

Cabinet

Date: **Monday 6 December 2021**

Time: **10 am**

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

Membership

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

Advice for members of the public:

This meeting will be held in public and in person.

It will be live streamed on YouTube and, in view of Covid-19 guidelines, we would encourage members of the public to watch remotely by clicking on the following link:
https://www.youtube.com/channel/UCdyUrFjYNPfPq5psa-LFIJA/videos?view=2&live_view=502

However, if you wish to attend in person it would be most helpful if, on this occasion, you could indicate in advance that it is your intention to do so. This can be done by emailing committees@norfolk.gov.uk where we will ask you to provide your name, address and details of how we can contact you (in the event of a Covid-19 outbreak). Please note that public seating will be limited.

Councillors and Officers attending the meeting will be taking a lateral flow test in advance. They will also be required to wear face masks when they are moving around the room but may remove them once seated. We would like to request that anyone attending the meeting does the same to help make the event safe for all those attending. Information about symptom-free testing is available [here](#).

A g e n d a

1 To receive any apologies.

2 Minutes

Page 6

To confirm the minutes from the Cabinet Meeting held on Monday 8 November 2021

3 Members to Declare any Interests

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

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

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

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

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

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

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

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

- 5 To receive any items of business which the Chair decides should be considered as a matter of urgency**

6 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on **Wednesday 1 December 2021**. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>.

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

7 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on **Tuesday 30 November 2021**.

Please note the change in deadline for Local Member Questions.

- | | |
|--|----------|
| 8 Domestic Abuse – Norfolk’s Safe Accommodation and Support Strategy
Report by the Executive Director of Adult Social Services | Page 44 |
| 9 Adult Social Care Winter Plan
Report by the Executive Director of Adult Social Services | Page 115 |
| 10 Norfolk Strategic Infrastructure Delivery Plan (NSIDP) 2021
Report by the Executive Director of Community & Environmental Services | Page 131 |
| 11 Transport for Norwich Strategy review
Report by the Director of Growth and Development | Page 218 |
| 12 Norfolk Rural Economic Strategy 2021-24
Report by the Executive Director of Community and Environmental Services | Page 368 |
| 13 Digital Inclusion Strategy
Report by the Executive Director of Community & Environmental Services and the Executive Director of Finance & Commercial Services | Page 413 |

- | | | |
|-----------|---|----------|
| 14 | CES Compliance and Enforcement Policy – Annual Review
Report by the Executive Director of Community & Environmental Services | Page 461 |
| 15 | Progress on the Council's Equality, Diversity & Inclusion Objectives 2020-2023
Report by the Executive Director of Community & Environmental Services | Page 535 |
| 16 | Health, Safety and Well-being Mid-Year Report 2021-22
Report by the Executive Director of Transformation and Strategy | Page 565 |
| 17 | Corporately Significant Vital Signs
Report by the Executive Director of Transformation and Strategy | Page 598 |
| 18 | Risk Management
Report by the Executive Director of Finance and Commercial Services | Page 615 |
| 19 | Disposal, Acquisition & Exploitation of Property
Report by the Executive Director of Finance and Commercial Services | Page 655 |
| 20 | Mid-Year Treasury Management Monitoring Report 2021-22
Report by the Executive Director of Finance and Commercial Services | Page 672 |
| 21 | Finance Monitoring Report 2021-22 P7: October 2021
Report by the Executive Director of Finance and Commercial Services | Page 700 |
| 22 | Reports of the Cabinet Member Delegated Decisions made since the last Cabinet meeting:
To note the delegated decisions made since the last Cabinet meeting. | |

Decision by the Cabinet Member for Environment and Waste

- [Response to Office of Zero Emission Vehicle's Consultation on Electric Vehicle Charge Points](#)
- [A10 Setchey Safety Camera](#)
- [Norfolk County Council – Norwich and Hellesdon, Bus and Cycle Lane and Waiting Restrictions](#)

23 Exclusion of the Public

Cabinet is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involve the likely disclosure of exempt information as defined by paragraphs 1 and 2 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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

24 Exempt Minutes of the meeting held on 8 November 2021

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

Date Agenda Published: 26 November 2021



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Customer Services 0344 800 8020 or 18001 0344 800 8011 (textphone) and we will do our best to help.

Cabinet
Minutes of the Meeting held on Monday 8 November 2021
in the Council Chamber, County Hall, at 10am

Present:

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy & Governance.
Cllr Graham Plant	Vice-Chairman and Cabinet Member for Growing the Economy.
Cllr Margaret Dewsbury	Cabinet Member for Communities & Partnerships.
Cllr Tom FitzPatrick	Cabinet Member for Innovation, Transformation & Performance.
Cllr Andy Grant	Cabinet Member for Environment and Waste
Cllr Andrew Jamieson	Cabinet Member for Finance.
Cllr Greg Peck	Cabinet Member for Commercial Services & Asset Management.
Cllr Martin Wilby	Cabinet Member for Highways, Infrastructure & Transport.

Executive Directors Present:

James Bullion	Executive Director of Adult Social Services
Paul Cracknell	Executive Director of Strategy and Transformation
Helen Edwards	Monitoring Officer and Director of Governance
Simon George	Executive Director of Finance & Commercial Services
Tom McCabe	Executive Director of Community & Environmental Services and Head of Paid Service.
Sara Tough	Executive Director Children's Services

Cabinet Members and Executive Directors formally introduced themselves.

1 Apologies for Absence

- 1.1 Apologies were received from Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health & Prevention.

2 Minutes from the meeting held on Monday 4 October.

- 2.1 Cabinet agreed the minutes of the meeting held on Monday 4 October 2021 as an accurate record of the meeting.

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 to Cabinet.

5 Items of Urgent Business

5.1.1 The Chairman raised three items of urgent business:

5.1.2 The first item of urgent business was an urgent report published in the second supplementary paper titled "Disposal, acquisition and exploitation of property". This report would be taken after item 17 of the agenda.

5.1.3 The second item of urgent business was an announcement about the Norfolk Bus Service improvement, which would be given by the Cabinet Member for Highways, Infrastructure and Transport; see paragraph 5.2 below.

5.1.4 The third item of urgent business was a confidential report titled "Confidential decision relating to a wholly owned company" which would be taken after "Reports of the Cabinet Member Delegated Decisions made since the last Cabinet meeting". Cabinet would be asked to recommend excluding the press and public from discussion of this item on the grounds that it was exempt under the Local Government Act 1972.

5.2 The Cabinet Member for Highways, Infrastructure and Transport gave an announcement on the Norfolk Bus Service Improvement Plan:

- The Council had published the Norfolk Bus Service Improvement plan. This would enable bus operators and the Council to work together to improve bus services through simplifying ticketing, providing greener buses, improving bus stops, implementing bus priority measures and more frequent bus links to areas of work and commerce.
- It was intended through implementation of this plan to make public transport easier to use and a first-choice mode of transport.
- A full consultation would be launched in January 2022 so that people could give their views on what was important to them regarding public transport and accessibility.
- The Council would find out how much funding they would receive from the Government for this work by the end of the financial year 2021-22.

6 Public Question Time

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

7 Local Member Questions/Issues

7.1 The list of Local Member questions and the responses is attached to these minutes at Appendix B.

7.2.1 Cllr Paul Neale asked a supplementary question:

- Parish Councils had discretionary funding and were offered match funding by Norfolk County Council for highways improvements, in addition to Division Members' allowances. In non-parished areas with a high demand for improvements, Cllr Neale asked whether the Cabinet Member would offer Local Members a similar allowance by doubling the discretionary funding.

7.2.2 The Cabinet Member for Highways, Infrastructure and Transport replied that the Parish Partnership scheme had been a very successful scheme over the past years; the extra Local Member budget had been increased to £10,000 so that each local Member could address priorities in their own division in partnership with local groups for highways issues.

7.3.1 Cllr Alexandra Kemp asked a supplementary question

- The response to her question about reducing spend on Children's Centre leases was that there were no plans to change this activity across the county. Cllr Kemp noted that investing in young people and resilient families was key to the county's wellbeing and asked if targeted youth support would be extended to areas of need such as wards within the 10% most deprived in the country

7.3.2 The Cabinet Member for Children's Services agreed to discuss further with Cllr Kemp and provide a written response.

8. Better Together, for Norfolk 2021-25

8.1.1 Cabinet received the report introducing the refreshed Norfolk County Council strategy "Better Together, for Norfolk 2021-2025" which made clear the Council's intent and represented the Council's strategic priorities.

8.1.2 The Executive Director of Transformation and Strategy introduced the report to Cabinet:

- The strategy presented with the report would be taken to Full Council at the end of November 2021 for approval.
- The policy environment and evidence base responding to recovery and issues related to the pandemic were reviewed.
- Engagement was carried out with partners through an engagement event with over 100 participants, "Rising to the Challenge Together" where priorities were reviewed. The public were engaged with through a resident panel survey and work with organisations.
- The Executive Director of Transformation and Strategy thanked Cabinet Members and Executive Directors for taking part in workshops involved in shaping the document.
- The strategy document presented with the Cabinet report would be amended before being presented to Full Council to take into account any issues discussed at the meeting and address minor issues around proof reading.

8.1.3 The Chairman introduced the report to Cabinet:

- The strategy was a living document which had been shaped by Cabinet Members and Executive Directors at the Rising to the Challenge Together event. The strategy had been refreshed, building on what went before and recognising that the previous 18 months had an impact on the lives of people, how the organisation works and what needed to be done to respond to challenges, building on strengths developed during the pandemic.
- During lockdown in 2020 some plans had to be put on hold, but long-term aspirations for the County didn't change. Norfolk strived to be one of highest performing counties in the country, overseeing economic growth and creating jobs for residents while cherishing the environment,

countryside and heritage.

- Every opportunity offered would be taken to ensure a good deal for Norfolk, to build a stronger, greener, fairer, more inclusive and more sustainable future for the County.
- As part of the strategy, it was important for Norfolk to be a place where people could start life well, live well, and age well with a vibrant economy, being entrepreneurial, supported by the right jobs, training and infrastructure. It was important for communities to be safe, healthy, empowered and connected with their independence respected and preserved.
- The strategy described levelling up and how the Council would make the most of this central policy through creating conditions for people to have good and healthy lives, removing barriers and discrimination for equal lives while ensuring Norfolk claimed its share of investment to drive growth and prosperity.
- The strategy was structured around five strategic priorities:
 - **A vibrant, clean and sustainable economy:** this was about creating high value jobs, growth, investment and infrastructure and digital connectives
 - **Better opportunities for children and young people:** prioritising better opportunities for children and young people, raising educational attainment and creating better employment opportunities
 - **Healthy, fulfilling and independent lives:** supported by themes of levelling up health, living well and better local services
 - **Strong, engaged and inclusive communities:** supporting and empowering urban, rural and coastal communities
 - **A greener, more resilient future:** recognising the physical environment, access to quality spaces and building community resilience on the way to net zero
- The strategy would inform what the council would do and how it would work with partners and would be an opportunity for leadership to agree common priorities and objectives, inform investment choices and the basis for delivery plans with clear measures for success. It would provide opportunities for working together with partners and central government to achieve common goals for a better future for Norfolk
- The Chairman moved the recommendations as set out in the report

8.2 The Cabinet Member for Children's Services endorsed and supported the policy noting the aspects of the strategy outlining better opportunities for young people. Given the impact of the pandemic on young people and families it was important to move forward with a positive message and for young people to know the council was behind them.

8.3 The Vice-Chairman noted that the priority for a vibrant and sustainable economy indicated the importance of ensuring a clear vision for Norfolk. The Vice-Chairman endorsed the aspects of the plan clearly setting out how outcomes for children would be improved.

8.4 The Cabinet Member for Finance commented that it was vital that processes were "de-siloed" across the County to ensure a better financial deal for Norfolk. Changing the relationship between public services and working with partners in the local public sector and voluntary sector would be key to this as implementation must be supported across the County.

- 8.5 The Cabinet Member for Innovation, Transformation and Performance noted that it was important to be ahead of the curve in ensuring digital technology was in place across the County, working with Government departments and district councils to ensure communities were empowered and rural communities were levelled up through provision of broadband, mobile telephony and other digital innovation, working with partners across the sectors.
- 8.6 The Cabinet Member for Highways, Infrastructure and Transport noted information in the strategy on infrastructure and digital connectivity. He was pleased that the Council would be working to lobby for critical infrastructure such as dualling of the A47 and completing the Norwich Western Link which would improve Norfolk's economy and safety of the County's roads.
- 8.7 The Cabinet Member for Environment and Waste noted that the strategy was fundamental for the environmental policy to enable partners to work together to achieve net zero; working with neighbouring counties had allowed ideas to be brought forward. He also noted that the Flooding Alliance was based on the same principles so organisations could work together to bring about changes.
- 8.8 The Cabinet Member for Communities and Partnerships shared that the fire service was engaged in the plan, and had purchased 10 electric response vehicles to trial contributing to a reduction in emissions
- 8.9 The Chairman thanked Cabinet Members for their positive comments and noted that the document would be finalised before submission to Full Council.
- 8.10 Cabinet **RESOLVED**
1. To approve the Norfolk County Council strategy "Better Together, for Norfolk 2021-2025" as set out in Appendix 1 of this report
 2. To recommend the strategy to Full Council, to be adopted as part of the County Council Policy Framework

8.11 **Evidence and Reasons for Decision**

There is significant evidence nationally of the impact of Covid-19 on individuals, communities and businesses. In Norfolk, the strategy and priorities are informed by:

- National and local evidence on issues arising from the crisis
- ONS and Public Health data on different impacts of Covid-19
- Economic analysis by the Office of Budget Responsibility and the Bank of England
- Strategic foresight analysis of future impacts of Covid based on emerging forecasts
- Outputs of engagement events, such as the Rising to the Challenge Together common priorities
- Feedback from nearly 1000 members of the Norfolk residents' panel survey
- Priorities and outcomes identified through strategic partnerships
- Priorities identified within departments and reflected in "plans on a page" developed in April 2021 and engagement with Department Leadership Teams
- The ambitions and goals defined by Cabinet and Executive Directors

The strategy also seeks to respond to the government's policy agenda, with a particular focus on Levelling Up, Build Back Better: a plan for growth, and a range of policies on the future of health and social care.

8.12 **Alternative Options**

N/A

9 **Natural Norfolk: Progress on delivering the Environmental Policy**

- 9.1.1 Cabinet received the report setting out progress updates and proposed commitments relating to the Natural Norfolk programme and to Scope 1, Scope 2 and aspects of Scope 3 carbon emissions.
- 9.1.2 The Executive Director for Community and Environmental Services noted that many strands of activity were set out in the report. Section 4.6-4.23 showed how the Council would engage with the supply chain on their performance in this important area.
- 9.1.3 The Cabinet Member for Environment and Waste introduced the report to Cabinet:
- Norfolk County Council had adopted its new Environmental Policy in November 2019; since then, the Council had made progress in its commitment to achieving net zero across its estate by 2030, and in its work relating to the wider environment.
 - Key achievement to date were; reducing carbon emissions from Council buildings by 19%, reduced transport emissions from Council lease cars by 65%, 22,000 streetlights converted to LED, saving 12.5 tonnes of carbon, planting of 50,000 trees and promoting active travel as a preferred mode of transport.
 - The report showed how the Council would push further and faster to meet its ambitious target of net zero across its estate by 2030.
 - Over the coming months, the Council would work to achieve its 1 Million Trees for Norfolk planting pledge, create a local nature recovery plan for the county, ceasing to buy petrol or diesel vehicles for council use, purchasing 10 electric rescue vehicles, ceasing to buy oil and gas boilers for council buildings, shifting information onto the Cloud, transferring more streetlights to LED, developing a countywide cycling and walking plan, installing on-street charging points, and working with public transport contractors to reduce carbon emissions.
 - The recommendations set out in the report would change the way in which the County Council worked.
 - The Cabinet Member for Environment and Waste moved the recommendations as set out in the report.
- 9.2 The Cabinet Member for Finance pointed out that the document was timely in conjunction with COP26 and was a precursor to setting out the position before the passing of the Environmental Bill in Westminster. Norfolk County Council would be confirmed as the responsible entity for water management, cleaner air, waste management, biodiversity through nature recovery and protected landscape management. The Council would need authority and funding to

execute this responsibility and would lobby for funding to do this. A well-articulated procurement strategy would be key to carbon reduction; section 5 and annexes A and C of the report would be the basis for successful delivery of cost-effective carbon reduction as reductions would arise in large part due to contract changes. Gross emissions from buildings and streetlights fell by 46% due to changes in contracts and improvements in emissions from waste resulted from procurement of better contracts, for example.

- 9.3 The Cabinet Member for Commercial Services and Asset Management discussed that there had been a 68% reduction in the council's building estate carbon footprint since 2017. The council was also looking to make better use of technology to reduce travel on its estate and had seen carbon emissions from water consumption fall by 42% and taken the opportunity to deliver the biggest benefits such as installing LED lighting and improving insulation. £49,000 in external funding had been received to look at further decarbonisation of the estate, including at council buildings such as Gorleston Library, the Museum of Norwich at the Bridewell, and Gressenhall Farm & Workhouse. The County Hall refurbishment included many changes such as improvements to insulation, intelligent LED lighting and photovoltaic panels on the roof; other sites had fossil fuel heating systems removed and there were now 40 sites with low carbon heating in place. County Farms would support tenants to reduce their carbon footprint through schemes such as planting trees and planting more food to support with a decrease in food miles.
- 9.4 The Cabinet Member for Children's Services reported that work was underway with contractors to look at how the efficiency of new school buildings could be improved. The report presented to Cabinet was positive, identifying what had been done and what would be done in the future to reduce the County's carbon footprint, and he hoped that other large employers would take other similar steps.
- 9.5 The Cabinet Member for Innovation, Transformation and Performance spoke about the contribution of digital and transformation measures to the reduction in carbon footprint by moving information to the Cloud, reducing the need for electricity for local servers. Use of digital technology allowed buildings to be used less and in different ways. Digital solutions could be used to ensure planted trees were growing well, to monitor river levels and people's safety in the homes, reducing the number of miles needed to be driven by people delivering services.
- 9.6 The Cabinet Member for Highways, Infrastructure and Transport reported that 195 streetlights would be upgraded to LED in Great Yarmouth. 15,000 streetlights would be upgraded by 2023 in addition to the 22,000 already upgraded which allowed carbon emissions to be cut and save money.
- 9.7 The Vice-Chairman noted that the report showed the proposals would result in a material reduction in greenhouse gases. The evidence and reasons for the decision indicated that these would work in line with the Better Together for Norfolk objectives.
- 9.8 The Chairman noted that in context with the LGA report, "local path to net zero", procurement was a key power that councils had to deliver net zero, councils had been delivering solutions to local problems for centuries, were asset owners,

and were conveners to bring together local partners. Norfolk received £6.5m in community renewal funding with a focus on environmental projects aligning with net zero objectives.

9.9 Cabinet **RESOLVED** to

1. Agree the proposed next steps in respect of Scope 1 and Scope 2 emissions set out in the report and summarised in Annex A of the report.
2. Agree the proposed next steps in respect of other aspects of the Environmental Policy set out in the report and summarised in Annex B of the report.
3. Agree the proposed next steps in respect of Scope 3 emissions set out in the report and summarised in Annex C of the report.
4. Recognise that the Norfolk Pension Fund is committed to understanding and monitoring its exposure to climate related risks as a materially significant financial factor via its Investment Strategy Statement, as part of its wider fiduciary responsibilities. This includes regular oversight and formal monitoring of climate related exposures within the fund's public equity portfolios across a number of key metrics.
5. Commission the Executive Director of Finance and Commercial Services to report to Cabinet about the options for setting formal low carbon objectives in relation to companies where the County Council is the majority shareholder.
6. Agree the following matters with respect to the financial and procurement framework for carbon reduction.
 - a. Acknowledge that sustainability of transport investments is determined via Department for Transport evaluation tools.
 - b. Agree that in respect of non-transport investments there will not be a maximum payback period for carbon reduction projects where the Executive Director of Finance and Commercial Services agrees that the net present value of the project is positive, after allowing a reasonable contingency for risk.
 - c. Commission the Executive Director of Finance and Commercial Services to provide further guidance to Executive Directors on the use of a carbon 'price' in option appraisals for non-transport projects.
 - d. Commission Executive Directors, in consultation with the Director of Procurement, to evaluate contracts within their services as they fall due for replacement or extension, and proposals for new contracts, in order to:
 - i. identify any potential to reduce carbon emissions;
 - ii. consider the optimum balance between price and carbon reduction opportunities which can be achieved; and
 - iii. ensure that any identified cost pressures linked to carbon reduction in respect of their services are provided for within the Council's budget and Medium Term Financial Strategy.
 - e. Commission Executive Directors, in consultation with the Director of Procurement, to evaluate planned capital projects within their services, and capital contracts as they fall due for replacement or extension, in order to:
 - i. identify any potential to reduce whole-life carbon emissions;
 - ii. consider the optimum balance between price and low carbon which can be achieved; and

- iii. ensure that any identified cost pressures linked to carbon reduction in respect of their capital projects are provided for within capital budgets.
- f. Ask the Executive Director of Finance and Commercial Services to propose changes to the Contract Standing Orders and the Financial Regulations to enact recommendations 6a-6e above.
- 7. Agree that Natural Norfolk should be taken forward and developed as a vehicle for visible leadership on nature recovery and the environment including as a communication platform for the promotion of demonstrator projects and outreach initiatives such as the Gressenhall Environmental Hub.
- 8. Agree that the Council will continue to work in partnership in delivering the wider net zero ambitions for the region, providing leadership and support wherever possible, including working closely with Suffolk County Council, District Councils, the Norfolk Climate Change Partnership and the Integrated Care System

9.10 **Evidence and reasons for decision**

See section 7 of the report

9.11 **Alternative Options**

Cabinet could decide not to adopt the proposed Scope 1 and Scope 2 commitments. This would require more drastic action later to achieve the net zero commitment by 2030, and result in greater cumulative carbon emissions.

Cabinet could decide not to adopt the proposed Scope 3 commitments. This would not be congruent with the carbon neutral commitment.

Cabinet could decide not to approve the next steps related to the broader environmental policy. This would cause progress on delivering against the policy to stall.

Cabinet could decline to adopt the proposed financial and procurement framework, with the consequences set out at 7.4 above.

10 **Schools' Capital Programme**

- 10.1.1 Cabinet received the report setting out a summary of existing schools' capital funding sources, a summary of progress against the programme approved in August 2020, a schedule of schemes in the approved programme for 2021-2024+, a refresh to the profile of projected NCC borrowing to support the agreed programme and profile of anticipated expenditure based on current information.
- 10.1.2 The Cabinet Member for Children's Services introduced the report to Cabinet:
 - Paragraph 2.2 identified the basic sources of income such as Government grants and Community Infrastructure Levy (CIL).
 - Page 86 of the report identified what priorities there were, mainly in the Costessey area; Ormiston Academy and Sprowston Academy had now been expanded.
 - Approved schemes were shown on page 87 of the report and the formula

- used for deciding when to build a new school.
 - The Cabinet Member for Children's Services moved the recommendations as set out in the report.
- 10.2 The Cabinet Member for Innovation, Transformation and Performance was pleased to note that the Council was putting money into the future of the children of Norfolk by expanding and building schools when needed.
- 10.3 The Vice-Chairman commended this interesting report showing how the decision is made on how to develop and build new schools.
- 10.4 The Cabinet Member for Finance noted that £120m would be spent on new SEND (Special Educational Needs and Disabilities) schools funded from Norfolk County Council's budget which would provide positive outcomes to young people in Norfolk.
- 10.5 Cabinet **RESOLVED** to
- Endorse the proposed Schools' Capital Programme for the next three years and beyond, including new schemes added
 - Agree to continue to review annually the funding gap, taking into account other sources of external funding which have come forward
 - Endorse the impact of external grant funding received and revised financial profiling
- 10.6 **Evidence and Reasons for Decision**

The 'Norfolk multiplier' for new homes is 28.1 primary age children per 100 homes (4 per year group) and 14.5 secondary age children per 100 homes (3 per year group). This is an average, with some parts of the County producing higher numbers and other parts lower. New developments can produce new patterns of place demand, and therefore an average can allow for variation.

Development size	New primary places	New secondary places
500	140	73
800	225	116
1000	281	145
1500	422	218

10.7 **Alternative Options**

The alternative option would be to only build places within the capital grant. The implication of this is a likely sharp increase in school transport costs and number of journeys across the County to provide school places as children attend schools outside of their catchment area.

11 **Norfolk Safeguarding Children Partnership Annual Report 2020-21**

- 11.1.1 Cabinet received the report introducing the annual report summarising the work of the Norfolk Safeguarding Children Partnership between 1 July 2020 and 30 June 2021.
- 11.1.2 The Executive Director for Children's Services introduced the report to Cabinet:

- The report reflected changes in working together guidance in 2018, which established 3 statutory partners, the local authority, Police and Health to work together to own the plan and oversee the delivery of multi agency safeguarding arrangements in the County.
 - The report encompassed learning from the National safeguarding practice review panel and included the positive ways partners worked together during the pandemic when many services had shut down.
 - The partnership had invested in scrutiny and had produced a children's version of the plan in association with the "In Care Council", which was circulated to Cabinet Members.
 - The priorities for 2022 were protecting babies, neglect and child exploitation.
- 11.1.3 The Cabinet Member for Children's Services introduced the report to Cabinet:
- The Cabinet Member for Children's Services thanked partners, the NHS and the Police for their work on this report.
 - The young person's plan was an important development; the young people who were involved in its production had said they wanted to be involved in more projects like this and that they appreciated the positive message.
 - The Cabinet Member for Children's Services moved the recommendations as set out in the report.
- 11.2 The Cabinet Member for Innovation, Transformation and Performance felt it was positive to have a report from young people as it was important that adults listened to young people, as highlighted in the report.
- 11.3 The Chairman felt the report and plan demonstrated that a considerable amount of work was being carried out by the partnership.
- 11.4 Cabinet **RESOLVED** to
- 1) endorse the content of the report
 - 2) proactively share this report with partner organisations with whom they have contact and actively encourage their involvement with NSCP's work
 - 3) ask all elected members to proactively promote this report using their social media accounts.
- 11.5 **Evidence and Reasons for Decision**
- A recent review of the Reform to Safeguarding Arrangements conducted by Sir Alan Wood (the Wood review, published May 2021) places clear accountability to the three statutory partners for governance arrangements for their local plan. The annual report is a key mechanism for holding the partners to account.
- As noted in the report, the National Panel also undertake an annual analysis of annual reports to monitor the national response to the safeguarding system.
- 11.6 **Alternative Options**
- N/A
- 12 Norfolk Safeguarding Annual Report for 2020-21 – Safeguarding adults during a global pandemic**
- 12.1.1 Cabinet received the report summarising the work of the Norfolk Safeguarding

Adults Board, the wider partnership's adult safeguarding activity during 2020/21 and work done to safeguard those at risk of abuse and harm in very challenging and fast changing circumstances of the response to the Covid-19 pandemic.

- 12.1.2 Heather Roach, Chair of Norfolk Safeguarding Adults Board, introduced the report to Cabinet:
- The Norfolk Safeguarding Adults Board was a statutory board comprising the Local Authority, police, health partners and other partners.
 - Safeguarding for adults related to adults with care and support needs such as dementia, learning disabilities or other needs who may be experiencing harm or abuse and were unable to protect themselves due to their needs.
 - The report included the period at the start of pandemic; in this time, safeguarding remained in focus, and the board managed business through an executive group which met frequently and via virtual board meetings which commenced in July 2020.
 - Professional curiosity was important and in line with this the "see something, hear something, say something" campaign was launched
 - No safeguarding adult reviews had been published in the reporting period.
 - There was more demand, more complexity and stretched resourcing across the adult safeguarding landscape. It was noted as important for all partners to intervene early and work collaboratively with other boards involved in safeguarding.
- 12.2 The Chairman suggested a further report was brought back to Cabinet in 3-4 months' time, updating Cabinet on progress on work undertaken by the Norfolk Safeguarding Adults Board.
- 12.3 The Executive Director for Adult Social Services thanked police, health and all other partners who were involved in safeguarding over the past year.
- 12.4 The Chairman moved the recommendations as set out in the report and added a third recommendation for Heather Roach to return in 3-4 months with a report on progress.
- 12.5 Cabinet **RESOLVED** to
- a) Agree the contents of the annual report 2020/21
 - b) Promote the work of NSAB to NCC partner organisations and stakeholders
 - c) Ask the Chair of NSAB to return in 3-4 months' time with a further report providing an update on progress.
- 12.6 **Evidence and Reasons for Decision**
- N/A
- 12.7 **Alternative Options**
- None identified
- 13 Integrated Community Equipment Service (ICES)**
- 13.1.1 Cabinet received the report setting out arrangements for the Integrated Community Equipment Service contract, providing equipment to enable children and adults who require assistance to perform essential activities of daily living, to

maintain their health and autonomy to live as full a life as possible.

- 13.1.2 The Executive Director for Adult Social Services introduced the report to Cabinet:
- This service was essential for the independence of adults and children
 - The contract was a formal partnership between health partners, Norfolk County Council and Suffolk County Council and would be a 10 year contract
 - There was now a higher need for the service and more environmental issues as well as higher technological opportunities.
- 13.2 The Chairman noted that through the re-procurement the Council were looking to deliver more from the contract as set out on page 63 of the report and achieve greater value for money.
- 13.3 The Cabinet Member for Environment and Waste endorsed the report, and noted that, in the past, working equipment had been taken to recycling centres. Therefore, he was pleased to see changes had been made to ensure that equipment would continue to be used when it was still in working order.
- 13.4 Cabinet **RESOLVED** to
- a) Approve commencement of this essential re-procurement, delegating responsibility to the Executive Director of Adult Social Services, in conjunction with key stakeholders, including the Head of Procurement, to award the contract
 - b) Delegate responsibility to the Adult Social Services Director of Commissioning to manage the re-procurement

13.5 **Evidence and Reasons for Decision**

This re-procurement will proceed in accordance with Public Contract rules

13.6 **Alternative Options**

There is no option to not expose this service to formal re-procurement, the only options are in relation to method. The preferred method is competitive dialogue as detailed within 8.1.1 of the report.

14 **Limited Company Consents**

- 14.1.1 Cabinet received the report setting out proposals for the creation of a new company and appointment of Directors.
- 14.1.2 The Cabinet Member for Commercial Services and Asset Management introduced the report to Cabinet:
- The creation of new limited companies required consent of Cabinet.
 - It was proposed that the new limited company, Bowlers Green Estate Management Ltd, be created and NCC directors appointed as set out in appendix A of the report.
 - Repton Property Developments Ltd needed companies to be set up to manage agreed areas of development such as open spaces and private roads in accordance with section 106. The proposed company would be owned and controlled by Repton until after sale of all the plots. After this time responsibility for the estate would be transferred to residents of

Bowlers Green to own and run.

- The Executive Director of Finance and Commercial Services had reviewed the list of directors and agreed they were suitable
- The Cabinet Member for Commercial Services and Asset Management moved the recommendations as set out in the report.

14.2 **Cabinet RESOLVED**

1. To approve the formation of a new subsidiary company of Repton Property Developments Limited, Bowlers Green Estate Management Ltd.
2. Once created, approve the appointment of NCC directors to the new company as detailed in Appendix A of the report.

14.3 **Evidence and Reasons for Decision**

This is a common approach for the management of open space and private roads on new estate.

14.4 **Alternative Options**

No viable alternative.

15 **Business Rates Pool – Annual Report 2020-21 and Pooling Decision 2022-23**

15.1.1 Cabinet received the report providing an overview of the 2020-21 Business Rates Pool, as well as providing an update on the potential for a 2022-23 Pool.

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

- The decision to retain the levy on business rates growth for use in supporting economic growth had supported the county well.
- If approved this initiative would provide an additional £6m for the County.
- It was clear from previous years that the best value was achieved from supporting strategic schemes across the county rather than splitting the pool. 44% of the fund would be overseen by the County Council's economic development team so they would be able to supply oversight into developing plans.
- Last year, 2020-21, the Council did not oversee development of a pool due to uncertainty caused by the pandemic.
- Use of funds in 2020-21 as set out in appendix 1 of the report showed how key infrastructure schemes were primed across the county to promote economic growth and key financial wellbeing.
- Proposals for use of the pool in 2022-23 were covered in section 5 of the report. The pool would be split over 7 districts and the County Council if approved by Department for Levelling Up, Housing and Communities and not revoked by the districts, the balance retained by the Council would be used across the county for overall economic development
- The Cabinet Member for Finance moved the recommendations as set out in the report

15.2 The Chairman noted that the Council would look to ensure the Council's share was used in a strategic manner.

15.3 The Vice-Chairman noted that, moving forward, the bulk of the funding would be

used for economic development across the county with some going to districts to invest in schemes in their areas.

15.4 Cabinet **RESOLVED** to

1. Note the performance of the Norfolk Business Rates Pool and endorse the decisions taken by Norfolk Leaders in respect of the allocation of 2020-21 (and prior year) Pool resources (section 3);
2. Endorse the use of Norfolk County Council's share of the 2020-21 retained levy (as shown in Table 1), noting that that a reconciliation process and potential adjustment (including a claw back of overpayment) may be required in the event of audit adjustments to District 2020-21 NNDR3 returns being made (section 4); and
3. Endorse the application and governance arrangements for the 2022-23 Norfolk Business Rates Pool (section 5).

15.5 **Evidence and Reasons for Decision**

N/A

15.6 **Alternative Options**

N/A

16 Finance Monitoring Report 2021-22 P6: September 2021

16.1.1 Cabinet received the report giving a summary of the forecast financial position for the 2021-22 Revenue and Capital Budgets, General Balances, and the Council's Reserves as at 31 March 2022, together with related financial information.

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

- At the end of September 2021, pressures building in demand led departments had come to a fore with a projected overspend in children's services of £3.5m, partially offset by a reduction in interest payments.
- This overspend was largely demand led; the key drivers, social care placements influenced by home to school transport and education trading were caused by pressures which should be mitigated as we start to stabilise post pandemic.
- The Executive Director and leadership team would work to partially offset the overspend over the remainder of the financial year 2021-22.
- The delivery of 2 further manifesto pledges was confirmed: £10m for the new Pot Hole Fund for Highways and £1m for the Road Safety Community Fund. These, along with ongoing capital projects where successful lobbying had resulted in funding being awarded to the county were shown in appendix 3 of the report
- The Cabinet Member for Finance moved the recommendations as set out in the report

16.2 The Chairman noted that the key information in the report discussed the work to be carried out to reduce the overspend so a net budget could be delivered and savings could continue to be delivered.

16.3 The Cabinet Member for Children's Services discussed the robust system in

place in Children's Services to manage budgets. Children's Services was a demand led service and investment in transformation had resulted in a reduction in spend, which would continue to be delivered. Covid-19 had had an impact on the budget of the department and on the mental health of young people, increasing pressures. Building new Special Educational Needs and Disabilities schools would support reducing the spend on home to school transport as well as benefiting children who would not have to travel as far to school.

- 16.4 The Chairman acknowledged it was important to ensure the right provision was provided for children through working with providers and ensuring the right prices were charged for services
- 16.5 The Cabinet Member for Highways, Infrastructure and Transport welcomed the money for the Pot Hole Fund which would improve highways across the county and the Road Safety Community Fund which would improve road safety for all highway users in Norfolk.
- 16.6 Cabinet **RESOLVED**
1. To recognise the approval by County Council of the recommendation to fund the following Highways projects:
 - £10m for the new Pot Hole Fund for Highways spread across 4 years (as set out in Appendix 3 – Table 1)
 - £1m for the Road Safety Community Fund to be funded by the County Council (as set out in Appendix 3)
 2. To recommend to County Council the net addition of £1.724m to the capital programme to address capital funding requirements as set out in detail in capital Appendix 3, paragraph 4.1.
 3. Subject to County Council approval of recommendation 2 and given County Council approval of recommendation 1, to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope

- subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
4. To recognise the period 6 general fund forecast revenue **net overspend of £3.379m**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
 5. To note the COVID-19 funding available of **£84.027m**, including £23.381m brought forward from 2020-21;
 6. To recognise the period 6 forecast of 95% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
 7. To note the forecast General Balances as at 31 March 2022 of **£23.763m**.
 8. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

16.7 Evidence and Reasons for Decision

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

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 grant income
- 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.

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

16.8 Alternative Options

In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been

identified to fund the expenditure, apart from the funding noted in Appendix 3 of the report.

17 Strategic and Financial Planning 2022-23

- 17.1.1 Cabinet received the report representing a key milestone in the development of the 2022-23 Budget providing an opportunity for Cabinet to consider saving proposals prior to wider consultation.
- 17.1.2 The Executive Director of Finance and Commercial Services stated that, as set out in paragraph 14.1 of the report, “after reviewing the currently available information, the Section 151 Officer anticipates recommending that Members agree the maximum council tax increase available within the referendum threshold, plus the deferred amount from 2021-22”.
- 17.1.3 The Cabinet Member for Finance introduced the report to Cabinet:
- The spending review had provided a multi-year settlement which, assuming it was mirrored by a multi-year settlement in local government spending review, would help the council set a sustainable medium term financial strategy
 - Protection of services at this time was paramount along with delivering the Council’s promise to protect the environment and ensure infrastructure was in place to deliver Norfolk’s economic development.
 - £24.5m new savings proposed so far was intertwined with transformation programmes; the Adult Social Services vision was to support people to be independent, resilient and well. Prevention and early intervention, development of alternative to care and more in-house care was helping Children’s Services to control costs over the medium term. Both these demand lead departments were impacted by the pandemic and needed to catch up.
 - Cost pressures included social care costs and demand pressures linked to covid-19 impacts and other demographic pressure including home to school costs, and inflation pressures such as energy, fuel and utilities.
 - Norfolk County Council welcomed the Government announcement of £4.8bn funding for local authorities. However, £4.8bn had become £1.6bn per year with no uplift for inflation which may include other grants and payments, for example it was unclear whether funding for national insurance would be included. No additional funding for Covid-19, no uplift in the public health grant, no resolution of the high needs block deficit and no progress on fair funding or review of business rates reform had been received.
 - Details of other announcements such as funding of youth services or support for families were being awaited so the final figure to be received from government could vary. Executive Directors would be asked to identify up to a further £5m savings in the short term should Government funding prove insufficient once announcements were made mid-December 2021.
 - A multiyear settlement would allow management to look at transformational savings by a review of how services were delivered and how people were used, as shown in recommendation 7. External analysis was in place to optimise use of staff and to consult more widely on service and delivery in 2022.
 - Last year, 2020-21, £18m was retained in a general covid reserve in case

funding for additional Covid-19 pressures was not continued in the forthcoming financial year. This would help with the pressures referred to above.

- Government confirmed that it expects demographic and unit cost pressures to be met through council tax, social care precept and long-term efficiencies. Each year demographics represented an £18-20m cost increase for Norfolk
- SR21 set out that £3.6bn of social care reform funding would go to Local Authorities, but additional cost pressures associated with this remained to be fully understood once central Government had provided details.
- Growth in core spending power figures quoted in SR21 included social care reform funding therefore the core spend was driven by social care increase assumed to be a 3% annual increase. Grant funding was increasing in real term by 0.6% depending on inflation of 2.2%.
- Government expected councils to meet all cost pressures from 2023-24 from council tax and savings, and Norfolk would rise to this challenge. Without further external funding for local authorities, the Council believed this would be unsustainable for Local Authorities across the country and therefore would continue to work with MPs and lobby for additional funding for future years of spending reviews to meet additional cost pressures without ongoing reliance on unsustainable tax increases
- It was prudent to recommend that council followed the central guidance of recommending a 2.99% increase in council tax consisting of a 1% adult social care precept increase and 1.99% council tax increase.
- The Cabinet Member for Finance moved recommendations 1-7 and 9-13 as set out in the report.
- The Cabinet Member for Finance moved an amendment to recommendation 8 as follows: *“To note the Executive Director of Finance and Commercial Services’ advice about the sustainability of the Medium Term Financial Strategy position (section 13), noting also the wider uncertainty about funding levels and cost pressures for 2022-23. Recommendation 5 sets out Cabinet’s intention to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept and therefore in that context to agree to consult the public on that level of increase”*

- 17.2 The Chairman noted the responsibilities around demand led pressures in Adult Social Services and Children’s Services which would continue. It would be important to look at efficiency of operation, cost base and ways of working. All local authorities across the country were also facing difficult financial positions and it was also the case that residents were facing an increase in national insurance contributions, an increase in cost of living and an increase in interest rates. However, it was necessary to support the Council’s financial position and he supported and seconded the amendment to recommendation 8.
- 17.3 The Vice-Chairman noted that over the past years of austerity, councils had made many financial and efficiency savings. Over the past years, Adult Social Services and Children’s Services had not received adequate funding from central Government, resulting in money being taken from other services to fund these essential services. Cabinet would therefore continue to lobby government for adequate funding for these services.
- 17.4 The Cabinet Member for Innovation, Transformation and Performance noted the

importance in continuing to seek funding from Government for services and carrying out a full review of how services operate.

- 17.5 The Chairman reported that a meeting had recently been held with Norfolk MPs to discuss the issues raised regarding funding, and such meetings would continue to be held.

17.6 Cabinet **RESOLVED**

1. To consider and comment on the County Council strategy as set out in section 2 and how the Budget process is aligned to the overall policy and financial framework;
2. To consider the potential implications of Government announcements about Social Care, the considerable uncertainty remaining in respect of these, which may result in additional cost pressures in the medium to longer term, and agree that these should be reflected, where possible, in the 2022-23 Budget;
3. To consider the latest details of announcements made at the Spending Review 2021 and Autumn Budget 2021, and note that the outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2022-23 Budget position, which will not be fully known until later in the process;
4. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2022-23 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (paragraph 13.4);
5. To confirm that Cabinet's intention is to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept deferred from 2021-22;
6. To direct Executive Directors to seek to identify further recurrent savings of £5.000m and to report to Cabinet in January 2022;
7. To agree to undertake a full review of how the Council operates to deliver its future services and strategy;
8. To note the Executive Director of Finance and Commercial Services' advice about the sustainability of the Medium Term Financial Strategy position (section 13), noting also the wider uncertainty about funding levels and cost pressures for 2022-23. Recommendation 5 sets out Cabinet's intention to seek, as planned, a total council tax increase of 2.99% for 2022-23 made up of 1.99% general council tax and 1.00% adult social care precept and therefore in that context to agree to consult the public on that level of increase
9. To consider and agree the proposed savings as set out in sections 7-12 (tables 5-10) to be taken forward in budget planning for 2022-23, subject to final decisions about the overall Budget in February 2022, noting the level of savings already included from the 2021-22 Budget process (table 2);
10. To agree that public consultation (as set out in section 5) and equality impact assessment (as set out in section 21) be undertaken on the 2022-23 Budget and saving proposals as set out in sections 7-12 (tables 5-10), and the level of council tax and Adult Social Care precept for 2022-23, as set out in section 14 and table 11;
11. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the

robustness of budget estimates as set out in section 13, and having regard to the level of savings required for 2023-24, to direct Officers to bring forward proposals to support early development and identification of saving proposals for 2023-24 with a focus on transformational activity;

12. To agree the proposed next steps in the Budget planning process for 2022-23, and the remaining Budget planning timetable (Appendix 1); and

13. To note and thank Select Committees for their input into the Budget development process for 2022-23 in July, and to invite Select Committees to comment further on the detailed saving proposals set out in this report when they meet in November 2021 (section 23).

17.7 Evidence and Reasons for Decision

The County Council continues to engage with Government, MPs and other stakeholders to campaign for adequate and sustainable funding for Norfolk to continue to deliver vital services to residents, businesses and visitors. The Council looks forward to Government issuing guidance on financial planning assumptions, particularly indicative funding allocations for 2022-23, as soon as possible. The Council's MTFS planning builds on the position agreed in February 2021 and this continues to be updated as more reliable information about cost pressures and funding impacts emerges through the process. The proposals in the report reflect a prudent response to the challenges and uncertainties present in the 2022-23 planning process and will ultimately support the Council to develop a robust budget for the year.

17.8 Alternative Options

This report forms part of the framework for developing detailed saving proposals for 2022-23 and at this stage no proposals have been agreed, meaning that a range of alternative options remain open.

In addition, there are a number of areas where Cabinet could choose to consider different parameters for the budget setting process, such as:

- Considering alternative approaches to the development of savings from those proposed.
- Adopting an alternative allocation of targets between services, or retaining a higher or lower target corporately.
- Considering an alternative timetable within the time constraints required to develop proposals, undertake public consultation, and meet statutory deadlines for the setting of council tax.
- Changing assumptions within the MTFS (including the level of council tax) and therefore varying the level of savings sought.

Final decisions about the overall shape of the 2022-23 Budget, savings, and council tax will not be made until February 2022, when they will be informed by Local Government Finance Settlement figures, forecasts supplied by District Councils, and the findings of EQIA and public consultation activity.

The deliverability of all saving proposals will continue to be kept under review by the Section 151 Officer as further detailed implementation plans are developed and up until final budget setting proposals are presented to Cabinet in February 2022.

18 Disposal, acquisition and exploitation of property

18.1.1 Cabinet received the report setting out proposals aimed at supporting Norfolk County Council priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

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

- This proposal was required to be brought to Cabinet for approval due to the length of the proposed lease
- It was proposed that the adjoining academy, Synergy Multi Academy Trust, would run the childcare centre which was on the same site. The site was already run as a nursery, Litcham Childcare Centre.
- The proposal was the only suitable option for use of the site.
- The lease was proposed to be on the same terms of the existing lease and for rent to be nil.
- The Cabinet Member for Commercial Services and Asset Management moved the recommendations as set out in the report.

18.2 Cabinet **RESOLVED** to agree to the granting of a supplemental lease of Litcham Child Care Centre, Weasenham Road PE32 2QT to Synergy MAT for use as nursery and early years provision on the agreed terms.

18.3 Evidence and Reasons for Decision

This proposal ensures the continued use of the Litcham Child Care Centre for nursery and early years provision.

18.4 Alternative Options

No viable alternative.

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

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

20 Exclusion of the Public

20.1 Cabinet was asked to exclude the press and public from the meeting on the grounds that the report “Confidential decision relating to a wholly owned company” and was presented with the results of the public interest test.

20.2 Cabinet **RESOLVED** to exclude the press and public for discussion of the report “Confidential decision relating to a wholly owned company” on the grounds that it was exempt under paragraphs 1 & 2 of Part 1 of Schedule 12A of the Local Government Act 1972.

21 Confidential decision relating to a wholly owned company.

- 21.1 Cabinet received the urgent, confidential report by the Executive Director of Finance and Commercial Services.
- 21.2 Cabinet **RESOLVED** to agree the recommendations as set out in the report.

The meeting ended at 11.59

The Chairman

Cabinet
8 November 2021
Public & Local Member Questions

Agenda item 6	Public Question Time
6.1	<p>Question from Jennifer Tabecki</p> <p>The Association of Directors of Environment, Economy, Transport and Planning (ADEPT) recognises that there are key barriers to local government being part of the framework which must deliver the Government's Statutory Carbon Reduction Target.</p> <p>These are:</p> <ol style="list-style-type: none"> 1. Insufficiency of funding and the complexity of funding streams, with reliance on competitive bidding and 2. lack of local expertise <p>130 councils have already signed up to the Association's (ADEPT) Coalition who's 'Blueprint for Accelerating Climate Action for a Green Recovery at the Local Level' aims at pressurising central government to work to overcome these barriers, including proper local funding.</p> <p>Will Norfolk County Council add their name and influence to this Coalition?</p> <p>Response from the Cabinet Member for Environment and Waste Norfolk County Council acknowledges the need for both additional external resources and the development of in-house capacity and skills in the delivery of our goals relating to net zero.</p> <p>Norfolk County Council has also prioritised working in partnership with expert organisations and bodies including the Tyndall Centre, UEA and with key organisations locally, including District Councils and Suffolk County Council.</p> <p>The Council's role as part of the Norfolk Climate Change Partnership (NCCP) is also very helpful both in delivering our own organisational strategy, and in coordinating a successful countywide approach in terms of securing external resources and in developing new skills and technologies to support our delivery.</p> <p>Norfolk County Council is an active member of ADEPT and will continue to work with this body on important matters such as this one.</p>
6.2	<p>Question from Sarah Eglington</p> <p>Recognising that nearly 80% of councils have declared a climate emergency, including our neighbouring counties of Suffolk, Cambridgeshire and Lincolnshire, Norwich Friends of the Earth would like to ask how Norfolk County Council can justify not doing so?</p> <p>Response from the Cabinet Member for Environment and Waste The report to Cabinet on the Environmental Policy sets out the significant amount of work already successfully completed in terms of climate change, as</p>

	<p>well as setting out the hard work which still lies ahead if we are to reach our goal of achieving net zero across our council estate by 2030, and in fully supporting our partners across the county. As previously stated, our focus remains on delivery.</p> <p>Supplementary question from Sarah Eglington</p> <p>If Norfolk County Council are acknowledging that there is a climate crisis and are satisfied that the aspirations stated within their environmental policies are achievable, when will they be publishing their baseline statistics against which they will measure success, and the target dates by which that success must be achieved?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>The report detailing progress on the Environmental Policy sets out the Council's achievements to date, many of which are of national significance.</p> <p>Details of the Council's progress around Scope 1 and Scope 2 emissions are included in the report, whilst Annex A of the report – Summary of Commitments for Scope 1 and Scope 2; Annex B – Summary of commitments for the Environmental Policy, and Annex C – Summary of commitments for Scope 3, set out the next steps for the Council in terms of priorities for achieving net zero across our estate by 2030.</p> <p>A further update on progress including emissions monitoring will be provided to Council in the New Year.</p>
6.3	<p>Question from Daryl Long</p> <p>What action is the County Council taking regarding tree replacement in Norwich and when? Having taken over this responsibility from the City Council, the County Council appears to be taking no responsibility for tree replacement within a realistic timeframe. As we lose our trees we gain more tarmac and parked cars. Budget pressures cannot be offered as an excuse, there must be a designated and protected budget to ensure all trees are replaced and, indeed, more planted. The environmental impact of city trees, or lack of, is well understood. If you understand the need for cycle paths then you must understand the need for trees in our city.</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>The Council has a countywide action plan to plant an additional 1 million trees across the whole county. We also aim to replace trees that have been removed, subject to identifying a suitable location and funding being available. Where these are removed due to highway improvement schemes, usually a greater number of trees are planted as replacements. For highway maintenance, the current funding position does mean that we will prioritise replanting in conservation areas. The time taken to replant will depend on a number of factors, such as other proposed works, whether the location is suitable and funding. Tree planting tends to be done in a limited time window each year and that will also affect the timescale for replacement.</p>

**Cabinet
8 November 2021
Local Member Questions**

Agenda item 7	Local Member Issues/Questions
7.1	<p>Question from Cllr Paul Neale</p> <p>For the last 11 years, due to a backlog of highways maintenance, the council has reallocated approximately 67% of the Integrated Transport allocation into Highway maintenance. This means about £30m of local highways improvements have not been possible, things like zebra crossings, road safety signage, traffic calming measures, and changes to waiting or parking zones. In 2017 county members were allocated annual discretionary budgets to tackle some of these but in total only £2.85m has been made available. That's only 9.5% of what would have been available in those 11 years. Could the council increase discretionary budgets to a realistic workable amount to meet the back log in our districts.</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>The local member discretionary budgets have recently been increased from £6,000 per year to £10,000, totalling some £840,000 available per annum. The scope of the funding has been widened this year to include environmental initiatives such as the installation of electrical vehicle charging points and tree planting.</p> <p>Following the recent Budget, we are currently awaiting details of Norfolk's allocations for highway structural maintenance and improvements. It is understood it will be a 3-year settlement.</p> <p>These will inform the recommendations in the Highway Capital Programme report 2022-25 to Cabinet, planned for March 2022. It will include consider the proposed balance between maintenance and improvement spend. However, it remains prudent asset management to focus on maintaining Norfolk's highways asset whilst a maintenance backlog exists.</p>
7.2	<p>Question from Cllr Jamie Osborn</p> <p>Recommendation 8 of the report states that: "the Council will continue to work in partnership in delivering the wider net zero ambitions for the region". There is nothing in the report that details what work has been going on so far, progress on reducing area-wide emissions, or pathways to net zero. It appears that no effort has been made to assess what emissions reductions are needed or how they will be achieved. Can the cabinet member present me with evidence that this work has been undertaken?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>The report detailing progress on the Environmental Policy includes several nationally recognised, major pieces of work which have</p>

	<p>involved successfully working with partners, including development of the Natural Capital Compendium for Norfolk and Suffolk, working with UEA and Suffolk County Council; the development of a new Pollinator Action Plan for Norfolk; and the Wendling Beck Exemplar Project (WPEP).</p> <p>Annex C of the report – Summary of commitments for Scope 3 in the report also sets out the further work we will do in terms of carbon reduction beyond the Norfolk County Council estate.</p> <p>The County Council also continues to be a key member of the Norfolk Climate Change Partnership (NCCP), whose work including coordinating action towards net zero, is vital to ensuring a consistent countywide approach which maximises our ability to secure additional resources and to upskill the workforce.</p> <p>The benefits of Norfolk County Council supporting such a collaborative approach can be evidenced in our very recent successes in securing Community Renewal Funding to help Norfolk deliver a number of net zero initiatives across the county:</p> <p>Energy Solutions at Hethel Net Zero Norfolk - Sustainable Travel Network Road to Net Zero Business Support</p> <p>Supplementary question from Cllr Jamie Osborn Over the 15 years since 2005, average carbon emissions in Norfolk declined 27%, an average of less than 2% a year. To reach net zero even by 2050, emissions will have to be cut by more than 13% year-on-year. Acknowledgment of that fact is missing from the Environmental Policy. Will the council commit to this science-based target of at least 13% year-on-year reduction area wide?</p> <p>Response from the Cabinet Member for Environment and Waste The approach of the County Council is clearly set out in the report, including in the three appendices at the end of the report.</p>
7.3	<p>Question from Cllr Steff Aquarone What does the Cabinet member think about the Swedish approach to road accidents: to start from the premise that the only acceptable number of road deaths and injuries is zero - and work back from there, shifting the onus from the individual driver, to a societal responsibility placed upon authorities and manufacturers to design out risks?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport</p> <p>Over the last 30 years Norfolk has had a good record in reducing road casualties. Traditionally this has been through treating identified accident 'cluster sites' with engineering measures. Whilst the long-term progress is good, over the last decade this has stalled, both in Norfolk and nationally. With accident cluster sites being harder to identify, we have already changed this approach.</p> <p>Both the Department for Transport and this Council have adopted the 'Safe</p>

	<p>System' strategy for road safety. This represents current best practice in road safety and is derived from the Swedish Vision Zero and Dutch Sustainable Safety strategies. 'Safe System' is based on the underlying principles that:</p> <ul style="list-style-type: none"> • human beings make frequent mistakes that lead to road collisions; • the human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and • it is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries. <p>In Norfolk, we have developed a route-based approach to road safety which aims to reduce road user risk proactively. This involves a video drive through of the route which is then sent to the Road Safety Foundation who code the identified roadside and geometric hazards and use modelling software to identify counter measures which will be most cost effective in reducing the likelihood of a fatal or serious injury. The recommended counter measures are captured in a Route Improvement Report and will form the long-term road safety improvement plan for the road in question. Lower cost measures will be funded by the local safety schemes budget and some interventions may be cost effectively delivered in conjunction with other planned maintenance schemes.</p> <p>In the first instance we are applying the safe system approach to Norfolk's major road network but in the long term intend to treat all Norfolk's A and B class roads.</p> <p>Second Question from Cllr Steff Aquarone: Joy Baker was the Norfolk woman who was taken to court repeatedly because she home educated. She was persecuted, abused, and at one point had her children taken away from her before she finally won her case against the council. Monday 15th November marks the 60th anniversary of this victory. Will he join me in recognising Joy Baker Day on 15th November and supporting parents where they wish to home educate their children?</p> <p>Response from the Cabinet Member for Children's Services Norfolk county council fully recognises the right of parents to home educate their children. Joy Baker blazed a trail for current policy which we welcome. For many years we have maintained a small team to support families who have chosen to educate their children at home – called Services to Home Educators. Not all local authorities do this as there is no statutory duty to do so. We value and respect the decisions that parents make. We continue to invest in this support and have recently expanded the team to ensure that we are able to provide as much support as we can to families, not least during these more challenging times.</p>
7.4	<p>Question from Cllr Tim Adams How many people are there currently resident in social care homes across Norfolk that have been rated as requiring improvement or inadequate by the</p>

	<p>Care Quality Commission?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for your question. As you are obviously aware, Care Homes are independent businesses regulated by the Care Quality Commission and it may be better to address this question to them. I can however say that there are 332 residential and nursing homes across Norfolk; of these 81 are judged as requiring improvement and 17 as inadequate.</p> <p>As you would expect, where there are concerns about quality of care we impose restrictions on placements, and these are only lifted once our Integrated Care Quality Team is satisfied that risks or actions have been addressed. We do also offer support to independent care businesses to improve (which many accept), this is outlined in my response to question 7.5.</p>
7.5	<p>Question from Cllr Brian Watkins</p> <p>With the current level of staff in quality assurance it takes 2 years for the staff to get round all the care providers. Clearly this is unacceptable to ensure that the whole system is robust and for the public to have confidence in it. By how much will the Cabinet member be seeking to increase social care quality assurance this year to protect vulnerable patients?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for your question. As Cabinet Member I rely on the advice and guidance of the Officers, as is right and proper in this sort of situation. Norfolk's in-house quality assurance team works alongside the Care Quality Commission (CQC). It uses a risk based approach which gives the team alerts and early warning to be able to target support to strengthen quality. The audit approach is a nationally recognised method (known as PAMMS) and is supported and increasingly relied on by the regulator. Although this enables all services to be audited within two years, the Council adopts a targeted risk-based audit approach which prioritises higher risk and enables more frequent audits in some cases. Our approach both holds providers accountable for quality deficits and enables restrictions to be place, where appropriate, but importantly it enables support to improve. As well as responding to early indications of declining quality, the joint health and social care team is proactive in training, advice and best practice support.</p> <p>The integrated team was expanded in 2019, with further investment this year to provide a total of 16 quality monitoring officers and two temporary provider engagement officers. In addition, two temporary posts have been agreed, which will increase the provider support element of the work. This is particularly important where providers are struggling due to workforce and leadership shortages.</p> <p>Equally important is that this team is not the only source of quality assurance. The team supports the drive for improvement across the sector, but works closely and collaboratively with operational teams, with safeguarding teams, and our colleagues within health and the CQC. It is critical for good quality</p>

	<p>assurance and improvement that reliance is not placed on a single team. Therefore, a continued priority is the development of a quality culture across all our staff, partners and providers through training, shared information, commissioning practices, the work of organisations such as Healthwatch and supporting feedback from people who use services.</p>
7.6	<p>Question from Cllr Lucy Shires In Social Care the average spend per worker on training is £150 per year compared to £1,500 in the NHS. What will the Cabinet member be doing in Norfolk to address this disparity?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. I have long recognised the significant disparity in funding between health and social care, whoever is in power at Westminster. As a result of this disparity we have sought out extra funding for training and successfully secured up to an extra £7.58 million, including up to £3.79 million from the European Social Fund, to deliver a large-scale programme of training and mentoring to the social care (and health) workforce across Norfolk and Suffolk. The <u>Developing Skills</u> project, which is a partnership initiative, offers a wide range of fully funded opportunities, including functional skills and developmental qualifications. The main aim of the project is to empower people working in our social care sector to develop new skills and confidence. This will enable them to continue providing high-quality care to local people.</p> <p>More broadly, Norfolk County Council has worked with local social care providers and other stakeholders to develop a <u>Workforce Strategy</u> and Implementation Plan for Adult Social Care, which includes a range of priority actions aimed at improving recruitment and retention within the sector over the next five years. This strategy will link into, and add value to, positive activity already underway across local providers as well as developments with national policy and funding.</p>
7.7	<p>Question from Cllr Saul Penfold Will the County Council seek to run a scheme like North Norfolk District Council's tree giveaway day?</p> <p>Response from the Cabinet Member for Environment and Waste Norfolk County Council has set the ambition of planting 1 million trees over five planting seasons. In order to deliver this ambitious programme, the Council has developed a strategy with partners from the public and private sector, including our District Councils.</p> <p>A number of programmes have already been developed to encourage local communities and schools to plant trees in their local environment, and the Council has developed a new Environmental Hub at Gressenhall Farm & Workhouse where a community nursery is being established for members of the public to learn about caring for trees and to collect trees for planting in their own locality.</p> <p>Through our Tree Planting Pledge, with other Local Authorities, we will work with North Norfolk District Council to ensure that their schemes for engaging</p>

	and supporting tree planting in their areas complement other plans elsewhere across the county so that we can collectively deliver our collective targets for this important programme.
7.8	<p>Question from Cllr Sharon Blundell At the People Select Committee it was made clear that progress on achieving a better rate of EHCP completions could be hampered by capacity issues in Educational Psychology teams. What is the process for reviewing this capacity?</p> <p>Response from the Cabinet Member for Children's Services The capacity of Educational Psychology teams to contribute to the assessment process of an Education Health and Care Plan is a national issue. There is a shortage across the country. In Norfolk we have agreed ambitious trajectories to improve the timescale in which we complete EHC plans. At each stage of our planning we review existing capacity and acknowledge that we need more Educational Psychologists if we are achieve our ambition of 90% of plans in timescale. We buy time from agencies wherever we can and we enhanced our local capacity in order to achieve our improved outcomes. We have an established a trainee scheme for Educational Psychologists in Norfolk which is leading to us training and recruiting more Educational Psychologists to take up posts with us. In line with our ambition to achieve even better timescales for assessment and to meet need earlier, we are continually seeking more Educational Psychologists to work directly with us, as are most other local authorities.</p> <p>Supplementary question from Cllr Sharon Blundell When will the result of the review become publicly available?</p> <p>Response from the Cabinet Member for Children's Services The review process with regard to capacity is ongoing and as demand rises this has an impact. The national shortage means that we have an ambition to recruit as many as we can, but like most authorities we struggle to do so.</p>
7.9	<p>Question from Cllr Dan Roper What was put into the Covid care packages that were sent out to residents?</p> <p>Response from the Cabinet Member for Communities and Partnerships Norfolk has taken an holistic approach to providing support to households either Shielding (Clinically Extremely Vulnerable) or Self Isolating. Wherever possible we have made use of volunteers to carry out emergency shops and medicine collections and provided support using Local Council Community Hubs.</p> <p>Norfolk County Council purchased 5,151 food boxes (following investigation into costs from a number of suppliers to ensure the best combination of value for money and provision of acceptable nutritional standards).</p> <p>We purchased a range of food parcels from different suppliers, which we then supplemented with a range of items specific needs (we did this in conjunction with local council community hubs) this included fresh food, bread, milk, Baby food, nappies, hygiene products as well as foods specific to dietary</p>

	<p>requirements such as Gluten free and Vegan.</p> <p>The majority of the pre-packaged food parcels were from Morrison's and these contained the following</p> <p>Custard creams Wine gums Simmer Sauce Cheese mix Chilli Con Carne Mix Semi Skimmed Long life Chicken Breast chunks Morrisons vegetable soup Morrisons tomato soup Napoli Kidney Beans Pear Halves Fray Bentos meatballs Chickpeas in water Morrisons tuna chunks Morrisons fusili Easy cook basmati rice Sweetcorn Branston Beans 4 pack Corn Flakes Pataks Tikka Masala kit Passata Tomato and Basil sauce Toilet roll – 4 rolls wrapped</p> <p>Supplementary Question from Cllr Dan Roper How much did the council spend on them overall?</p> <p>Response from the Cabinet Member for Communities and Partnerships The total cost of these parcels was £194,000 this was funded with money from central Government to support Shielding and Self Isolation, and supplemented with generous donations from local food suppliers in Norfolk.</p>
7.10	<p>Question from Cllr Rob Colwell Since the updated Norfolk Local Flood Risk Management Strategy Policy Review 2021 was published highlighting at Policy Undertaking Commitment 12: Water Company Liaison, that Risk Management Authorities will work closely with water companies in partnership to reduce the occurrence of public sewer flooding, I wondered what recent representations the Cabinet member may have made to Anglia Water in relation to protecting our 9 precious Norfolk chalk streams?</p> <p>Response from the Cabinet Member for Environment and Waste The Norfolk Strategic Flooding Alliance (NSFA) was set up by Norfolk County Council (as Local Lead Flood Authority) in February 2021, chaired by Lord Dannatt. The Alliance comprises all parties with responsibilities for water management, including the Environment Agency and Anglian Water, and recognises the benefits by working closely together for maximising benefits to</p>

	<p>residents and the environment.</p> <p>This is being demonstrated in the first tranche of local NSFA flood sites, identified for investigation and resolution, where some of the problems have been exacerbated by inundation of the Anglian Water foul systems.</p> <p>In addition, and specifically in relation to the River Burn, a chalk stream, the NSFA has set up a working group which is seeking funding to develop a catchment wide approach to reduce flooding and make the best use of water.</p> <p>Supplementary question from Cllr Rob Colwell Will the Cabinet Member join me in expressing his utter disgust in local Tory MPs in voting against measures to protect our Norfolk rivers and beaches?</p> <p>Response from the Cabinet Member for Environment and Waste The prime responsibility for water quality in the county rests with the Environment Agency, and we will continue to work closely with the Environment Agency, and all other relevant bodies, on all matters relating to Norfolk's rivers and beaches.</p>
7.11	<p>Question from Cllr Ben Price During 2020, there were hundreds of sewage spills from water companies into Norfolk's rivers. In Thorpe Hamlet, where we have seen an increase in public river use, drains located at Bishopsbridge Rd, Elm Hill, Riverside Rd and Chalk Hill Rd had a combined 720 spills, lasting for 12,000 hours during 2020. That is equivalent to a continuous flow of waste into the Wensum for every minute of that year, and more! Almost all Norfolk MPs voted against laws to prevent water companies dumping sewage. What action will the Leader of this council take to stop this pollution, so that he sends the right message to those MPs and river users?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy Thank you for the question. One of the most prolific causes of sewage entering our waterways in Norfolk is during times of high rainfall and flooding. I am glad that over the past twelve months NCC has, alongside Lord Dannatt, formed and lead a strategic response to this issue. We have, alongside other organisations provided funding and leadership to address many specific flooding issues. My division is particularly affected by this so I am glad to see action on the ground. In terms of representation to our MPs we have briefed them on this issue at our regular meetings and made them aware of local concerns. This is a serious matter, especially in the months coming and we will continue to press not only our MPs but all organisations who have a role in flood prevention and dealing with sewerage to take proactive action to prevent not only floods but damage to our waterway ecosystems.</p> <p>Supplementary question from Cllr Ben Price The council has an ambition to have planted in Norfolk one million trees by 2025. Residents of Norwich regularly contact Green councillors lamenting tree losses on highways located outside conservation areas, with no guarantee that they will be replaced. In the Environment Policy you state by March 2022 planting season this council will have facilitated the planting of 51,884. At this</p>

	<p>rate you will not hit your target in the 5 year period, but in 38.5 years. Could the cabinet member please explain what mechanism will be introduced to dramatically increase the planting program from currently around 26,000 a year to 316,039 a year to meet the 2025 target?</p> <p>Response from the Cabinet Member for Environment and Waste Despite the significant impact of Covid-19, the County Council has successfully planted more than 50,000 new trees across the County in line with our tree-planting strategy, and my thanks go to the officers, partners and local residents involved in delivering this impressive performance.</p> <p>We will continue to deliver the Council's commitment to delivering 1 Million Trees for Norfolk over the coming planting seasons, operating on the key principle of the 'right tree in the right place', to maximise the potential of the newly planted trees to thrive.</p> <p>In order to help deliver this ambitious goal, we have created a new Environmental Hub, including tree nursery for native Norfolk trees, at Gressenhall Farm & Workhouse. We also continue to work closely with many local and national partners, including the Environment Agency, DEFRA and the Woodland Trust, and we remain confident that this target is achievable.</p>
7.12	<p>Question from Cllr Alexandra Kemp Residents and I ran a passionate campaign in 2018, to save South Lynn Children's Centre. Post-pandemic, we need to intensify its use for parent and toddler groups. Invest in Youth Worker on-site support for young people at risk. Unmet needs are placing more pressure on the police. But Supplementary Agenda p31 says: We are developing a Building Assets Strategy to deliver savings from reduced spend on leases and associated revenue costs; this proposal is focussed on a review of current Children's Services occupied buildings, to reduce usage or release space that is no longer required. Can the Administration confirm it will safeguard South Lynn Children's Centre.</p> <p>Response from the Cabinet Member for Children's Services This site is and remains an ECFS base, with services delivered by our partner Action for Children. There are no plans to review or change this activity or operating bases across the County.</p> <p>As Cllr Kemp will be aware, there are a number of minor technical issues to work through on the existing lease, but all partners are seeking to resolve these and they do not affect the ongoing occupation and delivery of the service.</p>
7.13	<p>Question from Cllr Mike Smith-Clare Can the Cabinet Member for Children's Services confirm how many of the total number of Norfolk 16 to 19-year-olds currently identified as NEET are also identified as being a carer?</p> <p>Response from the Cabinet Member for Children's Services We do not have information identifying young carers in this group, so we are</p>

	<p>unable to provide an accurate figure of 16-19 year olds who are NEET and carers. All our guidance advisers have had training in how to identify a Young Carer, their legal & statutory rights, the types of support available and how to make a referral for a Young Carers Assessment. Where we are aware of young carers at risk of NEET or NEET, we work with the relevant teams to provide enhanced support.</p> <p>Supplementary question from Cllr Mike Smith-Clare How many of the 16 to 19-year-olds identified as NEET have left a course that they started in September 2021 and are receiving information and guidance to help them back into training and/or employment?</p> <p>Response from the Cabinet Member for Children's Services It is too early to provide this information. We are in the very initial stages of receiving the first data from post 16 providers of students who have left their provision. We have arrangements with all the providers to receive this data on a monthly basis from November onwards. Once the data is received we contact all of the students who have left to ascertain their current situation and to offer guidance and support for them to re-engage in alternative provision.</p> <p>Historically more young people drop out after the October half term and the Christmas holidays so a better indication of the percentage of young people leaving provision and their subsequent status is taken at the end of February.</p>
7.14	<p>Question from Cllr Brenda Jones Please can the Cabinet Member for Adult Social Care, Public Health and Prevention confirm how much money will care homes operated by the Jeasal Group receive from the latest round of Infection Control Fund money Norfolk County Council is to receive from Central Government?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention Thank you for your question. I am really pleased that The Round 5 Infection Control and Testing Fund for Norfolk is £7.327m. This funding will provide financial help to support safe infection control practices within Norfolk care provision until March 2022. The funding has just been received and all providers have been contacted to enable them access to this latest round of financial support.</p> <p>Planned payments in relation to infection control, testing and vaccination funding will be £563.57 per bed in residential care home settings. Jeasal Residential Care Services currently supports 61 people in Norfolk residential care homes, the majority of whom are private self funders, it is important to recognise that the funding is to support ALL care provision and is based on the number of registered beds in operational homes.</p> <p>Supplementary question from Cllr Brenda Jones What steps has Norfolk County Council taken to audit the use of Infection Control Fund payments made to Jeasal and all other private sector care providers since it was first paid in May 2020?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health</p>

	<p>and Prevention</p> <p>Thank you for your question. All infection control funding is subject to the providers entering into a Grant Agreement with the Council. This requires an undertaking that the funding will only be spent on the allowed criteria. At the end of each funding period each care provider is required to complete a declaration with any underspends returned to the Council, these declarations can be subject to audit.</p>
7.15	<p>Question from Cllr Terry Jermy</p> <p>Street lighting remains the County Council's main source of electricity consumption. As the report for the Cabinet Meeting confirms on page 57, just 41% of NCC's streetlights have been converted to LED - approximately 22,000 lights - this is hugely disappointing given the obvious opportunities to save carbon and money. Can the Cabinet Member for Commercial Services and Asset Management confirm when the Council will achieve 100% of its lights being converted to LED?</p> <p>Response from the Cabinet Member for Environment and Waste</p> <p>The Council has invested significantly since 2008 in modernising our streetlighting assets including upgrading 22,000 streetlights to energy efficient LED alternatives. Alongside this, the Council has a policy of not adopting new streetlighting unless there is a proven safety need. Where streetlighting is operational, we have implemented dimming or part night lighting on suitable routes when usage is low to further enhance our energy and carbon savings.</p> <p>We are currently delivering a significant £8.5m LED upgrade programme to upgrade a further 15,000 main road streetlights by 2023, which will increase the number of LED streetlights to around 37,000 or 70% of our overall stock, reducing our energy and carbon emissions by a further 5 million kWh and 1,200 tonnes of CO2 per year. The upgrade of these 15,000 units is targeted to the main road traffic routes which have the highest net gain in terms of energy consumption and savings due to the need for higher lighting levels and more stringent standards. In parallel with our current upgrade programme, we are reviewing the financial and contractual viability of converting the remaining stock of mainly residential type streetlights to LED, and officers are currently developing the business case and programme for this additional investment in LED lighting.</p>
7.16	<p>Question from Cllr Chrissie Rumsby</p> <p>What assurances can the Cabinet Member for Children's Services give that cuts to the budget for the schools library service will have no detrimental impact on the school provision of libraries to children in Norfolk, especially given the need to make up for lost learning during Covid-19 lockdowns?</p> <p>Response from the Cabinet Member for Children's Services</p> <p>For the 14% of schools who have continued to buy the service it is clear they have valued the additional support and resources. However we know that schools have libraries and have developed reading resources aligned to their curriculum planning. We are confident that through the structured reading programmes that all schools have in place, children will be supported to catch up in their reading.</p>

7.17	<p>Question from Cllr Emma Corlett There is virtually no mention of the climate in the budget report to Cabinet. What impact will the budget proposals have on the carbon reduction targets of the Council?</p> <p>Response from the Cabinet Member for Finance The Council has made very substantial progress on reducing carbon emissions. For example, compared to 2016/17, gross carbon emissions from our buildings and streetlights have reduced by 46%, and net carbon emissions by 82%. The paper to this cabinet meeting entitled "Natural Norfolk: Progress on delivering the Environmental Policy" sets out proposals for changes in the financial framework to support the achievement of net zero, whilst Annexes A and C set out concrete actions for substantially reducing carbon emissions.</p> <p>As stated in the budget paper, further work will be undertaken so that as far as possible any cost pressures linked to environmental policy and carbon reduction activities are reflected in the Budget and Medium-Term Financial Strategy presented to Cabinet in January 2022. Sustainability issues in relation to any new 2022-23 budget proposals will need to be further considered once initiatives are finalised as part of budget setting in February 2022.</p>
7.18	<p>Question from Cllr Colleen Walker At its meeting in September 2021 the Leader advised Council that the Local Transport Plan would be brought to the full Council meeting in November 2021 via Cabinet. Why is it not therefore on the agenda today?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport? The LTP was approved by Cabinet on 6 September to recommend to council. As set out at Council on 27 September, prior to presenting to council, the LTP was reviewed against recent published guidance and to undertake a final review to assure ourselves of legal compliance. That process has now been completed and it has been concluded that the LTP can go direct to the next meeting of Full Council.</p>
7.19	<p>Question from Cllr Rhodri Oliver Can the cabinet confirm that it is not agreeing the figures for increases in the ASC precept of 1% in the years 23-24, 24-25 and 25-26 shown in Table 11 under the alternative level for consultation following SR21?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy Once the council like others has its provisional settlement of government funding, likely to be mid-December, a view will then need to be taken on the structure of the Medium Term Financial Strategy.</p> <p>Supplementary question from Cllr Rhodri Oliver Can the cabinet confirm the total number and revenue cost per annum of all new hires of personnel made by the county council in the last 12 months</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy</p>

	<p>The County Council had 1,200 (978 Full Time Equivalent (FTE)) new starters in the last 12 months. These will include substantive and temporary contracts. A large number of the new starters will be offset by leavers. The combined cost of the new starters on an annualised basis (including an assumed 25% for on-costs) would be approximately £29.5m out of a total payroll of £258m and total FTE of 6,469. Funding for these posts will be from a range of sources including external to the council.</p>
--	--

Cabinet

Item No: 8

Report Title: Domestic Abuse – Norfolk’s Safe Accommodation and Support Strategy

Date of Meeting: 06 December 2021

Responsible Cabinet Member: Cllr Bill Borrett (Cabinet Member for Adult Social Care, Public Health & Prevention)

Responsible Director: James Bullion, Executive Director Adult Social Care

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 06 September 2021

Executive Summary / Introduction from Cabinet Member

Domestic Abuse (DA) is a serious challenge for Norfolk and is a complex and multi-faceted issue that requires a co-ordinated and joined up response. DA is estimated to have cost over £66 billion in England and Wales (in the year ending March 2017). The biggest component of this estimated cost is the physical and emotional harm incurred by victim-survivors, which amounted to £47 billion (Home Office, 2019ⁱ).

The introduction of the Domestic Abuse Act 2021 (the Act) is designed to promote awareness of DA; protect and support victims and their families; transform the justice process to prioritise victim-survivors’ safety and provide an effective response to perpetrators; and to drive consistency and better performance in the response to DA across all communities, local areas, agencies, and sectors.

While the Act is broad in its approach, containing actions for the criminal justice system, housing authorities and Tier 1 and 2 authorities, the focus of this report is Part 4 of the Act. Part 4 places a Duty on Tier 1 authorities to provide support in safe accommodation that will meet the needs of all victim-survivors, including male, female and children as victim-survivors of DA. The level and type of support and accommodation needed is required to be known through an Accommodation Needs Assessment, for which, comprehensive guidance was provided by what was then the Ministry of Housing, Communities and Local Government (MHCLG) – the Needs Assessment required both quantitative and qualitative research analysis.

This report summarises the actions Norfolk County Council (NCC) has taken to prepare for the implementation of the Act and presents the Support in Safe Accommodation Strategy for Norfolk 2021-24 (**Appendix 1**). The Strategy builds on the Needs Assessment undertaken by the Norfolk Office of Data and Analytics (NODA) (utilising Public Health Analysts) and meets the duty as outlined above.

To be able to meet the new Part 4 duty, MHCLG provided Tier 1 authorities with grant funding; called New Burdens Funding.

Recommendations:

Cabinet is recommended to:

- a) Acknowledge the document as a draft that has been consulted on by key stakeholders as part of now Department of Levelling Up, Housing and communities (DLUHC) recommendations to consult (26th October – end November 2021)**
- b) Give approval for the Support in Safe Accommodation Strategy for Norfolk 2021-24, as a finalised version, to be submitted to DLUHC on January 5th 2022 as per government guidance**
- c) Approve the allocation of MHCLG grant funding as set out in the Delivery Plan as part of the strategy document**

1. Background and Purpose

- 1.1 Domestic abuse can and does happen to anyone. It is indiscriminate of age, gender, race, profession, or social background. In the UK around one in four women and one in six men will be affected by DA in their lifetime, and the National Society for the Prevention of Cruelty to Children (NSPCC) reports that around one in five children have been exposed to DA. Whatever the number of those impacted, it is too many; no one should live in fear.
- 1.2 In 2018 the Government began an extensive consultation process for the provision of a new Domestic Abuse Bill. The consultation set out the government's approach to dealing with DA which sought to address the issue from prevention through to rehabilitation. The Bill received Royal Assent in April 2021.
- 1.3 Norfolk has a strong multiagency response to DA which spans working in communities; to responding to and preventing abuse; to collaborative Criminal Justice approaches that support victims-survivors and actively tackles perpetrator behaviours. To ensure that the response in Norfolk to DA is aligned and joined up, Norfolk County Council participates in the statutory Norfolk County Community Safety Partnership (NCCSP) and its Domestic Abuse and Sexual Violence Group (DASVG).
- 1.4 Norfolk County Council's Corporate Strategy also commits to an ambitious vision of helping our population to remain independent, resilient, and well.
- 1.5 The Support in Safe Accommodation Strategy for Norfolk 2021-24 takes account of the strategic aims of the Council as well as the NCCSP. Local needs analysis, undertaken by the NODA using national research, guidance, and best practice based on Domestic Homicide Reviews for example, as well as consultation and engagement across a range of stakeholders has resulted in a strategy which outlines a commitment to work with a range of partners across the statutory corporate, community and voluntary sectors as well as victims-survivors to drive the strategy forward and deliver against the aims which are clearly outlined.
- 1.6 The strategy reflects the breadth of commitment from all local stakeholders to tackle DA, recognising that it is everyone's business. It will inform our commissioning

approach, our allocation of resources and our workforce development activities in relation to support in safe accommodation in the coming years to increase the effectiveness of our work and improve the lives of people affected by DA.

2. Proposal

2.1 The Domestic Abuse Act 2021

2.1.1 The Act introduced the following three main duties on Tier 1 authorities to:

- a) Appointment of a Local DA Partnership Board, with designated representation/membership, to oversee and monitor the implementation of the strategy
- b) Undertake an assessment of and the need for accommodation-based support for adults and children suffering DA
- c) Publish and enact a strategy that meets the identified support needs of both adults and children

2.1.2 In April 2021 NCC brought together partners to form the Norfolk Domestic Abuse Partnership Board (NDAPB) to formulate the response to the Act. Membership of this group comprises of NCC Adults and Childrens Social Care, Norfolk's housing authorities, service providers, Registered Providers, Public Health, health colleagues and the Office of the Police and Crime Commissioner (OPCC).

2.1.3 NDAPB is directly accountable to NCC Members for delivery of the needs analysis and strategy and reports into the DASVG, which ensures partnership working and integration of actions. The Support in Safe Accommodation Strategy for Norfolk 2021-24 has been written with the assistance and input of the NDAPB.

2.1.4 The overarching purpose of Part 4 of the Act is to ensure that victims of DA have access to appropriate safe accommodation and support. An Accommodation Needs Analysis was undertaken by the NODA and the Strategy is based on the findings.

2.1.5 The draft Strategy was required to be submitted to DLUHC by 26 October 2021. The expectation is that further consultation and work will be required to refine and develop the strategy, with a final version due to be submitted to DLUHC by 5th January 2022. The Local Government Association (LGA) has confirmed that Public Consultation is not required, but our consultation with key stakeholders including victim-survivors is assured.

2.2 Summary of Support in Safe Accommodation Strategy for Norfolk 2021-2024

2.2.1 The Support in Safe Accommodation Strategy for Norfolk 2021-24 can be found in **Appendix 1**.

2.2.2 The following key findings were identified in the Needs Assessment:

- a) In Norfolk in the year ending 2020 there were 11,498 recorded DA crimes – a 19% increase on the previous year.
- b) Great Yarmouth and Norwich have a higher rate of DA crimes per 1000 population than other districts in Norfolk
- c) Rates remain highest in the younger adult populations locally
- d) Great Yarmouth has the highest rate of DA crime for most age groups, followed by Norwich

- e) Great Yarmouth has the highest number of housing assessment owed a prevention or relief duty, but the lowest number of people seeking support (unknown why)
- f) Norwich has the highest proportion of Operation Encompassⁱⁱ notifications of any district. Referrals for all forms of accommodation-based services for year ending March 2021 averaged 92 referrals per month
- g) There is an average of 26 referrals to Norfolk refuges each week (female only) but on average there are only 13 spaces available, demand therefore outstrips supply by 50%

2.2.3 The Needs Assessment estimates that the current shortfall in bedspaces in Norfolk is 26 at a minimum. However, some capacity has been provided through COVID funding which ends in November. This means that the likely, ongoing shortfall is approximately 36 bedspaces.

2.2.4 The key aims of the strategy, in response to findings of the Needs Assessment, are:

1. **Increase the amount and flexibility of safe accommodation:** As identified by the Needs Assessment there is an unmet need for safe accommodation of between 26-36 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of male and female victim-survivors, those with children (including older male children) and those with protected characteristics and those with more complex needs is what we envision in the future
2. **Improve engagement with victim-survivors of DA:** The needs assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA
3. **Improve the quality of support and safe accommodation:** Ensuring the quality of services for victim-survivors will be undertaken through a quality framework that is being developed using the expertise of both Adults and Childrens Quality Assurance Teams and will be undertaken in partnership with Local Housing Authority partners.
4. **Support children in safe accommodation:** The Needs Assessment shows that therapeutic, trauma informed support, is not available in existing safe accommodation. It is critical that targeted, specialist support is available to all children in safe accommodation – an immediate priority will be to level up existing provision across the county.
5. **Improved intelligence:** The Needs Assessment identifies that the data used is often aggregated and there is risk of duplication. Data needs to be improved to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics for example. There is also the need to better understand the demand from victim-survivors having their demands met outside of the County, and who may wish to return to Norfolk, and those seeking refuge from outside of the County

2.2.5 The strategy has a delivery plan that includes the actions that will be taken to meet the five key gaps above. The Delivery Plan is contained within the draft strategy at **Appendix 1**.

2.3 Engagement with Victims and Survivors

- 2.3.1 Engagement with victim-survivors, including children, has been undertaken through existing support providers and by survey. It is recognised that this only provides a preliminary overview of the victim-survivor voice.
- 2.3.2 Co-production and engagement with victims-survivors, especially children, needs to be undertaken with appropriate professional support, given the traumatic nature of the subject matter. NCC are working with a professional engagement organisation to develop a framework for involvement of victims-survivors in all stages of the commissioning cycle including representation on the NDAPB.

3. Impact of the Proposal

- 3.1 Commissioning of services to meet the evidenced needs of victim-survivors within the context of the Act will ensure that NCC is meeting its new statutory duties but also that the needs of victims in Norfolk, and those seeking safety from outside of County, are able to be met.
- 3.2 While the strategy will continue to be developed and refined the primary impacts will be as follows:
 - a) Additional bedspaces are available and capacity has increased
 - b) Fewer victim-survivors are refused refuge
 - c) There is more diversity and flexibility in the type of safe accommodation
 - d) The safe accommodation is where it is needed
 - e) The length of stay in a refuge has decreased because there is greater access to social housing
 - f) The revolving door of DA reduces because the support provided ensures victim-survivors recover and can live independently
 - g) There is the right support available to children, so that the impact of witnessing or being subject to abuse is minimised where this is possible
 - h) The voices of victim-survivors are heard and they know what they say will help improve DA services through action
 - i) Those that wish to stay in their own home are safe to do so
 - j) Partnership working with the OPCC and services commissioned in the community will result in seamless provision of support in Norfolk. Ensuring that victims-survivors are able to access the right support, at the right time
- 3.3 Outcomes will be monitored through contract management, engagement with victim-survivors and an annual prevalence survey which will be undertaken through NODA. A new Needs Assessment will be undertaken every three years.

4. Evidence and Reasons for Decision

- 4.1 Legislation has come into effect which requires Tier 1 Local Authorities to undertake a Needs Assessment of accommodation and support for victims of DA and their families. This includes all victims of DA who need to reside in relevant accommodation (safe accommodation) and those that require highly specialist support as well as accommodation and support for those who access Norfolk services from out of county. Norfolk commissioned NODA to undertake the needs analysis which forms the basis of the Support in Safe Accommodation Strategy.

- 4.2 The Needs Assessment provides a comprehensive analysis which evidences need and provision in Norfolk and highlights the gaps in service. The Support in Safe Accommodation Strategy for Norfolk seeks to address the shortfalls in support and accommodation services for victims-survivors with a joined up, evidence-based response to address those gaps.

5. Alternative Options

- 5.1 Undertaking the needs analysis and enacting a Support in Safe Accommodation Strategy for Norfolk 2021-24 is a requirement of the Act 2021 and is consistent with the Council's strategic approach to supporting victim-survivors of DA.
- 5.2 We have no option other than to comply with the duty and to do so is the right approach and consistent in the County's existing corporate Together for Norfolk Strategy.

6. Financial Implications

- 6.1 NCC currently commissions specialist DA accommodation to a value to £590,000 per year, providing support in seven refuges for DA victim-survivors and their children.
- 6.2 This places NCC, as a Tier 1, authority in a good position to fulfil the new statutory duty.
- 6.3 The Government also recently announced a DA Capacity Building Fund which aims to help ensure local authorities can undertake early planning and preparation work ahead of implementation of the new Duty. This fund was allocated equally across Tier 1 local authorities in England, at £50,000 each.
- 6.4 For NCC a proportion of the Building Capacity fund was allocated to NODA to undertake the Needs Assessment, to ensure that provision meets current and future needs. Alongside this, the grant provides additional capacity within the Adult Commissioning Team, operating across Childrens and Adults Services, to prepare for the implementation of the new duty, the NCC Strategy and future commissioning intentions
- 6.5 In addition, the Government announced as part of the DA Bill that each Tier 1 authority will be allocated a share of £125 million New Burdens Funding 2021/22.
- 6.6 The allocation for Norfolk County Council for 2021/22 is £1.8m and DLUHC have set out a Memorandum of Understanding (MOU) to formalise the working relationship and expectations relating to the spend of the local authority's allocated funding.
- 6.7 The grant only covers revenue expenditure relating to the functions set out in the new statutory duty within Part 4 of the Act on Tier 1 Local Authorities relating to the provision of support to victim-survivors of DA and their children in safe accommodation and funding for 22/23 is yet to be confirmed.
- 6.8 Norfolk's Tier 2 authorities were also awarded New Burdens Funding of c. £30,000 each to ensure they are resourced to engage and support the development of the Support in Safe Accommodation Strategy for Norfolk 2021-24.
- 6.9 The Support in Safe Accommodation Strategy for Norfolk 2021-24 outlines commissioning plans that will meet our duty under the Act, these actions will be refined

during the consultation period. Figures will be clarified as service models are developed and commissioned.

7. Resource Implications

7.1 NCC Staff:

- 7.1.1 Funding awarded by DLUHC to build capacity has been used to recruit a dedicated Commissioning Manager working within the Adult Services Commissioning Team and in collaboration with Children's Services. Ongoing reporting to DLUHC will be managed through this post and overseen by the Capital and Housing Development Programmes Team in Adults Commissioning.

7.2 Analytics and Needs Analysis

- 7.2.1 The Needs Assessment was commissioned through NODA and funded through the Building Capacity Funding provided by DLUHC. A small amount of annual funding will be dedicated to updating the needs analysis as required. The refreshed Needs Assessment will help update the Strategy on an annual basis, and both the Needs Assessment and Strategy will be required to be reviewed and, if required, altered, or replaced every three years.

7.3 Quality Assurance and Safeguarding

- 7.3.1 Quality assurance and monitoring of commissioned services will be undertaken through the dedicated DA Commissioning post in partnership with Children's and Adults Quality Assurance Teams

7.4 Property:

- 7.4.1 None identified.

7.5 IT:

- 7.5.1 Existing and well-established reporting mechanisms will be utilised to ensure performance and outcomes of services commissioned as a result of the strategy.

8. Other Implications

8.1 Legal Implications:

- 8.1.1 The cabinet report sets out the response to statutory duties which came into force when the DA Bill received royal assent and became an Act in April 2021.

- 8.1.2 **Appendix 2** details the requirements of the Act.

8.2 Human Rights Implications:

- 8.2.1 The Human Rights implications of this policy will be monitored through implementation.

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

8.3.1 A full Equalities Impact Assessment has been completed for the Strategy and is contained in **Appendix 2**. It is summarised below:

- a) Domestic abuse can happen to anyone, one in four women and one in six men will experience domestic abuse during their lifetime. However, the risks of serious harm are not spread evenly. Women are at much more risk of serious violence, and those with long-term health conditions, disabilities or mental health conditions at highest risk. Similarly abuse of parents by children is more commonly experienced by mothers than fathers and is more common among single parents
- b) Gay and bisexual men experience more domestic abuse compared to those in heterosexual relationships
- c) Intersectionality is defined as an analytical framework for understanding how aspects of a person's social and political identities combine to create different modes of discrimination and privilege. Examples of these aspects include gender, caste, sex, race, class, sexuality, religion, disability, physical appearance and height. Intersectionality identifies multiple factors of advantage and disadvantages
- d) When tackling domestic abuse taking an intersectional approach in the provision of our services will aid in the mitigation of unconscious bias, aiming to address and prevent inequality

8.4 Data Protection Impact Assessments (DPIA):

8.4.1 NODA has utilised its independent information Governance specialist to carry out a DPIA on behalf of the organisations in Norfolk (initially county, district, borough and city councils and Norfolk Constabulary) who will be providing personal data on victims that is required for future DA Needs Assessments. This assessment considered the lawful basis for processing and sharing data and adherence to all the Data Protection Principles enshrined in General Data Protection Regulation/Data Protection Act. The DPIA also probed all the security controls that are to be used for the transfer of data, and how it is then matched and linked on a tried and tested system used by analysts at Norfolk County Council. The resulting outputs (such as statistical reports) will contain de-identified data, and processes are documented for secure deletion of data. Finally, after consulting with all the Information Governance leads for each organisation providing data, an Information Sharing Agreement has been drawn up which is due to be signed by senior officers.

8.4.2 As with any new information sharing, the process is to be reviewed no later than 12 months, with the partner organisations given an opportunity to change scope, add or subtract data, consider any security issues which may have arisen during this time. Ultimately, the plan is to create a robust long-term flow of data that allows the analysis and insight that is so essential for Needs Assessments and wider Strategy.

8.5 Health and Safety implications:

8.5.1 Norfolk County Council have health and safety responsibilities associated with the procurement and selection process for commissioned services as well as carrying out monitoring on a risk basis. These are outlined in Commissioning and Procurement Compliance Code P605 and will be implemented

8.6 Sustainability implications (where appropriate):

8.6.1 Commissioning and procurement activities will be undertaken with due regard to minimising detrimental impacts on the use of resources and potential sources of pollution.

8.7 Any Other Implications:

8.7.1 Public Health Impacts

- a) The health impacts of domestic abuse vary, they may be physical and/or psychological, both short and or long term. The new strategy alongside the new Act will ensure the provision of adequate services to support victims and their families, ultimately positively improving their long-term public health outcomes
- b) Research has evidenced the impact domestic abuse can have on children and young people resulting in Adverse Childhood Experiencesⁱⁱⁱ (ACEs). According to the Centre for Disease Control, ACEs can include violence, abuse, and growing up in a family with mental health or substance use problems. Toxic stress from ACEs can change brain development and affect how the body responds to stress. ACEs are linked to chronic health problems, mental illness, and substance misuse in adulthood^{iv}
- c) Preventing ACEs could reduce the number of adults with depression by as much as 44%
- d) The provision of the duties will play a role in the prevention of domestic abuse by identifying the early signs within relationships and families, providing adequate support services and interventions as well as the provision of safe accommodation for victims who face a high risk of threat and harm

9. Risk Implications / Assessment

9.1 The risks of not implementing a strategy to tackle domestic abuse, include the risk in not fulfilling the new statutory duty, which is placed on Tier 1 local authorities, but they go much wider and deeper than this. Domestic abuse has a wide-ranging impact on public services across multiple agencies. If we do not improve our response to domestic abuse the risks include more children needing to be taken into care, more demand on emergency and social housing, increased demand on health services and mental health in particular.

9.2 Implementing and delivering on the objectives of the strategy will help to reduce both the likelihood of these risks occurring and their impact on wider Council services.

10. Select Committee Comments

10.1 Not applicable

11. Recommendations

11.1 Cabinet is recommended to:

- a) **Acknowledge the document as a draft that has been consulted on by key stakeholders as part of now Department of Levelling Up, Housing and communities (DLUHC) recommendations to consult (26th October – end November 2021).**

- b) Give approval for the Support in Safe Accommodation Strategy for Norfolk 2021-24, as a finalised version, to be submitted to DLUHC on January 5th 2022 as per government guidance.
- c) Approve the allocation of MHCLG grant funding as set out in the Delivery Plan as part of the strategy document

12. Appendices (attached)

- 12.1 **Appendix 1** - Norfolk Support in Safe Accommodation Strategy
- Appendix 2** - Domestic Abuse Act 2021
- Appendix 3** - Equality Impact Assessment

Officer Contact

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

Officer name: Gary Heathcote
Telephone no.: 01603 973863
Email: gary.heathcote@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.

ⁱ Home Office 2019 [The economic and social costs of domestic abuse - GOV.UK \(www.gov.uk\)](#)

ⁱⁱ [Operation Encompass - Schools \(norfolk.gov.uk\)](#)

ⁱⁱⁱ [Adverse Childhood Experiences \(ACEs\) | VitalSigns | CDC](#)

Support in Safe Accommodation Strategy for Norfolk 2021-2024

In accordance with Part 4 of the Domestic
Abuse Act, 2021

Contents

3	SECTION 1: Why is a Support in Safe Accommodation strategy required?
4	Foreword
6	Executive Summary
8	Context – Purpose of this Strategy
10	Domestic Abuse Act – definitions & Burden's Funding
13	Needs Assessment
<hr/>	
18	SECTION 2: What will the Support in Safe Accommodation Strategy achieve?
19	DA services in Norfolk
21	Service achievements in Norfolk
23	Commissioning Intentions
25	Delivery Plan
29	Our Ambition
<hr/>	
31	SECTION 3: How will the Support in Safe Accommodation Strategy be delivered?
<hr/>	
34	SECTION 4: Acknowledgements
<hr/>	
36	List of acronyms
37	Appendix 1 – NDAPB Terms of Reference
40	Appendix 2 – Community Safety Partnership membership
41	Appendix 3 – Norfolk DASVG Partnership Structure
42	Appendix 4 – Refuge information
43	Appendix 5 – Safehouse information
44	Appendix 6 – Finding help in relation to Domestic Abuse
48	Appendix 7 - Provider Event Feedback (survey of victim-survivors to be completed)
53	Appendix 8 – NIDAS client pathway (to be added)

Why is a Support in Safe Accommodation strategy required?

1



Foreword

No one should feel unsafe in their own home, yet the police recorded 844,955 cases of Domestic Abuse across the country in the year ending March 2021. All forms of Domestic Abuse are unacceptable in any situation, and the effects of it can be devastating for victim-survivors and their children:

Domestic Abuse is a leading cause of homelessness for adult and child victim-survivors. Norfolk has both a moral and statutory duty to help victim-survivors and this strategy sets out how we will do that.

We have recently undertaken a needs assessment in relation to the prevalence of Domestic Abuse in Norfolk and what services there are to support victim-survivors across Norfolk.

From this data analysis and working with both Domestic Abuse service providers and victim-survivors, we can present the Support in Safe Accommodation Strategy for Norfolk.

This strategy outlines how Norfolk County Council, as a Tier 1 authority, will work with Tier 2 authorities, and key stakeholders (including victim-survivors) to meet the new duties to provide support in safe accommodation for both adults and children in Norfolk. We will work to ensure that victim-survivors living in Norfolk are supported to remain safe in their own home if they wish, or access alternative safe accommodation and support.

Although Domestic Abuse is a gendered issue, mainly experienced by women, we recognise in Norfolk that men do experience it too, as the Needs Assessment has highlighted that 28% of all referrals to Domestic Abuse services are male. This figure is higher in national crime stats, suggesting there is more work to be done to help men access the right support.

We know that in Norfolk, over the pandemic period in particular, the prevalence of Domestic Abuse has increased, and we need to better understand whether this is because victim-survivors are better able to report, feel safer to report, or indeed there is a substantive 19% increase in Domestic abuse in 2020 compared to 2019.

Victim-survivors in Norfolk have said“ “. *The authors will be adding the results of the voices from the current survey and will be able to add going forwards with our new engagement intentions.*

In Norfolk, we do not believe that homelessness, inappropriate and/or unsafe accommodation, or remaining in an abusive relationship is a choice that any victim-survivor should be faced with. The Support in Safe Accommodation Strategy for Norfolk outlines how all agencies will work collaboratively to provide victim-survivors with a range of flexible options that enable them to remain safe at home or access suitable alternative safe accommodation and support if that is what is needed and wanted.

This strategy will be vital in ensuring there is cross departmental and sector working about support in safe accommodation. This strategy will be part of a wider Domestic Abuse strategy framework that will work together to ensure there preventative Domestic Abuse support measures that provide intervention within the community and that we listen and act to the voices and experiences of victim-survivors.

By doing this together, we will be able to improve our overall service offer and improve outcomes for victim-survivors including children, with the aim of breaking the cycle of abuse that sadly occurs across the country.

Executive Summary

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how Norfolk County Council will implement the statutory duties associated with the provision of safe accommodation, as required by the Domestic Abuse Act 2021 (“the Act”). The purpose of the Act is:

- To protect and support victim-survivors and their families; transform the justice process to prioritise victim-survivors safety and provide an effective response to perpetrators; and to drive consistency and better performance in the response to DA across all local areas, agencies, and sectors
- Recognising the devastating impact on victim-survivors; male, female, and children of DA - and introduces a statutory duty on Tier 1 authorities to assess and meet support needs in safe accommodation

We welcome the Act for its explicit recognition that the children of victim-survivors are also victim-survivors of DA. That is why Adults and Children’s Services in Norfolk are working jointly to provide a seamless response to victim-survivors.

1. Increase the amount and flexibility of safe accommodation: As identified by the Needs Assessment there is an unmet need for safe accommodation of between 26-36 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of male victim-survivors, children (including older male children) and those with protected characteristics and what are considered more complex needs

2. Improve engagement with victim-survivors of DA: The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. Improve the quality of support and safe accommodation: Ensure that DA safe accommodation and support is of the same quality and standard across Norfolk and what services there are is driven by monitoring, review and improvement.

4. Support children in safe accommodation: The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation and this needs to be levelled up across Norfolk.

5. Improved intelligence: The Needs Assessment identifies the data used is often aggregated and there is risk of duplication. Data needs to be improved to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their needs met outside of Norfolk, and who may wish to return, and those seeking refuge from outside of the county.

This strategy demonstrates how support in safe accommodation for DA victim-survivors will be provided over the next three years and outlines five objectives identified because of the DA

Accommodation Needs Assessment (the Needs Assessment"). This will initially be the focus of delivery. These include:

The Needs Assessment undertaken by the Norfolk Office of Data and Analytics (NODA) highlighted there was a 19% increase in Norfolk during 2020 of crimes relating to DA compared to those recorded in 2019. Although it is not entirely clear whether this is because data recording has improved, victim-survivors are more confident to report abuse or indeed there has been an overall increase, it is still an alarming statistic and behind these numbers are people who have suffered and maybe still suffer DA.

This strategy looks to ensure we improve what we are doing and will complement existing work that is taking place across the county to address the health and wellbeing, community safety and housing needs of those who experience DA in Norfolk. It is part of a wider framework of strategy documents which include:

- Norfolk County Community Safety Plan
- Together for Norfolk – 2019-2025 soon to be refreshed as Better Together, for Norfolk 2021-2025 (*this is the title but is going to Cabinet 8/11/21 etc, so pending this refresh*)
- Greater Norwich Homelessness Strategy 2020-2025 (Broadland District Council, Norwich City Council & South Norfolk District Council)
- South Norfolk and Broadland Rough Sleeper Statement 2020-2022
- North Norfolk Homelessness & Rough Sleeping Strategy 2019 - 2024
- Great Yarmouth Homelessness Strategy
- The Borough Council of King's Lynn & West Norfolk Homelessness Strategy 2015-19
- Breckland Homelessness and Rough Sleeping Strategy 2020-2025
- North Norfolk District Council Housing Strategy 2021-2025
- Norwich Rough Sleeper Strategy 2017-2022
- Joint Health and Wellbeing Strategy 2018-2022

This strategy in addition to the strategies listed above, will underpin future strategies such as:

- Domestic Abuse and Sexual Violence Group (DASVG) - Domestic Abuse Strategy 2021-2024 (including delivery plan)
- Domestic Abuse Communications Strategy
- Norfolk Domestic Abuse Perpetrator Prevention Strategy
- Early Help and Prevention Strategy
- No Homelessness in Norfolk Strategy

The aim of this Support in Safe Accommodation Strategy is to support the lives of victim-survivors and their children by ensuring there are safe accommodation options and appropriate support when needed. Having the right kind of accommodation and support will provide opportunities for people and their children to start living their own, safe independent lives now and importantly for children, in the future.

This strategy has been produced by Norfolk County Council through the Norfolk Domestic Abuse Partnership Board (NDAPB) with oversight of its Council Members as well as the DASVG. The strategy has also received support from the Norfolk Community Safety Partnership Board whose remit is to create safer communities through the reduction of crime and the promotion of safety. The Terms of Reference in relation of NDAPB is included in Appendix 1 and membership of the Norfolk Community Safety Partnership Board is included in Appendix 2.

A structure of the framework in Norfolk that demonstrates how the different boards and groups relate and support each other is included in Appendix 3.

The implementation of the Support in Safe Accommodation Strategy for Norfolk will be led

by the NDAPB and overseen by Norfolk County Council Members and the DASVG Board. A delivery plan that includes budget commitments is part of the strategy and this will be monitored on a quarterly basis and monitored by NDAPB. Each year the strategy will be reviewed within the context of a refreshed Needs Assessment, and the delivery plan reflecting any changes will be provided to the Department of Levelling Up, Housing and Communities. Both the Needs Assessment and the Strategy will be fully reviewed and may be altered or replaced every three years.

Context – Purpose of this Strategy

1.1 The Scope of the Domestic Abuse Support in Safe Accommodation Strategy for Norfolk

The Support in Safe Accommodation Strategy for Norfolk 2021–2024 outlines how we will implement our statutory duties as outlined in the Domestic Abuse Act 2021 (Part 4: Safe Accommodation and Support).

The Act seeks to:

Raise the awareness and understanding of the devastating impact of domestic abuse on victims and their families.



The overarching aim across Norfolk in relation to DA will be:

- Early intervention and prevention
- Accessible services
- Appropriate safe accommodation
- A Multi-agency approach
- Support to return home or move on.

In our aim to achieve these overarching objectives, the purpose of this Strategy will, as evidenced by the Needs Assessment, demonstrate how we will look to provide support in safe accommodation over the next three years.

Norfolk's DA and Sexual Violence Group (DASVG) will be developing a document over Autumn 2021 which will outline the holistic approach that all key agencies will be taking to improve our joint approach and support to those who are victim-survivors of DA and this Support in Safe Accommodation Strategy for Norfolk will help underpin that document. The DASVG strategy will articulate the broader partnership responses to DA support for victim-survivors (including carers) as well as accommodation support in the form of refuge supply and demand and flexible use of safe accommodation including sanctuary and target hardening measures in accommodation. In addition to this, the DASVG Strategy will include our collective response in relation to prevention and how we will end the cycle of DA in all its forms, including the rehabilitation and education of perpetrators of DA.

Whilst this Support in Safe Accommodation Strategy for Norfolk covers a three-year period, the Needs Assessment will be refreshed on an annual basis and the strategy will reflect any new demands or pressures being identified at that time and which Norfolk needs to respond in relation to the commissioning of new or improvement of services. Any identified changes in demand or trends that emerge on an annual basis will be reflected in the delivery plan. In addition to this the communications and marketing plan will be updated alongside the delivery plan over the three-year period.

The delivery plan is included in this strategy to demonstrate how solutions to the gaps in delivery can be met. However, as yet this is not fully formed, but in the final version of the strategy our aim is to include Year 1, Year 2 and Year 3 actions so that our response to our DA needs assessments look to provide a seamless DA service offer across the different sectors and organisations operating across the county.

1.2 The Domestic Abuse Act 2021 ("the Act")

The Domestic Abuse Bill was passed and became an Act in law on 29th April 2021. Additional information in relation to the Act can be found here: [Domestic Abuse Act 2021: Overarching factsheet](#).

The Act will help transform the response to DA, helping to prevent offending, protect victim-survivors and ensure they and their children have safe accommodation and support when they need it.

One of the key measures introduced by the Act is the new duties on Tier 1 and Tier 2 authorities in England found in Part 4. These authorities now must provide support to victim-survivors of DA and their children in safe accommodation.

This strategy is in response to this new duty on us as a Tier 1 authority and is in conjunction meeting the existing statutory requirements including (but not limited to) those set out below:

- [Equality Act 2010](#)
- [Human Rights Act 1998](#)

- [Housing Act 1996](#)
- [Homelessness Act 2002](#)
- [Crime and Disorder Act 1998](#).

The new duties on Tier 1 and Tier 2 authorities sit alongside the following existing list of guidance:

- [Improving access to social housing for victim-survivors of DA](#) in refuges or other types of temporary accommodations: statutory guidance on social housing allocations for local authorities in England
- [Homelessness Code of Guidance](#)
- [Keeping Children Safe in Education](#): Statutory guidance for schools and colleges
- [Working together to safeguard children](#): A guide to inter-agency working to safeguard and promote the welfare of children
- [Violence against women and girls](#) (including men and boys): national statement of expectations

Definition of Domestic Abuse

The Act has a cross-government definition of DA and is in two parts. Having a precise definition means we all understand what is meant and what is considered unacceptable in relation to DA. This means we can all actively challenge collectively, our behaviour and attitudes in relation to DA. The definition of domestic abuse can be found in Section 1 of the Act statutory guidance: [Section 1 of the Domestic Abuse Act 2021 \(legislation.gov.uk\)](#).

The definition DA is:

- “(2) Behaviour of a person (“A”) towards another person (“B”) is “domestic abuse” if—
- A and B are each aged 16 or over and are personally connected to each other, and
 - the behaviour is abusive.
- (3) Behaviour is “abusive” if it consists of any of the following—
- physical or sexual abuse
 - violent or threatening behaviour
 - controlling or coercive behaviour
 - economic abuse...
 - psychological, emotional, or other abuse

and it does not matter whether the behaviour consists of a single incident or a course of conduct “.

The definition also encompasses what is called ‘Honour’-Based Abuse (“HBA”), Female Genital Mutilation (“FGM”) and Forced Marriage and is clear that victims are not confined to one gender, ethnic group, or socio-economic group.

While the definition above applies to those aged 16 or above, ‘Adolescent to parent violence and abuse’ (“APVA”) can equally involve children under 16 as well as over 16.

There is currently no legal definition of adolescent to parent violence and abuse, however, it is recognised as a form of DA.

Further information on the new statutory definition of DA can be found in the Statutory Guidance - [Delivery of support to victims of domestic abuse in domestic abuse safe accommodation services - GOV.UK \(www.gov.uk\)](#).

Definition of Safe Accommodation

Under Part 4, Tier 1 authorities must assess, or decide for the assessment of, the need for accommodation-based support in their area, prepare and publish a strategy for the provision of support in its area, and monitor and evaluate the strategy.

The duty requires that support is provided to victim-survivors who reside in “relevant accommodation”. The [Domestic Abuse Support \(Relevant Accommodation and Housing Benefit and Universal Credit Sanctuary Schemes\) \(Amendment\) Regulations 2021 \(legislation.gov.uk\)](#) sets out the definition of relevant accommodation.

“Relevant accommodation” is referred to as “safe accommodation throughout the statutory guidance and this is adopted in the Support in Safe Accommodation Strategy for Norfolk.

Accommodation which is considered safe accommodation is:

Refuge accommodation – a refuge offers accommodation and intensive support which is tied to that accommodation. Victims, including their children, must be refuge residents to access expert emotional and practical support.

Specialist safe accommodation – specialist refuges for ethnically diverse communities, Lesbian, Gay, Bisexual, Transgender Questioning and other (“LGBTQ+”) communities, and disabled victims and their children. These may provide single sex or gender accommodation with dedicated specialist support to victims who share a protected characteristic(s). This includes services that are led by those that also share the protected characteristics and/or have complex needs.

Sanctuary Schemes – properties with local authority installed Sanctuary Schemes or other similar schemes, which provide enhanced physical security measures within a home. A Sanctuary Scheme is a survivor centred initiative which aims to make it possible for victim-survivors of DA to remain in their own homes, where it is safe for them to do so, where it is their choice, and where the perpetrator does not live in the accommodation.

Move-on and / or second stage accommodation – these are interchangeable terms for projects temporarily accommodating victim-survivors, including families who no longer need the intensive level of support provided in a refuge, but would still benefit from a lower level of DA specific support for a period before they move to fully independent and permanent accommodation. There is no expectation that every victim-survivor will require this. Many victim-survivors are ready to move straight to a permanent new home from refuge. However, move-on and/or second stage accommodation may be helpful in some cases.

Dispersed accommodation:

- i. Safe (secure and dedicated to supporting victims of DA), self-contained accommodation with the same level of specialist DA support as provided within a refuge but which may be more suitable for victim-survivors who are unable to stay in a refuge with communal spaces due to complex support needs or for families with teenage sons for example.
- ii. Safe (secure and dedicated to supporting victim-survivors of DA), self-contained ‘semi-independent’ accommodation which is not within a refuge but with support for victim-survivors who may not require the intensive support offered through refuge and are still at risk of DA from their perpetrator(s).

Other accommodation (other housing authority, registered charity etc.) – i.e., a safe place with support. To give victim-survivors an opportunity to spend a temporary period to make decisions in an environment that is self-contained and safe. This would include access to wrap around support and specialist support for victims with complex needs (including mental health needs and substance misuse).

Definition of types of support in safe accommodation

The statutory guidance (which can be found here: [Delivery of support in safe accommodation statutory guidance](#)) describes DA Support within Safe/ relevant accommodation:

- Overall management of services within relevant safe accommodation – including capacity building, support and supervision of staff, payroll, financial and day-to-day management of services and maintaining relationships with the local authority (such functions will often be undertaken by a service manager)
- Support with the day-to-day running of the service – for example scheduling times for counselling sessions, group activities (such functions may often be undertaken by administrative or office staff)
- Advocacy support – development of personal safety plans, liaison with other services (for example, GPs and social workers, welfare benefit providers)
- DA prevention advice – support to assist victim-survivors to recognise the signs of abusive relationships, to help them remain safe (including online), and to prevent re-victimisation
- Specialist support for victim-survivors designed specifically for victim-survivors with relevant protected characteristics (including 'by and for'), such as faith services, translators and interpreters, immigration advice, interpreters for victim-survivors identifying as deaf and/or hard of hearing, and dedicated support for LGBTQ+ victim-survivors [not limited to]
- Services designed specifically for victim-survivors with additional and/or complex needs such as, mental health advice and support, drug and alcohol advice and support [not limited to], including sign posting accordingly
- Children's support – including play therapy, child advocacy or a specialist children worker (for example, a young people's violence advisor, Independent Domestic Violence Advisor ("IDVA") or outreach worker specialised in working with children)
- Housing-related support – providing housing-related advice and support, for example, securing a permanent home, rights to existing accommodation and advice on how to live safely and independently
- Advice service – including financial and legal support, including accessing benefits, support into work and establishing independent financial arrangements
- Counselling and therapy – (including group support) for both adults and children, including emotional support

1.3 New Burdens Funding

The Ministry of Housing, Communities and Local Government (MHCLG) – now the Department of Levelling Up, Housing and Communities (DLUHC), committed a three-year settlement for the delivery of the Part 4 duty for both Tier 1 and Tier 2 authorities. Norfolk County Council and the district and borough councils across Norfolk each received additional funding and there may be the potential for this to be pooled in the future. For 2021/22 the amount is outlined in Table 1, along with details of how much each district and borough council has been allocated:

Table 1: MHCLG funding allocation to Local Authorities in Norfolk

LOCAL AUTHORITY	FUNDING ALLOCATION
Norfolk County Council	£1,806,177
Borough Council of King's Lynn and West Norfolk	£32,863
Broadland District Council	£33,077
Breckland District Council	£31,450
Great Yarmouth Borough Council	£32,365
North Norfolk District Council	£32,138
Norwich City Council	£32,679
South Norfolk District Council	£33,335
TOTAL	£2,034,084

It is not clear whether the financial allocation awarded in 2021/22 will be the same each year and/or whether there is the opportunity for funding to be rolled over from one year to the next. However, both years 2 and 3 are tied to a Central Government spending review. As such these points will be considered when looking at our financial planning.

1.4 Needs Assessment

DLUHC published clear guidance on the scope of the Needs Assessment – it is comprehensive including:

- Local population make up, including DA prevalence
- Safe accommodation mapping
- Identification of victim-survivors and referrals, including understanding their journeys into safe accommodation
- Demand for, and barriers in accessing, support within DA safe accommodation
- Housing options
- Survivor / victim-survivor experience

NODA were commissioned by Norfolk County Council to undertake the needs assessment. They gathered data at a national and local level including:

- Crime Survey data
- Multi-Agency Risk Assessment Conference ("MARAC") data
- National police DA incident and crime data
- Local police crime data
- Housing/Homelessness Case Level Collection ("H-CLIC") data
- Accommodation and support data
- Published research

NODA identified the only data available is aggregated and recorded in isolation. Each piece of data can only be looked at independently of a service or organisation and there is a risk of duplication. **For data provided and analysed within the last three years, it is likely that Covid-19 has had an impact on services and service users.**

The DA Needs Assessment key findings:

- In Norfolk in the year ending March 2020 there were 11,498 recorded DA crimes (a 19% increase on the previous year). Male survivors make up approximately a quarter of recorded DA crimes across all Norfolk districts
- Gender of victim-survivors supported is not available for all the services providing data. Where a gender breakdown is available (6 services), most referrals are for females with an average of 122 per week, but there is an average of 34 referrals per week for males. Males make up 28% of all referrals to DA services that data is available for
- Great Yarmouth and Norwich had a higher rate of DA crimes per 1000 population compared to the other five local authority areas
- For Norfolk as whole based on local police data (where age is recorded), age groups 25-34 followed by 19-24 are the highest
- Referrals for all forms accommodation-based services for year ending March 2021 averaged 92 referrals per month
- There is an average of 26 referrals to refuge each week (Female only) but on average there are only 13 spaces available demand therefore outstrips supply by 50%
- Children in refuges are younger (a sample showed the majority are under five)
- The data shows that on average the stay in a refuge is approximately 5 months, but support providers have told us it is approximately one year
- From a sample of 134 victim-survivors entering refuge, 72% achieved independent living on leaving the accommodation
- From a sample of those entering refuge, 47% had self-reported mental health issues
- Of the survivors leaving refuge in Norfolk during the 2020/2021 financial year:
 - 20% took up Registered Social Landlord tenancy
 - 19% moved to another refuge
 - 19% returned to their previous home. It is unknown if this is the same location as the perpetrator
- Reason for declined referrals are often recorded as 'Other' (68%) indicating potential improvements that can be made in data recording (these are anecdotally that the, with 'No available room' being the second most common reason for declined referrals (15%))
- The outcomes of declined referrals are most commonly unknown (52%)
- 28% of all referrals are out of county (but this was skewed due to the restrictions relating to COVID-19)

The Needs Assessment also identified the following in relation to the number of victim-survivors who presented themselves as homeless.

Table 2: Number of households owed a homelessness relief duty due to DA

District	2018/19			2019/2020			2020/2021		
	Prevention	Relief	Total	Prevention	Relief	Total	Prevention	Relief	Total
Breckland	17	25	42	23	43	66	18	83	101
Broadland	7	18	25	14	20	34	1	7	8
Great Yarmouth	10	20	30	12	19	31	5	29	34
KL & and W.Nfk	2	32	34	-	-	-	8	29	37
North Norfolk	4	29	33	1	31	32	3	27	30
Norwich	100	60	160	64	61	125	25	47	72
South Norfolk	11	22	33	5	29	34	2	22	24
Norfolk	151	206	357	119*	203*	322*	62	244	306

Source: H-CLIC homelessness statistics – most recent years are officially recorded

*Norfolk total excluded data from King's Lynn and West Norfolk

The DA Accommodation Needs Assessment estimates that the current shortfall in bedspaces is 26 at a minimum. However, some capacity has been provided through COVID funding which ends in November. This means that the likely, ongoing shortfall is approximately 36.

There is known to be a cost nationally in relation to DA and this can be categorised into three areas:

- 1) Anticipation (expenditure on protective and preventative measures)
- 2) Consequence (property damage, physical and emotional harms, lost output, health, and victim-survivor services)
- 3) Response (police and criminal justice system)

Table 3: Total costs of DA in England and Wales for 2016/17 (£ millions)

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£6m	£47,287m	£14,098m	£2,333m	£724m	£1,257m	£336m	£140m	£11m	£66,192m

Table 4: Unit costs of domestic abuse in England and Wales for 2016/17¹

Costs in Anticipation	Costs as a consequence				Costs in response				Total
	Physical and emotional harm	Lost output	Health services	Victim services	Police costs	Criminal legal	Civil legal	Other	
£5	£24,300	£7,245	£1,200	£370	£645	£170	£70	£5	£34,015

However, at the present time it is not possible to give the same level of detail at a local level.

Gaps identified by the Needs Assessment

NODA have identified the following gaps in intelligence and/or provision in relation to domestic abuse and our ability to determine the types of services that may be needed:

- There is no provision for male survivors but there is an under-recording of demand
- LGBTQ+ groups are poorly represented in the data and it is recognised that many providers did not routinely collect the data. However, data provided by one refuge provider reports that 94% of survivors self-identify as heterosexual or straight
- Complex needs including mental health and/or drug and alcohol dependency are recognised as being an issue in DA survivors and refuge service providers do not routinely collect this data. It is acknowledged that not all support providers of refuge accommodation are able to support those with high and complex needs and such referrals are declined on this basis. There is no data available to be able to say where these survivors are then supported
- There is little information available for child and adult survivors of DA in relation to physical or mental health and learning disabilities both from local police data and

¹ Rounded to the nearest £5. The total figure may not sum because of this rounding.

accommodation service data. It is recognised that data is not routinely collected by service providers

- Norfolk has an older population compared to England. National data from the crime survey only samples individuals up to the age of 75 so there is a potential that older age groups are under-reported in national estimates and not supported in local services
- There is a lack of data recorded on the support children receive and data is not recorded on a regular basis. Data that is available is from ad hoc audits
- There is a lack of data on support services offered to children that have had to enter refuge accommodation. Qualitatively, one provider reports the support needs of children can be varied and support provided can be limited and depends on the type of accommodation and its location
- There is a lack of understanding around the reason for repeat referrals to MARACs in Norfolk
- Norfolk is a largely rural county. Current data is aggregated at district level, so it is not possible to determine if there is a high level of unmet need in rural areas compared to urban areas
- Little is known about the provision of services to support perpetrators across the county
- It is recognised that many of the providers do not routinely collect some of the data requested
- The data in relation to demand and pressure on the different services that are often involved in domestic abuse incidents is not able to be extrapolated in order that any meaningful conclusion in relation to cost either on the public purse or to the well-being of a victim-survivor can at this point be made

It is also acknowledged in the Needs Assessment that the refuges are unlikely to meet the needs of all that may require safe accommodation including:

- Larger Families
- Males
- Families with children (both male and female victim-survivors) including those with older male children
- Victim-survivors with specialist characteristics
- Victim-survivors with high complex needs e.g. mental health, drug and/or alcohol misuse
- Victim-survivors in recovery from addiction
- Not all the refuges can provide therapy or other forms of support for children (postcode lottery)
- Not all the refuges have self-contained units (some have shared facilities including bathrooms and kitchens for example).
- The cost of safe accommodation to a victim-survivor and whether this is a barrier in terms of accessibility

Table 4 - Key gaps in intelligence which will be improved in future:

Area	Gap
Area	Parish/ward information is not available – if available it may show those where there is a prevalence and resources could be targeted. Such information would also provide urban/rural comparison Not enough is known about survivors seeking out of county refuge
Survivor info.	Improved data recording of LGBTQ+ as numbers are likely to be underrepresented Improved data recording of ethnically diverse communities as numbers are likely to be underrepresented Improved data recording of male victim-survivors Improved data recording of children as victim-survivors of DA Lack of data in relation to older people (75+) Lack of data in relation to MH/LD/PD (both adults and children) Lack of data in relation to outcomes for those unable to access a refuge place Lack of data in relation to those that have no recourse to public funds Consistent feedback on services from victim-survivors
Service Provision	Little is known about whether refuges are they fit for purpose (e.g. accessibility) Provision of services for older male children and children more generally Service provision is not just about those at high risk, we need to better understand how lower risk survivors are provided for (some people decide to stay with the perpetrator) Provision of support in refuge e.g., counselling, substance management support Provision of services for male victims – no specific refuges

In Summary:

- **Data around DA is limited and therefore the prevalence may be higher than that recorded.**
- **Because data is limited, we currently have little knowledge about:**
 - **Rural/urban divide or whether there is a postcode lottery where little support may be available**
 - **How accessible our support and accommodation are, including financial, those with protected characteristics, male victim-survivors and victim-survivors 75+**
 - **The pathway into support and/or safe accommodation including risk of homelessness and move-on accommodation**
 - **Perpetrator programmes**
 - **The needs of children**

The Needs Assessment has revealed what collectively we must do to improve the offer for victim-survivors and their families. It has also highlighted some inconsistencies in the way agencies collect and record demand for services and safe accommodation.

What will this Support in Safe Accommodation strategy achieve?

2



2.1 What services are there in Norfolk (including those from out of the County) for victim-survivors of DA?

22% of all crime reported to Norfolk Constabulary is DA related and reports have been increasing annually, including through the pandemic. During the pandemic DA support services experienced an increase in demand suggesting DA may have intensified during the lockdown and that victim-survivors faced difficulties in safely seeking support under these conditions. A significant amount of DA remains unreported, with estimates suggesting 5.5% of adults in England and Wales aged 16 to 74 years experienced DA in the last year².

Norfolk has 7 refuges, one in each district. These refuges combined have 54 bed spaces but can only accommodate female victim-survivors. The accommodation is a mix of self-contained and communal accommodation and is available to all residents within Norfolk and out of the county. The refuges are owned by 4 housing associations/Registered Providers (RPs):

- Broadland Housing Group
- Clarion Housing Group
- Cotman Housing Association
- Orwell Housing Association.

Norfolk County Council has funded support in the refuges for many years and these are commissioned with 2 providers, Leeway and Orwell. These contracts are in the process of being extended until March 2023 (and as part of the ongoing improvement plan outlined in this document, any renewal will be based on our Needs Assessment at that time). Support can include:

- Domestic Abuse Advocacy
- Practical and emotional advice and support
- Housing options advice and re-settlement support (move-on)
- Counselling and therapy for adult and (in some refuges) child victim-survivors
- Dedicated specialist support for children (in some refuges).

Further details of the refuges including wheelchair accessibility is included in Appendix 4.

In addition to the seven refuges there are two safe houses (Norwich and North Norfolk) and one safe house due to be leased shortly in King's Lynn. These safe houses are leased by Leeway and rely on rental income, sometimes provided through the benefit system. The King's Lynn safe house has also received some funding for an additional support worker. Further information in relation to the safe houses can be found in Appendix 5.

Covid funding provided temporary spot accommodation provided by Leeway, but this funding ends in November 2021. The funding has enabled 49 victim-survivors (including 1 male victim-survivor) and 54 children to be accommodated since July 2020 until early August 2021. The type of accommodation being provided through this route are hotels, bed and breakfast accommodation, or self-contained or shared houses acquired by Leeway.

DA support in the community is available to those not living in DA accommodation and can be accessed through several organisations across Norfolk. These are:

- **Leeway DA & Violence Service** – For women and children. Support includes refuges, community services, outreach services, power to change programmes, IDVAs
- **Pandora** – a women's centre (King's Lynn), children's services, group programmes, LGBTQ support
- **South Norfolk Early Help/Orwell** – includes housing support, debts, mental health, and support plans

² [Domestic abuse in England and Wales overview - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/domesticabuse)

- **Daisy Programme** – support men and women in the Breckland area with courses and counselling
- **One Voice Traveller** – support Gypsy Traveller and Roma Communities across East Anglia
- **Norwich Connect** – support in Norwich area for individuals, families, and couples
- **Restitute** – specialist support service to carers/ family members of DA survivors
- **Sue Lambert Trust** – support for victim-survivors of sexual and/or DA
- **Norfolk Community Law Services** – legal advice for victim-survivors

The organisations listed above provide different services but can include:

- Support for females only, female, and male and some 3rd party (e.g., grandparents) and child on parent violent programmes
- Advice lines (some 24-hr support) and some are for Male advice lines staffed by specialist male workers
- Women's outreach service
- Face to face support and counselling
- Residential services including emergency accommodation for females only, short term emergency accommodation for people with no recourse to public funds
- Therapeutic support, peer mentoring, recovery groups and courses such as the Freedom Programme
- Survivor courses such as the Freedom Programme and My Confidence

In addition to this there are national DA support services such as Mankind, GALOP, Age UK and many more.

If you need help in relation to DA please refer to Appendix 6.

In terms of DA training in Norfolk there is the Domestic Abuse Change Champions training ("The Champion Training") that is currently administered by Norfolk County Council. The Champion Training is available to any organisation that wants to improve their response to DA, this course is in line with level 3 the Social Care learning pathway. There is also the opportunity to top this up with additional training such as Domestic Abuse, Stalking and Harassment ("DASH") Refresher' and a new course 'Understanding the Domestic Abuse Act 2021'.

Social workers have a critical role to play in the response to DA – within Norfolk County Council they have access to various training opportunities such as DASH Risk Assessment training, Safeguarding Courses and Safeguarding Development Sessions such as 'Domestic Abuse and Older People'.

There is also a shorter 'Understanding Domestic Abuse' course for organisations (including for internal staff), this is level 2 on the pathway. In development for all County Council staff is a level 1 course that will be available online.

The Champion Training will shortly transfer to the new Norfolk Integrated Domestic Abuse Service (NIDAS).

Some DA support providers such as Leeway do offer training for a fee. Currently there are no districts or housing providers with Domestic Abuse Housing Accreditation (DAHA).

A provider event was held to highlight the work being undertaken to ensure providers of DA accommodation and support could assist in the shaping and onward delivery of this strategy as well as helping us to continue to engage with victim-survivors to help shape this strategy and sustainably develop services in the future. An overview of the findings of the engagement is included in Appendix 7. But the following key points were made:

- A priority for providers was an increase in flexible accommodation
- It was generally agreed that the Needs Assessment was a good start, but there were significant gaps in relation to those with protected characteristics. It was noted there

appeared to be a lack of emotional/psychological understanding and represented factual (quantitative) data – it was missing the voice of the victim-survivor

- Most providers wished for further events to be held (perhaps quarterly)
- Greater consideration of victim-survivors with more complex needs and those that wished to remain at home close to support networks
- More needed to be considered in relation to those who do not progress beyond a referral
- The Needs Assessment does not capture what longer term support is required (outreach)
- Solutions to some points included:
 - A Norfolk wide pledge in relation to DA
 - Robust staff training
 - Raising awareness of DA in the community
 - DAHA accreditation
 - Satellite accommodation service
 - Mentor programme
 - Transitional support when moving on from safe accommodation
 - Different methods for victim-survivors to participate in engagement

Our finalised version of the Support in Safe Accommodation Strategy for Norfolk will include the results of our current engagement programme.

In terms of what can be accessed and used by residents of Norfolk in neighbouring authorities such as Cambridgeshire, Suffolk and Lincolnshire these are as follows:

- Cambridge (with Peterborough) has 4 refuges all of which are for women and children
- Suffolk to follow
- Lincolnshire to follow

2.2 Service achievements in Norfolk

Norfolk now has a Single Point of Contact – NIDAS, so that those who need to can access DA S support and safe accommodation provision – **Any victim-survivor or professional in Norfolk can call NIDAS to seek advice and/or access refuge provision within or outside of the county.**

The new service was commissioned by the Office of the Police and Crime Commissioner (“OPCC”) and is partly funded by Norfolk County Council (Adults and Children’s Services), Norwich City Council, Broadland District Council and South Norfolk Council. means the following assistance is

A range of support to all victim-survivors over the age of 16, at all levels of risk. NIDAS can support people living within their own home through:

- A helpline / single point of contact for anyone requiring advice and support
- Multi-agency partnership working
- Digital support
- Signposting to other community support networks
- Contact with trauma informed person centered, trained and skilled staff
- Specialist support around stalking
- Sanctuary support for high risk victims
- Support to access safe accommodation including refuge and satellite accommodation
- Improved community response through dedicated coordinator

provided:

NIDAS ensures that the referral pathway for victim-survivors of DA is improved as previously there have been many different routes not only to seek advice but to be referred into safe accommodation; effectively we will now have a one stop shop. NIDAS will also be able to provide a Norfolk-wide service for medium and high-risk victims, direct support for children (parent supported by IDVA), dedicated IDVA resource in help hubs for districts who are funding partners, management and development of the Norfolk DA Champion network and enable direct access to recovery programme (“APVA”) for funding partner districts only). NIDAS will ensure an improved service to male victim-survivors and those with protected characteristics. Through a single referral pathway, we secure that help and support is more widely and accessibly across Norfolk ending the postcode lottery. An outline of the referral pathway and process will be included in Appendix 8 in the final published version of the strategy.

97% of Norfolk schools and colleges are currently signed up to the Operation Encompass scheme. Norwich has the highest proportion of notifications across the county. To find out more about Operation Encompass please click on this link: [Operation Encompass](#)

To ensure victim-survivors can move on from safe accommodation and have their housing needs highlighted as a priority, the districts have been drafting an Accommodation Protocol which will mean that all councils will be able to offer victim-survivors a homeless priority that is consistent across Norfolk and providing the ability for people to move-on from safe accommodation into permanent homes.

Multi Agency Delivery and Partnership Approach

Norfolk has strong partnership arrangements in place to share information and develop joint plans to protect victim-survivors and hold perpetrators to account – Norfolk Multi-Agency Risk Assessment Conference (“MARAC”) meetings take a joint approach to risk assessment and safety planning for victim-survivors living in Norfolk. Agencies work together to consider the wishes of the victim, options for keeping individuals safe in their own home and powers that can be used to hold perpetrators to account for their behaviour.

Norfolk has strong partnership arrangements in place to share information and develop joint plans to protect victim-survivors and to manage and monitor perpetrators – MARACs are held regularly in Norfolk, to reduce the risk of serious harm or homicide for a victim and to increase safety, health and wellbeing of victims, both adults and any children. In MARAC local agencies will meet to discuss the highest risk victims of domestic abuse in their area. Information about the risks faced by those victims, the actions needed to maximise safety, and the resources available locally are shared and used to create a risk management plan involving all agencies. Agreed actions can include a range of measures such as police surveillance, alarms/CCTV being fitted, Clare’s Law disclosure, children’s services referral, child contact/care plans provision, management of perpetrator and joint visits to engage with victim. Agencies will report to the MARAC Co-ordinator when these are completed.

Norfolk County Councils’ Children’s Services provide a range of support to families to recognise and respond to the early signs of DA and provide support to families in need. This includes support by the Early Help team to facilitate and respond to disclosures of DA. There is also the expansion of the DA Team in Children’s Services and the development of multi-disciplinary teams (DA Social Workers, Mental Health and Drug and Alcohol services) to better support families where DA is occurring.

Norfolk County Council Adult Social Services – As part of the Homelessness and Capital Housing Team, the Service has a commitment to ensuring that alongside Children's Services there is a commitment to ensuring that victim-survivors of DA have the right accommodation and level of support that is needed. The Team has commissioned the Needs Assessment and recently appointed a DA Commissioning Manager to oversee the implementation of the Support in Safe Accommodation Strategy for Norfolk and the Tier 1 duties under the Act. The Team works closely with all partners of the DASVG and leads on the NDAPB.

Domestic Abuse Perpetrator Partnership Approach ("DAPPA") - is a new approach in Norfolk, led by Norfolk Constabulary and supported by OPCCN. DAPPA is a multi-agency approach to addressing domestic abuse within Norfolk, managing perpetrators of domestic abuse and thereby protecting the most vulnerable victims. DAPPA will identify perpetrators who present the most serious or repeated risk of harm and these cases are discussed at monthly partnership meetings for ongoing management. DAPPA will seek to develop robust multi-agency risk management plans around perpetrators using a problem-solving approach with a full menu of tactical options. It will feature two pathways – those that are adopted onto the diversion pathway, including intensive targeted support, and those that are adopted onto the pursue pathway.

Key agencies in Norfolk use existing duties and powers to hold perpetrators to account - Norfolk Police and other criminal justice agencies deploy a range of tools and powers, which includes but is not limited to DA Protection Orders and Notices, Non-Molestation Orders, Integrated Offender Management, and promotion of Clare's Law (DA Disclosure Scheme). By deploying these duties, victim- survivors can be supported to remain in their own homes.

2.3 What commissioning intentions will Norfolk make to meet the gaps identified and improve DA services?

Reflecting the outcome of the Needs Assessment the following key areas will address the gaps identified:

- 1. Increase the amount and flexibility of safe accommodation:** As identified by the Needs Assessment there is an unmet need for safe accommodation of between 26-36 bedspaces in Norfolk. Flexible accommodation options with support that can meet the differing needs of male victim-survivors, those with children (including older male children) and those with protected characteristics and what are considered more complex needs.
- 2. Improve engagement with victim-survivors of DA:** The Needs Assessment has identified a gap in relation to how Norfolk works to improve their DA services. It is vital that we hear an authentic voice from all members of our different communities who are victim-survivors of DA.

3. **Improve the quality of support and safe accommodation:** Ensure that accommodation and support in safe accommodation is of the same quality and standard across Norfolk and the monitoring encourages quality improvement.

4. **Support children in safe accommodation:** The Needs Assessment shows that therapeutic support etc., is not available in all safe accommodation and this needs to be levelled up across Norfolk.

5. **Improved intelligence:** The Needs Assessment identifies that the data used is often aggregated and there is risk of duplication. Data needs to be improved to better understand the level of prevalence and demand especially in relation to male victim-survivors, children, those who are 75+ and those with protected characteristics. There is also the need to better understand the demand from victim-survivors having their demands met outside of the County, and who may wish to return to Norfolk, and those seeking refuge from outside of the County. Other gaps include our understanding of affordability and whether this is a barrier to safe accommodation.

Our commissioning intentions to implement the above improvements are considered in the following plan (page 26).

The Needs Assessment identified and made recommendations that are not covered within this Support in Safe Accommodation Strategy for Norfolk as this is a specific response to Part 4 of the Act. It is the intention of Norfolk County Council to ensure that the DASVG Strategy encompasses the approach to:

- Prevention and Reduction of DA
- Perpetrators
- Sanctuary accommodation
- Homelessness in relation to DA
- Use of temporary accommodation
- Move-on accommodation (permanent as a priority and step-down temporary accommodation if that is the best option for the victim-survivor.
- Increase referral rates from partner organisations to MARAC

2.4 Delivery Plan & Commissioning Intentions – We Will

What we will do (The points below are either in draft, in planning and not agreed or possibilities)	How will we do it:	How will we monitor improvement (indicators of improvement)?	How much will it cost (Burdens funding or otherwise)?	When are we planning to do it?	
Increase the amount of safe flexible accommodation and support needs identified					
Work with RPs, districts and Homes England to investigate opportunities to deliver more (flexible) accommodation and involving support providers. This could be through re-purposing of existing buildings, leases for spot-purchase or new-build refuges.	Host and administer a Norfolk wide DA Strategic Housing Group (or link in with with the Strategic Housing Partnership & Exec group??)	26-36 additional bedspaces required - ideas that result in more flexible approaches to DA accommodation to meet data demand led intelligence		Year 1	Instigate new group
				Year 2	10+ additional bedspaces
				Year 3	16+ additional bedspaces
Potential to pilot a further satellite accommodation offer in the South	Work with Orwell?	Flexible accommodation to meet all needs. Majority of prevalence of DA is in Norwich and Great Yarmouth so a focus in the south would be of benefit	Leases to be paid by rental income – potential outreach support through burdens funding		
Approach the 4 RPs who own existing refuge accommodation to look at whether modifications can be made to increase PD accessibility	Support and champion the need for accessible accommodation	Additional units accessible to those with a physical disability – meetings to be held quarterly with RPS		It is envisaged 1-2 units of existing accommodation could be adapted to meet wheelchair compliance.	
What options are there for support and accommodation for those who have no recourse to public funds				Year 3 - Ambition	
Ensure that accommodation will meet the needs that may require it from outside of the County	Improve our engagement with bordering Tier 1 authorities. Possible Charter?	Out of county recording will be improved so that any requirement is demand driven.		Year 1	Networking and engagement
				Year 2	Data recording improved
				Year 3	Needs analysis understood and included in forward strategy
Employment of additional support workers to assist in linking move-					

on from refuge or other temporary accommodation with target hardening measures installed (Sanctuary schemes) - (could pilot with YMCA as prevalence of DA in younger people)??					
Increase in refuge capacity by improving access to permanent accommodation	Accommodation protocol that prioritises the need for move-on accommodation for victim-survivors of DA.	Endorsement by all districts and housing providers		Year 1	Draft protocol
				Year 2	Endorsement and implementation
				Year 3	Monitoring to evidence decrease in length of stay in refuge and increase move-on to social housing.
Improve engagement with victim-survivors of DA					
Raise awareness of DA across the country through sustained and consistent DA messaging	Develop a comprehensive, targeted, rolling communications and marketing plan as part of the DASVG strategy	Our community is aware of DA, its impact and where to seek help and rejects social acceptance of DA.		Years 1-3	
Better understand people's experience of DA in terms of the use of advice and support services as well as safe accommodation. Ensure that those with protected characteristics and male survivors are included. Consider the needs and sensitivity/safeguarding of including children. Consider those who have no recourse to public funds.	Develop a victim-survivor engagement framework that can help shape and co-produce new services, improve existing services and such engagement is sustained.	Commission an investigative piece of work that focused on hearing the voices of victim-survivors (Experts by Experience Group)		Initial scoping exercise by 5.1.22 and Year 1. Framework designed and co-produced Year 2	

Improve the quality of support and safe accommodation				
Partners to commit to a DA Charter in terms of Out of County referrals				
Housing providers and housing team to gain Domestic Abuse Housing Accreditation status				
Districts and RPs across Norfolk to commit to the Accommodation Protocol				
Work with NCC Quality Assurance Team to develop a PAMMS approach to safe accommodation				
Develop a set of measures that will be able to monitor the impact of this and the DASVG strategy				
Support for children in safe accommodation				
Provide therapeutic play support in all refuges and the ability to access such support from other forms of safe accommodation.				
Improved understanding of those with children that have no recourse to public funds				
Ensure that as part of the involvement of Quality Assurance that children are safeguarding are included within the PAMMs approach.				
Bespoke support for young people aged 16+ fleeing DA in their own right?				
Legal assistance for those going through the court process				

Improved intelligence				
NODA to implement improvements to data capture and recording as included in the Accommodation Needs Assessment				

DRAFT

2.5 Our ambition

Our future ambition will be determined by engagement with DA support and accommodation providers as well as engagement under our emerging framework with victim-survivors.

Norfolk develops a model of satellite refuge / safe accommodation across Norfolk to address current gaps which can be sustained and increased if needed over time. The accommodation will be:

- **Open to male and female, LGBTQ+ victim-survivors over the age of 16 and their children. Ensure accessibility to ethnically diverse communities.**
- **Open to Norfolk and non-Norfolk residents as per requirements of the Act**
- **Self-contained**
- **Single gender accommodation**
- **Of varying sizes to accommodate families with multiple children**
- **Accessible for individuals with a disability and / or for older victim-survivors**
- **Include pet friendly accommodation (a proportion of units will welcome pets)**
- **Compliant with minimum standards (include white goods, curtains, beds etc)**
- **Accessible to amenities and public transport**
- **Accessible due to affordability**

Norfolk residents can access refuge provision out of county preferably via NIDAS so there is the ability to record data which is currently missing from our Assessment.

Sanctuary Scheme provision is widened and victim-survivors where they wish can remain safely in their own home. At present we understand that adaptations are usually carried out by workmen and we would like to find a way to train victim-survivors of DA to become handy people that can assist in the Sanctuary Scheme but also provide paid help as handy person service in the future.

Victim-survivors of DA routinely present as homeless to district and borough housing teams and are housed in temporary accommodation. Victim-survivors of DA are considered a priority for accommodation and their need for temporary and / or permanent accommodation. The temporary accommodation provided would not meet the Act definition of "Safe Accommodation". It is not dedicated to DA victim-survivors however, victim-survivors would be able to access DA support from NIDAS.

Norfolk will ensure that responsive and effective DA Support is delivered alongside safe accommodation, which will include:

Provision of specialist support to address specific needs, this includes but is not limited to:

- Male victim-survivors
- Female Genital Mutilation and/or modern-day slavery
- Victim-survivors who have No Recourse to Public Funds
- Victim-survivors who are older (over the age of 65)
- Victim-survivors with a disability
- Victim-survivors from the Gypsy and Traveller communities
- Victim-survivors who are LGBTQ+
- Victim-survivors with LD (including children)
- Victim-survivors who are younger (16-21)
- Victim-survivors who have experienced honour-based violence, faith-based abuse, modern day slavery and exploitation, Forced Marriage and / or harmful practices.
- Victim-survivors who have drug and / or alcohol dependencies
- Victim-survivors with experience of homelessness and rough sleeping

Norfolk will look to enhance the DA support available to victim-survivors with complex needs including high dependency on alcohol/substance misuse and those with complex mental health needs (both adult and children).

Norfolk will ensure that all victim-survivors of DA in social housing - are provided with a secure lifetime tenancy as required under the Act (where tenancy has been granted). We will work close with RPs and Tier 2 authorities through the progression of the Accommodation Protocol.

Update/reinstate the Dual Diagnosis policy and strategy – The current policies and strategies do not include those who are also experiencing or perpetrating DA and there is a need for work to be undertaken to ensure we are meeting the demands that providers anecdotally report.

Specialist advice is gained to support victim-survivors in relation to No Recourse to Public Funds (NRFP), honour-based violence, FGM, modern slavery, forced marriage and faith-based abuse.

Norfolk will work with neighbouring local authorities to consider options to jointly commission safe accommodation and support Services where appropriate.

How will the Support in Safe Accommodation strategy be delivered?

3



3.1 Successful delivery of the Support in Safe Accommodation Strategy for Norfolk

The NDAPB will develop further a set of measures that will be able to monitor the impact of the strategy, and this is included as an action in the delivery plan. The Needs Assessment is refreshed annually, and any changes will be reflected in the strategy which will be reviewed quarterly by the Norfolk DASVG Board as the overseer of progress. By doing this Norfolk will be able to make changes based on the needs that have been identified and from the involvement and coproduction of victim-survivors of DA under the new engagement framework. This will ensure that our short-term and longer-term goals are reviewed and where still applicable, implemented.

A joint financial plan will be developed and agreed via the DASVG Board in relation to the Burdens Funding across the county. This will be spent on “safe accommodation” and accompanying DA support. This will be annually refreshed and may include options to pool resources.

Norfolk will continue to raise awareness of DA and communicate the safe accommodation and the broader DA offer to residents of Norfolk. This will be published as part of the new communications and marketing plan that is included in the delivery plan objectives.

Norfolk will monitor progress of the delivery plan so that the strategy intentions can be report to DASVG on a quarterly basis and a more formalised set of measures will be agreed by the Board to measure the impact of the strategy.

Awareness raising, training and communications on the safe accommodation offer will be delivered for professionals across Norfolk’s agencies.

3.2 Norfolk will know the strategy has made an impact when:

The following points would indicate that the commissioning intentions are achieving their objectives:

- Additional bedspaces are available, and capacity has increased
- Fewer victim-survivors are refused refuge
- There is more diversity and flexibility in the type of safe accommodation
- The safe accommodation is provided in areas of greatest need
- The length of stay in a refuge has decreased because there is greater access to social housing
- The 'revolving door' of DA reduces because the support provided ensures victim-survivors recover and can live independently
- There is the right support available to children, so they too do not grow up and become either perpetrators of DA or victim-survivors as adults
- The voices of victim-survivors are heard, and they know what they say will help improve DA services through actions
- Those that wish to stay in their own home are safe to do so

We do however acknowledge that along the way there could be barriers to our success such as:

- Lack of funding where Providers & victim-survivors believe priority should be made
- COVID-19 impacts
- Lack of support staff
- There are barriers to implementing the type of system changes required in relation to Data collation – perhaps because of GDPR for example
- Government Policy changes

ACKNOWLEDGEMENTS

4



Acknowledgements

We would like to thank our partners, specifically the OPCC, and our Tier 2 authorities: Breckland District Council; Broadland District Council; Great Yarmouth Borough Council; the Borough Council of King's Lynn and West Norfolk; North Norfolk District Council; Norwich City Council and South Norfolk District Council. We are also most grateful for the advice and involvement of DA accommodation and support providers alongside the victim-survivors of DA across Norfolk who gave their time to add their voice to help shape the direction and content of this strategy. We also acknowledge the helpful advice from other Tier 1 authorities and also the Local Government Association.

We know Norfolk has more to do in hearing the voices of victim-survivors and their families – it is not just about them telling us their story, we must also act to improve their lives. We want to involve those who have lived experience of DA so that if there are areas of service delivery that fell short, we can start making those improvements.

We know that through improving our services, we can ensure that all sectors of our communities are reassured of the support available and where needed, there is accommodation that is safe and able to meet their needs.

We would like to thank members of the NDAPB and DASVG for their commitment and work to assist in the development of this strategy and to wider stakeholders within our Community Safety Partnership who provided their knowledge and expertise to help inform its objectives.

We would also like to thank both local and national advocate for victim-survivors of domestic abuse who took part in the Provider Engagement event and who will continue to be involved in the further implementation of this strategy.

List of acronyms

CYP	Children and Young People
DA	Domestic Abuse
DAHA	Domestic Abuse Housing Accreditation
DAPPA	Domestic Abuse Perpetrator Partnership Approach
DASH	Domestic Abuse Stalking and Harassment
DASVG	Domestic Abuse and Sexual Violence Group
DLUHC	Department of Levelling Up Housing and Communities
FGM	Female Genital Mutilation
FM	Female Mutilation/Forced Marriage
H-CLIC	Homelessness Case Level Collection
IDVA	Independent Domestic Violence Advisor
LGBTQT+	Lesbian, Gay, Bi-Sexual, Transgender, Questioning and any other sexuality
MARAC	Multi-agency Risk Assessment Conferences
MASH	Multi-Agency safeguarding hubs
MCHLG	ministry of Housing, Communities and Local Government
NDAPB	Norfolk Domestic Abuse Partnership Board
NIDAS	Norfolk Integrated Domestic Abuse Service
NODA	Norfolk Office of Data and Analytics
NRPF	No Recourse to Public Funds
ONS	Office of National Statistics
OPCC	The Office of the Police & Crime Commissioner for Norfolk
SV	Sexual Violence
VAWG	Violence against women and girls

Norfolk Domestic Abuse Partnership Board - Terms of Reference

1. Purpose of Group

The group exists to provide strategic leadership and direction for the implementation of the accommodation and support elements of the Domestic Abuse Act 2021. Working in partnership to ensure the requirements of the Act are met and that multi-agency commissioning and management of services for those suffering domestic abuse are victim focused, efficient and effective.

The group will bring together key agencies with responsibility for domestic abuse. Members will be committed to effective partnership working based on trust and open communication. Members will need to be aware of and understand the organisational frameworks within which colleagues in different agencies work.

The group will focus on the arrangements and actions needed to implement the housing and support elements of the Domestic Abuse Act 2021 and ensure a multi-agency approach to the understanding of accommodation and support needs of all victims of domestic abuse (male, female and children).

Key purposes of the group include:

- Delivering the actions and outcomes within the DA Act and ensuring the statutory duties are discharged
- Overseeing the development and undertaking of the needs assessment and analysis for accommodation and support needs of all victims of domestic abuse including children
- Advising on available data sources and providing practical support in accessing information
- Overseeing and guiding the development of the DA Accommodation and Support Commissioning Strategy
- Supporting the implementation of the Commissioning strategy including reviewing and advising on existing and new accommodation and support services needed
- Providing guidance and support on training for staff, providers and commissioners
- Developing reporting frameworks from key agencies to inform annual priority setting for the stakeholders and commissioners
- Consider outcomes and experiences from victims and perpetrators of domestic abuse, including complaints and compliments, and ensuring they influence service improvements.
- To ensure that responses to domestic abuse link effectively with safeguarding children and adults at risk policies and procedures.
- To work with the Domestic Abuse & Sexual Violence Groupⁱ and Norfolk Strategic Housing Partnership to effectively co-ordinate and manage communications relating to domestic abuse.
- To be cognisant of any learning from Domestic Homicide Reviews from Norfolk or nationally which can help inform and support the work of this board
- Disseminating learning and ensuring integration of recommendations into appropriate partnership and organisational plans

Members will be asked to declare any conflicts of interest and absent themselves when those areas are discussed or determined.

2. Membership of the Norfolk Domestic Abuse Partnership Board

Members represent the key partners on the Norfolk Domestic Abuse Community and are able to make decisions and have links to resources for Domestic Abuse. Members need to share outcomes from this group with their relevant work streams.

Norfolk County Council	AD Housing and Capital Developments Senior CM Children's Services Public Health Prevention Policy Manager
Norfolk Adults Safeguarding Board	Board Manager/Business Lead
North Norfolk District Council	AD People Services
South Norfolk District Council/Broadland District Council	Housing and Wellbeing Senior Manager
Borough Council of KL and West Norfolk	Housing Enabling Manager
Great Yarmouth Borough Council	Director of Housing
Norwich City Council	Housing and Partnerships Manager
Breckland District Council	Housing Manager
Norfolk & Waveney Clinical Commissioning Group	Advanced Nurse Practitioner – clinical lead for Prevention, addressing inequalities, Children and Young People and Maternity
Office of Police and Crime Commissioner/Norfolk Constabulary	Commissioning Manager
Provider representative	Operations Manager Orwell Housing Association
Victim-survivor voice	To be added
Housing Association	Assistant Director Housing Operations Saffron Housing Association

It is anticipated that other members will be co-opted onto the group and any working groups as and when specific needs are identified.

3. Accountability

The group will take direction, carry forward, and report progress of its work plan to Norfolk County Council Cabinet and through the Norfolk Domestic Abuse Partnership Board Members' own organisational structures.

The group will also report progress of its work plan to, and ensure information is shared both ways, with the Domestic Abuse and Sexual Violence Group and Housing Advice and Allocations Officers Group.

4. Quorum

As a minimum, the meetings will be deemed quorate when at least 4 member organisations are present (one to be NCC Officer)

5. Attendance

It is expected that each agency will send a representative (or nominated deputy) to every meeting.

6. Terms of Reference review date

The group's Terms of Reference will be reviewed annually in January each year (or sooner if warranted)

7. Administration of the group

Norfolk County Council Adult Social Services has a lead coordinating role and will therefore provide administration for the meeting. They will organise dates, times and venue for the meeting and will organise the agenda. Timescales to include:

Agendas will be sent at least 1 week in advance of meetings. Notes of the last meeting will be circulated with the agenda for the next meeting. Work plan will be updated and circulated with the agenda for the next meeting.

8. Chairing of the group

The Group will be chaired by AD of Housing and Capital Programme and this will be reviewed annually.

9. Regularity and length of meetings

Meetings will be held on a monthly basis initially and will normally be booked for 2 hours

10. Venues for meetings

Meetings will be held remotely.

¹ The Norfolk Domestic Abuse Partnership is accountable to Norfolk County Council Cabinet but also reports into the Domestic Abuse & Sexual Violence Group. This ensures accountability and allows for focus on accommodation issues while maintaining connected to the overarching Norfolk DA programme.

Appendix 2 – Community Safety Partnership membership

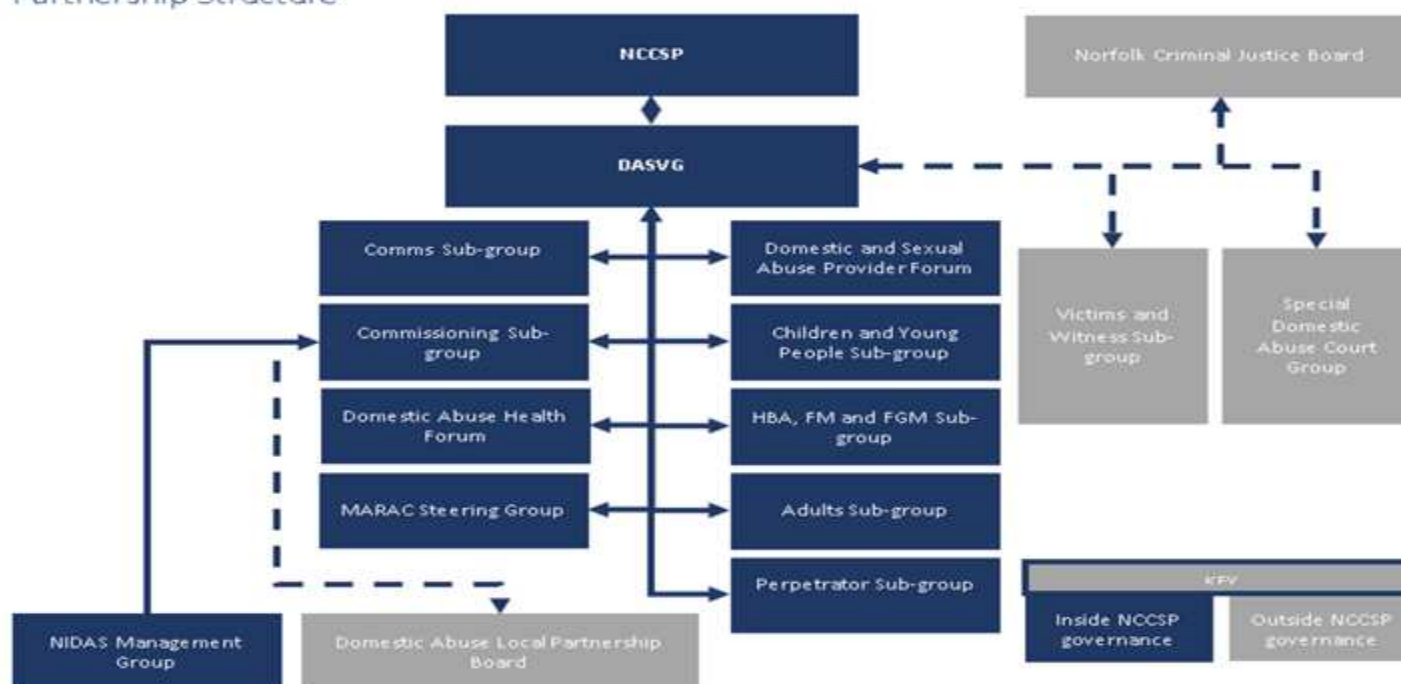
- ☐ Norfolk County Council
- ☐ Norfolk Fire and Rescue Service
- ☐ Norfolk Police
- ☐ The Office of the Police & Crime Commissioner
- ☐ Breckland District Council
- ☐ Broadland District Council
- ☐ Great Yarmouth Borough Council
- ☐ King's Lynn and West Norfolk Borough Council
- ☐ North Norfolk District Council
- ☐ Norwich City Council
- ☐ South Norfolk Council
- ☐ NHS Norfolk and Waveney Clinical Commissioning Group
- ☐ Norfolk Probation Service
- ☐ Norfolk Youth Offending Team
- ☐ Victim Support
- ☐ Norfolk Safeguarding Adults Board
- ☐ Norfolk Children Safeguarding Adults Board
- ☐ Registered Housing providers.

Appendix 3 – Norfolk DASVG Partnership Structure

Norfolk Domestic Abuse and Sexual Violence Group (DASVG) Partnership Structure



Partnership Structure



Appendix 4 – Refuge information

District	Unit details	Target Groups	Disability Access?	Child facilities?	Child support offered
Breckland	5 rooms in a shared house	Women and Children	-	Spaces for up to 4 children	-
Broadland	5 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 8 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
Coastal (West)	6 rooms in a shared house	Women and Children	-	Spaces for up to 8 children	-
Great Yarmouth	12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
North Norfolk	8 self-contained flats	Women and Children	1 X unit has an adapted wet room but would not support a wheelchair	Spaces for up to 14 children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
Norwich	12 self-contained flats	Women and Children	1 X fully adapted unit	1 X unit (can take up to 6 children) Space up to 26 Children	Limited one -one support for children Kids club once a week - 5 years to 17 years Once a week support for 0- 5 years Currently funded by Children's Services
South Norfolk	6 units	Women and Children	Would not be able to support a wheelchair	Space for up to 8 children	

Appendix 5 – Safehouse information

Area	Unit details	Target Groups	Disability Access?	Max Capacity	Lease details	Other notes	Numbers supported (March 2020-Sept 2021)
Current provision							
Norwich	Communal house shared living with security measures, panic alarms linked to police and CCTV	Women and children	No wheelchair access	4 women 3 children	6 year lease from Norwich City Council	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	15 women 7 children
North Norfolk	Communal house shared living with security measures, panic alarms linked to police and CCTV	Women and children	No wheelchair access	3 women 2 children	3 year lease from Victory Housing Association	Would consider complex needs. Support is offered on a floating support model; no staff are based at the safehouse	20 women 12 children
Provision being commissioned							
King's Lynn	Communal house shared living. One (almost) self-contained unit with disabled access.		Disabled access	5 women 3 children	5 year lease from Freebridge	1 staff member funded for one year to support complex needs	N/A

Get help now

If you, or anyone else, is at immediate risk of harm, phone the police on 999.

The silent solution: If you can't speak or make a sound when calling 999, listen to the operator's questions, then tap the handset. If prompted, press 55. Your call will be transferred to police who will know it's an emergency.

There is support available to help you whether you are currently experiencing domestic abuse or have recently left an abusive relationship. (See also the section [Help to move on](#) for help with the longer term impact)

Local organisations

Norfolk Integrated Domestic Abuse Service (NIDAS)

Contract awarded – further details to follow in relation to contact information.

Leeway Domestic Abuse and Violence Services

Website: www.leewayssupport.org

Email: referrals@leewaynwa.org.uk

Telephone: 0300 561 0077

- Refuge and safe house accommodation
- 24 hour telephone support
- Residential services including short term emergency accommodation for people with no recourse to public funds
- Specialist DA Support Worker for vulnerable adults
- Male advice line staffed by specialist male workers 10am-12pm every Wednesday
- One-to-one support and group work for children and young people
- Adolescent to parent abuse service
- Multi-lingual support across Norfolk and free immigration advice

Orwell Housing Association Ltd

Telephone: 0845 467 4876

Email: havenproject@orwell-housing.co.uk

Area covered: South Norfolk

- Refuge accommodation in South Norfolk
- Telephone support line 10am-4pm Monday-Friday
- Emergency accommodation for females only
- Community support for men and women
- Orwell has a specialist domestic abuse worker in the South Norfolk Early Help Hub. Requests for support into this service can be made on 01508 533933 or via the [South Norfolk Help Hub](#) website

Norfolk & Suffolk Victim Care Service (facilitated by Victim Support)

Local Number: 0300 303 3706 (8am-5pm Monday-Friday)

Local Email: nsvictimcare@victimsupport.org.uk.

Live Chat at any time 24/7: [Live chat | Victim Support](#) www.nsvictimcare.org/referral

Outside office hours 24/7 Support line: 0808 1689111

Telephone and face to face support for male and female victims.

Pandora Project

Website: www.pandoraproject.org.uk

Email: referrals@pandoraproject.org.uk

Area covered: King's Lynn and West Norfolk

- Advice Line: 07526 257857 (10am-3pm Friday only)
- Telephone and face to face support
- Drop-in sessions
- Support for female victims and survivors and child on parent violent programmes.

Daisy Programme

Facebook site: daisyprogramme.org.uk

Email: help@daisyprogramme.org.uk

Support for male and female victims

- Face to face support and counselling
- Survivor courses such as the Freedom Programme and My Confidence
- Drop-in support groups and choir
- Children and Young Peoples Domestic Abuse Worker (Breckland Only) funded by us until 1st April 2024.
- Vulnerable Adults Domestic Abuse Worker.

Restitute

Restitute

www.restitute.org

support@restitute.org

<https://twitter.com/RestituteUk>

<https://www.facebook.com/RestituteUK>

<https://www.instagram.com/restituteuk/>

Area covered: all of Norfolk and Suffolk

- providing support for people who care for - or care about - survivors of crime (including domestic violence)
- 1 to 1 support worker, practical support, therapeutic support
- Support men, women and children.

National organisations:

National Domestic Abuse Helpline

[Freephone National Domestic Abuse Helpline - 0808 2000 247 \(refuge.org.uk\)](http://refuge.org.uk)

Provide Live Chat as well Mon-Fri 3pm-10pm

Website Refuge Against Domestic Violence - Help for women & children.

- 24 hour domestic violence helpline (chat, web form, telephone)
- Protection from all types of abuse including tech abuse
- Referral to emergency safe accommodation and information about refuges
- Information about legal rights, housing and welfare rights and protection of children. Referral to the relevant services
- Advice and information for victims, professionals, friends or family

Galop

Website: www.galop.org.uk

Telephone: 0800 999 5428

Email: info@galop.org.uk

- Support with lesbian, gay, bisexual and transgender domestic abuse
- Telephone support line open 10am-5pm Monday, Tuesday and Friday, 10am-8pm Wednesday and Thursday
- Transgender specific support line 1pm-5pm Tuesday
- Online chat support available 5pm-8pm Wednesday and Thursday

Women's Aid

Email: helpline@womensaid.org.uk

Live Chat – Instant Messaging Service

Forum (women 18+)

Respect Men's Advice Line

Website: www.mensadviceline.org.uk

Telephone: 0808 801 0327

Email: info@mensadviceline.org.uk

- Advice and support for men experiencing domestic violence and abuse
- Telephone support line 9am-8pm Monday and Wednesday, 9am-5pm Tuesday, Thursday and Friday.
- If you are unable to call you can also receive support from the Helpline Advisors by emailing info@mensadviceline.org.uk and they will aim to reply within two working days
- Online chat support available 10am-4pm Tuesday and Wednesday.

Rights of Women

Rights of Women aims to increase women's understanding of their legal rights and improve their access to justice enabling them to live free from violence and make informed, safe, choices about their own and their families' lives by offering a range of services including specialist telephone legal advice lines, legal information and training for professionals.

T: **020 7251 6577** (family law helpline – other numbers are available on the website)

W: <https://rightsofwomen.org.uk>.

Mankind Initiative

Website: www.mankind.org.uk

Telephone: 01823 334244

- Telephone support line for male victims of domestic abuse 10am-4pm Monday-Friday
- Information about reporting incidents, planning an escape and police procedures
- Signposting to support for emergency housing and specialist legal help

National Stalking Helpline (delivered by Suzy Lamplugh Trust)

Website: www.suzylamplugh.org/refer-someone-to-us

Telephone: 0808 802 0300

- Telephone support line available 9.30am-4pm Monday, Tuesday, Thursday, Friday and 1pm-4pm Wednesday
- Advisors can provide information about the law in relation to stalking and harassment in the UK, reporting stalking or harassment, effective gathering of evidence, ensuring your personal safety and that of your friends and family, and practical steps to reduce the risk

Paladin: National Stalking Advocacy Service

Website: www.paladinservice.co.uk

Telephone: 020 3866 4107

Email: info@paladinservice.co.uk

- Provide trauma informed support, advice and advocacy to high risk victims
- Raise awareness of dangers and risks of stalking
- Provide university accredited ISAC training and CPD accredited training to professionals
- Analyse the application of the stalking law
- Campaign on behalf of victims of stalking
- Develop a “Knowledge Hub”– a single port of call for any victim seeking the best support and safety advice, for a professional seeking information about how to respond to stalking and principles of an effective advocacy service

Domestic Abuse Provider Event: 30th September 2021

Survey Results:

- 1. Based on the needs assessment what services/accommodation do you think should be prioritised in Year 1? (Please prioritise 1-5 with (1) being the highest priority.)**

Based on a weighted calculation (scores on the right), priorities were:

1	Flexible Accommodation to meet different demands	48
2	More refuge Accommodation	40
3	Support for Children	36
4	Additional support in the Community	35
5	Sanctuary Service	21

- 2. Have you found this Provider Event informative? In the comment box, please let us know what you would like to hear about.**

100% of respondents said they found the event informative.

Most providers used this comment space to thank the organisers for a beneficial and interesting discussion. Some made comments about which topics they would like to discuss in future. These were:

- Why ethnicity data is not collected in 20% of cases. ("That is a concern of course but also, it would be useful to find out why that is").
- Appropriate provision for male victim-survivors and their children. This includes Accommodation, IDVA, Outreach, Recovery and other support such as legal and financial advice

- 3. We would like to continue to engage with Providers of Domestic Abuse support & accommodation. How often you would like us to hold events or be in contact with you?**

Respondents said they would like to take part in events/consultation as follows:

When asked and when we are able	8
Every quarter	3
Every 6 months	1
Once a year	0
We are not interested in being contacted	0

Discussion summary

Breakout Groups

1. Do you think the Needs assessment accurately reflects the situation and need of Norfolk?

Generally, groups felt that the Needs Assessment was a good start, in that it made use of available data and accurately summarises some of the provision gaps that we need to fill. However, there were some key gaps in data, and a lack of emotional/psychological understanding. The Needs Assessment reflects the factual situation, but it does not always capture, for example, the reasons *why* people do not engage.

Some things missing from the Needs Assessment:

- No LGBTQT+ prevalence
- Lack of data around the needs of male victim-survivors
- Needs to acknowledge length of stay in refuge can be up to 2 years.
- Data for referrals is counted (only?) when spaces are advertised. Does not give a full picture of continued demand.
- No Recourse to Public Funds (“NRPF”) not included in current analysis – paucity of data included or available
- Gaps relating to those with complex need
- How to meet fluctuating demand – smaller groups with more specialist needs?
- No data on those going out of county
- Little data in relation to those from ethnically diverse communities
- Little data both qualitative and quantitative in relation to those that are over 75. This is an emerging as a trend national in an increase in reporting especially during the COVID-19 pandemic lockdowns
- It is refuge focused; it would be good to see greater information from other types of safe accommodation.
- Honour-based abuse is not in the DA Act
- Lack of work being undertaken with perpetrators: this includes prevention work and the possibility of removing the perpetrator from the home instead of the victim-survivor.

-
2. The Needs assessment identified some gaps in relation to specific client groups and/or those with complex needs – do you know of any other groups and do you know of any barriers that these groups may be experiencing?
 - NRPF Public funds and migrant victim-survivors – especially around accommodation (costs).
 - Those who are unable to afford to stay in a refuge
 - Young People – those 16/17 years old. Young people may not recognise that their relationship is abusive and may be reluctant to move away from family and friends. They may not know how to access support and may not be able to hold a tenancy themselves. Bespoke support for young people is therefore needed.
 - Those who wish to stay at home or nearer to support networks
 - Those who are already accommodated in social housing or in the private rented sector. There is a lot of red tape surrounding moves/arrears and a

need to evidence DA before action is taken. Different approaches within LA's may also make this confusing.

- Complex needs: current provision is struggling to meet the needs of single people who have a history of a severe dependency on substances/alcohol and/or those with severe mental health needs.

3. What facilities/resources would improve survivor's access to support and accommodation?

- More safe accommodation options. This would mean widening the offer to more than refuges as they cannot be a panacea.
- Norfolk does not engage/support those who choose to remain at home in abusive relationships.
- A system wide approach. A more streamlined service that is accessible across the county? Councils could work together to provide a consistent offer.
- A whole family approach is needed
- Offering an option to home occupiers – they face real challenges and often cost gets in the way.
- Better provision for those in rural areas where connectivity to the internet is poor – most services rely on IT in order to access their support.
- Need for very short accommodation options to allow respite (whilst seeking injunctions/breathing space).
- Support to remain in an existing location, for those who want or need to stay close to schools and/or support networks
- A flowchart of available housing/support pathways would help consistency for those seeking or providing advice and guidance.

4. If the needs assessment did not accurately reflect the situation/need in Norfolk, what accommodation/support is needed (where is this evidenced?)

- To capture data/conversations with those who don't progress beyond a referral. We need to understand why people don't engage beyond that first conversation.
- Need for standardised data. Could we obtain this through MASH? National Service Providers, eg. National Helpline data? Consider the South Tyneside example – DA Coordinator captures data from all South Tyneside agencies. Can this be replicated? What data collection is included as part of the NIDAS contract?
- Greater understanding of geographical barriers is required. Many people do not want to leave their home/support networks in their area.
- The Needs Assessment does not capture what longer term support is required (outreach).

5. If there are specific client groups not identified and or barriers to service provision, what solutions or services could be provided to meet the gap/s indicated.

- A Norfolk wide pledge on Domestic Abuse, with robust staff training behind it
- Raising awareness in the community. It is important that victim-survivors can recognise themselves as such and know their rights.
- MARAC referrals are for those at high risk – however, what is needed is a similar approach for those with low-medium risk so that a situation does not escalate to a crisis situation.
- Access to translation facilities. Statutory services have Intran but what about voluntary and community sector organisations?
- Accommodation needs to be flexible and varied. E.g. self-contained and communal
- Support and accommodation for those with complex needs who may be rough sleeping or at high risk of rough sleeping. Some victim-survivors may have complex needs/behaviour and as such refuge as accommodation would not be suitable. A solution could be to look at direct lets or a Housing First approach for such situations.
- Multi-agency support. If support is not joined up there is a risk the placement will fail.

6. How can the burdens funding be best used to meet the gaps in accommodation/support?

- Address digital poverty
- DAHA accreditation
- Increased training for staff, to ensure consistency of understanding
- Awareness events
- Training and upskilling of the community
- Satellite accommodation service – visiting support service
- Mentors to support people who move on to new accommodation. (Eg. The Home Start model, where mentors have lived experience.)
- Funding the journey to accommodation, paying for suitcases and clothing for the next day etc. Such things will minimise barriers to moving.
- Adaptations to temporary accommodation to ensure accessibility. Could DFGs be utilised here?
- Pet fostering. Dogs Trust operate in Norfolk, but they lack capacity. RSPCA offer pet retreat, but it is not currently available in Norfolk.
- Transitional support needed when moving on from safe accommodation into permanent accommodation. This helps victim-survivors and their families to re-settle and break potential cycles of abuse.
- More information about what it will be like going into refuge. Survivors need to know what to expect.

7. How do we ensure that survivor's voices influence the development of the strategy (and ensuring all client groups are included) – How can they help plan for future service improvements?

- Different methods of participation e.g. Panels, case studies, surveys, stories, artwork.
- A joined up approach to surveys that would reach a wider audience

- Something like IDVA in Essex and Kent – this is a therapeutic programme which gives victim-survivors a platform to provide feedback, available on their website.
- Important to ask survivors at the right point in their journey, potentially towards the end of their recovery journey.
- Be clear about what is involved. Ensure contributors to research know that they can decide what to tell and can stop the process at any time.
- Capture the experience of those who do not engage. Perhaps focus on clients who have had negative experiences and have subsequently disengaged. Perhaps exit interviews?

Provider event feedback:

List of Organisations represented:

Norfolk County Council (Adult and Children's Services) & NODA
 District Councils
 Police/OPCC
 Daisy Programme
 Leeway
 Action for Children
 Orwell Housing
 Saffron Housing
 Places for People
 Spurgeons
 MAP
 Ormiston
 Flagship
 ManKind initiative
 Clarion
 Broadland Housing Group
 Birmingham Council
 Sue Lambert Trust
 Places for People
 Magdalene Group
 Restitute
 Saffron Housing

Surveys currently being undertaken with victim-survivors and further engagement planned.

Appendix 8 – NIDAS client pathway (To be added)

DRAFT

Appendix 2 - Domestic Abuse Act 2021

In 2018 the Government began an extensive consultation process for the provision of a new Domestic Abuse Bill. The consultation set out the government's approach to dealing with DA. It sought to address DA from prevention through to rehabilitation. The consultation focused on four specific categories: promoting awareness; protect and support; pursue and deter and improve performance.

The Bill received Royal Assent in April 2021 and has a schedule for implementation; however it is MHCLG's expectation that local authorities should start to fulfil their relevant functions as if the new duty were in force and continue to fulfil these functions in line with the duty once it is commenced.

The Act introduces a range of new legislation for local authorities and the criminal justice system.

According to the [Domestic Abuse Act 2021: overarching factsheet - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/domestic-abuse-act-2021-overarching-factsheet), the Act will:

- create a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse
- establish in law the office of Domestic Abuse Commissioner and set out the Commissioner's functions and powers
- provide for a new Domestic Abuse Protection Notice and Domestic Abuse Protection Order
- place a duty on local authorities in England to provide accommodation based support to victims of domestic abuse and their children in refuges and other safe accommodation
- prohibit perpetrators of abuse from cross-examining their victims in person in the civil and family courts in England and Wales
- create a statutory presumption that victims of domestic abuse are eligible for special measures in the criminal, civil and family courts
- clarify the circumstances in which a court may make a barring order under section 91(14) of the Children Act 1989 to prevent family proceedings that can further traumatise victims
- extend the controlling or coercive behaviour offence to cover post-separation abuse.
- extend the offence of disclosing private sexual photographs and films with intent to cause distress (known as the "revenge porn" offence) to cover threats to disclose such material
- create a new offence of non-fatal strangulation or suffocation of another person.
- clarify by restating in statute law the general proposition that a person may not consent to the infliction of serious harm and, by extension, is unable to consent to their own death
- extend the extraterritorial jurisdiction of the criminal courts in England and Wales, Scotland and Northern Ireland to further violent and sexual offences
- provide for a statutory domestic abuse perpetrator strategy

- enable domestic abuse offenders to be subject to polygraph testing as a condition of their licence following their release from custody
- place the guidance supporting the Domestic Violence Disclosure Scheme (“Clare’s law”) on a statutory footing.
- Provide that all eligible homeless victims of domestic abuse automatically have ‘priority need’ for homelessness assistance
- ensure that where a local authority, for reasons connected with domestic abuse, grants a new secure tenancy to a social tenant who had or has a secure lifetime or assured tenancy (other than an assured shorthold tenancy) this must be a secure lifetime tenancy
- prohibit GPs and other health professionals in general practice from charging a victim of domestic abuse for a letter to support an application for legal aid
- provide for a statutory code of practice relating to the processing of domestic abuse data for immigration purposes



Norfolk County Council

Norfolk's Support in Safe Accommodation Strategy

[Guidance is available here.](#)

Equality Impact Assessment – Findings and Recommendations

26 October 2021

Sera Hall

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning. For help or information please contact equalities@norfolk.gov.uk

1. Safer Accommodation Strategy for Norfolk

- 1.1 Norfolk's Support in Safe Accommodation Strategy is required under the Domestic Abuse Act 2021; each appropriate local authority must draft a strategy to outline how it will deliver on the duties allocated to it in terms of providing safe accommodation for domestic abuse survivors.
- 1.2 Equality considerations have been at the heart of the process, due to one of the goals of the legislation being the improvement of accommodation outcomes for people with protected characteristics.
- 1.3 While Domestic Abuse impacts on all people, the nature of an individual's protected characteristics can influence how they experience it, and indeed their needs when accessing safe accommodation. It is well documented that people with protected characteristics can experience unique barriers when seeking help or accessing services – this strategy attempts to provide a more bespoke service to these individuals who may struggle to access the right support.
- 1.4 For example, men make up 28% of all referrals to Domestic Abuse services, yet there is currently no accommodation provision for male victim-survivors. It is also expected that there is an under-recording of demand due to the local crime stats. Similarly, LGBT+ groups are poorly represented in the data and it is recognised that many Domestic Abuse providers do not routinely collect equalities data. These are identified as gaps in the strategy, and NCC will seek to address them in working with partners.

2. Legal context

- 2.1 Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions¹. This is called the 'Public Sector Equality Duty'.
- 2.2 The purpose of an equality impact assessment is to consider the potential impact of a proposed change or issue on people with protected characteristics (see Annex 1 for information about the different protected characteristics).
- 2.3 If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- 2.4 It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

3. Information about the people affected by the proposal

- 3.1 This strategy will primarily impact on people with the following protected characteristics, though it may not be limited to individuals in these categories, sex sexual orientation, people with disabilities, race, age.
- 3.2 This includes residents and service users with a range of protected characteristics, in relation to disability, sex, gender reassignment, marital or civil partner status, pregnancy and maternity, race, religion/belief, age and sexual orientation.
- 3.3 The exact numbers of service users who will be impacted cannot be identified due to confidentiality (domestic abuse survivors in refuge accommodation are anonymous),

however, based on the Norfolk Domestic Abuse Needs Assessment, some accurate forecasts can be made.

- 3.4 The needs assessment shows that on average, three quarters of domestic abuse victims/survivors are female with the remaining quarter being male. Similarly, three quarters of domestic abuse victims/survivors in Norfolk are white, with other/unknown category making up the majority of the difference, with a small number of people who are Asian or Asian British, and black or black British.
- 3.5 In terms of age, the vast majority (97%) of individuals in safe accommodation fall within the 18-25 or 26-59 age brackets: 31% and 66% respectively. There is one individual where the age has not been recorded, and there are two individuals who are 60+.
- 3.6 In terms of sexual orientation, the majority (93.6%) of domestic abuse victims/survivors are straight, but the needs assessment has identified that this suggests an underrepresentation of LGBT+ groups and more analysis is required in this area.
- 3.7 Given there are 90 clients currently receiving safe accommodation support in Norfolk, the number of individuals with protected characteristics who will be impacted by the strategy can be surmised based on the percentages given above.

4. Potential impact

- 4.1 Based on the evidence available, this proposal is likely to have a positive impact on the people with protected characteristics mentioned above as compared to people who do not share these characteristics in the same way.
- 4.2 This is because people with protected characteristics commonly experience barriers to services and information, such as finding safe accommodation. The Norfolk Safe Accommodation and Support Strategy aims to address those barriers and provide a more bespoke service for people with protected characteristics whilst ensuring that safe accommodation is appropriate for the individual and any complex needs they may have.
- 4.3 Different protected characteristics will mean there are different impacts for how individuals experience Domestic Abuse (DA) and in turn, their needs for safe accommodation. These are set out below:
 - 4.3.1 Age – the vast majority of victim-survivors are aged 18-59 as mentioned above. Individuals who are 16-18 or 60+ who experience DA may not feel that offered accommodation is appropriate, and be hesitant to come forward to access support. The strategy outlines a gap that older age groups may be underreported in statistics due to the way crime statistics are taken.
 - 4.3.2 Sex – with roughly 2/3 of DA victim-survivors being female, there is a gap in current provision in that no male accommodation is provided. The strategy will seek to address this and will ensure that female victim-survivors are offered appropriate accommodation.
 - 4.3.3 Sexual Orientation – the strategy makes a commitment to improve data recording of LGBT+ victim-survivors as this has been identified as a gap, with concerns that LGBT+ victim-survivors are underrepresented in survivor information.
 - 4.3.4 Disability – currently, most safe accommodation is not accessible to people with disabilities. The strategy outlines an ambition to make these accommodation

sites more accessible for people with disabilities and older victim-survivors.

4.3.5 Race – while the majority of victim-survivors in safe accommodation within Norfolk are white, the strategy seeks to improve access for all people including those with ethnically diverse and protected characteristics.

4.4 The strategy gives specific regard to the needs assessment and identifies gaps for improvement, many of these areas for improvement are associated with providing a better service for people with protected characteristics as mentioned above.

4.5 The potential impact of this strategy is likely to be an improvement on the status-quo for people with protected characteristics accessing safe accommodation. The reason for this is the addressing of identified gaps (based on the needs assessment) through actions which NCC and partners will take to improve life for people with protected characteristics.

5. Conclusion

5.1 There is no legal impediment to going ahead with the strategy. It would be implemented in full accordance with due process, national guidance, and policy. Similar proposals are being implemented across the UK as per the terms of the Domestic Abuse Act 2021.

5.2 It is possible to conclude that the proposal may have a positive impact on some people with protected characteristics, for the reasons set out in this assessment. There are no apparent detrimental impacts for people with protected characteristics from the adoption of this strategy.

6. Evidence used to inform this assessment

- Norfolk Domestic Abuse Needs Assessment, 2021 (Appendix 2 of this report)
- [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2021](#)
- [Digital Inclusion and COVID-19 equality impact assessments](#)
- [Norfolk County Council Area Reports on Norfolk's JSNA relating to protected characteristics](#)
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

7. Further information

For further information about this equality impact assessment please contact Sera Hall on 01603 01603 223887



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.

Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic. Remember that people with multiple characteristics may face the most barriers:

Characteristic	Who this covers
Age	Adults and children etc, or specific/different age groups
Disability	<p>A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.</p> <p>This may include but is not limited to:</p> <ul style="list-style-type: none"> • People with mobility issues (eg wheelchair or cane users, people of short stature, people who do not have mobility in a limb etc) • Blind and partially sighted people • People who are D/deaf or hearing impaired • People with learning disabilities • People who have mental health issues • People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others) • People with some long-term health conditions which meet the criteria of a disability
People with a long-term health condition	People with long-term health conditions which meet the criteria of a disability.
Gender reassignment	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing, or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Marriage / civil partnerships	People who are married or in a civil partnership. They may be of the opposite or same sex.
Pregnancy and maternity	Maternity refers to the period after birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.

Characteristic	Who this covers
Race	<p>Race refers to a group of people defined by their race, colour, or nationality (including citizenship) ethnic or national origins.</p> <p>A racial group can be made up of two or more distinct racial groups, for example a person may identify as Black British, British Asian, British Sikh, British Jew, Romany Gypsy or Irish Traveller.</p>
Religion/belief	<p>Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.</p>
Sex	<p>This covers men and women. Also consider the needs of people who identify as intersex (people who have variations in sex characteristics) and non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Sexual orientation	<p>People who identify as straight/heterosexual, lesbian, gay or bisexual.</p>

Document review

Reviewed and updated:	Reviewer
October and November 2016	Corporate Planning & Partnerships Manager
December 2017	Equality & Diversity Manager
October 2018	Equality & Diversity Manager
May and November 2019	Equality & Diversity Manager
May and November 2020	Equality & Diversity Manager
June and September 2021	Head of Equality, Diversity and Inclusion

¹ The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic¹ and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

[The full Equality Act 2010 is available on legislation.gov.uk.](https://www.legislation.gov.uk/ukpga/2010/151)

Cabinet

Item No: 9

Report Title: Adult Social Care Winter Plan

Date of Meeting: 06 December 2021

Responsible Cabinet Member: Cllr Bill Borrett (Cabinet Member for Adult Social Care, Public Health & Prevention)

Responsible Director: James Bullion, Executive Director Adult Social Services

Is this a Key Decision? No

Executive Summary / Introduction from Cabinet Member

In response to the increased demands and challenges for winter 2021/22 Adult Social Services have produced a local Winter Plan for Norfolk. This Plan will set out not only the unprecedented challenges faced by Social Services at this time, but the practical solutions being put in place to manage these challenges.

The plan builds upon the strong contingency processes developed during the height of the Covid pandemic and is based on continued strong collaborative working with our partners and providers.

We provide many of the most vulnerable individuals in Norfolk with care and support and this Winter Plan will put in a place a system of resilience that will help our staff focus limited resources where they are most needed. We want to ensure that high quality, safe, and timely care is provided to all those that need it.

Recommendations:

Cabinet is recommended to:

- a) Agree the Adult Social Care Winter Plan for 2021/22**

1. Background and Purpose

- 1.1 Adult Social Services have faced and continue to face its greatest challenge. We have met extreme pressures on health and social care during the height of the Covid epidemic and this has not only continued, but is increasing.
- 1.2 An ageing population combined with increasing numbers of people with long-term health conditions means that demand for both health and social care is increasing and we know that these pressures increase during winter months, particularly across the urgent care system. Traditionally, winter is not considered an unusual

event but recognised as a period of increased pressures due to demand in both the complexity of people's needs and the capacity demands on resources within social care. As we head into winter with an already pressured position across the Norfolk wide system, this winter will prove challenging for all stakeholders.

- 1.3 Winter 2021/22 continues to present greater challenges and the strain placed on the system by Covid continues to be felt. Building on last year's Adult Social Care Winter Plan through Covid, we will set out the key elements of this year's Plan which will focus resources on the key areas that contribute towards building and maintaining a stable system for winter 2021/22.
- 1.4 Adult Social Services is committed to working with, and supporting, the wider health and social care system but understanding that there is a need to have a single view of how the Department will marshal its resources and prioritise interventions.
- 1.5 Norfolk Adult Social Services face a level of unprecedented challenge in 2021/22 with national and local workforce shortages, rising demand in hospitals and the community, increase in Pathway 1 and 2 demand, with the infection risk posed by COVID-19 as well as other recurring respiratory viruses.
- 1.6 Recruiting and keeping people in the care workforce is a major challenge to the care industry. On any one day there are 14,000 vacancies in the care sector in Norfolk. Care providers often find themselves competing with retail and hospitality sector to attract and keep staff. We continually need to support independent care providers to promote caring as a valued, meaningful and fulfilling career in health and social care
- 1.7 We will continue to support people in Norfolk to be independent, resilient, and well, through our Promoting Independence Strategy and the implementation of the Winter Plan. We will continue to strengthen social work so that it prevents, reduces and delays need. We will continue to be strong partners for integration working, be a strong partner to our providers, accelerate the use of technology and safeguard people with strong management of finance and performance.
- 1.8 The Winter Plan has been to the Health and Well Being Board and any feedback has been incorporated into the final plan.

2. Health and Social Care Context

- 2.1 We are committed to delivering a good service to our residents. We have already achieved a great deal in our journey towards Promoting Independence and we are committed to continuing this work to ensure we provide support for people who need it. As well as managing a difficult winter period, with the support of a focused Winter Plan, we will continue to provide support to residents of Norfolk when they need it most.
- 2.2 We will continue to promote prevention and early help through our Promoting Independence Strategy. This is the bedrock of prevention across the county, supporting more people to stay independent, resilient, and well. This ranges from community development, community connectors, general and specialist information and guidance, through to targeted early help and reablement. We will continue using Living Well as our Norfolk model of social work, based on 3 Conversations. Living Well was co-produced as a basis for promoting independence in Adult Social Care using social prescribing, employment support, money management, carers

support, as well as new mobile technology for front line staff. We have rolled out the new approach to more than 600 practitioners.

- 2.3 Adult Social Services in Norfolk support's 18,616 people every year with 109,156 contacts for social care received in a year to Norfolk County Council. In the period April to October 2021, our front line SCCE service received 20,279 calls requesting help. This unprecedented demand for support continues to rise with 9,400 more people contacting SCCE for support than four years ago. Residents are contacting Adult Social Services for a wide range of services and help. Residents requesting information numbered 2,375 with 2,263 people requesting a financial service. Mental Health Services saw 1,686 requests for an assessment.
- 2.4 In the period 1st April to 31st October 2021, Adult Social Services carried out 32,500 Care Act assessments. Assessments on average take 17 days to complete. This means that 6% of the Norfolk population received assessments in the past seven months with 41% of these assessments leading to a service being provided. Assessments could be a formal 'Care Act' assessment, assessments around carers, Assistive Technology, Safeguarding and more. In addition to these formal assessments, we conducted 12,762 existing case reviews. Reviews include a review of the 'Care Act' or unplanned reviews resulting in a change of circumstance.
- 2.5 Reablement services from April to October 2021 saw 4,852 referrals with 45% in the 80–90-year-old age bracket.
- 2.6 Swifts made over 9,600 visits for people in the community with unplanned urgent needs in 2020. There has been an increase in demand for Wwifts services. The period April 2021 to October 2021 has seen an increase of 1,500 requests from the previous year, and we expect by year end a total of approximately 2,000 additional requests. There is a 21% increase in demand for swifts from the previous year.
- 2.7 In Quarter 2 of 2021 Adult Social Services had 13,212 people access Norfolk County Council Commissioned Services including Day Care, Home Care, Residential Services, Nursing, Equipment, Supporting Living Transport and more. This total included 7,033 Older People, 2,743 Learning Disabilities, 1,553 Physical Disabilities, and 1,262 in Mental Health.
- 2.8 We will continue to deliver Extra Care Housing as part of the Independent Living Programme. Cabinet agreed a £29 million capital fund to facilitate the development of new extra care housing across Norfolk. The first scheme is underway in Fakenham consisting of 66 flats, a mix of one and two beds offering affordable rent and shared ownership.
- 2.9 We will continue to help young people prepare for adult life through our Preparing for Adult Life (PfAL) service, focusing on the needs of young people 10 to 14. This service facilitates stronger relationships with families and ensures a smooth transition into adulthood.
- 2.10 We will continue to safeguard adults against harm. We received 9,480 safeguarding enquiries in the period April 2021 to October 2021. We will continue strengthening our safeguarding work by ensuring our professionals have the right training, and multi-agency working is at the heart of the programme.
- 2.11 Assistive Technology (AT) - in the year from November 2020 to October 2021, the AT Team did around 2700 assessments for Assistive Technology to support people

to live independently at home and to support carers to continue caring. AT has already reached over 7,000 homes and we continue to review our AT offer to ensure the benefits to prevent, reduce and delay the need for formal care, is fully integrated into practice across Adult Social Services.

- 2.12 We will continue to support our carers when they are needed now more than ever. There are 99,419 unpaid and 336 paid carers in Norfolk supporting family and friends. We are committed to continuing to support our vital carers.
- 2.13 We have together already achieved much in our journey towards Promoting Independence and supporting our residents through one of the most difficult periods. We will continue to support people in Norfolk to be independent, resilient, and well through our Promoting Independence Strategy. This work will continue as a core part of the way we work. The additional support of the Winter Plan will look to manage unprecedented pressures that we expect to experience this winter.
- 2.14 Working in partnership with the Health system: It is important that there is clear system join up and partnership working with Health. The following is a summary of the action that is being taken and the join up that is happening across Health and Social Care.
- 2.15 The Norfolk and Waveney system has undertaken an evidence based and inclusive approach to winter planning across health and care pathways. The process is dynamic and will evolve as additional information becomes available. The following established Key Lines of Enquiry (KLOEs) have been used to provide a framework to collate information and provide assurance that the winter planning is structured and robust: Demand, Capacity, Exit Flow, Workforce, External and Communications.
- 2.16 Winter plans are compiled by the System Resilience team within the CCG's Urgent and Emergency Care Strategic Commissioning Team, on behalf of the system, in the form of live shared system document Norfolk and Waveney Winter Assurance Pack, overseen by the Norfolk and Waveney Urgent and Emergency Care Strategic Transformation Steering Group (UEC STSG). Winter resilience activities underpin a broader programme of transformation work which is delivering the National and Regional UEC agenda to improve access to services and outcomes for patients.
- 2.17 Provider level information forms the first 'Line of Defence' in the NHS National Winter Planning process. Individual winter plans have been gathered from key health and care organisations and demand profiles cross referenced to build a comprehensive understanding of pressures and plans throughout the UEC pathways. The NHS must balance competing demand between the elective and UEC pathways providing services for the significant backlog of cases that built during the Covid pandemic.
- 2.18 The Winter Planning process coordinates forecast demand for the winter period with assurance that individual organisational plans are in place. The plans have enabled identification of gaps in provision which, along with national and regional health and care priorities, have been used as the underpinning rationale for allocation of additional winter funding.
- 2.19 Key areas of concern for the N&W system centre around hospital exit flow and workforce. This presents as a high number of inpatients that do not meet the

‘Criteria to Reside’ and longer lengths of stay. Exit flow issues result from provider care market workforce shortages which have reduced both residential and home care availability. This has created a back log with upstream impact on hospital flow and ambulance handover delays.

- 2.20 System level Winter Planning information provides the ‘Second Line of Defence’. A high degree of collaboration at system level is in place supporting centralised initiatives for example, coordinated Norfolk and Waveney ‘Winter Campaign’ communications strategy, Workforce Mutual Aid agreement and collaborative bank, health and care staff vaccination programme. Additional winter schemes are being developed across the Norfolk and Waveney system to increase virtual ward and bed-based capacity, improve hospital discharge pathways and reduce ambulance handover delays at hospital.

3. Winter Plan Proposal

- 3.1 Norfolk Adult Social Services plays a critical role in ensuring the health and social care systems run as effectively as possible. The pressure placed on the system has increased to an unprecedented level during winter 2020/21 and winter 2021/22.
- 3.2 This report asks Cabinet members to agree the Norfolk Adult Social Services Winter Plan which sets out, in a single view, the department’s arrangements for the winter period. The Plan prepares the organisation to maintain Adult Social Care services during winter whilst at the same time, supporting system partners in maintaining good patient flow and safety.
- 3.3 The Winter Plan will prepare the department to maintain safe service provision during this period. The plan has been developed with commissioning colleagues and focuses on the ‘must do’ key areas of work that will prepare us for winter. To support the health and social care system to meet the challenges, this winter we are:
- a) Maintaining and expanding capacity to support people at home or, where appropriate, in short term residential settings
 - b) Prioritisation of people’s care needs on the Interim Care List
 - c) Providing wrap-around support for care settings
 - d) Improving pathways that are there to meet people’s care and support needs
 - e) Deploying Assistive Technology
 - f) Social Care recruitment campaign
 - g) Improving capacity in NFS
 - h) Supporting our Front Door service, SCCE
 - i) Supporting our Mental Health Services
- 3.4 The Winter Plan is made up of five key workstreams with a focus on increasing capacity through winter 2021/22. These are detailed below along with specific examples of the work contained in each workstream. The detailed Winter Plan can be made available by contacting the officer named on this paper.
- 3.5 **Workstream 1: Meeting People’s Needs.** To ensure we meet people’s needs through winter as part of our plan we will maintain and expand capacity to support people at home or, where appropriate, in short term residential settings. We will also explore the use of Direct Payments and Personal Assistants to meet people’s identified care and support needs. Work is underway to prioritise the care and support needs on the Interim Care List through the setting up of a Multi-Disciplinary

Team to oversee the plan, prioritise care and proactively manage packages of care that have been handed back to the Local Authority.

- 3.5.1 As part of this workstream we will look to extend current block contracts with the Home Support market to provide capacity that will support people who need to be discharged from hospital, back home.
- 3.5.2 We have also re-opened the Home Support Framework, with more providers being approved for NCC to commission care with. We are also working with the Voluntary Sector to understand how provision could be better connected with people who have identified support needs.
- 3.6 **Workstream 2: Supporting the Provider Market.** We will ensure we provide the provider market with strong support during winter. We will do this by providing wrap around support and leadership for care providers, focusing on quality and risk management. We will proactively support care providers and have reinstated regular calls with Home Support providers, to understand any issues and support they might need.
 - 3.6.1 We are expanding the Short-Term Beds team to provide rapid assessment of people entering a Short-Term Bed, to support people to return home, when they are ready and able to.
 - 3.6.2 We want to ensure we have a clear escalation approach that enables robust risk management of cases where there is no care in place.
 - 3.6.3 We will deploy Assistive Technology where appropriate. We are currently sending out 100 video care phones to homes.
 - 3.6.4 We have installed a system called iStumble to support people in their homes with falls. The first round of training on iStumble for NFS workers has now been completed, with all North based workers trained in the devices and the referral process and they have had the app for actioning video calls downloaded onto their work phones.
- 3.7 **Workstream 3: Supporting a resilient and functioning system.** We will ensure our decision making and processes enable responsive social care during winter and we will support to support our workforce.
 - 3.7.1 We will ensure there is a strong link between the Adult Social Services brokerage function and the Discharge Hubs in each of the three hospitals. This will ensure we have a robust and timely response when referrals for care packages or placements are received.
 - 3.7.2 We are committed to supporting our existing workforce and building a future workforce for Norfolk. We will look to do this by extending the NHS staff bank to enable deployment across social care and exploring the benefits of a peripatetic team.
 - 3.7.3 A major risk we face during this winter is a staff shortage. With critical funding from government, we are working on an ambitious recruitment campaign. The Workforce Capacity Grant will also help us work to support providers to recruit and retain staff. We will launch a Well-Being service for new and existing staff, and we will work with

local colleges and places of Higher Education to establish a Norfolk Care Academy.

- 3.8 **Workstream 4: Supporting Norfolk First Response (NFS) Business Continuity.** We will review all areas of activity to aid flow and improve capacity in NFS. We will review the reablement care and support being given to people to ensure that resources will be deployed in the most efficient way to support people. A number of initiatives are also focused on reducing the number of Domiciliary Care packages the service holds, to increase capacity for reablement support.
- 3.9 **Workstream 5: Supporting Mental Health Services.** Mental Health services are under considerable strain. We will look at implementing three new Mental Health Step Down Services. We will also look to establish five additional Mental Health residential care discharge beds. We will continue to address blockages as a priority. We will also extend the District Direct housing post into the Mental Health Discharge Team. We will provide Social Work roles to support timely hospital discharge in Mental Health.

4. Impact of the Proposal

- 4.1 The 2021/22 Winter Plan will help us ensure that high quality, safe and timely care is provided to everyone who needs it.
- 4.2 Across operational and commissioning teams, planning for winter is being built into the heart of ongoing service planning and we have been strengthening our collaborative working between local partners and providers. We want to continue to build on this collaboration, so we are best prepared to face this winter's challenge.
- 4.3 This document details Norfolk County Council's Adult Social Services Winter Plan. The purpose of the plan will be to prepare the department to maintain high quality and safe service provision during winter and supporting system partners. This document details the key themes and actions guiding our work.

5. Performance Management and Risk Assessment

- 5.1 The Plan will be measured using a robust performance management framework with regular reporting to the Departmental Leadership Team. We have also developed a SCOPEL (Social Care Operational Pressures Escalation Level) reporting system for adult social care. This is based on a similar model to the NHS OPEL system. SCOPEL provides a single daily view of the pressures on our social care teams and the care market using a simple 1 to 4 scoring system. It will be used to assess and report on the pressures at any given time during the winter and will inform senior management decisions if the pressures escalate up through the levels. While the plan is a robust and considered approach to managing existing pressures and looking to ensure we provide the right level of services through winter, the success of this Winter Plan and our ability to deliver may be met with a number of risks.
- 5.1.1 **Risk 1 - Recruitment, retention, and wellbeing –** sustaining staffing levels over winter in the whole care sector is vital, together with staff wellbeing which minimises short-term sickness absence. Arrangements are in place for all Norfolk County Council front-line social care staff to have a free flu vaccination. Nationally, there is provision for all care home staff and home care

staff to access Covid and flu vaccinations. A recruitment campaign is underway to attract new staff.

5.1.2 Risk 2 - Market capacity –

the majority of delays attributed to Adult Social Services have been people waiting for a support package. Homecare continues to be difficult to access across Norfolk, a situation which is reflected nationally.

5.1.3 Risk 3 - Holding lists –

the department has made good strides in reducing the holding lists over the last year; however, urgent demand from acute hospitals to support people back home can increase workloads for community teams and allow less urgent requests to build up.

5.1.4 Risk 4 - Maintaining our strategy -

at peak periods, the very high numbers of people seeking urgent medical care puts strain on the capacity we have to prevent and reduce the need for formal care. We know from previous years that increased numbers of people are admitted to residential and nursing care during winter months, and whilst for many this will be the right outcome, there could be those for whom alternatives might have been possible.

5.1.5 Risk 5 - Financial –

at times of pressure, there is a risk that, through winter, more intensive packages of support are needed for people due to an increase in complexity. There is a risk that we build in greater dependency for care which may impact on our ability to make savings.

5.1.6 Risk 6 - Reputation –

it is important for the confidence of people who use our services, that the contribution of Adult Social Care is not overlooked, and we are provided with the support and resources to maintain and deliver a high-quality level of care and support to people living within Norfolk.

6. Alternative Options

6.1 None identified

7. Financial Overview of Adult Social Care

7.1 The Adult Social Care budget at NCC still remains under pressure and is likely to require the usage of Business Risk Reserves in order to maintain a balanced outturn for 2021/22.

7.2 It is important however to recognise the critical interventions required by us during Winter in order maintain Adult Social Care over what is likely to be a period of enormous pressure. Given the financial position, investment has been targeted at those areas likely to have the biggest impact and/or fully harness external funding. The above actions to be undertaken during Winter, where they attract additional costs, are to be funded from a combination of Adult Social Care held Covid-19 reserves, Health and Social Care Hospital Discharge Funding or the newly announced Adult Social Care Workforce Recruitment and Retention fund.

8. Resource Implications

- 8.1 **Staff:** The Winter Plan has considered the staffing implications for all the initiatives that are underway.
- 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):** Attached at **Appendix A**
- 9.4 **Data Protection Impact Assessments (DPIA):** N/A
- 9.5 **Health and Safety implications (where appropriate):** N/A
- 9.6 **Sustainability implications (where appropriate):** N/A
- 9.7 **Any Other Implications:** N/A

10. Recommendations

- 10.1 **Cabinet is recommended to:**
 - a) **Agree the Adult Social Care Winter Plan for 2021/22**

11. Background Papers

- 11.1 None

Officer Contact

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

Officer name: Gary Heathcote
Telephone no: 01603 973863
Email: gary.heathcote@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

Adult Social Services' Winter Action Plan 2021/22

Equality Impact Assessment – Findings and Recommendations

November 2021

Craig Visser

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning.

For help or information please contact equalities@norfolk.gov.uk.

- **The proposal – Winter Action Plan 2021/22**

1.1. The main aim of the Adult Social Services (ASSD) Winter Action Plan is to mitigate for the challenges faced by Social Services at this time while Covid is still not fully under control and infection rates are increasing. There are also the added disbenefits of:

- an increasingly stretched adult social care workforce
- workforce shortages nationally and difficulty in recruiting
- rising demand from hospital and community referrals
- increase in Pathway 1 and 2 demand
- D2A leading to all people potentially needing care - accessing a short term / intermediate offer to support reablement / period of stabilisation

Norfolk Adult Social Services plays a critical role in ensuring that health and social care systems run as effectively as possible. The pressure placed on the system has increased to an unprecedented level during Winter 2020/21 and continues into Winter 2021/2022. The Winter Action Plan has been developed to ensure Adult Social Care is maintained, whilst supporting system partners. While the Winter Action Plan is looking to maintain status quo delivery and, in some areas, enhance that delivery / service the overall goal is not to impact on those individuals currently receiving services or seeking support over the Winter months.

- **Legal context**

- .1 Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions¹. This is called the 'Public Sector Equality Duty'.
- .2 The purpose of an equality impact assessment is to consider the potential impact of a proposed change or issue on people with protected characteristics. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- .3 It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

- **Information about the people affected by the proposal**

- .1 The proposal is likely to have both positive and negative impacts on anyone currently receiving adult social care or seeking to access services over the Winter months. While the intentions of the Plan seek to maintain the status quo, improve services, or support already fragile systems over a period that does see increased demand, there are potentially unforeseen impacts on the cohorts Adult Social Services supports, plus the pressures described above to the service itself i.e., rising demand, stretched and shortage of resource, etc.
- .2 While this proposal in the whole covers a majority of services provided by Adult Social Services the impact would be on all cohorts within the system so includes Older People, People with Physical Disabilities, People with Learning Disabilities, People with Mental Health Issues, and Autistic People.

- .3 Because of the range of people ASSD support there is an inherent likelihood that people with protected characteristics will be impacted on. It should be made patently clear that the impact is not as a result of their protected characteristics but rather as an overall shift in terms of maintaining services over the Winter months.

The people who will be impacted on include:

Total active users of Adult Social Services – 13,212* These can be broken down by specialism:

- Learning Disability – 2,743
- Mental Health – 1,262
- Older People – 7,033
- Physical Disability – 1,553
- Other – 253

*Data accessed 10/11/2021 from NCC Power BI Report Server – Active Service Users to Adult Social Services

Due to people not having to declare protected characteristics specific data cannot be provided, but as noted the Winter Action Plan looks at service provision and is blind to protected characteristics. However unintended issues that may rise out of the Winter Action Plan are highlighted under the section of Potential Impact.

• **Potential impact**

- .1 Based on the evidence available, this proposal is likely to have no detrimental impact on people with protected characteristics, however there may be some unintended consequences that should be noted, not just in terms of this proposal but as well for any future change activity. The Winter Action Plan manifests because of unprecedented circumstances over the last two winters, and because of a result of longer-term impacts on service provision due to Covid, Brexit and the changing care landscape. It's stated intention is to continue meeting people's needs; support our provider market; continue to support a resilient and functioning system; and implement business continuity for Norfolk First Response.
- .2 The specific impacts the plan (and any future activity) may have are:
- .2.1 For People with Disabilities and Older People – with service shifts to people's homes and increased self-service there is a potential that those services will not be there to support people (limited capacity and reduction in recruitment, plus funding may not meet demand due to price increases). In addition, should weather conditions deteriorate this will have an impact on people receiving / being able to / having a choice when accessing services.
- .2.2 People with Learning Disabilities, blind and D/deaf customers - there could be some limitation on accessible information / communication options especially if the shift is to more virtual provision.
- .2.3 Race – specifically in terms of Gypsy, Roma and Traveller (GRT) communities who may be impacted in terms of how and where services are delivered i.e., access impeded due to location. In addition, their access to Health services (e.g. cancer

treatment) and what is the impact regarding assessments and support we provide as part of the work we undertake with Health? Again, the shift to virtual services may impact on the GRT community's ability to access services. There should also be some further considerations for black and minority ethnic communities who are disproportionately affected by Covid.

- .2.4 LGBT / faith – with any changes there is the possibility that people don't have access to support groups. In turn there are also the longer-term impacts of lockdown and Covid where some community support no longer exists. This may now be mitigated elsewhere but potentially has an impact on many people with protected characteristics.

• **Conclusion**

- .1 So, while concluding that in the main the Winter Action Plan will not have any detrimental impact on people with protected characteristics, some thought should also be given to the unintended consequences outlined above. These may be managed or mitigated for elsewhere in ASSD, but if not should form part of the Winter Action Plan delivery. While funding and indeed mitigating for the long-term impacts of Covid place limitations on our ability to deliver services, every effort should be made or evidenced in terms of not detrimentally impacting on people with protected characteristics and in turn align with the Government's Autumn and Winter Plan 2021.
- .2 There is therefore no legal impediment to going ahead with the proposal. It can be implemented in full accordance with due process, national guidance, and policy.
- .3 Decision-makers are therefore advised to take these unintended consequences into account when deciding whether the proposal should go ahead.
- .4 While it is not possible to address all the potential impacts. Ultimately, the task for decision-makers is to balance these impacts alongside the need to manage reduced resources and continue to target support at those who need it most.

• **Evidence used to inform this assessment**

- Norfolk County Council's Equality, Diversity & Inclusion Policy
- Norfolk County Council's Equality, Diversity & Inclusion Objectives
- Norfolk County Council Area Reports on Norfolk's JSNA relating to protected characteristics:
 - Business intelligence and management data, as quoted in this report
 - Equality Act 2010 and Public Sector Equality Duty codes of practice
 - Adult Services Care Winter Action Plan Cabinet Report - for 6 December 2021
 - Adult Social Services Winter Action Plan - October 2021

• **Further information**

For further information about this equality impact assessment please contact

Officer name: Gary Heathcote

Telephone no: 01603 973863

Email: gary.heathcote@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.

Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic.

Remember that people with multiple characteristics may face the most barriers:

Characteristic	Who this covers
Age	Adults and children etc, or specific/different age groups
Disability	<p>All disabled people including but not limited to:</p> <ul style="list-style-type: none"> • People with mobility issues (e.g. wheelchair or cane users; people of short stature; people who do not have mobility in a limb etc) • Blind and partially sighted people • People who are D/deaf or hearing impaired • People with learning disabilities • People who have mental health issues • People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others).
People with a long-term health condition	People with long-term health conditions which meet the criteria of a disability.
Gender reassignment	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may also want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Marriage/civil partnerships	People who are married or in a civil partnership. They may be of the opposite or same sex.
Pregnancy & Maternity	

Characteristic	Who this covers
Race	<p>Race can mean colour, nationality (including citizenship), or ethnic or national origins, which may not be the same as current nationality.</p> <p>A racial group can be made up of two or more distinct racial groups, for example black Britons, British Asians, British Sikhs, British Jews, Romany Gypsies and Irish Travellers.</p>
Religion/belief	<p>Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.</p>
Sex	<p>This covers men and women. You may also want to consider the needs of people who identify as intersex (people who have variations in sex characteristics).</p>
Sexual orientation	<p>People who identify as straight/heterosexual/lesbian, gay or bisexual.</p>

¹ The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic¹ and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

The full Act is available [here](#).

Cabinet

Item No: 10

Report Title: Norfolk Strategic Infrastructure Delivery Plan (NSIDP) 2021

Date of Meeting: 6th December 2021

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

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

Is this a Key Decision? No

Executive Summary / Introduction from Cabinet Member

The NSIDP is a shared plan that contains Norfolk's high-level strategic infrastructure priorities for the next 10 years, pulling together information on key projects needed to support planned development and deliver economic growth in Norfolk. It is a living document that provides a clear message of Norfolk's strategic infrastructure needs to Government and its agencies. The NSIDP is focussed on strategic transport, utility, and sustainability projects; there are other infrastructure schemes and projects important across the county but not included in this strategic plan. The NSIDP sits alongside Children's Services Local Growth and Investment Plan and the Norfolk Public Health Strategy. Most notably, NSIDP has been recognised as a case study for best practice in supporting housing and infrastructure needs by the Town and Country Planning Association.

The NSIDP is reviewed and updated annually as projects are progressed through to delivery and new schemes come forward. The NSIDP helps the County Council and its local partners to co-ordinate implementation, prioritise activity and respond to any funding opportunities. The list of projects is compiled in partnership with a range of local partners and aligns with the County Council's priority for improved infrastructure, the ambitions of the New Anglia Local Enterprise Partnership Norfolk and Suffolk Economic Strategy, The Renewal Plan and the District Council's Local Plans. The projects in the NSIDP will accelerate the progress of sites that will deliver a significant number of homes and jobs, examples include:

- Road infrastructure at Attleborough and Long Stratton to deliver 5,800 homes;
- Weavers Way providing walking and cycling infrastructure to support the Broadland Growth Triangle's planned 13,500 homes

- East Norwich Regeneration scheme which could deliver up to 4,000 homes and 100,000 square metre of employment

Projects are placed in one of two groups, those grouped in Local Authority control and those to be delivered by external organisations. This creates a pipeline of projects and allows for informed discussions to co-ordinate implementation, prioritise activity and respond to any funding opportunities.

The production of the 2021 NSIDP started in May with officers from the County and District Councils working jointly to update progress on existing projects and consider any additional emerging projects. The NSIDP has been reviewed by officer groups: Norfolk Strategic Planning Group, Norfolk Growth Delivery Group, and the Norfolk Chief Executives Group (consisting of Chief Executives from all the District Councils) in October. It will also be considered by Norfolk Leaders (consisting of Leaders of all Norfolk District Local Authorities and the County Council) and the County Council's Infrastructure and Development Select Committee in November. The NSIDP remains a draft until a final version is signed off by Cabinet.

The key changes made to the 2021 NSIDP compared with the 2020 NSIDP are:

- The inclusion of new projects that meet the criteria – A17/A47 Pullover Junction
- Great Yarmouth Operations and Maintenance Campus (Phase I), Snetterton Energy Supply Short Term Power Needs (Phase I), Wymondham Water Supply Connections, and A47 Wisbech (Broadend Road section) have been added to the funded project list
- Great Yarmouth Learning Centre and University Campus, Business Incubator in Great Yarmouth Energy Park, Active Travel in Breckland, and Power and Access enhancements at Hethel have been added onto the Up-and-Coming Section

Recommendations:

- 1. To approve the 2021 NSIDP**
- 2. To support the continued production of NSIDP, together with annual review**

1. Background and Purpose

- 1.1.** The first Norfolk Infrastructure Plan (NIP) was produced to provide a summary of the infrastructure needed across the county and identify infrastructure constraints. The NIP was designed to be a management tool with the aim of ensuring delivery of key interventions over the plan periods of the Local Planning Authorities' Local Plans. Since 2012 a refresh of the NIP has been carried out annually, taking account of developments in understanding, new project information and the review of local authority plans meaning longer term projects and priorities could change accordingly. Since 2017 the NIP has become the Norfolk Strategic Infrastructure Delivery Plan (NSIDP) with a greater focus on delivery.

- 1.2. 2021 is still a year deeply affected by the global Covid-19 pandemic. At the time of producing this Plan, the Country is still reeling from the social and economic impacts of the pandemic. There are however some positive signs of recovery as society continues to emerge from social restrictions. This will further highlight the importance of the role of a Strategic Infrastructure Delivery Plan in helping to bring forward schemes that are designed to stimulate economic growth and thus pave a long-term route of recovery.

2. Proposal

- 2.1. The 2020 NSIDP can be found at: <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies> and sets out Norfolk's high level strategic infrastructure priorities for the next 10 years and has an accompanying online map <http://arcg.is/2u75ooY> presenting all the projects in the NSIDP as one vision for Norfolk. This will be updated once the final 2021 NSIDP has been adopted.
- 2.2. There are many other smaller infrastructure schemes and other important projects across the county. Not every project has been included in the NSIDP as the NSIDP only includes the most strategic projects, which make the largest contribution to housing and jobs targets; and on which the county council and other partners are actively working with a recognised route towards accelerated delivery. To maintain the purpose of the NSIDP there is a rigorous selection process and projects must meet the following criterion to be included:
- Delivering significant housing and jobs growth
 - Identified in existing plans/programmes
 - Have a committed route to delivery
 - There is a significant Local Authority control or interest
- 2.3. The list of projects has been compiled in conjunction with stakeholders including internal county council departments, district councils, utility companies and government agencies. The list of prioritised projects included in the NSIDP has been reviewed and agreed by the appropriate officer groups: Norfolk Strategic Planning Group, Norfolk Growth Delivery Group, Norfolk Chief Executives Group (consisting of Chief Executives from all the District Councils).
- 2.4. The production of the 2021 NSIDP started in May 2021 where officers from the County and District Councils worked together to update the progress of existing projects and consider whether there are any additional emerging projects that meet the criteria. Emerging projects were discussed and their inclusion in the NSIDP were collectively agreed by officers from Norfolk Strategic Planning Group and Growth Delivery Group in June. It was agreed that the following project be added:

- A17/A47 Pullover Junction (Road section – led by LA)

- 2.5. The projects are focussed on transport, utilities, regeneration, and sustainability and align with County Council's priority for improved infrastructure, the ambition of the Norfolk and Suffolk Economic Strategy, Local Industrial Strategy, the emerging Renewal plan, and the District Council Local Plans. They are also in sync with the Government's Build Back Better Plan and will deliver physical infrastructure that is essential to deliver the ambitions of people's priorities, levelling up the UK and supporting the transition to Net Zero.
- 2.6. Some projects are further forward than others, so they have robust investment requirements and implementation timelines; others are in the early stages of design and are less well known. In some cases, the funding sources are clear, for example where Section 106 (S106) or Community Infrastructure Levy (CIL) collected from developers will provide a significant contribution. Additional details on costs and sources of funding, such as contributions from utility companies like Anglian Water will be added as projects are firmed up.
- 2.7. As from last year, a new section titled "Regeneration" has been added to capture developing schemes that encompass a wide range of infrastructure activities that have a profound revitalising effect on an area that do not easily fit into a singular category such as road and rail.
- 2.8. There is also an "up and coming" section for those projects which are likely to fit the criteria for the NSIDP but where enough information is not known for projects to be fully included in the plan at this time. This assists in the creation of a pipeline of projects for future inclusion. As an example, this year's newly added project of A17/A47 Pullover Junction previously featured under the "up and coming section". There are currently 15 projects listed, such as North Walsham Link Road and Trowse Rail Bridge. The full details of these projects are page 76 of the plan.

3. Impact of the Proposal

- 3.1. The NSIDP is focussed on delivery with projects grouped by those in Local Authority control and those which are being delivered by external organisations. For those projects in Local Authority control significantly more information has been provided including a detailed breakdown of each project stage and the work underway to progress delivery.
- 3.2. Norfolk County Council and its partners are using the NSIDP to help accelerate infrastructure delivery to support growth. There are several projects featured in the previous plan that have successfully moved forward to the fully funded status and due to start construction such as Great Yarmouth Operation and Maintenance Campus and Snetterton Energy Supply Short Term Power Needs. Norfolk County Council remains on-track with the work on priority schemes at

Long Stratton and West Winch to meet Government's timetable for the Major Road Network funding stream. Funding commitment from Government for the next stage of work on Long Stratton Bypass has been secured and Norfolk County Council is awaiting Government support for the next stage of work on West Winch. The first stage of work at A47/A17 Pullover Junction, King's Lynn, has been successfully completed and funding to initiate the next stage of work has been secured, this will see a preferred option developed. Norfolk County Council, along with its partners, will continue to align development of projects' key milestones to match opportunities for their progression.

Evidence and Reasons for Decision

4.1 None

Alternative Options

5.1 None

Financial Implications

6.1 There are no direct financial implications of the NSIDP. Individual projects will have their own budgets. Staff support is managed through existing resources.

Resource Implications

7.1 **Staff: The NSIDP is managed within existing resources.**

7.2 **Property: None**

7.3 **IT: None**

Other Implications

8.1 **Legal Implications: None**

8.2 **Human Rights Implications: None**

8.3 **Equality Impact Assessment (EqIA) (this must be included): Each individual project will be subject to EqIA, as appropriate**

8.4 Data Protection Impact Assessments (DPIA): Each individual project will be subject to DPIA, as appropriate

8.5 Health and Safety implications (where appropriate): None

8.6 Sustainability implications (where appropriate): The NSIDP helps deliver the infrastructure required for sustainable development and each project will be subject to its own SEA as appropriate

8.7 Any Other Implications: None

Risk Implications / Assessment

9.1 None

Select Committee Comments

10.1 The Infrastructure and Development Select Committee considered the attached Norfolk Strategic Infrastructure Delivery Plan on 17th November 2021. Members recommend the Cabinet to consider setting up a dedicated officer group focussing on addressing the issue of power supply for future developments coming forward.

10.2 The Committee endorsed the strategic and inclusive approach to infrastructure planning and supported the continued production of the NSIDP, together with its annual review.

Recommendations

- 1. To approve the 2021 NSIDP**
- 2. To support the continued production of NSIDP, together with its annual review**

Background Papers

12.1 The 2020 NSIDP is available at: <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/business-policies/norfolk-infrastructure-delivery-plan> with an accompanying online map [Norfolk Strategic Infrastructure Map](#). The draft 2021 NSIDP can be found in Appendix A and will be available via the same web link once approved by Cabinet.

Officer Contact

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

Officer name: Ninan Xu

Telephone no.: 01603 223626

Email: ninan.xu@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.

Draft Norfolk Strategic Infrastructure Delivery Plan 2021

December 2021

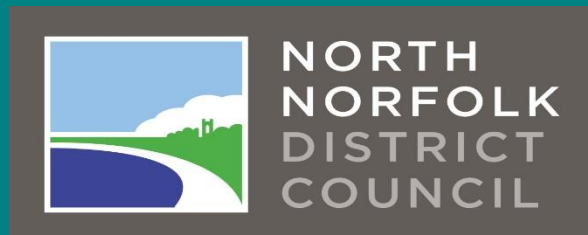


Table of Contents

INTRODUCTION	1
FUNDING OPPORTUNITIES.....	10
FUNDED PROJECTS AT OCTOBER 2021	13
DIGITAL CONNECTIVITY	14
EDUCATION	17
OFFSHORE TRANSMISSION NETWORK REVIEW	20
INFRASTRUCTURE PROJECTS IN LOCAL AUTHORITY CONTROL.....	23
ROAD PROJECTS.....	24
RAIL PROJECT	25
UTILITIES PROJECTS	25
SUSTAINABLE PROJECTS.....	26
EDUCATION PROJECT	26
REGENERATION PROJECT	26
ROAD PROJECTS.....	27
BROADLAND GROWTH TRIANGLE LINK ROAD.....	28
ATTLEBOROUGH LINK ROAD	29
A10 WEST WINCH HOUSING ACCESS ROAD	30
A140 LONG STRATTON BYPASS	31
FAKENHAM A148 ROUNDABOUT ENHANCEMENT	33
NORWICH WESTERN LINK.....	34
A17/A47 PULLOVER JUNCTION, KING'S LYNN	35
RAIL PROJECT.....	36
BROADLAND BUSINESS PARK RAIL STATION.....	37
UTILITY PROJECTS	38
THETFORD ENERGY SUPPLY	39
ATTLEBOROUGH ENERGY SUPPLY	40
SNETTERTON HEATH ENERGY SUPPLY.....	41
SUSTAINABLE PROJECTS	42
WEAVERS WAY	43
THE GREEN LOOP.....	44
BROADLAND COUNTRY PARK.....	45
BURLINGHAM COUNTRY PARK	46
EDUCATION PROJECT.....	47
BROADLAND GROWTH TRIANGLE SECONDARY SCHOOL.....	48
REGENERATION PROJECT.....	49
EAST NORWICH REGENERATION AREA.....	50
INFRASTRUCTURE PROJECTS TO BE DELIVERED BY OTHER ORGANISATIONS	51
ROAD PROJECTS.....	53
A11 THETFORD BYPASS JUNCTIONS.....	54
A47 WISBECH BYPASS JUNCTIONS	55
A47 TILNEY TO EAST WINCH DUALLING	56
A47 ACLE STRAIGHT DUALLING	57
RAIL PROJECTS.....	58
NORWICH TO LONDON RAIL (NORWICH IN 90)	59

GREAT YARMOUTH RAIL STATION.....	60
ELY AREA ENHANCEMENTS	61
EAST WEST RAIL (CAMBRIDGE TO OXFORD)	62
UTILITY PROJECTS	63
SPROWSTON PRIMARY AND PEACHMAN WAY PRIMARY SUBSTATIONS	64
EARLHAM SUBSTATION.....	65
CRINGLEFORD PRIMARY SUBSTATION	66
BROADLAND GROWTH TRIANGLE TRUNK SEWER.....	67
KING’S LYNN SEWERAGE IMPROVEMENTS	68
SUSTAINABLE PROJECTS	69
GREAT YARMOUTH FLOOD DEFENCES 2017 ONWARDS (EPOCH 2).....	70
FUTURE FENS – FLOOD RISK MANAGEMENT	72
DIGITAL PROJECT	74
SMART EMERGING TECHNOLOGY INSTITUTE (SETI)	75
UP AND COMING PROJECTS.....	76

Introduction

Norfolk County Council (NCC) and its partners are determined to unlock Norfolk's full potential. To make this happen we are working together to ensure existing and planned infrastructure links people to jobs, homes to local amenities and business to customers. Work is already underway to achieve our social, economic, and environmental aspirations for today whilst making Norfolk future fit for the challenges of tomorrow.

The Norfolk strategic infrastructure delivery plan (NSIDP) pulls together information on the key infrastructure needed to deliver economic growth in Norfolk. It is a working document that will be reviewed on a regular basis as information becomes available and projects progress through to delivery. The Plan will help NCC and partners to co-ordinate implementation, prioritise activity and respond to any funding opportunities. An online map showing all of the projects and key information can be found: [Norfolk Strategic Infrastructure Plan Map](#)

All the information in the NSIDP is correct as of the date of publication and will be reviewed on a regular basis, the plan has been developed by assessing the work required for each project to progress forward and where appropriate identify funding opportunities to carry out this work.

The Town and County Planning Association published (June 2018) a report: Building for the Future: The Role of County Councils in Meeting Housing Need. This report identified Norfolk County Council as a case study of best practice particularly highlighting the successes of the Norfolk Infrastructure Delivery Plan and Norfolk Strategic Planning Framework in future planning and collaboration.

The NSIDP sets out the Norfolk wide **high-level strategic infrastructure priorities** for the next 10 years. This list has been compiled in collaboration with stakeholders including internal county council departments, district councils, utility companies and government agencies. These projects align with the County Council's priority for improved infrastructure, the ambitions of the New Anglia Local Enterprise Partnership (LEP) Norfolk and Suffolk Economic Strategy (NSES), Local Industrial Strategy and the Restart Plan, District Council Local Plans, the County Council's vision and strategy including "Together for Norfolk, Together for our future and rising to the challenge together", Children's Services Local Growth and Investment Plan and the Norfolk Strategic Planning Framework agreed by all Norfolk planning authorities.

There are many other important infrastructure schemes and projects across the county. Not every project can be included in the NSIDP. For example, sitting alongside the NSIDP, there are numerous more detailed work streams generating projects in areas such as sustainability, renewable energy, and green economy. The details of some of these projects can be found in proposed works supporting the County Council's Environmental Policy and Norfolk Strategic Planning Framework amongst others. All these works form part of a comprehensive range of infrastructure schemes that will support an inclusive and sustainable economy.

The NSIDP includes the **most strategic projects** that the county council, alongside partners, are actively working to progress and which have a recognised route towards delivery. Infrastructure projects in this delivery plan are appropriately in sync with the Governments Build Back Better plan for growth, which takes a transformational approach to tackling long term problems to deliver growth that generates jobs across the UK. All of the projects will deliver the physical infrastructure that is essential to deliver the ambition of achieving people's priorities, levelling up the UK and supporting the transition to net zero.

The projects included in the NSIDP are now categorised into those where Local Authorities lead the project and those where an external organisation is leading and delivering the project. This still allows us to identify all the strategic infrastructure projects in Norfolk but also direct resources, identify funding sources and target lobbying in the most effective way as different projects will have different routes through to delivery.

Some projects are further forward than others, so they have robust investment figures and implementation timelines; others are in the early stages of design and have less information. In some cases, the funding sources are clear, where Section 106 (S106) or Community Infrastructure Levy (CIL) collected from developers will provide a significant contribution. Additional details on costs and sources of funding, such as contributions from utility companies like Anglian Water will be added as projects are firmed up.

As each iteration of the NSIDP reflects the progress of these projects, this plan is also an effective tool for all stakeholder authorities to share best practices through joint officer network groups on ways to accelerate the development of these priority schemes.

The scheme development of these projects is demonstrated by a tick system, shown below:

- No ticks = Issue identified but no work carried out to identify project/solution
- ✓ = Feasibility work on scheme has begun to identify options
- ✓✓ = Feasibility/development work underway on preferred option
- ✓✓✓ = Project is shovel ready

Norfolk Strategic Infrastructure Delivery Plan 2021

The 2021 version of the NSIDP reflects the latest update on all the collectively agreed strategic infrastructure projects (both newly added and existing projects) across the County. Many of the existing projects mentioned below continue to progress forward and dominate the strategic infrastructure priority landscape.

East Norwich Regeneration scheme represents a “once in a generation” opportunity to unlock and shape the comprehensive development of a new high quality, sustainable urban quarter of East Norwich, linking the city centre with the Broads, delivering exemplar design, and creating a highly attractive location for living and working. The riverside regeneration potential of the sites could be maximised to create a distinct sense of place and provide enhanced connectivity with high quality

pedestrian and cycle links. The scheme has the potential to deliver significant new housing and employment development, and act as a catalyst for regeneration of both East Norwich and wider city. This could realise the long-held vision of East Norwich as a productive quarter for the future growth of the city, that could generate up to 4,000 homes, 100,000 square metres of employment space and up to 6,000 jobs. The scale of the vision has helped stimulate Homes England interest in this scheme, given its remit to accelerate delivery. A master plan has now commenced this year to determine preferred options.

In rail projects, there is also significant progress achieved in the **Ely area enhancement** scheme which is led by Network Rail. Network Rail has secured £13.1m funding from the Department for Transport (DfT) and £9.3m funding from Cambridgeshire and Peterborough Combined Authority, New Anglia LEP and Strategic Freight Network to understand the scale of the challenge to increase capacity through Ely and progress early design options for public consultation. Enhancement will significantly improve train connectivity between Norfolk and Cambridgeshire and Stansted Airport as well as the Midlands and the North of the UK. The Outline Business Case is expected to be submitted to DfT in spring 2022. Further design and development of the programme and authorisation will be subject to future funding decisions by the Department for Transport through the Rail Networks Enhancements Pipeline process.

There are also significant projects in development in the Up-and-Coming section of this plan, where a list of “bubbling under” projects is included which could graduate to the main section of the plan as they become more developed in the future. One such example is the **A149 King’s Lynn bypass**. This route is subject to extensive queuing and delays. Some pre-feasibility work has been carried out into more extensive local widening improvements on the southern section of the route between the hospital and the Hardwick junction with the A47. A key finding from the work is that traffic flows are currently about 38,000 vehicles per day. If a new road was planned to accommodate this level of traffic it would need to be of dual carriageway standard. This illustrates the inadequacy of the current road. Any scheme devised would need to include measures to facilitate improvements to public transport and the Active Travel modes of walking and cycling. Improvements to the road could also provide an opportunity to bring forward a complementary package of active travel and public transport measures across the town. Governments Large Local Major (LLM) scheme funding pot potentially offers an appropriate funding stream if it were an agreed priority for the region.

There is a current tendency for Government funding opportunities for significant transport schemes to be offered with a limited timeframe for implementation. This often means that unless initial pre business case work has been carried out, there is insufficient time to develop the project to a point where it can be delivered within the lifetime of the fund. Further work is now required on an A149 King’s Lynn bypass and complementary package of sustainable transport measures to undertake pre business case feasibility work, so the council is in a position to undertake a formal Strategic Outline Business Case (SOBC) when the next opportunity arises. Funding is being sought with a view to commencing this further work in early 2022.

Impacts of the Pandemic

2021 is still a year deeply affected by the global Covid-19 pandemic. At the time of

producing this NSIDP, the Country is still reeling from the social, economic and political impacts of the pandemic. With the successful introduction of the vaccination programme, there are however some positive signs of recovery as we emerge from the social restriction measures of the lockdown. The easing of the lockdown has helped the economy to spear ahead in the second quarter of the year with growth of 4.8%, making UK the best performance of any advanced economy. It is however, still 4.4% below pre-pandemic level. Promising signs are also shown in the job market, the number of job vacancies in the three months to August rose above one million for the first time since 2001. Again, this needs to be seen against the backdrop of one million workers still on the Furlough scheme as the scheme winds down.

In this challenging time, strategic infrastructure projects that are designed to stimulate the economic and social wellbeing of the community are more vital than ever to ensure the long-term route to recovery. There continues to be a clear shift in direction from the Government towards an emphasis on developing a **greener and cleaner economy**. The presence (and the starting of construction) of the **Great Yarmouth Operations and Maintenance** for the offshore wind energy sector in this year's NSIDP is a timely reflection of this agenda. Changes in social behaviour prompted by the pandemic including greater levels of working from home and a significant increase in online business activities meant that digital infrastructure in Norfolk needs further significant improvement. This Delivery plan recognises this, as reflected in the inclusion of ongoing development of existing projects in the Digital Connectivity sector including the **East of England Smart Emerging Technologies Institute**.

Sustainability and De-carbonisation

Climate change has become a galvanising force behind government policy. Building on the new commitments to net zero in the Climate Change Act, each of the districts has taken its own approach to supporting the government's efforts but all are unified in taking things further than the government's 2050 target. Collectively, each has adopting more challenging targets than government, both in addressing their own operations, and within their wider areas. NCC too has adopted stringent carbon targets both on its own estate and for the county as a whole by 2030. Clearly it cannot do this on its own, but partnership working with all its stakeholders will be crucial to moving towards it. Infrastructure in all its forms will need to be harnessed to achieving these goals.

Much of the emphasis of the NSIDP is around transport infrastructure needed to support the planned growth across the county. The emerging strategies and plans, including the Local Transport Plan, now seek to embed an approach towards net zero. Transport is the biggest emissions impact sector in the county, and the road improvements envisaged will take account of a de minimis approach to environmental impact, and will therefore, seek to mitigate any impact, but to leave an improved legacy going forward, fully in keeping with ambitions to ensure that biodiversity 'net gain' will be at the heart of any construction project.

Reducing the impact of transport, as the government states in its 'Decarbonising Transport Plan', is predicated on the transition to electric vehicles (EVs). 91% of transport emissions is from road transport and Norfolk has above the national average in transport emissions. Road transport is key to the movement of people and goods. Therefore, efforts will be targeted to support existing and future transport

infrastructure needs so that it can embrace the necessary electric vehicle infrastructure to facilitate the transition to a zero-emissions transport fleet. In parallel with this we will bolster the work towards expanding the quality greenways within Norfolk. These are crucial to support active travel endeavours currently planned across the county. Currently a pilot project with Norwich City Council, UK Power Networks and the County Council is underway to investigate the installation of on-street electric vehicle charging points. The aim of this work, in conjunction with the District Councils, and the Norfolk Climate Change Partnership, is to develop more wide-ranging EV charge point projects in locations which may have limited market appeal in the first instance.

Key to supporting residential and commercial growth will be to ensure that developments meet the net zero challenge, therefore, we will seek to explore opportunities that provide energy solutions with the development and energy communities both within and without the regulatory framework that we all operate within.

Key Growth Locations

Figures 1 and 2 indicate that Norfolk's key growth locations are clustered at points along the main transport arteries. Therefore, these growth corridors and the locations identified in the NSES and District Local Plans provide the spatial context for this plan.

The Norfolk Strategic Planning Framework 2019 suggests Norfolk authorities will need to collectively plan for at least an additional 75,186 (approx. 4,200 per annum) homes by 2036. **Figure 1** outlines the key strategic housing sites that will deliver the majority of this growth, with growth focussed around key urban areas that have existing infrastructure and services that have the capacity to support high levels of growth. It also identifies all the places in our area that are expected to grow by at least 1,000 homes over the relevant local plan period. In addition to the major urban areas of Norwich, King's Lynn, and Great Yarmouth there are groupings of towns along the A11 as well as key individual market towns that can make a significant contribution to growth.

Figure 2 identifies the major employment sites and opportunities in Norfolk crossing a range of sectors and locations. As with housing growth it shows the majority of employment sites are aligned with the urban centres and access to the trunk road network. The job growth locations have a diverse mix of high impact sector activity, but the smaller locations have mainly advanced manufacturing and agri-tech, with more life sciences in the southwest which is closer to Cambridge. There are concentrations of employment locations serving high impact sectors in:

- **Greater Norwich** – Life sciences, digital cluster, finance, and insurance
- **Great Yarmouth** – Offshore energy
- **Attleborough, Thetford and A11 Corridor**
- **King's Lynn and Downham Market** – Advanced engineering
- **Fakenham** – Agri-tech and food processing

Figure 1 Key Housing Growth Sites

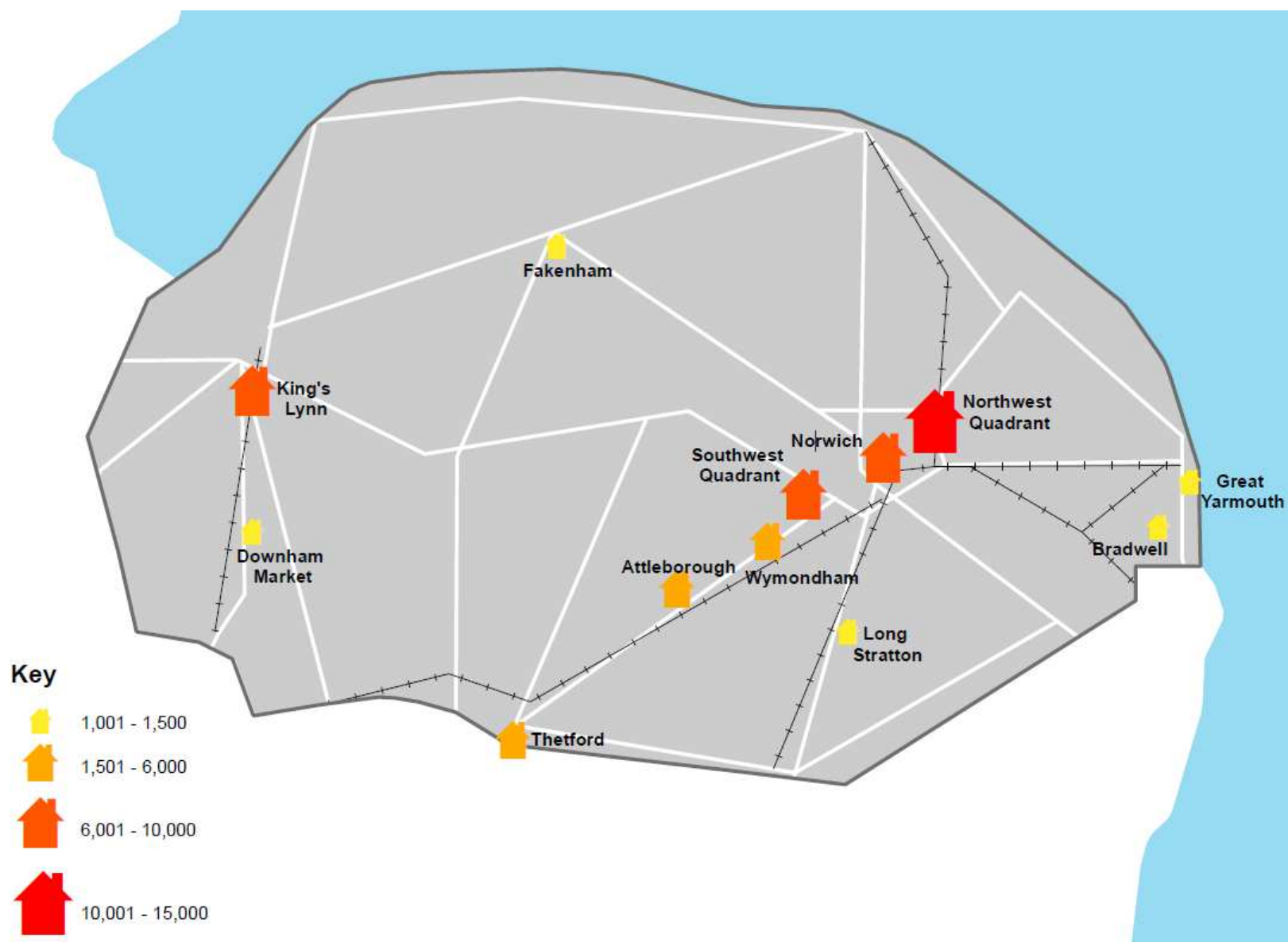


Figure 2 Key Employment Sites

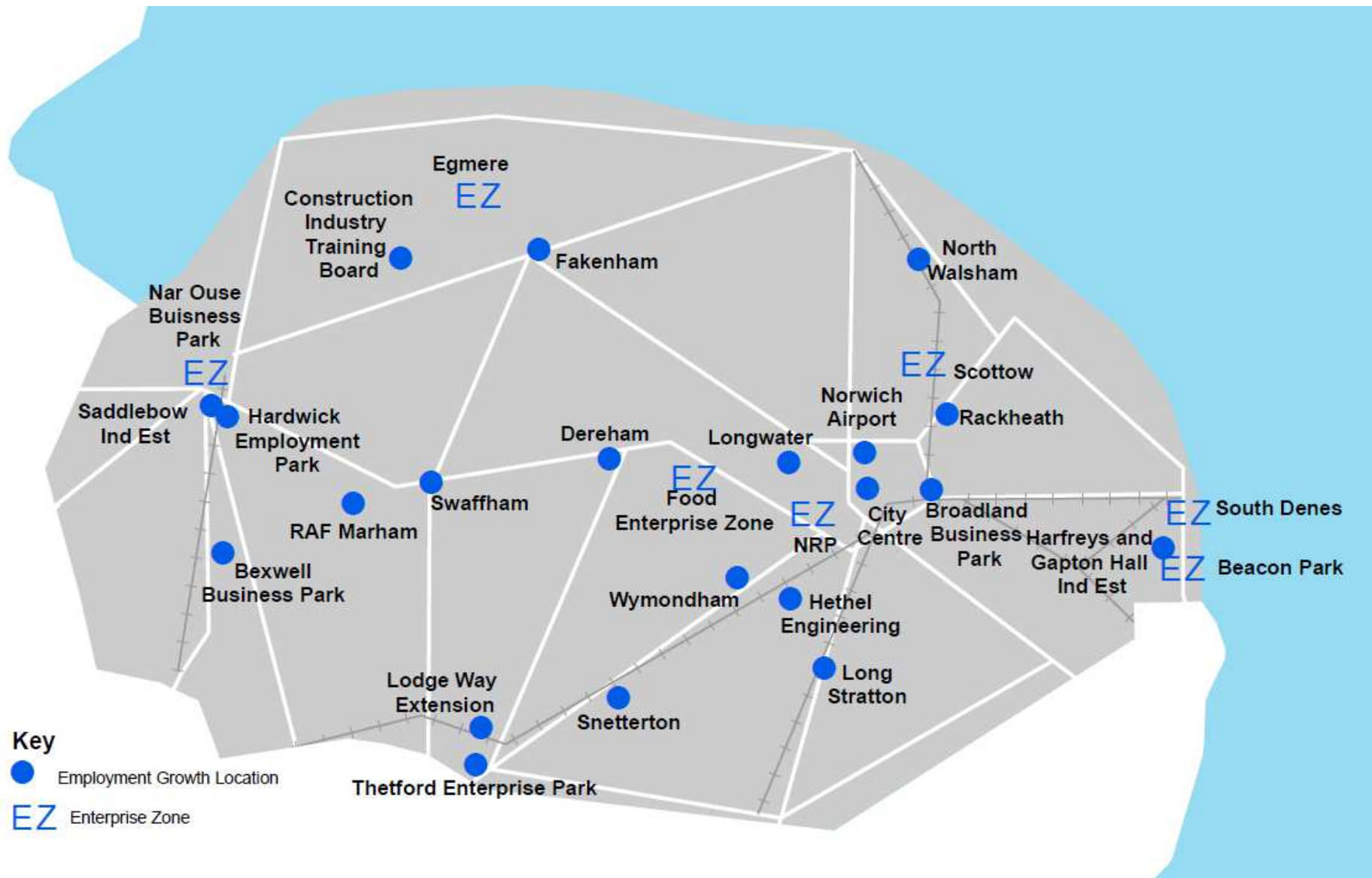
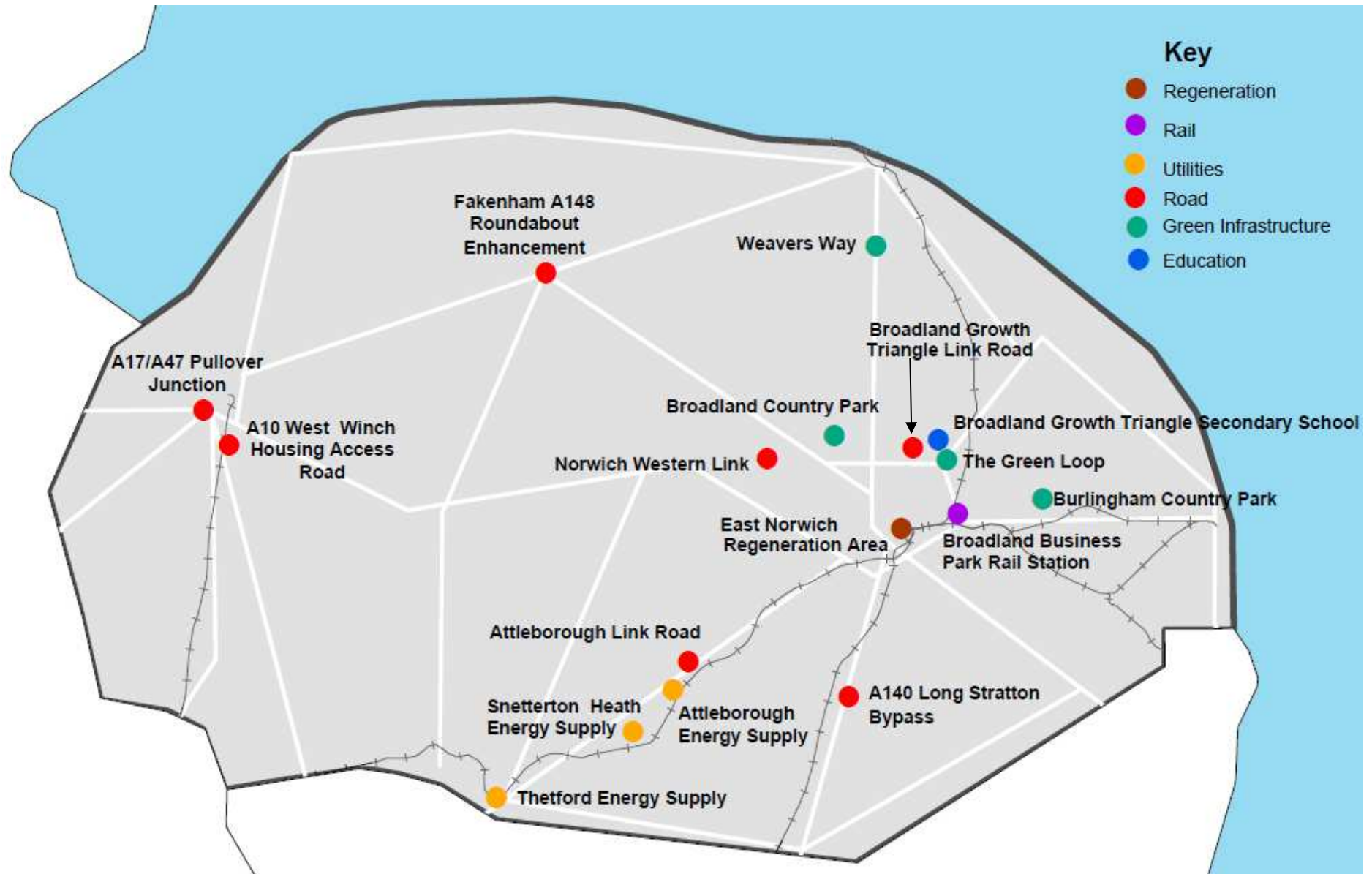


Figure 3 shows all of the projects in Local Authority control that require further development, it does not show projects that are funded, which are listed on page 12. These projects are in alignment with housing growth, jobs growth and the NSES key places, creating better places to live and work for people in Norfolk. The transport projects support major housing and employment sites, improving connectivity and reducing journey times for people and businesses. Utility projects are concentrated around urban areas and the towns along the A11, ensuring the developments at Thetford, Attleborough and Snetterton are built out as planned, and capacity for water supply and disposal is increased in Norwich and King's Lynn to accommodate growth. Utilities including digital coverage are now as essential for homes and businesses as being able to turn a tap on and should be seen in the same way with this plan identifying a range of projects that need to be progressed to deliver the planned growth in the NSES key locations. For the county to grow sustainably, green infrastructure projects will mitigate the impact of growth to the northeast of Norwich whilst flood defences and coastal erosion projects will be vital in protecting both existing and future homes and businesses. The projects do not work in isolation, and they deliver more than one outcome. The transport projects are focussed on unlocking housing and job sites. These cannot move forward without essential utilities being in place, while green infrastructure projects create innovative solutions that can alleviate environmental constraints.

Figure 3 Strategic Infrastructure projects in Local Authority control



Funding Opportunities

The funding required to pay for the strategic infrastructure projects to support delivery of growth is a key element of the individual Local Infrastructure Plans. Opportunities for funding include:

- Growing Places Fund
- City Deals
- Business Rates Pool (BRP)
- Growing Business Fund
- Enterprise Zone accelerator fund
- Enterprise Zone business rates retention challenge fund
- Local Investment Fund (LIF)
- Local Major Transport Schemes
- New Anglia Local Enterprise Partnership (New Anglia LEP)
- Homes England
- Housing Infrastructure Fund
- Private Investment
- National Productivity Investment Fund (NPIF)
- Developer funding (S106 and CIL)
- Transforming Cities Fund
- Government Major Road Network
- Access for All
- Future High Streets Fund
- Sovereign Wealth
- Industrial Strategy related funding
- Norfolk Strategic Fund
- Community Renewal Fund
- Capability Fund
- The Levelling Up Fund
- Capacity Building Fund
- Towns Fund Deal
- Shared Prosperity Fund
- Infrastructure Investment Fund

In December 2013, Broadland, Norwich City, Norfolk County and South Norfolk councils together with the New Anglia LEP, signed a City Deal with central government of which a core theme supports infrastructure delivery within the Greater Norwich area. Under the direction of the Greater Norwich Growth Board, the partners work to accelerate this delivery, funding infrastructure projects through the pooling of their Community Infrastructure Levy (CIL) contributions into one joint Infrastructure Investment Fund, and harnessing CIL supported borrowing through their City Deal agreement.

The infrastructure priorities identified in the NSIDP will assist the delivery of the NSES and District Council Local Plan growth ambitions. This plan then sets out which elements of infrastructure are required to support the identified growth locations.

Housing Infrastructure Fund

Norfolk has been successful in getting several schemes into the Homes England Housing Infrastructure Fund (HIF). The funds allocated in Norfolk are:

Marginal viability fund (single and lower tier authorities)

Scheme	Funding agreed	Works proposed	Homes unlocked
Kingsfleet Urban Extension, Thetford	£9.95m	Power infrastructure	5,000
Anglia Square, Norwich	£12m	Decontamination, archaeology, demolition, drainage, roads and parking, water, electricals, and gas	1,230
Cringleford, South Norfolk	£7.8m	Infrastructure (Homes England's Accelerated Construction Fund.)	350

Forward funding (upper tier authorities)

Scheme	Funding agreed	Works proposed	Homes unlocked
Broadland growth triangle	£57m	Infrastructure	7,720
Total	£86.75m (currently – not including Broad Growth Triangle)		14,300

The £57m bid put forward for the Broadland Growth Triangle was unsuccessful. NCC and partner authorities will continue to seek other funding opportunities to progress this forward.

Transforming Cities Fund

The County Council was successful in securing £38.4m through the Transforming Cities Fund (TCF). The application was based around the vision of investing in clean transport, creating a healthy environment, increasing social mobility, and boosting productivity through enhanced access to employment and learning. NCC have prioritised corridors and schemes that will maximise benefits and value for money and are deliverable within the challenging timescales of the funding programme. We have also tried to deliver the best possible balance between bus, walking and cycling schemes, which will be supplemented by a co-ordinated and sustained behaviour change programme that will be locally funded and delivered.

Schemes being over the period 2020-2023 include the following:

- Improvements to walking, cycling provision and public realm in Tombland;
- A contraflow lane to provide cyclists and bus passengers with a more direct and improved access to the rail station and city centre along Thorpe Road;

- Improved bus stop infrastructure, pedestrian and public realm facilities through the busy heart of the city centre;
- Widened pavements and an improved cycle and pedestrian environment along King Street improving the connection between cultural institutions, substantial new residential development and the city centre;
- Improved access and facilities at Norwich Bus Station and Norwich Rail station, new transport interchanges at the Norfolk & Norwich University Hospital and Bowthorpe and works at Wymondham rail station to enable the Cambridge-bound platform to be fully accessible;
- Interventions within the Norwich Lanes area of the city that will improve the environment for walking and cycling;
- Improvements to cycle and pedestrian facilities along the Marriotts Way;
- Provision of a new transport link between the International Aviation Academy / Airport industrial estate and Norwich International Airport for buses, pedestrians and cycles;
- Works on key junctions at Heartsease and Ketts Hill to address poor accident records;
- Expansion of Thickthorn Park and Ride site;
- Bus priority at traffic signals and along key radial public transport routes into the city; and
- Provision of new and transformative wayfinding infrastructure.

Vital infrastructure improvements that will improve travel times for bus passengers has given First Eastern Counties the confidence to invest a further £18m in its fleet and local services.

Other Non- Public Funding Opportunities

Schemes are increasingly exploring a broader range of opportunities which include a mixture of both public and private finance options to accelerate the pace of each project development.

Infrastructure Funding Statement

Amended CIL Regulations came into force on 1 September 2019, which introduced the requirement for all Local Authorities to produce an Infrastructure Funding Statement (IFS) where they charge CIL or collect planning obligations contributions through S106 agreements. Local Authorities are required to set out clearly in their IFSs how much monies they have collected through CIL and planning obligations contributions; and where these monies have and will be spent.

The County Council continues to work with all the Local Authorities across Norfolk to ensure a joined-up approach to infrastructure delivery through developer funding. This builds on existing arrangements relating to the preparation of Local Authority Infrastructure Delivery Plans.

Funded Projects at October

The following projects have successfully been funded since 2013

Completed:

- Broadland Northway (Norwich Northern Distributor Road (incl Postwick)) - £205m
- Norwich Pedal ways -£14m
- Great Yarmouth sustainable transport package (Part 2) - £3.5m
- Great Yarmouth Beacon Park Link (A47/143 Link) - £6.8m
- A11 dualling Barton Mills to Thetford- £105m
- Great Yarmouth Right Turn at the rail station - £400,000
- Great Yarmouth Rail Station to the Market Place improvement- £2m
- Great Yarmouth sustainable transport package (Part 1) - £2.5m
- Thetford Enterprise Park Roundabout- £1.5m
- Bacton Walcott Landscaping - £19.3m
- A140 Hemphall Roundabout - £4m
- A11/Outer Ring Road Daniels Road junction improvement- £2m
- King's Lynn Lynnsport Link Road - £3.5m
- Great Yarmouth congestion-busting projects- £3.3m
- Attleborough Town Centre Improvements - £4.5m
- Norwich (various projects including Dereham Road roundabout- £2m, Cycle link extension to Wymondham- £1.3m, City centre Prince of Wales Road- £2.6m, Dereham Road widening- £3m)

Under construction or part-completed:

- Great Yarmouth sustainable transport package (Part 2) - £3.5m
- Snetterton Heath Energy Supply Phase I – New primary substation and 6MVA transformer commencing Jan 2022 – £3.6m
- Thetford Water Supply – £9.8m
- Thetford Sewerage Scheme - £2m
- Easton, Hethersett and Cringleford sewerage upgrade - £11m
- Local Full Fibre Network (LFFN) - £12m
- Internet of Things Innovation Network - £735,000
- Great Yarmouth Operations and Maintenance Campus
- Wymondham Water Supply Connections
- Great Yarmouth Third River Crossing -£120m

Planned, not yet started:

- A47 improvements £200-300m (incl Thickthorn (Norwich) and Great Yarmouth junction improvements, and dualling Blofield to North Burlingham and Easton to North Tuddenham)
- Increased Surface Water Capacity North Lynn
- Thetford SUE - £14m
- A47 Wisbech Junctions (Broadend Road)

Digital Connectivity

When Better Broadband for Norfolk (BBfN) implemented its first fibre enabled cabinet during summer 2013 there were two infrastructure providers that deployed fibre infrastructure capable of delivering Superfast broadband (24Mbps+); BT Openreach and Virgin Media. Commercial investment from these two companies provided access to Superfast broadband for 42% of Norfolk properties.

To date, BBfN has seen access to Superfast broadband increase from 42% in summer 2013, to over 95% of Norfolk properties during spring 2020. These figures are taken from the independent organisation [Think Broadband](#) data.

As well as continued investment from Openreach and Virgin Media, numerous new broadband infrastructure providers have also started to implement in Norfolk.

The BBfN Programme signed a third contract during 2019, as a result a further £13 million is being invested in deploying Fibre to the Premises for circa 9,000 Norfolk properties that do not have access to Superfast broadband. As a result, by spring 2023, Superfast broadband coverage across Norfolk is expected to increase to over 97%.

Provisions within the BBfN contract provide rebates from BT if take-up of services using BBfN funded infrastructure are higher than expected. This has already provided over £5 million Better Broadband for Norfolk funding, helping to reach 95% Superfast coverage. An expected further £11 million will contribute towards the third BBfN rollout, along with a £2 million grant from DEFRA which will provide access to Full Fibre for some of Norfolk's significant rural businesses. Overall, this will allow the county to move towards its aim of achieving 100% coverage.

UK Digital Strategy

In July 2018 the Government published The Future Telecoms Infrastructure Review that set clear, ambitious targets for the availability of full fibre and 5G networks.

The aim is to see 15 million premises connected to full fibre by 2025, with coverage across all parts of the country by 2033 and that the majority of the population will have 5G coverage by 2027. The review addressed key questions about the evolution of the UK's digital infrastructure such as the convergence between fixed and mobile technologies, and the transition from copper to full fibre (gigabit-capable) networks.

As a result of The Future Telecoms Infrastructure Review, the Chancellor announced in 2019 a £5 billion commitment to fund gigabit capable broadband for the 20% of UK premises that would be unlikely to receive commercial access to gigabit capable broadband. In March 2021 the first live phase (Phase 1b) of Project Gigabit was launched. Norfolk has been included in the first wave, which will deliver gigabit-capable connections across Norfolk to premises that are unlikely to benefit from commercial investment.

The work on Project Gigabit has already started, beginning with the public review phases, before moving into the procurement stage, which is expected to start no later than February 2022. NCC is fully committed to work with the Department for

Digital, Culture, Media and Sport (DCMS), and partner organisations to deliver Gigabit capable broadband to the hardest to reach areas in Norfolk.

DCMS recently announced that it will invest between £115 and £195 Million in Norfolk from the Project Gigabit funding, the highest figure in the East of England. This means gigabit capable connections to up to 119,000 properties across the county.

This is in addition to the roll-out of broadband by commercial providers, which is seeing gigabit broadband being deployed rapidly across the country - from one in ten households in the UK in 2019 to more than two in five today. The country is also on track for one of the fastest roll-outs in Europe and for 60% of all households to have access to gigabit speeds by the end of this year.

The Project Gigabit programme targets properties that would otherwise have been left behind in broadband companies' roll-out plans, prioritising those that currently have the slowest connections.

Local Full Fibre Programme

Working with partners NCC has secured circa. £8 million in 2019 via the Government's Local Full Fibre Network programme and a further £2m in 2020 from Ministry of Housing, Communities and Local Government. By the end of 2021 this will provide Fibre to the Premises for over 400 public sector sites, and importantly also offers potential for nearby homes and businesses to access Full Fibre connectivity via a Government Gigabit Voucher Scheme.

Scheme for rural properties with speeds of less than 100Mbps

The RGC programme launched a new voucher scheme in April 2021 for properties that are not subject to any other subsidy scheme such as Project Gigabit.

The scheme is accessible through broadband service providers who have registered to provide connections through the scheme.

Homes and businesses in rural areas of the UK may be eligible for funding towards the cost of installing gigabit-capable broadband when part of a group scheme.

Rural premises with broadband speeds of less than 100Mbps can use vouchers worth £1,500 per home and up to £3,500 for each small to medium-sized business to support the cost of installing new fast and reliable connections. These are available at the [Gigabit Broadband Voucher Scheme website](#).

Planning Regime reforms

Planning Regime reforms will support the mobile industry in the rapid rollout of 4G technology, to help reach more people, more quickly.

The Electronic Communications Code

The Electronic Communications Code regulates the telecommunications sector, reforms will put digital communications infrastructure on a similar regime to utilities like electricity and water. The aim is to ensure new technologies like 5G can be

rolled out more quickly and benefit more people.

Mobile connections

There are four main mobile network operators (MNOs) in the UK; EE, O2, Three and Vodafone. Coverage is increasing both nationally and locally over 2G/3G/4G and now 5G. Coverage improvements have been relatively slow in rural parts of Norfolk reflecting the less stringent business cases for investment in areas as there are fewer residents. The most significant improvements in rural coverage will be delivered through the Shared Rural Network programme which is described below.

Shared Rural Network

The Shared Rural Network (SRN) will see the four main mobile operators and government jointly invest £1bn in improving mobile coverage in rural areas. The target is to deliver 4G coverage to 95% of the UK by 2025. The work started in 2020, initially with £500m investment from the four MNOs to share masts in areas where there is coverage already available from one or more MNO, but not all four. The next stage will entail a further £500m investment from government to fund coverage improvements in areas where there is no existing coverage.

Through shared and new infrastructure, the Shared Rural Network is planned to increase the parts of the UK that get 4G coverage from all operators from 66% to 84%, improving consumer choice.

The mobile operators expect the Shared Rural Network will extend mobile coverage to an additional 280,000 premises and for people in cars on an additional 16,000km of the UK's roads, boosting productivity and investment in rural areas

Norfolk local authorities will continue to work proactively and collaboratively with the MNOs and their network build partners to improve mobile phone coverage including fast data services availability over 4G & 5G services.

Norfolk & Suffolk Innovation Network

A Long Range Wide Area Network is being created across Norfolk and Suffolk to accelerate Internet of Things innovation across the region. Working closely with the New Anglia Local Enterprise Partnership, Norfolk & Suffolk County Councils are installing the largest free-to-use public long-range radio network in the UK.

The network is already in use and serves businesses, private individuals, and the public sector. They can use Internet of Things sensors on the network to sense, monitor, manage and report.

Coverage can be viewed on the [TTN Mapper site](#).

Local Industrial Strategy

The Local Industrial Strategy under Information and Communications Technology and Digital Creative wants to develop the economic case for a Smart Emerging Technology Institute and testbed (SETI) – a unique advanced high-speed optical and wireless network (including 5G) which interlinks Internet of Things testbeds to support large-scale experiments and data transfer. For more detail on this project see page 87.

Education

The [Schools' Local Growth and Investment Plan \(SLGIP\)](#) for pupil place provision (for ages 4-16) sets out the strategic direction of pupil place supply for those areas of the County where pupil numbers are expected to increase in the next 5-10 years. The Plan is a response to the District Local Plan frameworks and is presented as the basis for discussion, planning and decision-making for the County Council and its partners across the increasingly diverse educational landscape. The Plan links to the County Council's schools' forward capital programme which was reported and approved at the NCC Cabinet in March 2021.

Major growth areas which will require multi-school solutions:

- Thetford Urban Extension - 5,000 new dwellings;
- North Norwich Growth Triangle (Sprowston/Old Catton/Rackheath) - 12,000+ new dwellings;
- Attleborough Urban Extension - 4,000 new dwellings; and
- West Winch/North Runcton - 4,000 new dwellings.

Thetford

Primary School places within Thetford are provided by eight schools, a mix of infant, junior and all-through primary, six of these are academies plus two community schools. A total of 360 places are available each year group across the primary phase. Pupil numbers in Thetford is showing a decline as is most of Norfolk for 2021 admissions. It is likely there will be around 60 spare places across reception for this intake.

Working with the land promoters on the Thetford Strategic Urban Extension (SUE) land for three new primary schools each of 420 places has been secured. In early 2018 the first reserved matters application for phase 1a of the development was permitted and commenced on site in 2019. This phase of development is for 344 homes of which 80 are occupied as of June 2021. This phase includes the site for the first new primary school. Children's Services have been working with the promoters of the land on when to transfer the land for the school to NCC but due to the current lack of pressure for school places, it is likely that the land will not be transferred until around September 2022. NCC Children's Services will decide then when the school will open but the earliest being September 2024.

In the longer term the three new 420 place primary schools for Thetford will meet the need in the current local plan to 2026 and beyond. The timescales for these schools depend on the progress rate of new housing in Thetford.

Secondary school places will be monitored at Thetford Academy, as additional land has already been provided at the school to allow for future expansion. S106 contributions have been secured although not yet collected as a result of the future housing allocation.

North Norwich Growth Triangle (Broadland Growth Triangle)

Existing provision is extensive and affects three secondary schools: Sprowston

Community High School, Thorpe St Andrew School, Broadland Ormiston High School, and their feeder primary phase schools. Existing primary phase provision remains a mix of infant/junior in Old Catton and Sprowston and all through primary in Rackheath and Thorpe.

A new primary school opened at White House Farm in September 2019 and is growing year by year up to 420 places to accommodate children from the housing within the area it is situated. A demographic decline in pupil numbers is evident across the County which is significantly affecting reception intake for September 2021 and many primary phase schools in this area are struggling with low numbers.

Phase 1 (733 dwellings) of the Beeston Park outline application for 3,500 homes is progressing with a strategic infrastructure reserved matters application for roads and drainage submitted. No developer has been identified although there discussions are ongoing with homes England for HIF funding.

A contract has been agreed with Taylor Wimpey on the majority of the large allocation for up to 4000 homes at Rackheath. A public consultation is expected in July 2021. Some smaller developments to the south west of Rackheath potentially totalling around 800 dwellings are taking shape and will impact on local school provision. The large development south of Salhouse Road for circa. 1,200 dwellings are on site.

Housing in this area will establish the need for several new primary phase schools and a new high school. Children's Services Officers continue to work with existing schools to ensure minimal impact on their pupil numbers. There is a long-term plan for the area and sites have been secured for new schools within the Local Plan. In the shorter-term admissions into reception each year will be monitored.

As well as two new schools at Beeston Park, further school sites have been secured for new schools on Salhouse Road, North of Smee Lane and a planned extension to double the size of Little Plumstead Primary School. The major growth in Rackheath also safeguards two new primary school sites.

NCC has made a commitment for a new secondary phase school in the Growth triangle. A site on the Rackheath development has been allocated but Children's Services officers are looking at other options until there is certainty this site will come forward.

Attleborough

The town of Attleborough is served by two all-through primary schools, namely Attleborough Primary School and Rosecroft Primary School and one secondary school Attleborough Academy. The two primary schools offer five forms of entry between them. The town is surrounded by villages with local schools. Some children in Attleborough catchment do choose a nearby village school as opposed to their local primary school in the Town - e.g., in September 2020, around 24% of Attleborough catchment children expressed a preference for a reception class

outside catchment.

Breckland District Council granted planning permission to provide up to 4,000 dwellings on land to the south of Attleborough; construction of new link road between Buckenham Road and London Road, pedestrian footbridge across the railway line to connect with Leys Lane, provision of two, 2 Form Entry primary schools; Local centre including shops and other uses including a petrol filling station, Community Uses, two further neighbourhood centres, sports pitches, public open space and amenity greenspace with sustainable drainage systems and associated infrastructure.

Homes England have now taken control of the first phase of development for 1,199 new homes which includes the first new primary phase school site. A development working group is being put together to ensure infrastructure is delivered.

In the short term pupil numbers will be closely monitored to ensure any new school is opened on time and when the demand for places is evident so as not to impact negatively on existing provision locally.

West Winch/North Runcton (King's Lynn and West Norfolk)

Up to 4,000 dwellings are proposed in West Winch and North Runcton to be delivered in 2 phases, with 1,600 up to 2026 and a further 2,400 post 2026. West Winch village is served by one primary school of 210 places. The size of this school is adequate for the current numbers of primary age children living in the area. A desktop exercise indicates that the school site could allow expansion of this school to 2 forms of entry and the school is aware of these plans North Runcton does not have its own school but the nearest school for children to attend is in Middleton. Middleton Primary (academy) is on a small site and there is limited scope for expansion.

This allocation has been slow to progress but a development working group is now in place. NCC responded and proposed the expansion of West Winch Primary school in the first instance then sites secured for up to 2 new primary phase schools. Secondary provision will be provided in King's Lynn, but it is anticipated that expansion of one or more of the Kings Lynn secondary schools will be required longer term.

In short term, the response is to monitor the progress of housing commencement and annual admissions to ensure sufficient places for the area.

In longer term, the response is to expand West Winch Primary School, with one new Primary phase school in the northern phase of development and one new primary post 2026 on the Southern part of the housing development. Pressure for places is now being seen within the secondary system in this area so discussions with the three secondary schools will continue.

In addition to these major growth areas which require multi-school solutions the SLGIP also sets out development locations where one new school is expected and growth areas with implications for existing schools.

Offshore Transmission Network

The Department for Business, Energy and Industrial Strategy are currently overseeing an Offshore Transmission Network Review (OTNR). This comprises various “studies/projects” being undertaken looking into the wider issue of grid connection associated with the offshore wind energy sector, which include:

1. National Grid (Electricity System Operator - ESO) – Assessing the grid connection options associated with an expanded offshore wind energy sector (see below – Offshore Coordination Project);
2. Business Energy and Industrial Strategy (BEIS) –BEIS are currently assessing the **regulatory regime** in respect of grid connection to facilitate a more sustainable and efficient electricity distribution network. This is complementary to the above technical work being carried out by the NGESO; and
3. Crown Estates as part of the Fourth Round licensing are undertaking strategic studies around onshore environmental and community sensitivities to support the Round 4 pre-application discussions.

Norfolk County Council is working closely with both National Grid and BEIS under items 1 and 2, particularly to inform the local communities workstream of the OTNR.

Offshore Coordination Project - Consultation

National Grid ESO have published for consultation (October 2020) proposals for a coordinated approach to connecting the electricity generated from offshore wind farms to the grid. This non-statutory consultation was largely technical and aimed at the electricity companies; offshore renewable energy businesses; and other stakeholders, including local authorities involved in any new transmission networks. The consultation formed part of a wider Offshore Transmission Network Review (OTNR) exercise being led by the Department for Business, Energy, and Industrial Strategy (BEIS).

The consultation sets out a comprehensive and integrated option for a future offshore and onshore electricity transmission network designed to manage the growth of the offshore wind energy sector, which is expected to deliver 83 GW of the UK's electricity by 2050 compared to current levels of just over 10 GW. The strategic proposals put forward for a future transmission network have the potential for significant environmental and community benefits through reducing the number of onshore grid connection points and the amount of onshore infrastructure required.

While there are clear and demonstrable benefits to an integrated approach as set out in the above Consultation documents, there is a need for further detailed assessments to be carried out covering, for example:

- (a) Consideration and opportunities to secure secondary inter-connection along the cable route/s to the local networks (132 kV). Allowing for secondary inter-connection could provide a significant benefit to those more isolated parts of Norfolk and provide a stimulus for future housing and employment growth in such areas;
- (b) Consideration of the wider onshore environmental implications of any new transmission network/s, including any drainage and/or flood risk;
- (c) Consideration of the economic opportunities for those coastal areas affected; and
- (d) consideration of enhanced community engagement in the decision-making process as well opportunities for those local communities to benefit from any new onshore infrastructure.

Network Options Assessment – (NOA) January 2021

National Grid Electricity System Operator (NGESO) published their NOA update (2021) at the end of January 2021.

Background

The draft proposals have been identified in their published (January 2021) Network Options Assessment (NOA) produced by National Grid Energy System Operator (NGESO), which is an arms-length business separate to National Grid Electricity Transmission. The NOA document sets out “... *the long term view of the electricity transmission capability; and is the process for assessing options for reinforcing the National Electricity Transmission System (NETS)*”

Key Proposal (for Norfolk)

The key proposal set out in the NOA as it affects Norfolk is the:

- Construction of a **new 400kV double circuit in north East Anglia** to facilitate power transfer requirements across the relevant boundaries. Substation works is required to accommodate the new circuits, ESO recommended **connection date 2030-2031**

It is understood that the requirement for the new line arises from the offshore wind sector (consented schemes), which are likely to put significant pressure on the existing network.

Engagement / NCC Response

At this stage in the process any engagement / consultation by NGESO is **non-statutory**. In the event that the proposals set out in the NOA document are taken forward by National Grid (National Grid Electricity Transmission (NGET)), then this will be under the NSIP regime (see below - Next Steps).

The County Council has responded to the draft proposal in the NOA for a new 400 KV power line between Norwich and Bramford in a letter signed off by Cllr Andy Grant (Environment and Waste Cabinet Member). The response has been discussed and shared with other Local Authorities in Norfolk and Suffolk; and with the New Anglia LEP. We have sought further evidence of “need” particularly in light of the

High Court decision to quash the Secretary of State's consent for the Norfolk Vanguard Offshore Wind Farm Project.

The County Council's initial stance has been to encourage any new power lines to be placed underground where possible. However, it is accepted that there may be some significant opportunities arising from a new power line in terms of:

- (a) Secondary interconnection along the route with the local DNO (UKPN) – providing power along the growth areas along the A11 corridor at Thetford; Attleborough; Snetterton; and in the Greater Norwich area;
- (b) Opportunities for decarbonisation including the potential to use sub-stations for Electric Vehicle charging points and supporting last mile connectivity;
- (c) Opportunities of working with schools and colleges in the area to develop the skills associated and required in this developing sector; and
- (d) Considering local clean energy solutions as part of any reinforcement programme with flexible grid connection that supports business.

Energy baseline evidence

In addition to the work on the ONTR the County Council has also collaborated with the [Energy Systems Catapult](#) (ESC) and [Eastern New Energy](#) (ENE) to produce a Norfolk Local Energy Asset Representation (LEAR). The LEAR is the data foundation for developing the most appropriate pathway to net zero and is a useful visualisation and mapping tool. The outputs from the LEAR provide a robust data evidence base that can guide the County Council and partners towards which clean energy opportunities are the most effective for our area and aid decision making, prioritise resources, and support project and investment decisions.

The LEAR provides a representation of the local energy system in Norfolk covering an area of well over 5,000 km² and a population of around 915,000 people. In order for the model to represent an area as large as Norfolk, the region had to be split into three sub-regional areas: 'Central and West Norfolk', 'Norwich & South Norfolk' and 'Norfolk Coastal'.

The Norfolk LEAR is the first step towards developing a net zero pathway and can be taken forward in a number of ways. Now completed we will be working with ENE to deliver a practical decarbonisation project but there is an opportunity to take the LEAR data foundation and develop a [Local Area Energy Plan](#) (LAEP). The LAEP provides a clear actionable pathway of what the transition to achieve net zero carbon emissions is likely to require in terms of infrastructure and investment in a particular locality over time. With both Norfolk and Suffolk County Councils producing a LEAR we are working alongside the New Anglia LEP to see how this can be progressed collectively.

Infrastructure projects in Local Authority Control

Infrastructure Projects in Local Authority control

The County Council in collaboration with partners is seeking to progress a number of key infrastructure initiatives for the next 10 years as listed below.

All of the projects in this list are judged on four criteria:

- Delivering significant housing and jobs growth
- Identified in existing plans/programmes
- Have a committed route to delivery
- Significant Local Authority control or interest.

Scheme Development key:

No ticks = Issue identified but no work carried out to identify project/solution

✓ = Feasibility work on scheme has begun to identify options

✓✓ = Feasibility/development work underway on preferred option

✓✓✓ = Project is shovel ready

Road Projects

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
Broadland Growth Triangle Link Road	2021	£38m	✓✓✓	Developer finance, CIL, BRP, HIF
Attleborough Link Road	TBC	£18m	✓✓	BRP, developer finance, New Anglia LEP, Homes England loan, HIF
A10 West Winch Housing Access Road	2024	£65m	✓✓	Developer funding, DfT Major Road Network
A140 Long Stratton Bypass	2023	£37.5m	✓✓	Developer funding, New Anglia LEP, CIL, NPIF, Government Major Road Network

A148 Fakenham Roundabout Enhancement	2025	£3.5m	✓✓	NPIF, New Anglia LEP
Norwich Western Link	2023	£198m	✓✓	New Anglia LEP, DfT, Local major transport scheme
A17/A47 Pullover Junction	2025	TBC	✓	DfT,NCC

Rail Project

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
Broadland Business Park Rail Station	Late 2020s	£6.5m	✓	New Anglia LEP, Rail Industry

Utilities Projects

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
Thetford Energy Supply	2021	£6.5m- £9.5m	✓✓	BRP, New Anglia LEP, Private Sector
Attleborough Energy Supply	TBC	£22m	✓✓	BRP, New Anglia LEP, Private Sector
Snetterton Heath Energy Supply Phase II	TBC	TBC	✓	New Anglia LEP, Private Sector, BRP

Sustainable Projects

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
Weavers Way	2019	£3.1m	✓✓✓	RDPE, HLF, New Anglia LEP
The Green Loop	2019/20	£5.8m	✓✓✓	DfT, New Anglia LEP, Sustrans, Lottery, Developer contributions, CIL
Broadland Country Park	2020/21	£2m	✓✓	Broadland District Council, CIL, BRP
Burlingham Country Park	2021	TBC	✓✓	BRP, CIL, NCC, Developer contribution

Education Project

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
Broadland Growth Triangle Secondary School	2025/26 – dependent on development progress	£26m	✓	NCC, BRP, CIL

Regeneration Project

Project Name	Estimated Start Date	Estimated Cost	Scheme Development	Potential Funding Source
East Norwich Regeneration Area	2021 – for master planning	TBC, £600,000 committed	✓	Norwich City Council, New Anglia LEP, Homes England, Developer Contribution

Road Projects

Broadland Growth Triangle Link Road

The project will provide a road linking the strategic employment areas of Broadland Business Park and Norwich Airport through the development sites within the northern suburbs of Norwich. It will significantly increase the accessibility of employment sites in the Broadland Growth Triangle area and support the development of approximately 55 hectares of employment land in this vicinity. A section of the link between Wroxham Road and Salhouse Road has already been delivered through development and is expected to be open to traffic in the near future. The remaining sections are outlined below.

Broadland Growth Triangle Norwich Link Road				
Description of stage	Airport Industrial Estate to St Faiths Road	St Faiths Road to North Walsham Road and North Walsham Road to Wroxham Road	Salhouse Road to Plumstead Road	Plumstead Road to Broadland Business Park
Estimated cost to deliver the stage	Additional feasibility and scheme development costing approx. £200k	Additional feasibility and scheme development costing approx. £500k	Possible need for additional feasibility and scheme development costing approx. £300k	n/a
Indicative timeframe to deliver stage and start date	Feasibility underway to establish optimal location, nature and timing of vehicular link to Airport. Developer on site and delivering estate road link with mini roundabout on Repton Avenue. Temporary construction link between Repton Avenue and Meteor Close has been constructed.	A detailed application has been submitted part of the link between St Faiths Road and Norwich RFU. NCC and BDC are working with the developer to achieve a planning approval.	Outline planning permission for development scheme across majority of link granted. Reserved matters application submitted for link between Salhouse Road and triangle land. Scheme for signals on Salhouse Road submitted and delivery anticipated by March 2022.	BDC and NCC are in ongoing negotiations with developer about delivery of the link road. Key constraint is Middle Road Bridge.
Potential funding source	CIL, developer finance	CIL, BRP, HIF, developer finance	CIL, HIF, developer finance	Developer finance
Scheme Development	✓✓✓	✓✓✓	✓✓✓	✓✓✓

Attleborough Link Road

A key transport priority for Attleborough, required for planned strategic growth (4,000 dwellings) on the Attleborough Sustainable Urban Extension (SUE), is a link road between the B1077 near Bunns Bank to London Road to the south of the town. The link road will distribute new and existing traffic away from the town centre and enable traffic management measures to be implemented within the town centre such as HGV restrictions. Delivery of the link road is a planning requirement of the scheme and will be phased so that up to 1,200 homes can be built before the link road is required to be opened in full. The Attleborough SUE is allocated and has planning permission. Discussions are ongoing with development interests and key partners in order to bring forward the full completion of the road before the requirements of the planning obligations are triggered. Homes England have now acquired the first phase of the SUE and are holding discussion with lead promoter of the site in respect of potentially acquiring further phases. Funding was secured from the 2018/19 Norfolk Business Rates Pool towards developing a Strategic Outline Business Case for the road and work has commenced in this regard and due to be completed by the end of 2021.

Attleborough Link Road		
Description of stage	Development phase: Preliminary Design; Statutory procedures and powers; Construction preparation	Construction phase
Estimated cost to deliver the stage	Circa £1.8m	£18m
Indicative timeframe to deliver stage and start date	Two years	TBC
Potential funding source	BRP, local authority, developer finance	BRP, developer finance, New Anglia LEP, Homes England loan, HIF
Qualifications for BRP and or New Anglia LEP funding	Required for 4,000 new houses and 1,500 new jobs. Strategic scheme identified in the NSIDP. Funding would be for detailed technical work designed to progress strategic schemes towards readiness for implementation.	Required for 4,000 new houses and 1,500 new jobs. Strategic scheme identified in the NSIDP. Funding would be for construction.
Scheme Development	Completion of this stage will take the project from ✓ to ✓✓	Completion of this stage will take the project from ✓✓ to ✓✓✓

A10 West Winch Housing Access Road

The West Winch Housing Access Road (WWHAR) is required to facilitate planned housing growth in the South East King's Lynn Growth Area (SEKLGA). It will enable distribution of trips from the new development and alleviate congestion on the A10 through West Winch and at the Hardwick junction. The principle of this new route is set out in the King's Lynn and West Norfolk Local Plan.

The scheme includes some improvements at the Hardwick junction and dualling of a short length of the A47. The WWHAR is supported by Transport East as a priority for Major Road Network funding and a Strategic Outline Business Case (SOBC) was submitted to DfT in March 2021. At the time of writing NCC is in dialogue with DfT and hope to hear a positive response to the SOBC later in 2021 at which point work will commence on the Outline Business Case (OBC)

A10 West Winch Housing Access Road			
Description of stage	Scheme development work to SOBC	Scheme development work to OBC and planning application	Full Business Case (FBC) and detailed design and procurement to start of works
Estimated cost to deliver the stage	£1.209m	£1.949m	TBC
Indicative timeframe to deliver stage and start date	Jan 2018- March 2021	April 2021 – October 2022	November 2022 to Q1 2025
Potential funding source	Already funded by BRP, NCC and KLWNBC	If SOBC is approved will be funded by DfT (85%) with the remainder from BRP, NCC and KLWNBC	If the SOBC is approved will be funded by DfT (85%) with the remainder from BRP, NCC and KLWNBC. Funding for construction is anticipated from the DfT Major Road Network fund with the local contribution from developers. Homes England support may also be available in the form of loans or grants.
Scheme Development	✓	✓ ✓	✓ ✓ ✓

A140 Long Stratton Bypass

Long Stratton is located approximately 10 miles south of Norwich on the A140 Norwich to Ipswich road. There is planned growth in Long Stratton of at least 1,800 dwellings in the period 2008-2026 to deliver a bypass but this growth is also highly dependent on the provision of water supply, sewerage, and improved electricity supply. The need for a bypass has long been a priority and is considered to be a prerequisite to provide for the needs of the proposed growth. South Norfolk District Council has adopted an Area Action Plan for Long Stratton. A revised planning application has been submitted by the developer in 2021.

A140 Long Stratton Bypass			
Description of stage	An economic viability study for the Long Stratton bypass. This will be carried out by an expert consultant to provide an estimated cost of the bypass; estimated funding gap; direct and indirect economic benefits of the bypass; and added benefits of early delivery of the bypass	Development phase: Detailed design; Statutory procedures and powers; Construction preparation	Construction phase
Estimated cost to deliver the stage	£200,000 (funded)	Circa £5m	Circa £32m
Indicative timeframe to deliver stage and start date	Dec 2017 to July 2018	Two and a half years	2023 start on bypass DfT Major Road Network (The scheme has been prioritised by Transport East. Government gave a positive decision on funding and progression to the next stage of development in July 2021. Construction of the road is programmed to start in 2023.) 2019 Hempnall Crossroads (construction completed following successful NPIF bid by the county council in 2018)

Potential funding source	Funded from: Pooled Business Rates: £100,000 SNC: £15,000 HCA: £35,000 NCC: £50,000	BRP, local authority, developer, Government Major Road Network	Developer, Government Major Road Network, GNGB City Deal borrowing agreed in principle, subject to legal agreement
Qualifications for BRP and or New Anglia LEP funding		Required for 1,800 new houses and to overcome traffic problems on A140. Strategic scheme identified in the NSIDP. Funding would be for detailed technical work designed to progress strategic schemes towards readiness for implementation	Required for 1,800 new houses and to overcome traffic problems on A140. Strategic scheme identified in the NSIDP. Funding would be for construction
Scheme Development	Will take scheme from ✓ to ✓✓	Completion of this stage will take it from ✓✓ to ✓✓✓	

Fakenham A148 Roundabout Enhancement

A planning application has been received for 950 residential dwellings adjacent to and south of the A148 between Water Moor Lane and the Morrisons roundabout to the east. Access to the new residential development is proposed via a new roundabout on the A148 (at the Water Moor Lane junction) with a link road through to the existing roundabout serving Morrisons. There are longer term aspirations to take forward housing allocations adjacent and beyond the A148 at this location. As the Highway Authority NCC indicated that a roundabout would be required to be built at the current A148/B1105 junction as a condition of the planning permission if residential development to the west of Water Moor Lane is progressed.

Fakenham A148 Roundabout Enhancement				
Description of stage	Development of planning application including time for statutory consultation of 13 weeks	Acquisition of land	Utilities diversion	Construction phase
Estimated cost to deliver the stage	TBC	TBC	TBC	Estimated £3.5m
Indicative timeframe to deliver stage and start date	18 Months – To develop planning application and supporting documentation including environmental assessment, ecological and arboricultural surveys.	6 months	9 months – to deliver and implement any required utility diversions	5 months
Potential funding source	NPIF, New Anglia LEP	NPIF, New Anglia LEP	NPIF, New Anglia LEP	NPIF, New Anglia LEP
Qualifications for BRP and or New Anglia LEP funding	Required to support the delivery of one of North Norfolk's largest Local Plan allocations of 950 dwellings			
Scheme Development	✓✓	✓✓	✓✓	✓✓✓

Norwich Western Link

This Norwich Western Link is to connect the Broadland Northway at Taverham to the A47 west of Norwich and has been identified as one of the County Council's priority road infrastructure schemes.

Norwich Western Link		
Description of stage	Development phase: Outline Business Case submitted; Design and Build Contractor appointed, Statutory procedures and powers; Design for Construction preparation	Construction phase
Estimated cost to deliver the stage	£24m	Indicative £198m including development phase costs, fees, risk, and other items
Indicative timeframe to deliver stage and start date	(2021 – 2023) Statutory process (development and delivery) and detailed design/construction prep	Two years (2023 to 2025)
Potential funding source	BRP, New Anglia LEP, local major transport scheme, local authorities	New Anglia LEP, local major transport scheme, local authorities
Qualifications for BRP and or New Anglia LEP funding	<p>Strategic scheme identified in the NSIDP.</p> <ul style="list-style-type: none"> • Support sustainable housing growth in the western quadrant • Improve the quality of life for local communities • Support economic growth • Protect and enhance the natural environment • Improve strategic connectivity with the national road network <p>Funding for detailed technical work designed to progress strategic schemes towards readiness for implementation</p>	<p>Strategic scheme identified in the NSIDP.</p> <ul style="list-style-type: none"> • Support sustainable housing growth in the western quadrant • Improve the quality of life for local communities • Support economic growth • Protect and enhance the natural environment • Improve strategic connectivity with the national road network <p>Funding would be for construction</p>
Scheme Development	Will take scheme from ✓✓ to ✓✓✓	

A17/A47 Pullover Junction, King's Lynn

The A17/A47 Pullover Junction improvement is required to reduce congestion and delay in the King's Lynn area and to support the planned growth set out in the adopted Local Plan. This includes the significant allocation of 4,000 new homes in the South East King's Lynn Growth Area (SEKLGA). The roundabout is a known pinch point on the A47 trunk road at its junction with the A17. The A47 is a high priority route for the local authorities and stakeholders which is borne out by the existence of the A47 Alliance group which supports and lobbies for dualling the whole length of the route due to its economic importance for the region.

The problems stem from a tidal flow through the junction with heavy movements towards King's Lynn in the morning peak and away from King's Lynn in the evening peak. An effect of this is that there are only small gaps in circulating traffic past the A17 approach in the morning making it difficult to negotiate the junction. In the evening peak, when there is a strong movement away from King's Lynn the queues are on the A47 approaches. On the A47(SE) approach this appears to be caused by the volume of traffic exceeding the capacity of the entry onto the roundabout, while the queueing on the A47 (SW) approach is caused by a high circulatory flow of traffic.

This junction has been identified as a priority scheme by Transport East and features on DfT programme of Major Road Network schemes for implementation in the current programme period (a start date before April 2025).

A17/A47 Pullover Junction				
Description of stage	Pre Strategic Outline Business Case (SOBC) – Concept solutions	Scheme development work to SOBC	Scheme development work to Outline Business Case (OBC)	Full Business Case (FBC) and detailed design and procurement to start of works
Estimated cost to deliver the stage	£100k	£0.5m Detailed fee proposal required	£0.5m Detailed fee proposal required	TBD
Indicative timeframe to deliver stage and start date	December 2020 – June 2021	July 2021 – Dec 2022 (dependent upon identifying funding for SOBC)	Jan 2023 – Dec 2023	Jan 2024 – April 2025
Potential funding source	Funded from Business Rates Pool (BRP), National Highways and NCC Cabinet approved allocation	Not yet identified (NCC) Required as soon as possible to keep to programme	DfT/NCC (if SOBC is successful)	DfT/NCC
Tick system	✓	✓	✓✓	✓✓✓

Rail Project

Broadland Business Park Rail Station

Currently services operate every hour between Norwich and Sheringham. New rolling stock has recently been delivered across the whole of the franchise. However, further capacity improvements are required to accommodate passenger demand and local partners have been pressing for services every half hour (rather than hourly). Broadland Business Park is a strategic employment site located adjacent to the rail line just east of Norwich. Initial feasibility work establishing the benefits of adding a new station at this location is complete. The next stage for the project is still being considered.

Broadland Business Park Rail Station				
Description of stage	Feasibility GRIP 2 and option selection GRIP 3	Further work to develop single option	Development phase: Preliminary Design; Statutory procedures and powers; construction preparation	Construction phase
Estimated cost to deliver the stage	£140k	Not known. Likely to be Circa £250,000	Circa £2m	Circa £20m
Indicative timeframe to deliver stage and start date	Dec 17 (completed)	2022 1 year	2023-2027 3-5 years	Circa 2028 1 year
Potential funding source	Funded through BRP and BDC	BRP, local authorities, Network Rail	BRP, Growth Deal, local authorities, Network Rail	BRP, Growth Deal, local authorities, Network Rail
Qualifications for BRP and or Growth Deal funding	Strategic scheme identified in the NSIDP.	Strategic scheme identified in the NSIDP. Funding would be for detailed technical work designed to progress strategic schemes towards readiness for implementation	Strategic scheme identified in the NSIDP. Funding would be for detailed technical work designed to progress strategic schemes towards readiness for implementation	Strategic scheme identified in the NSIDP. Funding would be for construction
Scheme Development	✓	To take scheme from ✓ to ✓✓	To take scheme from ✓✓ to ✓✓✓	

Utility Projects

Thetford Energy Supply

Thetford Sustainable Urban Extension (SUE) is allocated, and has outline planning permission, for 5,000 dwellings as well as 22.5 hectares of commercial land. Detailed planning permission has been granted for approx. 1,000 dwellings within Phase 1 of the SUE. Construction of houses upon sub-phase 1A commenced in spring 2018.

The Thetford Enterprise Park (TEP) comprises approx. 50 hectares of land to the west of the SUE, at the northern extent of the Town, accessed off the A1066 Mundford Road. It is allocated for employment uses.

Construction of a new primary substation to be located on the Thetford SUE is due to start imminently. Funding has been secured via the Housing Infrastructure Fund (HIF) to deliver this new facility and thereby increase the power capacity available within Thetford. The new primary substation will have sufficient capacity to serve the energy needs of both the housing and commercial development occurring upon the SUE site.

A feasibility study has been undertaken which considers options for delivering sufficient power capacity to meet the energy needs of the TEP and estimates the cost (based upon current prices) associated with each of these.

It is envisaged that the new primary substation will provide sufficient power capacity to also serve the energy needs of the TEP as well as that of the SUE. However, in order to serve the TEP, network reinforcement works would be required as well as 11kv distribution infrastructure.

Thetford Energy Supply		
Description of stage	Delivery of power infrastructure sufficient to meet the short-term power needs of Thetford Enterprise Park.	Delivery of power infrastructure sufficient to meet the medium to long-term power needs of Thetford Enterprise Park.
Estimated cost to deliver the stage	Current estimate £3m	Current estimate £6.5m
Indicative timeframe to deliver stage and start date	TBC	TBC
Potential funding source	BRP, New Anglia LEP	BRP, New Anglia LEP
Scheme Development	✓✓	✓✓

Attleborough Energy Supply

Attleborough Sustainable Urban Extension (SUE) is allocated, and has outline planning permission, for 4,000 dwellings and 10 hectares of commercial land.

A feasibility study has been undertaken which considers options of delivering power to the SUE.

Attleborough SUE		
Description of stage	Delivery of power infrastructure sufficient to meet the short to medium-term power needs of Attleborough SUE	Delivery of power infrastructure sufficient to meet the long-term power needs of Attleborough SUE
Estimated cost to deliver the stage	TBC	Current estimate £22m
Indicative timeframe to deliver stage and start date	TBC	TBC
Potential funding source	BRP, New Anglia LEP, Private Sector	BRP, New Anglia LEP, Private Sector
Scheme Development	✓✓	✓✓

Snetterton Heath Energy Supply

The Snetterton Heath commercial area is Breckland's largest employment site with approx. 90 hectares of allocated land.

Feasibility work has commenced to consider the options for delivering sufficient power capacity to meet the energy needs of Snetterton Heath and will estimate the cost (based upon current prices) associated with each of these.

In order to increase the power capacity at the location, funding has been secured to deliver a new primary substation at Snetterton and a single 6MVA transformer. Erection of the new primary substation is expected to commence during January 2022 (Phase I). It is anticipated construction of the facility, and installation of initial 6MVA transformer, will be completed late 2022.

The design of the substation has been future-proofed in order that it is capable of accommodating up to two further 6MVA transformers. The cost of delivering a second 6MVA transformer is estimated currently at approx. £4m on the basis that to provide additional power capacity at this location will necessitate some network reinforcement.

The cost of delivering an 11kv distribution ring with a 6MVA load is estimated currently at £0.9m.

Although this further works are planned to be delivered through Snetterton Energy Supply Phase II, as yet, funding has not been secured to deliver additional power capacity beyond the initial 6MVA or provide any 11kv distribution.

Snetterton Heath Energy Supply		
Description of stage	11kv distribution network sufficient to accommodate 6MVA load	Delivery of additional 6MVA transformer within new primary substation at Snetterton Heath and reinforcements required to electricity network.
Estimated cost to deliver the stage	£0.9m	Current estimate £4m but TBC
Indicative timeframe to deliver stage and start date	TBC	TBC
Potential funding source	Developer finance, New Anglia LEP	Developer finance, New Anglia LEP
Scheme Development	✓✓	✓✓

Sustainable Projects

Weavers Way

This project will create new walking and cycling infrastructure in rural Norfolk. Weaver's Way begins in Cromer, following a public rights of way network to the market town of Aylsham. Here it picks up the route of a disused railway line, following its course through the Norfolk countryside to the edge of the Broads National Park at Stalham. It then meanders through the famous wetlands and waterways before re-joining the coast at Great Yarmouth. This project will focus principally on revitalising the disused railway line between Aylsham and Stalham. Route improvements will include new surfacing to ensure year-round accessibility for walkers (including access impaired users) and cyclists, increased safety, and accessibility at road crossings through installation of new gates and improved signage and connectivity to amenities and other routes throughout.

Weavers Way			
Description of stage	Feasibility – Being delivered as one of the three 'Recycling the Railways' focused studies.	Stage 1 delivery – surface and signage	Stage 2 delivery – associated industrial heritage buildings brought back into use as visitor facilities
Estimated cost to deliver the stage	£45,000	£1,062,343	c. £2,000,000
Indicative timeframe to deliver stage and start date	January 2019- Complete	January 2020- Complete	March 2023
Potential funding source	NCC capital - secured	RDPE – bid successful	HLF, New Anglia LEP
Qualifications for BRP and or New Anglia LEP funding	Supports housing and jobs growth in both Broadland and North Norfolk District Councils through provision of housing related GI and mitigating the effects of housing growth on vulnerable environmental sites. Also increases the visitor offer supporting tourism related job growth.		
Scheme Development	✓✓✓	✓✓✓	✓✓

The Green Loop

A 46-mile circular route for walking / cycling and disabled use. Encompassing the Marriott's Way, Bure Valley Path and Broadland Way. Broadland Way is partially built through the Broadland Northway and connects with the Broadland Growth Triangle. Marriott's Way and Bure Valley Path exist and are used currently for walking and cycling but require upgrading in some areas to make them more accessible for disabled users, both routes are biodiversity corridors. Broadland Way has been part built by the Broadland Northway and will link to the east end of the Green Pedal way. The Green Loop will also connect to the Three Rivers Way Cycle route and to Weaver's Way. DfT, Norfolk County Council and Broad's Authority funded Three Rivers Way Cycle route and to Weaver's Way.

The Green Loop		
Description of stage	Feasibility	Phased delivery of Broadland Way and upgrades to Marriott's Way and the Bure Valley Path
Estimated cost to deliver the stage	£45,000	£5.7m
Indicative timeframe to deliver stage and start date	Broadland Way initial feasibility Delivered May 2018 Bure Valley Path and Marriott's Way upgrades feasibility started April 19	Staged – various completion dates dependent on funding source
Potential funding source	NCC Capital funding - secured	S106, CIL, DfT, New Anglia LEP, Interreg Experience-secured
Qualifications for BRP and or New Anglia LEP funding	Supports housing growth in the NE Broadland Growth Triangle and the Western Broadland growth allocation areas. Provides mitigation for the impact of the additional houses on vulnerable environmental sites, particularly those located in the Broads Authority Area. Contributes to the local visitor related economy through providing a very attractive sporting facility. Contributes to the health and wellbeing of residents in the Greater Norwich Area.	
Scheme Development	✓✓✓	✓✓✓

Broadland Country Park

Broadland Country Park (previously named the North West Woodlands Country Park) project proposes the creation of a new country park facility surrounded by a large area of woodland, heathland, and fenland in the Greater Norwich area. The project involves the delivery of a series of walking, cycling and trim trial routes, habitat restoration and enhancement schemes, public engagement events, car parking and visitor facilities as well as large woodland play area. The project helps to manoeuvre the Greater Norwich area into a strong position in which to deliver sustainable, well planned communities by enabling a mitigation strategy that alleviates the impact of growth on, and therefore safeguards for generations to come, the internationally designated sites. Ideally located adjacent to the Broadland Northway, the Thorpe Marriott Greenway cycle and pedestrian route, and the purple and yellow bus routes the Broadland Country Park is ideally located to intercept visits to the internationally designated sites and to attract visits from across the Greater Norwich area.

Broadland Country Park				
Description of stage	Stage 1 – Site acquisition	Stage 2 - Scheme development: Design, feasibility, and infrastructure delivery plan	Stage 3 - Preparation and submission of planning application	Stage 4. Capital delivery phase
Estimated cost to deliver the stage	£715,000	£72,000	£138,000	£1,067,100
Indicative timeframe to deliver stage and start date	October 2019	Nov 2020	May 2021	December 2022
Potential funding source	CIL	BDC, CIL, BRP	BDC, CIL, BRP	BDC, CIL, BRP
Qualifications for BRP and or New Anglia LEP funding	Project delivers green infrastructure mitigation that alleviates the impact of growth in the Greater Norwich area.			
Scheme Development	✓	✓✓	✓✓	✓✓✓

Burlingham Country Park

NCC has owned land at Burlingham for 100 years and has been discussing the best use of this site for several years the site is currently tenanted by two county farms and a small community woodland well-used by local dog walkers and families.

The Burlingham Estate is one of the largest areas of land owned by NCC at over 12.5 km². The site was originally purchased 100 years ago as part of an NCC strategy to re-settle returning servicemen into agricultural businesses.

This project will take an innovative approach to the way new community recreational spaces are conceived and designed. It is no longer enough to just provide open space for people, green space must be multifunctional and deliver on many levels; access for all regardless of ability, the space must improve health and wellbeing, mitigate for climate change and biodiversity loss, be easily accessible by public transport, benefit the economy of the local area as well as alleviating recreational pressure on nearby designated areas and finally provide a legacy that can also be valued by future generations.

Burlingham		
Description of stage	Stage 1- Design Feasibility and Master-planning	Stage 2- Phased deliver of infrastructure identified through the master planning work
Estimated cost to deliver the stage	£60,000	TBC
Indicative timeframe to deliver stage and start date	July 20- September 21	September 21 onwards
Potential funding source	BRP - Funded	CIL, BRP, NCC, Developer Funding
Qualifications for BRP and or New Anglia LEP funding	Project delivers green infrastructure mitigation that alleviates the impact of growth in the Greater Norwich area.	
Scheme Development	✓✓	✓

Education Project

Broadland Growth Triangle Secondary School

NCC has made a commitment for a new Secondary phase school in the Broadland Growth Triangle area and to date the only site available to us is within the Rackheath Strategic Development. However, another potential site is being considered in the Local Plan consultation. Some work on site assessment has taken place but all options for additional secondary school places need to be considered.

Broadland Growth Triangle Secondary School			
Description of stage	Scoping & option assessment & design feasibility	Planning	Construction Phase
Estimated cost to deliver the stage	£100k	£400k	£26M
Indicative timeframe to deliver stage and start date	Rackheath Strategic Development is moving forward, and discussions are ongoing with the planning team. NCC Children's Services require more certainty on this site before making a firm commitment. In the meantime, other options are still being considered.	April 2023 to March 2024, subject to a suitable site being secured and development progress in Broadland Growth Triangle.	April 2025 to March 2026, subject to a suitable site being secured with access and services provided.
Potential funding source	NCC Basic Need	NCC Basic Need	NCC funding, Basic Need, CIL, DfE Free School programme.
Qualifications for BRP and or New Anglia LEP funding	Required to support 13,500 planned homes in Broadland Growth Triangle. In principle agreement exists for BRP funding to support scheme development.	Required to support 13,500 planned homes in Broadland Growth Triangle.	Required to support 13,500 planned homes in Broadland Growth Triangle.
Scheme Development	Completion of this stage will take it from ✓ to ✓✓	Completion of this stage will take it to ✓✓✓	Delivery phase takes scheme beyond ✓✓✓

Regeneration Project

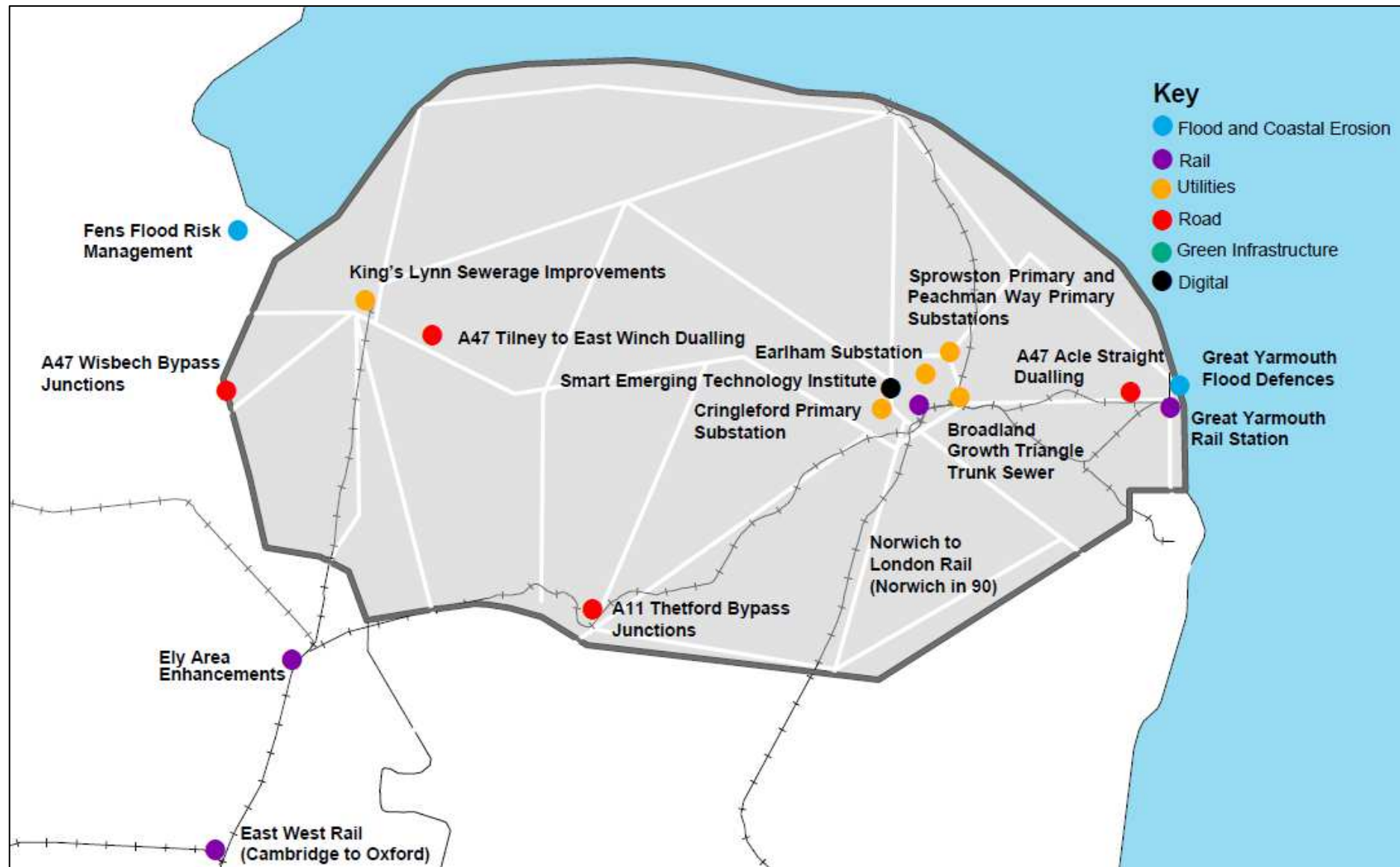
East Norwich Regeneration Area

This project is aimed unlocking development in the East Norwich sites, which includes the long term vacant and heavily constrained Deal and Utilities sites and the vacated Britvic/Unilever sites. There is a significant potential to attract public sector investment in the infrastructure needed to ensure delivery. The comprehensive redevelopment of the sites has the potential to create a highly sustainable new quarter for the city, linking the city centre with the Broads, delivering exemplar design and a highly attractive location for living and working. The emerging planning framework for Greater Norwich, The Greater Norwich Local Plan (GNLP), identifies the “East Norwich Strategic Regeneration Area” which includes the three sites. The Regulation 19 GNLP allocates the ENSRA for residential led mixed-use development, to include in the region of 4,000 homes, subject to confirmation through detailed master planning. Part of the site also sits in the Broads authority area, and policy in Broads Local Plan also supports regeneration projects.

East Norwich Regeneration Area	
Description of stage	Consultants Avison Young have been commissioned to produce a masterplan to guide the comprehensive development of the Deal Ground, Utilities and Carrow Works sites in East Norwich, with a view to leveraging in significant public sector investment in the infrastructure needed to ensure delivery. The comprehensive development of the 3 sites has potential to deliver a new mixed-use quarter in Norwich with up to 4,000 new homes and 100,000 sqm of employment. The masterplan will identify the specific infrastructure requirements (including bridges, roads, cycle and footway infrastructure, and marina) required to kick start development, the phased delivery of comprehensive development and associated infrastructure will follow the master planning.
Estimated cost to deliver the stage	£600k (committed)
Indicative timeframe to deliver stage and start date	Masterplan development is underway, having commenced in March 2021. Stage 1 (production of a preferred option masterplan based on extensive stakeholder and public engagement) should be complete by October 2021 and Stage 1 (including production of a supplementary planning document to support the GNLP policy) by end of March 2022.
Potential funding source	Masterplan funding confirmed from: Norwich City Council, Norfolk County Council, Norwich Towns Deal, Broads Authority, Homes England, Network Rail, Norfolk Strategic Fund, landowners. Subsequent delivery: potentially Homes England, developer finance, New Anglia LEP, others TBC
Scheme Development	✓

Infrastructure projects to be delivered by other organisations

Figure 4 Infrastructure projects to be delivered by other organisations



Road Projects

A11 Thetford Bypass Junctions

Evidence has shown that even without the proposed growth at Thetford, the junctions on the A11 are forecast to operate over their theoretical capacity by 2026, with the Mundford Road (A134) junction experiencing the worst congestion. The issues are exacerbated by the proposed growth of Thetford. As a result, junctions on the A11 bypass around Thetford will need to be upgraded during the Plan period.

A Masterplan for the SUE has been developed and improvements will be made to an appropriate standard agreed with National Highways. It is likely that the agreed scope of work will comprise traffic signals on the roundabouts and speed limits on the A11. Because of the strategic function of the A11, which is the major trunk road connection between Norwich, Cambridge, and London, NCC considers that this is not an optimum solution and will continue to work with partners – principally National Highways – to bring forward measures that do not diminish the strategic status of the route. Ultimately, this might require grade-separation of the junctions.

The Thetford Network Improvement Strategy considered the town as a whole and, as a result, the county council undertook further work to investigate, amongst other things, the feasibility of an alternative solution to accommodating north-south movement in the form of a new road link. However, the work concluded that a new link would likely be difficult to deliver due to environmental constraints. The county council therefore propose to investigate other measures during 2021 in liaison with partners including National Highways.

Infrastructure	A11 Thetford Bypass Junctions
Location	Breckland
Delivers	5,000 homes and 5,000 jobs
Lead authority	National Highways, NCC, Landowners, Breckland District Council
Estimated start date	2025-2030
Estimated cost	TBC
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	NPIF, National Highways Roads Investment Strategy 3 (2025-2030), Major Road Network Funding
Benefits	Improves congestion, required for growth
Link to other Information	Thetford Area Action Plan Thetford Market Town Transport Network Improvement Strategy
Status	Improvements, likely to be signalisation of the junctions, will be phased with the delivery of the housing growth. None yet are programmed. More extensive improvements, required to maintain the strategic function of the A11, would be delivered as part of a future National Highways programme, but is not yet committed. NCC has investigated an alternative involving rerouting the A134 and will undertake further work on options during 2021.

A47 Wisbech Bypass Junctions

There are significant congestion issues on the A47 Wisbech Bypass especially at the pinch point junctions of the B198 (east and west) and A1101 which are the responsibility of National Highways. Improvements to these junctions could be brought forward as part of National Highways trunk road programme post-2020 and /or development within the town. There are also safety concerns at the A47/Broadend Road which requires a new junction by developers to deliver housing in Wisbech.

Improvements to the A47 Broadend Road junction to replace the existing arrangements with a roundabout and minor improvements to the existing Elm High Road / A47 roundabout will be brought forward with the Growth Deal Funding from the CPCA Business Board for the Wisbech Access Strategy.

Infrastructure	A47 Wisbech Bypass Junctions
Location	King's Lynn and West Norfolk, Fenland
Delivers	960 homes and 10,000sqm office space (up to 2026)
Lead authority	Developers/ National Highways
Estimated start date	TBC (in short term programme)
Estimated cost	£1.1m Elm High Road £3.4m Broadend Road
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	NPIF, developer funding, National Highways Roads Investment Strategy 2 (2020-2025), CPCA Business Board Growth Deal Funding
Benefits	Improved junctions on the A47 will overcome concerns regarding road safety and connect growth areas to the trunk road network.
Link to other information	N/A
Status	Fenland District Council has developed a Wisbech transport strategy, this identifies improvements to roundabouts on the A47 and they are now developing the schemes.

A47 Tilney to East Winch Dualling

The long-term objective of NCC and other partners is for complete dualling of the A47 along the full length of the trunk road from the A1 at Peterborough to Lowestoft. However, it is recognised that this may need to be achieved through a phased approach to improvements. The A47 Alliance agreed that A47 Tilney to East Winch dualling along with the Acle Straight dualling below are two of its priorities.

A number of schemes are committed for construction on the A47 between 2020 and 2025. These are shown on page 16.

Infrastructure	A47 Tilney to East Winch dualling
Location	King's Lynn and West Norfolk
Delivers	There are strategic site allocations in West Winch and North Runcton, adjacent to A47, which provide for 1,600 homes and 1ha employment land, while employment land is identified at Hardwick (27 ha) and Saddlebow (23ha).
Lead authority	National Highways
Estimated start date	2025-30
Estimated cost	£130m
Unfunded cost	£130m
CIL contribution	No
Funding opportunities	National Highways Roads Investment Strategy 3 (2025-2030)
Benefits	Improves connectivity and reliability
Link to other information	A47 Alliance Website
Status	Tilney to East Winch is a current priority of the A47 Alliance.

A47 Acle Straight Dualling

As well as Tilney to East Winch, dualling the Acle Straight is a priority.

Infrastructure	A47 Acle Straight dualling
Location	Broadland, Great Yarmouth
Delivers	The Enterprise Zone covering large parts of Great Yarmouth and Lowestoft will help bring forward 9,000 direct and 4,500 indirect jobs across the area. Furthermore, approximately 14,000 new homes are planned across Great Yarmouth and Lowestoft. The plans for 37,000 new homes and the creation of 27,000 jobs in the Greater Norwich area will further increase demand along the A47 between Greater Norwich and between the Enterprise Zone.
Lead authority	National Highways
Estimated start date	2025-30
Estimated cost	£79m
Unfunded cost	£79m
CIL contribution	No
Funding opportunities	National Highways Roads Investment Strategy 3 (2025-2030)
Benefits	Improve accessibility between Norwich and Great Yarmouth and improve the safety record of the road
Link to other information	A47 Alliance Website
Status	The Acle Straight is a current priority of the A47 Alliance.

Rail Projects

Norwich to London Rail (Norwich in 90)

As part of the franchise agreement there has been complete replacement of the rolling stock and some services (two each way every day) have journey times of 90 minutes. A service frequency of every 20 minutes is also part of the franchise commitment although this has not yet been implemented. Even these improvements however will not deliver sufficient capacity or frequent (at least one every hour) services in 90 minutes.

In recognition of the strength of the study work and lobbying, government formed a Great Eastern Main Line Task Force to define how the ambition for a faster, more reliable, better quality service with more capacity could be delivered to serve the needs of Essex, Suffolk, and Norfolk. The Task Force is currently undertaking study work to identify exactly what infrastructure is required to deliver the required level of service, and the business case for it. This work is due for completion towards the end of 2020.

Infrastructure	Norwich to London Rail (Norwich in 90)
Location	Norwich to London
Delivers	Improvements could generate up to £9.3bn in economic benefits and create 32,600 jobs. The financial benefit of journey time savings is estimated to be £6m annually.
Lead authority	Greater Anglia, Network Rail, New Anglia LEP, Local Authorities
Estimated start date	2024-2029
Estimated cost	Being evaluated
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	Network Rail: Rail Network Enhancements Pipeline
Benefits	London to Colchester in 40 minutes, Ipswich in 60 minutes and Norwich in 90 minutes at least hourly off-peak.
Link to other information	New Anglia Great Eastern Rail Campaign Website
Status	The Great Eastern Mainline Task Force has completed a wider economic benefits study and is working with Network rail on a Strategic Outline Business Case, which will confirm the measures needed, the cost of the measures and the benefits from their implementation.

Great Yarmouth Rail Station

Existing rail services are operated by Greater Anglia as part of the East Anglia franchise. Currently services operate between Norwich and Great Yarmouth every hour, with 30 minutes services at peak times. The East Anglia franchise started in October 2016 and new rolling stock has recently been provided across the whole of the franchise which has helped to address train quality issues. However, a significant improvement is required at Great Yarmouth rail station to improve the arrival experience at this key public transport gateway to the town. Schemes implemented by the local authorities have improved the station forecourt and the onward link to the town centre and marketplace using New Anglia LEP Growth Deal money. There is a long-standing ambition for improvements to the rail station itself and a small amount of Great Yarmouth Town Deal funding has been allocated for engagement with key partners to determine how improvements to the station can be funded and delivered.

Infrastructure	Great Yarmouth Rail Station
Location	Great Yarmouth
Delivers	Improvements to Great Yarmouth Rail Station
Lead authority	Greater Anglia
Estimated start date	2019- 2024
Estimated cost	TBC
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	Network Rail: Rail Network Enhancements Pipeline
Benefits	Facilitate jobs growth and encourage inward investment into the energy coast. Help meet objectives as set out in Policy CS17 of Great Yarmouth Core Strategy
Link to other information	N/A
Status	Potential for inclusion in Network Rail spending programme 2019-2024

Ely Area Enhancements

A large number of rail services pass through Ely: King's Lynn to Cambridge; Norwich to Cambridge; Norwich to Peterborough; Ipswich to Peterborough; and freight services from Felixstowe. Major rail infrastructure improvements are required to accommodate all services committed within franchise agreements and for further frequency improvements in the future. Local authorities are working with local enterprise partnerships, government, and Network Rail to bring forward the improvements for delivery. Network Rail secured £13.1m funding from the Department for Transport and £9.3m funding from Cambridgeshire and Peterborough Combined Authority, New Anglia LEP and Strategic Freight Network to understand the scale of the challenge to increase capacity through Ely and progress early design options for public consultation. Network Rail secured an additional £13.1m funding from DfT in 2020 to develop an Outline Business Case. This is expected to be submitted to DfT in spring 2022. Further design and development of the programme and authorisation will be subject to future funding decisions by the Department for Transport through the Rail Networks Enhancements Pipeline process.

Infrastructure	Ely Area Enhancements
Location	East Cambridgeshire
Delivers	£120m wider economic benefits, and 1,000 homes and 1,000 jobs.
Lead authority	Network Rail
Estimated start date	Mid 2020s
Estimated cost	TBC
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	Network Rail: Rail Network Enhancements Pipeline
Benefits	Supports better connectivity on the Cambridge Norwich, Peterborough Norwich, and King's Lynn Cambridge corridors.
Link to other information	New Anglia website
Status	Currently Network Rail is developing an Outline Business Case, which is expected to be submitted to DfT in spring 2022.

East West Rail (Cambridge to Oxford)

The complete East West Rail scheme comprises a strategic rail route that will link Ipswich and Norwich to Cambridge, Bedford, Milton Keynes, Bicester, and Oxford, allowing connections to Swindon, the Thames Valley, south west England and south Wales providing a connection across the important Oxford to Cambridge “high tech arc.” The route will potentially allow freight trains to connect the ports of Felixstowe and Harwich with the Great Eastern, East Coast, Midland, West Coast and Great Western main lines without the need to travel on congested tracks around North London.

Government has set up a Special Delivery Vehicle for the project and this is currently taking forward design and development work on a new line from Cambridge to Bedford. Delivery of this could be completed in the mid-2020s. Major work is ongoing to reinstate rail lines from Bedford to Bicester (with services already running from Bicester to Oxford) with services expected from the end of 2023.

East West Rail is supported by NCC and is focussed on making sure that the benefits of this substantial investment come to Norfolk by ensuring that services extend at least as far as Norwich (on existing lines). A Preliminary Strategic Outline Business Case is in the process of being finalised, which shows a good case for this.

Infrastructure	East West Rail (Cambridge to Oxford)
Location	Cambridge to Oxford
Delivers	Establishes a railway connecting East Anglia with central, southern, and western England.
Lead authority	East West Rail Company. Working with local authorities along the route, DfT and Network Rail
Estimated start date	Late 2020s
Estimated cost	TBC
Unfunded cost	TBC
CIL contribution	No
Funding opportunities	Government via special purpose delivery vehicle
Benefits	Connects Oxford and Cambridge to major economies in New Anglia.
Link to other information	East West Rail website
Status	<p>Phase 1 Oxford to Bicester complete</p> <p>Phase 2 Bicester to Oxford commenced late 2019 with services from end of 2023</p> <p>Phase 3 Bedford to Cambridge expected to be built by the mid-2020s.</p> <p>Work is ongoing to identify how services might extend to Norwich and Ipswich (on existing tracks) following completion of Phase 3. A Preliminary Strategic Outline Business Case is in the process of being finalised, which shows a good case for this.</p>

Utility Projects

Sprowston Primary and Peachman Way Primary Substations

These substations are identified in the Greater Norwich Energy Infrastructure Study (March 2019) as constrained and unable to currently support more development. The constraint of these substations affects development in the Broadland Growth Triangle including Rackheath and Beeston Park. Reinforcements or upgrades to the electricity network are required when demand exceeds capacity. If development sites cannot proceed due to insufficient capacity, alternative measures must be considered in order to deliver these.

Infrastructure	Sprowston Primary	Peachman Way Primary
Location	Broadland	Broadland
Delivers	A possible 10,000 homes	A possible 10,000 homes and Broadland Business Park
Lead authority	UK Power Networks	UK Power Networks
Estimated start date	TBC	TBC
Estimated cost	£2.5-10m	£2.5-10m
Unfunded cost	£2.5-10m	£2.5-10m
CIL contribution	Yes	Yes
Funding opportunities	CIL, private sector	
Benefits	Support the delivery of 10,000 homes and job development at airport and Rackheath	
Link to other information	GNBP Local Investment Plan and Programme	
Status	Baseline requirement	

Earlham Substation

This substation is identified in the Greater Norwich Energy Infrastructure Study (March 2019) as constrained and unable to currently support more development. The constraint of this substation affects development in Costessey, the Food Enterprise Zone, Longwater/Easton, Norwich Research Park (NRP) and Threescore. Significant amounts of spare capacity have already been reserved by users within the Research Park and reinforcements or upgrades to the electricity network are required when demand exceeds capacity. If development sites cannot proceed due to insufficient capacity, alternative measures must be considered in order to deliver these.

Infrastructure	Earlham Substation
Location	South Norfolk
Delivers	900 homes at Easton and jobs at NRP and Food Hub
Lead authority	UK Power Networks
Estimated start date	TBC
Estimated cost	£2.5-10m
Unfunded cost	£2.5-10m
CIL contribution	Possibly
Funding opportunities	CIL, private sector
Benefits	Critical for growth of NRP and will support the delivery of growth into the SW Norwich – 900 homes at Easton and Food Hub
Link to other information	N/A
Status	Baseline requirement

Cringleford Primary Substation

This substation is identified in the Greater Norwich Energy Infrastructure Study (March 2019) as constrained and unable to currently support more development. The constraint of this substation affects development in Cringleford and Hethersett. With new housing close to Cringleford Primary and spare capacity utilised as backup for the hospital reinforcements or upgrades to the electricity network are required when demand exceeds capacity. If development sites cannot proceed due to insufficient capacity, alternative measures must be considered in order to deliver these.

Infrastructure	Cringleford Primary Substation
Location	South Norfolk
Delivers	2,500 homes
Lead authority	UK Power Networks
Estimated start date	TBC
Estimated cost	£2.5-10m
Unfunded cost	£2.5-10m
CIL contribution	Possibly
Funding opportunities	CIL, private sector
Benefits	Supports housing growth in SW Norwich and provides back up supply to Norfolk and Norwich Hospital.
Link to other information	N/A
Status	Baseline requirement

Broadland Growth Triangle Trunk Sewer

There is no significant capacity constraint from the existing works at Whitlingham or Belough, but there is in the existing sewerage network. An existing trunk main connecting from Sprowston to Whitlingham has a limited amount of capacity. After capacity within this main is used, new infrastructure would be required to give a connection of adequate capacity to the Whitlingham Water Recycling Centre. Connections to the foul sewerage networks to serve development sites are an on-going project which is driven by developers applying to Anglian Water to connect to the public sewerage network.

Infrastructure	Broadland Growth Triangle Trunk Sewer
Location	Broadland
Delivers	A possible 10,000 homes
Lead authority	Anglian Water
Estimated start date	2011-2026
Estimated cost	TBC
Unfunded cost	TBC
CIL contribution	Yes
Funding opportunities	Private sector
Benefits	Supports the delivery of 10,000 homes to the northeast of Norwich
Link to other information	GNDP Local Investment Plan and Programme
Status	Baseline requirement

King's Lynn Sewerage Improvements

To help facilitate growth in King's Lynn, sewerage improvements may be required. Connections to the sewerage network are an on-going project which is driven by developers applying to Anglian Water to connect to the foul sewerage network.

Infrastructure	Upgraded wastewater flow capacity in King's Lynn	Major sewerage improvements at King's Lynn
Location	King's Lynn and West Norfolk	King's Lynn and West Norfolk
Delivers	Housing growth in King's Lynn	
Lead authority	Anglian Water	Anglian Water
Estimated start date	TBC	TBC
Estimated cost	Circa £500,000	£1-1.2m
Unfunded cost	Circa £500,000	£1-1.2m
CIL contribution	Possibly	Possibly
Funding opportunities	Private sector	
Benefits	To help facilitate growth in King's Lynn, sewerage improvements may be required	
Link to other information	N/A	N/A
Status	Baseline requirement	Baseline requirement

Sustainable Projects

Great Yarmouth Flood Defences 2017 onwards (Epoch 2)

There are approximately 12km of flood defences in Great Yarmouth that help reduce the risk of tidal flooding to over 5000 dwellings and 1000 businesses from the River Yare. However, the steel piled quays supporting our flood defence walls are badly corroded and need replacing. Failure of these defences during a surge tide event would result in rapid flooding of properties in the lower lying land adjoining the river. We have developed a 5-epoch project over the next 40 years to address this issue, prioritised based on the condition of the defences.

Infrastructure	Great Yarmouth Flood Defences 2019 onwards Epoch 2 (2016 – 2021), Epoch 3 (2021 – 2026), Epoch 4 (2026 – 2046), Epoch 5 (2046 – 2061)
Location	Great Yarmouth
Delivers	The Environment Agency is currently delivering Epoch 2 (2016 –2021) to refurbish and improve approximately 4km of flood defences and the supporting quayside. A Limpet Dam will be used to enable patching of the corroded pile sections and installation of cathodic protection to stop future accelerated low water corrosion. It is anticipated that adopting this approach will allow a further 30 years of life to be gained from the assets for an estimated 30% of the cost of replacement and manage the flood risk to around 2000 homes and 700 businesses. The challenge is to secure funding to deliver the next epoch of work required to manage the flood risk to the town grows. The partners are working together to identify a sustainable income stream to ensure the vital investment for the next phase of work and continued maintenance. All opportunities and beneficiaries should be explored.
Lead authority	Environment Agency (lead technical partner) working in partnership with Great Yarmouth Borough Council, NCC, New Anglia LEP, Peel Ports, Broads Authority, and the Tidal Defence Business Partnership (representing local businesses).
Estimated start date	Epoch 2 construction work began in October 2019 and the current completion date is spring 2022. Works on a further two walls are currently being developed and it is envisaged these works will be completed in December 2023.
Estimated cost	Epoch 2 has a construction cost of £41.4m with an additional £6.2 million required to maintain the Epoch 2 defences over the next 30 years. Epoch 3 has an estimated construction cost of £33m, however refined and revised through options appraisal and design.
Unfunded cost	Epoch 3 is at an early stage. The project's viability is likely to depend on securing around 63% (approx.£20.5m) of the cost through partnership funding.
CIL contribution	No

Funding opportunities	Partners of the project, growth and regeneration investment, developer contributions, critical infrastructure providers and businesses
Benefits	The flood defences support the economic growth and development of Great Yarmouth with the potential to support 34,000 jobs and £1.5 billion to the economy over the lifetime of the Epochs. Enabling 50ha of prime location undeveloped land and opportunity to enable appropriate resilient development, in line with local development strategies and supporting policies.
Link to other information	Great Yarmouth Tidal Defence Project
Status	<p>The Epoch 2 construction works are in progress addressing 40 walls across the town with completion planned for spring 2022. £18m Partnership funding has been secured to gain approval to spend £27m FDGiA (capital and revenue).</p> <p>Epoch 3 is at an early stage of business case development. A substantial amount of partnership funding will again need to be secured in order for this project to progress as planned. Partners are beginning work to identify funding sources for Epoch 3 and to identify a sustainable income stream to meet future investment required to manage flood risk to the town.</p>

Future Fens – Flood Risk Management

The Great Ouse Fens are approximately 370,000 hectares of rural lowland, much of this is below mean sea level. 66,000 hectares of this area are within Norfolk. The Fens are high grade agricultural land and currently have a high standard of flood risk management provided by a complex system of watercourses and key water management assets in Norfolk, including the Denver Sluices, King Lynn tidal defences, South Level Barrier bank, and major pumping stations.

New housing development proposed for Downham Market, Wisbech and Kings Lynn, as well as new transport infrastructure crossing the Fens will put additional pressure on the Fens flood risk infrastructure.

Infrastructure	Future Fens – Flood Risk Management
Location	Area around Southery, Denver, Upwell, Outwell, Kings Lynn
Delivers	<p>The Great Ouse Fens considered in the project covers 2,184km² of Cambridgeshire and Norfolk adjacent to the lower reach of the Great Ouse catchment from Earith to The Wash. The area includes around 130,878 residential properties, 13,068 non-residential properties and 184,895 hectares of agricultural land.</p> <p>This project will provide the evidence base for the consideration of future and potential flood risk investments required across the Fens. Phase 1 of FCERM in the Fens is the baselining stage, bringing asset and investment information together to determine the scale of the challenge, which in turn will enable visualisation and engagement with a vast array of interested parties.</p> <p>Phase 2 will involve the strategic appraisal of the adaptive infrastructure choices available to decision makers within the Fens. Given the scale and complexity of this, it is estimated that Phase 2 may take between 5 to 10 years to develop and conclude.</p>
Lead authority	Environment Agency
Estimated start date	Ongoing project. Implementation phase from ~2030.
Estimated cost	Phase 2 Strategy cost approximately £10-15M. Predicted future capital investment need in flood risk management over next 100 years is £2.7bn, with approximately £1.1bn from Government.
Unfunded cost	Approximately £1.6bn required from contributors. TBC - from £100m to 2120 CIL
CIL contribution	Possibly
Funding opportunities	Central Government (Flood and Coastal Erosion Risk Management Grant in Aid); Local Government (Regional Flood and Coastal Committee Local Levy), Internal Drainage Boards, and other funding sources from beneficiaries.

Benefits	Land protected for economic growth, appropriate housing development and new transport infrastructure enabled, particularly East Wisbech, West Winch and A10 and A47 improvements.
Link to other information	Great Ouse Tidal River Baseline Report 2017
Status	The Environment Agency have begun study work to plan the best way of managing future flood risk in the Great Ouse Fen Area, including investment needs. Existing cost estimations are based on initial understanding of the core, tidal river area of the Fens; needs for the Fens as a whole will be significantly in excess of these currently known figures.

Digital Project

Smart Emerging Technology Institute (SETI)

The Smart Emerging Technologies Institute is digital communications infrastructure initiative aiming to create the fastest collaborative research testbed in Europe. SETI (a virtual institute led by UEA in partnership with Cambridge University, BT Adastral Park and Essex University) will provide a global capability to support leading edge research, benchmarking and validation of new applications and services, through large scale experiments using the ultrafast digital communications infrastructure.

Once delivered, SETI has the potential to push the boundaries and fast track the application of machine learning, artificial intelligence (AI) etc.

Smart Emerging Technology Institute (SETI)	
Description of stage	Initial feasibility study has been completed. Development of detailed business case is due to start summer 2021.
Estimated cost to deliver the stage	c. £50k
Indicative timeframe to deliver stage and start date	4 months August 2021
Potential funding source	New Anglia LEP Innovation fund and in-kind staff contribution from UEA, SNC and CNTC (all secured)
Scheme Development	✓✓ Feasibility/development work underway on preferred option

Up and Coming Projects

There is a list of up-and-coming projects, to assist in the creation of a pipeline of schemes so we are aware of the major infrastructure likely to come forward in the future and as more information on these new projects becomes available they can be considered for inclusion in future versions of the NSIDP. This section is for those projects which fit the criteria for the NSIDP but where enough information is not known for projects to be fully included in the plan at this time. These projects are:

- North Walsham Link Road
- Trowse Rail Bridge
- Thetford A134 to A11 connection
- Longwater additional access
- Transport Infrastructure to support Norwich East
- A149 King's Lynn Bypass
- A10 Setchey (south of West Winch)
- A140 north of Long Stratton
- Great Yarmouth North Quay Regeneration
- Great Yarmouth Outer Harbour Southern Terminal
- Great Yarmouth Town Centre Improvements
- Great Yarmouth Learning Centre and University Campus
- Business Incubator on the Great Yarmouth Energy Park
- Active Travel in Breckland
- Power and Access enhancements at Hethel

Cabinet

Item No: 11

Report Title: Transport for Norwich Strategy Review

Date of Meeting: 06 December 2021

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

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

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 1 July 2021

Introduction from Cabinet Member

A new Transport for Norwich Strategy has been prepared in collaboration with Broadland District Council, Norwich City Council and South Norfolk Council. A public consultation has been undertaken on the draft strategy and supporting environmental reports. This report summarises the outcome of the recent consultation on the Transport for Norwich Strategy and the proposed changes to the consultation version. The outcome of the consultation shows broad support. The key issues to emerge from written and online responses were about the relationship of Norwich to the surrounding areas, the need to support the vitality of the city and ensuring implementation considers the needs of users of the city. Many of the views relate to the implementation of the strategy and will be helpful in developing an action plan. The findings of the consultation, including proposed changes arising from the consultation, have been reported to the Greater Norwich Development Partnership on the 15th of November, the Infrastructure and Development Select Committee on the 17th of November and the Transport for Norwich Joint Committee on the 18th of November.

The key points to emerge from the committee meetings were:

- The inclusion of 'affordable' in the vision

- The need to commit to development of the action plan and develop its governance
- Learning points from the consultation to improve engagement on future consultations.

A schedule of amendments to the consultation version of the strategy are set out in Appendix 1. It is recommended that the Strategy which incorporates changes arising from the consultation feedback as shown in Appendix 2 is adopted.

An initial draft of the action plan is included as Appendix 3. The action plan will continue to be developed in collaboration with key stakeholders and will have an initial focus on tasks for the next two years to take the strategy forward. The action plan will be subject to continual monitoring and review.

Recommendations:

- 1. To adopt the Transport for Norwich Strategy, which incorporates changes arising from the consultation feedback, as set out in Appendix 2**

1. Background and Purpose

- 1.1 The County Council has undertaken a review of the transport strategy for the Norwich Area. The strategy has been produced in partnership with Broadland District Council, South Norfolk Council and Norwich City Council. The draft new Transport for Norwich (TfN) Strategy was consulted on from 26th August to 8th October 2021 and is a high-level strategy that sets out transport policy commitments and direction for the long term to tackle issues such as decarbonisation, air quality, active travel and housing and jobs growth.
- 1.2 This report summarises the outcome of the consultation, the changes made to the strategy and attached as Appendix 2 is the final version of the strategy that is recommended for adoption.

2. Proposal

- 2.1 The proposal is for Cabinet to consider the responses received through the recent consultation, the views of the Greater Norwich Development Partnership, the Transport for Norwich Joint Committee and Infrastructure and Development Select Committee. To agree the proposed changes arising from consultation and adopt the Transport for Norwich Strategy.
- 2.2 The schedule of proposed changes is shown in Appendix 1. The key issues to emerge from written and online responses were the relationship of Norwich to the surrounding areas, picking up that users of the city transport system may come from longer distances and rural areas and their needs must be

recognised in the development of interventions, the need to support the vitality of the city, ensuring sustainable travel options meet people's travel needs and ensuring implementation considers the needs of users of the city. Key points from joint member and committee meetings held following consultation are set out in Sections 4.9 and 10. Further, more specific changes have been made to make policies and actions clearer. Many of the views received in the consultation relate to the implementation of the strategy and will be helpful in developing the action plan. An initial draft of the action plan is included as Appendix 3 and this will continue to be developed with stakeholders using the current TfN governance. This sets out early tasks to take the strategy forward and to consider longer term governance arrangements for delivery of the strategy. This review of the TfN governance arrangements will determine the status of the TfN action plan, its timing and approval mechanisms.

3. Impact of the Proposal

- 3.1 The impact of the proposal will be for the Council to adopt a new transport strategy for Norwich. The strategy sets long term policy commitments to tackle decarbonisation, air quality, promoting active travel and supporting planned growth.
- 3.2 If the strategy is adopted, then it will commit the county council to developing the action plan and securing resources to take the strategy forward. Short term priorities will include:
 - Continuing to work with partners to determine the long-term governance arrangements.
 - Completing the work, which has been started, on traffic modelling. This is vital to underpin many of the strategy objectives supported by the districts including allocation of road space, taking forward work on assessing the impacts of interventions on carbon emissions and air quality, and providing a means of developing the hierarchy of uses for the transport network of Norwich.
 - Work on carbon budgeting, which has been commenced through the progression of the Fourth Local Transport Plan.

4. Evidence and Reasons for Decision

- 4.1 256 responses were received through the online survey and the Have Your Say email address, including comments from the Broads Authority, First Eastern Counties, Konectbus, Pulham Market Parish Council, Costessey Town Council and Norfolk Police Traffic Management. A further seven written responses were received from Norwich Green Party, Breckland Council, Norwich Business Improvement District, Chantry Place, Broadland District Council, South Norfolk Council and Norwich City Council.

- 4.2 The online responses were overall supportive of the strategy, with support and strong support being the dominant response to each of the questions.
- 4.3 As well as asking whether respondents supported the themes, policies and actions, there was an opportunity provide free text responses to explain why that view was put forward. In all 232 respondents provided free text responses to one or more of the questions. The main themes that emerged from the free text responses are summarised below:
- Public transport attracted the most comment and is currently considered to be too expensive in relation to other choices and does not meet people's needs.
 - Measures need to be put in place to provide realistic alternatives for car use to access the city, recognising that those travelling in from rural areas may not have any reasonable alternatives to the private car.
 - Promotion of walking and cycling was welcomed although there needed to be good infrastructure to make this safe to do and it needs to be recognised that this is not an option for all.
 - Concern was expressed that if access into the city was not easy then this would harm the economy.
 - The strategic aims are supported but it will need to be backed up with action.
 - People need to be listened to in developing interventions.
 - Electric vehicles (EVs) can be part of the solution, but infrastructure needs to be in place for charging and particular consideration needs to be given to rural areas and those that rely on on-street parking.
 - There is a need to consider all sections of society and ensure that interventions do not disproportionately impact on those with limited travel choices.
- 4.4 Many of the comments received relate to the next steps and implementation of the strategy rather than putting forward specific changes to the proposed vision, themes and policies. Some of the comments received relate to factual updates and suggested wording changes that do not affect the overall direction of the strategy. One issue for consideration is the relationship between the city and the rural areas surrounding this. Although the strategy recognises this, there is merit in amending wording in the strategy to be clear on this point. This is reflected in the schedule of proposed changes.
- 4.5 Written responses were received from Norwich Green Party, Breckland Council, Norwich Business Improvement District, Chantry Place, Broadland District Council, South Norfolk Council and Norwich City Council.
- 4.6 The key themes from written responses were:
- Recognition of issues in rural areas and ensuring that the strategy does not harm rural communities that rely on their access into Norwich.
 - The need to ensure that the strategy supports the vitality of Norwich and its strategic growth area.
 - Support for a review of governance for delivery of the strategy.

- Concern over long term commitment and funding.
 - The balance in funding between major road projects and sustainable transport interventions.
 - A number of specific wording changes for clarity.
- 4.7 In addition, a range of comments were submitted that relate to the expectations for the next stages of work. As with the comments received on-line, these will help us to develop an action plan to support the strategy and we intend to continue to do this in collaboration with Norwich City Council, Broadland District Council and South Norfolk Council.
- 4.8 Results from the consultation support the approach taken in the strategy and the themes it contains. The responses received endorse the work that is done so far and provide evidence that the strategy can be taken forward to adoption with relatively few changes. Some of the comments received relate to issues beyond the scope of the strategy, particularly in respect of future funding and comments received on established schemes including the Norwich Western Link. The focus of this report is on the views received on the strategy, its themes policies and actions, and amendments to improve the strategy in light of those views.
- 4.9 The proposed changes have been reported to the Greater Norwich Development Partnership on November 15th, Infrastructure and Development Select Committee on November 17th and the Transport for Norwich Joint Committee on November 18th.
- 4.9 The comments from those committees are set out in section 10 of this report. The comments made picked up on a number of key issues:
- The need to commit to taking forward the actions in the strategy and development of an action plan. Some members provided views on their priorities for the action plan.
 - Amendment of the vision to include affordable
 - Learning from the consultation to improve engagement in the next stages of the work
 - Development of robust and inclusive governance.
- 4.10 A number of the points made identified ideas and issues associated with implementation of the strategy. Although these points will not directly impact on the strategy wording, they are helping in developing the next stages of work.
- 4.11 On the basis of the general support and agreement to the strategy gathered through the consultation process it is recommended a number of amendments are made to the strategy and it is taken forward for adoption. The details of these can be found in Appendix 1 - Schedule of proposed changes.

5. Alternative Options

- 5.1 An alternative option would be to make no changes to the consultation version of the Transport for Norwich Strategy. This option is not preferred as it does not draw on evidence and comments received through the consultation to shape and refine the final version of the strategy.

6. Financial Implications

- 6.1 Currently there are no financial implications. The consultation is being undertaken within existing financial resources secured for delivery of the Strategy. The remaining funding secured will be used post strategy adoption to develop some of the more significant actions emerging through the Action Plan.
- 6.2 Delivery of the strategy will require funding. Limited funding is committed to start to take forward the actions. Further work on evidence gathering and delivery of interventions will need to be funded from a variety of sources including the capital programme, bids for funding and developer contributions.

7. Resource Implications

- 7.1 **Staff:**
Current activities to develop the Transport for Norwich Strategy, including consultation, are being undertaken within existing financial resources.
- 7.2 **Property:**
None at this stage. Any impacts on property are only likely to arise from delivery of individual transport schemes. These will be identified at later stages of plan development, and in its implementation stage. Impacts will be considered at the appropriate time on the specific schemes.
- 7.3 **IT:**
Not at this stage. It is likely that some of the interventions developed will impact on the Council's IT systems including those that manage the transport networks and provide travel information.

8. Other Implications

- 8.1 **Legal Implications:**
A Strategic Environmental Assessment (SEA) has been undertaken alongside development of the strategy as part of an Integrated Sustainability Appraisal. SEA is a requirement of the Environmental Assessment of Plans and Programmes Regulations 2004. Habitats Regulation Assessment (HRA) was also carried out and both the SEA and HRA were consulted on alongside the Transport for Norwich Strategy. The Environment Act 2021 became law on 9th November. There will be stronger requirements for local authorities under the

Local Air Quality Management (LAQM) framework, including requirements for action plans where local air is in breach of air quality objectives.

8.2 Human Rights Implications:

None at this stage.

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

EqIA has been incorporated into the Sustainability Appraisal that was carried out and consulted on alongside the strategy. Consultation responses came from a wide range of individuals and representative organisations, which don't necessarily reflect the make-up of the users of the transport network. However, the EqIA has provided the checks and balances to make sure we get the strategy correct. Individual actions, schemes and projects will be subject to their own assessments as part of work on their development.

8.4 Data Protection Impact Assessments (DPIA):

Information collected in the consultation will be confined to data that will help the council to analyse the responses. It will not be possible to identify individuals from the requested information. This will not constitute personal data under the terms of the Data Protection Act.

8.5 Health and Safety implications (where appropriate):

None at this stage.

8.6 Sustainability implications (where appropriate):

An Integrated Sustainability Appraisal has been carried out incorporating the Strategic Environmental Assessment and Habitats Regulation Assessment.

8.7 Any Other Implications:

None.

9. Risk Implications / Assessment

- 9.1 The strategy has been developed alongside an SEA and HRA, which are legal requirements. Further work following on from adoption of the strategy will identify specific interventions and they will be subject to their own project-based risk assessments.

10. Select Committee Comments

- 10.1 Infrastructure and Development Select Committee considered the changes to the strategy arising from consultation on 17 November. The key points raised are set out below.

Key point: Public transport operational issues:

- The impacts of public transport priority schemes on parking are important to small businesses.
- Public transport should better reflect school catchment areas.
- Not all bus journeys are into the city centre and routes should be developed to reduce the need to travel into the city centre to change buses.
- Promotion of the introduction of electric buses.

Officer comment: The County Council has recently prepared its Bus Service Improvement Plan, and work to take this forward will consider the bus service issues raised.

Key point: Concern was expressed that the response rate to the consultation was low.

Officer comment: The strategy was designed and publicised in collaboration with the communications team and the broad support enables the work to move forward. The consultation methods will be reviewed to learn lessons to improve response rates on future surveys.

Key point: The action plan is key to delivery. Select Committee would like to be kept up to date with progress.

Officer comment: Officers will liaise with the Chair to agree how and when updates are reported.

10.2 The Greater Norwich Development Partnership Board considered the changes to the strategy arising from consultation on 15 November. Key points to emerge are set out below.

Key point: The vision should include the word affordable.

Officer comment: Making the change adding 'Affordable' to the vision is useful in helping set out what the strategy seeks to be inclusive, and this is recommended for inclusion in the adopted version.

Key point: Some members said that the strategy should explicitly rule out road building while other members thought that it should not.

Officer comment: As we do not know what infrastructure will be required, especially in the context of long-term growth in the Greater Norwich Strategic Growth Area, specific interventions should not be ruled out, but interventions will need to show how they contribute the strategy vision and policy commitments.

Key point: The Strategy should contain a baseline evidence.

Officer comment: In preparing the strategy and the environmental assessments, baseline evidence has been collated and further evidence will be gathered at a more detailed level to provide a sound basis for developing effective interventions.

Key point: There should be a commitment to road user charging, to raise revenue so that delivery of interventions is not reliant on funding bids.

Officer comment: The strategy commits to looking at a range of interventions including charging mechanisms. Interventions need to be evidence led and it would be premature to commit to specific interventions or rule them out at this time until the evidence is available.

Key point: There should be a commitment to spend more on sustainable travel than road schemes.

Officer comment: This is beyond the strategy and will be for future decisions on funding and delivery. Amounts of funding for different types of scheme are often dependent on what is offered by government.

Key point: Complementary Measures for the Norwich Western Link (NWL) need to be committed to in a similar way to Broadland Northway, formerly the NDR, and be put in place first.

Officer comment: The NWL has its own business case that sets out its set of complementary measures. Like the NDR the nature of the complementary measures required and their timing will be determined through the approvals processes for the scheme. The TfN Strategy commits to taking advantage of the wider traffic impacts of the NWL and other strategic improvements to enhance the opportunities to deliver sustainable transport solutions.

Key point: The strategy should do more to reduce travel demand.

Officer comment: Although the strategy does not have a specific policy to reduce travel demand, under the policy commitments on air quality and decarbonisation, reduction in travel demand is identified as an action to be taken forward and so will figure strongly in helping to achieve the strategy commitments.

Key point: The Greater Norwich Development Partnership Board would like to be kept up to date with progress on developing an action plan

Officer comment: Officers will undertake to do this.

10.3 The Transport for Norwich Joint Committee considered the changes to the strategy arising from consultation on 15 November. Key points to emerge are set out below.

Key point: Many of the points made at the Greater Norwich Development Partnership were reiterated and these include:

- Concern that the vision did not include the word affordable.
- The strategy should include a commitment to not build any more roads and recognise road building fuels traffic growth
- The Strategy should contain baseline evidence.

- There should be a commitment to road user charging, to raise revenue so that delivery of interventions is not reliant on funding bids.
- There should be a commitment to spend more on sustainable travel than road schemes.

Other key points made were:

- Making the strategy clear that the objectives of a road and travel hierarchy would be to prioritise active travel, focus on people not vehicles and recognise the importance of place.
- Committing to build a comprehensive network of mobility hubs and showing where they will be.

Office comment: These points relate to the outcomes of the next stages of work to develop interventions to achieve the strategy's policy commitments.

Key point: A commitment to develop an action plan should be made and the priorities within it should include:

- Developing a Carbon Budget
- Protection of road space for active travel
- Commitment of resources to implement the strategy
- Reducing speeds across the network
- Developing a network hierarchy
- Reducing and preventing through traffic.

Officer comment: It is recognised that to take the strategy forward an action plan needs to be developed and work done to develop the governance for this. Work has begun on an action plan in collaboration with officers from Norwich City Council, Broadland District Council and South Norfolk Council.

Key point: The Local Cycling and Walking Investment Plan needs to be funded

Key point: Resources need to be committed to taking the strategy forward

Officer comment: The council is committed to developing an action plan and, through this, we will prioritise council resources; and that also we will seek to secure relevant sources of funding for delivery.

Key point: There are limited choices in rural communities that travel to Norwich and the private car will remain important.

Officer comment: The strategy recognises that in its implementation it needs to recognise the circumstances and needs for all users. As interventions are developed, they will need to consider their impacts and inclusivity.

Key point: The action plan is key to delivery. The Transport for Norwich Joint Committee would like to be kept up to date with progress.

Officer comment: Officers will undertake to do this

11. Recommendations

- 1. To adopt the Transport for Norwich Strategy with the proposed changes arising from consultation as set out in Appendix 2**

12. Background Papers

- 12.1 Transport for Norwich Strategy Sustainability Appraisal
- 12.2 Transport for Norwich Strategy, Habitats Regulation Assessment
- 12.3 Transport for Norwich Strategy Consultation Version
- 12.4 Transport for Norwich Strategy Report of Consultation

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



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

Appendix 1

Transport for Norwich Strategy Consultation version – Schedule of proposed changes

Section / Para	Comment	Proposed change
Executive Summary	Add the word affordable to the vision	<p>Amend the vision</p> <p>Norwich and the strategic growth areas around it will become a place to thrive because affordable, shared, clean, active and accessible travel are the first choice for journeys, and people within at least the urban area can access a range of services without a car.</p> <p>Also amend the vision description in Chapter 4</p>
Executive Summary	Norfolk and Norwich Theme description should recognise local transport and rail; and extent of connections	<p>Amend the Norwich and Norfolk Theme description</p> <p>Norwich and the strategic growth area around it is the centre for a large part of the county and the wider eastern region. Good, strategic connections by clean transport modes including rail, low carbon vehicles and sustainable modes within and to places outside of the area are vital for continued prosperity.</p>
Spatial Portrait	Add reference to Attleborough and Thetford on the NCTC	<p>Change para 1.4</p> <p>The Norwich-Cambridge corridor is of key strategic importance to the planned growth including Attleborough and Thetford, with rail.....</p>
1.6	The strategy should recognise issues of deprivation outside the city and be inclusive.	<p>Amend 1.6</p> <p>The city also has a higher level of deprivation than the Norfolk average. Also, there are pockets of deprivation in the rural areas that rely on the Norwich urban area for services and employment. This takes into account...</p> <p>NB: Also note changes proposed at 10.3 in relation to this comment (see later)</p>
1.18	Changes to be consistent with GNLP strategic growth area.	<p>Replace Para 1.18 with</p> <p>The TfN strategy covers, broadly, the full extent of the Strategic Growth Area as expressed through the Greater Norwich Local Plan (GNLP) together with consideration of the longer distance trips from the county and beyond. This will be where the strategy and its action plan have their focus although TfN strategy has not identified a precise boundary. Wider are policies and actions will be taken forward through the LTP.</p>

Section / Para	Comment	Proposed change
2.1	Amend paragraph to make it clear the review covered plan projects and strategies	Amend Para 2.1 A comprehensive review of all the relevant policies, plans, projects and strategies for the TfN Strategy...
2.1	TfN does not reference Decarbonising Transport in Chapter 2	Include a reference to Decarbonising Transport in Chapter 2 (bullet points in 2.1). New bullet: Decarbonising Transport: a better, greener Britain (July 2021)
Chapter 4 Themes	Inconsistent between Exec Summary and Themes.	Change theme text throughout Chapter 4 to align with those in the Executive Summary and pick up comments (as described under Exec Summary, above) in these descriptions
5.1	Acknowledgement should be given to enhancing the public space, public realm, and green spaces to provide an attractive Norwich and Norfolk which can be enjoyed by day visitors and citizens alike	Amend 5.1 Norwich is Norfolk's largest urban area and comprises the city itself and the built-up fringe parishes in Broadland and South Norfolk districts. It is one of the largest centres of employment in south-east England, making the city and its hinterland an important focus in the region for a range of services, as well as the administrative and operational headquarters for a number of organisations. It has an attractive, historic environment including parts of the transport system, intrinsic to making it a place that people want to visit and live, and for businesses (see chapter 11 for our strategy about this). Due to the its prominence in the county...
5.8	Amend text to recognise the importance of the wider Norwich area	Amend 5.8 first sentence to read High quality connections between Norwich, its strategic growth areas, the wider area and markets beyond Norfolk are vital to the economy role of the wider Norwich area as a key driver of economic growth. The city centre...
5.10	Strategy should give commitment to new rail halts	Amend para 5.10 The Rail and the park and ride system plays an important roles in maintaining good access into Norwich for trips from outside the urban area
5.11	3 rd supporting action to carry out strategic assessments is unclear.	Amend 3 rd supporting action under 5.11 Carry out a strategic assessment to evidence the opportunities to deliver enhanced sustainable transport interventions as a consequence of completing the committed Transforming Cities interventions (a major

Section / Para	Comment	Proposed change
		<p>package of improvements focussed on public transport, walking and cycling) and the Norwich Western Link</p> <p>Carry out strategic assessments of the traffic impacts as a consequence of completing the committed strategic schemes (including improvements to the A47, the committed transforming cities programme and the Norwich Western Link) to identify the opportunities to deliver enhanced sustainable transport measures to support public transport and active travel.</p>
5.11	Add clarity to the final supporting action	<p>Amend final point under 5.11</p> <p>We will review the measures that weren't funded through the Transforming Cities package to ensure these support the objectives and incorporate them into the action plan where they remain consistent with achieving the intended outcomes of the TfN Strategy.</p>
5.11	Add description on monitoring	<p>As the TfN Strategy moves into delivery through the Action Plan, NCC will monitor progress both on the delivery of transport policies and interventions as well as the potential for significant effects. The purpose of the monitoring is to provide an important measure of the sustainability outcome of the Strategy and to measure the performance of the Strategy against sustainability objectives and targets. The TfN Action Plan will therefore ensure that the mitigation and monitoring measures identified within the SA and HRA reports are carried forward and applied where necessary.</p>
5.11	Add description on HRA	<p>Any new transport or improvement scheme that would be likely to have a significant effect on a protected nature conservation site(s), either alone or in combination with other plans or projects, will be subject to assessment at project application stage, including under part 6 of the Habitats Regulations.</p>
6.6	Update to reflect adoption of the EV strategy and give more support to EV charging points	<p>Amend 2nd supporting action under 6.6</p> <p>Work to deliver the An electric vehicle strategy is being that has been developed and which will be used to assist in the transition to clean fuels</p>
6.6	Text refers to clean buses, not zero emission.	<p>Amend the 4th bullet point under 6.6 supporting actions to the Net Zero Carbon policy</p>

Section / Para	Comment	Proposed change
	More attention is needed to greening delivery vehicles	Work with bus companies, freight operators and others on switching to cleaner vehicles transitioning to zero emission fleets
Chapter 7 Highlights	TfN should adopt a policy of supporting zero emissions public transport	Amend the last bullet in the Highlights box at the beginning of Chapter 7 Promoting less polluting Support and promote a transition to zero emissions public transport
7.8	Could include reference engine switch off and brief explanation of each point	Amend all bullet points to include brief explanation of the measures, and add additional bullet point to 7.8 <ul style="list-style-type: none"> • Clean Air Zone (Charging to charge vehicles with higher emissions to enter a certain area) • Workplace parking place levy (A charge on business premises for each parking space) • Road charging / congestion charge (Charging for all vehicles, or particular types of vehicle, in a certain area) • Vehicle bans on certain roads or areas (Preventing all vehicles, or particular types of vehicle from certain areas) • Enforcing engine switch off (Enforcement officers can issue a fixed penalty – similar to a parking ticket – where drivers do not switch off their engine when in queues or waiting at the side of the road).
Chapter 8 Highlights	Typo	Second point, first word People need to...
8.6	Would appreciate additional information to the 'disincentives' that are discussed within the key actions section	Add extra sentences to 8.6 How people choose to travel will have a significant bearing on how successful we are in meeting our ambitions. We need to make sure that we are providing the information and measures to influence the travel choices people make in order to find it easy, safe and convenient to get to where they need to get to. The strategy sets out examples of some measures that will be investigated including reviewing parking policy and potential restrictions on vehicular use. Our focus will be on active and clean travel. We need to engage to understand what people need, to ensure active and clean travel are suitable and that we are putting in place the right measures. We also need to show people how active and clean travel can become their first choice, to encourage them to switch how they travel. In all cases, it will be necessary to engage with stakeholders to

Section / Para	Comment	Proposed change
		understand views and take these into account in developing measures.
9.8	We feel that new developments should be embedding green charging points within their designs	Amend 9.8 first bullet point: Work with district Local Planning Authorities to support masterplans, development briefs and design codes / guides that are aligned with TfN strategy. This could include securing infrastructure for electric vehicle charging as part of new development proposals
9.8	The word mobility hub should be used rather than transport hub in 9.8 to avoid confusion.	Amend wording in 9.8 third bullet point Seek to encourage high density development where there is good access to mobility transport hubs, local services and employment opportunities
Chapter 10 highlights	Recognise that users of the transport network may be from outside the immediate Norwich area and their needs are to be considered	Amend the text in the Highlights box This chapter reinforces the importance of reducing casualties and that we need to have a transport system that supports the needs of everyone, being designed to take account the different needs of different people including those who travel from outside of Norwich and the strategic growth area.
10.3	Reword to ensure the text acknowledge needs of those outside the immediate Norwich area NB: These changes also respond to the comment made at 1.6	Reword 10.3 Levels of inequality in Norwich and the surrounding area vary considerably which leads to disparities in people's access to transport and therefore access to employment and education opportunities. Car ownership across Norwich and its surrounding areas varies considerably. This can be a lifestyle choice for some, but for others low incomes and protected characteristics may make car ownership inaccessible. Other modes such as buses, rail, walking and cycling can be less convenient, particularly depending on where people live, the cost, scheduling, as well as concerns regarding the perceived safety of roads for walking and cycling. It is highly important that the TfN strategy seeks to provide a transport network accessible to all who use it, whether local or not , with the ambition to overcome barriers of transport inequality across the city and the surrounding area to meet the needs of the network's users and government ambitions for equal access as set out in the Inclusive Transport Strategy (2020) and Equality Act (2010).

Section / Para	Comment	Proposed change
10.11	advocate that the policy (traffic harm reduction) should be changed to say that “20mph will be adopted as the default speed limit across the whole urban area with higher limits only on streets that have a strategic traffic function and do not have a strong residential and local service function. Where the street design does not currently support adherence to 20mph, engineering and enforcement measures will be implemented to achieve compliance.”	Add to the end of the 3 rd supporting action to 20mph across the whole urban area with higher limits only on streets that have a strategic traffic function and do not have a strong residential and local service function (see Chapter 11....
10.15	Reference technology to provide flexible alternatives in	Add at the end of first sentence of second supporting action, under 10.15 As part of our Bus Service Improvement Plan, and other related initiatives, consider how we can improve existing services and use technology and innovation to plan and provide transport solutions to reduce reliance on car ownership and increase flexibility and reliability at times and in locations where public transport is not easily available. This will....
11.3	Reference to Norwich-wide 20mph speed limit, with the exception of a few A roads	Amend 11.3 ... There has been a programme to introduce 20 mph zones across parts of the city and this strategy needs to take this forward across the whole urban area, with higher limits only on streets that have a strategic traffic function and do not have a strong residential and local

Section / Para	Comment	Proposed change
		service function. This will to support low traffic neighbourhoods and active travel. within these areas
11.7 Places policy	The word changes at the beginning of the policy can be better explained and the wording can be changed to be more specific.	Change place policy Changes New schemes, enforcement and maintenance activities on the transport network to the transport network will seek to ...
11.9	Point regarding the importance of facilities which propel Norwich City Centre into an attractive destination which all people will want to visit	Add additional bullet point in 11.9 Consider the layout of streets and spaces, and the facilities provided, so that the transport network meets the needs of all users
11.12	Alternative new technologies such as e-cargo bikes and drones could be explored for those deliveries within the city centre which do not require larger vehicles	Amend last bullet point in 11.12 Provision of e-cargo delivery services or other innovative systems including drones within the city centre
12.1	Change from vehicle focus	Amend 12.1 ... To enable this, transport interventions must prioritise the movement of people, not just vehicles , active travel and public transport.
12.5 Mode Hierarchy Policy	Comments that the policy should be people not vehicle focussed.	Amend the policy in 12.5 ROAD NETWORK AND TRAVEL MODE HIERARCHY We will adopt a road network and travel mode hierarchy that will support mobility requirements of people rather than just vehicles and recognises the place function as well as movement function of different parts of the network.
12.6	Typo	Correct typo in 12.6 We will introduce a hierarchy that reflects how roads, streets and spaces are used. This will range from identifying roads where essential movement will be the priority through to identify ing places where the primary use will be for meeting people, eating out or socialising

Section / Para	Comment	Proposed change
12.7	TfN should reflect the needs of all users in the narrative	Amend 12.7 ...The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user, although the needs of everyone – and the function of the city – will need to be taken into account. Therefore, we will prioritise space for certain types of users rather than trying to make provision for all types of user along different corridors. We...
12.8	Reference to traffic reduction across the whole road network and not solely within the city centre and residential neighbourhoods	Amend 12.8 to make it clearer and consistent with other sections Movement across Norwich and its strategic growth areas will seek to significantly reduce the intrusion of extraneous traffic within the city centre and residential neighbourhoods. Cross city traffic will be required to use orbital and radial primary routes rather than short cuts on neighbourhood roads. As set out elsewhere, our strategy recognises that significant and far-reaching interventions including reductions in travel demand will be needed in order to achieve our objectives.
12.10	More recognition should be attuned to alternative micro-mobility options of transport within the region	Add additional bullet point at end of 12.10 Investigate the use of micro-mobility transport solutions where they support the aims and objectives of the strategy
12.12	TfN strategy fails to address that the cost and availability of public transport in the rural hinterlands is the biggest deterrence for people. Suggestion to include a mode shift target in the Bus Services policy	Add extra narrative in 12.12 Historically Norwich has seen high bus patronage, although not all of its surrounding hinterland has good, affordable services, and Covid-19 at least temporarily reduced this patronage because of the need to run socially distanced services. The county council is forming has committed to develop an Enhanced Partnership and Bus Service Improvement Plan with local bus operators that will influence the development of the bus network. This includes an objective to increase the mode share of buses and develop location specific targets on a corridor-by-corridor basis. The council has also committed to develop an enhanced partnership with operators
12.12 Bus Services policy	Typo (missing apostrophe)	Amend bus services policy Bus services will continue to be a vitally important transport solution. We will work in partnership with

Section / Para	Comment	Proposed change
		operators to deliver services that meet people's travel needs.
12.13 and 12.14	<p>Better reference to the Bus Service Improvement Plan</p> <p>We would like the Bus Improvement Plan and Enhanced Partnership to consider how the cost of bus travel of other groups can be reduced and for the supporting action under 12.4 to be reworded to: "consider social needs in relation to bus services, including the cost of travel".</p>	<p>Start 12.13 with</p> <p>Through the Bus Service Improvement Plan we will Gcontinue to work in partnership ...</p>
12.14	Lack of consistency between paragraphs 12.10 and 12.14	<p>Amend 12.14</p> <p>Investigate the introduction of higher priority on important bus corridors appropriate bus priority measures on important bus corridors beyond committed Transforming Cities Fund work</p>
12.28 Active Travel Policy	Statement that the proposed policy is weak and needs tangible targets	<p>Amend policy at 12.28</p> <p>ACTIVE TRAVEL We will promote active travel by walking and cycling. We will promote and prioritise active travel by walking and cycling to ensure that half of all journeys in Norwich are cycled or walked by 2030</p>
12.29 Active travel policy supporting action.	Needs to reference LTN 1/10	<p>Add at end of action</p> <p>...to meet current guidance best practice.</p>
General (Change to be	The strategy should commit to review	Add to the end of 13.4

Section / Para	Comment	Proposed change
made at 13.4)		We will take opportunities to have future reviews of the strategy to reflect on progress and changing circumstance and legislation

Appendix 2

Transport

for Norwich

-Strategy-

with proposed changes



Transport for Norwich -Strategy-

Executive summary and vision



240

Executive summary

Introduction

This is the draft Transport for Norwich (TfN) strategy for consultation and planned to be adopted at the end of 2021. It will replace the existing Norwich Area Transportation Strategy adopted in 2004 and which set out a transportation strategy for the Norwich area until the year 2021.

The Transport for Norwich strategy will form part of a suite of documents setting out transport policy in Norfolk. The Norfolk Local Transport Plan (LTP) covers transport policy across the whole of the county. This strategy aligns with, and nest within, this and provide the detail for the area. Other more detailed plans and policies will themselves support it, for example the Local Cycling and Walking Infrastructure Plan would be incorporated as part of the Transport for Norwich Strategy.

This is an ambitious strategy, putting carbon reduction and better air quality at the heart of the aim to support a growing economy, strengthen communities and reduce our impact on the environment.

The strategy recognises that Norwich and the strategic growth areas around it is important for people and businesses across a large area: what is done within Norwich affects many more people and businesses than simply those who live within the urban area.

The transport issues and problems within the city are quite different from those faced in its rural hinterland so interventions appropriate within the city might not always be appropriate for elsewhere.

How trips to Norwich are begun will be influenced by local factors such as the purpose of the trip, the distance to Norwich and the availability of different transport modes.



Vision

Norwich and the strategic growth areas around it will become a place to thrive because **affordable**, shared, clean, active and accessible travel are the first choice for journeys, and people within at least the urban area can access a range of services without a car.

The Vision will be delivered through nine themes. The following provides a short summary of key aspects of the TfN strategy for each one:

Norwich and Norfolk

Norwich and the strategic growth area around it is the centre for a large part of the county and the wider eastern region. Good, strategic connections by clean transport modes including rail, low carbon vehicles and sustainable modes within and to places outside of the area are vital for continued prosperity.

A zero-carbon future

Achieving net zero carbon emissions will require significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and supported by an accelerated switch to zero emission vehicles.

Improving the quality of our air

Clean air is important. Significant and far-reaching interventions will be needed. Likely measures will need significant further study and engagement work to consider before being able to commit to delivery of a preferred option, but the following interventions will be further considered: Clean air zone; Workplace parking place levy; Road charging / congestion charge; Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre).



Changing attitudes and behaviours

Local people, businesses and others who use all of our transport networks need to be engaged so that they understand and support the changes and feel confident in being able to make changes to their own travel behaviour.

Supporting growth areas

The area has plans for significant growth. This needs to be in the right places, with transport networks provided, so that people can easily access facilities. Priority should be given to walking, cycling and public/ shared transport links.

Meeting local needs

The transport system needs to support the needs of everyone, being designed to take account the different needs of different people.

Reducing the dominance of traffic

In local neighbourhoods, traffic impacts will be reduced. This will be achieved through a series of interventions including low traffic neighbourhoods, school streets and reductions in speed limits, based around the principle of Healthy Streets.

Making the transport system work as one

The transport system needs to ensure efficient movement of large numbers of people. We will identify roads where general traffic is prioritised; where public transport is prioritised; and where active travel is prioritised. This reflects that streets cannot accommodate every demand at the same time, and we must prioritise. Elsewhere, streets will primarily support communities who live there, businesses or for leisure uses like meeting friends or entertainment. Parking will be reviewed to consider current parking capacity, arrangements, cost, availability and type.



Making it Happen (governance)

Good governance arrangements are vital for effective actions and delivery, supported by active engagement across a range of people and partners. Special interest sectors need to be drawn in to advise and assist with direction and delivery. Without this, we will not achieve our ambitions.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

—Strategy—

Background and context



Chapter One - background

Spatial Portrait

- 1.1 Norwich is Norfolk's largest urban area and one of the largest centres of employment in greater south-east England, making the city an important focus in the region for a range of services, as well as the administrative and operational headquarters for a number of organisations. It is also a city of considerable historic importance and the city centre in particular retains many historic features such as narrow streets within the city walls lined by many medieval and Georgian buildings and churches, as well as two cathedrals and a Norman Castle. Norwich's landscape varies from the urban and historic core to open, green spaces and parks, facilitating recreation and leisure activities, as well as the River Wensum which traverses through the city.
- 1.2 Norwich, including its surrounding area (Broadland and South Norfolk Districts), has an estimated population of around 409,000 as of 2018. Of this, 55% of the population live in the Norwich urban area, around 10% live in surrounding market towns such as Wymondham and Wroxham, and 35% live in smaller towns and villages on Norwich's periphery. Both the city's urban centre and surrounding areas are undergoing, and are planned to undergo further, large scale growth and change. This growth will be through large housing and employment land allocations in adopted and emerging local plans.
- 1.3 Norwich is one of the fastest growing cities in the UK and contributes more than £3 billion per annum to the national economy. The Norwich area strongly features most of the sectors identified as having high growth potential regionally which include: manufacturing and engineering at Hethel; agri-tech, health and life sciences at the Norwich Research Park and Food



Enterprise Park; and IT and communications and digital creative industries in the city centre. The area also benefits from a strong and growing tertiary education sector provided by UEA, NUA, City College Norwich and Easton College which contribute research expertise and a skilled workforce. Norwich is a key employment hub resulting in people from across the county of Norfolk, and some outside, commuting into the city.

- 1.4 The Norwich-Cambridge corridor is of key strategic importance to the planned growth including Attleborough and Thetford, with rail and road routes providing key strategic access to London, Cambridgeshire and much of the rest of the UK. The Cambridge to Norwich Tech Corridor, which includes Norwich, the North East Growth Triangle, the remainder of the Norwich Fringe, Hethersett and Wymondham, is the major focus for growth and change in Greater Norwich, accommodating approximately 74% of the planned growth. The A47 is an important road and bus route connecting Norwich to Great Yarmouth and Lowestoft to the east (which are also served by rail services) and providing access to King's Lynn, the Midlands and the north of the country to the west. There are also several key arterial routes, the Broadland Northway and an inner and outer ring-road, providing access in and out of the city from surrounding settlements for all types of vehicle, including by bus and forms of active travel.
- 1.5 Norwich also boasts an extensive leisure and cultural offer with a booming tourism industry supporting 54,000 skilled workers. Norwich and surrounding areas are experiencing growing numbers of day visitors, estimated at 40 million per year, and 12 million overnight visitors to historic buildings, parks and museums, cultural festivals and other regular events, along with access to the Broads and the coast.



- 1.6 The health of people in Norwich is markedly worse than the national average. However, the surrounding districts such as Broadland and South Norfolk are generally better. The city also has a higher level of deprivation than the Norfolk average. **Also, there are pockets of deprivation in the rural areas that rely on the Norwich urban area for services and employment.** This takes into account the domains of income, employment, education, skills and training, health and disability, crime, barriers to housing services, and living environment. Transport has a key role to play in alleviating poverty by providing affordable access to jobs, education and services.
- 1.7 Travel patterns and behaviours can be very different across the area. People living away from the centre tend to travel more by private car, possibly due to trips being longer – meaning that active travel isn't always suitable – and public transport links scarcer.

About the Transport Strategy

- 1.8 The Norwich Area Transportation Strategy (NATS) was adopted in 2004. It set out a transportation strategy for the Norwich area until the year 2021. This version of the strategy reviewed and amended the previous one in the light of the then current transport policy, essentially updating it and rolling it forward. A small number of minor policy changes were subsequently agreed in April 2010 as part of the development of the Greater Norwich Joint Core Strategy.

The most significant of these was to seek a step-change in the provision of public transport largely through the creation of bus rapid transit routes connecting major growth areas to the city centre and employment sites.

- 1.9 In 2010 a NATS Implementation Plan was adopted setting out how the strategy would be implemented on the ground.



- 1.10 The Transport for Norwich strategy is the successor to NATS. It is a high-level strategy setting out a vision, objectives and longer-term aspiration alongside an Action Plan setting out commitment to the major actions that will be undertaken to achieve the policy aspiration: like investigation of how to reach zero carbon target and meet air quality requirements; and subsequent implementation.

The TfN strategy forms part of a suite of documents setting out transport policy in Norfolk. The LTP covers transport policy across the whole of Norfolk. The TfN strategy will nest within this and provide the detail for the area. Other more detailed plans and policies will themselves support TfN. The Local Cycling and Walking Infrastructure Plan will be incorporated as part of the TfN strategy.

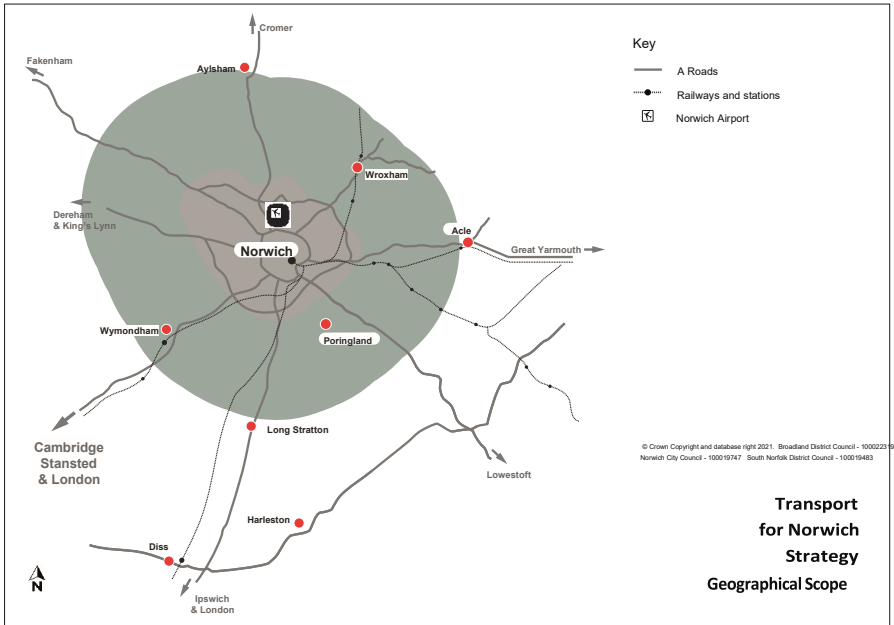
Geographical coverage of the strategy

- 1.11 The Norwich Area Transportation Strategy (NATS) had a defined area and covered the city of Norwich, its suburbs and the first ring of surrounding villages, an area approximately 22km by 18km including the Norwich City Council administrative area and parts of the districts of South Norfolk and Broadland.
- 1.12 The NATS area was broadly the same as the Norwich Policy Area that is defined in the Joint Core Strategy (JCS). Through the process of developing the TfN Strategy, consideration has been given to its geography.
- 1.13 The existing strategy is focussed on Norwich, including the contiguous major growth area, and includes a small rural hinterland. However, Norwich is important for people and businesses across a large area. The travel to work area extends roughly across Norwich, all of Broadland and South Norfolk plus parts North Norfolk, Breckland and Mid-Suffolk so what is done within Norwich therefore affects many more people and businesses than simply those who live within the urban area.



- 1.14 The transport issues, problems and opportunities within the city are very different from those faced in its rural hinterland so interventions appropriate within the city are often not appropriate elsewhere. How trips to Norwich are begun will be influenced by local factors such as the purpose of the trip, the distance to Norwich and the availability of different transport modes.
- 1.15 The LTP provides important policy context for transport across the county. The fourth LTP is nearing completion and it is planned to be adopted by August 2021. In addition, a series of more local studies and strategies exist for places including the market towns of Wymondham, Aylsham, Diss and Wroxham and Hoveton.
- 1.16 This TfN strategy will have a number of policy layers that will each have their own area of influence so the extent of the strategy cannot be easily represented by a line on a plan. However, there will be areas of focus for different policies as they are developed.
- 1.17 Examples of policy areas where geographic scope differs include:
- The need to consider longer distance trips to Norwich that originate elsewhere in the county or beyond
 - Consideration of how implementation of measures within the city affects journeys originating from, or going to, areas outside the city.
- 1.18 The TfN strategy covers, broadly, the full extent of the Strategic Growth Area as expressed through the Greater Norwich Local Plan (GNLP) together with consideration of the longer distance trips from the county and beyond. This will be where the strategy and its action plan have their focus although TfN strategy has not identified a precise boundary. Wider area policies and actions will be taken forward through the LTP.





Current Progress and Achievements

1.19 The strategy develops implementation of projects and initiatives over a number of years including:

- Successful bids for Transforming Cities Fund and rapid implementation including the Prince of Wales Road contra-flow cycle scheme, connecting the rail station to the city centre
- Successful Active Travel Fund scheme bids (covid recovery) implemented on St Benedicts and Exchange Street; both allowing outside seating for eating and drinking, as well as reductions in traffic
- Two rounds of Cycle City Ambition Grant funding for three cross-city cycle routes including extensive 20mph zones and cycle parking and further development of the Local Cycling and Walking Infrastructure Plan
- High quality public realm schemes delivered in partnership with Norwich City Council eg Westlegate, Tombland
- Bus priority schemes in the city centre, eg: Rampant Horse Street and Red Lion Street
- Operation of six Park and Ride sites offering cross city bus travel and a direct link to the Norfolk and Norwich University Hospital (NNUH) and UEA
- Commercial bus network patronage increases and network stability
- Improving air quality in Norwich Air Quality Management Area (AQMA): The Castle Meadow Low Emission Zone was fully completed as long ago as 2009
- Growing levels of cycling (40% increase where new cycle infrastructure has been provided)



- Effective use of camera enforcement for bus gates for traffic management
- Decreasing levels of traffic through the city centre, whilst maintaining the vitality of the retail
- Effective management of coaches travelling to the city; supporting continued growth in tourism
- Effective parking enforcement and operation of Controlled Parking Zones, eg residents parking, to support transport policy
- Effective maintenance of the highway
- Effective traffic signal control management using bus prioritisation
- Effective city centre car parking information system for motorists through variable message signs showing numbers of available spaces in car parks
- Targeted local safety scheme implementation
- Site allocation and highway development management role for major and minor developments ensure that development is aligned to the TfN strategy as best as possible and mitigation measures sought where necessary such as Travel Plans, junction improvements, new footways and crossing facilities.
- Successful partnerships with districts, eg provision of bus shelters, stakeholders, eg Norwich Business Improvement
- District and operators, eg Norwich Car Club
- Partnership with Norfolk Constabulary and the Safety
- Camera Partnership



- Effective coordination of road works and event disruption
- Provision of new waiting and loading restrictions to respond to a changing city
- New road infrastructure to reduce congestion and delays for all road users including buses on certain routes. The Broadland Northway has taken traffic out of the centre, allowed measures such as Westlegate pedestrianisation.
- Capacity improvements have been provided along Dereham Road and at the Dereham Road / Outer Ring Road roundabout.
- Efficient handling of new highway adoptions and securing commuted maintenance sums from developers where required
- Facilitation of highway stopping up for new development
- Effective traffic management to regenerate historic areas eg closure of through traffic at St Georges Street and public realm improvements have boosted footfall, local businesses and amenity of the city centre conservation area.



Chapter Two - Policy Context

Policy Context Summary

- 2.1 A wide range of local, regional, national and international policies have been taken into account in the strategy's development. A comprehensive review of all the relevant policies, plans, projects and strategies for the TfN Strategy will be published separately alongside the final strategy. The key policies providing context to the TfN Strategy include:
- The United Nations Paris Agreement 2015
 - Climate Change Act 2019 revision
 - Clean Air Strategy 2019
 - Build Back Better: our plan for growth 2021
 - Bus Back Better: A long term strategy for buses in England 2021
 - Gear Change: a bold vision for cycling and walking 2020
 - Future of Mobility Strategy 2019
 - East of England Route Strategy 2017
 - Healthy Streets Approach
 - Inclusive Transport Strategy (2020)
 - Norfolk County Council Environmental Policy 2019
 - Local Transport Plan (LTP4 due to be adopted 2021)
 - Greater Norwich Local Plan (due to be adopted September 2022)
 - Norfolk Greenways to Green Space Strategy.
 - Decarbonising Transport: a better, greener Britain (July 2021)



- 2.2 The TfN strategy sits within the Norfolk Local Transport Plan (LTP) which sets out seven strategic objectives to guide future investment in Norfolk's transport network. These are: embracing the future, delivering a sustainable Norfolk, enhancing connectivity, enhancing Norfolk's quality of life, increasing accessibility, improving transport safety and providing a well-managed and maintained transport network.
- 2.3 Core policy messages informing the new TfN strategy include the following themes:

The environment

- Reducing carbon emissions, particularly from transport by facilitating zero emission vehicles, active travel, public transport and reducing the demand for travel
- Protecting and improving the environment
- Improving air quality particularly in built up urban areas

The economy

- Supporting economic growth and recovery including from the impacts of the Covid-19 pandemic
- Providing and enhancing connectivity between key hubs and locations, such as key employment sites, rail stations, ports and airports, and key cities and places both within the county as well as nationally and internationally



Society, health and equality

- Improving access to education, training and employment opportunities and tackling deprivation
- Encouraging equality and equal access to travel for all
- Improving the health of communities and increasing levels of physical activity
- Improving air quality for the health of communities
- Providing access to green space
- Encouraging and enabling active travel by providing safe, continuous, direct, comfortable routes
- Providing a safe, healthy and attractive environment for people to live and work in

Technology

- Adapting to and embracing of new technologies in transport. For example, micromobility and autonomous vehicles.

2.4 The TfN strategy brings these themes, from international to local policies and priorities together, in order to shape and set out a forward-thinking transport strategy for Norwich.



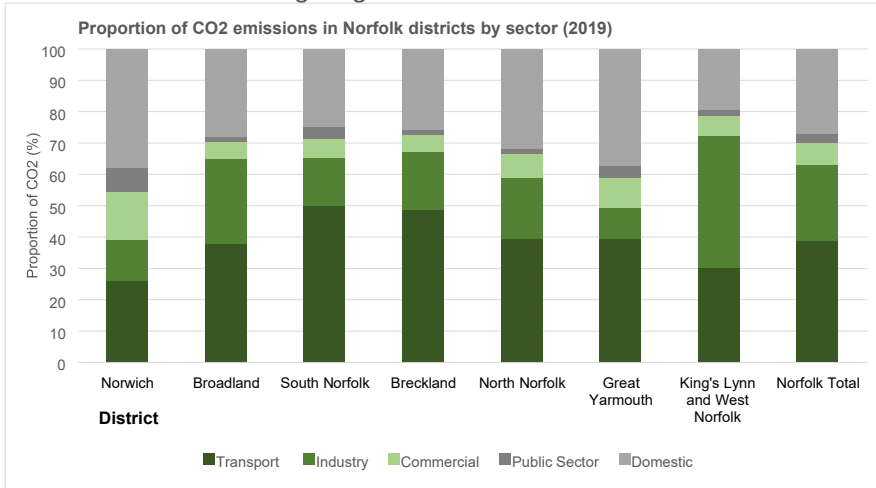
Chapter three - Problems Issues and Opportunities

Problems, Issues and Opportunities Summary

- 3.1 A number of key challenges need to be taken into account and overcome as part of the TfN Strategy. The following is a summary. These have been identified through a range of different sources including previous consultation, the councils' network management observations and monitoring, feedback from bus operators, surveys and computer-modelling analysis.
- 3.2 The main challenge is climate change and the achievement of net zero carbon targets. Norfolk County Council's Environment Policy, adopted in 2019, aims to achieve net zero carbon emissions from the council's operations by 2030 and a move towards carbon neutrality across all sectors by the same date. Alongside this, central government also amended the Climate Change Act in 2019 with a target to achieve net zero carbon by 2050. The UK's sixth Carbon Budget, due to become enshrined in law, will set a target to reduce emissions by 78% by 2035 compared to 1990 levels. The transport sector is one of the highest emitters of carbon dioxide and it is therefore expected that large carbon savings are made within the sector to contribute towards the achievement of the goals. The TfN strategy needs to contribute to this key ambition.
- 3.3 Within the built-up area of Norwich there are already high levels of active travel underpinned by recent investments. There is a well-developed commercial public transport network with a history of good working relationships between local authorities, businesses and transport operators. Encouragement of electric vehicles (EVs), public transport, active travel and reducing demands for travel are some transport interventions which could help Norwich and



the surrounding area contribute to carbon savings, as well as adequate planning and monitoring of carbon emissions such as the use of carbon budgeting.



- 3.4 Air pollution is a significant issue for Norwich. The city centre is an Air Quality Management Area (AQMA) due to the annual average nitrogen dioxide levels exceeding recognised thresholds. High levels of nitrogen dioxide and particulate matter have also been identified along the primary routes into the city as well as in the wider urban area of Norwich. This has a detrimental effect on human health causing a reduction in life expectancy and increasing the risks of heart disease and lung cancer. It is a key issue the strategy needs to overcome for the health of both the people and environment of Norwich. Monitoring shows other locations where nitrogen dioxide levels are high, but not in excess of thresholds, and people often express concern about areas including outside schools.



- 3.5 The variety of landscapes, neighbourhoods, levels of wealth and lifestyles within Norwich and surrounding areas need to be respected and enhanced where possible when implementing transport interventions.
- 3.6 In areas of higher deprivation, travel particularly by private cars and buses can become inaccessible due to high costs. This can limit access to opportunities for employment, education and training and ultimately result in social exclusion. The challenge is to overcome this and provide a transport network accessible for all. Good progress has been made with the Beryl bike hire scheme and the roll-out of a comprehensive, high quality cycle (pedalway) network. Within the city centre in particular, improvements to the streetscape and removal of general traffic has added to the vibrancy of areas, supporting the city's and county's economy, preserving and enhancing the city as a major retail and employment centre for a large surrounding area.
- 3.7 Car ownership also varies considerably across the Norwich area with more central areas of the city having lower ownership and using a variety of travel modes, and the suburbs having the highest ownership rate. Many people have a perception that there is no suitable alternative to car travel; which can be the case for some trips. However, this can make public acceptance of schemes difficult to achieve due to the differing travel behaviours and needs across the Norwich area. Car culture and single occupancy vehicles are particularly difficult behaviours to address and it is made more challenging by the rurality of the areas surrounding Norwich where often there is no alternative but to use a car, at least for part of a journey. Bus fares do not compete with parking tariffs within the city, hence making the car a more attractive option and encouraging their use. In addition, in the same amount of time, you can travel further by car than by bus. This adds to the attractiveness of using a car.



- 3.8 Perceived concerns and lack of confidence in the safety of active travel options can reduce how often people travel by bike or on foot. This must be overcome to achieve net zero targets and to improve air quality and congestion. For many trips in and around Norwich there are viable alternatives to car use, especially single-occupancy car use, and these opportunities are increasing with the roll-out of a high quality cycle network, the trialling of e-scooters, hire schemes for standard and electric bikes and a comprehensive public transport network.
- 3.9 A number of large housing developments are currently being built and/or have been allocated in the Norwich area as well as the wider surrounding area. As Norwich is the primary jobs hub and the destination for many commuters across the county, the city centre becomes congested, particularly at peak times. Growth in Norwich and the strategic growth areas surrounding it will place increased demand on the city's transport networks. New developments in the Norwich area provide an excellent opportunity to design neighbourhoods and communities that will facilitate and encourage sustainable travel and build well-designed, well-connected neighbourhoods.
- 3.10 The rapidly changing use of the transport network also presents a challenge when planning transport interventions. The Covid-19 pandemic resulted in a large shift in travel behaviour as many people stayed at home. Whilst the national lockdowns were only temporary, some impacts of the pandemic on the transport network are likely to remain due to the adoption of home working practices. In addition, the impact of rapidly advancing technology is changing the way the transport network is used. For example, increases in online shopping and food delivery, and new modes of transport, such as micromobility and E-scooters, all pose a challenge towards the existing network. The identity of the high-street is also evolving and as a result will change the way people use, move around and access the central business district of Norwich.



- 3.11 Administration and funding of transport in Norwich adds complexity to the management of the transport network. For example, bus provision, car parking and enforcement of parking and moving traffic offences are currently carried out by different organisations making join-up possible only through working in partnerships.
- 3.12 Alongside the opportunity to refresh the TfN strategy, there are also opportunities being taken to progress, for example, the Norwich Local Cycling and Walking Infrastructure Plan, which is progressing ahead of the strategy, and finalising the Bus Service Improvement Plan by mid-2022. Funding bids provide an opportunity to secure funding for implementing measures, with current opportunities including Towns Fund, Levelling Up Fund and Active Travel Fund. Preparation of the TfN strategy will provide the context for a range of opportunities, even though inevitably some of their timescales do not align exactly.



Chapter four - Vision and Themes

Vision

Norwich and the Strategic Growth Area around it will become a place to thrive because affordable, shared, clean, active and accessible travel are the first choice for journeys, and people within at least the urban area can access a range of services without a car.

Themes

Norwich and Norfolk

Norwich and the strategic growth area around it is the centre for a large part of the county and the wider eastern region. Good, strategic connections by clean transport modes including rail, low carbon vehicles and sustainable modes within and to places outside of the area are vital for continued prosperity.

A Zero Carbon future

Achieving net zero carbon emissions will require significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and supported by an accelerated switch to zero emission vehicles.

Improving the Quality of our air

Clean air is important. Significant and far-reaching interventions will be needed. Likely measures will need significant further study and engagement work to consider before being able to commit to delivery of a preferred option, but the following interventions will be further considered: Clean air zone; Workplace parking place levy; Road charging / congestion charge; Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre).



Changing attitudes and behaviours

Local people, businesses and others who use all of our transport networks need to be engaged so that they understand and support the changes and feel confident in being able to make changes to their own travel behaviour.

Supporting Growth Areas

The area has plans for significant growth. This needs to be in the right places, with transport networks provided, so that people can easily access facilities. Priority should be given to walking, cycling and public/ shared transport links.

Meeting Local Needs

The transport system supports the needs of everyone, being designed to take account the different needs of different people.

Reducing the dominance of traffic

In local neighbourhoods, traffic impacts will be reduced. This will be achieved through a series of interventions including low traffic neighbourhoods, school streets and reductions in speed limits, based around the principle of Healthy Streets.

Making the Transport system work as one

The transport system needs to ensure efficient movement of large numbers of people. We will identify roads where general traffic is prioritised; where public transport is prioritised; and where active travel is prioritised. This reflects that streets cannot accommodate every demand at the same time, and we must prioritise. Elsewhere, streets will primarily support communities who live there, businesses or for leisure uses like meeting friends or entertainment. Parking will be reviewed to consider current parking capacity, arrangements, cost, availability and type.

Making it Happen

Good governance arrangements are vital for effective actions and delivery, supported by active engagement across a range of people and



partners. Special interest sectors need to be drawn in to advise and assist with direction and delivery. Without this, we will not achieve our ambitions.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

—Strategy—

Norwich and Norfolk



Chapter Five - Norwich and Norfolk

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This section sets out the relationship of the Transport for Norwich strategy with the Norfolk Local Transport Plan
- It reinforces the position of Norwich and its strategic growth area as the centre for a large part of the county
- It emphasises the need to maintain good key connections for longer-distance trips.

Context

Introduction

5.1 Norwich is Norfolk's largest urban area and comprises the city itself and the built-up fringe parishes in Broadland and South Norfolk districts. It is one of the largest centres of employment in south-east England, making the city and its hinterland an important focus in the region for a range of services, as well as the administrative and operational headquarters for a number of organisations. It has an attractive, historic environment including parts of the transport system, intrinsic to making it a place that people want to visit and live, and for businesses (see chapter 11 for our strategy about this). Due to its prominence in the county, the city attracts a large amount of inward and outward movements, particularly during peak commuting hours. Though most commuters live within around five miles of the city centre, some travel into the area from much further.



- 5.2 The city is served by rail, road and bus links from surrounding areas. These links are focussed on main corridors, however, and do not cater for all people and goods needing to get to the city. There is also a large range of different types of movement – both within and outside of the urban area – that need to be accommodate and people have different expectations (and requirements) about how they want to travel and their expectations of the transport system. An efficient, connected transport network linking people to and from key locations within and around the city which improves access to employment, education and leisure facilities in a sustainable manner is important to serve existing businesses and populations, as well as planned largescale growth.
- 5.3 The TfN strategy looks to meet the wide range of travel needs around, to and from Norwich, and to deliver a transport network which provides access and connectivity between key locations and reinforces Norwich as the central service centre for much of the county. The strategy also delivers against the county council's fourth Local Transport Plan policies: see below. Enhancing the connectivity of Norfolk and Norwich is also a key ambition of the emerging Transport East and New Anglia Local Enterprise Partnership strategies which want to see improved connections between ports, airports and priority places both within the region and nationally.

Norfolk Local Transport Plan policies and their relationship to this strategy

- 5.4 The TfN strategy sets out the transport strategy for the Norwich area. It complements a range of other strategies and sits within the Norfolk Local Transport Plan (LTP). This sets out seven strategic objectives to guide future evolution of Norfolk's transport network across the county: embracing the future, delivering a sustainable Norfolk, enhancing connectivity, enhancing Norfolk's quality of life, increasing accessibility, improving transport safety and providing a well-managed and maintained transport network. Alignment of the TfN Strategy to these strategic objectives will be important for its success.



- 5.5 The Local Transport Plan sets out a strategy for the county of Norfolk. This recognises, amongst other things, the importance of connections into the county from elsewhere, and the importance of connections into places like Norwich.
- 5.6 Alongside the LTP, there are a many other relevant policies and priorities which have guided and shaped development of this TfN strategy.
- 5.7 The TfN strategy brings these themes, from international to local policies and priorities together, in order to shape and set out a forward-thinking transport strategy for Norwich.

Strategy and Policy

Strategic Connections

- 5.8 High quality connections between Norwich, its strategic growth areas, the wider area and markets beyond Norfolk are vital to the role of the wider Norwich area as a key driver of economic growth. The city centre has good rail links to London, Cambridge and Stansted. There is ambition for further improvements. These include faster journeys and higher frequencies to link further afield to the Midlands and north of England. East-west road connections can be slow and unreliable. The Cambridge-Norwich tech corridor promotes growth and connectivity to maximise the benefits that can be achieved along the corridor arising from the influences of Norwich and Cambridge. As well as better connections to places further afield, it is important to improve connectivity to major employment areas like the University of East Anglia/Norwich Research Park/hospital area, Broadland Business Park and the city centre.



Statement of Policy

STRATEGIC CONNECTIONS

Strategic connections and hinterland access will be promoted to enhance the role of Norwich as the regional capital.

Key Actions

- 5.9 We will ensure that new strategic connections are optimised to benefit the economy, this includes rail enhancements to Cambridge, Stansted, London and other destinations, main bus and coach links, the Norwich Western Link, A47 improvements, and Long Stratton Bypass. Sustainable transport measures will be promoted to capture the benefits of these connections within the Norwich urban area and the strategic growth area around it. Individual schemes will need to mitigate their environmental impacts through the detailed work on these projects.
- 5.10 We will ensure that Norwich's role as a regional economic centre and transport hub is supported through excellent transport connectivity to the Norwich travel to work area and longer distance connections are improved to markets outside the county. Rail and the park and ride system play important roles in maintaining good access into Norwich for trips from outside the urban area.

Supporting Actions

- 5.11 We will also:
- Ensure that accessibility to transport gateways is improved. These include Norwich Airport, Norwich rail station, Norwich bus station and Wymondham rail station
 - Ensure that transport connections to identified strategic employment sites are enhanced by public transport, walking and cycling



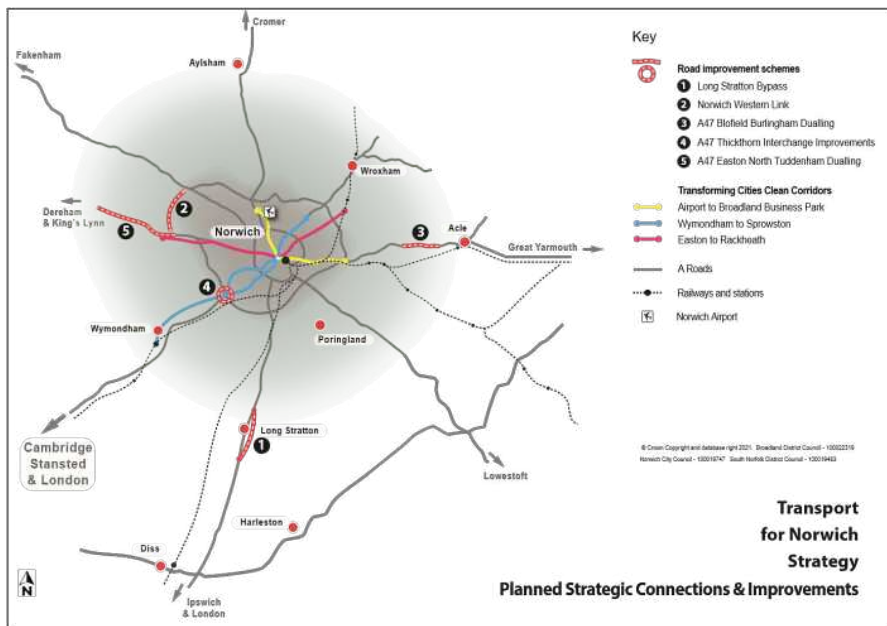
- Carry out strategic assessments of the traffic impacts as a consequence of completing the committed strategic schemes (including improvements to the A47, the committed transforming cities programme and the Norwich Western Link) to identify the opportunities to deliver enhanced sustainable transport measures to support public transport and active travel.

We will review the measures that weren't funded through the Transforming Cities package and incorporate them into the action plan where they remain consistent with achieving the intended outcomes of the TfN Strategy.

As the TfN Strategy moves into delivery through the Action Plan, NCC will monitor progress both on the delivery of transport policies and interventions as well as the potential for significant effects. The purpose of the monitoring is to provide an important measure of the sustainability outcome of the Strategy and to measure the performance of the Strategy against sustainability objectives and targets. The TfN Action Plan will therefore ensure that the mitigation and monitoring measures identified within the SA and HRA reports are carried forward and applied where necessary.

Any new transport or improvement scheme that would be likely to have a significant effect on a protected nature conservation site(s), either alone or in combination with other plans or projects, will be subject to assessment at project application stage, including under part 6 of the Habitats Regulations.







Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

—Strategy—

A zero-carbon future



Chapter Six - A zero-carbon future

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This chapter includes commitment to achieve net zero carbon in line with Norfolk County Council's environmental policy
- To achieve this will require significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles
- This is likely to result in imposing measures that will limit or restrict use of the private car within the city, particularly vehicles powered by internal combustion engines. Such restrictions are also required to achieve the ambitions for clean air, as set out in the subsequent chapter.

Context

Introduction

6.1 Reduction of carbon dioxide emissions is an internationally recognised priority in order to slow and mitigate the damaging effects of climate change. The transport sector is one of the largest emitters of carbon dioxide in the UK accounting for 34% of UK carbon dioxide emissions in 2019 (Department for Business, Energy and Industrial Strategy, 2020). More locally, emissions from transport in Norwich City made up around 25% of the city's carbon dioxide emissions in 2018 (National Atmospheric Emissions Inventory, 2018). In Broadland and South Norfolk districts it was 36% and 53% respectively.



6.2 The United Nations Paris Agreement (2015) internationally ignited the increased drive to slow global warming with its ambition to keep the global temperature rise well below 2 degrees Celsius compared to pre-industrial levels, and preferably 1.5 degrees Celsius. Nationally, the Climate Change Act (2019 revision) has prompted a drive towards net zero with the UK government committing to the achievement of net zero by 2050. This has been progressed by the recent publication of the Department for Transport's Decarbonising Transport Plan, in July 2021, which sets out how government aims to reduce carbon emissions across the transport sector to achieve the UK's legally binding 2050 net zero target. Aligning to this, Norfolk County Council has its own targets, outlined in the Environmental Policy (2019), to achieve net zero in the council's operations by 2030 and to work towards carbon neutrality within the council's wider areas, also by 2030. Norwich City Council has declared a Climate Emergency adding to the decarbonisation drive and the need for action to mitigate climate change. The TfN strategy has an important role to play in contributing towards net zero targets due to transport's large contribution both locally and nationally towards carbon dioxide emissions.

Strategy and Policy

Zero Carbon

6.3 Carbon reduction is at the heart of our strategy. Ambitious targets to work towards carbon neutrality across all sectors in the county have been adopted by the county council; Norwich City Council has declared a carbon emergency. We need to reduce the carbon emissions from transport to achieve these local objectives and the national targets of cutting emissions by 78% by 2035 compared to 1990 levels. The Norwich area already starts from a good position, with many trips in the urban area already undertaken by clean, sustainable modes.



Statement of Policy

NET ZERO CARBON

We will reduce carbon emissions from transport in Norwich to make the necessary contribution to the national target of reducing emissions from all sources by 78% by 2035 compared to 1990 and achieving net zero emissions by 2050. A carbon budget will be developed for the transport programme to demonstrate how it will ensure emissions are contained within the budget.

Key Actions

- 6.4 We will devise a carbon budget for surface transport across Norwich and its strategic growth area. A baseline will be set. We will use this to assess potential interventions to guide delivery. We will monitor the efficacy of interventions using the carbon budget to guide further delivery.
- 6.5 We will gather evidence to provide the basis for significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles. These are covered in Chapter 7 Improving the Quality of our Air

Supporting Actions

- 6.6 We will also:
- Continue to develop and deliver a range of measures to help people to get about using clean, sustainable modes of transport. These include:
 - Work to deliver the electric vehicle strategy that has been developed and which will be used to assist in the transition to clean fuels



- Active travel networks including the pedalway network have been developed, hire bikes are available and an e-scooter trial is underway
- Work with bus companies, freight operators and others on transitioning to zero emission fleets.
- Implement planned sustainable transport projects to serve planned areas of growth such as delivery of the Transforming Cities and LCWIP programmes, which will see sustainable connections to support planned growth.
- Achieve net zero for Norfolk County Council assets and services by 2030 in line with the county council's Environmental Policy Target.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich —Strategy—

Improving the quality of our air



Chapter Seven - Improving the quality of our air

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This chapter includes commitment to achieve clean air
- To achieve this will require, as for reducing carbon, significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles
- This is likely to result in imposing measures that will limit or restrict use of the private car within the city, particularly internal combustion engine vehicles. Such restrictions are also required to achieve the ambitions for clean air
- These measures will need significant further study and engagement work to consider before being able to commit to delivery of a preferred option, but the following interventions should be further considered:
 - Clean Air Zone
 - Workplace parking place levy
 - Road charging / congestion charge
 - Vehicle bans (eg prohibiting petrol and diesel engine vehicles from the city centre)
 - Support and promote a transition to zero emissions public transport.



Context

Introduction

- 7.1 Poor air quality is considered by the UK government as being the “largest environmental risk to public health in the UK” (House of Commons Library, 2019). Government has legally binding targets in place in order to reduce emissions of five damaging air pollutants, including nitrogen oxides and particulate matter.
- 7.2 Transport has a key role to play in improving air quality and meeting the targets. The Clean Air Strategy 2019 reports that road transport, domestic shipping, aviation and rail are responsible for a significant proportion of air pollutant emissions: 50% of nitrogen oxides, 16% particulate matter and 5% of non-methane volatile organic compounds, all of which are bad for health. Government’s Clean Air Strategy 2019 and the Road to Zero Strategy 2018 pave the way to improving air quality in transport and achieving legally binding targets, such as plans to ban the sale of new conventional petrol and diesel cars and vans in 2030.
- 7.3 Air pollution is also a significant issue more locally in Norwich. The city centre is an Air Quality Management Area (AQMA) due to the annual average nitrogen dioxide levels exceeding the recognised thresholds. High levels of nitrogen dioxide and particulate matter have also been identified along the primary routes into the city as well as in the wider urban area of Norwich. This has a detrimental effect on human health causing a reduction in life expectancy and increasing the risks of heart disease and lung cancer.
- 7.4 Various interventions to improve air quality in Norwich have been undertaken, alongside Norwich City Council’s Air Quality Management Action Plan which sets out a five- year plan for improving air quality.



Strategy and Policy

Air quality

7.5 Air quality is an issue within the Norwich area. In some places, air quality falls below recognised standards, meaning that an Air Quality Management Area (AQMA) has been declared across much of the city centre. An Air Quality Management Action Plan has been agreed. In some locations elsewhere, for example Wroxham Road/ Ring Road, Sprowston and Reepham Road, Hellesdon, nitrogen dioxide levels are near to the levels where an AQMA would have to be considered. Because poor air quality has detrimental effects on human health, we want to ensure that air quality is tackled, that we no longer have to have an AQMA, and that our range of future interventions means that this doesn't become a problem again in the future.

Statement of Policy

AIR QUALITY

Air quality across Norwich and its strategic growth areas will improve so that we will:

- i) Remove the need to have AQMAs**
- ii) Improve air quality across Norwich and its strategic growth areas in the long term.**

Key Actions

7.6 Significant and far-reaching interventions will be considered including measures limiting or restricting use of the private car within the city, particularly vehicles powered by internal combustion engines, and promotion of low/zero emission public transport.



- 7.7 We need significant further study work to understand the impacts that such measures will have, and which might be appropriate for further consideration. This will be done through a mix of technical study work alongside extensive engagement with a range of partners and the public to understand what it means for business, and the effects such measures might have on how easy people find it to get about.
- 7.8 Considerable further work is required before being able to commit to delivery, but we envisage that the following interventions should be further considered, with a view to taking forward the preferred option:
- Clean Air Zone (Charging vehicles with higher emissions to enter a certain area)
 - Workplace parking place levy (A charge on business premises for each parking space)
 - Road charging / congestion charge (Charging for all vehicles, or particular types of vehicle, in a certain area)
 - Vehicle bans on certain roads or areas (Preventing all vehicles, or particular types of vehicle from certain areas)
 - Enforcing engine switch off (Enforcement officers can issue a fixed penalty – similar to a parking ticket – where drivers do not switch off their engine when in queues or waiting at the side of the road).

Supporting Actions

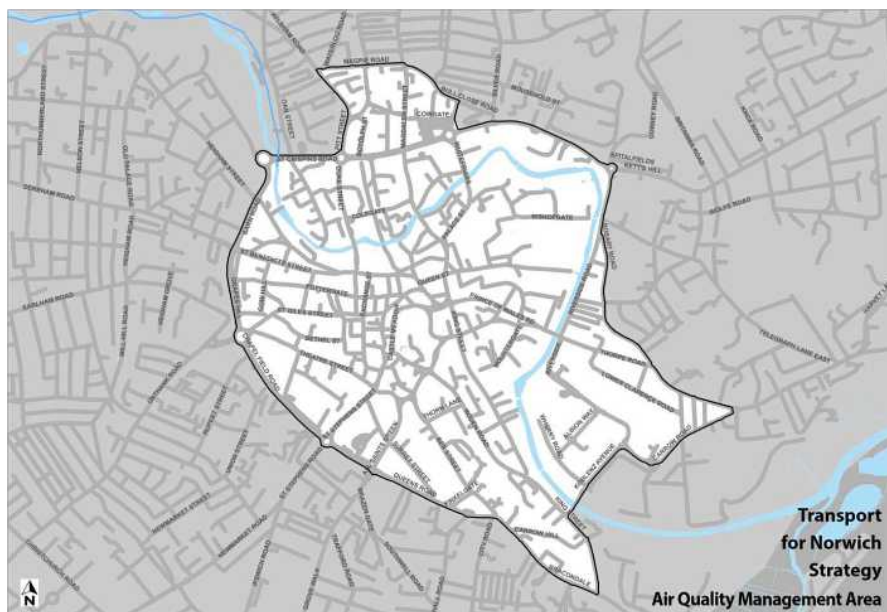
- 7.9 We will also:
- Adopt an electric vehicle strategy, setting out how we will work on the provision of electric vehicle charging infrastructure for fleet



vehicles (buses, vans etc) and for private motorists. This will accelerate the switch to electric vehicles

- Implement traffic management schemes to improve vehicle flow and reduce idling
- Work on behaviour change campaigns to discourage unnecessary journeys and encourage active travel and clean travel modes (see Chapter 8 Changing Attitudes and Behaviours)
- Work with partners including Public Health and local communities to understand and investigate concerns about air quality in local areas, such as outside schools. We will look to whether innovative technology will help monitor air quality and will look to work with local communities on innovative measures such as school streets
- Assess whether any routes across Norwich and its strategic growth areas are at risk of falling into AQMA status, or lie close to the AQMA threshold, and identify appropriate mitigation strategies
- Work with public transport and taxi operators and freight companies to introduce cleaner vehicles
- Assess the air quality impacts of any transport scheme promoted under the Transport for Norwich strategy.







Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich —Strategy—

Changing attitudes and behaviours



Chapter Eight - Changing Attitudes and Behaviours

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This chapter recognises that there needs to be significant commitment to engagement with a range of partners including businesses as well as those who use the networks. Without engagement, it will continue to be difficult to achieve the strategic vision because there will be a lack of support when schemes are taken forward to delivery
- People need to understand, be persuaded about, and support measures that are being developed

Context

Introduction

8.1 Changing the attitudes and behaviours of those who use the transport network can help to make the network more sustainable, safer and work more efficiently. Behaviours are influenced by a variety of factors including where people live and their socioeconomic status. Understanding people's behaviours and effecting necessary changes will play a pivotal role in achieving the TfN strategy objectives and in the delivery and uptake of new schemes.



- 8.2 There is a national drive to change travel behaviours and attitudes in order to promote a modal shift towards more sustainable forms of transport. For example, government's Gear Change Vision for Walking and Cycling (2020) sets the national ambition to increase walking and cycling, particularly for shorter journeys which may have previously been carried out by car. Gear Change also stresses the importance of engagement with stakeholders and public acceptance of schemes. Support from key stakeholders and those using the network is crucial to bringing forward successful schemes.
- 8.3 The Norwich City Council Environmental Strategy 2020-25 also prioritises the need for behavioural change. One of the strategy's priorities is 'to work with partners to promote behavioural change to establish a more sustainable society'. It is important the TfN Strategy aligns to this as behavioural change in transport can be used to encourage uptake of more sustainable travel options, delivering benefits to air quality, health, the environment and relieving congestion.
- 8.4 Behaviour change is also essential to improving safety on the transport network, as people make individual choices that lead to unsafe outcomes. There are opportunities to improve enforcement with proposals being considered to allow local authorities to take on enforcement for some moving traffic offences alongside their existing parking enforcement role. Aligning enforcement and utilising behavioural change methods to campaign for and encourage the safe and legal use of the transport network will help achieve an efficient and safe transport system which in turn can provide people with more confidence to utilise sustainable modes of transport such as walking, cycling and public transport.



8.5 Better management of parking will make bus travel more convenient and reduce obstructions of pavements, cycle routes and the network in general. The Department for Transport launched a consultation on pavement parking in August 2020 which proposed giving local authorities more powers. Better parking management can enable road space to be used more efficiently by, for example, dedicating road space to bus priority, walking and cycling facilities and public realm improvements, supporting the Greater Norwich Local Plan ambition to integrate parking in a manner that does not dominate the streetscape.

Strategy and Policy

Sustainable travel choice through behaviour change

8.6 How people choose to travel will have a significant bearing on how successful we are in meeting our ambitions. We need to make sure that we are providing the information and measures to influence the travel choices people make in order to find it easy, safe and convenient to get to where they need to get to. The strategy sets out examples of some measures that will be investigated including reviewing parking policy and potential restrictions on vehicular use. Our focus will be on active and clean travel. We need to engage to understand what people need, to ensure active and clean travel are suitable and that we are putting in place the right measures. We also need to show people how active and clean travel can become their first choice, to encourage them to switch how they travel. In all cases, it will be necessary to engage with stakeholders to understand views and take these into account in developing measures.



Statement of Policy

SUSTAINABLE TRAVEL CHOICE THROUGH BEHAVIOUR CHANGE

We will develop a sustained and coordinated approach to informing and influencing attitudes and behaviours towards sustainable travel choices.

Key Actions

8.7 We will use a mixture of information, engagement, and incentives and disincentives. A brand is being developed, which will provide a one-stop-shop countywide to deliver information, advice and messages. We will do this through a range of partners.

Supporting Actions

8.8 We will also:

- Work with business and residential developments on travel plans.
- Seek to positively tackle travel behaviours that cause congestion or air pollution eg smoothing rush hour congestion by employers being encouraged to allow for staggered work times, flexi hours and home working, and working with schools and businesses on travel plans.
- Support car free and low car development in the city centre and locations that are highly accessible to a range of alternative travel modes.
- Support initiatives that reduce car dependency, car ownership and private car usage eg car club.



Enforcement

- 8.9 Enforcement is currently carried out by the local authorities and the police. Local authorities currently enforce parking and some traffic matters such as use of bus lanes. It is expected that local authorities will be given additional powers to enforce a further range of matters although the police and other agencies like road safety partnerships will continue to be responsible for matters like speeding or drink driving. Enforcement is supported by campaigns and information to encourage changes in behaviour.

Statement of Policy

ENFORCEMENT

Working with partners, we will use a range of enforcement options such as moving traffic offences and parking to help us successfully deliver journey time, parking policy and promote active travel.

Key Actions

- 8.10 We commit to continuing to use cameras to enforce offences related to inappropriate use of bus lanes and bus gates and make use of new powers to enforce moving traffic offences (banned turns, yellow box junctions etc) to manage the way that journeys operate and make journeys more reliable.
- 8.11 Pavement parking will be reviewed to see if it is appropriate to introduce an area wide ban, allowing parking on pavements only in marked bays where it is required and doesn't obstruct other users.



Supporting Actions

8.12 We will also:

- Continue to support campaigns and information to encourage changes in behaviour. Enforcement will be used for effective management of the transport network. The local authorities will continue to enforce parking and loading restrictions, and use of bus lanes and bus gates.
- Continue to tackle disruption on the road network caused by car park queuing. This is particularly acute before Christmas and when large events are happening in the city. We will continue working in partnership with Norfolk Constabulary on fixed and mobile safety camera enforcement, and with communities who wish to participate in Community Speedwatch.
- Continue to use any financial surpluses generated by enforcement activities to support transport services.





www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

—Strategy—

Supporting Growth Areas



Chapter Nine - Supporting Growth Areas

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This chapter sets out how the strategy supports growth areas
- The policies – whilst important – are largely a continuation of existing policy, trying to make sure that growth is located in places where people can easily reach a range of services, and that where needed connections to growth areas are improved, principally through bus and active travel networks.

Context Introduction

9.1 Norwich and the strategic growth areas are experiencing significant growth in jobs and housing and is planned to continue to grow throughout the TfN strategy period. As Norwich is the primary jobs hub with a travel to work area of over 30 miles, the city centre can become congested, particularly at peak times, causing delays and reducing the efficiency of buses. The planned growth in Norwich will place increased demand on the city's transport network.

9.2 Planning for new development needs to continue to be coordinated with transport in order to ensure that it is sited within places people can easily get to, and that it is served well by transport connections. Poorly planned locations for development can lead to complex transport patterns, making places difficult to serve, especially by



public transport. Well-planned development provides an excellent opportunity to encourage the uptake of sustainable transport from the outset in new growth areas through the provision of well-designed and well-connected neighbourhoods.

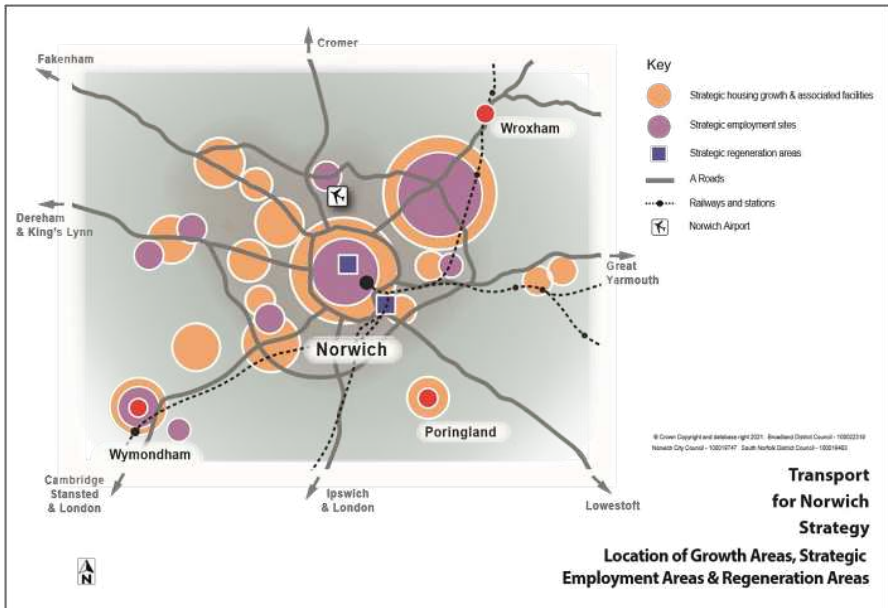
- 9.3 The A to Better initiative provides travel plan advice for residents of new developments in order to encourage sustainable travel behaviours. The initiative also works with developers to help create communities where it is easier to choose to travel sustainability. This initiative changes the travel hierarchy to make modes such as walking, cycling and public transport a priority as these modes are key to achieving good health, improved air quality, a more efficient transport network and a healthy environment, which are key local and national priorities. This is supported by the Greater Norwich Local Plan which acknowledges the need to shift away from the use of the private car in the Norwich's urban areas and the need to create places which are safe, attractive and well-designed for pedestrians, cyclists and public transport.
- 9.4 The Greater Norwich Local Cycling and Walking Infrastructure Plan also supports Norwich's growth areas by providing strategic connections between existing and planned residential areas, areas of employment, education facilities, transport hubs, as well as other key destinations in the Norwich area. This facilitates sustainable travel to and from growth areas, meeting the ambitions of the Greater Norwich Local Plan and National Planning Policy Framework requirements (NPPF, 2019).
- 9.5 The TfN strategy aligns with these policies and seeks to support the growth areas across the city and its surrounding areas, easing the impact of large-scale growth on the transport network and promoting sustainable movements in and around the city.



Strategy and Policy

Supporting Growth Areas, Regeneration Areas and Strategic Employment Areas and Location of New Development

9.6 Norwich has significant planned growth. The draft Greater Norwich local plan identifies 49,500 new homes and 33,000 new jobs to 2038. 74% of this growth is planned to take place within Norwich and its strategic growth area. Our transport strategy recognises that growth of this scale is dependent on developing the transport system to provide sustainable connections to growth areas and employment areas.



Statement of Policy

SUPPORTING GROWTH AREAS, REGENERATION AREAS & STRATEGIC EMPLOYMENT AREAS

We will proactively plan to meet the transport requirements of planned growth areas, regeneration areas and strategic employment areas and their associated transport commitments.

Statement of Policy

LOCATION OF NEW DEVELOPMENT

New development will be located and designed to support the objectives of the TfN strategy, and the primary focus will be on achieving connectivity through walking, cycling and public transport and maximising the proportion of trips made by these modes.

Key Actions

- 9.7 We will ensure that existing transport infrastructure commitments associated with planned growth and redevelopment areas are delivered. We commit to continued working in partnership with local planning authorities in devising suitable transport measures to support planned growth as part of the implementation of the Greater Norwich Local Plan. Emphasis will be on promoting connectivity through public transport, walking and cycling. We will ensure that the TfN action plan effectively considers and gives appropriate priority to capital investment in infrastructure that will support planned growth.



Supporting Actions

9.8 We will also:

- Work with district Local Planning Authorities to support masterplans, development briefs and design codes / guides that are aligned with TfN strategy. This could include securing infrastructure for electric vehicle charging as part of new development proposals.
- Work with partners to future proof new development to ensure sustainable transport interventions can evolve over time
- Seek to encourage high density development where there is good access to mobility hubs, local services and employment opportunities
- Implement the planned interventions agreed within the Transforming Cities Programme and the Norwich Walking and Cycling Infrastructure Plan.





www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

—Strategy—

Meeting Local Needs



Chapter Ten - Meeting Local Needs

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This chapter reinforces the importance of reducing casualties and that we need to have a transport system that supports the needs of everyone, being designed to take account the different needs of different people including those who travel from outside of Norwich and the strategic growth area.

Context

Introduction

- 10.1 The transport network must meet the needs of its users in order to run efficiently and successfully. The transport needs of those who live in Norwich and its surrounding areas varies considerably due to the different nature of rural and urban neighbourhoods, age, levels of wealth and lifestyles people lead. This adds complexity when planning and implementing transport interventions.
- 10.2 Transport is important for social inclusion and well-being which can affect economic and social outcomes, and therefore levels of inequality. The below points, identified in a Department for Transport evidence review, highlight how transport is closely interlinked with inequality and hence why we should strive to provide a transport network accessible to all:
- People with more money have more options in both where to live and how to travel and transport links are a key component of land value and housing costs



- Concentration of jobs and amenities is often facilitated by transport links, meaning access to these transport links is necessary for accessing those opportunities
- Accessibility of the transport system itself in terms of cost, geographic accessibility and scheduling of different options.

10.3 Levels of inequality in Norwich and the surrounding area vary considerably which leads to disparities in people's access to transport and therefore access to employment and education opportunities. Car ownership across Norwich and its surrounding areas varies considerably. This can be a lifestyle choice for some, but for others low incomes and protected characteristics may make car ownership inaccessible. Other modes such as buses, rail, walking and cycling can be less convenient, particularly depending on where people live, the cost, scheduling, as well as concerns regarding the perceived safety of roads for walking and cycling. It is highly important that the TfN strategy seeks to provide a transport network accessible to all who use it, whether local or not, with the ambition to overcome barriers of transport inequality across the city and the surrounding area to meet the needs of the network's users and government ambitions for equal access as set out in the Inclusive Transport Strategy (2020) and Equality Act (2010).

10.4 Users of Norwich's transport network also need to be safe and to feel safe. Trends show that the number of people killed or seriously injured on the transport network have been declining over the past 30 years as vehicle technology, road engineering and driver behaviour has improved. However, injury rates are now stubborn to further improvement. Recorded injuries in Norwich occur widely across the urban area and predominantly on roads and junctions where speeds are 40mph or 30mph, and less so in 20mph areas. The number of cyclist injuries has been increasing alongside the number of people cycling in the last ten years. However, a decline was observed in 2020, likely to be due to the pandemic lockdown restrictions. An increase in the perception that roads are unsafe has also been observed in recent walking and cycling surveys and is believed to suppress interest in active travel. Overcoming this



perception will be key to increasing the uptake of active travel and achieving the TfN Strategy objectives.

- 10.5 Road safety campaigns can help to address safety concerns. These have sought to target the most vulnerable road users to be more vigilant by using targeted socio-demographic techniques. The Healthy Streets Approach also looks to improve the safety of streets in order to make them places people feel safe to walk, cycle and visit. This approach has been adopted for Norwich and will be a key consideration when developing new schemes. Improving the safety of Norwich's transport network is a key objective of Norfolk's Fourth Local Transport Plan, in which the TfN Strategy delivers against to provide a transport network which meets the needs of its users.

Strategy and Policy

Road Traffic Harm Reduction

- 10.6 Although the numbers of people killed or seriously injured on the transport network have been declining over the past 30 years as vehicle technology, road engineering and driver behaviour has improved, injury rates are now stubborn to further improvement. Trends for numbers of cyclists injured have been increasing, reflecting an increase in the number of people cycling in the past 10 years.
- 10.7 The perception that roads are unsafe is believed to suppress interest in active travel, particularly for travel to school and travel to work reasons or simply for leisure. Local Safety Schemes are undertaken periodically when patterns of risk emerge, and value for money improvements are considered to be feasible.



Statement of Policy

ROAD TRAFFIC HARM REDUCTION

We will reduce the harms of road traffic associated with road casualties and tackle the fear of road traffic affecting vulnerable road users.

Key Actions

- 10.8 We will use the Healthy Streets approach. This approach puts the focus on people using the streets, using ten indicators, each describing an aspect of the experience of being on a street. These are prioritised and balanced to improve social, economic and environmental sustainability through design and management.
- 10.9 We will continue to tackle road casualties using the safe systems approach and working with road safety partners. The safe systems approach uses the following topics for how to deal with road safety collisions: Safe speeds; Safe roads; Safe road users; Safe vehicles and Post-crash responses.
- 10.10 This ensures that the emphasis is not entirely on the road user, since the approach accepts that people will make mistakes and that this needs to be considered.

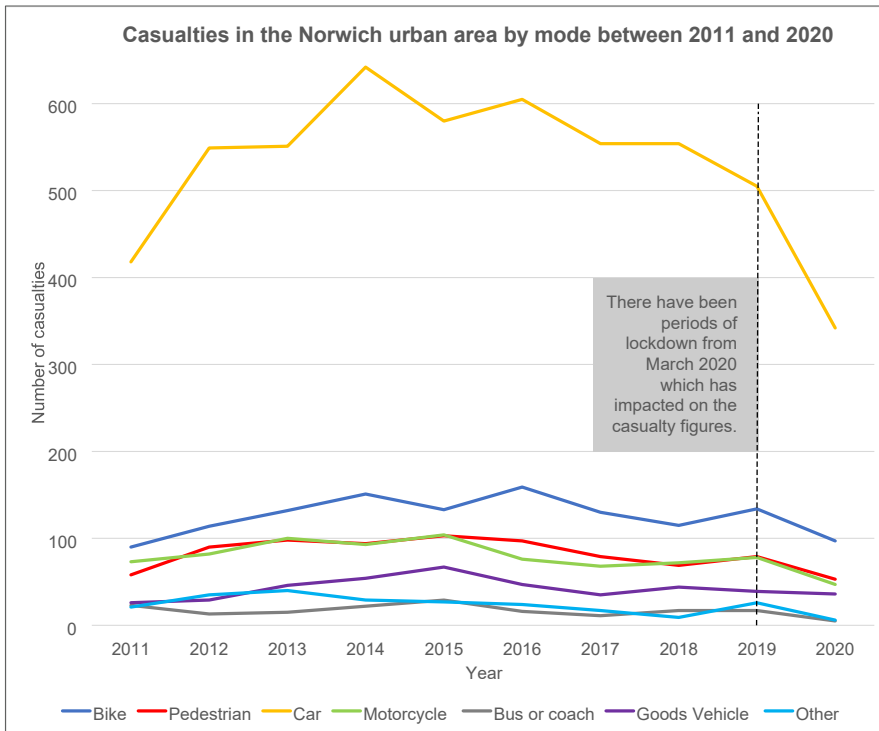
Supporting Actions

- 10.11 We will also:
- Continue to work in partnership with Norfolk Constabulary in their roads policing role to tackle casualty reduction
 - Continue to seek to understand casualty factors, locational clusters, victim types, vehicle types and other patterns that merit intervention
 - Remove extraneous traffic from neighbourhoods and reduce speed limits to 20mph across the whole urban area with higher limits only on streets that have a strategic traffic function and do not have a



strong residential and local service function (see Chapter 11 Reducing the Dominance of Traffic)

- Work with partners to better understand and overcome people's perception of harm or safety to ensure that everyone can feel comfortable using the transport network.



Overcoming Barriers

- 10.12 A significant proportion of residents do not own or have access to a car. For some people this is a lifestyle choice; others might not be able to afford or able to buy or run a car. Therefore, they rely on alternative means of transport to get to work, education, health or other reasons such as providing care.
- 10.13 This might include using a scheduled bus service, a train, using a motorbike or moped, using a bike, walking, using a taxi or private hire vehicle, or community transport, or rely on volunteer car schemes. Often these alternatives are more difficult or less convenient than car travel, or simply not available. Consequently, people might experience difficulties and consider transport to be a barrier in their lives.

Statement of Policy

OVERCOMING BARRIERS

The barriers to travel will be overcome and there will be a socially inclusive approach to transport matters.

Key Action

- 10.14 The mobility requirements of those who might experience barriers to transport will be considered. This will include people with protected characteristics under the Equality Act 2010, those on low incomes and people without access to a private car. We will recognise the needs of those who need to travel to Norwich from the rural hinterland where access to non-car modes of transport might be limited; see Chapter 12 Making the Transport System Work as One. We will work with partners, and in the provision of information and infrastructure, to overcome barriers.



Supporting Actions

10.15 We will also:

- Introduce changes to make transport services simple to understand and use
- As part of our Bus Service Improvement Plan, and other related initiatives, consider how we can improve existing services and use technology and innovation to plan and provide transport solutions to **reduce reliance on car ownership and increase flexibility and reliability at times and in locations where public transport is not easily available**. This will include the use of apps to integrate how transport services and journeys can be planned, booked and paid for. This is part of our Behaviour Change work, see Chapter 8, Changing Attitudes and Behaviours.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich —Strategy—

Reducing the Dominance of Traffic



Chapter Eleven - Reducing the Dominance of Traffic

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- Enhancing the public realm through improvements to the transport system
- The major implications of this policy are likely to be that new schemes, or changes to the network, will need to take full account of the place. This could mean the design of schemes is different, or of a different standard, in certain locations. A higher cost might be involved
- It also sets out a policy around neighbourhoods. Here, the significant difference will be that traffic impacts on residential neighbourhoods will be reduced
- This will be achieved through a series of interventions including 20mph speed limits, low traffic neighbourhoods (ie, stopping through traffic using routes through residential estates; they will be restricted to main roads).



Context

- 11.1 Norwich is a city of considerable historic importance and any infrastructure intervention must be sympathetic to its surroundings and the public realm or must provide sufficient mitigation measures. Over 90% of cars entering Norwich in the morning rush hour have single occupancy. Consequently, the road network in Norwich is dominated by car traffic, causing congestion, delays, and air and noise pollution all of which detract from the city's cultural heritage and can deter people from active travel. Road space in Norwich is finite and the space cars are currently taking up is not being used efficiently. Despite the provision of Park and Ride, local bus services and cycle routes, the car remains the preference with affordable parking within the city centre and, for some, free parking at their place of employment, adding to the convenience of cars over active travel and public transport options. The TfN Strategy strives to overcome this and reduce the dominance of traffic on Norwich's network.
- 11.2 The Covid-19 lockdowns did reduce the amount of traffic around the city. However, traffic levels are largely back to where they were pre-Covid-19. The benefits observed during the period of low traffic movements, such as improved air quality and reduced noise pollution, show what difference reduced traffic dominance can make.
- 11.3 The pandemic also altered the form of traffic in the city due to changed behaviours such as shopping, with more people shopping online during the national lockdown than ever before. When the first lockdown began in the UK, internet sales spiked from 19% of total retail sales to 32%, and levels remain higher than pre-Covid-19 over a year later. This results in increased delivery and light goods vehicles, adding to the dominance of traffic and making the streetscape less attractive for walking and cycling. Whilst some delivery companies now use electric vans which lessen their contribution to air pollution, their presence on the network still exists and is something the transport network



needs to adapt to as internet shopping and deliveries are projected to continue growing.

- 11.4 However, the pandemic did lead to the introduction of measures on some streets to help people keep their social distance, and to support local businesses when reopening, allowing restaurants and cafes to utilise the street space to seat customers. St Benedict's Street and Exchange Street were both closed to through traffic for these reasons. These interventions showed what could be done to support local businesses but also revealed learning points especially around the importance of delivery and customer collection for some retail outlets.
- 11.5 A Department for Transport public opinion survey on traffic road use, carried out in September 2020, found that three quarters of respondents supported the reduction of road traffic in towns and cities in England and their local area, and two thirds of respondents were supportive of reallocating road space to walking and cycling across towns and cities in England and their local area.
- 11.6 There are several policies that support the need for reduced traffic dominance. Government's Gear Change Vision (2020) looks to increase walking and cycling by segregating pedestrians and cyclists from volume traffic and implementing measures such as closing side roads to through traffic and creating school streets in order to create lower traffic neighbourhoods. This will contribute towards the creation of safe and peaceful environments to walk and cycle in. The Healthy Streets Approach also looks to create places where traffic is less dominant and where people feel safe and comfortable to walk and cycle and use public transport, as well as being sympathetic to the public realm.



Strategy and Policy

Places

- 11.7 The Norwich area has some highly valued historic and natural landscapes, streets and buildings. It is important that this is considered when transport interventions are being developed. The current Transforming Cities programme and the Cycle City Ambition Grant programme have both implemented schemes in sensitive historic areas of the city centre. The design of these interventions has been shaped by their environment to create public realm improvements and to be sympathetic to their surroundings.

Statement of Policy

PLACES

Changes to the transport network will seek to enhance the character and quality of places with historic, architectural or natural landscape character and ecological value.

Key Actions

- 11.8 Transport schemes developed in places of historical, landscape or architectural importance, including conservation areas, will be designed to ensure that they maintain or enhance the area and improve public realm.

Supporting Actions

- 11.9 We will also:
- Align our work in engaging with the planning system with the TfN Strategy eg ensure site allocations, masterplans, design codes and guidance deliver development in the right locations of the right quality



- Ensure that Conservation Areas will be respected or enhanced through the TfN strategy
- Ensure good quality materials and planting is sustained in maintenance activities.
- Consider the layout of streets and spaces, and the facilities provided, so that the transport network meets the needs of all users

Freight and deliveries

11.10 Freight and deliveries are essential for the functioning the city's economy. Attempts have been made to put in place freight consolidation schemes to minimise the impact of freight and delivery in the city. However, this has had limited success and take up. With the increase in online shopping and the impact of Covid-19 the pattern of freight and deliveries is changing and many localised deliveries to individual properties are being made this presents a challenge managing these movements on the local network. Some changes are starting to be made with the introduction of electric delivery vehicles by some online shopping companies. Norwich has also been trialling an e-bike cargo delivery service.



Statement of Policy

FREIGHT AND DELIVERIES

We will develop a coordinated approach for managing freight and deliveries to support clean modes of deliveries and minimise the impact of the movement of freight within the urban area with regard to emissions and traffic intrusion.

Key Actions

11.11 We will review how deliveries within the city centre are managed in the short term and in the long-term review how deliveries within the entire urban area are managed.

Supporting Actions

11.12 We will also investigate:

- Whether a Clean Air Zone could facilitate the shift to transshipment to a freight consolidation centre
- Provision of EV charge points for delivery vehicles
- Provision of e-cargo delivery services or other innovative systems including drones within the city centre



Neighbourhoods

11.13 Traffic and transport requirements have a very real impact on neighbourhoods within the Norwich area. We want to ensure that the strategy not only delivers on area wide objectives but also meets the needs of local communities. There has been a programme to introduce 20 mph zones across parts of the city and this strategy needs to take this forward across the whole urban area, with higher limits only on streets that have a strategic traffic function and do not have a strong residential and local service function. This will support low traffic neighbourhoods and active travel.

Statement of Policy

NEIGHBOURHOODS

We will work with local communities, elected members and stakeholders to reduce the impact of unnecessary traffic in neighbourhoods and provide connections that meet local needs and support active travel.

Key Action

11.14 We will undertake a strategic appraisal of traffic and transport issues experienced by local neighbourhoods to prioritise our work.

Supporting Actions

11.15 We will also investigate:

- Lower speed limits
- Low Traffic Neighbourhoods (reduce through traffic, point closures, bus gates)
- School streets (traffic reduction with part time road closures)
- Traffic management measures.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich —Strategy—

Making the Transport System Work as
One



Chapter Twelve - Making the Transport System Work as One

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- We will develop a road hierarchy setting out the key corridors that will be for general traffic, the key corridors where public transport and active travel will be prioritised and areas where streets will primarily support communities who live there, or for leisure uses like meeting friends or entertainment
- On corridors prioritised for movement, we will identify ones where general traffic is prioritised; ones where public transport is prioritised; and ones where active travel is prioritised. This reflects that streets cannot accommodate effectively every demand, and we must prioritise
- We will also introduce a Travel Mode Hierarchy. This means that we will consider the needs of all users, thinking first about people who use sustainable transport modes
- These proposals will put the focus for capacity improvement towards the most number of people, rather than numbers of vehicles. This supports in particular prioritising bus travel rather than car traffic
- Parking will be reviewed to consider current parking capacity, arrangements, cost, availability and type.



Context

Introduction

- 12.1 There are many different moving parts which make up Norwich's transport network. The road network, pedestrian and cycle routes, bike and e-scooter share schemes, bus services, car clubs and rail all must work together to provide an integrated transport network which gets people to where they need to be efficiently, safely and sustainably. To enable this, transport interventions must prioritise the movement of people, active travel and public transport.
- 12.2 Currently, cars are a convenient way of accessing Norwich which contributes to congestion, poor air quality and carbon emissions. One reason for the popularity of accessing the city by car is because of the affordable parking tariffs in the city centre. This is a concern for bus operators and leads to facilities such as the Norwich Park & Ride not being used to their full potential. The Bus Back Better Strategy (2021) aims to improve partnership working between local authorities and bus operators and encourage bus use, helping provide stability to services. Norwich's successful Transforming Cities Fund bid also looks to improve the bus network and to provide an 'ease of access and smooth interchange between transport modes' through the creation of mobility hubs. This will enable the transport network to work as one and make sustainable journeys more feasible, something the TfN strategy supports.
- 12.3 Norwich's Local Cycling and Walking Infrastructure Plan also improves connectivity, a key ambition of the Fourth LTP, and supports seamless transition between transport modes by connecting cycle routes and pedestrian facilities to transport interchanges. The TfN strategy will support the delivery of this cycling and walking plan which will help work towards achieving 50% of journeys in the city being active by 2030, a key government ambition outlined in Gear Change (2020). The Norfolk Greenways to Greenspace Strategy also looks to provide safe routes for people to travel actively which link to the public transport network and the existing long-distance walking and cycling network. This contributes to an integrated transport



network, encouraging active travel and providing improved access to greenspace which is essential for good physical and mental wellbeing.

- 12.4 Technological advancements can also support the transport network in working as one. Mobility as a Service can enable people to quickly and easily plan and pay for journeys which can consist of multiple different sustainable modes. Norwich's Beryl Bike and E-Scooter share scheme also helps provide an integrated transport system due to its flexibility and strategically located sites at the rail station, bus station and elsewhere. The scheme has been highly successful. Since its launch in March 2020 to June 2021, the Norwich Beryl scheme has seen more than 157,000 trips covering over 572,000km. The Norwich rail station bay has been the most popular destination for Beryl Bikes, a potential example of multimodal travel in Norwich. Norfolk County Council is also involved in the MOBI-MIX project which is aimed at increasing uptake of low-carbon transport by making it cheaper, more sustainable and more accessible to cut the number of cars, ease congestion and cut CO2 emissions.



Strategy and Policy

Road Network and Travel Mode Hierarchy

- 12.5 For the general public, roads are classified as A or B roads, alongside the more minor roads. However, local authorities use a more sophisticated system for the purposes of managing and maintaining the road network, as well as a classification system for pavements, cycle ways and other transport assets. These are traditionally based on how well-used parts of the network are.

Statement of Policy

ROAD NETWORK AND TRAVEL MODE HIERARCHY

We will adopt a road network and travel mode hierarchy that will support mobility requirements of people and recognises the place function as well as movement function of different parts of the network.

Key Actions

- 12.6 We will introduce a hierarchy that reflects how roads, streets and spaces are used. This will range from identifying roads where essential movement will be the priority through to identifying places where the primary use will be for meeting people, eating out or socialising.
- 12.7 Key movement corridors will prioritise movement of the greatest number of people rather than the greatest number of vehicles. This will ensure that they operate most effectively. The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user, although the needs of everyone – and the function of the city – will need to be taken into account. Therefore, we will prioritise space for certain types of users rather than trying to make provision for all types of user along different corridors. We will identify corridors for general traffic; corridors where public transport measures like bus lanes



will be prioritised; and corridors where active travel measures like segregated cycle lanes will be prioritised.

- 12.8 Movement across Norwich and its strategic growth areas will seek to significantly reduce the intrusion of extraneous traffic within the city centre and residential neighbourhoods. Cross city traffic will be required to use orbital and radial primary routes rather than short cuts on neighbourhood roads. **As set out elsewhere, our strategy recognises that significant and far-reaching interventions including reductions in travel demand will be needed in order to achieve our objectives.**
- 12.9 These are potentially major changes. Although at this stage proposals have not been fully developed, a key diagram showing the longerterm changes to the network will be worked up to show how the network will be developed. This will be done as part of developing the strategy and action plan and will take account of the outcome of the consultation on the strategy and ongoing detailed technical work. These changes will be consistent with, and developed from, work done to date, such as delivery of the pedalway network and our Transforming Cities programme.
- 12.10 The key diagram will also show the cycle network in the Local Cycling and Walking Infrastructure Plan, currently being consulted on, and the neighbourhood areas (ie those areas where 20mph speed limits and low traffic zones could be introduced).

Supporting Actions

- We will continue to invest in a corridor approach to bus priority as part of the Transforming Cities Fund work and a network approach for the Local Cycling and Walking Infrastructure Plan
- We will review the requirements of motorcyclists and powered two-wheel vehicles in relation to bus lanes and bus gates
- Highway network directional signage will be amended to reflect the role of roads identified in the Road Network Hierarchy.



- Investigate the use of micro-mobility transport solutions where they support the aims and objectives of the strategy

Bus Services

- 12.11 The availability and cost of bus services was a key issue identified in the consultation responses to the principles for a TfN strategy that was carried out in 2018. There are a number of bus operators that serve Norwich and although there has been no formal partnership there is a good track record of working together. This is evidenced by the commitment of First Bus to invest in their fleet to support the Transforming Cities programme.
- 12.12 Historically Norwich has seen high bus patronage although not all of its surrounding hinterland has good, affordable services, and Covid-19 at least temporarily reduced patronage because of the need to run socially distanced services. The county council has committed to develop an Enhanced Partnership and Bus Service Improvement Plan with local bus operators that will influence the development of the bus network. This includes an objective to increase the mode share of buses and develop location specific targets on a corridor-by-corridor basis.

Statement of Policy

BUS SERVICES

Bus services will continue to be a vitally important transport solution. We will work in partnership with operators to deliver services that meet people's travel needs.

Key Action

- 12.13 Through the Bus Service Improvement Plan we will continue to work in partnership with operators to develop bus services meet the requirements of people within the travel to work area to access the city centre, strategic employment areas and other key destinations such as health, education and retail facilities, whilst recognising that



the majority of bus services in the Norwich area are run on a commercial basis by the operators.

Supporting Actions

12.14 We will also:

- Work with bus operators to develop a joint approach to bus and highway infrastructure investment priorities
- Investigate appropriate bus priority measures on important bus corridors beyond committed Transforming Cities Fund work
- Appraise enforcement of bus lanes and bus gates
- Consider social needs in relation to bus services.

Parking Policy

12.15 The availability, ease and cost of parking is a major factor in how people choose to travel. If parking is easily available and inexpensive, people will see driving as the most convenient option, even though this could lead to unintended consequences like congestion.

12.16 Parking is provided by a mix of bodies including: private and local authority-run public parking in car parks; private car parks for businesses; and on-street parking controlled by the local authority. Local authorities therefore have some direct control over the numbers of car parking spaces and the cost of these. They can also influence the amount of parking within new developments. In the future, the local authorities will use their influence to make sure that the ease, availability and cost of parking is in line with the other objectives of the strategy. For example, this could mean limiting the numbers of publicly available spaces in city centre local authority car parks to ensure that sustainable travel by Park and Ride, local bus services, cycling



or walking is the first choice for people over the use of the private car. Any controls will need to be balanced against the need to ensure the city remains an attractive place for people to visit and do business in.

- 12.17 In Chapter 7 Improving the Quality of our Air, we outline how Workplace Parking Levies could be considered as one option to reduce carbon and improve air quality.

Statement of Policy

PARKING

Car parking will be minimised for the city while continuing to support its economic vitality and meeting essential needs. Parking policy and practice for on-street and off-street public parking will be developed to complement park and ride and support promotion of active travel.

Key Action

- 12.18 As part taking forward the action plan, we will undertake a review to look at the cost, availability and type of parking. This to make sure that the parking policy supports the objectives of the strategy including to reduce travel by car and ensure a switch to active travel and public transport, whilst still ensuring the economic attractiveness of Norwich.
- 12.19 Previous strategies introduced a cap on the amount of public parking provision in the city centre (10,000 spaces). This will be reviewed.



Supporting Actions

- We will ensure that that on-street parking policy and practice, including the provision of waiting restrictions, controlled parking zones, parking permit policies and on-street charging tariffs are kept under periodic review
- We will seek to align parking management with delivery requirements for loading in the city centre (use of pedestrian zone waiting restrictions that control access and loading). Parking and loading needs for other modes of transport will be addressed, such as for deliveries, buses, cycles, motorcycles, car club etc
- Council car park tariffs and on-street charges to discourage long stay commuter parking; and make Park and Ride more competitive will be reviewed
- Parking in residential neighbourhoods will continue to be monitored and managed through Controlled Parking Zones (permits).

Norwich Park and Ride

12.20 Park and Ride services run from several sites around Norwich. They are located on the edge of the built-up area and provide convenient facilities, aimed principally at people who visit the city centre and are looking for a long-stay parking option. These services now operate on a purely commercial basis.

12.21 Whilst the services continue to be successful, some sites now operate differently. For example, services from Costessey run to the hospital and university only and not the city centre. Some sites are better used than others.

12.22 A review of the operation of Park and Ride, and how it might best serve the travel needs of the city for those from outside, is a key need.



Statement of Policy

NORWICH PARK AND RIDE

The role and form of Park and Ride will be developed and reviewed to support longer distance connectivity.

Key Action

12.23 We will review the operation of Park and Ride to establish its long-term development and sustainability. This review will include consideration of:

- The location and size of sites
- Potential for serving sites by other modes including possible roles as bus and coach interchanges including tourist coaches; accommodating Cycle and Ride; interchange with scheduled bus services
- Potential for ancillary operations at the sites including electric vehicle infrastructure, decking sites to support solar panel installation, services for customers at sites and freight consolidation
- Routes, frequencies and periods of operation
- Funding.

Supporting Actions

- Park and Ride will continue to meet the needs of people who require a car to travel to Norwich and the Norwich Research Park/ University of East Anglia/ Norfolk and Norwich Hospital cluster
- The review of parking across the Norwich area, see above Parking Policy, will take account of Norwich Park and Ride
- We will explore the potential role of Norwich Park and Ride in providing intra urban travel.



Journey Times and Reliability

12.24 Journey times and journey time reliability are an important factor in how we choose to travel and perceive the performance of the transport system. Norwich has historically suffered from low average traffic speeds and the network is prone to congestion. This impacts on other users including bus passengers. Congestion can contribute to reductions in air quality and have a significant impact on journey time and unreliability. For public transport this makes consistent timetabling difficult throughout the day.

12.25 To mitigate the impact on public transport, bus priority measures have been introduced on key bus corridors. These have helped to improve the speed and reliability of services but there is more that can be done.



Statement of Policy

JOURNEY TIMES AND RELIABILITY

Journey times and reliability will be improved on the local highway network with particular emphasis to support fast and frequent bus services.

Key Action

12.26 We will ensure that journeys by bus are consistent and journey times are reduced where possible and consider the feasibility of demand management approaches such as congestion charging and workplace parking levies to facilitate traffic reduction to free up road space for essential travel.

Supporting Actions

12.27 We will also:

- Commit to managing congestion on the local highway network so that journey times are reliable, and congestion is not severe
- Commit to ensure that the ITS system (traffic signals) and policies improve bus journey times prioritise cyclists and pedestrians at key crossing points and improve journey times for all traffic on main distribution routes
- Consider removal of traffic signals at junctions to facilitate free flow, taking into account the needs of people on foot or cycles
- Align enforcement to achieve journey time reliability (for example through targeting enforcement of parking bans on main roads).



Active Travel

12.28 Active travel is transport through non-motorised means. The best-known forms are walking and cycling, though other modes include running and non-motorised scooters. Government has set out that it wants to achieve 50% of journeys by active travel and we feel that this is a more than realistic ambition for Norwich and its strategic growth areas. We have already made a great start: good progress has been made on delivery of our pedalways cycle network; e-scooter trials are underway; and the bike hire scheme is operating successfully. The Local Cycling and Walking Infrastructure Plan was the subject of consultation in early summer 2021.

Statement of Policy

ACTIVE TRAVEL

We will promote and prioritise active travel by walking and cycling to ensure that half of all journeys in Norwich are cycled or walked by 2030.

Key Action

12.29 Active travel networks will be prioritised. Active travel will be prioritised over other forms of transport on dedicated movement corridors, within the city centre and within local neighbourhoods to meet current guidance best practice.

Supporting Actions

- A strategic walking and cycling infrastructure network including new and improved links with appropriate pedestrian and cycle crossing facilities will be delivered
- In accordance with our new Local Transport Plan policy, we will prioritise maintenance of those parts of the network used by people walking and cycling. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible



- Lower speed limits will be introduced in neighbourhoods and traffic will be reduced (see Chapter 11 Reducing the Dominance of Traffic)
- Additional cycle parking will be provided in key locations including at local and district centres
- Post pandemic transport recovery measures, such as those on Exchange Street, will be implemented on a permanent basis and other similar measures elsewhere actively considered. We will prioritise measures that support economic growth such as space for pavement licenses for restaurants and cafes
- Develop a programme of behaviour change.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich —Strategy—

Making it Happen



Chapter Thirteen - Making it Happen

Highlights of this Chapter

This section sets out what the main difference the policies set out in this chapter will make, and some of the key commitments and interventions that the strategy will bring about:

- This has a potentially major implication on governance
- There is a need to review long term governance arrangements and propose a suitable model to deliver the TfN Strategy
- Special interest sectors need to be drawn in to advise and assist with direction and delivery. These include transport operators (rail, bus and community transport), business community eg FSB, Chamber of Commerce, Norwich BID, the Norwich Airport operator, Norwich Rail Station operator, the taxi and private hire trade, Norfolk car club, motorcycles, Broads Authority navigation issues and the tourist sector.

Context

Introduction

- 13.1 Collaboration with stakeholders is key in order to deliver a successful TfN strategy. The strategy will affect many sectors of Norwich, such as local authorities, transport operators, tourism, businesses and education providers. Having the knowledge and expertise from these sectors involved in the development and delivery of the TfN strategy will be crucial to overcome the challenges and uncertainties such as climate change and recovery from the pandemic and to provide a safe, sustainable and efficient transport network.



Strategy and Policy

Governance and Partners

- 13.2 Transport for Norwich has a successful track record of delivering interventions across the area. This has primarily been taken forward through established governance arrangements with a joint committee that includes Norwich City Council, Broadland District Council, South Norfolk Council, Norfolk County Council and New Anglia Local Enterprise Partnership.
- 13.3 For our strategy to be successful it will need to tackle big challenges and uncertainties including carbon reduction and economic recovery from Covid 19. We will not be able to do this alone and it will require a strong and robust governance to bring forward interventions that will change the way people travel in Norwich and its strategic growth area.

Statement of Policy

GOVERNANCE AND PARTNERS

We will ensure the governance of transport activity in Norwich is improved to take forward the challenges and ambition of the Transport of Norwich strategy in partnership with the delivery agencies.

Key Actions

- 13.4 We will undertake to review the existing governance arrangements to determine an approach to working in partnership with the public and private sector to develop governance that is inclusive and appropriate for taking forward the strategy in the long term. We will take opportunities to have future reviews of the strategy to reflect on progress and changing circumstance and legislation.



Supporting Actions

- Identification of partners who are key to successful delivery of the strategy
- the governance arrangements will need to consider further evidence to be gathered
- Decisions on which interventions to pursue based on evidence
- Identifying and securing funding for the successful delivery of the strategy.





Transport
for Norwich



Norfolk
County Council

www.norfolk.gov.uk/tfnstrategy



Transport for Norwich

–Action Plan–



This is a draft for discussion only. The below work is not completed and is for the purpose of prompting discussion on the style, structure and format of the action plan, and whether the activities identified are useful and correct.

Activities 1 and 2 below show best the proposed layout and thinking behind the action plan. These activities have been looked at in more detail to capture the relevant TfN actions and extract those which are dependent on the activities being completed and to add detail to what the activity would entail. These activities are still subject to change and are by no means final. This is to prompt discussion only.

Proposed dates and timescales are also subject to further discussion and are not final.

The same approach has been started for the other actions however these are not complete. The specific actions and activities are subject to change as a number of discussions with internal colleagues, district colleagues and partners are required. This is very much a first attempt at the action plan therefore the activities outlined in the document have not yet been agreed.

The basic template for each activity is as follows:

Activity X will enable us to			
Actions this activity will involve: •			
This activity has been chosen because:			
This activity meets the ambitions of the following TfN Strategy visions: •			
In order to undertake this activity we need to carry out the following next steps:			
Activity	Estimated Start date	Estimated end date	Lead
This activity will be progressed in the short/medium/long term .			
Once this review is completed, we will be able to understand:			
The following actions identified in the strategy are dependent on this activity being complete:			
<u>Key Actions:</u>			
<u>Supporting Actions:</u>			

Background

The TfN Action Plan has identified seven key activities which need to be undertaken at first instance to help achieve the objectives identified in the TfN Strategy.

The key activities have been identified by reviewing the policies and actions identified in the TfN Strategy and drawing out overarching tasks which need to be completed in order to improve our knowledge, plan, and understand our transport network and to complete key and supporting actions identified in the TfN Strategy which were drawn together with partners. Many of the key and supporting actions identified in the TfN Strategy are reliant on these activities being completed in order to come forward.

This document therefore identifies the key activities and why they have been chosen, the steps we will take to undertake these activities, and the actions which are dependant on the activity. This provides us with a clear path on how we will begin delivery of the TfN Strategy and provide a sustainable, efficient, safe and well-connected transport network for Norwich.

The activities which have been identified are:

1. Undertake a review of parking in Norwich
2. Undertake a review of Norwich's road hierarchy
3. Devise a carbon budget and action plan for surface transport
4. Create a brand to promote behaviour change and engagement through
5. Undertake a governance review
6. Undertake a review of vehicle restrictions OR Identify traffic management measures to address air pollution and carbon emissions?
7. Develop a scheme design guide

Other actions are included as:

- Ongoing/existing work
- Schemes to begin now

Activity 1: Undertake a review of parking in Norwich

A review of parking in Norwich will enable us to ensure that parking policy supports the objectives of the TfN strategy including reducing traffic dominance and promoting a modal shift to active travel and public transport, whilst ensuring the economic attractiveness of the city.

Actions the activity will cover:

- Reviewing parking costs. This is to include reviewing council car park tariffs and on-street charges to discourage long stay commuter parking; and to make Park and Ride more competitive.
- Reviewing the availability of parking and the amount of provision in the city centre.
- Reviewing the type of parking provided in Norwich, including cycle parking
- Reviewing the effectiveness of Norwich Park and Ride by:
 - Considering the location and size of sites
 - Assessing the potential for serving sites by other modes including possible roles as bus and coach interchanges including tourist coaches; accommodating Cycle and Ride; interchange with scheduled bus services
 - Assessing the potential for ancillary operations at the sites including electric vehicle infrastructure, decking sites to support solar panel installation, services for customers at sites and freight consolidation
 - Reviewing the routes, frequencies and periods of operation
 - Reviewing funding sources
 - Reviewing whether Park and Ride continues to meet the needs of people who require a car to travel to Norwich and the Norwich Research Park/UEA/Norfolk and Norwich Hospital Cluster
- Reviewing pavement parking to see if it is appropriate to introduce an area wide ban, allowing parking on pavements only in marked bays where it is required and doesn't obstruct other users.
- Considering the mobility requirements of those who might experience barriers to transport. This includes people with protected characteristics under the Equality Act 2010, those on low incomes and people without access to a private car. We will recognise the needs of those who need to travel to Norwich from the rural hinterland where access to non-car modes of transport might be limited.

This activity has been chosen because:

The activity will help us to understand the current parking arrangements in Norwich and help to identify the areas in which this can be amended and improved to encourage sustainable transport and use of the Park and Ride, improved air quality and reduce city centre traffic. Without the review of parking, we would not be able to improve the attractiveness and effectiveness of Norwich Park and Ride, other forms of public transport and active travel and consequentially unable to reduce city traffic, which will not contribute to solving the congestion and air pollution issues experienced in the city. This activity will unlock further work on Norwich Park and Ride, air quality improvements, active travel and parking enforcement therefore it is important that this activity is a priority.

This activity meets the ambitions of the following TfN Strategy visions:

- A zero carbon future
- Changing attitudes and behaviours
- Improving the quality of our air
- Making the transport system work as one
- Meeting local needs
- Norwich and Norfolk
- Reducing the dominance of traffic
- Supporting growth areas

In order to undertake this activity we need to carry out the following next steps:

Activity	Estimated start date	Estimated end date	Lead
1. Write a brief for WSP, outlining the aspects of Norwich Parking we would like reviewed, as mentioned above. Work with partners and passenger transport colleagues to identify the scope and when writing the brief.	December 2021	January 2022	Norfolk County Council Strategic Transport Team

2. Submit brief to WSP and obtain a cost and timescale for the work	January 2022	TBC	WSP
3. Identify funding for the parking review	TBC	TBC	Norfolk County Council Strategic Transport Team
4. Carry out parking review	TBC	TBC	WSP
5. Engage with partners on findings and next steps	TBC	TBC	Norfolk County Council Strategic Transport Team
<p>This activity will be progressed in the short term. Identification of the scope and brief writing will be undertaken first and we shall then look to identify funding for the work. The timescale for the activity will be dependent on when funding becomes available.</p> <p>Once this review is completed, we will be able to understand:</p> <ul style="list-style-type: none"> • What the parking offer is in Norwich, including the costs, availability and type of parking • Where changes to Norwich's parking offer are needed in order to achieve the objectives outlined in the TfN Strategy such as reducing city centre traffic, encouraging active travel and public transport, and making Norwich Park and Ride more competitive <p>The following actions identified in the strategy are dependent on this activity being complete:</p> <p><u>Key Actions</u></p> <ul style="list-style-type: none"> • Taking into account Norwich Park and Ride and how city parking can improve the effectiveness of Park and Ride and maintain its important role of providing good access into Norwich for trips from outside the urban area. • Review a parking cap of 10,000 spaces • Identify parking measures which encourage higher uptake of public transport and active travel. Assess the impact of workplace parking levies, increased parking charges. • We will ensure that journeys by bus are consistent and journey times are reduced where possible and consider the feasibility of demand management approaches such as congestion charging and workplace parking levies to facilitate traffic reduction to free up road space for essential travel. • We will gather evidence to provide the basis for significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles • We will ensure that Norwich's role as a regional economic centre and transport hub is supported through excellent transport connectivity to the Norwich travel to work area and longer distance connections are improved to markets outside the county. The park and ride system plays an important role in maintaining good access into Norwich for trips from outside the urban area. <p><u>Supporting Actions</u></p> <ul style="list-style-type: none"> • Continue to tackle disruption on the road network caused by car park queuing and continue working in partnership with Norfolk Constabulary on fixed and mobile safety camera enforcement, and with communities who wish to participate in Community Speedwatch • Continue to monitor and manage parking in residential neighbourhoods through Controlled Parking Zones (permits) • Align parking management with delivery requirements for loading in the city centre (use of pedestrian zone waiting restrictions that control access and loading). Parking and loading needs for other modes of transport will be addressed, such as for deliveries, buses, cycles, motorcycles, car club etc • Undertake periodic reviews of on-street parking policy and practice, including the provision of waiting restrictions, controlled parking zones, parking permit policies and on-street charging tariffs • Continue to support campaigns and information to encourage changes in behaviour. Enforcement will be used for effective management of the transport network. The local authorities will continue to enforce parking and loading restrictions, and use of bus lanes and bus gates • Align enforcement to achieve journey time reliability (for example through targeting enforcement of parking bans on main roads). • We will review the measures that weren't funded through the Transforming Cities package to ensure these support the objectives. • Explore the potential role of Norwich Park and Ride in providing intra-urban travel • Achieve net zero for Norfolk County Council assets and services by 2030 in line with the county council's Environmental Policy Target. • Continue to develop and deliver a range of measures to help people to get about using clean, sustainable modes of transport. • Support initiatives that reduce car dependency, car ownership and private car usage eg car club 			

- Deliver Norwich LCWIP schemes dependent on changes in parking
- Delivery unfunded Transforming Cities schemes dependent on changes to parking

Activity 2: Undertake a review of the road hierarchy in Norwich			
Reviewing the road hierarchy will enable us to have more of an understanding of the use of Norwich’s transport network and the needs of the people who use it. It will enable us to prioritise certain modes of transport and disincentivise others in order to improve public transport and active travel provision, reduce congestion and improve air quality. It will also contribute to an understanding of safety and enable us to identify areas where safety can be improved. The focus will shift to the movement of people instead of the movement of vehicles. This approach is more inclusive of all transport modes.			
Actions the activity will cover:			
<ul style="list-style-type: none">• Undertaking a strategic appraisal of traffic and transport issues experienced by local neighbourhoods to prioritise our work.• Prioritising space for certain types of users rather than trying to make provision for all types of user along different corridors. The review will involve identifying corridors for general traffic, corridors where public transport measures like bus lanes will be prioritised, and corridors where active travel measures like segregated cycle lanes will be prioritised.• Key movement corridors will prioritise movement of the greatest number of people rather than greatest number of vehicles• Active travel networks will be prioritised. Active travel will be prioritised over other forms of transport on dedicated movement corridors, within the city centre and within local neighbourhoods.• Identifying roads where essential movement will be a priority and identifying those places where the primary use will be for meeting people, eating out or socialising.• Investigate the introduction of higher bus priority on important bus corridors• Reviewing the requirements of motorcyclists and powered two-wheel vehicles in relation to bus lanes and bus gates• Identifying where lower speed limits will need to be introduced and where traffic needs reducing• Using the Healthy Streets Approach to put the focus on people using the streets• Identifying traffic management schemes to improve vehicle flow and reduce idling• The mobility requirements of those who might experience barriers to transport will be considered. This will include people with protected characteristics under the Equality Act 2010, those on low incomes and people without access to a private car. We will recognise the needs of those who need to travel to Norwich from the rural hinterland where access to non-car modes of transport might be limited. We will work with partners, and in the provision of information and infrastructure, to overcome barriers.• We will review the measures that weren’t funded through the Transforming Cities package to ensure these support the objectives.			
This activity has been chosen because:			
Reviewing Norwich’s road hierarchy will enable us to prioritise certain modes of transport where they are most needed and most beneficial, helping us to tackle congestion, safety concerns, encourage public transport use and active travel and tackling air pollution.			
This activity meets the ambitions of the following TfN Strategy visions:			
<ul style="list-style-type: none">• A zero carbon future• Changing attitudes and behaviours• Improving the quality of our air• Making the transport system work as one• Meeting local needs• Norwich and Norfolk• Reducing the dominance of traffic• Supporting growth areas			
In order to undertake this activity we need to we need to carry out the following next steps:			
Activity	Estimated start date	Estimated end date	Lead

1. Identify the priorities of the review by working with partners (district councils, TfN Partnership, TCF team, etc.), taking into account the TfN Strategy consultation responses.	December 2021	February 2022	Norfolk County Council Strategic Transport Team
2. Write brief for WSP who will carry out the review of the road hierarchy.	February 2022	March 2022	Norfolk County Council Strategic Transport Team
3. Submit brief to WSP and obtain cost and timescale for the work.	March 2022	TBC	WSP
4. Identify funding to undertake review.	TBC	TBC	Norfolk County Council Strategic Transport Team
5. WSP to undertake review	TBC	TBC	WSP
6. Engage with partners on findings and next steps	TBC	TBC	Norfolk County Council Strategic Transport Team
<p>This activity will be progressed in the short term. Identification of the scope and brief writing will be undertaken first and we shall then look to identify funding for the work. The timescale for the activity will be dependent on when funding becomes available.</p> <p>Once this review is completed, we will be able to understand:</p> <ul style="list-style-type: none"> Where the key movement corridors are and which type of user is the priority for each i.e. buses, cyclists, pedestrians, vehicles etc. <p>The following actions identified in the strategy are dependent on this activity being complete:</p> <p><u>Key Actions</u></p> <ul style="list-style-type: none"> Develop a diagram showing the longer-term changes to the network and how the network will be developed. This will be consistent with work done to date such as the delivery of the pedalway network and the Transforming Cities Programme. The key diagram will also show the cycle network in the Local Cycling and Walking Infrastructure Plan and the neighbourhood areas (ie those areas where 20mph speed limits and low traffic zones could be introduced). Identify, assess and implement demand management approaches such as congestion charging and workplace parking levies to facilitate traffic reduction to free up road space for essential travel Transport schemes developed in places of historical, landscape or architectural importance, including conservation areas, will be designed to ensure that they maintain or enhance the area and improve public realm. Ensure strategic connections are optimised to benefit the economy, this includes rail enhancements to Cambridge, Stansted, London and other destinations, main bus and coach links, the Norwich Western Link, A47 improvements, and Long Stratton bypass. Sustainable transport measures will be promoted to capture the benefits of these connections within the Norwich urban area and the strategic growth area around it. Individual schemes will need to mitigate their environmental impacts through the detailed work on these projects. We will ensure that Norwich's role as a regional economic centre and transport hub is supported through excellent transport connectivity to the Norwich travel to work area and longer distance connections are improved to markets outside the county. The Park and Ride system plays an important role in maintaining good access into Norwich for trips from outside the urban area. <p><u>Supporting Actions</u></p> <ul style="list-style-type: none"> In accordance with our new Local Transport Plan policy, we will prioritise maintenance of those parts of the network used by people walking and cycling. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible Highway Network directional signage will be amended to reflect the role of roads identified in the Road Network Hierarchy We will continue to invest in a corridor approach to bus priority as part of the Transforming Cities Fund work and a network approach for the Local Cycling and Walking Infrastructure Plan. Ensure that Conservation Areas will be respected or enhanced through the TfN strategy Commit to managing congestion on the local highway network so that journey times are reliable, and congestion is not severe Remove extraneous traffic from neighbourhoods and reduce speed limits to 20mph Ensure that accessibility to transport gateways is improved. These include Norwich Airport, Norwich rail station, Norwich bus station and Wymondham rail station Ensure that transport connections to identified strategic employment sites are enhanced by public transport, walking and cycling Implement traffic management schemes to improve vehicle flow and reduce idling Seek to encourage high density development where there is good access to transport hubs, local services and employment opportunities Introduce changes to make transport services simple to understand and use 			

- Commit to managing congestion on the local highway network so that journey times are reliable, and congestion is not severe
- Commit to ensure that the ITS system (traffic signals) and policies improve bus journey times prioritise cyclists and pedestrians at key crossing points and improve journey times for all traffic on main distribution routes
- Consider removal of traffic signals at junctions to facilitate free flow, taking into account the needs of people on foot or cycles
- Align enforcement to achieve journey time reliability
- A strategic walking and cycling infrastructure network including new and improved links with appropriate pedestrian and cycle crossing facilities will be delivered
- Lower speed limits will be introduced in neighbourhoods and traffic will be reduced
- Post pandemic transport recovery measures, such as those on Exchange Street, will be implemented on a permanent basis and other similar measures elsewhere actively considered. We will prioritise measures that support economic growth such as space for pavement licenses for restaurants and cafes
- Continue to seek to understand casualty factors, locational clusters, victim types, vehicle types and other patterns that merit intervention
- Deliver the unfunded Transforming Cities schemes
- Carry out a strategic assessment to evidence the opportunities to deliver enhanced sustainable transport interventions as a consequence of completing the committed Transforming Cities interventions (a major package of improvements focussed on public transport, walking and cycling) and the Norwich Western Link
- Assess/align the Connecting the Norwich Lanes plan with the new road hierarchy

Activity 3: Devise a carbon budget and action plan for surface transport ****STILL DRAFTING***

Devising a carbon budget and action plan to achieve this will enable us to work towards a net-zero carbon transport network and encourage and promote sustainable travel in Norwich. The carbon budget and plan will help us to identify the interventions needed in order to have a meaningful impact on Norwich's carbon emissions from transport.

Actions this activity will involve:

- We will devise a carbon budget for surface transport across Norwich and its strategic growth area. A baseline will be set. We will use this to assess potential interventions to guide delivery. We will monitor the efficacy of interventions using the carbon budget to guide further delivery.
- We will identify a method to calculate the carbon intensity of our transport schemes

This activity has been chosen because:

In order to achieve the Environmental Policy net zero by 2030 ambition, we need to understand how much carbon the transport sector emits and take control of our carbon emissions. Being able to set a carbon budget and trajectory will mean we can understand the impact of our transport schemes towards the net zero target and implement policies and schemes to help us achieve this. The carbon budget and carbon intensity calculation methodology will help us prioritise transport schemes and plan mitigation.

This activity meets the ambitions of the following TfN Strategy visions:

- A zero carbon future
- Changing attitudes and behaviours
- Improving the quality of our air
- Reducing traffic dominance
- Norwich and Norfolk
- Supporting growth areas

In order to undertake this activity we need to carry out the following next steps:

Activity	Estimated Start date	Estimated end date	Lead
1. Research carbon budgeting and how to create a carbon budget.	Already progressing	November 2021	Norfolk County Council Strategic Transport Team
2. Engage with colleagues on approach to creating a carbon budget for Norfolk's transport.	November 2021	November 2021	Norfolk County Council Strategic Transport Team
3. Identify scope of works and any technical support required.	December 2021	January 2022	Norfolk County Council Strategic Transport Team
4. Write brief for technical support if required.	February 2022	February 2022	Norfolk County Council Strategic Transport Team
5. Begin work on creating carbon budget.	March 2022	TBC	Norfolk County Council Strategic Transport Team
This activity will be progressed in the short term and has already begun. The full timescale of the work will be dictated by the scope of the works decided upon and whether technical support/consultancy assistance will be required.			
Once this review is completed, we will be able to understand: <ul style="list-style-type: none"> • The trajectory for Norfolk transport to achieve net zero • How to calculate the carbon intensity of Norfolk's transport schemes 			
The following actions identified in the strategy are dependent on this activity being complete: <p><u>Key Actions:</u></p> <ul style="list-style-type: none"> • We will gather evidence to provide the basis for significant and far-reaching interventions including reductions in travel demand, mode shift through an increased emphasis on active travel and accelerating the switch to electric vehicles • Ensure strategic connections are optimised to benefit the economy, this includes rail enhancements to Cambridge, Stansted, London and other destinations, main bus and coach links, the Norwich Western Link, A47 improvements, and Long Stratton bypass. Sustainable transport measures will be promoted to capture the benefits of these connections within the Norwich urban area and the strategic growth area around it. Individual schemes will need to mitigate their environmental impacts through the detailed work on these projects. • We will ensure that existing transport infrastructure commitments associated with planned growth and redevelopment areas are delivered. We commit to continued working in partnership with local planning authorities in devising suitable transport measures to support planned growth as part of the implementation of the Greater Norwich Local Plan. Emphasis will be on promoting connectivity through public transport, walking and cycling. We will ensure that the TfN action plan effectively considers and gives appropriate priority to capital investment in infrastructure that will support planned growth. • Implementing traffic measures to limit or restrict use of the private car within the city <p><u>Supporting Actions:</u></p> <ul style="list-style-type: none"> • Seek to positively tackle travel behaviours that cause congestion or air pollution eg smoothing rush hour congestion by employers being encouraged to allow for staggered work times, flexi hours and home working, and working with schools and businesses on travel plans • Continue to develop and deliver a range of measures to help people to get about using clean, sustainable modes of transport. • Work with public transport and taxi operators and freight companies to introduce cleaner vehicles • Review provision of EV charge points for delivery vehicles • Review provision of e-cargo delivery services within the city centre • Achieve net zero for Norfolk County Council assets and services by 2030 • Work with district Local Planning Authorities to support masterplans, development briefs and design codes / guides that are aligned with TfN strategy. This could include securing infrastructure for electric vehicle charging 			

- Work with partners to future proof new development to ensure sustainable transport interventions can evolve over time
- Seek to encourage high density development where there is good access to transport hubs, local services and employment opportunities

Activity 4: Create a brand to promote behaviour change and engagement through *****STILL DRAFTING*****

A behavioural change brand will enable us to provide a one-stop-shop, countywide, to deliver information, advice and messages. It will enable us to engage easily with local communities and key stakeholders, as well as promoting behavioural change programmes through the brand which encourage increased uptake of active travel and public transport, and reduced dependence on private vehicles. This will enable us to have a greater understanding on the transport and travel needs of Norwich and to collaborate with communities.

Actions this activity will involve

- Working with NCC Communications to create a holistic brand which brings together all elements of the transport network and sector through which we can engage with communities and promote behavioural change
- Work in partnership with district councils and transport providers

This activity has been chosen because:

It is a key step to enabling ease of communication with communities and stakeholders, as well as creating a platform where we can encourage and promote a modal shift.

This activity meets the ambitions of the following TfN Strategy visions:

- Changing attitudes and behaviours
- Meeting local needs
- Improving the quality of our air
- Making the transport system work as one
- Reducing the dominance of traffic

In order to undertake this activity we need to carry out the following next steps:

Activity	Estimated Start date	Estimated end date	Lead
1. Create working group including members from NCC Communications and other key transport departments and partners	Already progressing	TBC	Norfolk County Council Strategic Transport Team/ Communications Team
2. Identify scope and write brief for brand. Identify whether this can be created in-house or whether the activity needs external assistance.	TBC	TBC	Norfolk County Council Strategic Transport Team/ Communications Team
3. Identify funding source for brand creation	TBC	TBC	Norfolk County Council Strategic Transport Team
4. Begin brand creation e.g. webpage, graphics,	TBC	TBC	Norfolk County Council Communications Team

This activity will be progressed in the **short term**. However, the timescale for this project is dependant on resource within Norfolk County Council and the availability of funding.

Once this review is completed, we will be able to:

- Promote behavioural change across the transport sector with one voice and in a joined-up manner
- Provide and convey key information regarding transport and travel to communities
- Have a positive impact on peoples behaviours
- Launch joined-up behavioural change campaigns for transport
- Engage with communities and understand more deeply their transport and travel needs

The following actions identified in the strategy are dependent on this activity being complete:

Key Actions:

- We will use a mixture of information, engagement, and incentives and disincentives to inform and influence attitudes and behaviours towards sustainable travel choices
- The mobility requirements of those who might experience barriers to transport will be considered. This will include people with protected characteristics under the Equality Act 2010, those on low incomes and people without access to a private car. We will recognise the needs of those who need to travel to Norwich from the rural hinterland where access to non-car modes of transport might be limited. We will work with partners, and in the provision of information and infrastructure, to overcome barriers.
- We will undertake a strategic appraisal of traffic and transport issues experienced by local neighbourhoods to prioritise our work.
- We need significant further study work to understand the impacts that measures to limit and restrict use of the private car will have, and which might be appropriate for further consideration. This will be done through a mix of technical study work alongside extensive engagement with a range of partners and the public to understand what it means for business, and the effects such measures might have on how easy people find it to get about
- Continue to work in partnership with operators to develop bus services meet the requirements of people within the travel to work area to access the city centre, strategic employment areas and other key destinations such as health, education and retail facilities, whilst recognising that the majority of bus services in the Norwich area are run on a commercial basis by the operators.

Supporting Actions:

- Continue to support campaigns and information to encourage changes in behaviour. Enforcement will be used for effective management of the transport network. The local authorities will continue to enforce parking and loading restrictions, and use of bus lanes and bus gates
- Seek to positively tackle travel behaviours that cause congestion or air pollution eg smoothing rush hour congestion by employers being encouraged to allow for staggered work times, flexi hours and home working, and working with schools and businesses on travel plans
- Develop a programme of behaviour change with regards to promoting active travel
- Work with partners to better understand and overcome people's perception of harm or safety to ensure that everyone can feel comfortable using the transport network.
- Work on behaviour change campaigns to discourage unnecessary journeys and encourage active travel and clean travel modes
- Work with business and residential developments on travel plans
- Support car free and low car development in the city centre and locations that are highly accessible to a range of alternative travel modes
- Support initiatives that reduce car dependency, car ownership and private car usage eg car club
- Consider social needs in relation to bus services
- As part of our Bus Service Improvement Plan, and other related initiatives, consider how we can improve existing services and use technology and innovation to plan and provide transport solutions. This will include the use of apps to integrate how transport services and journeys can be planned, booked and paid for.
- Introduce changes to make transport services simple to understand and use

Activity 5: Undertake a governance review *STILL DRAFTING*****

We will review the existing governance arrangements to determine an approach to working in partnership with the public and private sector to develop governance that is inclusive and appropriate for taking forward the strategy in the long term.

Actions this activity will involve:

- We will ensure the governance of transport activity in Norwich is improved to take forward the challenges and ambition of the Transport of Norwich strategy in partnership with the delivery agencies

<ul style="list-style-type: none"> • Identification of partners who are key to successful delivery of the strategy 																			
This activity has been chosen because:																			
This activity meets the ambitions of the following TfN Strategy visions: <ul style="list-style-type: none"> • Making it happen • Changing attitudes and behaviours • Meeting local needs • Improving the quality of our air • Supporting growth areas • Making the transport system work as one 																			
In order to undertake this activity we need to carry out the following next steps: <table border="1" style="width: 100%; border-collapse: collapse; margin-top: 10px;"> <thead> <tr> <th style="width: 50%;">Activity</th> <th style="width: 15%;">Estimated Start date</th> <th style="width: 15%;">Estimated end date</th> <th style="width: 20%;">Lead</th> </tr> </thead> <tbody> <tr> <td>1. Identify partners key to the successful delivery of the strategy</td> <td>December 2021</td> <td>January 2022</td> <td>Norfolk County Council Strategic Transport Team</td> </tr> <tr> <td>2. Identify key work streams and responsibilities coming out of the TfN Strategy</td> <td>TBC</td> <td>TBC</td> <td>Norfolk County Council Strategic Transport Team</td> </tr> <tr> <td>3. TBC</td> <td>TBC</td> <td>TBC</td> <td>TBC</td> </tr> </tbody> </table>				Activity	Estimated Start date	Estimated end date	Lead	1. Identify partners key to the successful delivery of the strategy	December 2021	January 2022	Norfolk County Council Strategic Transport Team	2. Identify key work streams and responsibilities coming out of the TfN Strategy	TBC	TBC	Norfolk County Council Strategic Transport Team	3. TBC	TBC	TBC	TBC
Activity	Estimated Start date	Estimated end date	Lead																
1. Identify partners key to the successful delivery of the strategy	December 2021	January 2022	Norfolk County Council Strategic Transport Team																
2. Identify key work streams and responsibilities coming out of the TfN Strategy	TBC	TBC	Norfolk County Council Strategic Transport Team																
3. TBC	TBC	TBC	TBC																
This activity will be progressed in the short/medium/long term .																			
Once this review is completed, we will be able to understand:																			
The following actions identified in the strategy are dependent on this activity being complete: <p><u>Key Actions:</u></p> <ul style="list-style-type: none"> • We will ensure that existing transport infrastructure commitments associated with planned growth and redevelopment areas are delivered. We commit to continued working in partnership with local planning authorities in devising suitable transport measures to support planned growth as part of the implementation of the Greater Norwich Local Plan. Emphasis will be on promoting connectivity through public transport, walking and cycling. We will ensure that the TfN action plan effectively considers and gives appropriate priority to capital investment in infrastructure that will support planned growth. <p><u>Supporting Actions:</u></p> <ul style="list-style-type: none"> • Identifying and securing funding for the successful delivery of the strategy • Continue to use any financial surpluses generated by enforcement activities to support transport services. • Continue to work in partnership with Norfolk Constabulary in their roads policing role to tackle casualty reduction • Work with partners to better understand and overcome people's perception of harm or safety to ensure that everyone can feel comfortable using the transport network. • Work with partners including Public Health and local communities to understand and investigate concerns about air quality in local areas, such as outside schools. We will look to whether innovative technology will help monitor air quality and will look to work with local communities on innovative measures such as school streets • Work with district Local Planning Authorities to support masterplans, development briefs and design codes / guides that are aligned with TfN strategy. This could include securing infrastructure for electric vehicle charging • Work with partners to future proof new development to ensure sustainable transport interventions can evolve over time • Continue to work in partnership with operators to develop bus services meet the requirements of people within the travel to work area to access the city centre, strategic employment areas and other key destinations such as health, education and retail facilities, whilst recognising that the majority of bus services in the Norwich area are run on a commercial basis by the operators. • Work with bus operators to develop a joint approach to bus and highway infrastructure investment priorities 																			

Activity 6: Undertake a review of vehicle restrictions OR Identify traffic management measures to address air pollution and carbon emissions ***STILL DRAFTING***			
Undertaking a review of vehicle restrictions is needed in order to address poor air quality in the city centre.			
Actions this activity will involve:			
<ul style="list-style-type: none">Consider significant and far-reaching interventions including measures limiting or restricting use of the private car within the city, particularly vehicles powered by internal combustion engines, and promotion of low/zero emission public transport.Assess whether any routes across Norwich and its strategic growth areas are at risk of falling into AQMA status, or lie close to the AQMA threshold, and identify appropriate mitigation strategiesUndertake a technical study to assess the feasibility and impact of the following measures:<ul style="list-style-type: none">Limiting and restricting use of the private car within the city, particularly vehicles powered by internal combustion enginesClean Air Zone to charge vehicles with higher emissionsWorkplace Parking levyRoach charging/congestion chargeVehicle bans on certain roads or areasLow traffic neighbourhoodsSchool streetsOther traffic management areasWe will review how deliveries within the city centre are managed in the short term and in the long-term review how deliveries within the entire urban area are managedAppraise enforcement of bus lanes and bus gatesAssessing the viability of removing extraneous traffic from the city centre and residential neighbourhoods by requiring cross city traffic to use orbital and radial primary routes.			
This activity has been chosen because: Benefits to air quality, safety, walking and cycling			
This activity meets the ambitions of the following TfN Strategy visions: <ul style="list-style-type: none">Improving the quality of our airChanging attitudes and behavioursReducing the traffic dominance			
In order to undertake this activity we need to carry out the following next steps:			
Activity	Estimated Start date	Estimated end date	Lead
1. Work with partners to identify scope and tasks which can be done in-house and by Norwich City Council and those which need technical assistance.			Norfolk County Council Strategic Transport/Highways
2. Write a brief outlining the restrictions we would like reviewed.			Norfolk County Council Strategic Transport
3. Send brief to WSP to obtain cost and timescale			WSP
4. Identify funding for technical work			Norfolk County Council Strategic Transport

This activity will be progressed in the **short/medium/long term**.

Once this review is completed, we will be able to understand:

- The impact different measures of vehicle restrictions would have on Norwich’s transport network

The following actions identified in the strategy are dependent on this activity being complete:

Key Actions

- We will ensure that journeys by bus are consistent and journey times are reduced where possible and consider the feasibility of demand management approaches such as congestion charging and workplace parking levies to facilitate traffic reduction to free up road space for essential travel
- Align our work in engaging with the planning system with the TfN Strategy eg ensure site allocations, masterplans, design codes and guidance deliver development in the right locations of the right quality
-

Supporting Actions

- Undertaking engagement on the findings of the technical work on vehicle restrictions. Including engaging with partners, key stakeholders and the public in order to understand further what these restrictions would mean for businesses and how people get find it to get around the city.
- Seek to positively tackle travel behaviours that cause congestion or air pollution eg smoothing rush hour congestion by employers being encouraged to allow for staggered work times, flexi hours and home working, and working with schools and businesses on travel plans
- Support car free and low car development in the city centre and locations that are highly accessible to a range of alternative travel modes
- Support initiatives that reduce car dependency, car ownership and private car usage eg car club
- Review Whether a Clean Air Zone could facilitate the shift to transhipment to a freight consolidation centre
- Lower speed limits will be introduced in neighbourhoods and traffic will be reduced

Activity 7: Develop a scheme design guide ***STILL DRAFTING***

A scheme design guide will enable us to

Actions this activity will involve:

-

This activity has been chosen because:

This activity meets the ambitions of the following TfN Strategy visions:

-

In order to undertake this activity we need to carry out the following next steps:

Activity	Estimated Start date	Estimated end date	Lead

This activity will be progressed in the short/medium/long term .
Once this review is completed, we will be able to understand:
The following actions identified in the strategy are dependent on this activity being complete:
<p><u>Key Actions:</u></p> <ul style="list-style-type: none"> We will use the Healthy Streets approach. This approach puts the focus on people using the streets, using ten indicators, each describing an aspect of the experience of being on a street. These are prioritised and balanced to improve social, economic and environmental sustainability through design and management. <p><u>Supporting Actions:</u></p> <ul style="list-style-type: none"> Ensure good quality materials and planting is sustained in maintenance activities. Ensure that Conservation Areas will be respected or enhanced through the TfN strategy Assess the air quality impacts of any transport scheme promoted under the Transport for Norwich strategy. Base decisions on which interventions to pursue on evidence

Ongoing/existing work:

Action	Lead
Adopt an electric vehicle strategy, setting out how we will work on the provision of electric vehicle charging infrastructure for fleet vehicles (buses, vans etc) and for private motorists. This will accelerate the switch to electric vehicles	Norfolk County Council Sustainability
Adopt the Bus Service Improvement Plan	Norfolk County Council Passenger Transport
Adopt and deliver the Norwich LCWIP	Norfolk County Council Environment Tram
Deliver the Norwich City Centre Public Spaces Plan	Norwich City Council
Engage-on and adopt the Connecting the Norwich Lanes project	Norfolk County Council
We commit to continuing to use cameras to enforce offences related to inappropriate use of bus lanes and bus gates and make use of new powers to enforce moving traffic offences (banned turns, yellow box junctions etc) to manage the way that journeys operate and make journeys more reliable.	

Schemes to begin now:

Scheme	Description	Timeframe
Unfunded TCF scheme review	A review of the unfunded TCF schemes to ensure they meet TfN Strategy objectives. This will identify schemes which can be put forward for funding now and those with require further work and investigation through the above activities.	

Appendix A: Policy Glossary

A glossary outlining the TfN Policies in more detail.

Theme	Policy	Policy Detail
Norwich and Norfolk	Strategic Connections	Strategic connections and hinterland access will be promoted to enhance the role of Norwich as the regional capital
A Zero Carbon Future	Net Zero Carbon	We will reduce carbon emissions from transport in Norwich to make the necessary contribution to the national target of reducing emissions from all sources by 78% by 2035 compared to 1990 and achieving net zero emissions by 2050. A carbon budget will be developed for the transport programme to demonstrate how it will ensure emissions are contained within the budget.
Improving the Quality of our Air	Air Quality	Air quality across Norwich and its strategic growth areas will improve so that we will: i) Remove the need to have AQMAs ii) Improve air quality across Norwich and its strategic growth areas in the long term.
Changing Attitudes and Behaviours	Sustainable Travel Choice Through Behaviour Change	We will develop a sustained and coordinated approach to informing and influencing attitudes and behaviours towards sustainable travel choices.
	Enforcement	Working with partners, we will use a range of enforcement options such as moving traffic offences and parking to help us successfully deliver journey time, parking policy and promote active travel.
Supporting Growth Areas	Supporting Growth Areas, Regeneration Areas & Strategic Employment Areas	We will proactively plan to meet the transport requirements of planned growth areas, regeneration areas and strategic employment areas and their associated transport commitments
	Location of New Development	New development will be located and designed to support the objectives of the TfN strategy, and the primary focus will be on achieving connectivity through walking, cycling and public transport and maximising the proportion of trips made by these modes
Meeting Local Needs	Road Traffic Harm Reduction	We will reduce the harms of road traffic associated with road casualties and tackle the fear of road traffic affecting vulnerable road users.
	Overcoming Barriers	The barriers to travel will be overcome and there will be a socially inclusive approach to transport matters
Reducing the Dominance of Traffic	Places	Changes to the transport network will seek to enhance the character and quality of places with historic, architectural or natural landscape character and ecological value
	Freight and Deliveries	We will develop a coordinated approach for managing freight and deliveries to support clean modes of deliveries and minimise the impact of the movement of freight within the urban area with regard to emissions and traffic intrusion
	Neighbourhoods	We will work with local communities, elected members and stakeholders to reduce the impact of unnecessary traffic in neighbourhoods and provide connections that meet local needs and support active travel.
Making the Transport System Work as One	Road Network and Traffic Mode Hierarchy	We will adopt a road network and travel mode hierarchy that will support mobility requirements of people rather than just vehicles and recognises the place function as well as movement function of different parts of the network
	Bus Services	Bus services will continue to be a vitally important transport solution. We will work in partnership with operators to deliver services that meet peoples travel needs
	Parking	Car parking will be minimised for the city while continuing to support its economic vitality and meeting essential needs. Parking policy and practice for on-street and off-street public parking will be developed to complement park and ride and support promotion of active travel.
	Norwich Park and Ride	The role and form of Park and Ride will be developed and reviewed to support longer distance connectivity.
	Journey Times and Reliability	Journey times and reliability will be improved on the local highway network with particular emphasis to support fast and frequent bus services.
	Active Travel	We will promote active travel by walking and cycling

Making it Happen	Governance and Partners	We will ensure the governance of transport activity in Norwich is improved to take forward the challenges and ambition of the Transport of Norwich strategy in partnership with the delivery agencies
Transforming Cities	Transforming Cities High Package	These are the schemes which were included in the High Transforming Cities Package only and those which have not yet been funded by the Transforming Cities Fund but were identified as schemes.

Appendix B: Unfunded Transforming Cities Schemes

Scheme	Estimated timescale	Cost
New Rackheath – East-West highway access is required to serve housing development in the growth triangle. Build a highway bridge over the rail line as part of the growth triangle link road.	Long	£12,976,130
Support infrastructure initiatives aimed at encouraging motorists to share vehicles, such as marking out of shared parking bays in car parks and development of appropriate IT. This would be supported by a comprehensive behaviour change programme, funded separately through revenue allocations.	Medium	£369,800
Review all bus stops and ensure appropriate restrictions are in place for buses to access and egress from the stop and waiting restrictions are in place to minimise congestion along the route	Medium	£573,300
Work across all relevant parties and data providers to improve the quality and quantity of travel information presented to users, particularly during times of network disruption. This will improve the confidence that network users have in the information provided, encouraging greater use of more sustainable transport modes.	Medium-long	£393,700
New fleet of low/zero emission vehicles for Park & Ride: Incremental cost of an electric bus compared to a Euro VI diesel across a new Park & Ride fleet, with associated charging infrastructure. Included in Future Mobility Zone application.	Long	£14,335,300
Consider the potential for a new Park & Ride site accessed off the Broadland Northway junction on A140. This could provide additional capacity and would benefit from other public transport measures along the corridor.	Long	£8,893,300
Consider a potential replacement Park & Ride site accessed from the Broadland Northway serving the Sprowston Road Corridor.	Long	£8,426,600
Provision of an additional contactless card reader for buses in Greater Norwich. Will enable 'tap off' to facilitate accelerated delivery of capped fares for individual operators and multiple operator ticketing. Ongoing costs met by operators.	Long	£387,900
<ul style="list-style-type: none"> • Prioritise Chapel Field North outbound for public transport, with general traffic using Chapel Field East. • Maintain access to the Theatre Royal for picking up / dropping off and to Chantry car park, including the possibility of time-restricted arrangements that could enable general evening use of Chapel Field North. • Impacts on Chapel Field car park entry / exit will need to be fully explored. 	Long	£195,000

The Cross Valley Link: Provide a new transport link across the Yare Valley from the western end of Chancellors Drive to cater for the increasing movements of people across the wider UEA, NNUH and NRP site, providing segregated routing for buses, pedestrians and cyclists.	Long	£13,376,400
Dereham Road inbound bus lane from Waterworks Road – Bowthorpe Road	Medium-long	£901,000
Wroxham Road: <ul style="list-style-type: none"> Extend existing bus lane on Wroxham Road and convert to 24hrs to improve reliability of buses Improve path on west side and allow cycling between Allen's Avenue and Blue Boar Lane with new crossings on Wroxham Road and Chartwell Road 	Medium-long	£2,020,200
Provide eastbound bus lane on Yarmouth Road/Pound Lane approach and seek to reduce delays and improve capacity through the junction.	Medium-long	£1,954,500
Thorpe Road/Harvey Lane: Introduce a bus lane on the outbound approach to Harvey Lane.	Medium-long	£21,400
Traffic-free cycling and pedestrian access between Rackheath and Broadland Business Park in the growth triangle as part of a planned longer route to Wroxham would encourage cycling to work. Provide traffic-free pedestrian and cycle path between Middle Road and Broad Lane.	Medium	£5,274,100
Yellow Pedalway extension to Horsham St Faith: Horsham St Faith and The Nest community sports facility are within cycling distance of the city but cut off by the lack of any cycling infrastructure that would enable cyclists to avoid riding with heavy traffic on Holt Road between the airport and the Broadland Northway. Provide an off-carriageway cycle path on the east side of Holt Road to better connect these locations.	Medium	£603,233
Provide an improved environment for pedestrians and cyclists and an enhanced gateway to the city at the St Stephen's Street roundabout subway system.	Long	£5,995,000
Extend the Green pedalway from Bowthorpe to Easton via a new pedestrian / cycle bridge over the A47 that avoids the Longwater Junction to connect communities with schools, services and jobs in the city.	Long	£3,836,800
Extend the two way off-carriageway cycle track from Tombland to St Martin at Palace Plain. (Pink Pedalway)	Medium	£273,300
Traffic conditions on Salhouse Road between the end of the pink pedalway at Harrison's Wood and the Broadland Northway make it hard for people to cycle between the city, new housing development on Salhouse Road and Rackheath. Extend the Pink pedalway with an off-carriageway cycling and walking path between Harrison's Wood and the Broadland Northway.	Medium-long	£453,200
The purple pedalway connects Thorpe Road to Plumstead Road via Lion Wood. The path through the ancient woodland is heavily rutted and flash floodwater collects in the valley and surges down to Wellesley Avenue South and Thorpe Road. <ul style="list-style-type: none"> Provide a more appropriate surfaced path so cyclists and people with mobility problems can access the woodland and move between neighbouring areas. Install sustainable urban drainage features to capture and infiltrate floodwater to mitigate flooding. 	Medium-long	£414,400

The current double mini roundabout at Plumstead Road/Woodside Road is difficult to navigate, particularly for public transport. Consider options to amend the junction layout to make it easier to navigate for buses and other road users	Medium	£1,362,500
Seek to relocate / remove existing on street parking at pinch point locations along Yarmouth Road.	Medium-long	£17,200
Buses and long vehicles approaching the St Augustine's Gate junction from Aylsham Road are unable to position themselves within the traffic lanes due to the existing highway geometry. Modify the approach to this junction to reduce conflict between road users.	Medium-long	£147,600
Seek to roll out across Greater Norwich new LED street lighting and associated technologies that will enable Smart City Technology to be deployed.	Medium-long	£3,644,467
The signalised junction at Thunder Lane causes delays to buses on Yarmouth Road. Identify options to provide priority to the main traffic flow on Yarmouth Road.	Medium-long	£107,200
Undertake a comprehensive city-wide data collection exercise using all available data to better understand how the transport network is being used. Also included in our Future Mobility Zone application.	Medium-long	£393,100
Introduction of mobility hub facilities and catchment works at: <ul style="list-style-type: none"> • Harvey Lane • near Primrose Crescent • Broadland Business Park • Postwick Park & Ride 	Medium-long	£1,492,333
Expand the provision of Car Club vehicles across Greater Norwich and the City Centre. Expand the provision of the Car Club vehicles in dedicated car club bays I city centre from 16 to 50 vehicles	Medium-long	£916,600
Magdalen Street/Anglia Square Mobility Hub. Improve pedestrian crossings, widen pavements, reduce street clutter, and increase bus stop capacity at Anglia Square to create a more attractive and safer environment for all. Introduce mobility hub facilities.	Medium-long	£4,132,445
Introduce mobility hub facilities and improved walking and cycling access to Wymondham Market Cross and Hethersett.	Medium-long	£1,153,82
Introduce mobility hub facilities and catchment works at Easton, Queens Hills, Dereham Road (near Hotblack Road) and Dereham Road (near Duoro Place)	Medium-long	£1,917,980
Introduce mobility hubs and catchment works at Vulcan Road and Mile Cross	Medium-long	£1,294,579
Introduce mobility hub facilities and catchment works at: <ul style="list-style-type: none"> • Wroxham Road shops • Sprowston Road near Templemere • Sprowston Road near Denmark Opening 	Medium-long	£1,885,611
Introduce mobility hub facilities and catchment works at: <ul style="list-style-type: none"> • Plumstead Road shops • Salhouse Road (near Atlantic Avenue) • Rackheath 	Medium-long	£1,745,062

Introduce electric vehicles to Norfolk Car Club - plug in and wireless charging. This was also included in our Future Mobility Zone application.	Long	£2,004,700
City Centre Low Emission Zone: Make the minimum emission specifications more rigorous in the heart of the city centre, supported by other projects in the programme that aim to improve air quality	Medium	£586,100

Cabinet

Item No: 12

Report Title: Norfolk Rural Economic Strategy 2021-4

Date of Meeting: 6 December 2021

Responsible Cabinet Member: Cllr Plant (Deputy Leader and Cabinet Member for Growing the Economy)

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

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 17 June 2021

Introduction from Cabinet Member

Better Together, for Norfolk, the Council's strategic plan, aims to help Norfolk become a greener, more sustainable and inclusive place.

The Norfolk Rural Economic Strategy, produced by a partnership of public, private and third sector bodies, and refreshed every three years, provides the evidence base and priority actions for our rural areas in particular – whose needs and opportunities can be more hidden than those of urban areas.

This 2021-2024 Strategy responds to challenges and opportunities arising from the pandemic and our exit from the EU, including the impact of changing shopping habits on our market towns, and new funding streams. The Council plays a key leadership role on the Strategy's steering group and will work closely with the group to develop a Delivery Plan for the Strategy, to draw down funding – such as from DEFRA and the new UK Shared Prosperity Fund - to support rural businesses and communities.

Where appropriate, we will seek to develop and manage targeted grant programmes, building on the success of the £9m LEADER rural business diversification scheme, which is now coming to an end. I therefore recommend the Norfolk Rural Economic Strategy to Cabinet to endorse, as the start of that process.

Executive Summary

The Strategy provides an evidence base and the priority themes to deliver our vision of “inclusive, sustainable communities with a dynamic, connected economy and

healthy natural environment, able to meet the needs of all rural residents and visitors”. The 2021-24 edition can be found as an appendix to this report.

The role of the Steering Group is to advocate for investment in rural Norfolk and work with partners to shape future programmes and develop projects to access funding. Key drivers for 2021-24 activity are:

- A new policy environment:
 - o A post-EU funding regime, including Shared Prosperity Fund (SPF), and the changes to funding for rural businesses ushered in by the [Agriculture Act 2020](#) – environmental stewardship and public access to the countryside replacing subsidies for food production
 - o A focus on Net Zero
 - o The Government’s ‘Levelling Up’ agenda
- Opportunities for market towns to capitalise on post-pandemic work and consumer patterns.

A Delivery Plan will be produced for the Strategy, following the publication of the Government’s SPF guidance.

On 17 November, Infrastructure and Development Committee considered the draft Strategy and noted that a Delivery Plan would be produced, once the guidance on the Shared Prosperity Fund had been issued. Discussion at Committee included:

- the partnership work required to support the revitalisation of our market towns
- the importance of carbon reduction measures in the rural economy
- the need to work within the planning framework on rural housing issues
- the opportunity to target both the Shared Prosperity Fund and DEFRA funds to deliver on rural economic development

More details on the discussions can be found in the Committee meeting minutes.

Recommendations:

- 1. Approve the Norfolk Rural Economic Strategy 2021-24**
- 2. Note that a Delivery Plan for the Strategy will be developed once the Government’s guidance on the UK Shared Prosperity Fund has been published.**

1. Background and Purpose

1.1 Rural economies are spread over larger, less concentrated areas than their urban counterparts. They can be harder to define and their opportunities and challenges, while no less real than those in urban areas, can be less visible or identifiable. As such:

- securing funding to develop economies in a rural setting can be harder; and
- the cost of delivery can be greater in large, more sparsely-populated places.

- 1.2 Since 2013, the Norfolk Rural Economic Strategy (the Strategy) has provided the evidenced priorities to help make the case to Government for rural investment and to draw down funding for projects and programmes to support rural economic growth. These have included:
- The development of a **Food Innovation Centre** at the [Food Enterprise Park](#) at Honingham.
 - [LEADER](#). Norfolk County Council has managed EU-funded LEADER programmes, designed to support rural business growth and diversification, for a number of years. The current 7-year programme has just finished, with over £9m of project spend and 241 jobs contracted to be created.
 - [DRIVE](#). A mentoring and capital grant programme aimed at businesses contributing to the rural economy, offering 12 hours of business mentoring and capital grants of £5,000 - £30,000 towards up to 40% of project costs.
 - [LIFT Community Grants Programme](#). Financed by the European Social Fund (ESF), to improve access to skills provision for those in rural areas who are not job ready and to support them into employment.
 - [Natural Capital Evidence Compendium for Norfolk and Suffolk](#). Developed to form part of the underpinning evidence for a Norfolk & Suffolk 25 Year Environment Plan.
- 1.3 The refreshed Norfolk Rural Economic Strategy responds to:
- The changes in rural funding following the UK's exit from the European Union, particularly following the Agriculture Act 2020 which provides the framework for replacement agricultural support schemes for direct payments to farms, where a new principle of "public money for public goods" is now in place, and rural development payments – both from the Department for Environment, Food & Rural Affairs (DEFRA)
 - A need to be ready to draw down funding from the UK Shared Prosperity Fund and broader Levelling Up agenda
 - A renewed emphasis on Net Zero and sustainability
 - New challenges and opportunities, including for our market towns and how we capitalise on post-pandemic shifting work and consumer patterns and the ongoing digital transition accelerated by COVID-19
 - A growing need to encourage sustainable communities, as the rural demographic ages
 - The opportunity and need to build on achievements of recent rural economic development programmes such as those mentioned in 1.2.
- 1.4 This edition of the Strategy will complement and inform rural interventions of the commissioned Norfolk Investment Framework, which Cabinet agreed to produce at their meeting on 2 August 2021.
- 1.5 The Strategy's Steering Group will continue to work closely with the New Anglia Local Enterprise Partnership, both in terms of shaping its Renewal Plan, which

is due to be published in January 2022 and the delivery plan of the Agri-Food Industry Council, which leads on strategic delivery for agricultural production and the food chain across Norfolk and Suffolk.

- 1.6 The Steering Group comprises stakeholders including the Federation of Small Businesses (FSB), Community Action Norfolk, New Anglia Local Enterprise Partnership, officers from the County Council and rural districts, an elected member from Norfolk County Council, the principal of City College Norwich (incorporating Easton College), the National Farmers' Union (NFU), the Broads Authority, the Country Land and Business Association and representatives from the private sector, including a digital specialist, and is chaired by an experienced rural consultant, Martin Collinson.

2. Proposals

- 2.1 The Strategy's vision for rural Norfolk is for "inclusive, sustainable communities with a dynamic, connected economy and healthy natural environment, able to meet the needs of all rural residents and visitors".

- 2.2 Delivery of the Vision is built around six themes, with an overarching delivery focus, including influencing government on rural investment:

- New Rural Economy and Market Towns
- World Class Environment and the Green Economy
- Community Resilience
- Skills and Rural Innovation
- Digitalisation and technology adoption
- Modern Infrastructure

- 2.3 In the **New Rural Economy & Market Towns** theme, the Strategy responds to declining retail sector in our Market Towns pre-pandemic with the opportunity that the growth in e-commerce offers, the scope for new tourism opportunities and the continued need to support rural diversification:

In our **Market Towns**, the Strategy supports:

- The establishment of a Market Towns Working Group to explore and prioritise the challenges for our rural towns today.
- The [2021 Norfolk Market Town Centre Report](#) shows that our market towns have been less heavily impacted by the pandemic than elsewhere. While the average vacancy rate in Norfolk increased from 5.9% in 2019 to 6.6% in 2021, this is well below the UK average of 13.8%. However, the expectation is that the change in how our high streets are used will continue, and that many premises will need new uses.
- Building on best practice, such as in Breckland, where a suite of Town Delivery Plans is being produced for Dereham, Thetford, Attleborough, Swaffham and Watton.

This group of towns could act as pilot for a rural Local Investment Board, similar to the current Town Deal Boards for Norwich, Great Yarmouth, and King's Lynn. Local stakeholders would come together to assess their Town Delivery Plans against the SPF priorities and those of the Norfolk Investment Framework and Norfolk Rural Economic Strategy, in order to develop funding bids that target recognised challenges or opportunities.

- Repurposing of private and public sector vacant buildings

For our **Visitor Economy**, the Strategy supports:

- The growth of experiential tourism, which offers an opportunity for high value, year-round green tourism in rural Norfolk and our market towns, in a sustainable way that benefits the wider rural economy.

On **Rural Diversification**, the Strategy proposes:

- Building on the experience and best practice of the LEADER and DRIVE programmes mentioned above, to lobby for, secure and promote new business diversification grants for rural businesses.
- There is significant potential to deliver new enterprises in food and drink, the green economy, and services.

- 2.4 In the **World Class Environment and the Green Economy** theme, the Strategy responds to the importance of Net Zero, sustainability and biodiversity, the increasing consumer preference for sustainable, local produce and health and exercise becoming a larger motivation for tourism:

On the **Natural Environment**, the Strategy:

- Supports investment in the natural environment to facilitate sustainable tourism and community wellbeing, through promoting active access to the countryside, e.g., walking and cycling, with their benefits for physical and mental health. These are some of the 'public goods' the Environmental Land Management Schemes (ELMS) could deliver, through improved access to the countryside.
- Recognises biodiversity as a key environmental asset which supports a healthy ecosystem and has clear benefits for the economy.

On **Clean Energy, Clean Transport** and **Biomaterials**, the Strategy supports:

- Interventions to facilitate electric vehicles (EVs) by 2030 – a particular challenge in rural areas, with poor charging infrastructure supply currently, and challenges to grid capacity that will require innovation and investment
- Active modes of transport, such as cycling, with major benefits for physical and mental health
- The UK Bio-economy Strategy (2018), which seeks to double UK sector GVA to £440bn by 2030, through new industrial use of agricultural by-products, including bioenergy, biomaterials, and bioplastics in rural Norfolk.

- Community-led action to deliver clean energy, such as building on the building on the learning from the [EU-funded Intelligent Community Energy project](#), for which UEA is a testbed.
- 2.5 In the **Community Resilience** theme, the Strategy responds to the need to sustain resilient communities with balanced demographics and infrastructure for all age groups in society, supporting:
- Improved rural bus services, through the implementation of a Bus Service Improvement Plan for Norfolk, as well as a £700,000 pilot project (funded by the Rural Mobility Fund), to trial digital on-demand services in the villages around Swaffham.
 - Improved digital access to services for rural communities, including through collaboration with the not-for-profit sector. The Steering Group will make the link to the County Council's new [Digital Strategy](#), to identify gaps in provision, how they could be plugged and any advocacy needed from the Steering Group.
 - Advocacy, lobbying and exploration of best practice elsewhere for solutions to the challenge of affordable housing in rural areas, much of which is out of reach of young people and key workers.
 - Preventative health interventions, such as projects targeting healthy and active ageing, or social prescribing for obesity or mental health.
- 2.6 On **Skills & Rural Innovation**, the Strategy responds to a need to improve the rural skill base and encourage rural business to be more innovative:
- Working with education providers and the LEP's Skills Advisory Panel to upskill the rural workforce. An agri-skills project with employers is already under way, as well as a wider initiative to identify the skills needed for future 'clean growth' jobs.
 - Building on the best practice – and potentially scaling up through new funding streams – successful programmes run by the County Council, such as:
 - [LIFT Community Grants](#), mentioned in 1.2
 - [Go Digital](#) for micro, small and medium sized businesses across Norfolk who want to make better use of digital tools to help them grow.
 - [Innovation Grant Mentoring Programme](#), which seeks increase the number of rural businesses accessing the Government's innovation funding schemes for Research and Development.
- 2.7 On **Digitalisation & Technology Adoption**, the Strategy responds to growth in e-commerce and the change in the way people work and access services, with a need for rural business to keep pace, supporting:
- The consideration of best practice and business models for the provision of workspace through rural hubs, capitalising on remote working to increase demand for rural service providers and retailers to support a vibrant rural economy.

- Improved remote service delivery and access, linked to the Council's new Digital Strategy.
 - Work with partners, including innovation and technology providers, to target increased adoption of automation in major sectors of the rural economy, such as the agri-food and care sectors.
- 2.8 On **Modern Infrastructure**, the Strategy supports the transition to clean energy, sustainable transport, a digital economy, and sustainable water management, advocating:
- an 'outside in' approach to the roll out of gigabit connectivity and 5G so that infrastructure is targeted at the hardest to reach rural communities first.
 - further investment in more sustainable transport options, which also have the benefit of improving health and attracting visitors.
 - to resolve constrained rural electricity grid capacity, working with skills providers to ensure rural Norfolk has the skill base to build new infrastructure.
 - the adoption of the [Water Resources East Regional Plan](#), due to be launched in January 2022.
- 2.9 A Delivery Plan for the first year of the Strategy will be developed during November, once the guidance on the SPF has been published. Understanding the implications of the guidance for Norfolk's rural communities and starting to develop programme approaches (e.g. for a delegated funding scheme for rural business diversification), will be a key priority over the coming months.

3. Impact of the Proposal

- 3.1 As well as identifying priorities, making the case for funding and ensuring impact through an annual Delivery Plan, the Steering Group will tap into relevant networks to stimulate collaboration and project development, to deliver against the Priority Themes of the Strategy.
- 3.2 The Delivery Plan will outline and monitor activity, outputs and impact over the three years of the Strategy.

4. Evidence and Reasons for Decision

- 4.1 This is the third iteration of this partnership Strategy, each one responding to updated circumstances, such as a new national policy framework, and, this time round, the impact of the pandemic.
- 4.2 A refreshed evidence base, and online data dashboard that will be regularly updated, are also being provided, and will be used to advocate for and secure funding for the Strategy's priorities.
- 4.3 There was strong support for the Strategy's themes and priorities from the stakeholder consultation – both from the three engagement webinars

(involving more than 60 individuals and organisations) and the online survey, which received 98 respondents.

5. Alternative Options

- 5.1 We could subsume rural economic development into the broader Norfolk Investment Framework, but this would lose the long-standing stakeholder partnership and broad expertise provided by the Steering Group.
- 5.2 There are also specific challenges that this Strategy and the Steering Group are best suited to champion and progress, such as challenges for market towns across the county and the implementation of project proposals that target specific rural circumstances, such as ELMS.
- 5.3 The Council supports the delivery of the current Strategy, with some dedicated officer time from the Growth and Development team.

6. Financial Implications

- 6.1 Without specific allocated funding to deliver the Strategy's priorities, the role of the Steering Group is crucial, to advocate for investment in rural Norfolk and work with partners to shape future funding programmes and develop projects to access that funding, to address the Strategy's priority themes.
- 6.2 The Strategy will also 'plug in' to the Norfolk Investment Framework which will identify and prioritise investment in Norfolk as a whole, to draw down SPF monies.
- 6.3 Other partner organisations will also develop projects and access different funding streams to deliver the Strategy's priorities – activity that the Steering Group will also record within the Delivery Plan.

7. Resource Implications

- 7.1 **Staff:** The County Council's Growth & Development team provides the secretariat for the Strategy's Steering Group, and a degree of officer support to develop interventions and project ideas.
- 7.2 The Steering Group also works with subject experts (eg at the University of East Anglia) the County Council's External Funding Team, to bring forward project proposals for funding.

However, we can't progress all the priorities in the Strategy's six themes at once. As mentioned at 2.9, we are proposing an annual Delivery Plan, concentrating on the most important priorities for that year. Over the next few months, this will focus on taking account of the SPF guidance, and advocating for relevant grant schemes, particularly to support the rural economy.

- 7.2 **Property:** None.

- 7.3 **IT:** None as a direct result of this report – the digital economy, and digital access to services are key priorities in the Strategy itself.

8. Other Implications

- 8.1 **Legal Implications:** Individual projects undertaken to address the Strategy's priorities will consider the legal implications of the interventions they are seeking to deliver.

8.2 **Human Rights Implications: None**

8.3 **Equality Impact Assessment (EqIA):**

The consultation process included engagement with groups representing protected characteristics. Individual projects undertaken to address the Strategy's priorities will complete EqIA assessments, as needed.

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

8.5 **Health and Safety implications (where appropriate): None**

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

Sustainability is a key theme of the Strategy, in its widest sense – economic, community and environmental.

- 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 (this must be included in decision-making Cabinet reports only)

- 9.1 Individual projects undertaken to address the Strategy's priorities will consider the risk implications of the interventions they are seeking to deliver.

10. Select Committee Comments

- 10.1 On 17 November, Infrastructure and Development Committee considered the draft Strategy and noted that a Delivery Plan would be produced, once the guidance on the Shared Prosperity Fund had been issued. Discussion at Committee included:

- the partnership work required to support the revitalisation of our market towns
- the importance of carbon reduction measures in the rural economy
- the need to work within the planning framework on rural housing issues
- the opportunity to target both the Shared Prosperity Fund and DEFRA funds to deliver on rural economic development

More details on the discussions can be found in the Committee meeting minutes.

11. Recommendation

11.1 Recommendations

- 1. Review and consider the Norfolk Rural Economic Strategy 2021-24**
- 2. Note that a Delivery Plan for the Strategy will be developed once the Government's guidance on the UK Shared Prosperity Fund has been published.**

12.0 Background Papers

- 12.1 The previous Strategy (2017-20) can be found [here](#).

Officer Contact

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

Officer name: Jo Middleton

Telephone no.: 01603 222736

Email: jo.middleton@norfolk.gov.uk



If you need this Agenda 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 Rural Economic Strategy

2021 - 2024

Contents

Introduction	5
The need for a Norfolk Rural Economic Strategy	6
Our Response	11
Norfolk Rural Economic Strategy	12
Themes 2021 – 2024	12
New Rural Economy and Market Towns	15
World Class Environment and Green Economy	19
Community Resilience	22
Skills and Rural Innovation	25
Digitalisation and Technology Adoption	28
Modern Infrastructure	30
Governance	33
Appendix: Case Studies	34

Acknowledgements

The Norfolk Rural Economic Strategy for 2021-2024 was developed in consultation with both the Steering Group for the current 2017-2020 Strategy (which comprises members of the public, private and not-for-profit sectors, such as the Federation of Small Businesses, Community Action Norfolk, Broads Authority and County and District Councils) and a dedicated Strategy Working Group – some 18 representatives of Rural Norfolk in all.

The Strategy refresh also included a public online consultation which received 98 responses - of which 72% were from the public, with 90% of respondents overall living or working in Rural Norfolk.

Three consultation webinars were also attended by more than 60 partner individuals and organisations.

The Steering Group would like to thank all those who took the time to suggest ideas, provide comments and advise on the content of the strategy. We have sought to include the key issues raised by consultees.

Executive Summary and Foreword

From the time of the first Agricultural Revolution, Rural Norfolk has been at the forefront of change. Environmental land management schemes, now the central feature in UK Agricultural Policy, trace their roots back to pilots in The Broads in the 1980s, long before it became a National Park.

In 2021, Covid-19 has impacted every aspect of life and the implications for how we all live, work, travel and spend will be with us for many years. However, the respondents to our consultation on this Strategy were positive about the future – while the pandemic has had many negatives, it has also created a real movement to change for the better. Norfolk is known as the place that likes to ‘do different’ and we need to use the learning from the pandemic to rethink what we want our rural communities, economy, and environment to be like, while retaining Norfolk’s essence – a county of big skies and open spaces, with a self-reliant, resourceful population who are not afraid of change.

The **Norfolk Rural Economic Strategy** is refreshed every three years, against a set of guiding principles:

- To be ambitious for Rural Norfolk, so it delivers a dynamic, sustainable economy and quality of life for all
- To make the case for Rural Norfolk to decision makers at every level – from parish to national government
- To provide the underpinning evidence base to make the case for investment
- To adopt an intervention approach of:
 - Assessing what is already going around the county to address the challenges and opportunities the evidence base and Strategy identify, and pinpoint gaps in provision
 - Learning from, and working with other areas – our neighbouring counties, rural areas elsewhere in the UK and overseas - to build on best practice models of rural economic development and produce a pipeline of projects that delivers on the themes of the Strategy

Our **Vision** for Rural Norfolk is **inclusive, sustainable communities with a dynamic, connected economy and healthy natural environment, able to meet the needs of all rural residents and visitors**

In 2021, we have seen accelerating changes – some of which were already apparent before the pandemic:

- The transition to digital and online, affecting the way we work, learn and access services and entertainment, and which has had a profound effect on our market towns
- An increased focus on ‘clean growth’, as we seek to transition to net zero by 2050
- A growing emphasis on healthy communities, to combat growing levels of obesity, mental health problems and widening health inequalities
- A UK policy focus on helping the country to ‘Build Back Better’ – responding both to the pandemic, and to our exit from the EU and the shift from funding for agriculture to the environment, and access to nature.

The Strategy seeks to respond to these major changes to rural community life, and has been shaped by the evidence and consultation responses, with an over-arching Delivery focus, underpinned by six priority themes:

Delivery. We will advocate for rural investment, aligning with wider strategic plans, such as the Renewal Plan of the New Anglia Local Enterprise Partnership for Norfolk and Suffolk and the Norfolk Investment Framework, being led by Norfolk County Council, both of which are due to be produced in early 2022. In light of our exit from the EU and the move to UK Government funding for ‘levelling up’ all parts of the UK, it is even more important to strongly make the case for funding for rural Norfolk. To support the making of that case, we are publishing a new evidence summary, enhanced by an online dashboard of key data that will

be kept up to date. The Steering Group will also produce an annual Delivery Plan for each year of the Strategy and work with partners to develop a pipeline of projects to address the Strategy's themes and deliver the Vision.

New Rural Economy and Market Towns. The role of our Market Towns and larger villages is changing, due to the pandemic, changing consumer patterns and digitalisation. We will examine their challenges and opportunities, setting up a Market Towns Working Group to explore what we can do collectively, including the scope to target the Government's UK Shared Prosperity Fund, potentially establishing Local Investment Boards to develop bids to the Fund. We will also make the case for a delegated grant scheme from the Fund for rural business diversification, informed by the successful [LEADER](#) and [DRIVE](#) programmes.

World Class Environment and the Green Economy. Norfolk has been a leader in the evolution of the green economy and we aim to remain at the forefront of the sustainability transformation, by embracing clean energy and transport, supporting new markets in eco-system services and the bio-economy, and by using the natural environment to support sustainable tourism. With our long track record on biodiversity and landscape action, coupled to our region's leadership on clean energy and climate science, we are well placed to 'build back better' in relation to the environment and our own health and wellbeing, through targeted projects.

Community Resilience. Rural areas, together with our market towns, are home to over half of Norfolk's total population and, to be truly sustainable, our rural areas must have vibrant, diverse, and healthy communities which enjoy access to 21st Century services and job opportunities. As well as meeting the needs of an ageing population, it is vital to support the needs of the young people and families who are essential to the sustainability of our rural communities. The County Council will produce a Bus Service Improvement Plan, and work with partners to identify projects to address social, community and health challenges, and new ways to access services. We will also explore solutions to the affordable housing challenge in our rural communities.

Skills and Rural Innovation. We need to ensure the rural workforce has the skills needed for *Industry 4.0* — the change in jobs roles driven by digital technologies - as well as those new roles arising from clean growth. This will involve re-skilling and upskilling our workforce, using blended models of online and face-to-face delivery. The County Council is delivering several programmes linked to this priority theme: skills programmes for the clean energy and agri-tech sectors and the [Innovation Grant Mentoring Programme](#), which aims to help businesses develop the skills needed to bid for Government innovation funding.

Digitalisation and technology adoption. The digital transition in 2020, in how we live, learn, work, access public services and buy goods and services, is here to stay and we need to address the constraints too many still face, due to a lack of digital connectivity, digital skills or awareness of the opportunities digital provides. Digitalisation offers major opportunities to the rural economy in terms of remote working, e-commerce, and remote service delivery in the public and private sectors, while automation has applications, from the control of rural water and energy systems, to self-driving vehicles and crop harvesting, where labour availability is a major constraint. We will work with partners to explore innovative ideas and demonstration projects, with the County Council's [Go Digital](#) programme, a key initiative in helping businesses to do more business online.

Modern Infrastructure. We will lobby for, and help and deliver, modern infrastructure, such as broadband and mobile digital technology, roads, public transport, walking and cycling infrastructure, water (including the [Water Resources East Regional Plan](#)), and energy. Electric vehicle (EV) charging infrastructure in rural areas is also a high priority, with the ban on sales of petrol and diesel-powered cars and vans by 2030.

The Steering Group that I chair brings together the diverse talents of a range of organisations, each with their own extensive networks. Through our annual Delivery Plan we will work with many partners, to take forward those actions that will have the most impact on building a better future for our rural communities.

Martin Collison, Chairman, Norfolk Rural Economic Strategy Steering Group

Introduction

Norfolk's Rural Economic Strategy (the Strategy) was developed in 2013 and refreshed in 2017. Since 2013 much has changed, from the march of technology to our exit from the EU, a growing urgency in the need to tackle climate change, and in 2020, Covid-19 which created the deepest recession in 300 years and largest global health pandemic since the 1918 Spanish 'Flu.

We need to respond to these events, which will have major impacts on how we live, work, spend and use our leisure time: Our aim is to make Rural Norfolk an attractive place to live, work, visit and invest in – for all age groups.

While agriculture is a key part of the rural economy, it is not a direct focus of the Strategy. One of the sector councils overseen by the New Anglia Local Enterprise Partnership for Norfolk and Suffolk (the LEP), is the [Norfolk and Suffolk Agri-Food Industry Council](#), which leads strategic delivery for agricultural production and the food chain across both counties. To complement the work of the Council, this edition of the Strategy focuses on the implications of changes to national agricultural policy, which places more emphasis on environmental work ('public money for public good') and the driver for carbon reduction, and associated jobs ('clean growth'). The Strategy's Steering Group, and Agri-Food Council, have some members in common, which will ensure that the two groups will continue to work together closely.

The earlier editions of the Strategy have been used to support successful bids for funding for rural projects and programmes and this will continue. However, a thriving rural community and economy are also dependent on advocacy, place-shaping and partnership working, and therefore actions on infrastructure and the way services, including health care and skills and employment, are delivered are also a focus.

The principles underpinning the Strategy are therefore:

- To be ambitious for Rural Norfolk so it delivers a dynamic, sustainable economy and quality of life for all age groups
- To make the case for Rural Norfolk to decision makers at every level - from parish to national government
- To provide the underpinning evidence base to make the case for investment
- A project development approach of:
 - Assessing what is already going around the county to address the challenges and opportunities the evidence base and Strategy identify, and pinpoint gaps in provision
 - Learning from, and working with other areas – our neighbouring counties, rural areas elsewhere in the UK and overseas - to build on best practice models of rural economic development with a pipeline of projects to deliver on the themes of the Strategy.

Our Vision for Rural Norfolk is inclusive, sustainable communities with a dynamic, connected economy and healthy natural environment, able to meet the needs of all rural residents and visitors

The need for a Norfolk Rural Economic Strategy

Why the rural focus?

Rural economies are, by definition, dispersed over larger, less concentrated areas than their urban counterparts. They can be harder to define and their identities, opportunities, and challenges can be less visible or identifiable. As such, securing funding to develop rural economies can be harder, and the cost of delivery can be greater in large, more sparsely populated areas. This remains as true today as when the first Strategy was written in 2013.

What do we mean by Rural Norfolk?

The Strategy defines Rural Norfolk in a broad sense¹, recognising that while our market towns have urban centres, they serve surrounding rural areas.

As such, the Strategy recognises **Norfolk as a predominantly rural county**, with the exception of Norwich and the urban centres of Great Yarmouth and Kings Lynn.

On this basis, **70.2%** of Norfolk's population, or over 637,000 people, can be described as living in rural Norfolkⁱ.

This compares to **62%** of the workforce working in rural Norfolk².

Four of our districts have a majority rural population: Breckland, Kings Lynn and West Norfolk, North Norfolk, and South Norfolk.

Over half of the people in the County claiming universal credit while looking for work, live in rural Norfolk³.

The Rural Norfolk Economy

The rural economy in Norfolk is diverse, and while some sectors have a distinctly rural nature (eg agriculture and much of the tourism offer), rural areas contain many of the same types of businesses as urban areas, with the largest employers including hospitality, public sector employment (including health) and the wholesale, distribution, and retail sector.

Our rural economyⁱⁱ also has current strengths in sectors which were traditionally seen as urban. For example, manufacturing has a strong rural presence, with concentrations on redundant airfields and along the A11 corridor, amongst other areas. Indeed, our more rural areas (especially King's Lynn and West Norfolk and Breckland) have a higher proportion of

52.6% of people in the county claiming universal credit while looking for work, live in rural Norfolk

74.9% of Norfolk's SMEs are rural

¹ The Office of National Statistics (ONS) assigns neighbourhoods to an urban or rural classification based on whether its centre is within or outside a built-up area of greater than 10,000 people. In the narrower ONS definition, 49.2% of Norfolk's population lives in one of these rural locations, a fall from the 53% evidenced in our forerunner Strategy in 2013. In this definition, over a quarter (26.8%) of Norfolk's population lives in a village or dispersed setting, either in a sparse or not sparsely populated setting. Over a fifth of Norfolk (22.3%) lives in a rural town setting.

² ONS 2011

³ NOMIS claimant counts, June 2021, using the Strategy's rural definition

their employment in manufacturing than in than in our largest urban centres.

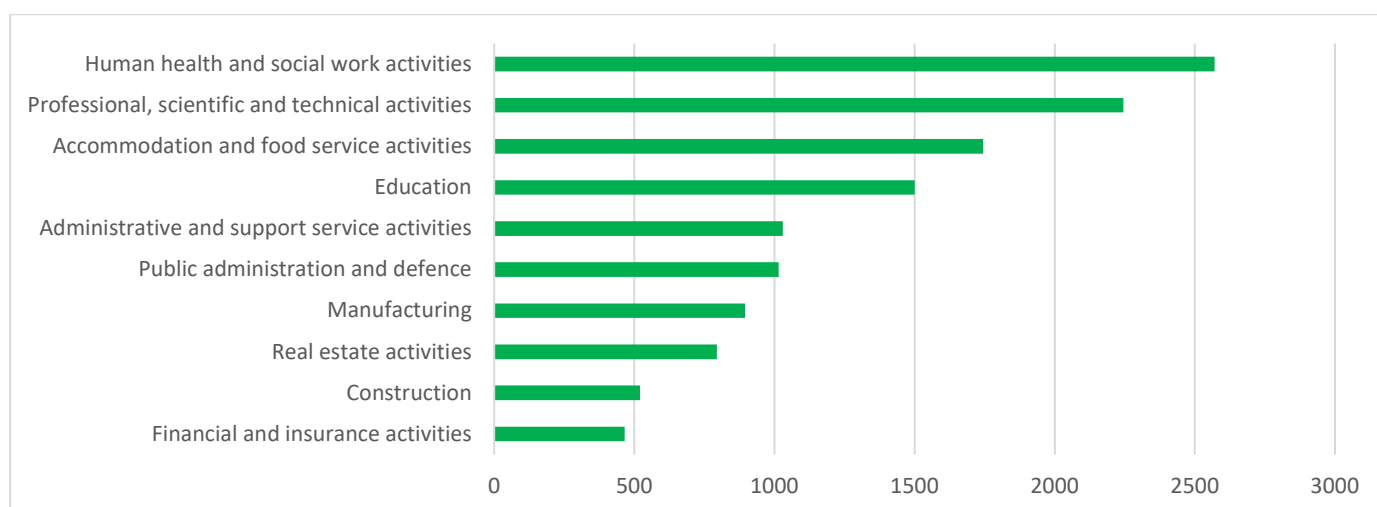
Growth sectors in Rural Norfolk⁴

In the years preceding the pandemic (2015-19), Rural Norfolk experienced good growth in employment across many sectors, including the professional, scientific, and technical fields, accommodation and food services and manufacturing.

The growth was not even, with Breckland experiencing no accommodation and food services growth but growth in the professional, scientific, and technical employment fields. King's Lynn and West Norfolk experienced strong manufacturing growth.

By contrast, the cultural (-355) and retail (-2,085) sectors contracted in Rural Norfolk in the years prior to the pandemic.

Biggest Growth Sectors in Rural Norfolk by Employment, 2015 – 2019⁵



The growing importance of technical and digital skills in Rural Norfolk is reflected in the Strategy, as is the need to develop high value, year-round tourism in rural Norfolk and our market towns.

Our rural districts also vary between each other, as much as they do from our urban centres, with hospitality and accommodation playing a larger role in the economy of North Norfolk (13.9% of all employment) than Breckland (6%), despite both being largely rural.

Business start-up rates⁶ in Norfolk's rural districts are well below the national average, with, for example, only 53 businesses started per 10,000 working age inhabitants in North Norfolk, compared with 94 in the UK.

Of the four majority-rural districts in the county, only South Norfolk (66) has a start-up rate higher than the all-Norfolk rate of 63 per 10,000 working age peopleⁱⁱⁱ.

Start-up Rates per 10,000 people:
UK: 94
Norfolk: 63
Norfolk Rural Districts: 60

Productivity

⁴ ONS Business Register and Employment Survey, 2019

⁵ ONS Business Register and Employment Survey 2015-19

⁶ Per 10,000 people of working age (ONS Business Demography, 2019), Rural districts rate includes the majority-rural districts of Breckland, North Norfolk, Kings Lynn and West Norfolk, and South Norfolk

Norfolk's more rural districts have a lower output per person than urban Norwich and relatively urban Broadland. North Norfolk has the smallest GDP per capita in the county and is also the most rural.

Gross Domestic Product per Capita in Norwich and our most rural districts⁷



Building on the previous editions of the Strategy

Since the first edition of the Strategy and underpinning dataset was published in 2013, the public, private and not-for-profit Steering Group has worked to influence and support a number of rural economic growth initiatives, including:

Advocacy: On behalf of the Steering Group, Norfolk County Council has responded to a range of government consultations and requests for evidence, eg, making the case for a fair share of central government funding, the case for the UK Shared Prosperity Fund for rural areas and the Glover Review of National Parks. Fairer funding for the rural economy remains a pressing need, as reported by the [Rural Services Network](#), of which the Council is a member.

Digital Divide Group: led by Anglia Farmers, this group, with the support of the Steering Group, made considerable progress in raising the profile of broadband and mobile issues in rural areas. However, there is still much to do, not least with 4G and 5G rural coverage and fibre-to-premises broadband.

The **Broadland Food Innovation Centre** on the [Food Enterprise Park](#) will provide essential facilities, as well as a managed Food and Drink Innovation Cluster, to support this sector to grow, collaborate and develop new product lines. Awarded £2.7m from Government's Getting Building Fund, matched by local partners, including Broadland District Council, the LEP and the University of East Anglia (UEA), delivery of the project will also involve Hethel Innovation, Norwich City College and the Quadram Institute.

LEADER Programme: Norfolk County Council has managed EU-funded LEADER programmes, designed to support rural business growth and diversification, for a number of years. The current 7-year programme has just finished, with over £9m of project spend and 241 jobs contracted to be created. Ensuring the availability of funding for rural business diversification remains a key focus.

LIFT Programme: The EU-funded LIFT programme, managed by Norfolk County Council, aimed to improve access to skills provision for those in rural areas who are not job-ready and to support them into employment.

Natural Capital Evidence Compendium for Norfolk and Suffolk: Responding to the transition from EU support to agricultural businesses to produce food to UK Government funding for 'public money for public good', the Steering Group developed the idea of a natural capital evidence [compendium](#). The counties of Norfolk and Suffolk have stewardship of a wealth of natural assets. The purpose of the compendium is to present information about

⁷ ONS 2018

these assets and the potential risks to them, to provide an element of the preparatory work for a Norfolk and Suffolk 25 Year Environment Plan.

EXPERIENCE: running from September 2019 until June 2023 with the aim to promote new tourism 'experiences' between October – March, increasing the number of visitors and overnight stays during the off-peak season to six areas across England and France.

More details on some of these projects can be found in the appendix.

While a lot of work has been undertaken since 2013 to support rural Norfolk's growth, the data shows there is still much to do. This Strategy recognises the continued work that needs to be done to address the evidenced structural weaknesses, such as in entrepreneurialism, business productivity and connectivity, and to equip our rural residents and workers for a changed economic and policy setting. There are also opportunities to build on previous work on Green Growth and a need for our market towns to reverse the decline seen in retail in recent years, using the growth in homeworking and online e-commerce to do so.

With New Anglia LEP now leading on the agri-tech agenda through the Norfolk and Suffolk Agri-Food Industry Council, this edition of the Strategy focuses on the broader rural economy, especially our Market Towns, Green Economy and strengthening the economic resilience of our communities.

Having prepared this Strategy in the midst of the challenges arising from the pandemic, the Steering Group is doubly grateful for the time invested by rural stakeholders and the general public into provide input to its development.

Key Messages from the Consultation

The Strategy's Vision and Priority Themes went out to consultation on Norfolk County Council's Citizen Space platform. They received a strong endorsement from consultees, with their key priorities, including: the need to be ambitious on Green Growth; the provision of affordable rural housing remains a pressing concern.

Within the broader Green Growth feedback, the importance of biodiversity in underpinning our rural economy was a key message and is reflected in the Strategy. A need to encourage high value, year-round green tourism in rural Norfolk and our market towns, but to be mindful of its impact also came through, with this issue perhaps brought to the fore by the pandemic and the increased number of domestic holidays in 2020-21.

Many respondents stated the need for a continued emphasis on improved digital connectivity and rural transport. Young people at online engagement events told us that, while remote delivery of education can bring great benefits, it can never fully replace social impact of campus life.

Across the consultation process, three themes were consistently mentioned:

- **Digital Transition** - respond to the digital transition we saw in 2020 in how we all live, learn, work, access public services, buy goods and services and how often we travel. These changes are here to stay and we have to embrace the opportunities this transition creates, by addressing the constraints too many still face due to a lack of digital connectivity, digital skills, or awareness of the opportunities digital provides.
- **Clean Growth** - focus on how to 'Build Back Better' in relation to the environment, given its importance to our biodiversity, planetary health and our own health and wellbeing. There is a lot to do, but with our long track record on biodiversity and landscape action, coupled to our region's leadership on clean energy and climate science, we are well placed to lead positive change creating a cleaner environment for all.

- **Sustainable Communities** - develop healthier communities, encouraging measures to sustain a balanced demographic profile, such as affordable housing, developing the skills to access future jobs and new ways to access services. Rural communities can provide excellent places to live, but it is important that we don't regard a pretty landscape as compensating for a lack of access to health and wellbeing services or the life chances which are found in urban areas. To be truly sustainable our rural areas have to have vibrant, diverse, and healthy communities which enjoy access to 21st Century services and job opportunities.

Meeting the Challenges

A number of new challenges have emerged since the last Strategy in 2017. By 2024 rural Norfolk has to address major commercial, environmental and policy challenges, including:

- Covid has accelerated long term trends such as workplace digitalisation changing work, travel, and the importance of accessing services online, especially with an ageing demographic. This can reduce the need to travel and will potentially make rural areas more attractive and reduce carbon emissions. The digital transition will, however, also lead to significant changes in rural employment patterns and require improved digital connectivity and changes to the High Street and economic structures.
- Brexit is changing how land managers are supported and the grant programmes which have backed rural development, workforce skills development and innovation programmes. It is changing how rural businesses and services (such as health and care), can recruit staff and increases the need to upskill and attract a local workforce to live and work in Norfolk.
- New UK policies are focussing on 'Building Back Better' and the delivery of Net Zero, which has been embraced by both businesses and government, with a focus on Clean Growth. The government is also promoting 'levelling up' to address decades of under-investment in more peripheral areas. Norfolk has to make the case for its rural areas to secure additional mainstream investment in health and social care, education, and infrastructure as part of the post-Brexit, post-Covid programme of change. The creation of the UK Shared Prosperity Fund (SPF) is a real opportunity to review how funds are allocated in England and fulfil Government's objective of 'levelling up'. To deliver inclusive growth, as well as sustainable job creation and retention in Norfolk, rural needs must be reflected strongly in the SPF priorities.
- The impact of climate change means drier summers and wetter winters. This will bring challenges in relation to water resource, flooding, coastal erosion and impacts on the natural environment.

Change can be particularly difficult for those who suffer from disadvantages of all types and living in sparsely populated rural locations can increase the impact of changes to services or how the economy functions. We recognise this and will aim to ensure that the impact of change on all sections of society is understood and the responses delivered address needs across society.

In Rural Norfolk, we have particular challenges in ensuring that we meet the needs that come with an ageing population, with growth in the over 65 age group concentrated in our rural areas. But we also have to ensure that our young people, who will be our future leaders, entrepreneurs, public sector workers and community champions see Rural Norfolk as a welcoming and inclusive place to build their future.

This Strategy will place rural Norfolk on a sure footing to meet these changes.

Our Response

The Strategy is refreshed every three years, against a set of guiding principles:

- To be ambitious for Rural Norfolk so it delivers quality of life for all age groups
- To make the case for Rural Norfolk to decision makers at every level – from parish to national government
- To provide the underpinning evidence base to make the case for investment
- To adopt an intervention approach of:
 - Assessing what is already going around the county to address the challenges and opportunities the evidence base and Strategy identify, and pinpoint gaps in provision
 - Learning from, and working with other areas – our neighbouring counties, rural areas elsewhere in the UK and overseas - to build on best practice models of rural economic development and produce a pipeline of projects that delivers on the themes of the Strategy

In response to the new economic and policy context, the messages from the consultation and data, this Strategy consists of six priority themes, supported by an overarching delivery focus.

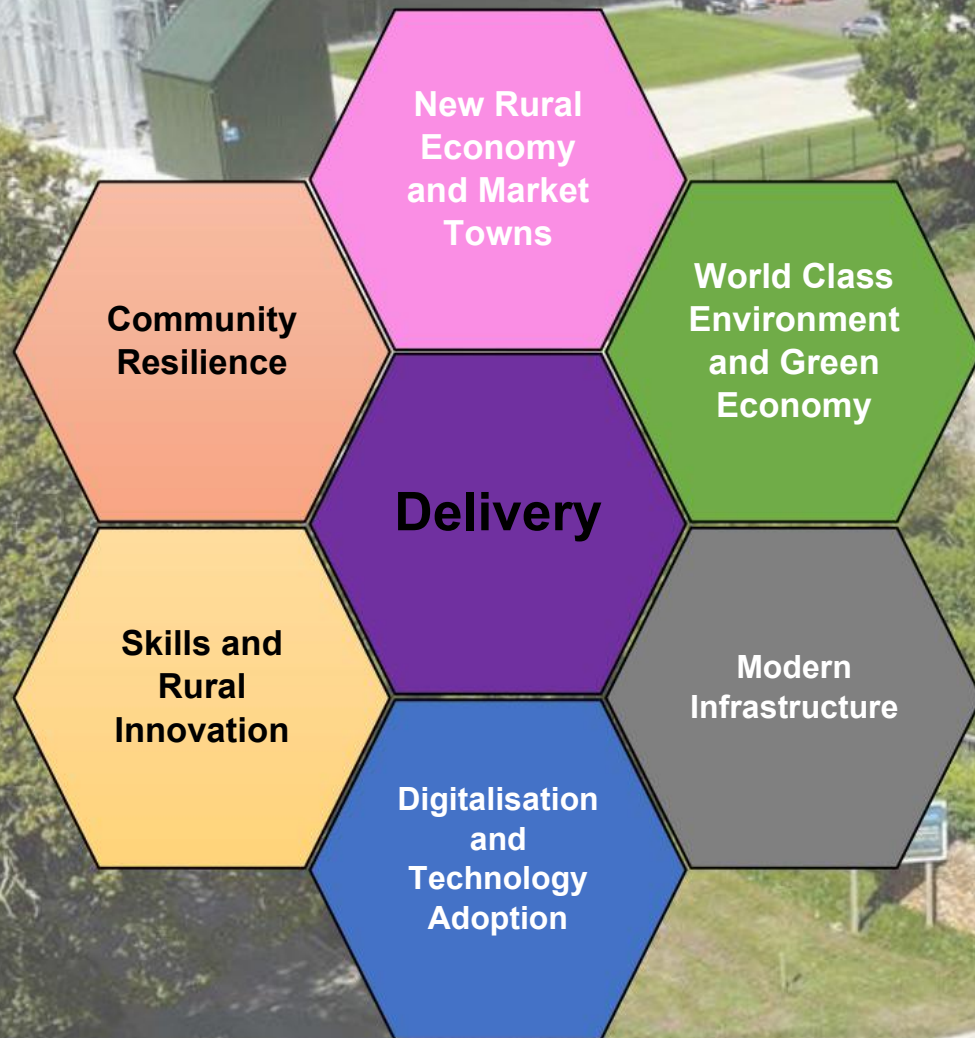
Delivery Focus. We will advocate for rural investment, aligning with wider strategic plans, such as the Renewal Plan of the New Anglia Local Enterprise Partnership for Norfolk and Suffolk, and the Norfolk Investment Framework (being led by Norfolk County Council), both of which are due to be produced in early 2022.

In light of our exit from the EU and the move to UK Government funding for ‘levelling up’ and ‘building back better’ all parts of the UK, it is even more important to strongly make the case for funding for rural Norfolk. To support the making of that case, we are publishing a new evidence summary, as well as an online dashboard of key data that will be kept up to date. The Steering Group will also produce an annual Delivery Plan for each year of the Strategy and work with partners to develop a pipeline of projects to address the Strategy’s Priority Themes and deliver the Vision.

Priority Themes

- **New Rural Economy and Market Towns** - develop **new rural economic opportunities** for our Market Towns⁸, promote new tourism opportunities and secure funds for rural business diversification
- **World Class Environment and the Green Economy** - embrace **Clean Growth** and the economic opportunities it provides in Rural Norfolk delivering a **low carbon economy**.
- **Community Resilience** - ensure rural areas sustain diverse resilient communities by **preventing social, community and health challenges** at source and by seeking to influence delivery of affordable housing and infrastructure **for all age groups** in society.
- **Skills and Rural Innovation** - address the **rural skills divide** and embrace **innovation**, supported by project funding and innovation infrastructure.
- **Digitalisation and technology adoption** - support rural areas to embrace **online business and service delivery**, underpinned by **automation and new technology** to deliver high value jobs.
- **Modern Infrastructure** – delivery of new rural infrastructure supporting the **transition to clean energy, sustainable transport, a digital economy, and sustainable water management**.

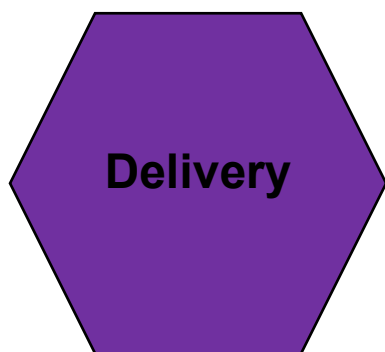
⁸ In this context Markets Towns is taken to include larger villages and other service centres in rural areas which have a key role as service delivery locations for retail, health, education, or other services



Norfolk Rural Economic Strategy

Themes 2021 – 2024

Photo: Food Enterprise Park, Honingham, Norfolk



Rural Norfolk, in common with all parts of the UK, is facing significant change in the next few years. Having a clear vision for Rural Norfolk, supported by project proposals, and the evidence to demonstrate how these projects can address identified challenges or opportunities, will be essential in securing support. Advocacy for Rural Norfolk, by those who live and work in the area, will be needed to get the message across that it is a priority location for health, education, transport, and infrastructure investment.

Aim: Effective influencing for rural investment, a proactive Project Pipeline with an accessible evidence base, good partnership working and impact assessment

Priority Actions:

1a) **Engagement** - a proactive programme of engagement with decision makers will be supported by the Steering Group and other rural advocates. This action will include using social media, broadcast, and print media to promote the need for rural investment. It will also include direct engagement with decision makers at local, county, LEP and national levels to make the case for investment in rural Norfolk.

1b) **Strategic Delivery** – shared economic growth plans for Norfolk and Suffolk are taken forward through the [New Anglia Local Enterprise Partnership](#) (the LEP), which comprises all Norfolk local authorities, businesses, further and higher education members and the voluntary sector. The partnership currently has a suite of linked plans: [Economic Growth Strategy](#), [Local Industrial Strategy](#) and [short-term, Covid-19, 'Restart Plan'](#). As we move into the next stage of the recovery, and in light of the publication of the Government's [Plan for Growth: Build Back Better](#) (which replaces the national Industrial Strategy), the LEP will replace these three plans with a single 'Renewal Plan' for Norfolk and Suffolk. This should be available in early 2022.

[Together for Norfolk](#), the County Council's business plan sets out priorities for boosting the economy, supporting communities, and protecting the environment. Our Clean Growth aims are also reflected in the County Council's [Environmental Policy](#), which seeks to work with partners to transition to a zero-carbon economy by 2030.

The Strategy complements these plans, with actions specifically targeting the rural economy and the resilience of our rural communities.

1c) **Rural Project Pipeline** - the Steering Group will work with partners, both in and outside of the county, to develop a pipeline of major projects or programmes. This will identify opportunities to replace specific rural programmes - such as LEADER - with SPF funding, as well as develop proposals for investments in transport, education, health, infrastructure, and business support, to ensure the needs of rural areas are met in mainstream programmes. With new grant schemes and bidding opportunities likely to emerge at short notice, the project pipeline will ensure that the Steering Group has a

range of ‘oven ready’ projects ready to access funding quickly when the opportunity arises.

In its role of providing the secretariat to the Steering Group, Norfolk County Council will maintain the rural project pipeline and work with the LEP and other partners to promote these projects for funding.

The project pipeline should aspire to include proposals to act as a demonstration site for rural innovation projects. We will also build a database of willing project partners who can be mobilised to support bids.



Photo: Burnham Overy Staithe from Holkham National Nature Reserve

- 1d) **Evidence base** - the Steering Group will work with Norfolk County Council to maintain an open-access rural evidence base to identify the need for rural interventions⁹.

This will be accessible to the public sector, third sector organisations and businesses, so that they can develop new project ideas or services based on clearly identified needs.

To recognise the significant speed of change which the county will see in the next three years, the evidence base will consist of the most up-to-date data and intelligence available, to give a true picture of local need.

- 1e) **Funding Alignment** - to deliver tangible contributions to Norfolk’s strategies and plans, a key objective of the Strategy is to provide the evidence base and policy framework to support SPF¹⁰ and other funding streams. This will enable the Strategy to deliver its sustainable growth aims, while at the same time fulfilling the Government’s objective of ‘levelling up’ and delivering inclusive growth outside the capital.
- 1f) **Measuring Success** – a Delivery Plan will be developed for each year of the Strategy, including outputs and outcomes, which will be monitored at the bi-monthly meetings of the Steering Group. With limited resources we can’t do everything, so the Steering Group will establish where it can add most value to what is already happening elsewhere, and identify interventions and projects to plug the gaps.

⁹ [Norfolk Insight - Demographics and Statistics - Data Observatory](#)

¹⁰ The UK Shared Prosperity Fund (UKSPF) is the replacement for EU structural funds following the UK’s exit from the EU. It replaces the European Social Fund (ESF), European Regional Development Fund (ERDF) and aspects of the European Agricultural Fund for Rural Development (EAFRD). Guidance is expected to coincide with Autumn Statement on 27/10/21



Key objectives include making the case for specific rural programmes with local control, eg a successor to the LEADER programme, or local direction of ELMs (Environmental Land Management Schemes), alongside making the case for mainstream programmes in education, health, transport, and infrastructure, to address rural needs.

The rural economy will continue to change rapidly, and Norfolk has to ensure that its rural areas, villages, and market towns have a diverse and dynamic economy, which can embrace

change. The Rural Norfolk economy is multi-faceted and increasingly diverse, as digitalisation enables new business models substantial growth in home working. Rural economic growth underpins our priorities for rural Norfolk and will enable the creation of an inclusive economy, support environmental gain, and deliver successful communities.

Aim: To develop new rural economic opportunities for our Market Towns¹¹, promote new tourism opportunities and rural diversification

At consultation, respondents emphasised a need to embrace the post-pandemic change in work patterns, to prioritise the recovery of our market towns and the important role of connectivity and tourism in the economy.

Retail pressure and opportunity

Our market towns are important retail centres, including Diss (61% retail), Wymondham (53%), North Walsham (52%), Dereham (47%), with the high streets of Watton, Fakenham, Attleborough, Long Stratton, Holt, Downham Market, and Aylsham also comprising a significant retail presence¹². The [2021 Norfolk Market Town Centre Report](#) shows that our market towns have been less heavily impacted by the pandemic than elsewhere. While the average vacancy rate in Norfolk increased from 5.9% in 2019 to 6.6% in 2021, this is well below the UK average of 13.8%. However, the expectation is that the change in how our high streets are used will continue, and that many premises will need new uses.

In the years prior to the pandemic (2015 -19) employment in the retail and wholesale sectors declined by over 2,000 across rural Norfolk. However, e-commerce accounted for more than 30% of total retail sales in the UK for the first time in 2020, up from 21.8% in 2019.

Supporting Business

Business start-up rates in Norfolk's rural districts are well below the national average, with, for example, one start-up per 188 working-age people in North Norfolk in 2019, compared with one per 108 people in the UK as a whole. The more urban districts in Norfolk (Norwich and Great Yarmouth) have better start-up rates than the more rural districts¹³.

In 2021 Norfolk County Council successfully bid for a final £1.65m from national underspend in the LEADER programme. This popular programme delivered business diversification across the county, allowing existing rural Norfolk enterprises to take advantage of new opportunities. Ensuring funding for diversification is available for the future remains a key focus.

Priority Actions:

¹¹ In this context Markets Towns is taken to include larger villages and other service centres in rural areas which have a key role as service delivery locations for retail, health, education, or other services

¹² ONS March 2020

¹³ ONS Business Demography 2019

- 2a) **Market Towns and primary villages** - Norfolk's Market Towns and villages provide a network of services close to over half of Norfolk's population, and provide services which support the visitor economy. Building on the mobilisation effect of the Town Deal process in Norwich, King's Lynn and Great Yarmouth, Market Towns will be encouraged to bring together community and business leaders in a Local Investment Board (LIB) to develop Community Development Plans covering a group of towns or villages with similar needs. Breckland is already doing work in this area, developing a set of Town Delivery Plans for Dereham, Thetford, Attleborough, Swaffham and Watton, to help deliver a series of Breckland-wide objectives. The Steering Group will form a Market Towns Working Group to explore the key challenges and opportunities for our Market Towns, and what we can do collectively. It will be important to explore the LIB concept if the SPF guidance indicates that our rural Market Towns could bid for funds for their priorities.



Photo: Diss Market (Visit Norfolk)

Given the challenges of Covid, LIBs will prioritise the adoption of digital technology, grants, and business support to help businesses recover, linked to the [Norfolk and Suffolk Covid-19 Economic Recovery Restart Plan](#) and the countywide Norfolk Investment Framework (both due in January 2022). Higher levels of home and remote working present a changed economic landscape for market

towns to adapt to and benefit from, with more people likely to remain in Market Towns and villages during the week. If supported proactively, this could support the provision of services and sustain additional service sector companies in Market Towns.

Towns will be encouraged to work proactively with their planning authority to identify private and public sector vacant buildings, to repurpose (including through the One Public Estate programme).

In September 2020 the government introduced new flexibilities to the planning system to enable the rapid redeployment of vacant buildings to new uses. As the impacts of Covid-19 and other longer term changes, such as the move to online retail and remote service delivery changes, the demand for high street shops and service centres, Market Towns will be encouraged to repurpose vacated premises into, for example, affordable housing or work hubs, which meet the need for changes in the community. This transition to new commercial uses and work hubs in Market Towns requires the delivery excellent digital connectivity.

- 2b) **Visitor economy** - tourism in Norfolk is mainly located in rural and coastal areas and is worth £3.4bn a year to the economy. It is supported by many protected sites and areas. For example, the Norfolk Coast Area of Outstanding Natural Beauty, The Broads - with a similar status to a national park – and more than 18,000 hectares of National Nature Reserves (more than 20 sites).

Tourism was hit hard by the pandemic and continues to face challenges again in 2021. Rural Norfolk's mix of open space and its tapestry of rural and coastal landscapes, biodiversity, local food, drink and culture and historic estates and towns, offers an exceptionally rich visitor experience, meeting consumer demand for authentic experiences in a safe, welcoming environment. Rural Norfolk's tourism offer will build on and invest in these themes, to attract new visitors with a focus on higher value, year-round, green tourism.

Experiential tourism is growing and this provides a real opportunity for Rural Norfolk to drive footfall, through festivals and special events. This would build on the cultural heritage of our Market Towns and historic estates, by focusing on the arts, built environment, nature, sport, regional food, and drink. The growth of experiential tourism offers an opportunity for high value, year-round green tourism in rural Norfolk and our market towns, in a sustainable way that benefits the wider rural economy. The €23million Experience Interreg project¹⁴ is working actively to promote this in Norfolk, Kent, and Cornwall and three areas of Northern France.

The aims for the visitor economy are to increase spend rather than visitor numbers and to target this at extending the season and responding to consumers' desire to pay for authentic experiences.

- 2c) **Rural Diversification** - rural Norfolk's farms, villages and Market Towns have the potential to deliver new enterprises in food and drink, the green economy, and services. The growth of online working allows them to host workers who derive their income by working for employers in major cities or towns whilst living in rural areas. The Strategy supports appropriate diversification of the economy by promoting diversification grants¹⁵, eg a new LEADER programme or the DRIVE programme, and by advocating for a responsive planning system, to support diversification and access to digital connectivity, to open up new work and business opportunities. Publicly-owned assets, such as the County Farms portfolio, can also be used to support rural diversification and environmental gain.



¹⁴ [EXPERIENCE tourism project - Norfolk County Council](#)

¹⁵ By the end of the LEADER 2014-2020 programme, funding awards for projects stood at just over £8.465million, leveraging in an additional £1.635million of private investment, with recipient businesses contracted to create 240 new jobs

Appendix A

Photos: Duration Brewing at Abbey Farm, situated at the historic West Acre Priory in Norfolk, received funding from the LEADER programme to develop the site, to bring employment and foster farm diversification



Norfolk's World Class Environment supports the economy in many ways - from green tourism to agriculture, and securing a plentiful, clean water supply, as recognised in Norfolk County Council [Environmental Policy](#). Norfolk's land is productive and, with the growth in the bioeconomy, provides the raw materials needed for new energy and biomaterial production, as well as its traditional role in food production. The natural environment is also an economic opportunity, through the delivery of nature recovery networks¹⁶, eco-system services and through the support it provides to the visitor economy.

Aim: To embrace Clean Growth and the economic opportunities it provides in Rural Norfolk, through delivering a low carbon economy.

At consultation, respondents emphasised the importance of including biodiversity in underpinning Green Growth, the need to better manage the impact of tourism and the role sustainable transport can play in that. Water management was also identified as a key area in which action was needed.

Spotlight on sustainable, clean growth

November 2021 saw the United Nations Climate Change Conference, COP26, held in Glasgow, under the presidency of the United Kingdom. This shone a spotlight on sustainable, clean growth, and the help needed to support actions on the environment right across the UK.

With the UK transitioning to net zero carbon emissions by 2050, research shows that rural areas have more high carbon-emitting jobs and car use than their urban counterparts¹⁷ and so will need to see the greatest shift toward a greener economy.

The [Nature Recovery Network](#) is a major commitment in the government's 25 Year Environment Plan, with the aim to expand, improve and connect wildlife-rich places across our towns and countryside.

Consumer changes

Consumer research shows a clear trend towards purchasing more sustainable and often local/regional products¹⁸.

As noted in Natural England's¹⁹ monitoring of attitudes towards the environment, the public value time in the natural environment. This report shows strong growth in the total number of visits to green and open space, with the total rising 38% from 2.9 billion visits to 4 billion visits in the five years to 2018/19. Of these, 1.9 billion visits (nearly half of the total), were to the countryside or coast in 2018/19. Whilst having a dog is still a major factor for many in accessing green space (cited as a reason for 38% of visits in 2018/19), its relative importance has fallen, as other issues have driven larger increases in visits to open space.

People saying that a prime motivation for a visit was for health and exercise, rose from 34% in 2009/10 to 56% in 2018/19. Taken together with the underlying increase in visits, the number of people accessing the natural environment for health and exercise rose from 1 billion to 2.25 billion, a 125% increase in 9 years. Over the same time period a similar

¹⁶ [Nature Recovery Network - GOV.UK \(www.gov.uk\)](#)

¹⁷ <https://quantumst.co.uk/wp-content/uploads/2021/06/Rural-Net-Zero.pdf>

¹⁸ https://www.mckinsey.com/~media/mckinsey/industries/retail/our%20insights/perspectives%20on%20retail%20and%20consumer%20goods%20number%208/perspectives-on-retail-and-consumer-goods_issue-8.pdf

¹⁹ Natural England (2019), Monitor of Engagement with the Natural Environment: Adult Headline Report 2018/2019 supporting data

increase was seen in those who said that green space helped them relax and unwind, from 26% to 38% of all visits, or a rise from 0.75 billion visits in 2009/10 to 1.5 billion visits by 2018/19, a 100% increase in 9 years.

Priority Actions:

3a) **Natural Environment** - the development of the Natural Capital Assets Evidence Compendium²⁰, by Norfolk and Suffolk County Councils and UEA, provides a strong platform of evidence on which to build environmental programmes. This will be used to deliver UK-leading approaches to the Environmental Land Management Scheme (ELMS), to support investments in the natural environment that contribute to the Nature Recovery Network, and the Government commitment to protect 30% of land by 2030²¹. Investment in the natural environment will facilitate sustainable tourism and community wellbeing, through promoting active access to the countryside, eg through walking and cycling, with resulting benefits for physical and mental health.

Rural land management is at the heart of these plans and provides a natural solution to these challenges, at the same time as supporting sustainable tourism. Planning should be responsive to this shift to eco-tourism and the trend for wellbeing on holiday²². As identified above, experiential tourism is growing in importance and has the potential to deliver lower impact and higher value tourism, if combined with a focus on the natural environment.

Links will also be made to social prescribing and community groups who promote access to the countryside to deliver physical and mental wellbeing. This will have consequential benefits for community wellbeing and reduce pressure on the NHS.



Photo: planting trees in Rural Norfolk

3b) **Ecosystem Services** - the role of rural land in providing environmental benefits, through eco-system services, is increasing and will be supported by the ELMS programme. In Norfolk, a particular challenge exists in relation to water supply, with pressures from development, agricultural abstraction, climate change and biodiversity targets. The Strategy supports the ambitions, led by councils in

Norfolk, to work with Water Resources East, The Nature Conservancy and Anglian Water to develop a sustainable Norfolk Water Strategy, to address both flood risks and water supply in a holistic way, for the long term. The aim is to ensure there is sufficient water for agriculture, the environment and to support economic growth in the long term.

3c) **Biodiversity** - Rural Norfolk has a wealth of natural biodiversity both on land and the marine environment around the Coast. This biodiversity is a key environmental asset which supports a healthy ecosystem and life, but also has clear benefits for the economy.

²⁰ [PowerPoint Presentation \(norfolkbiobiodiversity.org\)](https://www.norfolkbiobiodiversity.org/)

²¹ [PM commits to protect 30% of UK land in boost for biodiversity - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/pm-commits-to-protect-30-of-uk-land-in-boost-for-biodiversity)

²² Relatedly, [EXPERIENCE](#) is a €23m project to attract visitors in the off-peak season, through a new 'experiential tourism' approach.

From seal watching trips to bird watching, wildlife directly supports economic activity across Rural Norfolk.

- 3d) **Clean Energy** – The LEP is already at the centre of the UK’s development of clean energy, with an ambition to become a leading hydrogen region, delivering on clean energy and carbon reduction (Net Zero) to address climate change. Rural Norfolk must play its full role in delivering on this ambition, both through both helping to generate renewable energy, eg solar, wind and biomass, as well as by embracing new energy systems for transport, heating, and power.

There is an opportunity to raise awareness of the [Rural Community Energy Fund](#) and encourage applications from local communities to access it. Funding for decarbonising homes is set to double, and this investment in home efficiency can be expected to include many rural homes, where there is often no gas grid, and homes use solid or oil fuel, presenting an opportunity to meet our Net Zero carbon target and create new jobs. Community-led action can help to deliver clean energy, and Rural Norfolk should embrace the potential to deliver community-based schemes. We will also seek to build on the learning from the [EU-funded Intelligent Community Energy project](#), for which UEA is a testbed.

- 3e) **Clean Transport** - the move to electric vehicles (EVs) by 2030 is a particular challenge in rural areas, due to poor grid capacity and will require innovation and substantial investment to start the transition before 2025, given the ban on new fossil fuel cars from 2030. As well as the need for cars to embrace the EV transition, public transport options, such as commercial bus services, community transport and taxis, will need to make the transition to electric.

In Rural Norfolk, the large agri-food sector also creates a large demand for road freight transport and this will require green fuel options, such as green hydrogen or EV freight vehicles. The growth of online retail and delivery services will create further demand for EV vans and light commercial vehicles.



In addition to powered transport, improved cycle paths and walking routes could both help local people access services, education, and work (eg in new local hubs) and support the growth of green tourism options. Active modes of transport have also been shown to have major benefits for physical and mental health.

- 3f) **Biomaterials** - the UK Bio-economy Strategy (2018)²³ commits the UK to develop the bio-economy, worth £220bn (GVA) with an aim to

double GVA to £440bn by 2030. The strategy encourages a focus on bioenergy, biomaterials, and bioplastics. Norfolk, with its large agricultural and forestry sector to provide the raw materials and the biotechnology research cluster in Norwich, will aim to be at the forefront of this economic transition at the heart of Clean Growth.

²³ HMG (2018), Growing the Bioeconomy: Improving lives and strengthening our economy: A national bioeconomy strategy to 2030



Community Resilience

Community resilience is a complex area which includes access to services, education, health, social care, housing, recreation, leisure and sport opportunities and the role of community organisations. To ensure that rural areas are attractive to a broad demographic, it is essential that the needs of all age groups are met. However, service delivery has often been concentrated in larger urban areas, leaving rural communities with poor, or no local access to services, leading to poor outcomes. New delivery models combining virtual and physical access can help meet rural needs.

Aim: To ensure rural areas sustain diverse resilient communities, preventing socio-economic challenges at source and encouraging innovative ways to deliver affordable housing and infrastructure for all age groups

At consultation, respondents said the need for affordable housing as their top concern. Respondents also mentioned improved transport, improved access to services and health and wellbeing.

Sustaining our Communities

Service delivery has often been concentrated in larger urban areas, leaving rural communities with poor, or no local access to services, leading to poor outcomes. The English Indices of Multiple Deprivation (2019) show Norfolk's rural areas face greater distances to travel to services such as post offices, schools, and surgeries than our urban areas: 57% of Norfolk's rural population live in an area more than **2km** away from a GP surgery. Over 28% of our rural population live in an area more than **4km** away from a GP surgery²⁴. New delivery models, combining virtual and physical access, can help meet rural needs.

Rural Norfolk has an older age profile than urban areas, and ageing is accelerating fastest in the most rural locations. To sustain this older population, without overwhelming health and social care provision, more focus is needed on healthy and active ageing. The proportion on people aged 70 or over is set to climb from **18.2%** of Norfolk's population in **2019**, to **24%** in **2041**, an increase of over 77,000 people (Source: ONS).

Housing affordability is important to balancing this demographic profile. ONS data shows Norfolk's housing affordability ratio to be worse than England's average, and this problem has increased significantly since 1999. The number of homeless households in Norfolk's predominantly rural local authorities grew to 922 in March 2020, up from 862 in 2019.

Priority Actions:

- 4a) **Access to services** - access to services has been a growing problem in rural communities for decades, as service delivery in both the public sector, eg hospitals, and the private sector, eg banks and shops, became more concentrated in urban areas²⁵. Many rural residents, especially the elderly, the ill or low-income groups, struggle to access services remotely or to travel to large urban areas. The Government's [Bus Back Better](#) Strategy sets out the vision to improve passenger services, and increase bus use and passenger numbers across England. The County Council, as the Local Transport Authority, is developing an 'enhanced partnership' with local bus operators, with a Bus Service Improvement Plan for Norfolk published on 31 October 2021. The Council also secured £700,000 from the [rural mobility fund](#), as one of 17 pilots to trial digitised on-

²⁴ Source: English Indices of Multiple Deprivation, 2019

²⁵ Which? Consumer Report, 2019 press.which.co.uk/whichpressreleases/over-a-third-of-bank-branches-closed-in-under-five-years-which-reveals/

demand bus services. The project aims to better link the villages around Swaffham and launches in January 2022.

Rural areas need innovative, new collaborative solutions, including investing in the voluntary, community and social enterprise sector, and through combining service delivery points through the One Public Estate programme.

There is also a clear role for community-led action in helping to provide services through, for example, developing the role of community centres such as village halls. With the expected trend to less commuting, community halls can have an enhanced role as centres for remote working and the provision of services, such as training and childcare for workers who remain in their community for much of the working week.

Public transport, and digital solutions (both private sector and through the County's Digital Inclusion Strategy) to access services in market towns and cities will also be of growing importance, as the number of older rural residents increases and innovative solutions are needed. This could include transport services which respond to service requests, and the growth of tele-medicine. These services will help older residents continue to live independent, connected lives.

- 4b) **Housing** - it is critically important to ensure that sufficient homes are provided, but it is equally important that the homes that are built are the right type in terms of size, affordability, and tenure. Affordability of housing is a particular challenge in Norfolk, with a lower quartile²⁶ housing cost to income ratio of 8.34 in 2020, compared to England at 7.15²⁷. The ratio is even higher in areas such as North Norfolk, making many rural areas unaffordable to those on lower incomes, who are unable to afford market prices and rents. Homelessness has also been rising in rural areas.

Rural housing must embrace future energy standards, but requires specific help in doing so, given that many of the current and emerging energy options available in large urban areas are not available in rural areas.

More affordable housing provision is essential for young families and workers, in both public and private sector jobs.



Photo: New housing at Mulberry Park, Poringland

Innovative ways to address this, such as Community Land Trusts, are needed, so that there is a supply of affordable housing for lower-paid and younger workers, who are essential to sustain rural businesses and service delivery.

The need for new rural housing, especially affordable options for young people, or as retirement and sheltered living options for the old, can be developed by the third sector or commercial developers, using the new planning flexibilities introduced in autumn 2020, which make the

conversion of redundant commercial space to housing easier. Given the impact of Covid-

²⁶ The affordability ratio compares average wages with average house prices. In rural areas there is a particular challenge with affordable housing for those in lower paying service sector or manual jobs – best captured by comparing lower quartile average earnings to the price of lower quartile housing. On this measure, some of rural Norfolk, particularly in attractive coastal locations has some of the worst affordability in the UK.

²⁷ House price to residence-based earnings ratio

19, and the growth of online retail on the demand for retail space, many Market Towns are likely to have retail units which could be re-purposed in this way.

- 4c) **Health and social care** - adjusted for risk factors, such as age and income, rural areas do well on most health metrics. Whilst health care provision is concentrated in urban areas, the rural population is older, has more complex care needs and constrained access to service, particularly for those most in need, due to poor digital connectivity or a lack of private and/or public transport. Population change estimates show that the rural population will age much faster than in Norwich and this will increase the pressure to provide more health care in rural and coastal areas. By combining the delivery of services and access to care, provision can be sustained and improved in our rural areas, enhancing the wellbeing of residents. The formation of new **Primary Care Networks**, including the 17 in [Norfolk and Waveney](#), can play a role in this.

The health and social care sector is a major employer, and provides many opportunities for training and early career development. The development of a new School of Nursing in West Norfolk supports this work and can help young people progress to long term careers.

Investment in preventative actions, including an enhanced role for community organisations and active travel, such as cycling and walking, can deliver improved physical and mental health. We will champion the role of the Environmental Land Management Scheme (ELMS) in supporting countryside access and active recreation.

- 4d) **Demographics** - rural Norfolk has an older age profile than Norwich, and ageing is accelerating fastest in the most rural locations²⁸. To sustain this older population, without overwhelming health and social care provision, more focus is needed on healthy and active ageing. The [Norwich Institute for Healthy Ageing](#) is developing strategies to promote sustained population behaviour change, to improve physical and mental wellbeing. The older population are also increasingly important to the economy, with the 'Silver Pound'²⁹ supporting a lot of local economic activity.

In contrast, rural areas have fewer young people, with many born in rural Norfolk leaving, due to poor access to educational programmes, low wage jobs and high house prices. Rural young people face particular challenges with access to affordable housing and this has to be addressed if rural areas are to be able to retain young people and young families with the drive and innovation they can bring to rural areas.

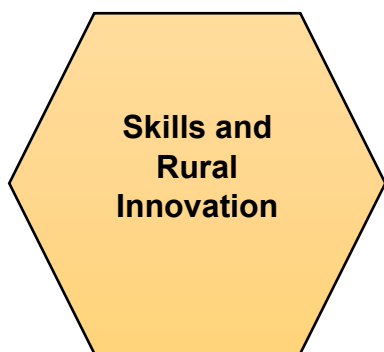
Creating a more balanced rural demographic is important to the economy, and the ability of businesses and service providers to attract the skills needed, often through small local interventions such as those supported by the Norfolk LIFT programme. A policy commitment to work with young people to address their needs is essential to deliver future rural community sustainability.

Case Study

83 day service users in Norfolk are already benefitting from **Alcove Video Carephones** to help them stay connected with their support workers, friends and loved ones. The current pilot scheme in Norfolk is aiming to provide 200 devices to users. Kim, 53 from Morton on the Hill, is one user who felt lonely and really missed talking to her friends and support workers at the hub. Kim said: "After Christmas, we had to stay at home and couldn't see anyone. I really missed my friends and the staff at the hub."

²⁸ The proportion on people aged 70 or over is set to climb from 18.2% of Norfolk's population in 2019, to 24% in 2041: an increase of over 77,000 people (Source: ONS)

²⁹ The first Norfolk Rural Economic Strategy in 2013 reported that spending by the over 50 age group in Rural Norfolk would rise from £4.2billion in 2012 to £8.6billion by 2037



Rural Norfolk has a lower qualifications profile than the England average, and the gap is largest in sparsely populated and coastal locations. The increase in digitalisation and economic change means many rural workers need new skills to retain existing jobs, or to embrace innovation, and open up new job roles and career options. Increases in online education could benefit rural areas, but can be constrained by poor digital connectivity. More focus on rural skills delivery would ensure the rural economy has the skills needed to embrace future economic opportunities.

Aim: To address the **rural skills divide** and embrace **innovation**, supported by project funding and excellent skills and innovation infrastructure, helping rural areas to retain and attract job opportunities for younger people

At consultation, respondents emphasised connectivity and access to the internet and online learning resources as their top priority for this theme. The importance of aspiration also came through, as did a need for apprenticeships and courses that lead directly to employment.

Levelling up the skill base

Rural Norfolk has a lower qualifications profile than the England average, and the gap is largest in sparsely populated and coastal locations. Breckland has the lowest proportion of highly qualified workers, and only the urban district of Great Yarmouth has a lower proportion of residents with an NVQ3 education attainment or above in Norfolk.

The increase in digitalisation and economic change means many rural workers need new skills, to retain existing jobs, or to embrace innovation and open up new job roles and career options. Increases in online education could benefit rural areas, but can be constrained by poor digital connectivity. More focus on rural skills delivery would ensure the rural economy has the skills needed to embrace future economic opportunities.

To help businesses recover from the pandemic, the County Council has introduced two countywide schemes: [Employer Training Incentive Programme](#), a grant that helps business fund training opportunities, and [Recruit, Retain, Reward](#) (RRR) which provides a grant of £1000 to help businesses recruit an apprentice aged 16-24.

Coupled with RRR, Children's Services' New Pathways to Work Team is also seeking to reverse this downturn in apprenticeship starts for 16-19 year olds, as well as to increase the take-up of other work-based options, such as 'T levels'.

The [Youth Pledge for Employers project](#) also engages with a wide range of small and medium enterprises (SMEs) across the Norfolk and Suffolk, to develop opportunities for young people to engage in work-based experience, structured employment activities and sector-related learning until December 2023.

Need for new skills

Research by the LEP suggests that over 40% of the workforce, in every rural district, are in job roles which will see significant change by 2030 as a result of changes in technology³⁰. Across Norfolk and Suffolk, 32% of workers are in occupations at risk of automation, but whilst only 12% of those with higher level skills are at risk from automation, this rises to 46% for those with lower qualification levels.

Apprenticeship take-up in Norfolk fell dramatically in 2020, with overall starts in 2019/20 declining by 15% compared to 2018/19. Whilst better than the 18% decrease across

³⁰ New Anglia Sector Skills Plans (2016-19), [Sector Skills Plans - New Anglia](#)

England, this fall in apprenticeship uptake is a major challenge when the need for technical skills is increasing, as the demand for digitalisation and automation grow.

The RRR project, mentioned above, is seeking to address this downturn - countywide. The County Council's Higher Aspirations Scheme is also targeting young people across Norfolk, on Level 3 courses in years 12 and 13. The scheme aims to boost the information, advice and guidance (IAG) they receive in school sixth forms, to broaden young people's horizons, and encourage aspirations towards higher education and higher level apprenticeships.

Need to grow Research and Development spending

In 2017 the Government committed to increasing UK Research and Development (RandD) spending from 1.7% to 2.4% of GDP by 2027. The current government has reaffirmed this commitment to innovation, but data shows that RandD expenditure remains focused in large urban areas.

Priority Actions:



5a) **Digitalisation and Clean Growth** - the demand for digital and clean growth skills is rising quickly, as the Covid-19 pandemic and longer-term trends combine to reshape the jobs of the future. This represents a once-in-a-generation change in the skills base needed, and Rural Norfolk has to embrace this change. The growth in automation and digital service delivery will require the engineers and programmers who can build, maintain, and upgrade technology,

and the move to clean growth will create new job roles in energy, transportation, building, and many other sectors which are major energy users.

A focus on the skills needed for this transition in job roles must be developed in school, further and higher education and – critically - in courses to help existing workers gain new skills, as job roles in the workplace change.

5b) **Schools** – while schools in some rural settings in Norfolk ('rural hamlets and isolated dwellings schools') improved outcomes at Attainment 8 and/or English and Maths at Grade4+, between 2017 and 2019, outcomes for schools in 'rural town and fringe', 'rural town and fringe in a sparse setting' and 'rural village' settings all declined over this period, and progression to further and higher education remains well below national averages.

As the qualification levels needed for most jobs continue to rise, there is a need to continue to promote high quality support, to ensure that rural young people can obtain the qualifications, and the aspiration to progress to Further Education (FE), Higher Education (HE) and higher paying jobs³¹. This includes developing local partnership action plans to address issues with 14-19 transition and progression in rural areas, including access to technical and vocational education provision, extension of digital and remote learning provision, tailored provision for additional needs (such as special educational needs, looked-after and home-educated children, care leavers and those from Black, Asian and Minority Ethnic backgrounds) and provision of personal IAG and transition support.

³¹ New Anglia's Careers Hub project has a team of Enterprise Coordinators working with careers leads in schools now across Norfolk and Suffolk.

Rural businesses have a key role to play in working with schools, to help young people appreciate the growing diversity of job roles which can be found in rural areas.

- 5c) **Colleges and University access** - many parts of Rural Norfolk are a long way from a full range of FE and HE provision. As the economy creates more technical, or NVQ Level3+ jobs, and fewer entry-level roles, the challenge is for more equal access to technical and vocational provision for young people in rural areas.

New, blended delivery, which both facilitates students to travel to FE and HE provision, combined with enhanced outreach programmes using digital technology, would make a wider range of FE and HE study options available to rural young people. This will both benefit young people and ensure the economy has the future workforce skills needed.

- 5d) **Workforce upskilling** - digitalisation, technology and new business models are changing how business operates, is and creating new job roles³². Rural Norfolk will work with education providers, and the LEP, to develop new routes to upskill the rural workforce, focusing on adopting new technology or obtaining the business skills needed for new job roles or self-employment, building on programmes such as LIFT and accessing SPF.

- 5e) **Innovation** - in 2017 the Government committed to increasing UK Research and Development (RandD) spending from 1.7% to 2.4% of GDP by 2027. The current Government has reaffirmed this commitment to innovation, but data shows that RandD

expenditure remains focused in large urban areas.

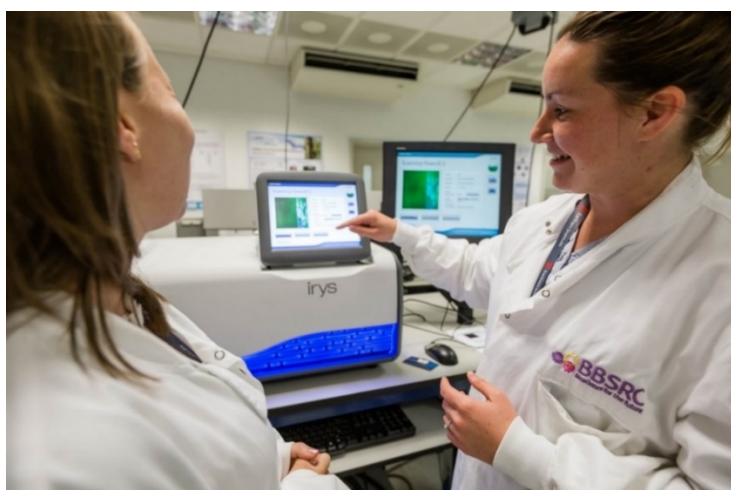


Photo: Norwich Research Park

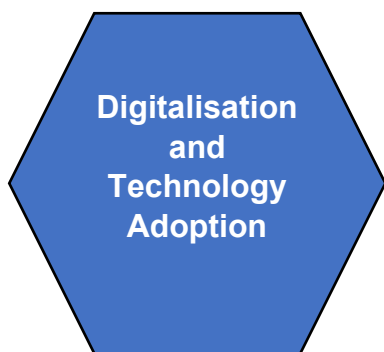
The Steering Group will work with Norwich's world class research base, and the LEP, to increase the number of rural businesses engaged in RandD and innovation activities, by increasing access to skills and innovation programmes. This will focus on priority rural economy sectors, such as bioeconomy and renewable energy, to deliver clean growth, or where rural factors create concentrations of demand, such as in health care for the elderly (who disproportionately live in rural areas).

The County Council's [Innovation Mentoring Grant Programme](#) continues to help businesses across Norfolk to access the Government's innovation funding programmes.

The digitalisation and automation of services is also of growing importance and the wider region has expertise in this with, for example, UEA working with Cambridge and Lincoln Universities on the AgriForwards³³ project, to create automation for the agricultural and food chain sectors.

³² Demand from Norfolk businesses to expand digitally is strong, with Norfolk Council's Go Digital Programme, which helps SMES to grow online, oversubscribed at the beginning of 2021.

³³ [EPSRC Centre for Doctoral Training in Agri-Food Robotics: AgriFoRwArdS \(lincoln.ac.uk\)](#)



Digitalisation, and the adoption of new technology, are essential for economic success, and this need has been accelerated by the pandemic. Rural areas are in the front line of this change, and must embrace the opportunities created by new technology. Programmes for fibre rollout and mobile connectivity will need to support rural areas, to ensure that rural communities, businesses, and services have the digital connectivity needed to support new models of delivery. The pace of digital development is relentless and Covid-19 is widely reported to have delivered a decade's worth of growth in one year.

Aim: To support rural areas to embrace online business and service delivery, supported by automation and new technology to deliver high value jobs.

At consultation, respondents emphasised encouraging remote working. Improved connectivity with rural work hubs also came through strongly.

Changing habits

2020 saw a big increase in people working from home, either full or part-time, as offices and other workplaces were closed. This is very significant in rural Norfolk, which had very high levels of out-commuting, and some of the longest average commutes in the UK. As education also adopts blended digital and physical delivery, it is essential that digital skills and technology enable rural learners to access education.

Whilst 2021-24 will see some return to commuting, for both work and education, surveys show that many employers and employees expect to move, on a permanent basis, to a mix of working from home, combined with days in the office. Digital infrastructure and the provision of working space - either in the home or in rural hubs in rural communities- is important to support this change.

Changing markets

The Office for National Statistics reported that, as of November 2020, online department store sales increased by 157.2%, while household goods stores and "other" non-food stores also saw sales rise by 124.7% each, compared to the same month in 2019.

On 30 December 2020, Openreach revealed that, during 2020, the use of internet data in the UK more than doubled, from 22,000 petabytes in 2019 to 50,000 in 2020, as customers worked, shopped, learned, and accessed services and entertainment remotely.

Priority Actions:

6a) **Remote working and online learning** - 2020 saw a big increase in people working from home, either full or part-time, as offices and other workplaces were closed. This is very significant in rural Norfolk, which has very high levels of out-commuting and some of the longest average commutes in the UK.

The same is true for education, particularly post compulsory education, with some young people travelling 40 miles or more to access further and higher education. As education also adopts blended digital and physical delivery, it is essential that digital skills and technology enable rural learners to access education.

Whilst 2021-24 will see some return to commuting, for both work and education, surveys show that many employers and employees expect to move on a permanent basis to a mix of working from home combined with days in the office. Digital infrastructure and the provision of working space, either in the home or in rural hubs, in rural communities is important to support this change.

For rural service providers and retailers, more people working in the area, rather than travelling to cities, should increase demand and support a vibrant rural community economy in Market Towns and larger villages, and this should be actively encouraged. This can also help sustain services such as village halls, which can develop a wider role in the community, including for the delivery of training.

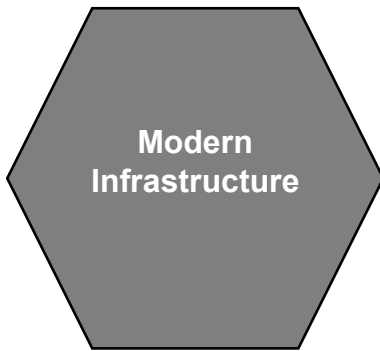
- 6b) **E-commerce** - online retail sales doubled in 2020, as Covid-19 restrictions on non-essential retail and a reluctance to travel to access essential retail, combined to deliver more growth in one year than seen in the previous decade. Many rural retailers responded, but further investment and support is needed, to ensure that they keep pace with these sector-wide changes, and the major investment in online delivery by national retailers. Programmes to support the online skills of businesses in rural areas, such as the County Council's [Go Digital programme](#), which is available across Norfolk, will help increase productivity and business resilience.
- 6c) **Remote service delivery** - service delivery, eg GP appointments, access to government services and education, have all seen major increases in the use of online delivery. Connectivity, access to IT equipment, and skills, are critical in rural areas, to ensure that these changes don't disadvantage rural communities and, in particular, the most vulnerable in these communities. Training and grants through SPF could help address these needs.

Longer term, the development of self-driving vehicles could bring substantial benefits to older people, and those with disabilities in rural areas, by allowing them the independence to travel to appointments in towns or cities. This, in conjunction with services such as telemedicine, could be transformative for service access, but will require investment in digital infrastructure, including the deployment of 5G in rural areas, so that self-driving vehicles and the delivery of online services have the bandwidth needed for effective provision.

We will work with partners to understand where the gaps are, and target increased adoption of automation in major sectors of the rural economy, such as agri-food and care.



Photo: The largest free-to-use, long range, wide-area network (LoRaWAN) in the UK has been launched here in Norfolk, giving businesses, individuals, schools, and educational organisations free access to the network to experiment and build solutions.



Delivering a vibrant, dynamic rural community in Norfolk requires infrastructure fit for the 21st century. While roads are important, particularly in sparsely populated parts of rural Norfolk, the infrastructure to support the economy needs to include digital connectivity and access to the national rail network. Covid-19 has also seen increased demand for cycling and walking, which requires more investment in cycleways and footpaths. Water and energy infrastructure is also at the heart of delivering clean growth and requires integrated, future-proofed solutions.

Aim: To support the delivery of new rural infrastructure underpinning the transition to clean energy, sustainable transport, a digital economy, and sustainable water management

At consultation, respondents emphasised this theme, citing the scope for improvement across a broad array of infrastructure, including rural bus routes, upgrades on the train lines, cycle infrastructure, digital infrastructure, walking routes, electric vehicle (EV) charging points and community transport.

Improving our rural Infrastructure

The rural nature of Norfolk means that many people need to use the car as their primary form of transport. A significant minority, however, do not have a car, and are reliant on local service provision, public transport or walking and cycling provision. Some families that do run a car can ill-afford to do so³⁴: 15% more miles were travelled on Norfolk roads in 2019, compared to 2012 (5.8 billion miles in 2019 and 4.9 billion in 2012). See section 4a on the [Bus Service Improvement Plan](#) that the County Council will be producing.

Improving our digital infrastructure

Ofcom data shows that rural Norfolk has significantly worse 4G coverage than urban England. North Norfolk, in particular, has both worse 4G coverage and voice coverage than the average in rural England.³⁵ However, coverage is increasing both nationally and locally over 2G/3G/4G, and now 5G.

Over the last three years, through closer engagement with the Mobile Operators (MO) initiated by the County Council, Norfolk has benefited from an increase in MO investment, which has resulted in some improvements in coverage.

However further work needs to be done. Norfolk's profile continues to be being raised with the MO, and where there is a less compelling business case for investment (in areas with fewer residents), these areas are being identified and raised with them. Going forward, it is anticipated that the most significant improvements in rural coverage will be delivered through the Shared Rural Network programme, supplemented by more collaborative work to address community objections to proposed mobile installations.

To date, [Better Broadband for Norfolk](#) has seen access to Superfast broadband increase from 42% in summer 2013, to over 95% of Norfolk properties during spring 2020 (from the independent organisation "[Think Broadband](#)" data). In July 2018 the Government published The Future Telecoms Infrastructure Review, that set clear, ambitious targets for the

³⁴ The Index of Multiple Deprivation 2019 reported 72 rural areas within the 10% most deprived and 6 in the worst 1% nationally for access to services.

³⁵ https://www.ofcom.org.uk/__data/assets/pdf_file/0023/186413/Connected-Nations-2019-UK-final.pdf

availability of full fibre and 5G networks. Ensuring these faster connections to Rural Norfolk is also taking place through the Local Full Fibre Programme.

Transport and digital infrastructure both allow rural residents and visitors to access services and should therefore be developed in a co-ordinated way, eg blending tele-medicine with transport options to allow patients to reach acute care or treatment, and students to combine remote online learning with access to classrooms, labs, and workshops for practical study.

Priority Actions:

7a) **Digital infrastructure** - rural Norfolk continues to have thousands of premises without superfast broadband³⁶ and problems with mobile coverage³⁷. As urban areas adopt gigabit connectivity and 5G, it is inevitable that data capacity and speed requirements will continue to grow rapidly.

We will continue to work with partners to proactively engage with the telecoms market, both fibre and mobile, in order to raise Norfolk's profile, and attract further private sector investment.

We will campaign for government to support an 'outside in' approach, so that public support is targeted at the hardest to reach rural communities first, using a combination of 5G and fibre, to ensure that rural areas are not left behind as retailing, services and education all continue to move online.

As a result of the Future Telecoms Infrastructure Review, the Chancellor announced in 2019 a £5 billion commitment to fund gigabit-capable broadband for the 20% of UK premises that would be unlikely to receive commercial access to it. In March 2021 the first live phase (Phase 1b) of Project Gigabit was launched. Norfolk has been included in the first wave, which will deliver gigabit-capable connections across Norfolk, to premises that are unlikely to benefit from commercial investment.

The Country Land and Business Association have estimated that, nationally, the rural economy is 16% less productive than the urban economy and that closing this gap, for which ultrafast broadband is essential, has the potential to increase the rural economy by £43 billion per annum. We will continue to push for improved connectivity, so that the full potential of its economy can be realised.

7b) **Sustainable transport** - many of Norfolk's rural residents will continue to rely on private transport because of weaknesses in public transport. Actions to improve public transport are important, especially for the young, old, those with disabilities, and those on lower incomes.



Connecting rural areas to the services and facilities centred in the market towns and urban areas means improving the connections between them. Better public transport options and lift-sharing initiatives can help alleviate dependence on private transport in rural areas. See section 4a.

³⁶ 95% of the county's homes and businesses can now access superfast broadband, up from 42% in 2012

³⁷ The majority of areas across Norfolk receive a weak 2/3/4G signal, with the strongest signals in Norwich and market towns such as King's Lynn and Great Yarmouth

Bids to the Restoring Your Railway Fund can also help increase connectivity, and investment in the existing network is important, eg longer trains on the Fensline, and improved services from Norwich to London, Ely, and connections to North Norfolk.

For tourists accessing the area by public transport, solutions are needed to address the “last mile” problem and can help in attracting new visitor demographics to Norfolk.

Much of the county also lacks safe cycling routes and all-weather footpaths. This needs further investment, to provide more sustainable transport options - which have the added benefit of improving health and attracting visitors.

- 7c) **Clean Growth** - as highlighted in the World Class Environment and Green Economy section of the strategy, clean energy systems and sustainable water management are needed. Delivery of clean growth will require substantial investment in new infrastructure, enabled by a planning system which allows the rapid deployment of new technology.

Modernisation of the energy system also needs to address areas where sustainable rural growth is constrained by electricity grid capacity. The plan to decarbonise transport, with a policy to ban the sale of new fossil fuel cars from 2030, means we have less than 10 years to deliver an EV charging infrastructure across the whole county. With plans to decarbonise homes, moving away from fossil fuel heating, the demand for electricity will also increase. With its concentration of offshore wind power, Norfolk is well placed to be at the forefront of this transition in energy systems, but for Rural Norfolk to benefit, further investment in the electricity grid is needed, to convert to clean energy sources.

The [Water Resources East Regional Plan](#) is considering a new reservoir and pipe infrastructure, to ensure Norfolk has a secure long term water supply. It is also focusing on nature-based solutions, eg using flood meadows to manage extreme rainfall events, and this offers the potential to create enhanced landscape features and habitats to increase biodiversity, at the same time as delivering better water management. All these major schemes need support to secure the resources and planning permission needed for timely delivery.

Clean growth also involves future plans for waste disposal. Legislative changes expected in 2023/24 mean that for rural businesses and communities there are future opportunities and challenges. For example, if significant growth in the amount of food waste collected from households and businesses in an area is expected, having local solutions, and deriving local benefits from that waste, would be beneficial to the local area. In addition, if there is a need for different materials to be collected from premises for recycling, there may be benefits for collaboration across businesses, to meet any future requirements in ways that are efficient and practical.

- 7d) **Skills** - Rural Norfolk needs to ensure that it has the workforce and skills base to build new infrastructure, and the Steering Group will explore partnering with the existing CITB centre at Bircham Newton to support this drive. The Steering Group will also work with partners to promote innovative solutions to rural infrastructure construction and management, including bidding to deliver UK demonstration projects on clean growth and infrastructure.

Governance

The Strategy is refreshed every three years, against a set of guiding principles:

- To be ambitious for Rural Norfolk, so it delivers a dynamic, sustainable economy and quality of life for all
- To make the case for Rural Norfolk to decision makers at every level – from parish to national government
- To provide the underpinning evidence base to make the case for investment
- To adopt an intervention approach of:
 - Assessing what is already going around the county to address the challenges and opportunities the evidence base and Strategy identify, and pinpoint gaps in provision
 - Learning from, and working with other areas – our neighbouring counties, rural areas elsewhere in the UK and overseas - to build on best practice models of rural economic development and produce a pipeline of projects that delivers on the themes of the Strategy

Delivery of the Strategy is overseen by the Steering Group, which meets bi-monthly, assisted by ad hoc working groups to progress particular issues. Steering Group members are drawn from the private, public, and not-for-profit sectors, and include:

- a private sector chair
- stakeholders linked to the Strategy's key themes
- an elected member from Norfolk County Council
- officers from Norfolk County Council (secretariat and officer support), as well as rural district councils.

Appendix: Case Studies

Food Innovation Centre

Food and drink manufacturing GVA (gross value added – a measure of wealth creation) in Norfolk has been falling behind the rest of the country (2016-17 growth was 2.9% - 28th out of 40 NUTS2 regions). Norfolk is the largest agricultural producer in the UK. However, 50% of Norfolk-grown produce is processed out of area, limiting the value added to the local economy with Norfolk 5th nationally for food processing. The food production business base in Norfolk comprises some major large enterprises, and many small businesses, but too few of the medium scale enterprises needed for a properly functioning cluster.

A **Food Innovation Centre**, led by Broadland District Council, will provide essential facilities and a managed Food and Drink Innovation Cluster to help this sector to grow, collaborate and develop new product lines. The Centre will include thirteen food-grade units, two test kitchens, meeting spaces and a sensory testing facility. It will also provide a tailored innovation support package to eligible businesses to fast-track growth through innovation and RandD expertise from the nearby Norwich Research Park and Hethel Innovation.

Located on the [Food Enterprise Park](#), the Centre is on a development site within the Greater Norwich Food Enterprise Zone, and benefits from a Local Development Order (covering 46 acres) to encourage and support more food processing through the co-location of commercial enterprises.

The £11m project was **awarded £2.7m from the Government's Getting Building Fund** in 2020; matched by investment from Broadland District Council, New Anglia LEP, UEA and Hethel Innovation, with support from Norwich City College and the Quadram Institute. The Cluster Support Programme is due to begin in Autumn 2021, followed by the opening of the Centre in Summer 2022.

[LEADER](#) Programme

Norfolk County Council has managed EU-funded LEADER programmes, designed to support rural business growth, for a number of years. The current 7-year programme has just finished, with £8.32m of project spend, across the whole of the programme's geographic area for the first time, and 241 jobs contracted to be created. So successful were Norfolk in drawing down funds that they were able to secure additional funding from unspent national funds of £1.4m.

A key element of the LEADER programme's success is its grassroots model of five Local Action Groups, made up of a range of local stakeholders, coming together to oversee the programme for their area and approve rural projects that have a strong fit with the programme priorities. These priorities are:

- Increasing farm productivity
- Supporting micro and small businesses and farm diversification
- Boosting rural tourism
- Providing rural services
- Providing cultural and heritage activity
- Increasing forestry productivity

[DRIVE](#) is a mentoring and capital grant programme aimed at businesses contributing to the rural economy. It offers 12 hours of business mentoring and capital grants of between £5,000 and £30,000 towards up to 40% of project costs.

LIFT Community Grants Programme

The [LIFT programme](#) was financed by the European Social Fund (ESF) to improve access to skills provision for those in rural areas who are not job-ready and to support them into employment. This included training for commercial and not-for-profit organisations who were able to upskill employers to retain and grow their future workforce capacity. The programme also sought to address social inclusion issues, along with identifying opportunities for commissioning pilot projects and modelling new approaches to reducing economic inactivity and hardship.

Norfolk County Council administered the £1.172 million grant (with 50% match funding from project applicants) across Norfolk and North Suffolk. Between September 2017 and June 2020, 34 grants were awarded across three strands of skills provision, for tailored opportunities within the LAG (Local Action Group) areas of Brecks, Broads, Waveney Valley, Wensum and Coast and West Norfolk.

- **LIFT Jobs** enabled organisations to engage with individuals who face barriers to work and move them into, or closer to, employment
- **LIFT Skills** assisted organisations to deliver personalised skills support for people employed in rural businesses
- **LIFT Trials** helped organisations deliver tailored support for businesses enabling them to offer a range of work experience to individuals who have limited or no workplace experience

Natural Capital Evidence Compendium for Norfolk and Suffolk

This [Compendium](#) was produced to respond to the development of DEFRA's 25 Year Environment Plan. The counties of Norfolk and Suffolk have stewardship of a wealth of natural assets and the purpose of the Compendium is to present information about these assets and the potential risks to them, providing an element of the preparatory work for a 25 Year Environment Plan for Norfolk and Suffolk. Where possible, data is provided by county and also for five key 'natural areas' within them: the Norfolk Coast Area of Outstanding Natural Beauty (AONB) and Suffolk Coasts and Heaths AONB, plus The Broads National Park, The Brecks and the Dedham Vale AONB. Background information on the environmental and socio-economic setting of the two counties is also included, to provide some regional context.

EXPERIENCE

The €23 million [EXPERIENCE project](#) (of which €16 million is funded by the European Regional Development Fund via the France – Channel - England Programme) runs from September 2019 to June 2023 and aims to promote new tourism 'experiences' between October and March, increasing the number of visitors and overnight stays to six areas across England and France, during the off-peak season. The project's goal is to attract more than 20 million additional visitors to the Channel regions of France and England by its completion, and approximately 44 million after a further five years. This approach is in contrast to traditional destination-based tourism, based on conventional, mass-market locations during peak season. Modern travellers are losing interest in this type of holiday and experiential tourism is a growing travel trend, based on regional uniqueness. The current regional offer does not target the off-season or meet new expectations, limiting competitiveness in the global tourism market.

ⁱ ONS mid-year population estimates

ⁱⁱ The rural economy uses the broader definition to include all our market towns where data is available, including for the proportion of SMEs (ONS UK Business Counts, 2020)

ⁱⁱⁱ ONS Business Demography 2019

Cabinet

Item No: 13

Report Title: Digital Inclusion Strategy

Date of Meeting: 06 December 2021

**Responsible Cabinet Member: Cllr Margaret Dewsbury (Cabinet Member for Communities & Partnerships)
Cllr Tom FitzPatrick (Cabinet Member for Innovation, Transformation and Performance)**

**Responsible Director: Tom McCabe (Executive Director, Community and Environmental Services)
Simon George (Executive Director, Finance & Commercial Services)**

Is this a Key Decision? No

Executive Summary / Introduction from Cabinet Member

The existing Digital Inclusion Strategy was agreed in 2018 and targeted groups in the Norfolk population who were at a higher risk of digital exclusion.

The digital landscape is changing so rapidly that this strategy and plan will need to be dynamic and continuously reviewed to continue to meet the digital inclusion needs of Norfolk residents.

Whilst nationally 1.2 million more people gained basic internet abilities during the pandemic for others it has meant they have become more isolated from everyday life with 7 million (11%) UK Adults still without basic internet skills.

Over the last 18 months NCC ramped up efforts to ensure more people were digitally included, as the pace of change rapidly increased and we recognised more people were becoming digitally excluded for a whole range of reasons. We have learned from these interventions and incorporated some of the longer term solutions in this strategy to help Norfolk residents overcome their barriers to access and become digitally included citizens.

This strategy aims to support the outcomes of “Better Together for Norfolk” by enabling our residents to have digital skills for work, life, engaging with their

communities and accessing information and resources to thrive in today's digital world.

Recommendations:

- 1. To approve on the Digital Inclusion Strategy and vision set out in section 2.1 and the full strategy document set out in Appendix 1**

1. Background and Purpose

- 1.1** Building upon feedback from Corporate Select Committee on the draft proposed approach brought in July 2021, a Digital Inclusion Strategy for Norfolk has been developed

The reasons people become or continue to be digitally excluded typically fall into one or more of the following 5 categories:

- 1. Cost** – people cannot afford devices and / or connectivity
- 2. Skills and capability** – people cannot understand how to buy, set up or use digital devices. They also find it difficult to navigate things like broadband packages and anti-virus software.
- 3. Confidence** – people are concerned about the risk of webcams and online exploitation or they think they will break or damage their device
- 4. Motivation or fear** - people don't think the digital world is for them or that it has no perceived benefits
- 5. Access to services** – some people have multiple and complex barriers to access which means they need more help to enable them to become digitally included. This includes certain disabilities (especially sensory and LD), literacy / language barriers or experiencing multiple inequalities that further compound their digital exclusion.

This strategy seeks to provide the basis to embed a range of services, support offers and change programmes that support Norfolk residents to overcome these barriers to access, become digitally engaged and benefit from the opportunities associated with Digital Inclusion. Most of the proposals make the most of our existing resources, aligning them to make best use of some of the trusted pathways of support available to Norfolk residents, but making them easier to navigate, proactive and targeted at specific groups based on data, for maximum impact.

The strategy is designed to be placed based, maximising the combined efforts of all relevant Norfolk public, private sector and third sector organisations.

2. Proposal

- 2.1** A vision for digital inclusion for Norfolk is proposed as follows:

“Every Norfolk resident is provided with the appropriate digital access opportunities to meet their needs and enable them to be digitally included in all aspects of their lives”

We will deliver on this vision by focussing on the following strategic themes which we have used to identify desired outcomes and strategy (as detailed Appendix 1)

1. Working in partnership to target activity and make best use of resources

- Strong partnerships both in Norfolk and Nationally, are in place to understand specific groups who are digitally excluded, and harness national funding into Norfolk as a system, including the VCSE sector and businesses.

2. Enabling universal access to connectivity in the county

- Norfolk residents can access connectivity easily and confidently irrespective of their needs and barriers

3. Supporting access to devices and equipment

- Norfolk residents can access the right devices to meet their needs, make informed choices and there are affordable or free devices for those who need them

4. Increasing digital skills and confidence in key cohorts

- Norfolk residents are confident in their use of digital services, can stay safe online and know where to go for help

5. Developing the skills of our staff to understand how to support residents to access and use technology to improve their lives

- NCC staff are digital champions who understand how to support Norfolk Residents to use technology to improve their lives, health and opportunities.

2.2 Strategic Plan

Beneath each of the strategic themes, sits a desired outcomes statement (appendix 1) and a plan of measures/deliverables to achieve the outcomes. Some highlights are included below:

- We will seek to maximise funding opportunities and inward investment to Norfolk - raising awareness of grants and schemes that aid digital inclusion and ensure that Norfolk residents benefit from national funding, either directly to the council or to our partners.
- We will create a targeted communications and engagement plan that raises awareness and motivates residents to become digitally included,

understand what is available to them and how they can access it. We will also communicate with people the ways that they can stay safe online and build confidence amongst those at risk of exclusion that there is help and support available at every step of the way

- We will provide subsidised and free connectivity through the Norfolk Assistance Scheme to provide broadband &/or mobile connectivity to those most in need, facilitating access to employment and social inclusion opportunities. This will be delivered in conjunction with the mobile network operators who are increasingly offering social tariffs and other deals.
- We will refurbish and distribute devices across the County, both NCC refreshed equipment and devices from other large public & private sector Norfolk organisations. These devices will be targeted at Schools, digitally excluded and low-income adults and VCSE organisations.
- We will implement a loan device suite that can be borrowed from Libraries and Schools, where people can borrow a device, try it, build their confidence and get early help so that they can “try before they buy” and take the risk out of accessing digital devices / services. There will be wrap-around troubleshooting support provided by our Libraries and a team of digital support volunteers.
- We will loan MiFi dongles to residents through our Library Networks and schools to enable people to test and try connectivity and build their confidence to invest in the longer term, or to use the connectivity for specific tasks such as finding a job or studying for exams. We will continue to work with partners to support children and young people, and where we provide free devices to Children and Young people most at risk of digital exclusion we will also provide the connectivity children need so they benefit fully from their new device.
- We will support small businesses and new start-ups to be sustainable in the digital world by providing simple to access support from the Business and Intellectual Property Centres, in Libraries and the Go Digital project

2.3 Key groups

Although Digital Inclusion is important for everyone, increased focus is required for priority groups who have been disproportionately affected by the pandemic, the actions identified in this strategy will have the following outcomes in these key groups:

Older people:

- Help to get online with loan devices
- Face to face support and skills development
- Focus on carers to ensure they can easily access digital services that help them with all aspects of their caring duties, including meeting other people in similar situations and respite support.

- Highlight the positive reasons to use online services and embrace technology to maintain independence and combat loneliness.

People with acute health conditions and disabilities;

- Remove the barriers to accessing digital services with training, devices and face to face support
- Improved access to vital health and support services, reducing or delaying further support needs
- Reducing social isolation
- Ensure that accessibility is considered as standard when developing new applications or digital services
- Opportunities to trial assistive technology, guided by staff who understand the benefits of this technology and how to use it.

Job seekers and low-income households;

- Provide training, supported devices and connectivity
- Support to find employment or career progression. Support in accessing savings opportunities and benefits such as energy switching, online shopping and education,
- Improved ability to find information and advice that supports wider life chances and wellbeing

Children and young people;

- Supported devices and connectivity to facilitate learning
- Developing the digital confidence needed for an ever-changing workplace.
- Inspirational and engaging opportunities to interact with digital creative technologies
- The skills to access well paid careers in Norfolk

Multiple inequalities:

- Well communicated support pathways and staff champions
- Focus on people who are homeless, non-English speakers, escaping domestic abuse, or living chaotic lifestyles,
- access to devices, connectivity and learning opportunities that enable people to become digitally included and more independent

Advice and guidance to stay safe online and avoid cyber crime and scams will also be integrated into the support for all of the above groups

3. Impact of the Proposal

- 3.1 The impact of the proposal will be a refreshed Digital Inclusion strategy that meets the needs of Norfolk residents. Some initial measures are detailed within the full strategy document in Appendix 1, however we would expect to continue our analysis of key cohorts alongside our partners and become more analytical in terms of impact over time.

4. Evidence and Reasons for Decision

- 4.1 There is wide ranging evidence of the impacts of digital inclusion , including papers by a range of government bodies and organisations such as the Good Things Foundation.
- 4.2 It has been widely recognised that the pandemic has resulted in the digitisation of the majority of public and private services, including many health offers and support services provided by the VCSE sector. This further cements the need for Norfolk people to be able to access online and digital services to be able to more fully integrate and interact with the world around them.

5. Alternative Options

- 5.1 It could be decided to keep the existing strategy as it is and delay any refresh. The impact of this would be to have a less targeted and focussed approach to tackling digital exclusion at a time when the impacts are being even more severely felt. There is a window of opportunity for change where people can clearly see the benefits of digital inclusion and are motivated by this, and as a Council and a County we need to be in a strong position to apply for external funding to further support our digital inclusion initiatives
- 5.2 Digital inclusion is also a key enabler to the prevention and health inequality agendas being pursued by our NHS Integrated Care System (ICS) partners.

6. Financial Implications

- 6.1 None at present although the dynamic nature of this strategy may mean that further proposals for capital investment will need to be considered as more data becomes available and opportunities arise. Funding for some of the initiatives such as the library device loan offer are currently under development but will be contained within existing budgets wherever possible. We will seek to maximise funding opportunities and inward investment to Norfolk to support the strategy.

7. Resource Implications

- 7.1 **Staff:**
n/a

7.2 Property:

n/a

7.3 IT:

As mentioned IMT will provide capacity to refresh devices as well as the devices themselves to provide to Norfolk residents.

8. Other Implications

8.1 Legal Implications:

Whilst the strategy provides high level proposals for digital inclusion and does not have legal implications at this stage, any actions developed under the strategic plan will be consulted with the legal team to ensure that all risks to the local authority are considered and managed.

8.2 Human Rights Implications:

n/a

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

An EQIA has been completed by the Equality and Diversity team, whilst it highlights the many benefits of a digital inclusion strategy and approach it notes some key issues affecting those with protected characteristics. The proposals under the strategic plan seek to address these issues by providing consideration and additional support for those with protected characteristics that result in them being unable to access certain digital services and technology.

A copy of the EQIA is included in Appendix 2

8.4 Data Protection Impact Assessments (DPIA):

n/a

8.5 Health and Safety implications (where appropriate):

n/a

8.6 Sustainability implications (where appropriate):

Digital technologies, and the ability to access them, can help to reduce carbon footprint. For example, use of digital technology can reduce travel by providing alternative ways to access services.

8.7 Any Other Implications:

n/a

9. Risk Implications / Assessment

9.1 n/a

10. Select Committee Comments

10.1 The following was discussed and responses noted to questions:

- The business cases and economic benefits for further investment was in the process of being worked up in consultation with partners and stakeholders such as library services, NHS and LGA.
- The data collected to identify those digitally excluded will be refreshed and updated regularly to ensure goals to reach target groups are achieved.
- A bespoke offer to unpaid carers is being developed in conjunction with Adult Social Care.
- Accessibility options are also being developed to help those with hearing problems although it was acknowledged that literacy issues for that cohort and the imperfections of the technology available are challenges to be overcome.
- The vulnerability hub set up during the pandemic is still in existence and is critical to help identify the cohort who fall into the digitally excluded category.
- Laptops provided to schools were being maintained and refreshed by the schools to ensure pupils in the future can still benefit. Some laptops were also issued directly to families and were enabled with software protection to ensure correct usage.
- Project Gigabit will see £115m invested in fast broadband connectivity to all properties within Norfolk that can not receive a commercially viable service from providers.
- The lack of a reliable mobile phone signal was also acknowledged as an issue for many rural residents in Norfolk.
- Work with local Parish and Town Councils was happening to help identify those within the digitally excluded group that required help and support.
- Connecting with those groups who are digitally reluctant and disconnected is a challenge, and will need to be contacted by more traditional methods once identified. A wider communications strategy was being developed by the Communications team for consideration in 2022.
- Voluntary groups, the charity sector, town and parish councils as well as connections with adult social care services and primary care providers were all being engaged to help identify and connect with the digitally excluded cohort.

10.2. The committee RESOLVED to:

- Endorse the Digital Inclusion Strategy including the strategic plan and performance indicators.

11. Recommendations

1. To approve on the Digital Inclusion Strategy and vision set out in section 2.1 and the strategy document in Appendix 1

12. Background Papers

12.1 Corporate Select Committee 12 July 2021 – [Digital Inclusion Report](#) (page 28)
& [Digital Inclusion Strategy Refresh Presentation](#)

Officer Contact

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

Officer name: Natasha Morter

Telephone no.: 01603 306146

Email: Natasha.morter@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 Digital Inclusion Strategy Refresh

NOVEMBER 2021

CERI SUMNER AND GEOFF CONNELL

Introduction and Context

Over the last 18 months the pace of change and embedding of digital services has surged forward. At the same time, the impact of digital exclusion has been keenly felt by those who are disproportionately affected: in many cases widening inequalities that already existed.

Whilst nationally 1.2 million more people gained basic internet abilities during the pandemic¹ for others it has meant they have become more isolated, less able to access key services and struggling with elements of every day life such as shopping and banking. It's estimated in the UK there are more than 7 million (11%) Adults without basic internet skills

In Norfolk we are proud of how we have supported residents to become more digitally included, providing both access and skills. This strategy takes the key learnings from the last 18 months and shapes a strategic plan that develops and embeds digital inclusion further.

This strategy aims to support the outcomes of Together for Norfolk by enabling our residents to have digital skills for work, to engage with their communities and local resources, and to thrive in today's increasingly digital world.

1 – [digital-nation-2020 \(1\).pdf](#)

Recent Digital Inclusion Highlights

Supporting Connectivity

- 6000 laptops provided to digitally excluded children through the “Every Child Online” campaign
- 1000 Families supported with devices and / or connectivity via Norfolk Assistance Scheme
- 300 Devices provided to the VCSE sector to support residents to get online

Libraries

- Staying healthy: NHS Connect: NHS funded, device gifting with library wrap-around support for patients referred with longer term conditions (2 projects : cancer and mild mental health problems)
- Norwich Good Economy Commission funding : families on low-income, improving their money management & online skills
- Libraries Online Shopping phone support for online during Covid and help to use online library services
- NHS Accelerated Digital Transformation funding for Digital Health Hub, linked to Good Things Foundation: Better Health Outcomes

Adult Learning

- Supported 7,000 learners online in 2020/21 with formal qualifications and courses to support mental health and wellbeing

Adult Social Care

- TEC Lending Library – Adult Social Care, the Innovation Team and Libraries are piloting a new approach to loan care support devices to residents to build knowledge, confidence and skills in using digital technology.
- ALCOVE project – Adult Social Care and the Innovation Team are supporting day service users with Video Care phones. These are simple devices for people with no or low digital skills that allow them to access video calls.

Vision

Vision

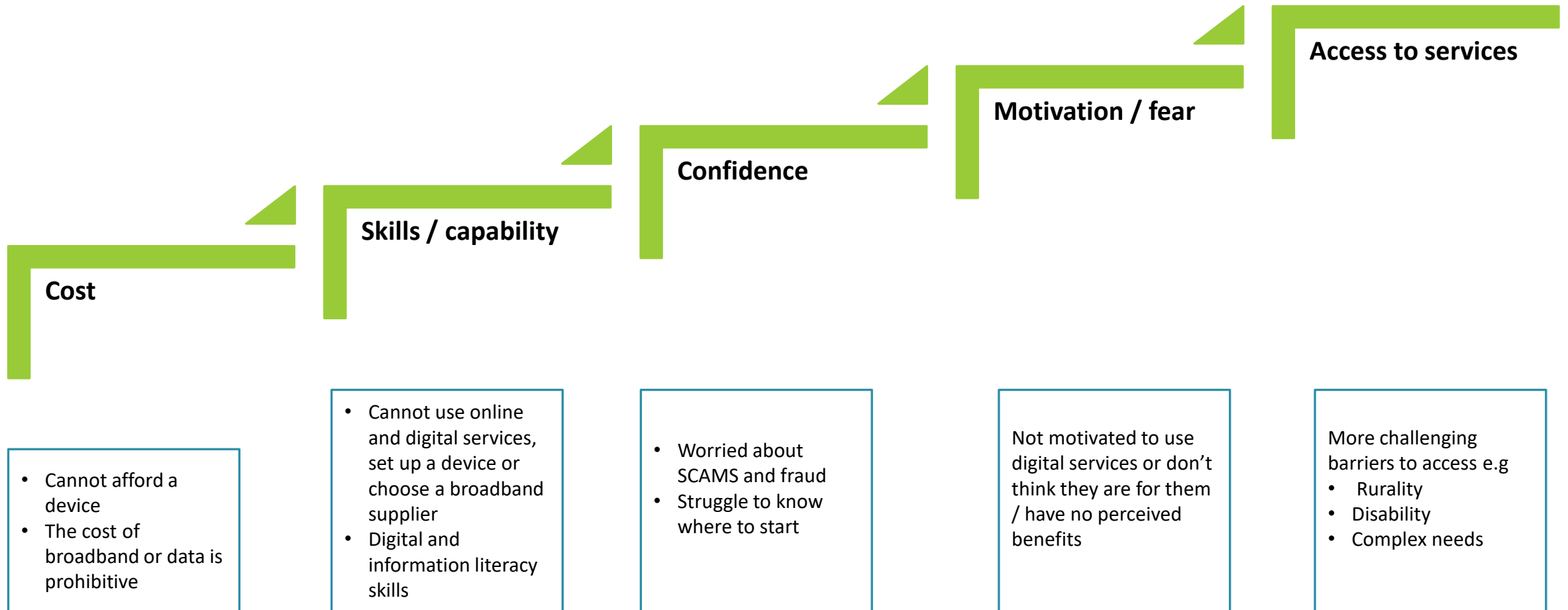
“Every Norfolk resident is provided with the appropriate digital access opportunities to meet their needs and enable them to be digitally included in all aspects of their lives”

We'll achieve the vision by:

- *Working in partnership to target activity and make best use of resources*
- *Enabling universal access to connectivity in the county*
- *Supporting access to devices and equipment*
- *Increasing digital skills and confidence in key cohorts*
- *Developing the skills of our staff to understand how to support residents to access and use technology to improve their lives*

Barriers to access

People may experience one or more of these barriers to access



Strategic Themes



Working in partnership to target activity and make best use of resources



Enabling universal access to connectivity in the county



Supporting access to devices and equipment



Increasing digital skills and confidence in key cohorts



Developing the skills of our staff to understand how to support residents to access and use technology to improve their lives



Working in partnership to target activity and make best use of resources

Outcome:

Strong partnerships are in place including data sharing to target proactive interventions, including with the VCSE and Private sectors. We have built on existing work with the NHS to identify a full view of specific groups of people in geographical areas who are most likely to benefit from digital inclusion and target the most appropriate support to them.

Norfolk as a system is ready to harness any national funding for digital inclusion as a system so that we can make the most efficient and effective use of any funding available.

Our well communicated support pathways mean that VCSE, system partners and businesses can easily find the help and opportunities to ensure people with multiple inequalities can become digitally included and access services and support that improve their lives.

Strategic plan: What we will do

Strategic Theme	Intervention	Measure /deliverable
Working in partnership to target activity and make best use of resources	Continue to work in partnership across the system to identify target groups and map county wide assets to jointly offer support. We will use this to develop a single picture of digital exclusion for the county – additional Experian Public Sector Mosaic analysis to provide evident base for future work	We have the ability to identify who is digitally excluded specifically – By April 2022
	Maximise funding opportunities and inward investment to Norfolk - raising awareness of grants and schemes that aid digital inclusion and ensure that Norfolk residents benefit from National funding. Nurture a collaborative approach to bidding for this funding in the County.	Increase inward investment to support digital inclusion by 25% by April 2023
	Create clear, communicated pathways of support that enable wider professionals and the voluntary sector to connect residents with the support offer as part of their trusted relationship (for example Midwives and health visitors and social care teams)	80% of residents report that it is simple to find the help they need by April 2023
	A targeted communications and engagement plan that raises awareness and motivates residents to become digitally included, understand what is available to them and how they can access it. We will also communicate with people the ways that they can stay safe online and build confidence amongst those at risk of exclusion that there is help and support available at every step of the way	Communications and engagement plan complete by April 2022
	Further enhance connectivity in Norfolk by building our strategic relationships with providers ensuring that as many residents as possible are able to access, fast, reliable and affordable broadband	96% of Norfolk residents currently have access to “superfast” or better broadband and over 70% of households take it up. We aspire to 100% availability and 100% take-up and will monitor and report on progress.



Enabling universal access to connectivity in the county

Outcome:

Key groups of people can access affordable broadband, whether this is support in understanding broadband packages, or help with access to free/ low cost options including free MiFi dongles and subsidised broadband packages where if appropriate.

Continued roll out of the Better Broadband for Norfolk programme and Project Gigabit enables nearly all Norfolk residents to access fast, reliable Broadband and enabling small businesses to operate effectively and support people to work from home.

Connectivity with devices to digitally excluded children means children and young people can keep up with their peers educationally, and have the digital skills needed for an ever changing workplace.

People have the connectivity needed to find employment or career progression. Being online means people can access savings and benefits such as energy switching, online shopping and education, as well as find information and advice that supports wider life chances and wellbeing.

Strategic plan: What we will do

Strategic Theme	Intervention	Measure /deliverable
Enabling universal access to connectivity in the county	Will provide subsidised and free connectivity through the Norfolk Assistance Scheme to provide broadband &/or mobile connectivity, facilitating access to employment and social inclusion opportunities . Furthermore we will offer loan MiFi dongles to residents through our Library Networks and schools to enable people to test and try connectivity and build their confidence to invest in the longer term, or to use the connectivity for specific tasks such as finding a job or studying for exams.	80% of people supported with free or subsidised connectivity report that it enabled them to find a job or improve their life chances 1000 Norfolk residents supported with free or subsidised connectivity by April 2024
	Thorough Libraries and Adult Learning we will help residents to understand the options available to them in terms of broadband and connectivity and what might work best for them, this will be underpinned by the option of borrowing a MiFi dongle to “try before you buy” Digital programmes of learning will include information about purchasing and understanding Broadband packages	90% of those supported tell us that they feel inspired to use technology more in their everyday lives Programmes of learning will have this embedded by Academic year 2022
	Where we provide free devices to Children and Young people most at risks of digital exclusion we will also provide connectivity children need so they benefit fully from their new device	All Children and young people who need it are provided with connectivity support



Supporting access to devices and equipment

Outcome:

Free and refreshed devices directed at target groups enable people to access hardware they would not otherwise afford, supporting them to learn, progress their careers and become socially included.

Health inequalities are addressed by removing the barriers to accessing digital services with devices and face to face support, enabling people to access vital health and support services, and reducing or delaying further service needs as a result.

Assistive technology loan libraries provide opportunities to trial assistive technology, guided by staff who understand the benefits and application, enabling people to maintain or increase independence, employment opportunities and improve wellbeing.

People will be able to borrow devices from Libraries which enables them to try before they buy building confidence and a desire to learn more, wrap around support helps them learn how to get the most from their device.

Strategic plan: What we will do

Strategic Theme	Intervention	Measure /deliverable
Supporting access to devices and equipment	IMT will refurbish and distribute devices across the County, both NCC refreshed equipment and devices from other large public & private sector Norfolk organisations. These devices will be targeted at Schools, digitally excluded and low income adults and VCSE organisations. Wrap around troubleshooting support will be provided by our Libraries and a team of digital support volunteers.	80% of those supported say that receiving a device has made a significant positive impact 1,000 devices provided to residents annually
	We will implement a loan device suite that can be borrowed from Libraries and Schools , where people can borrow a device, try it, build there confidence and get early help so that they can “try before they buy” and take the risk out of accessing digital devices / services.	80% of those who receive this support offer say that they have become more confident in using digital services as a result
	Libraries will provide Assistive Tech loans , enabling residents, carers and care providers to test equipment that may help them / those they care for to test and use Assistive technology and get help and advice helping people to stay independent and connected in their homes, improve wellbeing and access to services that support their wider health and care needs	80% of those provided with a Tec Lending Library device said it made a difference to their lives in terms of reducing their support needs or helping them to stay independent
	Support small businesses and new start ups to be sustainable in the digital world by providing simple to access support from the Business and Intellectual Property Centres , run by Libraries and wrap around training courses from Adult Learning including social media for business and e-commerce Further embed support for small businesses with the Go Digital project roll out of free business support programme for micro, small and medium sized businesses in Norfolk.	600 business supported through Go Digital
	Develop the use of creative digital technologies by increasing the reach and regularity of events like “Digifest” Development of creative technologies, inspiring young people to enter into a career in digital creative industries	Target under development



Increasing digital skills and confidence in key cohorts

Outcome:

People know how to get online and stay safe online, avoid Scams and Cyber abuse and are more confident using digital services as a result.

It's easy to access support in using digital devices and services including signposting and referral to courses and face to face support from Libraries and volunteers.

Through the training, flexible learning opportunities and embedding digital skills, people have the skills, equipment and connectivity needed to find employment or career progression, to benefit from the opportunities of online services such as switching services and online deals and reduce social isolation by being able to connect with others online.

Strategic plan: What we will do

Strategic Theme	Intervention	Measure /deliverable
Increasing digital skills and confidence in key cohorts	Enhance and supported digital skills learning opportunities provided by Adult Learning, targeted at referrals from Libraries, Schools, NAS and the VCSE sector (will include implementation of a simple referral pathway for staff and the VCSE sector to get people the help they need	1000 Adult Learners supported with digital skills courses in 2 years
	Adult Learning and Libraries will continue to embed entry level and beyond digital learning programmes , giving people a range of opportunities to build their digital skills into their Skills and personal development journey	80% of those who received support say that it was relevant to their needs
	We will recruitment volunteers to work with residents 121 to understand barriers to access and help residents get online, answer their questions, connect them to support and be a trusted person they can go to for help	Recruit and train at least 100 volunteers by October 2023 (at least 2 per Library)
	Ensure Norfolk residents including children are able to stay safe online and understand how to avoid SCAMS and avoid Cyber Abuse and exploitation by working with Schools, Trading Standards, Libraries and Adult Learning and well as the VCSE sector	90% of those who receive a device take part in some form of wider skills development to stay safe online
	Continue and build on our offer in our Libraries of a range of community approaches to engage residents in digital services for example coding club, get online groups and friendship brokerage using online communication tools to support residents tentative steps into digital inclusion.	80% of those who attend an event say it has inspired them to learn more
	Those who receive a loan device and connectivity will automatically receive information and advice on how to stay safe online	
	Provide support to the voluntary sector to deliver their services online, provide loan or refreshed devices to help them support their clients and enable them to benefits from NCC economies of scale in terms of licence procurement and advice	80% of relevant VCSE organisations feel they are supported by NCC to deliver their services online
	Ensure that our digital web content is accessible regardless of people's ability, disability or literacy skills or whether English is their first language. Managers and staff understand their responsibilities to provide accessible digital and web offers to ensure that residents with disabilities are not excluded from accessing information	Target under development



Developing the skills of our staff to understand how to support residents to access and use technology to improve their lives

Outcome:

NCC staff as digital advocates and champions understand how technology can be used to support people in their every day lives, overcome barriers to access and become digitally included

Because we ensure that accessibility is considered as standard when developing new applications or digital services the people that need them the most can access them.

Opportunities to trial assistive technology, guided by staff who understand the benefits and application, enables people to maintain or increase independence, employment opportunities and improve wellbeing.

Our staff as digital citizens can make best use of digital services in their day to day roles

Strategic plan: What we will do

Strategic Theme	Intervention	Measure /deliverable
Developing the skills of our staff to understand how to support residents to access and use technology to improve their lives	Engage and communicate with staff so that they understand the support offer clearly and can in turn communicate this to residents, including enabling staff to understand their responsibilities accessible digital services and web content to customers	Engagement plan in place by October 2022
	Showcasing and test drive and training opportunities that influence and inform staff on the types of technology available to support residents they are working with and supporting to access wider support available	15 events for staff by March 2023
	Ensure staff understand how to access the support offers available, (and go to Libraries staff for help where needed) for residents they work with so they can help them to access them for example where residents have learning disabilities or we are working with families experiencing a range of inequalities and barriers to access.	1000 staff trained to become digital advocates of technology in 3 years 80% of staff trained feel confident that they can really help people to become digitally included
	Work closely with NALC to provide support to town and parish council staff who can in turn support residents	80% pf parish clerks are confident in how to refer people for help
	Make it simple for staff to find local digital support offers for residents, by ensuring the Norfolk Community Directory has a range of guided searches and up to date information to make this as quick and simple as possible	80% of staff surveyed feel they are able to use the Norfolk Community Directory effectively to find information for resident
	Ensure that our digital technologies – such as our computer hardware, software, apps, business systems such as Oracle and Liquid Logic and business equipment such as smart phones - are accessible for disabled staff and service users	Digital systems development and project staff will complete relevant training. Project documentation, including checklists will ensure that accessibility needs are considered on all relevant systems development and procurement activities.



Equality impact assessment of digital accessibility and inclusion

The common barriers that disabled people and people with other protected characteristics face when getting online and accessing digital information and virtual environments

Findings and recommendations April 2021

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning.

For help or information please contact equalities@norfolk.gov.uk.

Purpose of assessment

1. This equality impact assessment sets out the barriers that disabled people and people with other 'protected characteristics' face when getting online and

accessing digital information and virtual environments.

2. The assessment has been developed to inform ongoing implementation of Norfolk County Council's [digital inclusion strategy](#), which is being reviewed and updated.
3. See **Annex 1** for details of the 'protected characteristics'.

Background

4. Norfolk County Council is making greater use of digital technology and virtual environments to deliver services and engage with residents, service users and staff in the most accessible, safest and cost-effective ways possible.
5. This means that digital inclusion is an increasingly important factor in the ability of people to live and work independently in Norfolk.
6. In the long term, the use of technology, particularly virtual working, offers the potential to enhance equality and inclusion for people with protected characteristics – for a range of reasons, set out in this document.
7. Inevitably however, some people, particularly disabled people, people with low literacy skills and people with limited resources, face barriers to getting online.
8. This assessment summarises the key barriers that people with protected characteristics commonly face to digital accessibility. It recommends actions for addressing these barriers.
9. Please note that the digital inclusion strategy sets out full details of the different population groups in Norfolk who experience digital exclusion. This information is not repeated here.

Legislation for accessible digital information

10. Three pieces of legislation set the context for the provision of accessible digital information:

(a) The Public Sector Equality Duty

11. Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions¹, and to ensure that services and information are accessible.
12. They are also required to make reasonable adjustments to information for disabled people, for example, providing [information in an alternative format](#) or [an accessible format](#), like large print or an audio recording.

(b) The Public Sector Bodies (Websites and Mobile Applications) (No. 2) Accessibility Regulations 2018

13. Public bodies must comply with the Public Sector Bodies (Websites and Mobile Applications) (No. 2) Accessibility Regulations 2018²:
- New public sector intranets and extranets must meet level AA of the [Web Content Accessibility Guidelines \(WCAG 2.1\)](#) as a minimum³.
 - Older intranets and extranets (published before 23 September 2019) must be made accessible when they are updated.
 - Mobile applications must be accessible by 23 June 2021⁴.
 - Public bodies must systematically and routinely test web, digital and virtual interfaces with commonly used [assistive technologies](#). This is to ensure that everyone can use the software they rely on to access the Council, such as screen readers, screen magnifiers and speech recognition software.
 - Websites and applications owned by public sector bodies must have an [accessibility statement](#) that explains how accessible the service (including mobile apps) is. Note that there are a number of websites owned or commissioned by or managed by the Council, not all of which are compliant with the regulations.
 - You can find the accessibility statement for Norfolk County Council [here](#).
 - Disabled and older people must be engaged in [user research](#).
 - Norfolk County Council is a signatory to the local digital declaration, which includes a commitment to the [Service Manual for the Government's Service Standard](#).
14. Further details about the regulations are set out in the [latest guidance](#).
15. Some organisations which are not exempt from the regulations may not need to fully meet the regulations. This is the case if the impact of fully meeting the requirements is too much for an organisation to reasonably cope with. The accessibility regulations call this a 'disproportionate burden'⁵. Interpreting what constitutes a 'disproportionate burden' is complex, and many factors must be taken into account. Speak with the [Corporate Web Team](#) if you require more information.
16. Incorporated within the regulations is the need to comply with EN 301 549 Accessibility requirements for public procurement of ICT products and services.

(c) The Accessible Information Standard

17. The [Accessible Information Standard](#) is a legal requirement for organisations that provide publicly-funded adult social care. The Standard sets out a specific, consistent approach to identifying, recording, flagging, sharing and meeting the information and communication support needs of patients, service users, carers and parents with a disability, impairment or sensory loss.

What is 'digital exclusion'?

18. The definition of digital exclusion is 'people who are unable to get online or

who lack basic digital literacy skills to make the best use of the opportunities of being online’.

19. Digital exclusion is often described in these terms:
- **Digital literacy and skills** – being able to use computers, the internet and mobile technology such as smart phones.
 - **Accessibility** – Ranging from broadband connectivity and assistive technology for disabled people to the design and provision of physical infrastructure, services and information to meet all users’ needs.
 - **Affordability** - affordable access to the internet and digital devices is still an issue for many people. Partly in the hands of private sector providers, it is also something Norfolk County Council is helping to address, for example, through Better Broadband for Norfolk.
 - **Culture and attitudes** – some people may believe ‘it’s not for me’ or have fears or anxieties about appearing incompetent. Or, they may have found that although they can access landing pages, they cannot get much further. Some people may have had negative experiences through hate-related bullying or harassment on social media.

Who is at risk of digital exclusion?

20. People with protected characteristics are at particular risk of digital exclusion.
21. Prior to the COVID-19 pandemic, the cohort most affected by digital exclusion was people over 65 on low incomes, disabled people and people with low literacy skills. In addition, Gypsy, Roma and Traveller (GRT) young people have historically faced considerable digital exclusion, which is likely one of many factors in GRT young people’s reduced outcomes in education.
22. Of this cohort, the most digitally excluded tend to be D/deaf people, people with learning disabilities and people with dual sensory loss – despite the protections of the Equality Act 2010 and the Public Sector Bodies (Websites and Mobile Applications) Accessibility Regulations 2018.
23. This is because all public bodies must meet WCAG 2.1 AA compliance under the Regulations. However, it is recognised that some elements of this such as video content, alternative information formats and some colour and contrast criteria falls under WCAG 2.1 AAA compliance. This has the potential to put some groups of disabled people at a significant disadvantage compared to others when accessing digital information. For instance, many people within the Deaf community rely on BSL video; many people with learning disabilities rely on alternative formats such as Easy Read; and many people with dyslexia rely on colour and text options to enable reading to be easier.

Emerging issues, triggered by the COVID-19 pandemic

24. The pandemic required employers, service providers, service users and staff to rapidly adopt new technologies and virtual working arrangements. Through this, emerged a ‘digital divide’ – the gap between people who were able to benefit from the internet and those who were not.

25. For example, some people were able to readily adjust to life online – because they had sufficient space, equipment, resources, quiet, literacy skills and the personal resilience to work and socialise digitally (and if necessary support children to engage in remote learning). Others, who did not have these physical and psychological resources, faced many barriers.
26. People who already experienced digital exclusion faced even greater barriers - particularly D/deaf and blind people, people with learning disabilities, Gypsies, Roma and Travellers and people new to Norfolk from abroad who have limited resources and low literacy skills.

Inaccessible digital technologies – computer hardware, software, apps, business systems and equipment

27. Another significant issue is that ongoing innovation to support digital working has led to a huge increase in the number of hardware, software and apps being launched across the public sector. However, the vast majority of these are not fully accessible.
Sometimes it is not always possible for the Council to test apps prior to launch as they may be additional features which are added to Microsoft updates and there is limited notice or no opportunity to turn them on/off.
28. One example of this is the Whiteboard app - remembering that this is just one example of 'small apps' and features introduced in a given time:
- The app cannot be designed to work with screen readers and is unlikely to be accessible for people who are blind or partially sighted
 - The screen is mouse driven, so people who navigate via keyboard/voice cannot use it
 - There is no spell check within the 'post-it' note function - so someone who has systems in place to manage dyslexia or a learning difference is placed at a disadvantage
 - Use of an interpreter for Deaf people would be problematic as trying to identify what to interpret would be challenging.
29. As with most technology, there are solutions to these issues, but this requires an agreed approach to resolve – for example, routinely testing all apps before implementation, and instructing presenters, team managers, colleagues etc. to be aware of how to make this kind of activity accessible.
30. Another issue is that there is still a significant number of IT developments that do not get briefed to IMT - they go straight to third party procurement. Often no accessibility requirements are worked into these proposals. Procurement Team has been referring more of these back to the Corporate Web Team and ICT for advice – which is good – but there are opportunities to strengthen procedures further.
31. Looking forward, online virtual training and meetings will be the 'norm'. This raises a number of issues that need to be resolved, e.g. how an individual's accessibility software such as screen readers and dictation software will work in this environment.

Inaccessible web content and digital information

32. A process is being embedded for monitoring of the Public Sector Bodies (Websites and Mobile Applications) Accessibility Regulations 2018 and requirements to ensure the Council's digital offer adequately supports the needs of disabled people.
33. Significant work has been undertaken to meet the regulations WCAG 2.1 AA level – to include examining how alternative format information such as video, easy read and BSL can be better used as part of online offer and engagement with disability groups. There is a commitment to continue to develop and respond to the requirements.
34. The Digital Manager and Equality and Accessibility Officer are working together to continue to explore opportunities to enhance the accessibility of the online customer journey and content of websites, moving towards AAA standards wherever possible. However, there is work to be done in understanding what this will look like and how to incorporate alternative mechanisms such as video more.
35. The Corporate Web Team has highlighted that a particular priority to achieving online web accessibility and digital content is ensuring that managers and staff understand their responsibilities to provide accessible digital and web content. For example, the Corporate Web Team continues to receive questions from services around why their digital assets need to be accessible and it is not always understood that it is each manager's responsibility.
36. To address this, more work is required to ensure that the Council has the right policies and training in place to support staff.

Current barriers to web accessibility in the UK and Norfolk

37. Many online public services, web content and apps are still not accessible to all users.
38. In 2018, independent testing by Socitm found that 40% of UK local authority websites were not accessible to disabled people.
39. Since this period, Socitm has changed the format of testing and now partner with Silktide. Currently, Silktide gives www.norfolk.gov.uk a rating of around 85%. Whilst there is still much work to do to improve online accessibility for disabled people, this compares well against other local authorities in the UK.

Opportunities ahead

40. In the longer term, digital technology offers the potential to enhance accessibility and inclusion for people with protected characteristics – including older and disabled people, parents and carers. This is for several key reasons:
 - In some (but not all) respects, the virtual working environment is more

egalitarian than the physical world and provides more opportunities for people to be judged on their merit, rather than their physical attributes or abilities.

- Lockdown required employers to rapidly enhance digital working opportunities. This enabled creative solutions to be explored and successfully implemented. It has also changed the balance from employers playing catch-up to technology, to a situation where aspirations to provide an accessible virtual working environment are being held back by digital solutions not being available. This is now starting to level out.
- For example, there was swift move to offering BSL interpreters virtually rather than in person for customers and staff. This is heavily reliant on technology to work in a certain way, and it has taken considerable time for the technology to be available.
- The virtual environment minimises the need for travel and constant transfer from venue to venue (travel and hot desking is often disproportionately difficult and costly for disabled people, and office environments can be disabling). Travel also takes time and logistics planning, and people who have child care or caring responsibilities often find that virtual working saves them valuable time, and better enables them to balance caring responsibilities (assuming that they have the relevant conditions in place at home to make remote working feasible).
- Depending on an individual's personal circumstances (remembering that some people may not have the resources to work effectively from home), virtual environments enable people to set up and control their working environments in the best way for them, in terms of neurodiversity, accessibility, temperature, noise levels, etc.
- It enables greater flexibility to manage health conditions eg if someone has to take medication, empty a stoma bag or work in short bursts and then rest.
- It enables women who are expressing or breastfeeding following a return from maternity leave to manage this more effectively.
- It enables people to limit physical contact with others, if, for reasons of mental health, someone wishes to do so (for example, when experiencing an episode, which makes engaging with others in the physical world challenging).

41. It is important to note that these advantages do not benefit all people with all protected characteristics, but they are important considerations.

Conclusion

42. During the pandemic there has been a need to develop and improvise virtual and remote working. This has often been a case of trial and error, and ICT services, the web content team and service managers have worked 24/7 to identify solutions to barriers as and when they have occurred.
43. During this time there has been a great deal of knowledge and innovation

developed, regarding how service users and staff can be supported to work and engage remotely. Inevitably, there continue to be a range of barriers to overcome and adjustments to make, and this may take some time, but the end result should achieve greater inclusion.

44. There will always be people who cannot access digital or virtual platforms, for the reasons set out in Annex 2, and provision will need to be made for these groups. Some services will need to offer an adaptable environment to ensure services can still be offered to people who cannot access digital services.

Key barriers faced by people with protected characteristics

45. The key barriers faced by each protected characteristic are set out in **Annex 2**.

Recommended actions

	Action	Lead	Date
1.	<p>Ensure that our digital technologies – such as our computer hardware, software, apps, business systems such as Oracle and Liquid Logic and business equipment such as smart phones - are accessible for disabled staff and service users:</p> <p>1.1 All new projects will be required to comply with a range of minimum accessibility standards. These standards will be developed by the Business systems Architect for Infrastructure services in consultation with the Equality and Accessibility Officer and set out in the “Proposals for Procurement Gates for IT related projects” document, which also sets out the other requirements with which all IT projects must comply.</p> <p>Any manager commissioning technology will be required to meet the minimum accessibility standards stated in the document.</p> <p>1.2 Agree a mechanism by which checks can take place to ensure that new corporate and service-led ICT proposals comply with the standards in the “Proposals for Procurement Gates for IT related projects” document, and whether any other accessibility considerations should be taken into account for disabled people.</p> <p>1.3 Ensure that all new software/apps introduced by the Council are accompanied by communications to presenters, team managers</p>	Business systems Architect for Infrastructure services in consultation with Equality and Accessibility Officer	31st March 2022

	Action	Lead	Date
	and colleagues etc about how to ensure accessibility.		
2.	A checkbox to be added to the 'MyIT' new starter request form, to signal if a request for IT made by a new starter to the organisation relates to a disability. This would then trigger a review of requirements from the IMT Accessibility lead officer.	Business systems Architect for Infrastructure services	31st March 2022
3.	<p>Ensure that our digital web content is accessible regardless of people's ability, disability or literacy skills or whether English is their first language:</p> <p>2.1 The Corporate Web Team already provides guidance on creating accessible web content on myNet - this will continue to be developed to support managers and staff to create accessible content. A specific e-learning module will also be developed. Services can contact the Corporate Web Team for advice and signposting to training.</p> <p>2.2 Deliver media/communications campaign to ensure that managers and staff understand their responsibilities to provide accessible digital and web content to service users. Reinforce key information, such as:</p> <ul style="list-style-type: none"> a. When creating website content, managers are responsible for ensuring it meets accessibility requirements. b. Present content in the most accessible format (eg only creating downloadable documents if there is a good case not to use web page content) c. Ensure downloadable documents are in the most appropriate file format and are formatted to meet accessibility requirements, including Easy Read documents d. Ensure video content meets accessibility requirements (eg. by producing accurate closed captions, text transcripts etc. where required) 	Digital Manager	31st March 2022
4.	Continue to lead work to meet WCAG 2.1 AA level – to include examining how alternative format information such as video, easy read and BSL can be better used as part of our online offer.	Digital Manager	31 March 2022

	Action	Lead	Date
5.	Guidance to be developed for chairs of virtual meetings, presenters, and colleagues about how to ensure accessibility and inclusion when interacting digitally. For example, not just in terms of ensuring that blind and D/deaf people can participate, but in terms of promoting mental health (eg minimising message volumes).	Equality and Accessibility Officer	31st March 2023
6.	A Disability Accessibility intranet page to be developed, to provide information about accessibility.	Equality and Accessibility Officer	31st March 2022
7.	Engagement with voluntary groups - many people who experience digital exclusion such as people newly arrived from abroad, Gypsies, Roma and Travellers, blind and D/deaf people, people with learning disabilities and others often rely on third-party/voluntary organisations to obtain specific support and information. Explore how knowledge could be shared with these organisations to support them to provide their digital services in an accessible way; this will ensure that there is continuity for customers when accessing services from different organisations.	TBC	31 March 2023
8.	Explore how customers who are unlikely to be more digitally inclusive can be supported to become more digitally confident.	TBC	31 March 2023

Evidence used to inform this assessment

- Norfolk County Council's [Equality, Diversity and Inclusion Policy](#)
- Norfolk County Council's [Equality, Diversity and Inclusion Objectives](#)
- Demographic factors set out in [Norfolk's Story 2021 published - Norfolk Insight](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics:
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

Further information

For further information about this equality impact assessment please contact:

Email: equalities@norfolk.gov.uk

Telephone: 01603 973232

Text relay: 18001 0344 800 8020



If you need this document in large print, audio, Braille, alternative format or in a different language please contact 01603 973232 or 18001 0344 800 8020 (Text relay).

¹ This is called the 'Public Sector Equality Duty'. The purpose of an equality impact assessment is to consider the potential impact of a proposal on people with protected characteristics. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed. The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic¹ and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

The full Act is available [here](#).

It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

When you may be exempt from accessibility regulations

All UK service providers have a legal obligation to make reasonable adjustments under the Equality Act 2010 or the Disability Discrimination Act 1995 (in Northern Ireland).

The following organisations are exempt from the accessibility regulations:

- Non-government organisations like charities - unless they are mostly financed by public funding, provide services that are essential to the public or aimed at disabled people
- public sector broadcasters and their subsidiaries

The following organisations are partially exempt from the accessibility regulations:

- primary and secondary schools or nurseries - except for the content people need in order to use their services, for example a form that lets you outline school meal preferences

Partially exempt organisations would need to publish an accessibility statement on their website.

² If you created a new public sector website on or after 23 September 2018, you need to meet accessibility standards and should have published an accessibility statement by 23 September 2019. You need to review and update your statement regularly.

⁴ Existing websites

You need to meet accessibility standards and publish an accessibility statement. You need to review and update your statement regularly.

Intranets and extranets need to comply from when there are significant changes to them.

You may not have to meet the requirements for your whole website or app if doing so would be a disproportionate burden - for example, if it's very expensive to make even simple changes and those changes would bring very limited benefits to disabled people.

You do not need to fix the following types of content because they're exempt from the accessibility regulations:

- ☐ pre-recorded audio and video published before 23 September 2020
- ☐ live audio and video

- ☐ heritage collections like scanned manuscripts
- ☐ PDFs or other documents published before 23 September 2018 - unless users need them to use a service, for example a form that lets you request school meal preferences
- ☐ maps - but you'll need to provide essential information in an accessible format like an address
- ☐ third party content that's under someone else's control if you did not pay for it or develop it yourself - for example, social media 'like' buttons
- ☐ content on intranets or extranets published before 23 September 2019 (unless you make a major revision after that date)
- ☐ archived websites if they're not needed for services your organisation provides and they are not updated

You'll need to explain in your accessibility statement that you've not made things like this accessible because they are exempt.

Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic.

Characteristic	Who this covers
Age	Adults and children etc, or specific/different age groups
Disability	<p>A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.</p> <p>This may include but is not limited to:</p> <ul style="list-style-type: none"> • People with mobility issues (e.g. wheelchair or cane users; people of short stature; people who do not have mobility in a limb etc) • Blind and partially sighted people • People who are D/deaf or hearing impaired • People with learning disabilities • People who have mental health issues • People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others). • People with some long-term health conditions which meet the criteria of a disability.
People with a long-term health condition	People with long-term health conditions which meet the criteria of a disability.
Gender reassignment	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may also want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>

Marriage/civil partnerships	People who are married or in a civil partnership. They may be of the opposite or same sex.
Pregnancy & Maternity	Maternity refers to the period after birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Race	<p>Race refers to a group of people defined by their race, colour, or nationality (including citizenship) ethnic or national origins.</p> <p>A racial group can be made up of two or more distinct racial groups, for example a person may identify as Black British, British Asian, British Sikh, British Jew, Romany Gypsy or Irish Traveller.</p>
Religion/belief	<p>Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour.</p> <p>Denominations or sects within a religion can be considered a protected religion or religious belief.</p>
Sex	This covers men and women. Consider the needs of people who identify as intersex (people who have variations in sex characteristics) and non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).
Sexual orientation	People who identify as straight/heterosexual/lesbian, gay or bisexual.

Annex 2

Summary of key barriers to digital inclusion faced by people with protected characteristics

Protected characteristic	Disability and long-term health conditions
Barriers to digital literacy	Yes
Barriers to accessibility	Yes
Barriers to affordability	Yes
Cultural barriers	Yes
Reasons for barriers	<p>Some barriers affect many disabled people. These include:</p> <ul style="list-style-type: none"> • Web sites and content that is not compatible with assistive technology: websites may not be coded to incorporate built-in accessibility, relying instead on users having expensive software. Or, a user's assistive technology may be incompatible with other assistive technologies, which makes it difficult or impossible for people using solutions like text-to-speech screen readers or magnification software to access web information and self-service. Even the most sophisticated screen reading software cannot help users make sense of what they are using when content is unstructured or unlabelled. • Cost of assistive technology: assistive technologies such as text-to-speech screen readers, dictation systems, voice activated software, screen readers or magnification software come at a cost. For example, JAWS is the industry standard assistive software for blind people, but costs £840+ and version updates can be over £200. It would also require hardware with an adequate processing speed, a larger monitor and a specialist keyboard to be used effectively. Routine upgrades are also costly. • The complexity of web content: People who have learning disabilities or differences, are D/deaf, neurodiverse, have poor memory, concentration or low literacy or language skills find the relative complexity of web information and the need for strong literacy skills a challenge. Web pages are text heavy, and content may be written in a way that is hard to understand, navigate or use. Use of Easy Read and British Sign Language (BSL) videos can assist, but these tend to be used sporadically which is confusing for users because it means that while some pages may be accessible, other pages linked to them are not. Short clips giving an overview of a subject can often significantly improve access – but only if they are used on every page. Processes (such as form filling) can often take a long time to complete, with 'time out' shutdown or no save functions. This causes barriers for people who can only use the internet for short periods of time, who find it difficult to remember information or concentrate for periods of time.

	<ul style="list-style-type: none"> • Location/travel: the nature of a person's disability and the high cost and effort of accessible travel, coupled with the need for assistive technology and/or an adapted working space, means it may be unrealistic for some disabled people to access the internet at public locations. Some public locations may present other barriers, for example public computers in settings that are in busy, noisy, brightly lit public spaces may not be inclusive of people who are neurodiverse. • Some staff who rely on Access to Work may need different adjustments, such as access to live captioning instead of BSL interpreters. • There are additional barriers for specific user groups of disabled people. • A summary is provided in Annex 3 of the additional barriers that specific disabled user groups commonly experience when accessing web or digital information.
--	--

Protected characteristic	Race
Barriers to digital literacy	Yes
Barriers to accessibility	No
Barriers to affordability	Yes
Cultural barriers	Yes
Reasons for barriers	<p>People newly arrived to Norfolk from abroad</p> <ul style="list-style-type: none"> • Some people newly arrived from abroad may not have the resources (including accommodation or credit rating) necessary to access the internet. • They may not have the literacy skills necessary to navigate online information, even if they do have access to the internet. • People who are not fluent in English may be anxious about using online services because they are worried about making errors and do not want to submit wrong information. Google Translate offers a partial solution. • An example is someone who does not speak or write English confidently, who works in the gig economy and who is paid weekly. COVID triggered a swift move by employers to online working. Many employers began to issue payslips online, rather than in document form. This created a significant problem for people on low incomes, who needed to know week to week exactly what their income was, but who could not access payslips because they could not get online. <p>Gypsy, Roma & Traveller people</p>

	<ul style="list-style-type: none"> • Many Gypsy, Roma & Traveller (GRT) adults and children living on sites or encampments in Norfolk experience barriers to digital inclusion: Some sites and many encampments may not have good access to the internet • The transient nature of some families means access to broadband and wifi especially in rural parts of Norfolk may be limited. Internet access via 3G or 4G is costly and may depend on a person having a smartphone contract. • A large majority of GRT people have low literacy levels, so many people find navigating web information challenging. Culturally, they may be reluctant to ask for help. • Mobile homes and caravans are small, often with many family members living in a small concentrated area, so there is limited ability to focus in a quiet space • This is a significant issue for young GRT people, as school curriculums and processes are increasingly technologically-based. • GRT young people already experience some of the worst outcomes of any ethnic or social group in the country, including below average educational attendance and attainment, low literacy levels, and higher levels of special educational needs and disability. <p>People from Black and Asian backgrounds</p> <p>Evidence indicates that some Black or Asian people may be in lower income groups, so affordability may be an issue. National data shows that White and Bangladeshi residents are less likely to use the internet.</p>
--	--

Protected characteristic	Gender reassignment
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	Yes
Reasons for barriers	<ul style="list-style-type: none"> • Some information systems do not enable people to state their preferred title (eg Ms, Mx, as opposed to Miss or Mr). • Technology presents opportunities to enable people to state their preferred gender pronouns without having to constantly correct people or 'come out' – eg in phone/contact directories, Teams/Zoom profiles, or email signatures.

	<ul style="list-style-type: none"> Norfolk County Council already encourages staff to state their preferred pronouns on their email signature if they wish. It would be advantageous if there was a facility within Microsoft Teams and the contact directory for staff to state their pronouns.
--	---

Protected characteristic	Marriage/civil partnerships
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	Yes
Reasons for barriers	In some relationships, domestic abuse such as coercive behaviours could mean that some people restrict their partner's use of the internet – eg a perpetrator of domestic abuse may not wish their partner to access support or to communicate with others.

Protected characteristic	Pregnancy and maternity
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	No
Reasons for barriers	None identified.

Protected characteristic	Religion and belief
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	Yes
Reasons for barriers	Cultural and social mores and values in some faith communities may mean that some people may discourage or restrict others from accessing the internet, if they consider that exposure could in some ways undermine the values of the faith – eg strong patriarchal values could mean that some men may limit the internet access of women or younger people.

Protected characteristic	Sex^{vii}
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	Yes
Reasons for barriers	<p>See issues highlighted for 'gender reassignment. Also:</p> <ul style="list-style-type: none"> • Use of language – ensure that gender inclusive language is routinely practiced in digital web information– eg routinely state 'he/she/they' instead of just 'he/she'. Avoid restrictive gender terminology, eg 'ladies and gentleman'. • There is no significant difference in internet use between women and men under the age of 65. Gender difference is evident among older age groups. However, internet use among women aged 75 and over has almost trebled since 2011. • In some relationships, strong gender norms or domestic abuse such as coercive behaviours could mean that some people restrict their partner's use of the internet – eg a perpetrator of domestic abuse may not wish their partner to access support or to communicate with others.

Protected characteristic	Sexual orientation
Barriers to digital literacy	No
Barriers to accessibility	No
Barriers to affordability	No
Cultural barriers	Yes
Reasons for barriers	<ul style="list-style-type: none"> • Use of language – ensure that inclusive language is routinely practiced in digital web information– eg do not assume that all relationships are heterosexual or fit particular norms or stereotypes. • In data collection forms, enable people to state their sexual orientation and offer appropriate options.

Annex 3 – Barriers for specific user groups of disabled people

A summary is provided below about the barriers that specific disabled user groups commonly experience when accessing web or digital information:

User	What this may mean	Potential mitigations
People with mobility impairments or health conditions that restrict motor ability, cause pain, fatigue, poor concentration or memory	This can make it difficult to use a mouse, keyboard or touchscreen, sit at a computer, remember information, or have sufficient energy/comfort levels to work through lots of different windows/forms in succession.	Do not assume that people can get online or stay online. Keep information as simple and concise as possible. Where forms need to be completed, enable the user to save their progress and return to it at a later date.
Blind and partially sighted people	<p>Many blind and partially sighted people cannot access web information, because websites are incompatible with assistive technologies such as screen readers.</p> <p>These users may find that although a website’s landing page is accessible with screen reader technology, subsequent pages are not – which is frustrating.</p> <p>PDF documents are not accessible unless you use Adobe Pro.</p>	<p>If you do not have Adobe Pro, you can increase the accessibility in some (but not all) versions of Adobe by doing the following: click Edit > Accessibility > Set up Assistant to add some accessibility options in the document. Note though that even if you do this, the PDF will still not be fully accessible for people using screen readers.</p> <p>Some basic tips to check that web information is accessible:</p> <ol style="list-style-type: none">1. Use clear, formatted headings, to help screen reader users navigate your document or webpage.2. Do not use images of text to convey information as they cannot be read by screen readers.3. Ensure text can be resized and background and text colours can be modified to suit the reading preferences of users.4. Make sure links are written to describe the document or resource they send the user to.5. Make sure information or explainer videos convey the same information in the audio voiceover as the images on screen.6. Use image descriptions to share the information given in an image or photograph.7. Ensure downloadable content (Word or PDF) is accessible.
D/deaf and hearing-impaired people	This can make it difficult to hear audio. Also, many D/deaf and hearing-impaired people have lower literacy levels, so may struggle to understand subtitles or navigate web content.	<p>Provide key information in a variety of formats, eg British Sign Language (BSL) video, email, SMS text, letter writing and provision of stamps.</p> <p>Ensure call centres have access to, and know how to use, telephone language and interpreting services.</p> <p>During the pandemic, interpreter services have been a combination of face-to-face and online interpreting. Although face-to-face interpreting will always be needed in some situations, being able to offer online interpreting has proven a positive step forward and should be considered part of any new service offer.</p>
People with learning disabilities	<p>This can make it difficult to understand or navigate web content.</p> <p>Some websites provide ‘easy read’ alternatives on some pages, but there is often no logic to this, in that only some pages have an easy read alternative and others do not. This is frustrating for people with learning disabilities and undermines independence.</p> <p>One challenge that public agencies face in</p>	<p>Where possible, provide information in easy read format, or convey simple information in videos.</p> <p>Use plain English in all communications.</p>

	<p>routinely providing easy read is that the fast-changing nature of web content means they do not consider it possible to consistently provide 'easy read' alternatives to all content.</p> <p>Similarly, despite the technology being available, BSL videos are not consistently used on websites. Short clips giving an overview of a subject can often significantly improve access – but only if they are used on every page. It is a source of frustration to disabled people that while some pages may be accessible, other pages linked to them are not.</p>	
<p>People who are neurodiverse (a term that describes people with neurological differences such as Autism, Dyslexia, Dyspraxia, Attention Deficit Disorders and Dyscalculia)</p>	<p>This can make it difficult to understand complex web content or use systems which present multiple choices and configurations.</p> <p>It can also make it difficult to concentrate, particularly in busy, noisy or harshly lit surroundings such as public spaces. It can make it difficult to use the internet in public spaces, due to anxiety about being around others or in unfamiliar surroundings</p> <p>People with dyslexia may struggle to read black text on white background. Very few websites offer colour tint options.</p> <p>People who have hyperactivity or attention disorders may find it difficult to concentrate or become easily distracted.</p>	<p>Make sure that information is concise, factual and clear about what is expected of people and how they can participate. Avoid nuance.</p> <p>Be consistent and avoid changing messages (or provide reasons for the change).</p> <p>Tips for making information dyslexia friendly:</p> <ol style="list-style-type: none"> 1. Use Adobe Pro PDF documents with the full accessibility settings turned on. 2. Where possible avoid using black writing on white background, even -off white or grey is better. 3. Consider using alternative ways of providing information either graphically or possibly video where appropriate.
<p>People with mental health issues, which may cause poor concentration, memory, understanding or anxiety</p>	<p>This can make it difficult to understand or navigate web content, due to difficulties processing complex information, feelings of being overwhelmed or frustrated, or panic about making errors.</p> <p>Swift changes to how services were delivered from physical to digital platforms was a trigger for mental health issues, including people who find change difficult due to a disability and who had to change suddenly.</p> <p>Many people may not have an environment or workspace that supports their physical and psychological needs at home, and so experience extra strain. Many people use a range of assistive technologies, and these may only be available on their work computers, not their devices at home.</p> <p>Even if an individual does have the right equipment at home, if their organisation introduces new apps or software to all staff, the resources, training or the programme itself may not be accessible, creating a barrier for disabled employees and service users.</p> <p>An emerging issue triggered by the shift to virtual working is that managers and staff have suddenly had to find ways of managing a huge increase in emails, messages and contact from multiple sources.</p>	<p>Keep information as simple and concise as possible. Where forms need to be completed, enable the user to save their progress and return to it at a later date.</p>

ⁱ Younger and older people

ⁱⁱ All disabled people, e.g relating to mobility, sensory, learning, mental health, neurodiversity

ⁱⁱⁱ People who identify as transgender (someone who is proposing to undergo, is undergoing or has undergone a process or part of a process to reassign their sex).

^{iv} People who are married or in a civil partnership. They may be of the opposite or same sex.

^v Race can mean colour, nationality (including citizenship), or ethnic or national origins, which may not be the same as current nationality.

Under the Equality Act 2010, a racial group can be made up of two or more distinct racial groups, for example Black Britons, British Asians, British Sikhs, British Jews, Romany Gypsies and Irish Travellers.

^{vi} Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.

^{vii} This covers men and women. Consider also people who identify as intersex (people who have variations in sex characteristics) or non-binary (gender identities that are not exclusively masculine or feminine)

^{viii} People who identify as straight/heterosexual/lesbian, gay or bisexual.

Cabinet

Item No: 14

Report Title: CES Compliance and Enforcement Policy – Annual Review

Date of Meeting: 06 December 2021

Responsible Cabinet Member:

Cllr Margaret Dewsbury (Cabinet Member for Communities & Partnerships)

Cllr Martin Wilby (Cabinet Member for Highways, Infrastructure and Transport)

Cllr Andy Grant (Cabinet Member for Environment and Waste)

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

Is this a Key Decision? No

Introduction from Cabinet Member

The CES Compliance and Enforcement Policy (the Policy) provides a framework for a number of services within the CES directorate to ensure that we work in an equitable, practical and consistent manner when undertaking regulatory activities and law enforcement.

Norfolk County Council is committed to the principles of better regulation, as set out in the Regulators' Code. This is the annual review of the enforcement policy. Regulatory services within CES are committed to protecting and supporting Norfolk residents, visitors, businesses, and the environment whilst, at the same time, responding proportionately to address identified non-compliances; so as to reduce burdens on businesses and help them to grow.

Executive Summary

The Community and Environmental Services (CES) directorate is responsible for a range of regulatory functions, including Trading Standards, Planning enforcement (mineral and waste sites), Flood and Water (land drainage), Norfolk Fire and Rescue (fire safety), Highways (networks, maintenance and blue badge enforcement) and Safety of Sports Grounds. Each area of work uses different legislation to secure its

aims and each has its own framework of regulations, codes of practice and guidance. The Policy and associated performance data are subject to annual review by Members.

The Policy has been reviewed and updated to reflect recent changes to legislation and guidance. A revised Policy (Appendix A) has been produced, with proposed changes highlighted, supported by explanatory notes.

The revised Policy, once adopted, will be published via the NCC web pages.

Recommendation

1. To approve the revised CES Compliance and Enforcement Policy at Appendix A and its annex documents (A-1 to A-6).

1. Background and Purpose

- 1.1 The current Policy was first developed as a cross-departmental policy in 2013. The Policy covers the range of regulatory functions within CES, including Trading Standards, Planning enforcement (mineral and waste sites), Flood and Water (land drainage), Norfolk Fire and Rescue (fire safety), Highways (networks, maintenance, and blue badge enforcement) and Safety of Sports Grounds. It does not try to capture all the detailed, complex, and often changing background to enforcement, but instead seeks to summarise the overall approach to the use of enforcement powers, whether that is criminal prosecution at one end of the spectrum or informal warnings and advice at the other.
- 1.2 The policy is supported by detailed procedures for officers within each service area and, where necessary, additional protocols can be appended to the main policy. There are now six areas of work which appear as annex documents to the main policy; these relate to minerals and waste planning, flood and water management, the Norfolk Fire and Rescue Service, highways enforcement, Blue Badge enforcement and Safety of Sports Grounds – please see annexes A-1 to A-6 to the main policy.

2. Proposal

- 2.1 The current Compliance and Enforcement Policy has been reviewed by CES regulatory services and updated to reflect recent changes to legislation and guidance. There are very few amendments this year, most for clarification. All proposed amendments are highlighted with explanatory notes.
- 2.2 Appendix C documents the stakeholders who have been consulted on and/or contributed to the CES Enforcement Policy since 2014.

2.3 The revised policy continues to ensure that the application of enforcement is:

- proportionate to the offence and risks, and mindful of previous transgressions
- transparent - persons affected understand what is expected of them, what they should expect from the local authority and the reasons for the action
- consistent in approach, and appropriate
- consistent with the Equality Act 2010 and the Council's Equalities Policies.

2.4 The revised policy, once adopted, will be published via the NCC web pages.

3. Impact of the Proposal

3.1 CES regulatory activities are aimed at protecting the economic wellbeing and safety of Norfolk's residents, visitors and businesses, and protecting the environment and the CES Compliance and Enforcement Policy provides a framework within which our regulatory activities are performed.

3.2 Experience in regulatory enforcement shows that, in most cases, businesses and individuals comply with the law. Failure to do so generally stems from ignorance or carelessness, but sometimes from wilfulness or malice. Impact arising from non-compliance can therefore range from advice to prosecution.

4. Evidence and Reasons for Decision

4.1 The Policy provides a framework to ensure that we work in an equitable, practical, and consistent manner in the way we deliver regulatory activities and law enforcement. Norfolk County Council is committed to the principles of better regulation, reducing burdens on business with proportionate responses and ensuring we act to protect and support residents, visitors, businesses, and the environment. A range of enforcement approaches are available to the Council but there is a need to discharge these in a consistent, fair, and transparent way, as well as ensuring that the public or environment is adequately protected.

4.2 Appendix B provides enforcement performance information in relation to those regulatory functions covered by the Policy.

5. Alternative Options

5.1 A CES wide Compliance and Enforcement Policy is considered to be the most effective way to demonstrate how CES intends to fulfil its regulatory/legal responsibilities. An alternative option would be for each service area within CES to produce its own policy. However, as described in section 4.1 above, there is need for consistency in overall approach. The

format of the draft Policy provides for additional (detailed) protocols where necessary or appropriate.

6. Financial Implications

6.1 There are no direct financial implications arising from this report.

7. Resource Implications

- 7.1 There are no immediate resource implications as a result of this proposal, although there is the recognition in the policy that enforcement resources are not limitless and need to be targeted at areas where risk is highest. Higher performing, more compliant businesses require less resource, with regulators focusing their efforts on rogue and higher-risk businesses.

8. Other Implications

8.1 Legal Implications:

There is a legal context to the deployment of enforcement powers. In 2014 the Regulators' Code (the Code) was published and seeks to provide a clear, flexible, and principles-based framework to which regulators should work. It covers how we develop and implement items such as our service standards, policies, and legal procedures, and sets out the type of information we must include in our enforcement policy. The Council has a legal obligation to have regard to the Code, including ensuring a consistent approach to enforcement. However, we are able to make changes to the policy, if these would better explain or clarify the requirements arising from the Code.

In certain instances, officers may conclude that a provision in the Code is either not relevant or is outweighed by another provision. Officers will ensure that any decision to depart from the Code is properly reasoned, based on material evidence and documented. The Code requires the Council to publish its Enforcement Policy.

The Council must also have regard to The Code for Crown Prosecutors (CPS) guidance which requires extensive consideration of the evidence (for example is it admissible, substantial, and reliable) before a decision is made to institute legal proceedings; with any decision also considering whether it is in the public interest to prosecute. This Policy provides a clear framework and mitigates the risk of legal challenge regarding the delivery of the regulatory enforcement function within the directorate.

CES, through its public protection and regulatory functions, has an important role to play dealing with crime and disorder. This Policy will support the directorate in protecting the public 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.

8.2 Human Rights Implications:

In carrying out its enforcement role, the directorate has regard to the Freedom of Information Act 2000, the Data Protection Act 2018, Regulation of Investigatory Powers Act 2000, and the Human Rights Act 1998, in terms of the right to a fair trial, right to respect for private and family life, prohibition of discrimination and protection of property.

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

This Policy has been reviewed and updated in line with the requirements of the Equality Act 2010.

Having a clearly defined approach to enforcement action provides positive benefits to equality. In particular, enforcement in areas such as the misuse of blue badges helps to ensure an important and highly valued service is not abused and can continue to be available for those who need it. People with a disability frequently highlight the importance of effective blue badge enforcement.

An Equality Impact Assessment (EqIA) was produced for this Policy last year, in conjunction with the CES Equality and Accessibility Officer. The assessment found that, for Trading Standards, records of protected characteristics are currently limited to formal investigations. This is due to the current recording system being led by the needs of the Courts, rather than for monitoring purposes. Trading Standards has since reviewed and explored options for wider recording of protected characteristics. A new database, which will be in use from April 2022, is capable of recording more detailed information and work will be carried out to explore how best to implement this. Further work will also be undertaken by Trading Standards to review diversity rates in Norfolk, including working with its partners to capture further data to support this. The policy will continue to be reviewed periodically to ensure that it reflects changes to legislation and safeguards the interests and rights of all.

8.4 Data Protection Impact Assessments (DPIA):

Regulators routinely obtain, store, and share information to provide advice and guidance, conduct investigations and ensure compliance with relevant laws. Some of this information is personal data, and some of it is confidential or sensitive. The information is securely stored electronically, on the County Council's Network, and in other ways such as on secure databases and in secure paper files. The information is stored and processed in accordance with the law (including the Data Protection Act 2018 and the Enterprise Act 2002) and with proper regard to The Council's [privacy notices](#).

Discussion has taken place with the Information Governance Team who advise that a Data Protection Impact Assessment is not required, as there is no new processing and the relevant privacy notices relating to regulatory provision are in place and have been recently reviewed.

8.5 Health and Safety implications (where appropriate):

Since the confirmation of coronavirus in the UK, NCC has continued to deliver services by working remotely where possible to do so and is now transitioning into hybrid working. In terms of its enforcement function, work has been undertaken virtually wherever possible, with face-to-face interventions restricted to those that are urgent and/or critical, such as in relation to animal health and welfare, high risk site inspections or seizure of illegal goods.

Specific enforcement duties have been allocated to Trading Standards in relation to coronavirus prevention and spread which have been interpreted and carried out in a timely manner and with proper precautions in place.

Risk assessments are in place for all face-to-face enforcement activity.

8.6 Sustainability implications (where appropriate):

There are no direct sustainability implications to consider as part of this report. However, the policy does provide for consideration of formal enforcement action where there is a significant risk to infrastructure or the environment. The policy also includes a specific enforcement protocol for Flood and Water Management, and for planning controls.

9. Risk Implications / Assessment

- 9.1 This Policy provides a clear framework and mitigates any risk of legal challenge regarding the delivery of the regulatory enforcement functions within CES.

10. Select Committee Comments

- 10.1 The Infrastructure and Development Select Committee reviewed the revised CES Compliance and Enforcement Policy and its annex documents and noted the 2020/21 enforcement performance data and summary of stakeholder engagement.

11. Recommendation

1. To approve the revised CES Compliance and Enforcement Policy at Appendix A and its annex documents (A-1 to A-6).

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: Sophie Leney

Telephone no.: 01603 224275

Email: sophie.leney@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

Compliance and Enforcement Policy

Community and Environmental Services



If you need this advice sheet in large print,
audio, Braille, alternative format or in a
different language please contact us on 0344
800 8020

November 2021

Contents	Page
Introduction	3
Principles of Inspection & Enforcement	4 – 7
Primary Authority Partnerships	7
Enforcement Actions	8 – 15
Complaints, Compliments and Comments	15
Conflict of Interest in Enforcement Matters	15 -16
Where to get further information	16
Annexes	
Annex 1 – Local Monitoring and Enforcement Code	
Annex 2 – Flood and Water Management Enforcement Protocol	
Annex 3 – Fire and Rescue Service Enforcement Policy Statement	
Annex 4 – Highways Enforcement Protocol	
Annex 5 – Blue Badge Enforcement Protocol	
Annex 6 – Safety of Sports Grounds Enforcement Protocol	

1 Introduction

- 1.1 This document applies to the enforcement activities carried out by the Community and Environmental Services (CES) Directorate of Norfolk County Council, including Trading Standards, Highways, Planning and the Norfolk Fire and Rescue Service (Fire Safety).
- 1.2 Where appropriate, additional enforcement protocols or policy may be developed to support this policy, for example where there are national requirements regarding a particular enforcement process. These will be appended to this policy as required. When read in conjunction with Annex 1 this policy constitutes the Local Enforcement Plan for Norfolk County Council Planning Services, as recommended by Paragraph 58 of the National Planning Policy Framework.
- 1.3 This Policy has been developed in conjunction with a range of stakeholders, including business representatives and is subject to annual review and approval.
- 1.4 The purpose of this Policy is to provide a framework to ensure that local authority enforcement is delivered in an equitable, practical and consistent manner. This is in line with the principles of good enforcement, as set out in the Legislative and Regulatory Reform Act 2006, and regard has been given to the associated [Regulators' Code](#) (the Code) in the preparation of this policy. In certain instances, it may be concluded that a provision in the Code is either not relevant or is outweighed by another provision. Any decision to depart from the Code will be properly reasoned, based on material evidence and documented.
- ~~1.5 Compliance with this Policy will ensure that we will strive to be fair, impartial, independent, and objective. We are committed to ensuring that the decisions we take and the services we deliver take proper account of equality issues. and, where necessary, put actions in place to address any barriers faced by protected groups.~~
- 1.6 Within the context of this Policy, 'enforcement' includes action carried out in the exercise of, or against the background of, statutory enforcement powers. This is not limited to formal enforcement action, such as prosecution or issue of notices, and so includes inspection to check compliance with legal or other requirements and the provision of advice to aid compliance.
- 1.7 For the purposes of this document 'formal action' includes: Prosecution, Simple Caution, Injunctive Action, Enforcement Order, Issue of Notices, Monetary Penalties, Seizure, Suspension, Withdrawal, Recall, Forfeiture, Revocation/Suspension of a licence, registration or approval, Disqualification of weighing or measuring equipment, Works in Default, Criminal Behaviour Orders, Referral to another agency or any other criminal or civil/injunctive proceedings or statutory sanctions, applied either separately or in any other combination.
- 1.8 Where appropriate we will seek to recover our enforcement costs, including making formal applications for costs through the Courts.

Commented [A1]: Simplification, without losing the overall sense of what is being said.

2 Principles of Inspection & Enforcement

2.1 Proportionality

- 2.1.1 We are committed to avoiding the imposition of unnecessary regulatory burdens and will endeavour to minimise the cost of compliance by ensuring that any action taken, or advice offered, is proportionate to the seriousness of the breach, as well as the risk to people, businesses, other organisations, animals, property, the community or the environment. In doing so we will choose approaches that are based on relevant factors including, for example, business size and capacity.
- 2.1.2 We will usually give notice of our intention to carry out routine inspection visits, unless we are otherwise required to visit unannounced, it is a reactive inspection visit, or we have a specific reason for not giving prior notice. For example, this would include where the identity of the person or premises is unknown, or where it would defeat the objectives of the inspection visit to give such notice. Routine, or reactive inspections of the highway and blue badges are not normally subject to such notice.
- 2.1.3 As far as the law allows, we will take account of the circumstances of the case and attitude of the people involved when considering action. We will take particular care to work with businesses and individuals so that, where practicable, they can meet their legal obligations without unnecessary expense, to support and enable economic growth.

Commented [A2]: Clarification that for reactive inspection visits we will not normally give notice of the visit

2.2 Accountability

- 2.2.1 We will actively work with businesses and individuals to advise and to assist with compliance and requests for help. Contact points and telephone numbers will be provided for business and public use.
- 2.2.2 We will aim to carry out visits and inspections at a reasonable time and where appropriate to do so. In most cases our staff will show their identification (and authority if requested) at the outset of every visit and explain the reason for the visit. However, so that we can see things from the point of view of a customer or ordinary member of the public, we may carry out informal visits or arrange to buy goods or services and not introduce ourselves. Where we must use a young person to carry out work on our behalf, such as in attempting to purchase age-restricted products, we will always use the latest Code of Best Practice.
- 2.2.3 Out-of-hours contact for services will be provided where there is a need for an immediate response/risk to public health, safety or damage to property, infrastructure or the environment.
- 2.2.4 The whole range of enforcement activities will be dealt with as promptly and efficiently as possible in order to minimise time delays.
- 2.2.5 Where appropriate, feedback questionnaires will be used to gather and act upon information about the services we provide.
- 2.2.6 Where possible we will include information to highlight new legal requirements, including use of social media platforms, via our social media platforms and/or website, with reports or letters provided after an

Commented [A3]: to hyphenate 'out-of-hours'

Commented [A4]: updated to include social media platforms

Commented [A5]: clarifies that we may leave an inspection/visit report in lieu of/as well as sending a follow up letter

inspection or visit; and/or by providing or signposting advice and information to help businesses and individuals keep up to date.

- 2.2.7 We will have regard to fairness and individuals' human rights in all of our enforcement work through conforming to the European Convention on Human Rights (as implemented by the Human Rights Act 1998).

2.3 Consistency

- 2.3.1 All officers are required to act in accordance with this enforcement policy and our published service standards.
- 2.3.2 We will carry out our enforcement and advisory functions in an equitable, practical and consistent manner. We will adopt and adhere to relevant policy and guidance and will ensure that our officers are suitably trained, qualified and authorised to undertake their enforcement duties, and understand the principles of good regulation.
- 2.3.3 Where appropriate, we will publish clear service standards providing information on:
- a) How we communicate and how we can be contacted
 - b) Our approach to providing information, guidance and advice
 - c) Our risk assessment methodology used to determine inspection activity, clearly setting out what can be expected from us at the time of visit
 - d) Any applicable fees and charges; and
 - e) How to comment or complain about the service provided and the routes to appeal.

2.4 Transparency

- 2.4.1 In most circumstances we will seek to ensure that people affected by formal action are informed of what is planned and allow for discussion and time to respond before the action is taken. We will also give them a named officer's contact details. These arrangements must have regard to legal constraints and requirements.
- 2.4.2 When a notice is served it will say what needs to be done, why, and by when, and that in the officer's opinion a breach of the law has been committed and why the notice is necessary. We will also make a clear distinction between legal requirements and recommended works.
- 2.4.3 As part of our commitment to equality we will communicate in a clear, accessible, concise, format using media appropriate to the target audience, in plain language. We offer translation/interpretation services (language and British Sign Language) where English is not the first language.
- 2.4.4 This Enforcement Policy is published via the Norfolk County Council website and we may also publish further guidance about specific/technical areas, such as the use of civil sanctions.
- 2.4.5 The publicity generated by legal proceedings acts as a deterrent to others and reassures the general public that we take a serious view of illegal behaviour. We therefore publish the outcome of court proceedings, including undertakings; as part of this we include the name of the defendant(s), unless directed not to do so by the Courts.

- 2.4.6 We will routinely publish the names and trading addresses of traders subject to legal proceedings, including prosecutions, enforcement orders, undertakings or the administrative issue of penalties/fines.
- 2.4.7 We may also publish the names and trading addresses of traders who act in ways that represent a significant risk to consumers or the interests of legitimate businesses, subject to the following conditions:
- There is no risk of prejudice to legal proceedings or other formal enforcement action, and
 - The evidence of unfair or illegal trading is conclusive, and
 - It is in the public interest to do so, taking into account the personal circumstances of the offender and community cohesion, and
 - To do so does not breach Human Rights or Data Protection Law, or the Children and Young Persons Act 1933.
- 2.4.8 Examples of the current published enforcement action is via the [Norfolk Trading Standards web pages](#).
- 2.4.9 We obtain and process information in the course of our enforcement functions. Some of this information is personal data, and some of it is confidential or sensitive. We will process information in accordance with the law (including the Data Protection Act 2018 and the Enterprise Act 2002) and with proper regard to [our privacy notices](#).
- 2.5 Targeted (Intelligence and Risk Led) Enforcement**
- 2.5.1 Enforcement will be primarily targeted towards those situations that give rise to the most serious risks, and against deliberate/organised crime. Other determining factors will include local priorities, Government targets and priorities, new legislation, national campaigns and public concerns.
- 2.5.2 By having a coherent and risk-based intelligence system, effective strategies can be formed to enable and co-ordinate solutions to particular problems. This enables the identification of new, current and emerging issues, allowing provision of strategic and tactical direction on how the issues can best be tackled. Subject to the provisions of Data Protection and Human Rights Law, we may also refer cases and/or share information and intelligence with other law enforcement agencies.
- 2.6 Supporting the local economy**
- 2.6.1 We recognise that a key element of our activity will be to facilitate and encourage economic progress against a background of protection.
- 2.6.2 Wherever possible, we will work in partnership with businesses and individuals, and with parish councils, voluntary and community organisations, to assist them with meeting their legal obligations without unnecessary expense.
- 2.7 Reducing enforcement burdens**
- 2.7.1 If there is a shared enforcement role with other agencies, e.g., the Police, Environment Agency, or other local authorities, we will consider

Commented [A6]: Addition of a link to the published NCC privacy notices

co-ordinating with these agencies to minimise unnecessary overlaps or time delays and to maximise our overall effectiveness. We will also liaise with the other regulators to ensure that any proceedings instituted are for the most appropriate offence.

- 2.7.2 We will follow the principle of “collect once, use many times” and, where legally permitted, share information that we collect with other local authority regulatory services to minimise business impact.
- 2.7.3 When conducting farm visits, we will have due regard to the [Farm Regulators' Charter](#), which makes sure visits are carried out consistently across regulators. The charter covers all inspection types and visits of agricultural and aquaculture activities carried out by Farm Regulators.

3 Primary Authority Partnerships

- 3.1 Primary Authority is a statutory scheme established by the Regulatory Enforcement and Sanctions Act 2008. It allows an eligible business to form a legally recognised partnership with a single local authority in relation to the provision of tailored advice, guidance and assistance relating to regulatory compliance. The single local authority (known as the “Primary Authority”) is registered with the [Office for Product Safety & Standards](#) (OPSS), via the Primary Authority Register.
- 3.2 The Primary Authority then acts as the single point of contact between its partner business and the local authorities that regulate it. The Primary Authority can issue assured advice upon which the business can rely and can also, where appropriate, devise inspection plans for businesses. The inspection plan can place specific requirements on other local authorities and can require feedback on their checks to be given to the Primary Authority.
- 3.3 Where an enforcing local authority is considering enforcement action against a business that has a Primary Authority it is required to make a statutory notification to the Primary Authority. In most cases, this notification must be made before the action can be taken. However, in certain circumstances the notification can be retrospective, including where a compliance issue is identified that requires urgent action in order to avoid a significant risk of harm to human health, the environment, or the financial interests of consumers.
- 3.4 If another local authority proposes enforcement action which the Primary Authority deems to be inconsistent with the assured advice, the Primary Authority may seek to block the enforcement action. Where this is the case but is disputed, or there is a need for further considerations, the matter would be referred to the [Office for Product Safety & Standards](#) (OPSS) for their consideration/determination.

Enforcement Actions

- 4.1 Nothing in this policy shall be taken to compel us to take enforcement action. In certain instances, we may conclude that an enforcement response is not appropriate given the circumstances.
- 4.2 In deciding what enforcement action to take, we will have regard to the following aims:
- to change the behaviour of the offender
 - to eliminate financial gain or benefit from non-compliance
 - to be responsive and consider what is the most appropriate sanction for the particular offender and the regulatory issue concerned
 - to be proportionate to the nature of the offence and the harm/potential harm caused
 - to repair the harm caused to victims, where appropriate to do so
 - to deter future non-compliance.
- 4.3 The Key approach in seeking compliance is to:
- Engage
 - Explain
 - Encourage
 - Enforce
- 4.4 The prime objective is to obtain compliance by consent - it is anticipated that, in the vast majority of cases, businesses will comply with the legal requirements further to the provision of advice.
- 4.5 Any decision to undertake formal enforcement action will be taken in the context of operational priorities, this policy and the [Council Constitution and scheme of delegations](#). Such decisions will include the use of intelligence in determining the nature of any response, as well as being subject to ongoing monitoring and review.
- 4.6 Where a right of appeal against a formal action exists other than through the courts, advice on the appeal mechanism will be clearly set out in writing at the time the action is taken.
- 4.7 All investigations into alleged breaches of legislation will be conducted in compliance with statutory powers, time limits and other relevant legislation (and relevant Codes of Practice), including:
- Police and Criminal Evidence Act 1984 (PACE)
 - Criminal Procedure and Investigations Act 1996 (CPIA)
 - Regulation of Investigatory Powers Act 2000 (RIPA)
 - Investigatory Powers Act 2016 (IPA)
 - Criminal Justice and Police Act 2001 (CJPA)
 - Human Rights Act 1998 (HRA).
 - Consumer Rights Act 2015 (CRA)
- 4.8 As part of any criminal investigation process, persons suspected of having committed a criminal offence will, wherever possible,

Commented [A7]: Inclusion of a hyperlink

- be formally interviewed in accordance with PACE
- be given the opportunity to demonstrate a statutory defence
- have the opportunity to give an explanation or make any additional comments about the alleged breach
- be offered translation/interpretation services (language and British Sign Language) where English is not their first language

4.9 As part of our enforcement function, we may exercise a wide variety of powers, including the power to enter premises and inspect goods, to require the production of documents or records and, when necessary, the power to seize and detain such material where we believe it may be required as evidence.

4.10 We may also take with us such other persons as may be necessary as part of our enforcement function. This may include Police Officers where there is the possibility of an arrest, or a breach of the peace situation. In certain cases, we may exercise an entry warrant issued by a ~~Magistrate~~ Justice of The Peace to gain access to premises and may use police assistance to effect entry.

Commented [A8]: Replaced "magistrate" with "Justice of The Peace" to recognise that entry warrants can also be issued by a District Judge.

4.11 We may also use investigation equipment whilst undertaking our duties, including handheld and Body-Worn Video (BWV) cameras. BWV devices are capable of recording both visual and audio information and can provide a number of benefits to enforcement agencies, including a deterrent to aggressive, verbal and physical abuse towards officers, and in providing additional evidence to support investigations. BWV will usually be deployed on an overt basis for a specific purpose, and where it is necessary and proportionate to do so. Any decision to deploy BWV on a covert basis will be made in accordance with the Regulation of Investigatory Powers Act (RIPA), related legislation, Codes of Practice and associated Council Policy.

4.12 Immediate Formal Action

4.12.1 Whilst recognising that most people want to comply with legal requirements, we also recognise that some will operate outside the law (both intentionally and unintentionally). Where possible, a staged approach to enforcement will be adopted, with advice and informal action explored to ~~resolve the matter~~ achieve compliance in the first instance. However, we will consider taking immediate formal action for the most serious breaches, including any of the following circumstances:

Commented [A9]: Clarification that we do not have a legal power to resolve individual disputes

- Where the infringement causes or is likely to cause actual or emotional damage, or substantial loss or prejudice to people, businesses or other organisations
- Where there is a significant risk to public health, safety or wellbeing, or damage to property, infrastructure or the environment.
- Fraud, aggressive or misleading practices/equipment, or practices seeking an unfair 'competitive advantage'.
- Illegal practices targeted at vulnerable people, including young people and the elderly.
- For matters where there has been recklessness or negligence, or a deliberate or persistent failure to comply with advice, warnings or other enforcement action.
- Where food fails food safety requirements.

- Any act likely to affect animal health or welfare, disease prevention measures, or the integrity of the food chain.
- Obstruction or assault (including verbal assault) of an officer in the execution of their duties.

4.13 **Advice, Guidance and Support**

4.13.1 We are committed to using advice, guidance and support as a first response to the majority of breaches of legislation, subject to any need to take immediate formal action for the most serious breaches (see paragraph ~~4.10~~ 4.12 above).

Commented [A10]: Re-numbering correction

4.13.2 Any initial requests for advice from individuals or businesses on non-compliance will not necessarily trigger enforcement action. In such cases we will seek to assist in rectifying such breaches as quickly and efficiently as possible, where there is a clear willingness to resolve the matter.

4.13.3 Any correspondence will clearly differentiate between legal requirements and good practice, and indicate the regulations contravened and the measures which will enable compliance.

4.13.4 Follow up checks will be carried out on a risk and intelligence-led basis and where a similar breach is identified in the future, previous advice will be taken into account in considering the most appropriate enforcement action to take on that occasion.

4.14 Where more formal enforcement action has previously been taken, such as a simple caution or prosecution, we recognise that, in some cases, there may be a need for additional compliance advice and support, to prevent further breaches.

4.15 **Verbal or written warning**

4.15.1 Compliance advice can be provided in the form of a verbal or written warning. In doing so we will clearly explain what should be done to rectify the problem, and how to prevent re-occurrence. Warnings cannot be cited in court as a previous conviction but may be presented in evidence. Failure to comply with warnings or advice could result in more serious enforcement action being taken.

4.16 **Statutory (Legal) Notices**

4.16.1 Statutory Notices are used as appropriate in accordance with relevant legislation. Such notices are legally binding. Failure to comply with a statutory notice can be a criminal offence and may lead to prosecution and/or, where appropriate, the carrying out of work in default.

4.16.2 A statutory notice will clearly set out actions which must be taken and the timescale within which they must be taken. It is likely to require that any breach is rectified and/or prevented from recurring. It may also prohibit specified activities until the breach has been rectified and/or safeguards have been put in place to prevent future breaches. Where a statutory notice is issued, an explanation of the appeals process for such notices will be provided to the recipient.

4.17 Monetary penalties

4.17.1 Fixed or variable monetary penalties, or penalty charge notices may be issued where there is a specific power or delegated authority to do so.

4.17.2 Specific guidance for legislation, which includes the power to issue monetary penalties, may be produced to support this policy. Such guidance will be published via our website. Some examples of these are available [here](#).

Commented [A11]: Inclusion of link to the relevant guidance

4.17.3 Where the offender fails to discharge their liability resulting from any monetary penalty issued, alternative enforcement action will automatically be considered under this policy. Where prosecution is brought; an assessment will be made of other offences that may also have been committed in order that those charges may be considered at the same time.

Consideration will be given to the adoption of alternative remedies to the issue of a monetary penalty, such as those involving dedicated advice and training sessions, which aim to change the behaviour of the offender, whilst remaining proportionate to the nature of the offence and the harm/potential harm caused.

4.18 Licences, registrations and approvals

Local authorities have a role to play in ensuring that appropriate standards are met in relation to licences, registrations and approvals. We may refuse to grant, seek to review, temporarily remove, suspend or revoke any licence, registration or approval if we are made aware that actions have been carried out which undermine scheme objectives and/or would be unlawful. This includes those issued by other agencies.

4.19 Seizure and Destruction

4.19.1 Some legislation permits our Officers to seize items such as goods and documents that may be required as evidence. When we seize goods, we will give an appropriate receipt or other record of seizure to the person from whom they are taken. On some occasions we may also ask a person to voluntarily surrender and transfer ownership of illegal goods to us.

4.19.2 Where we seize food for failing food safety requirements, or animal feed for non-compliance with feed law, an application will be made to the Court for a condemnation order, for the illegal product to be destroyed. We will provide details of where and when this application will be made to allow interested parties to attend the hearing.

4.19.3 Where products are found to present a serious risk, we may seek to destroy or otherwise render them inoperable, where there is legal recourse to do so.

4.20 Detention

4.20.1 Where food is suspected of failing food safety requirements, or where animal feed does not comply with specified feed law, it may be detained to allow further investigation.

4.20.2 When food or animal feed is detained, a notice of detention will be provided, detailing the detention arrangements, including the location where the product(s) will be detained.

4.21 Forfeiture or Deprivation

Commented [A12]: Included to clarify the legal definition/scope of such proceedings

4.21.1 Where an accused has not agreed to voluntarily surrender any infringing goods then, on successful conclusion of legal proceedings, forfeiture or deprivation may be applied for.

4.21.2 Where illegal goods have been seized but there is insufficient evidence of a defendant's identity or other circumstances which do not justify any other course of action, proceedings may be instituted for the forfeiture or deprivation of those goods. This is by way of a complaint to the Magistrates Court.

4.21.3 This does not preclude us from taking forfeiture or deprivation proceedings in their own right in any other appropriate circumstances. We may also seek to recover costs of these proceedings from the defendant(s).

4.22 Injunctive Actions, Enforcement Orders etc

4.22.1 We will consider formal civil enforcement action in pursuance of breaches of law which have a detrimental impact on the collective interests of consumers or businesses.

4.22.2 When considering formal civil enforcement action, an Officer will, where appropriate, first discuss the circumstances with those suspected of a breach and, through consultation, attempt to resolve any issues. Alternatively, we will look to redress detrimental practices via a range of enforcement actions. These include the following:

- ~~informal and formal undertakings~~
- undertakings to us or the court
- interim and other court orders
- contempt proceedings.

Commented [A13]: Both forms of undertaking are, in a sense, 'formal'. Anything we might have considered an 'informal' undertaking is merely part of consultation, which is already covered in the paragraph.

We may ask the Court to consider other remedies as part of any proceedings, including compensation for victims.

4.23 Other Sanctions or Interventions

4.23.1 We will consider other sanctions or interventions where legally available and appropriate to do so, including criminal behaviour orders under the Anti-Social Behaviour, Crime and Policing Act 2014, injunctions under the Local Government Act 1972, restriction orders under the Children & Young Persons Act 1933, and/or equivalent orders to disrupt and/or prevent activities that may contribute to crime or disorder. This may also include arranging for the removal of websites where it is clear they are being used for illegal purposes.

4.24 Taking animals into possession/banning disqualification orders

Commented [A14]: Amended to reflect legal definition of such orders

4.24.1 Under the Animal Welfare Act 2006, if a veterinary surgeon certifies that 'protected animals' are suffering or are likely to suffer if their

circumstances do not change, we will consider taking them into our possession and applying for Orders for re-imbursement of expenses incurred and subsequent disposal. We may also look to other legislation where appropriate to ensure that similar standards of care and/or control of animals are properly maintained. In some circumstances we will also consider applying to the Court to ban a person(s) from keeping animals, to deprive persons of the animals seized and/or disqualify them from keeping animals.

Commented [A15]: Amended to reflect legal definition of such orders

4.25 Simple Cautions

4.25.1 In certain cases, a simple caution may be offered as an alternative to a prosecution, for example for first time offending. The purpose of a simple caution is to deal quickly with less serious offences, to divert less serious offences away from the Courts, and to reduce the chances of repeat offences.

4.25.2 Officers will comply with the provisions of relevant Home Office Circulars. The following conditions must be fulfilled before a caution is administered:

- The offender has made a clear and reliable admission concerning all elements of the offence(s) in question
- There is a realistic prospect of conviction
- It is in the public interest to offer a simple caution; and
- The offender is 18 years old or older at the time that the caution is to be administered.

4.25.3 A simple caution may appear on the offender's criminal record. It is likely to influence how we and other enforcement agencies deal with any similar breaches in the future and may be cited in court if the offender is subsequently prosecuted for a similar offence. If a simple caution is issued to an individual (rather than a corporation) it may have consequences if that individual seeks certain types of employment or wishes to travel or move to certain countries. Simple cautions will be issued with regard to Home Office and other relevant guidance.

4.26 Prosecution

4.26.1 We may prosecute in respect of serious or recurrent breaches, or where other enforcement actions, such as statutory notices have failed to secure compliance. The Council recognises that the decision to prosecute is significant and could have far reaching consequences on the offender.

4.26.2 Before any decision is taken, the alleged offence(s) will be fully investigated, and a report will be compiled by the Investigating Officer/Officer in Charge of the case. The file will then be reviewed by a Senior Manager, who will consider whether the sufficiency of the evidence and the public interest falls within the guidelines as laid down by the Attorney General and Crown Prosecution Service [Code for Crown Prosecutors](#).

4.26.3 Any decision to prosecute will be taken:

- where it is expedient for the promotion or protection of the interests of the inhabitants of Norfolk to do so (Section 222 of the Local Government Act 1972), or
- where we have another express power to prosecute, and the use of that power is appropriate to the circumstances.

Before deciding whether or not to prosecute, consideration will also be given to:

- How well the prosecution supports our aims and priorities
- The factors contained in paragraphs 4.2 and 4.10 of this policy
- Action taken by other enforcement agencies for the same facts
- The nature and extent of any harm or loss, including potential harm and loss, and any offer of redress made by the offender to victims
- The willingness of the alleged offender to prevent a recurrence of the infringement
- The likelihood of the alleged offender being able to establish a statutory defence
- The calibre and reliability of witnesses
- The probable public benefit of a prosecution and the importance of the case, e.g. the possibility of establishing legal precedent
- Cost effectiveness of a prosecution
- The scope for alternative routes for redress for 'victims' and their likelihood of success
- The impact of the intervention on small businesses in particular, to ensure action is proportionate.

4.26.4 A conviction can result in a criminal record and the court may impose a fine and, for particularly serious breaches, a prison sentence. The court may order the forfeiture and disposal of non-compliant goods and/or the confiscation of assets. Prosecution may also lead, in some circumstances, to the disqualification of individuals from acting as company directors (see 4.26 4.28 below).

4.26.5 Norfolk County Council may also act as prosecuting authority for joint investigations with partner agencies, including those which are supported by National Trading Standards (NTS). NTS works in partnership with local Trading Standards authorities, regional investigation teams, and other enforcement agencies to maximise effectiveness. NTS funding supports major investigations that are detrimental to consumers or businesses that occur on a regional, cross boundary or national level, in areas such as doorstep crime, counterfeiting, and consumer and business fraud. NTS investigations are subject to the same best practice principles found in legislation and codes that are outlined within this Enforcement Policy. Any decision to prosecute in such cases will be made in accordance with paragraph 4.24 4.26 of this Policy.

4.27 Proceeds of Crime Actions

4.27.1 Where appropriate, we will seek to recover the benefit that the offender has obtained from their criminal conduct through financial investigation.

Commented [A16]: Clarification that we have powers of prosecution outside of S222 of the Local Government Act 1972. For example, there is an express power to prosecute in the Animal Welfare Act 2006

Commented [A17]: Re-numbering correction

Commented [A18]: Re-numbering correction

4.27.2 Financial investigations will be undertaken in accordance with the Proceeds of Crime Act 2002. Such investigations may include applications to the Court requiring financial information to be provided (production orders) or in serious cases applications to freeze and/or confiscate criminal assets (restraint and confiscation orders). Where appropriate, consideration will also be given to seeking compensation for victims or recovery of financial investigation costs as part of this process. Any funds recovered as part of the Asset Recovery Incentivisation Scheme (ARIS) will be used to support further asset recovery work, or crime reduction and community projects.

4.28 **Directors**

On the conviction of a Director connected with the management of a company the prosecutor will, in appropriate cases, draw to the Court's attention their powers to make a Disqualification Order under the Company Directors Disqualification Act 1986.

5 **Complaints, Compliments and Comments**

- 5.1 If you are unhappy with the service you have received, or we have failed to live up to our promises, managers are always willing to discuss with you the cause of your dissatisfaction and will try to find a solution.
- 5.2 If you wish to make a complaint or send us a compliment or comment about our service, please use our online procedure by going to:

[www.norfolk.gov.uk/compliments and complaints](http://www.norfolk.gov.uk/compliments-and-complaints)

Complaints can also be submitted by telephone to 0344 800 8020 or in writing to the **Compliments and Complaints Team, Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2DH.**

If you are still not satisfied, and feel you have been caused injustice, our complaints process explains how the matter will be escalated, including how to complain to the Local Government Ombudsman.

- 5.3 If you wish to appeal against enforcement action taken or have other comments, you should write to: The Executive Director, Community and Environmental Services, using the address in 5.2 above.

6 **Conflict of Interest in Enforcement Matters**

- 6.1 Where a breach is detected in which the enforcing authority is itself the responsible operator, the following protocol will be followed:
- Where a breach of law is sufficiently serious to warrant more than the provision of advice, information, assistance or a written warning, or where the response to remedy the breach is considered insufficient, an additional authorised officer from another local authority will be requested to assist in the decision-making process. Senior Managers of the Council will be informed without delay.

- The additional officer's role is to assist and challenge the decision-making process to ensure that appropriate, proportionate and consistent action is taken to remedy the breach, prevent re-occurrence and to minimise the risk of 'conflict of interest' for the enforcing authority. An auditable record of the additional officer's involvement will also be kept.

7 Where to get further information

- 7.1 Copies of this document and other information/advice are available by writing to the Trading Standards Service using the address in 5.2 above.
- 7.2 We will make this policy available on tape, in Braille, large type, or in another language on request.



Norfolk County Council

LOCAL MONITORING AND ENFORCEMENT PROTOCOL

**For the Extraction and Processing of
Minerals, Waste Management Facilities and
for County Council Development under
Regulation 3 of the Town and Country
Planning General Regulations 1992**

in

Norfolk

November 2021

CONTENTS

1.0	BACKGROUND.....	3
2.0	GENERAL STATEMENT.....	4
3.0	MONITORING INSPECTIONS.....	5
4.0	INVESTIGATION AND ENFORCEMENT.....	6
5.0	THE RELEVANT ENFORCEMENT AUTHORITY.....	7
6.0	GENERAL GUIDANCE.....	8
7.0	INVESTIGATION PRIORITIES	12
8.0	PROSECUTIONS.....	15
9.0	MONITORING OF REGULATION 3 DEVELOPMENT.....	15
10.0	MEMBER PROTOCOL.....	16

1.0 BACKGROUND

- 1.1 This document provides supplemental guidance to the County Council's Enforcement Policy (Community and Environmental Services) and is provided in the context of specific requirements arising from planning legislation and the National Planning Policy Framework (NPPF) and associated guidance contained in the Planning Practice Guidance.

- 1.2 Paragraph 59 of the National Planning Policy Framework, July 2021 (NPPF) states,
'Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. They should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so.' In conjunction with the overarching CES Enforcement Policy, this Annex represents Norfolk County Councils Local Enforcement Plan for planning.

Commented [A1]: Updated references to this framework

- 1.3 Schedule 1 to The Town and Country Planning Act 1990 as amended sets down the responsibilities for Town Planning within a two-tier Planning Authority in England and Wales. Regulation 3 of The Town and Country Planning General Regulation 1992 authorises an authority to determine (subject to regulation 4), an application for planning permission by an interested planning authority to develop any land of that authority, or for development of any land by an interested planning authority or by an interested planning authority jointly with any other person, unless the application is referred to the Secretary of State under section 77 of the 1990 Act for determination by him.
- 1.4 The Development Plan for the County comprises the Norfolk Core Strategy and Minerals and Waste Development Management Policies Development Plan Document (DPD) 2010 -2026 (Adopted 2011), Norfolk Waste Site Specific

Allocations DPD adopted 2013, Norfolk Minerals Site Specific Allocations DPD adopted in 2013 and updated in 2017. The adopted Borough and District wide Local Plans, including Development Plan Documents and Area Action Plans. Adopted Neighbourhood Plans which have been developed by local communities, also form part of the Development Plan. The County Council maintains an up-to-date list of local planning authority policy documents and Neighbourhood Plans.

2.0 GENERAL STATEMENT

- 2.1 Section 19 of The Waste (England and Wales) Regulations 2011 makes it a duty that where a Planning Authority has planning functions in relation to establishments or undertakings carrying on disposal or recovery of waste, the Planning Authority must ensure that appropriate periodic inspections of those establishments or undertakings are made.
- 2.2 There are two elements within this plan. The first being periodic inspections (Section 3.0), the second being the investigation and enforcement of planning breaches (Sections 4-8).
- 2.3 Planning breaches are normally not criminal offences, and no sanction can usually be imposed. However, failure to comply with a formal notice is a criminal offence and making the person committing the breach liable to prosecution.
- 2.4 Where a planning breach occurs a Local Planning Authority (LPA - 'the Authority') is required to consider the expediency of formal enforcement action. Formal enforcement notices may be issued, including a Breach of Condition Notice, Enforcement Notice, Temporary Stop Notice, Stop Notice, Injunction, or Direct Action (following failure to comply with an Enforcement Notice). Enforcement action may result from any of the above or a combination of the above.
- 2.5 The Service of a Planning Contravention Notice constitutes formal action but does not in itself constitute enforcement. Rather it is a request for information relating to interests in the land and the nature of the alleged planning breach,

although failure to comply with notice may lead to formal enforcement action as may the information contained in the response.

- 2.6 Similarly, the serving of a notice requesting information on land ownership and occupation under Section 16 of Local Government (Miscellaneous Provisions) Act 1976 is not considered to be enforcement.
- 2.7 The taking of formal enforcement action is discretionary. The Authority may choose to take no action but will need to justify any decision not to enforce, and equally, any decision to take proportionate enforcement action. Any decision will be taken in line with this document and the County Council's Communities and Environmental Services policy on enforcement.

3.0 MONITORING INSPECTIONS

- 3.1 To ensure confidence in the planning control system it is essential that the public and operators are conscious of a fair and effective system of monitoring all authorised and unauthorised development.
- 3.2 Monitoring of permitted sites is an essential tool of controlling development and preventing problems from developing. It is this 'pro-active' approach that often enables officers to anticipate likely breaches of planning control arising before they occur. It enables them to take immediate action to ensure that deterioration in the situation does not arise.
- 3.3 There are currently over 200 operational and active mineral and waste sites in Norfolk. As there are no reserves of hard rock in Norfolk recycling of concrete and other rubble is a significant source of sub-base and fill material. The scale of an operation being undertaken at a site is not an accurate yardstick for allocating resources; experience will often show that small recycling and waste transfer sites can give rise to more complaints and the need for more officer time, in comparison with large sites.

- 3.4 Following an inspection of the site and relevant planning permissions, a report shall be prepared and copied to the operator/owner usually within two weeks of such inspection taking place. The report shall amongst other matters detail any breaches identified and specify timescales for compliance with conditions that have been breached.

MONITORING FEES

- 3.5 The Town and Country Planning (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations 2006 as amended, enables Mineral and Waste Planning Authorities (MWPAs) to charge operators, where sites have planning permissions for mineral extraction and/or waste landfill, for the reimbursement of the average costs calculated over all MWPAs providing a monitoring service.
- 3.6 The Authority has agreed a guidance note with minerals and waste operators on the charging regime for minerals and waste site inspections. The guidance note sets out the categories of sites and associated fees, the methodology for agreeing the number of site visits and the monitoring regime.

4.0 INVESTIGATION AND ENFORCEMENT

- 4.1 In seeking to secure the highest possible level of compliance with relevant legislation whilst conforming with The Human Rights Act 1998, The Police and Criminal Evidence Act 1984 (P.A.C.E.) the Enforcement Concordat, the Code for Crown Prosecutors the principal enforcement activities of the Authority are directed towards avoidance of infringements. It is nevertheless inevitable that breaches and offences will occur, and the purpose of this protocol is to ensure that they are resolved in a consistent, transparent, balanced and fair manner.
- 4.2 Similarly, where an operator carries out development without complying with the conditions attached to a planning permission and this gives rise to problems leading to an unacceptable injury to amenity, the County Council's approach will be to seek to remedy the injury in the first instance by negotiation and persuasion.

- 4.3 All enforcement action, be it verbal warnings, the issue of written warnings, statutory notices, or prosecution, is primarily based upon assessment of risk to public health, public safety, harm to amenity, economic well being or the environment.
- 4.4 Where appropriate, this Authority will endeavour to recover money under the Proceeds of Crime Act 2002.
- 4.5 This Authority will ensure that all clients subject to any enforcement action are informed of what is expected and the procedures that will be followed. This is to aim to avoid any misunderstandings and ensure transparency of all enforcement action.
- 4.6 This Authority, in exercising its function of ensuring compliance with planning control will:
- where there is serious harm caused to the amenity, take immediate action against a breach of planning control to stop further damage;
 - in all other instances, seek to resolve any problems within a reasonable timescale by discussion and negotiation without the need to resort to legal action;
 - only take enforcement action where it is necessary to do so to protect the public interest or to protect the environment, people and transport systems and the amenity of the area in accordance with the provisions of the local development framework;
 - ensure that action is always commensurate with the breach of planning control;
 - Give due regard to current legislation, policy framework, instructions, appeal decisions and relevant judicial authority;
 - where appropriate take into account comments made by the general public and consultees;
 - enable acceptable development to take place, even though it may initially have been unauthorised;

- maintain the integrity of sites having interests of acknowledged importance;
- where appropriate maintain liaison and contact with the general public, and mineral and waste operators.

5.0 THE RELEVANT ENFORCING AUTHORITY

- 5.1 There is often an overlap of enforcement of activities involving waste disposal and recycling between the Authority, the District and Borough Councils' Environmental Health Departments (EHO) and the Environment Agency (EA). Where the unauthorised activity results in, or has the potential to result in, pollution, the EA will normally be the lead Authority. Where the activities involve a statutory nuisance the District Council EHO may be better placed to take action. In all cases that potentially involve the above bodies, consultations and discussions will take place to see which Authority is in the better position to lead the investigation and if necessary, take action.
- 5.2 The Authority will have regard to the fact that unauthorised development and some breaches of planning conditions involving wastes may be a criminal offence under legislation enforced by the EA and the Authority will liaise with the EA accordingly. The EA may be in a stronger position to ultimately remedy harm to amenity by way of prosecution and enforcing cessation of the harmful activities. In cases where unauthorised development causes or has the potential for serious harm to human health the Authority will have regard to the fact that it may be more appropriate for the HSE to be the lead Authority and will liaise with them accordingly.
- 5.3 Norfolk County Council is a two-tier Authority with seven District, Borough and City Councils; King's Lynn and West Norfolk Borough Council, Breckland District Council; North Norfolk District Council; South Norfolk District Council; Broadland District Council; Norwich City Council and Great Yarmouth Borough Council. All of whom are also planning authorities. In addition to these councils the Broads authority also has planning responsibilities for the Norfolk and Suffolk Broads area.
- 5.4 It is the intention of the County Council to work closely with other regulatory bodies when investigating and remedying an alleged breach of planning control. The

County Council in dealing with all complaints concerning an alleged breach of planning control will identify the authority responsible for taking action and redirect complaints to other regulating bodies where necessary.

6.0 GENERAL GUIDANCE

6.1 The County Council will have regard to the provisions of the development plan (see paragraph 1.4) and any other material considerations in the enforcement of planning control.

Commented [A2]: Inclusion of earlier reference to development plans

6.2 This Authority remains committed to fostering business enterprise and prosperity, provided that the necessary development can take place without unacceptable harm to local amenity. . Whilst the Authority has a general discretion to take enforcement action when they regard it expedient, it does not condone wilful breaches of planning law. Moreover, in some cases effective enforcement action is likely to be the only appropriate remedy where a breach is causing unacceptable harm. The Authority will be guided by the following considerations:

-

- (i) The Commissioner for Local Administration (the local ombudsman) has held, in a number of investigated cases, that there is "maladministration" if an Authority fails to take effective enforcement action which was plainly necessary or where an Authority fails to consider whether to take formal enforcement action or not and be able to show their reasoning for not initiating formal action, often resulting in an award of compensation payable to the complainant for the consequent injustice;
- (ii) The planning regulatory provisions are to ensure proper land use and to resolve breaches of planning control by removing unacceptable impacts on the environment and the amenity of the area. This ensures a 'level playing field' for legitimate businesses to develop and prosper.

- (iii) Enforcement action should always be commensurate with the breach of planning control to which it relates (for example, the Authority would usually consider it inappropriate to take formal enforcement action against a trivial or technical breach of control which causes no harm to amenity in the locality of the site); and
- (iv) Where the Authority's initial attempt to persuade the owner or occupier of the site voluntarily to remedy the harmful effects of unauthorised development fails, negotiations will not be allowed to hamper or delay whatever formal enforcement action may be required to make the development acceptable on planning grounds, or to compel it to stop.

6.3 It is not an offence to carry out development without first obtaining planning permission for it. If the Authority's initial assessment indicates it is likely that planning permission would be granted for development which has already taken place, the person responsible will be asked to submit a retrospective planning application. However this initial assessment is not binding on the Authority's subsequent decision to grant or not grant planning permission.

6.4 While it is clearly unsatisfactory for anyone to carry out development without first obtaining the required planning permission, an enforcement notice will not normally be issued solely to "regularise" development which is acceptable on its planning merits, but for which permission has not been sought. This would only apply to development which would be granted without any planning conditions being attached to control the development.

6.5 The Authority will not normally invite an owner or operator to submit a planning application if the unauthorised development is contrary to development plan policies or if it appears that any actual or potential harm cannot be made acceptable by the imposition of planning conditions; however, we cannot prevent a landowner who is determined to apply for permission retrospectively.

6.6 If an operator or owner submits a planning application that the Authority has

requested, the Authority will not normally consider formal enforcement action whilst the application is being considered. If agreement can be reached between the operator and the Authority about the operation being reduced to an acceptable level (e.g. hours of operation, use of plant and equipment, routing of vehicles etc) during any period between a planning application being submitted and its determination, and the person concerned honours the agreement, formal enforcement action may be avoided

- 6.7 Where the Authority considers that development has been carried out without the requisite planning permission, but the development could be made acceptable by the imposition of planning conditions the owner or occupier of the land will be invited to submit an application, and pay the appropriate application fee, voluntarily. However, if, after a formal invitation to do so, the owner or occupier of the land refuses or fails to submit a planning application in these circumstances within a reasonable timescale, the Authority will consider whether to take formal enforcement action.
- 6.8 Accordingly, where an owner or occupier of land refuses or fails to submit a planning application which would enable the LPA to grant conditional planning permission, the Authority will be justified in issuing an enforcement notice if, in their view, the unauthorised development has resulted in any harm, or has the potential to cause harm, which can only be satisfactorily removed or alleviated by imposing conditions on a grant of planning permission for the development.
- 6.9 If the location of the unauthorised development is unacceptable, but relocation is feasible, it is not the Authority's responsibility to seek out and suggest an alternative site to which the activity might be satisfactorily relocated. However, if an alternative site has been suggested, the Authority will make it clear to the owner or occupier of the site where unauthorised development has taken place that he is expected to relocate to the alternative site within a reasonable timescale. In such circumstances the Authority will usually agree a reasonable time-limit within which relocation should be completed.

- 6.10 What is reasonable will depend on the particular circumstances, including the nature and extent of the unauthorised development; the time needed to negotiate for, and secure an interest in, the alternative site; submit a planning application (if required) for the alternative site; consultation timescales; and the need to avoid unacceptable disruption during the relocation process. If the owner or operator fails to provide justification for a suggested timescale, the Authority will set a timescale it considers reasonable. If a timetable for relocation is ignored, or it is evident that appropriate steps are not being taken to progress the relocation, the Authority will consider formal enforcement action. In that event, the compliance period in the notice will specify what the Authority regard as a reasonable period to complete the relocation.
- 6.11 Nevertheless if the unauthorised development is causing unacceptable harm to the environment or amenity, the Authority will consider issuing an Enforcement Notice and/or Stop Notice even if an alternative site has been identified and steps have been made towards relocation. The Authority considers that any difficulty or delay with relocation will not normally be a sufficient reason for delaying formal enforcement action to remedy unacceptable unauthorised development.
- 6.12 Where the Authority considers that unacceptable unauthorised development has been carried out, and there is no realistic prospect of its being relocated to a more suitable site, the owner or occupier of the land will be informed that the Authority is not prepared to allow the operation or activity to continue at its present level of activity, or (if this is the case) at all. If the development nevertheless provides valued local employment, the owner or occupier will be advised how long the Authority is prepared to allow before the operation or activity must stop, or be reduced to an acceptable level of intensity. If agreement can be reached between the operator and the Authority about the period to be allowed for the operation or activity to cease, or be reduced to an acceptable level, and the person concerned honours the agreement, formal enforcement action may be avoided. However, the Authority will have regard to the possibility of intensification of the development after expiry of the statutory period for

enforcement action. If no agreement can be reached, the issue of an enforcement notice will usually be justified, allowing a realistic compliance period for the unauthorised operation or activity to cease, or its scale to be acceptably reduced.

7.0 INVESTIGATION PRIORITIES

- 7.1 Investigating and remedying alleged breaches of control is labour intensive and the level of service provided is directly proportional to the resources available for regulating planning control. The demand for resources in this area naturally fluctuates over time and while the service will endeavour to match resources to demand, the level of service provided may vary over time.

COMPLAINTS

- 7.2 A complaint/incident is an event or matter that is either brought to the Authority's attention or that monitoring, and control officers may become aware of as part of their duty, and which may have a planning related impact. The type of complaints/incidents received by the Authority are split into 3 priorities:
- 7.3 Priority 1
Immediate or irreparable harm to the environment or immediate and substantial harm to amenity. Harm would be assessed in relation to impact on the environment. E.g. the impact of mineral, waste and Regulation 3 development would often be greater in an area close to residential amenities than it would be in the open countryside. The Authority will respond to the complainant within 24 hours and investigate the complaint within 3 working days. It should be noted that in cases giving rise to immediate and substantial harm there are often more appropriate regulatory regimes outside the planning system. Officers will work cooperatively with other agencies in such cases (see paragraphs (5.1 to 5.4))
- 7.4 Priority 2
On-going low-level harm to amenity or moderate and reparable impact on the environment. E.g., HGV's occasionally going in the wrong direction and causing the road verge to break up. The Authority will respond to the complainant within 3 working days and investigate the complaint within 1 working week.

Commented [A3]: Inclusion of reference to other regulatory regimes which may be relevant to planning matters

7.5 Priority 3

Occasional harm to amenity or the raising of long-standing issues leading to low level impact on the environment e.g. concerns about the permitted type of material (sand or waste) stored on a site with permission, but in the wrong place or slightly higher than the agreed height. The Authority will respond to the complainant within 3 working days and investigate the complaint when the relevant officer is next in the area, but no later than one month of the receipt of complaint.

INVESTIGATION OF BREACHES

7.6 A response to an alleged breach will also require a record of the outcome of investigation. Where there is continued non-compliance, and this results in further visits and investigation then these should additionally be recorded. However, where the operator is taking known action to resolve the problem then this is classified as an ongoing event. It is not necessary to record this as a new breach.

7.7 Where separate members of the public report complaints/incidents about different issues relating to a site then these should be recorded as separate breaches. Where multiple residents complain about the same incident then this is recorded as a single breach.

7.8 As part of our regular monitoring of planning permissions there are matters identified by officers that if reported to us separately would have been dealt with and recorded as a breach. These will be recorded, and information captured. The same applies as above in that, where there is continued non-compliance then this will be reported as a single breach.

7.9 The Monitoring and Control Team will liaise with the Legal Services; Environment Agency; District Council or any other relevant Authority as necessary throughout the investigation.

7.10 When complaints about alleged breaches of planning control are received, they

will be properly recorded and investigated. If the Authority decides to exercise its discretion not to take formal enforcement action it should be prepared to explain its reasons to the complainant, including where complaints are attributable to repeated allegations from vexatious complainants, and they have been previously proved unsubstantiated.

- 7.11 The Authority will ensure that anyone who does complain about a breach of planning control is dealt with in a polite, efficient and responsive way. All complaints that are received will be recorded and stored on a complaints register, which is an electronic and paper based system. The complaints register will enable the receiving officer to detail both the nature of the complaint and the action the Authority has taken to resolve it. Keeping a record of complaints will enable the Authority to assess and improve its overall service.
- 7.12 It may not always be necessary to visit sites to satisfactorily resolve a complaint. However, in most cases it may be necessary to establish whether there has been a breach of planning control by visiting the site. Where, following the investigation of a complaint, the Authority decides not to take formal enforcement action to resolve a substantive issue, the matter being satisfactorily resolved by other methods, the reason for this decision will be explained to the complainant upon request. If, however, the Authority elects to instigate enforcement proceedings against the offender the complainant will be notified of the progress of that action.
- 7.13 The County Council in dealing with all complaints concerning an alleged breach of planning control within their responsibility will:
- treat them confidentially as far as practical;
 - ensure that they are acknowledged and actioned within the timescales prescribed in the priority rating;
 - deal with them expeditiously in a professional and efficient manner;
 - visit the site where necessary, and establish whether there has been a breach of planning control;
 - notify the complainant upon request of the progress of any action taken to

resolve substantive matters forming the basis of the complaint;
notify the complainant if the authority elects to commence enforcement action
against the alleged breach of planning control and be prepared to explain the
reason in the event formal enforcement action has not been taken.

8.0 PROSECUTIONS

- 8.1 Subject to the Evidential and Public Interest tests Persons who fail to comply with a formal notice will normally be prosecuted.

9.0 MONITORING OF REGULATION 3 DEVELOPMENT

A procedure has been agreed between Norfolk County Council's Children's Services Department and the Monitoring and Control Team whereby Schools development which falls within Regulation 3 of The Town and Country Planning General Regulation 1992 can be monitored and a fee levied. Developments where planning permission was granted for permanent external substantial building works will be subject to this regime.

- 9.1 Prior to the inspection taking place, notification will be passed to the applicant informing them that an inspection will be scheduled for a given school. An initial list of developments has been agreed with Children's Services and notification of future inspections will be sent out to individual applicants.
- 9.2 Where a development has been permitted on an open school an appointment will be made prior to inspection. This generally ensures that the school will allow the officer onto the site without issue and, if required, allocate a member of staff to accompany the officer. This will also allow the inspecting officer to check that work has begun prior to going on site.
- 9.3 Where a planning permission is found not to have been implemented it will be removed from the list and an invoice will not be raised. It is generally agreed that a single chargeable inspection will be required for smaller developments such as extensions, although a second non-chargeable visit may be required after completion of the development.

- 9.4 For major developments, such as new schools, two chargeable visits per year for the life of the construction phase will be required. A final chargeable visit to check completion and landscape implementation will also be required.
- 9.5 Failure to comply with all planning conditions could result in further chargeable visits being undertaken until full compliance is achieved. There will be a maximum of two chargeable visits per school in any one financial year.
- 9.6 Once the report has been completed, it will be sent to the applicant along with a copy of the planning permission and an invoice for payment.

10. MEMBER PROTOCOL

- 10.1 Local Norfolk County Council members will be informed when an Enforcement Notice is served in their division.
- 10.2 Members of the Council will be presented on a regular basis of not less than once per year with a report detailing the decisions made under delegated authority, performance statistics and enforcement update for the work of the Monitoring and Control Team.

November 2021

Norfolk County Council Flood and Water Management Enforcement Protocol

1.0 Introduction

This document provides supplemental guidance to Norfolk County Council's Community and Environmental Services (CES) Enforcement Policy, and is provided in the context of specific requirements arising from the Flood and Water Management Act 2010 and the Land Drainage Act 1991.

Norfolk County Council (NCC) is the Lead Local Flood Authority (LLFA) for the county. This role is fulfilled by the Flood and Water Management team.

This Protocol and guidance note has been adapted from best practice identified within local authorities in England. It is intended for use as guidance by Risk Management Authorities, developers and landowners.

2.0 Regulation of Ordinary Watercourses

The Lead Local Flood Authority has powers under the Land Drainage Act 1991 to exercise its regulatory powers in relation to watercourses outside of Internal Drainage Board areas and where they are not Environment Agency designated main rivers.

The Lead Local Flood Authority will take a risk-based and proportionate approach to exercising its regulatory powers under the Land Drainage Act 1991, taking into account the location and nature of any nuisance caused by;

- the failure to repair or maintain watercourses, bridges or drainage works
- un-consented works
- impediments to the proper flow of water

This approach will take into account whether the contraventions have or are likely to increase flood risk and what the consequences of any increase in risk may be. Where works are un-consented the Lead Local Flood Authority would require the landowner, person and/or Risk Management Authority responsible for the works to prove that the un-consented works would not cause a nuisance or increase flood risk.

With regards to the causes of the nuisances described above, the Lead Local Flood Authority has powers under Sections 21, 24 and 25 of the Land Drainage Act 1991 to serve notice on individuals who have caused contraventions.

In issuing a notice the Lead Local Flood Authority may set out the works required to resolve the contravention to an acceptable standard and the date by which the works should be completed.

If the works are not completed by the date set out in the notice, the Lead Local Flood Authority may take action to remedy the effect of the contravention or failure and seek to recover the costs incurred, as well as pursue any necessary prosecution.

3.0 Guiding Principles

Enforcement under the Land Drainage Act, 1991 will be carried out using the guiding principles as set out in the CES Enforcement Policy.

4.0 Process

a) Initial response

Where the Lead Local Flood Authority receives a complaint in relation to an ordinary watercourse, we will carry out an initial assessment to establish whether the actual or potential flood risk meets our threshold for intervention. We aim to complete this assessment within 21 days. However, there will be occasions when it is necessary to extend the period of assessment for more complex matters and/or to accommodate exceptional circumstances e.g. weather, flood conditions, etc. At the outset the complainant will be informed of the case officer who will follow up the enquiry and of the outcome of the assessment.

b) Initial assessment

The threshold for intervention will be based on the Lead Local Flood Authority's [impact criteria](#).

To assess the potential impact the initial assessment will consider the on-site conditions, any available historical data and high-level indicators of potential risk, such as Environment Agency (EA) Flood risk maps for surface water flooding and flooding from rivers. It will also consider any other status of land e.g. conservation designations, common land etc.

To substantiate incidents of actual flooding as part of the initial assessment we will need to be provided with one or more of the following types of evidence:

- I. An insurance claim
- II. Records from Risk Management Authorities i.e. Anglian Water, District Councils
- III. Dated photos of the event
- IV. Written report from a Risk Management Authority

The evidence supplied will be determined in line with the guiding principles as set out in the CES Enforcement Policy.

The Lead Local Flood Authority may close an enforcement case file, where there is a lack of physical evidence to corroborate the impact of a flood event. If further relevant evidence was to come forward, then the Lead Local Flood Authority may re-open the case file and undertake a further investigation.

C) Further Investigation

Where the initial assessment has identified an actual or potential risk of flooding that exceeds the adopted impact criteria, but where a site inspection has failed to identify the primary cause of the problem the authority may;

- consult with other organisations including other local authorities, Highway Authorities, Environment Agency, Natural England as appropriate.
- require or commission appropriate site surveys and inspections.

In deciding whether or not to carry out the above steps the LLFA will consider whether it is in the public interest to do so. Having regard to the actual and potential impacts of the flooding, the costs of carrying out the works and the likelihood of obtaining sufficient evidence to enable enforcement activity. Where the Lead Local Flood Authority is made aware of breaches of other legislation it will advise the appropriate authorities.

D) Outcome of initial assessment/Further Investigation

Once an initial assessment/further investigation has been carried out the complainant will be informed in writing as to the next course of action and this may include;

- I. Informing relevant party(s) of works that are required to be undertaken within the set timescale OR
- II. No further action by the LLFA and:
 - Providing advice to those affected on referral to the [First Tier Tribunal \(Property Chamber\), Agricultural Land and Drainage \(AL&D\)](#) or other relevant organisation, where appropriate
 - Informing relevant parties of their [riparian responsibilities](#)

Where it is considered that further action needs to be taken by the relevant landowner, person and/or Risk Management Authority responsible this will be explained within the letter that sets out the outcome of the initial assessment/further investigation. This will include the following:

- An explanation of the problem and the remedy required in accordance with the Land Drainage Act 1991.
- Depending on the nature of the problem we aim to ensure that remedial work is carried out within the timeframe specified in the letter (between 7 and 21 days of the date of the letter). However, there will be occasions when it is necessary to extend the period of compliance for more complex matters and/or to accommodate exceptional circumstances e.g. weather, flood conditions, etc. The time allowed will be reasonable in the circumstances. The extent of the work required will be proportionate to the scale of the problem.

- In certain circumstances practicalities may not allow for works to be done within the timeframe specified in the letter. The Lead Local Flood Authority will assess the circumstances with regards to enforcement and whether any works need to be deferred or amended to take into account the impacts of any works on wildlife. Examples where this may occur include:
 - Seasonal farming practices and Environmental Schemes can restrict access or time schedules to carry out works;
 - The nesting season for some birds occurs between the 1 March and 31 August and works might cause disruption if nests are present;
 - Presence of protected species will influence when it is most appropriate to carry out work.

Seeking resolution prior to serving notices

The Lead Local Flood Authority will seek to resolve the situation by means of negotiation with the person responsible and obtain compliance with a request to satisfactorily undertake the work required.

Serving notices under the Land Drainage Act 1991

If a positive response to the Lead Local Flood Authority's letter has not been received within the timescale specified and on inspection no work has been satisfactorily undertaken as required, a notice under the relevant section of the Land Drainage Act 1991 will be served. The notice will include the nature of the work to be carried out, the period within which it is to be carried out and any relevant right of appeal to a magistrates' court within 21 days of service of the notice (where applicable). A Notice under the Land Drainage Act 1991 is a legal document formally requiring specific work to be carried out within a set timescale.

A letter will accompany the notice and inform the responsible person that in the event of their failure to satisfactorily undertake the work, the Lead Local Flood Authority may carry out the work itself and recover from the person responsible the expenses reasonably incurred in doing so which will include recovering the costs of pursuing the case.

Enforcement of notices

Following service of the notice, one of four things will happen: -

- The responsible person will carry out the work to the satisfaction of the council.
- The responsible person may appeal the notice.
- The responsible person will fail to carry out the work to the satisfaction of the Lead Local Flood Authority and the Lead Local Flood Authority will seek to recover their expenses; and /or

- The Lead Local Flood Authority will, where appropriate, decide whether to take a prosecution against the responsible person, in addition to carrying out the work and seeking to recover the costs of that work.

Completion of proceedings

If the responsible person complies with the notice and completes the work to the satisfaction of the Lead Local Flood Authority, the Lead Local Flood Authority will write to the responsible person confirming the closure of the case and the end of the action.

No further action

The Lead Local Flood Authority may take no action where:

- there is no actual or potential risk to properties or infrastructure; and/or
- that the matter complained of is not the cause of the drainage problem; and/or
- the matter is trivial in nature

If this is the case, the complainant will be advised accordingly, and a written communication will be sent to the complainant explaining the reason why no action is to be taken. The complainant will also be referred, where appropriate, to the [First Tier Tribunal \(Property Chamber\), Agricultural Land and Drainage \(AL&D\)](#) or other relevant organisation. The riparian owner will also be informed, as appropriate.

Examples of matters not requiring action may include minimal silting of the watercourse, slight vegetation overgrowth, the accumulation of a small quantity of debris etc

Advice

The Lead Local Flood Authority will provide basic information and advice to individuals of their riparian ownership responsibilities and of the route for appeal against other riparian owners where appropriate. The Lead Local Flood Authority may suggest that independent legal and/or technical advice is sought, where appropriate.

Data Protection

Information may be shared with [Risk Management Authorities](#) under Section 13 and 14 of the Flood and Water Management Act 2010 in order to exercise flood and coastal erosion risk management functions.

This information will be held securely, and any processing will be performed in line with the requirements of the Data Protection Act 1998 and the General Data Protection Regulation from 25 May 2018. Norfolk County Council is registered as a Data Controller with the Information Commissioner's Office. Further details about how we process personal data can be found in our [Privacy Notice](#).

Further Information

Please consult the [Glossary of terms](#) document which supports this protocol.

Norfolk Fire and Rescue Service

Fire Safety Policy Directive

ENFORCEMENT POLICY STATEMENT (England and Wales)

Introduction

We are approachable and want to engage with and hear from you.

The following pages explain our enforcement policy. This document is supported by other documents required by the Regulators Code, namely our Service Standards and our Challenges, Appeals and Complaints procedure. This guidance has been produced in consultation with the Better Regulation Delivery Office (now Regulatory Delivery). This policy aims to explain our approach to our regulatory functions in relation to fire safety and public safety in our communities. It also explains the behaviours that business can expect receive from us and legal constraints and frameworks under which we operate.

Quick guide

1. Introduction

The Norfolk Fire and Rescue Service (and its officers) will exercise its regulatory functions in accordance with the principles of better regulation and will comply with all relevant laws. Business should have a mainly positive experience of being regulated by the Service.

2. Principles

The Service is tasked with seeing that people are safe in case of fire and believes that deaths and injuries caused by fire in regulated premises are preventable, if the right measures are taken. The Service and its officers will engage and work with business, in preference to enforcing fire safety standards.

3. Regulation

The purpose of enforcement action is to bring about improvements in safety and in attitudes to providing safety. While the Service has laid down procedures for its officers, we will take each case on its merits.

4. Helping Those We Regulate (Transparency)

The Service aspires to help regulated businesses and to work with them to resolve fire safety problems but will robustly enforce where the risk to people is highest and when those responsible refuse to help them.

5. Targeting

The regulatory policy of the Service focuses on risk in case of fire and in places where we will be most effective in saving life.

6. Accountability to Those We Regulate

The Service is accountable for its actions and is open to analysis and questioning of our regulatory work.

7. Principles of Enforcement Action

A range of relevant factors will be considered before any enforcement action is taken by the Service. When action must be taken to improve safety, the Service will be clear about what is required.

8. Our Enforcement Action

The Service would rather work with business to make places safe than enforce against them. When enforcement is needed; we will be clear about what must be done. Letters or notices may be sent to confirm what business needs to do to. All enforcement will be proportional to the risk.

9. After Enforcement Action

The Service encourages dialogue and open communication during and after the enforcement process. Requirements for safety and how to challenge what we are asking for will be made clear.

10. Failure to Comply with Requirements

When the Service makes an enforcement decision, there might be a route to appeal or challenge what we have said. How to do this (and how to complain about our behaviour) will be made clear. Business can talk to us.

11. Simple Cautions and Prosecution

If an offence has been committed, it means the law has been broken and the Service can take the matter to court. In addition to going to court, there are other actions that the Service can take.

12. Public Register

The Service must enter details of certain notices (called “relevant notices”) into a register to which the public have access. (In accordance with the Environment and Safety Information Act 1988). Further details are available on request or from the [Enforcement Register](#)

13. Other Duties of the Service

As well as ensuring that people are kept safe in case fire, the Service is also responsible for some other laws relating to public safety.

14. Data Protection

The Service will comply with data protection laws.

15. Freedom of Information

The Service is subject to the Freedom of Information Act, which provides a right of access to regulatory information held by the Service.

-End-

More on the Introduction

1.1 This statement sets out the service that business and others being regulated by the Norfolk Fire and Rescue Service can expect from its regulatory and enforcement function and its appointed inspectors. It goes some way to satisfying the Regulators' Code by committing the Service and appointed inspectors to the principles of good enforcement with the assistance of effective procedures and clear guidance, which can be viewed by businesses and members of the public. [Policy](#)

1.2 This Enforcement Policy Statement has been prepared with regard to the following legislation and statutory guidance:

The Regulators Code

The Regulatory Enforcement and Sanctions Act 2008

The Legislative and Regulatory Reform Act 2006

The Legislative and Regulatory Reform (Regulatory Functions) Order 2007

The Environment and Safety Information Act 1988

The Regulatory Reform (Fire Safety) Order 2005

The Licensing Act 2003

The Explosive Regulations 2014

The Petroleum (Consolidation) Regulations 2014

1.3 The primary function of the regulatory part of the Service is to achieve safety in case of fire (in premise to which fire safety law applies).

More on Our Principles

2.1 Fire safety regulation is founded on the principle that people should be kept safe in case of fire. We regulate to help secure this safety and through our regulation, we aim to provide a consistently high quality service to those we regulate. Our regulatory activity generally extends to premises in which there is a trade, business or other undertaking.

2.2 Non-compliance with fire safety law will mean that, in our view, people are at risk in case of fire. Where we identify people at risk in case of fire, we will respond proportionately to that risk; taking account of the likelihood and severity of the risk, in line with our service standards.

2.3 The Service believes in firm but fair enforcement of fire safety standards. We aim to achieve this by:

- proportionally applying the law to secure safety;
- being consistent in our approach to regulation;
- targeting our resources and enforcement action on the highest risk;
- being transparent about how we operate and regulate; and
- being accountable for our actions.

2.4 We will have regard to the Regulators Code when developing the policies and procedures that guide our regulatory activities. We will encourage and promote fire safety while minimising the associated costs of providing safety from fire.

2.5 We believe that by fostering good relationships with our business community and by working with them, we can improve public safety, business resilience, and can remove any unnecessary burdens of complying with fire safety law.

2.6 The Service will endeavour to engage with the business community, to seek their views about our policies and practices. (Details of engaging with us are available on request and on our website)

2.7 In the most serious cases of danger in case of fire, we will take immediate and decisive action to secure safety, for example by serving a prohibition notice that can stop people from using the premises.

For more information see [CFOA fire safety law web pages](#)

More on the way we approach regulation

3.1 In accordance with the Regulators Code, the Service takes enforcement action (and imposes sanctions and penalties) to:

- (a) change the behaviour of the offender;
- (b) change societal attitudes to the risks from fire;
- (c) eliminate financial gain or benefit from putting people at risk in case of fire;

- (d) exercise a proportionate response to the nature of the offence and the harm caused;
- (e) restore safety to premises where fire safety risks were found; and
- (f) encourage fire safety to be secured in future.
- (g) impose an appropriate sanction for the particular offender, which can include punishment through the courts (and the public stigma that should be associated with a criminal conviction);

[Click here for more information on the Regulators Code](#)

3.2 Avoiding fires is better than protecting people when fire occurs. Where fire is likely and / or the consequences of fire pose a hazard to people, it becomes necessary for us to take action (against the responsible person / duty holder) to reduce the risk. We have a wide range of enforcement action available to us. The actions we may take include:

- (a) no action;
- (b) providing advice;
- (c) informal action;
- (d) formal action (including enforcement, alterations and prohibition notices);
- (e) taking samples of dangerous materials or extracts of recorded information; and
- (f) securing information to prepare for prosecutions.

3.4 The enforcement actions listed above are not written in an absolute order of escalation. Enforcement action taken by the Service is scalable and appropriate to the risk to people in case of fire.

3.5 When formal enforcement action is necessary, each case will be considered on its merits. All enforcement decisions will be fair, independent and objective. They will not be influenced by issues such as ethnicity or national origin, gender, religious beliefs, political views or the sexual orientation of the suspect, victim, witness or offender. Such decisions will not be affected by improper or undue pressure from any source.

3.6 All enforcement activities, including investigations and formal actions, will always be conducted in compliance with the statutory powers of the officer and all other relevant legislation, including but not limited to the Police and Criminal Evidence Act 1984, the Criminal Procedure and Investigations Act 1996, the Human

Rights Act 1998, and the Regulation of Investigatory Powers Act 2000, and in accordance with any formal procedures and codes of practice made under this legislation so far as they relate to the regulatory activity of the Service.

More on helping those we regulate

- 4.1 We will help those responsible for delivering safety in case of fire (responsible persons and duty holders) to understand what is expected of them and what they should expect from the Service. Legal requirements will be clearly distinguished from best practice or non-statutory fire safety advice. We will publish guidance in a clear, accessible, concise, format using media appropriate to the target audience, in plain language.
- 4.2 (Details are available on request and on our website}.

More on Targeting

- 5.1 Our policy on inspections will be to focus primarily on those whose premises and activities give rise to the most serious risk to life in case of fire. In making an assessment of risk, we will take into account the fire safety record of those we regulate and the current risks to people in case of fire.
- 5.2 We will maintain a strategy that will identify and evaluate risks in premises as well as to the wider community and allocate resources to carry out inspections accordingly. We want to see fire safety provided in buildings and may take action against those regarded as putting people at risk in case of fire.
- 5.3 Earned recognition may be awarded to businesses for assurance of safety, including for example external verification of safety systems / practices.
- 5.4 Our Service Standards and plans including details of our risk-based approach to risk and are available on request.

More on our Accountability

- 6.1 The Service is accountable to its community for its actions. This means we must have policies and standards against which we can be judged, and an effective

and easily accessible mechanism for dealing with comments and for handling complaints.

6.2 Details are available on request and on our website [Complaint](#)

More on the Principles of Enforcement Action

7.1 In assessing necessary and proportionate enforcement action, consideration will be given to (amongst other things):

- the safety history at the premises,
- the history of operational attendances and false alarms at the premises,
- safety referrals to the premises from other authorities / interested parties,
- any Primary Authority relationship that might be in place with the business,
- the adequacy of fire safety arrangements at the premises,
- the attitude of the responsible person / duty holder to providing safety,
- statutory guidance,
- codes of practice, and
- legal advice.

7.2 Certain enforcement action, such as the decision to use a Simple Caution and / or the decision to investigate for prosecution, is further and specifically informed by those matters set out below at section 11

7.3 In every case, when we require action to remedy unsafe conditions, we will explain the nature of the unsafe conditions to those responsible and will confirm the same in writing.

7.4 Because, subject to any letter or notice we give, work must be done to improve or secure the safety of people in case of fire; we will agree reasonable timescales within which the work must be completed that are agreed with those responsible.

More on Our Enforcement Action

- 8.1 The Service will offer duty holders information and advice both verbally and / or in writing. This will include an explanation of why any specified work is necessary and a time period within which the specified work should be completed. Educating, informing and advising responsible persons and duty holders about their duties under fire safety legislation will form a fundamental element of our enforcement regime. The Service will fulfil its obligation under section 6(2) of the Fire and Rescue Services Act 2004 to give on request, advice on fire safety free of charge.
- 8.2 Where we find risks to safety, we may deal with them by informal means or (where appropriate) we may take formal action by serving alterations, enforcement and / or prohibition notices. We may also issue Simple Cautions, and (in the most serious cases) may prosecute. Before formal enforcement action is taken, inspectors will provide the person responsible with an opportunity to discuss the circumstances of the case and, if possible, resolve points of difference without recourse to formal enforcement action (unless immediate action is required to reduce the risk to life or to prevent evidence from being destroyed).
- 8.3 In certain circumstances, after evaluating the safety at premises, no action may be required. This will be the case when the safety of people in case of fire has been adequately secured.
- 8.4 If the likelihood of fire is high and the consequences in case of fire are low, advice may be given on how the likelihood can be reduced. Advice may also be given where the consequences of fire might cause harm to people but can be simply avoided. Advice can also be given to point out good practice or to signpost business continuity advice or other business protections, for example protection from flooding.
- 8.5 Where the likelihood of fire is low / medium or the consequences of a fire are slight, informal action will be taken. Informal action will take the form of a letter, pointing out that people are at risk in case of fire, where in the building they are located and what has led to them being put at risk as well as what should be done to provide safety and how to prevent the same danger from recurring.

Informal action may also be taken, if those responsible have displayed clear intentions to undertake corrective action. Failure to respond to informal action can result in escalation to formal enforcement action.

8.6 Formal action will take the form of serving a Notice (alterations, enforcement, and / or prohibition notices). Formal action will be taken when the consequences of fire are such that people are likely to be harmed, suffer serious injury or death. It can require specific action to be taken or certain activities to cease.

8.6.1 Where a reasonable known change to premises or to the use of premises could result in a significant increase in the risks to people on the premises, we may serve an Alterations Notice, which requires the responsible person / duty holder to notify us, before making that known change.

8.6.2 Enforcement Notices require improvements in safety and will point out: that people are at risk in case of fire; where in the building they are located; and what has led to them being put at risk, as well as what should be done to provide safety and how to prevent the same danger from recurring. Enforcement Notices include a reasonable period of time for safety to be put in place. Failure to respond to a formal Notice can result in escalation to an investigation for prosecution.

8.6.3 Where immediate action is considered necessary to keep people safe from fire, a Prohibition Notice, which can prohibit or restrict the use of premises, can be served. An explanation of why such action is required will be given at the time and confirmed in writing. Whereas a Prohibition Notice requires action to remove imminent and immediate risks in case of fire, an Enforcement Notice might also be served to deal with less imminent risks in case of fire.

8.7 Fire Safety law gives power to warranted inspectors to take samples of dangerous materials or extracts of recorded safety information and documents. When we take materials or documents we will provide an appropriate receipt.

8.8 In the most serious of cases we will gather information and conduct an investigation to prepare for a prosecution. The decision to prosecute a case will be taken by those with authority to do so in accordance with our Scheme of Delegations.

- 8.9 All our members of staff that make enforcement decisions will be required to follow the Regulators Code.

More about After Enforcement Action

- 9.1 When the Service takes enforcement action we will discuss what is required to achieve safety for relevant persons with the responsible person / duty holder (taking into account the circumstances of the case, if they have been explained to us).
- 9.2 The Service will clearly explain any advice, required actions or decisions taken at the time of our visit and will be willing to discuss such matters on any future occasion to ensure those responsible have clarity of what must be done.
- 9.3 Our letters and notices will provide details in writing of what must be done and how to appeal against any of our regulatory decisions. Our letters and notices will also explain what will happen next, especially if you do not undertake the work. Our web-site has details of how to complain about our conduct, if you should feel it necessary. [Complaint](#)
- 9.4 We encourage those responsible for providing safety in case of fire to contact us, especially if there are any questions or comments about our regulatory activity. We will also maintain regular communication (where required) until safety has been provided.

More on a Failure to Comply with Requirements

- 10.1 Rights of and routes to appeal will be clearly set out in writing and issued with our letters.
- 10.2 The failure to comply with an alterations, enforcement or prohibition notice constitutes an offence and may result in prosecution.
- 10.3 We can withdraw alterations, enforcement and prohibition notices at any time but they will generally be deemed to be in force until such time as the notice is complied with, withdrawn or cancelled by the court.

More on Simple Cautions and Prosecution

11.1 There are a number of offences that can be committed under Fire Safety law.

Among the foremost of these are failure to comply with a formal notice and failing to provide safety in case of fire to such extent that one or more people are put at risk of death or serious injury in case of fire.

11.2 The Service can deal with offenders through prosecution and Simple Cautions.

These legal actions are important ways to bring to account those responsible for alleged legal offences. Where appropriate, we will use one of these measures in addition to issuing a formal notice.

11.3 A prosecution may be taken following full consideration of the many factors arising for the alleged breaches of the law. Penalties for offences are awarded by the courts and can include fines, imprisonment or both.

11.4 A Simple Caution will only be used where a prosecution could be properly brought and there is a realistic prospect of conviction. A Simple Caution includes a written submission from the person responsible that an offence has been committed.

11.5 A record of a Simple Caution will be kept on file for three years and if a conviction for a further offence is brought within that period, the written submission of the previous offence will be introduced to the court for consideration.

More about the Other Duties of the Service

13.1 In addition to Fire Safety law the Service is also responsible for the following regulations.

- Licensing authority for the Petroleum Consolidation Regulations 2014
- The Explosive Regulations 2014.

13.2 The Service can request a review of a premises license under Section 51 of the Licensing Act 2003. The options available to the Licensing Committee are:

- i. Modification of the conditions of the Licence
- ii. Exclusion of Licensable activity from the scope of the Licence
- iii. Removal of the Designated Premises Supervisor

- iv. Suspension of the Licence for a period not exceeding three months
- v. Revocation of the Licence
- vi. Issue of a Warning Letter
- vii. No Action

13.3 The Service enforces the requirements of Explosive Regulations 2014 through application of the Health and Safety at Work (etc) Act 1974 and the serving of improvement notices and prohibitions orders.

More on Data Protection

14.1 The Service will comply with the principles of the Data Protection Act 1998 governing the use of personal data received or obtained and will respect the rights and freedoms of those individuals when processing their details. The following document Information Management Strategy lays out our strategic approach to meeting these legal requirements. (Details are available on request and on our website [Information Management Strategy](#))

More on Freedom of Information

15.1 Under the Freedom of Information Act 2000, individuals are given ‘a general right of access to information held by public authorities in the course of carrying out their functions subject to certain conditions and exemptions’. Under Section 19 of that Act, public authorities are required to produce a publication scheme setting out details of the information routinely published or made available, how the information is made available (in hard copy and on-line), and whether it is available free of charge or on payment.

15.2 Details of The Service’s publication scheme are available on request and on our website [Publication Scheme](#).

The Regulators Code

The Regulators Code is a statutory code of practice for regulators and makes six broad requirements:

- i. To carry out their activities in a way that supports those they regulate to comply and grow;
- ii. To provide simple and straightforward ways to engage with those they regulate and to hear their views;
- iii. To base their regulatory activity on risk;
- iv. To share information about compliance and risk;

- v. To ensure clear information, guidance and advice is available to help those they regulate meet their responsibilities to comply; and
- vi. To ensure their approach to regulatory activity is transparent.

The service has taken regard of the Regulators Code in producing this policy statement.

For the full version see the: [The Regulators Code](#)

The Regulatory Enforcement and Sanctions Act

The Regulatory Enforcement and Sanctions Act (The RES) established The Local Better Regulation Office (later renamed as the Better Regulation Delivery Office (BRDO)). It also imposed a duty on Regulators to: (a) have regard to any guidance issued by BRDO, (b) a duty to comply with guidance where the Regulator is directed to do so by BRDO, and (c) a duty to have regard to any list of enforcement priorities published by BRDO. As a listed Regulator, the Service is committed to these duties.

For the full version click here: [The Regulatory Enforcement and Sanctions Act](#)

Legislative and Regulatory Reform Act

Part 2 of the Legislative and Regulatory Reform Act, requires the Service to have regard to the Principles of Good Regulation. We recognise that our regulatory activities should be carried out in a way which is: (i) proportionate; (ii) accountable; (iii) consistent; (iv) transparent; and (v) targeted to situations which need action.

When we exercise a regulatory function, which for the Service includes: the Regulatory Reform (Fire Safety) Order, [The Petroleum \(Consolidation\) Regulations 2014](#), [Explosives Regulations 2014](#) and the [Health and Safety at Work \(etc\) Act](#) we have regard to the Regulators Code.

For the full version see the [Legislative and Regulatory Reform Act](#)

The Legislative and Regulatory Reform (Regulatory Functions) Order 2007

The Legislative and Regulatory Reform (Regulatory Functions) Order imposes a duty on the Service to have regard to the Regulators' Code when determining general policies or principles. It requires that the regulatory activities of the Service are carried out in a way which is transparent, accountable, proportionate and consistent, as well as being targeted only at cases in which action is needed.

For the full version see the: [Legislative and Regulatory Reform \(Regulatory Functions\) Order](#)

The Environment and Safety Information Act

The Environment and Safety Information Act requires the Service to make a publicly accessible record of formal enforcement action that we have taken.

For the full version see [The Environment and Safety Information Act 1988](#)

The Regulatory Reform (Fire Safety) Order

The Regulatory Reform (Fire Safety) Order 2005 principally imposes a general duty on responsible persons and duty holders to take general fire precautions to keep people safe in case of fire and establishes enforcing authorities to enforce the provisions of the Order. The Service is an enforcing authority under the Order and is empowered to inspect premises and serve notices to improve safety standards (among others).

For the full version see [The Regulatory Reform \(Fire Safety\) Order](#)

The Licensing Act 2003

The Licensing Act establishes the Service as a 'responsible authority' with whom the Licensing Authority must consult in connection with Licensable activities, including the sale or supply of alcohol or the provision of regulated entertainment or late night refreshment. The licensing objectives are to promote: the prevention of crime and disorder; public safety; the prevention of public nuisance; and the protection of children from harm.

For the full version see [The Licensing Act](#)

The Explosive Regulations 2014

The Service is the local authority for the purposes of dealing with applications for registration or for a licence to store explosives (under certain prescribed conditions).

For the full version see [The Explosive Regulations 2014](#)

The Petroleum (Consolidation) Regulations

The Service is the 'petroleum enforcement authority' and can grant 'storage certificates' for premises at which petrol is dispensed, and enforces The Petroleum (Consolidation) Regulations in premises to which those regulations apply.

For the full version see [The Petroleum Consolidation Regulations](#)

November 2021**Norfolk County Council Highways Enforcement Protocol****1.0 Introduction**

The Highways area teams receive a significant number of customer enquiries each year relating to enforcement matters. These range from trading on the highway, such as car sales on verges, caravans / motorhomes being parked on the highway, blocked public footpaths and trailer or van mounted advertising hoardings.

The CES enforcement policy is followed, although priority is given to highway safety matters. Increasingly, the teams work with District and Borough Councils and on a more local level with Town and Parish Councils to achieve successful outcomes.

In the majority of cases, the legal processes relating to enforcement are well established, such as dealing with public rights of way issues under various sections of the Highways Act. The following processes are less well established and have been the subject of recent Local Member interest.

2.0 Vehicles for sale on the Highway

When an enquiry is received or issue identified, the Highways Area team will notify the owner and ask them to remove it immediately. A phone call will suffice provided that a record is kept of the time and date.

The Highways Area team will re-inspect the site at least twice within the next calendar month, taking photos and noting the date and time of the inspections. If the problem persists after 4 weeks, the Highway Engineer and Area Manager will assess situation and identify a way forward.

3.0 Advertising Boards and Trailers on the Highway

At joint authority meeting, which included NPLaw, it was concluded that the most appropriate way forward in addressing the issue of illegal advertising boards and trailers was to use the Town & Country Planning Act 1990 rather than the Highways Act 1980, as this offered the best chance of a successful prosecution combined with deterrent fines. In these cases, District and Borough Councils would take be the Lead Authority.

However, where an enquiry is received and the issue identified is likely to cause a danger to other highway users, the Highways Area team will;

- Check whether route is subject to an advertising ban by-law (generally District/Borough Council imposed)

- Laminated notices can be attached to towable hoardings if they are found to be on Highway land, illegal and causing a safety issue for highway users.
- If the contact details for the trailer owner are known, they can be contacted direct to remove the trailer. This can be by either telephone or the use of letter
- If letter is sent or contact details are unknown, a formal notice must be attached to the advertising hoarding. All fees charged should recover all costs incurred including Officer time, administration costs and hoarding collection costs.
- Officers can request the removal of unauthorised A Boards. Photographic records can be taken, and re-inspection may be required
- Request for removal, by formal letter, should be made to the offending party, in their absence, immediate removal can be arranged, and cost recovered.
- If there is a significant problem with a particular shopping area, precinct, or high street it may be helpful for the Highways Engineer to arrange a meeting with the traders, town Councillors or Town Centre Managers to explain the procedure and our Duty of Care for all highway users
- In exceptional cases Area Managers can consider whether offenders should be prosecuted in Magistrates Court.

November 2021

1.0 Introduction

In November 2011 Norfolk was designated as a Civil Enforcement Area and, following the commencement of the Disabled Persons' Parking Badges Act 2013, local authority enforcement officers are now able to inspect and retain a blue badge without police presence, if they have reasonable grounds for believing that an offence has occurred.

Wrongful or misuse of a Blue Badge is a strict liability offence. The County Council employs a Blue Badge Investigator to carry out follow up investigations and prepare the evidence in support of enforcements – including giving written warning, or recommendations for formal prosecutions or simple cautions.

The Community and Environmental Services Enforcement Policy is followed, and this protocol is to be read in conjunction with that over-arching document. The Blue Badge Investigations service forms part of the Infrastructure and Development Section. There is a close working arrangement with Trading Standards, who process the legal disposals, and with the Customer Services Centre (CSC) who administer the Blue Badge Scheme.

There is close liaison with District Councils who employ Civil Enforcement Officers (CEO), including guidance on the policy requirements for evidence-gathering and operational arrangements.

The misuse of the Blue Badge Scheme can have serious consequences for legitimate users by denying them access to essential services and facilities. Norfolk County Council are committed to reducing the level of misuse and increasing compliance with the scheme in pursuit of our traffic management duties and aims, and to support vulnerable people in Norfolk.

2.0 Identifying Offences

Blue Badge Offences are identified in 3 ways –

- Reports by members of the public via the online form or the CSC
- Badge Inspections and seizures by CEOs as part of normal patrol duties.
- Badge Inspections and seizures by the Blue Badge Investigator during specific patrols.

The County Council publicised the commencement of work by the Blue Badge Investigator and continues to publish on its website the results of enforcement action where a person is taken to court.

<https://www.norfolk.gov.uk/care-support-and-health/disabilities/blue-badges/blue-badge-enforcements>

We have provided guidance to Civil Enforcement Officers who have the power to inspect and retain Blue Badges. This includes when and when not to inspect/retain

badges, what offences are likely to have been committed. How they should interact with members of the public in what is a stressful situation and the type of questions to ask to gather evidence.

The Investigative process will also follow good practice guidance related to how those with hidden disabilities interact with the Criminal justice system.

Commented [A1]: To clarify that all investigations will be undertaken with regard to relevant guidance and good practice relating to all people who may come into contact with the criminal justice system

3.0 Investigation Process

All investigations into alleged offences are conducted in accordance with statutory powers, relevant legislation and codes of practice.

Persons suspected of committing an offence will always where possible be formally interviewed in accordance with Police and Criminal Evidence Act 1984 (PACE). This is undertaken in 3 ways –

- Roadside interview by the Blue Badge Investigator
- Interview in person with the Blue Badge Investigator
- Postal Interview

The method chosen is dependent on how the alleged offence was identified.

The opportunity to demonstrate a statutory defence and offer mitigating information is, where possible, always offered during the PACE interview. Unsolicited information may also be recorded and used as part of the decision making process. We will also give an additional opportunity to offer mitigation following a roadside interview by writing to the alleged person providing them with a copy of their responses.

4.0 Disposal

We are committed to giving advice, guidance and support to all those persons suspected of committing an offence and will do so at all stages of an investigatory process. Mitigating information where supplied will be used during the decision making process but, a formal disposal may still be the likely outcome.

There are four methods of disposal available to use in relation to the misuse of a Blue Badge.

1. No further Action (NFA) – the alleged offence may fall outside our jurisdiction, there may be insufficient evidence or formal action not in the public interest.
2. Written warning – The alleged offence was within our jurisdiction but there is insufficient evidence or formal action would not be in the public interest.
3. Simple Caution – In certain cases a simple caution may be offered instead of prosecution. When offering a simple caution, we will comply with relevant Home Office Circulars and the offender will be made aware of the impact the simple caution may have on their life.

4. Prosecution - We may prosecute using different pieces of legislation depending on what offences are alleged. The legislation we use is;

- Section 115/117 of the Road Traffic Regulation Act 1984
- The Fraud Act 2006
- Forgery and Counterfeiting Act 1981
- The Theft Act 1968
- Proceeds of Crime Act 2002

A person could also be issued with a penalty charge notice for any parking contravention that occurs. We also have the power to immobilise and remove vehicles in certain circumstances.

In cases where a badge holder lets a third party use a badge, the issuing local authority can withdraw the badge under regulation 9(2)(a) of the Disabled Persons (Badges for Motor Vehicles) (England) Regulations 2000 after a relevant conviction has been obtained.

In certain circumstances involving prolific offenders Courts are able to disqualify drivers for a period of time under section 46 of the Powers of Criminal Courts (Sentencing) Act 2000.

Commented [A2]: Clarification that powers extend in some circumstances to the immobilisation and removal of vehicles.

Safety at Sports Grounds Enforcement Protocol

Introduction

This Enforcement Protocol is supplementary to and published as part of the County Council's Enforcement Policy (Community and Environmental Services). It sets out the arrangements that Norfolk County Council has put in place for enforcement action in relation to its statutory duties concerning safety at sports grounds.

Legislation and Guidance

This protocol should be read in conjunction with the following legislation and guidance that applies to the safety of those present at sports grounds:

- Safety of Sports Grounds Act 1975 (the 1975 Act)
- Fire Safety and Safety of Places of Sport Act 1987 (the 1987 Act)
- Safety of Sports Grounds Regulations 1987
- Safety of Places of Sport Regulations 1988
- Regulatory Reform (Fire Safety) Order 2005 (enforced by Norfolk Fire and Rescue Service)
- Health and Safety at Work etc. Act 1974 (enforced by Health and Safety Executive / District/Borough Councils)
- Licensing Act 2003 (enforced by District/Borough Councils)
- Home Office Circular 71/1987 – which provides guidance relating to the issuing of prohibition notices
- Further advice contained in “Guide to Safety Certification of Sports Grounds” (known as the Green Guide) published by the Sports Grounds Safety Authority.

Scope

The sports grounds currently covered by these arrangements are listed below:

Designated Sports grounds in Norfolk requiring a General Safety Certificate:

- Norwich City Football Club

November 2021

Regulated Stands in Norfolk requiring a safety certificate:

- Fakenham Racecourse
- Gorleston Football Club
- Great Yarmouth Greyhound Stadium
- Great Yarmouth Racecourse
- King's Lynn Town Football Club (The Walks)
- King's Lynn Speedway (Norfolk Arena)
- Wellesley Stadium

The 1975 Act defines a sports ground as a place where sports or other competitive activities take place in the open air, where accommodation has been provided for spectators, consisting of artificial structures or natural structures artificially modified for the purpose.

Under the provisions of section 1 of the 1975 Act the Secretary of State for Culture, Media and Sport may designate as requiring a safety certificate any sports ground that has accommodation for more than 10,000 spectators, or 5,000 in the case of Premier League and Football League grounds in England and Wales. These sports grounds are referred to as designated grounds.

A Regulated Stand is defined in the 1987 Act as any covered stand at a sports ground with accommodation for 500 or more spectators, whether seating or standing.

Under the provisions of section 10 of the Safety of Sports Grounds Act 1975 the Council has the power to issue a prohibition notice to limit the capacity, or totally prohibit the admittance of spectators to any sports ground within the County of Norfolk.

Choices of Enforcement Action

There are several courses of action open to the council's enforcement officers depending on the different circumstances that may be encountered or apply to the situation. The choices of enforcement action are:

- Informal Warning
- Reduction in Capacity
- Simple Caution
- Prohibition Notice
- Prosecution

November 2021

Reduction in Capacity

Reducing the capacity of all, or part of, a sports ground is a formal action which would be appropriate in the following situations:

- if an incident suggests that the management of a sports ground is performing poorly; or
- if the Council's inspecting officers identify any deficiencies in the fabric, equipment, records or management systems, which the authority has not already taken into account when accepting calculation of the permitted capacity

Any new capacity should be properly calculated having regard to the change in circumstances and the procedures to be followed will be the same as during the routine annual review of the safety certificate. Ground management should be invited to submit its proposed revised (P) or (S) factor, but the Council reserve the right to overrule this if appropriate.

When reducing a capacity, it is important that:

- officers act reasonably and in accordance with due process, not least because the certificate holder has a right of appeal against any reduction in capacity; and
- a formal amendment to the safety certificate is issued.

Prohibition Notice

Unlike the other provisions of the 1975 and 1987 Acts, the power to issue a prohibition notice applies to all sports grounds, as defined in section 17 of the 1975 Act, including those that are neither designated nor contain a regulated stand.

Section 10 of the 1975 Act empowers the Council to issue a prohibition notice in respect of all or part of any sports ground if it considers that "the admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious, that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the sports ground or that part of the sports ground ought to be prohibited or restricted".

A prohibition notice is therefore a measure of last resort and should only be used where an amendment of the safety certificate (where issued) is not considered an effective way of dealing with the risk(s).

When issuing a prohibition notice consideration should be given as to whether the risk to spectators is or may be imminent and if so, the notice should take effect as soon as it is served. In all other cases it should come into force at the end of the period specified in the notice.

A prohibition notice must specify:

- the nature of the risk to spectators; and
- the number of spectators that may be admitted to the sports ground, or any part of the sports ground, until appropriate steps have been taken to address those risks.

The notice may also include directions as to the steps which will have to be taken to reduce the risk to a reasonable level.

Appeals

Appeals against a reduction in capacity imposed by way of an amendment to a safety certificate or against a prohibition notice are to a Magistrates Court. Where an appeal is made against an amendment to a safety certificate the amendment cannot take effect until the appeal is heard. However, in the case of an appeal against a prohibition notice any reduction in capacity remains in place until the appeal is heard.

Penalties

It is an offence for any responsible person, not merely the certificate holder, to contravene the terms and conditions of a safety certificate or a prohibition notice. These offences and associated penalties, along with the defences of absence of consent and due diligence, are listed in section 12 of the Safety of Sports Grounds Act 1975 and section 36 of the Fire Safety and Safety of Places of Sport Act 1987.

Commented [NS1]: Clarification that this offence is also in scope

Performance Data 2020/21

In response to a Member request in 2018, this appendix provides compliance and enforcement performance information in relation to those regulatory functions covered by the CES Compliance and Enforcement Policy; Trading Standards, Planning enforcement (mineral and waste sites), Flood and Water (land drainage), Highways (networks, maintenance and blue badge enforcement) and Norfolk Fire and Rescue Service.

1. Trading Standards

Outcomes of investigations and prosecutions

Number of defendants convicted	5
Number of offenders to whom simple cautions issued	0
Number of years imprisonment (immediate and suspended sentences)	45
Fines awarded	£342
Costs awarded from court cases	£20,435
Community Punishment Orders (hours)	550
Proceeds of Crime Act (POCA) benefit ordered to be paid in the year	£1,660
Proceeds of Crime Act (POCA) benefit paid in the year	£6,989

Redress obtained/detriment prevented by service actions

(£) not handed over to criminals (e.g. rapid response outcomes)	£35,378
Total number of Scam victims subject to interventions by the Service	473
Detriment (£) over the following 12 months prevented by service actions	£151,173

Business compliance

Percentage of businesses that were compliant when visited, brought into compliance at the time of the visit or brought into compliance during the period, subsequent to the visit	95%
Number of counterfeit items/products removed from or prevented from entering the supply chain and value	0 £0
Number of unsafe items/products removed from or prevented from entering the supply chain and value	145,578 £4,847,747
Number of businesses identified as supplying misdescribed food, or not correctly declaring allergens, or selling food containing toxic or illegal components, or involved in fraud involving food	13
Number of businesses found in breach of animal health and welfare legislation	99

Tackling the availability of illegal tobacco

Number of premises from which products were seized	3
Number of cigarettes seized and value	1,106,140 £248,881
Weight of Hand Rolling Tobacco seized and value	129,950g £23,819

Businesses tested for compliance with the law utilising underage volunteers or compliance with mandatory Challenge 21/25 conditions

Number of individual premises tested for Alcohol Failure rate (%)	0 0%
Number of individual premises tested for Tobacco Failure rate (%)	0 0%
Number of individual premises tested for Other Products Failure rate (%)	0 0%

Covid-19 response

Number of requests for advice from businesses and organisations on closures and or covid-secure guidance	128
Number of complaints received about business closures or covid-security	687
Number of business closure or covid-secure compliance visits or checks	435
Number of businesses checked via drive-bys/walk-bys	2,940
Number of businesses advised via mailshot	4,756

2. Planning Services

In line with the County Council's Covid-19 risk assessment, programmed inspections of authorised developments were suspended during 2020/2021.

The number of complaints received has reduced compared to previous years with 33 complaints reported. Anecdotal evidence indicates that this reduction is contrary to the general trend experienced by planning authorities across the country.

The way in which complaints were investigated had to be reviewed. 34 inspections were undertaken as the result of complaint investigations; in addition, 301 other actions, including telephone calls, e-mails, letters and online meetings were undertaken in attempts to resolve complaints without the need for face-to-face site visits.

The chargeable site monitoring regime generated no income during 2020/21.

No formal Enforcement Notices were served in 2020/2021.

Two prosecutions were undertaken during 2020/21. The prosecutions both related to a breach of condition at a site with planning permission. The prosecutions resulted in the defendant accepting formal cautions.

3. Flood and Water team

No enforcement action, beyond advisory letters being sent, has been required due to a) matters being resolved or b) not meeting the required thresholds for action.

4. Highways

- West Area Enforcement action taken to remove fly grazing horses from the Highway in Marshland St James, Initial NCC notices erected instructing the owners to remove were vandalised and thrown into adjacent dyke, Bailiffs were called upon with further formal notices erected advising that if the horses were not removed within a specified timeframe they would be seized. Unfortunately removal and seizure was undertaken with the 2 horses rehomed outside of the County.

4.1 Highway obstructions

- South Area - no enforcement action taken beyond advisory letters being sent, following which matters were resolved.
- North Area – no enforcement action taken beyond advisory letters being sent, following which matters were resolved.
- West Area – Enforcement notice served under Section 143 Highway Act 1980 to remove gates from PROW in Upwell FP1, notice ignored, Enforcement action taken to physically remove the gates, however a challenging confrontational situation arose with the owner removing the gates from our contractor's vehicle and subsequently re-erecting whilst the team was still on site, A subsequent delay has ensued as the owner has applied for a DMMO to the route which is being progressed via the relevant NCC team, no further actions taken to date until the outcome of the DMMO is known.

4.2 Highways development

Enforcement action covering development management is all undertaken by the District Council as part of their remit. Enforcement action for highway obstructions (highway boundaries) is undertaken by area.

4.3 Blue badge enforcement

Total investigations by disposals, reporting, location of incident and residency of badge-holder (latest 2 years):

Investigations of Blue Badge Infringements	2019-20	2020-2021
Disposals:		
Formal prosecution including caution*	7	4
Advisory/warning letter or verbal advice from BBI	42	21
Details forwarded to parking team for CEO awareness	15	8
No action required (including insufficient or incorrect information to pursue further)	20	13
Investigation in progress/pending	-	-
Reporting:		
Reports from others (incl. public)	40	30
Identified by CEO	72	19
Identified by BBI	1	5
Location of incident:		
Norfolk	93	51
Outside Norfolk	7	2
Insufficient information to determine	3	-
Residency of badge-holder:		
Norfolk resident badge-holder	83	43
Non-Norfolk resident badge-holder	20	4
Insufficient information to determine	8	3
Not BB related	4	4
Total investigations:	115	54
* A summary of all prosecutions is available to view on the NCC website under Blue Badges		

5. Norfolk Fire and Rescue Service*

370 Fire Safety Audits (FSA) were completed in 2020-21. Of these:

- 18 premises were issued with informal notices for deficiencies.
- 6 premises were issued with formal notices for deficiencies.
- 0 formal prosecutions were concluded.

*Norfolk Fire and Rescue Service is required to provide detailed operational statistics to the Home Office on an annual basis. Further information regarding this is available from Jon Wilby, Group Manager – Fire Protection, Norfolk Fire and Rescue Service.

Summary of Stakeholder Engagement

Since 2014 the following have been consulted on and contributed to the development of the CES Enforcement Policy:

1. Norfolk County Councillors
2. Local businesses
3. Business organisations/forums
4. Members of the public
5. Charity or community organisations/groups
6. Suffolk County Council Trading Standards Service
7. Other Local Authorities
8. Enforcement partners such as the Police and HMRC
9. Planning Services (NCC)
10. Highways Maintenance (NCC)
11. Blue Badge Enforcement (NCC)
12. Norfolk Fire and Rescue Service
13. Trading Standards Service (NCC)
14. Flood and Water Management Team (NCC)
15. Economic Development (NCC and other local authorities)
16. Nplaw (Chief Legal Officer)
17. CES Equalities representative

Cabinet

Item No: 15

Report Title: Progress on the Council's Equality, Diversity & Inclusion Objectives 2020-2023

Date of Meeting: 6 December 2021

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

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

Is this a Key Decision? No

Introduction from Cabinet Member

“Better Together, for Norfolk”, our strategic plan for 2021 to 2025, shows how we can build on the Council's good progress since 2019 to transform services and ensure financial stability and sustainability. We are ambitious to oversee economic growth, create jobs and opportunities for people. A priority in “Better Together, for Norfolk” is “No community left behind”.

There is little doubt that the impacts of COVID-19 have widened social, economic and health inequalities. Inequality exists between and amongst communities, with people's life chances and quality of life affected by different factors. Our aim in “Better Together, for Norfolk”, is to improve social mobility through inclusive growth, to ensure that no one is left behind, so that all people can prosper no matter who they are or where they live.

Over the next and future years, our equality, diversity and inclusion objectives will play a key part in delivering the aims of “Better Together, for Norfolk” – specifically in relation to removing discrimination and barriers to equal lives and participation, so that no community is left behind.

Norfolk County Council as a major employer has a role to play across Norfolk to model best practice in striving to be a truly inclusive employer. Not only is it our responsibility to mirror our role to support society chances, this must be mirrored internally and be a core part of our employer brand to attract, retain and create a strong higher purpose for employees which matches those we serve.

I would like to draw your attention to the actions delivered over the last year, set out in this report, to continue to put in place building blocks on equality, diversity and inclusion. This is laying the groundwork to ensure that our public services and workforce practices are accessible and inclusive, and that we are listening carefully to everyone about what matters.

If the pandemic has taught us one thing, it has shown us that Norfolk is a strong, resilient county, and how readily our different communities can come together to help each other in

times of need. Our commitment to working together to shape a better future for everyone is at the heart of Better Together, For Norfolk, and our equality, diversity and inclusion objectives.

Executive Summary

This report summarises progress over the last 12 months to deliver against the Council's Equality, Diversity and Inclusion Objectives for 2020-2023, and the Motions agreed by Full Council on 20th July 2020 and 23 October 2020.

Progress is set out in the detailed progress report against each objective and action attached at Appendix A and Members are requested to review the pace and impact.

Recommendations

- 1. To review and consider the progress made over the last 12 months against the Council's Equality, Diversity and Inclusion (EDI) Objectives 2020-2023.**
- 2. Note that 1 April 2022 to 31 March 2023 is the final year of the EDI action plan and agree that work should take place to develop refreshed objectives for 2023/24 to 2025/26 and associated actions for Cabinet to consider in 2022, in line with the emerging national policy set out in Section 3 and the local evidence base.**

1. Background and Purpose

- 1.1 This report summarises progress made to deliver actions against the Council's Equality, Diversity and Inclusion Objectives for 2020-2023 and the Motions agreed by Full Council on 20 July and 23 October 2020.
- 1.2 This report does not seek to capture all of the work happening across the Council that relates to equality, diversity or inclusion. Much of this work is part of day-to-day working practices. It focuses on the Council specific equality objectives and actions for 2020 to 2023.

2. Progress against the equality, diversity and inclusion objectives for 2020-2023

- 2.1 There are five objectives for 2020-2023, supported by 32 actions. This includes the Motions agreed by Full Council on 20 July 2020 and 23 October 2020, which have been incorporated into the action plan. Key highlights are as follows:
- 2.2 The Council is making greater use of digital technology and virtual environments to deliver services and engage with residents, service users and staff in the most accessible and cost-effective ways possible. This means that digital inclusion is an increasingly important factor in the ability of people to live and work independently in Norfolk.
- 2.3 We are building on the knowledge we have developed through our award-winning Disability Confident Leader status, to remove barriers to the built environment, ICT and services and implement actions to promote inclusive design and accessibility for disabled people and people with other protected characteristics. This includes tackling challenges to ensure that:
 - Our digital technologies – such as our computer hardware, software, apps, business systems such as Oracle and Liquid Logic and business equipment such as smart phones - are accessible for disabled staff and service users.

- Our customer service centre and digital web content is accessible regardless of people's ability, disability or literacy skills.
- 2.4 Significant work has been implemented to deliver the [Norfolk Fire and Rescue Service \(NFRS\) EDI Plan](#), to address the findings from the service's inspection in 2019 by Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS). We have recently updated the HMICFRS on our significant work in this area as part of our recent inspection, which has included:
- Publishing a **comprehensive analysis** of how people's protected characteristics in relation to age, disability, sex, gender reassignment, race, religion and belief, sexual orientation, pregnancy and maternity and marriage and civil partnerships increase vulnerability to risk, in the [IRMP equality impact assessment](#);
 - **Leading innovative strategy across the Eastern region** – over the last 12 months, Norfolk Fire and Rescue has chaired the country's regional EDI Forum for fire and rescue services (the National Fire Chiefs Council's EDI strategy aspires to each region having a Forum – Norfolk has led the first) represented by every fire and rescue service in the East, to research, plan and deliver improvements.
 - Through this work, an independent literature review was commissioned of peer-reviewed psychology research to better understand the psychology of people who apply for fire fighter roles, to target recruitment more effectively. This led to a range of findings and the development of 10 proposals to escalate change over the next five years.
 - As a result of Norfolk's leadership, on 7 June 2021, agreement was secured from all Chief Fire Officers across the region regarding these 10 proposals.
 - We are undertaking **consultation with 35 seldom-heard communities** in Norfolk to identify risks in relation to fire, water and road traffic safety, comparing the results of the consultation with a control group of White British residents. Field work started in February 2021 and 120 diverse voices have been heard so far. This has identified issues that we are already acting upon.
 - We have completed equality impact assessments of 850 policies and procedures, which has identified opportunities to strengthen inclusion.
- 2.5 We have completed a review of how the Council works and communicates, to identify any inequalities. Overall, 500 datasets were assessed by an independent advisor. This means that the Council now has a robust local evidence base in place that sets out where it is excelling nationally on equality, diversity and inclusion, and where to focus to strengthen practice. This evidence base will inform planning over the next three years.
- 2.6 For details about the reasons for carrying out this review and the scope, see Appendix C. For a summary of the key findings of the review, see Appendix D.
- 2.7 We are working with Norfolk Black History Month volunteers to continue to promote positive Black role models across Norfolk and support activities for the October 2021 programme of events. This work has been recognised by the UK's independent national Black History Month. For more information see: [Norfolk Black History Month](#).
- 2.8 We have worked with Norfolk's LGBT+ Norwich Pride Collective to identify additional actions we can take to ensure any LGBTQ+ person within or wishing to join us knows that we value and welcome them and that we will challenge homophobia. Norwich

Pride said: *“Thank you ... It’s so important for organisations to listen to LGBT+ voices when thinking about an inclusive environment for our community...”*

- 2.9 We have made significant progress in developing and delivering a comprehensive People/Workforce plan for equality, diversity and inclusion. This includes:
- Carrying out an independent ‘self assessment’ of our people practices against a ‘maturity’ model
 - Continuing to hold ongoing Inclusion ‘Conversations’ with employees, led by the Head of Paid Services.
 - Developing our employee networks – we now have over 400 colleagues taking part in networks and groups covering ethnicity, race, LGBTQ+, Disability, Mental Health, D/deaf, hard of hearing and BSL users, nationality and Carers
 - Using the feedback from these groups, together with improved data and reporting to shape our People/workforce EDI action planning
 - Developed our equality, diversity and inclusion training offer, including making EDI training part of our mandatory training and developing new learning for employees and elected Members
 - Improving our internal communications to celebrate inclusion, including new equality, diversity and inclusion MyNet pages and promoting events such as Inclusion Week, to show that we value diversity
 - Acting as a pilot authority benchmarking our progress on the Workforce Race Equality Standard for Social Care.
- 2.10 The Corporate Select Committee will receive a report on the People Plan, along with the Gender Pay Gap report 2020/21, in early 2022.
- 2.11 The Cabinet Member for Communities and Partnership has established and chairs an Equality, Diversity and Inclusion Performance Board to oversee the Council’s work on EDI, including quarterly meetings to monitor delivery against actions to support the agreed objectives.
- 2.12 For full details of all improvement actions and progress over the last 12 months, please see Appendix A.

3. Emerging national policy developments

- 3.1 A range of national legislation and policy informs the Council’s approach to equality, diversity and inclusion. Since the last annual report to Cabinet on equality, diversity and inclusion in November 2020, the Government has published a range of reports which will impact on community and workforce planning, which includes:
- Potential new statutory duties to ensure that the needs of members of the armed forces community are considered when planning and commissioning services (Norfolk has a large armed forces community (see [here](#) for details) so this is particularly relevant for this county)
 - The [report](#) of the Commission on Race and Ethnic Disparities on 31 March 2021, commissioned by the Prime Minister, to investigate race and ethnic disparities in the UK
 - The Government’s new [national Disability Strategy](#) on 28 July 2021
 - New Government guidance on inclusive language.
 - The most recent [parliamentary briefing paper](#) of the Government’s response to Gender recognition reform on 10 December 2020.
 - New case law (Taylor v Jaguar Land Rover Ltd) that clarifies that people who

identify as non-binary (people who do not identify as male or female) are protected under the Equality Act 2010. See Appendix B for details.

4. Looking ahead – the next 12 months

- 4.1 Over the next 12 months, work will continue to deliver the final year of the EDI action plan set out in Appendix A.
- 4.2 As it is the final year, work will also take place to develop refreshed objectives and actions for Cabinet's consideration.
- 4.3 The refreshed plan will be informed by the national policy framework and the local evidence base on equality, diversity and inclusion (see paragraph 2.5), to ensure that the refreshed objectives continue to play a key role in delivering the aims of "Better Together, For Norfolk" in relation to removing discrimination and barriers to equal lives and participation, so that no community is left behind.
- 4.4 The evidence base means we can more effectively focus resources and effort where it is needed in Norfolk and will make a difference.
- 4.5 We will also explore how we can actively champion and contribute to the Government's ambition to place the UK as the global leader of accessibility for disabled people, building on the knowledge we have developed through our awarding-winning Disability Confident Leader status. Disabled people can only be independent if they can access services, facilities and the virtual environment by themselves without the help of others.
- 4.6 Some barriers will be challenging to address and may be the responsibility of different agencies. So we will strive to work across all sectors and all willing partners to lay foundations for future solutions, and create a more accessible Norfolk.

5. Impact of the Proposal

- 5.1 The proposals in this report will enable the Council to deliver the priorities in Better Together, for Norfolk and fulfil its statutory requirements under the Equality Act 2010.

6. Evidence and Reasons for Decision

- 6.1 As set out in this report.

7. Alternative Options

- 7.1 The equality, diversity and inclusion objectives for 2020-23 and the associated key activity areas were agreed by Cabinet in December 2019. Cabinet could decide to change, add or delete an objective or key activity area. This would need to be balanced against the need for the Council to comply with the requirements of the Equality Act 2010.

8. Financial Implications

- 8.1 The actions within this report can be delivered within the existing budget.

9. Resource Implications

- 9.1 **Staffing implications** – it was reported to Cabinet in November 2020 that there was a need to secure additional resource and expertise to ensure that all of the community actions requested by Full Council can be progressed, and additional funding was subsequently approved as part of the budget setting process for 2021/22.
- 9.2 Within HR the additional resource has been achieved within available budgets and reliance on limited reserves.
- 9.3 This has enabled capacity to be enhanced with additional fixed-term staff resource and also enabled engagement with a number of independent experts to help progress and develop some actions.
- 9.4 **Property implications** – the Council has a range of legal responsibilities to ensure that its premises assets are accessible for disabled people. This is an objective within the EDI plan and is reported on separately in Appendix A.
- 9.5 **IT:** the Council has a range of legal responsibilities to ensure that ICT is accessible for disabled people. This is an objective within the EDI plan and is reported on separately in Appendix A

10. Other Implications

- 10.1 **Legal implications** – Local authorities have a statutory duty under the Equality Act 2010 to pay 'due regard' to the following when exercising public functions:
- Eliminate discrimination, harassment and victimisation and other prohibited conduct
 - Advance equality of opportunity
 - Foster good community relations.
- 10.2 The Act requires authorities to publish equality objectives and report annually on progress each year. This report is the annual progress update.
- 10.3 **Human Rights Implications:** – no human rights issues identified.
- 10.4 **Equality Impact Assessment (EqIA)**
- 10.5 The proposals in this report promote equality for people with protected characteristics in Norfolk. They will ensure the Council continues to take full account of equality, diversity and inclusion when planning and commissioning services, and where necessary, put actions in place to address any barriers faced by people with protected characteristics.
- 10.6 The Council continues to manage unprecedented financial challenges, and equality assessments are systematically carried out on the annual budget proposals. These are published on the Council's website for inspection and scrutiny.
- 10.7 In carrying out an equality assessment, the Council reviews a wide range of evidence before drawing conclusions about likely impacts. This involves reviewing, for example,

data about people and services that might be affected, contextual information about local areas and populations and other data sources. Where appropriate, equality assessments are informed by the findings of public consultation, and in particular feedback from people about the impacts that proposals might have.

10.8 Data Protection Impact Assessments (DPIA):None required for this report

11. Risk Implications / Assessment

11.1 NCC has monitored potential risks for failure to comply with statutory equality duties. This risk is regularly reviewed by departmental managers.

12. Select Committee Comments

12.1 N/A

Recommendations

1. To review and consider the progress made over the last 12 months against the Council's Equality, Diversity and Inclusion (EDI) Objectives 2020-2023.
2. Note that 1 April 2022 to 31 March 2023 is the final year of the EDI action plan and agree that work should take place to develop refreshed objectives for 2023/24 to 2025/26 and associated actions for Cabinet to consider in 2022, in line with the emerging national policy set out in Section 3 and the local evidence base.

Background Papers

- Motions agreed by Full Council on equality 20 July 2021 and 23 October 2021
- Norfolk County Council's [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2021 published - Norfolk Insight](#)
- EqlA for [COVID-19 equality impact assessment](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics.

Officer Contact

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

Jo Richardson, Head of Equality, Diversity and Inclusion

Telephone no.: 01603 223816

Email:



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.

equalities@norfolk.uk

Appendix A - Progress against Equality, Diversity and Inclusion Objectives 2020-2023:

Objective 1: Role model an organisational culture that respects and values difference across our county and in our workforce.

Objective 2: Promote inclusive design and accessibility for disabled people in Norfolk and remove barriers to independence.

Objective 3: Strengthen hate incident recording and reporting protocols and better integrate these within safeguarding practice, to safeguard people in Norfolk from hate incidents.

Objective 4: Develop NCC's reputation as an employer that values difference, attracting and recruiting colleagues from a diverse range of backgrounds for the value they can bring to our organisation.

Objective 5: Support and encourage colleagues to be the best they can be at work, providing them with an employment deal that is fair and inclusive, helping everyone to contribute to the ambitions of NCC.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
Objective 1: Role model an organisational culture that respects and values difference across our county and in our workforce.						
1. Review how we work and communicate as a Council, to identify any unconscious or structural bias in the system.	Chief Fire Officer.	Independent Advisor	30 June 2021	<p>We have completed the review, to identify any inequalities. Overall, 500 datasets were assessed by an independent advisor. This means that the Council now has a robust evidence base in place that sets out where we are excelling nationally on equality, diversity and inclusion, and where to focus to strengthen practice. This evidence base will inform delivery over the next three years. The final report is available here: Our progress on equality diversity and inclusion.</p> <p>The review is being followed as a case study by the LGA.</p>	Green	Clarify to what extent there may be bias in how we work or communicate. Adopt the principle of "explain or reform" - if disparity is identified and this cannot be explained then changes will be made.
<p>2. Ensure that we engage proportionately with all our communities when we carry out public consultation or engagement and take steps to seek the views of people who are under-represented.</p> <p>This means:</p> <ul style="list-style-type: none"> All services taking responsibility for understanding who their service users are and how to reach them, seeking advice from the corporate consultation team where appropriate Monitoring whether the people who respond to our consultations reflect Norfolk's diversity, and taking action to address this if they do not Reviewing whether our engagement forums reflect Norfolk's diversity Continuing to ensure that the design, methodology and timing of consultation is accessible and inclusive. 	Executive Director, Strategy and Transformation in consultation with all Executive Directors (TBC)	N/A	31 March 2023	<ul style="list-style-type: none"> The Director of Commissioning, Partnerships and Resources and the Director of Children's Social Care met with Children's Services managers on 19 March 2021 to review whether engagement forums for young people reflect Norfolk's diversity. There is an established participation network of forums for young people including the Children In Care Council, Youth Advisory Boards, OPCC Young Commissioners, Dragons (SEND), UK Youth Parliament, and Young Carers, Leaving Care and UASC Forum. Through these groups there is access to other young people through social media networks. It was concluded that whilst there was excellent practice in some areas – for example, engagement specifically targeted at young disabled people – the participation groups are underrepresented by children from Black, Asian, Arab and Gypsy, Roma and Traveller (GRT) backgrounds. Children's Services is therefore developing an anti-racist action plan to address this under-representation with an aim to have this increased by April 2022, through a) utilising existing structures and the participation network b) engaging Community Partnership Officers to build relationships with local community associations/ faith groups. If this does not create sufficiently greater representation then separate groups could be established eg for Black and GRT young people, as done with unaccompanied asylum seeking children (UASC). Additionally, young people from diverse ethnic backgrounds will be involved in the design, development and quality assurance of services, as well as targeted recruitment campaigns, staff training and development by Sept 2021. A diverse group of young people provided training to a Practice Educators Conference 18 May 2021 on 'Building Good Quality Relationships'. A proposal is being put forward to establish a Reference Group for young people from diverse ethnic backgrounds and being discussed at the next Children's Services Participation Meeting. 	Green	The Council actively engages all communities and listens to all diverse voices. People from diverse communities can access and participate in consultation and engagement initiatives and use the materials provided - whether corporate initiatives (such as the budget consultation) or departmental (such as engagement mechanisms/boards for children and young people or adults).

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
				<ul style="list-style-type: none"> There is a requirement now included in Youth Advisory Board Commissioning Guidance to review membership of Young Commissioners to ensure they reflect the local community with particular reference to young people from ethnically diverse backgrounds and other protected characteristics. 		
3. Implement Norfolk Fire and Rescue's EDI improvement plan and associated actions in accordance with agreed timescales, to address the findings of Her Majesty's Inspectors of Fire & Rescue Services.	Chief Fire Officer	Equality and inclusion Officer for Fire	31 March 2023	<ul style="list-style-type: none"> Over the last 12 months, significant work has been implemented to deliver the plan, to address the findings of Her Majesty's Inspectors. This has included: Publishing a comprehensive analysis of how people's protected characteristics in relation to age, disability, sex, gender reassignment, race, religion and belief, sexual orientation, pregnancy and maternity and marriage and civil partnerships increase vulnerability to risk, in the IRMP equality impact assessment; Leading innovative strategy across the Eastern region - we chaired the UK's first regional EDI Forum for fire and rescue services (the National Fire Chief's Council's EDI strategy aspires to each region having a Forum) represented by every fire and rescue service in the East, to research, plan and implement a response to escalate change. Through this work we commissioned an independent literature review of peer-reviewed research working with a UEA psychology undergraduate to better understand the psychology of people who apply for fire fighter roles, to better target recruitment strategies. As a result of Norfolk's leadership, on 7 June 2021, the CFO secured agreement from all CFOs across the region regarding 10 proposals to work differently and collaborate to escalate workforce diversity over the next five years, particularly in relation to gender and ethnicity. We are undertaking consultation with 35 seldom held communities in Norfolk to identify risks in relation to fire, water and road traffic safety. Engagement is taking place with people from the following backgrounds: Black British, Black Caribbean and Black African; Gypsies, Roma and Travellers; Eastern European migrant workers; Chinese; Muslim, Sikh and Jewish people; disabled people – including people with mobility issues (eg wheelchair or cane users, people of short stature, people who do not have mobility in a limb etc); blind and partially sighted people; People who are D/deaf or hearing impaired; people with learning disabilities; people who have mental health issues; people who identify as neurodiverse (for example, in relation to dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and other areas);. We are comparing the results of the consultation with a control group of White British residents. Field work started in February 2021 and 120 diverse voices have been heard so far. This has identified issues that we are already acting upon. We have completed equality impact assessments of 850 policies and procedures, which has identified opportunities to strengthen inclusion This includes making sure that gender-inclusive language is used; that policies recognise that staff may be male, female, non-binary, transgender, disabled, from a diverse ethnic or faith background; recognising life stages such as pregnancy, parenting or menopause; and ensuring that policies are uploaded into our new template to ensure compliance with the web accessibility regulations and accessible for disabled people, including people who are neurodivergent; people with long-term health conditions or who use adaptive software such as screen 	Green	The plan is delivered in accordance with agreed targets and outcomes.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
				<p>readers, magnifiers, braille display or on-screen keyboard emulator.</p> <ul style="list-style-type: none"> Full details of progress are set out here. 		
4. Invite young people to provide challenge to the Council on progress on equality, diversity and inclusion	Executive Director of Children's Services	Director of Children's social Care	31 March 2022	The EDI Performance Board has specifically requested that YABs be invited to give their views to the EDI Board. Children's Services will provide an update about this at the next meeting and would also like to give due consideration to identifying a young people's rep for the EDI Board later in the autumn.	Green	Ensure that the Council has opportunities to hear directly from young people about the issues they feel are most relevant to Norfolk today.
5. Monitor implementation of the Period Poverty initiative, reporting to Cabinet on the take up of this programme and any changes that should be made.	Director of Property.	Equality and Armed Forces Officer	Review at each year end – next review due 31 March 2022	Many council buildings are closed or subject to reduced hours, so liaison is taking place with food banks to identify if there are any shortages of sanitary products. If so, Cabinet will be updated.	Green	The impact of period poverty in Norfolk is mitigated.
6. Deliver against the commitment of the Leader that all Cabinet members complete the Autism Awareness e-learning and equalities and inclusion training for all members.	Director of people	HR Customer Delivery Manager	31 January 2022	<p>The Autism e-learning package has become one of the Council's most popular courses, with over 700 people accessing this during 2020. The Council will continue to promote this training. A Disability and Mental Health Advisory group has been established that colleagues with Autism can join to help the Council promote inclusion</p> <p>EDI member training has been produced and confirmed by the Cabinet Member for Communities and Partnerships.</p> <p>The Autism Awareness e-learning is within the members area to complete and an Anti-Racism module is currently being reviewed by HR and will be available later in 2021.</p>	Green	Elected members and staff are confident that they understand Autism and how best to promote inclusion for people with Autism.
7. Explore options for ensuring that business information systems incorporate appropriate options for gender honorifics.	Director of People	Head of Equality, Diversity and Inclusion	31 March 2022	<p>The New MyOracle system has all appropriate gender honorifics built in and there is also the ability to amend and update this in the future as needed.</p> <p>Following discussions with chairs of the new staff groups, staff are able to state their preferred pronouns (eg he/she/they) on their email signature. It is being explored whether provision can be made for staff to state their preferred pronouns in Teams and MyNet.</p>	Green	Norfolk County Council is compliant with the law and respects the gender diversity of residents and staff.
Objective 2: Promote inclusive design and accessibility for disabled people in Norfolk and remove barriers to independence.						
8. Ensure that all our residents can contact our customer service centre for information or advice regardless of their ability, disability (including being blind or D/deaf), literacy skills or whether English is their first language	Director of Community, Information and Learning.	Head of Customer Service and Development, in consultation with Equality and Accessibility Officer	31 March 2022	<p>An EqlA has been developed alongside the Customer Experience Strategy and Charter to ensure accessibility. Strategy and Charter have been signed off at Cabinet, work is now taking place to raise awareness and embed principles within day to day business.</p> <p>A key finding of the EqlA was the need to ensure that D/deaf people can contact the customer service centre and communicate with staff. A Customer Service project officer will work with the Equality and Accessibility Officer and Sensory Support to find a suitable solution.</p> <p>Adult Social Care Department is compliant with the Accessible Information Standard. Work now needs to take place to ensure that the requirements of the Standard are implemented across all other departments.</p>	Green	Our public services environment can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability.
9. Ensure that our digital technologies – such as our computer hardware, software, apps, business systems such as Oracle and Liquid Logic and	Executive Director of Finance and Commercial Services	Business systems Architect for Infrastructure services in	31 March 2023	9.1 It has been agreed that all new projects will be required to comply with a range of minimum accessibility standards. These standards will be developed by Business systems Architect for Infrastructure services in consultation with Equality and Accessibility Officer and set out in the "Proposals for	Green	<p>Digital inclusion for all in Norfolk</p> <p>The equality impact assessment of Digital Inclusion was completed May 2021 and identifies nine key actions to be implemented</p>

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
business equipment such as smart phones - are accessible for disabled staff and service users		consultation with Equality and Accessibility Officer		<p>Procurement Gates for IT related projects” document, which also sets out the other requirements with which all IT projects must comply.</p> <p>9.2 Any manager commissioning a technological solution to a service will be required to meet the minimum accessibility standards stated in the document.</p> <p>9.3 A mechanism will be agreed by which checks can take place to ensure that all new corporate and service-led ICT proposals comply with the standards in the “Proposals for Procurement Gates for IT related projects” document, and whether any other accessibility considerations should be taken into account for disabled people.</p> <p>9.4 All new software/apps introduced by the Council will be accompanied by communications to presenters, team managers and colleagues about how to ensure accessibility.</p> <p>9.5 A checkbox will be added to the ‘MyIT’ new starter request form, to signal if a request for IT made by a new starter to the organisation relates to a disability. This would then trigger a review of requirements from the IMT Accessibility lead officer.</p> <p>9.6 Work is taking place to ensure that accessibility is built into the latest upgrade of Oracle.</p>		over the next three years to enhance inclusive design in ICT and web content.
10. Ensure that our digital web content is accessible regardless of people’s ability, disability or literacy skills or whether English is their first language	Director of Community, Information and Learning.	Digital Manager	31 March 2023	<p>A new Digital Accessibility Working Group has been established, to coordinate expertise from across the Council to share knowledge and working on digital accessibility. Next steps include:</p> <p>10.1 Ensure that our digital web content is accessible regardless of people’s ability, disability or literacy skills or whether English is their first language.</p> <p>10.2 Continue to lead work to meet WCAG 2.1 AA level – to include examining how alternative format information such as video, easy read and BSL can be better used as part of our online offer.</p> <p>10.3 Agree a mechanism by which checks can take place by the Corporate Web team, to ensure that externally commissioned sites and new customer offers/ forms and content comply with minimum acceptable standards for accessible web content, and whether any other accessibility considerations should be taken into account for disabled people.</p> <p>10.4 The Corporate Web Team already provides guidance on creating accessible web content on myNet – this will be developed. A specific e-learning module will also be developed.</p> <p>10.5 Develop and deliver media/communications campaign to ensure that managers and staff understand their responsibilities to provide accessible digital and web content to service users. Reinforce key information, such as:</p> <p>a. When creating website content, managers are responsible for ensuring it meets accessibility</p>	Green	Our public services environment can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
				<p>requirements, and that a sign-off process has been fully completed, in accordance with action 5 above.</p> <p>b. Present content in the most accessible format (eg only creating downloadable documents if there is a good case not to use web page content)</p> <p>c. Ensure downloadable documents are in the most appropriate file format and are formatted to meet accessibility requirements, including Easy Read documents</p> <p>d. Ensure video content meets accessibility requirements (eg by producing accurate closed captions, text transcripts etc where required)</p> <p>10.6 Guidance to be developed for chairs of virtual meetings, presenters, and colleagues about how to ensure accessibility and inclusion when interacting digitally. For example, not just in terms of ensuring that blind and D/deaf people can participate, but in terms of promoting mental health (eg minimising message volumes).</p> <p>10.7 A Disability Accessibility intranet page to be developed, to provide information about accessibility.</p> <p>10.8 Complete implementation of Windows update for Fire and Rescue staff, to ensure that staff can benefit from the latest accessibility functions, and the implementation of Read and Write text help for Fire and Rescue staff, to support staff who are dyslexic.</p>		
11. Ensure that all our staff and service users can access our physical premises and facilities, including where temporary arrangements are in place to accommodate COVID risk assessments and social distancing.	Executive Director of Finance and Commercial Services	Director of Property	31 March 2023	<p>A disability site visit and review was undertaken on 15 June 2021 on the county hall refurbishment and new working arrangements. Excellent progress was reported, and the assessment concluded that a high level of accessibility has been achieved for disabled service users and staff.</p> <p>Work is ongoing to find solutions to minor issues and maintain the current strong progress in this area.</p> <p>The Government has launched a fund to help increase the number of changing places within the country following it becoming a legal requirement under part M of the building regulations to consider Changing Place Facilities within any building work.</p> <p>Corporate Property Team is leading on delivery of Changing Place Facilities across Norfolk – this project is developing quickly and is complex as it will involve engaging with District Councils and relevant stakeholder to ensure that facilities are put in the right locations.</p> <p>Current schemes such as improvements to County Hall, Castle Keep project, Fire Services are all utilising accessibility best practice under BS8300:2018.</p> <p>Work with external partners on access improvement/new builds such as the New Marina Centre in Yarmouth are ongoing.</p> <p>NCC premises survey was delayed due to lockdown and better understanding of how NCC premises will be used going forward as there may need to be changes made to survey.</p>	Green	Our public services and workforce environment can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
12. Deliver the Accessibility Strategy for Schools 2019/2021 in accordance with agreed timelines.	Executive Director for Children's Services	Director of Childrens Social Care.	31 March 2021	<p>An Accessibility Strategy for Schools is in place until November 2021. A Project Plan has been agreed for the next refreshed plan:</p> <ul style="list-style-type: none"> • Summer Term: research of other local area Accessibility Strategies for best practice etc • Summer Holiday Period: co-production input via Family Voice Norfolk, Youth Forum and range of education, care and health professionals • 6th September: start of 4 x Monday co-production meetings to turn draft revised area strategy into co-working version • 24th September: deadline for response to Parent/Carer survey • 13th October: SEN Youth Forum meeting re engagement on draft strategy • w/c 18th October: TEN Creative, design team who created the Area SEND Strategy, will convert our draft strategy into professional web-version • w/c 27th October: Local Offer web-team to receive final version for publication <p>Children's Services will present the new draft plan to the EDI Board for discussion when it is available.</p>	Green	Strategy delivered in accordance with agreed targets and outcomes.
13. Norfolk County Council is currently ranked 1st out of 28 county councils that participated in the National Highways and Transport survey 2019. This is an important survey with a large sample size of 3,300 that helps the Council to understand what local people feel about their roads. Whilst we are currently the top performing county overall across traffic levels, condition of highway and highway maintenance, we fell slightly below the average (by no more than two per cent) on ease of access/ disabilities.	Director of Highways and Waste	TBC	31 March 2022	Work will commence in due course to identify opportunities for improvement	Not started	Opportunities identified (if possible) to increase access for disabled people
14. Consult with disabled groups in Norfolk on the barriers to access and independence identified by Norfolk's Access Groups, to consider options for addressing these barriers over the short to long term, and work with system leaders to address these barriers.	Assistant Director Performance and Governance.	Equality and Accessibility Officer	31 March 2023	<p>Chairs of disability access groups have identified the key barriers to independence for disabled people in Norfolk. This now needs to be tested with all disability groups across the county. This work will be carried out in 2022</p> <p>Conversations have started to better understand the landscape post pandemic. More formal engagement will happen at that point.</p>	Green	Norfolk County Council maintains a clear understanding of the key barriers to disabled people's independence in Norfolk.
Objective 3: Strengthen hate incident recording and reporting protocols and better integrate these within safeguarding practice, to safeguard people in Norfolk from hate incidents.						
15. Continue implementation of and promote the Stop Hate in Norfolk Protocol and campaign, addressing gaps identified in monitoring over the last 18 months.	Assistant Director Performance and Governance.	Equality and Accessibility Officer	31 March 2022	<p>The Hate Crime Protocol has been reviewed and relaunched, to make it simpler for residents to report hate incidents. The e-learning for Norfolk public sector staff and residents has been refreshed and relaunched and is available here. So far, between 2019-2021, 1435 staff members have completed the new version of the training. The format of quarterly hate incident reports produced by the police has been significantly reviewed and updated, to present a comprehensive overview of past and emerging trends.</p> <p>The Council's website information on hate incidents is up-to-date, and Liquid Logic enables staff to record if a service user has reported a hate incident (there is a question within the Safeguarding referral process as well as a direct link that enables reports to be completed via Liquid Logic).</p> <p>Priorities going forward are to (a) clarify which Norfolk CC services currently offer third party reporting on hate incidents, and the extent of third party reporting in Norfolk, and (b) agree with partners whether a formal mechanism should be in place to enable partners to collectively review hate incident data in Norfolk.</p>	Green	Norfolk County Council understands the level of hate incidents in Norfolk and trends/ hotspots, so that it can work effectively with other agencies to respond appropriately and keep people as safe as possible. The maximum possible number of local organisations agree to adopt the protocol.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
Objective 4: Develop NCC's reputation as an employer that values difference, attracting and recruiting colleagues from a diverse range of backgrounds for the value they can bring to our organisation.						
16. Review and refresh our recruitment and marketing package to ensure we attract and recruit new colleagues from a diverse range of backgrounds.	Director of People.	HR Customer Delivery Manager	31 March 2021	The recruitment pages now include more diversity and accessibility information. There is a working group of advisory group representatives looking at our recruitment processes and they will feed into the wider review and update of our recruitment policy and guidance.	Complete	Increase in the number of applications received from groups that are typically under-represented, particularly for senior roles. The proportion progressing through the recruitment process reflects the progression of under-represented groups
17. Explore adoption of Inclusive Employers, an employers' benchmarking tool on accessibility, and test ourselves against the standard in 2020/21	Director of People.	HR Customer Delivery Manager	31 March 2022	Self-assessment carried out - now finalising 3 year people EDI plan to reflect recommendations - aim to start application against full standard towards the end of 2021.	On Track	Enhance understanding of how the Council performs on equality, compared to others
18. Explore adoption of the Government's Race at Work Charter, which gives organisations a clear set of actions to work towards in helping to create equality of opportunity for ethnic minority employees at work.	Director of People	HR Customer Delivery Manager	31 March 2023	This forms part of the self-assessment process. The Council also successfully applied to be part of the pilot Workforce Race Equality Standard for Social Care - this work is being carried out this year.	On Track	Explore adoption of the Government's Race at Work Charter, which gives organisations a clear set of actions to work towards in helping to create equality of opportunity for ethnic minority employees at work.
19. Ensure the values of equality, diversity and inclusion are included in the new management and leadership development offer at all appropriate opportunities	Director of People	HR Customer Delivery Manager	31 March 2021	Understanding Racism training offer to all senior managers. Mandatory training programme updated to include EDI training. Objective to role model EDI included in PDR process for Senior Managers. Further development of Leadership Offer to take place during 2021/22.	Complete	Our training offer provides new managers with a clear understanding of a wide range of inclusion issues and equips them with the tools they need to promote diversity and ensure that team members feel that their differences are truly valued.
Objective 5: Support and encourage colleagues to be the best they can be at work, providing them with an employment deal that is fair and inclusive, helping everyone to contribute to the ambitions of NCC.						
20. Embed flexibility into key processes to ensure managers can adapt them to individual needs e.g. induction.	Director of People.	HR Customer Delivery Manager	31 March 2021	This has been completed and will now be rolled out across all policies and procedures as part of the Policy Review Programme taking place during 2021/22. This will incorporate feedback from the self assessment and the Advisory Groups.	Complete	An efficient and flexible workforce.
21. Continue to develop our communication and promotional plan to support embedding the revised Equality, Diversity and Inclusion Policy	Director of People.	HR Customer Delivery Manager	31 March 2021	Communications plan developed, together with a cultural calendar to inform corporate and internal communications. Inclusion issues form a key part of the Head of Paid Service's blog and the Council is able to quickly get messages out e.g. support for colleagues who may have family affected by the Covid peak in India (in collaboration with the NHS).	Complete	A clear communication plan that informs colleagues, members and the community about our EDI strategy and plans. The communication plan will also celebrate diversity and ensure that the benefits of an inclusive culture and the values and behaviours that we expect are clear
22. Implement Networks and Groups which are supported and empowered to ensure real life experiences of colleagues are understood and built into our ongoing action plans	Director of People	HR Customer Delivery Manager	31 March 2021	This action is completed and the groups have met several times and will continue to develop	Complete	Groups in place, terms of reference agreed and clear structures in place to ensure that networks are supported, network members feel empowered and that their views are valued
23. Talk to our diverse communities about how they view the Council as an employer and address any issues or barriers.	Director of People	HR Customer Delivery Manager	31 March 2023	Work will commence to progress this action in due course - to be in 3 year People EDI plan Consultation is taking place with 35 seldom-heard communities in Norfolk on how they view Fire and Rescue Service as an employer. 100 different voices have been heard so far, and some key themes are beginning to emerge. A full report on the findings will be available in due course.	On Track	Ensure that the Council has opportunities to hear directly from communities about how they view the Council as an employer to enable any barriers to be addressed.
Priorities agreed by Full Council in the Motion on EDI on 20th July 2020						
24. Challenge racism through our actions, how we communicate and how we treat those who use services we provide	Head of Paid Services		Ongoing	The Council is developing a suite of actions to tackle racism and promote race equality, set out in this Plan. This includes training, which Full Council specifically requested, and the review of unconscious bias. In addition to this, the Council is working with three independent race equality experts, who are providing objective challenge to support the Council's work in this area.	Green	The Council actively and consciously seeks to address the multidimensional aspects of racism. Elected members and staff take personal accountability and action for tackling racism.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
				<p>The Cabinet met with two of the independent race equality experts on 22 September 2020 and reviewed 1.5 hours of training material.</p> <p>Work is ongoing with Black service users to consider how to ensure that museum displays promote positive imagery of Black history and how to ensure that objects are displayed and interpreted in an appropriate way.</p>		
25. Review how the Council works and communicates as an organisation, to identify any unconscious or structural bias in the system. Where there is, steps will be taken to remove it. Progress will be reported to Cabinet.	Chief Fire Officer	Head of Equality, Diversity and Inclusion	Ongoing	See Action 1	Green	N/A
26. Develop a training package on unconscious/structural bias, to equip elected members and staff with the tools to challenge unconscious and structural bias. This training was due to be launched earlier this year but was delayed by COVID-19.	Director for People	Head of Equality, Diversity and Inclusion	31 March 2022	<p>Work was underway to finalise the training, when the Government made a decision to advise against unconscious bias training in the Civil Service. Since then, the Council has implemented a two part Diversity and Intercultural Awareness Workshop. This was developed in house.</p> <p>It should be noted that</p> <ul style="list-style-type: none"> There is no dispute over the existence of unconscious bias – Central Government recognises that unconscious bias exists. The challenge being made by Central Government was that UC training is 'ineffective' and may lead to 'unintended consequences'. Norfolk County Council was effectively already complying with the recommendations of central Government. 	Green	Elected members and staff are confident that they understand their own biases, how these may be impacting and how to address this.
27. Develop learning and development on white privilege and racism, with colleagues from diverse ethnic backgrounds, service users and race equality experts, which will be made available to all colleagues.	Director for People	Workforce Development Manager	31 March 2022	Racism and anti-racist practice training develop and delivered to senior leadership team by Craig Pinkney. E-learning package based on this being finalised to be launched for all colleagues. Diversity and Intercultural Awareness training launched in Autumn 2020 which included education on racism. Racism and anti racist practice have also been delivered within Children's services.	Complete	Elected members and staff are confident that they understand the concepts of white privilege and anti-racism and know how to play their part
28. Initiate a project to identify those from diverse backgrounds who have contributed to Norfolk and act as exemplary role-models for today, together with ways they can be celebrated. This will be particularly important during Black History Month and beyond to embed as 'business as usual'.	Co Leads: Assistant Director Performance and Governance; Director, Culture and Heritage		31 March 2022	<p>It was confirmed in November 2020 that the UK's independent national Black History Month charity uses Norfolk County Council's innovative partnership work for Norfolk's Black History Month as an example to inspire other local authorities. This is the result of a shared vision between the Council and the chair of Norfolk's Black History Month, to use the Council's influence to promote exemplary role models, so that young people in Norfolk have an opportunity to learn about the achievements of Black men and women in science, politics, education and academia.</p> <p>It is also an opportunity to highlight the achievements of Norfolk's notable figures. One such example is Dr Allen Glayser Minns, who made history in 1904 when he was elected mayor of Thetford and became the first Black mayor of Britain. Each year, Norfolk's Black History Month generates engagement with around 30,000 people who live, work in and visit Norfolk, so it represents a huge opportunity to educate and inform.</p> <p>Work is taking place with Norfolk's Black History Month chair to support activities for the October 2021 programme of events.</p>	Green	People in Norfolk (and particularly young people) have an opportunity to learn about the achievements of Black men and women in science, the arts, politics, education and academia.
29. Corporate Select Committee to undertake a systematic review of Norfolk County Council assets and links to ensure the Council is not unwittingly endorsing racist views	Executive Director of Finance and Commercial Services	Lead: Director of Property, in consultation with Director of Culture and Heritage	27 January 2021	Analysis has been undertaken. The broad outcome so far is that there is no evidence to suggest areas of concern on the naming of assets or rooms.	Green	The Council ensures that it is not unwittingly endorsing racist views.

Title	Director	Project Manager	Target date/s	Current position	RAG	What does success look like? How will we measure performance?
30. Continue implementation of and promote the Stop Hate in Norfolk Protocol and campaign, addressing gaps identified in monitoring over the last 18 months.	Assistant Director Performance and Governance	Head of Equality, Diversity and Inclusion	31 March 2022	See Action 15	Green	Norfolk County Council understands the level of hate incidents in Norfolk and trends/ hotspots, so that it can work effectively with other agencies to respond appropriately and keep people as safe as possible. The maximum possible number of local organisations agree to adopt the protocol.
Priorities agreed by Full Council in the Motion on Norfolk's Disabled Residents agreed 23 November 2020						
31. This Council, mindful of its public sector equality duty to eliminate discrimination and advance equality of opportunity for people with protected characteristics, including disabled people and families with young children resolves to (A) acknowledge the comments of people with disabilities in Norfolk's communities and continue the existing dialogue. (B) agree that the Equalities Diversity and Inclusion Performance Board should continue to oversee the council's approach to equalities (C) agree that continued emphasis should be placed on equality assessments when taking council decisions	Assistant Director Performance and Governance	Head of Equality, Diversity and Inclusion	31 March 2022	<ul style="list-style-type: none"> The Equalities Diversity and Inclusion Performance Board is overseeing the Council's approach to equalities. Continued emphasis is being placed on equality assessments when taking Council decisions 	Green	Norfolk County Council maintains a clear understanding of the key barriers to disabled people's independence in Norfolk, and building blocks are put in place to achieve an accessible Norfolk.
(D) Request that the Cabinet continue to support the principle of co-production as a means of improving the lives of disabled people across Norfolk and continue to work with the Making It Real Group to make this process more effective.	Executive Director, Strategy and Transformation	Innovation Unit manager	31 March 2022	Initial scoping and planning underway to develop a guidance note setting out when co-production with service users is timely and appropriate, ensuring that stakeholders such as the Norfolk VCSE Leadership Group are involved in this discussion. Due to be completed end of June.	Green	Norfolk County Council maintains a clear understanding of the key barriers to disabled people's independence in Norfolk, and building blocks are put in place to achieve an accessible Norfolk.
32. Continue to develop data and analytics to help map the Council's progress as an employer throughout colleagues' working time so that we can learn and improve our inclusive practices	Director of people.	HR Customer Delivery Manager	31 March 2022	An equalities dashboard containing a range of demographic and other data (e.g. recruitment) is now developed. The Council has a range of demographic data dashboards providing insight about employees across a range of issues including recruitment, retention, absence, disciplinarys and grievances. Work will continue to develop these to include reporting on racist/homophobic abuse by service users etc.	Complete	We have a clear set of data, together with insights from employee survey and inclusion networks

New case law - protection under the Equality Act 2010 for people who identify as non-binary

The law provides protection for employees under the protected characteristic of ‘gender reassignment’ but until recently there was some ambiguity about the scope of protection provided to non-binary people. Gender reassignment was previously interpreted more strictly as being limited to an individual proposing to undergo, undergoing or having undergone a process for the purpose of reassigning their sex by changing physiological or other attributes of sex.

The term ‘non-binary’ refers to an individual who identifies as neither male nor female. Employment Tribunal case law (Taylor v Jaguar Land Rover Ltd) has confirmed the scope of legal protection for non-binary people under the Equality Act 2010. It was held in this case that “it was very clear that Parliament intended gender reassignment to be a spectrum moving away from birth sex. And that a person could be at any point on that spectrum. That would be so, whether they described themselves as “non-binary”... or “transitioning”....” The Employment Tribunal considered that consequently people who identify as non-binary fall within the protected characteristic of gender reassignment.

It is notable that this matter was held in an employment setting at first instance in the Employment Tribunal. Therefore, the issue is always open to further judicial scrutiny and within non-employment law contexts.

Local authorities are required to take note of the decision both in employment practices and creating a supportive workplace for non-binary and gender fluid employees, but also when making decisions, providing services to the public and meeting the public sector equality duty.

Norfolk County Council's whole-Council review of unconscious and structural bias

About the Review

What is unconscious and structural bias?

Unconscious biases are learned stereotypes that are automatic, unintentional, deeply ingrained and able to influence behaviour. Unconscious bias happens when people's brains make automatic judgements about people and situations. It includes things like, for example, being 'drawn to' people with similar educational and social backgrounds to your own.

Structural bias is a collective practice that exists in workplaces and in wider society that creates disadvantage or indirect discrimination, in the form of attitudes, behaviours, actions and processes. It includes things like, for example, recruitment practices that favour social media.

You can read a more detailed definition of unconscious and structural bias in the report to Corporate Select Committee on 14 September 2020 setting out the scope of the review. You can view this report [here](#).

Why did you decide to carry out a review?

One of the Council's equality, diversity and inclusion objectives for 2020/23 is to conduct a whole-Council review of how the Council works and communicates, to identify whether there is any unconscious or structural bias in the system. This part of a continued commitment to ensuring fair and inclusive services and a fair and inclusive workplace.

During the last 18 months, new issues emerged which brought the importance of this objective into a sharper focus – such as the Covid-19 pandemic, which has impacted disproportionately on people with protected characteristics, and the debate on structural racism, triggered by the death of George Floyd in America.

Norfolk County Council is the largest democratically-elected organisation in Norfolk, is one of the county's largest employers and a corporate parent to many young people. All elected members and staff have a unique role to play in promoting equality and tackling disadvantage. That is why this review is important to us.

This review will enable the Council to understand where it is operating well, and where there may be a need for change.

Is this standard practice? Are others doing the same thing?

No.

We are not aware of any other large organisations or public bodies carrying out reviews of this nature. There may of course be some that we are not aware of, but this is certainly one of the first reviews of this type to be carried out. Therefore, there is no standard or best practice guidance that we can follow, making this a brave but important step for the County Council to take.

We are of course happy to share our findings and experience with others who may wish to carry out a similar exercise, and we are in discussions with the Local Government Association to support us to do this.

What did the review cover?

The scope of the review was agreed by the County Council's Corporate Select Committee in September 2020. The review aimed to look across the whole of the County Council with two main themes of activity – workforce and service delivery.

There were eight key lines of enquiry:-

Workforce

- A. Does the Council's workforce reflect the demographics of Norfolk's working age population?
- B. Is the 'employee experience' for Council staff broadly similar for all employees, regardless of whether they have protected characteristics?

Service delivery

- C. Do children and young people with protected characteristics in Norfolk experience the same lifelong outcomes as people without these protected characteristics?
- D. Do adults with protected characteristics in Norfolk experience the same lifelong outcomes as people without these protected characteristics?
- E. Is the proportion of people using Council services broadly in line with Norfolk's demographic profile?
- F. Is the 'service user experience' for residents broadly similar across all people with protected characteristics?
- G. Does the Council engage proportionately with all communities, and take steps to seek out the views of people who are seldom heard?
- H. Does the Council's risk management take account of the needs of people with protected characteristics?

Detailed examples to explain each key line of enquiry were also set in the agreed scope for the report – see the report to Corporate Select Committee (link above) for further details.

Who carried out the review?

The senior officer lead for the review was the Chief Fire Officer (CFO), supported by the Council's Head of Equality, Diversity and inclusion. The CFO is already involved nationally and regionally in work to develop and implement the equality framework for Fire and Rescue Services and is leading work in that area.

The review itself was carried out by an independent consultant. External challenge on the scope of the review, the process and findings, has been sought from external race and disability equality advisors to provide assurance that the approach is robust and comprehensive.

What did you look at during the review?

The independent consultant was given access, in a secure way, to all relevant data sets. Open access was also given to staff across the council.

During the review, the consultant examined more than 500 local and national data sets. Discussions and meetings were held with numerous officer experts across the Council to help analyse and obtain insight into this data and what might be driving data findings. This has been a complex task that has taken some time to work through.

The focus was on analysing data to understand more about whether people with protected characteristics (as defined by the Equality Act 2010) living and working in Norfolk experience the same outcomes as people who do not share these characteristics. Therefore, the review was outcome rather than process focussed at this stage.

What were the findings?

We anticipated from the start that the review would identify positives as well as disparities and areas for further consideration. We wanted to look at this courageously, openly and honestly.

The review did indeed identify positives as well as disparities i.e. areas where the outcomes for people with protected characteristics are different to others. It identified areas where:-

- The County Council is performing strongly
- There are disparities in Norfolk, and these reflect the national picture
- There are disparities in Norfolk, and these are unique to Norfolk (or there was no national comparator data)
- There are gaps in some data sets and in some areas we don't hold data

It did not identify any significant concerns or issues that would require immediate or urgent attention to address.

You can view the full 68 page report setting out the detailed findings on our website here: [Our progress on equality diversity and inclusion](#). A shorter document setting out the main findings of the review is also available – a copy is included at Appendix D.

Can the County Council address all of these points?

The findings and disparities highlighted in the report relate to those people who live and work in Norfolk. Whilst the County Council has a key role to play in the services and outcomes that these people experience, these outcomes are not for us alone to own.

We will of course take whatever steps that we reasonably can to address the disparities and build on our areas of strong performance highlighted in the report.

Part of looking at this review courageously, openly and honestly is saying that we do not think that we alone can address all of the findings. However, we are clear that others cannot support or contribute to improvements if they are not aware of where the potential issues are.

Therefore, we think it is important to share this information in the public domain so that we can all be aware and collectively play our part.

Is the review complete?

No, the review is not complete but we are progressing along our journey. We originally anticipated that the review would have three phases:-

- Phase 1 Data gathering and analysis
- Phase 2 Formulation of initial findings and potential actions based on this data/evidence
- Phase 3 Recommendations and proposed action plan for taking forward the findings of the review

Phase 1 of the review is complete, and we are part way through Phase 2. The focus of phase 2 is on understanding the picture from the data and will include sense checking and testing initial findings.

What are you going to do next?

We have carried out some limited sense checking internally and we are now ready to share the initial findings and sense check them more widely. This includes:-

- Internally
 - Departmental Leadership Teams
 - Staff groups
 - Union representatives
- Externally
 - Black, Asian and Minority Ethnic groups
 - Lesbian, gay, bisexual and transgender groups
 - Disabled groups
 - Groups representing people from other protected groups (as defined by the Equality Act 2010)

We would also be interested in hearing from any other groups who want to share their views and experiences with us. We will be using this information to help us to target our efforts to the most appropriate actions.

Will you do another review?

Carrying out a review of this type is a significant exercise, and we have not yet completed our review process. We will want to carry out a further review in the future to help us to understand whether there have been any changes, particularly as a result of any actions that we put in place, which may take some time to embed. Therefore, we would anticipate considering whether a further review of this type would be useful in the next 4-5 years.

Who will oversee any actions from the review?

Key actions arising from the review will be added to the action plan supporting the delivery of the equality and diversity objectives agreed by Norfolk County Council. The Cabinet reviews progress against these objectives annually.

In addition, the Cabinet Member for Communities and Partnerships chairs a regular Performance Board which oversees work to progress and deliver these actions.

Our progress against service specific elements of equality, diversity and inclusion are also 'tested' as part of external inspections. This includes inspections by Ofsted in Children's Services and Adult Learning, as well as inspections of the Fire and Rescue Service by the HMICFRS.

Norfolk County Council's whole-Council review of unconscious and structural bias

Brief summary of findings from the review

As part of continued commitment to ensuring fair and inclusive services and a fair and inclusive workplace, the County Council commissioned a whole-Council review of unconscious and structural bias. The full findings of the review, undertaken by an independent consultant, have been published on our website and we will now be spending some time sense checking and testing the findings of the review with others, so that we can develop robust actions. You can view the full 68 page report setting out the detailed findings on our website at [Our progress on equality diversity and inclusion](#).

This is a detailed a complex report which needs to be carefully reviewed and, with key stakeholders, we need to build up a better understanding of what this means in practice and the priority areas for action. This shorter document aims to set out the main findings of the review only and should be read alongside the full detailed report.

Further information about the review can be found in Appendix C.

Headline findings

The review **did not identify any significant concerns or issues that would require immediate or urgent attention to address.**

The review **identified positive areas where we appear to be performing strongly as well as disparities. Many of the disparities identified by the review are not unique to Norfolk** and are mirrored across the UK. In many cases, the Council already has plans in place to address these disparities.

The review also highlighted however that some of these disparities are persistent, and that at the current rate of change, there is a risk that the gap may not narrow. This is particularly the case for outcomes for Gypsy, Roma and Traveller Children and for Black children, and these are areas where we may wish to put additional plans in place.

Importantly, the review noted that "...unconscious/structural biases are not always immediately obvious, and the root causes of inequalities may often be as a result of multiple factors coming into play". This highlights the importance of sense checking and testing the findings with others so that we have the best chance of understanding what these findings are telling us and what we could do to address disparities and to build on the areas where we are already performing strongly.

There are many areas where we were already aware of the disparities Norfolk people face and work is underway to address these. For example Children's Services already has a plan in place to address disparities in educational attainment. We have not included details of this

activity as we do not wish to give the perception of defensiveness – we want to take an honest and open look at the findings of the review.

Areas where we appear to be performing strongly

The review identified a number of areas where Norfolk is performing strongly with good outcomes for people living and working in Norfolk which are improving and/or better than the national average. These include:-

Our services

1. **Children and young people from diverse ethnic backgrounds are doing better educationally than in previous years**, and the attainment gap has narrowed
2. **Gypsy, Roma and Traveller pupils in Norfolk are doing significantly better than the national average** (Key Stage 4). Note that in the UK, Gypsies, Roma and Travellers have the worst educational outcomes of any ethnic group, so this is a significant area of strength.
3. **Special Education Needs (SEN) and Education and Health Care Plan (EHCP) pupils perform better than nationally at Early Years Foundation Stage.**
4. **SEN students in Norfolk are more likely to enter sustained employment** in Norfolk than SEN students nationally
5. Adult Education evidenced **significant positive outcomes for their learners from diverse ethnic backgrounds** during 2020/21, particularly disabled learners, and this has been recognised by a national award.
6. Norfolk Library and Information Service **continues to attract a highly diverse range of service users** - disabled people and people from Black, Asian and Arabic backgrounds are active library users.
7. There is **no evidence to indicate that people from Black, Asian or Arabic backgrounds are over-represented in road traffic collisions** (which is important to note, as people from these backgrounds are over-represented in road traffic collisions in other parts of the country).

Our workforce

8. **The Council's workforce has become increasingly diverse since 2018**, employing more people from a range of ages, backgrounds and experiences. Employees from diverse ethnic backgrounds are particularly well represented in Childrens and Adults social care.
9. **The Council is employing / retaining more older people (over the age of 65)** than in previous years. **Rates of pay for younger employees appear to have increased** since 2017.
10. Recruitment data shows that **positive action for disabled applicants appears to be effective** in ensuring disabled people have the same opportunities to achieve employment as non-disabled applicants
11. The **gender pay gap at the Council is less than the pay gap in the UK**, which is critical given the predominance of women in the workforce, particularly working in part-time roles.

Key findings against the key lines of enquiry

Below is a summary of key findings, in addition to the areas where we are performing strongly, set against the seven key lines of enquiry for the review. These are summaries only and it is important that they are read alongside the full review report. In many cases, further work and consideration is needed to fully understand, sense check and test the findings and it is important that we do not make any assumptions, particularly where the review has identified that data is limited or incomplete.

Workforce

A. Does the Council's workforce reflect the demographics of Norfolk's working age population?

- The Council's workforce appears to be broadly representative of the ethnic diversity of Norfolk's economically active population. The workforce has become increasingly diverse since 2018.

However, a large proportion of staff do not currently declare some or all of their protected characteristics, meaning that there may be a higher level of diversity in the workforce than is currently recorded.

- Whilst the workforce in some services are particularly ethnically diverse – for example Adult Social Care, in which employees from diverse ethnic backgrounds are well represented – other services have more to do to ensure that they reflect their local populations, such as Norfolk Fire and Rescue.
- Broadly speaking, recruitment data indicates that there is no evidence of bias in relation to gender, disability, sexual orientation and gender identity. It is possible that there may be some limited racial bias in recruitment (because lower numbers of people from diverse ethnic backgrounds are appointed compared to numbers of applicants) but further analysis would be needed to determine this.
- Data suggests that there is likely not bias in staff promotions by gender, disability or racial bias. However, female and disabled staff appear to be under-represented in some management positions.

B. Is the 'employee experience' for Council staff broadly similar for all employees, regardless of whether they have protected characteristics?

- In the most recent staff survey, a higher number of staff identifying as non-binary expressed dissatisfaction, compared to staff who identified as male or female.
- The data suggests overall that older female employees are more likely to raise formal grievances. Note that the number of formal grievances raised by employees are low and have been steadily declining.
- There are higher proportions of staff voluntarily leaving the Council compared to the workforce make-up for young people (24 years and younger), social care staff, staff in lower pay grades (scale A-I) and part-time staff.

- The data for staff dismissed from the Council appears to show that there is no structural/ unconscious bias as data reflects the make-up of the workforce, with the exception of younger employees where the proportion of dismissals has increased.

Service delivery

C. Do children and young people with protected characteristics in Norfolk experience the same lifelong outcomes as people without these protected characteristics?

- Girls achieve better outcomes overall than boys (2019 at Early Years Foundation Stage, Key Stage 2 and Key Stage 4 (in line with the national picture).
- Levels of achievement of pupils from Black, Asian and minority ethnic (BAMEⁱ) backgrounds were below those for White British pupils in Norfolk and below the level of Black, Asian and minority ethnic pupils nationally (Early Years Foundation Stage).
- Black/Black British pupils have the lowest achievement rate (Key Stage 2) and achieved less well than Norfolk pupils overall at Key Stage 4. Black pupils in Norfolk perform below levels of achievement for White-British pupils in Norfolk and also below the level of Black pupils nationally.
- Pupils from 'Other' ethnic backgrounds achieved the lowest percentage pass rates (Key Stage 4).
- At Key Stage 4, BAME pupils in Norfolk performed at broadly the same level to BAME pupils nationally with respect to average GCSE attainment.
- Chinese and Asian/Asian British pupils in Norfolk achieved significantly better percentage pass rates at GCSE than White British and Mixed pupils. Nationally Chinese and Asian / Asian British pupils have the best GCSE outcomes.
- At Early Years Foundation Stage and Key Stage 2, the level of achievement for Gypsy / Roma / Traveller pupils was significantly below the Norfolk average (although some data was missing due to the small size of these pupil cohorts). At Key Stage 4 they achieved percentage pass rates in line with White-British pupils, however Irish Traveller pupils achieved significantly below this.
- In 2021, no young people from Black or Asian backgrounds were identified to be apprentices.
- In 2021, post-16 years of age, Black Caribbean young people are the least likely to not be in education, employment or training (NEET).
- In 2019, pupils in receipt of SEN Support or an Education and Health Care Plan were more likely to be absent from school than non-SEN pupils, and more likely to experience permanent exclusions than other pupil cohorts. SEN students in Norfolk were also less likely to progress to Higher Education than SEN students nationally.
- Gypsy / Roma pupils had the highest rates of permanent exclusions in secondary schools in 2019. Pupils from Irish Traveller and Gypsy / Roma backgrounds were also significantly more likely to be absent from schools in 2019

- No Norfolk children and young people from Asian or Other ethnic backgrounds appear to have been referred for early help.
- Children and young people from Black, Mixed and Other ethnic minority groups are over-represented in Looked After Children (LAC), Child Protection and Care leaver cohorts in comparison to Norfolk school population estimates.
- Children and young people from Black/Black British and Mixed/Multiple ethnic backgrounds are over-represented in youth sentencing and cautions in Norfolk.

D. Do adults with protected characteristics in Norfolk experience the same lifelong outcomes as people without these protected characteristics?

- There is an under-representation of adults from Asian/Asian British, Mixed/Black/ Black British and Gypsy, Roma and Traveller backgrounds receiving short and long-term care support in comparison to adults from white British backgrounds and Norfolk population estimates. Direct national data is not available for comparison, but it is believed that this trend is similar for other rural county areas.
- The number of Norfolk people qualified at NVQ4+ (degree level and above) is lower than the national average, and the number of people with no qualification is slightly higher than the national average.
- The unemployment rate in Norfolk (2020) is higher than in the Eastern Region and nationally.
- Covid-19 has had a significant impact on people in Norfolk. We now understand nationally that age, ethnicity, deprivation, under-lying health conditions, employment and location have all been factors contributing to poorer health outcomes. Significant work is being carried out by Public Health to understand and address health inequalities.

E. Is the proportion of people using Council services broadly in line with Norfolk's demographic profile?

- There has been a 63% increase in the use of interpreting services across the Council. The most commonly requested language was Arabic (30% of all bookings), followed by Lithuanian (19%), Polish (10%), Portuguese (5.6%) and Kurdish-Sorani (4%). Ethnic monitoring across service areas does not indicate that there are particularly high numbers of Arabic service users in case-management systems.
- Customer Services does not capture data around service users protected characteristics at the front door (e.g. telephone or online enquiries) but this information is routinely recorded on Adult and Children's Services case recording systems.

F. Is the 'service user experience' for residents broadly similar across all people with protected characteristics?

- Very little monitoring data has been identified with respect to overall satisfaction levels across service users with protected characteristics so it is not possible to determine across the Council whether service users with protected characteristics have differing levels of satisfaction. Children's Services incorporate diversity monitoring into their 'have your say' feedback process with service users.
- We do not capture information about complainants protected characteristics for monitoring purposes. Qualitative feedback indicates there have been limited numbers of complaints from people with protected characteristics in respect of discrimination or harassment, but also that disabled service users were most likely proportionately over-represented in complaints received by the Council.
- It would be expected that images published on the Council's website, social media and physical information materials should reflect the local population – eg similar numbers of images of women and men; 7% of images to include people from a diverse ethnic background; 20% of images to include disabled people; 3-6% of images to include people who are in a same sex relationship etc. The review identified that prior to 2021, whilst there was a good balance of images on the web and social media of older people, children and young people and disabled people, most images were primarily of White adults and children and heterosexual couples. There was one image of a same sex couple (on the marriage and civil partnerships web page).

G. Does the Council engage proportionately with all communities, and take steps to seek out the views of people who are seldom heard?

- Whilst there is excellent practice in some areas – for example, engagement specifically targeted at young disabled people – the young people participation groups are underrepresented by children from Black, Asian, Arabic and Gypsy, Roma and Traveller (GRT) backgrounds.
- Participation forums for adults – Again, whilst there is excellent practice in some areas – for example, engagement specifically targeted at people with learning disabilities and people who are on the Autism spectrum – participation groups are underrepresented by adults from Black, Asian, Arabic and Gypsy, Roma and Traveller backgrounds.
- There is some evidence of monitoring of protected characteristics in consultations and general expectation that consultations should include some diversity monitoring and take account of differing views and experiences of people from different backgrounds. However, this does not appear to be monitored strategically.

H. Does the Council's risk management take account of the needs of people with protected characteristics?

- There is evidence to indicate that the Council considers the needs of people with protected characteristics in its risk assessment planning.

- In particular, engagement with diverse ethnic communities during the pandemic has informed targeted interventions to address identified inequalities with respect to the impact of COVID-19, and gaps in information about health inequalities experienced by people from diverse ethnic backgrounds in Norfolk have been identified and work is being undertaken to address these gaps, through strategic multi-agency work led by Public Health.

Full findings

More detailed findings against each of the seven key lines of enquiry for the review are set out in the full report (see link above).

ⁱ Please note that within this section there are some references to the phrase “Black and Minority Ethnic”. This is because this is the title of an historic data set.

Cabinet

Item No: 16

Report Title: Health, Safety and Well-being Mid-Year Report 2021-22

Date of Meeting: 06/12/2021

Responsible Cabinet Member: Cllr Andrew Proctor (Leader and Cabinet Member for Strategy & Governance)

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

Is this a Key Decision? Yes / No

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

Executive Summary / Introduction from Cabinet Member

This report provides data and analysis on the Health, Safety and Well-being (HSW) mid-year performance of NCC as an employer.

The report ordinarily also provides an update to the national benchmark of reportable incidents per 1000 f.t.e as these are not published by the Health and Safety Executive (HSE) in time for the annual report in July. These were previously published in October each year, this has now moved to mid December and therefore will not be available for this report. An update will be brought to January Cabinet when the data is available

The data provided in this report needs to be reviewed in the light of the pandemic and the influence it has had on both services and individuals. Whilst as normal, the reporting periods data has been compared to the same period last year this needs to be reviewed with caution as the years are not in and of themselves comparable. For example, the data reflects the relaxation of coronavirus restrictions and the reopening up of services, with an increase in incidents being evident as a result.

The impact of the pandemic is also seen in the mental health data provided with almost 37% of absence days lost being due to mental health causes. This reflects the national picture of elevated levels of anxiety and depression, but this makes it no less concerning. Directorates have included actions relating to well-being in their employee survey action plans and this report recommends a wholesale strategic

review of our organisational approach to well-being aligned to our staff survey construct which informs us of the enablers for a healthy and performing organisation. The review will reframe our understanding of well-being and thereby our strategy as part of the overall workforce strategy.

Whilst this report's focus in terms of well-being is on the services and interventions managed by the HSW team, it is recommended that the review is wide reaching taking into account the organisational development and practice influencers on good health including the organisations values, culture, work and people practice; all of which contribute to effective and healthy employees in work.

This is acutely relevant now in the light of changes to the way we work and the challenges facing the public sector.

Good progress has been made on the actions agreed from the 2020/21 annual report. A summary of this is provided in section 3 below and throughout the slide deck.

The key highlights from the data includes:

Mental health and wellbeing

- Following the reintroduction of Mental Health First Aid training the number of mental health first aid champions has risen to 437. In a recent survey 85% of respondents said they have used the skills they have learnt to signpost colleagues to services, and 83% to raise awareness of mental health issues. 83% believe their training has helped through the pandemic.
- Norfolk Support Line (NSL) use continues to remain high with 3.39% of employees accessing support. Work as a primary presenting issue reduced significantly from 20% at the end of last year to 14%.
- 6 teams have accessed critical incident support so far this year
- Well-being Advisor (WBA) referrals have increased slightly compared to the same point last year (from 69 to 73) 60% of referrals related to work, replicating the 2020/21 trend of NSL being primarily utilised for personal issues and WBAs for work.
- 13 teams have participated in team-based stress risk assessments so far this year. All of which achieved above target scores.
- Feedback and outcome measures for health and wellbeing services continue to be very positive for example after WBA support 77% of people felt their productivity had improved and 73% their job satisfaction and the number of people in work rises following support from 69% at the point of referral to 83% after support.

Musculoskeletal health

- Musculoskeletal absence accounts for 17.2% days lost due to sickness at NCC
- 195 employees in NCC Services and 143 in NCC Schools were referred to the Musculoskeletal Rehabilitation Scheme (MIRS) this year. This is below the

expected 8% level at 6.1% (NCC figure excluding schools). 96% of employees were at work at the time of referral.

- Uptake on computer workstation assessments undertaken by the MIRS provider has increased to 74 compared to 36 for the same period in 2020/21. However, they still remain below pre-pandemic levels.
- 95% of MIRS referrers said they would recommend the service and 83% felt treatment helped them remain at work or return to work sooner

Management of health and safety

- The number of reportable incidents has increased compared to the same point last year (from 0.74 per 1000 f.t.e to 1.14). The number of non-reportable incidents has risen overall compared to the same point last year (from 21.83 per 1000 f.t.e. to 30.49) but has not reached pre-pandemic levels. The rise in incidents reflects services reopening more fully, particularly the full reopening of schools.
- The timeliness of reviewing and signing off incidents has improved with the target being met for 85% of incidents compared to 70% for 2020/21. However, a number of incidents from previous reporting periods continue to remain open. It is recommended that HSW close all incidents that predate 2020 as meaningful investigation and learning from these incidents is unlikely. It should be noted that this approach may mean incidents that are statutorily reportable go unidentified and this should be considered by Cabinet before agreeing this action.
- Violence remains the single biggest cause of incidents. Whilst the number of incidents has increased significantly compared to the same period last year, this likely reflects the full reopening of education settings and levels remain lower than those pre-pandemic. It should be noted that Children's Services and Education colleagues support some of our most vulnerable children, therefore, preventative measures are often limited and incidents of concern are reviewed by health and safety professionals with the service.
- Other top causes of incidents remain similar to at the end of year position except for manual handling incidents which have increased significantly. The majority of these occurred in the fire service, reflecting the manual nature of operational activity; and in primary schools, where the incidents are varied and do not suggest any particular gap in controls.
- Engagement with employee representatives has improved with regular meetings where health and safety is formally discussed with unions is now taking place across all directorates
- Completion of mandatory health and safety training continues to be slightly below the target of 90% at 83% for the whole organisation
- 1656 people have completed the new evacuation marshal e-learning and 1491 the working from an office hub e-learning
- £326,897 of traded income has been raised so far this year up from £242,500 at the same point last year

Recommendations:

Cabinet are asked to consider the performance report and endorse the proposed actions:

- 1. HR lead a strategic review of organisational well-being**
- 2. HSW close all open incidents that predate 2020**
- 3. Executive Directors are asked to support the myOracle transition by ensuring all other open incidents are closed off in a timely way**
- 4. Executive Directors are asked to continue to implement the recommended actions from their individual 2020/21 annual reports**

1. Background and Purpose

1.1. As an employer Norfolk County Council (NCC) is required to have in place a management system to ensure the health and safety of our employees and others affected by our business undertaking; including Members, volunteers and anyone we provide services to (either directly or through a 3rd party), such as school pupils, commissioned services clients and contractors.

1.2. As part of the NCC health and safety management system the Head of Health, Safety and Well-Being is required to report to the most senior leaders of NCC as the accountable persons, twice a year on the health, safety and well-being performance. The main purpose of this report is to provide Cabinet with an in-year update on agreed actions and performance measures so Members may be satisfied of the effectiveness of the NCC health and safety management system, or where necessary to identify actions for Executive Directors and others to improve the performance against the 3 key outcome goals outlined below.

2. Health, Safety and Well-being Performance Outcomes

2.1. The performance measures provided in this report relate to 3 key outcomes for Health, Safety and Well-being. These are:

- **NCC has a positive health, safety and well-being culture**
The measures are designed to inform NCC whether accountability for HSW matters is being taken at the right levels throughout the organisation and if there is good engagement and they focus on 3 broad areas: incidents, leadership and employee involvement
- **The standard of HSW management ensures employees are at work, well and productive**
The measures are designed to give an indication of how well NCC is managing its HSW risks and they focus on 3 key areas: risk management, well-being services utilisation and employee competency

- **HSW have a successful, strategic approach to trading and cost recovery.** These measures are designed to ensure traded services focus on areas that support NCCs wider responsibilities and do not negatively impact delivery of HSW support to NCC

All of the data provided in this report needs to be reviewed in the light of the pandemic and the influence it has had on both services and individuals. Whilst as normal, the reporting periods data has been compared to the same period last year this needs to be reviewed with caution as the years are not in and of themselves comparable. Therefore, where relevant, in analysis, comparison is also made to 2019/20 data.

During the height of the pandemic much of our activity was suspended which impacted on the data within this report, as services have begun to return to a level of normality we will inevitably see an impact.

Further detail and explanation of the measures is provided in Appendix 1

Corporate Vital Signs and Workforce priorities

2.2. The HSW service as part of the wider HR service contributes to the delivery of the workforce priorities which are underpinned by the implementation of myOracle which will enable colleagues to take personal ownership of their customer journey, and managers to be an engaging and effective face of NCC to their team members.

2.3. The workforce priorities were refreshed for 2021/22. The priorities are provided in Appendix 2 of the report and the HR Plan on a page is provided at Appendix 3 for reference and context.

2.4. The performance measures provided in this report contribute to the achievement of the workforce priorities and vital signs measures (provided in Appendix 4). Vital signs reporting is tabled separately at Cabinet meetings.

3. Annual Report 2020-21 Action progress

Following presentation of the 2020-21 annual report it was agreed that:

1. The focus and priorities for the Health, Safety and Well-being Service would be:
 - Organisational wellbeing and resilience
 - Refreshing the health and safety management system to reflect and support continued hybrid working
 - Continuing response to the pandemic and integration of ongoing infection prevention and control needs into the management system
2. The focus and priorities for Executive Directors would be:
 - Employee wellbeing and resilience including supporting and enabling managers to build strong, positive relationships with their teams
 - Working with the HSW service to review and confirm NCCs risk appetite within our health and safety management system

- Reviewing and improving where necessary their health and safety management practices with reference to the specific recommendations for their services

3.1. **Service priorities progress**

A brief overview of progress made to date is provided at slide 13 further detail is provided below:

Organisational well-being and resilience

NCC, service directorates and the HR service have given considerable focus to employee well-being and resilience.

There are many examples of recognition that have taken place throughout the pandemic both corporately and locally within directorates and teams. A day of appreciation was awarded to all employees in recognition of their hard work and dedication throughout the pandemic. The corporate communications team have run stories of people's experiences and work throughout the pandemic in recognition of the contributions they have made. A number of external awards have been applied for to gain external recognition for the work of the teams across NCC. Many applications have been shortlisted and a number have been successful.

Executive directors and senior managers have continued to show their appreciation for the continued hard work of their teams through a variety of mechanisms, including recognition events both stand alone and as part of regular meetings, regular communications sharing praise and feedback as well as individual thank you letters.

The recent report to Corporate Board providing an update on the 2021 employee survey (5 October) outlined the directorate action plans developed in response to the survey results. All directorates identified ways that employee well-being and resilience could be further supported, examples include:

- Improving communication and engagement mechanisms
- Building on recognition and praise channels
- Improving management visibility
- Reviewing causes of job pressures and workplace tensions to identify changes to support improvement
- Improving support to new employees

HR policies and management practice continue to be reviewed in the light of new ways of working to ensure they are fit for our hybrid way of working. The HR service has been a significant contributor to the Smarter Working programme, developing new resources and support to enable excellent management practice and a flexible approach to work that serves both NCC and employees well.

Time to recover was launched pulling together a variety of resources, some existing and some new to support team and individual well-being and resilience including

provision of the 'time to breathe' workshops. To date 441 employees have attended a session. An example of feedback from an attendee is provided below:

"I will try and not be so hard on myself, and as the title of the session is give myself "Time to Breathe" and hopefully put some of the suggestions into practice. It was really good to hear other people's perspective and hearing what they are going through. We are not alone, and other are going through just as much pain and worry, maybe different to yourself, but no less important worries or concerns."

Mental Health First Aid training has been relaunched following suspension during the pandemic. The training accredited by Mental Health First Aid England was not made available in a format that could be delivered remotely. It supports managers in their role, helping them to have a better understanding of common mental health issues, gain knowledge and confidence to advocate for mental health awareness, spot signs of mental ill health and improve their skills to support positive well-being of their teams. Slide 4 provides an update on the training provided since in person training has been resumed and the feedback from managers that have undertaken the training. It also provides an update on how the HSW team intend to build on the success of the training through increasing their capacity to deliver more courses and adding a half day refresher session to their offer.

However, mental health issues will continue to have a significant impact on our employees and work. Office of National Statistics research (Office of National Statistics, 2021) has shown that the pandemic has impacted on depression and anxiety levels across the adult population. Whilst levels are beginning to tail off they remain above levels before the pandemic hit. During January to March 2021 21% of adults experienced some form of depression while in July to August this had decreased slightly to 17%, before the pandemic levels were at 10%. In particular younger adults and women were more likely to experience some form of depression with 32% of 16- 29 year old women reporting symptoms compared to 20% of men of the same age. Health conditions, disability and financial strain also increase the likelihood of experiencing depression. Many people (74%) experiencing depression reported that the pandemic has had an impact on their well-being.

Mental health absence continues to be the single largest cause of ill health absence at NCC accounting for 36.67% of days lost during the reporting period. Overall absence figures remain lower than the target and lower than pre-pandemic levels, but mental health absence has steadily increased as a proportion of overall absence. When expressed as a percentage of f.t.e. a much flatter line is produced, with levels remaining consistent at 1.2%. However, the total number of days lost is also greater compared to both the same period last year and the year before.

As services continue to manage the impact of the pandemic alongside increasing pressures from other sources such as increased demand, service backlog and recruitment and retention pressures there will undoubtedly be an impact. Other factors such as the rising cost of living and personal and family situations all add to individual stress.

This is reflected in the 2021 employee survey results that identified experiencing excessive pressure as a key driver for the organisation.

Our mental health is not static, for all of us it is on an ever-changing continuum. We can all experience both good and poor mental health as well as varying degrees in between. What causes our mental health to change is complex and multi-faceted, it is rarely influenced by a single factor, some contributors will stem from our personal lives and some our working lives, but all of them will impact on how we feel, perform at work and how well we build and maintain relationships. It is often difficult to identify all of the contributors, and which has more or less weight at any one time in our lives.

Whilst this report focus' on the work of the well-being service, well-being as a construct is multifaceted. It needs to be considered in the broadest of terms in terms of work influencers. The drivers for a healthy and performing organisation are encompassed within our employee survey and include organisational development aspects including people and work practice (and particularly the management/employee relationship), culture, and leadership. This reflects well regarded research on what contributes towards good mental health and reduced stress in the work context. Three key examples of widely recognised standards are summarised below:

The Chartered Institute of Personnel Development cite what they call the seven domains of employee wellbeing (CIPD, 2021):

- health (physical health, physical safety and mental health),
- good work (working environment, line management, work demands, autonomy, change management and pay/reward),
- values/principles (leadership, ethical standards, inclusion and diversity),
- collective/social (employee voice and positive relationships)
- personal growth (career development, emotional, lifelong learning, creativity)
- Lifestyle choices (physical activity and healthy eating)
- Financial wellbeing (fair pay and benefits, retirement planning and financial support)

The Health and Safety Executive stress management standards (HSE, 2007) overlap some of these areas but are narrower in their reach:

- Demands (workload, work patterns and the work environment)
- Control (autonomy, voice, influence)
- Support (management, information, engagement, voice)
- Relationships (behaviours, equality, fairness)
- Role (job design, role clarity)
- Change (management, engagement, communication)

The National Institute for Health and Care Excellence produced guidelines for Mental wellbeing at work in 2009 (NICE, 2009). The report made a number of recommendations to improve mental wellbeing at work:

- A strategic and coordinated approach to promoting employee mental wellbeing (integrated organisation wide approach specific to the workforce, inclusive culture, stigma reducing, job design, employee life-cycle, employee skills, change management)
- Assess opportunities for promoting mental wellbeing and managing risks (systems to assess and monitor mental wellbeing confidentially, promotion, building knowledge, manage risk, respond to individual needs)
- Flexible working (work life balance, personal control, responsive managers)
- The role of line managers (management style, skills and practices)

The report has recently been reviewed and being consulted on.

It is recommended that a broad strategic review of NCCs organisational approach to mental health and wellbeing is undertaken taking into consideration these key reports to ensure that we are supporting good mental health and wellbeing as far as is possible and controlling work related stressors.

Health and Safety Management System and Pandemic Response

The HSW team continues to respond to the needs of services and schools as a result of the pandemic. This continues to take up a significant proportion of the team resource which has hampered progress in other areas such as re-institution of the monitoring programme.

Work outside of the pandemic response has therefore concentrated on the key areas of changes to support Smarter Working and the myOracle project; such as the development of two new e-learning packages to reflect changed ways of working at office hubs, a refresh of the Display Screen Equipment Compliance Code and Risk Assessment to reflect hybrid ways of working and changes to incident management guidance in preparation for the myOracle switch over.

When myOracle replaces the current incident management system OSHENS, the support of Directorates in the transition plan will be needed to ensure incidents recorded in OSHENS are closed off in a timely way. This report highlights that a number of incidents continue to remain open from previous reporting years and sometimes take a while to be closed off in the current reporting period. There will be a limited time period available to close off incidents on OSHENS to prevent further licensing costs. Directorates are asked to do all that they can to close off existing outstanding incidents now and support timely closure in the lead up to transition.

3.2 Specific directorate recommendations progress

Norfolk Audit Service have followed up with Directorates on behalf of HSW to ascertain progress with their specific recommendations. All directorates have developed plans in response to the recommendations and action has been progressed in many areas.

4. Financial Implications

- 4.1. There are no specific financial implications to bring to the attention of Cabinet, although reference should be made to legal implications for Executive Directors and the Head of Paid Service below.

5. Resource Implications

- 5.1 All recommendations will be undertaken within existing resource

6. Other Implications

6.1 Legal Implications:

Health and safety law is criminal law. If the Authority does not have a robust and proactive health and safety management system in place there is a risk that the Authority will be exposed to enforcement action and ultimately prosecution. Enforcement bodies are able to take action where systems are not in place even in the absence of an incident. Where they do take action sentencing guidelines dictate it is the likely severity of injury (rather than actual injury caused) that influences the sentence as well as the size of the organisation and the simplicity of the control measures. Therefore, if a solution is relatively easy to implement and it is likely to prevent a serious injury there will be significant sentencing consequences of not doing so. Recent public sector fines have been in the region of £100,000 - £1,000,000.

There is also a risk of an increase in successful civil claims made against the authority

It should be noted that as the legal employer in NCC schools these risks also apply to schools, unless their status means we are not the employer e.g. academies.

It should also be noted that where we commission or contract out services and activities this does not negate our health and safety responsibilities under the law, as was seen by the recent improvement notice in this area. It is therefore important that we have good contract management in place.

7. Recommendations

Cabinet are asked to consider the performance report and endorse the proposed actions:

- 1. HR lead a strategic review of organisational well-being**
- 2. HSW close all open incidents that predate 2020**
- 3. Executive Directors are asked to support the myOracle transition by ensuring all other open incidents are closed off in a timely way**
- 4. Executive Directors are asked to continue to implement the recommended actions from their individual 2020/21 Annual reports**

Officer Contact

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

Officer name: Derryth Wright

Telephone no.: 01603 222912

Email: Derryth.wright@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

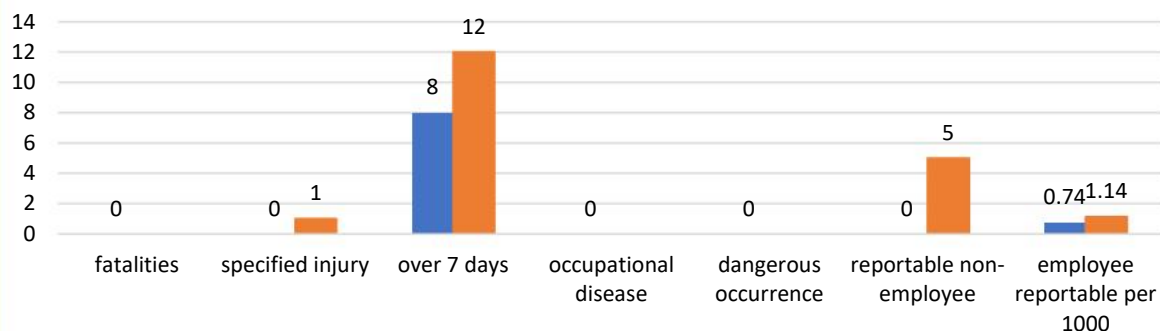
Health, Safety and Well-being Mid Year Report 2021/22



Outcome 1: A positive health, safety and well-being culture

Incidents

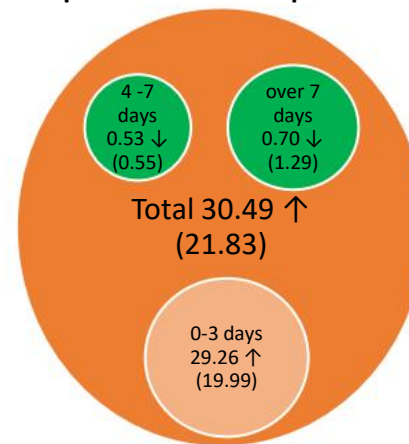
Reportable incidents



*Figure above each bar is actual number of incidents recorded, vertical axis is per 1000 f.t.e.

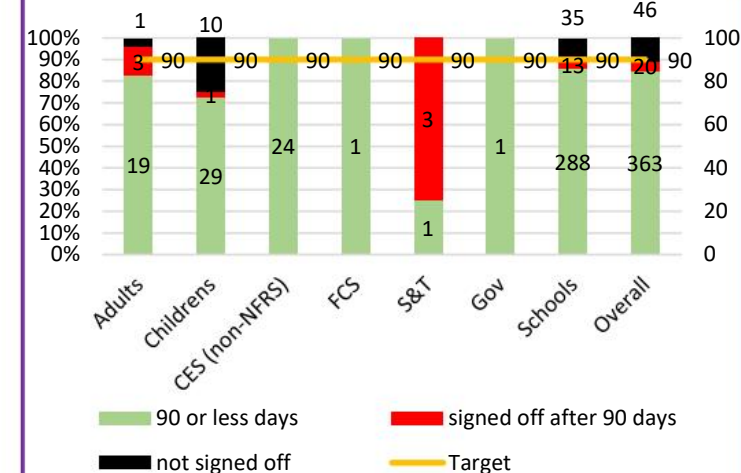
■ 2020/21 ■ 2021/22

Non-reportable incidents per 1000 f.t.e.

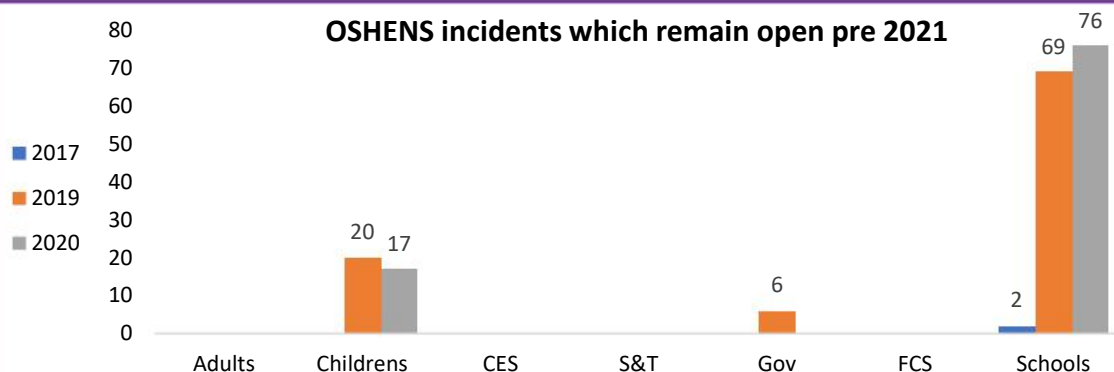


2020/21 appears in brackets

Incidents signed off within 90 days



OSHENS incidents which remain open pre 2021



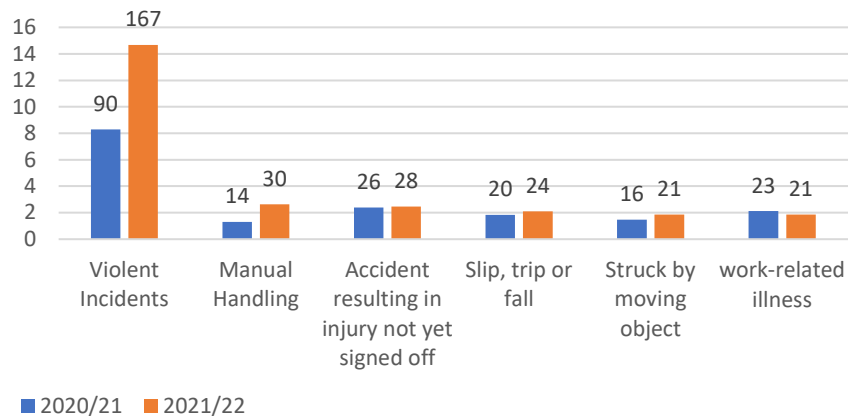
Narrative:

- The number of reportable incidents has increased compared to the same point last year. This is to be expected as many services have now resumed.
- There is no particular trend to the causes of these incidents. Causes include slips and trips, manual handling, collision between people and collision with objects.
- Non reportable incidents have also increased but not to pre pandemic levels. Again this is likely to be a reflection on services resuming.
- The timeliness of reviewing and signing off incidents has improved with the target being met for 85% of incidents compared to 70% for 2020/21. The number of actual incidents not being signed off within target is small, although a number of those continue to remain open. A number of incidents from previous reporting periods also remain open. It is recommended that HSW close all incidents that predate 2020 as meaningful investigation and learning from these incidents is unlikely.

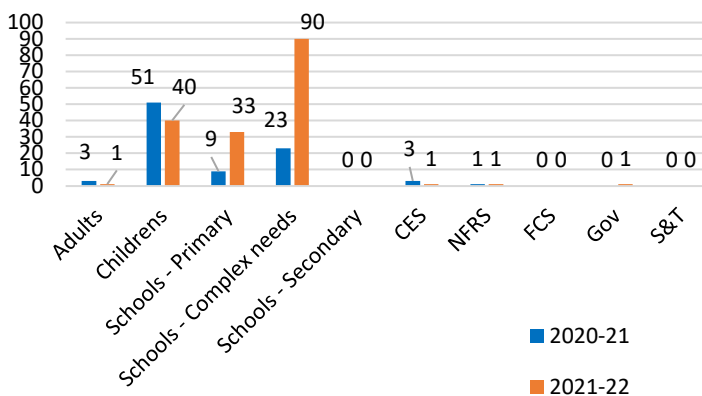
Outcome 1: A positive health, safety and well-being culture

Incidents

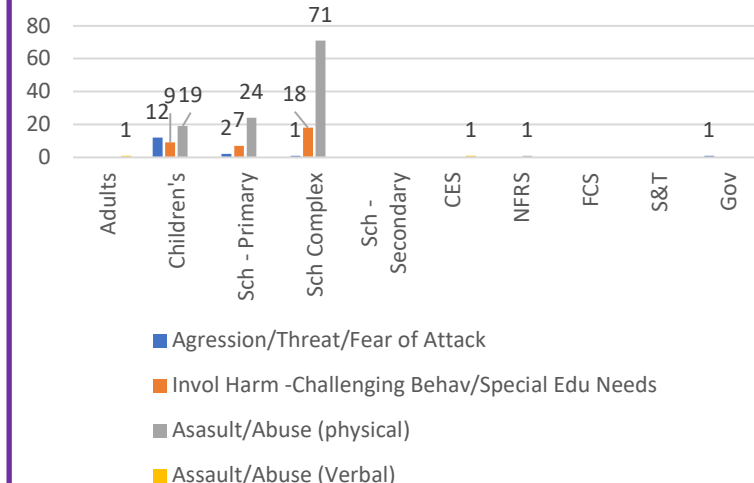
Top 5 incident types per 1000 f.t.e.



Number of violent incidents split by department



Violent Incident Type By Department



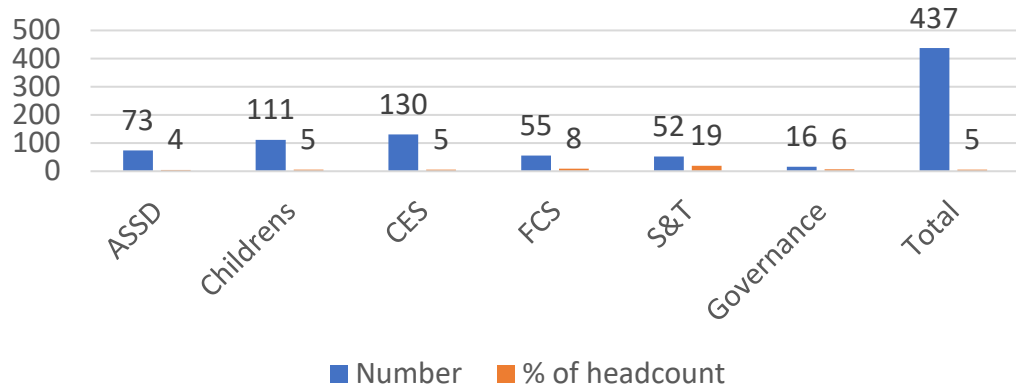
Narrative:

- The types of incidents that are most frequently reported in the main remain the same as previously, although manual handling did not previously feature but due to a significant increase in occurrence is now the second biggest cause of incidents.
- In line with the general increase in incidents, the majority of the top 5 have also increased in number, although they remain lower than pre-pandemic numbers.
- It should be noted that there are 28 incidents in the category of 'accident resulting in injury not yet signed off' this means these incidents cannot be categorised by cause as this has not been confirmed by the manager. This may affect the numbers in other categories.
- The majority of the manual handling incidents occurred in the Fire Service and Education, particularly primary schools. Fire service injuries relate to operational incidents and reflect the manual nature of the activity. Primary school related incidents are varied and do not suggest any particular gap in controls.
- Violence remains the single biggest cause of incidents, the majority of which are recorded as physical in nature. These continue in the main to occur in Children's Services and Education, although the number in Children's Services has reduced compared to the same period last year. These services deal with some of the most challenging service users and the preventative actions available to the service are limited. Incidents of concern are reviewed by health and safety professionals with the service.

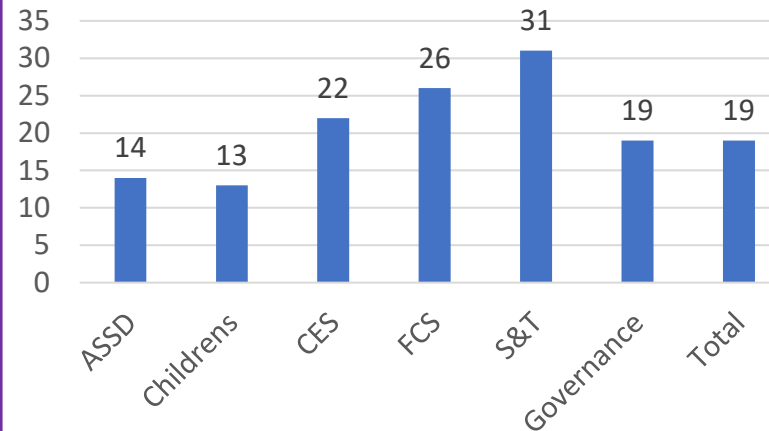
Outcome 1: A positive health, safety and well-being culture

Leadership

Mental Health First Aid Champions



% Managers MHFAC



Employee Survey:
NCC demonstrates a genuine concern for my health, safety and wellbeing 2021 score 69 increased from 66

My manager contributes positively to my health and wellbeing 2021 score 76 up from 72

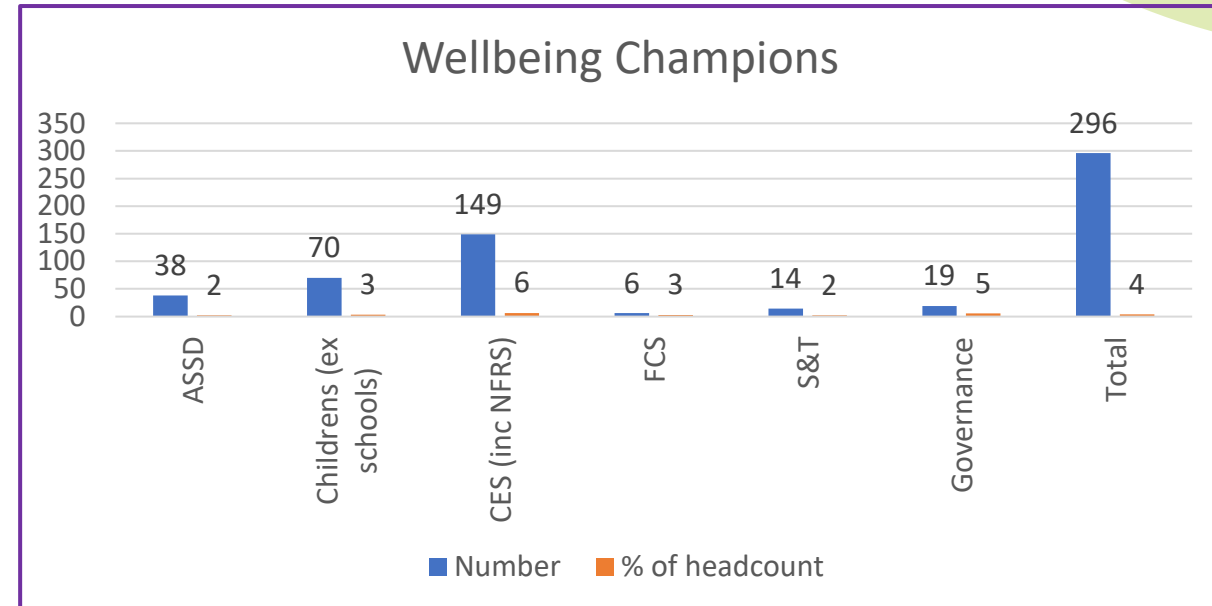
Narrative:

- The annual report recommended that risk profiles were reviewed and refreshed in a number of directorates. Progress has been confirmed with this action in some areas.
- The provision of MHFA training has now recommenced following its suspension due to the pandemic. As a result the number of champions has risen from 335 at the end of 2020/21 to 437. The uptake varies across the directorates. The role of MHF Aiders and upskilling managers in this area has long been important but following the impact of the pandemic on mental health this is even more significant. This training has now been included in the suite of mandatory training for managers under the new policy.
- MHFA Champions have continued to be supported in maintaining and utilising their skills throughout the pandemic via an active community channel on MS Teams. The Well-being team manage this channel and regularly post articles and information. Well-being Advisers supported by a NSL counsellor have also started holding quarterly webinars to refresh MHFA knowledge. In a survey of MHFA Champions in 2021, 85% of respondents said they signposted colleagues to support services an increase from 77% of respondents in the previous survey. Confidence to support colleagues remains high with 74% scaling their confidence from 7-10 an increase from 66% in the previous year. 83% have used their training to help increase mental health awareness among colleagues compared to 79% in the previous year and 83% believe their training has helped during the pandemic compared to 57% in the previous survey. Mental Health First Aid England have recently launched a refresher module and the well-being team aim to add this to their offer later this year. The team has also increased their capacity to deliver the MHFA training so we can offer more courses.
- The employee survey scores for 2021 that specifically ask about health, safety and wellbeing leadership were reported in the 2020/21 annual report but are provided here as a reminder. Corporate Board recently received a report on progress with communications and engagement and actions following publication of the survey results. All directorates have developed action plans as a result of the survey. Some of the themes relating to well-being include: support to new colleagues, improving team resilience, reducing job pressure, improving workplace tensions, improving recognition from and visibility of managers and leaders, improving informal and formal connections in new ways of working

Outcome 1: A positive health, safety and well-being culture

Employee Involvement

**H&S
Committees:**
Are in place in
all directorates



Narrative:

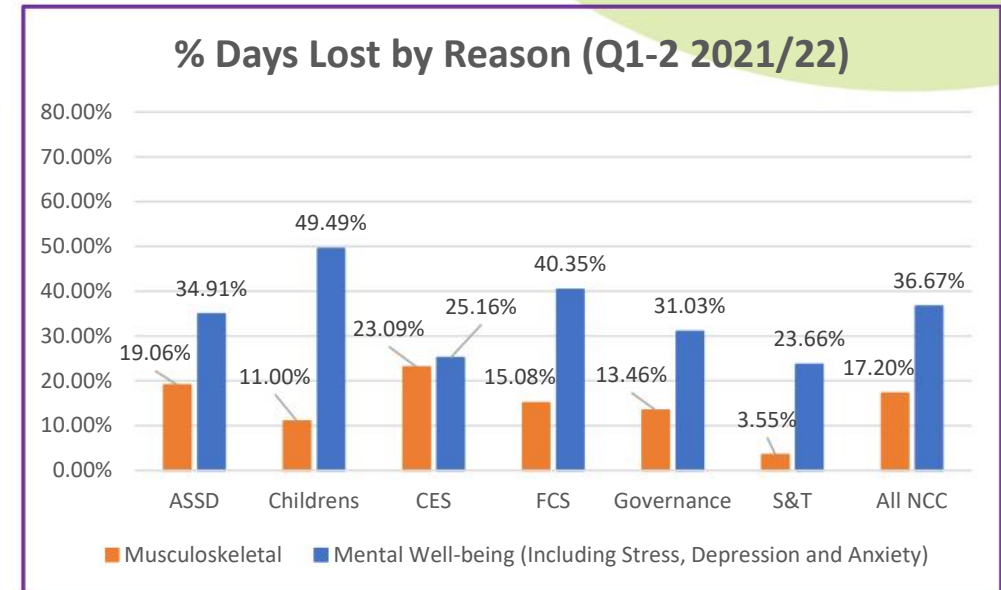
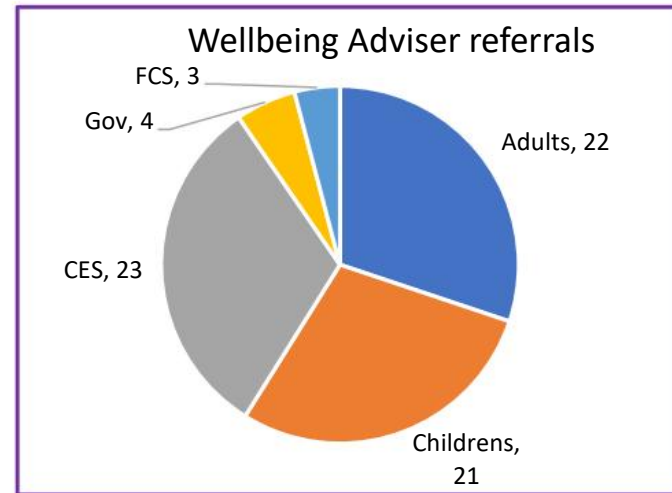
- In the annual report for 2020/21 it was reported that not all directorates had a regular formal mechanism for union engagement and consultation on health and safety matters. There has been significant progress and improvement with this action and regular meetings are now in place in all directorates, with a representative from the HSW team in attendance.
- The number of well-being champions has increased slightly compared to the end of 202/21 position with 296 currently across the organisation, this represents 4% of our workforce which meets the target considered necessary to enable effective communication and signposting regarding workplace health and well-being matters.

Outcome 2: The standard of HSW management ensures employees are at work, well and productive

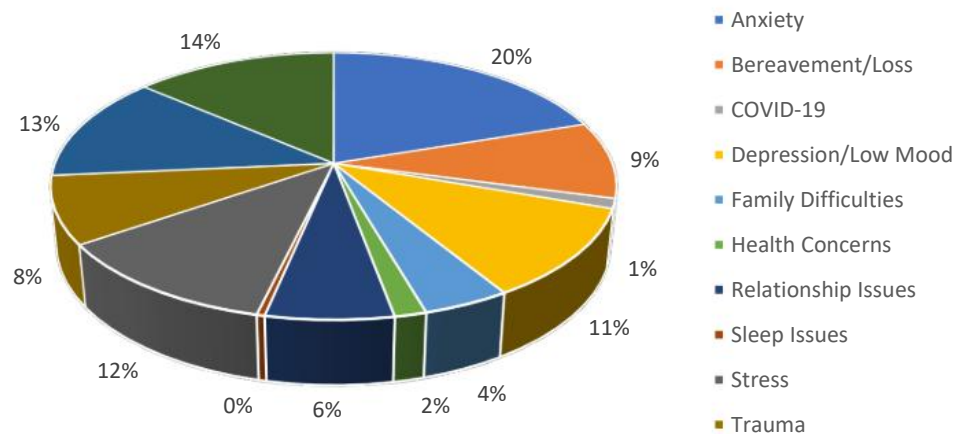
Risk management – Well-being

Norfolk Support Line:

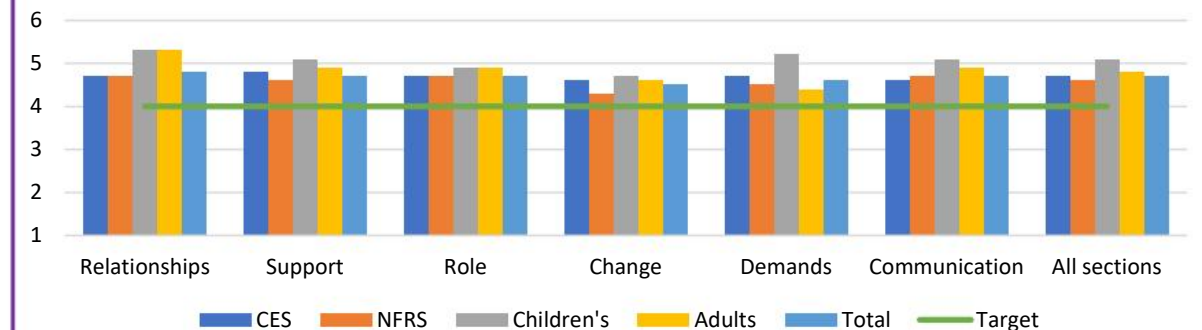
- 3.39 % employees accessed
- 14% work identified as primary issue
- Critical incident/trauma team support provided to 6 teams



NSL Primary presenting reason



Stress management scoring 2021-22



Outcome 2: The standard of HSW management ensures employees are at work, well and productive

Risk management

Narrative:

- The percentage of days lost due to both musculoskeletal issues and mental health have increased from the end of 2020/21 position (this was 10.71 and 34.78 respectively). Vital signs data shows that the overall absence figures remain lower than the target and is lower than pre-pandemic levels, (absence rate is 3.2% against a target of 3.5% lost time) therefore the above chart represents an increased proportion of the total absence. For mental health absence this proportion is greater than pre pandemic levels (31.25% at this point in 2019/20). However, when expressed as a percentage of FTE time lost, mental health absence has remained consistent over the last 2 years at 1.2%
- NSL use continues to remain higher than previous years although it has dipped slightly compared to the 2020/21 end of year figure of 4.75%. A reduction in use is often seen over the summer months and the relaxation of many Coronavirus social restrictions may also have contributed to this.
- Work as a primary presenting issue continues to reduce and at 14% is significantly below the target of $\leq 25\%$.
- NSL also provide critical incident support: Support for a team when they are affected by a significant incident or an accumulation of incidents (e.g. death of a client or colleague or a continual increase in pressure such as has been seen for some services through the pandemic). Use of this service continues to be higher than in previous years. So far this year 6 teams have accessed support compared to 8 for the whole of 2020/21. HR have been promoting the use of this service throughout the pandemic and the continued uptake is positive.
- Wellbeing Advisor (WBA) referrals increased slightly from 69 during the same period last year to 73.
- We would ordinarily expect 25% of wellbeing support or less to relate to work. During the period 60% of referrals related to work which follows the trend we saw through 2020/21 where employees favoured WBA support for work related issues and NSL for personal issues.
- 13 teams of varying sizes have participated in the stress risk assessment tool so far this year. All teams that have participated have scored above target in all areas.
- The pandemic has had a significant impact on mental health well-being nationally. Whilst Office of National Statistics research* indicates that levels of depression in adults decreased over the summer compared to early 2021 (from 21% to 17% adults experiencing symptoms), this level remains higher than levels before the pandemic (10%). This may in some way account for the trends we are seeing in our data relating to mental health and well-being both in terms of absence and service use. It is recommended that HR undertakes a strategic review of well-being encompassing all contributors to employee well-being.

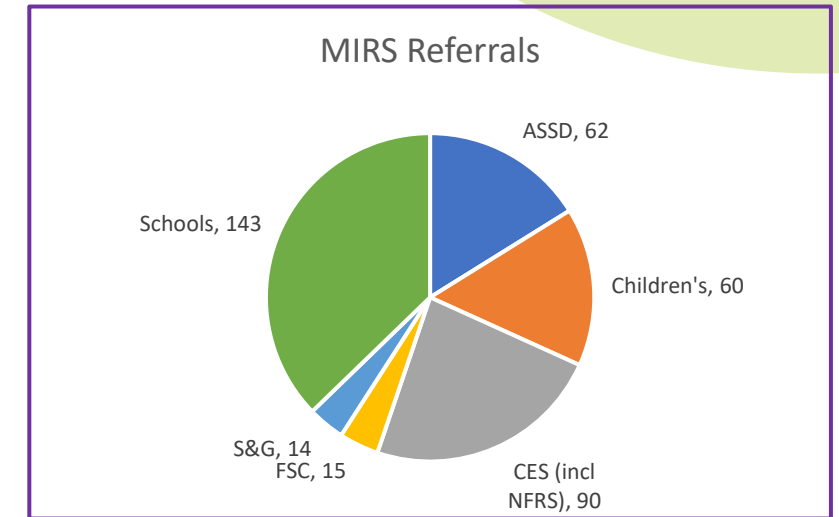
Outcome 2: The standard of HSW management ensures employees are at work, well and productive

Risk management

Musculoskeletal Scheme Use:
96% referral while at work (whole NCC)
74 workstation assessments

Enforcement action:
No enforcement action taken against NCC during the period

H&S Monitoring:
The proactive monitoring programme remained suspended due to COVID-19



Narrative:

- Levels of MIRS use continue to be lower than would be considered good at 6.1% (excluding schools) compared to a target of 8%, this may continue to reflect people's response to the pandemic. However, with rising levels of musculoskeletal absence it is important that employees are encouraged to use this service to help keep them well and working.
- The number of workstation assessments undertaken by the MIRS providers has increased compared to the same period last year (from 36 to 74) but this remains lower than pre-pandemic levels. Workstation assessment is an important factor in hybrid working and whilst many employees made use of the £250 grant and continue to access equipment through the replacement scheme, to ensure their home workstation is appropriately equipped; the rise in absence levels due to musculoskeletal issues may be contributed to by poor workstation set up, prolonged periods at the computer and reduced levels of physical activity through the pandemic restrictions. It remains important that all employees undertake the DSE e-learning and DSE assessment. Where employees and managers require expert intervention/assessment due to complex health needs, underlying or early indication of musculoskeletal issues, a referral should be made to the MIRS service for an assessment.
- Whilst no enforcement action was taken during the reporting period NCC did receive the Fee for Intervention invoice following enforcement action previously reported on. The HSE charged NCC £549.50 for their work relating to the notice served. The work of the NCC team who supported the actions to deliver compliance with this notice would have amounted to a significantly greater hidden cost to the organisation.

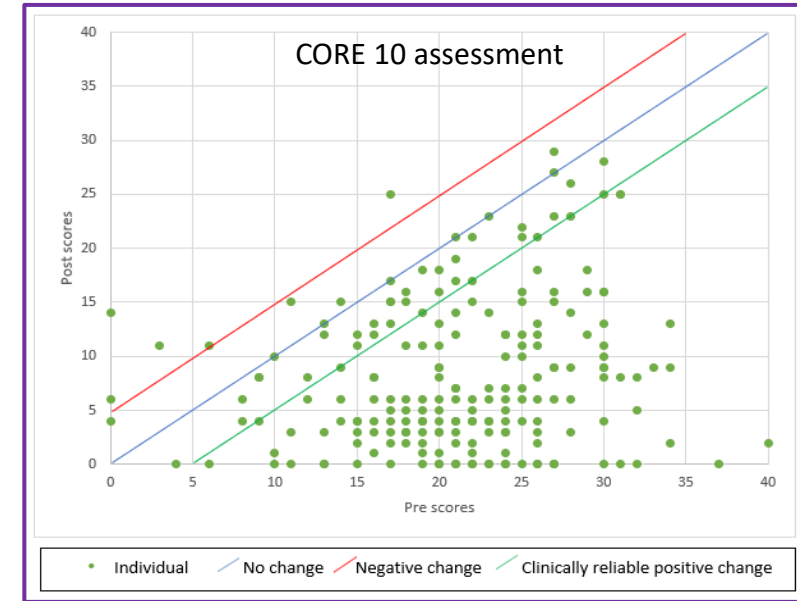
Outcome 2: The standard of HSW management ensures employees are at work, well and productive

Risk management – Impact of the services

**Well-being
Advisor Support:**
69% at work at
the time of
referral

83% at work
following support

**Musculoskeletal
Scheme:**
Estimated to save
4334 days
sickness absence
and £325,050



Narrative:

- Employees who receive counselling undertake a CORE 10 assessment. This is a widely used monitoring tool to indicate the impact on psychological health from psychotherapy, counselling etc. The lower the score the better psychological health. Any dots below the green line show a positive impact
- WBA support continues to show a positive impact on colleagues being at work and well with 83% in work following support. Referral whilst at work remains steady at 69%. The point at which referral to WBAs occurs is important because early intervention can often prevent absence or reduce the length of absence.
- MIRS continues to make a positive impact on colleagues being at work and well with treatment making a difference and reducing the number of days absence.

Outcome 2: The standard of HSW management ensures employees are at work, well and productive

Risk management – Impact of the services

Feedback for NSL:

"It was helpful to speak to a third party outside my family and friends who was not emotionally involved. I felt able to talk openly and honestly about my problems and how the stress was affecting me. I didn't feel I had to put on a brave face which I sometimes felt when talking to other people"

"All your counsellors I have spoken to so far have been amazing, supportive and have given me some excellent grounding strategies to use in my daily life. They are very easy to talk to and always follow up with an email and a reminder they are there if I need them in between sessions"

Feedback for MIRS:

Following treatment employees are sent a survey to understand the impact of the service.

- 83% felt treatment helped them to remain at work or return to work sooner
- 95% felt treatment helped their condition
- 95% would recommend the service to a colleague

Verbatim feedback example:

"I was very impressed with the service I received I was referred on a Tuesday afternoon about 4pm and I was seeing a physio two days later I don't think I can see anyone that quickly for anything else!! The treatment has helped a lot although the issue hasn't gone, but I know how to help myself more when I get pain now as I was shown stretches/exercises that will help."

Feedback for WBAs:

Following 121 support employees are sent a survey to understand the impact for them.

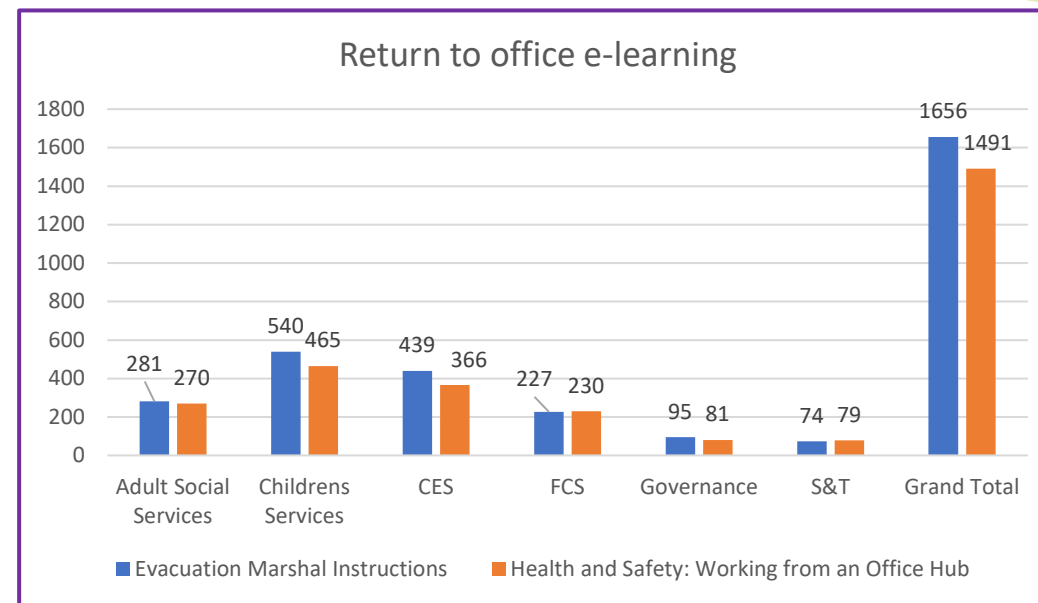
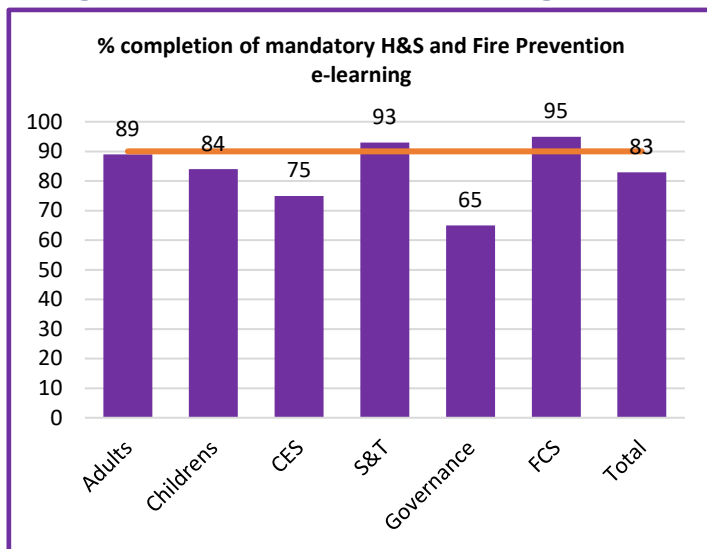
- At the time of referral 75% felt their issue was affecting their productivity, 63% their attendance and 63% their work relationships
- After support 77% their productivity improved, 73% their job satisfaction, 57% their working relationships and 81% their self-confidence

Verbatim feedback example:

"It was so lovely to know that there was a team of people to listen and support me without the 'demands' of going down an HR route. I felt totally supported leaving me feeling far more motivated, confident and supported in my work with NCC. A fantastic service. Highly recommended. THANK YOU"

Outcome 2: The standard of HSW management ensures employees are at work, well and productive

Employee competency



Narrative:

- The health and safety and fire e-learning is the only mandatory training that a target can be set for and monitored because it relates to all employees. The new training policy extends the core mandatory training for all employees. Future reports will reflect compliance with these. It is hoped that improvements in Oracle will support better tracking and reporting on other mandatory training dependant on role. Managers need to be clear on the required training for their teams and compliance with that.
- Some services are meeting the required 90% completion rate but others are currently below target. This can be impacted by turnover and the utilisation of temporary employees as well as sickness absence. It should be noted that these figures do not include completion by non-employees that will also need to complete the training.
- Completions of the two new courses that relate to returning to office hubs are also provided for information. Anyone returning to the office need to complete these e-learning packages to familiarise themselves with the COVID controls that will be in place and to understand everyone's role in fire marshalling and evacuation

Outcome 3: HSW have a successful, strategic approach to trading and cost recovery

Traded
income:
£326,897 (up
from
£242,500)

Education sector:

- 76 Academies
 - 19 Trusts
 - 148 schools
- Purchase at least 1
service

Narrative:

- Following a drop in income overall last year the service is now seeing a rise compared to the same point last year. It is therefore likely that we will meet our income target for the year, although the majority of sales activity occurs in the first half of the year so we are unlikely to see significant growth on the mid year position.

HSW Service Priorities for 2021/22

The following priorities were identified and agreed at the end of 2020/21

Organisational Wellbeing and Resilience 'Time to Recover'

- Recognise the impact, effort and dedication of colleagues
- Support senior leaders to role model and give time to reflect, reset and heal
- Consider the outcomes from the employee survey and work with the wider HR community to support services to respond thoughtfully and with purpose, with particular focus on the impact of new ways of working (e.g. Smarter Working)
- Support teams, individuals and managers wellbeing and resilience

H&S Management Systems

- Refresh health and safety management system, supporting local delivery and accountability
- Seek out opportunities to build on the partnership working and co-design that has developed through the pandemic response
- Review policy framework to support smarter working
- Review service risks and recommence monitoring activity
- Support the move from OSHENS to Oracle for incident reporting

COVID Response and Integration

- Continue to support recommencement of services and safe working practices
- Review policy framework and integrate into wider H&S risk framework



Norfolk
County Council

Progress to date

- Day of appreciation
- Applying for external awards
- Directorates have shown recognition and appreciation in various local ways such as emails of thanks from Executive Directors, recognition events being held (virtually)
- Directorate employee survey action plans identify a number of ways these will be further built on
- Plans also include extensive engagement and communication plans to support colleagues adapt to smarter working and actions relating to employee wellbeing and resilience
- HR resources including HSW resources have been reviewed and refreshed to adapt to and support hybrid working
- Time to recover was launched pulling together a variety of resources to support team, individual and manager wellbeing and resilience including provision of time to breathe counsellor led sessions
- Mental Health First Aid training has been relaunched
- The refresh of the health and safety management system has focussed on the key areas of smarter working and changes due to myOracle implementation. Progress has been limited in other areas due to the ongoing demand relating to the COVID response and increased demand from services relating to further opening up of operations.
- Recommencement of monitoring programme is scheduled for Q3
- 2 new e-learning packages have been developed to support the increased use of office hubs and changed ways of working



Recommendations within the report:

- **A strategic review of well-being should be undertaken**
- **HSW should close all open incidents that predate 2020**
- **Executive Directors are asked to support the myOracle transition by ensuring all other open incidents are closed off in a timely way**
- **Executive Directors are asked to continue to implement the recommended actions from their individual 2020/21 Annual reports**

Appendix 1 – The performance measures explained

Outcome 1: NCC has a positive health, safety and well-being culture:

The measures are designed to inform NCC whether accountability for health, safety and well-being is being taken at the right levels throughout the organisation and if there is good engagement with the organisation's employees and their representatives in health, safety and well-being matters.

The role of leaders and managers in health, safety and well-being matters is pivotal to ensuring systems and processes are in place, employees understand and feel that their health, safety and well-being is important and in employee compliance with those systems and processes.

Involving employees in health, safety and well-being matters is important to ensure they take ownership of their own and others health, safety and well-being. Workplaces that have a healthy, proactive relationship with unions are shown to have a lower incident rate, employees are more confident to raise concerns and risks are better controlled.

Whilst a lagging indicator, the measurement of the number, type and severity of incidents occurring can give an indication of how well risks are being managed and if learning is taking place, which is indicative of a positive culture.

The measures for outcome 1 therefore focus on incidents, leadership and employee involvement.

Appendix 1 – The performance measures explained

Outcome 2: The standard of HSW management ensures employees are at work, well and productive

The measures provided are designed to give an indication of how well NCC is managing its HSW risks. The measures focus on 3 key areas: risk management, well-being services utilisation and employee competency.

Monitoring of teams and premises is ordinarily undertaken by the HSW service to evaluate compliance and risks. At each visit the team/premise is given a risk score based on a number of factors. This enables NCC to understand how well risks are being managed across the organisation and enables the HSW service to target their resources appropriately. The monitoring programme was suspended in 2020 in response to the COVID-19 pandemic. The risk profile of our premises and teams is herefore not currently available. Monitoring activity will recommence in quarter 3.

Following a visit to a team or premise the HSW team will provide a prioritised list of improvements needed. Where the risks are significant, or the visit has highlighted the management is falling significantly short of expectations a revisit will be made to follow up. The number of revisits needed give an indication of the severity of the issues found as well as whether managers are rectifying issues in a timely way. Again, information on this measure will not be provided in this report due to the impact of the pandemic on the work of the HSW Service.

The well-being measures included in this report are limited to the utilisation of well-being services that support employees directly. These are founded in our statutory obligations as well as reflecting best practice as outlined by government research e.g. The Farmer, Stevenson report, Thriving at Work. The well-being services form one part of the People Plan contributing to our workforce and OD priorities. The focus of the People Plan and priorities are to support a productive, engaged and motivated workforce through enabling an effective management/employee relationship. The full range of services and measures are not in scope of this report.

Employee learning and development not only supports their competency in their role but also engagement with the risk management process.

The measures for outcome 2 therefore focus on risk management, well-being and employee competency

Appendix 1 – The performance measures explained

Outcome 3: HSW have a successful, strategic approach to trading and cost recovery.

The aim of the HSW traded service is to offer complimentary services to those provided to internal customers on a traded basis. The service is targeted at areas that support NCCs wider responsibilities such as non-local authority maintained schools. Through growing its traded services, the HSW service has retained resilience in service provision to all its customers, internal and external. The measures developed to gauge our success relate to these aims.

Appendix 2

NCC People Vision: 'To lead and encourage every employee to be their best at work so that we can improve the lives of our communities to grow, thrive and prosper'

1. Strong response to and recovery from COVID-19

2. Leadership and management practice for our 'new normal'

3. A workforce that reflects its community, and respects and values difference

4. A workforce that stays with NCC for a long-term, life-friendly career

5. A balanced 'employment deal' for engagement and wellbeing

6. Smarter working and digital competence for all

The NCC workforce priorities are supported by the HR service 'Plan on a Page' and the HR service programme plan

NCC Workforce Priorities

Appendix 3

PLAN ON A PAGE 2021-22

Issue 1.0

Service Area: Human Resources (including OD and Health, Safety and Well-being services)

Vision for our service: The HR department works closely with leaders and managers to help them deliver the services of the future through the NCC (and wider) workforce.

Every NCC manager and colleague can access the tools, information and advice to enable them to flourish and perform to their best, take charge of their own development, thrive through substantial change, and have a satisfying career with NCC.

Outcomes:

- Engaged colleagues with resilient health and wellbeing who feel connected to NCC
- Skilled and knowledgeable colleagues who use their strengths, have digital skills, and work flexibly
- Leaders and managers who are trusted, compassionate, clear, fair, developmental, supportive and empathetic
- A diverse workforce that reflects the community it serves and values difference
- An HR service that supports the development of our organisation and workforce to remain relevant for the future needs of Norfolk and enables long-term careers

Key activities:

- Deliver NCC workforce strategy (see HR programme plan for 2021/22 activities):
 - Strong response to and recovery from Covid-19
 - Leadership & management practice for the 'new normal'
 - A workforce that reflects its community, and respects and values difference
 - A workforce that stays with NCC for a long-term, life-friendly career
 - A balanced 'Employment Deal' for engagement and wellbeing
 - Smarter Working and digital competence for all
 - Support Oracle go-live and implementation, enabling colleagues to take personal ownership of their customer journey, and managers to be an engaging and effective face of NCC to their team members

How the delivery of my service contributes to NCC and departmental priorities:

- The HR customer journey enables every colleague to access the information, advice or support they need in the most efficient and effective way, leading to reduced time spent on employment issues, decision-making based on accurate information, and faster resolution / action where needed
- Leaders and managers who are clear about their role and supported to do it well are the positive face of NCC, and the biggest creators of engagement and wellbeing in their team members
- Actively creating a more diverse workforce increases NCC's pool of available skills, knowledge, experience and strengths. It helps NCC to understand more fully the communities it serves, and to challenge its own assumptions and approaches
- Supporting Smarter Working skills and work practices enables colleagues to deliver services in the most effective and efficient way possible for customers, NCC and colleagues
- When colleagues can see a long-term career in NCC, including using vehicles such as apprenticeships to make a career change, they stay with us for longer and NCC benefits from their organisational knowledge and networks.

HR Service Performance Measures:

- These [HR Performance metrics](#) as per quarterly HR performance report:
 - Advice and Consultancy
 - HR Direct
 - Wellbeing
 - Resourcing / Recruitment
 - Learning & Development
 - Organisation Effectiveness
 - Policy & Reward
 - Health & Safety
 - HR Performance & Governance

Corporate Vital signs and targets:

- New employee retention is at 70%
- 95% of employees have written & agreed goals
- Absence levels at or below 3.5% (8.1 days)
- Absence due to mental health at or below 30% of all absence
- 90% of social worker vacancies are filled
- The % of the social work workforce that is filled by agency staff is reducing year on year
- Voluntary turnover is at 10%
- Our employee survey shows an improvement in satisfaction score by 2 points and an improvement in our employer contribution score by 2 points

Other key organisation measures:

- Our employee survey shows an improvement in the 'I am making smarter working work well for me and my customers' (higher is better) and in 'although NCC advocates smarter working lack of organisational support means it is difficult to do' (lower is better) score by 2 points
- The number of grievances raised by colleagues and the number that progress to the formal stage is reducing year on year (use end of 20/21 as benchmark)
- The number of bullying and harassment claims is baselined and then reduces year on year
- 98% apprenticeship levy spend for NCC
- Apprenticeship levy spend increasing year on year for schools (use end of year 20/21 as benchmark)
- The number of reportable accidents and incidents is reducing year on year
- Mandatory training compliance is at 95%
- Recruiting a diverse workforce: success measures for numbers of applications and appointments established and baseline created
- 90% of employees have learning plans in place by calendar year end

Appendix 4 – HR Vital Signs

- New Employee Retention 24 months+ (target 70%)
- Voluntary Turnover Rate (target 10%)
- % of employees with written and agreed goals (target 95%)
- Sickness absences – % of time lost (target $\leq 3.5\%$ 8.1 days)
- Absence due to Mental Health as a % of all absence (target $\leq 30\%$)
- Social Worker Vacancies - % establishment filled (target 90%)
- % total Social Work Agency Workforce as a % of Staffing Budget (target year on year reduction)
- Employee Engagement – Employer Contribution (target improvement of score by 2 points)
- Employee Engagement – Satisfaction (target improvement of score by 2 points)
- Employee Engagement – I believe I can make a difference by giving you my views (target improvement of score by 2 points)

Glossary

Reportable incidents (RIDDORs)

Employers are required to report certain serious workplace accidents, occupational diseases and dangerous occurrences to the Health and Safety Executive. These are defined in law and it is an offence not to report them within the specified time period. These include:

- **Fatalities**
Accidents that result in the death of an employee or non-employee that arise from a work-related accident
- **Specified injuries to employees**
Examples of specified injuries that are reportable include: injuries requiring hospital admission for more than 24 hours, fractures, amputations, serious burns, loss of sight, significant head injuries
- **Over 7-day injuries to employees**
Work related accidents that result in an employee being unable to undertake their normal duties for more than 7 consecutive days (including weekends)
- **Occupational Diseases to employees**
Examples of occupational diseases that are reportable where diagnosed by a medical practitioner are: carpal tunnel syndrome, occupational dermatitis, severe cramp of the hand or forearm, occupational cancer, tendonitis of the hand or forearm
- **Dangerous Occurrences**
These are serious incidents that may not have caused any injury but had the potential to do so. Examples include: the accidental release of a substance that could cause harm to health such as asbestos, fire caused by electrical short circuit that results in the stoppage of the plant involved for more than 24 hours, equipment coming into contact with overhead power lines
- **Injuries to non-workers**
Where a non-employee e.g. a member of the public, a pupil or a service user has an accident on our premises and are taken to hospital from the scene for treatment

Non- Reportable (RIDDOR) Incidents

Incidents that result in injury that are not classed as reportable. These do not include any incident that did not result in an injury e.g. near miss incidents, damage to property or dangerous occurrences.

Glossary

Musculoskeletal Injury Rehabilitation Scheme (MIRS)

MIRS is a fast-track physiotherapy treatment service that helps staff with a musculoskeletal injury (back pain, muscle strain, overuse injuries, frozen shoulder, whiplash, ligament damage, tendonitis, sciatica, etc.) in managing or reducing the impact of their injury on work. People who are referred to the service consistently report the treatment either helped them return to work earlier or prevented them taking sickness absence.

The service includes:

- An initial telephone assessment with a physiotherapist within 24 hours of being referred to establish the best course of treatment, and where required an initial treatment session is usually offered within 3 working days.
- An assessment report for the line manager outlining the problem and recommended treatment.
- A discharge report for the manager reiterating the information in the assessment report and providing an assessment of the outcome of any treatment given.
- Functional Capacity Evaluations for staff who are reporting that their health conditions are limiting their capacity to undertake their duties.
- Workstation, workplace and vehicle assessments for staff who are reporting these are having an impact on their health condition.

Norfolk Support Line (NSL)

A well-established independent, confidential and professional advice and counselling service for employees; available 24 hours per day, 7 days a week, 365 days a year, on matters such as: money management, substance misuse, legal queries, phobias, consumer advice information, caring responsibilities, trauma, stress, bereavement, domestic matters, emotional problems, anxiety/depression. They also provide support to managers on difficult conversations and team trauma support

NHS Health Checks

The health checks provide employees with a picture of their general health through an assessment of: blood pressure, weight, BMI, pulse rhythm, physical activity levels, alcohol usage, blood cholesterol levels, blood sugar levels (if appropriate), risk related to family history. The results and implications will be conveyed to the employee in a practical way to help them make changes to reduce their risk of cardiovascular disease (CVD) and diabetes.

Cabinet

Item No: 17

Report Title: Corporately Significant Vital Signs

Date of Meeting: 06 December 2021

Responsible Cabinet Member: Cllr FitzPatrick (Cabinet Member for Innovation, Transformation & Performance)

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 two report is to provide the Cabinet with an update on the Council's performance towards achieving its strategic outcomes as set out in Together, for Norfolk.

Each quarterly performance report provides the opportunity to review and understand current performance, trends, identify performance risks, allow early interventions and to validate the actions being taken to address performance deviation and identify further opportunities for improvement.

Norfolk County Council sets itself ambitious targets which can often exceed those required nationally. However, this can result in the impact of events such as Covid-19 having a correspondingly greater apparent impact. This paper outlines the actual performance of the Council against its targeted performance for quarter two of 2021/22. The quarter two performance report spans a period (July – September) in which national restrictions were lifted during the Covid-19 pandemic and which has influenced some of the performance results accordingly. Whilst performance action plans are on place to improve performance where required, it should be remembered that many of the challenging targets were agreed during the Covid-19 pandemic in 2020 when the ongoing effects of the restrictions and impact of the pandemic were still not known, and this has challenged performance accordingly. As such, traditional ways of working and thinking have been challenged and alternative solutions have had to be explored and implemented.

As part of the ongoing review and development of our Corporately Significant Vital Signs, the 2021/22 quarter two report, is presented in the previously agreed format alongside the digital reporting dashboards. The 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, one more than the quarter one report, as one Vital Sign for the “Kilograms of residual household waste per household per week” did not have the data available previously.

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 at the end of quarter Two. The ratings continue to be affected by Covid-19 and the ongoing effects of this, that were unknown when the targets were set in quarter four of 2020.

Performance in quarter two is compared to that in quarter one.

			41 Corporately Significant Vital Signs are measured on a monthly or quarterly basis.
Green			24 vital signs met or exceeded the target. (23 last quarter +1)
Amber			4 vital signs are within the accepted tolerance of the set target (3 last quarter +1)
Red			13 vital signs are below or behind the target set. (14 last quarter - 1, 1 new Vital Sign not previously reported.

In the review of performance, in addition to the “RAG” ratings, the trajectory of performance against target is noted as -

Improving Deteriorating Static

Recommendations:

- 1. Review and comment on the end of quarter two performance data.**
- 2. Review the considerations and next steps.**
- 3. Agree the planned 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 four principles underpinning our Council Plan - Together, for Norfolk:

- Offering our help early to **prevent and reduce** demand for specialist services
- Joining up our work so that similar activities and services are easily accessible, done well and done once
- Being business-like and making best use of digital technology to ensure value for money

- Using evidence and data to target our work where it can make the most difference.

1.3. The ambitious targets which have been set, can often exceed those required nationally. As such, events such as Covid-19 have a greater apparent impact.

1.4. 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 has also been used to assess our performance against that of our statistical neighbours.

1.5. COVID-19 and Corporately Significant Vital Signs

1.6. COVID-19 continues to have a significant impact on our residents, communities, businesses and council operations. Service demands have changed, resulting in a temporary shift in priorities. With the lifting of COVID-19 restrictions, some performance has deviated from expected plans and trajectories.

1.7. We have seen an ongoing impact of COVID-19 on several of our Corporately Significant Vital Signs, for example, Vital Sign 205, “% of high-risk fire safety audits completed” has a target of 100% but a performance of only 18%. Norfolk Fire and Rescue Service is currently providing a COVID-19 safe service, and face-to-face audits and visits are restricted to those premises where there is deemed to be an immediate risk. Within Adult Social Services, the % of Learning Disability service users who are in employment although still red rated has increased to 4.74% against a target of 5.9% due to the action plan in place. We have seen the Rate of Looked After Children decrease closer to target this quarter, from 63.5 to 62.8 against a target of 60 and for the RAG rating to reduce from red to amber. When looking at the impact of COVID-19 on our workforce indicators we can see sickness absence remains below the target indicator at 3.2% against the target of 3.5%.




2. Proposal

2.1 This report uses data from the recently completed quarter (July -Sept 2021), during which lockdown measures in England were eased following a further extension. As such, national measures have impacted Norfolk during this time. However, as can be seen from the report, there has been some significant success during this time, with performance plans in place to address areas of concern, which will see improvements in the forthcoming quarters.

2.2. There do remain however, a number of areas where performance is a cause for concern and potential risk.







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, there has been a performance improvement in quarter two (July – September) over quarter one (April – June) with some highlights on performance listed below.

	Total Vital Signs				Highlight
Adult Social Services	6	5	0	1	% of Reablement cases where the outcome is recorded as not requiring any ongoing social care support has further improved to 86.21%, exceeding the target of 68.
Children's Services	7	0	2	5	% of Looked After Children with up-to-date Personal Education Plan has further improved by 2% to 98% against the target of 100%.
Community and Environmental Services	14	5	0	9	Customer satisfaction (with council services) has improved by another 1% from 90% to 91% over the past quarter, against the 90% target.
Finance and Commercial Services	7	0	1	6	Capital receipts for land sold, that will be counted as part of overall capital receipts, target exceeded with sales totalling £5,733,000.00
Strategy and Transformation	7	3	1	3	Adults Social Worker Vacancies - % establishment filled (Grade I – L) has increased to 94%, an improvement of 1% over the 1 st quarter and now 4% above the target

3. Impact of the Proposal - Vital Signs overview by portfolio outcome

3.1 Adult Services

Adult Services	Performance Q1	Performance Q2	Target	Trajectory
% of providers judged good or outstanding by Care Quality Commission	73.4%	72.8%	78%	Deteriorating 
% of Learning Disability service users who are in employment	4.48%	4.74%	5.9%	Improving 
% of Mental Health service users who are in employment	2.4%	2.63%	5%	Improving 
% of Reablement cases where the outcome is recorded as not requiring any ongoing social care support	85.13%	86.21%	68%	Improving 
Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (18-64 years)	24.15	28.05	16.9	Deteriorating 
Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (65+ years)	611.23	655.24	551.1	Deteriorating 

3.2 Five of the six performance measures are below target and “red” flagged. These are as follows, and with the following plans in place for corrective action. Performance against all these targets continues to be affected by the increase in work arising from the pandemic, the impact of which is still a significant factor for the health and social care system and will remain so for the remainder of this year. The targets were set at a time when the full impact in increase in workload and complexity for Adult Social Services was not known. A stocktake of volume, demand and capacity is underway and a more realistic but still stretching target will be brought to Cabinet for consideration for quarter 3 and quarter 4.

3.3 Vital Sign 101: % of providers judged good or outstanding by Care Quality Commission. Target 78%. Current performance 72.8%. Deteriorating trajectory.

The county has had lower quality of care compared to others for some time. There are many elements that contribute to this and actions to see improvement will take time. 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. Workforce issues including staff shortages, lack of staff retention, and lower level of skills and qualifications are a factor for quality provision and can also prevent more providers expanding their offer to meet more complex needs.

The impact of staffing issues during Covid have been well-documented. However, an increase in workforce shortages over the last few months is placing more pressure on care provision and will impact on quality. An enhanced quality assurance team had been put in place to complement the CQC programme of work and support quality improvement. During 2020-21 the team supported providers through the pandemic, including outbreak management support, which delayed the planned QA programme of work.

Onsite quality assurance audits recommenced April 2021 and the team has been further strengthened to enable some catch up of work delayed during 2021-22. Good progress has been made with a mix of both scheduled audits and undertaking focussed work with providers where quality concerns have been identified. A review of contract management has identified improvement areas, including the need for a technology solution to support contract management across the £340m annual NCC spend with the adult care market and proactive and timely performance management discussions.

The Developing Skills in Health and Social Care ESF project commenced training in January, this will help encourage and support wider skills and qualifications across the adult social care workforce. However, current workforce shortages is making it more difficult for care providers and their staff to access training, which is leading to low referrals. A targeted programme to support registered managers has also been launched. The Norfolk and Waveney Adult Social Care Workforce Strategy has been published and a three-year implementation plan is being actioned.

3.4 Vital Sign 102: % of Learning Disability service users who are in employment. Target 5.9%. Current performance 4.74%. Improving trajectory.

The ongoing impact of Covid continues to be felt on factors contributing to this target. While the economy is starting to open up, the job market remains challenging for people with disabilities. A greater number of adults have come into and remained in the service than prior which, in addition to changes to D2A guidance allowing self-funders also to be supported via the D2A process for a period of 4 weeks, has increased the demand in this area two-fold.

The situation has been further compounded by employers reducing their own staffing requirements throughout the pandemic, driving the percentage of those employed lower than expected.

In addition, there has been a change in the internal definition of paid employment agreed with the Norfolk Employment Service, which now discounts voluntary employment types in line with statutory guidance.

Norfolk Employment Service (NES) were working at reduced capacity throughout Covid while they switched to supporting with the much-valued Covid welfare calls. Norfolk Employment Service have returned to working full time on employment from August 2021 and managers will closely monitor employment performance data for those with Learning Disabilities (paid and voluntary and geographical spread) against targets on a monthly basis and put in place remedial actions where necessary

The Skills Employment Team (SET) works to share an employer database and is seeking to increase the number of employer contacts and opportunities generated over the next year to enable the overall employment target to be achieved. Promotion of the NES developed employment resource database across ASS. This gives information on the range of services across Norfolk and nationally that are available to help with employment related issues. This is now available on Mynet.

Work with employers through the Skills Employment Team includes generating vacancies, promoting the Disability Confident scheme, Access to Work and finding work placements for referrals from Norfolk Employment Service and day services. Also, development and promotion of the Skills Employment Team, employer resource web page. SET is currently looking at replicating the Inside Business virtual work experience programme developed by Children's Services for day services/Adult Social Services users. As well as working with Adult Learning to put on bespoke employability courses. Norfolk Employment Service is developing closer links with Preparing for Adult Life and Learning Disability locality teams to ensure appropriate referrals and promote the employment pathway. Preparing for Adult Life and Employment Service Manager supporting activities around increasing employment pathways as part of the Special Educational Needs and Disability and Written Statement of Action and Special Educational Needs Strategy. Ongoing utilisation of the new employment data dashboard with a further version planned which also reports on Norfolk Employment Service specific data.

3.5 Vital Sign 106: % of Mental Health service users who are in employment. Target 5%. Current performance 2.63%. Improving trajectory.

Performance plan as above for Vital Sign 102.

3.6 Vital Sign 203: Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (18-64 years) Target 16.9. Current performance 28.05. Deteriorating trajectory.

The reporting period – because of the data lag - is pre-COVID-19, following which fewer people we support have been able to change their accommodation, but work continues to develop alternatives to residential accommodation and there has been a reduction in people with learning disabilities in residential accommodation. The new Preparing for Adult Life Service which works across adults, children's, education and health to support and improve transitions between children's and adults' services has been operational for a year, with early indications showing positive outcomes.

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. Approximately 120-150 very accessible housing units are needed over the next 5 to ten years across the county, with particular pressure in the East and West of the county. Development of 2 further accommodation-based enablement schemes in Learning Disabilities services is in progress, along with carrying out an options-based appraisal to inform the recommissioning of our shared lives provision which will result in an increased capacity of the service.

Actions to increase the take up of direct payments are in place so more people can manage and arrange their own bespoke care. With the development of a three-year accommodation plan, it has been identified that 181 units need to be developed across the working age adult's cohort. The agreement of a capital development programme for working age adults, with a funding resource of up to £18m has been agreed by Norfolk County Council. We also recruited a team of reviewers to review residential settings to ensure that they are of high quality, meet the needs of residents and deliver great outcomes. The review of the use of Health and Wellness Centres within Learning Difficulties and Mental Health to ensure accessibility to these schemes has taken place and Learning Difficulties have a focused project to review all Out of County Placements to ensure they continue to be appropriate and support outcomes for individuals.

3.7 Vital Sign 204: Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (65+ years) Target 551.1. Current performance 655.24. Deteriorating trajectory.








Adults Promoting Independence programme had seen a reduction in the proportion of people who move permanently into residential or nursing care. Regarding specific cohorts, reductions have been evident in terms of Learning Disabilities; however, increases have been apparent in both PD and Mental Health.

This has been through sustained focus on reablement and on providing alternatives to residential accommodation which give support to people in their own homes. Analysis of the impact of COVID to date highlights that Adult Social Services is supporting more people than anticipated and this has continued to grow throughout

2021/22. As well as supporting more people, there is an increase in the complexity of people's needs. Delays in the accessing of Primary Care often leads to people being admitted to hospital more ill than previously would have been the case and, allied to the drive for hospitals to discharge sooner, has resulted in a greater impact being felt within Social Care. For those admissions to residential and nursing care, concentrated efforts continue to be made in creating appropriate and positive support outcomes for individuals. There is immediate need for Social Work teams to facilitate moves from short-term care back into their own homes (rather than onward into long-term care) which is dependent on the moving of Occupational Therapy resource from Acute settings into the community.

Commissioning activity in line with the agreed plan to focus on effective interventions such as reablement, sustainable domiciliary care provision, crisis management and extra care accommodation is taking place. We are following up with people who were discharged from hospital between March and September to ensure their needs are reviewed and their care plans are robust. We are reviewing, along with our NHS partners, how out of hospital services are best organised, ensuring a balance between reablement, rehabilitation, and other community-based support. We are reviewing our short term out of hospital offer to encompass the provision of flexible short-term beds, reablement and domiciliary care to support the home first model and reduce reliance on permanent bedded facilities. Daily activity reporting is available to track discharges from hospitals. An increased awareness and collective strategy is needed in order to understand how the demands of D2A and the greater support provided to the local NHS system has a detrimental impact on the Social Care metrics in this area. There is a definite need to adopt a wider approach to risk management required in this space, which needs to be tabled for discussion and action within the ICS. A systematic approach is underway to review people already discharged. There is a focus on assessing and reviewing people in the community, rather than in hospital, to support maximum return to independent living. Reablement activity is returning closer to pre-COVID levels which will contribute to enabling people to return to live in their homes.

3.8 Children's Services

Children's services	Performance Q1	Performance Q2	Target	Trajectory
% of schools judged good or outstanding by OFSTED	83%	84%	86%	Improving 
% of Care Leavers who are EET (19 - 21)	53%	54%	52%	Improving 
% of family support referrals who have had a referral in the previous 12 months	10.1%	12.90%	15%	Deteriorating 
Decreasing the rate of Looked-After Children per 10,000 of the overall 0-17 population	63.5	62.8%	60	Improving 
% of Referrals into social care who have had a referral to social care in the previous 12 months	19%	13.8%	20%	Improving 
% of children starting a Child Protection Plan who have previously been subject to a Child Protection Plan (in the last 2 years)	11%	10.30%	11%	Improving 
% of Looked After Children with up-to-date Personal Education Plan	96%	98%	100%	Improving 

3.9 Of the seven performance measures, two are “amber” and these are as below, with the appropriate plan in place.

3.10 Vital Sign 301: % of schools judged good or outstanding by OFSTED. Target 86%. Current performance 84%. Improving trajectory.














Ofsted paused graded inspection activity from April 2020 due to Covid-19 pandemic until June 2021. The proportion of schools in Norfolk judged Good or Outstanding had been on an upward trajectory for many years and the restart of inspection has been positive. We are not in control of the timescale for this measure reaching the national average, but within two years all inspections will have taken place for this to make this possible.

3.11 Vital Sign 309: “Decreasing the rate of Looked-After Children per 10,000 of the overall 0-17 population”. Target 60.00. Current performance 62.8%. Improving trajectory.

Support for Success Service continues to focus on supporting children to return to their families when it is safe and appropriate to do so including practitioners working with parents to make sustained change, maintaining a focus on family networking. New Roads went live on 1st June 2021, with the new Crisis Response service also going live at that time. We expect to see these services positively impact on preventing children on the edge of care from becoming accommodated and supporting children to return to their families in a timely way. We expect to see a reduction in the number of unaccompanied asylum-seeking children coming into Norfolk's care over the winter months due to the impact on small boat crossings of the changing weather. Continued focus on supporting young people who are experiencing extrafamilial harm to reduce risks and to support them to remain in the care of their family

3.12 Community and Environmental Services

Continued on page 10

Community and Environmental Services	Performance Q1	Performance Q2	Target	Trajectory
% of bus services on time	80%	81%	75%	Improving 
% of planning applications determined within statutory or agreed timescales	99%	99%	90%	Static 
% of businesses brought to compliance	96.33%	97.75%	90%	Improving 
Kilograms of residual household waste per household per week	Not available	10.59kg	9.8%	n/a
% of high-risk fire safety audits completed	17%	18%	100%	Improving 
% 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)	82%	85.5%	80%	Improving 
% of high-risk home fire safety visits carried out	25%	50%	90%	Improving 
Number of museum visits	11931	19633	2320	Improving 
Participation of Early Years Foundation Stage activity in libraries	11409	6275	19429	Deteriorating 
% of learning delivered to the most deprived wards in Norfolk	41%	41%	40%	Static 
% waste recycled at Recycling Centres	61.43%	62.56%	70%	Improving 
% of highways capital programme funded by external sources	83%	93%	80%	Improving 
% of defects dealt with within timescales	98.8%	98.95%	92.5%	Improving 
Customer satisfaction (with council services)	90%	91%	90%	Improving 

3.13 Of the fourteen performance measures, nine are currently on target and five are measured “red”. These areas and the associated responses and corrective measures are as below –

3.14 Vital Sign 204: Kilograms of residual household waste per household per week. Target 9.8kg. Performance 10.59kg. Not previously reported.

This figures for this Vital Sign were not available last quarter (April – June_ and were therefore not reported. The reported figures are unaudited, with final audited figures only published nationally in December of the following financial year. For September 2021, the unaudited figure is 10.59, which is higher (worse) than the target of 9.8. Since the pandemic began, householders have been generating more waste linked to behaviour changes and the shift to increased working from home. That is what is reflected here and is in line with the national picture.

3.15 Vital Sign 205: % of high-risk fire safety audits completed. Target 100%. Performance 18%. Improving trajectory.

This measure outlines those premises which are regarded within our Risk Based Inspection Programme as being the highest risk based on either their generic nature, or via a combination of their generic nature and any ongoing concerns with Fire Safety.

Our success factor is to ensure that these premises are audited annually, or where possible the risk rating is reduced from High to a more tolerable level.

The variation is due to suspension of programmed face to face audits during Covid19 working arrangements. During this time our audit programme focussed on those premises where there was deemed to be an immediate risk.

Audits for all outstanding high-risk premises are being planned in the 2021/22 Risk based Inspection Programme

3.16 Vital Sign 207: % of high-risk home fire safety visits carried out. Target 90%. Current Performance 50%. Improving trajectory.

The variation is due to suspension of physical visits during Covid 19 working arrangements. Lack of volunteers and Watches being unable to visit through Covid has impacted ability to meet targets. We have delivered additional activities to supplement. Watches have recently recommenced physical visits (Sept 2021) and we would expect to see an improvement against target going forwards (subject to any restrictions having to be re-introduced).

Other Prevention activities:

ACTIVITY

Engagement	1
General Fire Safety Advice	21
Group Education - Under 5s	1
HFRC ADVICE BY PHONE ONLY DURING COVID19	226
Quick Strike (DOMESTIC PREMISE)	83
Road Casualty Reduction Event (17-24)	1
Water Safety Awareness Education Event	18
Youth Diversion	4

3.17 Vital Sign 209: Participation of Early Years Foundation Stage activity in libraries. Target 27844. Current Performance 11409. Deteriorating trajectory.

Quarter 2 has seen a transition to a restoration of in-person activities for families and early years in libraries, blended with fewer online activities. Covid Safe regulations severely limited numbers in the early part of this quarter that impacted participation and target numbers.

A full quarter of in-person activities along with online activities will help increase numbers.








3.18 Vital Sign 212: “% waste recycled at Recycling Centres” Target 70%. Current performance 61.43%. Improving trajectory.

The recycling % performance has not yet returned to pre covid levels where we ended the year in 2019-20 (on 66%). We have seen continued improvement month on month

and in August performance was equal to July at 66%, continuing to raise the year-to-date performance.

We expect to see continuous improvements with the opening of two new recycling centres at Norwich North and South this autumn/ winter and with the new reuse shops opening early next year. Increased recycling at the facility operated by our timber subcontractor, will also improve performance.

3.19 Finance and Commercial Services

Finance and Commercial Services	Performance Q1	Performance Q2	Target	Trajectory	
Property - Savings target delivered	£162,500	162,500	£162,500	Static	
Capital receipts for land sold, that will be counted as part of overall capital receipts	£816,150	£5,733,000.00	£5,000,000	Improving	
Savings targets delivered	£41,719,000	£39,179,000.00	£41,719,000	Deteriorating	
FES - Debt recovery	89%	92%	85%	Improving	
Payment performance - % of invoices paid within 30 days of receipt	98.5%	98.6%	98%	Improving	
Level of borrowing / debt	£778,091,112	808,100,000.00	£855,401,000	Deteriorating	
Reserves forecasts (Annual)	£83,717,000	97,333,000.00	£74,181,000	Improving	








3.20 One performance measure is amber rated as below –

3.21 Vital Sign 404: “Savings targets delivered” Target £41,179,000.00. Current Performance £39,179,000.00. **Deteriorating trajectory.**

As of September 2021, Adult Social Services are presently forecasting to deliver £15.9m of their £17.9m 2021-22 savings target. The £2m non-delivery relates to the Short Term Out of Hospital Offer saving (ASS015) due to the high demand experienced for short term residential care following hospital discharge. The saving was predicated on the reduction of the use of short-term beds and the ability to reduce the length of stay, however due to Covid this has not been possible.

Some saving programmes have highlighted risk areas which will need to be kept under review through the remainder of 2021-22. Executive Directors are responsible for taking actions to deliver individual saving plans in 2021-22, and/or to restart delivery of savings to minimise 2022-23 impacts and/or to identify alternative options and mitigations. The forecast savings delivery position is reported to Cabinet monthly, and full details of mitigating actions are set out in that report.

3.22 Strategy and Transformation

Strategy and Transformation	Performance Q1	Performance Q2	Target	Trajectory	
New employee retention (24+ months)	67%	67%	70%	Static	
% of employees with written and agreed goals	78%	83.8%	95%	Improving	
Sickness absences - % lost time	3%	3.2%	3.5%	Deteriorating	
Adults Social Worker Vacancies - % establishment filled (Grade I – L)	93%	94%	90%	Improving	
Voluntary turnover rate	8.3%	9.9%	10%	Deteriorating	
Absence due to mental health as a % of all absence	37%	37%	30%	Static	
Children's Social Worker Vacancies - % establishment filled (Grade I - L)	81%	83%	90%	Improving	

3.23 Three “red” causes for concern and one “amber” that are highlighted are –

3.24 Vital Sign 500: New employee retention (24+ months). Target 70%. Current performance 67%. Static Trajectory.

Identified reason for performance variation. The recently introduced leaver survey has been completed by 60% of the 153 leavers in the quarter who were invited to complete it. As more data becomes available, we will be able to develop a greater understanding of the reasoning. Currently although numbers are low for detailed analysis, it appears that satisfaction rates are good with around two thirds of leavers experiencing a life friendly career and being satisfied with the overall employment deal. There appears to be slightly lower levels of satisfaction (56%) around involvement in organisational change. There are increasing pressures in front line social care in both Adults and Children's that are likely to be a contributory factor in this measure.

Actions to be taken to address performance variation. As we build up more data on reasons for leaving, we will triangulate this data with annual staff survey findings to better understand cause and effect and develop remedial strategies. More detailed HR work is being carried out in those areas of high voluntary turnover to develop more bespoke solutions to localised problems.

3.25 Vital Sign 501: % of employees with written and agreed goals. Target 95%. Current performance 83.8%. Improving Trajectory

Identified reason for performance variation. Performance this year so far ranges between directorates from 55.5% completion to 87.6% completion, so no directorate has reached the target yet but within that there is still a significant range of completion. The 'window' to complete performance development conversations and agree goals runs from 1 April to 30 June annually. There will also be a number of instances where the conversation and goals are in place but the recording of this on Oracle has not yet been undertaken.

Actions to be taken to address performance variation. Regular communication takes place with employees and managers to help them understand the importance of

this area and to encourage them to complete any outstanding performance development conversations and record them on Oracle.

The new MyOracle system will include a section that supports and records performance development conversations and this will make the April 2022 round of performance development conversations much easier to plan, record, and monitor.

3.26 Vital Sign 511: Absence due to mental health as a % of all absence. Target 30%. Current performance 37%. Static trajectory.

Identified reason for performance variation. Overall absence figures remain lower than the target and lower than pre-pandemic levels, but mental health absence has steadily increased as a proportion of overall absence. When expressed as a percentage of full time equivalent, a much flatter line is produced, with levels remaining consistent at 1.2%. However, the total number of days lost is also greater compared to both the same period last year and the year before.

It is recognised nationally that the pandemic has impacted significantly on people's mental health and this is likely to continue to be the case for some time to come. There continues to be many uncertainties that will have a direct impact on mental wellbeing. 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. Factors such as the rising cost of living and personal and family situations may contribute. In a work context, as services continue to manage the impact of the pandemic alongside increasing pressures from other sources such as increased demand, service backlog and recruitment and retention pressures, there is likely to be an impact.

Actions to be taken to address performance variation. The mid-year Health Safety and Well-being report also tabled at this time makes a recommendation for a systemic review of our approach to wellbeing in the broadest sense, looking at the main drivers for a healthy and performing organisation including people and work practice, culture, and leadership and alongside that, our support mechanisms.

Our employee survey provides rich data relating to this area, encompassing the relevant enablers. Service departments have recently developed action plans in response to their survey results, the implementation of which should support improvement.

Mental Health First Aid Champion training for managers has recommenced with 83 trained in the last quarter. A further 170 places are available this year. Support for MHFA Champions through Teams is increasing, with quarterly seminars and regular comms to empower Champions in their role.

Time to Breathe sessions have been available to all employees over the last quarter and into the next. A review of these sessions will be undertaken, and further actions identified.

The successful Well-being Over Winter Workshops, which were attended by over 1000 employees last winter, will be recommencing from November until March.

HR continue to provide focussed and targeted support to departments and managers relating to absence management and well-being to ensure a support plan is in place

for employees and appropriate services are offered in a timely way e.g., seeking advice from occupational health, psychological assessments, access to Wellbeing Advisers or Norfolk Support Line.

3.27 Vital Sign 513: Children's Social Worker Vacancies - % establishment filled (Grade I - L), Target 90%. Current performance 83%. Improving trajectory.

Identified reason for performance variation. Social Work is a national skills shortage occupation and is highly competitive in both the permanent and temporary labour market, increasing the challenge to reach the targeted establishment level. That challenge now expands to greater geographical competition due to the ability for remote working and multiple opportunities nationally. Retention in FAST remains a challenge.

Actions to be taken to address performance variation. Working in partnership with HR, the service is pursuing a number of techniques including a refreshed recruitment campaign, targeting all routes of entry into Social Work (for example, apprenticeship, newly qualified to 'grow our own' etc) and sourcing temporary cover where possible in a challenging market. We have recently presented a number of reward and attraction options to Employment Committee which have been approved to progress with. There are also cohorts of international and newly qualified Social Workers due to start in January 2022.

4. Impact of the Proposal

4.1 Information Report

5. Evidence and Reasons for Decision

5.1 N/A

6. Alternative Options

6.1 Information Report.

7. Financial Implications

7.1 N/A

8. Resource Implications

8.1 Staff: N/A

8.2 Property: N/A

8.3 IT: N/A

9. Other Implications

9.1 Legal Implications: N/A

9.2 Human Rights Implications: N/A

9.3 Equality Impact Assessment (EqIA) (this must be included): N/A

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

9.5 Health and Safety implications (where appropriate):

9.6 Sustainability implications (where appropriate): N/A

9.7 Any Other Implications: N/A

10. Risk Implications / Assessment

10.1 This report is intended to be read with the Risk Management Report

11. Select Committee Comments

11.1 N/A

12. Recommendations

1. Agree the planned actions as set out.
2. Review the considerations and next steps.
3. Agree the planned actions as set out.

13. Background Papers

13.1 None

Officer Contact

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

Officer name: Paul Van der Hulks, Organisational Performance Lead

Telephone no.: 07857 051875

Email: paul.vanderhulks@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.

Cabinet

Item No: 18

Report Title: Risk Management

Date of Meeting: 6th December 2021

Responsible Cabinet Member: Cllr. Proctor (Leader and Cabinet Member for Strategy & Governance)

Responsible Director: Simon George, Executive Director of Finance and Commercial Services

Is this a Key Decision? No

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

Executive Summary / Introduction from Cabinet Member

Risk management is required by regulations and as part of the Council's Constitution. It contributes to achieving corporate objectives, the Council's key priorities and Business Plan and is a key part of the performance management framework. The responsibility for an adequate and effective risk management function rests with the Cabinet, supported by portfolio holders and delivered by the risk owners as part of the risk management framework. This report sets out the key messages and the latest corporate risks in December 2021.

The Council continues to work through the implications of the COVID-19 pandemic, with an ongoing commitment to safe and sustainable service delivery for its' citizens over the winter period and beyond. The Council continues to follow the government's recovery roadmap.

There has been joint working between the Risk Management Function and the Resilience Team on preparedness for this Winter, engaging with departmental management teams across the Council and the Director Ops. Board to provide risk management and resilience support and information.

The Council continues to invest in its care services and is managing demand led pressures and increases in costs in Children's Services and Adult Social Services.

Corporate risks continue to be monitored and treated appropriately in line with the Council's risk management framework, with risk-based decisions supporting the Council's recovery.

Recommendations:

- 1. To consider and agree the key messages in paragraphs 2.1 and 2.2 and Appendix A containing key changes to corporate risks since the last risk management report in September 2021.**
- 2. To consider and agree the corporate risks as at December 2021 (Appendix C)**

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 the Cabinet to consider and agree. **Appendix A** provides a summary of the latest proposed changes to corporate risks since September 2021, with the current corporate risk register scores visually summarised on the corporate risk heat map in **Appendix B**. Details of all risks on the corporate risk register are located in **Appendix C**.

The Audit 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 Financial Regulations of the Council's Constitution.

2. Proposal

- 2.1 The key general 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 overall recovery from the pandemic.
- The review of corporate risks has taken place with risk owners and reviewers, and Corporate Board as a group.
- This corporate risk management report should be read in conjunction with the performance and finance reports.

- 2.2 The key specific corporate risk messages are as follows:

To increase the risk score of risk **RM031 - NCC Funded Children's Services Overspend** from 20 to 25 (likelihood rising from 4 to 5).

That risk **RM032a** has been refreshed and renamed to cover our capacity to manage multiple disruptions to business.

The introduction of a new corporate risk **RM034 – Supply Chain Interruption**, covering the risk of disruption to Norfolk County Council's supply chains.

Further information on these risk changes can be found in Appendix A.

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 and impact of the proposals.

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 risks at **Appendix C**. The budget for this financial year was set and agreed in February 2021. Mitigations supporting the controlled treatment of the risk of the potential risk of failure to manage significant reductions in local and national income streams are set out in risk RM002.

7. Resource Implications

- 7.1 **Staff:** There are staffing resource implications to consider as part of risk **RM029 - NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term.** The Director for People attended the October Audit Committee to provide a further update on this risk via a presentation, which can be found [here](#).
- 7.2 **Property:** The main Council offices have re-opened to staff, with appropriately adapted health and safety measures in place to ensure that staff are able to work in a safe environment if they need to work from an office. The majority of office-based staff continue to work from home.
- 7.3 **IT:** The Council's Information Management Technology team are continuing to closely monitor cyber security threat levels, and continue to roll out the technology advances that are helping Members and officers to carry out their duties effectively.

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):

None applicable.

8.4 Data Protection Impact Assessments (DPIA):

None applicable.

8.5 Health and Safety implications (where appropriate):

Face to face services continue to operate in a safe and sustainable manner factoring in the current adapted service measures required to minimise the risk of infection from Covid-19. As per 7.2, main office hubs have re-opened with adapted measures to ensure safe working, for where staff need to work from an office.

8.6 Sustainability implications (where appropriate):

There are no specific sustainability implications to consider within this report. Any sustainability risks identified as part of the Council's [Environmental Policy](#) (page 58) will be recorded and reported appropriately.

8.7 Any Other Implications:

There are no other risk implications to consider within this report.

9. Risk Implications / Assessment

9.1 The risk implications are set out in the report above, and within the risks themselves at **Appendix C**.

10. Select Committee Comments

10.1 There are no recent Select Committee comments to note within this report.

11. Recommendations

- 1. To consider and agree the key messages in paragraphs 2.1 and 2.2, and Appendix A containing key changes to corporate risks since the last risk management report in September 2021.**
- 2. To consider and agree the corporate risks as at December 2021 (Appendix C)**

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: Adrian Thompson
Telephone no.: 01603 303395
Email: adrian.thompson@norfolk.gov.uk

Officer name: Thomas Osborne
Telephone no.: 01603 222780
Email: thomas.osborne@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.

Key Changes to Corporate Risks

The quarterly review of the corporate risk register has generated the following proposed changes;

Risk Number	Risk Score Change	Risk title Change	Risk Description Change	Mitigations Change	Risk Owner Change	New Corporate Risk
<i>RM001</i>						
<i>RM002</i>						
<i>RM003a</i>						
<i>RM003b</i>						
<i>RM004</i>						
<i>RM006</i>						
<i>RM010</i>						
<i>RM013</i>						
<i>RM022b</i>						
<i>RM023</i>						
<i>RM024</i>						
<i>RM026</i>						
<i>RM027</i>						
<i>RM029</i>						
<i>RM030</i>						
<i>RM031</i>	✓		✓			
<i>RM032</i>	✓	✓	✓	✓	✓	
<i>RM033</i>						
<i>RM034</i>						✓

Proposed Risk Score Change

RM031 - NCC Funded Children's Services Overspend

It is proposed to increase the current risk score from 20 to 25 (increasing likelihood from 4 to 5). The risk likelihood has increased from probable to "almost certain", due to department currently projecting an overspend outturn position for 2021/22 due to the considerable in-year financial pressures faced from external service demand forces and ongoing uncertainties due to COVID 19. Reduced placement sufficiency is driving up unit costs considerably along with delays experienced for new provision to be registered, which results in expensive temporary packages of care.

Risk Refresh

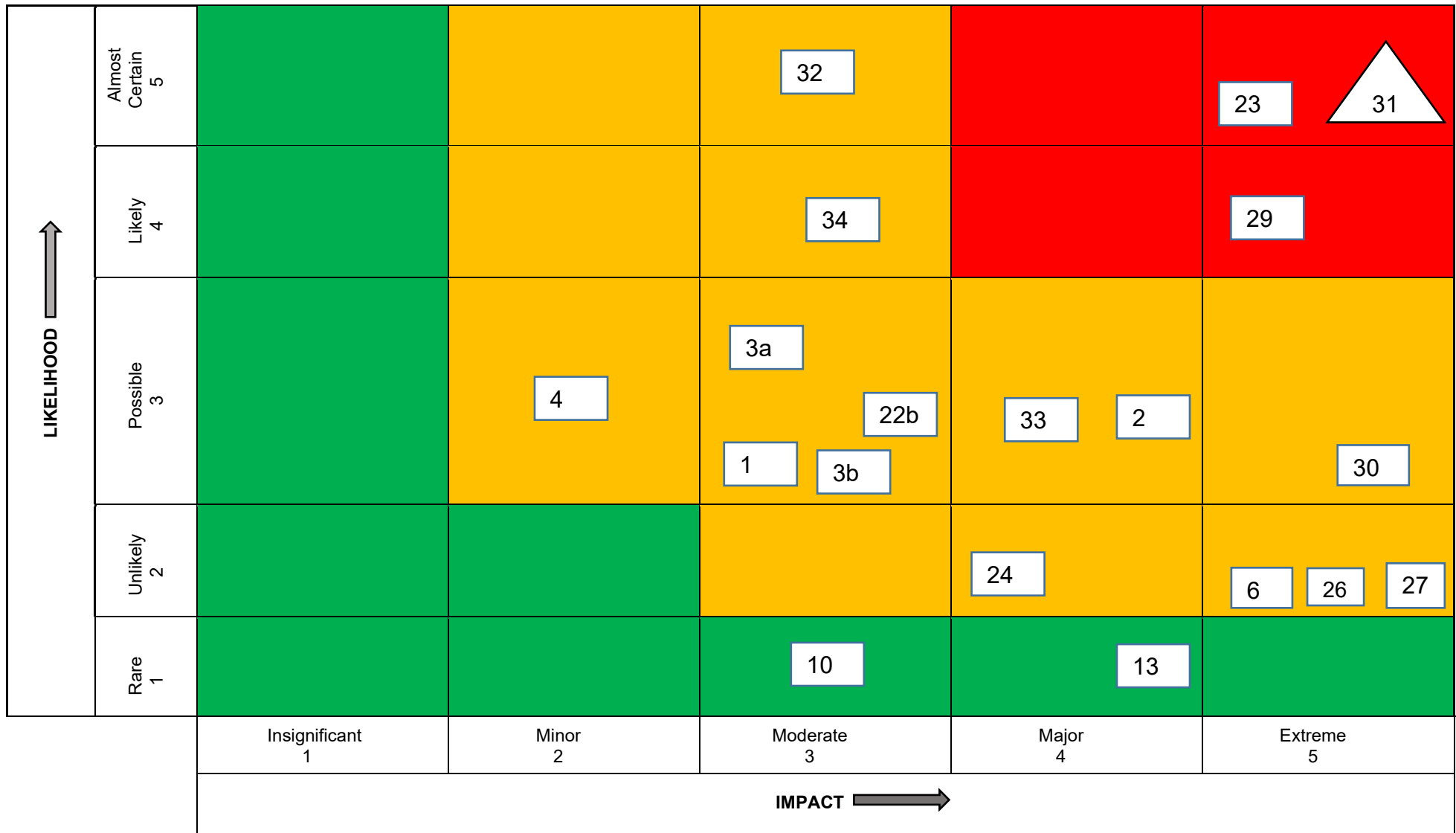
Risk **RM032a** has been refreshed to cover our capacity to manage multiple disruptions to business. This incorporates potential internal threats such as loss of IMT or power or external impacts such as supporting the countywide response to Norfolk's Highest risk such as coastal flooding or pandemic flu and will now be represented as RM032, given that part b) has previously been closed.

Proposed New Risk

RM034 – Supply Chain Interruption

There is a new corporate risk proposed on supply chain interruption. This looks at the risk of disruption to any of the Council's key supply chains, with full details of the risk available in Appendix C.

Corporate Risks - Heat Map



Key = Risk score increase
 = no score change
 = risk score decrease

No.	Risk description	No.	Risk Description
RM001	Not realising infrastructure funding requirements to achieve the infrastructure ambition of the Business Plan.	RM022b	Implications of Brexit for a) external funding and b) Norfolk businesses
RM002	The potential risk of failure to manage significant reductions in local and national income streams.	RM023	Lack of clarity on sustainable long-term funding approach for adult social services at a time of increasing demographic pressures and growing complexity of need.
RM003a	Potential for failure to comply with statutory information compliance requirements.	RM024	Failure to construct and deliver the Great Yarmouth 3rd River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction to be completed early 2023).
RM003b	Potential for failure to comply with relevant information security requirements	RM026	Legal challenge to procurement exercise.
RM004	The potential risk of failure to deliver effective and robust contract management for commissioned services.	RM027	Risk of failure of new Human Resources and Finance system implementation (myOracle).
RM006	The potential risk of failure to deliver our services within the resources available for the period 2018/19 to the end of 2020/21.	RM029	NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term.
RM010	The risk of the loss of key ICT systems including: - internet connection; - telephony; - communications with cloud-provided services; or - the Windows and Solaris hosting platforms.	RM030	Non-realisation of Children's Services Transformation change and expected benefits.
RM013	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. The failure of entities controlled by the Council to follow relevant guidance or share the Council's ambitions	RM031	NCC Funded Children's Services Overspend
		RM032	Capacity to manage multiple disruptions to business
		RM033	Failure to receive the necessary funding or statutory approvals to enable the Norwich Western Link (NWL) project (at £198m) to be delivered to the agreed timescales (target opening by late 2025).
		RM034	Supply Chain Interruption

Risk Number	RM001					Date of update		22 October 2021		
Risk Name	Not realising infrastructure funding requirements to achieve the infrastructure ambition of the Business Plan									
Portfolio lead	Cllr. Martin Wilby					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			03 June 2019		
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										
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	3	3	9	3	2	6	Mar-22	Amber
Tasks to mitigate the risk										
1.1) Work with other county council officers and partners including government, local enterprise partnerships 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 – Highways England 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, local enterprise partnerships, regional bodies such as Transport East (the Sub-National Transport Body) 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.										
Progress update										

Progress update

Overall: Impact of Covid-19 likely to affect funding streams in both the short and longer-term.

1.1) NWL: Outline Business Case submitted to DfT and Design and Build contractor appointed following Cabinet agreement 7 June. TfN draft Strategy, which will help to support future transport delivery in and around Norwich: Consultation finished 8 October. To go to Select Committee then Cabinet (December). OBC for Long Stratton Bypass approved by government 24 July 2021. Revised planning applications from the developers submitted. West Winch Housing Access Road: Strategic OBC submitted to DfT at end of March. Responded to DfT queries end August. Further queries received October. A47/A17 Pullover Junction King's Lynn: Work has identified three options for improvement. Preferred Option to be identified and taken through DfT Major Road Network funding stream. Transforming Cities now in delivery phase. Gt Yarmouth Third River Crossing: Works started on 4 January 2021 as planned. Continuing to work with districts and other partners on a range of infrastructure projects.

1.2) Funding secured from PBR for development of Norwich Western Link and West Winch Housing Access Relief Road (see 1.1). £1.8m received through DfT Active Travel Fund phase 1 and 2. Measures now being delivered. Bid made for ATF3. Work continues on scope of county-led transport levelling-up bid.

1.3) A47 Just Dual It campaign launched in run up to 2021 spending review. Great Eastern Main Line (Norwich to London rail): Awaiting government decision on revised scope of Network Rail work, focusing on performance and journey time improvements.

Continuing to work on Ely Task Force: Consultation launched by Network Rail mid-October. Continuing to support East West Rail Consortium. Continuing to feed into the Examinations for A47 Blofield to Burlingham, Easton to Tuddenham and Thickthorn DCOs submitted to Planning Inspectorate.

1.4) Officers have updated the County Council's Planning Obligations Standards (2021) and will continue to update annually to ensure the county council is able to seek and secure the maximum possible contribution from developers. Officers are working with the County Council Network and the Regional Planning Obligations Officer Group to lobby the Ministry of Housing Communities and Local Government on proposed reforms to the developer contributions. The review of the CC's Planning Obligations Standards will be carried out later in the year (2021) and reported to Cabinet in Spring 2022 if appropriate.

1.5) Continuing to work with Transport East on transport strategy (consultation planned for November launch); liaising with DfT, Network Rail and Highways England (now National Highways) on strategic road and rail schemes; attending wider partnership groups including LEP Transport Board

1.6) Officers have introduced a new system of monitoring known as the Infrastructure Funding Statement (IFS) to comply with the 2010 Community Infrastructure Levy (CIL) Regulations (as amended in September 2019). This will ensure monitoring is effective, transparent and up to date. The County Council will publish its updated IFS later in the year in line with the above CIL Regulations.

Risk Number	RM002					Date of update		25 October 2021		
Risk Name	The potential risk of failure to manage significant reductions in local and national income streams									
Portfolio lead	Cllr. Andrew Jamieson					Risk Owner		Simon George		
Risk Description						Date entered on risk register		31 May 2019		
This may arise from global or local economic circumstances (i.e. Brexit), government policy on public sector budgets and funding. As a result there is a risk that the Medium Term Financial Strategy savings required for 2021/22 - 2024/25 are not delivered because of uncertainty as to the scale of savings resulting in significant budget overspends, unsustainable drawing on reserves, and severe emergency savings measures needing to be taken. The financial implications are set out in the Council's Budget Book, available on the Council's website. 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	4	12	3	4	12	2	4	8	Mar-22	Amber
Tasks to mitigate the risk										
Medium Term Financial Strategy and robust budget setting within available resources. No surprises through effective budget management for both revenue and capital. Budget owners accountable for managing within set resources. Determine and prioritise commissioning outcomes against available resources and delivery of value for money. Regular and robust monitoring and tracking of in-year budget savings by Corporate Board and members. Regular finance monitoring reports to Cabinet. Close monitoring of central government grant terms and conditions to ensure that these are met to receive grants. Plans to be adjusted accordingly once the most up to date data has been received.										
Progress update										
County Council on 21.02.21 approved the 2021-22 budget and future Medium Term Financial Strategy 2021-25 taking into account the Final Local Government Finance settlement for 2021-22. The risk target score for 31 March 2021 has been met. The council's external auditors gave an unqualified audit opinion on the 2019-20 Statement of Accounts and were satisfied that the County Council had put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31.03.2020. The implications of the COVID-19 response, coupled with continued uncertainty and the further delay of the significant planned reforms for local government finance, represents a major challenge for the Council in developing its Medium term Financial Strategy. Cabinet on 5.7.21 considered a strategic and financial planning report for 2022-23 with an updated report to be presented to Cabinet on 8.11.21 following the Government's Spending Review announcement. Further reports will be presented to Cabinet during the year incorporating the Provisional and Final Local Government Finance Settlements and updates on the budget planning process in order that County Council can agree the 2022-23 Budget and level of council tax at its February 2022 meeting.										

Risk Number	RM003a					Date of update	27 October 2021				
Risk Name	Failure to comply with statutory information compliance requirements										
Portfolio lead	Cllr. Andrew Proctor					Risk Owner	Andrew Stewart				
Risk Description						Date entered on risk register		05 June 2019			
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.											
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	3	12	3	3	9	2	3	6	Mar-22	Amber	
Tasks to mitigate the risk											
1. Mandatory Information Governance Training for all 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 efficiency and effectiveness											
Progress update											
Information Governance action plan 2020 has been delivered to ensure a more robust Information Governance culture. New mandatory training for Information Governance (Data Protection Essentials) launched in January 2021 which has received positive feedback and completion rate remains at around 95%. Information Governance Group and the new escalation Steering Group comprising the SIRO, DPO, Dir IMT, Audit and Caldicott Guardians occurring bi-monthly to deliver a strong focus and accountability on information related matters. Management information in place to allow actions to be taken on activity within the team and resource to be appropriately allocated / requested. Significant improvements in many areas including Freedom of Information Requests and Police disclosures. Subject Access Requests are improving and focus remains on these. Positive relationship with the ICO in relation to data incidents and responses to subject access requests which helps demonstrate a good culture towards information in NCC. Clear focus of activity in 2021/22 to improve efficiency in the team when dealing with requests (online FOI, SAR and Breach form have already been delivered) which will further improve the resource availability the Information Governance Team can give to support IG queries across NCC. Electronic Storage Programme underway to reduce risk associated with unstructured information held on Fileshares. 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. Risk score of 9 remains until all activity has had time to embed fully into the business.											

Risk Number	RM003b					Date of update		27 October 2021		
Risk Name	Failure to comply with relevant information security requirements									
Portfolio lead	Cllr. Tom Fitzpatrick					Risk Owner		Geoff Connell		
Risk Description					Date entered on risk register			05 June 2019		
There is a risk of failing to comply with relevant information security requirements (e.g. NIS, PSN, PCI-DSS) which could lead to reputational damage and financial impact. 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	3	12	3	3	9	1	3	3	Mar-22	Amber
Tasks to mitigate the risk										
1. Mandatory Training in place for all colleagues - ongoing 2. Development and monitoring of MI for breaches - ongoing 3. Implementation of improved security measures - ongoing 4. External networking to ensure best practice - ongoing										
Progress update										
- Rollout of new Mandatory training to all colleagues - Implementation of improved security measures e.g. E5 Licencing - Involvement with National cybersecurity organisation - Extensive communications to NCC staff on remaining vigilant against cyber-attacks - Increased take up of IT training; - A simulated phishing exercise, carried out to understand where weaknesses remain; - Roll-out of Safe Links and Safe Attachments technology, which screens MS Office attachments and links before being opened; - Anti-spoofing technology software being introduced.										
Risk score of 9 at present due to improved measures that have been implemented but acknowledgment that further activities would reduce the risk further, with a number of new challenges in a COVID landscape. The impact should anything happen would likely result in local or national media attention, depending on the severity of the issue.										

Risk Number		RM004				Date of update		25 October 2021		
Risk Name		The potential risk of failure to deliver effective and robust contract management for commissioned services.								
Portfolio lead		Cllr. Andrew Jamieson				Risk Owner		Simon George		
Risk Description						Date entered on risk register		02 June 2019		
Ineffective contract management leads to wasted expenditure, poor quality, unanticipated supplier default or contractual or legal disputes, and/or reputational damage to the Council. The council spends some £700m 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	2	3	6	Mar-22	Met
Tasks to mitigate the risk										
<p>1) Implement a proactive system to identify early signs of potential supplier financial / governance failure and respond appropriately.</p> <p>Next steps:</p> <ul style="list-style-type: none">- Develop robust process to respond to CreditSafe alerts- Checks of suppliers governance arrangements and following up on references <p>2) Continue to report the pipeline of expiring contracts to Corporate Board every six months. Continue to discuss the pipeline of expiring contracts with CES DMT every quarter.</p> <p>Next steps:</p> <ul style="list-style-type: none">- Start to discuss the pipeline of expiring contracts with other departmental management teams or individual senior managers <p>3) Through the contract compliance and optimisation workstream of the Smarter Workstream priority under the Norfolk Futures programme, implement measures to ensure that staff who have contract management as part of their job have the relevant skills and support to manage contracts effectively.</p> <p>Next steps:</p> <p>Implement phased plan as agreed at corporate board 3 December 2019</p> <p>4) Develop a standard specification for service transition that can be used as the basis for new sourcing exercises and used to manage transitions effectively by end June 2019</p> <p>5) Internal audit undertaking audits of the contract management control environment in the three service directorates.</p>										
Progress update										
<p>1) Process developed with finance to respond to CreditSafe alerts. Complete</p> <p>2) Pipeline reporting frequency at Corporate Board increased to quarterly and process is in place for monthly review by Director of Procurement and Executive Director of Finance. Procurement staff review monthly and make sure plans are in place with departments. Complete</p> <p>3) Contract compliance and optimisation workstream plan was approved at Corporate Board in December 2019 and phased implementation was under way, prior to COVID-19. Implementation of phased plan paused whilst efforts are focussed on the COVID-19 response.</p> <p>4) Transition/handover checklist developed and in use. Complete.</p> <p>5) Internal Audit have completed an audit of the senior management monitoring of significant contracts. Complete</p>										

Risk Number	RM006					Date of update		01 November 2021		
Risk Name	The potential risk of failure to deliver our services within the resources available for the period 2021/22 to the end of 2023/24.									
Portfolio lead	Cllr. Andrew Proctor					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			13 June 2019		
The failure to deliver agreed savings or to deliver our services within the resources available, 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-22	Amber
Tasks to mitigate the risk										
1) Clear robust framework, '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. 2) Delivery against the strategic service and financial planning, by translating the vision and priorities into achieved, delivered targets. 3) A robust annual process to provide evidence for Members to make decisions about spending priorities. 4) Regular and robust in-year financial monitoring to track delivery of savings and manage in-year pressures. 5) Sound engagement and consultation with stakeholders and the public around service delivery. 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.										
Progress update										
Regular budget and performance monitoring reports to Cabinet will continue to demonstrate how the Council is delivering against the 2021/22 budgets and priorities set for each of our services. 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 financial monitoring of in-year cost to address the impact of COVID-19 within departments, with monitoring of 2021-22 spend to be reported to Cabinet on a monthly basis and monitoring of COVID-19 spend reported to Corporate Board regularly. Financial forecasting is taking place to further understand where there are likely to be areas of greater financial challenges as a result of COVID-19 beyond 2021/22. There will be an updated MTFs position reported to Cabinet within the year, savings proposals have been published in October for consultation, budget setting meeting of Full Council is in February 2022, and monitoring reports are being taken to Cabinet over the course of this financial year. Work is being carried out by Departmental Leadership Teams, the Director Ops. Board and the Business Transformation Programme on future savings required.										

631

Risk Number	RM010					Date of update		27 October 2021		
Risk Name	The risk of the loss of key ICT systems including: - internet connection; - telephony; - communications with cloud-provided services; or - the Windows and Solaris hosting platforms.									
Portfolio lead	Cllr. Tom Fitzpatrick					Risk Owner		Simon George		
Risk Description					Date entered on risk register			01 July 2019		
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. 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	3	6	1	3	3	1	3	3	Mar-22	Amber
Tasks to mitigate the risk										
1) Full power down completed periodically 2) Replace ageing Local Area Network (LAN) equipment 3) Implement Cloud-based business systems with resilient links for key areas 4) Review and Implement suitable arrangements to protect against possible cyber / ransomware attacks including; 5) 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 6) We will hold a number of Business Continuity exercises to understand and reduce the impact of risk scenarios 7) 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. 8) 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.										
Progress update										

Progress update

- 1) Full power down completed as required by Property programme plans.
- 2) County Hall complete we continue to roll out to remaining offices throughout the County slowed due to Covid-19 restrictions.
- 3) We Implement Cloud-based business systems with resilient links for key areas as they are procured, guidance is being refreshed regularly.
- 4) We have now completed the cyber audit actions.
- 5) IMT and the resilience team presented a number of scenarios selected by the business to the Directors Operational Board (Previously Silver group) to test, understand and challenge on a number of key disaster Scenario's. This was to inform the business continuity plans and highlight further improvements we can make. Resilience team are considering dates for our next Business Continuity test which is likely to be in the new year.
- 6) Since COVID-19 has resulted in the majority of the workforce working from home, the network has been able to cope effectively with a vastly increased number of users working remotely.
- 7) Security protections contained within Microsoft E5 licensing have been installed.
- 8) Infrastructure design is evolving to accommodate cloud services and reduce reliance on County Hall infrastructure and our dependance on Solaris will reduce when our new Oracle is delivered.

All relevant teams have been migrated to Contact Centre as a Service.

The score is based upon steady progress mitigating the risks and running exercises to rehearse what we do in the event of a failure.

Risk Number	RM013					Date of update		14 October 2021		
Risk Name	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. The failure of entities controlled by the Council to follow relevant guidance or share the Council's ambitions.									
Portfolio lead	Cllr. Greg Peck					Risk Owner		Simon George		
Risk Description					Date entered on risk register			02 July 2019		
The failure of governance leading to controlled entities: Non Compliance with relevant laws (Companies Act 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 Annual Statement of Accounts 2019-20. Overall risk treatment: Treat This risk is scored at a likelihood of 1 due to the strong governance in place and an impact score of 4 given the size of the controlled companies.										
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
1	4	4	1	4	4	1	4	4	Mar-22	Amber
Tasks to mitigate the risk										
<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) A new Chairman and two new independent Executive Directors have now been appointed to the NORSE board and are embedded. There is a shareholder committee comprised of six Members. 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 Executive Director for Finance and Commercial Services' representative attends as shareholder representative for Independence Matters.</p> <p>5) Approve the Outline Business Case for Repton Property Developments Ltd.</p> <p>6) Shareholder representation required from the Executive Director of Finance and Commercial Services on both the Norse, and Repton Boards.</p>										
Progress update										

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 shareholder committee meets quarterly and monitors the performance of Norse. A member of the shareholder board, the shareholder representative, also attends the Norse board. The Shareholder Committee has had its Terms of Reference reference reviewed and extended and these new terms were approved by the committee in August 2021. The wider remit of the committee is reflected in its new name - Norfolk County Council Owned Companies Governance Panel.
- 3) The Council has reviewed its framework of controls to ensure it is meeting its Teckal requirements in terms of governance and control. The Executive Director of Finance and Commercial Services 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. The new Chairman of Norse has initiated change with one Director looking after NCS and NPS, with a view to maximising returns back to NCC.
A further strengthening of the Board has been made with the appointment of a new Chairman and two independent Non- Executive Directors with one vote each. As with Repton the appointments were made through a transparent process of advertisement, interview and appointment.
- 4) The ED of F&CS directs external governance. An external company is undertaking a review of Norse Group's financial performance, discharging the Executive Director for Finance and Commercial Services' responsibility as per the Constitution.
- 5) The Outline Business Case for Repton Property Developments Ltd has been approved.
- 6) There is Shareholder representation from the Executive Director of Finance and Commercial Services on both the Norse, and Repton Boards.

Risk Number	RM022b					Date of update		02 November 2021		
Risk Name	Implications of Brexit for a) external funding and b) Norfolk businesses									
Portfolio lead	Cllr. Graham Plant					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			28 August 2020		
a) Departmental Risk RM14429 covers the closedown of the France (Channel) England INTERREG programme, managed by NCC. In terms of future external funding, we need to make a compelling case to Government for investment in Norfolk from the UK Shared Prosperity Fund, which replaces EU funding. b) Now we have left the EU, we need to understand the implications for Norfolk businesses of the Territorial Cooperation Agreement and work with partners to support Norfolk businesses to trade.										
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	3	3	9	2	3	6	Mar-22	Amber
Tasks to mitigate the risk										
a) Development of Norfolk Investment Framework to target the UK Shared Prosperity Fund (replacement for EU funding).										
b) Focussed support for business, in conjunction with LEP and Chamber of Commerce.										
Progress update										
a) Cabinet agreed at their meeting on 2/8/21 to commission a Norfolk Investment Framework, to draw down the Shared Prosperity Fund (worth £1.5bn p/a nationally). Projects would be commissioned against the Framework priorities. The Framework will be produced by the end of January 2022. The Director of Growth & Development sits on the LGA UKSPF Task Force										
b) Business advice provided by the LEP's Growth Hub, Norfolk Chamber and Federation of Small Business. There is little that can be done to mitigate the increased red tape that businesses face in importing and exporting goods post Brexit.										

Risk Number	RM023					Date of update		15 October 2021		
Risk Name	Failure to respond to changes to demography, funding, and government policy, with particular regard to Adults Services.									
Portfolio lead	Cllr. Bill Borrett					Risk Owner	James Bullion			
Risk Description					Date entered on risk register			18 August 2017		
Whilst acknowledging the pressures on adult social services, and providing some one-off additional funding, the Government has yet to set out a direction of travel for long-term funding. At the same time, the pressures of demography and complexity of need continue to increase. This makes effective strategic planning highly challenging and there is a risk that short-term reductions in support services have to be made to keep within budget; these changes are likely to be counter to the long-term Promoting Independence strategy. 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
5	5	25	5	5	25	3	5	15	Mar-23	Amber
Tasks to mitigate the risk										
1) Implementation of Promoting Independence Strategy. This strategy is shaped by the Care Act with its call to action across public services to prevent, reduce and delay the demand for social care. The strategy aims to ensure that demand is understood and managed, and there is a sustainable model for the future.										
2) As part of the strategy, a shift of spend towards targeted prevention, reablement services, enablement, and strengthened interim care.										
3) Implementation of Better Care Fund plans which promote integration with the NHS and protect, sustain and improve the social care system.										
4) Judicious use of one-off winter and other funding, as announced by Government, including accessing Discharge to Assess funding and other Covid-related funds.										
5) Close tracking of government policies, demography trends and forecasts.										
6) Influencing and shaping the development and governance of the new Integrated Care System to ensure a strong focus on social care.										
Progress update										

Progress update

1) Detailed work to understand the financial and service impact of COVID for the next financial year and for medium term. Main themes for transformation being reviewed, and priorities for department being shaped. Overall strategy remains sound, but further work to identify the highest priority transformation areas and to track the interdependencies of programmes across the department..

2) Market shaping and development - strengthened working relationships; significant financial support for the market, now requires on-going work in partnership with care sector to look at future shape and sustainability.

3a) Refreshed preventions strategy required, building on the additional understanding and ways of working experienced throughout the pandemic.

3b) Workforce – continues to be hugely challenging within Adult Social Services and in the wider care market. On-going recruitment campaign to sustain levels of front line social workers and occupational therapy staff. Joint European funded programme with Suffolk to support workforce in the wider care market.

3c) Better Care Fund targeted towards supporting people to stay independent, promoting and enabling closer integration and collaboration across health and social care. Better Care Fund currently under review to reflect closer joint aims and objectives between health and social care

4) Close joint working with NHS, through the STP and interim Integrated Care System, to shape and influence future integration of health and social care

5) White Paper on Health and Social Care integration published in February 2021. Next steps on reform of funding for social care anticipated as part of the spending review in Autumn. Building Back Better published in September indicated additional funding for the system - however, this was initially for the NHS. The paper indicates on-going demographic and growth pressures will expected to be met by local council tax.

6) Collaboration with children's services to develop a preparing for adult life service to strengthen transition experience for young people, and to improve service and budget planning.

The risk target score and date have been amended. The risk target score has been amended from 8 to 15, with the target date amended to the end of the financial year 2022/23. This reflects the ongoing demographic and growth pressures.

Risk Number	RM024					Date of update		27 October 2021		
Risk Name	Failure to construct and deliver the Great Yarmouth 3rd River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction to be completed early 2023)									
Portfolio lead	Cllr. Martin Wilby					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			14 June 2019		
There is a risk that the 3RC project will not be delivered within budget and to the agreed timescales. Cause: delays during statutory processes put timescales at risk and/or contractor prices increase project costs. Event: The 3RC is completed at a later date and/or greater cost than the agreed budget, placing additional pressure on the NCC contribution. Effect: Failure to construct and deliver the 3RC within budget would result in the shortfall having to be met from other sources. This would impact on other NCC programmes. Overall risk treatment: Treat, with a focus on maintaining or reducing project costs and timescales.										
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	2	4	8	2	3	6	Jan-23	Amber
Tasks to mitigate the risk										
<p>The project was agreed by Full Council (December 2016) as a key priority infrastructure project to be delivered as soon as possible. Since then, March 2017, an outline business case has been submitted to DfT setting out project costs of £120m and a start of work in October 2020. 80% of this project cost has been confirmed by DfT, but this will be a fixed contribution with NCC taking any risk of increased costs. Mitigation measures are:</p> <p>1) Project Board and associated governance to be further developed to ensure clear focus on monitoring cost and programme at monthly meetings.</p> <p>2) NCC project team to include specialist cost and commercial resource (bought in to the project) to provide scrutiny throughout the scheme development and procurement processes. This will include independent audits and contract/legal advice on key contract risks as necessary.</p> <p>3) Programme to be developed that shows sufficient details to enable overall timescales to be regularly monitored, challenged and corrected as necessary by the board.</p> <p>4) Project controls and client team to be developed to ensure systems in place to deliver the project and to develop details to be prepared for any contractual issues to be robustly handled and monitored.</p> <p>5) All opportunities to be explored through board meetings to reduce risk and programme duration.</p> <p>6) An internal audit has been carried out to provide the Audit Committee and management with independent assurance that the controls in place, to mitigate, or minimise risks relating to pricing in stage 2 of the project to an acceptable level, are adequate and effective and operating in practice.</p>										
Overall risk treatment: Reduce, with a focus on maintaining or reducing project costs and timescales										
Progress update										

Progress update

The outline business case was submitted on 30 March 2017, and DfT confirmed approval of this following the autumn statement in November 2017. Progress against actions are: 1) Project board in place. Gateway review highlighted a need to assess and amend board attendance and this has been implemented. A gateway review was completed to coincide with the award of contract decision making - the findings have been reported to the project board (there were no significant concerns identified that impact project delivery). Internal audit on governance report finalised 14 August 2019 and findings were rated green. Further gateway review completed summer 2020 ahead of progressing to next stage of contract (construction). 2) Specialist cost and commercial consultants appointed and continue to review project costs. The Commercial Manager will continue to assess the project forecast on a quarterly basis, with monthly interim reporting also provided to the board. No issues highlighted to date and budget remains sufficient. A further budget review was completed following appointment of the contractor. The full business case was developed and submitted to DfT at end of September 2020 - the project is still at agreed budget. 3) An overall project programme has been developed and is owned and managed by the dedicated project manager. Any issues are highlighted to the board as the project is delivered. The start of DCO examination was 24 September 2019, with a finish date on 24 March 2020. The approval of the DCO was confirmed on 24 September 2020 (no legal challenge). Construction started on 4 January 2021 as planned. The bridge completion and opening date remains early 2023. 4) Learning from the NDR the experience of commercial specialist support was utilised to develop contract details ahead of the formal commencement of the procurement process. Further work fed into the procurement processes (and competitive dialogue) with the bidders. The commercial team leads were in place from the start of the contract (January 2019) and continue in this role to manage contract administration. 5) The project board receives regular (monthly) updates on project risks, costs and timescales. A detailed cost review was delivered to the board ahead of the award of the contract (following the delegated authority agreed by Full Council), and took into account the contractors tender pricing and associated project risk updates. The project currently remains on budget and the programme to complete the works and open the scheme in early 2023 is still on track. 6) The further internal audit has been concluded and a report circulated. Findings were green with only one minor observation (already actioned).

Risk Number		RM026		Date of update		01 November 2021				
Risk Name		Legal challenge to procurement exercise								
Portfolio lead		Cllr. Andrew Jamieson		Risk Owner		Simon George				
Risk Description				Date entered on risk register		04 June 2019				
That alleged breach of procurement law may result in a court challenge to a procurement exercise that could lead to delay, legal costs, loss of savings, reputational damage and potentially significant compensation 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	Dec-21	Amber
Tasks to mitigate the risk										
Review processes and practice in light of recent caselaw, in particular Amey Highways Ltd v West Sussex County Council [2019] EWHC 1291 (TCC) and Lancashire Care NHS Foundation Trust & Anor v Lancashire County Council [2018] EWHC 200 (TCC).										
1) At team meeting w/c 10 June 2019, remind procurement staff of need to escalate any proposal to run a procurement exercise in an unreasonably short timescale										
2) Take pipeline to corporate board every six months and to directorate management teams quarterly to minimise risk of rushed procurement exercises.										
3) Seek corporate board sign-off for new approach with consistently adequate timelines,fewer evaluators and greater control over choice of evaluator										
4) Review scale of procurement exercises, avoid unnecessarily large exercises that increase risk and complexity and the scale of any damages claim.										
5) Make incremental change to instructions to evaluators and approach to scoring and documenting rationale, and test on tender NCCT41801 in w/c 3 June 2019										
6) Review standard scoring grid and test 'offline' on tender NCCT41830 w/c 10 June 2019										
7) Review template provisional award letter w/c 17 June										
8) Develop standard report to decision-maker w/c 17 June										
9) Make more significant changes to instructions to evaluators and pilot new approach on a future tender.										
10) Pilot new scoring grid in a future tender										
11) Institute formal annual review of sourcing processes in light of developments in case law. Review each December; add to senior staff objectives.										
Additional tasks identified February 2020:										
12) Formal sign-off of updated process by Nplaw- by 31 March 2020										
Progress update										

Progress update

- 1) Reminder given at team meeting - complete
- 2) Pipeline report frequency now quarterly. Pipeline being discussed with EDs or senior commissioners before each board - complete
- 3) Corporate board has signed off the new approach - complete
- 4) Ongoing as need to consider each procurement on a case by case basis.
- 5) Evaluator guidance was updated immediately. More significant changes have also now been implemented - see 9. Complete.
- 6) Scoring grid was updated as planned. Complete.
- 7) Template provisional award letter has been reviewed and updated. Complete
- 8) Existing reports have been reviewed and new report is being developed. Complete.
- 9) Evaluator guidance updated and in use as standard. Feedback from evaluators is positive. A new mechanism for capturing feedback on tenders is now in use after extensive piloting.
- 10) Scoring grid has now been updated and is in use as standard. - Complete
- 11) Added to senior staff objectives. Reviewed January 2020; no new issues identified beyond those in this risk 26

Additional task 12 was paused in the wake of managing the COVID-19 response. However, the Government's Procurement Green Paper is proposing a number of changes to the Public Contract Regulations, which would affect the process. Any changes are likely to be implemented in late 2021 and therefore this task is on hold until the impact on the process is understood.

Risk Number	RM027					Date of update		27/10/2021		
Risk Name	Risk of failure of new Human Resources and Finance system implementation (myOracle)									
Portfolio lead	Cllr. Tom FitzPatrick					Risk Owner		Simon George		
Risk Description					Date entered on risk register			16 August 2019		
Risk that there is a significant impact to HR and Finance services through potential lack of delivery of the new HR & finance system. 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	2	2	4	Jan-22	Amber
Tasks to mitigate the risk										
NB: Mitigations are currently being updated ahead of April 2022 go-live.										
1) Strong subject expert engagement in the system configuration to ensure that myOracle meets the needs of the organisation 2) Rigorous testing of the system and data validation prior to go-live. 3) Strong business change plans and establishment of a wide network of business representatives to ensure that the business is ready for myOracle and that there is good adoption of the system. 4) Robust governance through operational boards and Programme Steering Committee and sponsorship by Exec Director Finance and Commercial Services. Regular review of risks and escalation where necessary and management of contractual milestones within the steering committee. Sign off on contractual changes by the Cabinet Member and Leader where required. 5) Member oversight of the programme through Corporate Select Committee.										
Progress update										
1) The myOracle programme is currently on track and in the implementation phase. We are working with subject matter experts on the final configuration and systems integration testing has commenced. 2) Ensuring continuity of business over the transition to the new system will be critical and is being managed by Systems Integration Testing took place in June and Validation testing took place in August. In addition to this there will be a 3-month parallel pay run prior to go-live to ensure that the new system is ready to take over the pay runs. 3) We are working with Socitm Advisory as our business change partner on the programme. Socitm bring significant local authority expertise and experience in adopting Oracle cloud and supporting business adoption. We have established a myOracle Business Readiness Implementation Group (BRIG) with senior representation from across NCC and are working with them to design the communications, training and readiness plans to take us through go-live and embedding the system. The myOracle intranet site was launched on 1 June and we also have over 150 myOracle Champions from departments across the authority who we will work with to provide communications and support to their departments over the coming months. 4) There is on-going visibility of the plans via Programme Board and Programme Steering Committee. The award of integration services for Enterprise Performance Management module (EPM) was approved by the Leader and Cabinet Member for Innovation, Transformation and Performance in May 2021 and detailed plans are being developed for go-live of this module, which will replace Budget Manager. 5) Regular reports have been provided to Corporate Select Committee.										
NB: Risk wording to be updated following revision of GoLive date to April 2022.										

Risk Number	RM029	Date of update		01 November 2021						
Risk Name	NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term									
Portfolio lead	Cllr. Andrew Proctor		Risk Owner	Sarah Shirtcliff						
Risk Description		Date entered on risk register		29 July 2019						
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 & 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. Brexit uncertainty impacting in some sectors 9. Uncertainty of covid impact which could increase pool of candidates and simultaneously increase current colleagues' possibilities for new jobs in other locations 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	5	15	4	5	20	2	5	10	Mar-22	Amber
Tasks to mitigate the risk										

- Identification of what new critical skills are required in services – using new workforce planning process and toolkit. As each directorate makes their changes to make savings / manage demand.
 - Identification of pathways to enable staff to learn, develop and qualify into shortage areas – As each directorate makes their changes to make savings / manage demand
- Creation of career families and professional communities, providing visible and clear career paths for colleagues.
- Adding a strengths based approach to performance development conversations and development plans - help people to know what their strengths are and the range of jobs where they could use those strengths
- Recruit for strengths not just qualifications and skills and experience
- Explore further integration with other organisations to fill the gaps in our workforce - ongoing
 - Develop talent pipelines working with schools, colleges and universities
 - Undertake market rate exercises as appropriate and review employment packages
 - Explore / develop the use of apprenticeships and early career schemes; this will help grow talent and act as a retention tool
 - 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

Progress update

In addition to the progress points below, a presentation was made at October Audit Committee by the Director for People with further details on how we are addressing this risk. The presentation can be accessed via the link within the December Cabinet risk management report.

1. Working with education providers to ensure subjects meet future workforce requirements – no further update
2. Work has begun to make best use of the 'skills' facility in the new myOracle system. It will take time to understand how best to use the functionality but it is planned to help with finding people within NCC with skills not usually associated with their role, as well as providing easy reporting on professional registrations. This functionality is dependent on completion of career families work which is currently in pilot stage, and is therefore a longer-term plan.
3. Work on how to use the full Talent module in Oracle will commence during optimisation year post November 2021 With focus on how to use functionality for Performance Development Conversations in April 2022
4. An email survey relating to digital skills has been created and piloted, enabling individuals to get instant access to information and learning resources relating to their own particular digital skills competence. This will be rolled out during 2021. Soft launch underway. Draft mandatory training policy has been socialised with DMTs and is ready to be signed off by the NDA board No further update
5. NCC careers website design is underway
6. There is an additional task relating to skills to identify the impact of COVID-19 on the availability of and demand for skills in NCC and Norfolk – this is beyond the remit of this risk but is related and therefore captured here.

Current likelihood score at 4 and impact score at 5, with prospects of meeting target at amber in light of challenges for front line workers and early sight of survey reporting workforce pressures.

Risk Number		RM030				Date of update		22 October 2021		
Risk Name		Non-realisation of Children’s Services Transformation change and expected benefits								
Portfolio lead		Cllr. John Fisher				Risk Owner		Sara Tough		
Risk Description					Date entered on risk register			08 August 2019		
There is a 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										
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	1	5	5	Mar-23	Amber
Tasks to mitigate the risk										
1) A demand management and prevention strategy and associated business cases have been completed and a 5 year transformation programme has been established covering social care and education 2) Significant investment has been provided to delivery transformation including £12-15 million for demand management and prevention in social care and £120m for capital investment in Specialist Resource Bases and Specialist Schools 3) A single senior transformation lead, operational business leads and a transformation team have been appointed / aligned to direct, oversee and manage the change 4) Scrutiny structures are in place through the Norfolk Futures governance processes to track and monitor the trajectories of the programme benefits, risks and issues 5) Services from corporate departments are aligned to provide support to transformation change e.g. HR, Comms, IT, Finance etc 6) Interdependencies with other enabling transformation programmes e.g. smarter working will be aligned to help maximise realisation of benefits.										
Progress update										

Progress update

Scoring rationale - 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 has reduced from "probable" prior to programme being initiated to "possible" as the transformation programme is seeing initial success after first 36 months of the programme, therefore scored 3.

Oct 2021 update:

- The investment in transformation has proved successful during the last 36 months having met existing targets for specific schemes albeit in the context of overall dept overspends
- A balanced budget outturn position for 2020/21 was achieved, including a contribution to a Children's Services Business Risk Resilience reserve due to one-off Covid-related underspends
- Overall programme broke even in April 2021 and delivering net cash benefits – growing in the coming years
- Programme is helping to mitigate the currently projected overspend outturn position for 2021/22 due to the considerable financial pressures faced and ongoing uncertainties due to COVID 19
- Core indicator of number of Children in Care is broadly stable. Unit costs are under considerable pressure due to market forces, worsened by the impact of the pandemic. We are currently seeing increasing pressure for placements for CYP with complex needs where there are also significant mental health needs. A number of existing transformation projects are in train to support these young people more effectively and reduce unit costs over the medium term.
- The next phase will focus primarily on prevention and early help – seeking to deliver a step change in our model and successfully bring together the system around special educational needs, early family help and emotional wellbeing.

Risk Number		RM031				Date of update		01 November 2021		
Risk Name		NCC Funded Children's Services Overspend								
Portfolio lead		Cllr. John Fisher				Risk Owner		Sara Tough		
Risk Description					Date entered on risk register		01 September 2019			
There is a risk that in-year pressures from service demand and other external factors beyond the department's control materialise and lead to a significant overspend.										
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	5	5	25	3	5	15	Mar-22	Amber
Tasks to mitigate the risk										
<p>1. Transformation programme that is targeting improvement to operating model, ways of working, and placement & sufficiency to ensure that intervention is happening at the right time, with the right children and families supported, with the right types of support, intervention & placements. This will result in improved value for money through ensuring that money is spent in the right places, at the right times with the investment in children and families resulting in lower, long-term costs. In turn, this will enable the most expensive areas of NCC funded spend (placement costs and staffing costs) to be well controlled and to minimise the risk of a significant overspend of budget.</p> <p>2. Implementation of improved monitoring system, to identify, track and respond to financial challenges.</p> <p>3. Cohorts will be regularly analysed to ensure that all are targeted appropriately and to develop new transformation initiatives to meet needs cost effectively.</p> <p>4. Ongoing recognition of underlying budget pressures within recent NCC budgets and within the MTFS, including for front-line placement and support costs (children looked after, children with disabilities and care leavers), operational staffing, and home to school transport for children with SEND.</p> <p>5. Recognition of pandemic-related additional budget pressures in-year and for future years, with actions identified to respond to these and to minimise cost pressures</p>										
Progress update										
<p>Scoring rationale - Risk impact relates to financial impact of over £3m, therefore scored 5. Risk likelihood has increased from probable to "almost certain", due to department currently projecting an overspend outturn position for 2021/22 due to the considerable in-year financial pressures faced and ongoing uncertainties due to COVID 19.</p> <p>Oct 2021 update:</p> <p>Improved monitoring systems have become embedded: CSLT finance sub-group, high cost reporting, LAC tracker, Permanency Planning Meetings, DCS Quarterly Performance meetings, weekly "Time for Outstanding Outcomes" Meetings and Transformation and Benefits Realisation Board chaired by Cabinet Member CS and attended by Members and CSLT.</p> <p>Multiple Transformation projects been successfully delivered and there are a number of projects underway that will contribute to the mitigation of this risk. For example, Our remodelled LAC and LC Service went live on schedule in April 2021 as well as our Targeted Youth Support Service in February 2021. Norfolk has been successful in being awarded DfE funding to introduce the No Wrong Door model in partnership N. Yorks, which will be called New Roads. This is a proven model</p>										

Progress update

at working with adolescents differently improving outcomes and reducing costs. This successfully went live in June 2021. We have established a significant programmes to support children with disabilities and their families and, with partners, are redesigning our early help and prevention model to help meet the needs of families before they reach a threshold for statutory services.

Children Looked After numbers have reduced significantly since January 2019, which has resulted in reduced overall placement costs. The rate of reduction has slowed during COVID, becoming broadly stable, however, the impact of the pandemic has meant that we have now seen a small rise in numbers of LAC (although this appears to be below many other LAs). Unit costs are under considerable pressure due to market forces, worsened by the impact of the pandemic. We are currently seeing increasing pressure for placements for CYP with complex needs where there are also significant mental health needs. A number of existing transformation projects are in train to support these young people more effectively and reduce unit costs over the medium term.

Risk Number	RM032					Date of update		22 October 2021		
Risk Name	Capacity to manage multiple disruptions to business									
Portfolio lead	Cllr. Andrew Proctor					Risk Owner		Sarah Rhoden		
Risk Description					Date entered on risk register			22 October 2021		
There is a risk of NCC being 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 insufficient preparation to support a major incident within Norfolk or insufficient preparation for increased frequency of extreme weather events, leading to flooding causing potential negative impacts on service delivery, user access to service provision and to the reputation of the Council.										
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	5	3	15	3	2	6	Mar-22	Amber
Tasks to mitigate the risk										
1) Maintain the Corporate Resilience Plan. 2) Maintain a robust Business Continuity process. 3) Monitor and update internal BCP's and BIA's. 4) Having the appropriate groups in place to be able to support and manage any response to an incident causing business disruption. 5) Supporting and embedding of Business Continuity looking at best practice to support the operational delivery of services. 6) Provide induction training on Business Continuity for all staff. 7) Further training planning for both BC and Emergency Planning. 8) Active engagement and participation in the Norfolk Resilience Forum.										
Progress update										

Progress update

- 1) Internally NCC have a Corporate Resilience Plan which sets out the strategy for an organisational response to an incident and identifies roles, responsibilities and key actions.
- 2) Robust BC process that includes a Policy, and corporate level Resilience plan. Department, Service and team level plans and Business Impact assessments (BIAs). BIA's and Plans are reviewed at least on a two-yearly cycle and when required if there is any changes withing the plans. The BC process is enabled with support from the Resilience team who provide assistance, peer review and training.
- 3) NCC Standing Silver/Director Ops and DMT's monitors internal BIAs& BC Plans on a regular basis. Control measures are in place and will be subject to ongoing monitoring.
- 4) A Gold and Silver level/Director Ops group is in place with the ability via the Resilience Team Duty Officer to respond 24/7 to support and manage any response.
- 5) To support and to embed BC practices with the NCC culture we have a network of Resilience Reps within each department that support operational delivery.
- 6) All staff are given induction training on BC and a manager package is available.
- 7) The Resilience Team will be working to update its training offer for both BC and Emergency Planning training, this will be updated from learning from the COVID-19 and any other incidents.
- 8) Externally NCC are key stakeholders in Norfolk Resilience (NRF). Norfolk Resilience is our Local Resilience Forum, which is required by the Civil Contingencies Act 2004 (CCA). This is a partnership of over 60 organisations including the emergency services, local councils, health services and volunteers. The NRF is not a legal entity, nor does a Forum have powers to direct its members. Nevertheless, the CCA and the Regulations provide that responders, through the Forum, have a collective responsibility to plan, prepare, respond and communicate in a multi-agency environment. The NRF decide what to plan for using Norfolk's Community Risk Register and the government's national risk register. NCC is a main partner within the multi-agency Norfolk Resilience Forum and the Resilience Team (RT) will be the main enablers to the wider partnership initially at any incident response. NCC Officers take leading roles in all the multi-agency working groups, these groups are in place to support and manage all the major risk within the County. The NRF business plan/objectives are under continued review via the NRF Executives Group to ensure suitable measures are in place to meet key priorities/areas of concern. with NCC as an active participant in LRF activity with an agreed programme of training/exercising, including development plan for NRF members. This allows for regular review and update of the Community Risk Register to check/confirm potential risks that are relevant. There is an agreed programme of reviewing inter-agency plans in place. NCC is a main partner within the multi-agency Norfolk Resilience Forum and the Resilience Team (RT) will be the main enablers to the wider partnership initially at the start any major incident response and is the author of over 20 NRF plans.

Risk Number	RM033					Date of update		27 October 2021		
Risk Name	Failure to receive the necessary funding or statutory approvals to enable the Norwich Western Link (NWL) project (at £198m) to be delivered to the agreed timescales (target opening by late 2025).									
Portfolio lead	Cllr. Martin Wilby					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			21 July 2021		
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). 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. If ultimately the project does not get constructed there is the possibility that any funding already provided by DfT would need to be repaid and that the capital expenditure up to that stage could need to be repaid from revenue funds (as there would be no capital asset to justify the use of capital funding).										
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	3	4	12	2	2	4	Sep-23	Amber
Tasks to mitigate the risk										
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. Work with Finance business partner to ensure contingency planning for costs is in place.										
Progress update										
1. OBC submitted to DfT for approval at end of June 2021. 2. Programme being reviewed to ensure realistic timescales for submissions are in place (to be agreed by the project board). 3. Resource review in progress to ensure the team structure is suited to the next phases of the project. 4. Project board meetings in place and risk, programme, cost regularly reported. 5. Ongoing discussions with Finance to ensure contingency planning in place.										

Risk Number	RM034		Date of update		29 October 2021					
Risk Name	Supply Chain Interruption									
Portfolio lead	Cllr. Andrew Proctor			Risk Owner	Simon George					
Risk Description				Date entered on risk register	29 October 2021					
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 due to panic-buying (fuel being the prime example with knock-on effects); supplier insolvency; inability to replace critical components. Examples of gradual interruptions include; a gradual inability to recruit key in-demand staff (e.g. drivers & care workers); a gradual material shortage (e.g. construction materials); inflation; industrial action; staff absence owing to Covid-19 / seasonal flu, gradually contracting labour markets. Event: The materialisation of a sudden or a gradual interruption to 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.										
Risk Treatment: Treat (Reduce)										
Original			Current			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	3	12	3	2	6	Mar-22	Amber
Tasks to mitigate the risk										
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) Sending out a de-brief form to all involved in the fuel disruption (NCC) and the Resilience team will collate the returns. This will inform changes to the NCC approach and potentially update the Corporate plan. Our work will feed into the wider NRF de-brief to the NRF plan. 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.
- 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) Command and control will follow existing processes. Any issues to be reported by department and escalated to appropriate response level (Silver/Gold) to manage the NCC response. If beyond NCC the NRF will be activated to respond.

For fuel:

- 5) Resilience Team have sent out a de-brief form to all involved in the fuel disruption (NCC) and will collate the returns.

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) Tiering of contracts being formalised.

For critical spares:

- 9) Ongoing work with providers to ensure adequate support is available for JIT deliveries.

For IT:

- 10) Laptops for next round of IT refresh pre-ordered and in suppliers' warehouse.

Cabinet

Item No: 19

Report Title: Disposal, acquisition and exploitation of property

Date of Meeting: 6 December 2021

Responsible Cabinet Member: Councillor Greg Peck, Cabinet Member for Commercial Services & Asset Management

**Responsible Director: Simon George
Executive Director for Finance and Commercial Services.**

Is this a Key Decision? No

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

Executive Summary/Introduction from Cabinet Member

Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.

One of the key actions within the Strategic Property Asset Management Framework is a sharp focus on maximising income through adoption of a more commercial approach to property.

As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.

By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure by £1million over the next two years (2021/22 to 2022/23).

Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.

This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.

Recommendations:

Cabinet is asked:

- 1. To formally declare the Land at Mill Farm, Norwich Road, Acle (5001/01) (Part) surplus to County Council requirements and instruct the Director of Property to dispose of the Land to Repton Property Developments Ltd subject to the agreement of the value in consultation with the Executive Director of Finance and Commercial Services. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 2. To formally declare the Highway Land at Hargham Road, Attleborough surplus to County Council requirements and instruct the Director of Property to dispose of the Land to Repton Property Developments Ltd subject to the agreement of the value in consultation with the Executive Director of Finance and Commercial Services. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 3. To formally declare the former Lawns Day Care Centre, Caister Road, Great Yarmouth NR30 4DQ (6009/089) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 4. To formally declare the Land at Shrublands, Magdalen Way, Gorleston on Sea, Great Yarmouth NR31 7BP (6009/081C) (part) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the NHS. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**

5. To agree to the County Council relinquishing its trustee role of the Free School, Mileham Charity (charity number 311179) in favour of Mileham Parish Council subject to the agreement of Mileham Parish Council and the Charity Commission.
6. To formally declare Mill Lane Farm, in North Runcton / West Winch E33 0LT (2054/100) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
7. To formally declare the Former Primary School Ringstead Road, Sedgeford PE36 5NQ (2065/012) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.
8. To formally declare the former Laburnum Grove Day Care Centre, Elm Road IP24 3HS (3099/059) and adjacent Laburnum Grove Land (3099/056) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

1. Background and Purpose

- 1.1 The County Council actively manages its property portfolio in accordance with the Strategic Property Asset Management Framework 2021/22 - 2026/27. Property is held principally to support direct service delivery, support policy objectives, held for administrative purposes or to generate income. Property is acquired or disposed of as a reaction to changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 1.2 The County Council challenges the use of its property on an ongoing basis. In the event of a property asset becoming surplus to an individual service need there are internal officer led processes to ascertain whether other service areas have an unmet need that could be addressed by re-using the property asset for that service. This may lead to a change of use of individual properties, for example, an office building may be adapted and reused for operational service delivery. Any proposals for retention are only agreed if supported by a robust business case showing the benefits to the County Council and are funded from approved budgets. This assessment will also consider whether a property could be offered at best consideration to public sector or third sector partners.

- 1.3 The above assessments are carried out by the Corporate Property Officer (the Director of Property) in consultation with the Corporate Property Strategy Group (CPSG). Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus or re-designate for alternative purposes.
- 1.4 The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior to sale, strategic retention for a longer-term benefit through to direct development of the land and buildings and selling/letting the completed assets, in the expectation of enhanced income for the Council. Most disposals will be by way of tender or auction. In respect of auctions the contract of sale will be formed at the fall of the hammer and where this approach is selected the Corporate Property Officer will determine a reserve below which the property will not be sold. Most disposals will include overage/clawback provisions to enable the council to collect future uplifts in value created by alternative uses.
- 1.5 For properties to be sold immediately there is sometimes a need to consider selling directly to a specific purchaser instead of going to the open market. This may be justified where the third party is in a special purchaser situation and is willing to offer more than the assessed market value. Conversely this might be to a purchaser who is in a unique position of control for the unlocking of the full latent value of the County Council owned site (ransom situation). A direct sale without going to market can also be justified if there are specific service benefits or a special partnership relationship which is of strategic value with service/community benefits.
- 1.6 In making recommendations for direct sale without going to market, or direct property development, the Corporate Property Officer will consider risks, opportunities, service objectives, financial requirements and community benefits.
- 1.7 The recommendations for all disposals, acquisitions and exploitation of NCC property in this report follow detailed assessment by officers of the range of options available. The recommendation for each property is based on existing policies and strategies and judged to provide the best return to the County Council in financial terms and, where appropriate, taking account of community and economic benefits

2. Proposal

Acle – Land at Mill Farm, Norwich Road (5001/01) (Part)

- 2.1 The land edged red on plan, amounting to 0.39 hectares (0.86 acres), is in the freehold ownership of the County Council and forms part of the County Farms Estate.

2.2 The adjacent land to the East (known as Land north of Acle Road 5001/026) was sold to Repton Property Developments Ltd (Repton) who are currently developing out the land for residential use.

2.3 As part of the original agreement sale the area edged red was to be used by Repton for installation of attenuation ponds and other works to support the development. Subsequently it has been determined that the transfer of this area to Repton would better serve the development and relieve the County Council of a maintenance liability.

2.4 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land edged red is not required for NCC service use.

2.5 It is proposed that this area of land is formally declared surplus to County Council use and to sell it to Repton Property Developments Ltd subject to agreement of the value. The County Council has retained expert valuers to assess the disposal value in accordance with the Royal Institution of Chartered Surveyors Valuation - Global Standards 2020 (a "red book" valuation). It is expected the value will be within the delegated limits (laid out in the Council's financial regulations) for a decision to dispose to be made by the Cabinet Member for Commercial Services and Asset Management.



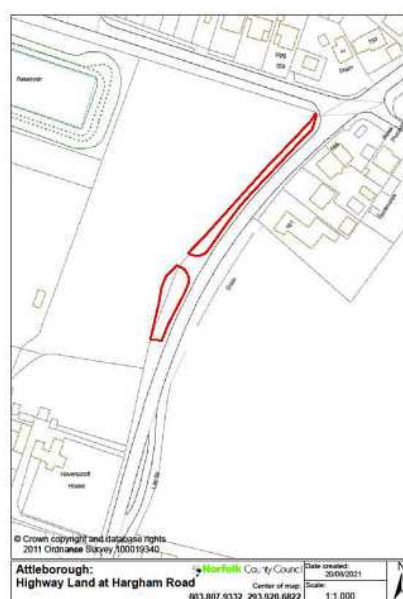
Attleborough – Highway Land at Hargham Road

2.6 The land edged red on plan, amounting to 0.07 hectares (0.16 acres), is in the freehold ownership of the County Council and forms part of the Public Highway.

2.7 The land edged blue, known as Land South of New Road (3002/036) is in the freehold ownership of the Council and has an existing outline planning permission (planning authority reference 3PL/2017/1171/O) for residential development. It has previously been declared surplus and is in the process of being sold to Repton Property Developments Ltd.

2.8 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land edged red is not required for NCC service use.

2.9 Repton have indicated they wish to purchase this area of land to support their development.



At their risk, Repton have applied for a stopping up order to remove the highway rights.

- 2.10 It is proposed to dispose of this area of land to Repton Property Developments Ltd subject to agreement of the value. The County Council has retained expert valuers to assess the disposal value in accordance with the Royal Institution of Chartered Surveyors Valuation - Global Standards 2020 (a “red book” valuation). It is expected the value will be within the delegated limits (laid out in the Council’s financial regulations) for a decision to dispose to be made by the Cabinet Member for Commercial Services and Asset Management.

Great Yarmouth – The former Lawns Day Care Centre, Caister Road NR30 4DQ (6009/089)

- 2.11 This property, edged red on plan, is owned freehold by the County Council. The site area is 0.13 hectares (0.32 acres) and the building has a gross internal area of 305m².

- 2.12 The property was acquired and developed as part of the adjoining Housing with Care scheme, however only the former Lawns Day Care Centre property has been retained by NCC following the transfer of the rest of the property to service providers. The property remains physically linked to the third-party property and it is understood some utilities are shared.

- 2.13 The former Lawns Day Care Centre was leased to Independence Matters (IM) from 2014 until 2020 following IM ceasing their services.



- 2.14 The kitchen is currently occupied by a company delivering a commissioned service for Adult Social Care. Several other rooms in the property are being used informally by NorseCare. Corporate Property Team (CPT) is in the process of formalising the property occupation arrangements in both cases.
- 2.15 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the property is not required for NCC service use.
- 2.16 It is proposed to offer the freehold (at best consideration) to the adjoining owners of the Housing with care scheme. In the event this does not proceed it is intended to dispose of this property by open market sale through auction or by tender.
- 2.17 The Division Member has been informed of this proposal.

Great Yarmouth – Land at Shrublands, Magdalen Way, Gorleston on Sea NR31 7BP (6009/081C) (part)

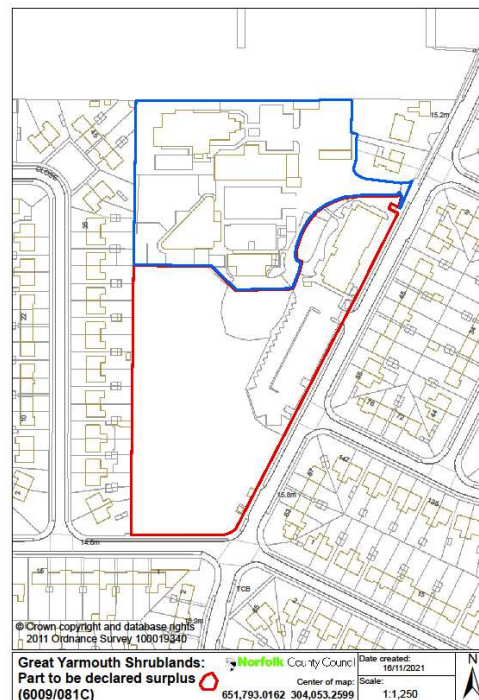
2.18 The land, edged red on plan, is in the freehold ownership of the County Council. It forms part of the larger Shrublands site, the additional area edged blue on plan.

2.19 The land edged red has an area of approximately 1.2 hectares (3 acres).

2.20 The whole site was acquired by the District Council in 1947. The whole property was transferred to the County Council as part of the Local Government reorganisation in 1974 as a combined adult and youth community centre.

2.21 When adult and youth services were split the site remained with Childrens Services. Today the whole site hosts a Short Stay school, Nursery, Childrens Centre, Youth Offending Team and a community centre.

2.22 The land edged red is a field, part of which is leased to the NHS. The NHS have erected a temporary building within their demise which is used as a medical centre. The remainder of the field is occasionally used by other site users.



2.23 The medical centre building has reached the end of its life and it is proposed to dispose of the vacant field to the NHS to enable them to build a new, permanent medical centre, combining at least two existing medical practices into it. This is a key part of the primary care strategy for the Great Yarmouth area and has been under discussion for circa 10 years.

2.24 Should the new medical centre proposals not progress the Council will explore options for exploiting the vacant field. Previous discussions have been around the residential potential including Extra Care and Supported Living, as well as affordable housing.

2.25 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the property is not required for NCC service use.

2.26 It is proposed to dispose of this area of land to the NHS subject to agreement of the value. The County Council has retained expert valuers to assess the disposal value in accordance with the Royal Institution of Chartered Surveyors Valuation - Global Standards 2020 (a "red book" valuation). In the event this does not proceed it is intended to dispose of this property by open market sale through auction or by tender.

2.27 The Division Member has been informed of this proposal.

**Mileham – Former School Site, The Street PE32 2RD (3063/012)
And
Field, Back Lane, PE32 2PP (3063/011)**

2.28 These two separate sites (both edged red on plans) were declared surplus to County Council use by Business and Property Committee on 8 September 2017 following closure of the school in 2015.



2.29 Technically this was the correct thing to do to confirm the County Council had no further education use for these properties. However, subsequent investigation by the Corporate Property Team with colleagues from NPLaw has confirmed that both properties are in the ownership of the Free School, Mileham Charity (charity number 311179).

2.30 The Free School, Mileham Charity is governed and managed in accordance with a Scheme approved by the Charity Commission and sealed on 13 February 1984, copy in **Appendix A**.

2.31 The Scheme confirms that Norfolk County Council is the single trustee for the charity. Whilst the school existed the Trustee was permitted to allow the school site to be “appropriated and used for the purposes of a county primary school”. The Trustee was also permitted to let out the Field to derive an income.

2.32 Now that the primary school use has ended it is appropriate to consider whether Norfolk County Council should remain as the single trustee and to determine if there is an alternative approach to taking forward the aims of the charity.

2.33 The question of trusteeship, the role of the charity and the reuse of the property assets is very complex and there are still issues to resolve around the repayment of capital monies that was used to improve the school and investments noted in the Scheme.

2.34 Both sites have been the subject of interest from and correspondence with Mileham Parish Council and Divisional Member Councillor Kiddle-Morris.

- 2.35 Mileham Parish Council has expressed, in their most recent correspondence (email dated 5 august 2021), a wish “to become involved in the administration of these trusts thereby satisfying the requirements of the charity commission”.
- 2.36 Any changes to the approved Scheme, including changes of trustee would need to be approved by the Charity Commission.
- 2.37 The County Council is keen to resolve the current situation so that the Former School site and Field site can be utilised/exploited for the benefit of the Charity and enable it to meet its aims. It is therefore proposed to enter in to dialogue with Mileham Parish Council with the aim of the County Council relinquishing the trusteeship in favour of the Parish Council subject to agreement of both councils and the approval of the Charity Commission.

North Runcton / West Winch - Mill Lane Farm, PE33 0LT (2054/100)

- 2.38 The land, edged red on plan, is in the freehold ownership of the Council and was acquired as part of the County Farms Estate. It has an area of 20.88 hectares (51.6 acres).

- 2.39 NPS, acting for the County Council, have been promoting the site for development with the local planning authority (Borough Council of Kings Lynn and West Norfolk (BKLWN)). The site, which is allocated in the Local Plan Policy E2.1, adopted by the Planning Inspector back in 2016, forms part of a strategic land promotion for the area.

- 2.40 The land is subject to a tenancy agreement managed by the County Farms Team. The tenant is aware of the Councils promotion of the land for development and the proposal to declare surplus and dispose.

- 2.41 The County Farms Team have reviewed this site and determined this land can be removed from the County Farms Estate. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.



- 2.42 NCC is in discussions with BKLWN and other landowners within the West Winch area around the holistic promotion and development of this land. Should this not proceed it would be proposed to dispose of this site by open market sale through auction or by tender.
- 2.43 The Division Members have been informed of this proposal.

Sedgeford – Former Primary School Ringstead Road, PE36 5NQ (2065/012)

- 2.44 This property edged red on the plan is owned by NCC and is approximately 0.53 hectares (1.3 acres) in area.
- 2.45 The property was used as a school until that use ceased in 2020.
- 2.46 Childrens Services have formally declared the property surplus to their needs. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land and building is not required for NCC service use.
- 2.47 It is proposed to dispose of this property by open market sale through an auction or by tender.
- 2.48 The Divisional Member has been informed of this proposed disposal.



Thetford – The former Laburnum Grove Day Care Centre, Elm Road IP24 3HS (3099/059) and adjacent Laburnum Grove Land (3099/056)

- 2.49 This property forming the former day care centre and adjacent land, edged red on plan, is owned freehold by the County Council. The site area is 0.25 hectares (0.63 acres) and the building has a gross internal area of 480m².
- 2.50 The property was acquired and developed as part of the adjoining Housing with Care scheme, however, the former Laburnum Grove Day Care Centre building and the adjacent land forming the road access has been retained by NCC following the transfer of the rest of the property to service providers in 1995. The building remains physically linked to the third-party property and it is understood some utilities are shared.
- 2.51 The former Laburnum Grove Day Care Centre was leased to Independence Matters (IM) from 2014 until 2020 following IM ceasing their services.
- 2.52 The kitchen is currently occupied by a company delivering a commissioned service for Adult Social Care. Several other rooms in the property are being used informally by NorseCare. CPT is in the process of formalising the property occupation arrangements in both cases.



2.53 Following a review by the Director of Property in consultation with CPSG it has been confirmed that the property is not required for NCC service use.

2.54 It is proposed to offer the freehold (at best consideration) to the adjoining owners of the Housing with care scheme. In the event this does not proceed it is intended to dispose of this property by open market sale through auction or by tender.

2.55 The Division Member have been informed of this proposal.

3. Impact of the Proposal

3.1 Property disposals will provide capital receipts for the council to support the capital programme and hence service delivery. The County Council will apply the capital receipts to meet its priorities.

4. Evidence and Reasons for Decision

4.1 Declaring the sites and land holdings surplus to County Council use means that the Corporate Property Team can consider options for the disposal and exploitation of these sites.

5. Alternative Options

5.1 Declaring sites and land holdings surplus is a result of the sites no longer being required for service delivery. The alternative would be to retain resulting in incurring holding costs for an asset that is not contributing to service delivery.

6. Financial Implications

6.1 Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.

7. Resource Implications

7.1 **Staff:** Nil

7.2 **Property:** As described in the earlier parts of this report.

7.3 **IT:** Nil.

8. Other Implications

8.1 **Legal Implications:** For disposals in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and entering a contract.

8.2 **Human Rights Implications:** No implications.

- 8.3 **Equality Impact Assessment (EqIA) (this must be included):** No specific EqIA has been undertaken in respect of the disposal of sites.
- 8.4 **Data Protection Impact Assessments (DPIA):** No data protection impact implications in respect of the disposal of sites.
- 8.5 **Health and Safety implications (where appropriate):** No implications.
- 8.6 **Sustainability implications (where appropriate):** Future redevelopment of disposed sites would require planning permission and therefore would be mindful of sustainability measures.

9. Risk Implications / Assessment

- 9.1 The risks around disposals are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

10. Recommendations

- 10.1 Cabinet is asked to formally declare the Land at Mill Farm, Norwich Road, Acle (5001/01) (Part) surplus to County Council requirements and instruct the Director of Property to dispose of the Land to Repton Property Developments Ltd subject to the agreement of the value in consultation with the Executive Director of Finance and Commercial Services. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.2 Cabinet is asked to formally declare the Highway Land at Hargham Road, Attleborough surplus to County Council requirements and instruct the Director of Property to dispose of the Land to Repton Property Developments Ltd subject to the agreement of the value in consultation with the Executive Director of Finance and Commercial Services. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.3 Cabinet is asked to formally declare the former Lawns Day Care Centre, Caister Road, Great Yarmouth NR30 4DQ (6009/089) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

- 10.4 Cabinet is asked to formally declare the Land at Shrublands, Magdalen Way, Gorleston on Sea, Great Yarmouth NR31 7BP (6009/081C) (part) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the NHS. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.5 Cabinet is asked to agree to the County Council relinquishing its trustee role of the Free School, Mileham Charity (charity number 311179) in favour of Mileham Parish Council subject to the agreement of Mileham Parish Council and the Charity Commission.
- 10.6 Cabinet is asked to formally declare Mill Lane Farm, in North Runcton / West Winch E33 0LT (2054/100) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.7 Cabinet is asked to formally declare the Former Primary School Ringstead Road, Sedgeford PE36 5NQ (2065/012) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services & Asset Management is authorised to accept the most advantageous offer.
- 10.8 Cabinet is asked to formally declare the former Laburnum Grove Day Care Centre, Elm Road, Thetford IP24 3HS (3099/059) and adjacent Laburnum Grove Land (3099/056) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

Officer Contact

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

Officer name: Simon Hughes, Director of Property

Telephone no.: 01603 222043

Email: simon.hughes@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.gov.uk\ncd\dfs1\CorporateProperty\CPT ADMIN & MANAGEMENT\Meetings & Groups\Committees\CABINET\2021-22\2021.12.06\Final Reports\21.12.06 Cabinet Disp, acquisition and exploitation of property (rfiwb) FINAL 1.0.docx

The Free School, Mileham Charity Scheme Document

Sealed 13th February 1980

77(S)
84

County - Norfolk
Parish - Mileham
Charity - Free School, Mileham

£1
311,179/1

Scheme

CHARITY COMMISSION

In the matter of the Charity called the Free School, Mileham, in the Parish of Mileham, in the County of Norfolk, regulated by Memorandum of Arrangement dated the 24th January 1878 as modified by a Scheme made by the Board of Education on the 31st August 1911; and
In the matter of the Charities Act 1960.

THE CHARITY COMMISSIONERS FOR ENGLAND AND WALES HEREBY ORDER that the following Scheme be approved and established as the Scheme for the regulation of the above-mentioned Charity:-

S C H E M E

1. Administration of Charity. The above-mentioned Charity and the property thereof specified in the schedule hereto and all other the property (if any) of the Charity shall be administered and managed subject to and in conformity with the provisions of this Scheme by the Norfolk County Council who shall continue to be the Trustee of the Charity.

2. The School. The Trustee shall permit the land with the buildings thereon numbered 1 in the said schedule and known as Mileham County Primary School (hereinafter referred to as the School) to continue to be appropriated and used for the purposes of a county primary school within the meaning of the Education Acts 1944 to 1981.

3. Religious instruction. Religious instruction shall be given to pupils in attendance at the School in accordance with the provisions of the Education Acts 1944 to 1981.

4. Approval of expenditure. The expenditure by the Trustee of a sum not exceeding £18,000 out of the capital of the Charity for the purpose following is approved, namely, in defraying part of the cost of improving the School.

1116-28-6-82x(2)-ICL

5. Recoupment. Subject to any further Order or Orders of the Charity Commissioners the sum expended as aforesaid shall be recouped to capital in manner following:

- (1) The Trustee shall pay promptly and regularly for 60 years for investment to the credit of a separate account with the Official Custodian for Charities a yearly sum equal to 4.35 per cent. of the sum expended.
- (2) The Trustee shall permit the dividends accruing on the said separate account to be invested thereon by way of accumulation until twelve months after the last payment.

6. Minutes and accounts. A minute book and books of account shall be provided and kept by the Trustee. Statements of account in relation to the Charity shall be prepared and transmitted to the Commissioners in accordance with the provisions of the Charities Act 1960, except if and in so far as the Charity is excepted by order or regulations.

7. Management and letting of lands. The Trustee shall let and otherwise manage all the lands belonging to the Charity not required to be retained or occupied for the purposes thereof. The Trustees shall not without the sanction of the Commissioners or a competent court create any tenancy wholly or partly in consideration of a fine or for a term ending more than 22 years after it is granted or for less than the best rent obtainable.

8. Leases. The Trustees shall provide that on the grant by it of any lease the lessee shall execute a counterpart thereof. Every lease shall contain covenants on the part of the lessee for the payment of rent, the proper cultivation of the land and all other usual and proper covenants applicable to the property comprised therein and a proviso for re-entry on non-payment of the rent or non-performance of the covenants.

9. Expenses of management. The Trustee shall first defray out of the income of the Charity the cost of repairs and insurance and all other charges and outgoings payable in respect of the property of the Charity and all the proper costs, charges and expenses of and incidental to the administration and management of the Charity.

10. Application of income. (1) Subject to payment of the expenses aforesaid the Trustee shall apply the income of the Charity in the first place in or towards providing such special benefits of any kind not normally provided by the local education authority for the School as may be agreed between the Trustee and the Governors of the School.

(2) Subject thereto the Trustee shall apply the said income in either or both of the following ways:

- (a) in promoting the education of children resident in the Parish of Mileham who are in need of financial assistance;

- (b) in or towards providing such special benefits of any kind not normally provided by the said authority for any school in the maintained sector attended by children resident in the said parish as may be agreed between the Trustee and the Governors of the school concerned.

11. Charity not to relieve public funds. The Trustee shall not apply income of the Charity directly in relief of rates, taxes or other public funds.

12. Questions under Scheme. Any question as to the construction of this Scheme or as to the regularity or the validity of any acts done or about to be done under this Scheme shall be determined by the Commissioners upon such application made to them for the purpose as they think sufficient.

S C H E D U L E

The following land situate at Mileham in the County of Norfolk:

1. Land containing 1.01 acres or thereabouts with the buildings thereon known as Mileham County Primary School.
2. Land containing 2.88 acres or thereabouts now let to Stanley Eric Eastone at the yearly rent of £85.

A yearly sum of 40p payable to the Eastern Electricity Board in respect of a wayleave.

The following investments standing in the name of Norfolk County Council:

£242.17 5½% Treasury Stock 2008-12.
£91.35 3½ Conversion Stock.
£18,471.71 cash on temporary loan to the Norfolk County Council at interest representing the clear proceeds of sale of real property (Order of the Charity Commissioners of the 2nd April 1982).

£1,173.34 cash on deposit at the Norwich (Surrey Street) branch of the East Anglian Trustees Savings Bank.

This schedule is made up to the 4th April 1983.

Scaled by Order of the Commissioners this 13th day of February 1984.



[Handwritten signature]

Report to Cabinet

Item No. 20

Report Title: Mid-Year Treasury Management Monitoring Report 2021-22

Date of Meeting: 6 December 2021

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

Is this a Key Decision? No

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

Introduction from Cabinet Member

This report and the attached annex provide details of the 2021-22 treasury activities and highlights compliance with policy and strategy previously approved in relation to treasury management.

Executive Summary

In accordance with regulatory requirements, this report provides information on the Treasury Management activities of the County Council for the period 1 April 2021 to 30 September 2021.

Recommendations:

Cabinet is asked to endorse and recommend to County Council the Mid-Year Treasury Management Monitoring Report 2021-22

1. Background and Purpose

- 1.1. This Treasury Management Report forms an important part of the overall management of the Council's financial affairs. The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activity.

2. Proposals

- 2.1. This report provides details of the 2021-22 treasury activities for the 6 months to September 2021 and highlights compliance with policy and strategy previously approved by Members in relation to treasury management.

3. Impact of the Proposal

- 3.1. The impact of this report is to demonstrate that between April and September 2021 the Council's treasury management operations have been carried out in accordance with best practice and in compliance with legislative and regulatory requirements.

4. Evidence and Reasons for Decision

- 4.1. One annex is attached to this report, giving details of treasury management activities and outcomes, including:
- Investment activities
 - Borrowing strategy and outcomes
 - Capital Plan and non-treasury investments
 - Prudential indicators

5. Alternative Options

- 5.1. In order to achieve treasury management in accordance with the Council's treasury management strategy, no viable alternative options have been identified to the recommendation in this report.

6. Financial Implications

- 6.1. At 30 September 2021, the Council's external debt was £808.1m. The year to date borrowing of £60m has reduced the Council's exposure to potential future interest rate rises. The Council's Treasury Strategy assumes as much as £80m may be borrowed in 2021-22, plus £30m deferred from 2020-21.

The forecast cash flows above assume that the remaining £50m will be borrowed in Q4 2021-22 resulting in a closing cash balance of approximately £222m

At 30 September 2020, the Council's cash balances totalled £312m, split between UK bank deposits and money market funds. During this period the Bank of England base rate was 0.1%. In line with this historically low rate, average interest generated on treasury cash investments was 0.19%, compared to 0.27% in the equivalent period last year

- 6.2. The Council's treasury management operations have been carried out in accordance with the Council's Treasury Management Strategy, treasury best practice and in compliance with legislative and regulatory requirements

7. Resource Implications

- 7.1. None, apart from financial information set out in these papers.

8. Other Implications

8.1. Legal Implications

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and

Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2021-22 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2021-22 Budget. An overall summary Equality and rural impact assessment report is included on page 284 of the Monday 22 February 2021 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

8.4 Data Protection Impact Assessments (DPIA)

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

9. Risk Implications/Assessment

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and medium term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium Term Financial Strategy and setting robust budgets within available resources.
- 9.2. A majority of risks, if not managed, could have significant financial consequences such as failing to generate income or to realise savings, which in turn would have an impact on the Council's cash balances or the timing and amount of borrowing. Executive Directors have responsibility for managing their budgets within the amounts approved by County Council.
- 9.3. More specifically, the Council's Treasury Management Strategy sets parameters for the selection and placing of cash balances, taking into account counterparty risk and liquidity. The strategy also sets out how the Council manages interest rate risks.

10. Select Committee comments

- 10.1. None

11. Recommendation

- 11.1. Recommendations are set out in the introduction to this report.

12. Background Papers

- 12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 284

Officer Contact

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

Officer name: Harvey Bullen

Tel No.: 01603 223330

Email address: harvey.bullen@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

Annex 1: Mid-Year Treasury Management Monitoring Report 2021-22

Report by the Executive Director of Finance and Commercial Services

1. Introduction

- 1.1 The Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice for Treasury Management in the Public Sector (the Code), requires that the County Council receives a mid-year review of treasury activities in addition to the forward-looking annual investment and treasury strategy and backward-looking annual treasury report. The Annual Investment and Treasury Strategy for the current year (2021-22) was approved by County Council on 22 February 2021.
- 1.2 The County Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of the treasury management operations ensure this cash flow is adequately planned and managed.
- 1.3 The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning to ensure the Council can meet its capital spending operations. This management of longer-term cash may involve arranging long or short term loans or using longer term cash flow surpluses and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.
- 1.4 Accordingly treasury management is defined as:

"The management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
- 1.5 The County Council recognises the importance of monitoring treasury management activities, with regular reports being presented to the Treasury Management Panel and Cabinet throughout the year.
- 1.6 This mid-year review provides commentary on economic conditions produced by Link Asset Services (the Council's external treasury advisors) and details treasury activities for the period 1 April 2021 to 30 September 2021 including cash balances and cash flow management,

investment performance, counterparty management, long term borrowing/debt management and prudential indicators.

- 1.7 **Capital Strategy:** In December 2017, the Chartered Institute of Public Finance and Accountancy, (CIPFA), issued revised Prudential and Treasury Management Codes. These require all local authorities to prepare a Capital Strategy which is to provide the following: -

- a high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services
- an overview of how the associated risk is managed
- the implications for future financial sustainability

A Capital Strategy was approved at full Council as part of the capital programme papers in February 2021.

- 1.7 **Treasury Management Strategy:** The Council's Treasury Management Strategy for 2021-22 was approved by full Council on 22 February 2021. Since that time there have been no policy changes to the current year's strategy.

2. Economic Overview and interest rate forecasts

2.1 Economic update

UK – as at 30 September 2021

- 2.1.1 The Monetary Policy Committee (MPC) met on 24 September 21 and voted unanimously to leave Bank Rate unchanged at 0.10% and made no changes to its programme of quantitative easing purchases due to finish by the end of this year at a total of £895bn; two MPC members voted to stop the last £35bn of purchases as they were concerned that this would add to inflationary pressures.
- 2.1.2 There was a major shift in the tone of the MPC's minutes at this meeting from the previous meeting in August which had majored on indicating that some tightening in monetary policy was now on the horizon, but also not wanting to stifle economic recovery by too early an increase in Bank Rate. In his press conference after the August MPC meeting, Governor Andrew Bailey said, "the challenge of avoiding a steep rise in unemployment has been replaced by that of ensuring a flow of labour into jobs" and that "the Committee will be monitoring closely the incoming evidence regarding developments in the labour market, and particularly unemployment, wider measures of slack, and underlying wage pressures." In other words, it was flagging up a potential danger that labour shortages could push up wage growth by more than it expects and that, as a result, CPI inflation would stay above the 2% target for longer. It also discounted sharp increases in monthly inflation figures in the pipeline in late 2021 which were largely propelled by events a year ago e.g., the cut in VAT in August 2020 for the hospitality industry, and by temporary shortages which would eventually work their way out of the system: in other words, **the MPC had been prepared to look through a temporary spike in inflation.**
- 2.1.3 So, in August the country was just put on alert. However, this time the MPC's words indicated there had been a marked increase in concern that more recent increases in prices, particularly the increases in gas and electricity prices in October and due again next April, are, indeed, likely to lead to faster and higher inflation expectations and underlying wage growth, which would in turn increase the risk that price pressures would prove more persistent next year than previously expected. Indeed, to emphasise its concern about inflationary pressures, the MPC pointedly chose to reaffirm its commitment to the 2% inflation target in its statement; this suggested that it was now willing to look through the flagging economic recovery during the summer to prioritise bringing inflation down next year. This is a reversal of its priorities in August and a long way from words at earlier MPC meetings which indicated a willingness to look through inflation overshooting the target for limited periods to ensure that inflation was 'sustainably over 2%'. Indeed, whereas in August the MPC's focus

was on getting through a winter of temporarily high energy prices and supply shortages, believing that inflation would return to just under the 2% target after reaching a high around 4% in late 2021, now its primary concern is that underlying price pressures in the economy are likely to get embedded over the next year and elevate future inflation to stay significantly above its 2% target and for longer.

2.1.4 Financial markets are now pricing in a first increase in Bank Rate from 0.10% to 0.25% in February 2022, but this looks ambitious as the MPC has stated that it wants to see what happens to the economy, and particularly to employment once furlough ends at the end of September. At the MPC's meeting in February it will only have available the employment figures for November: to get a clearer picture of employment trends, it would need to wait until the May meeting when it would have data up until February. At its May meeting, it will also have a clearer understanding of the likely peak of inflation.

2.1.5 The MPC's forward guidance on its intended monetary policy on raising Bank Rate versus selling (quantitative easing) holdings of bonds is as follows: -

- Placing the focus on raising Bank Rate as “the active instrument in most circumstances”.
- Raising Bank Rate to 0.50% before starting on reducing its holdings.
- Once Bank Rate is at 0.50% it would stop reinvesting maturing gilts.
- Once Bank Rate had risen to at least 1%, it would start selling its holdings.

2.1.6 **COVID-19 vaccines:** These have been the game changer which have enormously boosted confidence that life in the UK could largely return to normal during the summer after a third wave of the virus threatened to overwhelm hospitals in the spring. With the household saving rate having been exceptionally high since the first lockdown in March 2020, there is plenty of pent-up demand and purchasing power stored up for services in hard hit sectors like restaurants, travel and hotels. The big question is whether mutations of the virus could develop which render current vaccines ineffective, as opposed to how quickly vaccines can be modified to deal with them and enhanced testing programmes be implemented to contain their spread.

2.1.7 EU: . The slow roll out of vaccines initially delayed economic recovery in early 2021 but the vaccination rate has picked up sharply since then. After a contraction in GDP of -0.3% in Q1, Q2 came in with strong growth of 2%, which is likely to continue into Q3, though some countries more dependent on tourism may struggle. Recent sharp increases in gas and electricity prices have increased overall inflationary pressures but the ECB is likely to see these as being only transitory after an initial burst through to around 4%, so is unlikely to be raising rates for a considerable time.

German general election: With the CDU/CSU and SPD both having won around 24-26% of the vote in the September general election, the composition of Germany's next coalition government may not be agreed by the end of 2021. An SPD-led coalition would probably pursue a slightly less restrictive fiscal policy, but any change of direction from a CDU/CSU led coalition government is likely to be small. However, with Angela Merkel standing down as Chancellor as soon as a coalition is formed, there will be a hole in overall EU leadership which will be difficult to fill.

2.1.8 China: After a concerted effort to get on top of the virus outbreak in Q1 2020, economic recovery was strong in the rest of the year; this enabled China to recover all the initial contraction. During 2020, policy makers both quashed the virus and implemented a programme of monetary and fiscal support that was particularly effective at stimulating short-term growth. At the same time, China's economy benefited from the shift towards online spending by consumers in developed markets. These factors helped to explain its comparative outperformance compared to western economies during 2020 and earlier in 2021. However, the pace of economic growth has now fallen back after this initial surge of recovery from the pandemic and China is now struggling to contain the spread of the Delta variant through sharp local lockdowns - which will also depress economic growth. There are also questions as to how effective Chinese vaccines are proving. In addition, recent regulatory actions motivated by a political agenda to channel activities into officially approved directions, are also likely to reduce the dynamism and long-term growth of the Chinese economy.

2.1.9 Japan: 2021 has been a patchy year in combating Covid. However, after a slow start, nearly 50% of the population are now vaccinated and Covid case numbers are falling. After a weak Q3 there is likely to be a strong recovery in Q4. The Bank of Japan is continuing its very loose monetary policy but with little prospect of getting inflation back above 1% towards its target of 2%, any time soon: indeed, inflation was negative in July. New

Prime Minister Kishida has promised a large fiscal stimulus package after the November general election – which his party is likely to win.

2.1.10 World growth : World growth was in recession in 2020 but recovered during 2021 until starting to lose momentum more recently. Inflation has been rising due to increases in gas and electricity prices, shipping costs and supply shortages, although these should subside during 2022. It is likely that we are heading into a period where there will be a reversal of world globalisation and a decoupling of western countries from dependence on China to supply products, and vice versa. This is likely to reduce world growth rates from those in prior decades.

2.1.11 Supply shortages: The pandemic and extreme weather events have been highly disruptive of extended worldwide supply chains. At the current time there are major queues of ships unable to unload their goods at ports in New York, California and China. Such issues have led to misdistribution of shipping containers around the world and have contributed to a huge increase in the cost of shipping. Combined with a shortage of semi-conductors, these issues have had a disruptive impact on production in many countries. Many western countries are also hitting up against a difficulty in filling job vacancies. It is expected that these issues will be gradually sorted out, but they are currently contributing to a spike upwards in inflation and shortages of materials and goods on shelves.

2.2 Link Interest Rate Forecast

2.2.1 The Council's treasury advisor, Link Asset Services, has provided the following forecast on 29 September 2021:

Link Group Interest Rate View		29.9.21									
		Dec-21	Mar-22	Jun-22	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24
BANK RATE		0.10	0.10	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.75
3 month ave earnings		0.10	0.10	0.20	0.20	0.30	0.40	0.50	0.50	0.60	0.70
6 month ave earnings		0.20	0.20	0.30	0.30	0.40	0.50	0.60	0.60	0.70	0.80
12 month ave earnings		0.30	0.40	0.50	0.50	0.50	0.60	0.70	0.80	0.90	1.00
5 yr PWLB		1.40	1.40	1.50	1.50	1.60	1.60	1.60	1.70	1.70	1.70
10 yr PWLB		1.80	1.80	1.90	1.90	2.00	2.00	2.00	2.10	2.10	2.10
25 yr PWLB		2.20	2.20	2.30	2.30	2.40	2.40	2.40	2.50	2.50	2.60
50 yr PWLB		2.00	2.00	2.10	2.20	2.20	2.20	2.20	2.30	2.30	2.40

Additional notes by Link on this forecast table: -

- *LIBOR and LIBID rates will cease from the end of 2021. Work is currently progressing to replace LIBOR with a rate based on SONIA (Sterling Overnight Index Average). In the meantime, our forecasts are based on expected average earnings by local authorities for 3 to 12 months.*
- *Our forecasts for average earnings are averages i.e., rates offered by individual banks may differ significantly from these averages, reflecting their different needs for borrowing short term cash at any one point in time.*

- 2.2.2 The coronavirus outbreak has done huge economic damage to the UK and to economies around the world. After the Bank of England took emergency action in March 2020 to cut Bank Rate to 0.10%, it left Bank Rate unchanged at its subsequent meetings.
- 2.2.3 As shown in the forecast table above, one increase in Bank Rate from 0.10% to 0.25% has now been included in quarter 2 of 2022/23, a second increase to 0.50% in quarter 2 of 23/24 and a third one to 0.75% in quarter 4 of 23/24.
- 2.2.4 Risks to the forecast above include:
- Potential impact of new mutations of COVID on the efficacy of the current and new COVID vaccines to contain and combat the virus and the long term scarring impact of the pandemic on the economy
 - The government implements an austerity programme that suppresses GDP growth
 - The timing of MPC tightening monetary policy by raising the Bank Rate or unwinding QE too early or too late to ward off building inflationary pressures
 - Major stock markets e.g., in the US, become increasingly judged as being over-valued and susceptible to major price corrections. Central banks become increasingly exposed to the “moral hazard” risks of having to buy shares and corporate bonds to reduce the impact of major financial market selloffs on the general economy.
 - Geo-political risks are widespread e.g., German general election in September 2021 produces an unstable coalition or minority government and a void in high-profile leadership in the EU when Angela Merkel steps down as Chancellor of Germany; on-going global power influence struggles between Russia/China/US.
- 2.2.5 The overall balance of risks to economic growth in the UK is now to the downside, including residual risks from Covid and its variants - both domestically and their potential effects worldwide
- 2.2.6 Forecasts for Bank Rate: There is high level of uncertainty prevailing on several different fronts, it is likely that these forecasts will need to be revised again soon. The Bank Rate cut to 0.10% was an emergency measure to deal with the COVID crisis hitting the UK in March 2020. At any time, the MPC could decide to simply take away that final emergency cut from 0.25% to 0.10% on the grounds of it no longer being warranted and as a step forward in the return to normalisation. In addition, any Bank Rate under 1% is both highly unusual and highly supportive of economic growth.
- 2.2.7 PWLB certainty rates are likely to experience a steady rise over the forecast period, with some degree of uplift due to rising treasury yields in the US. There is likely to be exceptional volatility and unpredictability in

respect of gilt yields and PWLB rates uncertainties around inflationary pressures both in the US and UK and its impact on treasury and gilt yields, coupled with the uncertainty around how the Fed and MPC will react to increasing treasury and gilt yields respectively.

2.2.8 Gilt and treasury yields: Since the start of 2021, there has been a lot of volatility in gilt yields and PWLB rates. The \$1.9trn fiscal boost for the US economy announced by President Biden on top of the \$900bn support package announced by President Trump in 2020 has caused alarm in financial markets. These factors could cause an excess of demand in the economy which could then unleash stronger and more sustained inflationary pressure in the US. As the US financial markets are by far the biggest financial markets in the world, any trend upwards in the US will invariably impact and influence financial markets in other countries. Given the on average 75% correlation between movements in 10-year treasury yields and 10-year gilt yields since 2011; there is a significant upward risk exposure for longer term PWLB rates. Overall, there is a balance of upside risks to forecasts for medium to long term PWLB rates.

2.2.9 One of the key results of the pandemic has been a fundamental rethinking and shift in monetary policy by major central banks to tolerate a higher level of inflation than in the previous two decades. There is now greater emphasis on other targets for monetary policy including for instance “achieving broad and inclusive “maximum” employment” in the US. The Bank of England has also amended its target for monetary policy so that inflation should be “sustainable over 2%” and the ECB has a similar policy

2.2.9 For local authorities, this means that investment interest rates and very short term PWLB rates will not be rising as quickly or as high as in previous decades when the economy recovers from a downturn and the recovery eventually runs out of spare capacity to fuel continuing expansion. From the local authority borrowing perspective, in October 2019 HM Treasury added an additional 1% margin over gilts for mainstream borrowing. The Treasury then consulted with local authorities in March 2020 on changes to the PWLB arrangements as a targeted intervention to stop local authorities from borrowing substantial sums from PWLB to buy investment property with the primary aim of generating yield. On 26 November 2020 HM Treasury issued new guidance in response to the consultation which include the following new lending terms:

- Local authorities should submit a high-level description of their capital spending and financing plans for the following 3 years included their expected use of the PWLB and confirm that the plans do not include any intention to buy investment assets primarily for yield
- The finance director of the Local Authority must confirm to PWLB that there is no intention to buy investment assets primarily for yield at any point in that 3-year plan and that it is not borrowing in advance of need
- PWLB will not lend to a local authority that plans to buy investment assets primarily for yield anywhere in their capital plans.

The government lowered the interest rate of PWLB lending by 100bps for all new standard rate and certainty rate loans arranged from 26 November 2020.

- 2.2.6 As the interest forecast table above suggests, there is likely to be little upward movement in PWLB rates over the next two years as it will take economies, including the UK, a prolonged period to recover.

3. Treasury Management Strategy Statement and Annual Investment Strategy Update

The Treasury Management Strategy Statement, (TMSS), for 2021/22 was approved by this Council on 17 February 2021. There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes already approved

Prudential Indicator 2021/22	Original £m
Authorised Limit	998.870
Operational Boundary	951.305
Capital Financing Requirement	951.305

3.1 Prudential Indicator for Capital Expenditure

The table below shows the revised estimates for capital expenditure and changes since the capital programme was agreed at the Budget.

Service	Opening programme £m	2021-22 latest Capital Budget £m	2021-22 Revised Forecast £m
Children's Services	133.879	83.314	50.280
Adult Social Care	14.888	14.175	14.175
Community & Environmental Services	162.948	186.055	145.700
Finance & Commercial Services	86.914	86.243	73.090
Governance	0.082	0.150	0.00
Total	398.711	369.937	284.880

The forecast assumes that only 76% of the budget will be utilised in 2021-22 and that £85.057m will slip into 2022-23.

3.2 Changes to the Financing of the Capital Programme

- 3.3 The table below draws together the main strategy elements of the capital expenditure plans (above), highlighting the original supported and unsupported elements of the capital programme, and the expected financing arrangements of this capital expenditure. The borrowing element of the table increases the underlying indebtedness of the Council by way of the Capital Financing Requirement (CFR), although this will be reduced in part by revenue charges for the repayment of

debt (the Minimum Revenue Provision). This direct borrowing need may also be supplemented by maturing debt and other treasury requirements

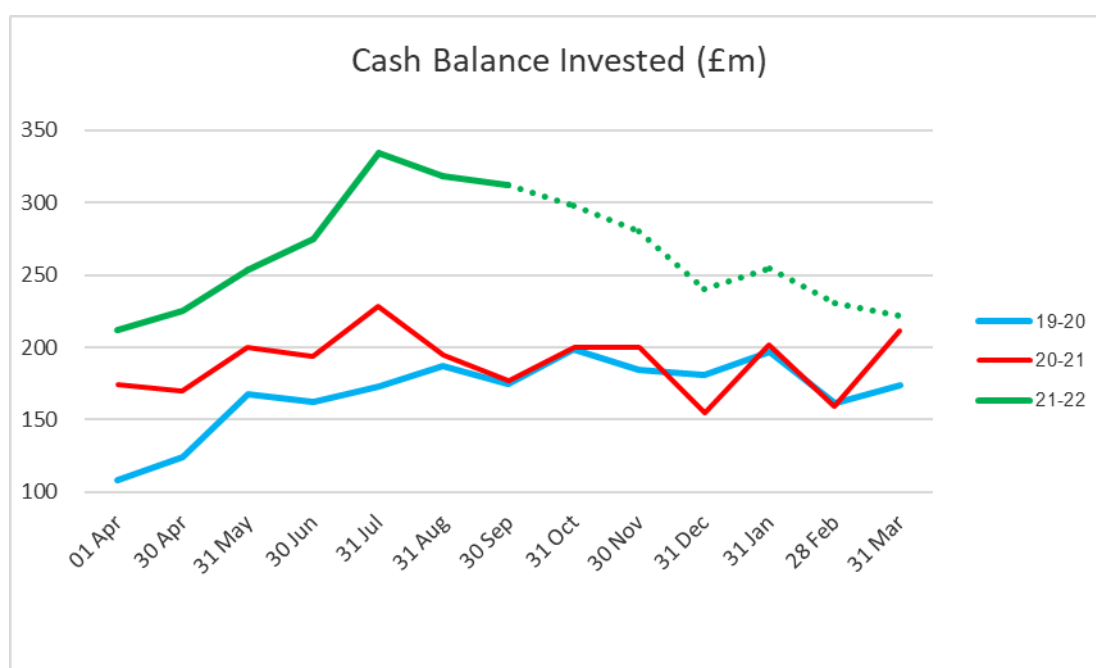
Funding stream	2021-22 Programme	2021-22 Revised Forecast
	£m	£m
Prudential Borrowing	173.826	103.881
Use of Capital Receipts		0.888
Revenue & Reserves	0.136	0.136
<i>Grants and Contributions:</i>		
DfE	32.350	26.350
DfT	116.253	109.253
DoH	9.352	9.352
MHCLG	0.139	0.139
DCMS	5.175	3.175
DEFRA	2.000	2.000
Developer Contributions	15.354	15.354
Other Local Authorities	0.383	0.383
Local Enterprise Partnership	1.108	1.108
Community Infrastructure Levy	3.937	3.937
National Lottery	4.638	3.638
Commercial Contributions	4.490	4.490
Business rates pool fund		-
Other	0.796	0.796
Total capital programme	369.937	284.880

- 3.4 The forecast slippage of £85.057 in 2021-22 Capital Programme is largely attributable to projects funded by prudential borrowing. The impact of this slippage is already factored into the Treasury Management strategy for long-term borrowing as set out in note 7.6 below.
- 3.5 The capital programme is being kept under regular review due to the effects of coronavirus and shortages of materials and labour. Our borrowing strategy will, therefore, also be regularly reviewed and then revised, if necessary, in order to achieve optimum value and risk exposure in the long-term.

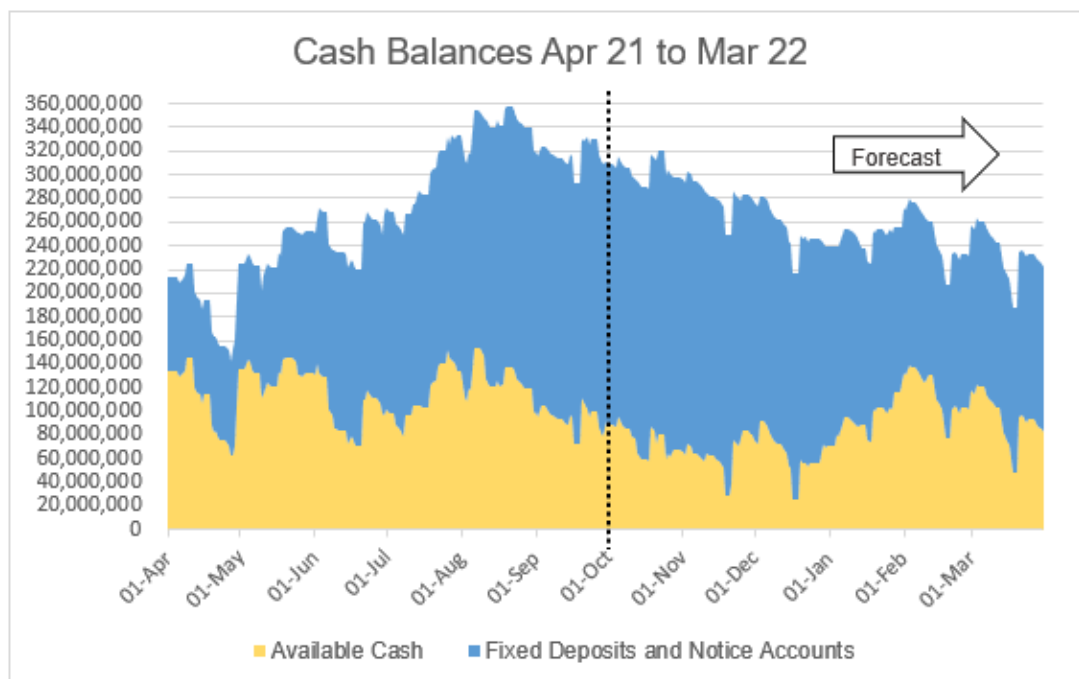
4. Cash Balances and Cash Flow Management

- 4.1 The Council's cash balances comprise of revenue and capital resources, such as general balances, provisions and earmarked reserves and the timing differences between the receipt and payment of monies required to meet the cost of County Council services and its capital programme. The average level of cash balances year to date totals £271m (equivalent last year £177m).
- 4.2 Cash balances are managed internally and have been invested in accordance with the Council's approved Authorised Lending List.

- 4.3 A key objective of cash flow management is to minimise balances held in the Council's bank accounts at zero interest.
- 4.4 Of the 230 bank accounts administered by the County Council, only 3 are principal accounts (one for income collection, general expenditure and salary payments). The remaining bank accounts are service specific, for example schools locally managing their devolved budgets. The corporate treasury management function ensures the efficient management of cash balances across all bank accounts by aggregating and investing surplus cash balances on a daily basis.
- 4.5 Cash balances available for investment have increased from £212m at 1 April 2021 to £312m at 30 September 2021. The table below shows the level of cash balances over the last two and a half years with a forecast for the next 6 months to March 2022 (dashed green line), assuming a further £50m additional borrowing.



- 4.6 Longer term cash deposits (6 to 12 months) have increased to help secure a return on investments above the instant liquidity cash rates of approx.0.015%.
- 4.7 £60m of long-term borrowing has been taken in the six months to September the County Council has not had to borrow short term during that period.
- 4.8 Details of daily liquidity are provided in the graph below. The bottom orange segment of the graph shows the actual daily liquidity (the amount of cash on instant access deposit) compared with cash invested for longer fixed periods (top blue segment of the graph). The forecast average daily liquidity level, assuming £50m additional long-term borrowing, is around £99m.



5. Investment Portfolio

5.1 In accordance with the Code, it is the Council's priority to ensure security of capital and liquidity, and to obtain an appropriate level of return which is consistent with the Council's risk appetite. As shown by forecasts in section 2.2, it is a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates are very low and in line with the current 0.1% Bank Rate.

5.2 At 30 September 2021, the Council held £312m of investments. The profile of these investments is shown in the table below.

Institutional Sector	Liquid £M	Upto 3 Months £M	Upto 6 Months £M	Upto 9 Months £M	Upto 12 Months £M	Over 12 Months £M
UK Banks	40	80	70	0	0	0
Non-UK Banks	0	20	30	0	20	0
Building Societies	0	0	0	0	0	0
Money Market Funds	51.6	0	0	0	0	0
Other	0	0	0	0	0	0
Total	91.6	100	100	0	20	0

5.3 A more detailed investment profile is shown at Appendix 1.

5.4 The average interest rate earned year to date is 0.20% (comparative period in 2020 0.27%). This compares favourably with the average London Interbank Bid Rate (LIBID) – outperforming the current 12-month LIBID deposit rate. The table below gives a monthly cumulative year-to-date comparison against the LIBID benchmarks for 7 day, 3 month, 6 month and 12 month.

2021/22	Interest Earned Year to Date (%)	7 day LIBID Year to Date (%)	3 Month LIBID Year to Date (%)	6 Month LIBID Year to Date (%)	12 Month LIBID Year to Date (%)
Apr 21	0.19	-0.08	-0.04	-0.01	0.04
May 21	0.18	-0.08	-0.04	-0.02	0.04
Jun 21	0.19	-0.08	-0.04	-0.02	0.04
Jul 21	0.19	-0.08	-0.04	-0.02	0.04
Aug 21	0.19	-0.08	-0.05	-0.02	0.05
Sep 21	0.20	-0.08	-0.05	-0.02	0.07

- 5.5 Gross interest earned for the period 1 April 2021 to 30 September 2021 is £0.267m (comparative period in 2020: £0.242m).
- 5.6 In addition, the County Council has undertaken daily treasury management activities on behalf of the Norfolk Pension Fund, the Norse Group, and Independence Matters. Average cash balances managed on behalf of these other bodies totalled £37.4m, earning interest of £0.003m in the six months to 30 September 2021.
- 5.7 Approved limits within the Annual Investment Strategy were not breached during the period covered by this report. A summary of treasury prudential indicators and the position at 30 September 2021 is shown in Appendix 4.

6 Counterparty Maintenance

- 6.1 The Executive Director of Finance and Commercial Services is responsible for maintaining an Approved Counterparty List in accordance with the criteria as set out in the approved Annual Investment and Treasury Strategy 2021-22. Credit rating information is supplied by our treasury advisors on all active counterparties. Any rating changes, rating watches (notification of a likely change) and rating outlooks (notification of a possible longer-term change) are provided by our treasury advisors immediately as they occur. A wide range of market information such as Credit Default Swap prices and share price is also taken into account. The Approved Counterparty List is therefore actively managed on a day-to-day basis and when an institution no longer meets the Council approved counterparty criteria, it is immediately removed.
- 6.2 There have been no credit rating downgrades during the period 1 April 2021 to 30 September 2021 that have resulted in counterparties being removed from the approved counterparty list.

7 Non-treasury investments

- 7.1 Following updates to Treasury Management reporting requirements from 2021-22 under the revised CIPFA Code, local authorities have to report more information on their non-treasury investments. Appendix 3 lists non-treasury investments made or held by the authority, with a short narrative and explanation of the objectives for each one.

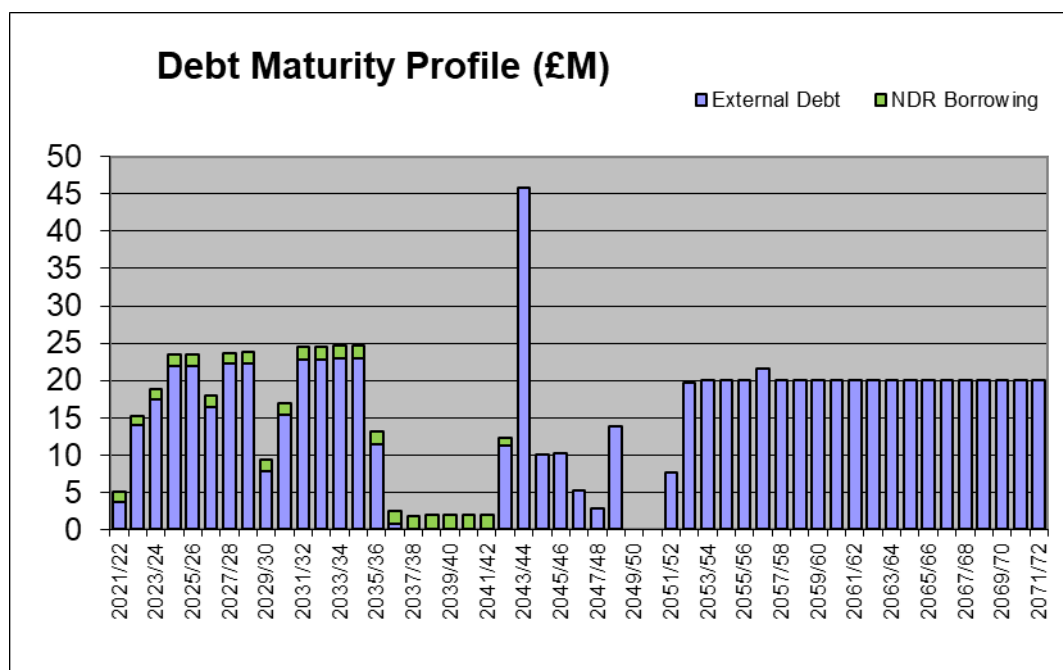
8 Long Term Borrowing/Debt Management

- 8.1 The County Council undertakes capital expenditure on long-term assets. This activity gives rise to the need to borrow. Part of the Council's treasury management activity is to address this borrowing need, either through long-term borrowing from external bodies (PWLb, UKMBA or private placement) or utilising temporary cash resources within the County Council pending long term borrowing.
- 8.2 In accordance with the approved 2020-21 Investment and Treasury Strategy, the County Council maintains a flexible approach to borrowing for capital purposes which avoids the 'cost of carrying debt' in the short-term but which recognises the Council's need to maintain cash balances to fund working capital. As a result, the Council is taking advantage of historically low interest rates to fund its capital financing requirement.
- 8.3 In the 6 months to September 2021 £60m has been borrowed from the PWLB.

Date of Loan	Amount (£)	Interest Rate	Maturity Date
02/06/2021	10,000,000	1.96%	11/04/2071
18/06/2021	10,000,000	1.91%	11/04/2071
23/06/2021	10,000,000	1.91%	01/03/2061
09/07/2021	10,000,000	1.90%	01/03/2059
12/07/2021	10,000,000	1.82%	01/03/2059
22/07/2021	2,100,000	1.80%	01/03/2053
22/07/2021	2,500,000	1.79%	01/03/2054
22/07/2021	2,500,000	1.78%	01/03/2055
22/07/2021	2,900,000	1.73%	01/03/2060

A total of £50m borrowing is planned for the remainder of 2021-22 as part of the Council's approved treasury management strategy.

- 8.4 As at 30 September 2021, the Council's external borrowing (debt outstanding) totalled £807M. The re-payment profile for debt is shown below.



- 8.5 Appendix 2 shows debt maturities during the last 2 years, including the amount of debt repaid, the rate of interest and interest savings.
- 8.6 The Council's borrowing requirement (past capital expenditure for which the approved borrowing has not yet been drawn down) at the end of 2021-22 is expected to be approximately £104m. This assumes substantial delivery of the capital programme, and a total of £110m borrowed during 2021-22. The Executive Director of Finance and Commercial Services, under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time, taking into account the risks identified in the economic forecast (Section 2). This is a prudent and cost-effective approach in the current economic climate but will require ongoing monitoring in the event that any upside risk to gilt yields prevails.
- 8.7 The most likely sources of long- term borrowing are:
- PWLB
 - The UK Municipal Bonds Agency

Other arrangements such as private placements may be considered subject to the availability and cost of borrowing from alternative sources, and advice from the Council's Treasury Advisors. Prior to any borrowing, the additional pressure on current and future revenue interest payables budgets, as well as any arrangement fees, will be taken into account.

- 8.8 The PWLB provides a facility to restructure debt, including early repayment of loans, albeit at a cost which reflects the difference between current and past interest rates. Rates are monitored on a regular basis in order to identify possible repayment opportunities.
- 8.9 Debt rescheduling opportunities have been very limited in the current economic climate and following the various increases in the margins added to gilt yields which have impacted PWLB new borrowing rates since October 2010. No debt rescheduling has therefore been undertaken to date in the current financial year.
- 8.10 The Council continues to maintain its total gross borrowing level well within its Authorised Limit of £998.87m for 2021-22. The Authorised Limit being the 'affordable borrowing limit' required by section 3 of the Local Government Act 2003 and includes "other long term liabilities" such as PFI commitments and leases, as well as PWLB and other borrowing.

9 Treasury Management Prudential Indicators

- 9.1 As part of the Annual Investment and Treasury Strategy Report in February 2021 County Council approved a number of indicators intended to restrict the activity of the treasury function to certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. The indicators cover;
- Total external debt
 - Maturity profile of debt
 - Maximum principal sums invested > 365 days
- 8.2 The Prudential Code requires regular monitoring to be undertaken in-year against all key indicators. Monitoring is reported to Cabinet on an 'exception basis'. Monitoring of the 2021-22 treasury indicators shows no deviation from expectations or breaches of limits as at 30 September 2021. Further details are shown in Appendix 4.

Outstanding Deposit Profile @ 30th September 2021

Appendix 1

Counterparty Name	Deal Date	Maturity Date	Interest Rate %	Principal £M
Aberdeen				
Aberdeen Money Market Fund	Instant Liquidity		0.01*	40
				40
Australia New Zealand Bank				
Australia New Zealand Bank	28-Apr-21	28-Oct-21	0.12	10
Australia New Zealand Bank	03-Jun-21	04-Jan-22	0.11	10
				20
Aviva				
Aviva Money Market Fund	Instant Liquidity		0.01*	11.563
				11.563
Barclays Bank				
Barclays Bank Call Account	Instant Liquidity		0.02*	40
				40
Close Brothers				
Close Brothers	25-May-21	25-Nov-21	0.25	10
Close Brothers	30-Jun-21	29-Dec-21	0.25	20
Close Brothers	30-Jul-21	31-Jan-22	0.25	10
				40
DBS Bank Ltd (Singapore)				
DBS	11-May-21	11-Nov-21	0.14	10
				10
Goldman Sachs				
Goldman Sachs	19-May-21	19-Nov-21	0.22	10
Goldman Sachs	03-Jun-21	03-Dec-21	0.18	10
Goldman Sachs	11-Aug-21	11-Feb-22	0.17	10
Goldman Sachs Call Account	184 Day Notice		0.31	20
				50
Landesbank Baden-Wuerttemberg				
Landesbank Baden-Wuerttemberg	14-Jul-21	14-Jan-22	0.12	10
Landesbank Baden-Wuerttemberg	28-Jul-21	28-Jan-22	0.12	10
				20
Santander UK				
Santander UK Call Account	95 Day Notice		0.50	30
Santander UK Call Account	180 Day Notice		0.58	30
				60
Toronto-Dominion Bank				

Toronto-Dominion Bank	11-Aug-21	11-Aug-22	0.20	10
Toronto-Dominion Bank	22-Sep-21	22-Sep-22	0.245	10
				20
Total Deposits				311.6

* Latest rates as at 30th September 2021

In addition, deposits of £24.036m were held on behalf of other bodies:
Norfolk Pension Fund, Norse Group and Independence Matters.

Appendix 2

Debt Maturities 2020/21 to 2021/22			
Maturity Date	Amount Repaid	Rate	Full Year Interest Saving
30/09/2020	£500,000	9.750%	£48,750
11/10/2020	£589,554	4.625%	£27,267
11/10/2020	£1,910,446	4.625%	£88,358
15/12/2020	£1,525,000	6.500%	£99,125
31/03/2021	£500,000	9.375%	£46,875
2020/21	£5,025,000		£310,375
15/06/2021	£500,000	9.375%	£46,875
30/09/2021	£500,000	9.375%	£46,875
11/10/2021	£500,000	9.750%	£48,750
15/12/2021	£500,000	9.375%	£46,875
31/03/2022	£500,000	9.750%	£48,750
2021/22	£2,500,000		£238,125
Apr 20 to Mar 22	£7,525,000		£548,500

Non-treasury investments

Non-treasury investments - Capital loans and similar arrangements including objectives and context

Capital loans are not classed as a treasury management activity but have an impact on cash flows, and interest received, and are included as part of Treasury Management reporting as a result of recent revisions to the CIPFA Code. Current capital loans are as follows:

Capital loans	Balance 31 March 2021 £m	Authority / Objectives	Funding and other notes
Infrastructure related loans			
GNGB/CIL support for NDR ("Broadland Northway")	33.128	Formal arrangements between GNGB members, to allocated CIL receipts to support £40m costs of the NDR, was agreed 21 October 2015. Rather than a loan as such, the arrangement is long term loan repayment support.	Payments allocated from CIL receipts match the interest and repayments due on a £40m PWLB loan taken out by Norfolk County Council in 2016-17 to part fund construction of the NDR. The arrangement is treated as a long-term debt in the financial statements, and has first call on CIL receipts.
NDR Radar Loan	2.194	NCC Cabinet 2 September 2013 agreed to part fund relocation of the Norwich International Airport radar as a compensatory element of the NDR project. A legal agreement for the funding of the radar was agreed with Norwich Airport Limited on 18 October 2013. Repayments will start 2023 when the previous radar would have been replaced.	The airport will contribute to the cost of the radar through financing arrangements from years 9 to 20 at an agreed commercial rate.

Local infrastructure Fund loans to developers	6.799	The GNGB area City Deal resulted in the establishment of a Local Infrastructure Fund to provide loans to developers for site specific help to enable development sites to be delivered quickly. The fund is now managed directly by Norfolk County Council, and is no longer open.	Loans to date include St. George's Park, Loddon – Halsbury Home East Anglia Ltd, Thurlton, Horsford and Little Plumstead – Cripps Developments, and Rockland St. Mary – FW Properties. The first repayment was triggered in December 2017, since when regular repayments have been received, with further loans being made and interest accrued. 2 infrastructure loans were fully repaid in 2020-21, with only the Loddon and Horsford LIF loans outstanding and due to be fully repaid during the current financial year
---	-------	--	---

Loans to Subsidiaries	Balance 31 March 2021	Authority / Objectives	Funding and other Notes / status
Loans to Norse Group	£m		
Norse Energy	10.000	As part of the Mid-Year Treasury Management Monitoring Report 2015-16 to Policy and Resources Committee and then County Council, members approved the extension of the existing Norse Group short-term loan arrangements by a further £15m for specific longer-term loans, with the loans being approved for inclusion within the County Council's capital programme.	Interest paid annually at a commercial variable rate. Repayment of principal is due on the 7th anniversary of loan in December 2022.
Norse Group	2.403	The first loan was for Norse Energy capital investment, and the second to fund replacement of Norse's existing asset portfolio.	Loan agreement dated 14 February 2018, based on fixed commercial rate for 5 years, with option to increase the interest rate if LIBOR increases. Twice yearly repayments of principal and interest started August 2018, with increased principal repayments in 2024 and 2025. Loan will be fully repaid by February 2025.
NPS Aviation Academy	5.729	On 20 July 2015, Policy and Resources Committee authorised a loan of £6.25m to the Norse Group, to create a physical location for the Norwich International Aviation Skills Academy. Norse continues to occupy and use the property.	Annuity loan repayable in 29 equal annual instalments to August 2046.
NEWS	0.212	Loan agreement between Norfolk County Council and Norfolk Environmental Waste Services Limited dated 28 March 2001, for the construction of a materials recycling facility and the purchase of associated vehicles and equipment in Norfolk.	Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of agreement. Capital repaid in equal instalments. Original loan £2.44m, to be fully repaid March 2024.

NorseCare	2.683	Loan agreement dated 4 March 2019 between Norfolk County Council and Norse Care for the re-modelling, refurbishment and extension of the Mountfield residential home in Norwich.	Annuity loan repayable in 15 equal annual instalments to March 2034.
Other NCC wholly owned companies			
Hethel Innovations	6.486	On 23 May 2012 Cabinet agreed to approve 60% match funding estimated at £3.77m, via a loan to Hethel Innovation Limited, for the construction of an Advanced Manufacturing Facility at Hethel. The final revision of the loan agreement is dated May 2015 for £3.26m. In addition, the company borrowed £2.132m in 2018-19 to purchase the remainder of its site and buildings from NCC. Then on 31 March 2021 it borrowed a further £1.572m to purchase the adjacent land from Lotus	Six monthly equal repayments, capital and interest calculated on an annuity basis. Interest rates fixed based on PWLB rates at the date of the loans. The final instalment date for both loans is September 2049.
Repton	1.800	In 2020, Cabinet agreed to approve a £10m loan facility for Repton to drawdown as needed to develop surplus NCC land and other suitable land with the view to delivering high-quality housing in Norfolk. The £1.8m was used to purchase additional land for this purpose	Twice yearly repayments of capital and interest, rate based on PWLB 20-25 year rate at time of agreement. Capital repaid in equal instalments.
Total capital loans	64.636		

During the financial year to date, interest and principal has been repaid in accordance with the individual loan agreements. During 20-21 financial year to date a further £7.25m loan to Repton to fund the purchase of land for the development of Housing schemes for Norfolk.

Financing

Financing for the Broadland Northway (formerly NDR) arrangement shown above has been provided through a £40m PWLB annuity loan. The finance for all new capital loans is provided initially from Norfolk County Council surplus cash balances and ultimately PWLB loans or capital receipts.

Relevant powers

- The local authority has the power to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions [a] (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or right).
- The local authority has a general power of competence just like individuals generally [b].
- The local authority may borrow money for any purpose relevant to its function or for the purposes of the prudent management of its financial affairs
- Where the local authority is running a purely commercial or trading activity then it must do it through a company [b][c].

Sources [a]: Local Government Act 1972 s 111(1); Egan v Basildon Borough Council 2011.

[b]: Localism Act 2011 s 1 and s4

[c]: Local Government Act 2003 s 1

Non-treasury investments – Investment properties as defined for statutory accounting purposes

For statutory accounting purposes, investment properties are assets which are used solely to earn rental income and/or capital appreciation, rather than in the production or supply of goods or services, for administrative purposes, or for sale in the ordinary course of operations. Four properties are classed as investment properties in the Council's statutory accounts, of which the following two make up the majority of the value:

Investment property	Norwich Airport Industrial Estate			Agricultural and other land with development potential		
Note	Owned jointly with Norwich City Council 60:40					
Reason for ownership:	Rental income			Capital appreciation		
Financial year	2020-21	2019-20	2018-19	2020-21	2019-20	2018-19
	£m	£m	£m	£m	£m	£m
Net rental income £m	0.323=	0.436	0.368	n/a		
Fair value £m	12.702	12.345	11.437	13.257*	9.755	9.755

*Includes the reclassification of the Scottow Solar Farm as an investment property in 2020-21

Investment property is re-valued each year by NPS Property Consultants.

The apparent variations in rental income are due to an over-estimated debtor brought forward in the previous year, and vacant properties seeking tenants.

Treasury Prudential Indicators

Indicator		Original Indicator £m or %		Actual Year to Date	Headroom: Actual - Indicator	Forecast to Year End	Notes
External Debt Limit (Authorised)		998.870		855.184	143.686	902.413	Debt for the purpose of this indicator includes notional lease and PFI liabilities
Operational Boundary Limit		951.305			96.121		
Upper Limits for Fixed Rate Maturity Structure	Under 12 months	0%	10%	1.0%	9.0%	1.8%	The Council's LOBO loans total value £31.25m are included under this indicator. The rates will become variable if interest rates exceed set percentages. This is not forecast to happen in the short or medium term.
	12 months to 2 years	0%	10%	2.4%	7.6%	2.2%	
	2 years to 5 years	0%	10%	8.4%	1.6%	7.6%	
	5 years to 10 years	0%	20%	11.4%	8.6%	11.5%	
	10 years to 20 years	10%	30%	13.7%	16.3%	12.6%	
	20 years to 30 years	10%	30%	12.8%	17.2%	17.3%	
	30 years to 40 years	10%	30%	23.0%	7.0%	23.6%	
40 years to 50 years		10%	40%	27.3%	12.7%	23.4%	
Total principal funds invested for greater than 365 days		100.000		0.000	100.000	0.000	
Total principal funds managed by third party		n/a		0	n/a	0	All investment decisions currently managed internally

Report to Cabinet

Item No. 21

Report Title: Finance Monitoring Report 2021-22 P7: October 2021

Date of Meeting: 8 November 2021

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

Is this a Key Decision? No

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

Introduction from Cabinet Member

This report gives a summary of the forecast financial position for the 2021-22 Revenue and Capital Budgets, General Balances, and the Council's Reserves as at 31 March 2022, together with related financial information.

Executive Summary

Subject to mitigating actions, on a net budget of £439.094m, the forecast revenue outturn for 2021-22 at the end of period 7 (October) is **a net overspend of £0.995m** after taking into account use of £22.745m Covid reserves brought forward from 2020-21 to meet Covid pressures in 2021-22.

General Balances are forecast to be **£22.768m** as at 31 March 2022 following transfers of £4.056m from non-Covid related savings and Finance General underspends at the end of 2020-21 and taking into account the current year forecast overspend. Service reserves and provisions are forecast to total **£134.593m**.

Covid-19 financial pressures are taken into account in the forecasts in this report. Details of these pressures and progress on achieving savings are addressed in detail in this report.

Recommendations:

1. To note the uplift of capital programme by a net £2.059m approved by County Council in September 21 to address capital funding requirements as set out in detail in capital Appendix 3, paragraph 1.3.
2. Given County Council approval of recommendation 1 to delegate:
 - 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum

standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;

- 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
- 2.3) To each responsible chief officer authority to:
- (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To approve the appointment of Scott Norman, Assistant Chief Fire Officer, as a director of Norfolk Safety CIC in accordance with Financial Regulations, to replace Stuart Ruff, Chief Fire Officer, as set out in paragraph 2.2;
4. To approve the appointment of Alice Reeve, Chief Executive Officer, Hethel Innovation Ltd, as a director of Hethel Innovation Limited, as set out in paragraph 2.3;
5. To recognise the period 7 general fund forecast revenue **net overspend of £0.995m**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
6. To note the COVID-19 funding available of **£94.572m**, including £22.745m brought forward from 2020-21;
7. To recognise the period 7 forecast of 91% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
8. To note the forecast General Balances as at 31 March 2022 of **£22.768m**.
9. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2021-22, 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. Norfolk Safety CIC operates in partnership with Norfolk Fire and Rescue Service, and provides a range of risk management, training and development and other services to public bodies, third sector organisations and businesses.

Paragraph 5.10.6 of the Council's financial Regulations states that "the appointment and removal of directors to companies, trusts and charities in which the County Council has an interest must be made by Cabinet, having regard to the advice of the Executive Director of Finance and Commercial Services. The directors will then have a statutory duty to the company, trust or charity and must therefore act in accordance with the Companies and / or Charities Act where applicable."

Following a reallocation of roles, it is proposed that Stuart Norman, Assistant Chief Fire Officer, replaces Stuart Ruff, Chief Fire Officer, as director of Norfolk Safety CIC.

- 2.3. Hethel Innovation Ltd supports inclusive economic growth and deliver associated economic benefits for the benefit of Norfolk communities, particularly where there are specific challenges, or the market has failed to address need. The company owns and runs the Hethel Engineering Centre, manages Scottow Enterprise Park on a lease from the Council, and promotes a variety of networks and events to promote enterprise in Norfolk.

As set out in paragraph 2.2 above, the appointment and removal of directors to companies, trusts and charities in which the County Council has an interest is a decision for Cabinet. Following a review by the Hethel Innovation Ltd Board, it is proposed that Alice Reeve, Chief Executive Officer, is appointed as director of Hethel Innovation Ltd.

3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, including the implications of the Covid-19 pandemic, together with a number of other key financial measures.

4. Evidence and Reasons for Decision

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

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 grant income
- 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. In order 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 2021-22 at the end of P6 is a **net overspend of £0.995m** linked to a forecast 95% savings delivery. Forecast outturn for service reserves and provisions is **£134.593m**, and the general balances forecast is **£22.768m**. Funding of **£71.827m** is forecast to be received in the year to off-set additional expenditure occurred as a result of the Covid-19 pandemic. When added to £22.745m Covid reserves brought forward the total Covid funding available is **£94.572m**.
- 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 2021, including previously approved schemes brought forward and new schemes subsequently approved.

7. Resource Implications

- 7.1. None, apart from financial information set out in these papers.

8. Other Implications

8.1. Legal Implications

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to

ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2021-22 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2021-22 Budget. An overall summary Equality and rural impact assessment report is included on page 284 of the Monday 22 February 2021 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

8.4 Data Protection Impact Assessments (DPIA)

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

9. Risk Implications/Assessment

9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and medium term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium Term Financial Strategy and setting robust budgets within available resources.

9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Executive Director of Finance and Commercial Services has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. While not underestimating the continued severity of the current crisis on Council's finances, the Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 2021-22.

10. Select Committee comments

10.1. None

11. Recommendation

11.1. Recommendations are set out in the introduction to this report.

12. Background Papers

Officer Contact

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

Officer name: Harvey Bullen

Tel No.: 01603 223330

Email address: harvey.bullen@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.

Appendix 1: 2021-22 Revenue Finance Monitoring Report Month 6

Report by the Executive Director of Finance and Commercial Services

1 Introduction

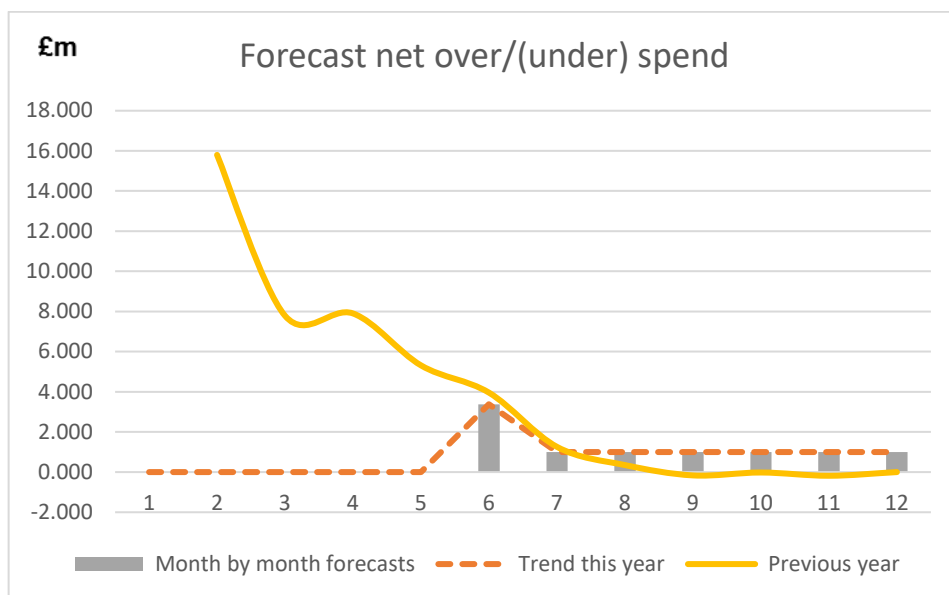
1.1 This report gives details of:

- the P7 monitoring position for the 2021-22 Revenue Budget
- additional financial information relating to the Covid-19 pandemic
- forecast General Balances and Reserves as at 31 March 2022 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 October 2021**, a net overspend of £0.995m is forecast on a net budget of £439.094m.

Chart 1: forecast /actual revenue outturn 2021-22, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and overspends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

Table 1: 2021-22 forecast (under)/overspends by service

Service	Revised Budget	Cost Pressures	(Under spends/ Savings)	Earmarked Reserves & Provisions Utilised	Net (under)/ overspend	%	R A G
	£m		£m		£m		
Adult Social Care	252.540	9.639	-0.739	-8.900	0	0%	G
Children's Services	178.886	10.985	-0.5	-5.285	5.200	2.9%	A
Community and Environmental Services	158.109	1.307	0	-1.307	0	0%	G
Strategy and Transformation	8.601	0.459	-0.213	-0.246	0	0%	G
Governance Department	1.865	0.979	-0.019	-0.960	0	0%	G
Finance and Commercial Services	32.388	1.080	-0.178	-0.902	0	0%	G
Finance General	-193.295	2.153	-6.358		-4.205	2.2%	G
Total	439.094	26.402	-8.007	-17.600	0.995	0.2%	A

Notes:

- 1) the RAG ratings are subjective and account for the risk and both the relative (%) and absolute (£m) impact of overspends.
- 2) Earmarked reserves and provisions were set aside in 2020-21 in order to meet and fund additional pressures in 2021-22.

- 2.4 **Children's Services:** The forecast outturn as at Period 7 (end of October 2021) is an overspend of £10.985m partially offset by use of reserves, resulting in an overall overspend position of £5.200m. Children's Services budgets continue to be under significant pressure reflecting the operational pressures being felt and challenging market forces that are outside of NCC's control and being seen nationally. Whilst management action has been, and continues to be, taken to mitigate the budget risks, the pressures have continued to increase. Much of the pressures are due to the medium-term impacts of the pandemic. In addition, significant uncertainty remains that could result in these pressures increasing further particularly given the unknown, ongoing impact of the pandemic over the short-to-long-term.
- 2.5 The budgets that continue to cause the greatest concern are those that are demand-led; specifically, external social care placements, particularly residential, and home to school transport for those with special educational needs. Education Trading budgets are also under pressure this year, but this is expected to be a short-term position for this academic year as an impact of the pandemic upon trading activities.
- 2.6 As previously reported, the former is under pressure due to a combination of the number of places required, the rising complexity of need for vulnerable adolescents, and market forces significantly favouring suppliers of provision. The pressure on the number of residential placements required since the start of the financial year is because of both the level of need and the availability of foster carers, both of which has been impacted by the pandemic. Additionally, there has been increasing pressure on the leaving care budget, including where post-18s continue to need to

be supported due to needs and/or the challenge of securing suitable housing exacerbated by the pandemic. At this stage, £4.000m of the forecast overspend within social care is expected to be met through a corresponding contribution from Children's Services Business Risk Reserve.

- 2.7 The evidence from the tracking and delivery of the department's transformation programme is that pressure on placement supply and, therefore, budgets would have been far greater if transformation activity had not been taking place and savings committed to as part of the budget planning process were not being delivered.
- 2.8 The home to school transport budget pressure of £2.6m is particularly due to the number of children and young people with high special educational needs and disabilities that need individual and/or high-cost assistance to travel to and from school or alternative provision. Since schools returned in April, similar to the national picture, NCC has seen a significant increase in demand for Education, Health and Care Plans and for specialist school provision; this results in increasing demand for transport. Whilst the last forecast included the majority changes that had occurred since the start of the academic year, there is often additional arrangements made throughout the Autumn term to meet needs and new requests, which has resulted in an increase to the pressure on this budget (primarily for pupils for SEND). The forecast is higher than the pressure anticipated for this year when contributions were made to the Transport Equalisation Reserves at the end of the 2020-21 financial year; the use of these reserves, (£1.285m), had been forecast to mitigate the majority of this overspend. The cost pressure is a combination of higher costs from a less competitive market (a shortage of drivers following covid) and additional places in high SEND specialist provision seen within the Dedicated Schools Grant High Needs Block spend.
- 2.9 The pandemic has had a disruptive impact upon education trading for the past 18 months, with some services unable to operate due to restrictions in place, others trading at reduced levels or staff being reassigned to undertake pandemic-related work to support the schools' sector. During 2020-21 there was significant additional government funding which mitigated the losses incurred during that period. However, the market has not been able to immediately return to previous operating levels at the start of this financial year due to restrictions remaining in place either nationally or within schools to mitigate the spread of covid 19. Whilst we are seeing that the market is beginning to rectify itself, this is taking time and rising cases is likely to delay this recovery further as schools remain understandably cautious about visitors, particularly since there has been a significant rise in covid cases in schools as the Autumn term has continued. Management action is being taken to reduce the financial pressures caused through reviewing services to ensure that they will meet the new, anticipated demand as well as looking for alternative funding sources in the meantime.
- 2.10 Management action continues to be taken within the department, wherever possible to reduce the financial risks faced, both in this financial year and within future financial years. Any impact upon future years' budgets is being kept under close review ahead of the 2022-23 Budget Planning process. The service also continues to presume the use of reserves to cover committed expenditure that slipped from 2020-21 due to the pandemic.
- 2.11 Given the current national context, there continues to be significant influences beyond the Council's control that make delivery of the transformation programme (and, therefore, savings) difficult in light of the ongoing recovery work, ongoing

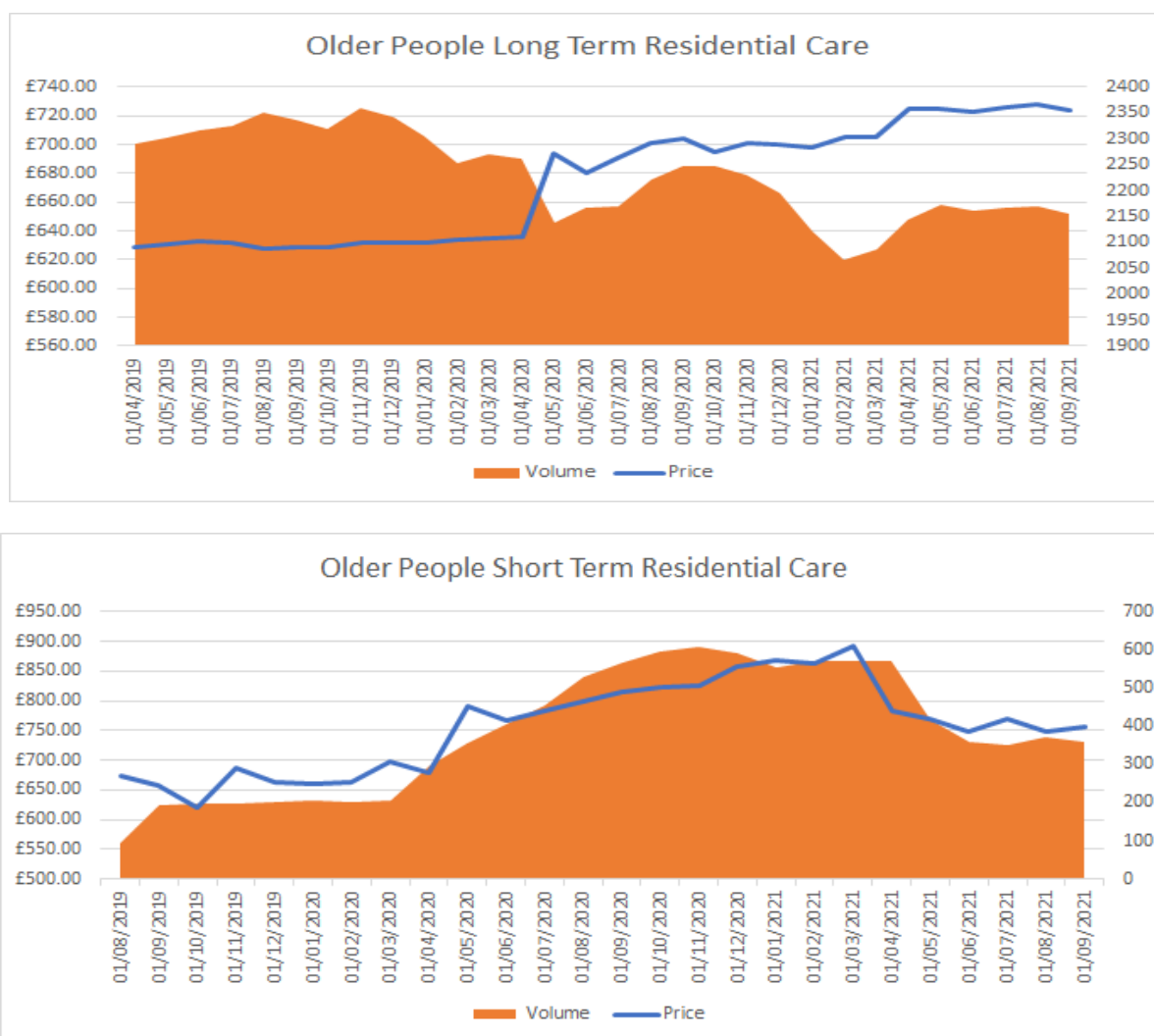
Covid-related impacts including self-isolation of staff, surges in demands and any further Covid waves that may bring further restrictions and / or new scenarios to manage. These risks are continuing to be kept under close review.

- 2.12 **Adult Social Services:** The forecast outturn as at Period 7 (end of October 2021) is a balanced position after one-off reserve utilisation. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty. This has never been more apparent than in the last 12 months and is likely to continue for at least the remainder of this financial year. As reported throughout 2020/21, Covid-19 had a detrimental effect on the pace and scale of the ASC transformation programme. This therefore resulted in a shortfall in savings delivery which is still creating a legacy pressure against the department budget. At this time there is a risk that ASC will not be able to catch-up on the 2020/21 savings whilst also delivering against the new 2021/22 savings. This month we have now had to increase our forecast of our 2021/22 saving that are unlikely to be delivered from £2.000m to £3.270m (see note 6.5). During 2020/21 the department recognised the risk to 2021/22 budgets and built up a level of reserves to mitigate the risk.
- 2.13 The ASC service both in Norfolk and Nationally, continues to be under immense pressure, with demands for services creating particular system and capacity constraints. Whilst not the direct remit of this report, understanding the wider departmental performance is crucial to understanding its financial performance.
- 2.13.1 As part of our regular reporting there are a number of key performance indicators that provide a sense of the challenge the department faces at present:
- Our holding lists are now at a high of 2300 people, which represents a 45% increase over the last 12 months. These lists are constantly monitored and prioritised to enable risk to be managed, which clearly is a significant resource pressure.
 - Our Interim Care list is above 600 people, which indicates that our Care Market currently cannot provide all the services that are demanded upon it. This is further indicated by the significant level of Reablement capacity that is being absorbed to provide traditional home support whereby this is not available from the independent market.
 - Since November 2020 we have seen a significant rise in the level of completed S42 (Care Act 2014) safeguarding enquiries. In Mental Health alone our service has completed 85% more S42 enquiries in 2021 than they did in the whole of 2020.
 - The pressure facing our partners in the health system has meant discharge referrals from hospital into the Home First Hubs have increased by over 100% more than the staffing and commissioning capacity. We continue to work with members of Norfolk's Health and Care system to manage this demand.
 - Our care providers ability to recruit and retain staff, especially in services such as home support, is under strain at this time and will clearly limit capacity. For Home Support, since July 2020, we have seen a 35% increase in care vacancies, and in our care homes, a 14% increase in the last 3 months alone. Within this past month we are seeing a rise in the number of contracts that are either being handed back or having to be managed for interim periods due to temporary inability to staff.

- As well as external care staff vacancies, our own teams continue to struggle to maintain capacity despite a concerted effort to recruit and retain qualified Social Workers.

2.14 What the preceding paragraph means is our ASC budget, in particular the Older People Purchase of Care budget, continues to be under pressure. For our care purchasing budgets, whilst the pandemic has, in the short term, resulted in some reduced demand for services such as long term residential care (see Graph 1), overall we have still seen a 3% rise in demand for long term care, within which is a 13% rise in older people needing to access these services. We continue to give focus to our utilisation of short-term residential care beds and are seeing some positive results in reducing our dependence upon them. However, a high proportion of those previously in receipt of short term bedded care have converted into long term need. Of course, for the Health and Care system, the winter seasonal peak in demand will soon be upon us, and capacity planning is underway to manage this in the most cost-effective way possible.

Graph 1 & 2: Example of Older People care volume and price spikes over last 18 months.



2.15 During the last few periods the continued impact of the pandemic, and its effects on care capacity, has meant that we will see some short term reductions in the volume, and therefore expenditure, of services such as home support and transport. These align to our raising interim care and holding lists. Whilst this could be perceived as positive movements financially, a continued pattern of movement from these drivers will likely be

disadvantageous for both the outcomes of the people but also the longer term trend of cost.

- 2.16 We were pleased that new monies for Social Care relating to the six months to March 2022 were announced recently. These will provide a continued level of resource for care providers around infection control but also funding towards Hospital Discharge arrangements. Both funds were only confirmed for the next 6 months and continue to present a longer term financial risk to the Council.
- 2.17 In order to meet current demand levels and balance both Covid recovery and service transformation, the department has needed to continue with both its recruitment drive and focus on staff retention. This means that some of our staff budgets that have historically underspent (due to vacancies) may well be under pressure. We recognised that 2021/22 would likely be a difficult financial year and built an adequate reserve balance to manage any presenting risk. Whilst still relatively early in the financial year, as at period 7, the ASC department is forecasting an underlying overspend of £8.9, mitigated by one-off utilisation of Business Risk reserves. The ASC reserve forecast (Table 3, section 4.3) therefore reflects this planned reserve utilisation. The department recognises the one-off nature of reserve utilisation and therefore for both ASC, and the wider Council, it will be critical that the service is supported to manage the presenting risks before heading into the 2022-26 Medium Term Financial Strategy (MTFS) cycle.
- 2.18 **CES:** we are currently forecasting a balanced outturn position after the use of the business risk reserve, historically CES budgets have been fairly stable throughout the year, however the impact of the pandemic has added a degree of uncertainty to the budgets, specifically around income generation.
- 2.19 There is a significant uncertainty in relation to the impacts on income. We are currently forecasting pressures around income within Museums, libraries and On-street parking. Overall, the position will be mitigated through the Local government income compensation scheme for lost sales, fees and charges and the use of the business risk reserve.
- 2.20 The department is also reviewing the additional costs of reopening services to ensure that they are available to the public and operating within the government guidelines.
- 2.21 Waste volumes at Recycling Centres and kerbside collections remain volatile following an exceptional year in 2020/21. The 2021/22 budget allowed for an increase in waste volumes, we continue to monitor this closely and the long term impacts on the budget.
- 2.22 **Corporate services:** The Strategy and Transformation and Governance directorates are forecasting a balanced position, making use of current underspends, Covid and business risk reserves brought forward from 2021-22 where appropriate.
- 2.23 Finance and Commercial Services is forecasting a balanced position for P7-22 as pressures due to the impact of COVID on loss of income and increasing overhead costs on Property services are offset using the business risk reserve.

- 2.24 **Finance General:** Finance General forecast has been updated in P7 for the one-off reduction in Minimum Revenue Provision of £4.293m resulting from slippage in the 2020-21 Capital Programme. In addition, there are interest savings of £0.494m due to borrowings secured at lower interest rates than budget, £0.513m additional interest receivable and £0.726m in Travel Rights Grants. This is offset by a £2.153m overspend in Covid related PPE, staff and premises costs. Other forecast underspends include £0.1m reduction in member travel and allowances, and the £0.1m Council's pension AVC salary sacrifice scheme. The net result is an overall underspend of £4.205m
- 2.25 The forecast assumes use of £22.745m Covid reserves brought forward from 2020-21 to mitigate Covid related expenditure where appropriate and necessary to maintain a balanced budget. We are assuming that the combination of Covid grants and reserves will be sufficient to cover additional cost pressures, but at this stage of the year the extent of cost pressures may still change.
- 2.26 Further details are given in Appendix 1: Revenue Annex 1.

3 Approved budget, changes and variations

- 3.1 The 2021-22 budget was agreed by Council on 22 February 2021 and is summarised by service in the Council's Budget Book 2021-22 (page 17) as follows:

Table 2: 2021-22 original and revised net budget by service

Service	Approved net base budget	Revised budget P7
	£m	£m
Adult Social Care	252.550	252.540
Children's Services	178.886	178.886
Community and Environmental Services	158.307	158.109
Strategy and Transformation	8.422	8.601
Governance Department	1.904	1.865
Finance and Commercial Services	32.235	32.388
Finance General	-193.210	-193.295
Total	439.094	439.094

Note: this table may contain rounding differences.

- 3.2 In October 21, there were some minor budget transfers between services, however the Council's net budget for 2021-22 remains unchanged.

4 General balances and reserves

General balances

- 4.1 At its meeting on 22 February 2021, the County Council agreed a minimum level of general balances of £19.706m in 2021-22. The balance at 1 April 2021 was **£23.763m** following transfers of £4.056m from non-Covid related savings and Finance General underspends at the end of 2020-21. The

forecast for 31 March 2022 is £22.768m, taking into account the forecast overspend.

Reserves and provisions 2021-22

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2021. Actual balances at the end of March 2021 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.
- 4.3 The 2021-22 budget was approved based on a closing reserves and provisions (excluding DSG reserves) of £111.8m as at 31 March 2022. This, and the latest forecasts are as follows.

Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)

Reserves and provisions by service	Actual balances 1 April 2021(1)	Increase in March 2021 balances after budget setting	2021-22 Budget book forecast March 2022	Latest forecast balances 31 March 2022
	£m	£m	£m	£m
Adult Social Services	38.611	16.836	14.102	13.265
Children's Services (inc schools, excl LMS/DSG)	17.412	8.953	5.832	7.377
Community and Environmental Services	54.223	12.274	49.780	58.127
Strategy and Transformation	1.892	0.529	1.265	1.646
Governance	2.119	0.236	0.908	1.158
Finance & Commercial Services	4.628	1.340	1.872	2.180
Finance General	39.255	6.172	30.739	37.215
Schools LMS balances	17.018	4.204	7.308	13.625
Reserves and Provisions including LMS	175.158	50.544	111.806	134.593
DSG Reserve (negative)	-31.797	-0.834	-34.355	-53.844

- 4.4 Covid grants and other grants and contributions brought forward as at 31 March 2021 resulted in reserves and provisions being £50.5m higher than had been assumed at the time of budget setting. However, it is assumed that the majority of these reserves will be used for service provision during 2021-22. As a result, the latest forecast net total for reserves and provisions at 31 March 2022 is approximately £23.689m higher than was assumed at the time of budget setting.
- 4.5 **Dedicated Schools Grant (DSG):** The latest forecast DSG Reserve is based on the latest modelling of the Dedicated Schools Grant (DSG) Recovery Plan after the 2020-21 outturn, updated for the actual rise in placements and support seen during the financial year to date that have exceeded the growth estimates built into the budget. The forecast is for an in-year deficit of c. £22m overspend as at the end of March 2022 which increases the DSG Reserve to £53.8m as at 31 March 2022. The forecast

overspend is due to the High Needs Block, with the Schools Block forecast to have a small underspend c. (£0.2m) and the remaining Blocks forecast to break-even at this stage. This compares to a budgeted deficit of £8.635m.

- 4.6 The areas of most significant cost pressure continue to be independent school placements along with post-16 provision and maintained special school placements. After the third national lock-down, there was a significant increase in demand, particularly for independent special school provision placements, ahead of the new academic year. This increased demand has continued into the Autumn term and significantly exceeds the growth estimated in the budget and is the key driver behind the increased overspend forecast for the 2021-22 financial year.
- 4.7 As well as the increase in demand for independent places, the average cost of these places has risen by c. 15% since the budget was set. This price increase had not been foreseen given previous price patterns but is replicated regionally and nationally and is due to the market conditions where demand is significantly exceeding supply. The charges of this sector are not regulated nationally, and local authorities are not in a position to properly negotiate upon price when it is required that a child is placed in the provision in line with statutory duties. Even prior to this increase in average costs, analysis shows that, approximately, Norfolk spends twice as much on independent special school places as it does upon state-funded (i.e. maintained, academy or free) school places, and the educational outcomes for children and young people are consistently higher within the state-funded sector.
- 4.8 These budgets will continue to be kept under close review given the demand-led nature of these budgets and the statutory duties of the local authority to meet the education needs of the children and young people with high special educational needs. Officers have also raised concerns about the imbalance in the market with representatives of the DfE and requested support regarding regulation, which would both support the control of costs whilst also supporting an improvement in outcomes for children and young people within these placements.
- 4.9 Another area of additional spend in 2021/22 has been in relation to support in mainstream schools for children with high special educational needs to support the school to enable the child to remain within the mainstream sector on a long-term basis where this will support better outcomes for the child, for a short-term basis whilst specialist provision is awaited, or to prevent escalation of needs (and, therefore, subsequent potential move to more costly, specialist places). As the pandemic restrictions have eased, there has been a significant increase in applications from schools. This area of spend is being kept under close review, but it should be noted that additional spend on these budgets should mitigate pressures on maintained special school and independent school placements, particularly in the medium-to-longer-term.
- 4.10 Despite the pandemic, significant work by the NCC, Norfolk Schools Forum and the wider system continues to take place as part of the Children's Services Transformation Programme both to ensure that the right specialist provision is in the right place to meet needs (i.e. the capital investment), whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.

- 4.11 NCC reports the forecast position each term to the Norfolk Schools Forum, in line with DfE expectations and feedback from the Forum continues to be sought. The latest report was to the November Schools Forum meeting (in line with the Period 6 forecast) and this position has been shared with the DfE in line with their requests for periodic update. As part of the DfE's ongoing monitoring where a local authority is carrying a cumulative deficit, a follow up meeting with representatives from the DfE has been held this term with no significant suggestions from the DfE as to alternative ways that Norfolk could be managing the DSG cost pressures.
- 4.12 Sustainable funding for the HNB continues to be pursued and NCC recently responded to a DfE consultation regarding revising the historical basis for the national funding formula for HNB; this consultation suggested that Norfolk has been under-funded for a number of years and, even if the proposals are implemented, will continue to be under funded due to a capping system. We have now received the provisional DSG allocations for 2022-23 that includes the outcome of this consultation; unfortunately, for Norfolk the final historical adjustment has been capped at a lower level than the consultation, meaning that level of under-funding for Norfolk continues and is exacerbated.
- 4.13 Norfolk has been investing significant capital monies in the creation of additional specialist places in existing state-funded schools alongside the building of new special schools and specialist resource base provision. Without this investment, the deficit position would have been significantly higher on the basis that the independent sector continue to expand to as demand continues. Officers have also fed back to the DfE regarding the vital role that capital investment could play in supporting the recovery of the High Needs Block, to enable placements to move from expensive independent provision into maintained / academy / free special schools. Sufficient capital investment has not been forthcoming from central government for many years and whilst there have been recent announcements, these need to be just the starting point if there is to be sufficient supply of state-funded specialist provision to fully meet the place needs of children with high SEND. Additionally, Officers have fed back that it is key that the funding announced is directed to those authorities where it would deliver the biggest benefit.
- 4.14 The outcome of the national major review into support for children with special educational needs following the implementation of the SEND Reform Act 2014 is currently expected this Autumn, having been previously delayed three times. It is anticipated that this review will deliver significant findings and that these will have financial implications.

4.15 **Provisions included in the table above**

The table above includes forecast provisions of £30.523m comprising:

- £10.0m insurance provision,
- £12.6m landfill provision (this provision is not cash backed),
- £5.387m provisions for bad debts,
- £2.996m business rates appeals provision, and
- a small number of payroll related provisions.

5 Covid-19 financial implications

5.1 Details of central government funding announcements and forecast Covid-19 pressures are set out below.

5.2 Covid-19 funding forecasted to date is as follows:

Table 4a: Covid-19 funding

Funding	Actual/forecast 2021-22 £m
Covid reserves brought forward	
Home to School and College Transport Funding carried forward	0.598
Local Outbreak Control: test and trace service support grant carried forward	1.306
Contain Outbreak Management Fund carried forward	14.389
Community Testing Funding carried forward	0.049
Clinically Extremely Vulnerable Funding carried forward	2.420
Wellbeing for Education Recovery Grant carried forward	0.037
Holiday Activity Fund Grant carried forward	0.018
Norfolk Assistance Scheme Reserve	0.491
Covid-19 Grant (Adults) carried forward	3.437
Use of funding brought forward from 2020-21	22.745
COVID-19 MHCLG Grant Tranche 5	18.829
Infection Control Fund	3.860
Infection Control and Testing Fund	4.755
Infection Control, Testing and Vaccination Fund	7.327
Home to School and College Transport Funding	0.245
Contain Outbreak Management Fund	4.859
Wellbeing for Education Recovery Grant	0.125
Covid Winter Grant Scheme	0.645
COVID Local Support Grant	2.579
Adult Social Care Rapid Testing Fund	2.535
Holiday Activity Fund Grant	2.389
Covid-19 Bus Services Support Grant	3.802
Funding for Travel Demand Management	0.117
Fire Home Office Grant	0.192
Hospital Discharge funding	12.706
Sales, fees and charges compensation	1.668
Furlough Income (non-schools)	0.206
Practical Support for Self-Isolation Grant	1.319
Community Testing Funding	0.840
Workforce Recruitment & Retention Fund	2.829
Funding forecast in 2021-22	71.827
Funding for 2021-22	94.572

New / confirmed funding

5.3 The majority of funding above is a continuation of funding streams first received in 2020-21. New funding sources include:

- 5.4 **New funding for infection prevention:** On 30 September 21 the Health and Social Care Secretary announced an additional £388.3m to prevent the spread of infection in social care settings. £237m of this funding is for Infection Control, of which Norfolk will receive £4.510m. £126.3m of this funding is for rapid testing, of which Norfolk will receive £2.372m. Finally, £25m of this funding is for vaccination support, of which Norfolk will receive £0.445m.
- 5.5 **New funding for Social Care workforce recruitment and retention:** On 21 October 21 the Health and Social Care Secretary announced an additional £162.5m to prevent the spread of infection in social care settings. Norfolk's share of the ring-fenced funding has now been confirmed to be £2.829m. These monies need to be used by the end of March 2022 and will support local authorities working with providers to recruit staff. It will also be available to help retain the existing workforce – through overtime payments and staff banks of people ready to work in social care – and will provide further capacity to support their health and well-being through occupational health.
- 5.6 **Vulnerable Household Support Fund:** on 30th September 21 the government announced a new £6.697m Household Support Fund aimed at vulnerable households, to provide financial support over the winter and help people with the cost of living. The funds are to be made available from 3rd October 2021 to 31 March 2022. At least 50% of the funding must be spent on supporting families with children meet the cost of living.
- 5.7 **Hospital Discharge Funding:** £6.210m agreed funding from Norfolk & Waveney CCG to cover the hospital discharge costs incurred by NCC for Adult Social Care up until 30 September 2021. £478m nationally has been announced by the Government for the second half of the financial year in relation to the Hospital Discharge Programme. For Norfolk and Waveney, we have been allocated £11.169m of funding, with c£6.496m currently aligned to expenditure associated with NCC expenditure. We have very strong indications that this will be the last funding for this national policy. We are therefore working closely with our Health partners to ensure we have a sustainable and effective Hospital Discharge Programme within the reduced resources for 2022/23 onwards.
- 5.8 An additional element of cost mitigation included in forecast over and underspends is the Government's **Coronavirus Job Retention Scheme**. While the scheme has not been used to duplicate other sources of public funding, such as the Covid-19 support grants, the government has recognised that there are exceptional cases where, for example, Local Authorities have needed to close venues such as museums and registry offices. Claims for the period from April 2021 to the end of September 2021 totalled £0.232m, including £0.025m in respect of schools. The furlough scheme ended on 30 September 2021 and the final claim is being reconciled with a potential £0.035m to be returned to central government.
- 5.9 **Practical Support for Self-Isolation Grant:** The Council is expecting £1.319m for six months funding from the DHSC to provide practical support for those self-isolating.

Other funding

- 5.10 **Local government income compensation scheme for lost sales, fees and charges:** MHCLG have confirmed the extension to the Sales, Fees and Charges Scheme, into the first three months of 2021/22. The compensation subject to the same deductions as 2020-21 based on a 5% budget absorption and the 75 pence in every pound of loss thereafter). The Council submitted a claim on 20 October, if paid in full the Council will receive grant income of £1.668m from Government to compensate for lost income.

Covid-19 related cost pressures

- 5.11 A summary of the forecast Covid-19 related cost pressures are as follows:

Table 4b: Covid-19 cost pressures

Table 4b: Covid-19 cost pressures	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
2021-22 Covid-19 cost pressures	42.979	14.603	32.344	0.000	0.650	0.751	6.113	97.440
Use of funding brought forward from 2020-21	-3.437	-0.653	-18.164	0.000	0.000	0.000	-0.491	-22.745
2021-22 Grants and funding	-34.655	-3.020	-11.850	0.000	-0.025	-0.220	-22.057	-71.825
2021-22 Covid-19 Funding	-38.092	-3.673	-30.015	0.000	-0.025	-0.220	-22.548	-94.570
Net pressure	4.887	10.931	2.330	0.000	0.625	0.531	-16.435	2.870

The forecast net Covid cost pressure position reflects ongoing pressures and costs throughout 2021-22 resulting in a net forecast Covid cost pressure of £2.870m.

Other pressures

- 5.12 A particular risk relates to Business Rates and Council Tax income. This has been taken into account during 2021-22 budget setting. To assist future budgeting, the government has allowed Council's to spread their tax deficits over 3 years rather than the usual one year
- 5.13 The costs and income pressure relating to Covid-19 vary from the overall Council forecast balanced budget position shown in this report. This is due to non-Covid-19 related actions put in place by Chief Officers to mitigate the financial impacts of the pandemic.

6 Budget savings 2021-22 summary

- 6.1 In setting its 2021-22 Budget, the County Council agreed net savings of £41.179m. Details of all budgeted savings can be found in the 2021-22 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 £37.579m and a total shortfall of £3.600m (9%) at year end.
- 6.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2021-22 savings forecast

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	17.858	11.300	8.288	0.553	0.353	1.927	0.900	41.179
Period 7 forecast savings	14.588	10.970	8.288	0.553	0.353	1.927	0.900	37.579
Savings shortfall (net)	3.270	0.330	0.000	0.000	0.000	0.000	0.000	3.600

Commentary on savings risk areas

- 6.4 Some saving programmes have highlighted risk areas which will need to be kept under review. Any updates to the forecast delivery of savings will be included in future monitoring to Cabinet.

Adult Social Services

- 6.5 Adult Social Services are presently forecasting to deliver £14.588m of their £17.858m 2021/22 savings target, but further significant risks exist. The £3.270m non-delivery relates to three savings.
- 6.6 £2.000m non delivery relates to the Short Term Out of Hospital Offer saving (ASS015) due to the high demand experienced for short term residential care following hospital discharge. The saving was predicated on the reduction of the use of short-term beds and the ability to reduce the length of stay, however due to Covid this has not been possible. Therefore, at Period 7 we continue to declare £2.000m non delivery against this £3.670m saving.
- 6.7 At Period 7 we are also declaring a shortfall in the Homebased Reablement Saving (ASS001) of £0.870m against a £1.250m target. The Reablement service is currently experiencing considerable capacity issues due to having to 'hold' home care packages due to the significant pressures in the market. They also have a number of staff vacancies. Both these factors have meant that the services capacity to accept

reablement referrals has substantially reduced. This has resulted in a reduction in the savings that are forecast to be delivered this year.

- 6.8 The other area at period 7 that we are now declaring as expected not to be delivered is the Digital Sourcing saving (an element of ASC36), £0.400m. Due to the considerable resourcing and Covid pressures on the market, at the moment we are still seeing upward pressures on the price levels the Council is having to pay for care. This is exacerbated by not currently being able to use a Sourcing Tool to support discussions.
- 6.9 There are other risks to the delivery of savings which may mean in future periods some of the other savings will have adverse forecasts applied to them. As conveyed in the revenue section of this report, Adult Social Services will likely struggle to deliver the previous year's (2020/21) savings shortfall whilst also delivering the present year savings.

Children's Services

- 6.10 Despite the ongoing pressures being seen by the department, it is still anticipated that the vast majority of Children's Services budgeted savings, which lie primarily within the transformation programme, will be delivered in 2021-22 based upon the latest analysis available. The small under-delivery, £0.330m (less than 3% of the overall savings), is due to the impact of the pandemic upon foster carer recruitment for the enhanced fostering transformation project. It is anticipated that the overall savings will be delivered over the lifetime of the project, which spans multiple financial years, but that there will be slippage in this year.
- 6.11 The forecast continues to assume that savings will be delivered during the remainder of the financial year; significant deviation from these plans could result in an increase to the forecast. Therefore, expected delivery of savings will continue to be kept under close review.
- 6.12 As advised elsewhere in this report, there are significant stresses within the system due to the ongoing impact of the pandemic that are diverting resources away from the transformation programme, as well as pressures within the market that means it is more challenging to secure the provision the right provision, in the right place, at the right time and at the right cost; all of which are essential to deliver many elements of the transformation programme.
- 6.13 Other significant influences that are beyond the Council's control continue to make delivery of the transformation programme (and, therefore, savings) difficult considering the ongoing recovery work, ongoing direct Covid-related impacts including self-isolation of staff, increases in demand seen and further waves. Therefore, expected delivery of savings will continue to be kept under close review.

2022-23 to 2024-25 savings

- 6.14 Budget setting in 2021-22 saw the approval of £2.245m savings for 2022-23, £1.600m for 2023-24 and £2.500m savings for 2024-25. Any impact on the deliverability of these savings, including any 2021-22 savings that are permanently undeliverable, will be considered as part of the budget setting process for 2022-26.

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

Adult Social Services	Revised Budget	Overspend	Under spend	Forecast net spend
		£m	£m	
Purchase of Care		1.869		
Commissioned Services		0.588		
Community Social Work			-0.198	
Business Development			-0.042	
Early Help & Prevention			-0.473	
Community Health & Social Care			-0.025	
Management, Finance & HR		7.182		
Use of Business Risk Reserve			-8.900	
Forecast over / (under) spends		9.639	-9.639	
Net total	252.540		0	252.540
<i>The underlying over and underspends above excludes the planned use of ASC reserves built into the 2021-22 budget</i>				
Children's Services				
Social Care		7.350		
Learning and Inclusion		3.635		
Commissioning, Partnerships and Resources			-0.500	
Use of Children's Services Business Risk Reserves			-4.000	
Use of Transport Equalisation Risk Reserves			-1.285	
Forecast over / (under) spends		10.985	-5.785	
Net total	178.886		5.200	184.086
Community and Environmental Services				
Museums – Forecast Loss of income		0.699		
Libraries Loss of income		0.208		
On-street Parking income		0.400		
Use of Business risk reserve			-1.307	
Forecast over / (Under) spend		1.307	-1.307	
Net total	158.109		0	158.109

	Revised Budget	Overspend	Under spend	Forecast net spend
Strategy and Transformation				
Net underspends			-0.213	
Human Resources use of reserves for COVID and other cost pressures		0.344		
Other cost pressures		0.115		
Use of Business Risk Reserve			-0.246	
Forecast over / (under) spend		0.459	-0.459	
Net Total	8.601		0	8.601
Governance				
Election and coroners costs		0.979		
Net underspends			-0.019	
Use of Business Risk Reserve			-0.101	
Use of Election Costs reserves			-0.859	
Forecast over / (under) spend		0.979	-0.979	
Net Total	1.865		0	1.865
Finance and Commercial Services				
COVID 19 – Loss of income, extra expenditure		0.669		
Cost pressures in Property and Finance		0.411		
Net underspends			-0.178	
Use of Business Risk Reserves			-0.902	
Forecast over / (under) spend		1.080	-1.080	
Net Total	32.388		0	32.388
Finance General				
Covid-19 additional costs		2.153		
Travel Rights Grant income received			-0.726	
Members travel and allowances			-0.099	
Pension AVC Salary Sacrifice scheme			-0.099	
Interest on balances – <i>updated interest payable forecasts for external borrowing taken earlier in the year to secure lower fixed interest rates</i>			-0.494	
Interest receivable			-0.513	
Minimum Revenue Provision			-4.293	
Other cost pressures and underspends			-0.043	
Forecast over / (under) spend		2.153	-6.358	
Net total	-193.295		-4.205	-197.500
TOTAL	439.094			440.089

Revenue Annex 2 – Dedicated Schools Grant Reserve

<i>Dedicated schools grant</i>	Reserve as at 31 Mar 21	Revised Budget (A)	Budgeted Reserve as at 31 Mar 22	Forecast Spend (B)	Over / (under) spend A-B	Forecast Reserve as at 31 Mar 22
High Needs Block		8.635		22.047	13.412	
Increase in net deficit to be carried forward		-8.635				
Forecast over / (under) spend				-22.047	13.412	
Net deficit (DSG Reserve)	-31.797		-40.432			-53.844

Revenue Annex 3

Impact of Covid-19 – forecast cost pressures

Forecast cost pressures summarised in paragraph 5 of the main report are as follows:

**2021-22
Forecast
£m**

Identified / forecast costs

Adult Social Care

Support for people experiencing domestic abuse	0.050
Provider support payments to cover liquidity/sustainability issues and any additional costs where not specifically related to a person's changing care needs	1.500
Savings Risk Mitigation and Covid Recovery	4.051
Weekend or Overtime staff costs	0.180
Additional Capacity	1.121
Adult Social Care remote working costs	0.075
Adult Social Care Voluntary Sector	0.016
Loss of income - Day Care and Residential contributions	1.639
Hospital Discharge Programme	13.041
Full use of Infection Control funding	11.082
Full use of Adult Social Care Rapid Testing Fund	6.950
Full use of Vaccination Funding	0.445
Full use of Workforce Recruitment and Retention Fund	2.829
Adult Social Care Total	42.979

Children's Services

Loss of income - Children's Services	1.098
Maintaining Early Year's Provision	0.139
Safeguarding campaign	0.030
Additional social care placement costs, including impact of market supply pressures as well as additional numbers of placements	8.962
Delayed transformation savings	0.330
Additional staff costs	0.028
Additional frontline agency costs	0.500
Children's Services remote working costs	0.015
Additional social worker training	0.075
Holiday Activity Fund	2.421
Full use of Home to School and College Transport Funding	0.843
Full use of Wellbeing for Education Return Grant	0.162
Children's Services Total	14.603

Community and Environmental Services

Customer Services additional Covid expenditure	0.005
Additional Resilience costs	0.162
Highways additional COVID costs from 3rd party contractor work	0.054
Public Transport - Covid Bus Services Support Grant	3.802
Public Transport – Funding for Travel Demand Management	0.117
Loss of income: Libraries	0.416
Loss of income: Museums	1.120
Loss of income: Recreation and Sport	0.005

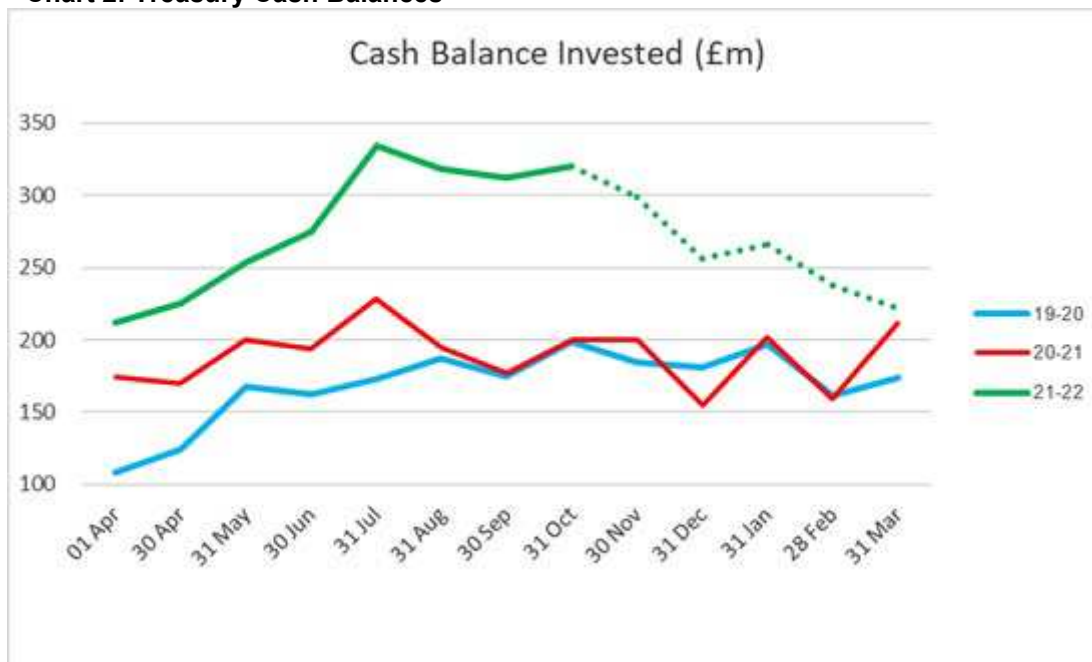
	2021-22 Forecast £m
Loss of income: Adult Education	0.170
Loss of income: Customer Service Centre	0.007
Loss of income: Planning Services	0.027
Loss of income: Public Transport	0.187
Loss of income: Records Office	0.005
Loss of income: CES including On-street Parking	0.500
Additional / redeployed Libraries staff	0.011
Additional / redeployed Museums staff	0.128
Additional / redeployed Records Office staff	0.005
CES remote working costs	0.018
CES property costs	0.028
Public Health expenditure	0.200
Full use of Fire Home Office Grant	0.192
Full use of Local Outbreak Control: Test and Trace service support grant	1.307
Full use of Contain Outbreak Management Fund grant	19.248
Full use of Community Testing funding	0.890
Full use of Clinically Extremely Vulnerable funding	3.740
Community and Environmental Services Total	32.344
Strategy and Transformation	
Strategy and Transformation Total	0.000
Governance	
Additional cost of Elections	0.650
Governance Total	0.650
Finance and Commercial Services	
Covid response costs - redeployed staff, property costs (FCS)	0.238
Loss of income across Finance and Commercial Services including IMT Services to Schools, Property and Car Park income	0.513
Finance and Commercial Services Total	0.751
Finance General	
Covid response costs - redeployed staff, property costs	1.379
Additional / redeployed IMT staff	0.025
IMT - Infrastructure - Extra Telephony costs associated with WFH	0.086
Temporary mortuary costs	0.178
Corporate procurement of PPE	0.034
Distribution hub - Site costs	0.336
Extension of Norfolk Assistance Scheme (NAS)	0.491
Kit for digitally disadvantaged children	0.184
IMT Guided Learning	0.176
Use of COVID Local Support Grant	2.579
Use of COVID Winter Grant Scheme funding	0.645
Finance General Total	6.113
Covid-19 financial pressures Norfolk County Council total	97.440

Appendix 2: 2021-22 Balance Sheet Finance Monitoring Report Month 6

1 Treasury management summary

- 1.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last two financial years to March 2021, and projections to March 2022.

Chart 2: Treasury Cash Balances



- 1.2 The Council has borrowed a further £40m in November to take advantage of the recent dip in long term borrowing interest rates. The borrowing is on a maturity basis to fund the capital borrowing requirement as follows:

Amount borrowed	Date of transaction	Maturity date	Interest rate
£10m	9 November 2021	1 March 2051	1.76%
£10m	9 November 2021	1 March 2052	1.75%
£5m	18 November 2021	1 September 2071	1.66%
£5m	18 November 2021	1 March 2071	1.66%
£5m	22 November 2021	1 March 2070	1.59%
£5m	22 November 2021	1 March 2069	1.60%

- 1.3 Although the Council has healthy cash balances for the immediate future, the year to date borrowing of £100m has reduced the Council's exposure to potential future interest rate rises. The Council intends to continue pursuing this strategy of long term borrowing secured at fixed rates below a 1.85% trigger point.
- 1.4 The Council's Treasury Strategy assumes as much as £80m may be borrowed in 2021-22, plus £30m deferred from 2020-21. The forecast cash flows above assume that the remaining £10m will be borrowed in Q4 2021-22 resulting in a closing cash balance of approximately £222m. If, in order to minimise the cost of carrying

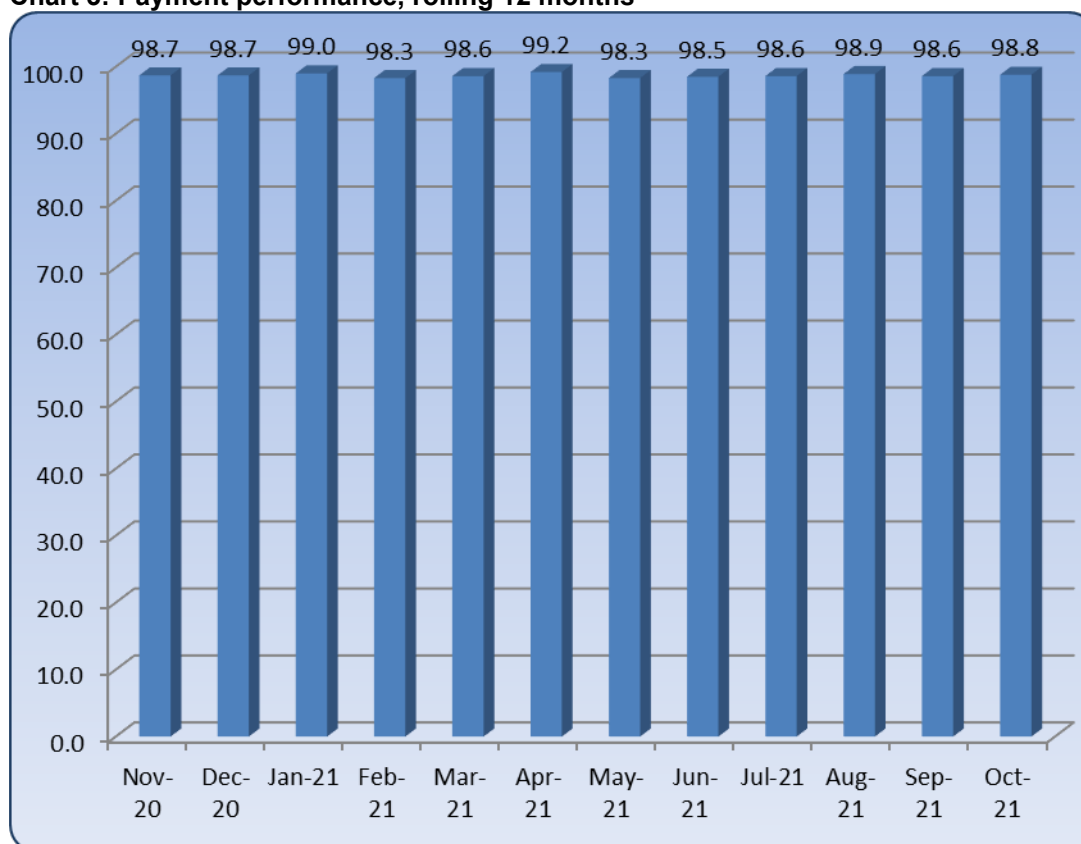
unnecessary borrowing, no further borrowing takes place before 31 March 2022, then the projected year-end cash balances will be approximately £232m.

- 1.5 PWLB and commercial borrowing for capital purposes was £808.1m at the end of October 2021. The associated annual interest payable on existing borrowing is £31.137m.

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. 98.8% were paid on time in October 21 against a target of 98%. The percentage has remained above the target of 98% in the last 12 months.

Chart 3: Payment performance, rolling 12 months



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

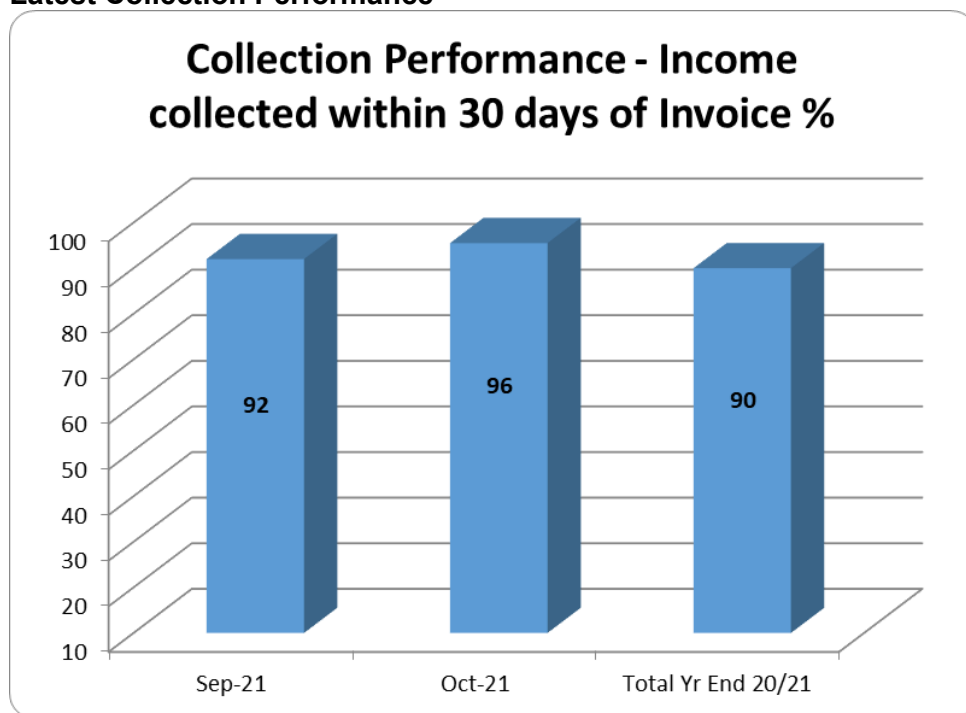
3 Debt recovery

- 3.1 **Introduction:** In 2020-21 the County Council raised over 135,100 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.7bn. Through 2020-21 90.1% of all invoiced income was collected within 30 days of issuing an invoice, with 97.5% collected within 180 days.

Debt collection performance measures – latest available data

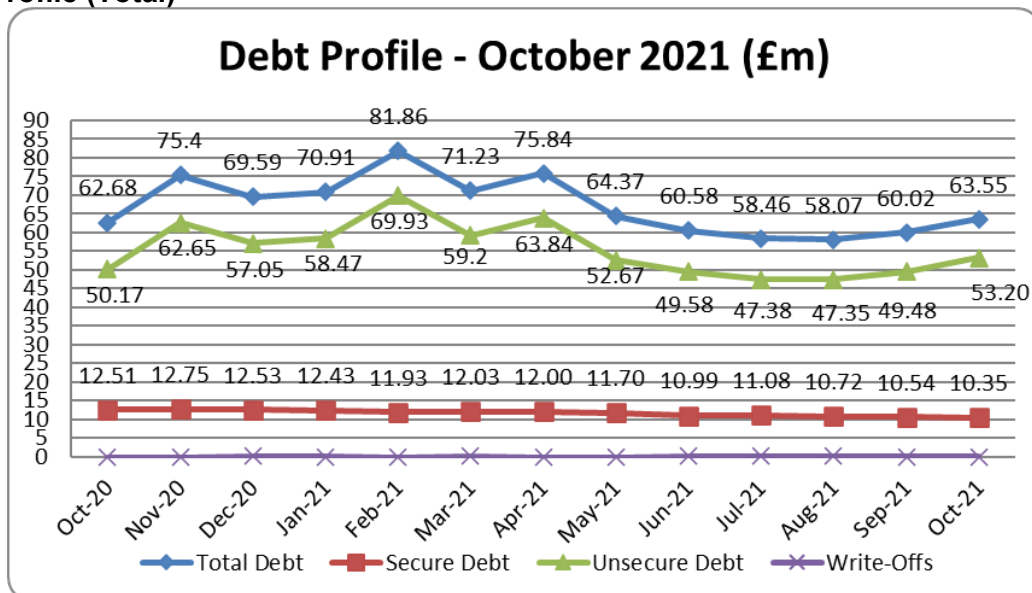
- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 96% in October 2021.

Latest Collection Performance



- 3.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

Debt Profile (Total)



- 3.4 The overall level of unsecure debt increased by £3.53m in October 2021. Of the £53.2m unsecure debt at the end of October 21; £14.98m is under 30 days. The largest area of unsecure debt relates to charges for social care, £40.03m, of which £8.35m is under 30 days and £16.33m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care.
- 3.5 Secured debts amount to £10.35m as at 31 October 21. Within this total £3.57m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 3.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 3.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.8 For the period 1 April 2021 to 31 October 2021, 135 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £134,624.23.
- 3.9 No debts over £10,000 have been approved for write-off since the 2020-21 Finance Outturn Report for the financial year 2020-21.

Appendix 3: 2021-22 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

1 Capital Programme 2021-25

- 1.1 On 22 February 2021, the County Council agreed a 2021-22 capital programme of £281.594m with a further £256.066m allocated to future years', giving a total of £537.660m.
- 1.2 Additional re-profiling from 2020-21 resulted in an overall capital programme at 1 April 2021 of £661m. Further in-year adjustments have resulted in the capital programme shown below:

Table 1: Capital Programme budget

	2021-22 budget	Future years
	£m	£m
New schemes approved February 2021	33.687	68.781
Previously approved schemes brought forward	247.907	187.285
Totals in 2021-25+ Budget Book (total £537.660m)	281.594	256.066
Schemes re-profiled after budget setting	95.379	
New schemes approved after budget setting	1.249	
Other adjustments after budget setting including new grants	20.489	6.363
Revised opening capital programme (total £661.140m)	398.711	262.429
Re-profiling since start of year	-152.609	152.609
Norwich Western Link (approved 7 th June 21)	12.296	174.543
Other movements including new grants and approved schemes	84.018	20.727
Total capital programme budgets (total £952.724)	342.416	610.308

Note: this table and the tables below contain rounding differences

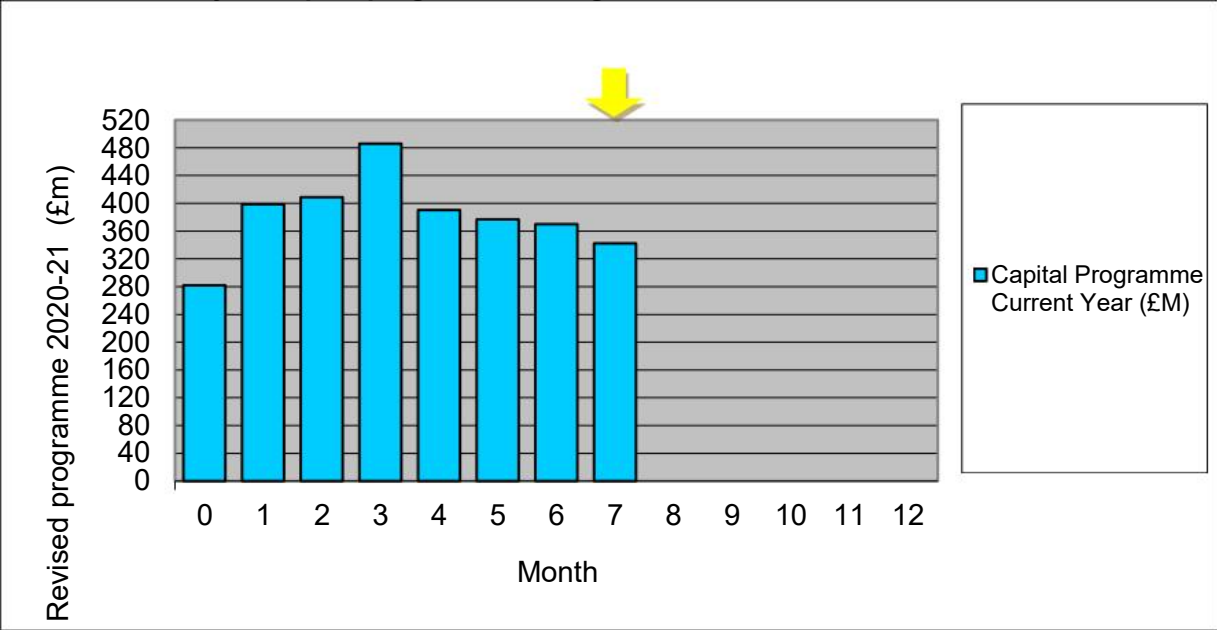
- 1.3 The total capital programme budget has increased by £2.059m compared to P6 (£950.665) due to:
- The budget uplifts of £5m Older People Estate Transformation, £0.35m Greenways for Greenspaces, £0.25m for Shirehall refurbishments, £0.35m for Kings Lynn Museum, £0.05m Better Broadband for Norfolk approved by Council in September
 - Inclusion of the £0.24m fund for 6 Electric Pool Cars – a delegated decision by the Executive Director of Finance and Commercial Services during the fuel shortage crisis in October 21
 - £0.2m increase to miscellaneous NCC funded Highways projects
 - £0.22m increase to the Hunstanton Developer contribution in Childrens Services
 - Offset by £1.387m release of budget for the Train Station Mobility Hub,
 - Release of £2.716m budget for the Roundhouse Way project due to underspends and
 - removal of the £0.596m Bradwell Developer Contribution from Childrens' Services
 - Other minor adjustments to various project budgets totalling a £0.098m increase to reflect year to date spend

1.4 A further £24.611m of 2021-22 budget has been reprofiled to future years bringing the total budget reprofiled this year to £152.609m. The majority of the reprofiling relates to the Department for Education (DfE) funded Schools Capital Programme. A full breakdown of these movements in capital budget are available in Capital Annex 1 below.

Changes to the Capital Programme

1.5 The following chart shows changes to the 2021-22 capital programme through the year.

Chart 1: Current year capital programme through 2021-22



1.6 Month “0” shows the 2021-22 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1, followed by the most up to date programme. The current year programme will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

1.7 The current year's capital budget is as follows:

Table 2: Service capital budgets and movements 2021-22

Service	Opening program me	Previous report	Reprofil ng since previous report	Other Changes since previous report	2021-22 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	133.879	-50.565	-18.274	-0.527	64.513
Adult Social Care	14.888	-0.712	-0.005	0.500	14.671
Community & Environmental Services	162.948	23.107	-6.132	-3.474	176.449
Finance & Commercial Services	86.914	-0.671	-0.200	0.590	86.633
Governance	0.082	0.068			0.150
Total	398.711	-28.773	-24.611	-2.912	342.416
		369.938		-27.522	

Note: this table may contain rounding differences.

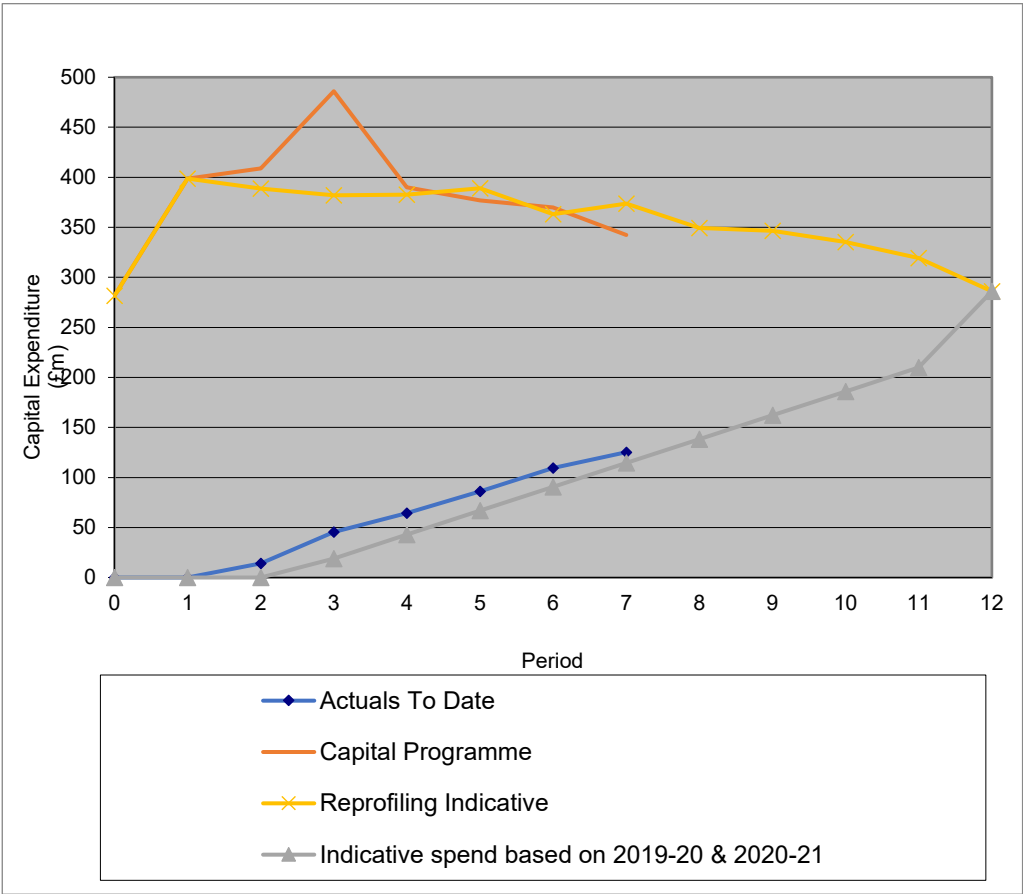
1.8 The revised programme for future years (2022-23 to 2024-25 and beyond) is as follows:

Table 3: Capital programme future years 2022+

Service	Previously reported future programme	Reprofil ng since previous report	Other Changes since previous report	2022+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	175.920	18.274	0.220	194.415
Adult Social Care	52.593	0.005	4.500	57.098
Community & Environmental Services	312.169	6.132	0.000	318.301
Finance & Commercial Services	39.763	0.200	0.250	40.213
Governance	0.282	0.000	0.000	0.282
Total	580.727	24.611	4.970	610.308

Note: this table contains rounding differences

1.9 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that budgets are being re-profiled to future years as the progress on projects becomes clearer. As a result, capital expenditure of approximately £286m is expected to take place in 2021-22.

2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

Table 4: Financing of the capital programme

Funding stream	2021-22 Programme	Future Years Forecast
	£m	£m
Prudential Borrowing	162.407	373.324
Use of Capital Receipts		
Revenue & Reserves	0.238	-
<i>Grants and Contributions:</i>		
DfE	25.487	45.637
DfT	114.865	161.886
DoH	9.352	0.173
MHCLG	0.139	-
DCMS	5.175	-
DEFRA	2.000	-
Developer Contributions	8.253	23.157
Other Local Authorities	0.452	0.036
Local Enterprise Partnership	1.056	
Community Infrastructure Levy	3.049	2.888
National Lottery	4.638	3.182
Commercial Contributions	4.490	
Business rates pool fund		
Other	0.815	0.025
Total capital programme	342.416	610.308

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)
- 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 2021, gave the best estimate at that time of the value of properties available for disposal in the four years to 2024-25, totalling £20.4m.

Table 5a: Disposals capital programme forecast

Financial Year	Property sales forecast £m
2021-22	10.6
2022-23	5.7
2023-24	3.9
2024-25	0.2
	20.4

The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

Table 5b: Capital receipts and forecast use current financial year £m

Capital receipts 2021-22	£m
Capital receipts reserve brought forward	6.449
Loan repayments – subsidiaries forecast for year	0.787
Loan repayments – LIF loan repayments to date	0.358
Capital receipts to date	
Sale of Hopton Land to Repton	2.862
Other Capital receipts in year	2.861
Capital Receipts forecasted for asset disposals subject to contract	0.747
Secured capital receipts to date	14.064
Potential current year farms sales	2.723
Potential current year non-farms sales	0.628
Potential development property sales	0.250
Potential capital receipts	3.601
Forecast available capital receipts	17.665
Forecast use of capital receipts	
Budget 2021-22 to repay debt	2.000
Maximum flexible use of capital receipts to support transformation costs	3.000
Norwich Western Link Reserve	5.061
Total forecast use of capital receipts	10.061

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the approved 2021-22 revenue budget. 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 capital investment.

- 3.5 2021-22 is the final year when capital receipts can be utilised to support transformation costs. Table 5b includes £3m earmarked for this - £1m to ASC and £2m to Children's Services.

4 New capital budget proposals

- 4.1 The additions to the capital budget for October 2021 include the following:

- Update of contributions from schools for Schools Based capital schemes £0.069m
- £0.024m for the LPSA Waste Minimisation Project
- 0.205m adjustments to various Highways and local road/drainage schemes £0.058m

All the other additions to the capital budget were previously recommended to Cabinet in July to September 2021 and approved by Council in September 2021.

- 4.2 The breakdown of the sources of funding is set out below in Capital Annex 1.

Capital Annex 1 - changes to capital programme since last Cabinet

Service	Project	Funding Type	2021-22 Change (£m)	2021-22 REPROFILE	22-23+ Change (£m)	22-23+ REPROFILE	Reason
Adult Social Care	OP Estate Transformation - Norse Care	NCC Borrowing	0.500		4.500		New Budget approved by Council Sept 21
	Social Care Unallocated	NCC Borrowing		0.294		-0.294	Move budget back to cover NFS laptops
	Social care information System	NCC Borrowing		-0.409		0.409	Reprofile as per forecast
	Supported Living programme	NCC Borrowing		0.110		-0.110	Move budget back to cover project salaries
Total Adult Social Care			0.500	-0.005	4.500	0.005	
Children's Services							
	Bradwell Developer contribution	S106	-0.596				S106 adjustment
	Hunstanton Developer contribution	S106			0.220		S106 income received in year
	Various	S106		-1.780		1.780	Reprofile unallocated S106 pots to future years
	School based projects	External	0.026	-1.523		1.523	contributions from Schools/ reprofiling
		Internal	0.043				contributions from Schools
EC4290	Condition Contingency	NCC Borrowing		0.050		-0.050	Funds moved back to cover in year expenditure
EC4596	Gayton Primary	DfE funding		-3.000		3.000	Completion expected Aug 22 reprofiled accordingly
EC4695	Basic need pot	DfE funding		-2.035		2.035	Reprofiled for allocation in future years
		NCC borrowing		-0.888		0.888	Reprofiled for allocation in future years
EC4724	Arden Grove	NCC Borrowing		0.100		-0.100	Funds moved back to cover in year expenditure
EC4747	SEND	NCC Borrowing		-3.736		3.736	Reprofile for allocation in future years
		External		-0.069		0.069	Reprofile for allocation in future years
EC4829	Thetford New Primary	DfE Basic need		0.010		-0.010	Funds moved back to cover in year expenditure
EC4758	Temp classroom movements	NCC Borrowing		-0.140		0.140	Move unallocated funding to future years
EC4822	Condition Funding pot	DfE Capital Maintenance		-1.000		1.000	Move unallocated funding to future years
EC4947	St Williams Way Primary	DfE Capital Maintenance		0.160		-0.160	Funds moved back to cover in year expenditure
EC4932	Falcon Junior Suitability	NCC Borrowing		-0.490		0.490	Completion expected Easter 22, funds moved to cover final invoices
EC4921	COVID-19 Special Requests	NCC Borrowing		-0.200		0.200	Reprofile for use in future years
EC4938	Sidestrand Hall Horsa block	NCC Borrowing		-0.500		0.500	Reprofile for use in future years
EC4949	Children's Home Expansion	NCC Borrowing		-0.500		0.500	Reprofile for use in future years
EC4941	New roads	NCC Borrowing		-0.500		0.500	Reprofile for use in future years
EC4999	CM - Retaining Children's Ce	NCC Borrowing		-0.050		0.050	Reprofile for use in future years
EC4279	CS Sufficiency Strategy	NCC Borrowing		-0.500		0.500	Reprofile for use in future years
EC2412	Sites 2011/12	DfE Capital Maintenance		-0.400		0.400	Reprofile for use in future years
EC4285	CM-Trowse Primary School	DfE Capital Maintenance		-0.590		0.590	Reprofile for use in future years
EC4845	FN - Fred Nich - SEN Expansi	NCC Borrowing		-0.400		0.400	Reprofile for use in future years
EC4990	High Needs Provision Capital	DfE grant		-0.144		0.144	Reprofile for use in future years
EC4917	Churchill Park	NCC Borrowing		-0.150		0.150	Reprofile for use in future years
Total Children's Services			-0.527	-18.274	0.220	18.274	

			2021-22	2021-22	22-23+	22-23+	
Service	Project	Funding Type	Change (£m)	REPROFILE	Change (£m)	REPROFILE	Reason
ETD Waste							
PQ3038	HWRC Sheringham Improvements	NCC Borrowing		-1.523		1.523	Reprofile as per RBO instructions
PQ3036	HWRC - Mid All Corridor	NCC Borrowing		-2.034		2.034	Reprofile as per RBO instructions
PQ3039	HWRC Morningthorpe Improvements	NCC Borrowing		-1.502		1.502	Reprofile as per RBO instructions
PQ3032	LPSA - WASTE MINIMISATION	NCC Borrowing	0.024				Correction to Waste budget and funding bf (re PM7065)
ETD Other							
PQ7005	Environmental Policy	NCC Borrowing		-0.659		0.659	Re-profile Environmental Policy budget fm 2021-22
PQ7010	Natural Capital	NCC Borrowing		-0.245		0.245	Re-profile Natural Capital budget fm 2021-22
PQ7011	Planning and Advice	NCC Borrowing		-0.061		0.061	Re-profile Planning & Advice budget fm 2021-22
	Greenways to Greenspaces	NCC Borrowing	0.350				Additional borrowing agreed at Sept Council
Libraries							
LL0713	S106 Cherryridge Poultry Site, Northrepps CRO	External	-0.001				
LL0814	S106 Land off Dereham Road, Mattishall, EDE	Developer Contributions	-0.004				
LL1056	NML Meeting Rooms	NCC Borrowing		-0.252		0.252	Budget reprofiled from 21/22 to 22/23
	Misc projects	Developer Contributions		-0.040		0.040	Various small budgets reprofiled from 21/22 to 22/23
Better Broadband for Norfolk							
	Better Broadband	NCC Borrowing	0.050				Additional funding agreed at Sept Council
Highways	Misc projects	NCC Borrowing	0.205	0.184		-0.184	Reprofiling across NCC funded projects
	Local Road Schemes/Drainage	Internal	0.058				In year budget adjusmtent
	Train station mobility hub	DfT Funding	-1.387				In year budget adjusmtent
	Junction improvements	LEP	-0.053				In year budget adjusmtent
			-2.716				Budget ajd including reducton in expected spend of 2.7m on
	Roundhouse way/locatsafety schemes	External					Roundhouse way
Total CES			-3.473	-6.132	0.000	6.132	
Finance	Social Infrastructure Fund	NCC Borrowing		-0.200		0.200	Reprofile to future years
	Electric Cars	NCC Borrowing	0.240				Additional budget to buy electric cars
Property - Other	Shirehall	NCC Borrowing	0.250				Additional funding agreed Sept Council
	Kings Lynn Museum	NCC Borrowing	0.100		0.250		Additional funding agreed Sept Council
Total Finance			0.590	-0.200	0.250	0.200	
Total			-2.911	-24.611	4.970	24.611	