. The table above highlights the use of reserves over and above the plan.

- 2.5 **Children's Services:** The forecast outturn as at Period 11 remains an overspend position of c. £8.5m, presuming use of budgeted reserves.
- 2.6 Pressures within home to school transport continue to ease as the academic year has progressed, and this area of spend is no longer a significant current year pressure. However, this continues to be kept under close review and is due to the supply and demand nature of the service.
- 2.7 There are cost pressures within other demand-led budgets, in particular in access to Educational Psychologists and Specialist Support (EPSS), tribunals and Placements. The EPSS budget is forecasting an overspend of

c. £1.5m due to a significant increase in demand for high level statutory SEND services and there is a c. £0.6m pressure in relation to tribunals.

- 2.8 Social Care Placements budget is forecasting a c. £10.1m overspend, an increase in last month due to demand from young people presenting with high-level needs and a ASC recharge adjustment. However, we are continuing to see low overall numbers of children looked after compared to previous years, contrary to the experience of many other local authorities. In addition, placement budget savings are forecasting as being over-delivered, which is having a positive impact on reducing the overspend position.
- 2.9 The department has received one-off grant funding that has partially mitigated these pressures, with an overall pressure of c. £8.5m remaining.
- 2.10 Significant work continues to find efficiencies to mitigate the departmental overspend through a recovery plan, including increasing vacancy management controls, reviewing the high-cost placements, seeking opportunities to slow down spend, and any additional use of reserves. However, all options for management action continues to be explored to seek to enable the remaining pressure to be reduced.
- 2.11 Children's Services continues to undertake a substantial transformation programme to both improve outcomes for children and young people as well as delivering financial savings. There is one savings line at risk of non-delivery where alternatives are being sought, and multiple savings that will have a part year impact where the change process is still underway. However, we have evidence of savings delivery despite the overspend position due to other pressures. The forecast relies upon ongoing delivery of the savings, if it is not to increase further.
- 2.12 **Adult Social Services:** The forecast outturn as at Period 11 (end of February 2025) is a net £13.386m overspend. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty and 2024/25 is proving to be no different.
- 2.13 As indicated in the Revenue Budget Outturn by Service Detail table in Annex 1, our Purchase of Care (POC) budgets are already experiencing a variety of volume and price related pressures. Whilst we have already undertaken recovery steps to bring our underlying deficit down to the reported overspend level, at present our actions have not been sufficient to wholly mitigate the risk. With the continued risk of a material overspend, the department has moved into a new phase of financial recovery that focuses yet further on tightened internal financial controls whilst also retaining sufficient focus on the long term transformational savings required.
- 2.14 Within our POC budget, our services for older people are still seeing increasing demand as we support new requests, and those requests and reviews that accumulated during the pandemic. The level of short-term residential care we are currently supplying is in excess of the budget and its reduction is in part dependent on our partners in the Integrated Care System

opening additional, alternative capacity later in this financial year. There is also an increased level of conversion from short term to long term residential care at present which is causing a pressure on the long-term residential budget.

- 2.15 Whilst Adult Social Care continues to deliver a large proportion of the Council's savings, it is again likely that it will not be able to deliver 100% of the target in the original planned way. Those savings at risk are highlighted in the savings section.
- 2.16 As a result of the combined care and savings pressures, the service department is now forecasting an overspend (4.8%) against budget. Whilst it has already identified compensating recovery actions, we will continue to explore more at pace in order to try and deliver a balanced budget by the end of the financial year.
- 2.17 **Infrastructure:** The forecast outturn as at Period 11 (end of February 2025) is a £3.000m underspend. There are cost pressures being seen in Corporate Property, primarily related to utilities and the building maintenance fund. This is being suppressed through forecast use of reserves. Whilst significant inflationary uplifts were applied to the budgets for 2024-25, based on the most recent estimates these would be insufficient if the usage for electricity and gas continues to be more in line with average winter temperatures (the last two years have been particularly mild).
- 2.18 Waste volumes at Recycling Centres and kerbside collections have been highly volatile over recent years. The budget allows for an increase in waste volumes; the trends are lower than expected which has enabled an underspend of £1.5m to be reported at this stage. In order to avoid a cost pressure emerging within the 2024-25 budget, changes to how we charge for business and trade waste are being introduced from 1 November 2024. Pricing is changing to ensure costs to dispose of trade waste at Norfolk recycling centres are adequately covered, and to provide a fair and consistent price for traders based on the volume and type of waste disposed of.
- 2.19 Highways are also reporting a forecast underspend of £1.5m. This reflects a reduction in energy costs associated to streetlights compared to the budget along with savings associated to expenditure controls that have been implemented across the department to deliver an underspend in-year to support the Council's overall revenue position such as recruitment controls, delaying non-essential expenditure and implementing 2025-26 savings proposals early that do not require public or staff consultation.
- 2.20 **Fire and Rescue:** The forecast outturn as at Period 11 (end of February 2025) is a balanced position. The department continues to face significant inflationary pressures and although the majority of these were addressed during budget setting, the overspend on PPE and equipment from 2023-24 was not fully reflected in the budget, therefore a pressure of c£0.2m is currently forecast. Alongside this, there is a forecast pressure within response due to on-call salaries (£0.2m) as well as the additional posts that



are being recruited to enable the action plan following the recent inspection report to be implemented, that Cabinet endorsed in May 2024 (£0.2m). This forecast overspend will be managed throughout the year and kept to a minimum, but currently, a forecast drawdown of reserves has been factored in to cover these pressures.

- 2.21 Given the Council's 2024-25 revenue forecast, the Chief Fire Officer has implemented additional measures across the department that will seek to deliver an underspend in-year to support the Council's overall revenue position. These have delivered reductions in forecast expenditure compared to forecasts earlier in the year. These measures include increased recruitment controls and delaying non-essential expenditure.
- 2.22 **Communities and Environment:** The forecast outturn as at Period 11 (end of February 2025) is a £0.3m underspend. Whilst the Norfolk Museum Service are reporting a breakeven position, this is due to a forecast drawdown of reserves to cover the income shortfall that is forecast to materialise due to the reduced offer at Norwich Castle whilst renovations are completed.
- 2.23 Across the remaining services in the department there is a £0.3m underspend which reflects the additional measures that have been implemented to deliver an underspend in-year to support the Council's overall revenue position. These measures include increased recruitment controls, delaying non-essential expenditure and implementing 2025-26 savings proposals early that do not require public or staff consultation.
- 2.24 **Chief Executives Office:** The directorate is forecasting a small underspend position. Current pressures relate to by-election in west Norfolk and unbudgeted necessary building works to coroner's court. These are being offset by making use of reserves and underspends.
- 2.25 **Strategy & Transformation:** The directorate is forecasting £0.541m underspend. Current pressures relate to some unbudgeted design and projects costs and internal demand for services.
- 2.26 **Finance:** Finance forecast for P11 is a (£6.242m) underspend. Forecast underspends are due to interest receivable being (£0.753m) more than budget due to sustained higher interest rates on capital loans in 2024-25 spend controls within the department yielding (£0.300m). As a result of delaying the external borrowing until the latter part of the financial year, the interest payable forecast is a modest underspend of (£0.536m) over budget for 2024-25. The slippage in capital expenditure in 2023-24 has resulted in a minimum revenue provision saving of (£1.027m). Finally, additional Business Rates Pool income from 2023-24 outturn, S31 grant and other Finance General budgets (£2.326m), and funding from the distribution of the national business rates Levy Account announced at the Provisional Local Government Finance Settlement (£1.300m).
- 2.27 Further details are given in Appendix 1: Revenue Annex 1.

### 3 Approved budget, changes and variations

- 3.1 The 2024-25 budget was agreed by Council on 20 February 2024 and is summarised by service in the Council's Budget Book 2024-25 (page 19) as follows:

**Table 2: 2024-25 original and revised net budget by service**

Service	Approved net base budget	Revised budget P11
	£m	£m
Adult Social Care	281.967	281.707
Children's Services	238.592	238.708
Communities and Environmental	20.896	18.544
Infrastructure	145.047	145.416
Fire and Rescue	36.017	38.314
Strategy and Transformation	30.184	33.376
Chief Executives Office	4.384	4.439
Finance	-229.339	-232.757
<b>Total</b>	<b>527.748</b>	<b>527.748</b>

Note: this table may contain rounding differences.

- 3.2 The revised budgets at January 2025 reflect the adjustments to budgets across service areas as growth budgets are assigned to service areas.
- 3.3 It should be noted that there will be further budget changes as a result of the on-going transformation work and these will be completed as in-year 2024-25 budget adjustments as the implementation progresses. These adjustments do not change the overall County Council Budget for 2024-25 of £527.748m.

### 4 General balances and reserves

#### General balances

- 4.1 At its meeting on 20 February 2024, the County Council agreed a minimum level of general balances of £26.660m in 2024-25. The balance at 1 April 2024 was **£25.485m** following transfers of £1.075m from a contribution to general balances, and Finance General underspends at the end of 2023-24. The forecast for 31 March 2025 is **£26.735m**, taking into account the forecast balanced budget and a £1.250m contribution to general balances provided for in the 2024-25 budget.

#### Reserves and provisions 2024-25

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2024. Actual balances at the end

of March 2024 were higher than planned, mainly as a result of grants being carried forward, including Safety Valve and other reserves use being deferred.

- 4.3 The 2024-25 budget was approved based on closing reserves and provisions (excluding DSG reserves) of £139.561m as at 31 March 2024. This, and the latest forecasts are as follows.

**Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)**

<b>Reserves and provisions by service</b>	<b>Actual balances 1 April 2024</b>	<b>Increase in March 2024 balances after budget setting</b>	<b>2024-25 Budget book forecast 1 April 2024</b>	<b>Latest forecast balances 31 March 2025</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Adult Social Services	23.145	2.946	20.199	17.685
Children's Services (inc schools, excl LMS/DSG)	8.574	(0.172)	8.746	6.081
Communities and Environment	13.016	2.265	10.751	8.638
Infrastructure	49.230	10.112	39.118	54.468
Fire and Rescue	2.956	1.313	1.643	1.755
Strategy and Transformation	11.808	0.898	10.910	24.979
Chief Executives Office	2.457	0.234	2.219	2.391
Finance	46.775	11.570	35.205	41.024
Schools LMS balances	15.067	4.297	10.770	10.543
<b>Reserves and Provisions including LMS</b>	<b>173.024</b>	<b>33.463</b>	<b>139.561</b>	<b>167.564</b>
<b>DSG Reserve (negative)</b>	<b>(81.513)</b>	<b>8.229</b>	<b>(73.284)</b>	<b>(124.591)</b>

- 4.4 Grants and contributions brought forward at 31 March 2024 resulted in reserves and provisions being £33.463m higher than had been assumed at the time of budget setting. The majority of these reserves will be used to address planned service provision during 2024-25. The latest forecast net total for reserves and provisions at 31 March 2025 has decreased by £5.460m when compared with the opening balance at 1 April 2024, down to £167.564m. The overall level of reserves increased by £25m following the transfer in of the Local Enterprise Partnership net assets following its dissolution. This forecast is expected to adjust further in P12 as the Council seeks to balance the budget, with the forecast falling to around £155.7m thus more closely aligned to the Budget Book forecast for 31 March 2025 of £139.561m (excluding DSG).
- 4.5 **Dedicated Schools Grant (DSG):** The forecast outturn as at Period 11 has seen a small reduction in the forecast, with an updated in-year deficit of c. £58.6m. This is projection will result in an increase of c. £19.0m to the budgeted deficit, (c. (£0.2m) lower than projected at period 10), to be partially offset by contributions from NCC £5.5m and DfE £10m in line with the Safety Valve agreement. If the DfE does not pay their contribution prior to the end

of the financial year, then it is expected that these will be received in 2025/26.

- 4.6 This position is forecast to increase the DSG Reserve to c. £125m by 31 March 2025 due to the invest to save element of the plan to enable needs to be met earlier and more children to remain appropriately within mainstream settings, whilst running concurrently with high levels of independent placements and provision for children and young people not on roll of any school.
- 4.7 Previous periods' reporting has included additional independent school places over and above those originally modelled and budgeted prior to and following the start of the academic year, including placements directed by SEND tribunals. Demand for specialist places continues despite the investment in mainstream schools that has been made. This position continues to be kept under close review.
- 4.8 Similarly, additional spend in relation to support for children and young people who are not on a school roll, continues to see a significant increase in demand. Close scrutiny has been undertaken in relation to this area of spend following the increased forecast and will continue to be in place.
- 4.9 An key part of the High Needs Block spend is the funding into mainstream schools to support children with high SEND to remain within those settings, which has seen significant investment in recent years. A decision by Cabinet in September confirmed the 2024/25 funding allocation at £35m and this is included in the forecast. Work is underway to implement the new model from the start of the 2025/26 academic year.
- 4.10 NCC continues to be part of the Enhanced Monitoring and Support process with DfE representatives and advisors in relation to our Safety Valve agreement. We continue to seek to agree a revised plan with the DfE that will enable the DSG to balance on an in-year basis and, also, to repay the cumulative deficit in line with the key aims of the Safety Valve programme. It should be noted that it is expected that this will need to be over a longer period of time than the terms of the original plan.

**4.11 Provisions included in the table above**

The table above includes forecast provisions of £28.736m comprising:

- £8.763m insurance provision,
- £15.634m landfill provision (this provision is not cash backed),
- £2.075m provisions for bad debts,
- £2.058m business rates appeals provision, and
- £0.206m - a small number of payroll related provisions.

**5 New/Confirmed Funding**

- 5.1 **Growth Hub Core Funding 2024-25:** On 28 March 2024 the government announced individual grant allocations under the £12m Department of

Business and Trade (DBT) Core Growth Hub Funding for this financial year. Norfolk County Council will receive an allocation of £0.165m payable this financial year specifically for the purpose of the giving of advice and support to businesses via the Growth Hub. This will be awarded under Section 11 of the Industrial Development Act.

- 5.2 **Basic Need Funding Allocation:** On 25 April 2024 the Department for Education announced the funding allocations for local authorities to ensure that there are sufficient school places for children in their local area. Norfolk County Council's share of this funding is £2.716m for 2024-25 and £0.026m for 2025-26.
- 5.3 **Department of Work and Pensions (DWP) Universal Support Programme:** On 10 April 2024 the DWP announced the new funding allocations for the Universal Support Programme which provides aims to support individuals to get back into work. Norfolk County Council's share of this funding is £4.2m per annum for the next 3 financial years and will enable the Council to build on the existing Working Well Norfolk programme to assist 1200 residents to find employment.
- 5.4 **Household Support Fund:** On 2 September 2024 the Department of Work and Pensions and HM Treasury announced a £421m boost for local authorities in England to help people most in need with the cost of their energy, food and water. This additional £6.7m funding will enable the Household Support Fund to continue supporting vulnerable households with the cost of essentials over the winter months until April 2025.
- 5.5 **Local Enterprise Partnership (LEP):** On 4 August 2023, government announced its decision to withdraw central government core funding for Local Enterprise Partnerships from April 2024 and transfer their functions to local authorities. The New Anglia LEP was a combined partnership between Norfolk County Council (NCC), Suffolk County Council (SCC) and local businesses. Following the dissolution of the New Anglia LEP in 2024-25, the uncommitted funds available were split between NCC and SCC. NCC received £10.1m to continue to deliver the LEP's functions including business representation, strategic economic planning, and the delivery of specific government programmes as directed, including Growth Hubs, Careers Hubs and Enterprise Zones.
- 5.6 **Bus Services Improvement Plan (BSIP):** On 18 November 2024, the Department for Transport announced the bus funding for 2025-26 comprising of £8.510m revenue funding to continue the National Bus Fare Cap for 2025 and to protect existing services and support service delivery. The Council also received £7.406m capital funding for the Bus Services Improvement Plans.
- 5.7 **Local Highway Maintenance Fund:** On 20 December 2024, the Department for Transport announced the 2025-26 funding allocations for the local Highways Maintenance Fund which included a £15.158m increase in funding for Norfolk. This funding is aimed at resurfacing roads and cycleways,

mending pavements, looking after bridges, tunnels, retaining walls and other structures, and fixing potholes.

- 5.8 **Consolidated Active Travel Fund (CATF):** on 12 February 2025, the government announced a new fund to replace the Active Travel Fund (ATF) and the Capability Fund. The new CATF represents tranche 5 of the ATF and seeks to support local authorities with developing and constructing active travel networks in England. Norfolk's share of this fund for 2025-26 is £2.591m capital grant and £0.759m revenue grant. The revenue grant is aimed at supporting network planning, scheme design, community engagement and training activities.

## 6 Budget savings 2024-25 summary

- 6.1 In setting its 2024-25 Budget, the County Council agreed net savings of £41.532m. Details of all budgeted savings can be found in the 2024-25 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 6.2 The latest monitoring reflects total forecast savings delivery of £38.763m at year end.
- 6.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2024-25 savings forecast

	Adult Social Services	Children's Services	Communities and Environment	Infrastructure	Fire and Rescue	Strategy and Transformation	Chief Executives Office	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	15.262	9.775	-0.346	10.227	0.098	-0.460	0.330	6.646	<b>41.532</b>
Period 11 forecast savings	13.762	8.906	-0.746	10.227	0.098	-0.460	0.330	6.646	<b>38.763</b>
Savings shortfall (net)	1.500	0.869	0.400	0.000	0.000	0.000	0.000	0.000	<b>2.769</b>

### Commentary on savings risk areas

- 6.4 The forecast savings for 2024-25 as at February 2025 is £38.763m against a budgeted savings target of £41.532m. Any final updates to the delivery of savings for the year will be included in future outturn monitoring to Cabinet.

### Adult Social Services

Adult Social Services has a significant £15.262m savings target in 2024-25. As referenced in the revenue section, our utilisation of short term residential care, although greatly reduced from the start of the financial year, is still in excess of budget and therefore our saving associated with this change are currently unlikely to deliver fully within the timescale. The pace of our digital transformation is not keeping pace with the budget expectations and therefore is not going to deliver fully this year. We have seen an improvement in the Norse transformation position in recent months, the overall budget pressure is now c £0.500m.

- 6.5 The following represents the specific areas of savings variation related to the Adult Social Care savings programme:

<b>Saving Reference</b>	<b>Saving Description</b>	<b>Target £m</b>	<b>Forecast Delivery £m</b>	<b>Over/Under Delivery £m</b>
S2425ASS008	Reduce purchasing of short-term residential care, by focusing on more independent outcomes following hospital discharge.	1.000	0.800	0.200
S2425ASS025	Reprofiled saving for transformation of care provision by Norse Care.	1.500	1.000	0.500
S2425ASS014	Use digital technology to streamline services and make productivity and efficiency savings across priority areas for Adult Social Care.	1.000	0.300	0.700
S2223ASS034	Expansion of Self Directed Support. Delivering a saving by utilising more Direct Payments rather than commissioned services, particularly when Direct Payments offer individuals more choice and are cost effective.	0.100	0.000	0.100

*Please note: the Norse figure within the budget papers is a net savings figure representing the reprofiling of a previous target. In addition, the Self Directed Support saving is an extension of previous savings so at this time the original savings are being delivered but not the 24/25 additionality.*

## **Children's Services**

- 6.11 There is a forecast non-delivery of saving S2425CS013 - Prevention, early intervention and effective social care - helping families stay together and ensuring fewer children in care: Reduced social care placement and support costs through improved the timeliness of court decisions. We are currently over our baseline delay of 50.85 weeks (52.42 weeks)
- 6.12 There is a forecast non-delivery of saving S2425CS003 - Transforming the Care Market and creating the capacity that we need: Expansion of in-house fostering capacity and a delay in delivery of saving S2425CS011 Reshaping our system support for learning and education.

- 6.13 The forecast assumes that, overall, all other budgeted savings will be delivered during 2024-25, though current tracking is showing that some savings are under delivering, but these are offset by others that are over-delivering. Significant deviation from these plans could result in an increased overspend forecast. Therefore, expected delivery of savings will continue to be kept under close review.

### **Infrastructure**

- 6.14 At this stage it is anticipated all budgeted savings within Infrastructure will be delivered in 2024-25. The forecast assumes budgeted savings will be delivered in 2024-25; deviation from plans could result in a forecast overspend. Therefore, expected delivery of savings will continue to be kept under close review.

### **Fire and Rescue**

- 6.15 At this stage it is anticipated all budgeted savings within Fire and Rescue will be delivered in 2024-25. The forecast assumes budgeted savings will be delivered in 2024-25; deviation from plans could result in a forecast overspend. Therefore, expected delivery of savings will continue to be kept under close review.

### **Communities and Environment**

- 6.16 At this stage it is anticipated, unless stated separately, all budgeted savings within Communities and Environment will be delivered in 2024-25. The forecast assumes budgeted savings will be delivered in 2024-25; deviation from plans could result in a forecast overspend. Therefore, expected delivery of savings will continue to be kept under close review. One of the savings (S1819CES043) relates to additional income within the Norfolk Museums Service. Given the continued reduced capacity at Norwich Castle whilst the refurbishments are completed this is not expected to be achieved in full at this stage for 2024-25 until the Castle fully reopens.

### **2025-26 to 2027-28 savings**

- 6.17 Budget setting in 2025-26 saw budget savings of £12.059m for 2025-26 followed by savings of £8.989m for 2026-27 and £7.923m savings in 2027-28. The deliverability of these savings, including any 2024-25 savings that are permanently undeliverable, has been considered as part of the budget setting process for 2025-29. The 2025-26 Budget approved by Full Council on 18 February 2025 includes total savings of £45.347m for 2025-26, and the delivery of these will be reported during the year.



## 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	
<b>Adult Social Services</b>				
Purchase of Care		27.799		
Director of Assurance & Commissioning			(0.671)	
Director of Communities, Prevention and Partnerships			(1.336)	
Director of Community Health and Social Care			(2.656)	
Director of Community Social Work			(1.454)	
Management, Finance & HR			(7.115)	
Use of reserves			(1.181)	
<b>Net total</b>	<b>281.707</b>	<b>27.799</b>	<b>(14.413)</b>	<b>295.093</b>
<b>Children's Services</b>				
Sufficiency, Planning and Education Strategy (including Home to School Transport)		2.100		
Family Help & High Needs		2.000		
Childrens Placements		10.100		
Partnership, Inclusion & Practice			(0.600)	
Management, Finance & HR including grant funding			(5.100)	
<b>Net total</b>	<b>238.708</b>	<b>14.200</b>	<b>(5.700)</b>	<b>247.208</b>
<b>Communities and Environment</b>				
Net overspends		1.339		
Use of reserves			(1.339)	
Spend controls			(0.300)	
<b>Net total</b>	<b>18.544</b>	<b>1.339</b>	<b>(1.639)</b>	<b>18.244</b>
<b>Infrastructure</b>				
Net overspends		0.597		
Highways & Waste			(2.300)	
Spend controls			(0.700)	
Use of reserves			(0.597)	
<b>Net total</b>	<b>145.416</b>	<b>0.597</b>	<b>(3.597)</b>	<b>142.416</b>

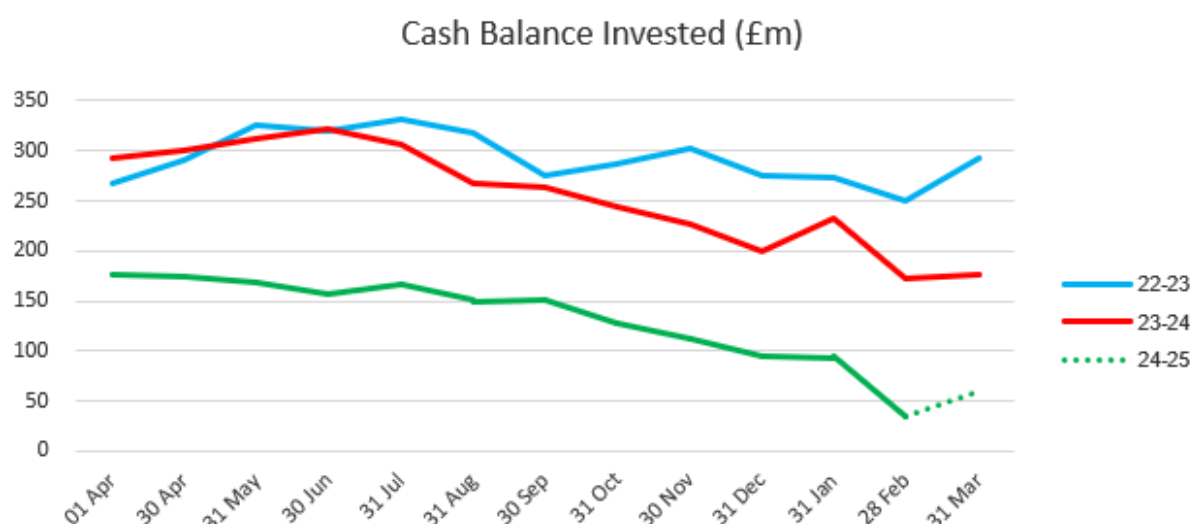
<b>Fire and Rescue</b>				
Net overspends		0.606		
Spend controls			(0.200)	
Use of reserves			(0.406)	
<b>Net total</b>	<b>38.314</b>	<b>0.606</b>	<b>(0.606)</b>	<b>38.314</b>
<b>Strategy and Transformation</b>				
Net overspends		1.274		
Spend controls			(0.541)	
Use of reserves			(1.274)	
<b>Net Total</b>	<b>33.376</b>	<b>1.274</b>	<b>(1.815)</b>	<b>32.835</b>
<b>Chief Executives Office</b>				
Net overspends		0.366		
Use of reserves			(0.394)	
<b>Net Total</b>	<b>4.439</b>	<b>0.366</b>	<b>(0.394)</b>	<b>4.411</b>
<b>Finance</b>				
Interest Payable			(0.536)	
Interest Receivable			(0.753)	
Minimum Revenue Provision – capital slippage			(1.027)	
Additional Business Rates Pool income from 2023-24 outturn, S31 grant and other Finance General budgets			(2.326)	
Spend controls			(0.300)	
2023-24 allocation from national business rates Levy Account			(1.300)	
			<b>(6.242)</b>	
<b>Net total</b>	<b>(232.757)</b>		<b>(5.936)</b>	<b>(238.999)</b>
<b>TOTAL</b>	<b>527.748</b>			<b>539.523</b>

#### Revenue Annex 2 – Dedicated Schools Grant Reserve

	£m	
Budgeted DSG reserve 31/03/2024	73.284	
Increase to actual 31/03/2024 position	8.229	
Actual DSG reserve 31/03/2024		81.513
Budgeted deficit 2024-25	39.543	
Forecast 2024-25 overspend	19.035	
Total forecast 2024-25 deficit		58.578
Less planned contributions		-15.500
<b>Forecast closing DSG reserve 31/03/2025</b>		<b>124.591</b>

## Appendix 2: 2024-25 Balance Sheet Finance Monitoring Report Month 11

Chart 1: Treasury Cash Balances



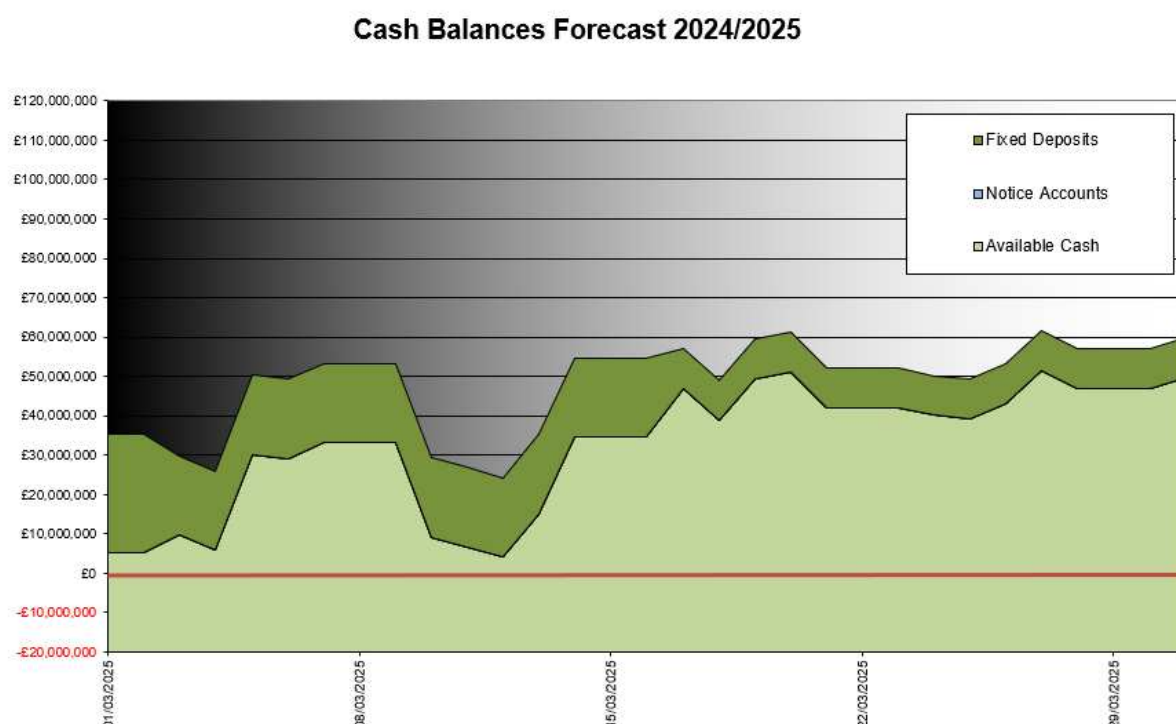
- 1.1 The Council's Treasury Strategy allows for £50m new borrowing in 2024-25 to fund capital expenditure and £18.4m new borrowing to support capital loans to 3<sup>rd</sup> parties. The cash flow above takes into account the planned borrowing and projects the current capital forecast through the year, resulting in a closing cash balance of approximately £59.9m; £100m lower than the original forecast set in May 2024, taking into account the actual spend to date in the revenue forecasts, new borrowing of £55m and actual cashflows in P11. As Chart 1 above shows, the deterioration in the current cashflow forecast (green line) represents the impact of the cost pressures materialising within High Needs Block of Children's Services.
- 1.2 The Council has a diminished cash balance for the immediate future with cash balances of £35.5m as at 28 February 2025, falling £58.5m down from the January 25 position. The Council has borrowed the second tranche of £5m PWLB loan to fund the Long Stratton Bypass on 26<sup>th</sup> February 2024, bringing the total borrowing to £10m at the end of P11. This loan is supported by contributions from the Greater Norwich Growth Board.
- 1.3 Since 28 February 2025, the Council has also borrowed the following:

Source	Amount	Interest Rate	Maturity Date
PWLB	£10m	4.82%	15/12/26
PWLB	£10m	4.84%	15/12/27

PWLB	£10m	5.03%	01/09/29
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- 1.4 Chart 2 below shows the projected cash balances for February and March 2025 excluding any further new borrowing and clearly demonstrates the need to borrow the remaining £28.4m before 31 March 2025 to alleviate the shortfall in cash reserves anticipated in March 2025

**Chart 2: Cash Balances forecast February – March 2025**



- 1.5 The Interest receivable forecast from treasury investments held by the Council is £1.600m; which generates a saving of £0.231m against the budget. The interest receivable forecast from non-treasury investments and capital loans is £2.112m which resulted in an underspend of £0.547m. The interest receivable from non-treasury investments and capital loans remains slightly above plan due to the persistent Bank of England base rate above plan assumptions
- 1.6 PWLB and commercial borrowing for capital purposes was £810.483m at the end of February 2025. The associated annual interest payable on existing borrowing is £29.454m.
- 1.7 The interest payable forecast for 2024-25 is £30.799m which is an £0.536m underspend against a budget of £31.335m. The forecast takes into account the £20m PWLB loan borrowed to date and the £48m to be borrowed in March 2025.

- 1.8 In accordance with the guidance set out in the Prudential Code 2021 (139) and the Treasury Management Code 2021(1.6), the Council sets out its current and full year forecast Prudential and Treasury Management Indicators in Table 1 below.

Table 1: CFR and Net Borrowing Indicators

Prudential and treasury indicators	2024-25 TM Strategy £m	31.3.25 Forecast £m
Capital expenditure	312.243	223.328
Capital Financing Requirement	1,051.502	1,048.089
Gross borrowing	913.284	897.278
External debt	862.750	855.278
<b>Investments</b>	<b>184.737</b>	<b>93.200</b>
Net borrowing	728.547	804.080

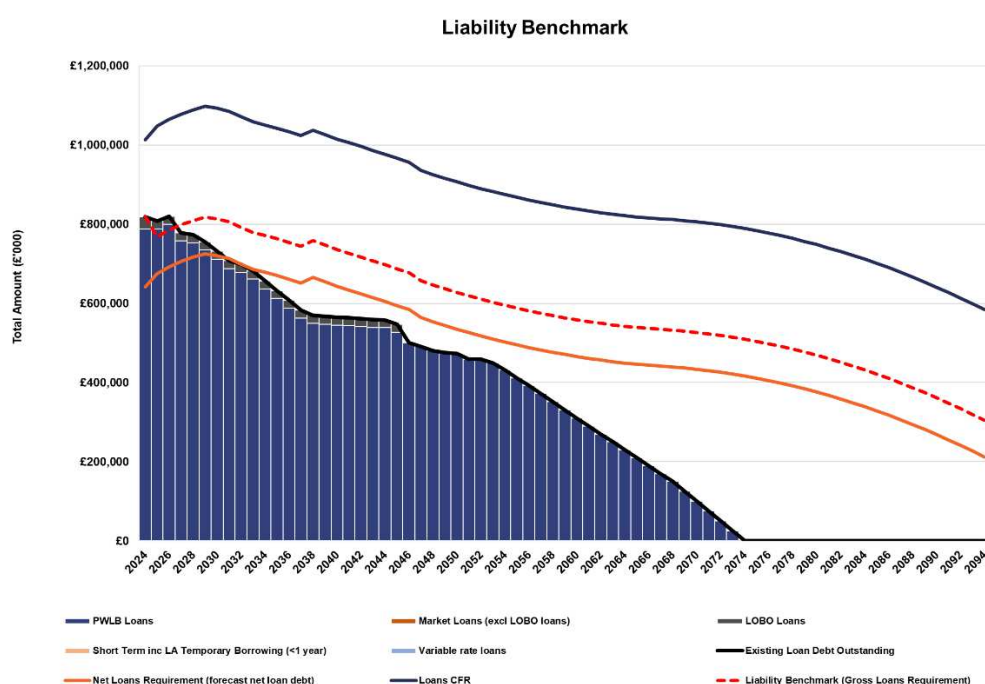
- 1.9 To date the Council has increased its PWLB borrowing by £40m and has repaid £18.311m of its external debt. The Net Borrowing position is projected to be higher than the level set in the strategy, because the level of investments and cash balances is projected to be £77.5m lower than originally planned, as noted in paragraph 1.1 above. As such the Gross Borrowing and External Debt balances are below the 24-25 TM strategy estimates set out in Table 2:

TABLE 2

Prudential Indicator 2023/24	2024-25 Strategy £m	2024-25 Forecast P11 £m
Authorised Limit	1,106.604	1,058.570
Maximum Gross Borrowing position during the year	869.482	869.482
Operational Boundary	1,051.502	1,048.09
Average Gross Borrowing position	826.271	812.345
Financing Costs as a proportion of net revenue stream (£936.504m)	7.73%	7.46%
Capital Financing Requirement	1,051.502	1,048.09

- 1.10 The Prudential Indicators in Table 2 take into account the 2024-25 Capital Programme forecast, including the reprofiling to date of existing projects. Service Managers are actively working on rephasing their capital projects out to the future years 2024-2029 to ensure that the Council remains within the Operational Boundary Limit of £1,051.502m as set out in the 24-25 Treasury Management Strategy on 20 February 2024.
- 1.11 The Liability Benchmark (LB) is a prudential indicator reported to Cabinet at the end of each quarter. Chart 3 has been updated to reflect the current capital forecast and the current borrowing profile. It shows a net under-borrowed position against the CFR until 2042. This indicator provides a useful snapshot of the Council's current debt and will be updated each month as the Council's capital programme and borrowing profile changes.
- 1.12 The Authority is required to estimate and measure the LB for the forthcoming financial year and the following two financial years, as a minimum. The LB below remains consistent with the TM strategy as the Prudential Indicators Forecast in Table 2 remains below the TM limits.

Chart 3: Liability Benchmark



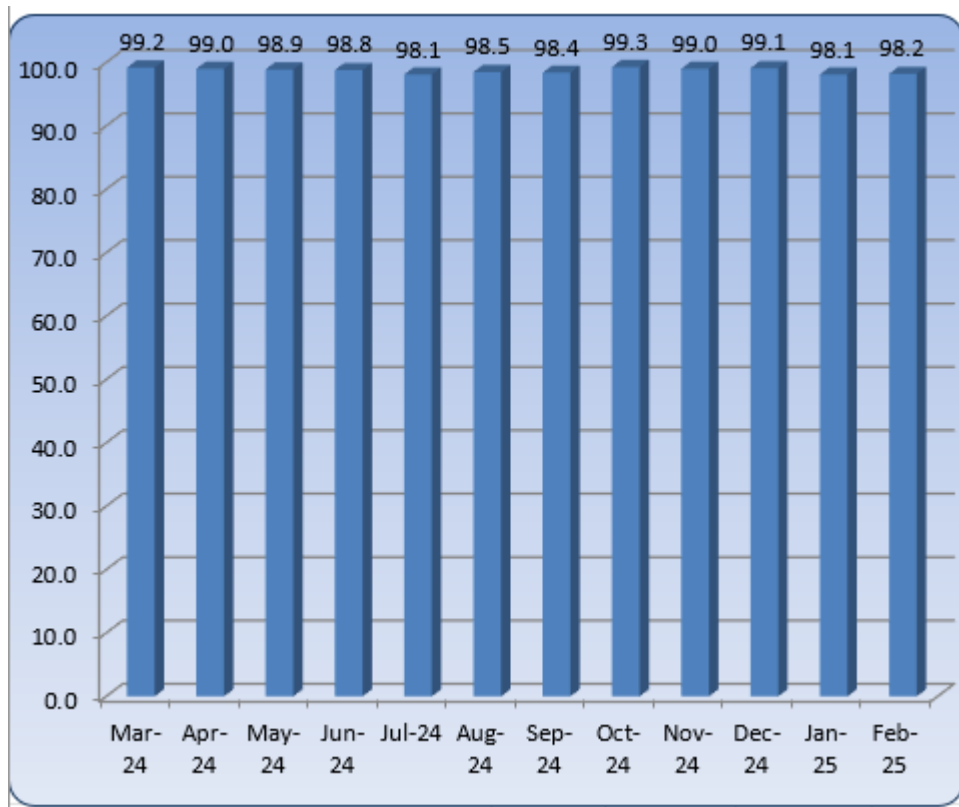
- 1.13 There are four components to the LB: -
- Existing loan debt outstanding: the Authority's existing loans that are still outstanding in future years.
  - Loans CFR: this is calculated in accordance with the loans CFR definition in the Prudential Code and projected into the future based on approved prudential borrowing and planned MRP.

- Net loans requirement: this will show the Authority's gross loan debt less treasury management investments at the last financial year-end, projected into the future and based on its approved prudential borrowing, planned MRP and any other major cash flows forecast.
- Liability benchmark (or gross loans requirement): this equals net loans requirement plus short-term liquidity allowance.

## 2 Payment performance

2.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 98.2% were paid on time in February 25 against a target of 98%.

2.2 **Chart 4: Payment performance, rolling 12 months**



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

### 3 Debt recovery

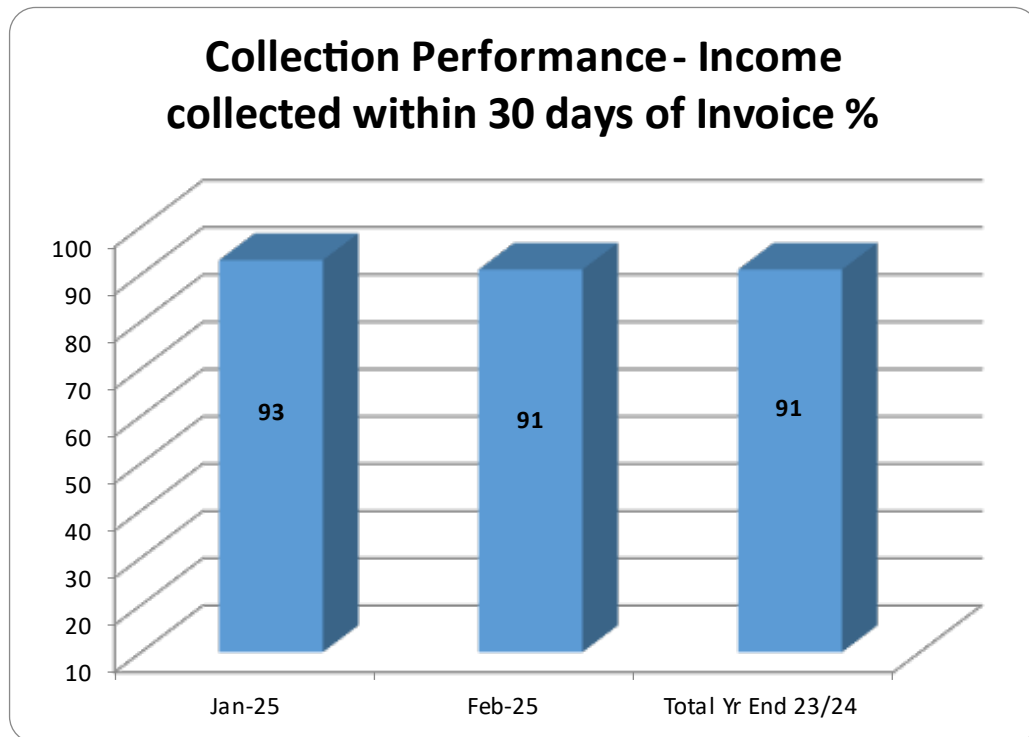
3.1 **Introduction:** In 2023/24 the County Council raised over 158,591 invoices for statutory and non-statutory services. These invoices total an amount in excess of £1.954bn.

3.2 In 2023/24 91.6% of all invoiced income was collected within 30 days of issuing an invoice, and 97% was collected within 180 days.

#### **Debt collection performance measures – latest available data**

3.3 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 91% in February 2025

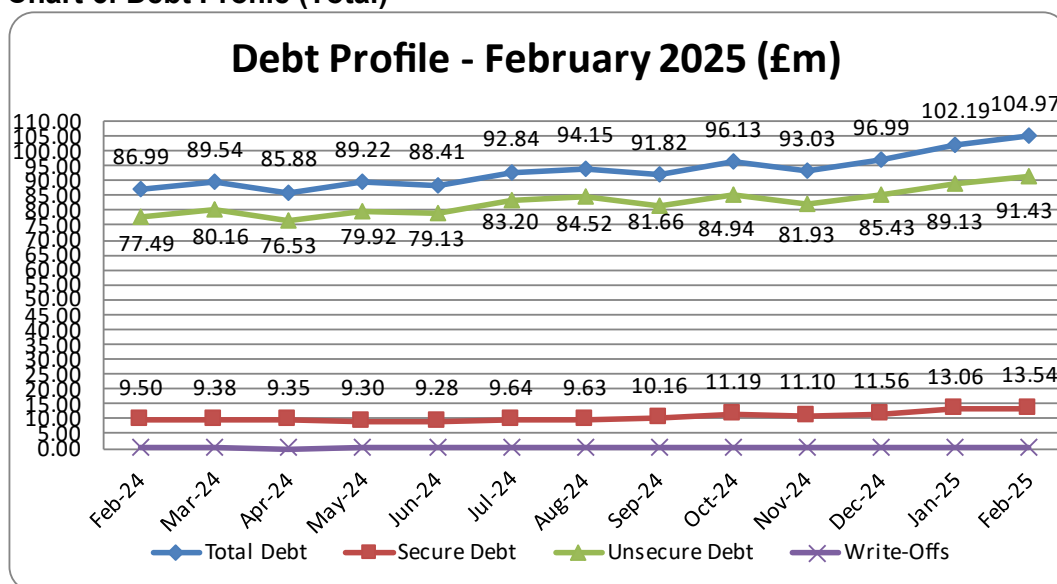
**Chart 5 : Latest Collection Performance**



3.4 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 6: Debt Profile (Total)



3.5 Secured debts amounted to:

£m	Nov-24	Dec-24	Jan-25	Feb-25
Secured Debts	11.1	11.56	13.06	13.54
Of which debts awaiting Estate Finalisation	3.37	3.41	3.39	3.69

3.6 Unsecured debts amounted to:

£m	Nov-24	Dec-24	Jan-25	Feb-25
Total Unsecured Debts of which:	81.93	85.43	89.13	91.43
- Debt under 30 days	11.33	14.49	18.82	18.74
- Debt being paid off by regular instalments	0.95	0.91	0.94	1.08
- Debts referred to NPLaw	1.48	1.34	1.3	1.25
- Of which debts awaiting Estate Finalisation	15.12	15.89	16.7	17.27

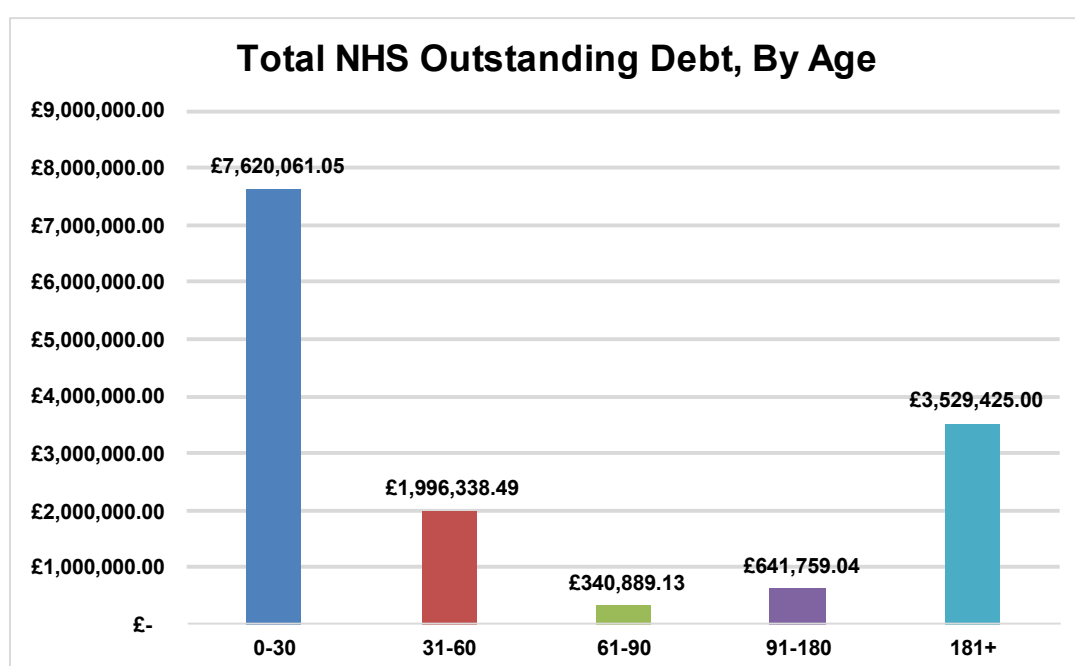
3.7 The overall level of unsecured debt increased by £2.30m in February 2025

3.8 The largest area of unsecure debt relates to charges for Adult Social Care of which:

£m	Nov-24	Dec-24	Jan-25	Feb-25
Total Unsecured Social Care Debts	58.46	58.01	64.81	68.35
of which debt under 30 days is	4.92	4.3	13.28	13.3
- ICB debts of which	4.85	4.05	7.14	10.58
Of which the debt under 30 days is	1.23	0.58	4.7	7.33
Debt over 181 days is	1.52	1.71	0.98	1.09

### 3.9 **Norfolk and Waveney ICB Debt**

Chart 7 below shows the debt aging profile of the remaining ICB debt at 28 February 2025. This ICB debt comprises of invoices outstanding from Adult Social Care, Children's Services, Public Health and other services.



The overall level of debt with the ICB has increased by £3.42m during this period. Of this total, the level of ICB debt under 60 days has increased by £3.77m and the level of debt over 60 days has decreased by £0.36m.

3.10 **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 Director of Strategic Finance approves the write-off of all debts up to £10,000. For the period 1<sup>st</sup> April 2024 to 28<sup>th</sup> February 2025, 454 debts

less than £10,000 were approved to be written off following approval from the Director of Strategic Finance. These debts totalled £530,453.25.

<b>Debts under £500</b>	Nov-24	Dec-24	Jan-25	Feb-25	Year to Date
No of debts	77	16	12	31	247.00
Value of debts written off	14122.9	1739.73	1274.86	3736.81	34047.39
<b>Debts over £500 and under £10,000</b>					
No of debts	30	14	20	29	193.00
Value of debts written off	77158.15	29005.47	66417.17	64140.74	503556.00
<b>Recovered debts</b>					
No of debts	5	1			14.00
Value of debts recovered	-3282.32	-7.18			-7150.15

- 3.11 In addition, the Director of Strategi Finance has approved the write off of a further 91 debts under £10,000 totalling £91,776.78, bringing the total under £10,000 debt write offs for 2024-25 to £622,230.03
- 3.12 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.13 For the year to date, Cabinet has previously approved the write off of 62 bad debts over £10,000 totalling £1,333,761.32. These had previously been provided for in the 2023-24 accounts and the decision to write-off will not affect the outturn position.
- 3.14 This month, Cabinet is asked to approve the write-off of six bad debts over £10,000 totalling £170,377.27 for which all viable options to recover the debt have been exhausted. The debts to write off comprise the following:

<b>Debt Type</b>	<b>Reason</b>	<b>Amount (£)</b>	<b>No of Debtors</b>
Non Residential Care charges	Estate Exhausted	12,103.21	1
Insurance Claim (Note 3.15 below)	Statute of limitation reached	£70,553.69	1
Residential and Non-Residential Care	Uneconomical to pursue	£37,155.08	1
Schools - IT equipment	Customer liquidated unable to pursue	£27,616.40	1
Residential Care Charges	Estate Exhausted	£12,724.91	1

Non-Residential Care Charges	Estate Exhausted	£10,223.98	1
<b>Total</b>		<b>170,377.27</b>	<b>6</b>

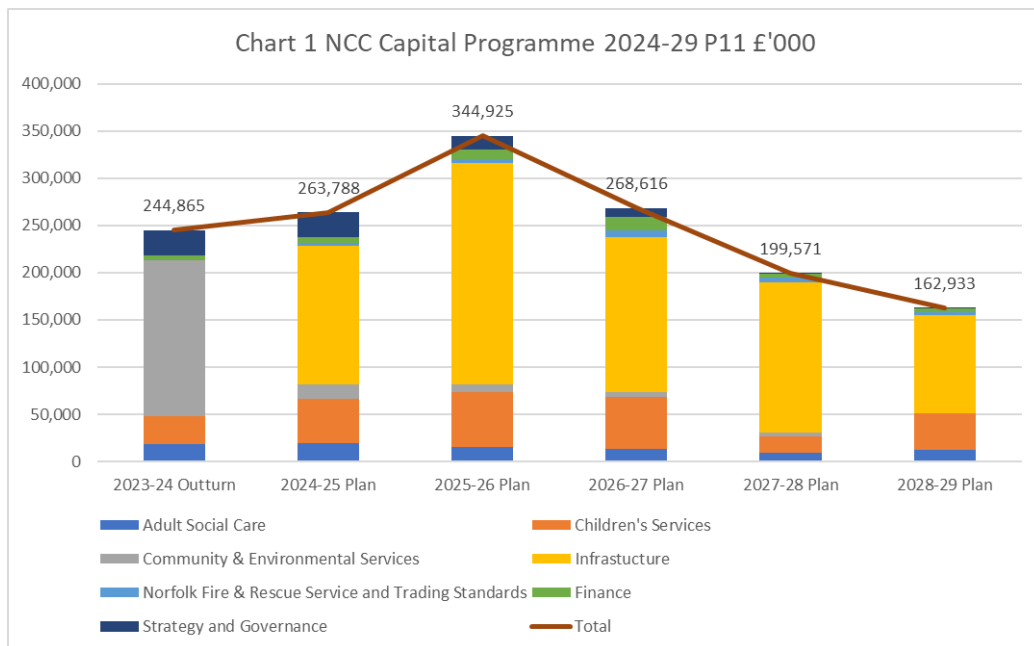
- 3.15 The Council undertook repair work to the highway due to damage a third party made back in 2014. Given the time since the damage was incurred and any insurance claim now being timed out due to the time passed, we are unable to collect the monies owed of £71k. For this reason, Cabinet is being asked to approve the debt being written off.
- 3.16 The debt write offs above is partially offset by a receipt in March 25 of £14,500 for a debt previously written off in October 2024.
- 3.17 The cumulative total debt write-off for debtors over £10,000 which have been submitted to Cabinet for approval during the period 1 April to 31 March 2025 is £1,489,638.59.

## Appendix 3: 2024-25 Capital Finance Monitoring Report

### Report by the Director of Strategic Finance

#### 1 Capital Programme 2024-29

- 1.1 On 20 February 2024, the County Council agreed a 2024-25 capital programme of £398.117m with a further £706.878m allocated to future years', giving a total of £1,104.995m.
- 1.2 The Capital Programme was increased by £41.699m in March 2024 following the receipt of various sources of external funding and £43.027m slippage from 2023-24. The bulk of this additional funding was reprofiled into 2024-25 leaving a Capital Outturn of £244.864m for 2023-24 as reported to Cabinet on 3 June 2024.
- 1.3 The revised capital programme at 1 April 2024 after slippage was £1,146.694m, of which £445.491m was allocated to 2024-25. This represents an 82% increase in the capital programme for 2024-25 when compared with 2023-24 and the average capital outturn of the previous 3 years of circa £220m.



- 1.4 Chart 1 shows the impact of the reprofiling of capital budgets since April 2024. The Executive Director led in-depth review of the capital programme has substantively addressed the profile of projects over 2024-25 and future years, taking into account the prudential borrowing constraints, lags in planning permission and changes in Council priorities. The aim of the review is to “right-size” the capital programme over the next 5 years, by reprofiling, repurposing and repositioning the projects to align to current strategic objectives and the Corporate Delivery Plan. The focus in quarter 4 remains on fine tuning the 2024-25 forecast and tackling the profile of projects planned for 2025-26 which has increased again to £344.925m and is £100m above the targeted capital programme run-rate.

- 1.5 Further in-year adjustments have resulted in the capital programme shown below:

**Table 1: Capital Programme budget**

	<b>2024-25 budget</b>	<b>Future years</b>
	<b>£m</b>	<b>£m</b>
Uplifts to existing schemes approved in February 2024	8.978	16.386
New schemes approved in February 2024	20.783	16.3
Previously approved schemes brought forward	349.441	668.518
IFRS 16 Assets	18.915	5.676
<b>Totals in 2024-29+ Budget Book (total £1,104.995m)</b>	<b>398.117</b>	<b>706.878</b>
Schemes re-profiled after budget setting	47.374	(5.675)
<b>Revised opening capital programme (total £1,146.694m)</b>	<b>445.491</b>	<b>701.203</b>
Re-profiling since start of year	(202.591)	200.991
Other movements including new grants and approved schemes	20.888	73.852
<b>Total capital programme budgets (total £1,239.834m)</b>	<b>265.788</b>	<b>976.046</b>

*Note: this table and the tables below contain rounding differences*

- 1.6 In February 2025, the Council updated the capital programme profile and transferred £3.850m into future years. The full list of reprofiled projects is available in Annex A Table 3.
- 1.7 The Council has also updated the capital programme for the following changes resulting in a net increase of £4.583m as set out in Annex A Table 1 and summarised below:
- £6.962m net increase in the Capital programme due to the following changes as set out in points a-d:
    - a. £1.374m additional funding received for the Disabled Facilities Grant from the Department of Health and Social Care
    - b. £0.446m increase in Children's Services external funding including £0.190m S106 contributions and £0.199m increase in grant funding for the Music Hubs and £0.057m additional external funding for schools
    - c. £0.094m external funding and £0.101m revenue contributions for various Environmental projects including Holkham Boardwalk
    - d. £0.083m increase in S106 funding for libraries and £0.020m external funding for the Social Infrastructure Fund.
    - e. £2.858m increase in external funding for Highways Infrastructure projects including £2.591m future years funding awarded for the Countywide Active Travel Fund phase 5,

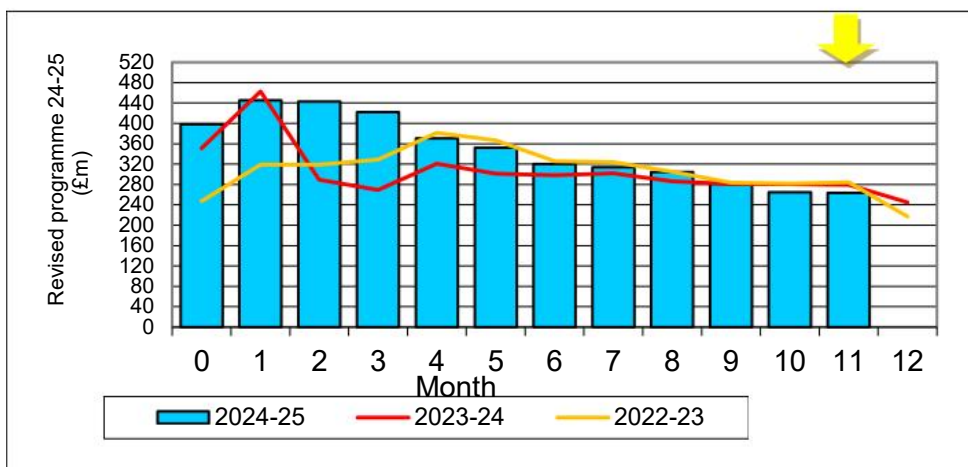
- £0.115m revenue contribution for the Alexandra Road Zone and £0.152m external funding for various highways projects
    - f. £0.236m external funding received for the Corporate Offices Future Ready programme
    - g. £0.178m external funding to various IT projects
    - h. £1.571m flexible utilisation of capital receipts to fund the Strategy and Transformation team.
    - i. £0.020m external funding for the Social Infrastructure Fund
  - (£2.379m) reduction in the Capital Programme as set out in points e-i:
    - h. (£1.522m) reduction in external funding attributed various highways projects including (£0.787m) for the Great Yarmouth cycle scheme, (£0.266m) for Transforming cities and (£0.261m) for highways improvements
    - i. (£0.500)m reduction in NCC borrowing for the North Walsham Recycling Centre
    - j. (£0.245m) reduction in external funding for the Better Broadband for Norwich project and;
    - k. (£0.111m) reduction Legal Services project funded through NCC Borrowing
    - l. (£0.001m) reduction in external funding for the Schools Based Project.
- 1.8 Within the Children's Services area there was a realignment of budgets allocated to various schools, SRBs and the New Roads Hubs resulting in a series of virements including:
- £1.305m for the schools based projects and
  - £0.722m for programme management
- Details of all virements are available in Annex A Table 2.
- 1.9 The Corporate Property Team have vired £0.307m between projects, Details of all virements are in Annex A Table 2
- 1.10 In a similar way, the Highways department has updated its forecasts on various schemes resulting in, a net £0.825m external funding and £0.136m NCC borrowing reallocated between 54 projects. Included within these movements is the receipt of £3.782m of additional grant funding from the Department for Transport to fund the Long Stratton Bypass which has been profiled into 2024-25 from 2025-26. All details are listed in Annex A Table 2.
- 1.11 The Waste department have vired £4.039m between projects, including £2.886m for the Caister Transfer Station project to offset the increased costs reported to Cabinet and Full Council in February 25, £0.480m for the Mid A11 Corridor Waste Recycling Centre and £0.405m for the Kings Lynn Transfer Station
- 1.12 The Capital Programme will be updated for future notifications of capital grant funding. The Council will adjust the profile of capital expenditure funded from NCC borrowing accordingly to accommodate the grant funded projects in the current year.

- 1.13 The full impact of slippage in the current year capital programme will be reflected in Capital Monthly Reporting to cabinet in future months.

### Changes to the Capital Programme

- 1.14 The following chart shows changes to the 2024-25 capital programme through the year. The current year capital programme tends to build up in the first half of the year as the Council receives notification of central government capital grants and then gradually settles down to a sustainable delivery level as projects are profiled and reprofiled as schemes develop.

**Chart 2: Current year capital programme through 2024-25**



- 1.15 Month “0” shows the 2024-25 capital programme at the time of budget approval, with schemes reprofiled from the prior year 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.
- 1.16 The P11 Capital Programme of £263.788m is still around £25m higher than the capital programme delivered in the last two years (£244.8m – 23-24, £217.0m – 22-23 and £254.87m – 21-22). Therefore, the Council is expecting a significant slippage of over £30m into 2025-26
- 1.17 Following the restructure of Community and Environmental services, the capital projects have been moved into their new service areas. The opening programme has been restated to reflect the new structure. The current year’s capital budget is as follows:



**Table 2: Service capital budgets and movements 2024-25**

<b>Service</b>	<b>Revised Capital Programme</b>	<b>Reprofiling since previous report</b>	<b>Other Changes since previous report</b>	<b>2024-25 latest Capital Budget</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Adult Social Care	17.556	-0.020	1.374	18.911
Children's Services	46.145	0.624	0.255	47.024
Communities and Environment	17.124	-1.188	0.195	16.130
Finance	6.338	-0.002		6.337
Infrastructure	147.485	-0.792	-0.752	145.941
NFRS and Trading Standards	3.956	-0.469		3.487
Strategy & Transformation	26.568	-2.003	1.393	25.958
<b>Total</b>	<b>265.173</b>	<b>-3.850</b>	<b>2.465</b>	<b>263.788</b>

*Note: this table may contain rounding differences.*

1.18 The revised programme for future years (2024-25 to 2026-27) is as follows:

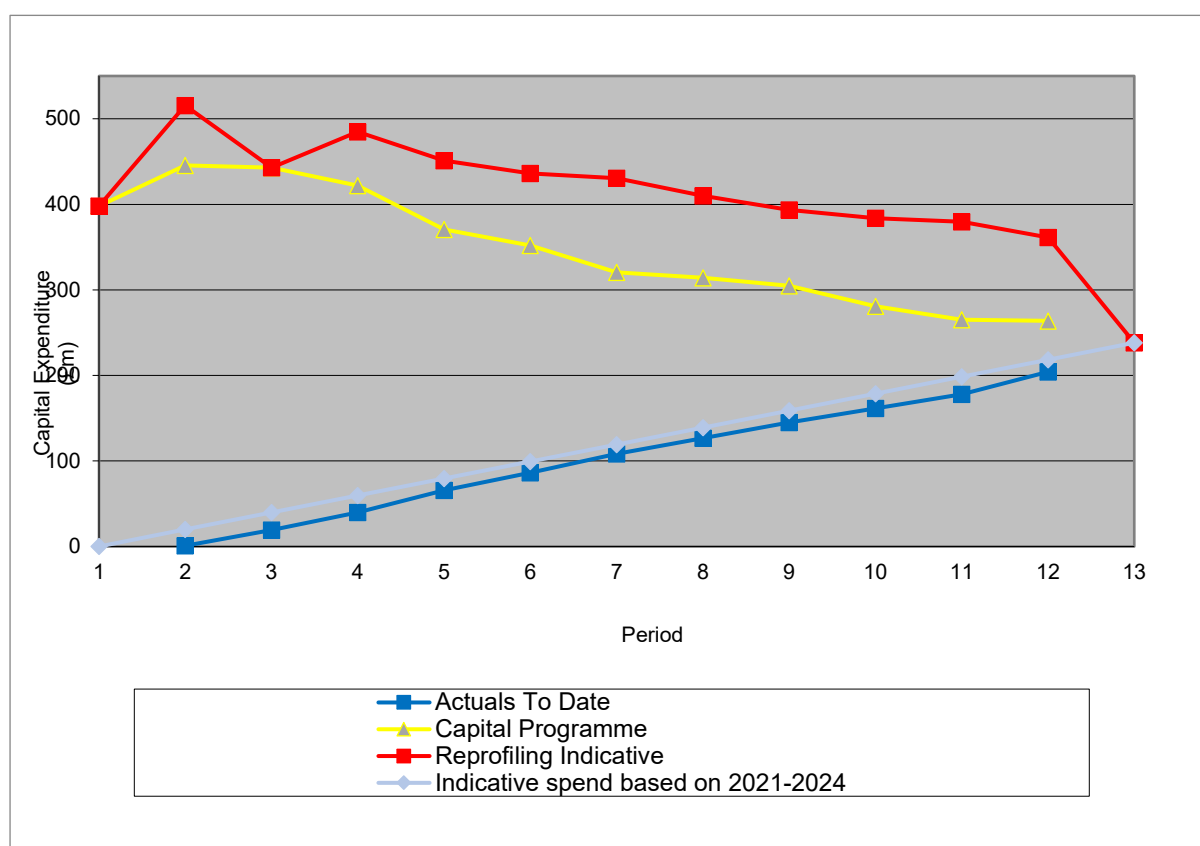
**Table 3: Capital programme future years 2025+**

<b>Service</b>	<b>Previously reported future programme</b>	<b>Reprofiling since previous report</b>	<b>Other Changes since previous report</b>	<b>2025+ Future Capital Budget</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Adult Social Care	50.525	0.020	0.000	50.545
Children's Services	168.988	-0.624	0.190	168.554
Communities and Env	16.410	1.188	0.103	17.702
Finance	32.973	0.002		32.975
Infrastructure	658.808	0.792	1.825	661.425
NFRS and Trading Stds	18.050	0.469		18.519
Strategy & Transformation	24.324	2.003	0.000	26.327
<b>Total</b>	<b>970.078</b>	<b>3.850</b>	<b>2.118</b>	<b>976.046</b>

*Note: this table contains rounding differences*

1.19 The graph below shows the movement on the current year capital budget and year to date capital expenditure:

**Chart 3: Capital Programme 24-25 and cumulative actual expenditure**

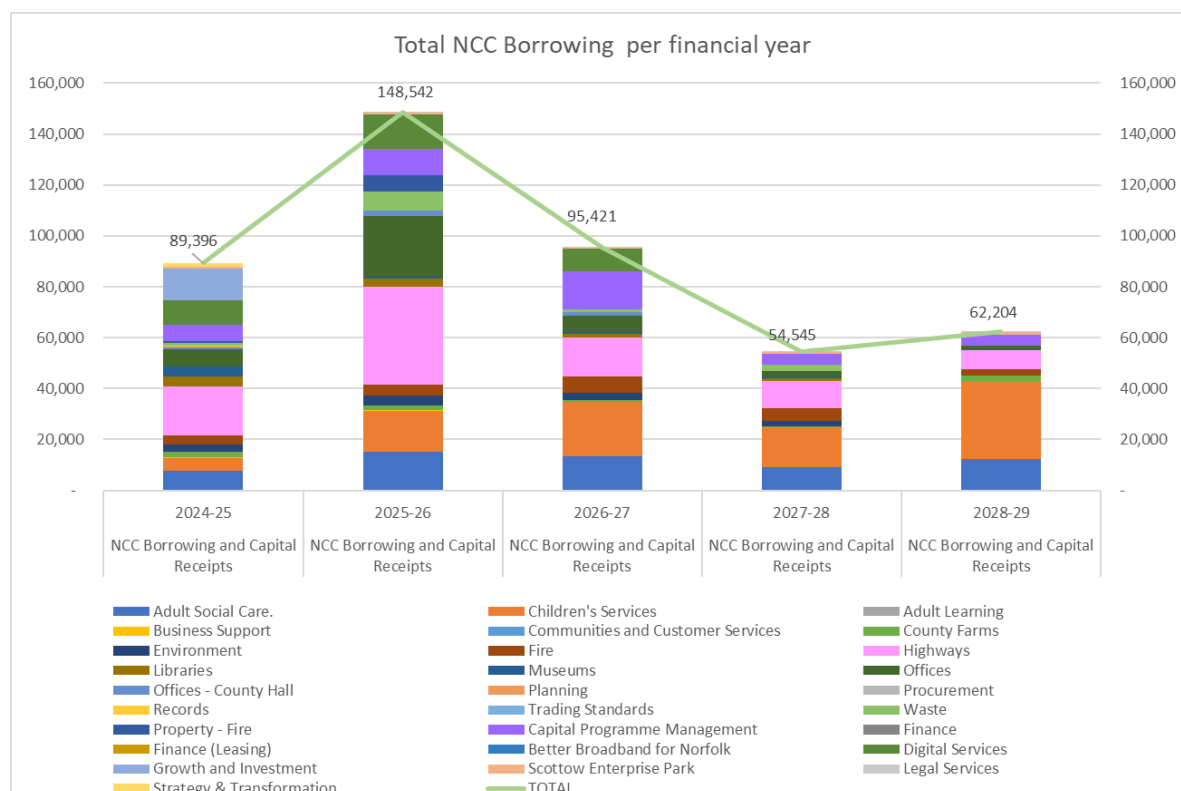


The graph shows that actual year to date capital spend is slightly behind the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that expected reprofiling of budgets to future years as the progress on projects becomes clearer. As a result, capital expenditure 2024-25 forecast at P11 has increased to £238.186m.

- 1.20 The P11 forecast is based on project trends for the last 11 months and provides a way forward to achieving a financial sustainable capital programme for 2024-25 within the prudential limits as set out in the Councils Treasury Management Strategy. In December 24, the Executive Leadership Team reviewed the then Capital Programme of £1,239.365m against the P8 forecast and proposed a range of reprofiles and to temporarily disengage from uncommitted projects over the next 2-3 financial years to enable the Council to right size its capital programme within the current financial envelope whilst addressing the Council's strategies.
- 1.21 Further action is required to address the size of the 2025-26 Capital Programme, and the focus remains to rephase the projects in 2025-2027 to establish a run-rate for capital projects that matches the Council's project delivery capacity whilst prioritising projects most closely aligned to the Council's strategic priorities.

- 1.22 The right-sizing actions taken to date have improved the profile of NCC Borrowing for the future years, but there remains £158m of NCC borrowing within the current MTFS that will continue to be managed through the ELT review processes in place to bring the Council's capital programme borrowing requirements back into the treasury limits set within the MTFS.

**Chart 4 : NCC Borrowing by financial year £'000**



- 1.23 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. The inflation in cost of construction has had an impact on the larger multi-year infrastructure schemes. Officers will continue to monitor this risk and reflect the cost pressures 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**

<b>Funding stream</b>	<b>2024-25 Programme</b>	<b>Future Years Forecast</b>
	<b>£m</b>	<b>£m</b>
Prudential Borrowing	70.506	344.262
Supported Borrowing	16.000	16.450
Use of Capital Receipts	2.891	0.000
Revenue & Reserves	3.373	0.050
<i>Grants and Contributions:</i>		
DfE	32.124	57.232
DfT	92.852	497.819
DoH	11.363	0.000
DLUHC	0.000	0.330
DCMS	0.055	0.000
DEFRA	0.059	0.000
Developer Contributions	14.595	39.520
Other Local Authorities	4.523	3.153
Local Enterprise Partnership	0.027	0.000
Community Infrastructure Levy	7.811	13.455
National Lottery	1.094	0.000
Academies		
Commercial Contributions	0.205	0.000
Business rates pool fund		
Other	6.075	3.776
PSDS	0.236	0.000
<b>Total capital programme</b>	<b>263.788</b>	<b>976.046</b>

*Note: this table may contain rounding differences*

- 2.2 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the 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 2024, gave the best estimate at that time of the value of properties available for disposal in the four years to 2028-29, totalling £19.293m.

**Table 5a: Disposals capital programme forecast**

<b>Financial Year</b>	<b>Property sales forecast £m</b>
2024-25	2.355
2025-26	5.701
2026-27	6.877
2027-28	2.225
2028-29	2.134
	<b>19.293</b>

The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

**Table 5b: Capital receipts and forecast use current financial year £m**

<b>Capital receipts 2024-25</b>	<b>£m</b>
Capital receipts reserve brought forward	13.716
Loan repayments – subsidiaries forecast for year	1.833
Loan repayments – LIF loan repayments to date	
<b>Capital receipts to date</b>	
Capital receipts in year	2.714
Capital Receipts forecasted for asset disposals subject to contract	
<b>Secured capital receipts to date</b>	<b>2.714</b>
Potential current year farms sales	-
Potential current year non-farms sales	-
Potential development property sales	-
<b>Potential capital receipts</b>	<b>0.000</b>
<b>Forecast available capital receipts</b>	<b>18.263</b>
<b>Forecast use of capital receipts</b>	
Maximum flexible use of capital receipts to support transformation costs	2.571
Financing of Multi Use Games Area (MUGA) in Fakenham	0.134
Repayment of CIL supported borrowing and Capital Loans	1.833
To fund short-life assets – IT and VPE	4.970
To fund short-life assets – ICES Equipment	0.400
<b>Total Capital Receipts Utilisation</b>	<b>9.907</b>
Capital Receipts Reserve to carry forward	8.356
Norwich Western Link Reserve	5.016
<b>Remaining Capital Receipts Unutilised</b>	<b>3.340</b>

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the use of capital receipts to support transformation costs, short-life capital expenditure and the Norwich Western Link project, previously approved by County Council.
- 3.5 Further sales will contribute to the capital receipts reserve which can be used to reduce the external borrowing requirement, fund debt repayments, flexible use of capital receipts or to directly fund capital expenditure, thereby reducing the Capital Funding Requirement (CFR).
- 3.6 On 30 January 2024, the government signalled its intention to extend the flexible use of capital receipts scheme to support transformation costs to March 2030. Table 5b includes £2.571m earmarked for this in 2024-25, comprising of £1.571m for Strategy and Transformation and £1m for ASC Transformation – both of which have been included within the Capital Programme above.
- 3.7 Given the extension of the flexible use of capital receipts scheme to 2030, Cabinet is asked approve the allocation of £1m of capital receipts in 2025-26 for transformation costs incurred by Adult Social Care services.

#### **4 New capital budget proposals/budget amendments to be actioned**

- 4.1 In line with the Cabinet decision on 2 September 2024, the capital programme will be uplifted by £2.2m within the 2025-26 Capital Strategy representing the Council's investment in new offices and laboratory facilities on the Norwich Research Park. This investment is a supported borrowing loan to the site developer which will be repaid plus interest through Enterprise Zone retained business rates. Therefore, the risk to the Council is mitigated.

ANNEX A: Movements in Capital Budgets  
Table 1 – CHANGES IN FUNDING

Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed		Sum of FY25-26+ Reversed	
				Additional Funding	Funding Decrease/Removal	Additional Funding	Funding Decrease/Removal
Adult Social Services (Directorate)	Adult Social Care.	External	SC8140 : Disabled Facilities Grant	1,374,470		-	
		External Total		1,374,470		-	
	Adult Social Care. Total			1,374,470		-	
	Adult Social Services (Directorate) Total			1,374,470		-	
Children's Services (Directorate)	Children's Services	External	EC3870 : Emneth Developer Contribution			190,120	
		External	EC6070 : Music Hubs Grant	198,590		-	
		External	ECAPAA : SCHOOL BASED PROJECT	4,400	900	-	-
		External	ECAPDC : VA SCH BASED CAPITAL PROJ	52,990		-	
	Children's Services		External Total	255,980	900	190,120	-
	Children's Services Total			255,980	900	190,120	-
	Children's Services (Directorate) Total			255,980	900	190,120	-
Community & Environmental Services (Directorate)	Communities and Customer Services	External	PQ6003 : Social Infrastructure Fund			20,000	
		External Total				20,000	
	Communities and Customer Services Total					20,000	
	Environment	External	PQ7010 : Natural Capital	30,280		-	
		External	PQ7011 : Planning and Advice	12,400		-	
		External	PQ7018 : LATF and UTCF	50,940		-	
		External Total		93,620		-	
	Revenue and Reserves	Revenue and Reserves	PQ7010 : Natural Capital	5,000		-	
		Revenue and Reserves	PQ7016 : 1 Million Trees	8,310		-	
		Revenue and Reserves	PQ7024 : Holkham Boardwalk	87,780		-	
		Revenue and Reserves Total		101,090		-	
	Environment Total			194,710		-	
	Libraries	External	LL0745 : S106 Three Score Care Village (Phase2) NML			76,060	
		External	LL0853 : S106 Coast Road, Bacton PF/23/1612			4,740	
		External	LL0854 : S106 Ostend Road, Walcott PF/23/2259			2,330	
		External Total				83,130	
	Libraries Total					83,130	
	Community & Environmental Services (Directorate) Total			194,710		103,130	

Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed		Sum of FY25-26+ Reversed	
				Additional Funding	Funding Decrease/Removal	Additional Funding	Funding Decrease/Removal
Infrastructure (Directorate)	Highways	External	PAA003 : Norwich - Transforming Cities bid			-	266,310
		External	PEA058 : Norwich A1024 Mile Cross Rd - Cycle Scheme	5,000		-	
		External	PEA059 : B1370 Middleton Rd Gorleston - Cycle Scheme	10,000		-	
		External	PEA060 : Great Yarmouth, C628 Jellicoe Road - Cycle Scheme		- 787,340		-
		External	PEA075 : Kings Lynn U20330 St Valery Lane ? Cycle barriers	280		-	
		External	PF3041 : Local Highway Improvement		- 260,680		-
		External	PFA059 : Burnham Market Church Walk - Trod	5,000		-	
		External	PFA066 : K Lynn King Charles Trail Path upgrade - CIL fund		- 10,000		-
		External	PHA054 : Sandringham A149 Queen Elizabeth Way Central Refuge		- 10		-
		External	PHA056 : KingsLyn A1076 GaytonRd ToucanCrossingHospital	2,450		-	
		External	PHA062 : BradwellIA143ClayLn to GreenLnSignalisedCrossing	10,000		-	
		External	PJA102 : West Runton - Speed mgmt feasibility study		- 2,000		-
		External	PJA123 : BarnhmBroom NWLTrafficMitigatn SpeedReductMeasures		- 26,780		-
		External	PJA124 : KmbriyWyndhmCrletn NWLTrafficMitigatn SpeedReduct		- 27,780		-
		External	PJA126 : Horsfrd/Felthorp NWL TrafficMitigation Nrth A1067		- 13,500		-
		External	PJA127 : WestonLongville NWL TrafficMitigation SpeedReductn		- 20,000		-
		External	PJA138 : Attlebridge NWL Traffic Mitigation Measures		- 2,000		-
		External	PJA143 : Honingham NWL TrafficMitigationMeasure.Taverham Rd		- 25,000		-
		External	PJA148 : Castle Rising - Village gateways	3,730		-	
		External	PJA149 : Acle - New Rd. NationalHighways speed limit review	10,000		-	
		External	PKA143 : Countywide Active Travel Fund 5			2,591,060	
		External	PMB909 : Diss DfT Obsolescence Grant Traffic Signal	100,000		-	
		External	PR3626 : Former HL Foods Site, Norwich Rd, North Walsham		- 80,600		-
		External	PRA014 : HADBA Traffic signal junc Greenfields, Dereham	2,790		-	
		External	PRA033 : HADBA Tasburgh, Nrwh FoundryGardnCntr 9/7/14/1936	3,000		-	
		External Total		152,250	- 1,255,690	2,591,060	- 266,310
		Revenue and Reserves	PJA105 : Alexandra Rd Area Restricted Zone Experimental TRO	115,000		-	
		Revenue and Reserves Total		115,000		-	
	Highways Total			267,250	- 1,255,690	2,591,060	- 266,310
	Offices	External	CA2318 : Future Ready Programme	236,260		-	
		External Total		236,260		-	
	Offices Total			236,260		-	
	Waste	NCC Borrowing & Capital Receipts	PQ3043 : North Walsham Recycling Centre			-	500,000
		NCC Borrowing & Capital Receipts Total				-	500,000
	Waste Total					-	500,000
Infrastructure (Directorate) Total				503,510	- 1,255,690	2,591,060	- 766,310



Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed		Sum of FY25-26+ Reversed	
				Additional Funding	Funding Decrease/Removal	Additional Funding	Funding Decrease/Removal
Strategy and Transformation	Better Broadband for Norfolk	External	KT0004 : Next Generation Access Broadband Contract		- 245,170		-
		<b>External Total</b>			- 245,170		-
	<b>Better Broadband for Norfolk Total</b>				- 245,170		-
	Digital Services	External	KT2660 : Schools ICT Refresh	83,550		-	
		External	KT2661 : Academy ICT Refresh	39,130		-	
		External	KT2680 : Local Full Fibre Network (LFFN)	54,910		-	
		<b>External Total</b>		<b>177,590</b>		-	
	<b>Digital Services Total</b>			<b>177,590</b>		-	
	Legal Services	NCC Borrowing & Capital Receipts	KA0002 : Nplaw IT System		- 110,650		-
		<b>NCC Borrowing &amp; Capital Receipts Total</b>			- 110,650		-
	<b>Legal Services Total</b>				- 110,650		-
	Strategy & Transformation	NCC Borrowing & Capital Receipts	KS2324 : S&T - Transformation	1,571,000		-	
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>1,571,000</b>		-	
	<b>Strategy &amp; Transformation Total</b>			<b>1,571,000</b>		-	
Strategy and Transformation	<b>Directorate Total</b>			<b>1,748,590</b>	- 355,820	-	-
<b>Grand Total</b>				<b>4,077,260</b>	- 1,612,410	<b>2,884,310</b>	- 766,310

Table 2 – Virements between projects

Table 2 – Differences between projects				Values			
Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed		
Adult Social Services (Directorate)	Adult Social Care.	NCC Borrowing & Capital Reciepts	SC8156 : Independent Living Programme		-	13,436,990	
		NCC Borrowing & Capital Reciepts	SC8170 : Supported Living Programme		-	2,021,000	
		NCC Borrowing & Capital Reciepts	SC8181 : IL Stalham			699,000	
		NCC Borrowing & Capital Reciepts	SC8185 : IL South Wooton			3,579,990	
		NCC Borrowing & Capital Reciepts	SC8186 : IL Saxon House Extension Loddon			611,000	
		NCC Borrowing & Capital Reciepts	SC8187 : IL Norwich East (PDC)			4,312,000	
		NCC Borrowing & Capital Reciepts	SC8188 : IL Links Road Gorleston			4,235,000	
		NCC Borrowing & Capital Reciepts	SC8199 : SL Hawthorn Road, Gorleston Recovery			21,000	
		NCC Borrowing & Capital Reciepts	SC8204 : SL North Walsham SLCH			1,800,000	
		NCC Borrowing & Capital Reciepts	SC8205 : SL Angel Yard, Sussex Street			200,000	
		NCC Borrowing & Capital Receipts Total					-
		Adult Social Care. Total					-
		Adult Social Services (Directorate) Total					
	Children's Services (Directorate)	Children's Services	External	EC2412 : Sites 2011/12	-	2,870	-
External			EC3719 : Programme Management		722,280	-	
External			EC3812 : Watton Developer cont				111,710
External			EC4349 : CM - Blofield Primary Masterplan	-	810	-	
External			EC4352 : AC - Sprowston Academy		5,000	-	
External			EC4596 : AC - Gayton Primary		1,940	-	
External			EC4695 : Basic need	-	48,630	-	
External			EC4822 : Condition Funding	-	689,150	-	
External			EC4859 : AC - Ormiston Academy Costessey		29,050	-	
External			EC4873 : CM-Sprowston New Primary	-	19,360	-	
External			EC4920 : CM - Cringleford New Academy		33,940	-	
External			EC4953 : Tilney St. Lawrence mobile		3,150	-	
External			EC6001 : Aylsham Learning Federation	-	1,305,290	-	
External			EC6047 : AC - Watton Junior Academy S106 Classrooms			-	111,710
External			EC6048 : Brooke Primary Mobile Replacement		780	-	
External			EC6063 : CM - Hethersett Woodside playing field	-	39,000	-	
External			EC6067 : CM - Avenue Junior Urgent Ceiling works		12,410	-	
External			EC6069 : CM - Lath and Plaster Repairs estate wide	-	17,410	-	
External			ECAPAA : SCHOOL BASED PROJECT		1,305,290	-	
External			ECAPFM : CAPITAL FORMULA		8,680	-	
External Total				-	-		

Table 2 – Virements between projects (cont)

Department	Subcommittee	Funding type	Project	Values	
				Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
		NCC Borrowing & Capital Receipts	EC4397 : FN - Sheringham Woodfields Sch led project	- 10	-
		NCC Borrowing & Capital Receipts	EC4422 : Easton Land Acquisition	850	-
		NCC Borrowing & Capital Receipts	EC4747 : CM - SEND	- 27,610	-
		NCC Borrowing & Capital Receipts	EC4973 : Development of existing SRB?s	20,190	-
		NCC Borrowing & Capital Receipts	EC4982 : Sheringham Woodfields Land Acquisition	40	-
		NCC Borrowing & Capital Receipts	EC6027 : AC - Edward Worlledge Academy SRB	6,540	-
		NCC Borrowing & Capital Receipts	EC6052 : SC - Foxwood Solo Provision	- 10,000	- 60,000
		NCC Borrowing & Capital Receipts	EC6054 : SC - Applewood Solo Provision	10,000	60,000
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		-	-
	<b>Children's Services Total</b>			-	-
<b>Children's Services (Directorate) Total</b>				-	-
<b>Community &amp; Environmental Services (Directorate)</b>	<b>Environment</b>	NCC Borrowing & Capital Receipts	PQ7000 : Greenways to Greenspaces	- 70,000	-
		NCC Borrowing & Capital Receipts	PQ7009 : Norfolk and National Trails	- 30,000	-
		NCC Borrowing & Capital Receipts	PQ7016 : 1 Million Trees	70,000	-
		NCC Borrowing & Capital Receipts	PQ7023 : Wherryman's Way ? Bramerton	10,000	-
		NCC Borrowing & Capital Receipts	PQ7025 : Wherryman's Hardley Flood	10,000	-
		NCC Borrowing & Capital Receipts	PQ7026 : Wherryman's ? Surlingham	10,000	-
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		-	-
	<b>Environment Total</b>			-	-
	<b>Libraries</b>	External	LL0726 : S106 White House Farm, Blue Boar Ln, Sprowston SPR	- 1,480	-
		External	LL0787 : S106 West Octagon Farm, Bungay Road, Bixley		-
		External	LL1040 : Library Building Improvements	1,480	-
		<b>External Total</b>		-	-
	<b>Libraries Total</b>			-	-
<b>Community &amp; Environmental Services (Directorate) Total</b>				-	-

Table 2 – Virements between projects (cont)

Department	Subcommittee	Funding type	Project	Sum of FY24-25	
				Reversed	Sum of FY25-26+ Reversed
Infrastructure (Directorate)	County Farms	NCC Borrowing & Capital Receipts	CB0104 : Septic Tank Replacement Schemes	-	12,990
		NCC Borrowing & Capital Receipts	CB0120 : County Farms Statutory Compliance	-	30,000
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		-	<b>42,990</b>
	<b>County Farms Total</b>			-	<b>42,990</b>
	Highways	External	PAA005 : Norwich, Cromer Road and Aylsham Road	- 15,000	-
		External	PAA015 : Gt Yarmouth, Southtown Road - Bus Priority Scheme	18,580	-
		External	PAA016 : Norwich, Queens Road - Bus Priority Scheme	13,230	-
		External	PAA017 : Keswick, A140 Ipswich Road - Bus Priority Scheme	6,810	-
		External	PAA018 : Norwich - BSIP Dereham Rd/Grapes Hill	15,290	-
		External	PAA019 : BSIP Nch, Ipswich Rd) inbound bus lane	7,030	-
		External	PAA020 : BSIP A1242 Yar/Thrp Rd Outbound Bus Ln Priority	11,360	-
		External	PAA021 : BSIP A149 QE Way- Castle Rising-Knights Hill QEH	5,820	-
		External	PAA022 : BSIP A148/A149 Grmstn Rd junc QEWay, Knights junc	7,220	-
		External	PAA023 : Kings Lyn A149 Hardwick Rd -Rdbt to Sthgtes	2,110	-
		External	PAA024 : Kings Lyn A1076 Gayton Rd, QE Hospital exit	2,380	-
		External	PAA025 : Heacham A149 Lynn Rd Junction Bus Priority Schemes	15,290	-
		External	PAA026 : Great Yarmouth Bus Station & Gyratory Remodel	68,150	-
		External	PAA027 : Kings Lyn Portlnd St/ Wellesley St Bus Statn Exit	11,960	-
		External	PBA015 : Nch, St Stephens St/Red Lion St/Castle Meadow	470	-
		External	PBA019 : Costessey - Bowthorpe Mobility Hub	101,990	-
		External	PBA020 : Nch, Foundry Br junc/Train Station Mobility Hub	- 38,000	-
		External	PBA028 : Gt Yrmth Acle New Rd - Nrth Quay & Vxhall Bus Infra	16,350	-
		External	PBA029 : Countywide BSIP Stop Clearway Programme	- 20,810	-
		External	PBA030 : Countywide BSIP Bus Stop Relocations	16,350	-
		External	PBA031 : Countywide BSIP Bus Stop DDA Upgrades	110,860	-
		External	PBA032 : Countywide BSIP Gold Standard Bus Stop Upgrades	- 181,810	-
		External	PBA033 : Countywide BSIP RTPI Displays	- 6,120	-
		External	PBA034 : Countywide BSIP Tap-On/Tap-Off Readers	10,890	-
		External	PBA035 : Countywide BSIP Travel Norfolk Roll-Out	- 180,030	-
		External	PBA036 : Countywide BSIP Programme Resources	14,520	-
		External	PBA038 : Acle The Street Gold Bus Stop	3,150	-
		External	PBA039 : Wymondham Market Place Gold Bus Stop	2,520	-
		External	PBA040 : Downham Market Gold Bus Stop	1,560	-
		External	PBA042 : Loddon BSIP A146/C203 George Ln, Loddon bus stops	73,140	-

Table 2 – Virements between projects (cont)

Department	Subcommittee	Funding type	Project	Values	
				Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
		External	PBA044 : Dereham BSIP Market Place Gold Bus Stop	910	-
		External	PCA006 : Norwich Bus Station Mobility Hub	- 84,630	-
		External	PCA007 : Diss BSIP Diss Travel Hub Upgrade	50	-
		External	PCA008 : Cromer BSIP Cromer Travel Hub Upgrade	85,450	-
		External	PCA009 : Sheringham BSIP Sheringham Travel Hub	1,860	-
		External	PCA010 : Hunstanton BSIP Hunstanton Travel Hub	4,570	-
		External	PCA016 : BSIP King's Lynn Travel Hub	- 172,230	-
		External	PCA017 : Fakenham Travel Hub. Feasibility & concept designs	8,740	-
		External	PEA039 : Norwich, Horsham St Faith Yellow Pedalway Ext	1,010	-
		External	PJA123 : Barnham Broom NWL Traffic Mitigation Speed Reduction Measures	19,000	-
		External	PJA124 : Knebworth Wyndham Crleth NWL Traffic Mitigation Speed Reduction	19,000	-
		External	PJA126 : Horsford/Felthorpe NWL Traffic Mitigation North A1067	17,000	-
		External	PJA127 : Weston Longville NWL Traffic Mitigation Speed Reduction	60,000	-
		External	PJA138 : Attlebridge NWL Traffic Mitigation Measures	2,000	-
		External	PJA143 : Honington NWL Traffic Mitigation Measure. Taverham Rd	25,000	-
		External	PK1002 : Ringland A47-A1067 Western Link Road	- 142,000	-
		External	PKA084 : Norwich Airport Access - Industrial Estate Link	34,160	-
		External	PKA125 : BSIP Nch, Angel Rd/Waterloo Rd junction revision	18,660	-
		External	PKA136 : Heacham BSIP A149 Lynn Rd/C105 Lamsey Lane Junction	6,190	-
		<b>External Total</b>		-	-
		NCC Borrowing & Capital Receipts	PAA003 : Norwich - Transforming Cities bid	136,150	-
		NCC Borrowing & Capital Receipts	PBA019 : Costessey - Bowthorpe Mobility Hub	- 101,990	-
		NCC Borrowing & Capital Receipts	PJA071 : Downham Market, Waiting restrictions TRO	1,500	-
		NCC Borrowing & Capital Receipts	PKA084 : Norwich Airport Access - Industrial Estate Link	- 34,160	-
		NCC Borrowing & Capital Receipts	PN9999 : Default Project code for CES schemes	- 1,500	-
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		-	-
	<b>Highways Total</b>			-	-

Table 2 – Virements between projects (cont)

Department	Subcommittee	Funding type	Project	Values	
				Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
	<b>Offices</b>	NCC Borrowing & Capital Receipts	CA2271 : Childrens Homes Refurbishment Programme (20/21)		- 163,940
		NCC Borrowing & Capital Receipts	CA2286 : CPT Capitalisation of staff costs (20/21)		307,950
		NCC Borrowing & Capital Receipts	CA2322 : County Hall-Soffit repairs		- 15,000
		<b>NCC Borrowing &amp; Capital Receipts Total</b>			<b>129,010</b>
	<b>Offices Total</b>				<b>129,010</b>
	<b>Offices - County Hall</b>	NCC Borrowing & Capital Receipts	CA2255 : County Hall Heating/Cooling Systems		- 17,280
		<b>NCC Borrowing &amp; Capital Receipts Total</b>			<b>17,280</b>
	<b>Offices - County Hall Total</b>				<b>17,280</b>
	<b>Property - Fire</b>	NCC Borrowing & Capital Receipts	CA2305 : Hethersett Fire Station improvements 2022-2023		- 68,740
		<b>NCC Borrowing &amp; Capital Receipts Total</b>			<b>68,740</b>
	<b>Property - Fire Total</b>				<b>68,740</b>
	<b>Waste</b>	NCC Borrowing & Capital Receipts	PQ3036 : HWRC - Mid All Corridor		479,840
		NCC Borrowing & Capital Receipts	PQ3038 : HWRC Sheringham Improvements		100,000
		NCC Borrowing & Capital Receipts	PQ3039 : HWRC Morningthorpe Improvements		- 1,646,840
		NCC Borrowing & Capital Receipts	PQ3040 : Caister Transfer Station		2,885,660
		NCC Borrowing & Capital Receipts	PQ3041 : Kings Lynn Transfer Station		405,000
		NCC Borrowing & Capital Receipts	PQ3043 : North Walsham Recycling Centre		- 2,392,030
		NCC Borrowing & Capital Receipts	PQ3044 : HWRC Wymondham re-use shop		44,940
		NCC Borrowing & Capital Receipts	PQ3045 : RC Site equipment		123,430
		<b>NCC Borrowing &amp; Capital Receipts Total</b>			<b>-</b>
	<b>Waste Total</b>				<b>-</b>
<b>Infrastructure (Directorate)</b>					
<b>Total</b>				<b>-</b>	<b>-</b>

Table 2 – Virements between projects (cont)

				Values			
				Sum of FY24-25			
Department	Subcommittee	Funding type	Project	Reversed	Sum of FY25-26+ Reversed		
Norfolk Fire & Rescue Service and Trading Standards (Directorate)	Fire	NCC Borrowing & Capital Reciepts	CF0208 : Real Fire Traing Unit	280	-		
		NCC Borrowing & Capital Reciepts	CF0386 : NFRS Compressor Room Maintenance	- 20,760	-		
		NCC Borrowing & Capital Reciepts	CF0387 : Thetford FS maintenance	20,760	-		
		NCC Borrowing & Capital Reciepts	CF0388 : West Walton FS maintenance	140	-		
		NCC Borrowing & Capital Reciepts	CF0397 : Emergency response Vehicles- Replacing Lease Vehs	-	30,000		
		NCC Borrowing & Capital Reciepts	CF0400 : Replacement Operational Support Van	- -	53,670		
		NCC Borrowing & Capital Reciepts	CF0506 : Fire vehicle replacement program.		87,420		
		NCC Borrowing & Capital Reciepts	CF0507 : Critical equipt replacement program.	- 600	2,869,560		
		NCC Borrowing & Capital Reciepts	CF0511 : Fire Cadet Uniforms	180	10,000		
		NCC Borrowing & Capital Reciepts	CF0513 : Fire PPE		- 2,943,310		
		NCC Borrowing & Capital Receipts Total			-	-	
		Fire Total			-	-	
	Norfolk Fire & Rescue Service and Trading Standards (Directorate) Total				-	-	
Strategy and Transformation Directorate	Digital Services	NCC Borrowing & Capital Reciepts	SC8147 : Social Care Information System Reproc	-	-		
		NCC Borrowing & Capital Receipts Total		-	-		
	Digital Services Total			-	-		
Strategy and Transformation Directorate Total						-	-
Grand Total						-	-

Table 3 – Reprofiles

				Values	
Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
Adult Social Services (Directorate)	Adult Social Care.	NCC Borrowing & Capital	SC8156 : Independent Living Programme		-
		NCC Borrowing & Capital	SC8170 : Supported Living Programme		-
		NCC Borrowing & Capital	SC8211 : NFR CM System	- 20,000	20,000
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>- 20,000</b>	<b>20,000</b>
	<b>Adult Social Care. Total</b>			<b>- 20,000</b>	<b>20,000</b>
<b>Adult Social Services (Directorate) Total</b>				<b>- 20,000</b>	<b>20,000</b>
Children's Services (Directorate)	Children's Services	External	EC3812 : Watton Developer cont	111,710	- 111,710
		External	EC4268 : Early Years Environment	- 10,210	10,210
		External	EC4695 : Basic need	63,050	- 63,050
		External	EC4822 : Condition Funding		-
		External	EC4862 : AC - North Lynn, Lynnsport	- 130,000	130,000
		External	EC4939 : AC - Wymondham High Masterplan	16,700	- 16,700
		External	EC6001 : Aylsham Learning Federation	1,030,460	- 1,030,460
		External	EC6026 : AC - Kings Park Infant Academy SRB	- 160,000	160,000
		External	EC6055 : AC - Magdalen Academy SEMH SRB	- 160,000	160,000
		External	EC6065 : CM - Tilney land acquisition	- 86,860	86,860
		External	EC6068 : FS - Sidestrand Chimney Repairs	- 110,000	110,000
		<b>External Total</b>		<b>564,850</b>	<b>- 564,850</b>
		NCC Borrowing & Capital	EC4747 : CM - SEND	26,730	- 26,730
		NCC Borrowing & Capital	EC6000 : New SRB Feasibility studies	- 40,000	40,000
		NCC Borrowing & Capital	EC6015 : Sprowston Junior - SRB	16,870	- 16,870
		NCC Borrowing & Capital	EC6017 : Holly Meadows Primary - SRB	7,010	- 7,010
		NCC Borrowing & Capital	EC6019 : Necton Primary - SRB	3,760	- 3,760
		NCC Borrowing & Capital	EC6023 : Roydon Primary School - SRB	1,640	- 1,640
		NCC Borrowing & Capital	EC6029 : AC - Downham Market SRB	13,450	- 13,450
		NCC Borrowing & Capital	EC6030 : Secondary SRB B New Build	- 10,000	10,000
		NCC Borrowing & Capital	EC6042 : Secondary AP Attleborough		-
		NCC Borrowing & Capital	EC6043 : AC - CNS Secondary AP	7,950	- 7,950
		NCC Borrowing & Capital	EC6044 : AC - Hellesdon Secondary AP	1,690	- 1,690
		NCC Borrowing & Capital	EC6050 : SC - Fostering / DFG related	30,000	- 30,000
		NCC Borrowing & Capital	ECAPAA : SCHOOL BASED PROJECT		-
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>59,100</b>	<b>- 59,100</b>
	<b>Children's Services Total</b>			<b>623,950</b>	<b>- 623,950</b>
<b>Children's Services (Directorate) Total</b>				<b>623,950</b>	<b>- 623,950</b>



Table 3 – Reprofiles – cont

Department	Subcommittee	Funding type	Project	Values	
				Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
Community & Environment	Adult Learning	NCC Borrowing & Capital	LA9007 : Exam Centre Provision	- 123,620	123,620
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>- 123,620</b>	<b>123,620</b>
	<b>Adult Learning Total</b>			<b>- 123,620</b>	<b>123,620</b>
	<b>Communities and Customer Services</b>	NCC Borrowing & Capital	PQ6003 : Social Infrastructure Fund	- 68,020	68,020
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>- 68,020</b>	<b>68,020</b>
	<b>Communities and Customer Services Total</b>			<b>- 68,020</b>	<b>68,020</b>
	<b>Environment</b>	NCC Borrowing & Capital	PQ7000 : Greenways to Greenspaces	- 44,000	44,000
		NCC Borrowing & Capital	PQ7003 : Tree Safety	- 15,000	15,000
		NCC Borrowing & Capital	PQ7005 : Environmental Policy	- 26,310	26,310
		NCC Borrowing & Capital	PQ7008 : Norfolk Windmills Trust - Review	- 12,000	12,000
		NCC Borrowing & Capital	PQ7011 : Planning and Advice	- 59,000	59,000
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		<b>- 156,310</b>	<b>156,310</b>
	<b>Environment Total</b>			<b>- 156,310</b>	<b>156,310</b>
	<b>Libraries</b>	External	LL0681 : S106 George Lane, Loddon LOD	500 -	500
		External	LL0763 : S106 Land at Sillfield (Pelham application)		-
		External	LL0787 : S106 West Octagon Farm, Bungay Road, Bixley		-
		External	LL0788 : S106 Cromer Road/Grove Lane, Holt (Site b)	- 280	280
		External	LL0790 : S106 Norwich Road, North Walsham (Phase 3)	2,220 -	2,220
		External	LL0796 : S106 East of Cromer Road, Hunstanton	- 7,060	7,060
		External	LL0798 : S106 London Rd/Hillsend Rd, Attleborough	- 10,000	10,000
		External	LL0801 : S106 Land off Lancaster Avenue, Carbrooke	7,380 -	7,380
		External	LL0803 : S106 Alderman Jackson School, King's Lynn	1,070 -	1,070
		External	LL0807 : S106 Cromer Road/Grove Lane, Holt (Site c)	- 610	610
		External	LL0808 : S106 Slaughter House, Uppper Staithe Road, Stalham	- 2,280	2,280
		External	LL0809 : S106 White Street, Martham		-
		External	LL0810 : S106 Trinity Road, Fakenham		-
		External	LL0812 : S106 Kerrison Road - Riverside Site		-

Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
		External	LL0814 : S106 Land off Dereham Road, Mattishall, EDE	- 4,070	4,070
		External	LL0817 : S106 Whissonsett Rd, Colkirk. FAK	- 1,620	1,620
		External	LL0818 : S106 Kettlestone Rd, Little Snoring. FAK	- 1,620	1,620
		External	LL0821 : S106 Thetford Road, Watton. WAT	- 2,230	2,230
		External	LL0823 : S106 Foxley Park, Westfield Road, Dereham, EDE	- 8,970	8,970
		External	LL0824 : S106 Lowestoft Road, Hopton, GOR	- 9,580	9,580
		External	LL0825 : S106 Repps Road (north of), Martham. MAR	- 1,300	1,300
		External	LL0826 : S106 Aconite Road (Lynn Sport), Kings Lynn		-
		External	LL0827 : S106 Land south of Repps Road, Martham.		-
		External	LL0828 : S106 Land north of Norwich Road, Watton. WAT		-
		External	LL0830 : S106 Norwich Road, Swaffham. SWA	- 3,290	3,290
		External	LL0837 : S106 Former Grampian Food Site, Buckenham Rd, ATT	- 10,840	10,840
		External	LL0839 : S106 Land at Greenfields Road, Dereham. EDE	- 4,540	4,540
		External	LL0843 : S106 Land west of Etling View, Dereham. EDE	- 4,330	4,330
		External	LL0846 : S106 67 Hemstead Road, Holt. HOL		-
		External	LL0847 : S106 Carpenters Farm (Phase 2) Wymondham, WYM		-
		External	LL0849 : S106 Scratby Road, Scratby. YAR		-
		External	LL1062 : Plumstead Road Library Improvements	- 8,070	8,070
		<b>External Total</b>		- <b>69,520</b>	<b>69,520</b>
		NCC Borrowing & Capital	LL1056 : Creation of meeting room space for hire	- 220,000	220,000
		NCC Borrowing & Capital	LL1061 : Norwich Millennium Library	- 493,000	493,000
		NCC Borrowing & Capital	LL1062 : Plumstead Road Library Improvements	- 57,850	57,850
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		- <b>770,850</b>	<b>770,850</b>
	<b>Libraries Total</b>			- <b>840,370</b>	<b>840,370</b>
<b>Community &amp; Environmental Services (Directorate) Total</b>				- <b>1,188,320</b>	<b>1,188,320</b>
<b>Finance Directorate</b>	<b>Finance</b>	NCC Borrowing & Capital	KF0075 : CFAT Case Management System	- 1,990	1,990
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		- <b>1,990</b>	<b>1,990</b>
	<b>Finance Total</b>			- <b>1,990</b>	<b>1,990</b>
<b>Finance Directorate Total</b>				- <b>1,990</b>	<b>1,990</b>

Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
Infrastructure (Directorate)	County Farms	NCC Borrowing & Capital	CB0104 : Septic Tank Replacement Schemes	- 12,990	12,990
		NCC Borrowing & Capital	CB0120 : County Farms Statutory Compliance	- 30,000	30,000
		NCC Borrowing & Capital	Receipts Total	- 42,990	42,990
	County Farms Total			- 42,990	42,990
	Highways	External	PKA024 : Long Stratton - Long Stratton Bypass	-	-
		External Total		-	-
		NCC Borrowing & Capital	PAA003 : Norwich - Transforming Cities bid	- 136,150	136,150
		NCC Borrowing & Capital	PLA941 : West Winch Main Road - Ped Crossing	2,530 -	2,530
		NCC Borrowing & Capital	PN9999 : Default Project code for CES schemes	1,500 -	1,500
		NCC Borrowing & Capital	Receipts Total	- 132,120	132,120
	Highways Total			- 132,120	132,120
	Offices	External	CA2312 : Chapel Road LINGWOOD BLRF Funding	- 330,000	330,000
		External Total		- 330,000	330,000
		NCC Borrowing & Capital	CA2271 : Childrens Homes Refurbishment Programme (20/21)	- 163,940	163,940
		NCC Borrowing & Capital	CA2322 : County Hall-Soffit repairs	- 15,000	15,000
		NCC Borrowing & Capital	Receipts Total	- 178,940	178,940
	Offices Total			- 508,940	508,940
	Offices - County Hall	NCC Borrowing & Capital	CA2255 : County Hall Heating/Cooling Systems	- 17,280	17,280
		NCC Borrowing & Capital	Receipts Total	- 17,280	17,280
	Offices - County Hall Total			- 17,280	17,280
	Property - Fire	NCC Borrowing & Capital	CA2305 : Hethersett Fire Station improvements 2022-2023	- 68,740	68,740
		NCC Borrowing & Capital	Receipts Total	- 68,740	68,740
	Property - Fire Total			- 68,740	68,740
	Waste	NCC Borrowing & Capital	PQ3039 : HWRC Morningthorpe Improvements	- 6,000	6,000
		NCC Borrowing & Capital	PQ3043 : North Walsham Recycling Centre	- 15,680	15,680
		NCC Borrowing & Capital	PQ3045 : RC Site equipment		-
		NCC Borrowing & Capital	Receipts Total	- 21,680	21,680
	Waste Total			- 21,680	21,680
Infrastructure (Directorate) Total				- 791,750	791,750

Department	Subcommittee	Funding type	Project	Sum of FY24-25 Reversed	Sum of FY25-26+ Reversed
Norfolk Fire & Rescue Service	Fire	External	CF0380 : MTFA equipment HO grant	- 10,140	10,140
		<b>External Total</b>		- 10,140	10,140
		NCC Borrowing & Capital	CF0387 : Thetford FS maintenance	- 191,450	191,450
		NCC Borrowing & Capital	CF0388 : West Walton FS maintenance	-	-
		NCC Borrowing & Capital	CF0395 : Hethersett & Fakenham FS Water Carriers	73,420 -	73,420
		NCC Borrowing & Capital	CF0396 : Technical Response Units	- 175,000	175,000
		NCC Borrowing & Capital	CF0506 : Fire vehicle replacement program.	1,990 -	1,990
		NCC Borrowing & Capital	CF0507 : Critical equipt replacement program.	- 174,330	174,330
		NCC Borrowing & Capital	CF0513 : Fire PPE	6,690 -	6,690
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		- 458,680	458,680
	<b>Fire Total</b>			- 468,820	468,820
<b>Norfolk Fire &amp; Rescue Service and Trading Standards (Directorate) Total</b>				- 468,820	468,820
Strategy and Transformation	Digital Services	NCC Borrowing & Capital	KF0088 : NCC - HR & Finance Systems Replacement	- 218,220	218,220
		NCC Borrowing & Capital	KT0120 : ICT Transformation Project	- 700,000	700,000
		NCC Borrowing & Capital	KT2613 : Future Network Project	- 400,000	400,000
		NCC Borrowing & Capital	KT2701 : Fire Service Command and Control contributions	- 300,000	300,000
		NCC Borrowing & Capital	KT2705 : Fire Service - Mobile Device on Fire Engine	- 51,510	51,510
		NCC Borrowing & Capital	KT2706 : Fire Service Station End Equipment Refresh	- 300,000	300,000
		NCC Borrowing & Capital	PQ6000 : CES - Customer Services Strategy	- 33,250	33,250
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		- 2,002,980	2,002,980
	<b>Digital Services Total</b>			- 2,002,980	2,002,980
	Legal Services	NCC Borrowing & Capital	KA0002 : Nplaw IT System	-	-
		<b>NCC Borrowing &amp; Capital Receipts Total</b>		-	-
	<b>Legal Services Total</b>			-	-
<b>Strategy and Transformation Directorate Total</b>				- 2,002,980	2,002,980
<b>Grand Total</b>				- 3,849,910	3,849,910