

Cabinet

Date: **Monday 3 October 2022**

Time: **10 am**

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

Membership

Cabinet Member:

Cllr Andrew Proctor

Cllr Graham Plant

Cllr Bill Borrett

Cllr Margaret Dewsbury

Cllr John Fisher

Cllr Tom FitzPatrick

Cllr Andrew Jamieson

Cllr Greg Peck

Cllr Eric Vardy

Cllr Martin Wilby

Responsibility:

Chair. Leader and Cabinet Member for Strategy & Governance.

Vice-Chair. Deputy Leader and Cabinet Member for Growing the Economy.

Cabinet Member for Adult Social Care, Public Health & Prevention

Cabinet Member for Communities & Partnerships

Cabinet Member for Children's Services

Cabinet Member for Innovation, Transformation & Performance

Cabinet Member for Finance

Cabinet Member for Commercial Services & Asset Management

Cabinet Member for Environment & Waste

Cabinet Member for Highways, Infrastructure & Transport

Advice for members of the public:

This meeting will be held in public and in person.

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

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

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

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

A g e n d a

1 To receive any apologies.

2 Minutes

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To confirm the minutes from the Cabinet Meeting held on Monday 5 September 2022

3 Members to Declare any Interests

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

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

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

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

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

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

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

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

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

6 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Tuesday 27 September 2022*. For guidance on submitting a public question, please follow this link: [Ask a question to a committee - Norfolk County Council](#)

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

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

7 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Tuesday 27 September 2022*.

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

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| Report by the Executive Director of Community and Environmental Services | |
| 9 Norfolk Fire and Rescue Service Community Risk Management Plan 2023/26 | Page 57 |
| Report by the Executive Director of Community and Environmental Services | |
| 10 Strategic Review Update | Page 202 |
| Report by the Head of Paid Service | |
| 11 Norfolk's Bus Service Improvement Plan | Page 213 |
| Report by the Executive Director of Community and Environmental Services | |

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| Report by the Executive Director of Community and Environmental Services | |
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| 19 Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting: | |
| To note the delegated decisions made since the last Cabinet meeting. | |
| 20 Decisions by the Cabinet Member for Highways, Infrastructure and Transport: | |

Decision by the Cabinet Member for Communities and Partnerships:

- [Blue Badge Policy](#)

Decision by the Cabinet Member for Highways, Infrastructure and Transport:

- [Hellesdon – Meadow Way – 20mph speed limit](#)

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Cabinet

Minutes of the Meeting held on Monday 5 September 2022 in the Council Chamber, County Hall, at 10am

Present:

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

Executive Directors Present:

James Bullion	Executive Director of Adult Social Services
Paul Cracknell	Executive Director of Transformation and Strategy
Simon George	Executive Director of Finance & Commercial Services
Kat Hulatt	Head of Legal Services and Deputy Monitoring Officer
Tom McCabe	Executive Director of Community and Environmental Services
Sara Tough	Executive Director of Children's Services

Cabinet Members and Executive Directors introduced themselves. The Police and Crime Commissioner for Norfolk, Giles Orpen-Smellie and Director of Norfolk Fire and Rescue Service, Ceri Sumner, were also present at the meeting.

1 Apologies for Absence

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

2 Minutes from the meeting held on Monday 8 August 2022.

- 2.1 Cabinet agreed the minutes of the meeting held on Monday 8 August 2022 as an accurate record.

3 Declaration of Interests

- 3.1 No interests were declared.

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

- 4.1 None.

5 Items of Urgent Business

- 5.1 No items of urgent business were discussed.

6 Public Question Time

- 6.1 No Public questions were received.

7 Local Member Questions/Issues

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

- 7.2.1 Cllr Brian Watkins asked a supplementary question:

- Cllr Watkins stated that he was shocked and disappointed at the brevity of the answer to his substantive question as this was a serious issue for the people of Norfolk.
- He felt that they deserved better and asked the Cabinet Member to provide a more detailed explanation about the true effect on the Council's budget.

- 7.2.2 The Cabinet Member for Finance replied that these were tough times for everyone, including the Council, who would do all they could to ameliorate issues once more was known about energy costs and when the new Prime Minister had been elected and given their proposals related to this. The Council would continue to adjust budgets according to the information available and the Cabinet Member for Finance was confident the budget could be delivered satisfactorily.

8. Point of Order

- 8.1 Cabinet **RESOLVED** to take item 10, "Norfolk Fire and Rescue Service – HMICFRS Improvement Plan", first, and then return to the running order of reports as set out on the agenda.

9. Norfolk Fire and Rescue Service – HMICFRS Improvement Plan

- 9.1.1 Cabinet received the report providing updates on the outcomes of the most recent inspection of the Norfolk Fire and Rescue Service by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) and setting out the plans being put in place to respond to these findings.

- 9.1.2 The Director of Norfolk Fire and Rescue Service stated that she was looking forward to the continuing improvement journey of the service. She noted that significant progress had been, and continued to be made. The professionalism of the teams and service would be important when continuing development and for building on strengths and capabilities to support improvement.

- 9.1.3 The Police and Crime Commissioner for Norfolk stated that the constabulary were aware of the work they needed to do as a result of the inspection of the Norfolk Fire and Rescue Service and were keen to collaborate with the service. They aimed to support the service to achieve a better outcome in the next inspection.

9.1.4 The Cabinet Member for Communities and Partnerships introduced the report to Cabinet:

- In the last few weeks as we have dealt with wildfires and other issues caused by the hot weather, Norfolk saw the outstanding work of our Fire and Rescue service, responding to Norfolk communities during times of need, employing their skills and resources, usually in very difficult circumstances, to keep people safe.
- The latest inspection report provides much to be proud of and recognises several improvements implemented since the previous report. The work of the service has been recognised as good in a number of areas, as set out in the report. The work on equality, diversity and inclusion was recognised as innovative and was award nominated. The work to attract underrepresented groups to the service through recruitment activity won a national award for Innovation in Recruitment, and work with seldom heard groups was shortlisted for a national Community Involvement Award.
- When HMICFRS visited the service in 2021, the restrictions in place related to Covid-19 affected the work that the service were safely able to do, particularly work on prevention. Across the country, the pandemic brought new challenges including a changing picture of vulnerability and the need to support each other. For Fire and Rescue, this included a significant amount of work to support the East of England Ambulance Service. This required the Fire and Rescue Service to reprioritise resources and our focus, a challenge our staff rose to.
- At this time, it was considered inappropriate to increase the risk to staff and the public of face-to-face home visits and therefore we took a different approach. For example, instead of visiting people in their homes, we dealt with emergency responses via telephone or online, and visited a limited number of people. Inspectors considered this a cause for concern and said the service was not identifying those most at risk of fire
- Inspectors also said we should ensure joint reviews took place after fatal fires, so the significant risk policy was agreed by Cabinet and is now in place.
- It was identified that the most vulnerable at greatest risk of fire should be targeted; as a result, staff training on prevention, advising vulnerable people, and diversity and inclusion work had been focussed on these areas, with a target to train all staff in this and a new staff training plan.
- The overall position for Norfolk's Fire and Rescue Service is "Requires Improvement". The findings from our latest inspection were disappointing but not a complete surprise and we recognise that we, as well as the rest of the sector, have work to do to ensure we can provide the efficient and effective services that our communities expect.
- We are grateful to the HMICFRS for highlighting the areas where we need to focus our effort for improvement. In the almost 11 months since the Inspectors visited our service, we have made significant progress, as set out in the report.
- The new Director of Fire and Rescue will take the lead in continuing our improvement journey to make Norfolk safe, working with the Cabinet Member for Communities and Partnerships and Cabinet colleagues to make long-lasting changes and we look forward to hosting the inspectors again later this year to show them how much progress we have made, as well as our plans to do more.

- The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.

- 8.2 The Chairman noted the important work of the service in addressing flooding, fires and working with communities. It was now important to look forward as the service had lots more to offer.
- 8.3 The Cabinet Member for Environment and Waste noted that during the heatwave in July 2022, on one day, the Norfolk Fire Service received 4688 calls and attended 280 incidents. On this day 17 homes were destroyed and 19 were damaged; sadly 5 fire fighters were injured. The Cabinet Member for Environment and Waste felt that the service dealt with this serious incident in Norfolk admirably.
- 8.4 The Cabinet Member for Children's Services stated that Norfolk had a fire service to be proud of and noted that the report identified how issues would be addressed. Covid-19 had made it difficult to visit people in their homes, but work provided to the community during this time had been exemplary. The service had met their targets for attending fires which was noted as positive.
- 8.5 The Cabinet Member for Adult Social Care, Public Health and Prevention noted the exemplary response of the fire service in fighting fires and congratulated them on their work, especially on the day of the Ashill fire in testing circumstances.
- 8.6 The Vice-Chairman noted the other services Norfolk Fire Service provided in addition to fighting fires and the duties they performed during the pandemic to support other services to help the vulnerable.
- 8.7 Cabinet **RESOLVED** to:
1. Note the progress already made, and the further actions being progressed, to address the Cause of Concern recommendations through the Community Safety Development Plan (Appendix A of the report).
 2. To agree that the delivery of the Community Safety Development Plan is a priority for the service.
 3. To review and endorse the work carried out to implement and develop actions to address the identified Areas for Improvement (Appendix B of the report).
 4. Agree to receive a further update on progress against these plans at a Cabinet meeting in early 2023.
 5. Agree to amend the terms of reference of the Strategic Development Oversight Group, Chaired by the Cabinet Member, to task them to oversee the work to develop and deliver the Community Safety Development Plan (Appendix A of the report) and the Improvement Plan (Appendix B of the report).

8.8 **Evidence and Reasons for Decision**

The HMICFRS have clearly set out in their inspection report the areas where they have assessed that the service is performing well and the areas where improvement is needed. There is a statutory duty on the service to demonstrate efficiency and effectiveness and therefore it is important to ensure that we address the areas identified by the HMICFRS in their report.

8.9 **Alternative Options**

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

9. **Norfolk Youth Justice Plan**

9.1.1 Cabinet received the report setting out the updated Norfolk Youth Justice Strategic Plan.

9.1.2 The Executive Director for Children's Services gave an introduction to the report:

- It was a requirement to annually update the Youth Justice Strategic Plan. Paragraph 4.6 of the report detailed the legislation behind this requirement.
- The Strategic Plan looked forward setting out priorities for the coming year, but also looked at improvements made.
- The Plan had been endorsed by the independent Chair who had been appointed to strengthen accountability.
- There was a child first policy in place within the Plan
- The Executive Director for Children's Services noted the dedication and skill of staff working in this service, working long hours and building good working relationships with children and families.

9.1.3 The Chairman endorsed the Executive Director for Children's Services' comments about the good work of the staff working in this service.

9.1.4 The Police and Crime Commissioner for Norfolk gave his support for this report stating that he was encouraged by the direction of travel shown. The constabulary would report that 24% of crime is related to domestic abuse, showing the importance of breaking the cycle for children. Paragraph 4.3 of the report discussed evidence related to black, Asian and minority ethnic children; the constabulary were looking at distortion of these figures caused by the number of children arrested related to County Lines who were not Norfolk Residents.

9.1.5 The Cabinet Member for Children's Services introduced the report to Cabinet:

- The report was about putting children first, tying in with the strategy of early intervention, noting that children are influenced by what they experience in their home.
- There was an aim for all young people of Norfolk to enter adulthood with no criminal record.
- All stakeholders involved in the Youth Justice Strategic Plan worked well together to help children avoid having a criminal record.
- The Norfolk Youth Justice Strategic plan would be taken to Scrutiny and then to Full Council for approval.
- Page 47 of the report showed that the number of first-time entrants to the criminal system in Norfolk was lower than the Eastern and National average.
- The strategy focussed around hearing the voice of the child.
- Some of the data used was 2 years old and there was an aim to address this; this was a national issue which affected the ability to identify trends.
- The Cabinet Member for Children's Services moved the recommendations as set out in the report.

- 9.2 The Cabinet Member for Commercial Services and Asset Management noted, as trustee of a charity who had an aim to keep children out of the criminal justice system, the importance of empowering children to fulfil their potential and supported the recommendations.
- 9.3 The Cabinet Member for Environment and Waste noted the policy of putting children first was positive, treating children as individuals to reduce their risk of offending and also of becoming a victim of crime.
- 9.4 The Cabinet Member for Adult Social Care, Public Health and Prevention pointed out that the focus on prevention fits within the council's strategies in other areas and provided the best outcomes. He was pleased to note the section on health and wellbeing, the clear way objectives were laid out and how success would be measured.
- 9.5 The Cabinet Member for Communities and Partnerships supported and applauded the plan for early intervention and support for children to start adulthood without a criminal record, which would support them to gain employment and have a better future.
- 9.6 The Chairman noted that this was a strategic document and also a systemwide set of plans aligning with the Flourish framework with a collaborative approach. The Chairman particularly noted the focus on restorative justice within the Plan.
- 9.7 Cabinet **RESOLVED** to:
1. recommend that Council adopts the updated Norfolk Youth Justice Strategic Plan as part of the policy framework
 2. endorse the Youth Justice Board's vision for a child first youth justice system as follows:
 - Prioritise the best interests of children, recognising their particular needs, capacities, rights and potential and ensure all work is child focused, developmentally informed, acknowledges structural barriers, and meets responsibilities towards children.
 - Promote children's individual strengths and capacities to develop their pro- social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
 - Encourage children's active participation, engagement and wider social inclusion, making sure meaningful collaboration with children and their carers is at the heart of our work with them.
 - Promote a childhood that avoids coming into contact with the criminal justice system, using pre-emptive prevention, diversion and minimal proportionate intervention, minimising criminogenic stigma.
- 9.8 **Evidence and Reasons for Decision**
- See section 4 of the report.
- 9.9 **Alternative Options**
- None are proposed.

10. Long Stratton Bypass

- 10.1.1 Cabinet received the report providing an update on the Long Stratton Bypass project, outlining the next stages for the project including revisions to the budget and delivery programme, and seeking Cabinet's approval to the proposed delivery of detailed design services, the procurement process for the construction works, the use of section 203 of Housing and Planning Act 2016 and the making of the Side Roads Order (SRO) to the timescales as set out.
- 10.1.2 The Cabinet Member for Highways, Infrastructure and Transport introduced the report to Cabinet:
- In December 2016, the Council agreed a motion which stated '...Council recognises the vital importance of improving our transport infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.' The motion also stated that the 'Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk.'
 - The Long Stratton Bypass was included as one of three priority infrastructure schemes and is in the Norfolk Infrastructure Delivery Plan 2017-2027.
 - In December 2020, after the project was confirmed as a regional priority by Transport East, an Outline Business Case was submitted to the Department for Transport (DfT) for consideration and in July 2021 the DfT approved this, awarding funding of £26.2m to deliver the project subject to Full Business Case approval. Since then, several factors have impacted on the project, in particular timescales for delivery and the budget provision, which include ongoing national and worldwide impacts such as the pandemic and the war in Ukraine, which has affected world markets and caused inflation, notably within the construction sector. National announcements related to 'nutrient neutrality' have impacted on the project's delivery timescales.
 - The proposals set out in the report are built upon the learning and experience gained from other major projects, taking into consideration the reduced scale and complexity associated with the Long Stratton Bypass. The report also sets out the details relating to the highways Side Road Orders processes and how land acquisition will be dealt with.
 - Cllr Alison Thomas was present at the meeting, who had raised the opportunity about installing quiet lanes. The Long Stratton Bypass would bring about notable opportunities for walking and cycling; there were two overbridges planned, one for walking and cycling and one with this provision included. Connections were being made to ensure public rights of way could continue to be used. The provision of quiet lanes was not included in the project, but the Cabinet Member for Highways, Infrastructure and Transport was pleased to continue discussion with the Local Member about the project.
 - The Cabinet Member for Highways, Infrastructure and Transport moved the recommendations as set out in the report.
- 10.2 The Cabinet Member for Finance noted the financial implications set out at paragraph 6 of the report. Paragraph 6.2 noted that the budget position for Norfolk County Council was neutral as 70% of the estimated cost would be covered by the Department for Transport, with a balance of £11.23m split between Community Infrastructure Levy funding via the Greater Norwich Growth Board (GNGB) and Developer contributions underwritten by South Norfolk Council. An additional £8.8m was now looking to be funded; it was inferred in the report that

this would in part be funded from the GNGB, and the Cabinet Member for Finance would work with the Cabinet Member for Highways, Infrastructure and Transport and the Executive Director for Community and Environmental Services to ensure the balance could be found with minimal recourse to the Council's capital borrowing.

- 10.3 The Cabinet Member for Children's Services supported the report, noting the amount of time that this project had been planned to be provided.
- 10.4 The Vice-Chairman noted that traffic currently causing tailbacks in Long Stratton would be reduced by building the bypass.
- 10.5 The Chairman noted that this was one of the three priority schemes in Norfolk, with wide recognition that it was needed to facilitate growth and reliability of the major road network. The project objectives were set out on page 99 of the report, and the impact on net zero was shown on pages 101-102 of the report. There would be a positive impact on carbon in the area from this project by removing slow moving vehicles and reducing carbon emissions in the town. The project was predicted to result in a drop in carbon emissions of "109,000 tonnes of carbon over the 60-year appraisal period".
- 10.6 Cabinet **RESOLVED** to:
1. Take account of the details presented in this report and approve the continued delivery of the LSB (Long Stratton Bypass) project.
 2. Delegate to the Executive Director of Community and Environmental Services, in consultation with the Cabinet Member for Highways, Infrastructure & Transport, the authority to approve the details of the award criteria associated with the procurement of the preferred Contractor.
 3. To approve the contracting strategy outlined in this report noting that a further report will be presented to Cabinet prior to the award of the contract.
 4. To approve the strategy for delivery of the detailed design of the LSB project.
 5. To agree the proposed approach to social value.
 6. To authorise the making of a SRO under sections 14 and 125 of and in accordance with Schedule 1 of the Highways Act 1980 to enable the improvement and stopping up of existing highways, to construct new highways and to stop up and provide replacement private means of access where necessary for the construction of the LSB.
 7. To delegate authority to the Executive Director of Community and Environmental Services to:
 - a. Determine the form and contents of the Schedules to the SRO and the associated plans which identify the highway to be improved, stopped up and constructed and the private accesses to be stopped up and where necessary replaced with a new access
 - b. Determine the form and contents of the statement of reasons accompanying the SRO (Side Roads Order) and to finalise the same.
 - c. Take all necessary steps to secure the making, submission for confirmation to the DfT and implementation of the SRO including (but not limited to) the publication and service of all statutory notices on relevant parties, the investigation of and response to objections (including the negotiation and completion of any necessary agreement and undertakings in order to secure removal of the

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

10.7 Evidence and Reasons for Decision

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

10.8 Alternative Options

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

11. Finance Monitoring Report 2022-23 P4: July 2022

- 11.1.1 Cabinet received the report giving a summary of the forecast financial position for the 2022-23 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2023, together with related financial information.
- 11.1.2 The Cabinet Member for Finance introduced the report to Cabinet:
 - Last month, it was reported that service pressures continued due to the pandemic resulting in continued demand led pressures and increased costs generally, partly in Children's Services transport and placements.
 - Pressures were not specially identified in this period and the forecast revenue outturn for 2022-23 was a £3.888m overspend.
 - Children's Services and Adult Social Services were indicating a number of key inflationary pressures including wage pressures, and fuel costs, which would ensure that 2022-23 would be challenging. These pressures were not solely under the control of or able to be solved by Norfolk County Council but would require a collaborative effort by Local Authorities, the public and private sector to achieve a joined-up approach to service delivery.
 - The Cabinet Member for Finance was pleased to note Adult Social Services were working with the Integrated Care System and Children's

Services working on safety valve project with the Department for Education to achieve a sustainable solution to funding the high needs block.

- Recommendation 1 related to an additional £9.158m Disabled Facilities Grant funding received from the Department of Health and £86.764m grant funding from the Department of Transport for various capital projects including £14.6m for the 3rd River crossing
- Rising infrastructure costs meant the overall project budget to deliver the Yarmouth Operations and Maintenance Campus had increased £3.4m to £21.4m. Norfolk County Council would underwrite this cost initially, and it had been agreed that £2.4m would be provided from future business rates income, with the balance of £1m being shared 50/50 between the County and Yarmouth Borough Council.
- The Cabinet Member for Finance moved the recommendations as set out in the report

- 11.2 The Vice-Chairman noted the MMO wanting a different waste management system had given an unforeseen additional cost to the Great Yarmouth Operations and Maintenance Campus. Funding identified from the enterprise zone was from business rates raised in Great Yarmouth Borough and the County Council was working with the Borough Council to see how this could be transferred across. The benefits would outweigh the costs which would be seen over the next 30 years as the offshore industry built up.
- 11.3 The Cabinet Member for Children's Services noted the issues related to Children's Services discussed on pages 183-84. The service was monitoring how these issues progressed through the year. Continuing pressures from court system delays which built up during the pandemic had not yet been resolved, impacting on the budget and children who were not able to move into new places as quickly as hoped. The transformation programme was performing well, making improvements, identifying savings and seeing better outcomes for children.
- 11.4 The Cabinet Member for Adult Social Care, Public Health and Prevention noted the outlook at the end of the period for Adult Social Services was a prediction to break even. The report discussed that 70% of the Adult Social Care budget was spent with independent providers, therefore it was right to state the financial risk placed on providers due to the current economic conditions. Continued economic uncertainty may have a continued risk on providers and partners.
- 11.5 The Chairman noted that the Executive Director of Finance and Commercial Services was forecasting a balanced budget. Page 186, paragraph 2.23 of the report spoke about the pay settlement, which was not yet finalised, and the report recognised that this would be a pressure. Page 190 of the report referenced the household support fund which would run until mid-October 2022. Additional funding was planned to be allocated from this time onwards and planning was underway to develop the scheme to help people in the current difficult financial situation.
- 11.6 Cabinet **RESOLVED:**
1.To recommend to County Council the addition of **£95.952m** to the capital programme to address capital funding requirements funded from various

external sources as set out in detail in capital Appendix 3, paragraph 4.1 of the report as follows:

- Disabled Facilities Grant funding received from the Department of Health £9.158m
 - £86.764m grant funding from the Department of Transport for various capital projects include £14.6m for the 3rd River crossing
2. To note the key member decision and to recommend to County Council the addition of £3.4m to the capital programme to fund the additional costs for the Great Yarmouth Operations and Maintenance Campus as outlined in paragraph 4.3 of the report and that the County Council's contribution towards this is £0.5m.
 3. Subject to County Council approval of recommendation 1 and 2 to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be 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 4 general fund revenue forecast of a £3.888m overspend (0.86% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services;
 5. To recognise the period 4 forecast of 97% savings delivery in 2022-23, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;

6. To note the forecast General Balances at 31 March 2023 of **£23.840m**, assuming the Council will mitigate the overspends reported in P4.
7. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.
8. To approve the appointment of Tom Thornley as an Independent (Non-Executive) Director of Independence Matters CIC.

11.7 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 of the report summarises the revenue outturn position, including:

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

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

- Treasury management
- Payment performance and debt recovery.
-

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

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

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

11.8 Alternative Options

To deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been identified to fund the expenditure, apart from the funding noted in Appendix 3 of the report.

12 Notifications of Exemptions Under Contract Standing Orders

- 12.1.1 Cabinet received the report setting out exemptions to standing orders granted for the award of contracts valued in excess of £250,000, which are required to be reported to Cabinet.
- 12.1.2 The Cabinet Member for Finance introduced the report to Cabinet:
 - The exemption detailed in the report related to a contract with Norfolk community foundation to explore funding for small and medium organisations to deliver prevention and mental wellbeing interventions in the community.
 - The Cabinet Member for Finance moved the recommendations as set out in the report.

- 12.2 Cabinet **RESOLVED** as required by paragraph 10.b of Contract Standing Orders, to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement and Director of Governance in consultation with the Leader of the Council.
- 13. Reports of the Cabinet Member and Officer Delegated Decisions made since the last Cabinet meeting**
- 13.1 Cabinet **RESOLVED** to **note** the Delegated Decisions made since the last Cabinet meeting

The meeting ended at 11:02

Chairman of Cabinet

	Local Member Issues/Questions
7.1	<p>Question from Cllr Alexandra Kemp Is NCC is about to repeat its historic mistake of signing a major contract that leaves Council open to financial risk? Cabinet's delegated decision of 22 August approved the purchase of the old Argos shop for a replacement Library in King's Lynn before due diligence is complete. The report says "vendor is in administration and being managed by receivers who do not know the property well. They have been unable to answer many of the standard legal enquiries and this creates additional risk for NCC". NCC could purchase property, in an area of abnormal ground conditions, that is not fit for purpose.</p> <p>Response from the Cabinet Member for Commercial Services and Asset Management Cllr Kemp's question is misleading as it has not provided the full quote, as the report goes on to say</p> <p>"However, given the nature of the property and NCC's proposed redevelopment and use, this is not considered to create a material risk."</p> <p>NCC are seeking to retain the building's sub and super structure, demolishing the exterior façade and therefore will not be undertaking ground works.</p> <p>CPSEs are a standard legal document, best used for new occupiers of an existing occupied building and therefore a risk-based approach is taken, when there are fundamental refurbishment works to be undertaken.</p> <p>The new library will provide a fantastic facility for Kings Lynn residents, delivering a number of social and environmental benefits; as well as providing a modern library and adult learning facility within the heart of the town.</p> <p>Second Question from Cllr Alexandra Kemp Council's Strategic Priorities include HEALTHY, FULFILLING AND INDEPENDENT LIVES and • STRONG, ENGAGED AND INCLUSIVE COMMUNITIES. My visits to the Clenchwarton, West Lynn, South Lynn and West Winch stops, show the Mobile Library Service is a community lifeline, especially for families, and older and disabled residents who cannot drive or use tablets – there are Large Print Books, Talking Books for the Visually Impaired, Assistive Technology, Warm and Well Packs, Blue Badges forms, leaflets about Health Checks. The Librarian looks out for vulnerable residents and can be the only person they see all week. Can Cabinet withdraw its planned £200,000 cut to the £422,000 service budget and expand the service's remit?</p> <p>Response from the Cabinet Member for Communities and Partnerships A public consultation on the mobile library service is underway. We will be carefully reviewing the feedback from the consultation to help us to develop a proposed way forward for the service. It would be premature of me to comment any further as the public consultation has not closed yet.</p> <p>If you have not done so already, I would encourage you to submit your views as part of the consultation so that they can be taken into account.</p>

7.2	<p>Question from Cllr Paul Neale</p> <p>The internal auditors 2021/22 report highlighted several suspected frauds and three cases of unauthorized access to databases by council staff. These data breaches resulted in one resignation after investigation, another resignation before undergoing investigation and a third resulting in sanctions. Random sampling is usually done in auditing, then when concerns come to light, they drill down further on those particular issues which means that only a percentage of possible wrongs come to light. Could the cabinet member confirm that only random sampling has taken place and if so, what is planned to widen the scope of auditors to reassure us that there are not others in the closet missed.</p> <p>Response from the Cabinet Member for Finance</p> <p>We cannot comment on individual cases. Where relevant some Council employees are allowed access to third party databases under strict rules to protect the information from misuse or inappropriate access. Full training is provided on the rules, what is expected of those that use the system and what the consequences of any breaches can be. Those systems often have security features that flag when inappropriate access has been attempted or taken place. Two types of check are performed by the third party, one automatic the other random, which we consider is sufficient. The automatic check covers the employee, their family or close links. The other check is a frequent direct (real-time) random request to a system user to ask for details and justification for accessing that record. The access justification is then passed to a manager to review and then compared to a report from the third party. The Council is notified of any incidents and we investigate them fully, as per our internal disciplinary procedures. Once the investigation is complete a decision is made whether further steps are appropriate and the outcome is reported back to the third party. The third party may apply a sanction themselves such as suspending access temporarily or permanently for a particular user. It is worth noting that the reported cases did not relate to fraud concerns.</p> <p>Second Question from Cllr Paul Neale</p> <p>Commenting on the sale of Norwich Airport Industrial Estate, Cllr Peck stated that the sale would help “deliver a sustainable future for existing and new businesses.” Considering that we are in a climate emergency, with wildfires at the fringe of the airport estate just a few weeks ago, can Cllr Peck confirm whether the capital receipts from the sale will be ring fenced for investment to decarbonise Norfolk, and not for the carbon-intensive Western Link?</p> <p>Response from the Cabinet Member for Commercial Services for Asset Management</p> <p>As Cllr Neale will be aware, Norfolk County Council does not normally ring-fence receipts, rather they fund our overall capital programme.</p> <p>This funds a number of priorities as set out in the Council’s Capital Strategy and fund investment into a number of areas.</p> <p>Cllr Jamieson, as the Cabinet Member for Finance has set out the priorities for Capital spend in some detail to both Cabinet, Scrutiny, and Full Council – addressing specifically the work NCC is doing around the environment.</p>
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7.3

Question from Cllr Brenda Jones

How many care homes closures in Norfolk is the council planning for over the winter period and what emergency arrangements are in place to ensure any displaced residents are kept safe?

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

Thank you for your question.

As you are aware Care Homes are independently owned and run businesses, they are not run by Norfolk County Council. However, the Council does monitor risks across the sector and works collaboratively with providers where viability concerns are raised. The monitoring of risk within the Residential and Nursing Care market is supported by a Provider Risk dashboard, which takes into account key information to help understand the challenges providers are facing. This information is then reviewed by a multi-disciplinary group of officers, from across Commissioning, Procurement, Market Development and the Integrated Quality Service.

The current challenges around occupancy, workforce and costs are increasing the business risks for care providers. We are aiming to support the private providers by to commission care home energy assessors to help identify any opportunities to reduce energy usage. To help mitigate financial risks, the Council undertakes an annual review of price uplifts each year and for older people residential and nursing conducted a cost of care exercise, which helped set the fee rates in April this year. Quality of provision is another key factor and the Integrated Quality Service works with providers to help support and sustain care quality improvement. Where planned closures are notified to the council we try and work closely with providers, individuals and their families to identify alternative care and support people with moves. Normally, there is a reasonable notice period ahead of any closure and people will be able to make a considered choice. Occasionally there are emergency arrangements required where care cannot be delivered safely, and additional staff or temporary management support may be put in place to manage the transition to alternative care provision.

Second Question from Cllr Brenda Jones

Non residential care services are experiencing a sharp rise in fuel costs on top of staffing vacancy pressures and rising levels of need. What steps are the council providing to protect people from care breakdown, support care services, oversee the risks of rising costs, and provide political oversight so that all members can be kept informed?

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

Thank you for your question.

As you will know because it has been discussed in Full Council, the Council responded to the immediate fuel cost rises experienced in early spring with any further increase in the home care hourly rates, on top of the planned annual uplift. As with all councils, we have been undertaking a fair cost of care exercise with the domiciliary care market, which will be reported to members within the Council's market sustainability plan and as part of the preparations towards social care reform.

	<p>NCC is working closely with the Integrated Care Board (ICB) to explore options to help increase care capacity. Over the last year Norfolk First Response reablement service has helped provide continuity of care, where care has ceased and alternative provision has not been readily available. Clearly this has reduced capacity for reablement and additional actions are being put in place this winter to strengthen this service. Brokerage sourcing and commissioning teams are regularly in contact with providers discussing capacity and risks, these are reported to internal capacity updates and director oversight meetings. You will also know that we already regularly report provider risks to Members as part of the Performance Review Panel and People and Communities Select Committee.</p>
7.4	<p>Question from Cllr Chrissie Rumsby Who has been contracted to supply grab and go bags available from libraries and what are their profit margins on the packs?</p> <p>Response from the Cabinet Member for Communities and Partnerships There is no contract. Libraries staff have worked hard to source supplies direct from wholesalers and put bags together on site to ensure we can get the best value possible.</p>
7.5	<p>Question from Cllr Julie Brociek-Coulton A response to a cabinet question about the state of verges, flower beds and roundabouts in the city referred only to verges and money to the city council for work in the inner areas of the city. Will he now explain why roundabouts, flower beds, and verges outside the central areas of Norwich are being so badly neglected?</p> <p>Response from the Cabinet Member for Highways, Infrastructure and Transport Countywide, highway verges are the responsibility of the County Council.</p> <p>Planting schemes within verges such as flower beds usually are the responsibility of the local Borough, District or City Council.</p> <p>Grass cutting on all urban highway verges and roundabouts is the responsibility of the County Council and if there are specific issues to highlight at certain locations, please can you make your local highways team aware. In these areas, there is always a balance to achieve between highway safety and environmental benefits</p>
7.6	<p>Question from Cllr Emma Corlett Small businesses, arts and charitable organisations are facing uncapped fuel price increases that may drive them under. What support should the government provide to help them and what can the council do to help?</p> <p>Response from the Cabinet Member for Growing the Economy Businesses have lobbied hard for support with their energy bills, and both candidates for prime minister are considering the measures they will announce, if successful. The support the Council can provide is, in conjunction with partners such as the LEP, to signpost organisations to any support that the government introduces, through our websites and Growth Hub business advisers.</p>

7.7	<p>Question from Cllr Terry Jermy In the last two years heating oil has trebled in price. Many Norfolk residents particularly in rural areas rely on oil for heating. What steps is the council taking to ensure they are not overlooked when support is considered for those experiencing huge increases in gas and electricity prices?</p> <p>Response from the Cabinet Member for Growing the Economy The County Council has developed a comprehensive hardship offer, making full use of the Household Support Grant provided by central government, as well as allocating additional funding locally. The Norfolk Assistance Scheme is able to provide help with energy costs and we have worked proactively with partners in the public and voluntary sector to identify need and target support</p> <p>I appreciate that many residents, particularly in rural areas, rely on heating oil as their main heating source, and I am aware that there have been significant increases in heating oil prices, as there has been with electricity and gas prices. We remain committed to supporting those who face financial hardship through our Norfolk Assistance Scheme and we continue to work with colleagues in the voluntary and community sector to enable people to access the various support and guidance available.</p>
7.8	<p>Question from Cllr Steffan Aquarone Please answer this question from last month with the information that you were asked to provide - Can you tell us of your analysis of by how much social isolation will be increased by a substantial reduction in mobile library routes and how much in additional costs this is likely to cost Adult Social Care?</p> <p>Response from the Cabinet Member for Communities and Partnerships A public consultation on the mobile library service is underway. We will be carefully reviewing the feedback from the consultation to help us to develop a proposed way forward for the service. It would be premature of me to comment any further as the public consultation is not yet finished.</p> <p>To repeat what I said to you last month, Norfolk Library Service is committed to reducing social isolation in the county and has been a national leader in developing offers like “just a cuppa” within branch libraries.</p>
7.9	<p>Question from Cllr Rob Colwell Please answer this question from last month with the information that you were asked to provide - If the energy costs reach the anticipated levels that are predicted in the national press with the average bill cost potentially hitting £5,300 in April how many people are you anticipating will be pushed into poverty and severe poverty in Norfolk as a result of these increases?</p> <p>Response from the Leader and Cabinet Member for Governance and Strategy Thank you for your question. I would reiterate my response from the last cabinet meeting that NCC are working hard to support residents who face the possibility of</p>

	<p>not being able to pay their food and energy bills, especially with winter on the horizon. I would also emphasise that NCC is working on developing further measures to help support those who need assistance with cost of living to avoid people falling into poverty and severe poverty and will do all we can in conjunction with help given so far from government and hopefully more to come in the future.</p> <p>NCC has and continues to develop a comprehensive hardship offer, making full use of the Household Support Grant provided by central government, as well as allocating additional funding locally. The Norfolk Assistance Scheme is able to provide help with energy costs and we have worked proactively with partners public and voluntary sector to identify need and target support</p>
7.10	<p>Question from Cllr Lucy Shires</p> <p>We are hearing howls of complaints from officers about how poor myOracle is functioning with staff not being paid the right amount or even not being paid at all. Please confirm exactly how much it has cost the council to implement the myOracle system so far and what further payments there will be to right all the problems?</p> <p>Response from the Cabinet Member for Innovation, Transformation and Performance</p> <p>The MyOracle programme is a major transformation that not only looks to replace our HR/Payroll, Finance, Budgeting and Procurement software but will also introduce significant new ways of working including Employee, Manager and Customer self service. Over the period of the long term contract efficiencies and savings will be achieved with these new ways of working. There have been challenges with some elements of the implementation and the teams responsible for these services have worked incredibly hard together to resolve matters as quickly as they could. Progress has continued to be made in improving these services and reducing issues on a month by month basis and steps continue to be made to improve the use of the technology across the organisation. We are clearly sorry for the impact that this has had to those who have suffered difficulties during this time and want to make it clear we are committed to continually improve how we operate the system.</p> <p>This programme has been a large investment for the organisation which will deliver significant improvements to service over the coming years. The overall programme had a budget of £19.5m which includes ongoing support and development through to the financial year 2024/25. At this point in time £17m has been spent on the system and its implementation.</p> <p>Second Question from Cllr Lucy Shires</p> <p>I would welcome your support for using the Libraries as warm hubs during this winter and would encourage you to make sure that this is a key part of the council's new cost of living scheme?</p> <p>Response from the Cabinet Member for Communities and Partnerships</p> <p>I agree that Libraries can offer a warm place for people to meet, learn, read, get support and many other things; the service will continue to be 'Warm and Welcome'. We have already extended the opening hours for libraries by putting in place Open Library technology that enables library users to access the building for longer periods of time, including evenings, weekends and when not staffed.</p>

	<p>We of course welcome any residents into libraries during the colder winter period. As well as offering warm spaces, we are extending our provision of hot drinks and provide bags of essential items 'To Go'. There are also many opportunities to use the library facilities, learn and get involved in community activities whilst there. I would encourage residents to sign up for Open Library access (anyone over the age of 16 can sign up and families can come in together).</p>
7.11	<p>Question from Cllr Tim Adams Can the portfolio holder for finance inform me of the Conservative's plan to lower the level of debt that Norfolk County Council has to an acceptable amount?</p> <p>Response from the Cabinet Member for Finance I do not accept the premise of the question that the County Council's level of debt is unsustainable. The level of debt will continue to be reviewed as part of the budget setting process to ensure that there is investment in the council's services and the servicing of the debt remains affordable.</p>
7.12	<p>Question from Cllr Brian Watkins Is the provision in the budget for the council's energy costs and the pay award for its staff sufficient as both are expected to be higher than originally budgeted for due to the country's financial crisis?</p> <p>Response from the Cabinet Member for Finance Some inflationary pressures are currently higher than those provided for in the 2022-23 budget. These will be managed in the first instance by savings or one-off use of departmental reserves in 2022-23. The additional inflationary pressures will be reflected in the 2023-24 budget as part of the Medium-Term Financial Strategy.</p>
7.13	<p>Question from Cllr Sharon Blundell It is starting to look as if the council's improvement in performance in getting education, health and care plans completed within statutory timescales has now stalled. Whilst the council's performance is now closer to the national average it will need at least another 30% of improvement to meet its 90% target. Do you consider that a further increase in resources is needed for the council to meet this stated target?</p> <p>Response from the Cabinet Member for Children's Services We continue to work hard to improve our EHCP processes to increase performance, particularly in light of a rising level of demand. An additional 5 EHC Coordinators have been secured for the next year.</p>
7.14	<p>Question from Cllr Ben Price At a recent councillor briefing, councillors were informed that Norfolk was likely to run out of water between 2030 and 2040. Supply would be met through demand reduction (25%), piping in water from elsewhere, new reservoirs, and energy-intensive desalination plants. Anglian Water is currently losing 180 million litres of water a day due to poorly maintained infrastructure. Last year, its Chief Executive earned £1.3 million, and paid out £93 to its shareholders. Does the Cabinet Member agree that privatisation of water has failed, that it is putting water sustainability in Norfolk at risk, and that the solution is for the government to renationalise this precious commodity and natural monopoly?</p>

	<p>Response from the Cabinet Member for Environment and Waste Anglian Water is required by Government to publish its water management plans on a five-year cycle. With regulatory oversight provided by Ofwat, Anglian Water's proposed strategy outlines plans which aim to ensure water security for homes and businesses until 2050. This strategy recognises known risks and offers a range of costed measures to ensure we know the means by which water security is maintained. This is an open and transparent process involving consultation with all interested stakeholders.</p> <p>Second Question from Cllr Ben Price The UK's average land temperatures have risen by around 1.2C from pre-industrial levels, UK sea levels have risen by 16cm since 1900 and episodes of extreme heat are becoming more frequent. Only this summer we have seen temperatures exceed 40 degrees. Norfolk residents need to see NCC taking their public safety responsibilities seriously. Will the cabinet member agree to set up a working group with partners to develop a Hot Weather Plan for Norfolk?</p> <p>Response from the Cabinet Member for Environment and Waste The County Council's response to the hot weather is being addressed through those NCC Services directly involved with this work, including Norfolk Fire & Rescue Service, and also through the work of the Norfolk Resilience Forum.</p> <p>Our broader actions in terms of climate change have been recently reported to Cabinet and are also being addressed through the development of a Norfolk Climate Action Plan which the County Council will be developing in partnership with all the members of the Norfolk Climate Change Partnership (NCCP).</p>
7.15	<p>Question from Cllr Jamie Osborn Since the Conservatives took power in 2010, energy bills are up nearly 200%, council tax is up 31% and food prices are up 36%. Meanwhile, local government pay is down 27.5%.</p> <p>Rocketing inflation of up to 18% is only going to make this worse. Norfolk County Branch of Unison is campaigning against the local government pay offer for this year as it would yet again be a real-terms pay cut for frontline workers.</p> <p>Does the county council accept that another real terms pay cut for essential workers is unacceptable?</p> <p>Response from the Leader and Cabinet Member for Strategy and Governance The pay and terms and conditions of local government services' staff is determined by the National Joint Council (NJC) for Local Government Services.</p> <p>For 2022-23 the National Employers have made a one year offer of £1,925 increase on all NJC pay points which is currently being considered by the trade unions and their members.</p> <p>A balance has to be found between increasing pay and the ability of local government to accommodate the additional cost when balancing the budget and the impact on council taxpayers. If there is insufficient funding available to meet a pay increase, this is likely to come at a cost of jobs or service provision.</p>

Second Question from Cllr Jamie Osborn

Businesses from corner shops and chippies to manufacturers are warning they may have to close due to energy bills tripling, including in my division.

The Conservatives are failing small businesses. What action are you taking to help businesses, especially SMEs, reduce their energy bills? For example, I have previously called for a retrofit taskforce to help cut bills through insulation (the fastest way of cutting bills) and installing renewable energy.

Response from the Cabinet Member for Growing the Economy

We are working with the networks who support businesses, such as the Chamber, Federation of Small Businesses and New Anglia Local Enterprise Partnership, to look at solutions, including within the supply chain. As mentioned earlier, we, and our partners, will signpost organisations to any support that the government introduces, through our websites and Growth Hub business advisers.

Longer term, as part of the Council's Green Skills approach, we are exploring a strategic partnership with The Retrofit Academy (TRA). In partnership with ourselves, TRA will draw together and manage the Norfolk Retrofit Training Consortium. The consortium will include employers, contractors and training providers, and will deliver a training development plan, to meet the demand for retrofit interventions.

More broadly, we are supporting the development of renewable energy, through our partnership with Great Yarmouth Borough Council, to build the Operations & Maintenance campus for the offshore wind sector, at Great Yarmouth.

Cabinet

Item No: 8

Report Title: Norfolk Fire and Rescue Service Statement of Assurance 2021/22

Date of Meeting: 3 October 2022

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

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: 26 January 2022

Executive Summary / Introduction from Cabinet Member

Fire and Rescue Authorities are accountable for their performance and they should be open to evaluation by the communities they serve. Information on their performance should be accessible, robust, fit-for-purpose and accurately report on effectiveness and value for money.

One of the principal aims of the statement of assurance is to provide an accessible way in which communities, Government, local authorities and other partners may make a valid assessment of their local Fire and Rescue Authority's performance.

The information provided within the draft statement is clear, accessible, and user-friendly and, where information is provided in existing documents, extracts and links to these documents have been included.

The annual statement must provide assurances on **financial, governance and operational** matters for the previous year and show how the service has had due regard to the expectations set out in their Community Risk Management Plan (previously [Integrated Risk Management Plan \(IRMP\)](#)) and the requirements included in the [Fire and Rescue National Framework 2018](#). This statement of assurance provides a retrospective view and covers the period from April 2021 to

March 2022, but has been updated to reflect the now public HMI report and recent appointment of the new Director of Norfolk Fire and Rescue (Chief Fire Officer).

Recommendations:

- 1. Note the assurances that financial, governance and operational management of Norfolk Fire and Rescue Service meet statutory requirements.**
- 2. Consider and approve the Norfolk Fire and Rescue Service Statement of Assurance 2021/22. (Appendix A).**

1. Background and Purpose

- 1.1. Under the Fire and Rescue Service National Framework 2018, Fire and Rescue Authorities must provide annual assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in their Integrated Risk Management Plan (IRMP) and the requirements included in the Framework.
- 1.2. To provide the assurance, Fire and Rescue Authorities must publish an annual statement of assurance.
- 1.3. The Norfolk Fire and Rescue Authority Statement of Assurance 2021/22 (Appendix A) has been devised as a short, accessible summary document that draws together a wide range of information on performance, finance, governance and planning that is already in the public domain. Rather than reproduce all of this material, internet links are provided to previously published documents.

2. Proposal

- 2.1. There is 'light touch' guidance on what Statements of Assurance should cover with authorities able to judge for themselves on what to include according to local need and circumstance. However, there is an expectation that it should include:
 - Financial information
 - Governance arrangements
 - Operational matters
 - Future improvements
- 2.2. The Statement of Assurance, as attached in Appendix A, outlines detail against these four areas to provide requirements under the FRS National Framework.

- 2.3. There is no requirement for the statement to be subject to internal or external consultation, but it should be published and widely available.

3. Impact of the Proposal

- 3.1. The information supplied will be in the public interest and outlines the performance of Norfolk Fire and Rescue Service. The Norfolk Fire and Rescue Service and the Fire Authority can be held to account against the performance data supplied.

4. Evidence and Reasons for Decision

- 4.1. It is a legal requirement to publish an annual Statement of Assurance. The format and content is for the Fire Authority to agree.

5. Alternative Options

- 5.1. It is a legal requirement to publish this document, therefore, there is no viable alternative.

6. Financial Implications

- 6.1. No financial implications.

7. Resource Implications

- 7.1 Staff:**
None.

- 7.2 Property:**
None.

- 7.3 IT:**
None.

8. Other Implications

- 8.1 Legal Implications:**
None.

- 8.2 Human Rights Implications:**
None.

- 8.3 Equality Impact Assessment (EqIA) (this must be included):**
Not required.

8.4 Data Protection Impact Assessments (DPIA):

Not required.

8.5 Health and Safety implications (where appropriate):

Not required.

8.6 Sustainability implications (where appropriate):

None.

8.7 Any Other Implications:

None.

9. Risk Implications / Assessment

9.1 None.

10. Select Committee Comments

N/A

11. Recommendations

1. To Note the assurances that financial, governance and operational management of Norfolk Fire and Rescue Service meet statutory requirements.
2. Consider and approve the Norfolk Fire and Rescue Authority Statement of Assurance 2021/22. (Appendix A).

12. Background Papers

12.1. Appendix A - Norfolk Fire and Rescue Authority Statement of Assurance 2021/22.

Officer Contact

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

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Email: Austin.goreham@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 Fire & Rescue Service



Statement of Assurance

2021/22

Chief Fire Officer (Interim)
Tim Edwards
August 2022





INTRODUCTION

PURPOSE

Fire and Rescue Authorities must provide both local communities and the Government with an annual statement of assurance on financial, governance and operational matters. This means that Norfolk Fire and Rescue Service (NFRS) must demonstrate that it is doing what the Government expects of it, as laid down in the [Fire and Rescue National Framework for England](#), and that it is delivering the local Community Risk Management Plan (CRMP) formerly known as the Integrated Risk Management Plan (IRMP). The National Framework was last updated in 2020.


This statement of assurance covers the period April 2021 to March 2022.

NORFOLK'S CONTEXT

In Norfolk, the Fire and Rescue Authority is Norfolk County Council which governs and operates the Fire and Rescue Service as a service in the council's Community and Environmental Services Directorate. Our Director of Fire and Rescue (Chief Fire Officer) is a member of the Departmental Management Team with the responsibility for the Fire and Rescue Service.

The type of fire and rescue service that is operated is influenced by the nature of the area in which it works, for Norfolk this includes:

- Increasing and ageing population
- Fifth largest county in England
- Second most rural county with one of the lowest population densities in England
- Relatively flat county prone to flooding and coastal tidal surges
- Changing emergency call profile - as well as fires we also attend a wide variety of incidents like rescues from water and road traffic collisions
- Norfolk's ethnic make-up is characterised by a predominantly White English, Welsh, Scottish, Northern Irish, British or Irish population (92.9%). (A further 0.1% are Gypsy/Irish Travellers and 3.5% Other White.)
- The proportion of people with an ethnic group other than White is 3.5%, and this varies from 1.4% in North Norfolk to 9.2% in Norwich.
- There are around 160 languages spoken in Norfolk. English is not the first language of around 12,400 school children in the county.
- Norfolk's population could rise by an estimated 60,600 over the period to 2028 - this is an increase of 6.7%. Norfolk's population is projected to exceed one million by 2036.



907,800 population
24.5% aged over 65



90 miles of coastline
250 miles of navigable inland waterways



6,256 miles of roads



More than 50% of the population live in "Urban" areas



93% (approx.)
land area rural

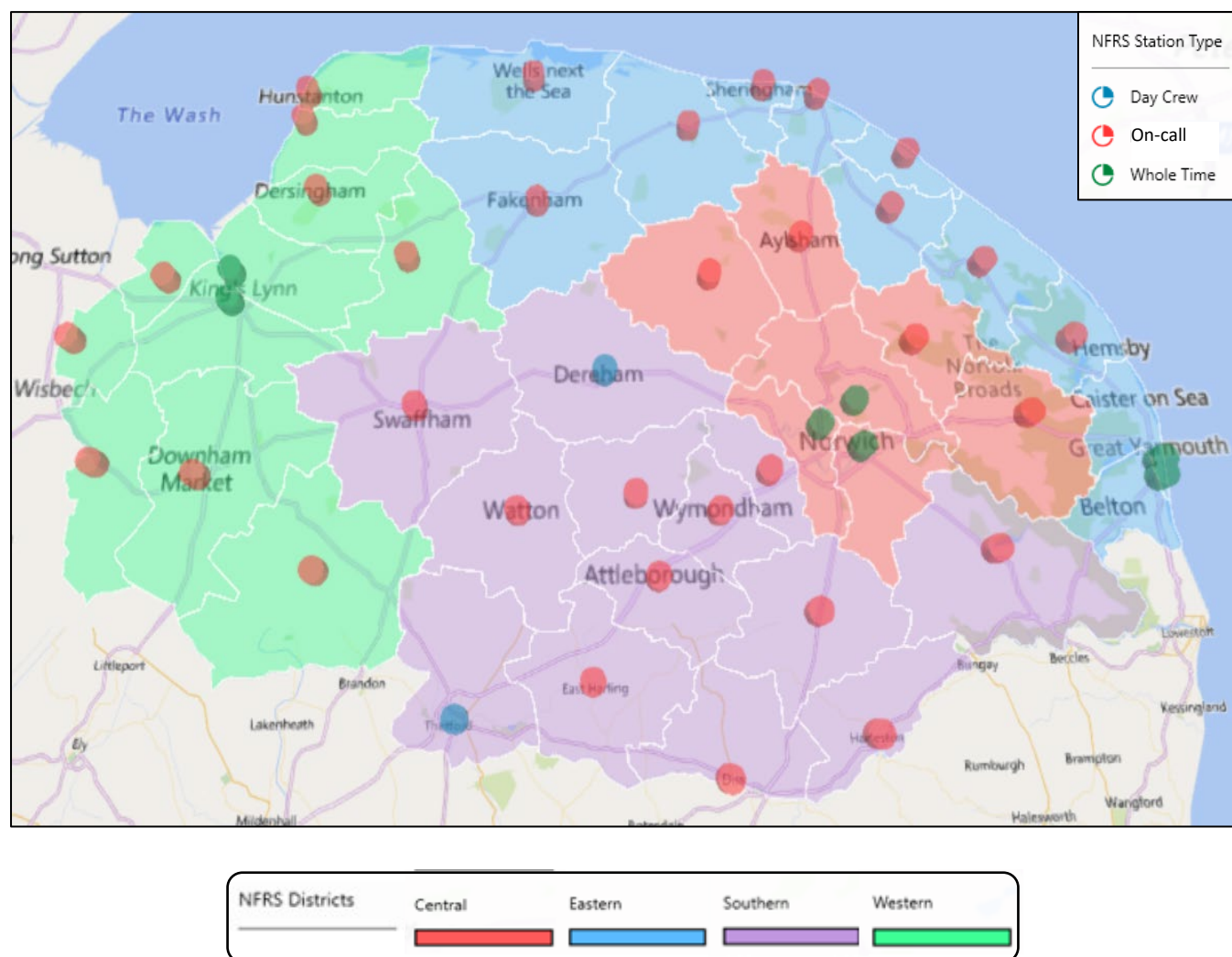
An extensive profile of Norfolk can be found in [Norfolk's Story](#).

NORFOLK FIRE AND RESCUE SERVICE RESOURCES

There are 42 fire stations across the county. Carrow and Sprowston in Norwich, and King's Lynn South are wholtime stations crewed by firefighters 24/7. Four stations have a mix of wholtime and on-call firefighters (Earlham, Great Yarmouth, Gorleston and King's Lynn North), two stations have a mix of Day Crew and on-call firefighters (Dereham and Thetford) and 33 stations are crewed by on-call firefighters in market towns and villages. On-call firefighters are staff whose main job is outside the Fire and Rescue Service, but they are available on-call to respond to emergencies in their area.



SCOPE OF RESPONSIBILITY



The service has a variety of fire engines to tackle a range of different emergencies. For example, Heavy Rescue Pumps (HRPs) are equipped to respond to road traffic collisions and Technical Rescue Units (TRUs) attend water rescue and large animal rescue incidents. The off-road 4x4 fire engines are used for flooding incidents, heathland/forest fires, firefighting and rescues at height.

Our fleet of specialist vehicles also includes, four Heavy Rescue Pumps, two Environmental Protection Units (EPUs), an Incident Command Vehicle, two Water / Foam Carriers (WFCs), three Aerial Ladder Platforms (ALPs), 5 Wildfire Water Misting Units, two Drones, a High-Volume Pumping (HVP) Unit, four Water Rescue / Animal Rescue units, a Mass Decontamination Unit and driver training vehicles. The Service also hosts a team of Urban Search and Rescue (USAR) personnel and vehicles that are trained to respond to national, regional or major incidents, including a search and rescue K9 Unit. This specialist team make up a national response capability, who can also respond to a terrorist threat should such an incident occur.



Firefighters

**261 Wholtime
339 On-Call**



**57 Support
12 School Crossing**



26 Control

**Employee full time
equivalent at end of
March 2021**



OUR VISION AND MISSION

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

Our mission is to make Norfolk a safer place through:

PREVENTING

fires and other
emergencies

PROTECTING

people, buildings
and the environment

RESPONDING

to fires and other emergencies
when they arise

We will deliver our vision by...



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



Supporting our
communities to
reduce risk by
educating and
advising them



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



Supporting our
communities to
reduce risk by
educating and
advising them

We will support Norfolk by...

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

Our priorities and action will be driven by...

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

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



IRMP

Integrated Risk Management Plan (IRMP)



The IRMP20-22 set out the risks and issues Norfolk Fire and Rescue Service needed to respond to over the three years from 2020 to 2022 and how it will do it. The IRMP is the single most important document for the Fire and Rescue Service as it shows what the Service will be doing and why. It is also one of the means by which the public can hold the Service to account. We are currently continuing the process of drafting, engaging and will be consulting on the Community Risk Management Plan 2023-26 (CRMP - the new name for IRMP).

Our current [IRMP 2020-2023](#) was approved in January 2020. NFRS will be engaging internally and externally through 2022 and then consulting on a draft CRMP 2023-2026 plan from October 2022 to December 2022 (through a Member Reference Group and public consultation) and will consider all responses received. Elected members will then make decisions about which proposals to adopt and we will look to publish our new CRMP 2023-2026 in the spring of 2023.

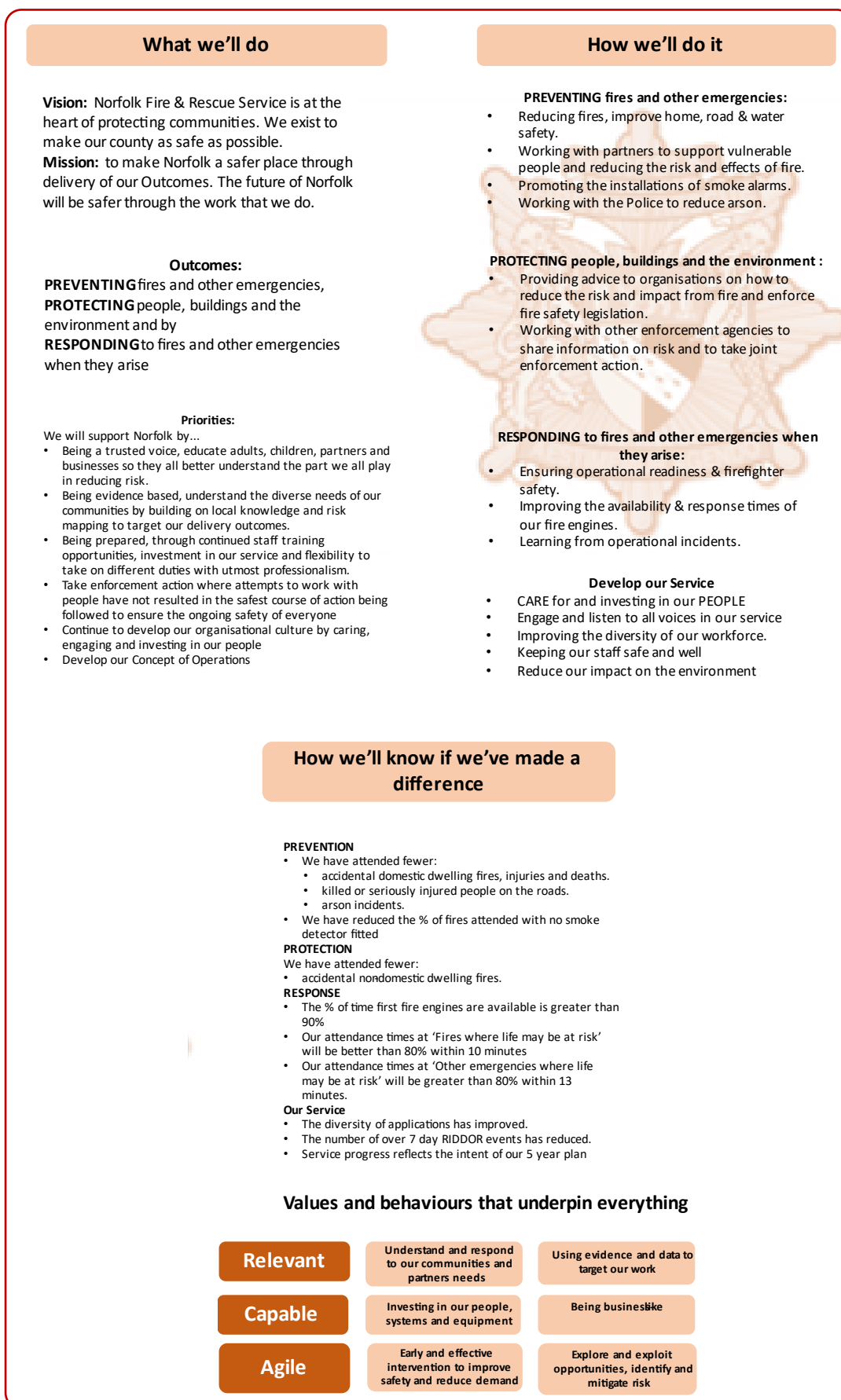
Collaborative working

We have an established record of working in partnership to deliver effective and efficient services. This includes:

- Fulfilling our duties outlined in the Civil Contingencies Act 2004 by working as part of the Norfolk Resilience Forum (NRF) to maintain and develop Norfolk's Community Risk Register, plan the response to major incidents and emergencies in the county, and carry out Multi-Agency training exercises as part of the preparation of an effective response.
- Participating in over the border mutual aid agreements via the National Resilience Programme, which shares specialist response assets across the country. Alongside these wider arrangements, we have local agreements in place with neighbouring fire and rescue services (Lincolnshire, Cambridgeshire and Suffolk) to ensure the fastest response to emergency calls and to share specialist assets.
- Working with other Fire and Rescues Services to improve interoperability. We are part of the East Coast and Hertfordshire Control Room Consortium, a group of fire and rescue services that are working together to standardise control room practices so that we can support each other in the event of major incidents. We make use of national operational and tactical guidance. We will be changing our communication systems as part of the national emergency services mobile communications programme (ESMCP).
- Increasing our collaboration with other emergency services. Our shared Communication and Control Room with Norfolk Constabulary allows us to share information directly with our emergency service partners. We can also share operational intelligence and information on a daily basis directly between the two organisations. Managers are able to quickly offer advice and support to each other and share joint situational awareness with immediate effect due to working in the same building. Further evidence of our collaborative work can be found in the annual [Police and Fire Collaboration Report](#).



Our “Plan on a Page” summarises our service delivery model. For 2021/22 it was:





COVID RESPONSE

Our last Statement of Assurance 2020-21 detailed Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS) inspection findings of our response to the COVID-19 pandemic. We continued to respond strongly through 2021-22:

PREVENTION

- We continued to provide prevention (and protection) activities using a risk-based approach in line with NFCC guidance.
- We maintained our new way of assessing the risks for vulnerable people in the community and continued to target individuals identified as being at an increased risk from fire, including those at increased risk as a result of the pandemic.
- We continued offering face to face safe and well visits on a risk-assessed basis and provided staff with suitable personal protective equipment (PPE) to do so.

PROTECTION

- We reviewed premises risk assessments, recognising the risk to the public from fire can increase as businesses and other premises change their working environments in response to the COVID-19 pandemic.
- We continued to respond to complaints and to issue alteration notices, enforcement notices and prohibition notices. We also continued responding to statutory building control consultations.
- We continued to engage with those responsible for fire safety in high-risk premises with cladding.

RESPONSE

- The overall availability of crewed fire engines declined during the latter phase of the pandemic, due to the increased number of staff absent through isolation or illness. Our average availability for the year was 79.7% against the previous year average of 90.2%.
- Our average response time to fires improved in 2021-22 compared to 2020-21.
- We had good arrangements in place to make sure that our control room had enough staff during the pandemic.

PEOPLE

- Staff wellbeing was a clear priority for the service during the pandemic. We proactively identified wellbeing problems and responded to any concerns and further needs.
- Senior leaders actively promoted wellbeing services and encouraged staff to discuss any worries they had.
- Staff could access services to support their mental wellbeing if needed.
- Staff most at risk of COVID-19 were identified effectively, including those from an ethnically diverse background and those with underlying health problems.



STATEMENT OF ASSURANCE

- We made sure that firefighters were competent to do their work during the pandemic. This included keeping up to date with mandatory firefighter fitness requirements.
- We updated the way we dealt with staff absences to help it better manage staff wellbeing and health and safety and make more effective decisions on how to allocate work.

LOGISTICS

- We assessed the risks of new work to make sure staff had the skills and equipment needed to work safely and effectively
- We provided our workforce with suitable PPE on time. We participated in the national fire sector scheme to procure PPE, which allowed us to achieve value for money.
- We made robust and realistic calculations of the extra costs faced during the pandemic. Where possible, we exploited opportunities to make savings and used them to mitigate the financial risks we had identified. We fully understand the effect this will have on our previously agreed budget and anticipated savings.

PLANNING

- In line with good governance, our service had a pandemic flu plan and business continuity plans in place, which were in date. These plans were activated and regularly reviewed to reflect the changing situation and our learning during the pandemic. We produced and implemented a COVID-specific 'concept of operations' which guided our organisational response.
- We continued to provide core statutory functions throughout the pandemic, in line with advice from the National Fire Chiefs Council (NFCC).
- Good practice of issuing of guidance across the frameworks to inform staff on how to deliver during the pandemic.
- The service provided regular and relevant communication to all staff during the COVID-19 pandemic.

ADDITIONAL ACTIVITIES & COLLABORATIVE WORKING

- We were an active member of the Norfolk Resilience Forum (NRF) during the pandemic. As part of the NRF's response to COVID-19, our service was a member of the strategic co-ordinating group, tactical co-ordinating group, Multi-Agency Fusion group, PPE distribution group, and communities and vulnerable group. The service was able to allocate suitably qualified staff to participate in these groups without affecting its core duties.
- The fire and rescue authority chair and the service maintained a constructive relationship. The service regularly updated the fire and rescue authority, including through weekly reports to the chair.

AGILE & ADAPTABLE

- We changed how we operated during the pandemic. We continued using smarter, flexible working arrangements and virtual communication platforms.
- We could quickly implement changes to how we operate. This allowed our staff to work flexibly and efficiently during the pandemic.



- Our senior leaders had positive feedback from staff on how they were engaged with during the pandemic. As a result, the service has adopted these changes into our usual procedures and reviews how they can be developed further to help promote a sustainable change to our working culture.
- The service had enough resources available to respond to the level of demand during the COVID-19 pandemic and to re-allocate resources where necessary to support the work of its partner organisations.
- Arrangements put in place to monitor staff performance across the service were effective. This meant the service could be sure its staff were making the best contribution that they reasonably could during this period.
- As well as performing their statutory functions, wholetime and on-call firefighters undertook extra activities, including those under the tripartite agreement.



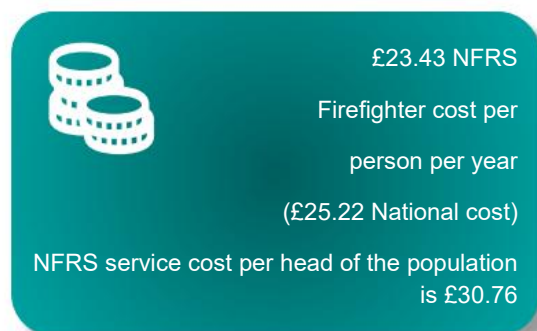


FINANCIAL ASSURANCE

NFRS Budget & Financial Management

NFRS operates on a revenue budget which in 2021/22 was £28.1 million net, 6.4% of the Council's overall net revenue budget. This equates to £30.76 (£31.29 2020/21) per head of population including capital charges, £28.17 (£28.46 2020/21) per head excluding capital charges.

The service has an approved capital programme of £21.5m over 3 years, 21/22 £1.3m, 22/23 £14.1m and 23/24 £6m, with the largest spend relating to fire appliances to be phased in over 22/23.



Financial Management

The Council's [Constitution](#) sets out the Council's decision-making framework, including delegation arrangements. The Constitution includes Contract Standing Orders and Financial Regulations which set out how decisions are made and the procedures to be followed. Updated Financial Regulations were approved by Cabinet in April 2019. All Responsible Budget Officers/ Management of NFRS are made fully aware of their duties with checks and oversight by the Fire Services Procurement Manager and Finance Officer.

The County Council is legally required to provide an annual report, the Statement of Accounts, on how it spends its money. As the Fire Authority, the Council includes in the Statement of Accounts details of the NFRS financial position. The accounts, along with the Fire Fighters Pension Fund Accounts, are audited to confirm their accuracy.

Following the signing of the Statement of Accounts and the conclusion of the annual audit, our external auditors write an Annual Audit Letter to the Council. The letter summarises the findings of the auditors and formally concludes the audit.

The latest Statement of Accounts and audit letters are available on the [County Council's website](#). These confirm that the budget has been managed in accordance with the law and proper standards and that public money is being used economically, efficiently and effectively.

If you would like further details about where the Service spends its money, such as expenditure on staff and expenses and where we spend over £500, this is available on the [Council's Open Data website](#).



GOVERNANCE ASSURANCE

National Governance

In January 2016 responsibility for Fire and Rescue Services moved from the Department of Communities and Local Government to the Home Office. Fire and Rescue Authorities (FRAs) operate with a range of different locally determined governance arrangements including an individual – either a police, fire and crime commissioner (PFCC) or a mayor – having sole responsibility for being the fire and rescue authority for an area. Each FRA will appoint an individual – commonly known as a Chief Fire Officer – who has responsibility for managing the fire and rescue service. This role does not have to be operational but includes managing the personnel, services and equipment secured by the fire and rescue authority for the purposes of carrying out functions conferred on it by the Fire and Rescue Services Act 2004, Civil Contingencies Act 2004, and other enactments.

In 2022 the Home Office published a consultation White Paper (May 2022). At the centre of the White Paper are plans to deliver:

- Increased public safety: by improving the professionalism of the fire and rescue service through modern workforce practices and potentially establishing a College of Fire and Rescue.
- Improved accountability: through the proposals to transfer fire governance to a single elected individual, overseeing delivery by operationally independent Chief Fire Officers.

The White Paper explains that government want to build on a legacy of reform introduced by the Home Office over recent years to make FRS's more efficient and effective and adapt to public safety challenges and emergencies. The White Paper provides a further opportunity to continuously improve what fire and rescue services do.

Democratic Accountability

Norfolk Fire and Rescue Service is one of the services provided by Norfolk County Council (NCC) which acts as the Fire and Rescue Authority. The County Council has a [Constitution](#) which sets out how the Council operates, how decisions are made and the procedures which are followed to ensure that these are efficient, transparent and accountable to local people. It includes clear communication protocols and clearly defines roles and responsibilities.

On a regular basis, the County Council's Cabinet review the performance of the Fire and Rescue service, its financial position and risks that have been identified. County Councillors also play a key role in shaping the long term development of the Service including approving the [Integrated Risk Management Plan \(IRMP\)](#).

Since May 2019, under the Cabinet system of Governance, day to day oversight is the responsibility of the Cabinet Member for Communities and Partnerships, Cllr Margaret Dewsbury. The Infrastructure and Development Committee also has a role in reviewing and developing policies and strategies.

A Scrutiny Committee also forms a key part of the democratic checks and balances of the Cabinet system of governance. The Committee is able to review or scrutinise decisions taken by the Executive and to make reports to the Cabinet or Full Council. The roles of Cabinet, Full Council, Scrutiny Committee and Select Committees are set out in the Council's Constitution.

The IRMP forms part of the Council's Policy Framework and therefore is considered and approved by Full Council. The CRMP for 2023-2026 is currently being developed and will be subject to Cabinet Scrutiny before final Cabinet approval in early 2023.





Service Management

The Director of Fire and Rescue (Chief Fire Officer) is accountable to the Executive Director of Community and Environmental Services. Under the Council's scheme of delegated powers, the Chief Fire Officer has authority to exercise the council's functions relating to fire prevention, firefighting, fire safety, explosives and petroleum licensing and the functions conferred on the local authority under Article 25 of the Fire Safety Order 2005.

The Chief Fire Officer is supported by a Senior Leadership Team comprised of senior officers from the Fire and Rescue Service with Corporate support from Norfolk County Council. Decisions are taken in accordance with the scheme of delegation set out in the Council's Constitution. The scheme of delegation allows officers to take decisions on behalf of the fire authority.

Governance Standards

Norfolk County Council is responsible for putting in place effective systems for the governance of its affairs, ensuring services are delivered properly and legally and that any associated risks are managed. The [Code of Corporate Governance](#) sets out the governance standards.



ORGANISATIONAL PERFORMANCE

Performance Management Framework

NFRS operates within the County Council's corporate performance framework. A set of 'vital signs' for each service have been produced which provide transparency and assurance on the health of key services. The vital signs for NFRS are 'Emergency Response Standards (ERS)', 'Percentage of high-risk home fire safety visits carried out' and 'Percentage of high-risk fire safety audits completed'. These are regularly monitored by department management teams and County Councillors through the democratic process.

In accordance with the corporate performance framework, our Service Leadership Team monitor a broader dashboard of indicators and escalate issues to County Councillors if required. Some of the indicators are former national indicators that we can compare with other fire and rescue services and others are locally determined. An overview of our performance over the past 4 years can be found in the next section.

Performance 2018/19 to 2021/22

The Government collate [national statistics](#) about all fire and rescue services.

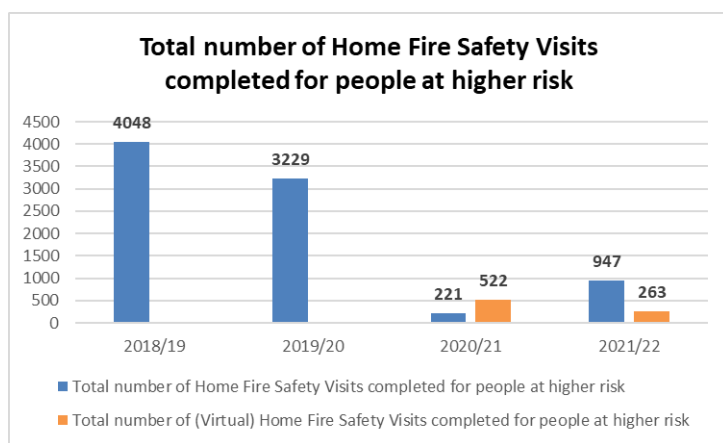
Priorities

We publish an annual Service Delivery Plan which sets out targets which will deliver against our key priorities:

- Prevent & Protect: We will prevent fires and other emergencies from happening and reduce the impact of fires other emergencies on people
- Response: To respond efficiently and effectively to calls for assistance
- People: To build a diverse, skilled, safe and high-performing workforce
- Logistics: To maintain and manage resources and equipment efficiently and responsibly
- Planning: To ensure we meet our customer's expectations

Prevent

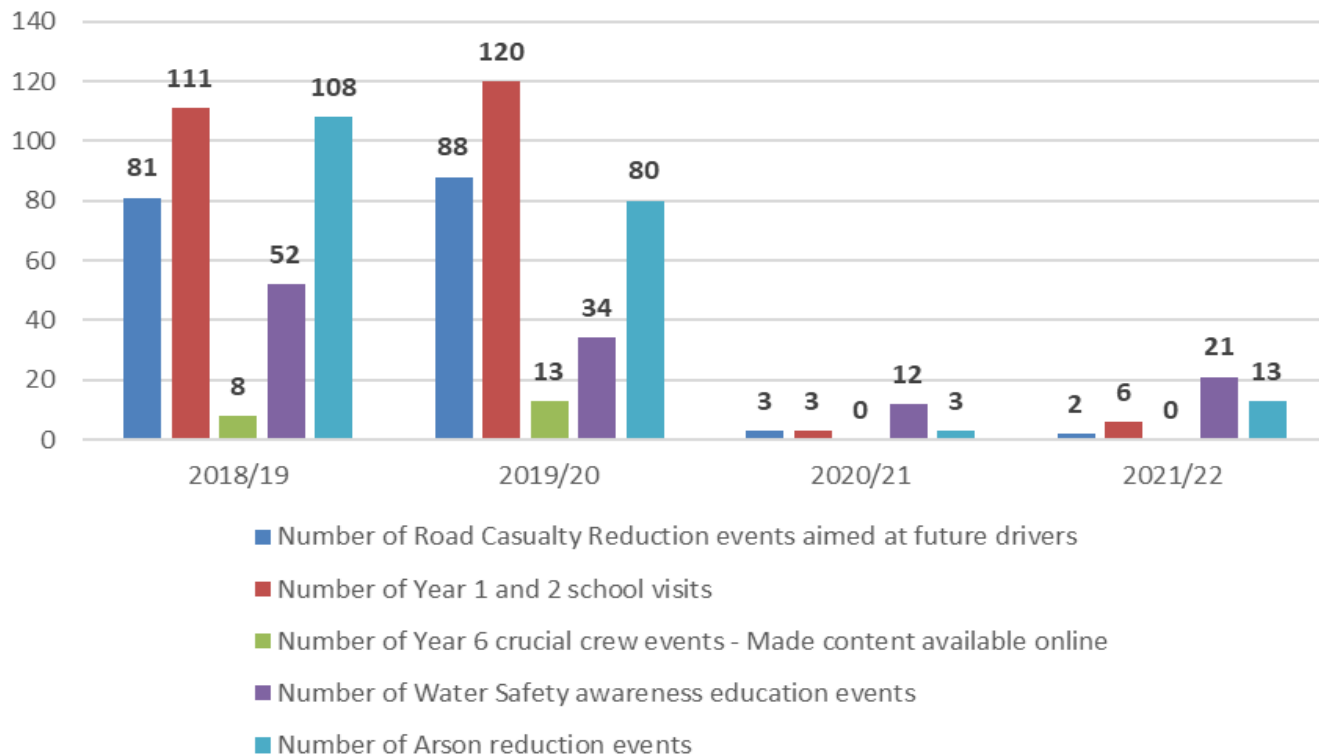
Covid 19 heavily impacted on our ability to deliver the range of Prevention activities we had planned to do. We amended our practices in 2020 to deliver Home Fire Safety Checks via telephone where possible, but all activities were impeded by the Lockdowns and restrictions on social interactions through to the end of 2021/22.



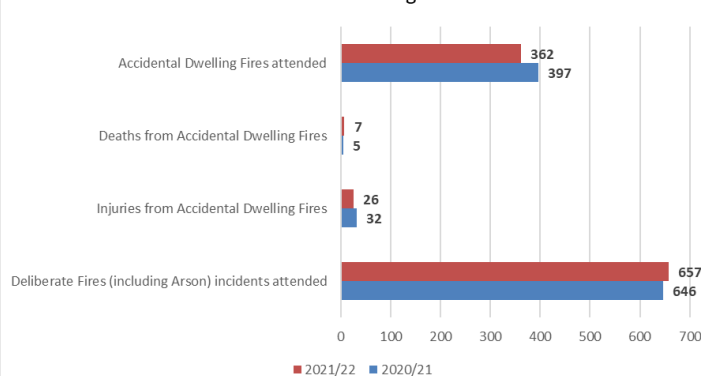


Prevent

Other Prevention Activities



Prevention Monitoring Measures



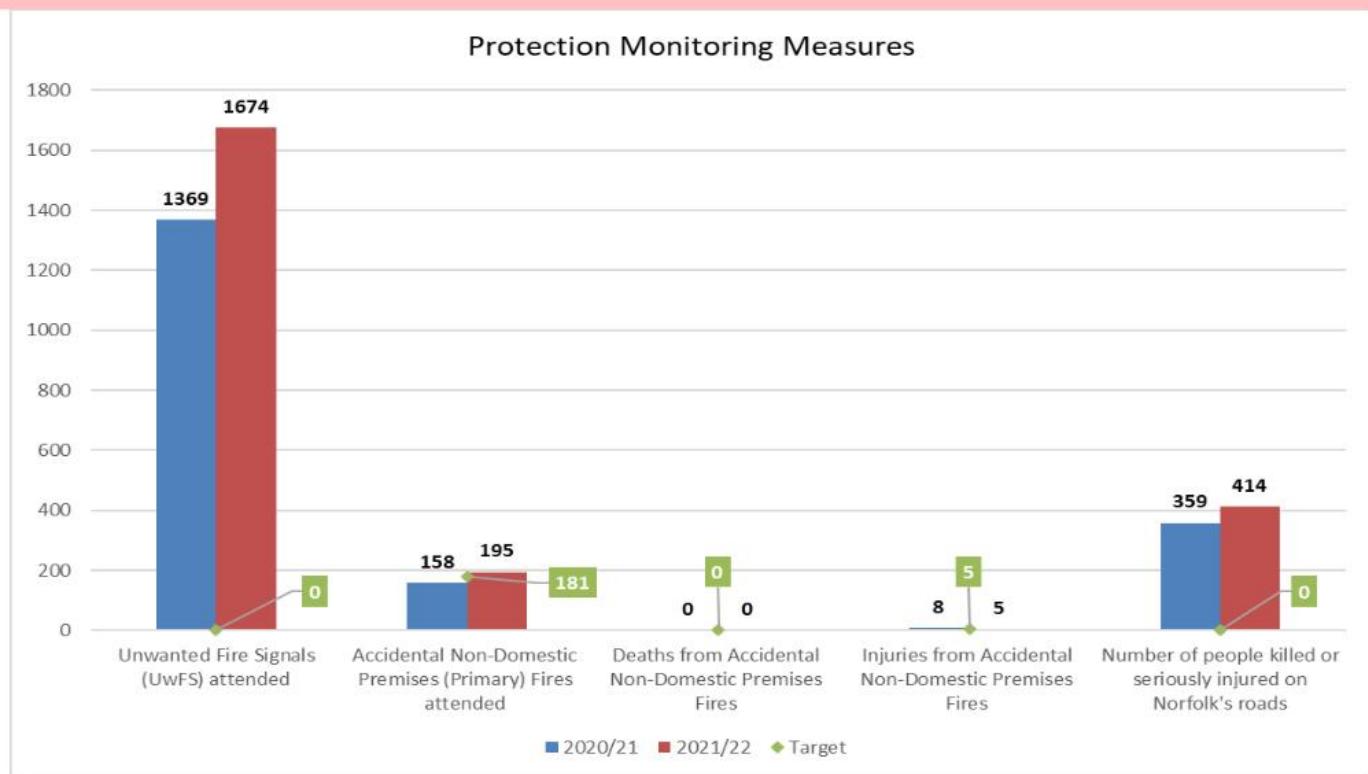
The number of other prevention activities increased slightly through 2021/22 however we continued to experience significant restrictions due to the Covid 19 Pandemic that impacted on the delivery of our services. Covid 19 may also have had an impact on the number of deliberate fires (including arson) incidents and the number of accidental dwelling fires.

Protect

- Carried out 280 Fire Safety audit visits (257 full, 18 short and 5 telephone, incl. 15 high risk) of non-domestic premises to ensure compliance with fire safety regulations (2020/21 was 370).
- Carried out 71 post fire investigations (55 inspections and 16 audits), supporting business resilience, which includes enforcement and prosecutions for serious cases (2020/21 was 42).
- Maintained up-to-date files of the risks at over 650 non-domestic premises so that if an incident did occur, we would have the information needed to deal with the event as safely as possible, thus reducing the risks for our firefighters and the public.

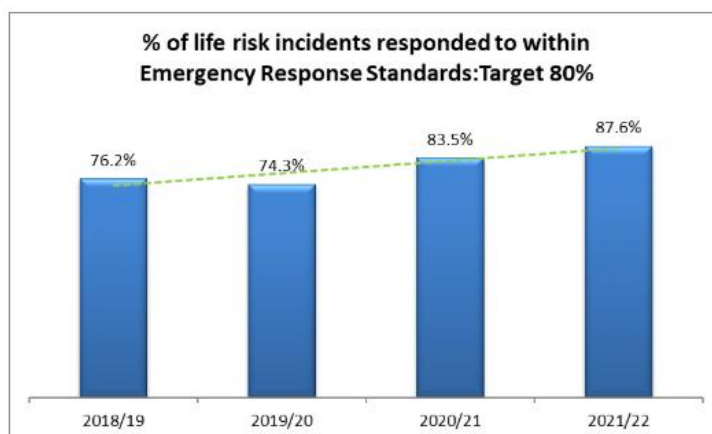


Protect

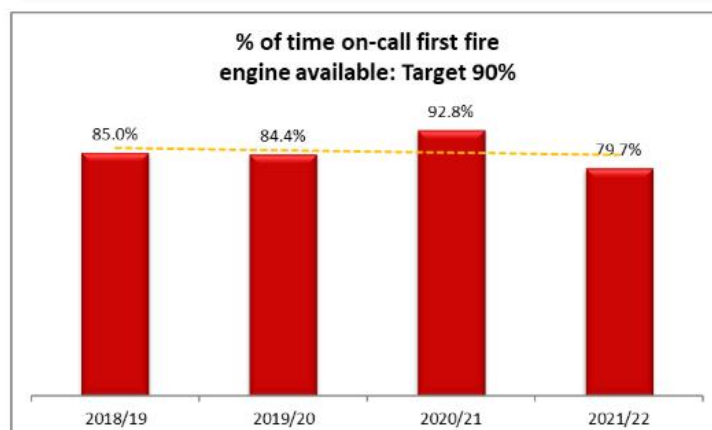


Response

During 2020/21 we aimed to get to 80% of life risk incidents within our Emergency Response Standards (how quickly we should attend an incident) and achieved this on 87.6%* of occasions. We reviewed our methodology for reporting on this in 2020/21 and as a result we will be able to better evaluate risk mitigation activity for more remote locations through our performance framework and this was reflected in our target setting for 2021/22.



Our on-call first fire engines were available and ready to respond to an emergency 79.7% of the time against a target of 90%. This is a decrease on last year's figure of 92.8%. It is worth noting that availability in 2020/21 was improved as a result of Covid 19 lockdowns, as more On Call staff were available.



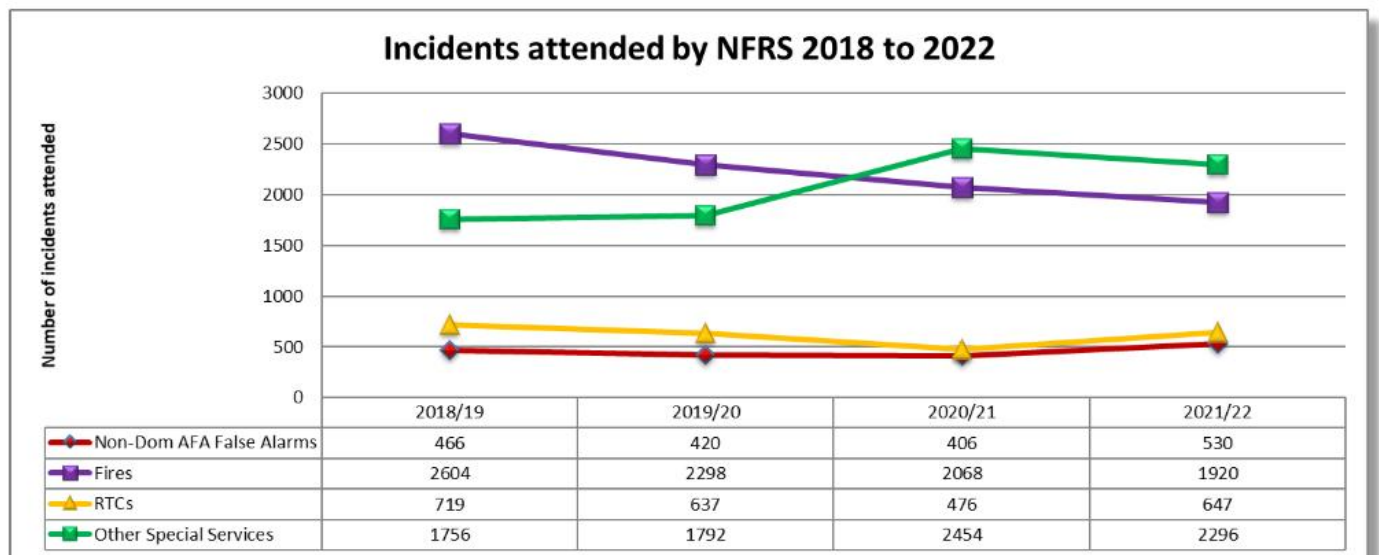
The ERS measure was a Vital Sign and reported through the corporate reporting system to Norfolk County Council.



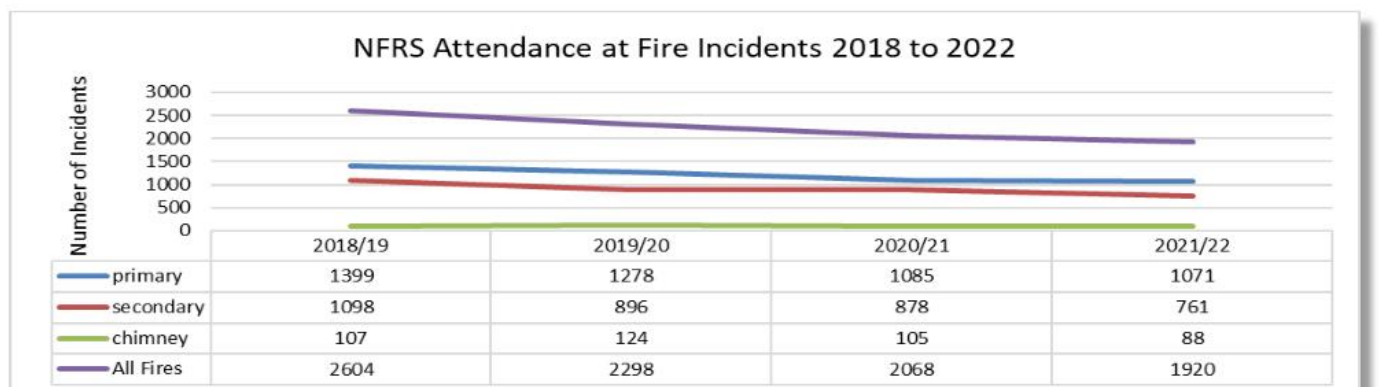
Incident Attendance

	2018/19	2019/20	2020/21	2021/22
Attendance to Non Domestic AFAs	466	420	406	530
Attendance to Fires	2604	2298	2068	1920
Attendance to RTCs	719	637	476	647
Attendance to Special Services (not RTCs)	1756	1792	2454	2296
Total (of above)	5545	5147	5404	5393
Total attendances of all types	7640	7131	7517	7554
RTC Extrication and release of persons incidents (number of incidents NOT number of People)	200	196	134	168

NOTE the number of non-domestic AFA False Alarms attended now uses data reported to Home Office IRS system.



	2018/19	2019/20	2020/21	2021/22
primary	1399	1278	1085	1071
secondary	1098	896	878	761
chimney	107	124	105	88
All Fires	2604	2298	2068	1920



STATEMENT OF ASSURANCE



We attended 1,920 fires – 148 less than last year (a reduction of 7.2%). This included:

- 362 accidental dwelling fires in people's homes – 35 less than last year, resulting in seven fatalities and 26 people being injured. This compares to five fatalities and 32 injuries in 2020/21.

Accidental dwelling fires	Total	Fire related fatalities	Fire related injuries
2018/19	427	3	50
2019/20	425	3	34
2020/21	397	5	32
2021/22	362	7	26

- 657 deliberate fires (potentially arson) incidents – an increase of 1.7% compared to 2020/21.

Deliberate fires (excluding not known)	Total
2018/19	859
2019/20	787
2020/21	646
2021/22	657

- 37 more accidental non-domestic premises fires (194 in total) – an increase of 23.4%. This resulted in 5 persons being injured.

Accidental fires (non-domestic premises)	Total	Ac-fire related fatalities	Ac-fire related injuries
2018/19	213	1	3
2019/20	246	0	4
2020/21	158	0	8
2021/22	195	0	5

We attended a 30.5% increase in non-domestic false automatic fire alarms against a backdrop of increasing false alarms (22.3%).

We attended 647 road traffic collisions which involved the extrication and release of persons from their vehicles at 168 of those incidents. The increase in our attendance at road traffic collisions can be attributed to a return to increased traffic on roads following removal of Covid 19 lockdowns and fluctuating periods of working from home.

We attended 2,296 other special service incidents such as flooding, freeing trapped people or animals and calls to assist other agencies (a decrease of 6.4% against 2020/21).



Continuous Organisational Improvement & Learning (COIL)

NFRS Landscape...(what we do and how we deliver it)

We have a number of strategic documents that inform what we do. Some of these are published and public facing:

- [NFRS Vision & Mission Statements](#)
- [NFRS Service Delivery Plan](#) (feeding District & Station Plans)
- [Integrated Risk Management Plan](#) (IRMP)

Others are internal documents:

- NFRS Plan on a Page
- Community Risk Profile (CRP)
- Strategic Frameworks (Prevent Protect, Response, People, Logistics & Planning)
- Strategic Intent (5 Year View)
- Assurance Governance Framework

The Journey...(what we want to do better)

- Enable improvements to our service as detailed in the NFRS Service Philosophy (CFO Statement)
- Deliver the Strategic Intent (5 Year View)
- Receive external acknowledgement of improvement and positive change (HMICFRS)

The Vehicle...(how we will monitor, track and drive forwards)

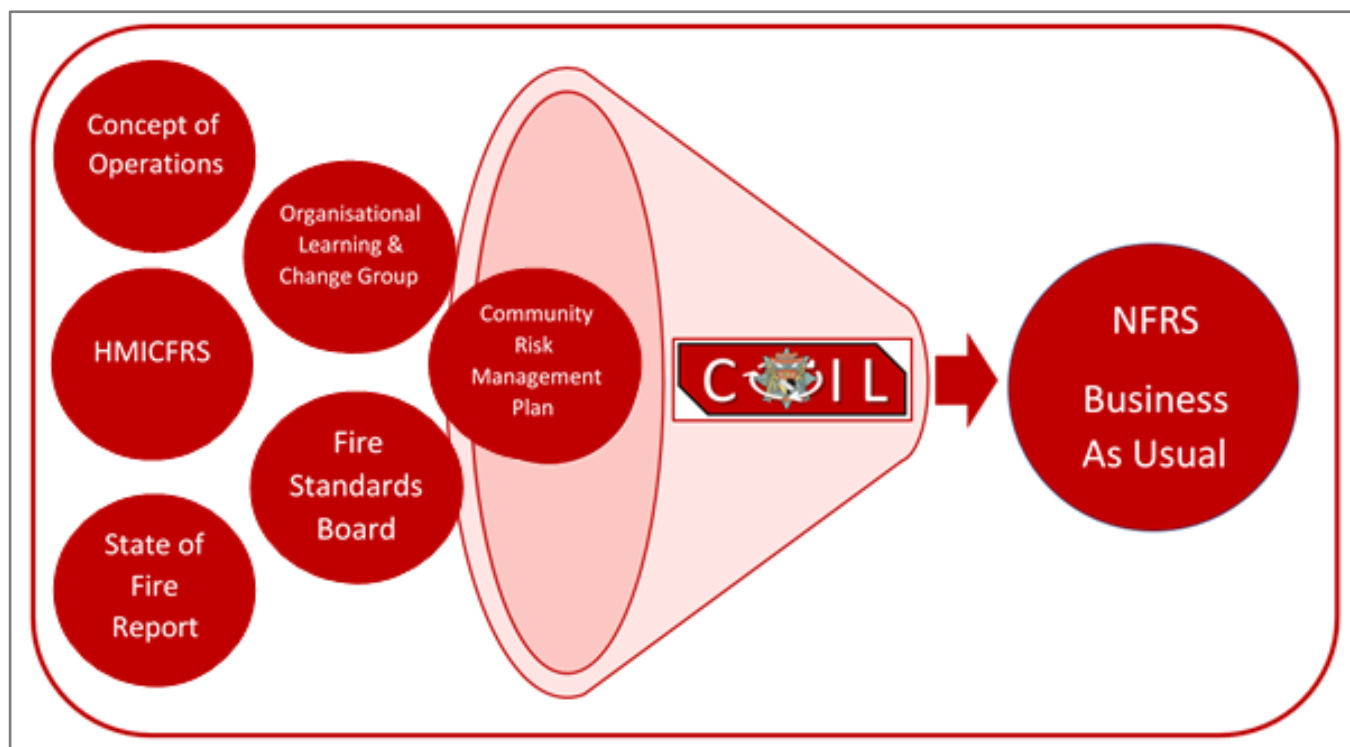
- Continuous Organisational Improvement & Learning



COIL is a **mechanism** to enable improvement. It wraps around our service and draws together all sources of organisational learning and improvement, ensuring that we can **capture, track and review** all strands.

COIL will also allow us to capture the **narrative** around service redesign and change improvement. It will provide a running **record of activities** that have been implemented across our service and the **outcomes** of these. This narrative will allow us to demonstrate how we have improved what we do and how we do it.

COIL is the **roadmap** of NFRS organisational learning and improvement. It will replace the HMICFRS focussed improvement plan, replacing it with a **sector-focussed** roadmap.



Sources of potential learning: ConOps (Concept of Operations), HMI (Her Majesty's Inspectorate of Fire & Rescue Services), SoF (State of Fire Report), OLCG (Operational Learning & Change Group), FSB (Fire Standards Board), CRMP (Community Risk Management Plan)

Measuring Against and Reporting On

Our mission, values, behaviours and outcomes (plan on a page) sets out NFRS's intent to protect communities and make the county safer. We will do this by improving our relevance, our agility and our capability, becoming better at preventing fires, protecting people, buildings and the environment and responding to fires and other emergencies. COIL will detail activities that demonstrate how we are:

- Reducing instances of fires and increasing **effectiveness** of home, road and water safety
- Providing greater support for vulnerable people through partner **collaboration**
- Improving our **efficiency** by reducing the impact from fire and enforcing fire safety legislation (risk reduction) through engagement with external organisations
- Maximising our **effectiveness** through training, assurance and learning; ensuring operational readiness & firefighter safety, improving the availability & response times of our fire engines and learning from operational incidents.
- Developing, investing and caring for our **people**; engaging and listening to all voices in our service, improving the diversity of our workforce, keeping our staff safe and well and reducing our impact on the environment.

COIL highlight reports will therefore report progress on all activities and how they are improving our:

- Effectiveness
- Efficiency
- People.





Training & Development

We assure the quality of our operations by providing appropriate training, development and assessment for all staff, and carrying out audits and reviews of working practices to make sure that they are safe, efficient and effective. This includes performance reviews of how well our officers and firefighters manage incidents when they occur with advice and further training provided if required.

To ensure our firefighters maintain their competency in fighting fires we hone skills using our Fire Training Structure at Scottow Enterprise Park. The unit opened in August 2016 and enables our firefighters to train in live fire conditions. Firefighters also take part in regular Maintenance of Competency Breathing apparatus scenarios throughout the year.

In the context of the recommendations made in the CFOA Firefit review, together with the changes to the pension scheme meaning that operational staff will be working longer, the Service recognises the importance of effectively managing and promoting firefighter fitness and welfare. All personnel undergo an annual fitness assessment, and our Physical Training Adviser works proactively with individuals and stations to embed a culture of fitness and wellbeing. This will be supported by the Physical Fitness Policy which has been reviewed and is out for consultation. All operational personnel also undergo a 3 yearly medical assessment which includes assessment of eyesight, hearing and lung function.

NFRS offers a range of accredited courses and holds various accredited standards to support T&D delivery, including;

- Level 3 Initial Incident Command and Level 4 Intermediate Tactical Command; both accredited by Skills for Justice (SFJ)
- Wholetime new recruits are registered on the Level 3 Firefighter Apprenticeship Scheme: apprentices complete internal gateway assessments before passing the accredited End Point Assessment through external SFJ accredited assessors. On Call recruit firefighters are registered on the SFJ accredited development pathway.
- We offer managerial apprenticeships L3 through to L7
- Driving instructors are accredited through DVSA and must hold suitable qualifications to instruct and assess/qualify.
- Water Rescue course provision is accredited through Rescue 3 – instructors must have all achieved the instructor pathway courses; accredited with Rescue 3.
- Rescue, Trauma and Casualty Care (RTACC) is accredited through The ATACC Group (TAG) and aligns with Level D on the Phem Framework – instructors must be trained to Level E which must be maintained through requalification.
- Breathing Apparatus Instruction courses are accredited through SFJ
- Instructors hold educational awards (levels 3 and 4) in Education and Training (formerly PTLLS) and assessor (AVA) qualifications.
- Internal Quality Assurance (IQA) on qualifications is undertaken by qualified personnel.





Health & Safety and other Legislation

NFRS, supported by NCC HSW Team aims to ensure compliance with NCC requirements and expectations to reduce and manage risk. We ensure that we monitor and review our performance and focus on areas of concern. During 2021/22 we commenced the transition of our Health & Safety support and advice to the wider Norfolk County Council HSW Team, thereby benefiting from shared service provision. Further actions are planned and actively managed as part of this transition process.



In 2021/22 there were 7 reportable health and safety absences lasting more than 7 days – 3 less than the previous year

Improvements to accounting, governance and operational assurance

In reviewing our financial, governance and operational arrangements we continue to identify and incorporate improvements which will further strengthen our approaches and ensure that we are meeting our statutory obligations to best effect.



ACCOUNTABILITY – EXTERNAL SCRUTINY (HMICFRS)

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) undertook their second inspection of Norfolk Fire and Rescue Service (NFRS) in late 2021. This detailed process involved a thorough inspection of our Service and their report and findings is due to be published during 2022.

This was the second time that HMICFRS had inspected fire and rescue services across England. In carrying out the inspections of all 45 fire and rescue services in England, HMICFRS look to answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

In all three areas, Norfolk FRS was rated as 'requires improvement'. Norfolk FRS was given the same rating in the 2018/19 inspection; within this were four detailed areas of service which were rated 'Good'.

The inspector noted particular concerns about the performance of Norfolk FRS in terms of prevention activity and understanding vulnerability. The report also recognised that some activities were affected by restrictions related to Covid lockdowns etc, and that alternative risk-based approaches had to be put in place.

NFRS have produced and published an improvement action plan to track initial service progress against the HMICFRS areas of improvement identified. Our improvement activities will also be captured within the COIL process. Oversight arrangements have been set up to monitor progress against the HMICFRS actions. Cabinet will also monitor progress regularly.

The Cabinet paper containing the improvement plan can be found [here](#).

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

NFRS is also subject to governance review and scrutiny through the Council's Annual Governance Statement.

Blue light collaboration continues to be a key enabler for NFRS and improving our service to the community. We continue to benefit from well-developed and positive relationships across the blue light services – this is demonstrated through an active programme of collaboration including joint estates, a plan to co-locate our control function with Norfolk Constabulary and helping paramedics to gain access to premises in a medical emergency. In 2018 this relationship was further strengthened by the signing of a formal Memorandum of Understanding between Norfolk Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration 2018/19 ([click here](#)).

Collaboration governance arrangements include the Strategic Oversight Board (chaired jointly by the CFO and NCC), as well as an officer operational group.



OTHER IMPROVEMENTS

Accounting

Our [Integrated Risk Management Plan 2020-23](#) sets out our plans for the time period. We are currently developing our next Community Risk Management Plan 2023-26 (the replacement for the IRMP).

A dedicated Finance Business Manager (FBM) oversees our financial management to ensure that expected income growth and expenditure is correctly identified. The FBM is also a Director of Norfolk Safety (CIC) but does not have any specific responsibility around finances. The CIC uses an external company to audit and file accounts.

Senior Management

Following the permanent appointment of our Chief Fire Officer (CFO) in 2019, our senior management team structure was established to manage the service. This has changed in early 2022 with the retirement of the permanent CFO and their replacement by an Interim Chief Fire Officer. In September 2022 Ceri Sumner took up with permanent role as Director of Fire and Rescue (Chief Fire Officer) with all statutory responsibilities with the exception on incident command.

Our [principal officer overview](#) can be found on our website.

Strategic Organisational Review – Concept of Operations Project

One of the proposals made in our IRMP 2020-2023 was to develop a new Concept of Operations. This project would enable us to review what we do and how we do it and identify any areas of improvement and change we could implement in order to maximise our effectiveness and efficiency.

The project ran through 2021-22 and has delivered the following benefits:

- Changed quarterly maintenance of competence to four-monthly to free up time to develop On-Call firefighters and free up time for greater Prevention and Protection activities for the Wholetime staff
- Changed On-Call contracts to include three-hour drill nights
- Re-set and aligned turn-out times for all On-Call crews
- Moved our Water team from Procurement to CFP
- Transitioned and integrated some of our support functionality (Human Resources, Pay, Equality Diversity and Inclusion and Health & Safety) into NCC Corporate shared service provision

It has also identified a range of further opportunities for transformation that will be reviewed through our Strategy and Transformation Programme and / or through the development of our Community Risk Management Plan 2023-26:

- Staffing - What contract changes could be considered for Wholetime staff to incorporate new ways of working for modern firefighters
- Crewing - Variable crewing options
- Training and Development – review of requirements and methodology
- Capability - Operational response structure review as a result of Norfolk infrastructure changes
- Logistics – Redistribution of specialist rescue capability (HAZMAT and Water)



AUTHORISATION

Norfolk Fire and Rescue Authority provides assurance to the people of Norfolk that we are satisfied that the Authority's financial, governance and operational assurance arrangements are adequate, operating effectively and meeting statutory requirements detailed within the Fire and Rescue National Framework 2018 and subsequent updates.

This Statement of Assurance was approved by the Authority at the Cabinet meeting on 3rd October 2022.

Margaret Dewsbury, Cabinet Member
Tim Edwards, Interim Chief Fire Officer



Cabinet

Item No: 9

Report Title: NFRS Community Risk Management Plan 2023/26

Date of Meeting: 3 October 2022

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

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

Is this a Key Decision? Yes

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

Executive Summary / Introduction from Cabinet Member

Norfolk's Fire and Rescue Service plays a critical part in the emergency service response in our County. They provide a vitally important role in protecting our communities, properties and countryside – this has been so visibly demonstrated over the recent heatwaves of July and August, where the skill, capability and expertise of our firefighters was put to the test in the most extreme of conditions. It is thanks to their professionalism, dedication and preparedness that the damage created by wildfires was not more significant, and lives were not lost.

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

Alongside our response capability, it is equally important we properly plan and target our prevention and protection activities to ensure we are working with residents and businesses most at risk, and likely to suffer the most determinantal impacts from fires and other emergencies. We have made significant investments in our

prevention and protection capabilities and will continue to work on the areas outlined in both our recent HMICRFS report and this plan.

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

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

The CRMP forms part of Norfolk County Council's policy framework. Subject to agreement by Cabinet, the draft CRMP will be progressed to public consultation later in the Autumn, and a final version incorporating the views gathered during the consultation will be presented to Cabinet in the new year with a recommendation for agreement at the March 2023 council meeting.

Recommendations:

- 1. Agree to proceed to public consultation on the draft Community Risk Management Plan 2023-26 (CRMP23-26), as detailed in this report and at Appendix A.**
- 2. Review and agree the CRMP23-26 Summary Version as set out in Appendix B**

1. Background and Purpose

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

1.2. A CRMP must:

- Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority.
- Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either

individually or collectively, in a way that makes best use of available resources.

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

1.3 The current IRMP for Norfolk and Fire and Rescue Service sets out the service strategy for the period 2020-2023. Therefore, there is a need to develop a new plan for 2023 onwards.

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

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

To be considered alongside five overarching themes:-

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

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

- 1.6 The CRMP was developed in line with national guidance produced by the Home Office (HO), the National Fire Chiefs Council (NFCC) and the Fire Standards Board (FSB).
- 1.7 The process to develop the draft IRMP has included a range of key partners and stakeholders, including:-
- Staff groups
 - Cabinet Member
 - Representative bodies
 - Norfolk Residents Panel
 - Other representatives from partnership agencies
- 1.8 Developing a comprehensive community risk profile is a key part of a CRMP. For the development of the new CRMP, a wide range of up-to-date data sets and five years of incident data has been reviewed and analysed.
- 1.9 Analysis of information and data has identified the following key factors that form the basis of the community risk profile:-
- Climate change, flooding and wildfires continue to be a major consideration for the fire and rescue service to focus on in the years ahead.
 - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone persons under pensionable age with 580 fires (17.8%)
 - The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This is in line with previous national studies.
 - Over the past five years (2017 to 2021), most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.
 - Over the past five years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with four fatalities in urban city and towns and four in rural towns. In rural areas, such as rural villages, and in sparse settings there were five fatalities, this reflects the age profile of rural areas.
 - Deliberate fires have consistently remained quite low through the period from 2017 to 2021. In 2021 there were 611 deliberate fires, with 65.5% of these being secondary (low value) fires.
 - Smoke detector ownership remains an issue; with 41% of dwelling fires last year (2021) occurring in dwellings that did not have a working smoke detector.

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

1.10 In considering the refreshed community risk profile and the strategic context that Norfolk Fire and Rescue Service operates in, a number of areas of development and change have been identified, as follows (these are set out in more detail in the draft Plan at Appendix A).

2. Proposal

2.1. There are six areas of development and change that have been identified and it is proposed that a public consultation focussing on the proposal areas will start in October so that communities, stakeholders and partners can have their say before the plan is finalised by cabinet, and ultimately full council in the new year.

2.2. **Proposal 1 - Relocate the Thetford Technical Rescue Unit (TRU) to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.**

Proposal 2 - Change provision of gas tight suits to Environmental Protection Units, Wholtime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

Proposal 3 - Amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

Proposal 4 - Commence a trial of 1 Agile dynamic roaming resource (DRR) fire engine. This will be staffed by 4 On-Call Support Officers (OCSOs) in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities. We will review the use and consider the emergent requirements of increasing our stock and use of Technical Response Vehicles (TRVs as agile response vehicles.)

Proposal 5 - Develop further local participation in the Emergency Medical Response scheme during the CRMP23-26 period. Our communities will

benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.

Proposal 6 - Undertake a detailed review of the On-Call Model in tandem with an anticipated national review.

2.3 There are no current proposals to:-

- Close fire stations
- Reduce the vehicle fleet.

2.4 There is a requirement to reflect effective consultation with the community through the development of the CRMP. Therefore, a public consultation on the findings of the work to date is intended to commence in October. This will provide Norfolk communities, stakeholders and partners with the opportunity to comment on the specific proposals that have arisen from our assessment of risk, as well as provide further information and insight that can broaden our understanding of risk.

3. Proposal

3.1 The draft plan is set out at Appendix A with a shorter summary version more accessible for the public attached at Appendix B.

3.2 In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce a CRMP.

3.3 It is proposed that the draft Community Risk Management Plan 2023-26 and the six proposed areas for development and change (summarised above) proceed to public consultation in October.

4. Impact of the Proposal

4.1 In the interests of taking an efficient approach, the public consultation for the CRMP will be run concurrently with the County Council's budget consultation for 2023/24. The broad timetable is:-

- October to November 2022 – public consultation
- December 2022 – review feedback from public consultation, and consider revisions/amendments to draft CRMP
- March 2023 – Cabinet consider feedback from public consultation and final proposed CRMP
- March 2023 – Full Council approve final CRMP

4.2 A summarised version of the CRMP has been produced to accompany the draft CRMP for public consultation (and is attached at Appendix B).

- 4.3 As well as undertaking the statutory consultation on the CRMP, the Fire and Rescue Service will also be undertaking an engagement exercise to invite our communities to identify risks that are local to them.

5. Evidence and Reasons for Decision

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

6. Alternative Options

- 6.1 It is technically feasible to extend the period of the current IRMP, rather than develop a new CRMP. However, there is also scope to review the proposed CRMP once published in-year and alter or amend (with due public consultation) should significant change occur that warrants amendments. This CRMP acknowledges areas for immediate change and areas that are likely to require change within the lifetime of the CRMP and therefore it is considered appropriate to move forwards with the new CRMP at the current time.
- 6.2 Before commencing the public consultation, Members may wish to suggest amendments to the proposed draft CRMP or ask officers to carry out further work or provide further information. However, this could impact on the ability to commence the consultation concurrently with the council's budget consultation, which could lead to an increase in costs. The results of the consultation will be presented to Cabinet in early 2023 and there will be an opportunity to consider those and any potential amendments to the CRMP before the final document is produced.

7. Financial Implications

- 7.1 Although Norfolk Fire and Rescue Service is looking to redirect existing resources into community fire prevention from their current budget, it is anticipated that the cost of realigning specialist water rescue (£114,970 without any additional consideration for kit/equipment) will be offset against savings made by realigning our Hazmat capability (-£115,880).
- 7.2 The proposal to further local participation in the Emergency Medical Response scheme is currently funded by the East of England Ambulance Trust, and an evaluation of the trial will be needed to understand the financial model for the future
- 7.3 Therefore the overall impact of this CRMP is cost neutral and in line with already agreed capital and revenue budgets at this time.

8. Resource Implications

- 8.1 Staff:** There are no staff implications associated with the development of, and public consultation, on the CRMP. Budget uplift (£240k emerging burdens) has recently been secured to increase prevention activities (which will also assist with delivering improvements highlighted by HMICFRS).
- 8.2 Property:** No implications.
- 8.3 IT:** No implications.

9. Other Implications

- 9.1 Legal Implications: Fire and rescue authorities are required to produce an Community Risk Management Plan (section 4.6 of the Fire and Rescue National Framework for England 2018).** Fire and rescue authorities must give due regard to reports and recommendations made by HMICFRS (section 7.5 of the Fire and Rescue National Framework for England 2018).
- 9.2 Human Rights Implications:** None
- 9.3 Equality Impact Assessment (EqIA) (this must be included):** A full equality impact assessment is being developed to cover the CRMP. The final assessment will take account of feedback from the public consultation and will be included with the report considered by Cabinet in early 2023. We are also developing a separate EqIA focusing on the six proposals.
- 9.4 Data Protection Impact Assessments (DPIA):** None at this time
Under the General Data Protection Regulation (GDPR) any processing of personal data will be compliant with all relevant NCC policies and procedures. This will be done relative to the implementation of specific proposals
- 9.5 Health and Safety implications (where appropriate):** None
- 9.6 Sustainability implications (where appropriate):** None
- 9.7 Any Other Implications:** None

10. Risk Implications / Assessment

10.1 The key risk is that the authority will not have a final CRMP in place for the 1st of April 2023, should there be a delay to public consultation and the subsequent approval at Full Council.

11. Select Committee Comments

I&D select committee was postponed due to a period of National Mourning. The meeting is rescheduled to take place on 26 September 2022. Therefore, any related Select committee comments will be verbally updated.

12. Recommendations

1. Agree to proceed to public consultation on the draft Community Risk Management Plan 2023-26 (CRMP23-26), as detailed in this report and at Appendix A.
2. Review the CRMP23-26 Summary Version and the Engagement & Consultation Plan at Appendices B and C.

13. Background Papers

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

Officer Contact

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

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

1. Foreword

Welcome to our 2023/26 Community Risk Management Plan (CRMP23-26). This document identifies areas of existing and emergent community risk that Norfolk Fire and Rescue Service has responsibility for, and the approaches and strategies we intend to use to mitigate those risks.

Over the last three years, Norfolk Fire and Rescue Service has demonstrated its ability to meet the needs of Norfolk communities through one of the most turbulent times in our country's history. Our teams of dedicated professionals have worked through the constraints and challenges of a global pandemic, faced the early implications of climate change and ensured we have upheld our core mission of making Norfolk as safe as possible.

Some changes have brought distinct positives, such as the increase in agile working and digital competence, the improved and strengthened relationships between public sector partners and the impressive way in which our local communities have demonstrated their compassion and support for each other. However, we must also be mindful of the wider challenges we now face as a society such as extreme weather events and economic pressures.

Collaboration with partners continues to be a strength of Norfolk Fire and Rescue Service, demonstrated by the co-location of our control room with Norfolk Constabulary, our interoperability with Eastern Region Fire and Rescue Service to increase resilience and share best practise, and our support for the East of England Ambulance Trust. Our ability to cooperate with other emergency services will continue to improve the protection we offer our communities, as well as providing the best use of resources and public finances.

Our previous Community Risk Management Plans (previously Integrated Risk Management plans) have enabled us to make progress as a service, and our emergency response, along with a number of other areas, has again been judged as "good" by our recent HMICFRS report. We had implemented learning's from the Grenfell tragedy and were also recognised for our innovative approach to equality, diversity and inclusion, particularly in relation to seldom heard communities. There are other elements of our service, such as prevention, where there is still room for us to improve and we are committed to an ongoing programme of improvement, and reviewing how we deliver to the best of our ability.

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

Whilst this document sets out a three year plan, we are also mindful of the changing national picture for Fire and Rescue, as well as how quickly risks and challenges can present on a local level. We will continue to work with our partners, analyse and

review emergent information, and keep abreast of the changing make-up, location and needs of our communities to ensure we are set up for future success.



*Margaret Dewsbury
(Cabinet Member
Communities &
Partnerships)*



*Ceri Sumner
(Director of Norfolk
Fire and Rescue
Service)*

Three key areas the CRMP aims to explore are:

1. Improving response times,
 - a. Consider the impact on response times following improvements in our county's highway infrastructure and expansion of housing, commercial and industrial infrastructure and reviewing the optimum location of our fire stations and placement of our resources.
2. Improving the effectiveness of our prevention activities.
 - a. Consider how we enable staff to increase focus on upscaling prevention activities whilst maintaining our response effectiveness
 - b. Enable improved collaboration with partner agencies and key stakeholders to ensure there is a joined-up safety net across the county
3. Maximising our efficiency and effectiveness.
 - a. Consider how we can redistribute our workforce and other resources to fulfil all legislative requirements to a good or better standard
 - b. Realign our specialist emergency response capability
 - c. Futureproof the service through recognising and developing intelligence and data ownership (staff with skills, systems with supportive capacity and investment in data quality) in order to enrich our understanding of risk and how we can best mitigate it.

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

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

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

1. We have successfully strengthened our community fire protection services through investment in increasing numbers of staff undertaking protection activities which has resulted in HMICFRS recently moving their judgment in this area from “Requires Improvement” to “Good”.
2. We have been developing our concept of operations (ConOps Project) which has already delivered a number of organisational and operational changes to the ways we work. More will be detailed on this within this document. This review will continue through an initiative called our Continuous Organisational Improvement and Learning (COIL) mechanism enabling a continuous process of review to ensure we maximise our effectiveness.
3. We have explored the potential to undertake co-responding to cardiac arrest events alongside the East of England Ambulance Service Trust (EEAST) and are currently trialling Emergency Medical Response (EMR) at our North Walsham and Sheringham fire stations working in collaboration with EEAST to review where we may be able to support their response further.
4. We have maintained our specialist water rescue capability, addressed the funding gap and secured the finances to enable continued specialisation. We are now looking at whether we need to realign location of our resources.
5. We have continued to monitor and participate in national conversations around emergency response standards. As yet, there has not been a directive setting a national standard, but we remain committed to adopting it if and when it is introduced.

2. Introduction and Background

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

The Fire and Rescue Services Act 2004 which explains how we:

- Respond to fires and other emergencies
- Prevent fires and other emergencies (home and community safety)
- Protect (commercial and public building)
- Educate and inform the public

The Civil Contingencies Act 2004 which explains how we:

- Work with other agencies to deal with emergencies

The Regulatory Reform (Fire Safety) Order 2005 which explains how we:

- Promote fire safety in places such as offices, factories, shops, public buildings and high-rise buildings

The National Framework 2018 which explains how we:

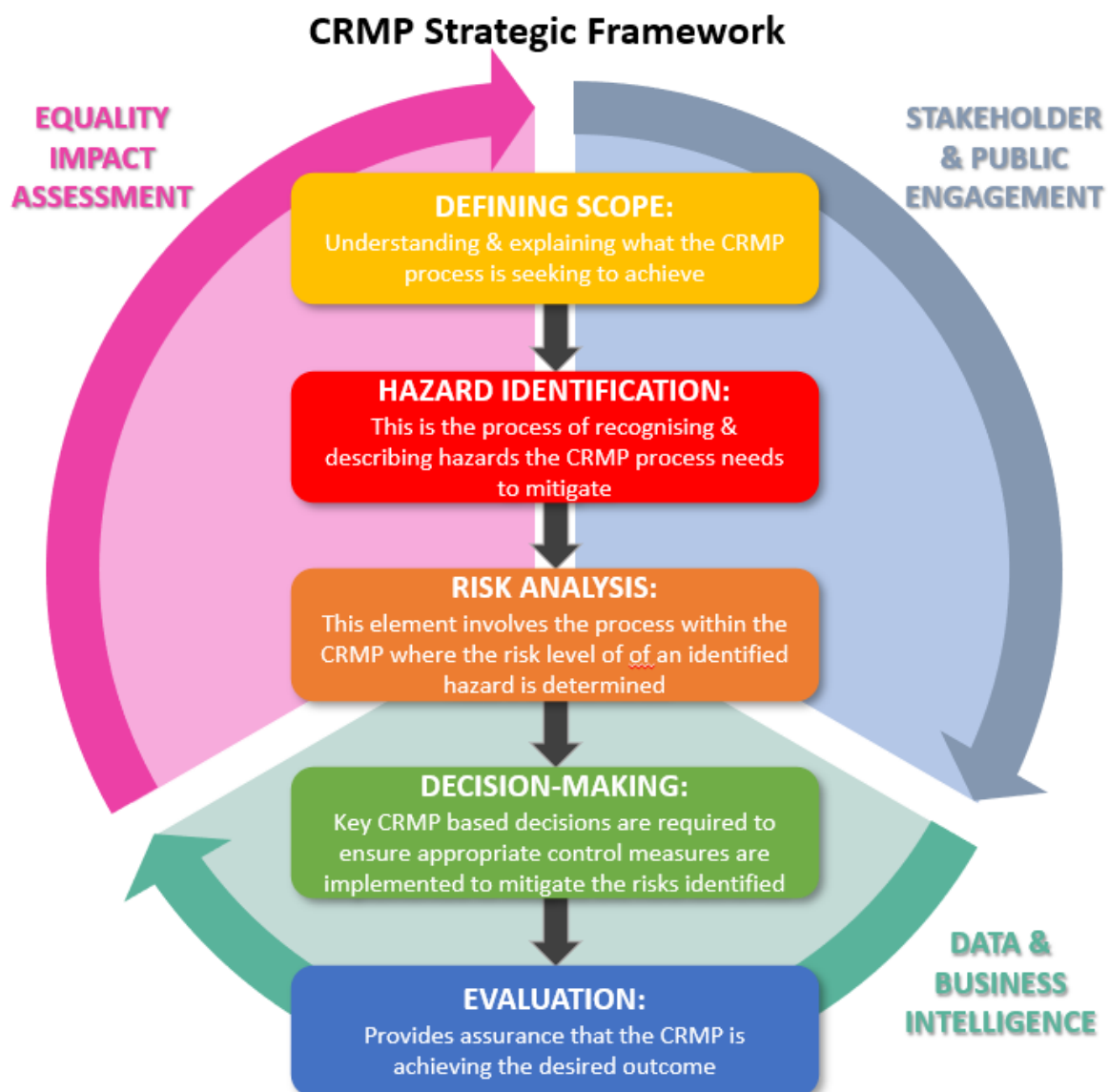
- Identify and assess risk in Norfolk
- Prevent fire and other emergencies and protect buildings and people
- Respond to emergency incidents
- Collaborate with other organisations
- Put in place business continuity arrangements so we can deliver our services even when faced with an emergency like the pandemic
- Provide National Resilience when major incidents happen anywhere in the country

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

- reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority,
- demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources,
- outline required service delivery outcomes including the allocation of resources for the mitigation of risks,
- set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat,

- cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework,
- reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
- be easily accessible and publicly available.

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



3. Our Story – Norfolk Fire & Rescue Service

Our Vision.

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

Our Mission.

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

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

We will deliver our vision by...



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



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



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



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

Our Priorities:

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

We will support Norfolk by...

- **Educating** adults, children, partners and businesses so they can all better understand the part they can play in reducing risk.
- **Understanding** the diverse needs of our communities, using local knowledge and risk mapping based on current data.

- **Preparing** for the unexpected, through continued staff training opportunities, investment in our service and flexibility to take on different duties with utmost professionalism.
- Being a **trusted** voice. We will work with businesses and residents to help them reduce the risk of incidents occurring, whether at work, at home, in public places or on the move.
- Take **enforcement** action where attempts to work with people have not resulted in the safest course of action being followed to ensure the ongoing safety of everyone.

Our actions will be driven by...

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

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

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

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

Our Values:

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

4. Community Risk Management Plan Methodology

Community risk management planning is a requirement under the National Framework, produced by the Home Office and supported by the National Fire Chiefs' Council (NFCC). This is to ensure that all fire and rescue services produce, review and update their CRMP in line with NFCC guidelines and in consultation with key stakeholders within their organisation and the community, making the plan accessible and publicly available.

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

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

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

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

Risk Evaluation Cycle



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

What is Risk?

The NFCC have defined risk as a combination of the likelihood and consequences of hazardous events. Risk is the potential for an emergency to occur, that may threaten life, cause damage or harm to people, property, or the environment, including an impact on critical infrastructure, or protracted demand on emergency service resources.

We identify, assess and research our foreseeable risks, drawing on local incidents, feedback and learning from significant local and national events. This is reviewed every year to identify our priorities, set our objectives and measure our performance.

Our current Integrated Risk Management Plan (IRMP)

Our CRMP23-26 plan, which will replace our IRMP, is called a Community Risk Management Plan (CRMP) in line with national guidance from the NFCC. [Our current IRMP is available from our website.](#)

Statement of Assurance

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

Norfolk County Community Safety Partnership

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

Norfolk Insight

[Norfolk Insight](#) is a locality-focused information system providing data and analysis for neighbourhoods in Norfolk and Waveney. By providing up-to-date knowledge of local communities, Norfolk Insight provides the evidence-base needed to make better informed decisions to improve services and localities. It also hosts the Joint Strategic Needs Assessment (JSNA).

The Health and Social Care Act 2012 requires local [Health and Wellbeing Boards](#) to be responsible for the production of a JSNA for their area. Enabling them and others to understand the health and wellbeing needs of their area. The [Health and Wellbeing Boards Strategy](#) is built on the needs identified within the JSNA.

The JSNA is used...

- to inform the Health and Wellbeing board and their strategy
- to provide information from a central resource for commissioners and funding bids
- to provide demographics and information for various population levels or need profiles

[Norfolk's JSNA](#) provides a picture of the health and wellbeing of the people of our county and the issues which affect their needs, inequalities and services, aiming to inform and improve their health and wellbeing. It is accessible through Norfolk Insight.

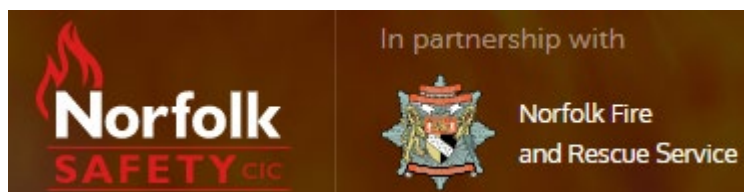


Commercial Partnership

NFRS also works in partnership with Norfolk Safety CIC. Norfolk Safety CIC is a Community Interest Company established by Norfolk Fire and Rescue Service to operate as the commercial trading arm of the Fire Service. Established as a CIC the company's profits are ring fenced with all profits to be reinvested in community interest projects such as youth engagement/development and fire prevention activities for the vulnerable.

In partnership with NFRS, Norfolk Safety CIC share common objectives in promoting and developing safety for everyone at home, work and in leisure time. Their courses are designed to develop awareness and promote safe working and leisure practices throughout the county of Norfolk and beyond. The company's primary aims, and undertakings are:

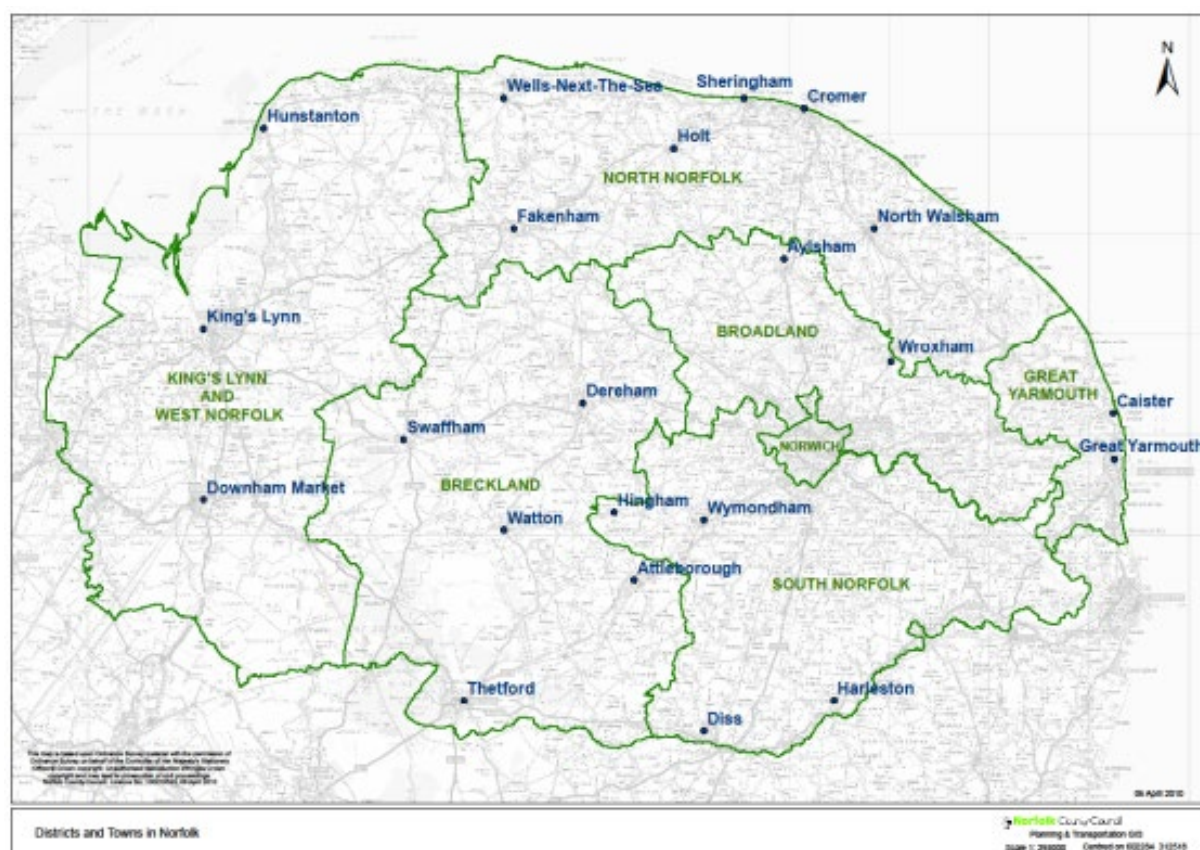
- to reduce risk and improve safety
- to generate profits that are ring-fenced to community interest projects
- to compliment the CRMP and assist in contributing to the statutory responsibilities of the Service



5. Our Norfolk

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

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



The estimated proportion of Norfolk's population living in an urban setting increased from 47.5% in 2010 to 50.8% in 2019, with the corresponding reduction of people living in a rural setting from 52.5% in 2010 to 49.2% in 2019. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022.

Norfolk's population

- Norfolk's population is around 916,200, with more people living in King's Lynn & West Norfolk and fewer people living in Great Yarmouth and North Norfolk.
- From 2014-2019, Norfolk's population increased by 4.5%.
- Norfolk's ethnic make-up is characterised by a predominantly White English, Welsh, Scottish, Northern Irish, British or Irish population (92.9%).
- Norfolk has a significant ethnic minority population, including people of diverse faiths and beliefs. For example, the 2018 Norfolk School Census identified that over 15% of primary and secondary school pupils were from ethnic minority backgrounds. Norfolk's ethnic minority population is not a homogenous group. Black, Asian, Arabic people and other diverse ethnic minority people in Norfolk have distinctly different lived experiences and outcomes with respect employment, health & wellbeing and accessing services, although they may share experiences of racism, discrimination, and prejudice.
- The proportion of people from ethnically diverse communities is 3.5%, and this varies from 1.4% in North Norfolk to 9.2% in Norwich. Norfolk has an Asian/Asian British population of 1.5%, Mixed/multiple ethnic groups population of 1.2%, Black/African/Caribbean/Black British population of 0.5% and Other ethnic groups population of 0.3%.
- For many years, Norfolk has been a destination for migrant workers and their families. Some come to Norfolk to work on a short-term basis or seasonally while others have chosen to settle for the long-term.
- There are around 160 languages spoken in Norfolk. English is not the first language of around 12,400 school children in the county. Polish is the most widely spoken first language other than English across Norfolk's school children, with Lithuanian being the second most widely spoken and Portuguese the third.
- Norfolk continues to be a resettlement area for refugees, including unaccompanied children and young people, and has welcomed Kurdish, Syrian, Afghanistan, and most recently, Ukrainian refugees, all fleeing persecution and international conflict.
- Norfolk has a sizeable population of Gypsy, Roma, and Traveller people (over 2,500 people), some of whom live permanently in caravans/static homes on one of the five authorised Traveller sites across Norfolk, while others live in owned or rented houses, or pass through the county using temporary stopping places.
- While Christianity remains the majority faith in Norfolk, numbers of Buddhists, Hindus and Muslims have increased. All the major faith communities have established places of worship and community networks across the county.
- Norfolk's population could rise by an estimated 60,600 over the decade to 2028 - this is an increase of 6.7%.
- South Norfolk, Breckland and Broadland are projected to be the fastest growing districts in the county.

- In the main, Norfolk has an ageing population. It is expected that around 27% of the population will be aged 65 and over by 2028.
- The 85+ population of Norfolk is projected to grow significantly with a 24% increase by 2028.
- Norfolk's population is projected to exceed one million by 2036.

Norfolk – both urban and rural

- While Norfolk's land area is around 93% rural, just over half our residents live in an environment that can be classed as urban.
- Over the past few years, there has been a shift in where people live in Norfolk, with an increase in numbers of people living in urban settings and a corresponding reduction of people living in rural settings.
- All districts except North Norfolk have at least a third of their population living in urban areas and none of Norfolk's districts is wholly rural.
- There has been a shift in the county's urban/rural split at district level over recent years, with people living in an urban setting markedly increasing in Breckland, King's Lynn & West Norfolk and South Norfolk.
- Great Yarmouth also has a marked change in its urban/rural split, but conversely with an increase in people living in a rural setting.
- People in Norfolk aged 45 to 64 and older people aged 65+ are more likely to live in rural as opposed to urban areas. The opposite is true of children aged 0 to 15, younger adults aged 16 to 29 and adults aged 30 to 44.
- Almost 60% of Norfolk people aged 65+ live in rural areas.

Deprivation and poverty in Norfolk

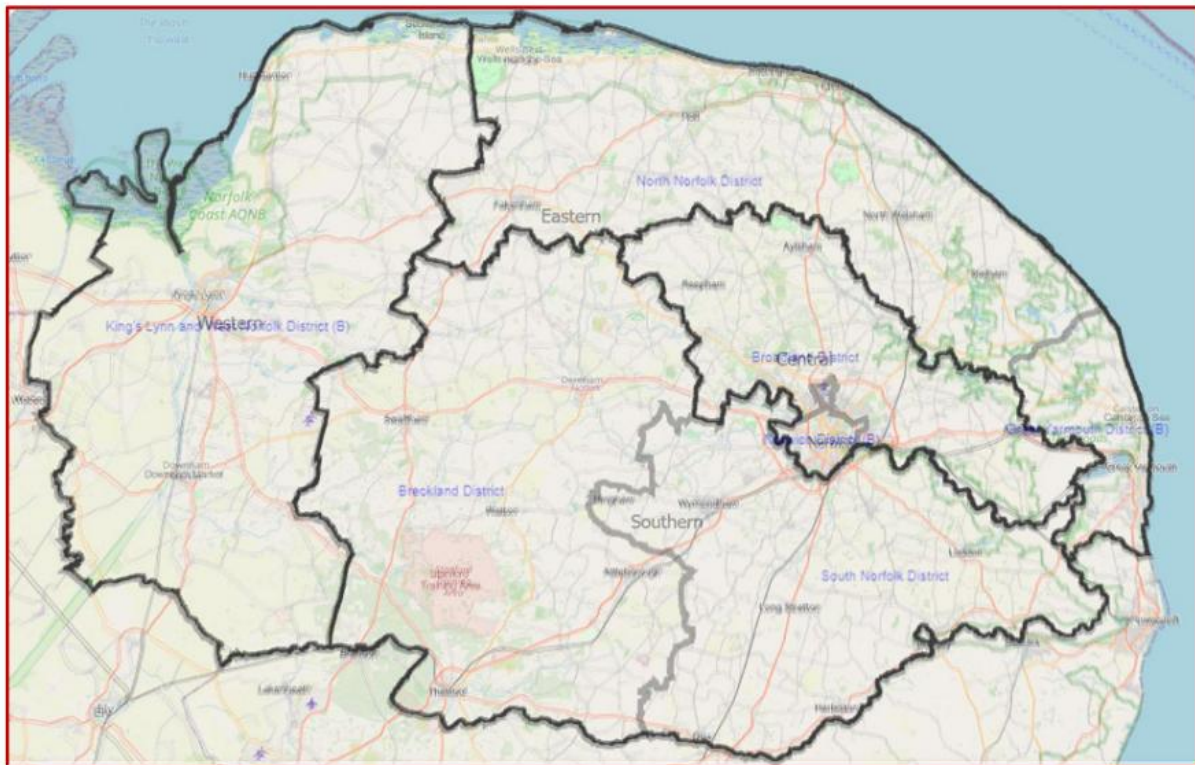
- The average annual gross pay in Norfolk is around £22,860. Norfolk's pay gap has widened compared with national pay levels.
- The Indices of Deprivation 2019 show that Norfolk has experienced an increase in relative deprivation compared with 2015 and 2010.
- Of Norfolk's 538 Lower Super Output Areas (LSOAs), 97 have moved to a relatively more deprived decile compared with 2015.
- Around 135,000 Norfolk residents live in areas which have been classified as being among the 20% most deprived in England.
- The most deprived areas in Norfolk are largely centred around the urban areas such as Norwich, Great Yarmouth, and King's Lynn, as well as some market towns such as Thetford, Dereham, and Watton.
- There are around 21,820 children living in families with Absolute low-income, and around 28,150 children living in families with Relative low-income in Norfolk.
- Great Yarmouth, Norwich and North Norfolk each have higher rates of children living in low-income families, for both Absolute and Relative low-income, than the Norfolk average.
- There are around 45,600 Norfolk households in fuel poverty.

Health and wellbeing in Norfolk

- Over recent years, prevalence of smoking in adults aged 18 and over for Norfolk peaked in 2011 and since then has gradually decreased until 2017 when the rate started to increase.
- Two in three Norfolk adults are classed as overweight or obese.
- Three in ten Norfolk adults do not take enough physical exercise to benefit their health.
- Overall, Norfolk people continue to rate their life satisfaction more highly than the England average, although their anxiety level has worsened over the last year.
- For Norfolk during 2018/19, there were around 1,300 emergency admissions to hospitals as a result of hip fractures.
- During the three-year period 2017 to 2019, in Norfolk around 265 people completed suicide. The rate for emergency hospital stays due to self-harm in Norfolk is significantly lower than the England average. (*NFRS are part of NCC's suicide prevention information network*).
- Norfolk's rate of admissions to hospital for alcohol-related conditions is not significantly different to the England average.
- For Norfolk, around three in five people with dementia have been diagnosed.
- For Norfolk, life expectancy for males is 80.1 years and for females is 84.1 years, with both being significantly better than the England average. Males are living in poor health for an average of 17 years and females for 21 years.

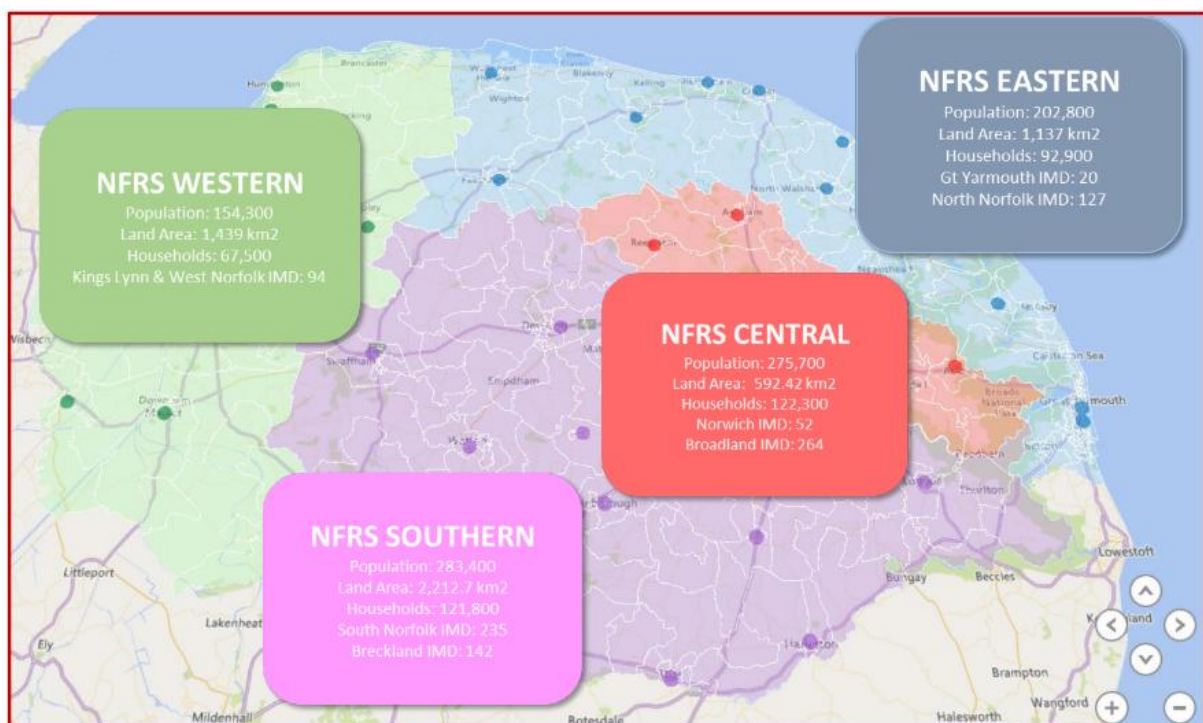
All deprivation and health data are taken from the [Norfolk Story](#) document produced by the Norfolk County Council and is based on 2019 Census data. Other contextual data can be found on the [Norfolk Insight](#) pages. More recent estimates (based off the Census 2021) are not available at the time of drafting this document as only first results have been released as of March 2022.

NFRS Districts

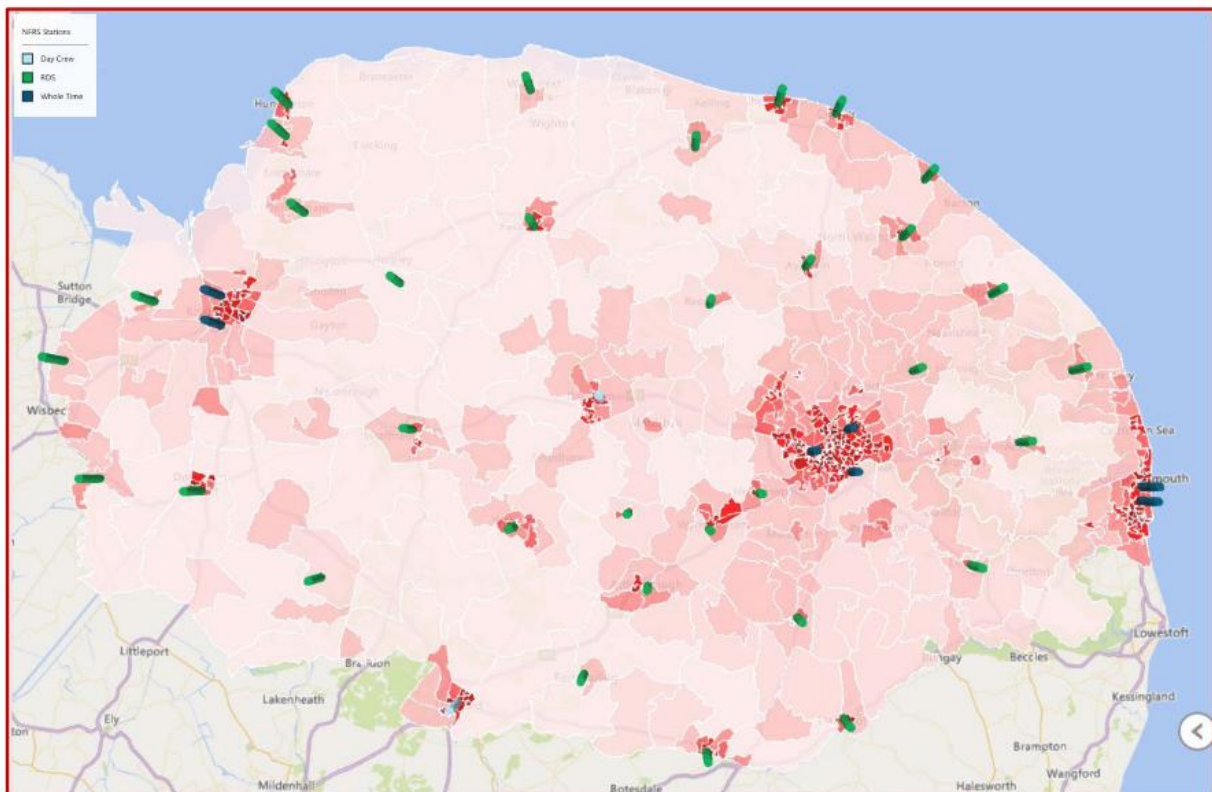


NFRS has four districts that provide cover of all of Norfolk:

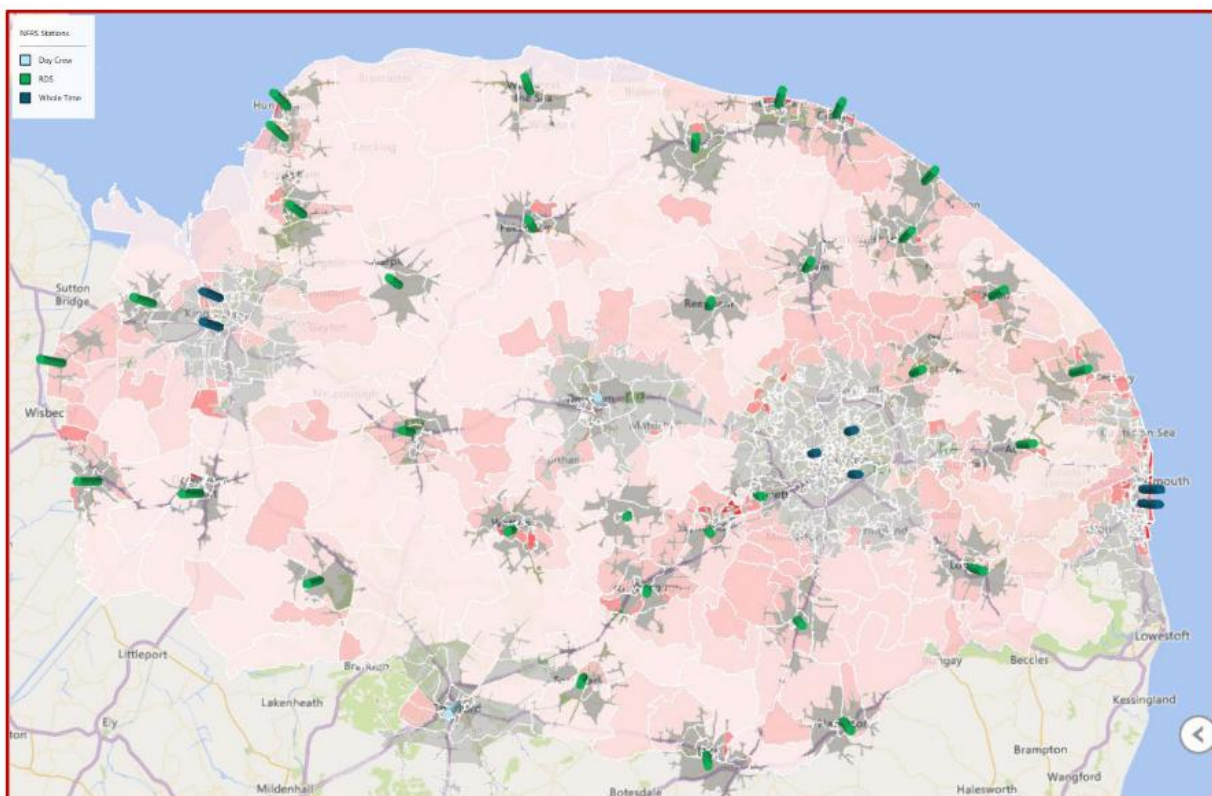
- Central – Broadland District & Norwich District
- Eastern – Great Yarmouth District & North Norfolk District
- Southern – Breckland District and South Norfolk District
- Western – King's Lynn and West Norfolk District



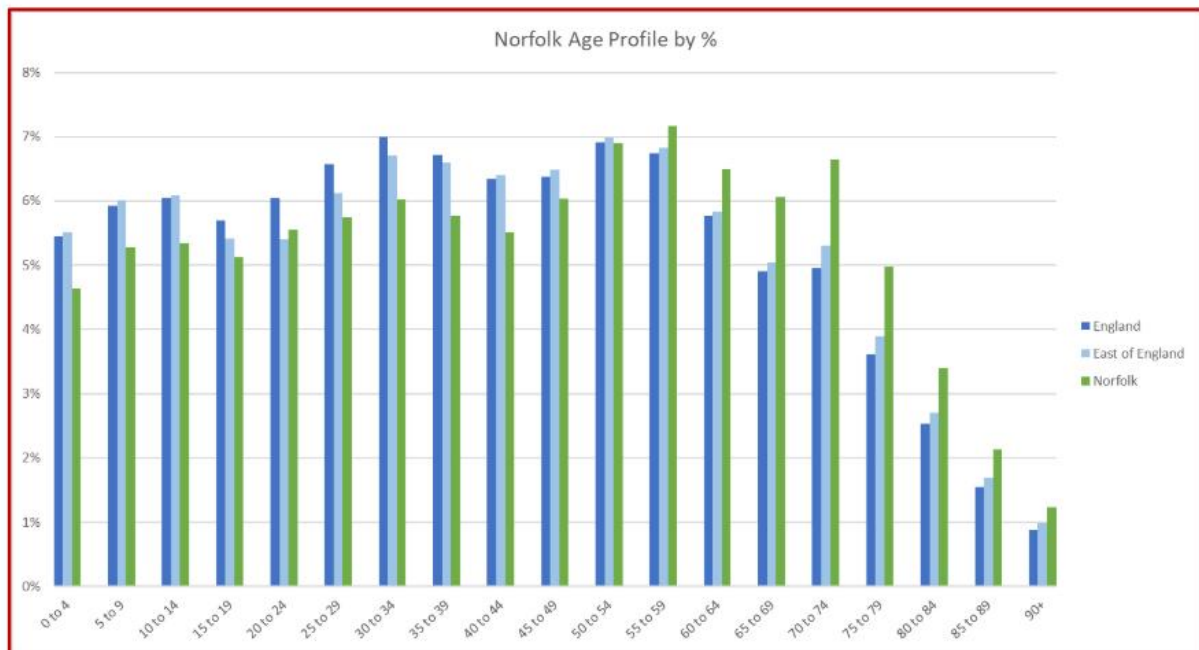
There are currently [42 stations](#) providing operational coverage to Norfolk and these are located strategically against areas of greater population density:



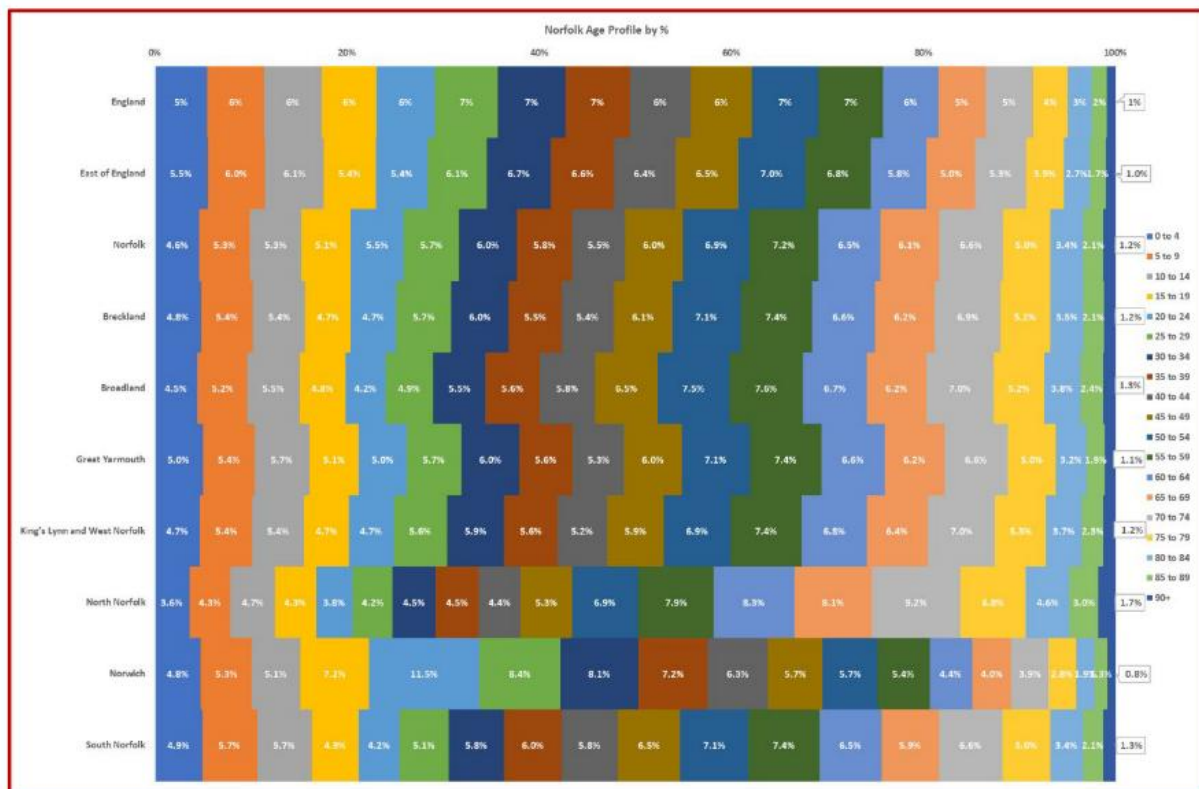
Our drive-times around our station locations provides coverage to the concentrated areas of population:



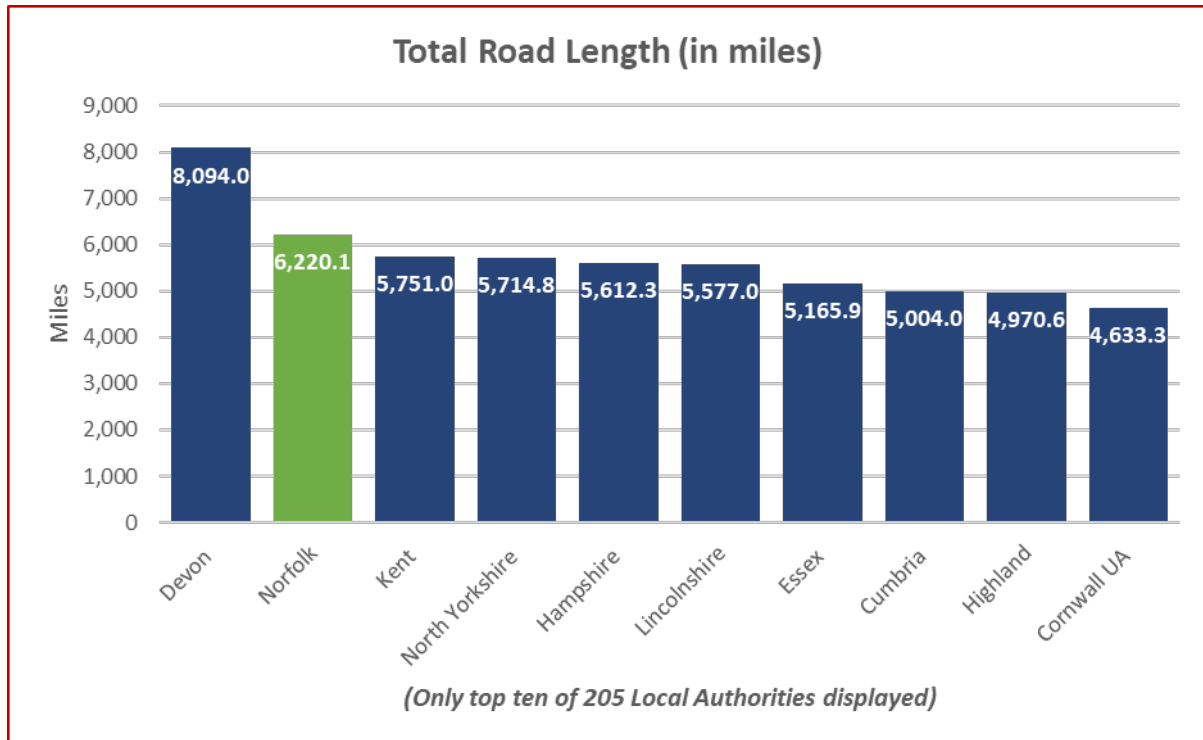
Norfolk's age profile compared to East of England and England (as a percentage):



We also consider Norfolk's age profile when evaluating how we can best deliver our services to those more vulnerable (by district and East of England and England as a percentage):



Norfolk roadways:



Sources:

[Joint Strategic Needs Assessment \(JSNA\) - Norfolk Insight](#)

[Place - JSNA - Norfolk Insight](#)

[Council Tax: stock of properties, 2021 - GOV.UK \(www.gov.uk\)](#)

[IMD - Overall district rank in England | LG Inform \(local.gov.uk\)](#)

[Census 2021 results: Phase one of Census 2021 results - First results - Census 2021](#)

6. Preparing our Plans

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

RISK - We identify people, buildings and places where there is a likelihood of an emergency incident happening that would have a potentially serious effect on our communities. For example, we work with the people responsible for buildings and locations to help to reduce that risk and we plan and review how we would deal with an emergency if it did occur.

DEMAND – We use information about incidents that have happened in the past and analyse how we have responded to them, to better understand what happened and how efficient and effective we have been. For example, this enables us to plan to respond effectively and efficiently to similar emergencies that occur in the future.

VULNERABILITY – We use information that we and other organisations collect to identify the types of people who would be most likely to have a fire or other emergency and who would be most likely to suffer harm. This could be because of protected characteristics such as age or disability, or something that might be related to where people live, work or visit such as high levels of deprivation. For example, we use this information to provide services, on our own and with others, to prevent and respond to fires and other emergencies. We also consider risk vulnerabilities identified through the robust Equality Impact Assessment (EqIA) process in specific relation to Fire, Road Traffic Collisions (RTCs) and Water Safety incidents. Vulnerability can be anywhere in Norfolk, so we need resources available everywhere, but vulnerability is worse in areas of deprivation. Our full Equality Impact Assessment can be found here: <https://www.norfolk.gov.uk/safety/norfolk-fire-and-rescue-service/about-nfrs/publications/integrated-risk-management-plan>.

RESOURCES – Like all organisations, NFRS has a set budget to spend on our staff (including our firefighters), our equipment and our services; we receive our money from grants from central government and County Council Budget. When deciding how to tackle Risk, Demand and Vulnerability we also have to think about how we spend our budget to make sure we have the most positive impact on our communities.

CONSULTATION AND ENGAGEMENT – We speak and listen to the public about our plans before we write our CRMP, and we do this again before we publish the final plan. We also consult our staff and other organisations that we work with and that have an interest in the services we deliver, such as Councils and the Police. Listening to the people involved in our consultation and engagement events helps us understand what you expect of us. This has helped us decide which proposals to include in the following plan. These proposals explain what we believe are the best ways to spend our budget to deal with the Risk, Demand and Vulnerability in Norfolk in the most efficient and effective way.

7. Risk, Demand & Vulnerability

NFRS and the Fire Authority have a number of statutory duties placed upon us (as detailed in Section 2) to ensure that we consider the risks and hazards that can impact the residents of Norfolk. We are active members of the Norfolk Resilience Forum (NRF), a partnership within Norfolk that includes the emergency services, local authorities, Environment Agency and health agencies along with voluntary and private agencies. The NRF assesses the non-malicious risks (i.e., hazards, rather than threats) that are most likely to happen, the impact these would have across the county and ensures that adequate planning, response and recovery arrangements are in place.

These plans include pandemic outbreaks which formed the basis of our response to the unprecedented events triggered by COVID 19. The NRF also publishes a [Community Risk Register](#), designed to inform people about the risks that could occur where they live, so they can think about what they can do to be better prepared in their homes, communities and businesses.

For national and malicious events, such as terrorism, there is a National Risk Register (NRR) which provides information on the most significant risks that could occur in the next two years, and which could have a wide range of impacts on the UK. The NRR also sets out what the UK government, devolved administrations and other partners are doing about them, as well as information and advice for the public.

We consider:

- Historic Incident Profile Matrix. Our own historic incident data informs our understanding of Risk
- The Norfolk Resilience Forums Local Risk Register: [Know your risks – Norfolk Resilience Forum \(norfolkprepared.gov.uk\)](#)
- [The UK Government National Risk Register](#).

Climate change

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

- Clean air for the population
- Ensuring a clean and plentiful water supply
- Encouraging a thriving plant and wildlife community
- Reducing the risk of harm from environmental hazards such as flooding and drought
- Using resources from nature more sustainably and efficiently
- Enhancing beauty, heritage and engagement with the natural environment

- Mitigating and adapting to climate change
- Minimising waste
- Managing exposure to chemicals
- Enhancing biosecurity

NFRS have recently agreed to replace all of their emergency response vehicles (ERVs), used by officers (who are also incident commanders) for routine business and for an emergency response to the scene of operations, by a mix of petrol hybrid and all-electric vehicles. They are also replacing their pool vehicles to all-electric.

NFRS is committed to the protection of the environment, and to ensure that the environmental impact of firefighting activities is limited as far as possible. NFRS works closely with the Environment Agency (EA) to ensure that firefighting tactics are employed which have environmental protection at the forefront of decision making. NFRS also carries out direct environmental protection work such as deploying specialist equipment to prevent environmentally damaging substances from entering watercourses. In partnership with the EA, NFRS has two specialist environment protection units based in Norwich and King's Lynn which can deploy a wide range of environmental protection equipment.

Risk Evaluation

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

Risk Ref	Type	Risk Type	Score Relative Likelihood:	Score Relative Impact:	Total Score:
FRS4	Community	Secondary fires	4.85	1	5.85
FRS6	Community	Road traffic collisions	3.69	2	5.69
FRS1	Community	Primary Fires (dwelling fires)	2.43	3	5.43
FRS7	Community	Anti-social behaviour/Malicious Acts	4.41	1	5.41
NRF6	Community	Human Health (pandemic flu, other infectious diseases)	-	5	5.00
NRF31	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Radiation Release from Nuclear foreign)	-	5	5.00
NRF32	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Very large toxic chemical release)	-	5	5.00
NRF33	Community	Chemical, Biological, Radiological, Nuclear and terrorist related incidents (Biological Pathogen release)	-	5	5.00
FRS9	Community	Hazardous materials	0.96	4	4.96
NRF1	Community	Fire (Wildfires - Severe Wildfire/Forest or Moorland Fire)	0.74	4	4.74
NRF3	Community	Fires (Fire or Explosion at a Gas LPG or LNG terminal or flammable gas storage site)	-	4	4.00

NRF21	Community	Major Industrial Accident (fire or explosion) - in NRR but not matrix scored	-	4	4.00
CORP6	Corporate	Failure to respond to a major disruption of service	-	4	4.00
FRS5	Community	Primary fires (other than buildings)	2.80	1	3.80
FRS3	Community	Primary Fires (non-residential premises)	1.34	2	3.34
FRS2	Community	Primary Fires (other residential premises)	0.19	3	3.19
NRF5	Community	Flooding (Local/Urban flooding - fluvial or surface run-off - Inland flooding - Surface water flooding)	0.14	3	3.14
NRF2	Community	Fires (Fires at Waste Disposal or Scrap / Recycling site/s)	0.10	3	3.10
FRS8	Community	Building collapse	0.01	3	3.01
NRF4	Community	Flooding (Coastal)	-	3	3.00

From the above list we have identified the following six high impact incident types:

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

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

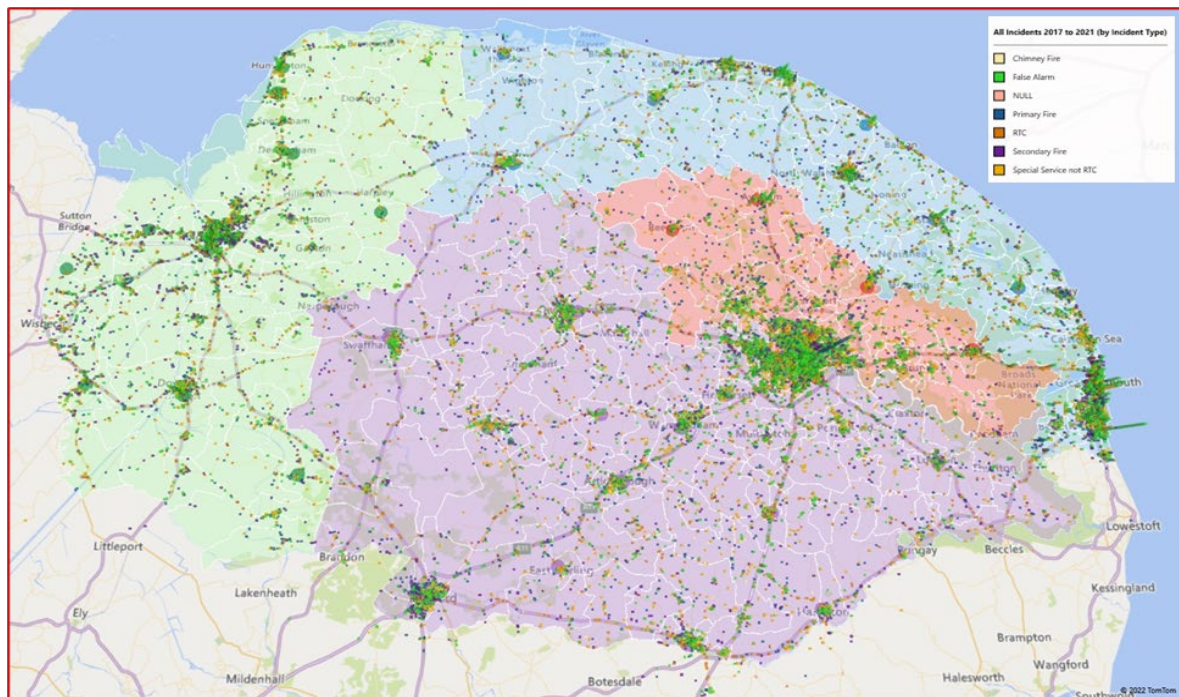
With the increasing impact of climate change, we will consider our preparedness for responding to unusual events resulting from extreme weather, such as wildfires, flooding and storms. This will include structured reviews of operational response such as the recent period of hot weather-related wildfires.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

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

This does not mean they are the only risks we are prepared for as there are many other types of incidents that we plan for and respond to. These include air, road, rail,

tunnels and heritage sites. Many types of incidents such as road traffic collisions and house fires are sadly much more common and part of our day-to-day work, even though we also work hard to reduce these. These risks are factored into our wider training and exercise programme.

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

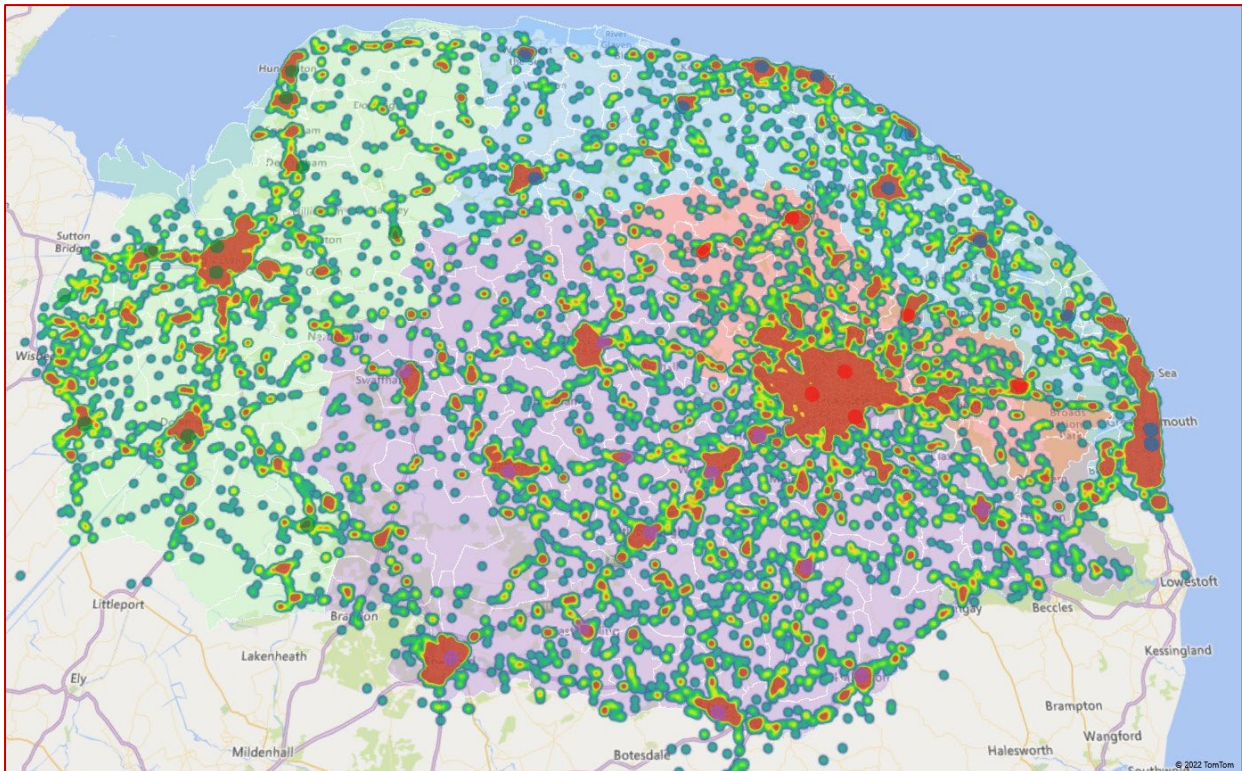


There are areas on this map which are important to the infrastructure of Norfolk supporting the prosperity and heritage of the area. This includes some of our buildings, museums and galleries. We recognise the importance of our role in preserving these precious and valuable assets and what a loss they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

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

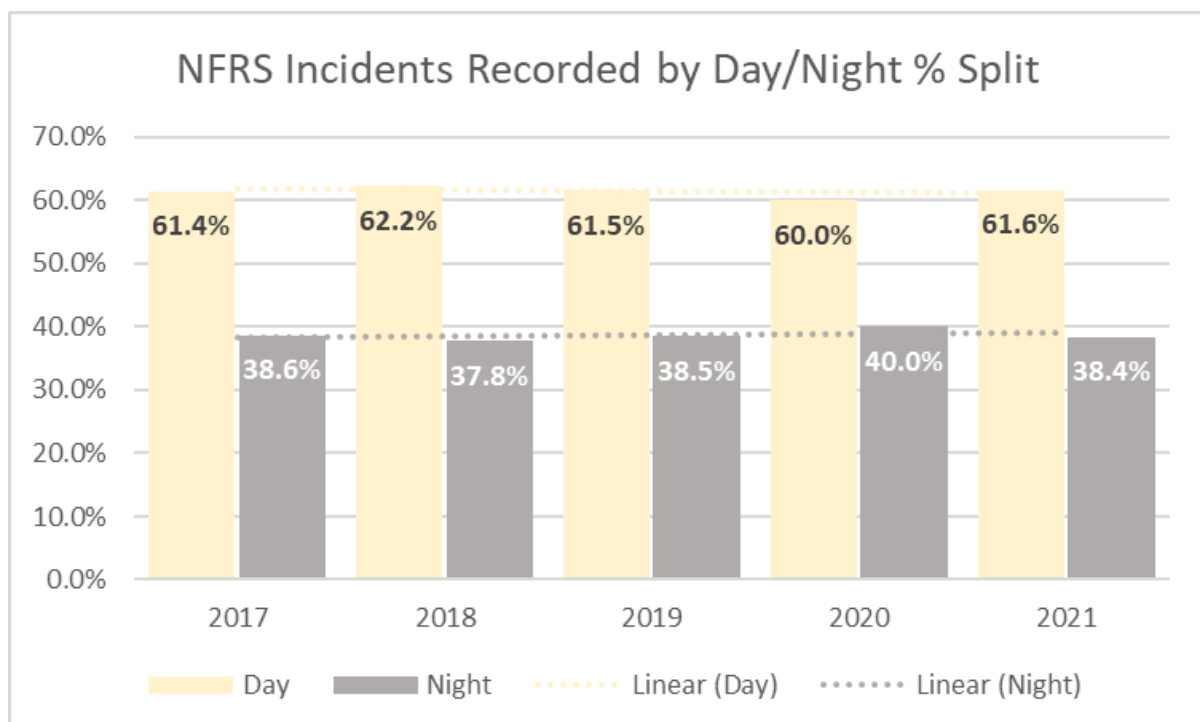
Demand:

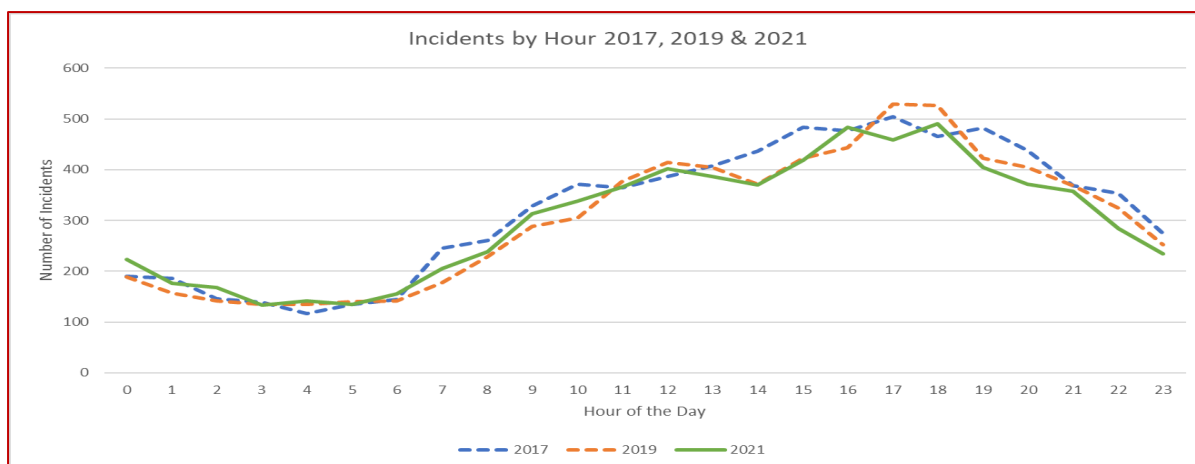
Knowing where emergency incidents happen helps us plan where we base our fire stations, fire engines (and other specialist equipment) and people. The map below shows all incidents in 2021 and it shows that incidents aren't evenly spread across Norfolk:



Heatmap showing All Incidents 2017-2021 (excluding False Alarms)

We also know that demand fluctuates between the day and night (approx. 0700 to 1900) so resources are significantly busier during the day than at night. Using this knowledge, we ensure we have our fire engines, in the right place at the right time to respond.

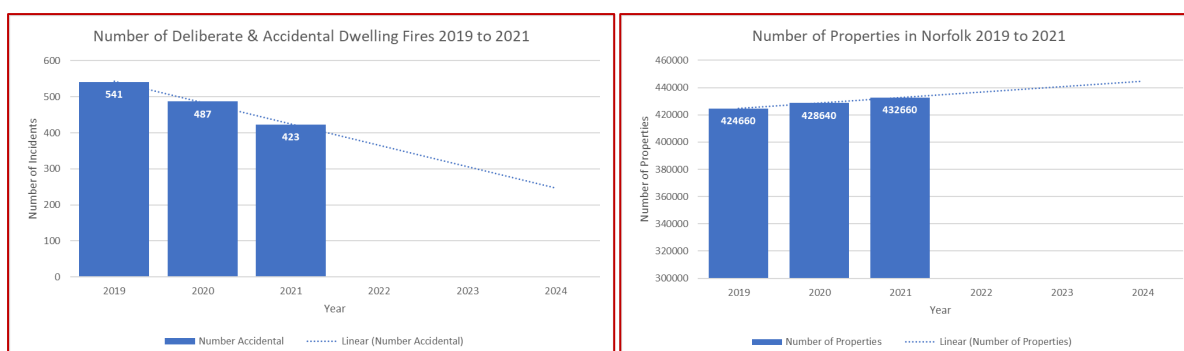




We also need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies.

Fire Services receive information about people aged over 65 from the NHS. We use this to target our prevention services at this most vulnerable group of people, and we work with other partner agencies too to help their vulnerable clients.

The graphs below illustrate the success of our Prevention activities over the course of our current IRMP, showing how the number of both deliberate dwelling fires have fallen and are projected to fall in the future. We also use this information to help us plan for the future.



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

We also use a range of datasets to support risk identification, intelligence and the effective targeting of resources. These can be classified as:

- Geographic & Demographic Data - Identifying places within communities that are more at risk and the nature of those risks.
- Social Data - Identifying types of people that are more at risk, through the use of marketing and other social data including EqlAs, then identifying the best way to reach those people.
- Partnerships & Collaborative Data - Working with other services to jointly identify common groups, individuals and geographical areas where joint or shared interventions will be most effective.

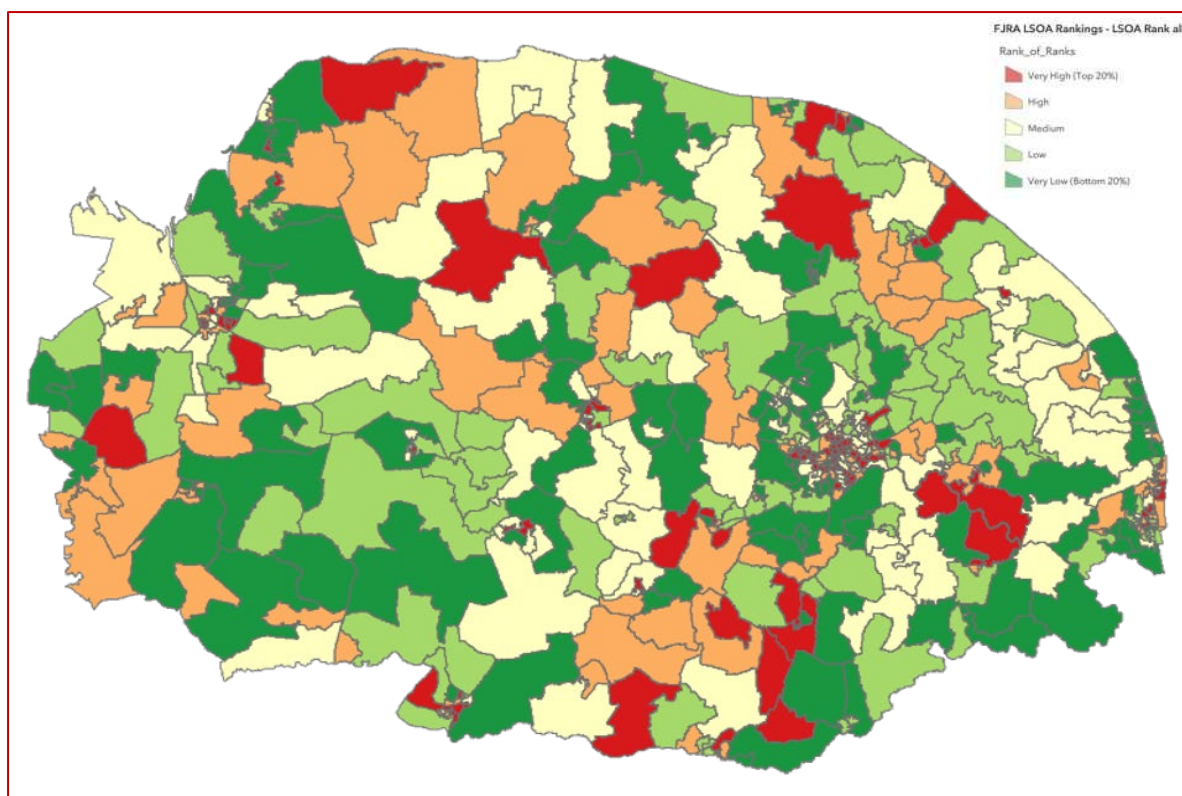
- Historic Demand Data - Identifying historic incident data using the Incident Recording System (IRS) and other systems to support analysis of activity and demand.
- Business Data - Identifying high-risk businesses and commercial premises through our Experian dataset to drive our Fire Safety and Operational Risk-based inspection programmes.

The Fire and Rescue National Framework for England outlines the requirement for every fire and rescue authority to assess all foreseeable fire and rescue related risks that could affect their communities. It is essential that we understand both current and future risks and the consequences of those risks for the people, who live, work and visit Norfolk.

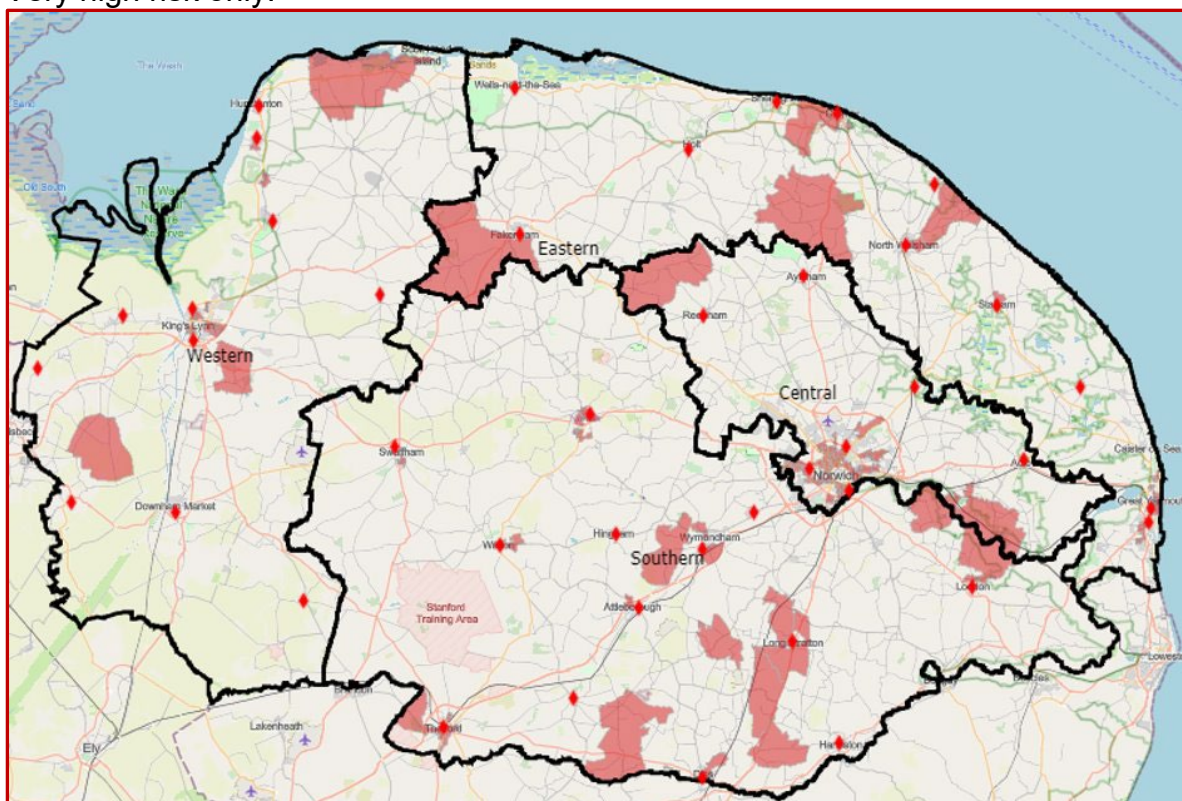
We use this understanding to develop strategies and plans to prevent and mitigate risk to our communities. It is essentially about ensuring we have the right resources in the right place, at the right time to keep our communities safe. Our Community Risk Profile underpins our CRMP23-26.

The Community Risk Profile also takes account of information supplied by partners and external influences on our Service at a local and national level. It does not replicate the statutory, Multi-Agency Community Risk Register managed by the Norfolk Resilience Forum.

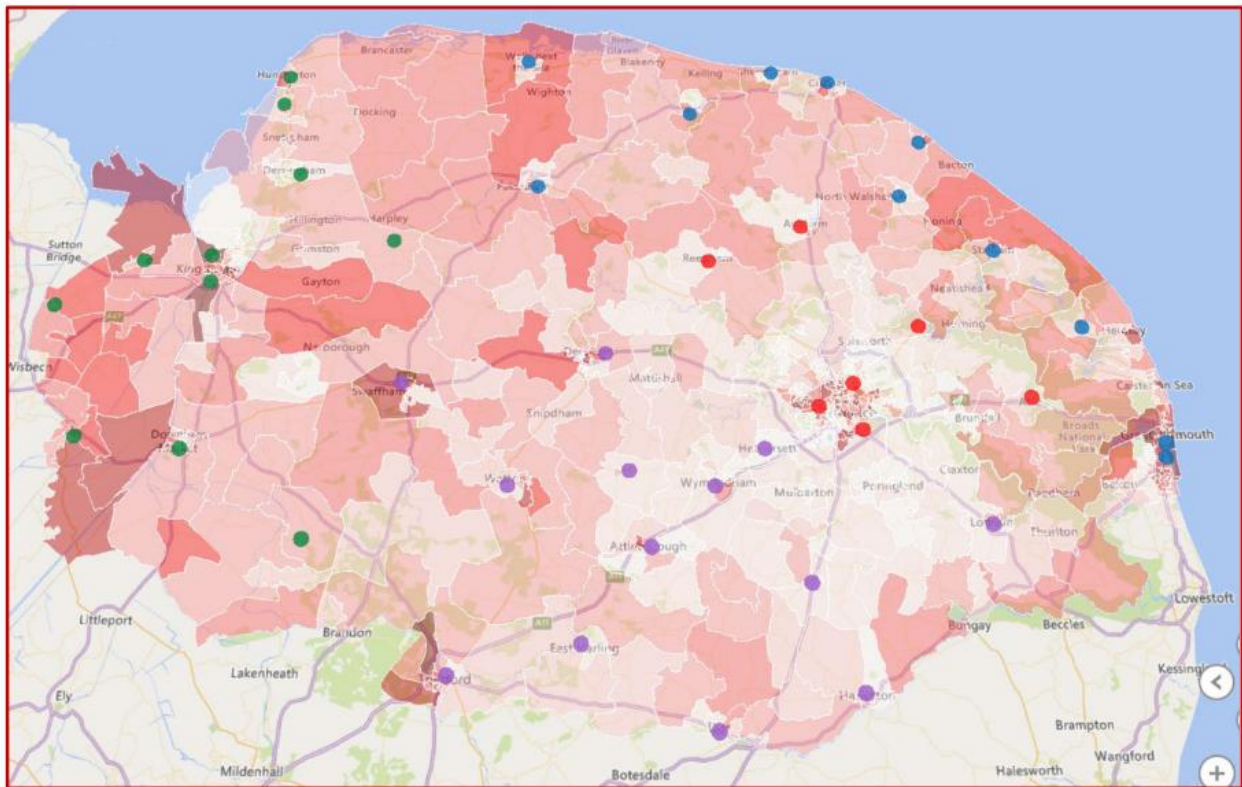
We use historic incident data relating to life risk, vulnerability data and drive time data which we weight against proportionality and consequence and then combine in order to produce a baseline map of risk across the county at Local Super Output Area (LSOA) geography level. Our risk model presents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



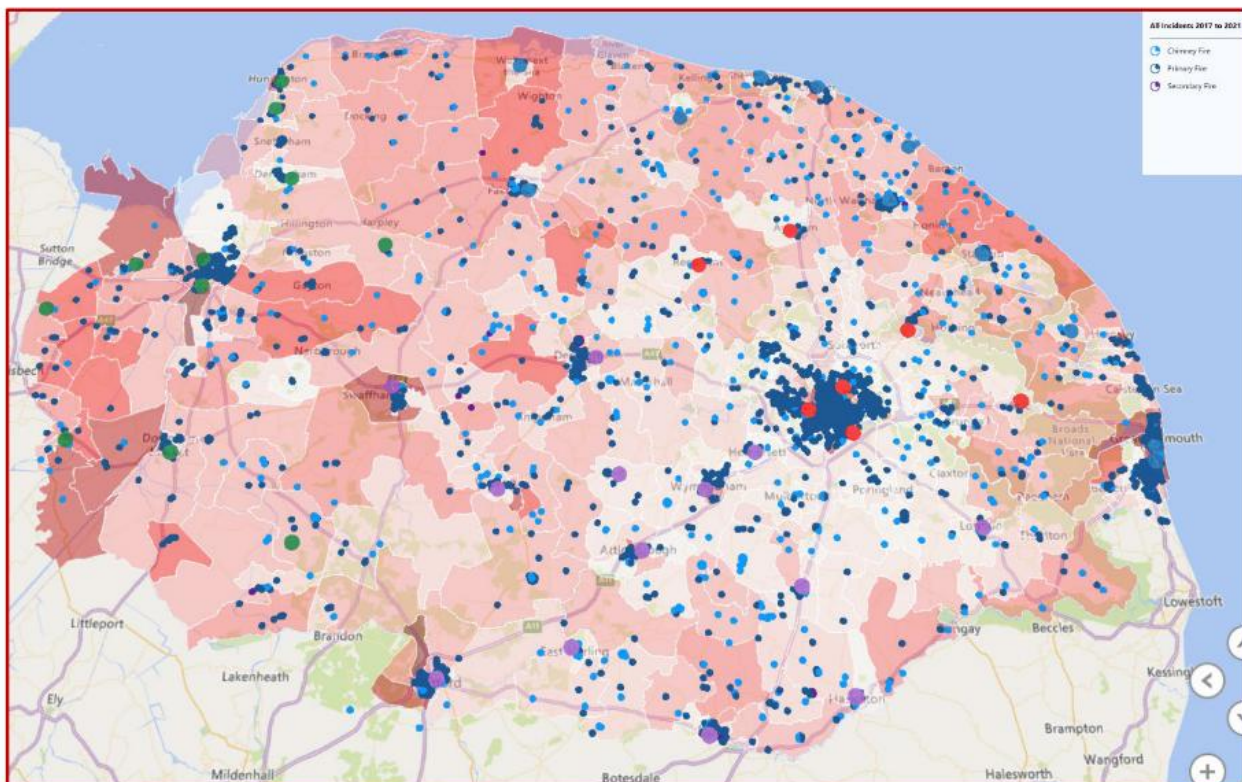
Very high risk only:



Vulnerability and fire incidents mapped against Indices of Multiple Deprivation:



LSOAs of Norfolk by IMD2019 Decile

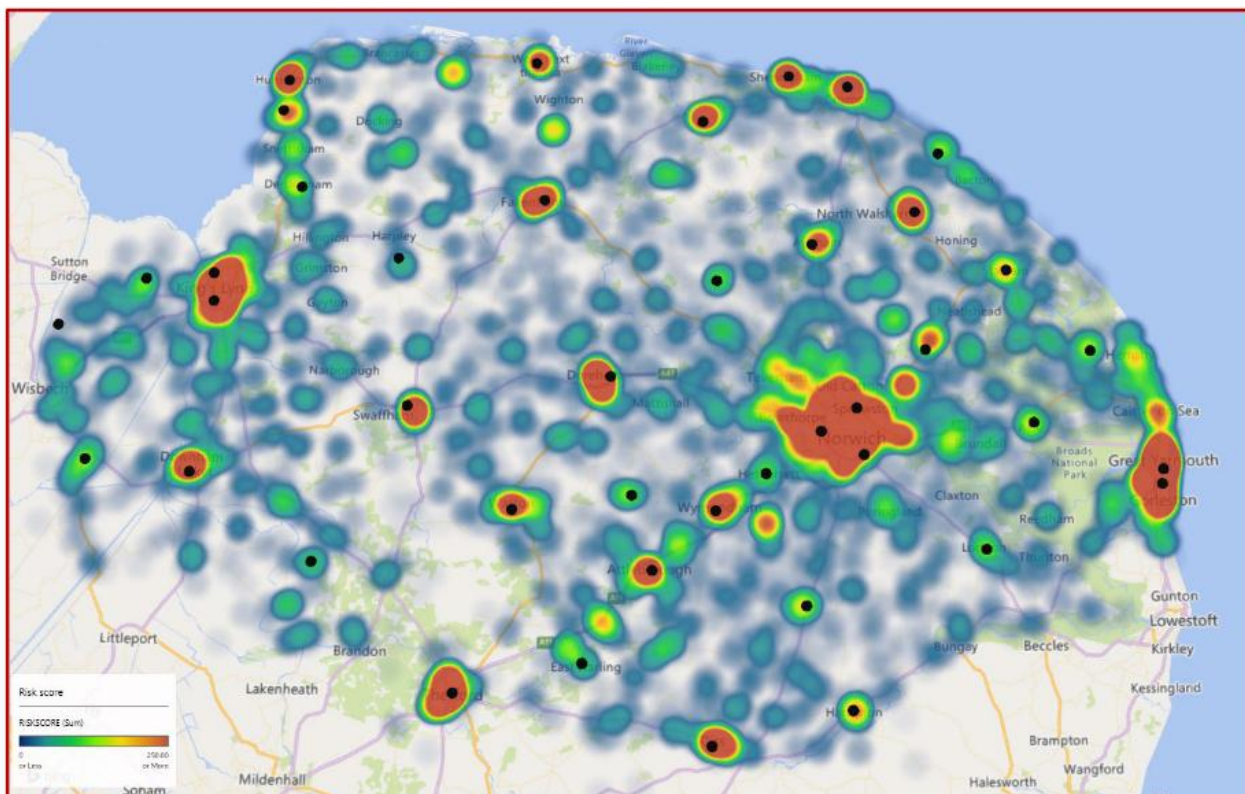


All Fire Incidents at Dwellings and IMD2019 Deciles

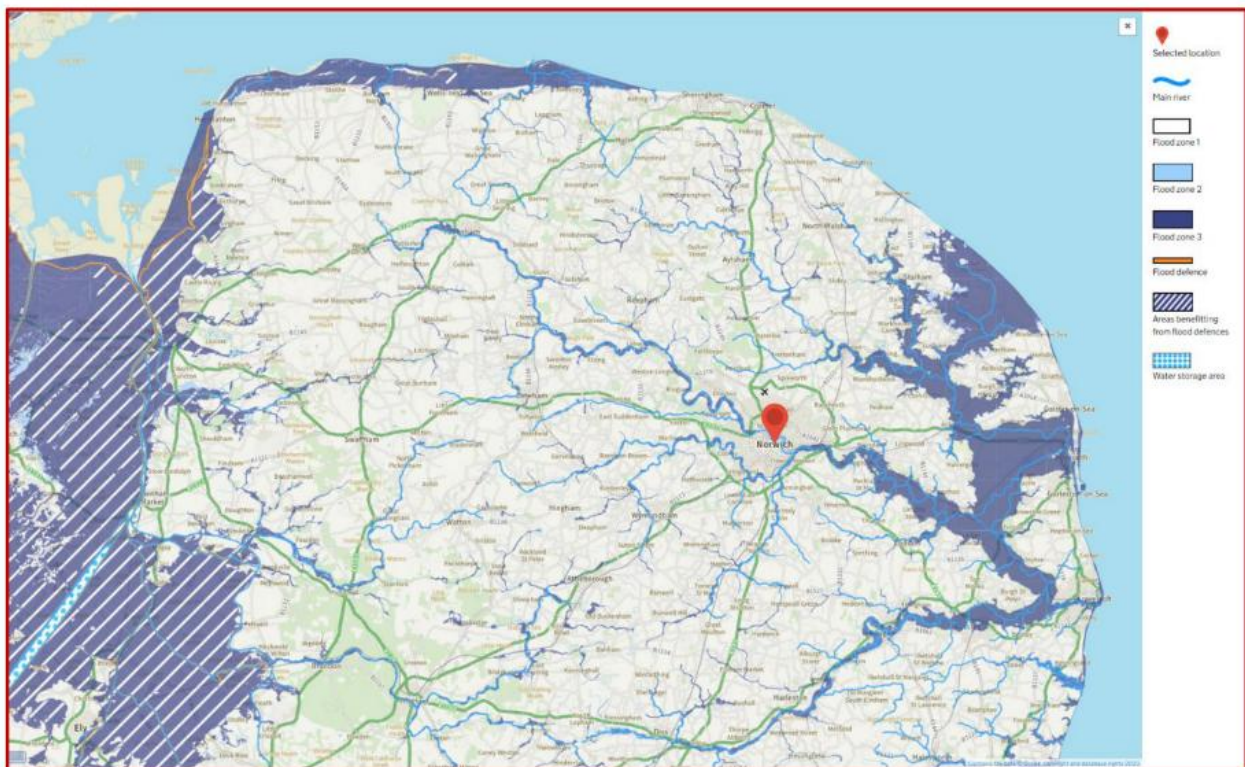
Very High Risk & High-Risk premises:



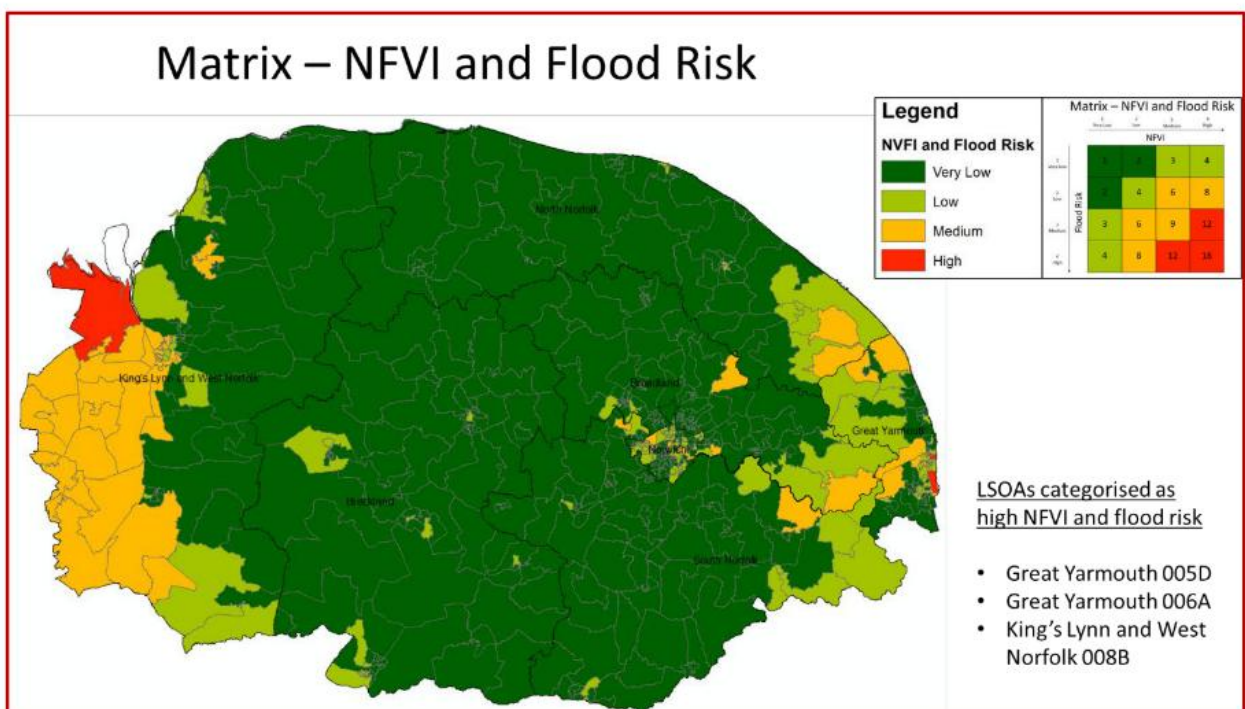
All premises with an NFRS allocated Risk Score:



Flood Risk (Environment Agency):



Neighbourhood Flood Vulnerability Index (NFVI)



The [Neighbourhood Flood Vulnerability Index \(NFVI\)](#) provides insight into the social vulnerability of a neighbourhood should a flood occur. It estimates how far individuals may experience a loss in well-being if exposed to a flood as well as their ability to prepare, respond and recover from a flood (without significant emergency support from the authorities).

8. About us

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

Norfolk Fire & Rescue Service provides a comprehensive response to fires and other emergencies, as well as offering a range of services to reduce and respond to risk in our communities. In the past we have managed our resourcing to risk within our budget and whilst we will continue to do so, we have also evidenced and secured additional budget uplift (£420,000 emerging burdens across Prevention, Capability and Planning) in order to bolster elements of our work and we will look to make some changes (detailed later in this report) to the way we organise ourselves in order to use all financing secured as efficiently as possible.

Budget and Finance

The Authority has an excellent record for dealing with any financial challenge it faces. For many years now the Authority has maintained a comprehensive Medium Term Financial Plan (MTFP) and capital programme. During 2010 to 2020 the Government implemented an austerity plan to reduce national debt. A significant element of the plan was to reduce the level of Government funding for local government (this includes fire and rescue authorities).

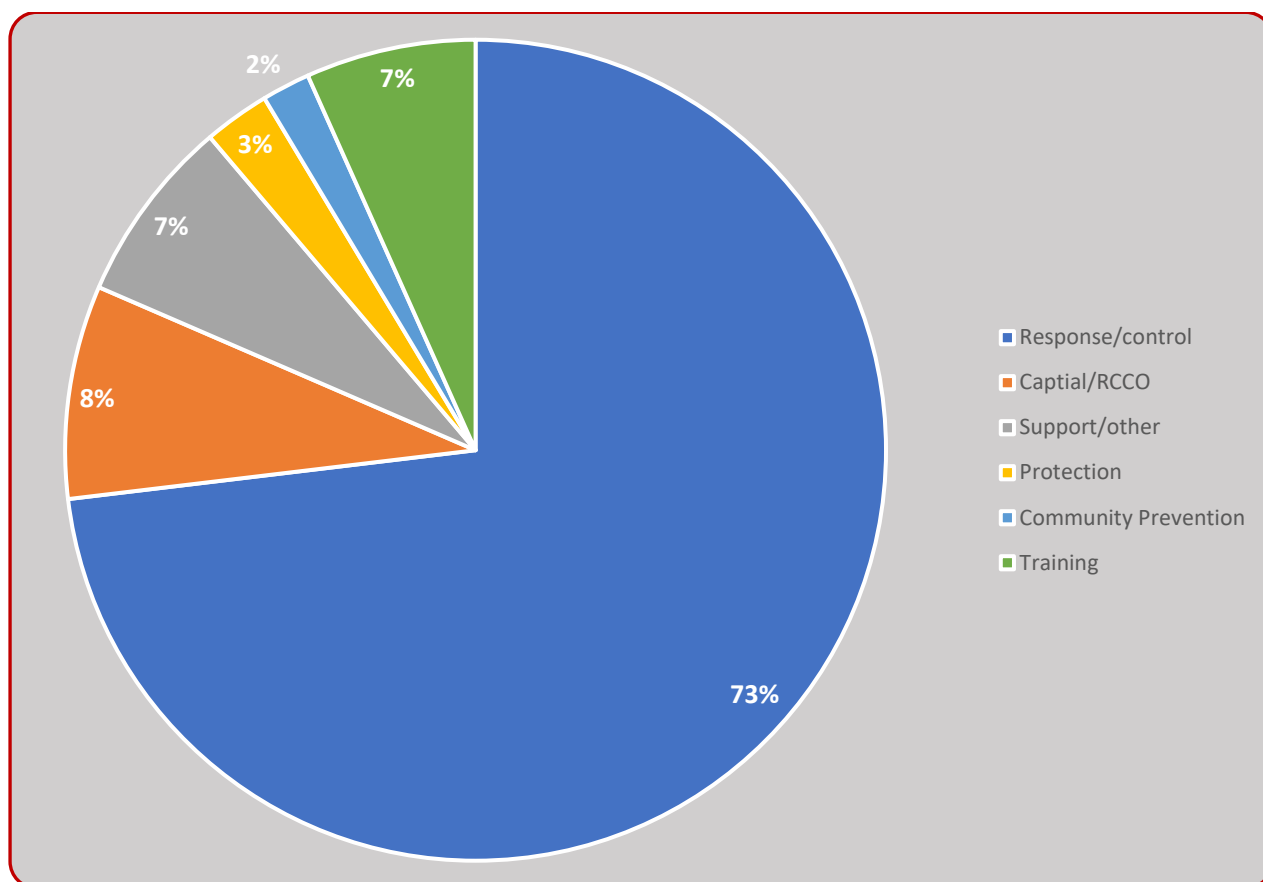
The County Council sets a rolling 3-year MTFP for revenue and capital budget programmes that encompasses all services and functions. Norfolk Fire and Rescue is part of this process as part of the wider directorate of Community and Environment Services.

The financial planning process requires each directorate to conduct a rigorous review of its spending and income forecasts to calculate for service priorities. NFRS requires each of its delegated service managers with budget responsibilities to overview planned activity for the coming years, forecast spending profiles meeting those activities and to aid in the deployment of finances with their service area of responsibility or to allow for the reallocation of funds to allow growth in other service areas whilst also meeting the requirements of the Community Risk Management Plan (CRMP).

The MTFP also must manage service reductions and plan for growth forecasting. This process is aided by the fact that as part of sound financial management detailed monthly budget monitoring is undertaken by all service functions so that an up to date and accurate financial forecasting can be achieved. This process ensures and allows the detailed knowledge build-up of the Brigades activities, needs and future activity trends.

The CRMP is the key driver in the allocation of the Authority's resources in response to the risks facing Norfolk Fire & Rescue. The Authority's CRMP states the main strategic themes that the Authority is progressing and its plans. The MTFP prioritises the allocation of resources to deliver the Authority's mission and aims.

If any organisation wants to be successful, its budget setting and medium-term financial plan must allocate resources to support its key strategic aims and priorities. This is a vital consideration when organisations face periods of severe financial challenge.



NFRS Revenue Budget as % spend by activity

More information about how Norfolk Fire & Rescue Service works is outlined on the following pages.

Operational Preparedness

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

Our Fire Control - On receipt of emergency calls we will assess requirements and, where appropriate, deploy the nearest most suitable assets. We will look to maintain contact with callers to provide support, gain further information and, where applicable, provide immediate lifesaving guidance and also liaise with other agencies. Contact will also be established and maintained with all assigned operational assets throughout the emergency event. We will continue to drive down malicious calls through our call challenge procedures. We co-located our Control

with the Police at the Operational Control Centre (OCC) in Wymondham in 2019 enabling closer partnership working and we also benefit from being part of the East Coast Control Partnership, providing additional resilience across the Eastern Coastal region.

Our Incident Commanders - We will utilise the nationally recognised Incident Command System (ICS), which provides a framework for managing operational incidents and ensuring the health, safety and welfare of all personnel on the incident ground. There are four incident command levels covering initial, intermediate, advanced and strategic incident command.

Supporting the Fire and Rescue Service National Coordination Centre (FRSNCC) - The FRSNCC facilitates the deployment of national resilience assets (see below) to major incidents around the country. We will both provide and request assistance through the FRSNCC as required.

Our Response Levels - We have identified three levels of response which provide a framework for how we respond to incidents. Associated with each level are a number of capabilities. For all but the simplest type of incident, it is likely that a combination of response level capabilities will be utilised. The response levels are as follows:

- Local response capability is an all-hazards response and is designed to deal with the initial stages of any incident. This capability is delivered by both our on-call and wholtime firefighters operating from a number of fire stations around the county. All of our firefighters are trained to operate at this level in order to support this capability.
- Specialist response is a specialist capability. We will maintain a number of special vehicles including our Aerial Ladder Platforms, Technical Rescue Units, Environmental Protection Units and a Command Support Unit. Specialist teams are formed from within our existing staff who receive additional skills training as appropriate.
- National response. The FRS has a vital role to play in providing a national resilience capability against risks such as chemical, biological, radiological or nuclear incidents, terrorist attacks or other major emergencies. Within Norfolk we will provide on behalf of the national lead authority, Urban Search and Rescue (USAR), team typed flood response, specialist teams to respond to marauding terrorist attacks, mass decontamination and high-volume pumping.

Our Weight of Response - Ensuring our initial response is appropriate to the incident type, is sustainable and that firefighters can operate within safe systems of work is essential to our response capability. Our initial response is described within our Pre-Determined Attendance (PDA) procedures which have been derived from operational learning, scenario planning and best practice. They are reviewed on a regular basis to reflect changes in risk and national guidance.

Scale and Concurrency - Historical analysis of incident types provide an indication of the scale and concurrency of incidents we attend. Based on this information we have assessed that, at any one time, we should plan to be able to respond to two large scale incidents (five plus fire engines) plus numerous other small incidents (one -

three fire engines). In the event of spate conditions exceeding 48 hours duration or the declaration of a major incident or emergency we would consider requesting over the border, regional or national assistance.

Operational Risk Information - We recognise the importance of providing accurate and timely risk information to our operational crews. We have embedded the national Provision of Risk Information System (PORIS) to provide incident commanders with timely, accurate and accessible information on known building and site risks.

Our Operational Assurance - We regularly review our performance at operational incidents to identify good practice and areas for improvement. This information is then shared throughout the service and with partners this is used to amend policies and procedures where appropriate, informs training delivery or influences the design and purchase of new equipment and tests our CRMP.

Our Operational Doctrine - We recognise the benefits of the National Operational Guidance programme and will continue to update our operational procedures. We will also work to ensure our operational doctrine reflects the national Joint Emergency Services Interoperability Principles.

Capability (Logistics and People)

Fires & Pumping

- All of our front-line fire crews are trained to extinguish domestic, commercial and industrial fires. Training focuses on how to extinguish fires utilising breathing apparatus as respiratory protective equipment. Where required additional specialist capabilities can be requested from other fire and rescue services.
- Sufficient firefighting foam (compressed air foam system [CAFS], low expansion and high expansion) is available for extinguishing liquid fuel fires and deep-seated fires.
- We train all of our initial, intermediate, advanced and strategic incident commanders on wildfires and provide an off-road capability to provide access, equipment transportation and extinguishing media.
- We will provide access to call off arrangements for heavy plant machinery to assist in us in extinguishing waste fires.
- We supplement fire engines with water carriers and a high-volume pump hosted and deployed on behalf of the National Resilience lead authority.

Vehicle provision for fires and pumping:

- General purpose type B fire engines: response to fires and pumping, breathing apparatus, ladders, quick strike foam provision.
- Rural fire engines: Response to fires and pumping, breathing apparatus, ladders, off-road 4x4 capability, with CAFS.
- Water Carriers: Bulk distribution of water and foam off-road vehicles:
- Wildfire, water mist system

Rescues

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

Vehicle provision for rescues:

- General purpose type B fire engines: hydraulic rescue equipment, ladders, safe working near water equipment and throw bags, safe working at height.
- Rural fire engines: off road capabilities, hydraulic rescue equipment, ladders, winches, water rescue equipment, safe working at height.
- Heavy Rescue Pumps: enhanced hydraulic rescue and cutting equipment, ladders, winches, confined space rescue.
- Technical Rescue Unit: Specialist water and animal rescue.
- Aerial Ladder Platform: Rescue from height.
- Urban Search and Rescue: Rescues from building collapse, sub surface, height and stabilisation of dangerous structures, rope rescue, specialist cutting equipment including chain saws.

- 4 x 4 vehicles; transportation of equipment and personnel.

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

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

Hazardous materials

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

Vehicle provision for hazardous materials:

- General purpose type B fire engines: Gas tight suits, level 1 environmental protection; dosimeters.
- Rural fire engines: Gas tight suits, level 1 environmental protection; dosimeters.
- Heavy Rescue Pumps: Gas tight suits, level 1 environmental protection; dosimeters; survey meters.
- Environmental Protection Units: Gas tight suits; full decontamination; covering drums; decanting; environmental protection.
- Mass decontamination unit: equipment to decontaminate large number of people.

Prevention & Protection Staff

Norfolk Fire and Rescue Service is committed to be at the heart of protecting the communities of Norfolk and aims to make them safer by reducing the number of emergency incidents through continuous improvement to our Prevention, Protection and Response activities.

Prevention Staff

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

Activities include:

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

The Prevention function is managed by a centrally based Prevention Lead and two team managers: a Home Fire Safety Manager (HFSM) and a Prevention Delivery Manager (PDM).

The HFSM's main duties include leading and directing all home fire safety risk reduction initiatives and targeted actions across the Service in line with our Prevention strategy. Another core element of their role is to manage and develop external partnerships to increase home fire safety delivery to those most at risk. They have a team of four Home Fire Safety Advisors, plus a bank of casual hours Community Safety Advisors and Community Safety Volunteers. They are also the department lead for safeguarding, working closely with the Adults and Children's Safeguarding Boards to influence policy and practice.

The PDM's main duties include leading and directing all prevention activities, such as arson, accidents and emergencies on our roads and waterways, and school delivery initiatives and targeted actions across the Service in line with the Prevention Strategy. They are responsible for the service wide delivery of training, evaluation and quality assurance of all prevention activity and education provision. They have a team of four Prevention Co-ordinators, plus a bank of casual hours Community Safety Advisors and Community Volunteers.

- **Home Fire Safety Advisors** - These roles are district based and their core work is delivering targeted person-centred Home Fire Safety Visits that aim to drive down fire risk to make people safer in their homes, lives, and work.

- **Prevention Coordinators** – These roles are also district based and each coordinator will have one of the following responsibilities: Water Safety and Volunteers, Road Safety and Events, Arson / Firesetters and Schools / Education. Each will lead on coordinating this activity across the service; however, they will still be required to deliver each activity. This means they will become multiskilled across all subject areas.
- **Community Safety Advisors** – Our CSAs will undertake various activities for the Prevention Team on an ad-hoc basis, including Rural Home Fire Safety Visits, Fatal4 Young Driver/Road Safety delivery, and Water Safety education.
- **Firesetter Educators** – The core work will be to deliver Firesetter interventions (with professional partners where required), and complete Home Fire Safety Visits to identify at risk individuals, offer education and make recommendations for risk reduction.
- **Community Safety Activity** - Our operational crews undertake targeted person-centred Home Fire Safety Visits, schools' education, and seasonal campaigns all within their local turnout area.

Protection Staff

To ensure we achieve an integrated approach to managing risk, we use both dedicated fire safety staff and operational crews to deliver our community fire protection services.

- **Senior Fire Safety Inspector** - Main duties include; leading enforcement/prosecution in each District, Line management responsibility for District FSA, providing development and training for new Fire Safety Advisors (FSAs) and Station Managers, providing HQ support for specialist projects, providing a liaison with the Building Safety Regulator once created, carrying out complex Building Regulation consultations, providing 24/7 standby cover out of hours on a rota basis.
- **Fire Investigator & Protection Officer (FIPO)** - Does all the work of a Fire Safety Inspector (plus an operational responsibility to investigate the causes of fires); leading Tier 2 Fire Investigators, carrying out audits in line with the Service's Risk Based Inspection & Audit Programme (RBIAP), leading on acquisition training in Level 1 FI, providing Continuous Professional Development (CPD) training for watches in Community Fire Protection (CFP) and FI, acting as CFP Liaison contact for Watches.
- **Fire Safety Inspector** - A Fire Safety Inspector can complete inspections of all regulated premises, including generic and assessed high risk sites, or those incorporating fire engineering principles. They can investigate and report on breaches of fire safety legislation for the commencement of legal prosecutions. They can report on submissions in liaison with building control bodies and advise on fire safety issues relating to the construction, demolition and/or refurbishment of regulated premises. They are qualified to take enforcement action for a breach of fire safety legislation.

- **Fire Safety Advisor** - A Fire Safety Advisor can offer advice and educate those responsible for fire safety in regulated premises. Responsibility for the CFP development of the Watch Managers (WM) & Crew Managers (CMs), FIPOs and Operational Support Officers (OSOs), carrying out audits for sleeping risks in line with the RBIAP, carrying out Building Regulation consultations.
- **Entry level Fire Safety Advisor** - Carrying out audits on simple low risk premises in line with the RBIAP, carry out business support visits.
- **Business engagement and compliance** - Our operational crews undertake visits to medium and low generic risk sites to support businesses with arson audits, ensure escape routes are clear and to help them familiarise themselves with the site should a fire occur.

Support Services (our internal frontline)

Although most people will see our fire fighters and Prevention and Protection staff out in our communities, we also have several support staff working behind the scenes to make sure the Service runs efficiently, and that front-line staff are able to carry out their work effectively.

As an element of the Concept of Operations programme we identified the advantages of utilising the wider professional support and improved resilience of Norfolk County Council's corporate shared services. As an outcome we have migrated existing fire teams within Human Resources, Estates, Information & Technology, Communications, Pay and Health & Safety.

Operational Response

How we organise our emergency response capability and the location of our emergency response resources is the result of previous IRMPs and the Concept of Operations (Con Ops) review. As a result, we have confirmed that the current locations are the most tactical locations to distribute our operational response resources and provide a proportionate standard of delivery to mitigate risk across Norfolk. Through the Con Ops project, we have identified some changes to the way we use these locations (and these changes are detailed in Section 12).

Fire Control - All emergency incidents start with an emergency call and our teams of fire control operators handle 999 calls, manage risk critical information and support our fire crews and commanders to resolve the incident. Following the learning from national major incidents such as the 7/7 bombings in London, we co-located with Norfolk Constabulary to further improve how we respond together and share information.

On Call - Our emergency fire cover in Norfolk is predominately on-call covering 39 teams and relies on the commitment of our people to provide cover. This cover is not guaranteed for several reasons, not least that employment is predominantly in the towns and urban areas, making it harder for us to recruit for daytime cover in the more rural areas.

Wholetime Duty System - Firefighters working on the wholetime system work two days then two nights. This system requires four shifts, known as watches, to provide guaranteed fire cover 24/7 at five of our stations.

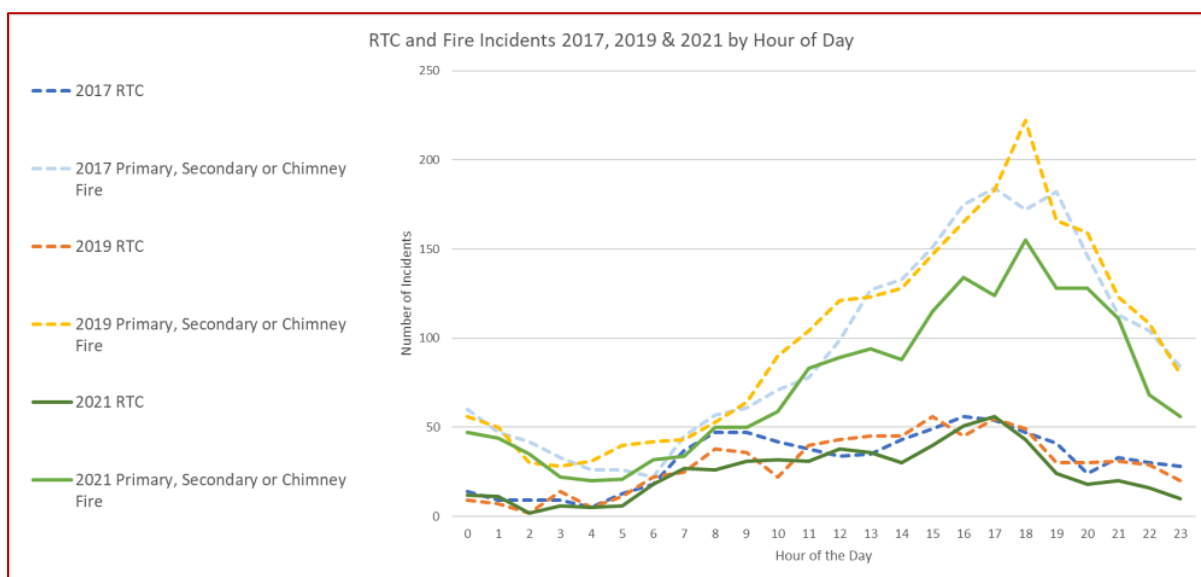
Day Duty System - At Thetford, firefighters on our Day Duty System (DDS) work during the day between Monday and Fridays with on-call firefighters providing cover in the evenings and weekends

Dereham USAR - Our National Urban Search and Rescue (USAR) teams based at Dereham Fire Station crew the fire engines on the station when they are in residence. In this way, we can provide enhanced fire cover during the day for 12 hours throughout the week. Our on-call team continue to crew the second engine when USAR are on station and for both engines when USAR are not on station.

Turnouts - Our response teams' turnouts to incidents are quicker during the day when they are often already on the engine or working close to the station if they are on-call, and slower at night when they are asleep.

When do incidents occur?

As would be expected, road traffic collisions predominately occur when people are travelling through the day. Fires tend to peak in the early evening when people are cooking.



Participation with National Resilience

The Norfolk Community Risk Register (CRR) is produced by the Norfolk Resilience Forum and helps identify hazards that may lead to an emergency. The forum has a legal duty (under the Civil Contingency Act) to produce a register of risks that may impact on our county. This helps us to focus our planning arrangements to mitigate these risks.

As a member of the Norfolk Resilience Forum, we work with our partners to identify strategic community risks and quantify both the likelihood of the event happening and the severity of the impact of the event. If a risk is included in the CRR, it doesn't mean it will happen. It means it is a possibility, and organisations need to plan to reduce its impact.

Risks are rated as either Very High, High, Medium and Low. Examples of relevant community risks to Norfolk Fire and Rescue Service:

- Very high: Flooding – Coastal; cold weather and snow.
- High: Heat wave.
- Moderate: Fires involving scrap/recycling; surface water flooding; Storms and gales; Road or tanker accident containing dangerous goods; Fire or explosion at a gas LPG or LNG terminal or flammable gas storage; very large toxic release; railway accident.
- Low: Incident leading to evacuation of vessel on inland waterways; Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressurised storage tanks; Radiation exposure from stolen goods; aviation accident; severe wildfires; Fire or explosion at gas pipeline following ignition of flammable gas under high pressure.

Norfolk Fire and Rescue plays a key role in the preparedness and planning for potential community risk through the Norfolk Resilience Forum (NRF). We co-produce Multi-Agency response and recovery plans to ensure our response is fully integrated and undertake joint exercising against these plans. We also conduct an annual training needs analysis at the strategic, district and station level. This analysis identifies the training that firefighters and their commanders need to undertake against specific risks identified in the community risk register, to ensure they are fully prepared to respond to the risk. Mutual assistance for responding to large scale community risks is secured through the fire and rescue service National Coordination Advisory Framework (NCAF) and through formal agreements with our neighbouring fire and rescue services.

Control of Major Accident Hazards (COMAH) - COMAH applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where the threshold quantities of dangerous substances identified in the Regulations are kept or used. There are two types (tiers) of establishment which are subject to COMAH, known as 'Upper Tier' and 'Lower Tier' depending on the quantity of dangerous substances they hold. Upper Tier establishments will hold greater quantities of dangerous substances, meaning that additional requirements are placed on them by the Regulations. Norfolk has eight upper tier COMAH sites and 20 lower tier sites. We help mitigate the risk of these sites through our resilience forum planning, exercising and sending an enhanced number of fire engines to any incidents on these sites.

Major Accident Control Regulations (MACR) - MACR relates to military sites and implements arrangements to achieve results at least as good as those achieved by

non-MOD controlled sites which fall within scope of COMAH. Norfolk is home to operational bases at RAF Marham, Feltwell and Robertson Barracks at Swanton Morley, as well as the Stanford Training Area.

How we integrate our response to major incidents - In the event of a serious or major incident we contribute to the joint Multi-Agency command, control, coordination and communication arrangements (C4). To improve the exchange of information and co-ordination during emergencies, we co-located with Norfolk Constabulary to develop a joint communications and control room. To provide additional resilience, we are also part of a fire and rescue service East Coast and Hertfordshire consortium which has developed a networked common command and control system across the four counties.

All our commanders are trained and focused on delivering a joined-up response to emergencies, with the Joint Emergency Services Interoperability Principles (JESIP) as their guiding principles. To ensure intra-operability with other fire and rescue services, we are standardising our operations by adopting National Operational Guidance (NOG). Where our current operations do not meet NOG, we are re-engineering our ways of working to meet the guidance and we only derogate in exceptional circumstances.

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

Prevention Delivery

Prevention touches every aspect of what we do and how we work. Our prevention framework helps set our expectation for a range of services that we deliver to help prevent fires and other emergencies from occurring.

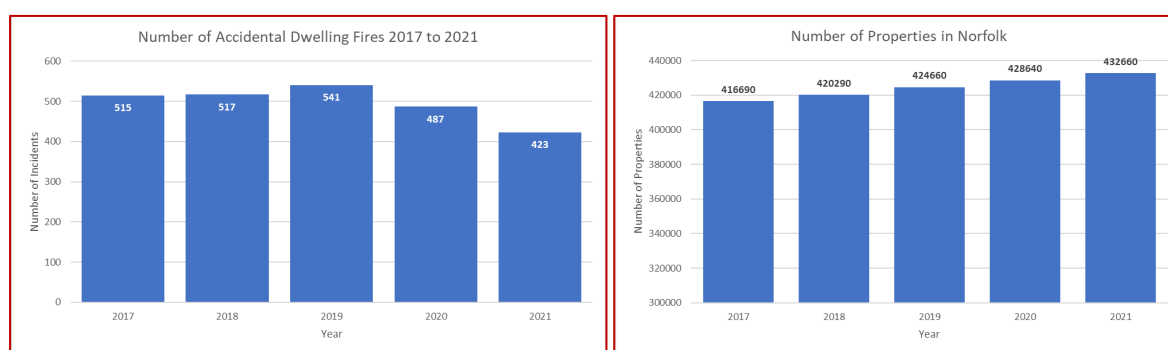
We recognise how risk changes for individuals and families throughout their life and with the adoption of the National Fire Chiefs' Council Person Centred Framework we will develop a wide-reaching approach to managing risk where we can influence behaviour to ensure people are safer in all aspects of their lives.

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

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

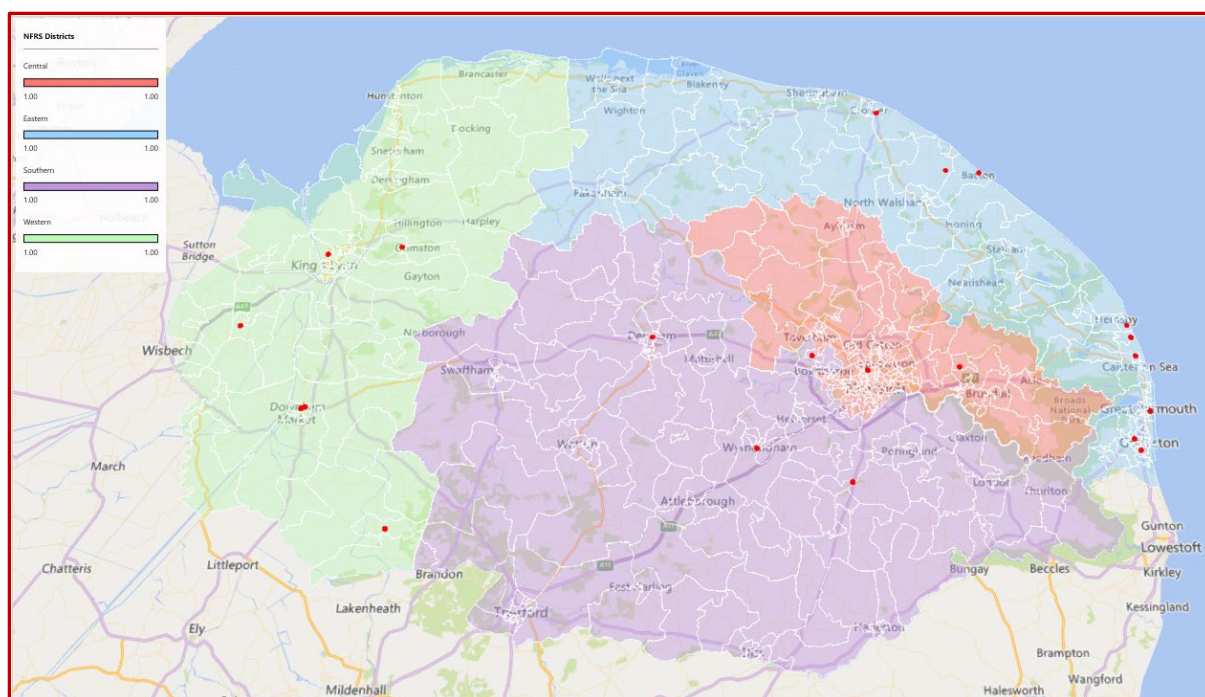
We have increased the size of our prevention team and realigned roles to ensure that our function meets the needs of the community. We have created new roles to enable closer partnership working across the county and the region, these roles will enable our core team to focus on home fire safety and safeguarding, whilst others focus on building partnerships and coordinating effective and consistent evidence-based risk reduction plans for our wider team. To enable us to proactively direct resource to emerging risks and demand we have recruited a bank of casual hour Community Safety Advisors who will be focused towards delivering high risk work in rural areas.

Accidental dwelling fires - The number of accidental dwelling fires has reduced over the last 2 years in Norfolk. As a proportion of total dwellings, it has significantly reduced. The total number of dwellings increased from 416,690 in 2017 to 432,660 in 2021:



Who is vulnerable from dying or being injured in accidental dwelling fires? - The number of deaths in Norfolk from accidental dwelling fires over the past five years has fluctuated from between zero and six people per year. The majority of people who died in accidental dwelling fires over the past five years were older people (14 people aged 60+) with the largest proportion of older people over 80 years old. This reflects our EqlA and is in line with previous national studies which has shown “Those aged 80 and over have a higher fire-related fatality rate, accounting for five per cent of the population but 20 per cent of all fire-related fatalities in 2016/17” (Home Office 2017).

Where did the fires occur? - Over the past five years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with nine fatalities in urban city and towns and six in rural towns. In rural areas, such as rural villages, and in sparse settings there were six fatalities all over the age of 68 reflecting the age profile of rural areas.



What causes accidental dwelling fires? - Over the past five years (2017 to 2021), most accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.

What type of occupancy in Norfolk experiences accidental dwelling fire? - When occupancy type is categorised, the category with the largest number of accidental dwelling fires occurs in homes where people over pensionable age live alone with 809 fires (18.0%) followed by lone person under pensionable age with 580 fires (17.8%)

Type Of Occupancy	Count of Incident No
Lone person over pensionable age	809
Lone person under pensionable age	580
Couple with dependent children	543
Couple both under pensionable age with no children	335
Couple one or more over pensionable age, no children	288
Lone parent with dependent children	233
Three or more adults under pensionable age, no children	158
(blank)	146
Other	81
Three or more adults with dependent children	66
Grand Total	3239
1850 More than one person in household	
1389 Lone person	

What type of premises do accidental dwelling fires in Norfolk occur in? - Most accidental dwelling fires occur in single occupancy houses. The individual property category with the most fires was single occupancy houses with 1640 fires (56.6%). The next highest category was purpose built flat / maisonette - single occupancy (Up

to 3 storeys) with 509 fires (15.7%), closely followed by Bungalow - single occupancy with 490 fires (15.1%).

There have been a possible 52 fires on Gypsy, Roma and Traveller (GRT) sites between 2017-2021. Previously only official sites were included, however this count of 52 includes unofficial sites. The year-on-year figure has been decreasing since 2019. The GRT community is identified in the EqIA as having a higher risk of dwelling fires due to their lifestyle and culture.

Targeting fire safety messages - Although people under the pensionable age make up most of the age ranges experiencing a fire, by using the Mosaic geodemographic classification, which is essentially a study of people based on where they live undertaken by a system called Mosaic produced by company called Experian, we can identify homes most likely to experience a fire on a geographical basis. This information can be used to help understand people in these groups so that we can develop appropriate communications and interventions to help reduce the risk of accidental dwelling fire in the future.

This information can also be used with other data, such as our CRP and people registered at a doctor's surgery aged over 65 years, to prioritise interventions by our crews when they are targeting prevention activity in a geographic area.

ESOL Fire Safety Adult Education Course

Over the past year, and in line with risks identified in the EqIA, there has been some great partnership work between the Prevention Team and Adult Education to identify a high-risk community group (those where English is not a primary language) and take huge steps towards reducing their risk from fire. Firefighters helped to create scripts and record videos to provide course content for the tutors enabling to students to have an interactive experience with our Service. The course teaches people basic English speaking and listening skills, whilst incorporating fundamental fire safety content and providing them with the skills and confidence to be able to communicate with us in an emergency. The first course was delivered by Adult Education in January 2022 online, with a view to having face to face courses running in the future (where we hope to support in person). We will also identify other opportunities and subjects to work together on.



REFOCUS: ESOL FIRE SAFETY



If English is your second language, this course could **help save your life!**

Working in partnership with Norfolk Fire and Rescue Service, this course will help you understand how to communicate with others and the fire service in an emergency. The course will also help you to improve and develop your listening and reading skills.

Date:	Friday 7th January to 11th February 2022 (6 sessions)
Time:	10am-11.30am
Venue:	Online
Cost:	FREE

Find out more:

www.norfolk.gov.uk/ESOL

0344 800 8020 (option 5)

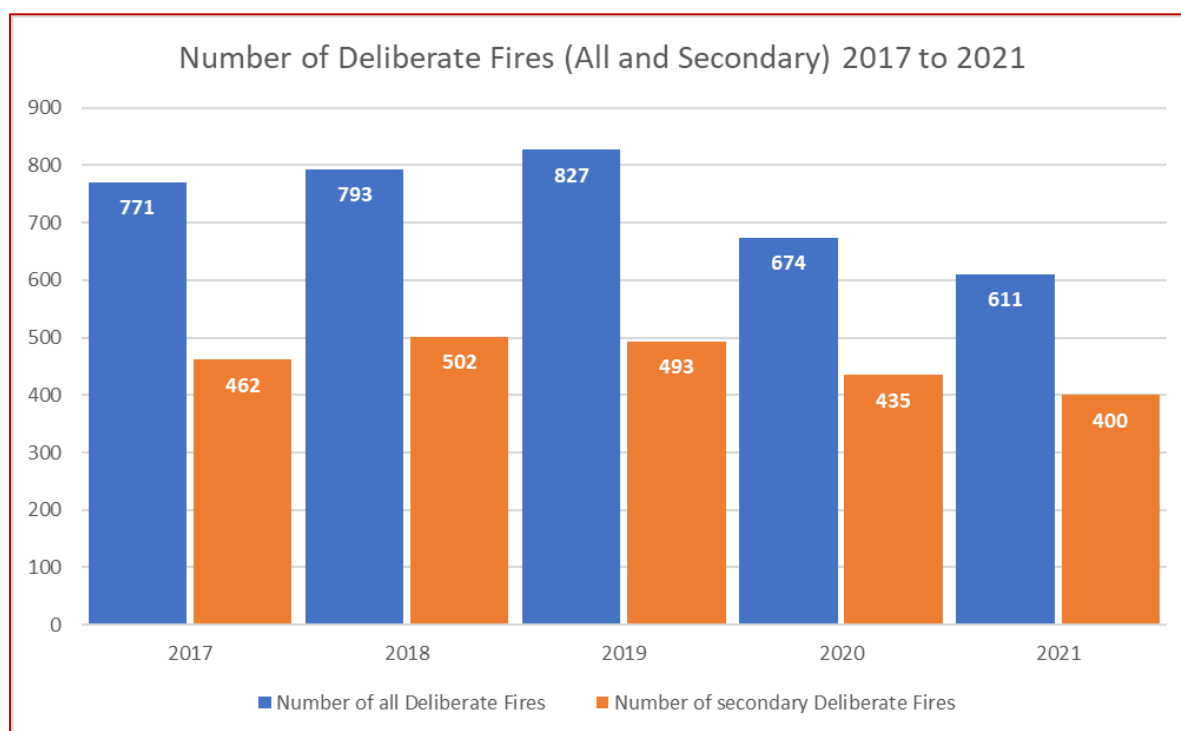






Hoarding - The National Fire Chiefs' Council identifies the risk of hoarding and fires as the inability to escape a fire, fire spread and intensity, increased smoke and many people do not want people to access their space to make repairs that would reduce the chance of a fire occurring. As part of the Norfolk Safeguarding Adults Board's Self Neglect and Hoarding Strategy, we work with our partners through early help hubs to help resolve hoarding and mitigate the risk to occupants.

Deliberate fires - Deliberate fires have remained quite consistently low through the period from 2017 to 2021. In 2021 there were 611 deliberate fires, with 65.5% of these being secondary (low value) fires.

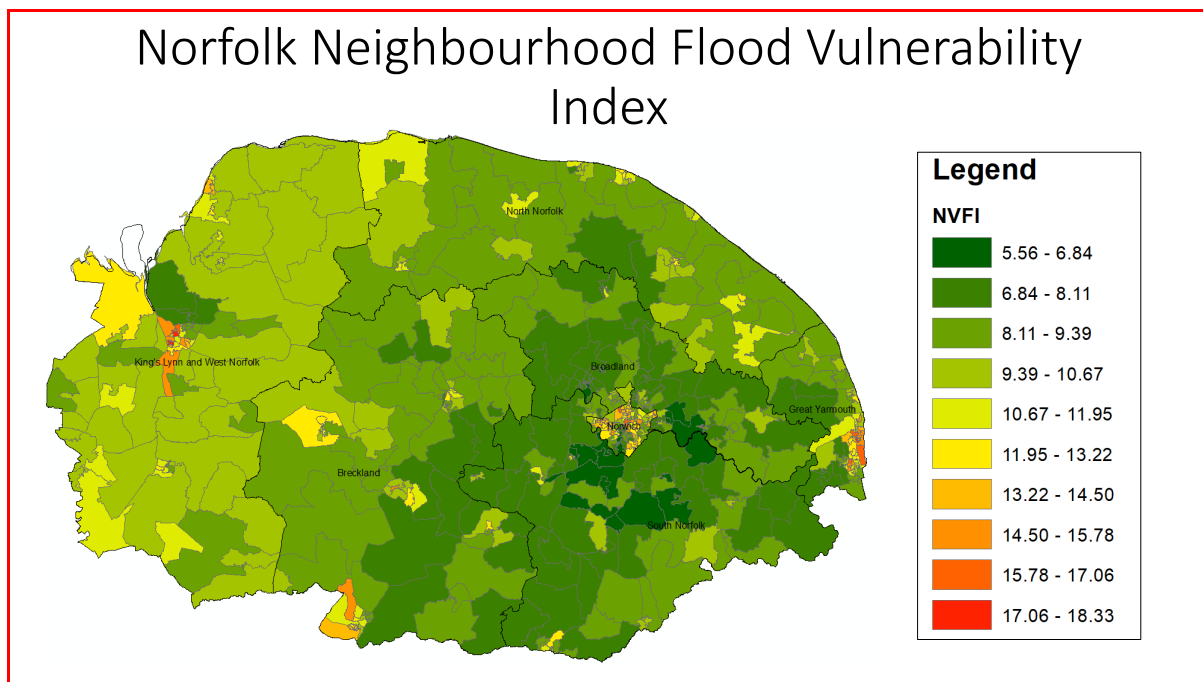


Deliberate fires and arson can be devastating for communities and businesses and so we work closely with business owners and local authorities to reduce the risk of arson. Through our fire intelligence unit, we liaise daily with Norfolk Constabulary to exchange data to assist in reducing the threat from arson. In order to reduce the likelihood of children setting fires, we use interventions, such as our Firesetters Education Programme, to work with families and carers whose children show an unhealthy interest in fires.

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

There is a clear link between vulnerability to flooding and wider social demographic vulnerability, as shown by the [Neighbourhood Flood Vulnerability Index](#). We will deliver targeted advice to vulnerable communities. As part of the [Norfolk Strategic Flooding Alliance](#), we will help communities to develop self-reliance at Parish and

Town council levels. When floods occur, we will use the NSFA [flood reporting line](#) and information from local action groups to help target our resources at those most in need.



Flood vulnerability, risk and disadvantage (Sayers and Partners LLP 2017)

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

Protection Delivery

Our risk-based inspection programme

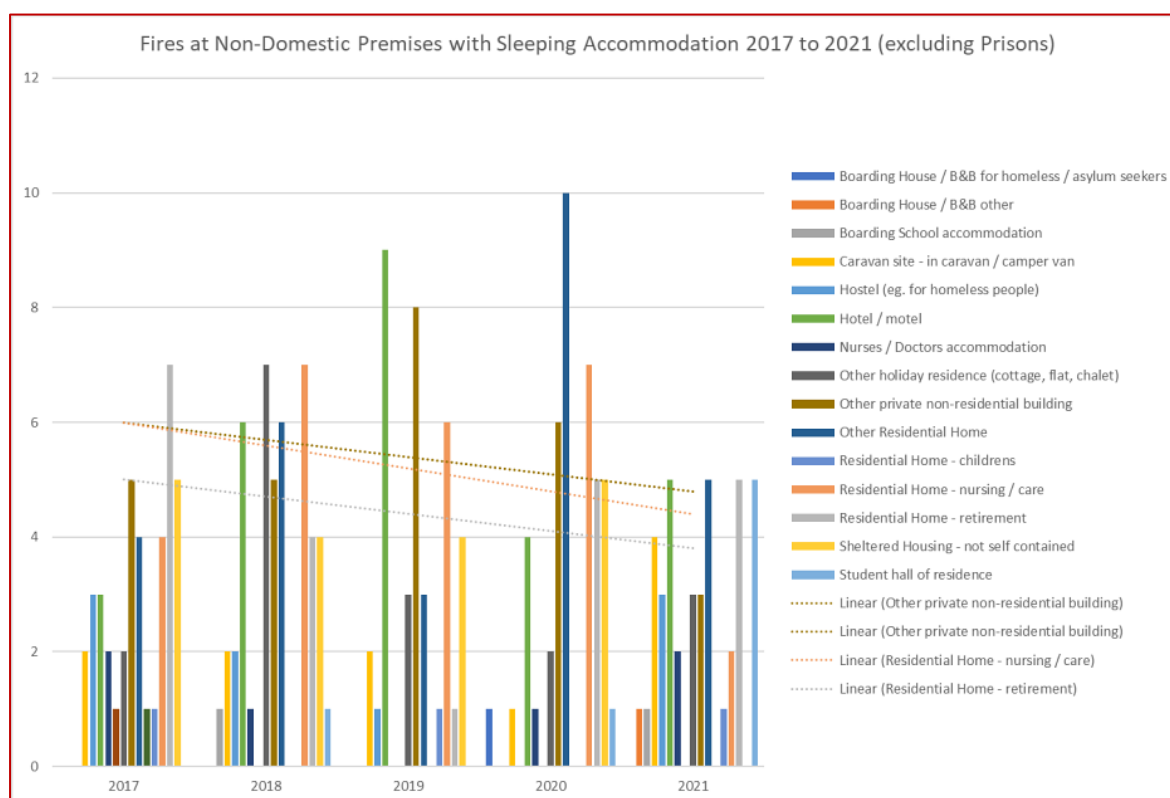
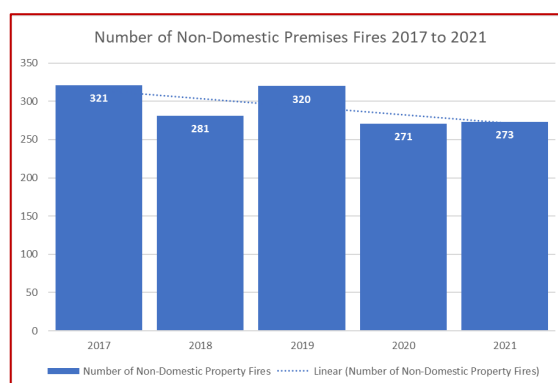
Our resources are targeted at those premises which have the highest potential risk of death or injury, should a fire occur.

Generic risk - National guidance* provides a way for fire and rescue services to target their resources based on societal life risk fires using historical national data. Societal life risk is defined as the risk of five or more fatalities occurring in any one incident. In simple terms, fires occurring in non-domestic premises where people sleep provide the greatest risk of multiple deaths should a fire occur.

Assessed risk - Assessed risk is where an inspection has occurred or where an inspector has used their judgement. A 'High assessed risk' is either due to concerns about the fire safety measures following an inspection or the inherent risk of the premises. This risk is recorded on our fire safety management information system (CFRMIS) and drives our re-inspection programme.

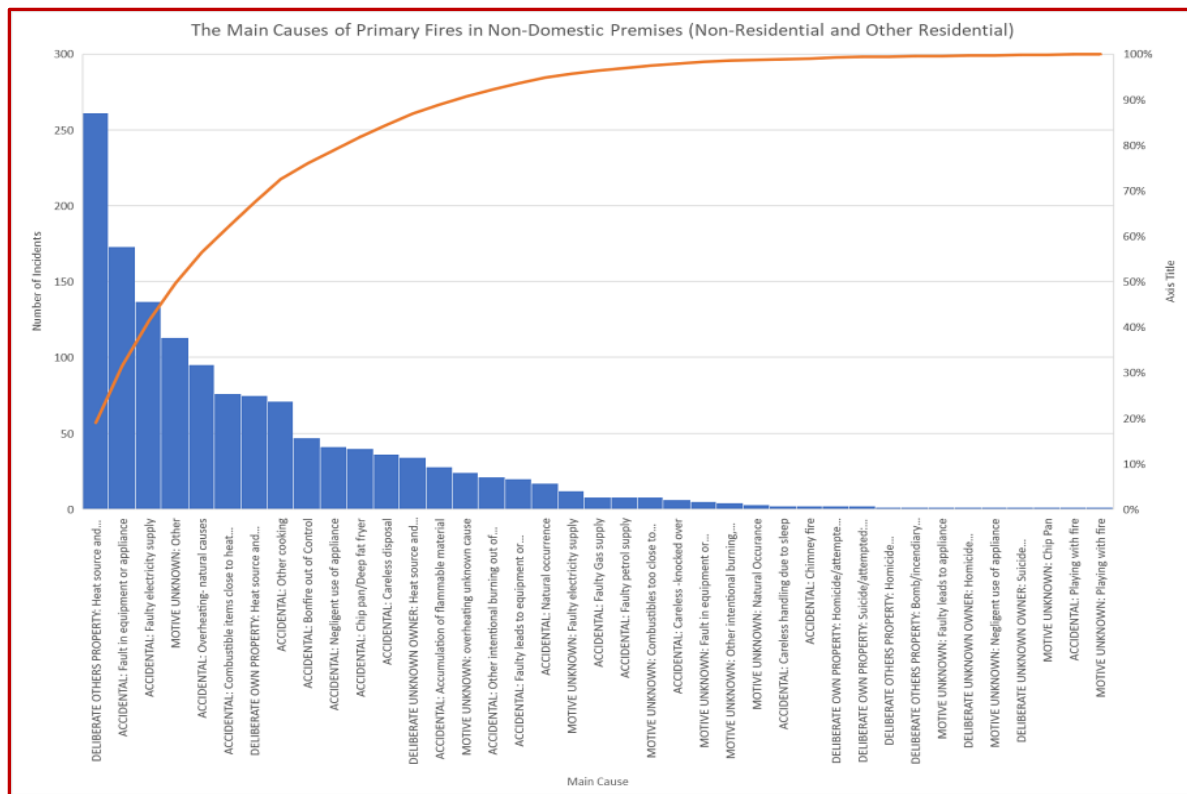
Norfolk Fire and Rescue Service risk-based inspection programme focuses on premises with the highest societal risk, which is sleeping accommodation. Borough, City and District Councils enforce fire safety in houses in multiple occupation and flats, except the common areas, such as escape routes, or where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

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

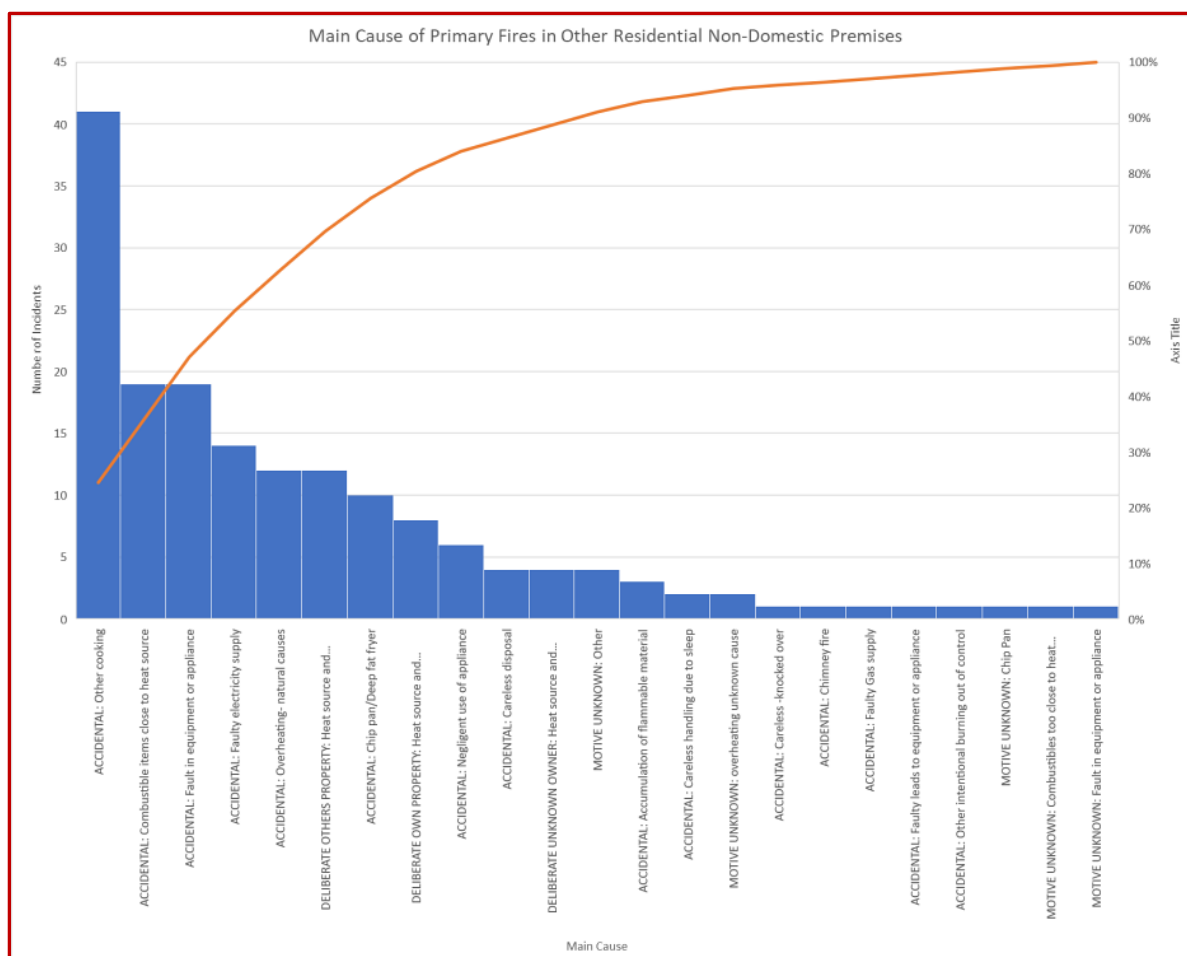


There has been one fire fatality in non-domestic premises over the past five years (related to industrial processing - chemical).

The main cause of primary fire in non-domestic premises (Non-Residential and Other Residential) is "Deliberate Others Property: Heat source and combustibles brought together deliberately".



The main cause of primary fire in Other Residential Non-Domestic premises continues to be (accidental) Cooking, Combustible items close to heat source and Fault in equipment or appliance.



Although our focus is on enforcing the relevant fire standards, we do this with a supportive and proportionate approach, working with organisations to help them ensure the safety of their staff, premises and customers.

We use formal enforcement and prosecutions when we find deficiencies that are very serious, or when, despite working with an organisation, they have failed to improve their fire safety standards. Our approach is shaped by the principles set out in the Statutory Code of Compliance for Regulators and the Enforcement Concordat.

Our risk-based inspection programme is always based on the risk we believe premises pose to their occupants. The priority set throughout the Risk Based Inspection & Audit Programme (RBIAP) is that it will achieve the following objectives:

- Safer premises - reduce the risk and impact of fires in non-domestic premises.
- Safer shared housing – supporting Norfolk’s seven Local Authorities in enforcing fire safety standards in homes in multiple occupation and shared housing.
- Fewer false alarm calls - reduce the volume of false alarm calls to domestic and non-domestic premises. (Unwanted Fire Signals – UwFS)

Our RBIAP will be focussed on those premises which have the highest potential risk of death or injury, should a fire occur.

The protection plan focusses on those most at risk, the risk is derived from a process that is generic based risk coupled with an assessed risk. In addition to local risk information the Service's risk information management platform, Community Fire Risk Management Information System (CFRMIS) will be used to support judgements and developing enforcement programmes. It is important to apply community knowledge when developing any delivery programme.

In addition to the premises that present the greatest risk due to the demographic or profile of the persons who utilise or live in them, NFRS recognises the importance of buildings that support the economy. These range from Industrial/Commercial through to Heritage/Historical, these premises also form part of the protection plan.

NFRS aim is to reduce the likelihood and impact of fire on the community, safeguarding firefighters, heritage, and the environment, reducing the loss of life, injuries, commercial, economic, and social costs. Our statutory duty to enforce fire safety law and promote fire safety is targeted towards premises where we believe or receive information to suggest there is poor non-compliance, this provides the community with value for money. The primary focus of the Fire Protection Plan is to support business such that all employers and places of community access, meet their legal duties and maintain the safety of all those who may be present and in doing so assist the economic growth of Norfolk.

In September 2022 the service will introduce an online evaluation tool that will help the service review its performance in delivery to the communities of Norfolk. This process will help us shape our future RBIAP.

How we join forces with our partners - In addition to pre-programmed inspections, we undertake intelligence led and reactive inspections. Examples include:

- Joint working with Environmental Health Officers - We share information and undertake joint inspections of houses of multiple occupation and flats where concerns have been identified.
- Joint inspections with the Environment Agency - We undertake joint inspections with the Environment Agency for licensed waste/recycling poor performing sites (PPS). This also acts as a control measure against the community risk register entry of fires involving scrap/recycling.
- Joint action against modern day slavery - Working with Norfolk Constabulary our inspectors visit premises that intelligence suggests may be involved in modern day slavery; our powers are used to ensure any premises are safe.
- Post fire inspections - Our inspectors undertake a post fire audit of non-domestic premises that have experienced a fire to investigate whether there was a breach of the legislation.
- Safety Advisory Group (SAG) - Large public events are vital for the economy of Norfolk. We pre plan with other enforcement and regulatory bodies so that these events are safe for all who attend.

International/national/regional learning - Working with the National Fire Chiefs' Council our inspectors learn from serious fires experienced in other areas and

undertake local based inspections based on this learning. Recent examples include inspecting all high-rise towers in Norfolk following the Grenfell Tower fire and the inspections of escape rooms in Norfolk following an incident in Poland.

Working With Our Partners

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

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

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

- Monitor Unwanted Fire Signals (UwFS) using our reporting systems to highlight those premises that will require engagement from NFRS protection staff to reduce the volume of false alarm calls to domestic and non-domestic premises.
- Work with partners to improve our engagement and support for businesses and organisations to minimise their risk from fire
- Deliver our risk-based inspection programme
- Work with partners to deliver a joined-up inspection programme that reduces duplication and helps prioritise inspection activity
- Monitor the prosecutions and other enforcement activity to ensure that it is proportional to the risk.
- Support businesses and organisations in complying with the legislation and taking consistent and focused enforcement action, including prosecutions, for serious contraventions
- Through our risk-based inspection programme and regional working, we will support the protection of heritage from fire.
- As statutory consultees on Building Regulations applications we work with local authority or approved inspectors to ensure that any new or substantial

altered public building complies with current codes and standards in respect of fire protection.

9. Improvement, Best Practice and HMICFRS Readiness

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

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

With the publication of the Prevention and Safeguarding Fire Standards, we have taken the opportunity to reflect and consider new opportunities for professional growth in this function. This is a big undertaking as Prevention touches every area of what we do and how we work.

NFRS has embraced Continuous Organisational Improvement and Learning (COIL) to monitor our progress against the best practice and standards promoted by these drivers. In order to provide additional focus on Prevention, we have reviewed all areas of how our Service is structured.

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

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

Community Safety Action Plan

Following the recent HMICFRS inspection feedback, they recommend that we:

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

To improve in these areas, we have already implemented:

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

We are developing:

- Assurance that our staff have received, understood and act on training and guidance, particularly around vulnerability and safeguarding.
- Clear methodology to identify those most at risk from fire in place, linked to our delivery plans.
- Evaluation measures that enable a good understanding of how successful, or not, our prevention activities are.

10. Equality, Diversity and Inclusion

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

We use our knowledge of Norfolk's diverse communities to target our recruitment strategy, prevention and protection activities and risk planning.

We are [LGC award-nominated](#) for our research with 227 residents from seldom-heard backgrounds in Norfolk to address barriers to recruitment, services and safety risks. This research identified high levels of trust in Norfolk Fire and Rescue Service.

We are [Personnel Today Award Nominated](#) for our work to increase the gender diversity of our workforce through a positive recruitment campaign.

Norfolk County Council sets the Council's [objectives for equality, diversity and inclusion](#) and we are committed to delivering these.

In addition, we have our own [Norfolk Fire and Rescue Service EDI Plan](#) 2022 to 2026, which sets out EDI priorities for our service.

Our four EDI priorities (*note – the action plan, to be hyperlinked to this paper, sets out the specific actions agreed to achieve these priorities*)

1. Increase the diversity of our workforce, so that we better reflect the local population.
2. Develop our capability on EDI and our knowledge, confidence and professional curiosity about our diverse communities
3. Target our Prevention and Protection activities to address identified risks for our diverse communities.
4. Implement the findings of our 850 equality impact assessments of our policies and procedures, to guide inclusive decision-making across our workforce.

People and wellbeing

One of the priorities of the Fire and Rescue National Framework for England is for fire and rescue authorities to develop and maintain a workforce that is professional, resilient, skilled, flexible and diverse.

The fire and rescue sector is going through a period of significant change and we need to ensure that our workforce is able to adjust to these changes and contribute innovatively.

We have already made great strides on our equality, diversity and inclusion priorities but know we have a lot more to do. We want to build a truly diverse workforce which is engaged, motivated and high performing.

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

- We will continue to create an inclusive culture where our people are valued, developed and recognised with equality at the core of everything we do
- We will arm our people with the tools they need to manage their own resilience and support those whose mental health is impacted by the difficult job they do
- We will continue to invest in our professional development so our staff maintain their competence and confidence
- We want to build a more diverse workforce not only so that we can represent the community we serve, but to support more effective engagement and decision making throughout our organisation
- We will develop our leaders to deliver our people priorities and build a high performing culture through embedding the NFCC's leadership framework and the wider NCC Leadership Development offer
- We will work towards developing mechanisms which allow us to succession plan and develop our talent more effectively
- We will develop a recruitment and retention strategy which promotes diversity and more effective onboards our new staff
- We will continue collaboration with our staff and representative bodies to ensure our staff are deployed in the most effective way and are fully engaged in any changes affecting them

11. Horizon Scanning and Emergent Risks

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

County Strategic Planning & Infrastructure

The Strategic Planning team is responsible for supporting the delivery of infrastructure that contributes to sustainable housing and jobs growth for Norfolk. This includes:

- Producing the Norfolk Strategic Infrastructure Delivery Plan
- Responding to Nationally Significant Infrastructure projects
- Seeking developer contributions for infrastructure from new development using our planning obligations standards
- Monitoring housing, employment and retail trends
- Working collaboratively with stakeholders on energy and water projects

We regularly review plans produced by this team to assess any impact on risk or implications for our service delivery. More information can be found at [NCC Strategic Planning & Infrastructure](#)

The [Norfolk Strategic Delivery Infrastructure Plan](#) sets out Norfolk's high-level strategic infrastructure priorities for the next 10 years. This list of projects has been compiled in conjunction with stakeholders/local partners including internal county council departments, district councils, utility companies and government agencies.

These projects are selected on the basis that they deliver considerable housing and jobs growth.

Priority strategic projects include:

- A47 improvements £2-300m (delivered by National Highways)
- Great Yarmouth Third River Crossing -£120m
- Transforming Cities as part of the Transport for Norwich programme - £66m (all funding sources)
- Long Stratton Bypass
- West Winch Housing Access Road
- Norwich Western Link.

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

Norfolk County Council commissioned an EV Strategy during 2020, to help identify areas of need within the county as far as charging infrastructure is concerned, as the national vehicle fleet transitions to electric. A number of projects linked to this are

emerging, including those benefiting from the Community Renewal Fund. As far as Norwich is concerned, a pilot project is underway to install on-street EV charging points within the city. This partnership involves Norwich City Council, Norfolk County Council and UK Power Networks, the regional electricity network operator.

Greater Norwich Strategic Growth Area

Joint Core Strategy (JCS) growth targets by planning for 33,000 new jobs and 49,500 new homes from 2018 to 2038.

the locations with highest growth continue to be concentrated along the route of the A11, through the city centre and out to the north-east of the region.

Norwich City/Urban Area/Central Norwich

The city is unique as a growth location, as the majority of the commitment of 8,600 dwellings will be delivered on many smaller sites within the existing urban area. Some of the more significant sites with early delivery are identified in Table 3 below. The largest site with planning permission, for 1000 dwellings is at Bowthorpe, and developments at UEA are included under the Southwest Sector as they will share some of the same infrastructure.

East Norwich

The East Norwich Masterplan is currently in preparation to aid delivering a vision for East Norwich as a new productive quarter for the future growth of the city. It envisages that the quarter, which extends to around 50 ha in size, could provide up to 4,000 new homes and 100,000 sqm of employment space, accommodating up to 6,000 new jobs.

Cambridge-Norwich Tech Corridor (this was previously called the south-west)

The Cambridge-Norwich Tech Corridor includes five major growth locations in South Norfolk: Wymondham, Hethersett, Cringleford, Costessey and Easton; and Three Score (Bowthorpe) in Norwich. It also includes the UEA (Norwich) and the strategic employment locations at Longwater, Hethel, Wymondham, the Norwich Research Park (NRP) and the Norfolk and Norwich Hospital.

Collectively, the growth at Wymondham, Hethersett, Cringleford and the NRP is partly dependent on improvements at the A11/A47 Thickthorn junction and public transport corridor enhancements. Major improvement at Thickthorn is included as a commitment in the Government's Road Investment Strategy Investment Plan. An application for the development was submitted in 2021. If approved, the improved junction is expected to be open to traffic in autumn 2024.

Long Stratton

Long Stratton is the only strategic scale housing growth location that is located outside of the Strategic Growth area. The Long Stratton Area Action Plan, adopted May 2016, identifies a minimum of 1,800 houses and provision for a mix of local job opportunities and economic growth including further opportunities for small businesses, and new commercial development relating to the enhanced town centre.

Outside the Norwich Policy Area

In addition to the major growth locations, the JCS seeks additional commitment for about 3800 homes on smaller sites in the Broadland and South Norfolk parts of the Norwich Policy Area.

Major Road Network

The Government committed to a series of improvements to the A47, to be delivered by Highways England. These include dualling schemes either side of Norwich, at Blofield to Burlingham and Easton to Tuddenham, both to be delivered in the spring 2023 to 2024/25 period.

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

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

All Battery Energy Storage Systems (BESS) installations are required to complete a substantial & suitable fire risk assessment. Where appropriate, this will be supported with specific fire tests. Property insurers will be involved at an early stage in discussions to agree on a suitable fire strategy for BESS installations. The potential for both property loss and business interruption will be considered. The fire protection and mitigation strategy will be determined on a case-by-case basis, based on battery type, BESS location, layout, compartment construction, system criticality, and other relevant factors. It must be multi-layered and include a combination of; good design, thermal runaway avoidance, early detection, and automatic suppression. Manual fire control provision and planning, including water supplies, should be commensurate with BESS and other site fire hazards.

Maximising our efficiency and effectiveness: Improved Intelligence & Analytics

More than ever NFRS works in an environment where data-led decision-making and data-evidenced evaluation is crucial, be it for internal performance management and strategic decision-making or to enable external scrutiny and evaluation.

Good data and analysis are key in unlocking transformation, continuous improvement and sector-led change. It is key in understanding what we do, how well we do it and what we can and can't change in order to do things better.

In May 2022 the Home Office published the white paper, "[Reforming Our Fire and Rescue Service](#)". Within this consultation document there is a clear focus on the importance on recognising the importance and improving the quality of data driven intelligence to support effective and efficient service delivery:

"... services will embrace learning, use data and evidence to inform their decision-making, and share best practice and innovation... Our reform plans set out our ambition for an independent College of Fire and Rescue focussed on the following five areas:

- *Research*
- ***Data***
- *Leadership*
- *Ethics*
- *Clear expectations for fire and rescue service...*

...Data is a vital asset in helping services to deploy resources and manage services more effectively and professionally. While there are undoubtedly services where data is being used well, in his State of Fire and Rescue report in 2019, Sir Thomas Winsor identified that “the sector is missing opportunities to use data and technology effectively”

This CRMP23-26 has highlighted a number of key areas that will require further analysis and data modelling in order to truly evaluate the best ways forward. Increasingly we are being challenged with evidencing our effectiveness, our efficiency and the way we utilise, develop and look after our people (HMICFRS and Home Office to name a couple). Budgetary challenges and the need for transformation and improvement also add additional weight to the need for improved intelligence & analytical capability. At the time of writing, we are awaiting the Fire Standards Board Digital and Data Standard that will soon be released and the expectation will be that all FRS's meet the standards included therein.

- *We will conduct a strategic review of intelligence & analytical capability in order to assess the services ability to meet the emerging increased requirement of systems and staff to meet the sectors wider intelligence and analytical requirements.*

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

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

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

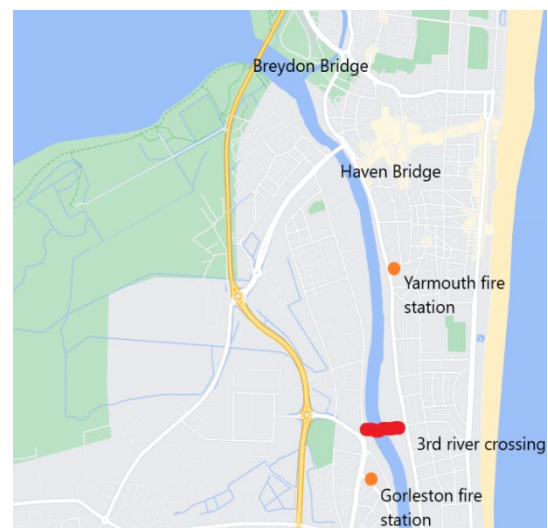
An assessment of station incident data indicates that there may be potential to review the crewing arrangements at some stations and to consider whether there are opportunities to change to a day crewed model

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

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



Construction of a third river crossing bridge is already underway and will provide a further crossing between Great Yarmouth and Gorleston by 2023. This will link the southern end of Great Yarmouth with Gorleston and will provide access directly to the A47. The map below indicates the location of the current bridges, the bridge under construction and the fire stations at Great Yarmouth and Gorleston.



When the new bridge is open, it is estimated that the new travel distance from Great Yarmouth fire station to the Gorleston side of the crossing will reduce to around 0.5 miles, with an estimated journey time of around one minute. It is also estimated that

the journey time from Great Yarmouth fire station to Gorleston fire station will reduce to around 1.5 minutes. Therefore, incidents that would be attended by the Gorleston WDS engine (whilst crewing at Gorleston fire station) could be resourced from Gt Yarmouth station instead with an increase in attendance time of around one minute.

A range of Options need to be considered:

1. Do nothing.
2. Relocate both WDS fire engines to Gt Yarmouth and leave one on-call fire engine at Gorleston.
3. Close Gorleston fire station and open a new fire station or service delivery point for Gorleston on-call.
4. Close Gorleston fire station and provide all operational response for the Gt Yarmouth and Gorleston area from Gt Yarmouth fire station.
5. Close Gorleston fire station as per option 4.
6. Close both stations and build a new modern facility in the most suitable and effective location.

To evaluate these options, we will need to analyse available data after the bridge has opened and is being used. It is anticipated that the current arrangements may be inefficient when the new crossing opens due to the proximity of the two stations. We will need to establish whether changes are likely (or not) to have any significant impact on risk mitigation.

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

Maximising our efficiency and effectiveness: Implications of Reducing Ridership

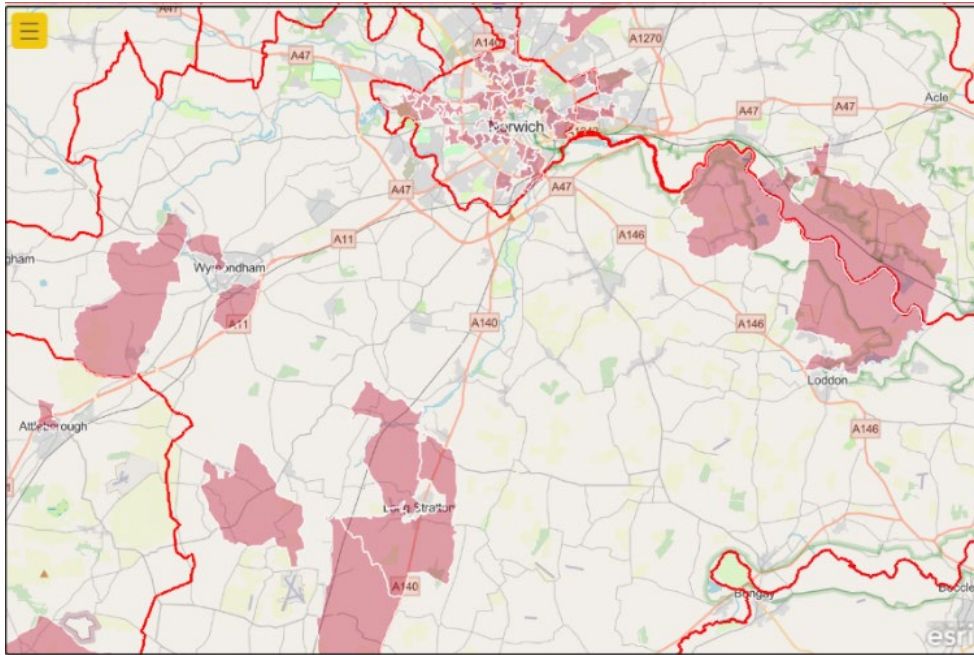
Current NFRS Service policy identifies the expected crewing levels for all WDS fire engines (except 2 stations) to be made up of 5 riders. The minimum crewing for any fire engine to be available is 4 riders. The Service needs to further consider the options to reduce ridership levels from 5 to 4.

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

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

We know that the A11 corridor is subject to continued and sustained growth. There are currently two fire stations which are positioned geographically close together in Norfolk and in close proximity to the A11. These are Hethersett & Wymondham in the Southern district. Additionally Attleborough is also located close to the corridor.

With projections of future housing growth along the A11 corridor in Cringleford, Hethersett, and Wymondham, it could be reasonably expected that operational demand will increase.



The CRP 2021-22 identifies that there are very high-risk LSOAs in and around the Wymondham and Attleborough areas.

Acknowledging that Attleborough and Wymondham stations are amongst the busiest in our County, it is reasonable to predict that as the A11 corridor is developed, there will be an increasing demand on these stations as well as Hethersett.

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

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

One of the proposals in the IRMP 2020-23 was to conduct a review of our Concept of Operations, effectively analytically reviewing the way we deliver our services, deploy our resources and manage our workforce. The outcomes of this substantial piece of work have directly informed the development of this CRMP23-26.

Areas Reviewed, Proposed Changes and Why

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

Ultimately the project has enabled us to:

- Match resources to risk.
- Match our Response activities to incidents (location and severity).
- Identify what Prevent and Protect changes would potentially improve service delivery
- Consider the right locations of Fire Stations and the enable the discussion on the possibility of reducing numbers or relocation
- Consider the removal of second appliances at On-Call stations.

Through delivering the following outputs:

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

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

- Staffing - What contract changes could be considered for Wholetime staff to incorporate new ways of working for modern firefighters. FTE for Control, On-Call and WDS including the possibility of staff re-distribution
- Crewing - Variable crewing options. Revision of duty systems
- Training and Development – review of requirements and methodology

- Capability - Operational response structure review as a result of Norfolk infrastructure changes. Additional collaborative opportunities. Better understanding of time and type of incidents.
- Logistics – Redistribution of specialist rescue capability (HAZMAT and Water). Review of scale and currency (i.e., two incidents of 5 fire engines or more and spate conditions)
- Financial - The actual cost of water rescue teams Type B and D throughout the County.

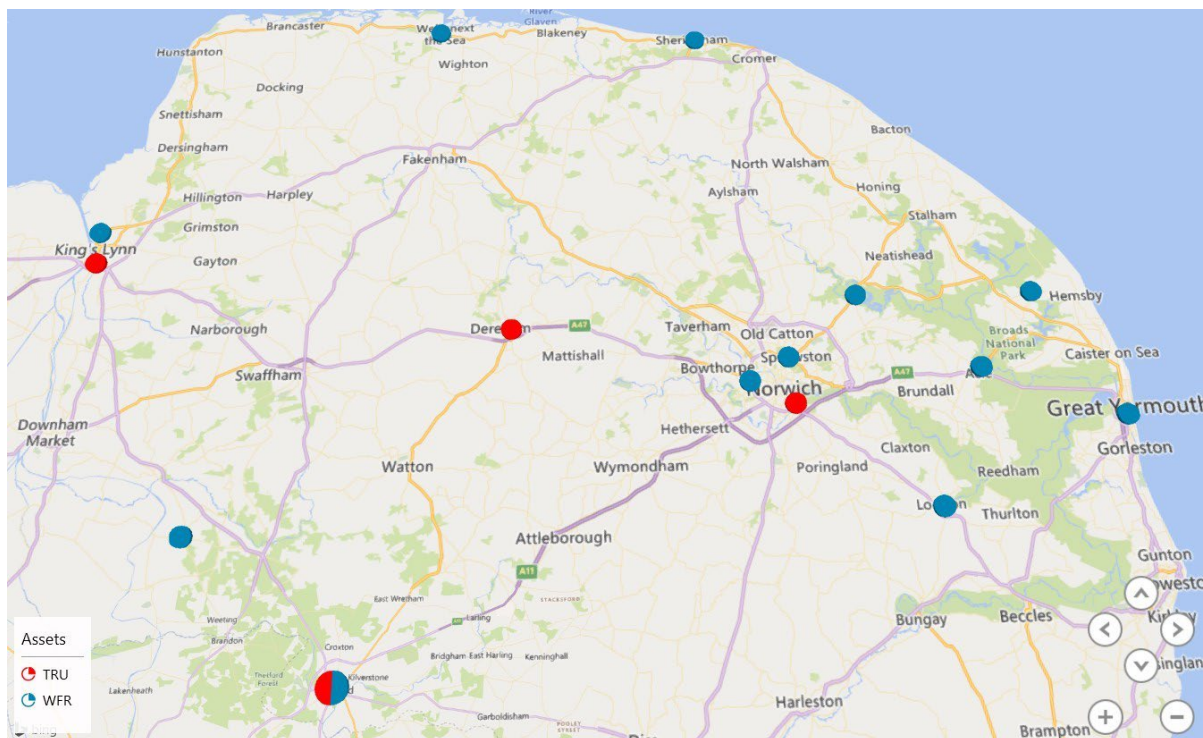
The following outputs have been more thoroughly reviewed to develop our Proposals for change:

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

Water plays a significant part in the daily lives of Norfolk residents and provides a significant contribution to the tourism economy. This is primarily due to the large coastline, The Broads national park and our extensive river network. Moreover, the low-lying nature of our landscape makes our communities susceptible to pluvial (rain) surface water flooding.

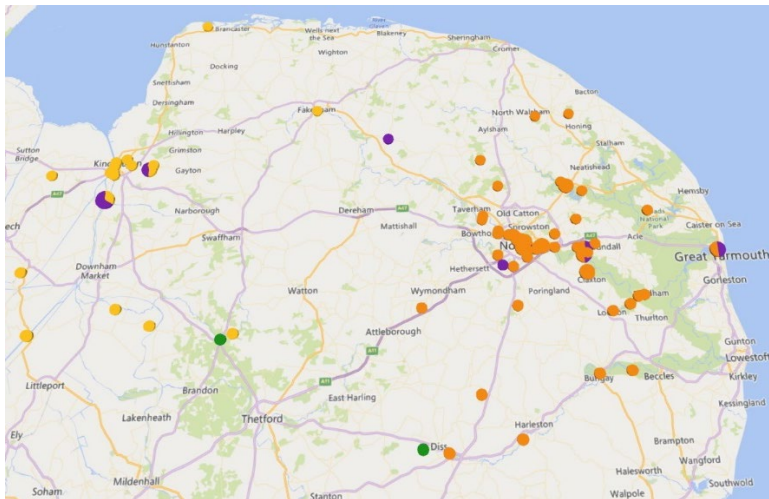
NFRS provides three levels of water rescue response. Water Awareness (WA) crews can work at the water's edge using lifejackets and may wade in slow moving water up to the limitations of their boots. Water First Responder (WFR) crews can wade in swift water if the depth is not sufficient for their Personal Flotation Devices (PFDs) to make them buoyant and utilise specially designed rafts to assist with evacuation from flood water. Water & Flood Rescue Technicians (WFRT) can swim in swift water and operate rescue boats.

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



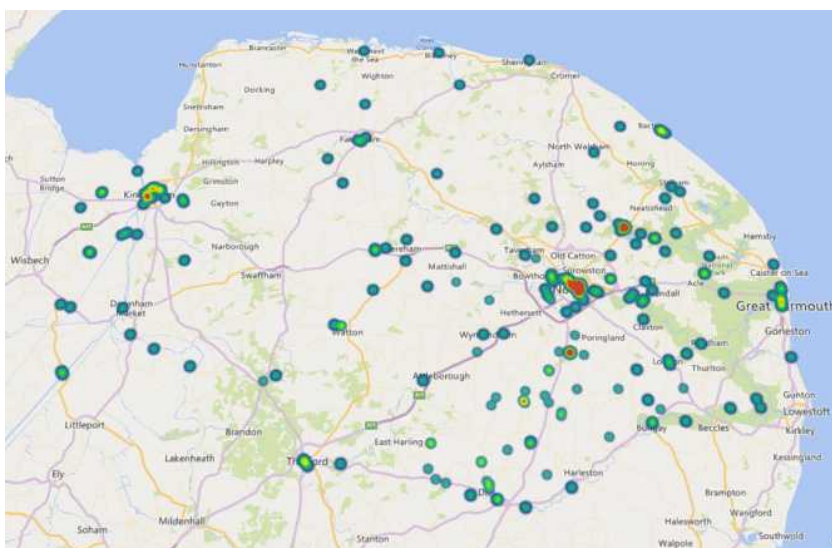
Technical Rescue Unit deployments 2019-2021

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

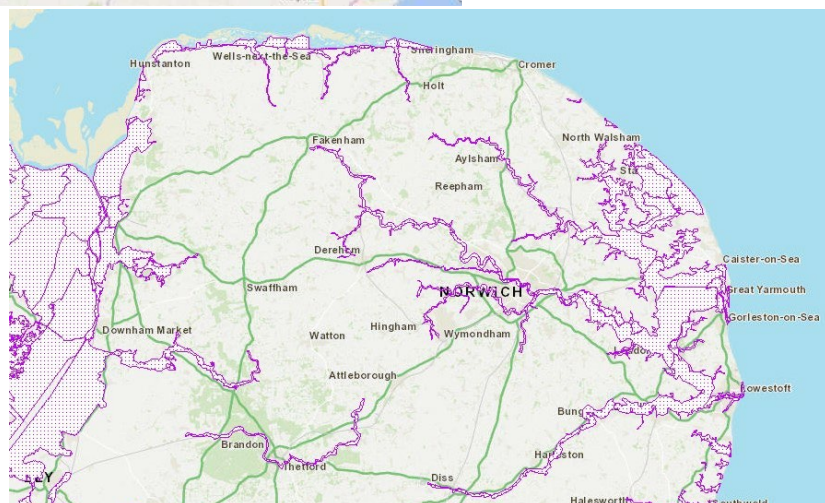


The TRU deployments across 2019-2021 indicates that the TRUs each cover a large area of the county. A number of deployments for Carrow were closer to Great Yarmouth. Thetford's TRU did not attend any incidents in Thetford, suggesting that this area could be covered by the WFR crew based there if they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

Most water rescue incidents occur across the east of the county, although there are a number of others distributed across other districts. The primary flood risks are in the east and west, with small areas in the north, centre, and south. Historically, the risk of surface water flooding is spread across the county.



Water & Flood rescue incidents
2019-2021



Flood Warning Areas

Analysis suggests that the TRU at Thetford is not located in the correct location to provide the quickest response to incidents, however locating a TRU at Great Yarmouth would be more effective.

Proposal 1 – Relocating the Thetford TRU to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.

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

Norfolk Fire and Rescue Service currently provides response to hazardous materials and environmental protection incidents in four main ways as follows:

1. Fire fighters dressed in structural fire kit (personal protective equipment (PPE) and positive pressure respiratory protection (breathing apparatus) (level 1 PPE)
2. Fire fighters dressed in gas tight chemical resistant suits (level 2 PPE)
3. Hazardous Materials & Environment Protection Advisors (HMEPA) deploying to incidents to provide advice to incident commanders. HMEPAs also form the initial assessment team to identify unknown substances. A range of PPE options are available for this role.
4. Environmental protection units which provide specialist equipment and crews to support environmental protection work and fire fighter decontamination.

These will often overlap, with a range of the above deployed to hazardous materials and environmental protection incident types. All fire crews in NFRS are trained to carry out 1 and 2 above, and all fire engines are currently equipped with gas tight suits other than the second fire engines located at on-call stations with two fire engines (Wymondham, Dereham and Diss).

There are two Environment Protection Units (EPU) in Norfolk based at Sprowston and King's Lynn fire stations. The Sprowston EPU has 8 standard gas tight suits, and 4 specialist gas tight suits for localised chemical hazards. The King's Lynn EPU has 6 gas tight suits.

Gas tight suits have a ten-year life (if subjected to an annual service from year 5-10), and the majority of suits currently in service are due for replacement in January 2025. Some suits are due for replacement in 2022, 2023, and 2024.

Our data shows us that the majority of hazardous materials incidents take place in urban areas aligning to our wholtime fire stations. The highest proportion of incidents are incidents where carbon monoxide alarms are sounding, hazmat incidents where gas is involved, and small hazmat incidents known as 'hazmat minor'. The majority of hazmat gas involved incidents are likely to be reports of domestic gas leaks. These incident types are those that are likely to be reasonably straightforward and dealt with using level 1 hazmat PPE. Hazmat major incidents have a greater likelihood for the need for level 2 PPE, but it is still expected that the majority of these incidents were resolved without the use of level 2 PPE.

The number of hazmat major incidents in Norfolk is low, but that the majority take place within urban areas. Our data indicates 49 incidents over 3 years which equates to an average of 16 incidents per year across Norfolk.

Norfolk is a largely rural county with one city and some larger towns. Many of the urban areas have chemical hazards relating to industrial use. There are also specific hazardous materials risks across various sites in Norfolk which are classified as

COMAH Tier 1 or Tier 2 risk sites. The rural areas also contain numerous agricultural sites containing hazardous materials risks.

The transport network in Norfolk also presents a risk from hazardous materials being transported by road, rail, or into the ports of Great Yarmouth and King's Lynn. Numerous hazardous materials are transported via the port of Great Yarmouth for the offshore oil and gas industry, and there are large quantities of hazardous materials transported from North Walsham via rail.

Considering the size of Norfolk, and the location of key hazardous materials risks, it would seem appropriate to be able to provide a flexible response to incidents, with relevant equipment and PPE placed strategically. Whilst the larger risk sites cannot be ignored, the data provided indicates most hazmat incidents occurring within the main urban areas.

There are currently 2 gas tight suits on almost all fire engines in Norfolk, and 14 suits across the two EPU'S. We believe that this is in excess of expected use given the very small number of times that they are used. There is also significant training requirements for staff expected to use them. Based on incident data, most gas tight suits will never be used operationally and will be disposed of after ten years.

In addition to the cost and lack of operational use, two gas tight suits per fire engine requires significant stowage space and could enable other stowage requirements.

There is also the environmental impact of disposing of 110 gas tight suits every ten years which are designed to resist breakdown, and which have not been used since manufacture to consider. It would appear to be prudent from both an economic and environmental approach to reduce wastage as far as possible.

The current approach to resourcing hazardous materials incidents is based on all fire engines having the same PPE regardless of the hazardous materials incident risk in their station area. A more flexible and cost-effective approach would be based on allocating resources to where the incident risk exists. This in turn is based on incident data, known fixed risk location, and key transport network information. A more flexible, risk-based approach, therefore, would consist of allocating resources to the stations with the highest level of risk. Potential options for change are likely to involve the provision of gas tight suits in key areas to cover the highest risk of hazardous materials incidents, whilst providing suitable protective equipment to cover lower risk incidents elsewhere. It may, therefore, follow that there could be stations classified as hazmat level one which are equipped with protective equipment to deal with a level one incident (snatch rescue, and low risk hazardous materials incident involving known lower risk materials) and level two stations which are equipped to deal with all hazardous materials incidents including the higher risk incidents. Although the incident data and the known risks indicate the most likely need for level 2 stations, it is also accepted that a hazardous materials incident could occur virtually anywhere in Norfolk, therefore any changes would need to provide sufficient flexibility to provide a suitable countywide response.

To change from the current arrangements, more in depth consideration will need to be given to the technical specifications of any potential replacement suits in relation

to their intended use. Specialist advice may need to be sought to assist with the selection of suitable suits.

Having assessed our data and reviewed possible options, the most balanced risk mitigation against cost value is to provide gas tight suits on EPU's, Wholtime fire engines, and selected On-Call fire engines.

This option would provide gas tight suits in the areas where the highest statistical risk of a hazardous materials incident exists. This option would also provide a reasonably even spread of level 2 hazmat stations across the county to account for incidents on the major transport networks. This option would provide level 2 stations in areas where the majority of Tier 1 and 2 COMAH sites are located.

It is anticipated that level 2 stations only would need to continue with current training requirements, and that the training requirement for On-Call stations could be reduced which would free up more time for other training activities and would reduce the overall cost of initial training for On-Call recruits. For resilience purposes it may be beneficial to select strategic On-Call stations to be trained for wearing gas tight suits to provide a greater number of wearers at incidents, but not to provide the equipment on the On-Call fire engines.

Due to the number of incidents attended by both Thetford and Dereham, it may also be desirable to provide training for the On-Call crews to account for night incidents. It should also be noted, however, that a hazardous materials incident is more likely during working hours when people are working with chemicals and processes.

A further adjustment could be made if desired to provide one level 2 fire engine per Wholtime area only rather than all Wholtime fire engines. e.g., 1 in Great Yarmouth, 1 in Kings Lynn, 1 in Norwich, 1 in Thetford and 1 in Dereham. This would provide a further cost saving of 8 gas tight suits.

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

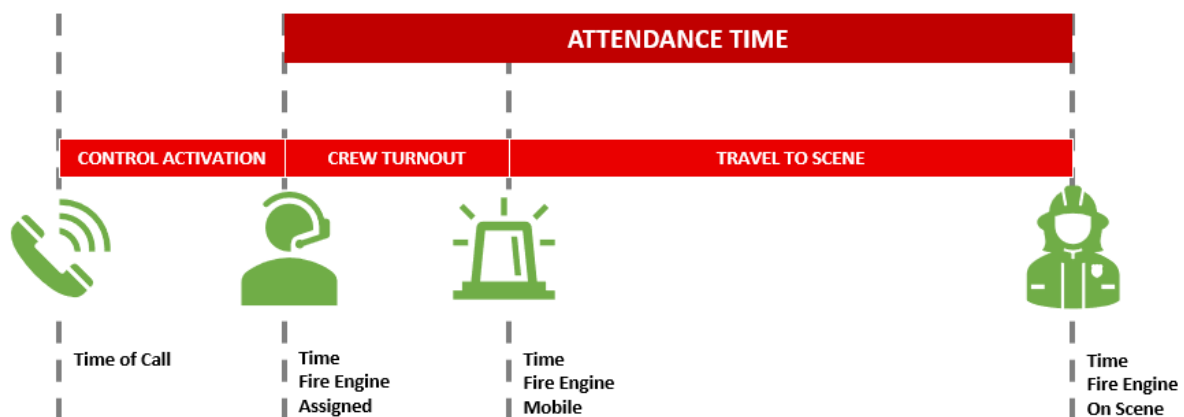
Proposal 2 is to change provision of gas tight suits to Environmental Protection Units, Wholtime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

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

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

The diagram below shows how the component parts of dealing with an emergency incident are currently defined and measured:

- The time of call to the time a fire engine is assigned to an incident is dealt with by our control room staff.
- The time the fire engine is assigned to the time it is mobile will vary from a short time (less than a minute) for our wholetime staff who are on station, to a longer period for our on-call staff who work in local communities and who respond via a pocket alerter when a call occurs. This is called the turnout time. We use historical data for each individual on-call station to calculate the average turnout time for that station when we consider which station to mobilise to an incident.
- From the time the fire engine is mobile to the time it is on scene is the travel time from station to the incident itself.



Our current attendance time is measured from the time a station is alerted to the time the fire engine arrives at the scene. The Home Office and Her Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS) measure fire and rescue services performance from the time the 999 call is answered to the time the first fire appliance is on scene.

In the absence of a national standard, we are proposing to amend the way we calculate and report on our ERS to match the same methodology used by the Home Office and HMICFRS (until there is a national standard which we are committed to adopting).

Norfolk is categorised as predominantly rural for Home Office reporting purposes.

Home Office - Predominantly Rural Data

Total response time								
<u>Response times (minutes and seconds)</u>	2016/17	2017/18	2018/19	2019/20	2020/21	Y/E Dec 2020	Y/E Dec 2021	Averages 5 Fin Years
All Primary fires⁴	10m 17s	10m 17s	10m 35s	10m 28s	10m 28s	10m 26s	10m 39s	10m 25s
Dwellings	9m 13s	9m 23s	9m 10s	9m 24s	9m 11s	9m 13s	9m 22s	9m 16s
House/bungalow	9m 40s	9m 55s	9m 39s	9m 56s	9m 41s	9m 42s	9m 55s	9m 46s
Flats	7m 53s	7m 48s	7m 54s	8m 01s	7m 48s	7m 54s	7m 55s	7m 53s
Other Dwellings	8m 52s	9m 06s	8m 48s	9m 02s	8m 58s	9m 05s	9m 16s	8m 57s
Other Buildings⁵	10m 00s	10m 04s	10m 11s	10m 09s	10m 27s	10m 18s	10m 41s	10m 10s
Other Residential	9m 52s	9m 23s	9m 02s	9m 36s	9m 24s	9m 17s	9m 29s	9m 27s
Non-Residential	10m 01s	10m 10s	10m 21s	10m 14s	10m 35s	10m 26s	10m 51s	10m 16s
Road Vehicles	11m 23s	11m 07s	11m 26s	11m 19s	11m 22s	11m 21s	11m 38s	11m 19s
Other Outdoor⁶	12m 10s	12m 08s	13m 20s	12m 53s	12m 58s	13m 00s	12m 46s	12m 42s
Secondary fires⁷	10m 01s	9m 59s	10m 41s	10m 29s	10m 47s	10m 44s	10m 31s	10m 24s
<p>1 Some fires are excluded when calculating average response times. Please see definition document for a more detailed explanation. Please note that all calculations now include incidents with only heat/smoke damage.</p> <p>2 For a list of FRSs by urban/rural and met/non-met categories, see worksheet 'FRS geographical categories'</p> <p>3 These are 'Total response time' (time of call to first vehicle to arrive at the incident), 'Call handling' (time of call to time station notified), 'Crew turnout' (from time station notified to first vehicle to leave) and 'Drive time' (from time first vehicle leaves to first vehicle to arrive at the incident).</p> <p>4 Primary fires are those where one or more of the following apply: i) all fires in buildings, outdoor structures and vehicles that are not derelict, ii) any fires involving casualties or rescues, iii) any fire attended by five or more fire engines</p> <p>5 The largest components of 'other buildings fires' are incidents in private garden sheds, retail and food/drink buildings</p> <p>6 Either fires in primary outdoor locations (e.g. aircraft, boats etc) or fires in non-primary outdoor locations that have casualties or five or more fire engines attending.</p> <p>7 Generally small outdoor fires, not involving people or property.</p>								

For life risk fires, the target is informed by the average time taken by all predominantly rural services in previous years (5 years). HMICFRS on their data collection dashboard recommend that: "Norfolk is a Predominantly Rural service. Its response times should be compared with other Predominantly Rural services."

The Home Office list of predominantly rural services is:

- Cambridgeshire
- Cornwall
- Cumbria
- Devon and Somerset
- Durham
- Isle Of Wight
- Isles Of Scilly
- Lincolnshire
- Norfolk

- North Yorkshire
- Northumberland
- Oxfordshire
- Shropshire
- Suffolk

For Other (non-fire) Life Risk incidents national comparison data is not available. The proposal is to leave this unchanged, with the exception that ERS is measured from the time that the call is received by Fire Control.

The target is for the first fire engine to arrive on-scene within 13 minutes from the time that the call was received by Fire Control.

For both Life Risk incident categories, the current 80% tolerance will remain for the following reasons:

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

As the proposal now includes call-handling time, when currently it does not the response times reported will appear slightly larger than previously reported.

Proposal 3 is that we amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

Maximising resources focussed on prevention activities: A Dynamic Risk Response (DRR) - Improve Availability, Prevention activity and Fire Cover: Trial of Agile (DRR) fire engines.

On call support officers

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

The OCSO team is currently managed by Western district managers and are based on each of their home On-Call stations, where they start and finish work. Most of the current team are based in the Western district. Each OCSO has a vehicle available to them to drive to On-Call stations around the county. The main On-Call stations supported by OCSOs are in the Western and Southern districts.

Agile fire engines

Agile fire engines are crewed vehicles that can be deployed throughout the county of Norfolk to provide an operational response where there are resource deficiencies.

There are sufficient staff in the OCSO team establishment to form one agile fire engine crew, based on working 42 hours per week Monday – Friday.

Using a standard ridership factor of 1.42, the watch strength can be calculated as follows:

$1.42 \times \text{desired crew number (5)} = 7.1 \text{ staff (7)}.$

$1.42 \times \text{desired crew number (4)} = 5.68 \text{ staff (6)}.$

The ridership factor takes into account absences throughout the year arising due to annual leave, course allocation, and sickness. Therefore, with annual leave and courses correctly managed, there should be a crew of 5 available on each shift, other than occasions where there are higher than normal sickness absences. If there are shifts with more than 5 staff on duty, the excess staff can be utilised for usual OCSO work in supporting On-Call stations with availability.

If a crew of 4 rather than 5 on the agile pump was desirable, there would be more shifts where there were additional staff to carry out OCSO work in supporting On-Call station availability.

The OCSO team also has sufficient managers within its establishment to ensure a competent incident commander on duty on each shift.

In order to form an agile fire engine crew, a vehicle and base station would be required. The most obvious solution would be to utilise one of the two fire engine On-Call stations as the base station, and the second fire engine would be used as the agile fire engine during the day Monday to Friday. The crew would start and finish

their shift at the base station and deploy to the required locations throughout the day to improve operational response and carry out prevention work at high and very high risk LSOA areas.

Agile fire engine versus the current OCSO model.

There are strengths and weaknesses with each of the staffing models which should be explored before considering changing the current OCSO model to agile crewing.

1) On-Call support officers

Strengths	Weaknesses
Flexible staff who can potentially keep up to 7 on-call fire engines available (assuming only 1 crew short at each station).	Not providing any cover whilst driving between stations. A significant amount of time can be spent driving, where no cover or other useful work is taking place. This is made more challenging with the majority of the team based in the Western district. Less travelling may be required if there were OCSOs based more evenly around the county.
Able to carry out other work within an On-Call station area such as prevention activities	Each OCSO would require a vehicle in order to enable full utilisation. Therefore, the vehicle costs are relatively high.
Able to go anywhere in the county as the need dictates	On-Call station availability may change frequently during the day. There are occasions when an OCSO will arrive at a station to find either a crew member books off or a crew member books on. This results in still too few staff to crew the fire engine with the OCSO, or more than is required with the OCSO.
	Where the OCSO can provide cover can be limited by their start / finish location. This is particularly relevant in the afternoon when the OCSO needs to return to the finish location by the end of shift.
	Difficulty for staff to achieve some of their training requirements that are not covered on their own On-Call station such as water first responder and SWAH2.

2) Agile fire engines

Strengths	Weaknesses
Flexible crewing enabling one fire engine to go anywhere in the county as required.	Only one fire engine, which can therefore only cover a specific area at any time.
A fully crewed fire engine available immediately can cover a larger area than an On-Call fire engine with a 5-minute turnout time.	Fuel costs relating to driving a fire engine around the county. However, this <i>may</i> still be cheaper than deploying 7 OCSO vans.
Always available whilst crew are working, including whilst driving to stand by locations.	
Able to carry out other work within an On-Call station area such as prevention activities	
Ability for the crew to carry out training together when required.	
Potential to crew at WDS stations to allow the full crew to attend training courses at the same time, which may help to streamline training course allocation.	

There are clearly strengths and weaknesses with each of the staffing models, with neither option demonstrating a clear advantage over the other. A compromise may be to crew an agile fire engine with 4 staff, and then utilise the remaining staff each day for OCSO work in supporting On-Call stations.

In order to trial this as a viable full-time option for the service we will need to secure staffing levels via alternative options (as detailed in subsequent considerations later in this document).

Future 'Agile' considerations

NFRS has 6 Tactical Response Vehicles (TRVs), which are agile vehicles with the capability to fulfil a number of roles. These consist of five 4x4 pick-up trucks, and one Land Rover defender. These are based at Cromer, Diss, Gt Yarmouth, Sandringham, Wymondham, and Thetford. The vehicles have off-road capability and can respond to incidents that are difficult to access by standard fire engines. The vehicles are equipped with a water tank and water misting unit which can be used to tackle wildfires such as field and forestry fires. Other roles include transporting equipment and personnel off-road, or during extreme weather events such as flooding, ice and snow.

With projected increases in extreme weather events as a result of climate change, there may be the need to consider increasing the number of agile vehicles such as the current TRVs.

Between 2017 – 2021 our TRVs attended 154 incidents as follows;

Cromer	Diss	Gt Yarmouth	Sandringham	Wymondham	Thetford	Total
12	15	3	32	11	81	154

Our incident data indicates that the TRVs have been used at operational incidents relatively infrequently. The Sandringham vehicle has increased use as it has a role in transporting the drone to incidents. The Thetford Land Rover is used more than any of the other vehicles due to the number of forestry and field fires in the Thetford area. During 2022 so far, up to July 31st there has been a significant increase in the use of these vehicles, with some vehicles being used considerably more over a few months than during the previous five years. The total number of incidents attended during 2022 so far is higher than the previous five years.

TRV deployments 1st January 2022 – 31st July 2022

Cromer	Diss	Gt Yarmouth	Sandringham	Wymondham	Thetford	Total
26	16	8	26	25	72	173

The reason for the significantly increased deployments during 2022 so far is the intense period of wildfires during July resulting from a long period of hot and dry weather. The data also reveals that the incident types that these vehicles are used at the most are primary fires, secondary fires, and special service incidents.

During the winter of 2021, the TRVs also had a role in supporting business continuity for NFRS as well as other agencies such as the NHS. The vehicles were used to transport key workers such as control operators, doctors, and nurses to work who were unable to travel due to snow and ice.

With climate change, it is foreseeable that there will be an increase in extreme weather events such as the recent heat wave, and the storms of early 2022. NFRS needs to be prepared to respond to changing incidents resulting from environmental change and needs to plan for a range of extreme weather events which impact on both operational response and business continuity. As a result, NFRS will review the need to increase the fleet of agile vehicles that are able to respond to such incidents, and support business continuity.

Proposal 4 is that we commence a trial of 1 Agile (DRR) fire engine by resourcing 4 OCSOs to crew in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities and review the use and consider the emergent requirements of increasing our stock and use of TRVs as agile response vehicles.

Maximising our efficiency and effectiveness: Emergency Medical Response (EMR) Trial, Implementation and Progress Review

Another of the Proposals in the IRMP 2020-23 was to explore the potential to undertake co-responding. We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Outcomes of the pilot were extremely encouraging with examples of crews delivering medical care with paramedics that achieved ROSC (Return of Spontaneous Circulation), improving the chances of survival for the patients. We proposed we would continue to review and develop this function through 2020-23.

Fire and Rescue Services (FRS) in the Eastern Region face an ever-evolving operational environment, this often means reviewing our core activities delivered as part of duties contained within the Fire and Rescue Services Act 2004 and significantly the National Framework for England 2018. During 2020 and 2021 the new risk and challenges posed by the global pandemic resulted in a more holistic view of how FRS can support partners.

In the 2017 New Economy report “Emergency Medical Response by Fire and Rescue Services” (produced by national experts from HM Treasury and other government departments) detailed analysis set out a strong value-for money case for EMR:

“The indicative benefits to both health and social care partners far outstrip the initial investment required, with an overall financial return on investment of £4.41 per £1 invested, taking a conservative view of the population served. Taken as a very broad average, this equates to a net financial saving of approximately £214 per callout; even accounting for the 79% of co-responding attendances in which it is determined that cardiac arrest has not occurred.

At scale, the intervention is likely to see FRS attend to about 15,000 out-of-hospital cardiac arrests per year (about half of all those seen by ambulance services). While only 4.3% of cardiac arrest patients are likely to experience a life-altering impact, those that do will be independent and cognitively functional, where before they would have suffered severe, permanent neurological impairment – at sizeable cost to both health and social care partners. For each individual with new, good cerebral performance, it is broadly estimated that a benefit is created in the order of:

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

Following discussions with EEAST and our regional fire and rescue service partners, we have agreed a regional memorandum of understanding to enable us to embed a developing approach to emergency medical response at two of our on-call stations. During the 6-month review period we will ensure that staff welfare is our top priority and those involved will receive training and support before undertaking this important work.

The cost of us carrying out this work will be recouped from EEAST and the approach will be regularly monitored both in Norfolk and across the Eastern region. Our crews will be called to attend patients within 10 minutes of their local station, or outside of this where a tangible benefit can be given to the patient, alongside colleagues from EEAST. Previous experience of our work in this area has shown that lives have been directly saved across Norfolk as a result of our involvement.

EEAST has identified other locations that may benefit from a similar arrangement to ensure a swift response to patients, and we will be considering these in the coming months. Where we identify potential stations, staff will be asked to consider taking part rather than expected to do so. National direction (UK Govt White Paper and NFCC strategy) suggests that we can expect this will be enduring change to Fire Service working patterns, locally, regionally and nationally.

We will need to ensure that we are monitoring the impact on fire cover and core responsibilities and there will be continuing conversations regarding concerns about the additional responsibilities on operational staff without development or (paid) recognition (as the current model is voluntary participation).

Proposal 5 is that during the CRMP23-26 period we further develop local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.

Maximising our efficiency and effectiveness: Review of the On-Call Model

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

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

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

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

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

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

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

Proposal 6 is that during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review.

13. Engagement and Consultation

When planning a CRMP, or any major changes, we meet with groups of people who work within our service, within the wider Council and who live in Norfolk to ask them what they think of our ideas and if we are using our resources, including our people, in a fair and cost-effective way.

We set up a CRMP Working Group to canvas the views of Senior and Middle managers in shaping the plan.

We also commenced early public engagement through the Norfolk's Resident Panel in Spring 2022 when we were preparing this Plan. These are some of the questions we asked:

- What do you think Norfolk Fire & Rescue Service does?
- Which activities do you think are the most important for your local fire & rescue service to prioritise?
- Apart from extinguishing fires and the other work fire & rescue services have responsibility for doing, which other activities do you think they should prioritise?
- Which are the most important groups for us to target for fire prevention activities?
- Have you had any contact or interaction with Norfolk Fire & Rescue Service in the past 12 months?
- How confident are you, if at all, that you could easily speak to or access our service?
- How satisfied or dissatisfied are you with Norfolk Fire & Rescue Service?
- Over the past 3 years - since our last CRMP (IRMP), do you think the service provided by us has got better, worse, or stayed about the same?
- How confident are you, if at all, that we provide an effective service overall?
- What do you think would help to make your local fire & rescue service more inclusive in terms of ethnicity, gender, sexual orientation, disabilities and religious beliefs?

We have used the responses we received to inform the development of this CRMP23-26 (as well as inform our approach to other strategic activities). It is particularly good to hear that 82.9% responded they had confidence (somewhat, very or extremely) that we provide an effective overall service (10.6% didn't have an opinion on this).

You have told us that our priorities should be:

1. Responding to fires
2. Rescuing people from road traffic collisions
3. Responding to emergencies such as flooding and terrorist incidents
4. Preventing fires and promoting fire safety

5. Ensuring those responsible for public and commercial buildings comply with fire safety regulations
6. Collaborating with other organisations, for example the police and ambulance service
7. Obtaining information from landlords/building owners to improve response if a fire or other emergency occurs in the building

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

HOLD SPACE HERE FOR CONSULTATION FEEDBACK TO BE ADDED IN.

14. Appendix: Links to Source Material

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



Norfolk
County Council

Norfolk Fire & Rescue Service

Community Risk Management Plan

CRMP Summary 2023-26

www.norfolkfireservice.gov.uk

1. Foreword – CFO & Chair of FRA

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

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

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

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

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

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

Three key areas the CRMP aims to explore are:

1. Improving response times,

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

2. Improving the effectiveness of our prevention activities.

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

3. Maximising our efficiency and effectiveness.

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

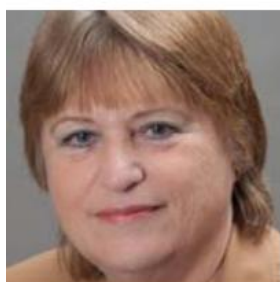


Our Integrated Risk Management Plan 2020-23 contained five proposals to be considered:

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

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

1. We have successfully strengthened our community fire protection services through investment in increasing numbers of staff undertaking protection activities which has resulted in HMICFRS recently moving their judgment in this area from "Requires Improvement" to "Good".
2. We have been developing our concept of operations (ConOps Project) which has already delivered a number of organisational and operational changes to the ways we work. More will be detailed on this within this document. This review will continue through an initiative called our Continuous Organisational Improvement and Learning (COIL) mechanism enabling a continuous process of review to ensure we maximise our effectiveness.
3. We have explored the potential to undertake co-responding to cardiac arrest events alongside the East of England Ambulance Service Trust (EEAST) and are currently trialling Emergency Medical Response (EMR) at our North Walsham and Sheringham fire stations working in collaboration with EEAST to review where we may be able to support their response further.
4. We have maintained our specialist water rescue capability, addressed the funding gap and secured the finances to enable continued specialisation. We are now looking at whether we need to realign location of our resources.
5. We have continued to monitor and participate in national conversations around emergency response standards. As yet, there has not been a directive setting a national standard, but we remain committed to adopting it if and when it is introduced.



Margaret Dewsbury
(Cabinet Member Communities
& Partnerships)



Ceri Sumner
(Director of Norfolk Fire
and Rescue Service)

2. Introduction and Background

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

These include:

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

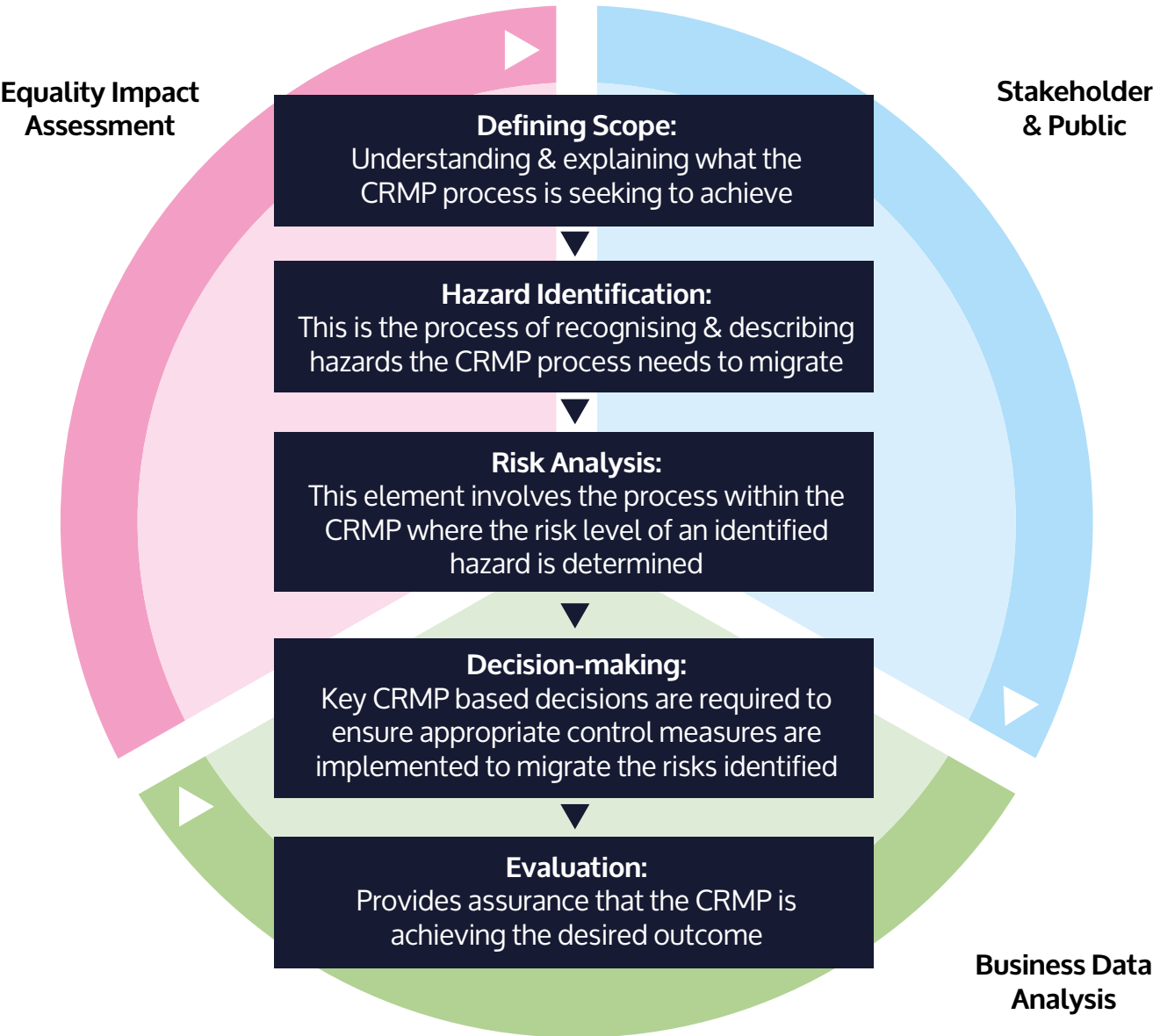
The National Framework 2018 states that all English Fire and Rescue Services have to produce an Integrated Risk Management Plan.

Our Plan must:

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

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

CRMP Strategic Framework



3. Our Story – Norfolk Fire & Rescue Service

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

Our Mission.

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

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

We will deliver our vision by...



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



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



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



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

Our Priorities:

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

We will support Norfolk by...

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

Our actions will be driven by...

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



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

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

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

Our Values:

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

4. Community Risk Management Plan Methodology

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

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

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



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

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

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

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

Risk Evaluation Cycle



What is Risk?

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

Statement of Assurance

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

Norfolk County Community Safety Partnership

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

Norfolk Insight

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

Commercial Partnership

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

5. Our Norfolk

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

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

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



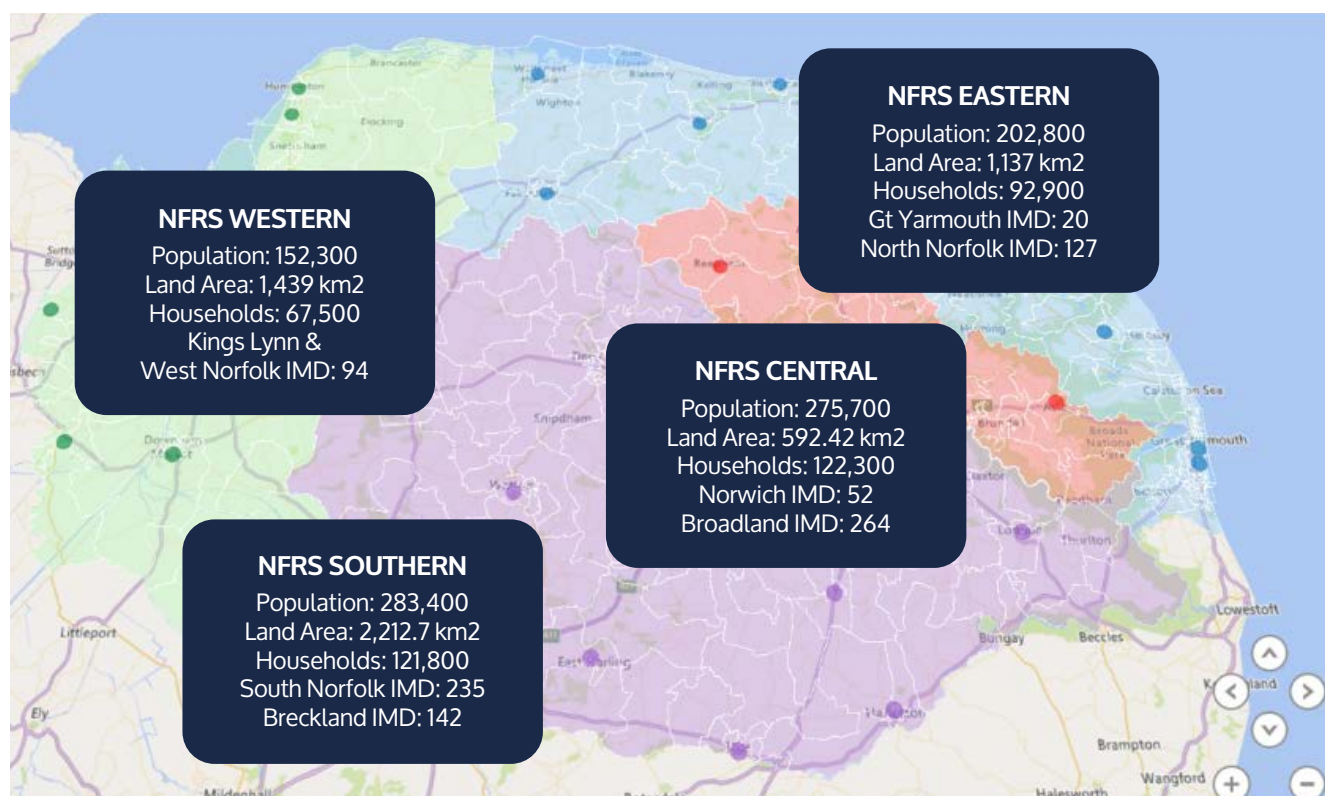
The estimated proportion of Norfolk's population living in an urban setting increased from 47.5% in 2010 to 50.8% in 2019, with the corresponding reduction of people living in a rural setting from 52.5% in 2010 to 49.2% in 2019. More recent estimates (based off the Census 2021) are not available at the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

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

NFRS Districts

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

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



6. Preparing our Plans

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

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



7. Risk, Demand & Vulnerability

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

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

Climate change

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

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

Risk Evaluation

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

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

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

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

With the increasing impact of climate change, we will consider our preparedness for responding to unusual events resulting from extreme weather, such as wildfires, flooding and storms. This will include structured reviews of operational response such as the recent period of hot weather-related wildfires. We will seek to ensure that we have appropriate resources, and that staff are provided with the correct training to effectively deal with these types of incidents. We already have in place specific resources for dealing with these types of emergencies such as off-road firefighting capability, fire misting units, bulk water carriers, and all-wheel drive vehicles. We also have effective water rescue capability, which we are looking to improve over the period of this CRMP. We will review the findings of recent extreme weather events to ensure that our current arrangements remain suitable for the expected increase in these types of events.

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

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

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

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

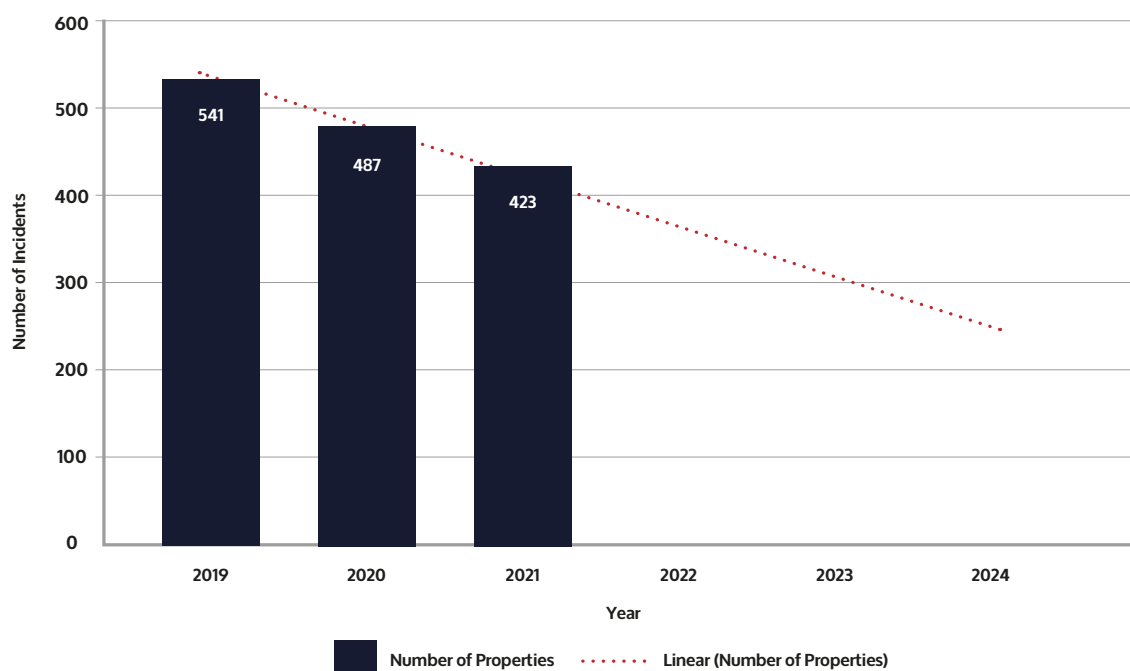
Demand:

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

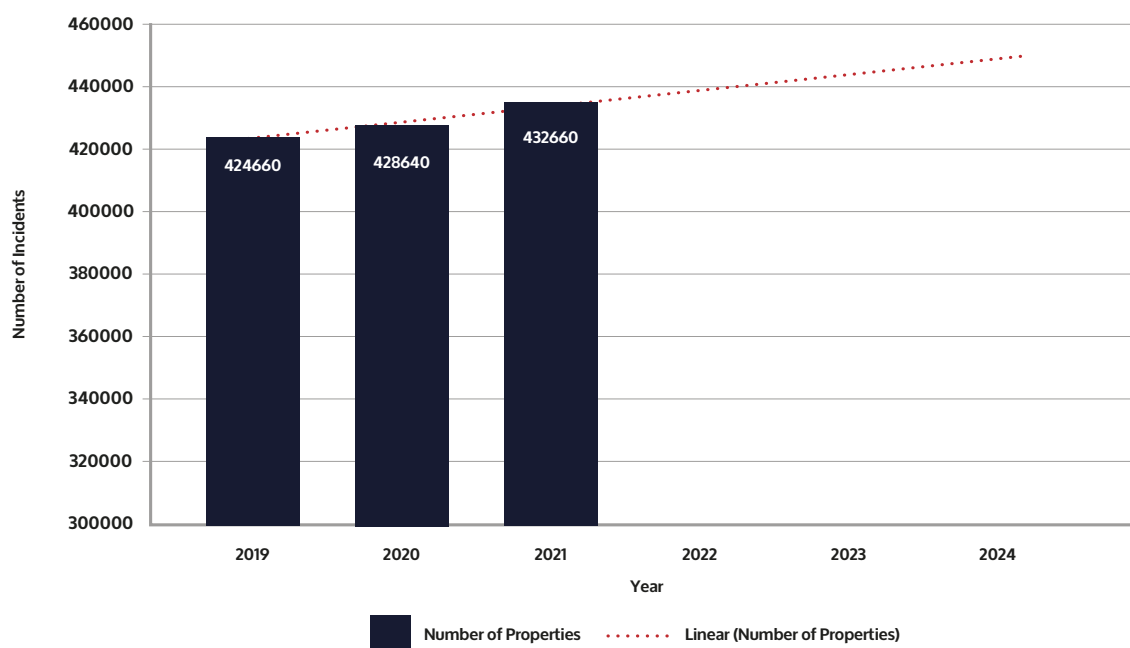
We also need to know where vulnerable people live to help us plan how to deliver our services to help prevent fires and other emergencies. Fire Services receive information about people aged over 65 from the NHS. We use this to target our prevention services at this most vulnerable group of people, and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



Number of Deliberate and Accidental Dwelling Fires 2019 to 2021



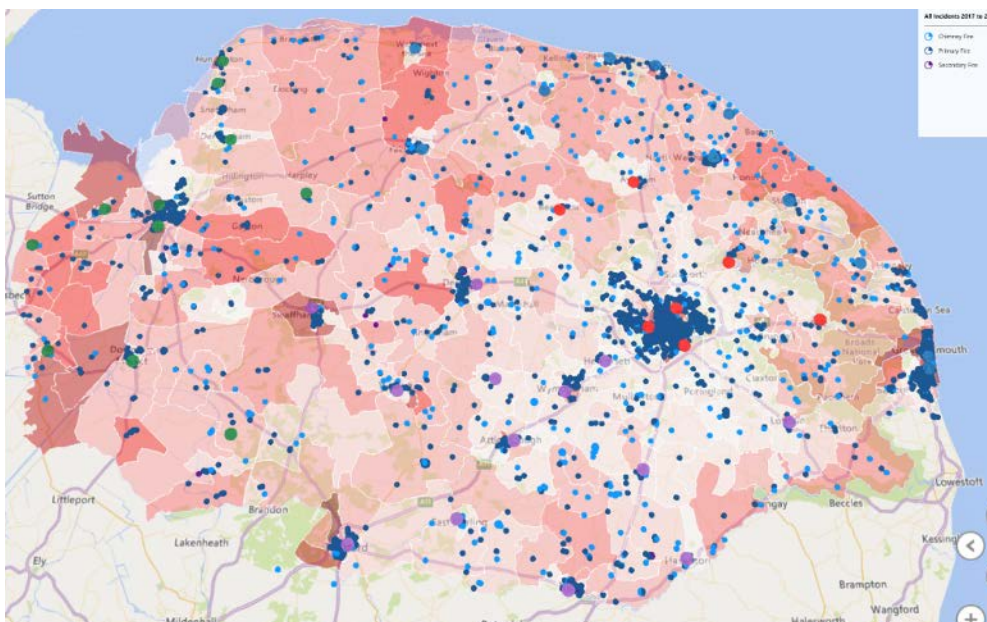
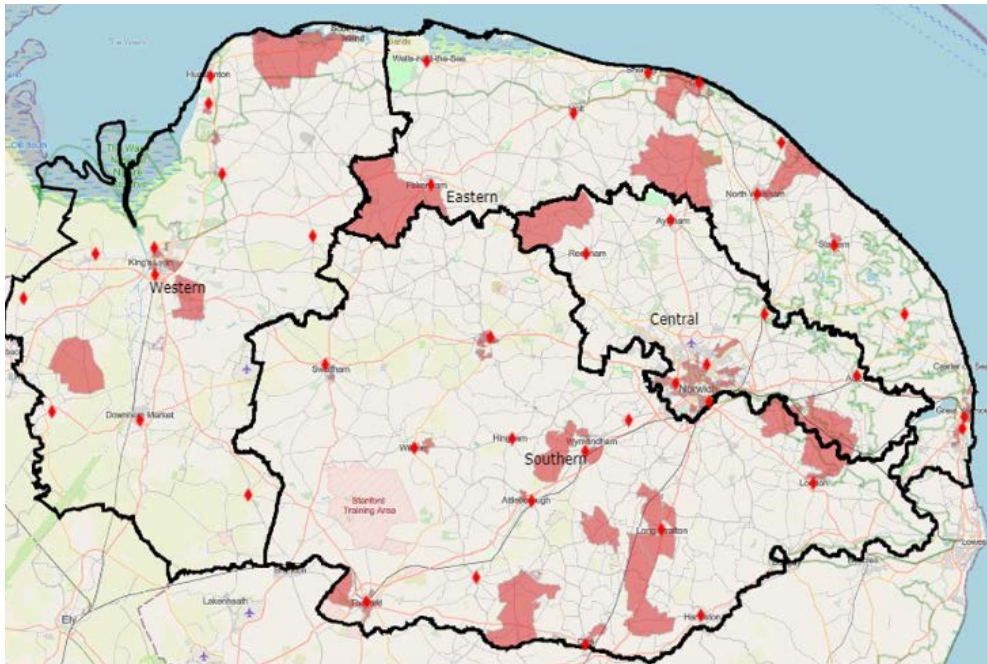
Number of Properties in Norfolk 2019 to 2021



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

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

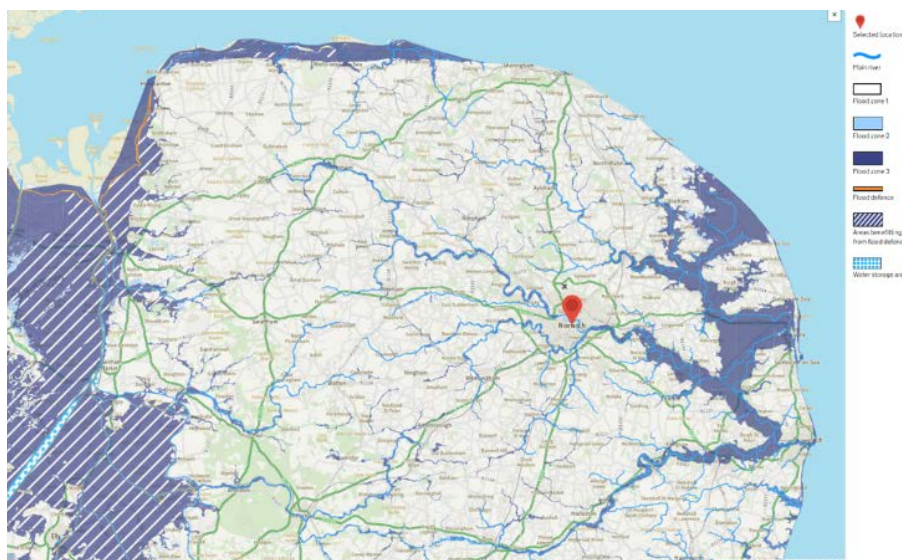
We use historic incident data relating to life risk, vulnerability data and drive time data which we weight against proportionality and consequence and then combine in order to produce a baseline map of risk across the county at Lower Super Output Area (LSOA) geography level. Our risk model presents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



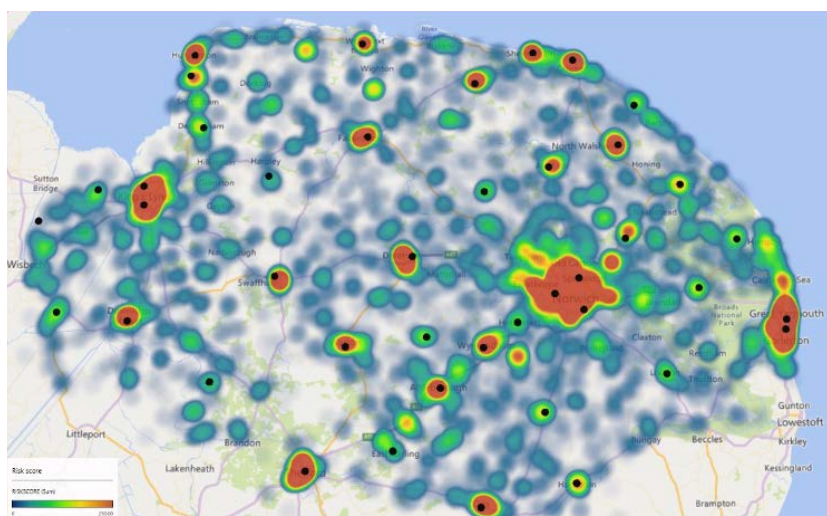
Vulnerability and fire incidents mapped against Indices of Multiple Deprivation



Very High Risk & High-Risk premises



Flood Risk (Environment Agency)



Hotspot map of incidents

8. About us

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

Budget and Finance

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

Operational Preparedness

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

Capability (Logistics and People)

Fires & Pumping

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

Rescues

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



Hazardous materials

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

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

Following on from the decision in previous integrated risk management plans, over the past couple of years we have been replacing the second fire engines at our On - Call fire stations with tactical 4x4 response vehicles. With their ability to go off road and deliver 'misting' water to extinguish wildfires, these vehicles have proved invaluable to fire crews during heatwaves. In addition to the introduction of these off-road vehicles, we have also retained the second fire engine at three fire stations to act as agile fire engines. These fire engines are available to local crews if they have enough firefighters to staff them but crucially act as agile fire engines that are used to provide fire cover at large events such as the Norfolk Show, backfill areas in the county that require additional fire cover and act as spare fleet should a fire engine break down.

Prevention Staff

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

Activities include:

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

Protection Staff

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

Support Services (our internal frontline)

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

Operational Response

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

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

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

Participation with National Resilience

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

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

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

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

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

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

Prevention Delivery

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

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

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

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

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

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

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

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

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

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

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



Protection Delivery

Our risk-based inspection programme

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

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

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

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

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

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

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

Working With Our Partners

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

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

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

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



9. Improvement, Best Practice & HMICFRS Readiness

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

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

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

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

Community Safety Action Plan

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

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

10. Equality, Diversity and Inclusion

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

We use our influence as one of Norfolk's most trusted organisations to champion equality and tackle prejudice. We use our knowledge of Norfolk's diverse communities to target our recruitment strategy, prevention and protection activities and risk planning. We are [LGC award-nominated](#) for our research with 227 residents from seldom-heard backgrounds in Norfolk to address barriers to recruitment, services and safety risks. This research identified high levels of trust in Norfolk Fire and Rescue Service. We are [Personnel Today Award Nominated](#) for our work to increase the gender diversity of our workforce through a positive recruitment campaign.

Norfolk County Council sets the Council's [objectives for equality, diversity and inclusion](#) and we are committed to delivering these. In addition, we have our own Norfolk Fire and Rescue Service EDI Plan 2022 to 2026, which sets out EDI priorities for our service.



Our four EDI priorities (note – the action plan, to be hyperlinked to this paper, sets out the specific actions agreed to achieve these priorities)

1. Increase the diversity of our workforce, so that we better reflect the local population.
2. Develop our capability on EDI and our knowledge, confidence and professional curiosity about our diverse communities
3. Target our Prevention and Protection activities to address identified risks for our diverse communities.
4. Implement the findings of our 850 equality impact assessments of our policies and procedures, to guide inclusive decision-making across our workforce.

People and wellbeing

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

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

- We will continue to create an inclusive culture where our people are valued, developed and recognised with equality
- We will arm our people with the tools they need to manage their own resilience and support those whose mental health is impacted
- We will continue to invest in our professional development so our staff maintain their competence and confidence
- We will build a more diverse workforce so that we can represent the community we serve and support more effective engagement
- We will develop our leaders to deliver our people priorities and build a high performing culture
- We will work towards developing mechanisms which allow us to succession plan and develop our talent more effectively
- We will develop a recruitment and retention strategy which promotes diversity and more effective onboards our new staff
- We will continue collaboration with our staff and representative bodies to ensure our staff are deployed in the most effective way and are fully engaged in any changes affecting them.

11. Horizon Scanning and Emergent Risks

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

County Strategic Planning & Infrastructure

The Strategic Planning team is responsible for supporting the delivery of infrastructure that contributes to sustainable housing and jobs growth for Norfolk. We regularly review plans produced by this team to assess any impact on risk or implications for our service delivery. More information can be found at [NCC Strategic Planning & Infrastructure](#).

The [Norfolk Strategic Delivery Infrastructure Plan](#) sets out Norfolk's high-level strategic infrastructure priorities for the next 10 years. This list of projects has been compiled in conjunction with stakeholders/local partners including internal county council departments, district councils, utility companies and government agencies. These projects are selected on the basis that they deliver considerable housing and jobs growth. Priority strategic projects include A47 improvements £2-300m, Great Yarmouth Third River Crossing £120m, Transforming Cities as part of the Transport for Norwich programme £66m, Long Stratton Bypass, West Winch Housing Access Road and Norwich Western Link.

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

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

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

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

All Battery Energy Storage Systems (BESS) installations are required to complete a substantial & suitable fire risk assessment. Where appropriate, this will be supported with specific fire tests. Property insurers will be involved at an early stage in discussions to agree on a suitable fire strategy for BESS installations. The potential for both property loss and business interruption will be considered. The fire protection and mitigation strategy will be determined on a case-by-case basis, based on battery type, BESS location, layout, compartment construction, system criticality, and other relevant factors. It must be multi-layered and include a combination of; good design, thermal runaway avoidance, early detection, and automatic suppression. Manual fire control provision and planning, including water supplies, should be commensurate with BESS and other site fire hazards.

Maximising our efficiency and effectiveness: Improved Intelligence & Analytics

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

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



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

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

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

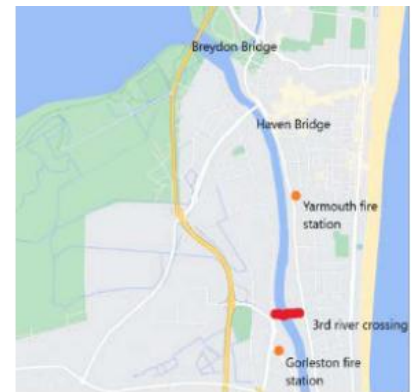
An assessment of station incident data indicates that there may be potential to review the crewing arrangements at some stations and to consider whether there are opportunities to change to a day crewed model.

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



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

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



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

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

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

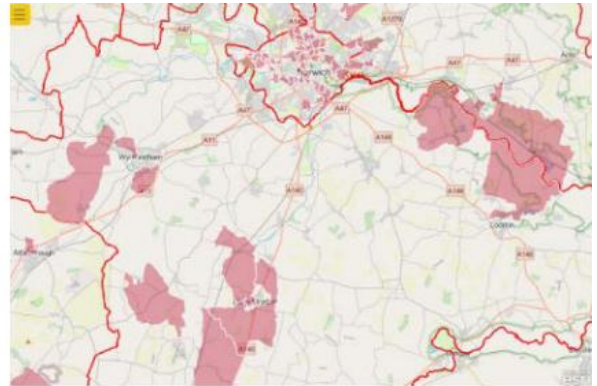
Maximising our efficiency and effectiveness: Implications of Reducing Ridership

Current NFRS Service policy identifies the expected crewing levels for all WDS fire engines (except 2 stations) to be made up of 5 riders. The Service needs to further consider the options to reduce ridership levels from 5 to 4 and identify whether this would enable some staff to be redirected for other high-priority prevention activities.

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

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

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



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

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



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

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

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

Areas Reviewed, Proposed Changes and Why

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



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

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

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

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

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

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

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

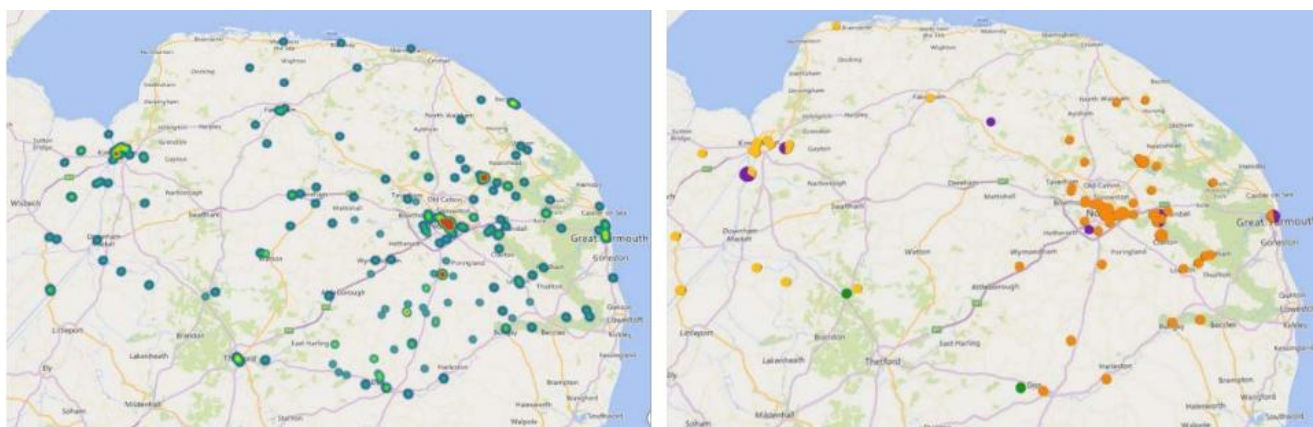
Excluding the Urban Search and Rescue (USAR) water rescue team based at Dereham (our primary team for national deployment and considered out of scope for this review), the predominant WFRT teams utilise Technical Rescue Units (TRUs) at King's Lynn South, Carrow and Thetford. WFR teams crew our rural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

Technical Rescue Unit deployments 2019-2021

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

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

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



Water and flood rescue incidents 2019-2021

Proposal 1 – Relocating the Thetford TRU to Great Yarmouth in order to better align our specialist water capability to the location of greatest risk. Enhance training for selected Water First Responder (WFR) crews to allow them to perform swimming or buoyant raft rescues in non-swiftwater (rivers, broads etc), providing additional specialist rescue capability for persons in water across the county. There are no capital investment costs associated with this proposal.

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

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

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

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

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

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

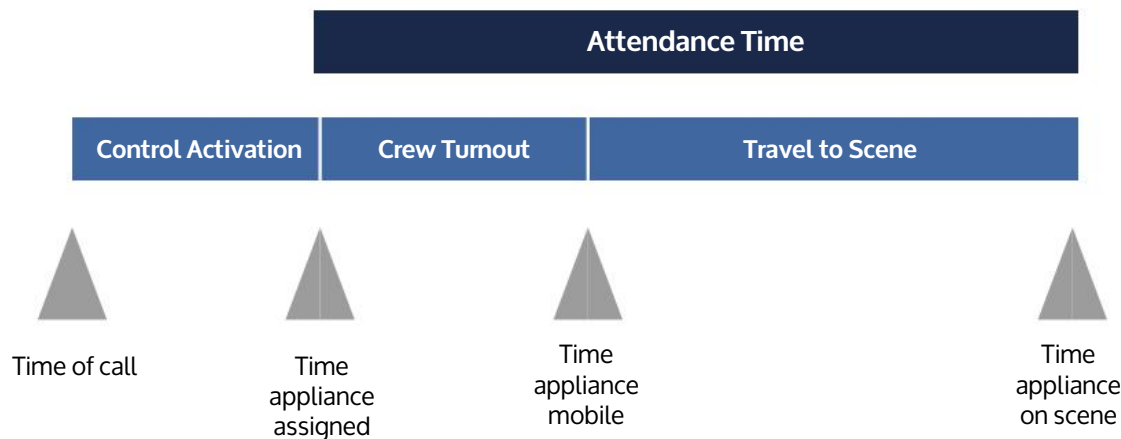
Added resilience can be provided to account for areas remote from Wholetime station areas such as North Norfolk, and South Norfolk.

Proposal 2 is to change provision of gas tight suits to Environmental Protection Units, Wholetime fire engines, and selected strategic On-Call fire engines. There are no cost increases associated with this proposal.

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

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

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



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

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

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

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



Proposal 3 is that we amend the way we calculate and report our emergency response attendance time to align with the Home Office and HMICFRS (until there is an agreed national standard which we are committed to adopting).

Maximising resources focussed on prevention activities: A Dynamic Risk Response (DRR) - Improve Availability, Prevention activity and Fire Cover: Trial of Agile (DRR) fire engines.

On call support officers

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

Agile fire engines

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

Future 'Agile' considerations

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

With climate change, it is foreseeable that there will be an increase in extreme weather events such as the recent heat wave, and the storms of early 2022. NFRS needs to be prepared to respond to changing incidents resulting from environmental change and needs to plan for a range of extreme weather events which impact on both operational response and business continuity. As a result, NFRS will review the need to increase the fleet of agile vehicles that are able to respond to such incidents, and support business continuity.

Proposal 4 is that we commence a trial of 1 Agile (DRR) fire engine by resourcing 4 OCSOs to crew in order to evaluate and review the effectiveness of reinvesting staff in dynamic response risk mitigation and high value prevention (and other) activities and review the use and consider the emergent requirements of increasing our stock and use of TRVs as agile response vehicles.

Maximising our efficiency and effectiveness: Emergency Medical Response (EMR) Trial, Implementation and Progress Review

Another of the Proposals in the IRMP 2020-23 was to explore the potential to undertake co-responding. We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Outcomes of the pilot were extremely encouraging. We proposed we would continue to review and develop this function through 2020-23.

Fire and Rescue Services (FRS) in the Eastern Region face an ever-evolving operational environment, this often means reviewing our core activities delivered as part of duties contained within the Fire and Rescue Services Act 2004 and significantly the National Framework for England 2018. During 2020 and 2021 the new risk and challenges posed by the global pandemic resulted in a more holistic view of how FRS can support partners. In the 2017 New Economy report "Emergency Medical Response by Fire and Rescue Services" (produced by national experts from HM Treasury and other government departments) detailed analysis set out a strong value-for money case for EMR:

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

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

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

Proposal 5 is that during the CRMP23-26 period we further develop local participation in the Emergency Medical Response scheme. Our communities will benefit from lives being saved and from wider Fire and Rescue staff skillsets. Core traditional service responsibilities (fire cover) will not be negatively impacted.

Maximising our efficiency and effectiveness: Review of the On-Call Model

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

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

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

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

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

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

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

Proposal 6 is that during the CRMP23-26 period we should undertake a detailed review of the On-Call Model in tandem with an anticipated national review.

13. Engagement and Consultation

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

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

You have told us that our priorities should be:

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

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



Cabinet

Item No: 10

Report Title: Strategic Review Update

Date of Meeting: 3 October 2022

Responsible Cabinet Member: Cllr Andrew Proctor (Leader and Cabinet Member for Strategy & Governance)

Responsible Director: Tom McCabe, Head of Paid Service

Is this a Key Decision? Yes

If this is a Key Decision, date added to the Forward Plan of Key Decisions: 1 September 2022

Executive Summary

The Strategic Review has been designed as a whole organisation exercise to enable the County Council to meet the financial and organisational challenges that we are currently facing and will continue to face in the coming years.

It incorporates a number of complementary themes that will lead us to bring about a leaner organisational structure, which in turn should aid engagement and communication, internally and externally.

The work to date has seen us review the organisation through the lens of organisation design. We have deliberately taken a whole Council approach to considering new models, ways of working and any associated structural changes.

This will enable the right capacity and capability across the organisation within the current challenging financial landscape. The initial focus areas are primarily those that facilitate and support the delivery of our core services to our communities.

We are also applying a consistent set of principles around spans of control and the organisational layers across the whole Council. This will lead us to reviewing and refreshing our current structures and give us greater clarity on accountabilities, faster decision making, improved management of risk and empowerment of staff with clarity on career progression and development opportunities.

Future activity will see us adopt career families, which will support professional leadership, development and talent – which should aid staff retention. This will partly be delivered by implementing standardised job role profiles, which will help to maintain a good structure in the future and mitigate equal pay risk.

We will also design a pay and reward strategy, which will assist recruitment by ensuring we are competitive in the job market.

The Strategic Review is not a temporary piece of work. It should lead to the Council being one that can recognise, analyse and respond to change in a positive manner – for the benefit of staff, the wider organisation and the communities that we serve. This will be an ongoing challenge in an evolving public sector environment - with various financial and policy levers exercised by Government and other key players – but one in which we must succeed.

Recommendations:

It is recommended that Cabinet:

Approves the approach to developing the emerging proposals of:

- Reconfiguration of prioritised service areas for Phase 1 as set out at Paragraphs 2.4 - 2.8;
- Driving consistency in our organisation's spans and layers through application of common principles to all service areas as set out at Paragraphs 2.9 - 2.11;
- A rolling review of all service areas to build the new strategic operating model for the Council.

1. Background and Purpose

- 1.1 On 4th April 2022, Cabinet approved the following recommendations:
 - To agree the Council's broader ambition to prepare the organisation for significant future transformation
 - To progress a review, with an initial focus on the role and number of management layers and spans of control, to identify areas of duplication, simplification of role design and identify and deliver any resulting savings.
 - To delegate to the Head of Paid Service, in consultation with the Director of Procurement and the Leader, the decision to award a contract to provide external support to this transformation activity.
 - To direct the Head of Paid Service to ensure the necessary internal resources are secured in order to successfully implement the review and to ensure that ways of working are established that enable effective knowledge transfer from, and partnership working with, the external provider.
- 1.2 Work by the Strategic Review Project Team commenced in mid May subsequent to a competitive procurement process. This report captures the progress made in the first four of the 12 months planned and sets out next steps.
- 1.3 As was set out previously, it is important to acknowledge that it has been some 10 years since we instigated a strategic review that looks across the whole organisation. Our existing structure and approach has served us well

and we have seen many improvements in services and outcomes for our communities. But there is also an opportunity for us to reflect, review and look to the future. We strive to be a modern, cost effective organisation that remains focused on the needs of Norfolk's communities – and are keen to recognise areas for further improvements. Opportunities we have identified include:

- Areas of duplication including support services, especially where these now exist in both the 'centre' and individual directorates or where multiple directorates undertake the same or closely related tasks
- Greater clarity of accountability
- Adjust the number of management layers and improve spans of control to enable appropriate levels of autonomy and responsibility for all employees that support robust and agile decision making

1.4 The intention of the Strategic Review is to best equip the Council to deliver on the priorities and outcomes set out in our 'Better Together for Norfolk' Strategy. It is an opportunity to consider everything that might support this and take a whole-Council approach to:

- Re-confirming and aligning around 'why' change is needed in the organisation
- Describing 'what' that could mean for the future shape of the organisation and our ways of working
- Agreeing 'how' we will organise ourselves, and the prioritised areas in which we will begin to further invest in our people to deliver and sustain the changes needed (including technology, data, processes, policies, governance and skills)

1.5 The Council will continue to be a large organisation that delivers a diverse range of services. But changes to the public sector landscape and funding regimes necessitate a new approach as we evolve over the next few years. The Strategic Review will establish a lower-cost operating arrangement where the right people, processes, structures, skills, and capabilities are in place. In times of unprecedented financial challenges, we must remain fit for purpose with the right capacity and capability to succeed.

1.6 By necessity, this first phase has focused on the core capabilities and areas of the Council where we are able to realise cashable savings. In this report we set out progress to date and the required next steps to build the foundations of a sustainable organisation capable of meeting the longer term challenges that lie ahead.

1.7 As a result of the Strategic Review, and by the end of this Financial Year we will have:

- Defined the future capabilities the whole Council needs to deliver on our strategy – everything the Council needs to be good at – whether that is delivering services directly to residents or the professional roles that support that delivery

- Set out the size and shape of a lower cost organisational structure that is safe, resilient and fit for the future
- Identified, assessed, designed and begun implementation of specific changes to prioritised capabilities and how they are best deployed with clear accountabilities, removing duplication, simplifying processes, and improving the workforce offer
- Assessed and designed spans and layers that align with industry good practice for the whole organisation and are appropriate to the context for each service
- Defined a new approach to career families and development pathways for staff across the whole organisation
- Proposed areas of investment, to allow for improvements that are necessary to realise savings
- Proposed further opportunity areas to continue to evolve the organisation's ways of working and resulting structures into 2024/25 and beyond.

2. Proposal

2.1 Following on from the previous Cabinet report, the Project Team mobilised, created a project plan and began a process of analysis, design and validation of proposals. The Project Team has engaged with a wide ranging set of the Council's senior leadership over the past 3 months. To deliver on the agreed vision and priorities for communities across Norfolk, activities to date have included:

- Exploring the organisational capabilities needed to play that leading role in the wider system and improve outcomes of those living and working in Norfolk;
- Assessing the maturity gap between existing capabilities and the aspirations to bring Norfolk in line with, and ahead, of other leading Councils;
- Understanding the frustrations and challenges of working within the Council, as well as the areas of strengths that could be further invested in;
- Analysing and beginning to validate existing Council data based on an agreed methodology that explores the size and shape of the organisation, existing spans and layers and inconsistent approach to defining career families and roles;
- Agreeing design principles to guide choices on the future changes we need to make to our ways of working as well as adopting good practice in how we organise ourselves, our management, and our spans and layers;
- Identifying the prioritised changes that could realise cashable savings in 2023/24, and exploring the different benefit levers to get there;
- Comparing the type and scale of likely benefits that the Council could realise with other organisations and industry accepted good practice;
- Planning the next steps for the remaining 8 months – these include the method to move from validation to substantiation of our proposals to identify savings and changes at a departmental level, preparing for the business change activities and for staff consultation, beginning to roll out a new career family framework, and review of the pay and reward strategy.

- 2.2 Through all of this activity the Strategic Review team is ensuring that any proposals incorporate and align to transformation already underway across the Council to ensure it adds up to a coherent organisation.
- 2.3 By the end of November, phasing of the proposals will be agreed, with the impact on each department identified, and pre-consultation activity will commence. It is the intention to begin any staff consultation that is required in January 2023. This will be confirmed through pre-consultation activity. The areas to be taken forward and the sequencing of change / investment that is needed will be planned based on a combination of change readiness and the opportunity to realise benefits, including savings.

Emerging proposals

Reconfiguration

- 2.4 A portfolio of changes have been identified through engagement with cross-organisational teams to explore areas where we believe improvements could be made and benefits could be realised. The changes that have been prioritised at this stage aim to build the foundations of an organisation fit for the future within a lower cost envelope. They have been chosen as some of the larger capabilities which are utilised across the whole Council. They are on the whole not resident facing, but remain a critical part of our organisation to enable quality and effectiveness of our service delivery. They fit the agreed scope of the Strategic Review to consciously design how capabilities are best deployed to meet our evolving needs, and to fully exploit the opportunity we have to remove all areas of duplication, especially where these have grown, largely organically, to exist in both the 'centre' and individual directorates.
- 2.5 Redefining the relationship between the corporate centre and the wider community of staff fulfilling needs of the different directorates will unlock many improvements as well as the requirement for cashable savings. Understanding the skills of our finite resources, providing learning and development opportunities, matching to our needs and flexing our workforce to our evolving landscape enables greater resilience in our organisation. By taking a Council wide, strategic approach we can better place the needs of our residents at the heart of our design, shifting our resource model away from service led to become more outcome focused. This cannot be at the cost of quality or safety, and as such our ongoing substantiation activities include better understanding of resident and staff demand to build the right size, shape and skillset.
- 2.6 The nine groupings of capabilities currently being explored are:
1. Communication (internal and external) and external engagement
 2. Customer contact and assessment

3. Commissioning, procurement and contract management
4. Business administration and support
5. Transformation, change and project management
6. Analytics, performance reporting and insight
7. Technology and digital transformation
8. HR and People
9. Finance

- 2.7 Validation of posts and analysis of activity and workflows is underway. This is required to further substantiate the cashable savings as well as wider benefits. This activity will continue up to and including the staff consultation planned to commence in January 2023, ensuring all staff are treated fairly and included in the consultation where it is right to do so. HR / job data will be combined with the extent of relevant activity taking place, where it is happening, and which parts of the process, technology, governance etc will unlock the most savings and improvements in ways of working.
- 2.8 Evidence from engagement across the organisation supports the significant opportunities to redesign, standardise and simplify the processes, adopt common platforms, clarify governance and accountabilities, and prioritise efforts where there is return on that investment. Evidence from wider industry in the form of benchmarks, surveys and delivery experience corroborates the potential for savings by applying these benefit levers given our current ways of working. With savings suggested across a range of a conservative 5% and a more stretching target of 20% in some areas, the cashable savings we expect to realise for this portfolio of nine opportunities should be some £8m. We will continue to seek to minimise our redundancies through release of vacant posts, natural attrition and other mechanisms. Many of these changes will also equip us with the ability to drive greater benefits from what may be our larger spend area – non-staff spend with our partners and suppliers, rather than just our own workforce costs. This forms part of the next phase of the Strategic Review which will develop these opportunities, enabled by the changes that will take place under the current proposals. Therefore, no cashable savings have been identified for this area at this stage.

Spans and layers

- 2.9 Alongside a reconfigured way of delivering these capabilities, spans of control and management layers are being explored. We have undertaken a high level desktop review of all services across the Council. This has been followed up with further analysis of all services with lower spans of control and higher number of layers than other parts of the Council. There are no hard and fast rules that apply to every organisation, however the industry standards mean that we are prioritising those service areas that are least consistent with a principle of 6 layers and spans in the region of 8-10. The solutions will differ

dependent on the service and roles in question e.g. higher spans are usually seen in contact centres, or lower spans are seen where there are statutory requirements e.g. around supervision. There is opportunity to address potential issues that arise from compression of roles, reduced clarity and ability for career progression, and lack of visibility or confidence for staff around fair pay. In some areas there appear to be too many layers and in other areas managers who may not have the right number of direct reports.

- 2.10 Further validation of the as-is structures and the resulting new structures will be necessary before exact savings can be confirmed. We expect at this stage to realise some £8m from this targeted review of our spans and layers. By taking a strategic cross-organisational approach to challenge decisions on spans and layers, made for good reason in the past, we intend to create a well designed and simpler structure with clear lines of accountability and the ability to better manage risk. This activity is closely connected to both the career families architecture and a refreshed pay and reward strategy coming later this financial year.
- 2.11 Realising the benefits from the proposed changes in these areas, which are largely focused on improving our internal operations, will be a key part of ensuring as much of our resources as possible are directed at supporting those in our communities. We will clearly capture the savings being realised from these proposals, primarily through removal of posts and the associated budget. By choosing to make some hard choices on our organisational design, we should lessen the need to reduce those core services we provide to residents. We remain committed to a cycle of transformation and continuous improvement and will investigate further parts of the organisation when time permits, and with the expectation of savings in subsequent years.

3. Impact of the Proposal

- 3.1 The changes resulting from the reconfiguration will impact to some degree on all departments. As we have not undertaken a review that is cross-organisational and strategic in nature for over 10 years, there are inconsistencies in approaches to various of the activities or processes we follow in the Council. We have posts across departments delivering the processes in different ways, and the offer from the corporate functions not always meeting the service needs. All of this is resulting in time and effort being spent on non-core and non-value add activities and taking away time that should be spent directly helping, supporting and caring for residents, businesses and communities.
- 3.2 Whilst we recognise the process of change will be difficult in some instances, many of our staff will welcome the opportunity to be part of designing the future for the Council and being part of a consciously designed organisation that puts residents first. There will be a reduction in posts likely across all

departments, but this will be countered with improved experiences for those who remain working for the Council.

- 3.3 By the end of November, the financial impact on each department will have been agreed, ready to move into pre-consultation activities. This includes ongoing activity around change management, change impact assessments, change readiness and focused communications to staff, Unions, our partners and wider communities.

4. Evidence and Reasons for Decision

- 4.1 The Council has not undertaken an organisation wide review for over 10 years. The review will challenge how we organise the Council and the application of best practice organisational design principles help improve the efficiency and effectiveness of the Council. We want an organisation that is designed around the needs of our communities, within the available resource envelope.
- 4.2 We will design an approach around career families, which will support professional leadership, development and talent – which should aid staff retention. This will partly be delivered by implementing standardised job role profiles, which will help to maintain a good structure in the future and mitigate equal pay risk. We will review our job evaluation processes and our pay and reward strategy so that we can attract and retain the talent that we need to deliver services in what promises to be a challenging environment.
- 4.3 The Council also has to close a £60million budget gap for 2023/24 and the Strategic Review has been designed to identify some £15-£20million of this gap.

5. Alternative Options

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

6. Financial Implications

6.1 The Strategic Review is targeted with finding savings of £15-£20m to contribute towards the £60m 2023/24 savings target within the MTFS.

6.2 All savings identified by the Strategic review will be assessed for deliverability before they are recommended to members as part of the 2023/24 budget setting process.

7. Resource Implications

- 7.1 Staff:** The review is likely to require the deletion of a number of jobs. Every effort will be made to minimise the need for compulsory redundancy in this.
- 7.2 Property:** We will consider the impact of the review on our estate and office accommodation and consider subsequent alternatives to optimise our position.
- 7.3 IT:** The review will consider how we utilise technology and the options for further harnessing efficiencies in its use over coming years.

8. Other Implications

8.1 Legal Implications:

It is envisaged that through organisational redesign the Council can improve the use of resources and reorganisation would be predominantly internally focussed, thereby limiting the impact to delivering / changing services to the public. However, if upon development of proposals further consideration is needed, the Council's Legal and Finance teams will be involved to ensure that the programme remains organisationally and legally compliant, particularly in relation to budget / public consultation requirements.

8.2 Human Rights Implications:

As it is anticipated that there will be a reduction in the number of posts and when proposals are further defined, the Council will ensure that relevant employment legislation is followed, such as collective consultation regulations and will continue to involve and consult Trade Unions as the proposals develop.

There is a risk that employee engagement may impact the Council's ability to deliver key services. This will be mitigated by supporting the leadership and management teams through this period of change and by communicating in a timely and transparent manner throughout the Strategic Review.

The Council will treat the workforce openly, transparently, fairly and compassionately. This will be achieved by using existing policies, practices, expertise and building in additional support where required.

8.3 Equality Impact Assessment (EqIA):

At this stage and until specific proposals have been developed and considered, it is not possible to identify and therefore mitigate any potential equalities impact. The Council will conduct an equalities impact assessment and inform relevant stakeholders of key actions and mitigations.

8.4 Data Protection Impact Assessments (DPIA):

There are no direct DPIA implications arising from this report.

8.5 Health and Safety implications:

There are no direct sustainability implications arising from this report.

8.6 Sustainability implications:

There are no direct sustainability implications arising from this report.

8.7 Any Other Implications:

There are no other implications to note.

9. Risk Implications / Assessment

- 9.1 As this project is being delivered at pace to include savings for 2023/24, there is a risk that savings are not sustainable or delivered to give the full year effect for 2023/24. The time being taken by the Project Team to intentionally design the future organisation in a smaller financial envelope will mitigate this risk. With a lack of organisational experience in delivering a cross-Council savings programme in this way, and the implications on reduced staff numbers, there is a risk of resistance to change and limited creativity in designing the future. This will continue to be mitigated by the Executive Directors working together to support the aims of the review. Variable quality of available data increases the risk that the baseline data is found to be inaccurate and therefore the size of savings and the consultation exercise is not adequately accurate. This will be addressed through the method being adopted to move from validation activities into those that can substantiate the baseline and the proposals and provide a higher degree of certainty as to the positive impact the changes will have.

10. Recommendations

It is recommended that Cabinet:

Approves the approach to developing the emerging proposals of;

- Reconfiguration of prioritised service areas for Phase 1 as set out at Paragraphs 2.4-2.8;
- Driving consistency in our organisation's spans and layers through application of common principles to all service areas as set out at Paragraphs 2.9-2.11;
- A rolling review of all service areas to build the new strategic operating model for the Council.

Officer Contact

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Cabinet

Item No: 11

Report Title: Norfolk's Bus Service Improvement Plan

Date of Meeting: 3 October 2022

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

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

Is this a Key Decision? Yes

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

Executive Summary / Introduction from Cabinet Member

In March 2021 the government announced a new National Bus Strategy called Bus Back Better (BBB). As part of this, and to receive any funding, Local Transport Authorities (LTAs) had to publish a Bus Service Improvement Plan (BSIP) by 31 October 2021 and form an Enhanced Partnership (EP) with bus operators by 31 March 2022, which we did.

In April 2022 Norfolk was one of just 31 LTAs to receive an indicative funding allowance for their BSIP which was one of the highest allocations in the country. The allocation is £49.55m over 3 years (April 2022 – March 2025), split between £30.9m for capital measures and £18.6m for revenue interventions.

To receive confirmation of this funding we had to outline to the DfT by the beginning of May 2022 what we would spend this funding on and what would be achieved as a result. We also had to submit to the DfT, by the end of June 2022, a proposed revision to our Enhanced Partnership (EP) Plan with bus operators that reflected this funding and re-confirmed our commitments to public transport provision and improvements. We did this and in mid-August the DfT confirmed the funding for those proposals.

This paper outlines the proposals for the Bus Service Improvement Plan funding that we were submitted to the DfT, what we have delivered so far without funding, and

what the public and stakeholders said about our Bus Service Improvement Plan when we carried out a county-wide consultation earlier this year.

Recommendation:

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

1. Background and Purpose

- 1.1 In March 2021, the government announced a new National Bus Strategy called Bus Back Better (BBB). This sets out an ambitious vision to dramatically improve bus services in England outside London, through greater local leadership and joint working between local transport authorities (LTAs) and bus operators to make local bus transport a practical and attractive alternative to the car for more people.
- 1.2 As part of this, and to receive any funding, local transport authorities were required to write a Bus Service Improvement Plan (BSIP) by 31 October 2021 and form an Enhanced Partnership (EP) with bus operators by 31 March 2022. This was agreed by Cabinet on 7 March 2022. You can find these documents on the website at [National Bus Strategy - Norfolk County Council](#)
- 1.3 In early April 2022 we were one of only 31 LTAs who received an indicative allocation of funding - £49.55m over 3 years. This was split between £30.9m of capital funding and £18.6m of revenue funding. Norfolk also received the 6th highest allocation in the country.
- 1.4 To turn this indicative allocation into confirmed funding we then had to do the following:
 - Outline to the DfT by 9 May 2022 exactly what we would spend the money on and what passenger and journey benefits we would get as result;
 - Revise our EP Plan and Scheme to reflect this funding and submit this to the DfT for approval by the end of June 2022.
- 1.5 The DfT gave us 4 key priorities for where they expected to see the majority of our funding allocation spent:
 - Bus priority;
 - Ambitious and eye-catching initiatives to reduce and simplify fares;
 - Increased service frequencies;
 - New or expanded routes.
- 1.6 The tight timescales allowed no time to consult on any of the proposals but we did carry out a county-wide public consultation on the BSIP in June this year

which confirms that we are concentrating on the right things (headline results are later in this report). We were also very constrained by the DfT's priorities when drawing up our proposals.

- 1.7 With the **capital allocation** we have proposed that 70% of it is spent on bus priority measures, for example bus lanes and junction improvements, to reflect one of the DfT's key priorities. The remaining 30% would be spent on improved travel hubs and waiting areas, more real-time information displays, more DDA compliant bus stops, and tap-off readers to allow fare capping like in London.
- 1.8 It is proposed that 66% of the **revenue funding** is spent on providing new and expanded bus routes, increased service frequencies on key routes, and more evening and weekend services. The exact detail of these routes will be worked up with bus operators and using feedback from the BSIP consultation and different stakeholder groups. The remainder of the revenue funding will be used to offer discounted fares and to improve the management of bus routes and the network to reduce delays.
- 1.9 Full details of the proposals sent to and agreed by the DfT can be found at **Appendix 1**. They were drawn up by identifying where bus services could be improved to increase passenger numbers, which is the primary objective of the national bus strategy.
- 1.10 It is worth noting that even without the funding being confirmed we have already delivered several aspects of the Council's BSIP:
 - There is now a county-wide multi-operator day ticket available, to use on all buses with all operators in Norfolk [Fusion - Norfolk County Council](#);
 - We have agreed a customer charter with all bus operators, which has also been adopted by Suffolk County Council [Bus passenger charter for Norfolk and Suffolk - Norfolk County Council](#);
 - We are carrying out a summer-long marketing campaign to encourage people to use the bus and get passenger numbers back up to pre-covid levels and more. The campaign focusses on days out by bus [Days out by bus in Norfolk - Norfolk County Council](#);
 - As concessionary passholders have not returned to using the bus as much as others, we have targeted them specifically with a campaign to get them back out and about on the bus;
 - We have signed up to a single travel brand for the county for all sustainable travel options – buses, walking, cycling – called Travel Norfolk and the logo will now start appearing on publicity and vehicles.



1.11 The county-wide consultation received 1,500 responses and the headline results are below.

Of most importance to people are:

- Multi-operator ticketing
- New services to more places
- Real-time information at stops
- A Travel Norfolk integrated information portal
- More frequent buses
- Fare capping
- More evening and Sunday services

People are most dissatisfied with:

- Reliability and punctuality of services
- Value for money and fare prices

The main reasons people cited for not using the bus were:

- They are not available at the times needed
- Quicker to use an alternative mode
- Buses do not go directly to the places people need them to
- Reliability of journey time is better using another mode of transport

1.12 All of the BSIP proposals seek to address these barriers, perceived or otherwise, and to give residents what is most important to them in terms of public transport provision.

2. Proposal

2.1 That the proposals for the £49.55m Bus Service Improvement Plan funding, that have been outlined to and agreed by the DfT, are agreed by Cabinet so that we can proceed with varying our EP Plan & Scheme and start to deliver the proposed improvements to public transport across the county.

3. Impact of the Proposal

3.1 The proposals that we put to the DfT will bring £49.55m to Norfolk for improvements to bus services and public transport. Most local authorities, including neighbouring authorities such as Suffolk and Essex, did not receive any funding. This means that Norfolk can get ahead in terms of better public transport provision and therefore better outcomes for residents and visitors across the county.

3.2 Ultimately improved public transport will encourage modal shift, enabling people to get where they need to go using a sustainable form of transport, helping air quality and congestion and increasing access to jobs, education and essential services.

4. Evidence and Reasons for Decision

- 4.1 If we do not proceed with the proposals put to and agreed by the DfT, the funding will be withdrawn. Changes can potentially be made as the three-year programme progresses, in agreement with the DfT, but we must comply with their 4 key priorities.
- 4.2 As a consequence of this funding we will have stronger commitments in place with bus operators, via the Enhanced Partnership, to improve services in return for this investment. This will ensure that bus services continue to be improved for the benefit of all people who wish to travel by bus around Norfolk.

5. Alternative Options

- 5.1 We could not deliver the proposed improvements but then the DfT would withdraw the funding and Norfolk would be left without the opportunity to significantly improve public transport in Norfolk.
- 5.2 We could propose alternative options for the use of the funding to the DfT, but it has taken considerable resource to get to this stage and we need to spend about a third of the funding before the end of March 2023. It is therefore unlikely that we would get agreement from the DfT that meets their timescales for delivery. Changes can potentially be made as the three-year programme progresses, in agreement with the DfT, but it is important to get the initial funding in first.

6. Financial Implications

- 6.1 The proposals set out in the report are fully funded by the DfT Grant as set out in Appendix 1. If the forecast costs are higher than originally budgeted for, e.g. due to inflation, then we would discuss changes to the programme with the DfT to ensure we keep within the allocated funding.
- 6.2 The £49.55m allocation is based on evidence of where the improvements will have the greatest benefit and following significant work and engagement with DfT. There is a risk of a loss of that funding if we do not take forward the proposals as set out and proposed to the DfT. The DfT wish to see early delivery of schemes and measures to improve public transport in the local authorities where they have allocated the funding and therefore we will need to progress schemes as quickly as possible.

7. Resource Implications

- 7.1 **Staff:** We have already received £600,000 from the DfT to build capacity within the Council's team and we have recruited an additional officer and engaged

consultant partners to get us to this point. We are also using the Council's strategic partners, WSP, to help deliver the capital elements of this proposal. There will be a need to recruit additional staff or engage further with consultants to deliver the programme but there is sufficient funding in the programme to do this.

7.2 Property: None

7.3 IT: None

8. Other Implications

8.1 Legal Implications: None for this report.

8.2 Human Rights Implications: None

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

Supporting local bus services and improving public transport is key to supporting all residents, including those with protected characteristics. They are available to all and making them better and more accessible will benefit even more the most vulnerable and less able in our society. Any potential impacts arising from delivery of individual measures and schemes will be considered as part of appraisal of the relevant scheme and an EqIA completed as necessary.

8.4 Data Protection Impact Assessments (DPIA):

Not applicable as no personal data is being collected

8.5 Health and Safety implications (where appropriate):

Each capital scheme will be individually assessed to ensure there are no health and safety implications.

8.6 Sustainability implications (where appropriate):

Encouraging more sustainable transport options, such as increased public transport use, is a key goal for the County Council and forms part of our Local Transport Plan and is aligned to our Environmental Policy and our commitment to net zero.

8.7 Any Other Implications: None

9. Risk Implications / Assessment

9.1 The DfT wish to see early delivery of schemes and measures to improve public transport in the local authorities where they have allocated the funding. The capital spend in year 1 is particularly challenging due to the timescales involved in design, consultation and processing legal orders so we need to agree and

progress quickly the funding proposals or there is a risk we do not meet the DfT's requirements.

- 9.2 Other risks will be documented as the schemes and measures are progressed, as part of normal project management.

10. Select Committee Comments

- 10.1 I&D select committee was postponed due to a period of National Mourning. The meeting is rescheduled to take place on 26 September 2022. Therefore, any related Select committee comments will be verbally updated.

11. Recommendations

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

12. Background Papers

- 12.1 Appendix 1 – Detail of funding proposals submitted to the DfT.

Officer Contact

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Appendix 1 – detail of funding proposals

Capital allocation

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
Norwich: Yarmouth Road/Thorpe Road	Outbound bus lane	£4,550,000	More reliable services
Norwich: Queens Road bus station entry	Bus priority from St Stephen's roundabout into the bus station	£600,000	More reliable services
Norwich: Harford P&R	Inbound bus lane from P&R site to Tesco supermarket	£1,900,000	More reliable services
Norwich: Ipswich Road (Hall Road to Ring Road)	Inbound bus lane	£1,090,000	More reliable services
Norwich: Dereham Road (Grapes Hill junction)	Inbound bus lane improvements, carriageway widening and changes to road layout to stop unofficial parking and right turns	£800,000	More reliable services
West Norfolk: A149 Castle Rising to Knight's Hill and QEH	Investigation into low-cost options to provide bus priority along this corridor, to assist with summer peak traffic flows	£1,433,500	More reliable services
King's Lynn: Hardwick Roundabout to Southgates	Inbound bus lane - links to sustainable travel plans as part of the LUF bid	£950,000	More reliable services
Great Yarmouth: Southtown Road	Inbound bus lane	£1,000,000	More reliable services

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
Great Yarmouth: Gyratory Redesign	Allow 2-way flow through Market Gates bus interchange to avoid buses having to do the whole loop - links to the new 3rd river crossing	£1,050,000	Reduced journey time
Norwich: Angel Road / Waterloo Road junction alterations	Junction changed to give priority to traffic on Angel Road, so buses can enter onto Waterloo Road without stopping	£640,000	Reduced journey time
King's Lynn: Portland Street and Bus Station Access	Junction changes to prioritise buses	£640,000	More reliable services
West Norfolk: A149 Lamsey Lane Junction	Contribution to works to reconfigure junction to provide easier access onto A149 for buses	£250,000	More reliable services
King's Lynn: Queen Elizabeth Hospital exit	Reconfigure junction to provide priority for bus movements	£640,000	More reliable services
West Norfolk: A149 Norfolk Lavender Junction	Reconfigure junction to provide priority for bus movements	£320,000	More reliable services
West Norfolk: A148/A149 Knight's Hill junction reconfiguration	Reconfigure junction to provide priority for bus movements, with a section of bus lane on the A148	£960,000	More reliable services
North Norfolk: North Walsham Travel Hub	Improved waiting facility, installation of real-time passenger information, bus shelters	£250,000	Improved waiting area, links to other services and modes and real-time information

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
Great Yarmouth: North Quay & Vauxhall	Improved bus – train access	£1,920,000	Improved waiting areas, links to other services and modes and real-time information
South Norfolk: Diss Travel Hub Upgrade	Improved travel hub, with real-time passenger information	£300,000	Improved waiting area, links to other services and modes and real-time information
South Norfolk: Diss Railway Station Link Road	Improved bus access from railway station	£380,000	Links with train services
North Norfolk: Cromer Travel Hub Upgrade	Improved travel hub, with real-time passenger information	£250,000	Improved waiting area, links to other services and modes and real-time information
North Norfolk: Sheringham Travel Hub	New travel hub, with real-time passenger information, cycling facilities	£100,000	Improved waiting area, links to other services and modes and real-time information
West Norfolk: Hunstanton Travel Hub	Improved travel hub, installation of real-time passenger information, new bus shelters, cycling facilities	£1,000,000	Improved waiting area, links to other services and modes and real-time information
County-wide: Gold Standard Bus Stop Upgrades	Improved waiting environment at 20 key bus stop locations	£770,000	Real-time information and improved waiting area
RTPI Displays: King's Lynn-Hunstanton, Sheringham-Cromer and 25 further locations	Introduce real-time information displays to 50 additional locations	£1,250,000	Real-time information

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
County-wide: Tap-On/Tap-Off Readers for Norfolk bus fleet	Install tap-off posts on all buses in county to enable fare capping ticketing systems to be introduced	£800,000	Fare capping, value for money fares and multi-operator tickets
County-wide: Travel Norfolk Roll-Out	Branding and upgrading of all stops with QR boards for access to passenger information	£1,050,000	Better information including real-time
County-wide: Bus Stop Clearway Programme	Programme to reduce delays to buses from indiscriminate car parking at or near bus stops	£2,000,000	More reliable services
County-wide: Bus Stop Relocations	Relocating bus stops so that traffic light priority is more effective	1,200,000	More reliable services
County-wide: Bus Stop DDA Upgrades	Install suitable infrastructure to ensure improved access for people with disabilities	£2,100,000	Access for people with reduced mobility

Revenue allocation

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
Bus Network Review and Implementation	Work with bus operators to review current bus network and implement new and expanded routes, enhanced frequencies on key routes and more evening and weekend services – detail not yet decided	£12,455,360	More frequent buses, more evening and Sunday services, new services to more places
County-wide Under-25 Fares Discount	Implement a discretionary concessionary reimbursement scheme for discounted U25 fares – based on a 20% discount for all journeys and products	£1,623,438	Value for money fares
Great Yarmouth Flat Fares Scheme	Implement a discretionary concessionary reimbursement scheme to offer a simplified flat fare structure for all bus services in Great Yarmouth	£750,000	Value for money fares
A further Flat Fares Scheme	Implement a further flat fare scheme elsewhere in the county, building on lessons from Great Yarmouth	£507,000	Value for money fares

Item	Description	Allocated funding	Passenger benefit linked to BSIP consultation
A Further Bus Fares Scheme	A further bus fare discount scheme aimed at tackling the current cost of living issues. We need further discussions with operators to refine and model this proposal, however it is likely to involve a best value price promise for bus passengers linked to the introduction of tap-off readers and could include a commitment to a fares freeze on certain products	£2,500,000	Value for money fares
Improved bus route management	Implement measures to improve bus service efficiency and safety, a management & enforcement plan to manage parking, eliminate tree strikes and provide better information about disruption events	£618,180	More reliable services

Cabinet

Item No: 12

Report Title: Norfolk Strategic Flooding Alliance Strategy and Regional Flood and Coastal Committee Local Levy Vote

Date of Meeting: 03 October 2022

Responsible Cabinet Member: Cllr Eric Vardy (Cabinet Member for Environment & Waste)

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

Is this a Key Decision? Yes

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

Executive Summary / Introduction from Cabinet Member

The focus of the Norfolk Strategic Flooding Alliance is to ensure that inland and coastal flood risks are as low as reasonably practicable and are being well managed. This has led to the Alliance establishing an updated strategy and action plans and providing an annual report, which are all provided to secure ongoing support for the valuable and innovative work of the Alliance.

This report also explains the process of local levy setting for the Regional Flood and Coastal Committees and proposes that the County Council makes an allowance for an increase in levies of up to 3.00%.

By bringing together those with responsibilities for managing flood and coastal erosion risks in each Committee area they play a key role in helping protect communities from flooding and coastal erosion, by establishing clear plans and targeting support to those areas most at risk. Consequently, the County Council's contribution to the Committees supports significant flood mitigation work in Norfolk, with £1 of local levy spend helping draw in over £5 of additional central government funding.

Recommendations:

- 1. Approve the Norfolk Strategic Flooding Alliance's action plans and updated strategy and thank the Chair of the Alliance and all partners for**

their ongoing commitment to reducing and managing flood risk in Norfolk.

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

1. Background and Purpose

- 1.1 [The Norfolk Strategic Flooding Alliance](#) (NSFA) was founded in 2021 after significant surface water flooding issues in December 2020 led to over 350 properties being flooded in Norfolk and 120 settlements being affected.

The aim of the [Alliance Strategy](#) is to ensure that residents of Norfolk have confidence that inland and coastal flood risks are as low as reasonably practicable and are being well managed, and that consideration is also given to water as a resource.

The increasing focus of the Alliance is working across agencies to deliver improvements in line with agreed priorities and to secure funding to achieve that. Alongside that has been work by the Alliance to influence change on national policy, to help ensure appropriate changes to legislation are made that will more easily facilitate action to address and reduce flood risk.

- 1.2 In line with the Flood and Water management Act 2010, and with the consent of a Regional Flood and Coastal Committee (RFCC), the Environment Agency may issue a levy on the Lead Local Flood Authorities in an area, such as the County Council, in respect of the Agency's flood and coastal erosion risk management functions in that area.

The amount payable is determined by reference to the Local Authority approved Council Tax base (the number of Band D equivalent dwellings in a local authority area), and under the Regional Flood and Coastal Committees (England and Wales) Regulations 2011 only appointees to the RFCC can vote on levy setting. Due to the number of local authorities involved in levy setting, the RFCC has to take account of the overall position of all its members, therefore the agreed rates may be above or below the rate the County Council has indicated its support for.

The County Council has:

- a) Two appointees on the Anglian Eastern RFCC, out of a total of ten Lead Local Flood Authority representatives. These are Cllr Eric Vardy and Cllr Richard Price.
- b) One appointee on the Anglian (Great Ouse) RFCC out of a total of seven LLFA representatives. This is Cllr Brian Long.
- c) Zero appointees on the Anglian Northern RFCC. This is due to the area of Norfolk within this RFCC being too small.

Major projects in Norfolk that are supported by the RFCCs include Great Yarmouth Tidal Defences - Epochs 2 and 3, Hemsby Coastal Management Scheme, Norton and Raveningham pumping station replacement and Hunstanton Coastal Management Plan.

Local levy is currently supporting a number of County Council surface water improvement projects including those in Dereham, Watton, Thetford, Kenninghall and Saham Toney and also funds a Liaison Officer who is providing a vital link to enable our projects to access Environment Agency funding.

2. Proposal

2.1 It is proposed that support is given to the Norfolk Strategic Flooding Alliance's latest Annual Report, Strategy, Action Plan and Campaign Plan, which are included in Appendix A of this report and summarised below.

2.1.1 The NSFA's Annual Report for 2021 summarises the performance of the NSFA against its ten key objectives and highlights five case studies.

2.1.2 The NSFA's Strategy sets out the vision, principles, objectives and governance of the Alliance.

2.1.3 The NSFA's Action Plan and Campaign Plan details the progress against set objectives and the process to achieve positive outcomes.

2.2 It is proposed that in relation to the RFCCs' levy establishment process, the County Council's representatives on the RFCCs support an increase of the levy of up to 3.00%.

3. Impact of the Proposal

3.1 The NSFA's updated Strategy and Action Plans are central to the aim of ensuring that residents can have confidence that inland and coastal flood risks are as low as reasonably practicable and are being well managed, and that consideration is also being given to water as a resource.

3.2 The outcome of the RFCCs' local levy votes have a financial impact on the County Council as well as an impact on the availability of money to fund flood mitigation work.

An increase in the levy of 3.00% would mean an additional revenue payment by the County Council to the RFCCs of £28,493.93 in the 2023/24 financial year. It is possible that any or all of the RFCCs may set a levy rate that differs from that identified by the County Council (as discussed in Section 9.2 below). Should the RFCCs resolve to set a levy with an increase above 3.00% then the

cost to the County Council would be higher, conversely if the RFCCs agree a lower level it would be less.

4. Evidence and Reasons for Decision

4.1 Norfolk Strategic Flooding Alliance

4.1.1 The NSFA has made significant progress since February 2021 by bringing together all relevant organisations across the county and focussing on priorities agreed by all partners and stakeholders.

- a) The biggest success is that we now have a single strategic body that enables an integrated conversation around flooding and water resource management across thematic, functional and geographic seams / boundaries. As a result, authorities, agencies and organisations are more aware of the pan-Norfolk risks, issues and opportunities facing our communities.
- b) Flood advice leaflet produced and delivered to all Norfolk residents and businesses.
- c) Creation and launch of single number for Norfolk, to take calls on flood related issues.
- d) Closer working on coastal issues between Coastal Partnership East (a coastal management team acting on behalf of North Norfolk District Council, Great Yarmouth Borough Council and East Suffolk Council) and Borough Council of King's Lynn and West Norfolk.
- e) Identification of 28 sites for action (in two tranches) where multi agency efforts are needed to develop and deliver solutions to flooding.
- f) Four case studies to show progress and demonstrate advances in collaborative working in reducing flood risk.

The NSFA Strategy is a high-level document and the bulk of its content, and with it the strategic direction, remain largely unchanged. With the NSFA in its second year, the Strategy has been updated (minor changes) to reflect the experiences of the last year and the lessons we have identified and intend to learn from. The NSFA vision remains the same, however the objectives reflect developing maturity of the Alliance and the successful delivery of some of last year's objectives.

The Strategy also sets out the guiding principles, how the Alliance operates and the need for close collaboration with strategic partners, as well as how performance will be assessed by tracking actions and tasks.

The Action Plan identifies eighteen current actions and progress on these so far and a record of achievements. The Campaign Plan is a tool predominantly for the NSFA chair and their officials to ensure we are focused on the agreed priorities. The NSFA board can also use the Campaign Plan to assess its own performance going forward.

Therefore, it is worthy of our support and to help ensure that Norfolk's communities continue to benefit from the high levels of commitment and benefits of genuine partnership working generated by the NSFA.

- 4.2 In relation to the RFCCs, the annual levies support significant flood mitigation work in Norfolk as part of the RFCCs' programmes, and draws in over £5 of central government money for every £1 of local levy spend.

The RFCCs oversee the programmes of capital and maintenance works to reduce the risk from flooding and coastal erosion which is delivered by a range of organisations. In 2022/23 Norfolk has a local levy allocation of £1,585,285 for all flood and coastal erosion projects. This figure is set to rise to £4,707,280 in 2023/24 largely due to spend on the river defence work in Great Yarmouth.

The County Council received an allocation of £127,835 of Local Levy contributions towards surface water projects in 2022/23 and this is set to rise to £278,478 in 2023/24. These allocations relate to the six-year Environment Agency Flood and Coastal Erosion Risk Management (FCERM) Programme from April 2022 to March 2028 and do not include Grant in Aid or other contributions that support these projects.

Local levy is currently supporting a number of County Council surface water mitigation projects including those in Dereham, Watton, Thetford, Kenninghall and Saham Toney. The local levies also fund the post of Environment Agency Liaison Officer, which provides a vital link to enable County Council projects to access Environment Agency funding.

Although local levies are pooled for projects across the region, Norfolk has benefitted from a good return of levy supported projects and schemes.

5. Alternative Options

- 5.1 In relation to the NSFA, the Cabinet could decide not to endorse the NSFA's Strategy and Action Plan, or alternatively it could make a requirement for significant alterations to them to be made before it would be prepared to endorse it. However, neither of these approaches is merited or advisable due to the high level of commitment and partner agreement which has had such a positive impact so far.
- 5.2 Cabinet could ask the County Council's representatives on the RFCCs to support any position in relation to the levy, and illustrative options of 2% more or less than the 3.00% proposed are shown below:

RFCC	Current payment	3.00% proposed	1% increase	5% increase
Anglian Eastern	£807,038	£831,249.08	£815,108.32	£847,389.84

Anglian Great Ouse	£141,935	£146,193.12	£143,354.42	£149,031.82
Anglian Northern	£825	£849.30	£832.81	£865.79
Total	£949,798	£978,291.50	£959,295.55	£997,287.45

5.3 For reference, in 2021 the:

- Anglian Eastern RFCC increase was 3%.
- Anglian (Great Ouse) RFCC increase was 3%.

and in 2022/23 the County Council paid a total of £949,798 to the RFCCs, which was an increase of £23,355 from the previous financial year.

6. Financial Implications

6.1 In relation to the NSFA, the commitment to support the NSFA's updated strategy and action plan is in line with existing allocated resources in terms of staff, revenue and capital and where requirements change decisions will be made as required.

6.2 It is possible that any or all of the RFCCs may set a levy rate that differs from that identified by the County Council (as discussed in Section 9.2 below).

In relation to the RFCCs the County Council paid a total of £949,798 in 2022/23. The impact that a range of increases could have on the County Council's budget is set out above in section 5, and are based on the 2023/24 Council Tax base, which may be subject to change.

Any increases in the local levy agreed by the RFCC will be taken into account in the Medium-Term Financial Plan, initially covering the next four years.

7. Resource Implications

7.1 **Staff:** Not applicable.

7.2 **Property:** Not applicable.

7.3 **IT:** Not applicable.

8. Other Implications

8.1 **Legal Implications:** Not applicable.

8.2 **Human Rights Implications:** Not applicable.

8.3 Equality Impact Assessment (EqIA):

Allocation of funding for flood defence and mitigation schemes takes account of the deprivation of the areas protected. Each scheme will assess this separately as part of the project development.

8.4 Data Protection Impact Assessments (DPIA): Not applicable.

8.5 Health and Safety implications: Not applicable.

8.6 Sustainability implications (where appropriate):

8.6.1 The emphasis of the RFCCs' programmes is to protect communities, businesses and infrastructure from the harmful effects of coastal erosion and flooding, taking into account the extra challenges of climate change.

Each scheme within the Flood and Coastal Erosion Risk Management (FCERM) Programme as approved by the RFCCs will assess this separately as part of the project development process.

8.6.2 In relation to the NSFA, it aims to work together so that Norfolk communities and infrastructure are safer and more resilient to the risks of inland and coastal flooding and better placed to ensure adequate water supplies during droughts.

All flood risk mitigation projects must be consistent with the updated National and Local Flood Risk Management Strategies which include policies on sustainability.

8.7 Any Other Implications:

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

9. Risk Implications / Assessment

9.1 In relation to the NSFA there is a risk that commitment of partners may reduce and that availability of funding may not match the intent of the NSFA or the expectation of communities and stakeholders. These key risks are best addressed by ensuring that the County Council continues to give its fullest possible commitment and support to the operations of the NSFA and the delivery of its agreed goals and objectives.

9.2 The main risk is that the RFCCs establish levy rates above or below the rate the County Council has indicated its support for. This risk arises because each RFCC involves a number of local authorities, and when each RFCC takes

account of the position of all its members, there is a risk this may differ from the position of the County Council.

10. Select Committee Comments

10.1 Not applicable.

11. Recommendations

- 1. Approve the Norfolk Strategic Flooding Alliance's action plans and updated strategy and thank the Chair of the Alliance and all partners for their ongoing commitment to reducing and managing flood risk in Norfolk.**
- 2. Agree supporting an increase in the local levy to the Regional Flood and Coastal Committees of up to 3.00%.**

12. Background Papers

12.1 Not applicable.

Officer Contact

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

Appendix A: Norfolk Strategic Flooding Alliance: Annual Report, Strategy, Action Plan and Campaign Plan

Appendix A.1 Norfolk Strategic Flooding Alliance: Annual Report NORFOLK STRATEGIC FLOODING ALLIANCE

ANNUAL REPORT 2021

The purpose of the constituent members of the Norfolk Strategic Flooding Alliance (NSFA) is to work together so that Norfolk communities and infrastructure are safer and more resilient to the risks of inland and coastal flooding and better placed to ensure adequate water supplies during droughts.

1. **Introduction.** The NSFA was formed following recognition that the county-wide response to flooding and flood-related risks is incoherent and improvements are required to protect and reassure Norfolk communities. Members of the NSFA are united in their determination to work collaboratively and transparently across boundaries and structures to improve the response to flooding and increase the coherency and consistency of flood risk management. The unique selling point of the NSFA is that it represents a single point of focus and collaboration for all flood-related challenges facing the County of Norfolk.

2. **Objectives & Performance.** Our objectives for 2021 are laid out below – the majority of these will remain as standing objectives as we move into our second year and beyond:

a. **Objective 1.** Deliver a transparent, collaborative, integrated and sustainable approach to water management issues across the County of Norfolk that is applied coherently.¹

Performance: The formation of the NSFA and the early, positive multi-agency approach to water management is indicative that we are building an integrated and sustainable approach. Our action-based programme of work is evidence of our determination to drive positive change. Our focus will now switch to maintaining this progress.

b. **Objective 2.** Provide a cooperative approach to local, regional and national funding opportunities to mitigate Norfolk's flood risks.

Performance. All agencies, authorities and organisations remain responsible and accountable for their own resource allocation and expenditure. Through the NSFA we have identified specific cases where we have been able to allocate actions and resource in a more collaborative manner and provide a more effective response. These include:

(1) The identification of 28 high risk locations in which to focus our multiagency efforts and deliver solutions rapidly. Of the initial 28 sites, 2 have been remedied, 14 are now part of a collaborative multi-agency plan and 12 are having a plan developed.

(2) The introduction of a single point of contact for flooding issues within the NCC. This 24/7 function, delivered through a single county-wide flood line, was achieved through close collaboration between all NSFA members and followed the production of a 'flood flyer'. This provided broad advice to all residencies and businesses in Norfolk.

¹ This includes an understanding of other water management strategies and activities already in practice through other bodies and organisations.

Appendix A.1 Norfolk Strategic Flooding Alliance: Annual Report

c. **Objective 3.** In accordance with Shoreline Management Plan governance, establish a strategic group (or Groups) for the coastal areas from the Yare to the Wash/Ouse to help mitigate coastal erosion and coastal flooding.

Performance. Through close collaboration with Coastal Partnership East (CPE) we improved visibility of the strategic challenges facing the northern coast. This has included the inclusion of the Borough of Kings Lynn and West Norfolk into the CPE structure. CPE provides inputs to the NSFA board meeting.

d. **Objective 4.** Examine how to implement whole river management best practice for inland waterways from catchment areas to the sea.

Performance. This is a very complex issue and one that the NSFA is seized with. Resolution of this objective is beyond the remit of the NSFA or any of its constituent members and will likely require changes to national legislation. The NSFA is engaged with DEFRA and the Chair has met with the Minister to outline an approach.

e. **Objective 5.** Work to ensure that the planning system across the County is coherently applied and does not exacerbate the flood risks to new and existing residents and communities.

Performance. Progress is being made and the Coastal and Inland Flooding Groups, which includes working-level representation from all the local authorities, are addressing this task. The NSFA as the strategic body is overseeing progress to ensure coherency and consistency of approach across the County.

f. **Objective 6.** Work with category one responders and other relevant bodies, so that when they are preparing and delivering their statutory or lead-agency responsibilities they will, where appropriate, collaborate through the Norfolk Resilience Forum (NRF) to:

- I. enable the Local Lead Flood Authority (LLFA) to compile a common flood risk picture,
- II. Develop a consolidated action plan that maps multi-agency activities and progress,
- III. ensure local flood resilience and the response to flooding events, are streamlined and cohered across the County,
- IV. achieve synchronised initiatives across Norfolk that mitigate the risk of flooding and enhance communities' local resilience, and
- V. deliver a programme of exercises to confirm NSFA effectiveness and assure progress development.²

Performance. This multifaceted objective seeks to improve the way in which all members plan for, mitigate risks, respond to and recover from flooding events in a more effective and efficient way. The NRF, with Anglia Water (AW) and the Environment Agency (EA) are producing a common flood risk picture to better inform assessment and mitigation measures. The Coastal and Inland Flooding Groups have consolidated tactical-level delivery plans for their specific areas of responsibility and these are fed back to the NSFA main board to ensure coherency and consistency. The NRF, in partnership with the Norfolk Association of Local Councils (NALC) and the Norfolk Fire and Rescue Service (NFRS), is developing a programme of flooding self-help initiatives including some training and education as well as

² We will do this in partnership with the Ministry of Housing, Communities and Local Government (MHCLG) or the Cabinet Office, partner authorities in the region and the Emergency Planning College, in the design, training, work up and delivery of the exercise.

Appendix A.1 Norfolk Strategic Flooding Alliance: Annual Report

promoting the benefits of Flood Action Groups in high-risk areas to help manage local risks. The NSFA, in partnership with the NRF, successfully held its first flooding exercise in October 21 to test the organisations' performance against a very demanding county-wide scenario. The NSFA will contribute to the National Flood Exercise later in 2022.

g. **Objective 7.** Enhance the confidence of Norfolk communities through regular public communications and engagement on flood risks, mitigation measures and resilience / self-reliance initiatives.

Performance. The NSFA with support from Norfolk County Council (NCC) produced a 'flyer' to advise all households and businesses across Norfolk of the roles and responsibilities of organisations involved in the flood response. We also introduced a 'single number' for people to call to discuss flood related issues. We also launched a winter flood risk media campaign in the autumn of 2021 to promote a more proactive approach to flooding preparedness across all Norfolk's communities.

h. **Objective 8.** Produce an Integrated Norfolk Water Management Strategy.³

Performance. We recognise that the County of Norfolk suffers from considerable water management issues – drought as well as flooding. It recognises that we need to work more effectively with partners, especially Water Resources East (WRE), to develop a strategy that addresses the threats and opportunities derived from flooding and how this might be harnessed to mitigate drought risk. This objective is ongoing.

i. **Objective 9.** Deliver a united Norfolk view on flooding and water management issues to Central Government.

Performance. There are links with this objective and those Objective 4. Combined these are a long-term strategic challenge that the NSFA has already made progress with by achieving closer collaboration and alignment with partners across Norfolk and is using this to demonstrate evidence to lobby central government.

j. **Objective 10** (a new one). The function of the NSFA becomes a business as usual (Bau) function where the strategic direction, oversight and leadership is provided by an elected leader and the LLFA.

Performance. We recognise that the NSFA should not remain a quasi-official function for any longer than is necessary. It is important that the long-term strategic leadership role for water management across the County of Norfolk is delivered by an elected leader and achieved under the auspices of the LLFA. Significant progress has been made to get us to where we are now and our aim is for this objective to be achieved by the end of 2022. In so doing we transfer delivery of this important work to an elected and accountable local politician and to one who has the authorities and responsibilities to drive change and cohere county-wide approaches to water management issues.

3. **Case Studies.** We include here four case studies to help us paint a picture of some of our successes and to demonstrate the advances we have made in collaborative delivery:

a. **Long Stratton.** In Long Stratton, NCC and South Norfolk officers have worked together, using their respective powers to resolve issues on ditches including watercourse maintenance. This collaborative approach has helped us to resolve some of the historic flood risk issues and reduce the risk of flooding in the future.

³ To include an integrated approach to resource planning that considers all potential requests for funding to develop a single and prioritised statement of desired outcomes that all can work to deliver.

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- b. **Saham Toney.** The village has experienced regular flooding to properties and highways with some watercourses overwhelmed. We Included this within our Tranche 1 scheme. This work highlighted close working between LLFA, AW, Breckland DC, MP, Parish Council and Watton and local Flood Action Group. The initial approach was the introduction of a 'leaky dam' to moderate water flow downstream and therefore offering a flooding prevention measure. A business case bid has also been submitted for funding to create water storage basins in the area.
- c. **Gorleston.** Included as a Tranche 1 scheme, where AW is investing over £4 million in Gorleston to reduce the risk of sewer flooding to local homes and properties. Work started in 2021 and has already made modifications to the sewer network on Colomb Road and installed new surface water gullies on behalf of local Highways Team to improve the surface water drainage on Burgh Road. The scheme will also modify the sewer on the High Street, lay a new sewer on Burgh Road and build a new pumping station and storm overflow tank underneath Beccles Road. This will create additional capacity in our network to take water away when it rains heavily. Works are due for completion later this year.
- d. **Tunstead.** Market Street in Tunstead, and the wider catchment of Scottow and Crowgate, have experienced problems with the foul water network for many years. The catchment suffers from a high water table, which combined with deep sewers leads to ground water infiltration throughout the catchment. Over the winter of 2020/21 high groundwater levels combined with extensive field runoff. Conditions experienced last winter caused a loss of facilities to multiple customers and eventually external flooding, which in turn increased the risk of internal flooding and pollutions to land and the local watercourse network. AW undertook investigations to identify where surface water and groundwater flows entered the sewer network. It was found that the foul network was infiltrated by ground water at many points in the network. AW has successfully removed some infiltration by lining and sealing sections of the foul sewer. They have also installed two flow monitors in the area which are used to monitor infiltration and for proactive reduction efforts. To maximize the full benefit of infiltration reduction, AW sealed manhole covers across the catchment. This has reduced approximately 17,000 litres in a 24-hour period from entering the foul sewer network. AW also repaired a collapse of the section of sewer outside the Horse and Groom pub. Over the last 12 months AW has enjoyed an excellent working relationship with the Tunstead Parish Council whom have been extremely proactive in working with local landowners to dig and re-establish the network of surface water ditches across the community.
- e. **Burham Market & North/South Creake.** The last few years have seen very high water levels in this area with significant field run off with watercourses overtopping the River Burn. The result was significant water ingress into AW's infrastructure regularly overwhelming their pumping stations. Additionally, some locations on the local highway network were regularly flooded causing structural damage to roads and resulting in many properties and facilities impacted with flooding. As potential solutions to the problem would involve multiple partners it was decided to add this to our Tranche 1 programme of remediation work and to consider ambitious resolution options. AW conducted an extensive survey and commenced a programme of sewer relining across the area. Surveys of the sewerage system were also conducted to identify infiltration but nothing of significance found. In line with the NSFA's objectives and action plan we decided to adopt a catchment-based approach to address all the risks and issues rather than just respond to the current problems. A funding bid has been submitted to the Regional Flood and Coastal Committee (RFCC) to conduct detailed analysis and modelling to guide a whole river management

Appendix A.1 Norfolk Strategic Flooding Alliance: Annual Report

approach. This is an ambitious multi-agency approach and is indicative of our drive to remove or reduce risk rather than focus on response initiatives. The programme involves the Environment Agency (EA), AW, Water Management Alliance (WMA), NCC, Borough Council of King's Lynn and West Norfolk, Norfolk Rivers Trust and Water Resources East (WRE).

4. **Next Steps.** Our strategy and campaign plan for 2022/23 will be incorporated into member organisations' strategies and plans. Our actions have been prioritised and sequenced to help guide our work and to provide a clear framework for others to observe our work and progress towards achieving our goals. This document will be used as the basis for a range of media and communications products (primarily digital) to inform Norfolk communities of our work. These will cover our successes to date, our ongoing programmes and future initiatives.

Appendix A.2 Norfolk Strategic Flooding Alliance: Strategy

NORFOLK STRATEGIC FLOODING ALLIANCE – OVERALL STRATEGY (2022)

The purpose of the constituent members of the Norfolk Strategic Flooding Alliance (NSFA) is to work together so that Norfolk communities and infrastructure are safer and more resilient to the risks of inland and coastal flooding and better placed to ensure adequate water supplies during droughts.

1. **Introduction.** The NSFA was formed following recognition that the county-wide response to flooding and flood-related risks is incoherent and improvements are required to protect and reassure Norfolk communities. Members of the NSFA are united in their determination to work collaboratively and transparently across boundaries and structures to improve the response to flooding and increase the coherency and consistency of flood risk management. The unique selling point of the NSFA is that it represents a single point of focus and collaboration for all flood-related challenges facing the County of Norfolk. As the NSFA enters its second year it has been agreed that the strategy should be updated to reflect the experiences of the last year. We also have a campaign plan that prioritises and sequences our actions and objectives.

OUR GOALS

2. **Our Vision.** The NSFA will be successful through the coordinated actions of the statutory authorities from central to local government, through to commercial companies, land and property owners large and small, their communities and individuals themselves. As a result, the people of Norfolk will have a high level of confidence that flood risks are as low as reasonably practicable and are being managed within the overall context of improved water management.

3. **Our Objectives.** Our objectives are:⁴

- k. Maintain a transparent, collaborative, integrated and sustainable approach to water management issues across the County of Norfolk that is applied coherently.⁵
- l. Provide a cooperative approach to local, regional and national funding opportunities to mitigate Norfolk's flood risks.
- m. Examine how to implement whole river management best practice for inland waterways from catchment areas to the sea.
- n. Work to ensure that the planning system across the County is coherently applied and does not exacerbate the flood risks to new and existing residents and communities.
- o. Work with category one responders and other relevant bodies, so that when they are preparing and delivering their statutory or lead-agency responsibilities they will, where appropriate, collaborate through the Norfolk Resilience Forum (NRF) to:
 - VI. enable the Local Lead Flood Authority (LLFA) to compile a common flood risk picture,
 - VII. Maintain a consolidated action plan that maps multi-agency activities and progress,
 - VIII. ensure local flood resilience and the response to flooding events, are streamlined and cohered across the County,
 - IX. achieve synchronised initiatives across Norfolk that mitigate the risk of flooding and enhance communities' local resilience, and

⁴ These are distilled further into a series of actions and tasks in Annex A.

⁵ This will include an understanding of other water management strategies and activities already in practice through other bodies and organisations.

Appendix A.2 Norfolk Strategic Flooding Alliance: Strategy

- X. deliver a programme of exercises to confirm NSFA effectiveness and assure progress development.⁶
 - XI. instil an approach that increases the effectiveness of a plan-mitigate-respond-recover continuum.
- p. Enhance the confidence of Norfolk communities through regular public communications and engagement on flood risks, mitigation measures and resilience / self-reliance initiatives.
- q. Complete an Integrated Norfolk Water Management Strategy.⁷
- r. Deliver a united Norfolk view on flooding and water management issues to Central Government.
- s. The function of the NSFA becomes a business as usual (Bau) function where the strategic direction, oversight and leadership is provided by an elected leader and the LLFA.

OUR APPROACH

4. **Our Principles.** Our guiding principles are:

- a. We will work together in a collaborative and transparent manner through the statutory duties established by the Civil Contingencies Act (CCA) (2004) and its supporting doctrine and guidance as well as making maximum use of Public Sector Cooperation Agreements, where appropriate.
- b. Extant statutory or lead responsibilities remain with the relevant agency.
- c. We will share information and manage knowledge intelligently.
- d. We will focus on delivering the best outcome for Norfolk communities.
- e. We will speak with one voice and communicate clearly, coherently and consistently to Norfolk communities.
- f. We will exploit pre-existing structures and multi-agency fora to reduce duplication and ensure our activities are efficient and effective.
- g. We will ensure a balanced approach – delivering quick wins and set the conditions for achieving longer-term success.
- h. We will make evidence-based decisions and anticipate future risk through collaborative analysis and data sharing.
- i. We learn from others and our own experiences and seek to identify and share ‘best practice’ as appropriate.

5. **Strategic Collaboration – Threats and Opportunities.** It is unlikely that any single entity will be able to develop projects or solutions alone that mitigate the threats of flooding or to promote the opportunities for better water management. Collaboration (not duplication) between NSFA and Water Resources East (WRE) is essential to a coherent approach across the County of Norfolk. From a water management perspective, WRE and its strategic partners will identify opportunities in the short, medium and long-term to connect fluvial flood risk reduction with water scarcity

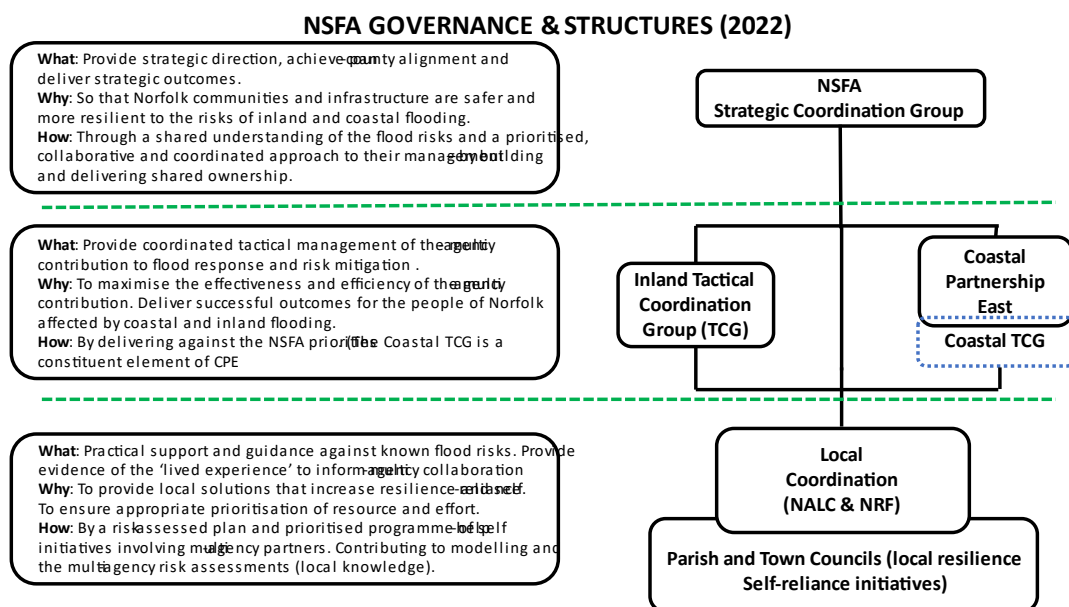
⁶ We will do this in partnership with the Ministry of Housing, Communities and Local Government (MHCLG) or the Cabinet Office, partner authorities in the region and the Emergency Planning College, in the design, training, work up and delivery of the exercise.

⁷ To include an integrated approach to resource planning that considers all potential requests for funding to develop a single and prioritised statement of desired outcomes that all can work to deliver.

Appendix A.2 Norfolk Strategic Flooding Alliance: Strategy

opportunities, ideally delivering water quality benefits at the same time. This will predominantly focus on the opportunities to capture and store flood water and make it available for use for example for irrigation, energy production and to drive environmental improvement and natural capital net gain. Key partners in this work, alongside Norfolk local authority colleagues and WRE's Norfolk Water Strategy partners (Anglian Water and The Nature Conservancy) will be landowners, internal drainage boards, local community leaders and environmental Non-Governmental Organisations (NGO).

6. **How we Function.** The NSFA operates across 3 levels (using Civil Contingencies Act doctrinal definitions for each level) – Strategic, Tactical and Operational/Delivery – a schematic representation of how this will be achieved, with broad roles and responsibilities, is shown below:⁸ The NSFA recognises that member organisations and authorities have different priorities, funding arrangements, regulators and statutory obligations. It is incumbent on NSFA members to highlight to the NSFA their constraints to help the NSFA appreciate how best to work around these for the benefit of local communities. While the NSFA will determine its priorities, it accepts the need to use the statutory and funding frameworks of other bodies to realise these priorities. The Norfolk County Council (NCC) communications team would use this strategy and action plan to develop a proactive communications and engagement plan.



ASSESSING SUCCESS

7. **What will success look like?** Achieving the stated vision will be the ultimate assessment of success for the NSFA. On our journey to achieving this vision, the NSFA will assess performance against the individual objectives (para 3) and the specific actions and tasks (Annex A) and we will work together in a collaborative manner according to our guiding principles (Annex B). On an annual basis (July NSFA meeting) members will be invited to affirm their commitment to the NSFA and the delivery of collaborative working in accordance with our guiding principles.

8. **Universal Stakeholder Buy In.** On an annual basis the stakeholders, who are the constituent members of the NSFA, will commit to work together by formally signing off the annual NSFA Overall Strategy and incorporate within their own organisation's strategy and plans.

⁸ For local operational/delivery groups to be successful, there will need to be multiple (to spread the load), probably covering either the district council areas (with a number amalgamated to ensure there aren't too many groups for those of us that cover the whole of Norfolk) or Anglian Water water recycling collection areas. Discussions are underway to see if KL&WN might consider joining Coastal Partnership East and therefore remove the need for a bilateral arrangement between the NSFA and KL&WN on coastal flooding matters.

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ANNEX A - ACTION PLAN (2022/3 Strategy Ratification Version)

Code: **RED**: Significant issues to be resolved or task/outcome/action not commenced, **Amber**: Significant issues identified and plan to resolve developed – no target date set, **Yellow**: minor issues or progress to achieve goal is on track, **Green**: desired task/action/outcome achieved.

SER	ACTION	PROGRESS	LEAD/OWNERS	ASSESSMENT
1	<p>1.3 Develop in partnership with others (such as Water Resources East (WRE) and the Broadland Futures Initiative (BFI) options for how flood water might be used to alleviate drought risks or managed in a more integrated multi-agency approach.</p>	<p>First formal meeting between NSFA and WRE took place on 17 May 2021. It discussed opportunities for shared working and what ‘plugs and sockets’ are required between the 2 structures to ensure opportunities to deliver a holistic approach to water management might be achieved.</p> <p>Develop an appropriate ‘plug and socket’ approach with existing flood and drought initiatives to ensure an integrated approach while not duplicating effort.</p> <p>The BFI should be reviewed by the NSFA and areas of collaborative opportunity identified and factored into the NSFA Action Plan. The BFI considers existing and new plans that will emerge and impact upon the BFI plan area. It is expected that the BFI will inform the Norfolk Strategic Flooding Alliance (NSFA).</p> <p>Ensure the Current Shoreline Management Plans for the County are referenced in relation to the strategic flood (and erosion) management on the coast.</p> <p>Update (9 Aug 22). Discussions have been held between the Chair and the NSFA representatives of WRE, BFI and CPE. A meeting has been organised for early September to explore how best to consolidate this action and align, where appropriate, individual priorities and actions so that all groups can provide a coherent, consistent and coordinated approach to water resource issues in Norfolk.</p>	<p>Chair NSFA</p> <p>MD WRE</p> <p>Chair BFI</p>	

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2	3.1 A shared resilience fund to help agencies and authorities better react to emergency situations in a collaborative manner.	<p>The Chairs of the Inland and Coastal working groups should consider what additional resources they required. This detail should be submitted to the NSFA who would fuse the requirements into a single submission for the LLFA to consider. This should be completed by end of July 2022.</p> <p>CPE is also exploring a coastal adaptation mechanism to support those affected by erosion which could be linked</p> <p>The Chair of the Inland Flooding Gp would address this action at the March meeting and report back to the NSFA Main Board.</p>	Chairs of the inland and Coastal working groups	
3	3.3 Lobbying DEFRA regarding the funding criteria for retro-fitting SuDS and drainage improvement works, as current model undervalues the damage caused by surface water flooding and the costs of mitigation schemes	NSFA Chair met with Minister Rebecca Pow on 25 January 2022 where suggestions for change that would help reduce flood risk for Norfolk residents were discussed. The Minister acknowledged that Norfolk now had an overall strategy but could offer no short term prospect of additional funding. NSFA was encouraged to bid for funds through the annual RFCCs process. With a new Government likely to be in place soon, further Ministerial contact will be made to press both Norfolk's coastal and inland cases.	Chair	
4	4.1 Removal of the automatic right to connect surface water from new developments to the sewerage system, which should be replaced with a more conditional approach to ensure all parties work together to assess and approve connections to the sewer network.	<p>Anglian Water is already involved in this work nationally with Water UK.</p> <p>Lord Dannatt and George Freeman MP wrote, on 23 Jun 21, to SofS EFRA and SofS HCLG to express concerns over 2 planning policy matters. The first regarding the automatic rights for developers to connect surface water from new developments to the sewerage system. Second, The ongoing responsibility of developers for drainage and water management on their developments.</p>	Chair NSFA Anglian Water	
	4.2 Planning policy and guidance to be updated and strengthened to require flood risk betterment in areas of high flood risk and to	CPE is working with our 3 LA planning teams and those at KLWNBC and south into Essex to ensure we have integrated coastal planning policy in relation to erosion and coastal change. We have a shared	Chair NSFA	

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5	<p>reflect new environment policy objectives and new SuDs National Non-Statutory Technical Standards.</p>	<p>Supplementary Planning Document which we are currently reviewing in line with new and emerging Local Plans. We are also exploring spatial planning and development in Coastal Change Management areas with planners locally and nationally.</p> <p>Farmers and landowners perceive planning to be a barrier to the development of on-farm reservoirs, which will play a crucial role in connecting flood risk with water resources, delivering economic and environmental benefits. The group needs to consider what is most needed, is it formal policy changes, guidance to landowners submitting applications or is internal guidance for planners needed to help them with reviewing an application? It would also be helpful to identify a number of 'shovel-ready' projects and test them through the planning system.</p> <p>The NSFA would consider forming a focused working group to understand the breadth of planning-related challenges and recommend a programme of work to address these.</p> <p>Considered as work in progress and NSFA would consider the Schedule 3 non-technical standards for SUDs.</p> <p>Update as of 1 Aug. Government is conducting a consultation process and looking for information on costing, associated funding mechanisms and delivery programme options and especially the role for and implications to developers and a potential increased role for LLFAs.</p> <p>We will discuss this action at the September NSFA meeting.</p>	<p>NCC and District / Borough Councils</p> <p>Chair Inland Gp</p>	
6	<p>4.3 LLFA to review thresholds for bespoke responses to consultations on Major Development and LPAs to review provision of</p>	<p>The LLFA team are currently reviewing the number of 'No Comment' responses to consultations for new planning applications in 2021 to inform this process. The LLFA team have published revised guidance for</p>	<p>NCC / LLFA</p>	

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	<p>drainage advice for Minor Development to improve the technical expertise in flooding.</p>	<p>our Statutory Consultee service following consultation with LPAs, developers and their consultants.</p> <p>The following LLFA update was provided on 10 Aug:</p> <p>For the LLFA role as Statutory Consultee to Planning, we must provide a substantive response to each consultation. These are:</p> <p style="padding-left: 40px;">Advice Objection No objection No Comments</p> <p>No Comment responses are given:</p> <p style="padding-left: 40px;">a. if the consultation does not relate to flood risk or drainage b. if we have previously given standing advice and have no further comments to make c. if the planning app meets the LLFA thresholds for bespoke comments but no resource is available to provide this</p> <p>No Comments response - all consultations are assessed and priority given to vulnerable development in higher flood risk areas no indication is given that the drainage strategy is acceptable with a No Comments response</p> <p>In 2021 the LLFA team were consulted on 1116 occasions and provided 841 responses to consultations for major Planning Applications</p> <p>284 no comments responses sent in 2021, 118 of which were sent on the first consultation, 44 for major development</p>		
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7	4.4 A clear process to remove and replace misconnections to sewers through Building Control, or re-classification of foul sewers into combined sewers.	<p>Seems logical for Anglian Water to lead, given their role (this might ensure that foul sewer are not reclassified as combined sewers).</p> <p>Building Control at the local authorities with regards to spotting and addressing misconnections, working with Anglian Water to ensure that foul sewers are not reclassified as combined sewers).</p> <p>Update as of 1 Aug. It has been suggested that this should be wrapped-up with the Schedule 3 review at Action 4.2 as well as with additional work considered in concert with EA that goes beyond the Schedule 3 review (26 Jan 22). We will discuss this action at the September NSFA meeting and decide whether to merge actions 4.2 and 4.4.</p>	<p>Anglian Water</p> <p>and local authority Building Control teams</p>	
8	5.1 Develop a shared surface water flood risk mapping resource and asset register, and provide districts with access to the LLFA's GIS system.	<p>Encourage wider use of EA flood map to increase awareness of surface water flood risks in the County. Information can be found on https://eur02.safelinks.protection.outlook.com/</p> <p>Anglian Water is developing something similar for all flood risk partners across the region, so no need to reinvent the wheel.</p> <p>CPE is also keen to develop a shared asset register for coastal locations so they can develop integrated asset investment strategies with their partners (similar to that with AW).</p> <p>The NRF and LLFA are producing a tool that maps and tracks historic flood events – detail to follow from Charlie Carter.</p>	<p>Anglian Water</p> <p>NRF Chair</p> <p>EA</p>	
9	5.2 Establishing local community champions to support communities to map out relevant water management assets.	Potentially incorporated in LRF Stronger Community Resilience pilot. LRF to work with NALC, Community Resilience, PH etc to help identify local champions.	NRF Strategic Support Officer	
	5.3 Develop and then monitor the concerns of Norfolk communities affected by flood and	The development of a prioritised list is based upon inputs from local communities and historic data. It is addressed by the Local Issues		

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10	drought risks and realities – a form of persistent audience sentiment and analysis.	<p>Working Group. Discussions have taken place with NCC Comms to explore a proactive approach to communications and with sentiment analysis.</p> <p>CPE is holding its first join Suffolk and Norfolk Coastal Community conference this autumn to discuss coastal change. They have held a Suffolk event for several years and invited schools and guest speakers as well as the community leads and partners. It's a very effective event for sharing information, networking and supporting peoples understanding of risks and solutions.</p>	Nick Tupper NSFA	
11	6.1 A coordinated effort from all RMAs to ensure that all their assets are regularly and proactively maintained, to lead by example.	<p>EA, IDBs and Anglian Water have an established, mature risk-based maintenance programme and could support others developing the same.</p> <p>CPE conducts regular inspections of all its coastal assets and this informs their annual maintenance programmes. They also have a £150M capital delivery programme for 10 years: they have already delivered the Bacton sandscaping project and are in the process of progressing Lowestoft tidal flood walls and barrier. They will have a capital scheme for Cromer and Mundesley online early next year.</p>	Anglian Water EA	
12	6.2 The maintenance regimes of delivery agencies and authorities are shared between NSFA partners to facilitate closer cooperation in areas of mutual interest / responsibility.	<p>The Environment Agency's annual maintenance programme is hosted within a mapping tool at: River and coastal maintenance programmes - GOV.UK (www.gov.uk) Customers can search by postcode or use the zoom feature to view flood risk management assets in their area of interest. To view the maintenance schedule for a particular asset, select it on the map, then click on the 'Maintenance Schedule' tab that appears in the information pane on the left. Examples of scheduled maintenance activities include:</p> <ul style="list-style-type: none"> • essential riverbank and flood defence repairs • waterway access improvements 	Anglian Water EA IDBs	

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		<ul style="list-style-type: none"> managing grass, trees and bushes on flood embankments and desilting (dredging) of riverbeds <p>All IDBs under the WMA have maintenance plans published on the website www.wlma.org.uk</p> <p>AW is conducting a review of its water regulatory teams and this review might be able to inform this action. The information might also be used to inform action 5.1.</p>		
13	<p>7.3 Explore potential roles for the NRF and local resilience planners in advising, preparing and supporting mitigation measures (such as education) – subsumes Actions 7.2 and 7.4. These are now included within the progress column</p>	<p>Being considered by NRF. Will require identification of risks specific to geographical location. NRF assessing options for education/training of community champions. Norfolk Prepared to be used as a platform to inform public on pre-emptive actions that can improve their resilience to local risks.</p> <p>7.2 Explore the creation of Community Resilience Team at Parish Council level able to respond to flooding events. This is being considered by NRF, NFRS and NALC. To be assisted and enabled by increased situational awareness from data embedded in Norfolk Prepared website. Norfolk ALC is already doing work in this area to gather names into a 'register'. Review the learnings from, and make links with, any COVID support groups set up at county, district or Parish level.</p> <p>7.4 Consider how the NRF Resilience Hub might lead in pre-flood mitigation planning and the setting up of initial coordination function of flooding events (what resources are required to enable this?). The NRF is assessing options for an improved cascade call system for setting up initial response groups. Confirmation of Local Coordination Group (LCG) roles and responsibilities being amended in Norfolk Emergency Response Guidance (NERG).</p>	NRF Strategic Support Officer	

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14	<p>7.6 Ensure the Current Shoreline Management Plans for the County are referenced in relation to the strategic flood (and erosion) management on the coast. Can be accessed via https://eur02.safelinks.protection.outlook.com/</p>	<p>CPE will be developing this further with EA and our coastal partners and communities through the SMP action plans and via our IRF bid.</p> <p>An education campaign about climate change and SL rise at a regional/county level would help all RMA's in the discussions we have to have with communities. Education and awareness raising about SMPs is coordinated through the East Anglia Coastal Group. CPE and the EA are both represented on the Group.</p>	<p>CPE</p> <p>EA</p>	
15	<p>8.2 Explore the practicalities and benefits of a single lead organisation for managing all watercourses in the County. How would this be resourced and what authorities would it require (how might these impact on the statutory obligations of other NSFA elements)?</p>	<p>EA: This would require a change in legislation.</p>	<p>Chair NSFA</p> <p>AW</p> <p>EA</p> <p>LLFA</p>	
16	<p>8.3 The NSFA partners will review existing responsibilities of the EA, LLFA, Broads Authority and IDBs across the County to assess if there is a better balance of those responsibilities in managing and maintaining the County's watercourses alongside riparian owners, and to look at mechanisms for achieving that, including new legislation.</p>	<p>The LLFA is exploring the riparian issues in dialogue with South Norfolk District Council but is currently not looking wider than this. The Chair of the Inland Flooding Group agreed to take this action on and discuss at its next meeting and report back to the NSFA in March 22 (26 Jan 22). Comment: Is this a Inland Gp task or should it be elevated to the NSFA – could this initiative be used as a case study to inform national policy and legislation revision (ie can we make current policy work effectively or do we pursue policy change?)</p> <p>Matthew Philpott (IDB Water Management Alliance – wlma) has offered the following thoughts:</p> <p>The vision at the heart of this statement, is for a joined up, coordinated and efficient maintenance plan to be in place across the different catchments of the county – which must be the aim for all RMAs. A better way to achieve this is through all RMAs meeting regularly to discuss their annual maintenance plans, to look for areas of cross over or geographically similar work locations and timings and then using</p>	<p>Chair Inland Group</p>	

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		<p>their knowledge of the catchments to agree a sequencing of work and even to use the PSCA to join forces and deliver maintenance either together or through one appointment.</p> <p>The PSCA allows this to happen very easily from a procurement stance and the coming together of the right people at an operational level should also be possible.</p> <p>Where riparian watercourses are causing issues then all RMAs have powers to enforce where required and again if the relevant operational person is aware of issues, these can be addressed at the same time as the RMA maintenance.</p> <p>The hot and dry weather of summer 2022 underlines the need to NSFA to encourage all river authorities to focus on head water retention schemes and wetland recreation.</p>		
17	9.2 Need to better understand the Declassification of Infrastructure Programme being undertaken by Anglian Water.	<p>Anglian Water does not have a declassification programme, but they will review assets that are incorrectly classified when they are made aware. Anglian Water to lead this work and communicate it comprehensively with the NSFA.</p>	Anglian Water	
18	10.1. Determine the long-term governance requirement and structure for multi-agency water resource management across the County.	<p>Does the NSFA continue as an enduring integrated multi-agency body or should it be absorbed into LLFA and/or NRF? What are the conditions to do so?</p> <p>Recommendation. This task should also be related to an additional objective within our strategy. The proposed wording is:</p> <p><i>The function of the NSFA becomes a business as usual (Bau) function where the strategic direction, oversight and leadership is provided by an elected leader and the LLFA.</i></p>	Chair of NSFA	

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Appendices

1. NSFA Record of Achievements / Actions Closed.
2. Actions transferred from the Main Board to the Inland and Coastal Flooding Groups.

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APPENDIX 1 – NSFA RECORD OF ACHIEVEMENTS

SER	ACTION	OUTCOME	ACHIEVED
1	1.2 The need to have a single consolidated approach to flooding across Norfolk so there is no 'post code lottery' (e.g. removal of the confusion about the utility and availability of sandbags).	<p>To be addressed through the NSFA Inland Flooding Group. The NRF is developing a picture of what districts provide in terms of flooding support during both response and recovery phases. The NRF (via the Multi-Agency Fusion Group (MAFG)) will provide a formal update on who does what to the next Inland Flooding Group meeting in September.</p> <p>Explore the role of the Severe Weather and Flood Risk working group and how this might inform the working of the coastal and inland flooding groups.</p> <p>This work should recognise the roles and responsibilities of all 3 tiers of local government and consider how we balance locally derived needs with autonomy of decision-making and resourcing (especially finance) while achieving appropriate county-wide consistency.</p> <p>This is considered part of the NSFA's function and objectives and implied in our strategy. We will judge our performance of of this during our annual review process. Item closed as an action.</p>	Agreed during 24 March Meeting
2	2.2 The potential for a Memorandum of Understanding to provide greater clarity and the need to undertake a gap analysis of areas not covered by agencies.	<p>To be considered by the NCC as the LLFA. Consideration should be given to the NRF to lead on developing this.</p> <p>Item Closed as it was agreed that this as an action that the NSFA strategy fulfills this requirement.</p>	Agreed during 24 March Meeting
3	3.2 Maximising the capital, maintenance and revenue funding streams of NSFA members , as well as capabilities, resource and skills, jointly to agree common priorities and funding for proactive water management initiatives.	A more collaborative approach to funding-streams, utilising Regional Flood and Coastal Committees (RFCC), and a more coordinated approach to the Business Plans of NSFA members should be the preferred method to operationalise the water management outcomes we seek for Norfolk.	Agreed during 24 March Meeting

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		<p>The NSFA will work integrally with Anglian (Eastern) and Anglian (Gt Ouse) RFCCs to ensure Flood Defence Grant in Aid capital and other funding opportunities are maximised for all RMAS in Norfolk.</p> <p>First Tranche of 16 sites agreed and being taken forward with bimonthly updates. Applications for RFCC funding being submitted where possible. Second Tranche proposals submitted for consideration and agreement of top ten sites to be taken forward will be made in 2022.</p> <p>Item closed as the NSFA believed this to be part of the core objectives of the Alliance.</p>	
4	Consider the need for a single, centralised flood line number that provides a mechanism through which flooding can be reported, specific triage advice can be provided and generic flood prevention and resilience guidance can be sought.	Single flood line number in place to provide 24/7 hub for flood advice and support. Flyer produced that covers advice and provides details on organisational flood roles and responsibilities. Flyer will be distributed to all properties and business and properties across Norfolk by the end of May 21	27 May 21
5	Production of clear comms tools (leaflet/website) for householders and businesses with emergency contact numbers.	Flyer produced by the NRF (MAFG) and NCC Comms that has been distributed to all addresses across the County. This flyer provided details on the single flood line number, the roles and responsibilities of various agencies and authorities and provided link to other advisory / resilience websites.	27 May 21
6	Develop a prioritised list of flood work that can be used to galvanise a collaborative approach to complex flooding sites	First tranche comprises a list of 16 flood sites that have been identified as complex and requiring multi agency involvement to resolve. Outline costed solutions will be worked up, with a lead agency for each site. These solutions can then be delivered when the necessary funding has been secured.	26 Jan 22
7	1.1 More effective collaboration to ensure clearer multi-agency preparation, response, recovery and remediation actions	Agreement to this strategy signifies a commitment from members to adopt the principles and objectives in their own programmes, plans and strategies and a commitment to work collaboratively to	26 Jan 22

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		achieve the NSFA's objectives. Action closed – 26 Jan 22. The NSFA board and the supporting coordination groups are now in place. These groups represent closer and more effective collaboration. The coordination groups will be assessed on delivery of operational and tactical activities.	
8	1.4 Develop a prioritised list of known flooding risk areas to guide initial collaborative working	<p>NSFA members will share their capital and maintenance plans with each other to ensure the maximum opportunities possible for the development of synchronised and mutually supporting work and to help communicate our work with Norfolk Communities.</p> <p>An initial prioritised list comprises 16 flood sites that have been identified as complex and requiring multi-agency involvement to resolve. Outline costed solutions will be worked up, with a lead agency for each site. These solutions can then be delivered when the necessary funding has been secured.</p> <p>A second tranche of flood risk sites has also been developed.</p> <p>Consideration should be given on how the NRF might use this information to improve an overall approach to pre-crisis planning and mitigation.</p> <p>Action Closed: This is now be considered 'business as usual' (BaU) activities for the two tactical groups. The tactical groups will provide updates NSFA board meetings.</p>	26 Jan 22
9	2.4 Maintain regular communications with Norfolk communities on flooding related issues to ensure communities are as well informed on NSFA activities as is practicable.	<p>This recognises the need for direct (NSFA to communities) and indirect (through a third party) communications. Parish Councils will have a key role to play here.</p> <p>Requires close collaboration and coordination on flooding related communications. NCC will lead on the development of a</p>	26 Jan 22

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		<p>coordinated NSFA Communications Plans (including agreed, immediate lines to take in times of crisis).</p> <p>Utilise Norfolk Prepared website, tactical delivery through inland and coastal NSFA groups. The Norfolk Prepared website was advertised in the flood flyer and the website provides broad resilience and self-reliance advice.</p> <p>Recommendation: This is BaU and the action has been deleted from the strategic action plan. Communications remain a standing agenda item for the main NSFA board and the 2 tactical groups.</p>	
10	<p>7.5 Consider how regular exercise events might be used to prove and improve NSFA functionality and effectiveness through the use of a series of testing scenarios involving coastal and inland flooding events (and explore how these might mitigate drought risks).</p>	<p>Training and assessment exercises are a key indicator of progress and to drive learning and development.</p> <p>Ex TEMPESTAS was delivered on 18 Oct. The learnings from the Ex were communicated with NSFA members. Lord Dannatt wrote to local elected leaders with thoughts on next steps. Lord Dannatt did not receive a response from any of the leaders.</p> <p>A national flood exercise with take place in 2022.</p> <p>This action is closed and considered as BaU for the NRF?</p>	26 Jan 22
11	<p>9.1 Need to better understand EA's policy around river dredging and whether this is being undertaken.</p>	<p>EA provides their current policy position:</p> <p>Dredging means removing accumulated material in waterways, such as gravel or soil (often referred to as silt). Dredging in certain locations may improve land drainage by lowering the river level to allow water to flow from the land or from drains, however it may sometimes cause unintentional flooding downstream. Dredging may also be ineffective in reducing flooding, as the natural processes in many rivers can cause silt to</p>	26 Jan 22

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		<p>build up again quickly. Dredging may also damage wildlife and ecosystems in certain areas.</p> <ul style="list-style-type: none">• In extreme flooding events, the small increases in width and depth achieved by dredging a waterway do not provide enough capacity to contain the excess flood water. This means dredging is not always the best solution to managing flood risk, and we may suggest other measures instead. When the EA dredges they focus work on locations where the risk of flooding, economic loss and risk to life are the greatest. They may dredge an area if there is evidence that:• dredging will reduce flood risk to local properties will not increase flooding downstream it is affordable to do so (disposal of silt may be expensive).• it is compatible with restrictions around protected species.	
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APPENDIX 2 – NSFA ACTIONS TRANSFERRED TO INLAND AND COASTAL GROUPS

SER	ACTION	PROGRESS	LEAD	ASSESSMENT
	<p>2.1 Education of Riparian owners, homeowners and businesses on their responsibilities, how to be more resilient in the face of severe weather and who to reach out to in times of flooding. (incorporates Action 8.1)</p>	<p>Flyer produced and to be distributed to all properties (business and private across Norfolk). It provides basic advice and linkages to where specific advice can be found.</p> <p>NFRS, NRF and NALC exploring ways to improve local resilience and self-reliance through education and advisory programmes.</p> <p>Riparian owners need to be updated on their responsibilities to watercourse maintenance. This might be led by the CLA and NFU.</p> <p>The EA are considering developing some guidance on this nationally but some local guidance could perhaps be developed more quickly with a Parish Council as a test area and involving local engagement from riparian owners about what support, knowledge, H&S considerations and equipment a riparian owner needs. Essex County Council has prepared a useful guide to watercourse maintenance.</p> <p>The Council has also produced this animation about local flood risk</p> <p>Local Flood Risk Strategy - Essex County Council - YouTube</p> <p>Cambridgeshire County Council is developing riparian guidance asap on this so perhaps you could collaborate with them for efficiency and speed? Charles Krolik-Root is the lead on this at CCC.</p>	<p>Chairs Inland and Coastal Groups</p> <p>CFO, NFRS</p> <p>NALC</p> <p>CLA</p> <p>NFU</p>	

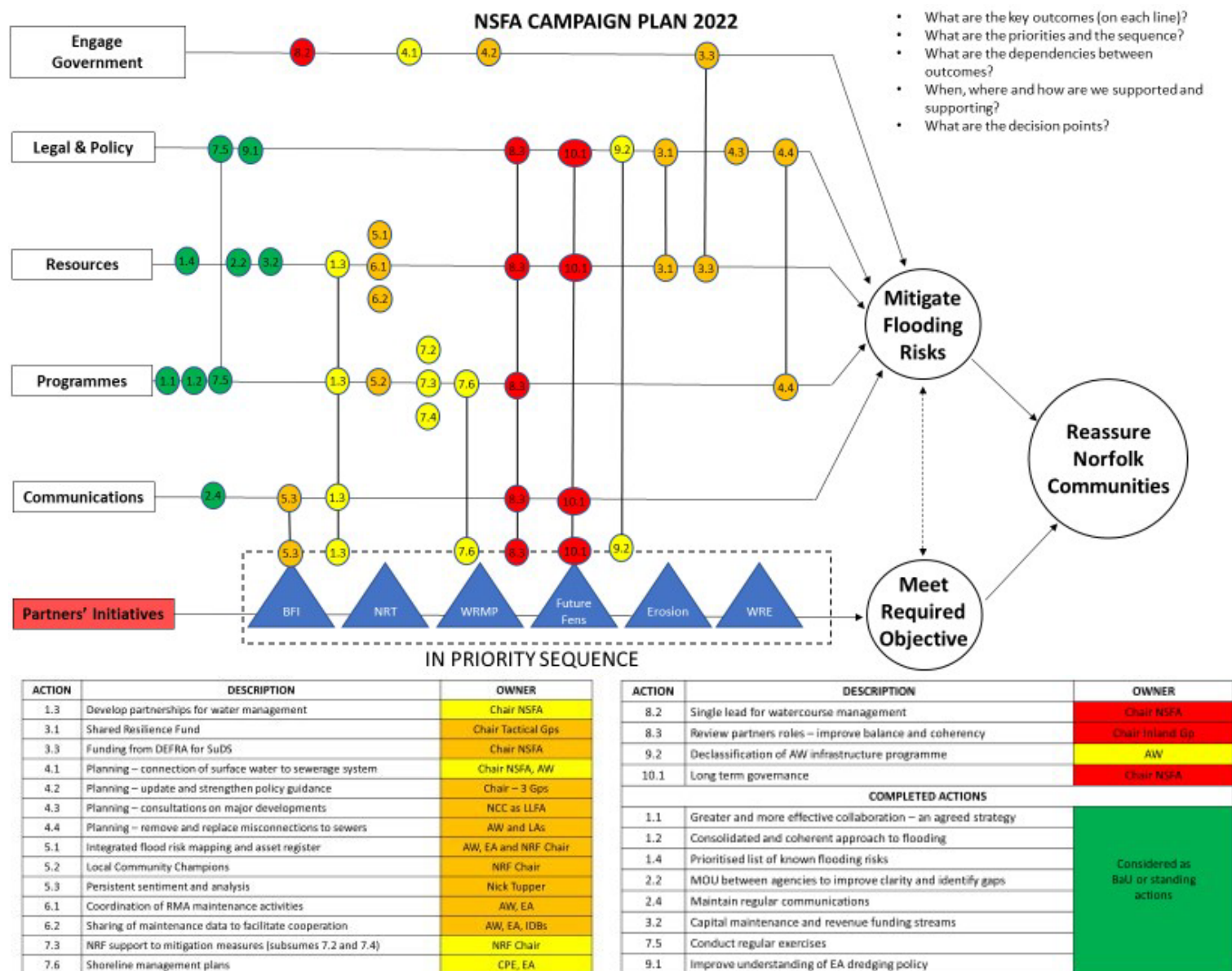
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		<p>Nick Tupper has joined the Cambs CC riparian guidance working group. Cambs CC aim to have a campaign launch in late January 2022 and NSFA could follow up with one in Norfolk.</p> <p>Action Transferred to the Inland and Coastal Groups. Each would provide regular updates to the NSFA Board.</p>		
	<p>2.3 Encourage local support groups to help improve community resilience through provision of support, education and information.</p>	<p>Consideration should be given to the Coastal and Inland groups leading on this with NRF liaison for delivery of engagement and education programme. These groups might want to explore the role of the Coastal Flood Wardens as a resource that might be developed for other scenarios.</p> <p>Consider the development of dashboard, to guide planning and response, in which flood data and the current picture is made accessible to all stakeholders.</p> <p>Consider the Introduction of a web-based portal to help householders and businesses identify who is responsible for what drainage asset.</p> <p>Integration of data feeds by the NCCC Norfolk Office of Data Analytics (NODA) to create an more holistic appreciation of risk and situational awareness. Intention to embed this in an open forum website (Norfolk Prepared) to ensure agencies and public maintain situational awareness and can prepare and response more effectively.</p> <p>Update required for July NSFA Meeting</p>	<p>Chairs of Inland & Coastal Groups</p> <p>CFO, NFRS</p> <p>NALC</p> <p>NRF</p>	
	<p>2.5 Consider what flood protection and mitigation capabilities are required and</p>	<p>Item needs to be addressed by the inland and coastal flooding groups to identify most appropriate capabilities to mitigate flooding. Once the 2 groups have considered the</p>	<p>Chairs of inland and Coastal groups</p>	

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	how they might be supported and supplied.	issue for their respective remits, the NSFA should consider a consolidate view including how capabilities might be resourced. Action Transferred to the Inland and Coastal Groups. Each would provide regular updates to the NSFA Board.	EA AW	
	3.1 A shared resilience fund to help agencies and authorities better react to emergency situations in a collaborative manner.	The Chairs of the Inland and Coastal working groups should consider what additional resources they required. This detail should be submitted to the NSFA who would fuse the requirements into a single submission for the LLFA to consider. This should be completed by end of July 21. CPE is also exploring a coastal adaptation mechanism to support those affected by erosion which could be linked The Chair of the Inland Flooding Gp would address this action at the March meeting and report back to the NSFA Main Board (26 Jan 22).	Chairs of the inland and Coastal working groups	
	8.3 The NSFA partners will review existing responsibilities of the EA, LLFA, Broads Authority and IDBs across the County to assess if there is a better balance of those responsibilities in managing and maintaining the County's watercourses alongside riparian owners, and to look at mechanisms for achieving that, including new legislation.	The LLFA is exploring the riparian issues in dialogue with South Norfolk District Council but is currently not looking wider than this. The Chair of the Inland Flooding Group agreed to take this action on and discuss at its next meeting and report back to the NSFA in March 22 (26 Jan 22).	Chair Inland Group	

Appendix A.4 Norfolk Strategic Flooding Alliance: Campaign Plan



Cabinet

Item No: 13

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

Date of Meeting: 03 October 2022

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

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

Is this a Key Decision? No

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

Introduction from Cabinet Member

Our Libraries and Adult Learning Services offer us a wonderful opportunity to support our residents with vital services, helping them to learn new skills, meet other people and engage with a range of activities that allow them to achieve and aspire.

These exciting Town Deal Projects create user-centred hubs in the centres of Great Yarmouth and King's Lynn, and the County Council has demonstrated significant support for these projects to date in the form of its capital investment.

By bringing our Libraries and Adult Learning Services together with local partners in sectors including VCSE, Health, FE Colleges, Universities and Local Council Services, these hubs will offer accessible, welcoming and central places for people to come together, to learn and to engage with local services and their community providing opportunities for all.

Each hub will have a bespoke programme of services, events and partnerships, tailored to the needs of each Town, based on consultation and co-design, data, and local strategy.

These projects have made significant progress and this paper provides an update on this as well as the proposed impacts and outcomes for these Towns. The business

case for the King's Lynn **Multi-User Community Hub** (MUCH) project is included for information purposes

Recommendations:

- 1. To note the continued progress to bring both of these projects to delivery, as set out in this report**
- 2. Approve the business case for the “Multi-User Community Hub” in King's Lynn, as included at Annexe 2.**

1. Background and Purpose

- 1.1 The King's Lynn “Multi-User Community Hub” (MUCH) and the Great Yarmouth “Library and Learning and University Centre” (LLUC) are exciting projects, to place Libraries in the centre of each town and co-locate additional services, information, support and education in one easy to access building based on the needs of the residents of each town and surrounding area.
- 1.2 These projects aim to drive forward skills, aspiration, and achievement in both Great Yarmouth and King's Lynn, enabling residents in these areas to access sustainable employment, enhance mental health and wellbeing and make it as simple as possible to access the services residents need to achieve this. There are also additional opportunities to support businesses and employers to grow and thrive.
- 1.3 Over the last 12 months both projects have made significant progress including community-wide engagement and consultation with residents to ensure that the projects reflect their needs, as well as feasibility and design work.
- 1.4 These projects are funded by a combination of Norfolk County Council, central government (Town Deal and Future High Streets) and funding from external partners. Plans for both the Great Yarmouth Library, Learning and University Centre (Great Yarmouth LLUC) and the King's Lynn Multi-User Community Hub (King's Lynn MUCH) were confirmed at the January 2022 Cabinet. Both projects are also overseen by Town Deal Boards for their relative locations.
- 1.5 The Great Yarmouth and King's Lynn developments, whilst fundamentally different in their concept and execution, will both redevelop derelict buildings and revitalise the services on offer in the centre of each town by delivering flagship learning and community hubs. The hubs will consist of the relocated town libraries, permanent homes for Adult Learning to deliver enhanced programmes through flexible ‘multi-purpose’ rooms, and significant space for

partner and community use. Both fulfil Community, Information and Learning's strategic aim of strengthening Communities, and both are progressing well.

1.6 The two projects build on wider County Council ambitions to centralise support in key locations and support the strategic objects of "Better Together, for Norfolk" by providing the following:

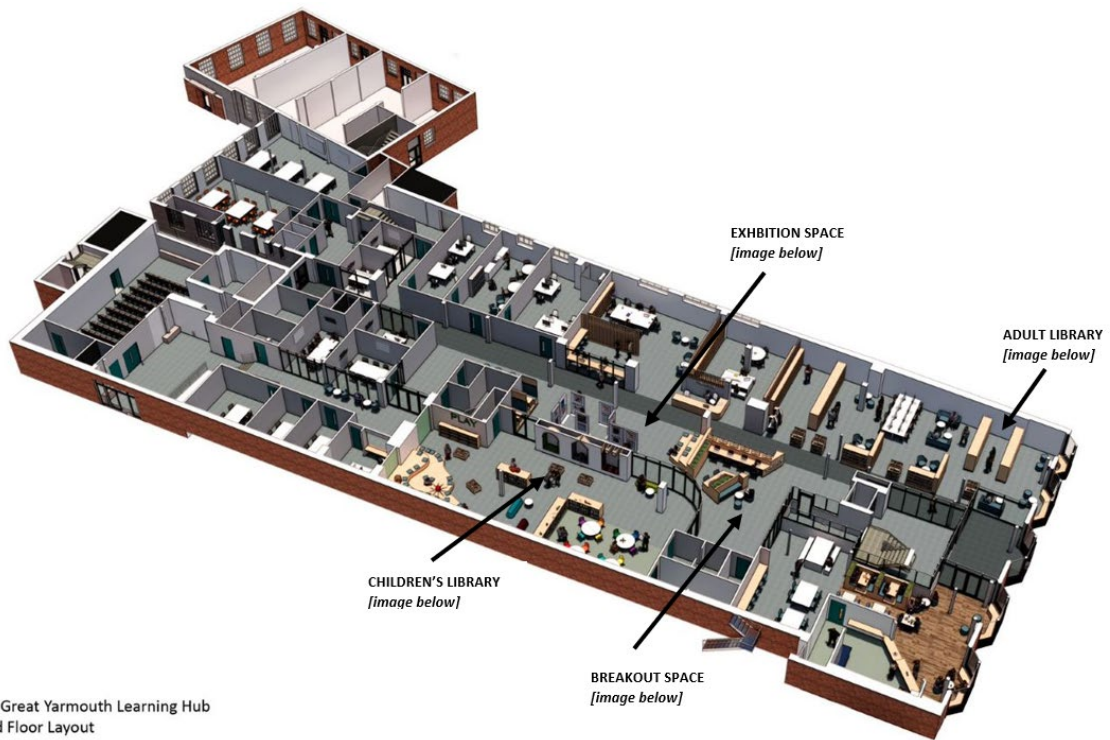
- Co-located 'community multi-use hub' facilities in the town centres, which bring together the relocated libraries, enhanced adult learning offer, and other community activity provision.
- Provide skills and educational opportunities for residents starting at entry level. Develop new community adult learning education and higher education courses that meet skills need in each town.
- Develop new community partnerships to provide a variety of programming and community support offers to address local community vulnerabilities and maximise access to services.
- Provide services and facilities for start-ups and local businesses.

2. The Great Yarmouth Library, Learning and University Centre

2.1 This centre will redevelop the vacant Palmers/ Beales department store in the town centre. Alongside the relocated Library, Adult Learning, and partnership offer, the upper floors will become a University Centre, with bases for the University of Suffolk (also a co-funder), East Coast College, and the University of East Anglia. Great Yarmouth Borough Council are the lead partners for the project and will own the asset. Norfolk County Council have contributed £2million capital to the project and will have use of the entire ground floor, as well as some elements of the basement for book stocks and storage.

2.2 RIBA stage 3 has recently been signed off by the Town Deal Board and GYB (please see floorplan in Annexe 3); all confirmed layouts and initial indicative designs for the build have been approved by all partners.

2.3 Upon project completion, NCC will be a leaseholder of the ground and basement floors of the Great Yarmouth LLUC in exchange for a peppercorn rent. Facilities management for the entire building will be provided by NORSE, and East Coast College (co-leaseholder) will be charged for use of the service.



¹ Great Yarmouth LLUC Children's Library indicative visual



2



3

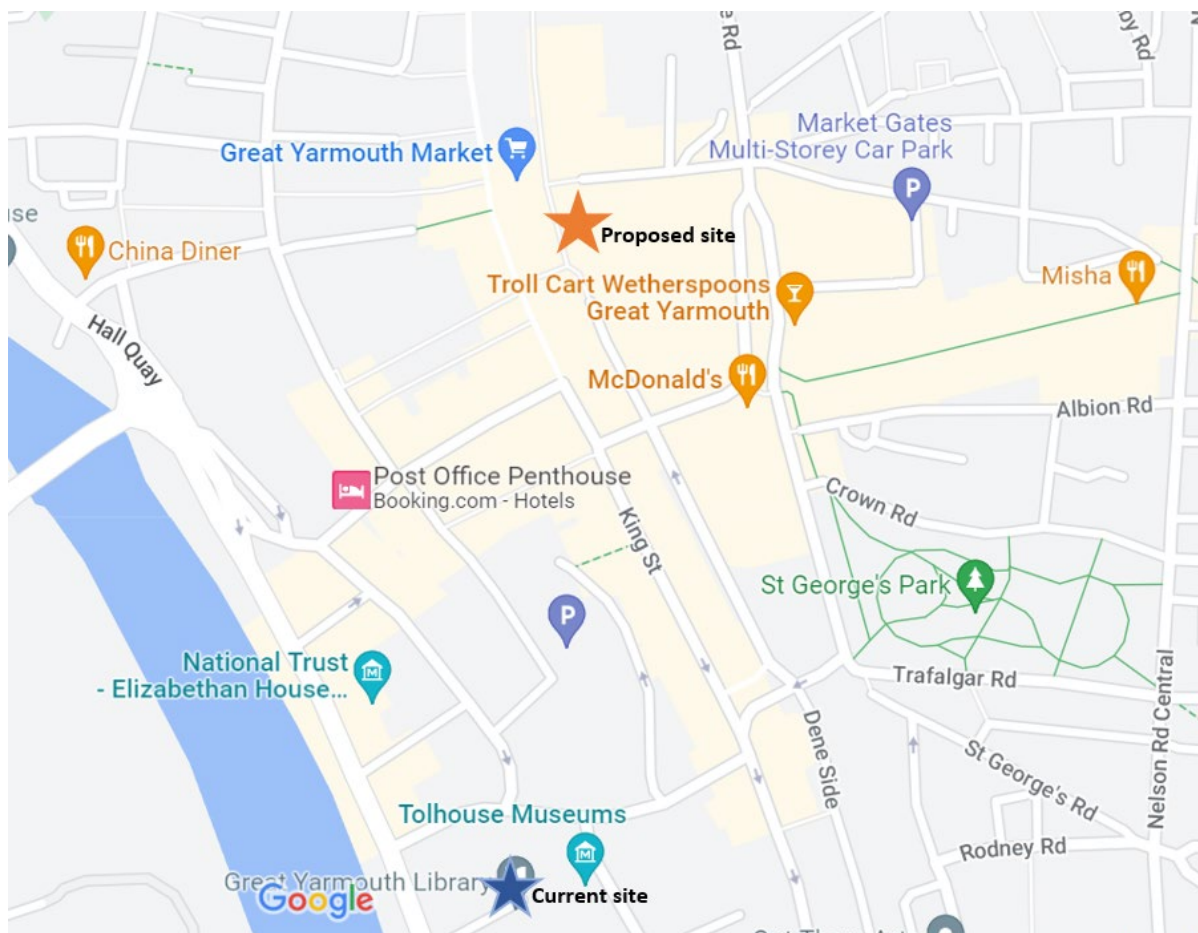


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² Great Yarmouth LLUC Adult's Library indicative visual

³ Great Yarmouth LLUC ground floor breakout space indicative visual

⁴ Great Yarmouth LLUC ground floor exhibition space indicative visual



5

3. The King's Lynn Multi-User Community Hub

- 3.1 This hub will see the redevelopment of the vacant Argos building in the town centre as a flagship offer in the town for Libraries, skills, and support, and creating a cultural anchor to increase footfall.
- 3.2 Initial high level concept designs have recently been produced (RIBA Stage 1, please see annexe 1); as well as feasibility studies into the chosen location and initial surveys to understand the opportunities and risks associated with this ambitious development. Purchase of the building is progressing well with exchange due in September 2022 and completion following shortly thereafter.
- 3.3 Following these initial designs, teams are working on tendering the remaining stages of the construction project, followed by the full build and relocation of the library. Simultaneous to this, a bespoke plan of skills and community programming will be developed. The expected launch of the King's Lynn MUCH is Summer 2025.
- 3.4 Norfolk County Council are the lead partner for the King's Lynn Development and will own the asset at the end of the project. NCC have contributed £3m

⁵ Map showing location of current library, and proposed new site in the centre of Great Yarmouth

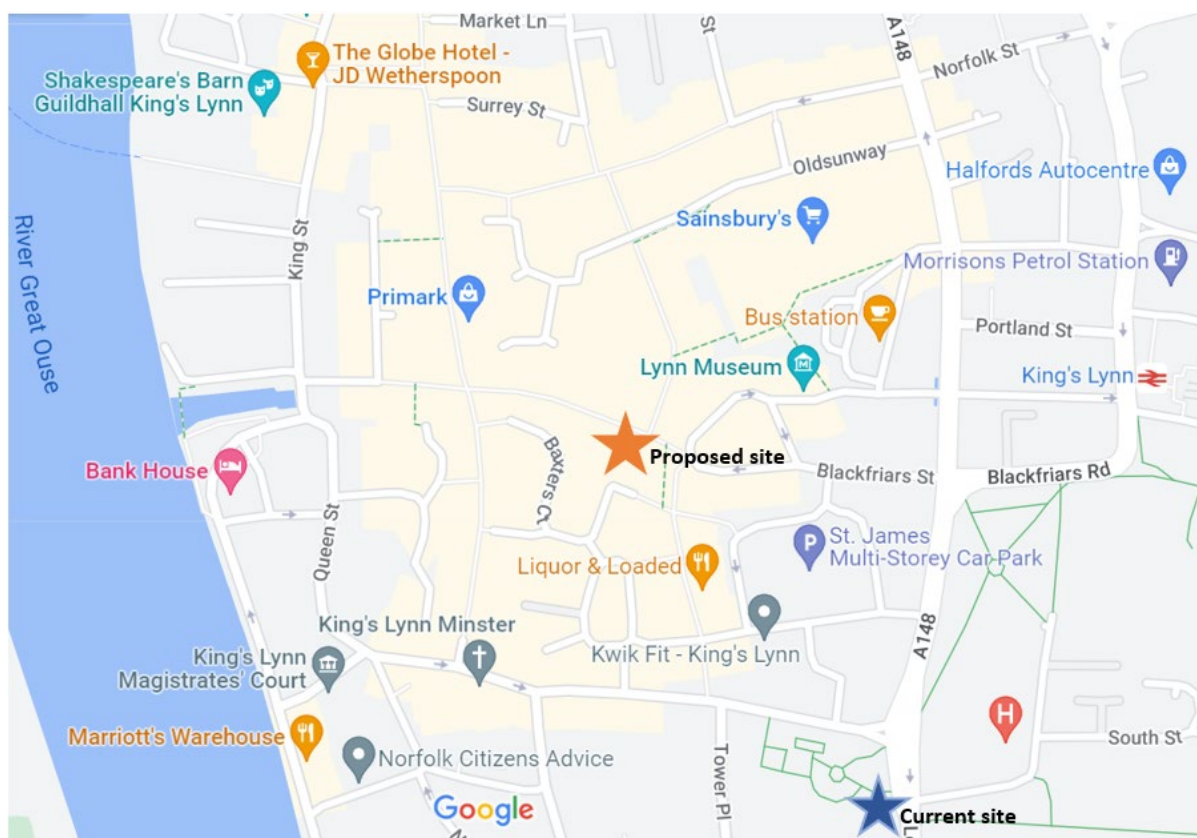
in capital and underwritten £2m of risk items. The Town Deal Board have allocated £7.4m capital to the building.

EXTERNAL SKETCH VIEW



4.3 PROPOSED GROUND FLOOR





6

- 3.5 Once the sale of 46 New Conduit Street, King's Lynn has completed, NCC will own the freehold for the building, which is being transferred to Norfolk County Council from BCKLWN as part of the purchase of the site.
- 3.6 BCKLWN are acting as the accountable body for the MUCH project and will receive the Town Deal funding. A funding agreement is being drafted to transfer the funds to Norfolk County Council, in turn we will commit to operating the asset as a community hub for a minimum of 25 years.

2. Proposal

- 2.1 Good progress is being made to bring both projects to fruition, to enable local communities to benefit from the enhanced offers in these two centres.
- 2.2 Cabinet are asked to approve the business case for the King's Lynn MUCH project, as set out in Annex 2. Note that as part of the financial agreement between BCKLWN and NCC (whereby Town Deal Funds are transferred from BCKLWN as the fund administrator and accountable body to NCC the project lead), BCKLWN have requested that NCC commit to running the asset as a community hub for 25 years from launch (2025). This would bring this project in line with the intended commitment for the Great Yarmouth

⁶ Map showing location of current library, and proposed new site in the centre of King's Lynn

LUC and is therefore reflected in business case at Annex 2.

3. Impact of the Proposal

- 3.1 The commitment to use the assets as community hubs for a minimum of 25 years gives the public certainly and reassurance that they can access services from this centralised location for a long period and helps get best value from the investment being made in the projects. Spaces within the build (especially those for Adult Learning and community partner use) have been designed to be deliberately flexible, allowing for NCC service evolution based on changing strategic, community, commercial or financial need. NCC would therefore be able to change the offer as needed to reflect both NCC aims and the needs of the community.
- 3.3 These projects will provide significant benefits to residents in both King's Lynn and Great Yarmouth. Increasing footfall in the town centres, redeveloping derelict retail sites, increasing the scope and accessibility of the skills offer to residents as well as offering spaces for local community groups to thrive and where businesses can get the advice they need to start and the space they need to operate.

4. Evidence and Reasons for Decision

- 4.1 The projects are highly effective means through which the council can fulfil its "Better Together for Norfolk" Strategic objectives in King's Lynn and Great Yarmouth.
- 4.2 Both programmes are considered "high value for money" as part of external assessment of their business cases with scores of 2.4 (King's Lynn MUCH) and 2.7 (Great Yarmouth LLUC). Anything over 1.8 is considered to represent "good value for money" in terms of its rate of return to the community it impacts.

This Benefits-Cost Ratio (BCR) is calculated using a range of measures relating to the cost benefit of a change in behaviour for example the number of people achieving a level 2 or 3 qualification, finding a job or improved mental health outcomes, these are then compared with the overall cost of delivering the project. A BCR of 2.4 means that the rate of return in terms of the impact of the project is 2.4 times the cost of delivery.

- 4.3 Both projects are progressing well with risks being effectively managed. There are Project Boards in place to oversee development and delivery of the projects, and which include the Director of Property and the Director of Community, Information and Learning.

5. Alternative Options

- 5.1 Both projects have been developed with stakeholder input and through the dedicated Project Boards put in place. Significant work has been carried out to ensure the projects deliver what critical needs for local communities, in a location that is easily accessible, and within a deliverable timeline. It is possible to amend the scope or detailed elements for the projects, and there will be opportunities to do this, particularly through the Project Boards, as work progresses.
- 5.2 Significant changes to either projects may put stakeholder engagement and the funding contributions at risk.

6. Financial Implications

- 6.1 **Great Yarmouth LLUC:** The total cost of the project is £15.4m and is being funded by:-

- £2.4m Future High Streets Fund
- £7.5m Town Deal Fund
- £3.5m University of Suffolk
- £2m contribution by Norfolk County Council (as agreed by Cabinet on 31/01/22)

NCC will not be taking on any overspend risk in relation to the total project cost, and a clear change control process is being defined to manage potential cost engineering and ensure NCC are involved in scope change decisions.

- 6.2 **King's Lynn MUCH:** At this stage (RIBA 1 – High level concept designs) the total anticipated cost of the project is £12.4m, including built in contingencies for inflation and risk (24%). This is being funded by:-

- £7.4m Town Deal funding provided by the Town Deal Board and administered by BCKLWN from the allocation made to them by Government for this project
- £5m contribution from Norfolk County Council (£3m of this subject to Full Council approval at the meeting in October)

- 6.3 As the project is at RIBA Stage 1 the final operating costs of the building are to be defined. The existing revenue budget from the Library in King's Lynn will move to the MUCH upon completion and whilst every effort will be made to create efficiencies in terms of energy generation, solar arrays, a blue roof and high thermal performance, this is a larger floor space and may require additional revenue to operate. As noted within the business case we expect

to generate income from room hire that would cover the resource costs already identified in 7.1 below.

Further detail will be developed as part of the ongoing design stages and budget setting periods in future years.

7. Resource Implications

7.1 Staff:

There are no staffing implications arising from the continuation of this project. Both projects are well resourced with clearly defined roles.

Where there is a need for additional staff resource to manage services at the new locations, once operational, this has been factored into the relevant business case.

7.2 Property:

Great Yarmouth LUC: Upon project completion, NCC will be a leaseholder of the ground and basement floors of the Great Yarmouth LLUC in exchange for a peppercorn rent.

King's Lynn MUCH: Once purchase is complete, NCC will own the freehold of 46 New Conduit Street, which is being transferred to Norfolk County Council from BCKLWN as part of the purchase of the site 'the old Argos building'.

7.3 IT:

There are no IT implications arising from this update.

8. Other Implications

8.1 Legal Implications:

Legal advice has been sought on subsidy control for both projects. Neither constitutes a subsidy.

8.2 Human Rights Implications:

Management of human rights implications is implicit through the council's adherence to legislation, plus recognised national guidance and regulations.

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

EqIA's have been completed for both programmes of work and have been provided as annexes 4 and 4i.

8.4 Data Protection Impact Assessments (DPIA):

There are no data implications arising from this update that would require the completion of a DPIA.

8.5 Health and Safety implications (where appropriate):

Health and Safety updates will be included in contractor reports provided to both project boards when build phases commence.

8.6 Sustainability implications (where appropriate):

Both projects contribute towards Norfolk County Council's Net-0 ambitions. The RIBA 1 report [please see annexe 1] for the King's Lynn MUCH project provides specific detail on the sustainability aspirations of the build which anticipate the building will perform exceptionally well from a carbon neutrality perspective.

8.7 Any Other Implications:

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

9. Risk Implications / Assessment

9.1 Committing to deliver the space as a Community Hubs for 25 years commits NCC to retaining the asset. There would be no intention of removing the service from this location or disposing of the asset before this 25 year period, and projects are being developed on this basis. However, should there be a need in the future to relocate the service elsewhere or to dispose of the asset, this 25 year commitment may mean that this isn't possible (although it would depend on the circumstances at the time).

9.2 As with all projects of this nature, there is a risk that project costs could increase, particularly in response to national construction inflation pressures. Both projects have contingency elements built into budgets and cost are regularly monitored, including by the Project Boards. In addition:-

Great Yarmouth LLUC: GYBC have agreed to take on all financial risk for the build, limiting NCC's contribution to £2m. The scope and deliverables of the project are well defined and risks are managed by the programme board for the project.

King's Lynn MUCH: NCC are leading and co-funding the project.

- All costs have been reviewed by cost management consultants Turner Townsend, via the NCC corporate property team.
- There may be opportunities for cost engineering in future RIBA stages, without impacting outputs or outcomes.
- 24% of the total budget has been allocated to contingency, inflation, and risk items, this contingency has been developed in consultation

with Turner and Townsend as cost managers and baselined upon their market expertise.

- Risks are managed and monitored by as part of the Town Deal and Project Boards with appropriate reporting mechanisms and thresholds in place.

10. Select Committee Comments

I&D select committee was postponed due to a period of National Mourning. The meeting is rescheduled to take place on 26 September 2022. Therefore, any related Select committee comments will be verbally updated.

11. Recommendations

1. To note the continued progress to bring both of these projects to delivery, as set out in this report
2. Approve the business case for the “Multi-User Community Hub” in King’s Lynn, as included at Annexe 2.

12. Background Papers

Annexe 1	King’s Lynn MUCH RIBA 1 report
Annexe 2	King’s Lynn MUCH Business case
Annexe 2i:	Independent assessment of MUCH business case – Dayton Bell
Annexe 2ii	King’s Lynn MUCH business case appendices
Annexe 2iii	King’s Lynn MUCH business case M&E plan
Annexe 3:	Great Yarmouth Library, Learning and University Centre RIBA 3 Ground Floor floorplan
Annexe 4	EqlA Great Yarmouth LLUC
Annexe 4.i:	EqlA King’s Lynn MUCH

Link to [Cabinet agenda and papers 31 Jan 2022 \(contribution to projects, set out in capital programme\)](#)

Link to [Cabinet Agenda and papers 08 Aug 2022 \(additional £3m contribution to King’s Lynn MUCH set out in capital programme\)](#)

Link to [King's Lynn RIBA 1 KLWN R&D panel briefing video](#) [public access]

Officer Contact

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

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Telephone no.: 01603 306146

Email: natasha.hayes@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.



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1.2	Project Vision	4.2	Proposed Layouts
1.3	Project Objectives	4.3	Proposed Ground Floor
1.4	Sustainability Objectives	4.4	Public Realm
1.5	Spatial Requirements	4.5	Proposed First Floor
02	The Site	4.6	Proposed Second Floor
2.1	Site Location	4.7	Proposed Roof Level
2.2	Historical Context	4.8	Area Schedule
2.3	Local Context	4.9	External Appearance
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03	Options Studies		
3.1	Massing Studies		
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3.4	Option B Design Development		
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1.1 EXECUTIVE SUMMARY

Executive Summary

This report sets out the work undertaken by Hudson Architects and the Design Team (Elliot Wood, Hoare Lea, Better Deliver and Turner & Townsend) during RIBA Stage 1 ‘Preparation & Briefing’ for the proposed King's Lynn Multi-use Community Hub. Summaries outlining other disciplines work is included within the body of the document, and full reports can be found in the accompanying appendices.

The key objective of RIBA Stage 1 is to set out the project objectives and aspirations, space requirements and design principles for the concept design.

The report includes feasibility studies to test the viability of the project, and outlines guiding principles to ensure the successful development of concept designs during RIBA Stage 2 that realise Norfolk County Councils ambitions and sustainability aspirations.

The User Requirements Brief has been developed through consultation with the Client and Stakeholders and is included as an appendix to this document. The emerging layouts and organisational strategies will be refined through further consultation during RIBA Stages 2 and 3 .

Design Team

Lead Designer	Hudson Architects
Structural Engineer	Elliott Wood
Mechanical & Electrical Engineer	Hoare Lea
MMC Consultant	Better Delivery
Cost Consultant	Turner & Townsend

Project Stakeholders

Client	Norfolk County Council
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Historical Photograph of the site prior to construction of the existing building

Sustainability Vision

Tackling climate change has never been more important, the effects of which are hard to miss and evident all across the Globe. The amount of heat trapping carbon dioxide in our atmosphere has increased by as much as 50% than in pre-industrial times and a momentous effort will need to be made to slow this down and give nature some prospect at recovery

We might always, in one way or another, need to maintain and upgrade our current infrastructure, so we must look to embed sustainability and the plight of the environment in everything that we do.

Norfolk County Council as a tier one authority and a major client of the built sector is committed to making a difference and to put the conversation around sustainability and whole life carbon emissions, at the heart of all its projects. Our brief to the design team who produced this report was twofold: firstly, to limit the embodied carbon by retaining and using elements of the existing concrete frame, supplemented by MCC and secondly to reduce the demand for daily energy and water consumption through application of sustainable materials and interventions such as a blue roof and PV panels.

Those who work in the built sector recognises that a linear production and consumption model is no longer viable, but that through a circular economy products and materials can be kept in the value chain for longer periods, we will therefore engage with a contractor and their supply chain at RIBA stage 2 so that we may consider how waste creation across the project life cycle can be minimised.

This report will demonstrate how NCC can achieve a very ambitious LETI 2030 'A' design rating which will ensure that this new asset will contribute to the environment in a sustainable and positive manner, encompassing all three pillars of sustainability and in the words of Brundtland ensure that our operations and future development 'meet the needs of the present (communities) without compromising the ability of future generations to meet their needs'

Jeannine de Sousa
Head of Construction and FM

MUCH Vision

King's Lynn residents have less access to opportunities than they should: Wages are below regional and national levels, and firms struggle to recruit to certain roles, with the availability of skills cited as one of the main reasons. Too many young people don't get the opportunities they deserve, GCSE attainment is low and significantly fewer than average school leavers stay on in post 16 education.

Alongside skills shortages and limits on aspiration, residents are more likely to be impacted by social and financial vulnerabilities compared with surrounding areas, including digital exclusion, poor health outcomes and debt. Covid-19 has made this difficult situation worse, with JSA claimants rising faster than elsewhere and declining footfall in the town centre.

The "Multi-User Community Hub" (MUCH) project aims to significantly improve the prospects of King's Lynn residents with a flagship community and learning offer. A derelict retail unit will be transformed into a Community Hub, featuring a relocated and enhanced Library, a permanent and expanded Adult Learning offer, and a home for a variety of partners to provide a community-based offer that supports a thriving and aspirational Town, whilst simultaneously revitalising the high street.

The project will provide residents with a single destination for learning, employment support, careers and skills advice, information and signposting, community and voluntary resources; to get online, to pursue hobbies, and to meet with others all in one space. These activities will be complimented by exhibition spaces, a café and flexible spaces that can incorporate a multitude of uses from art classes to health screenings. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces to provide a rich and diverse community offer.

The combination of facilities, programming and partnerships will create a 'no wrong door' approach - essential in supporting the community in response to Covid-19. The range of services will provide a core environment of well-being, skills development, learning and information offering the community a clear pathway to a better life.

Harriet Birchall
NCC Programme Lead – Town Deal

1.2 PROJECT VISION

Project Vision

Norfolk County Council have developed a vision for the new Multi-User Community Hub at King's Lynn. The MUCH should be a place where residents can access a range of public services they value, alongside information and advice they trust, with library and learning at the heart. A welcoming, safe space where a range of partners offer support and people can connect, learn, be inspired and find the resources they need to thrive.

The project aims to:

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work
- Support smaller community groups and partners to have a local presence
- Encourage a sense of identity and pride in a local place
- Transform the landscape of the town centre with an aspirational building and associated public realm
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport
- Drive skills progression for the workforce - encouraging lifelong professional development, up-skilling and re-skilling
- Equip young people for success by unlocking the abilities, confidence and potential of young people
- To limit embodied carbon by retaining and using elements of the existing concrete frame partnered with modern methods of construction and sustainable material choices
- To minimise operational carbon, reducing the demand for daily energy and water consumption through sustainable interventions

Project Principals

The following principals have been developed during RIBA Stage 1 to guide the project through subsequent stages of development.



Sustainable Design

Use sustainable design-led thinking and strategies that focus on using less...less materials, less carbon, less energy, less natural resources. Exploring re-use of existing structures, minimising environmental impact and operational costs and aligning with Norfolk County Councils goal to be Net Zero by 2030.



Community Value

Provide inspiring spaces and amenities for individuals, communities and businesses developed through local grass-roots engagement and listening. Encourage connection, innovation and skills growth, and create a home for the local community of King's Lynn.



Transformational

Create a cultural anchor and encourage a sense of identity and pride through an aspirational building and public realm, transforming the landscape of the town centre.



Financial Value

Optimise cost, value, viability, and delivery, through intelligent and innovative design solutions, modern methods of construction and procurement, meeting Norfolk County Councils budget and financial requirements.



Map of King's Lynn

1.3 PROJECT OBJECTIVES

Project Brief

The project brief has been updated and developed from the original King's Lynn Community Hub Development Report prepared by Hudson Architects in April 2020. Additional information and consultation has been gathered during RIBA Stage 1 to form the revised brief for the Multi-User Community Hub. The MUCH will be home to King's Lynn Library, Adult Learning services and Community Hub.

The main brief requirements and assumptions at this stage are listed in the following pages and detailed within the Design Brief document appended to this report. This document should be updated as the project develops in subsequent stages through consultation with Stakeholders.

MUCH Multi-Use Community Hub

The Library

The library will act as the anchor for the development of the project where public and voluntary sector partners are brought together under one roof. Libraries are trusted, welcoming spaces where people can improve skills, develop literacy, access information and try something new. They are place where inequalities in society can be tackled. Libraries contribute to employment and business support, supporting children and families, supporting vulnerable people, promoting healthy lifestyles and offer access to cultural activities. Libraries are fundamental place builders.

In any new multi function hub, the library needs a dedicated physical space, with access to multifunction rooms and spaces. All spaces need to be disability and age friendly, offering appropriate facilities for people with disabilities.

Community Learning

The MUCH will provide a suite of spaces to support community learning through Norfolk County Council Adult Learning. The Learning Hub will provide access to a range of activities and class sizes as identified through Norfolk County Councils internal stakeholder engagement.

Community Hub

In addition to learning spaces, the MUCH will provide open workspace and bookable meeting rooms to support the local community, business innovation and self-directed study. A suite of accessible and flexible spaces should support the wider community and complement the services provided by the Library and Adult Learning Spaces.

Accessibility

The MUCH should be fully accessible and remove as many barriers to engagement as possible. All facilities should be The building should be safe, with welcoming and accessible physical and virtual environments freely open to all encouraging participation, creativity and mutual learning and support.

The location of the most frequently used services and users needs should be well thought through and consideration should be made to parents and families with buggies. The MUCH should include a changing places facility, which should be accessible to the public at all times.



Diagram from Gov.uk - Libraries are for everyone, throughout their lives

Operations & Maintenance

The operating costs of the MUCH should be minimised through the use of sustainable interventions such as PVs, high performing building fabric, and carefully considered servicing strategies. Energy efficient systems should be used for lighting (LED) and water usage (grey water systems)

The library spaces should be located within two floors of the new building to work within existing staffing and supervision levels. Facilities to support cleaning and maintenance should be located on every floor.

Security

The library will operate as an "Open Library" with hours from 8am to 7pm Monday to Friday, 9am to 5pm Saturday and 10am to 4pm Sunday. The Community Wrokspace and Learning hours are to be defined, but likely to operate at different times. The building layouts should allow the Open Library and Community Hub spaces to operate independently when necessary.

Customers should feel safe in the building which can operate with minimal staffing levels. The Children's library should be located within a secure barrier or area of the building.

Look & Feel

The new MUCH should be an aspirational building. It should be inviting, welcoming, have a strong sense of arrival and be connected to its surroundings. The building should maximise natural light and visual connections between spaces.

Flexibility & Adaptability

The spaces should be adaptable, flexible and future proofed. The building should support future population growth and increased use. The environmental controls and building fabric should support our changing climate.

Placemaking

Public Plaza

The project should create a new public destination and anchor within the town centre. Transforming the spaces to the front of the site, improving connections and visibility of the Majestic Cinema and creating a new welcoming, connected public plaza as a forecourt to the new MUCH.

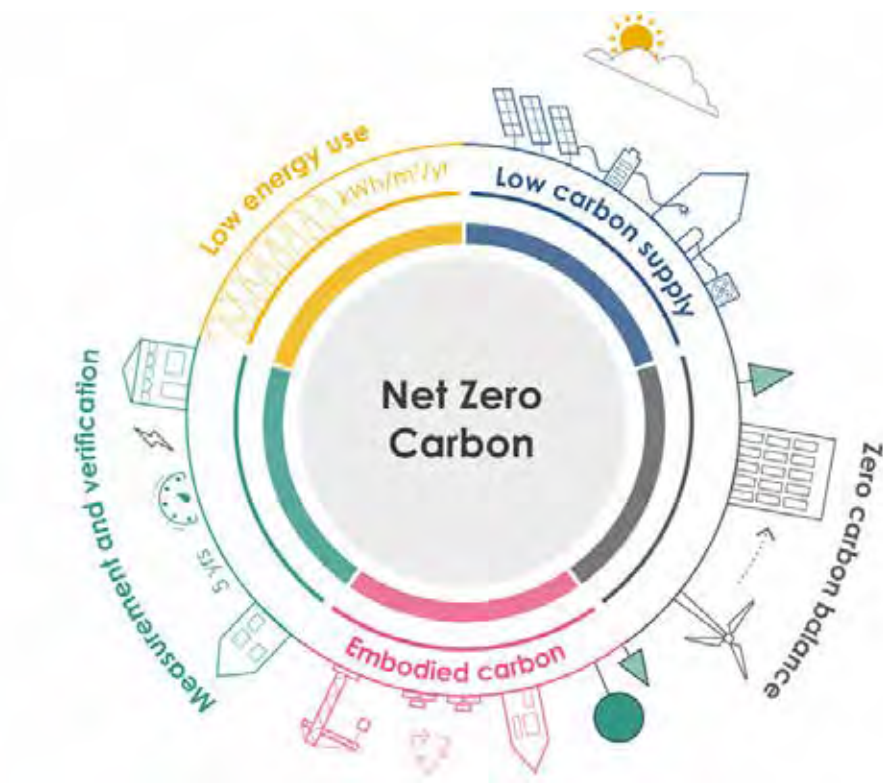
1.4 SUSTAINABILITY OBJECTIVES

Sustainability Aspirations

The client’s brief is for a highly sustainable building which provides an exemplar for the de-carbonisation of their county-wide portfolio. Ambitious targets have been set for carbon and other sustainable goals. By opting to re-use the existing structural frame, the project has already made significant steps towards a sustainable future which should be pushed further in subsequent RIBA Stages.

BREEAM

The contractor is to register the project with BREEAM, under BREEAM UK Refurbishment (Non-domestic), and will achieve a certified ‘Excellent’ rating. Elliot Wood’s Pre-Assessment is included as an appendix and indicates how this rating might be achieved. Additioanl appointments and modelling will be required



Embodied Carbon

Minimising embodied carbon is essential if net zero targets are to be met. This includes the carbon associated with the production, transport, construction, maintenance / replacement and disposal of all materials through the lifespan of the building (nominally 60 years).

The Stage 1 feasibility studies explore and validate the retention and reuse of existing structural frame. This has significantly reduced the embodied carbon when compared with demolition and new build. All materials should be reviewed with a view to reducing embodied carbon wherever possible.

The embodied carbon of modules A1-A5 (Upfront Carbon / Cradle to Gate) shall be calculated at the design stage, in accordance with the RICS methodology, and will target a carbon factor of no more than 250KgCO2e/m2. This includes all elements of the build including structure, architecture and M&E. Elliot Wood’s Stage 1 Carbon Analysis suggest this target is achievable. The upper limit which could be accepted is 300KgCO2e/m2 (LETI band A).

In line with best practice, the embodied carbon of all modules A1–C4 (Whole Life / Cradle to Grave) should also be reported. The embodied carbon is to be monitored and as-constructed results reported at practical completion.

	ASPRIATIONAL TARGET	NON-NEGOTIABLE TARGET
Embodied Carbon	250KgCo2e/m2	300KgCo2e/m2
Operational Energy	70kWh/m2	85kWh/m2
Airtightness		<1 (m3/h. m2@50Pa)
Thermal Performance	Walls - 0.12 W/(m2·K) Roof - 0.14 W/(m2·K)	Building Regulation Requirement

Operational Energy

The client aspires to have a low energy building with all operational uses minimised. The total operational energy (EUI - Energy Use Intensity) of the building shall be calculated using a combination of the TM54, and dedicated thermal/energy model and the results from the SBEM calculations and will target an energy use below 70kWh/m2/year. The upper limit which could be accepted is 85kWh/m2/year.

Key to achieving a low operational energy use is the minimisation of heat loss. This is to be achieved via a ‘fabric-first’ approach, including passive design measures (eg optimising solar gains) and fabric performance (eg high levels of insulation). The contractor should consider targeting a space heating demand of 15kWh/m2/year.

It is anticipated that higher than current Building Regulation fabric elements will be required such as improving the wall U value to 0.12 W/(m2·K) or better, for the roof improving the value to around 0.14 W/(m2·K).

Where mechanical systems are being employed the use of efficient equipment such air source heat pumps for heating/cooling and hot water generation, heat recovery ventilation equipment such as the MVHR units, efficient lighting design and the installation of energy efficient FFE devices and equipment. Low temperature under-floor heating is to be used throughout the public areas.

The main library areas shall be ventilated via an automatic natural ventilation system, utilising actuated windows, indoor sensors and the stack effect created by the open atria and high-level actuated louvres, including the use of over-night purging routines. Other enclosed areas, such as adult learning, will be ventilated by mechanical ventilation with heat recovery (MVHR).

Demolition & Strip out

Existing buildings contain huge amounts of material, all of which have embodied carbon. The contractor shall seek to reuse existing building components wherever possible. Those that cannot practically be re-used must be properly recycled. A pre-demolition waste audit shall be carried out within Stage 2 - at least 95% of demolition waste (by weight) should be diverted from landfill.

Most of the existing structure is to be retained but significant parts of the concrete frame are to be demolished, including the roof, tower, south-east corner and the creation of internal voids. The design has limited use for crushed concrete (infill of the existing lift pit and possibly public realm build-up). Crushed concrete which cannot be used on site is to be re-used as aggregate and all steel rebar is to be recycled.

Design for Disassembly

The building shall be designed in accordance with circular economy principles and designed for disassembly wherever possible to allow materials to be removed and reused at the end of life. Use of adhesives, nails and expanding foam is to be minimised and reversible mechanical fixings (such as screws) used instead.

On Site Energy Generation

The design will maximise the use of photovoltaic panels on the roof, allowing for MEP plant and building elements such as rooflights, lifts and stairs. This is essential to achieve the client’s long term objective of a net zero estate. BREEAM requires a Low / Zero carbon Feasibility Study which will provide guidance on the most suitable renewable technologies.

Airtightness

An air-tight building is essential to achieving a low energy building and ensuring the efficient operation of MVHR. The building is to be pressure tested prior to practical completion and meet an air permeability target of <1 (m3/h. m2@50Pa).

Water Use & Sustainable Drainage

Norfolk is one of the driest areas of the UK and potable water should be treated as a precious resource. Low-flow / dry sanitaryware and appliances are to be considered wherever possible. Rainwater harvesting should also be seriously considered for flushing toilets as this would reduce the reliance on the wholesome water supply for most of the year and reduce the storage capacity by around 20 l/person/day. However, the available water storage would need to cover the ‘drier’ period and would be sized to cope with the flushing requirements.

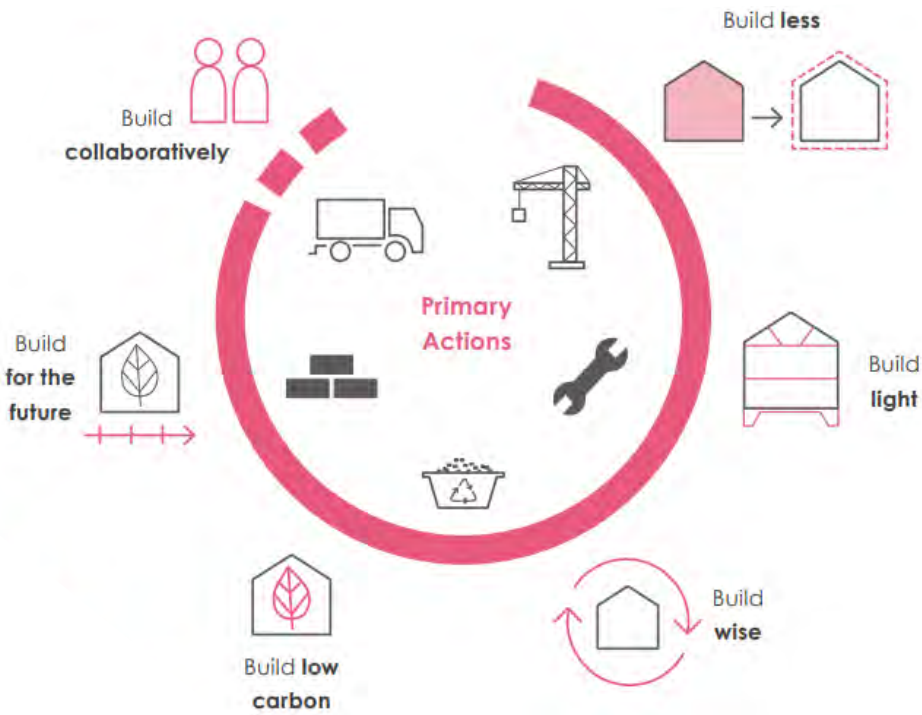
Water usage is to be calculated based upon a potential population use profile with the aim to target the 2030 RIBA water consumption target of 10 litres/person/day of wholesome water usage.

Whilst there is not believed to be a local authority requirement for storm water attenuation, consideration should be given to the option of having a blue roof, or preferable a blue-green roof which would both attenuate rainwater and enhance biodiversity. These benefits should not reduce the prioritisation of photovoltaics but may be used in combination.

Daylight & Glazing

The benefits of natural daylight over artificial lighting are widely known. Daylight should be maximised within all habitable spaces, although the design must carefully balance the benefits of daylighting with the downsides of excessive glazing (carbon content, heat loss, overheating etc). Internal daylight modelling shall be used to calculate an average daylight factor in accordance with the BREEAM requirements.

In achieving the balance of overheating and daylight it is anticipated that the glazing G-values and/or shading devices will have to be utilised while balancing the light transmission ability ensuring that the extent artificial lighting is rarely needed in day time use. To reduce the energy losses/gains the glazing U values would need to play its part in the overall heat gain and losses and therefore techniques such as gas filled glazing, triple glazing and glazing sizes should be considered.



Biodiversity

An ecologist shall be appointed in Stage 2 to advise on protection and enhancement of site ecology. Consideration shall be given to the benefits of ecology enhancements such as a green roof and bat and bird boxes.

The existing street trees are to be retained and protected during construction.

Overheating

Overheating will be assessed using CIBSE TM52 Thermal Comfort Analysis, as required under Part O of the building regulations to assess the risk of overheating. The building shall not exceed the RIBA target of a 25-280C maximum for 1% of occupied hours.

1.5 SPATIAL REQUIREMENTS

The spatial requirements for the MUCH were developed and tested with stakeholders during RIBA Stage 1, and build on previous consultation carried out as part of the King's Lynn Community Hub Development Report.

Welcome area

A warm, welcoming arrival space - the shop front of the Community Hub

- Arrival and main entrance to building with good visibility and connections to the open library and adult learning areas
- Opportunity to use arrival space as an exhibition and display space to showcase collections within.
- Well considered and visible digital signage and wayfinding within arrival space and throughout building
- Space for storage of buggies and prams, allowing users to leave large items at ground floor with local storage throughout open library
- Open, welcoming, typically unstaffed with no requirement for a security or reception desk
- Information points and hubs, allowing flexible meet & greet arrangement

Open Library

A welcoming, fully accessible and inclusive library

- Open library floors with flexible, shared space for open collections, readers and activiy spaces.
- A library over two floors, allowing passive supervision of spaces within existing staffing numbers
- Flexible, movable shelving to allow transformation and multi-use of spaces.
- Spaces for self-issue machines close to collections
- Readers spaces to browse, work or study, with comfortable reading spaces, study carrels, shared desks and open access computers.
- Space for local history heritage collections, stored in protected cases with opportunity to display and exhibit in entrance area.
- A Young persons library with collection and readers space
- A dedicated Children's library with collections, readers, activity space and somewhere to store buggies.

- Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use
- A Business IP hub providing dedicated space for business advice and book access, with space for 1 to 1 meetings, advice desk, collections, and information and display.

Rare Reference

- Safe storage of significant rare reference material
- Storage solutions to support range of materials, shelving, roller racks and plan chests.

Staff Spaces

Staff spaces to support open library, catering and FM staff.

- A staff office providing a flexible, private space for small meetings or quiet working
- A staff workroom to process and sort collections
- A private staff room with kitchenette, soft seating and tables for breaks and quiet working. Places to securely store personal belongings.
- Touchdown spaces through open library floors to allow flexible working and support

Community Learning

A suite of flexible, multi-use spaces to support a variety of activities and class sizes through the Adult / community Learning programme.

- Spaces to support range of activities from art classes, core skills, yoga classes, family learning, cooking to bike workshops .
- A fully accessible and inclusive learning environment to support all users needs.
- Adaptable spaces to support future change in use and size of classes.
- Support spaces, quiet rooms for 1 to 1 conversations with staff and students.
- Breakout spaces with tea making facilities.
- Spaces to store materials and equipment.
- A training kitchen providing opportunity for social enterprise and adult learning.

Community Workspace Hub

Workspaces and meeting rooms to support local community, business innovation and self-directed study

- open workspace with shared desks and informal meeting space to support local business users, for 20no users.
- bookable community meeting rooms for 6 to 8 users

Cafe

A welcoming cafe pop up, for building users and visitors with places to stop and eat and drink throughout library

- A small cafe counter as part of the community Hub, encouraging users to stay and use the hub throughout the day.
- Self-service hubs to every floor

Ancillary

Spaces to support King's Lynn's new Library and Community Hub

- WCs, accessible WCs,
- A changing places facility with 24/7 access
- Cleaners stores and general stores to support facilities and maintenance teams.
- Security and CCTV strategy to support open library
- General circulation stairs and lifts
- Delivery bay
- Waste storage with direct access to the street

Briefing Items to be Confirmed in RIBA 2

- *size and operation of cafe to be develoed*
- *size of the Rare Reference storage room and environmental conditioning requirements to be defined*
- *access to controlled reading rooms / associated spaces to be developed*
- *size and interaction of adult learning rooms to be developed further*

1.5 SPATIAL REQUIREMENTS

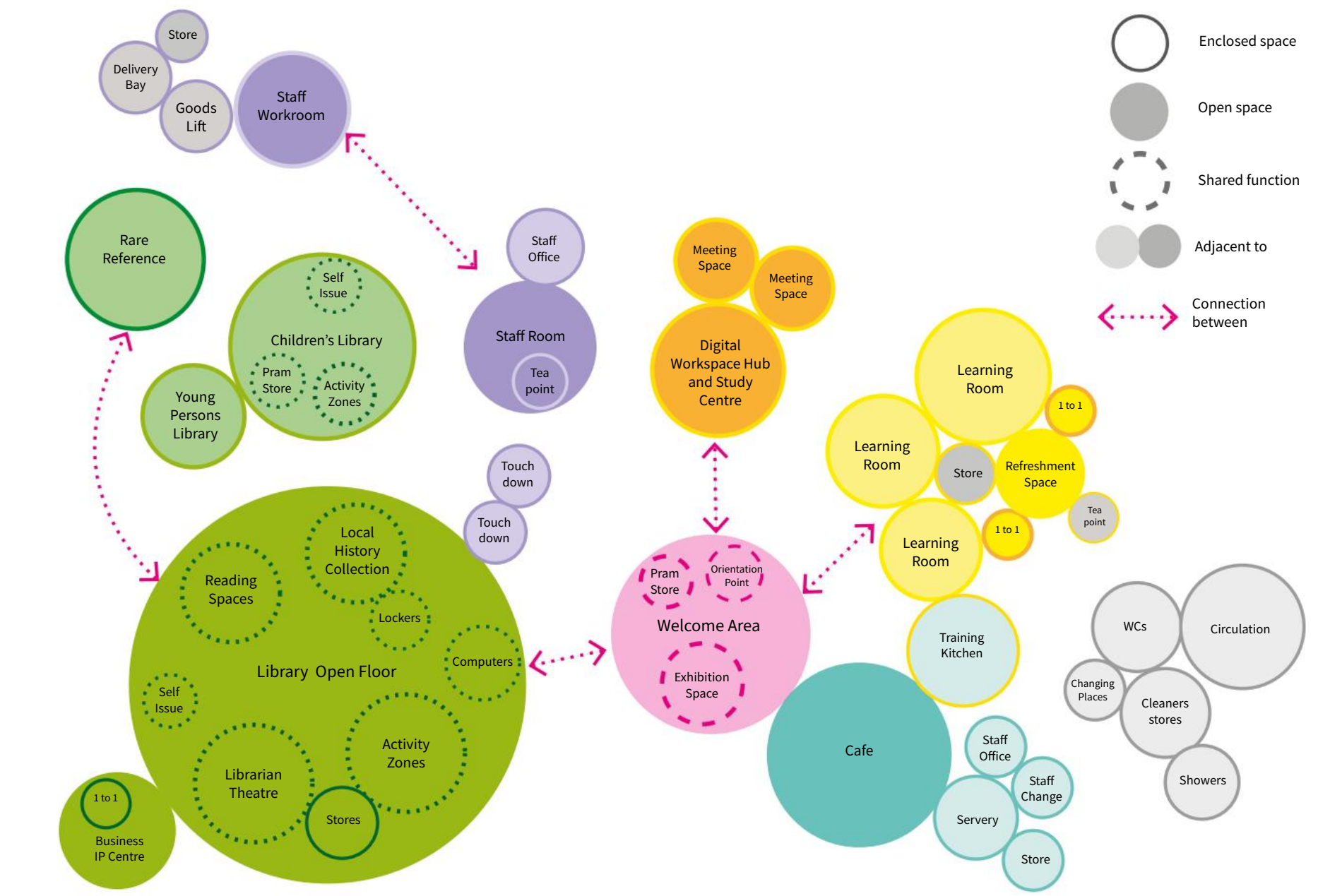
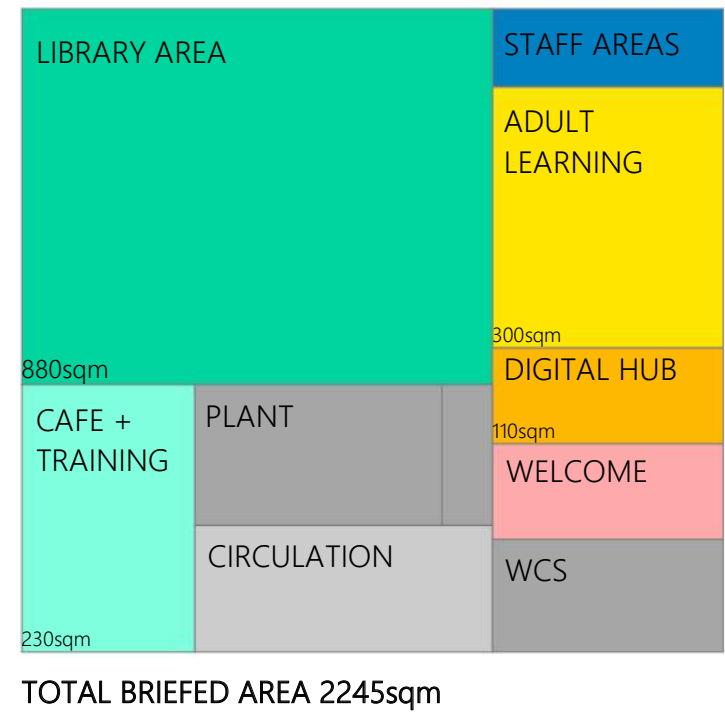
Area Requirements

The area requirements for the MUCH were developed and tested with stakeholders during RIBA Stage 1. The new MUCH should provide an area of 2,245sqm gross internal area, comprising of the following allowances. Detailed area schedules are included in appendix A.

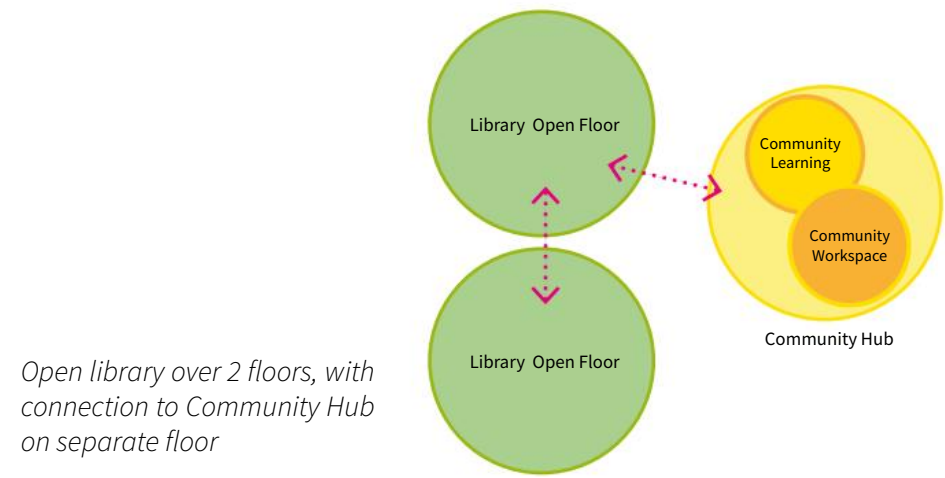
Key Adjacencies

The following key adjacencies were developed and agreed during RIBA 1

- Open library spaces should be co-located over 2 floors
- Adult Learning and Community Hubs spaces should be co-located
- The Children's library should be located on the ground floor and close to the main entrance
- The library should be located on the ground floor
- Staff workroom should be located close to the goods lift and delivery bay.

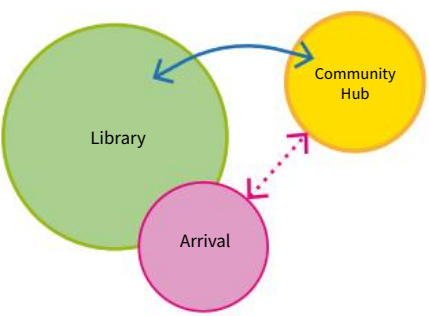


Adjacencies and connections diagram



Open library over 2 floors, with connection to Community Hub on separate floor

The library should be located on the ground floor, connected to the main entrance. The layout should allow the Open Library and Community Hub spaces to operate and be accessed independently when necessary.



02 THE SITE

- 2.1 Site Location
- 2.2 Historical Context
- 2.3 Local Context
- 2.4 Site Materiality
- 2.5 Existing Building
- 2.6 Site Opportunities

2.1 SITE LOCATION

Site Location

46 New Conduit Street is located in the market town of King's Lynn, in West Norfolk. King Lynn plays host to wealth of historical building and assets, however, as with many market towns, the retail footprint of the town sector is less vibrant than it once. The MUCH will provide a driver for change:

- Attract more people into the town centre as a cultural anchor
- Provide services that will benefit the local community
- Create a focal point which will be attractive to the local community and visitors and boost the local economy
- Transform and rejuvenate an under-utilised area of the town centre

The site is in a significant location within the town centre on the eastern edge of the central retail area where the old meets the new. It is strategically placed between the key transport hubs for the town - the railway and bus stations and multi storey car park.

Placing the hub in a prime location surrounded by retail outlets and with transport close by allows the MUCH to become a key social and education resource within the community. It gives all residents the ability to use the hub with minimum effort and allows news about the events and facilities to permeate through the town. With the new plaza, pedestrianised streets and high foot fall the hub is poised to become a keystone of King's Lynn.



- Support Services/Charity Organisations

- Transport Links

- Cultural Connections

- 1 Purfleet Trust
- 2 St Nicholas' Chapel
- 3 Norfolk & Waveney Mind
- 4 Solace End of Life Support
- 5 The Big C Support & Information Centre
- 6 West Norfolk Deaf Association
- 7 St John's Church
- 8 King's Lynn Samaritans
- 9 Victim Support Witness Service
- 10 King's Lynn Foodbank
- 11 Forward Day Centre
- 12 King's Lynn Shelter
- 1 King's Lynn Bus Station
- 2 King's Lynn Train Station
- 3 King's Lynn Multi Storey Car Park
- 1 True's Yard Fisherfolk Museum
- 2 Tuesday Market
- 3 Alive Corn Exchange
- 4 St George's Guildhall
- 5 Lynn Museum
- 6 Groundwork Gallery
- 7 Stories of Lynn
- 8 Grey Friars Artspace

2.2 HISTORICAL CONTEXT

Site History

Through studies of Historical records and photographs show that prior to the construction of the existing building, the site was occupied by Victorian terraced houses. A row of three storey houses faced towards Sedgford Lane with two storey houses facing north towards New Conduit Street.

The central area between these two blocks formed a garden area which linked to a parade of trees along the length of New Conduit Street. New Conduit Street has seen a dramatic transformation since the early 1900's. The road was realigned, and the parade of trees replaced with commercial units. Around 1970 the Victorian houses on the proposed site were demolished and replaced with the current commercial building.



Historical photograph showing Victorian Terrace housing



Map from 1938



Aerial photograph

2.3 LOCAL CONTEXT

Local Context

The existing building is surrounded by roads, many of which are pedestrianised. The site is bordered by the Vancouver Quarter, King's Lynn's central retail area to the north and west and the King's Lynn Conversation area to the south and east.

To the north, the pedestrianised Baxter's Plain is a rather undefined and has been compromised by the recent extension of the Vancouver Centre H&M building which encroaches onto the street. The pedestrianised street continues West along New Conduit Street which is home to commercial properties with little architectural significance.

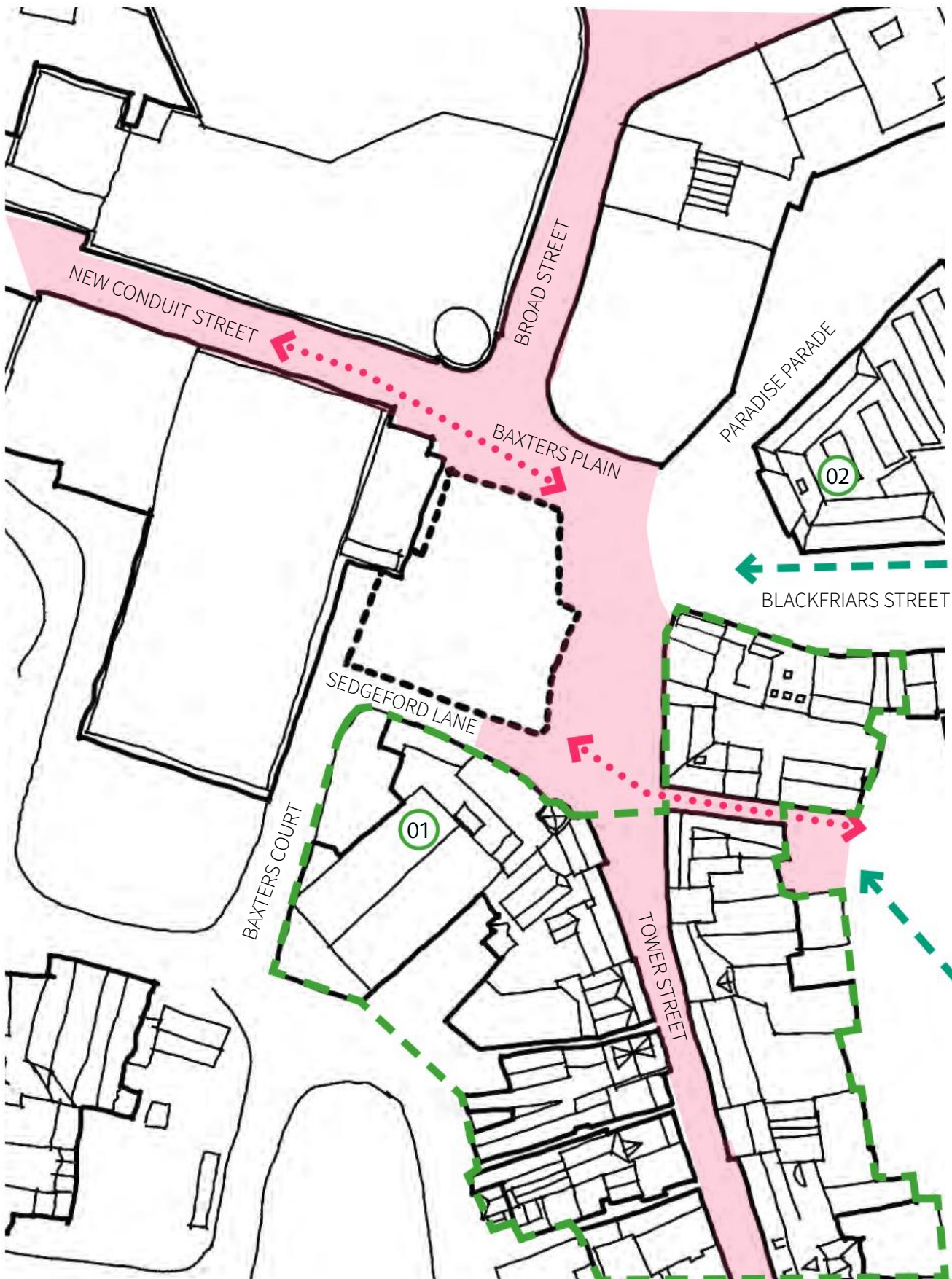
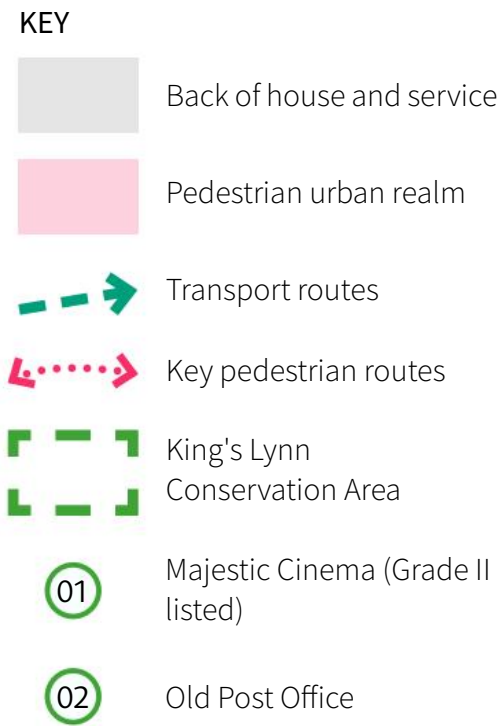
Tower Street to the south east of the site is an attractive street within the Conservation area and is a continuation of the pedestrianised shopping centre of King's Lynn. Sedgeford Lane to the south is part pedestrianised and part vehicular. To the east, the Old Post Office occupies a large island site on the end of Blackfriars street.

Conservation Area

While the site itself does not sit within a conservation area, it sits within a historically significant context. The King's Lynn Conversation area is located to the south of the site from the junction of Tower Street and Blackfriars Street. The conservation area includes the Majestic Cinema, a Grade II listed cinema built in 1927.



Aerial photograph



Site analysis sketch

2.3 LOCAL CONTEXT



Vancouver Centre at junction of Baxters Plain and New Conduit Street



View down Tower Street



Vancouver Centre along New Conduit Street



View towards the old Post Office from the existing Argos building



View down Tower Street from the existing Argos building

2.4 MATERIALITY

The material palette of King's Lynn is as eclectic as might be expected from a sea-port town with historical links to European trading.

The local brick is red, but there is a great deal of brown brick from the yards around Wisbech. The Flemish bond of many building frontages has a pronounced change of tone between the headers and stretchers, giving a 'speckled' appearance. Sometimes the headers are lighter than the stretchers, and sometimes the reverse, giving subtle interest and relief to the building facades. Opportunities to reference this 'speckled' effect could be explored, to bring some additional vitality and local relevance to the new MUCH.

Colourwashing of facades, or the application of stucco in the 18th and 19th Centuries is favoured in some of the more prestigious buildings.



Photograph of the Majestic Cinema



Photograph of King's Lynn Guildhall



Photograph of 'speckled' brickwork in King's Lynn

2.5 EXISTING BUILDING

The existing building is a four storey commercial building, most recently used as a retail unit with associated office space on ground and first floor. The second floor houses an out of use car park and the third floor was most recently used as a bar and night club.

The ground and first floor facade is set back from the building line over. The ground floor is a typically fronted commercial facade, with fully glazed windows inter-spaced with brick clad columns, while the first floor has more conventional glazed elements and solid brickwork.

The second floor car park is open to the elements on three sides, and the concrete superstructure is largely exposed. The third floor windows have been externally clad with fixed metal cladding to prevent light ingress into the nightclub within.

The existing roof is flat with a low parapet. There is a telecommunications antenna mounted on the roof. The height of the roof parapet is only surpassed by an assumed stair core on the eastern elevation by approximately 2.5m.

Existing Structural Frame

The existing primary structure is a reinforced concrete (RC) frame with concrete beams and clay pot floors and roof. Initial findings site investigations and the condition of the existing structure is described in more detail in Elliot Woods report.

As identified through the `previous studies, the existing building and structural frame presents an opportunity for reuse. Such reuse gives the opportunity to create an exemplar building that saves energy, lowers carbon emissions and gives a precedent for both the architectural community and other local authorities to look to.

Creating the conditions to keep the current building frame could be a difficult balancing act however, it is one worth perusing as there has never been a more pressing time to create good examples for low carbon strategies.



Photograph of the Argos building from Tower Street



Photograph of the Argos building from Baxters Plain



Existing ground floor



Existing first floor



Existing second floor

2.6 SITE OPPORTUNITIES

A New Public Space

We have identified an opportunity to redefine the edge of the existing building and create a new, public destination and plaza in front of the new Community Hub. Pulling back the building line will open up views towards, and connections to the Majestic Cinema building, showcasing this fantastic example of an almost unaltered Jacobean Baroque Style cinema complex.

Creating a new public space, nestled between the buildings will provide a welcome place to sit, dwell and rest within this busy shopping area. The new public, open space would be south facing, creating a warm and pleasant place to sit.

Exploring the use of planting and vegetation will help temper the plaza, keeping the space cooler in summer, improving air quality and adding greenery to this significant junction. Built in seating and terracing would create a flexible, shared space that can be used by the public with minimal maintenance and upkeep.



Existing Site Plan



Opportunity to create new public plaza



Historical Photograph of the Majestic Cinema prior to construction of the existing Argos building



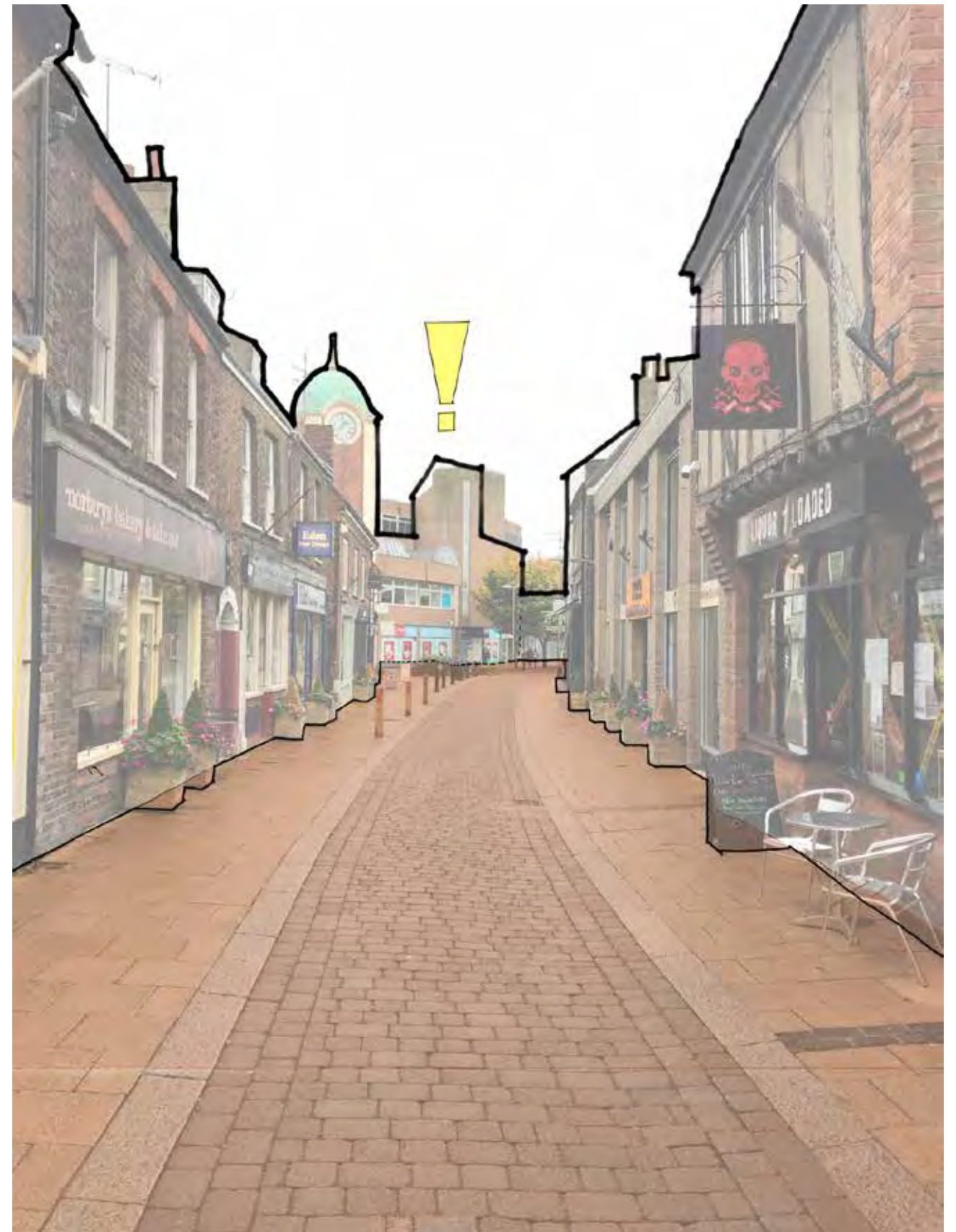
2.6 SITE OPPORTUNITIES

A Distinct Building

The existing tower of the Argos building creates a significant focal point at the end of the long views down Tower Street and Blackfriars Street. The tower sits comfortably against the clock tower of the Majestic Cinema and the towers throughout King's Lynn.

While the architectural language of the existing building has not aged well and has little architectural merit, the use of the tower is a successful beacon and signifier for this important site.

Creating a contemporary tower as part of the redevelopment of the site will continue to draw the public towards this junction and highlight the civic importance of the new Community Hub.



03 OPTIONS STUDIES

- 3.1 Massing Studies
- 3.2 Structural Studies
- 3.3 Structural Appraisal
- 3.4 Option B Design Development
- 3.5 Modern Methods of Construction
- 3.6 Facade Studies

3.1 MASSING STUDIES

Overview

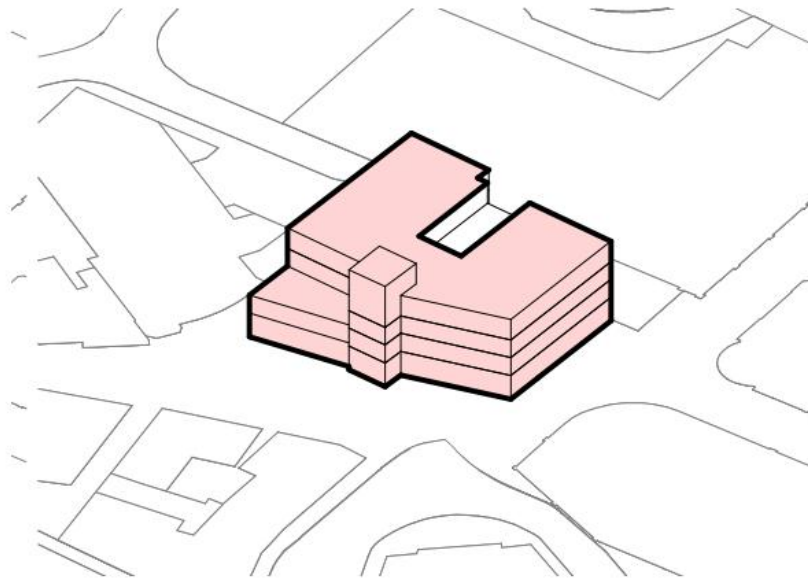
During the initial stage of RIBA 1 we developed massing studies to explore the form and scale of the proposed development to meet the following key briefing requirements:

Area	Provide a building of 2,245sqm gross internal area.
Scale	Provide a building with the library over 2 storeys to meet NNC management requirements
Public Plaza	Transform the public realm and create a new public plaza and anchor within the town centre.
Place making	Improve connections and visibility of the Majestic Cinema.

In addition, we considered the following:

Planning	The existing building is over-dominant on the site and sits above the surrounding two and three storey buildings. The scale and massing creates a heavy book end to the end of the street. Exploring lower massing and scale on the site will open opportunities to create a building congruent with its surroundings.
Sustainability	Developing a building on site that meets, but does not exceed the clients space requirements. A lower, smaller development with less facade, less material and less energy to heat and cool the building.

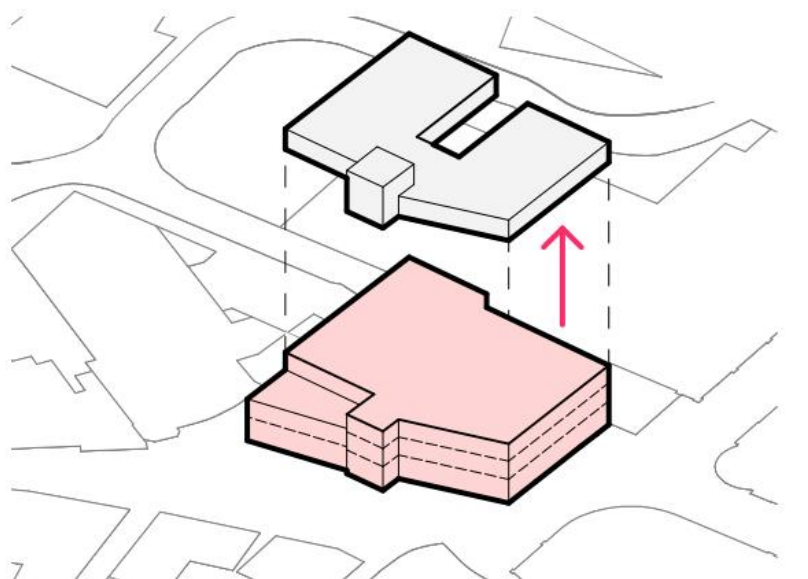
Each of the massing studies were evaluated against the briefing requirements and considerations listed above. The options on this page are included as a record of design development, with reasons for discounting each option noted.



Existing 4 Storey Massing & Footprint

Reasons for discounting option:

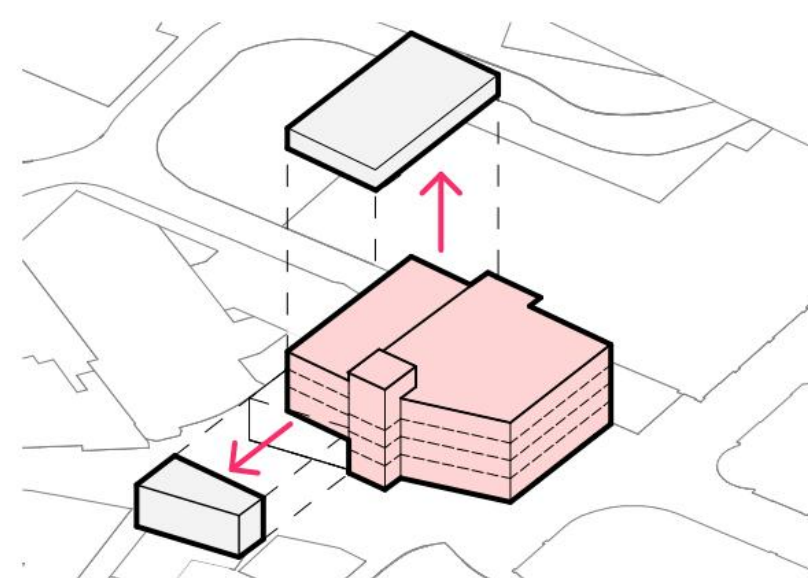
- overall area provided in excess of briefed area requirements
- number of storeys does not align with building management strategy
- missed opportunity to reshape the footprint of the building to improve views the Majestic Cinema
- missed opportunity to transform the public realm and create a new public plaza
- massing and scale over-dominant on site, missing opportunity to develop a more appropriate and congruent building form



3 Storey Massing & Existing Footprint

Reasons for discounting option:

- overall area provided in excess of briefed area requirements
- missed opportunity to reshape the footprint of the building to improve views the Majestic Cinema
- missed opportunity to transform the public realm and create a new public plaza and improved connections to the MUCH



3 and 4 Storey Massing with Cutback

Opportunities

- pushing the building line back creates views and connections to the Majestic Cinema.

Reasons for discounting option:

- overall area provided in excess of briefed area requirements
- number of storeys does not align with building management strategy
- the existing tower limits views from the corner of Baxter's Paving towards Tower Street and the Majestic Cinema

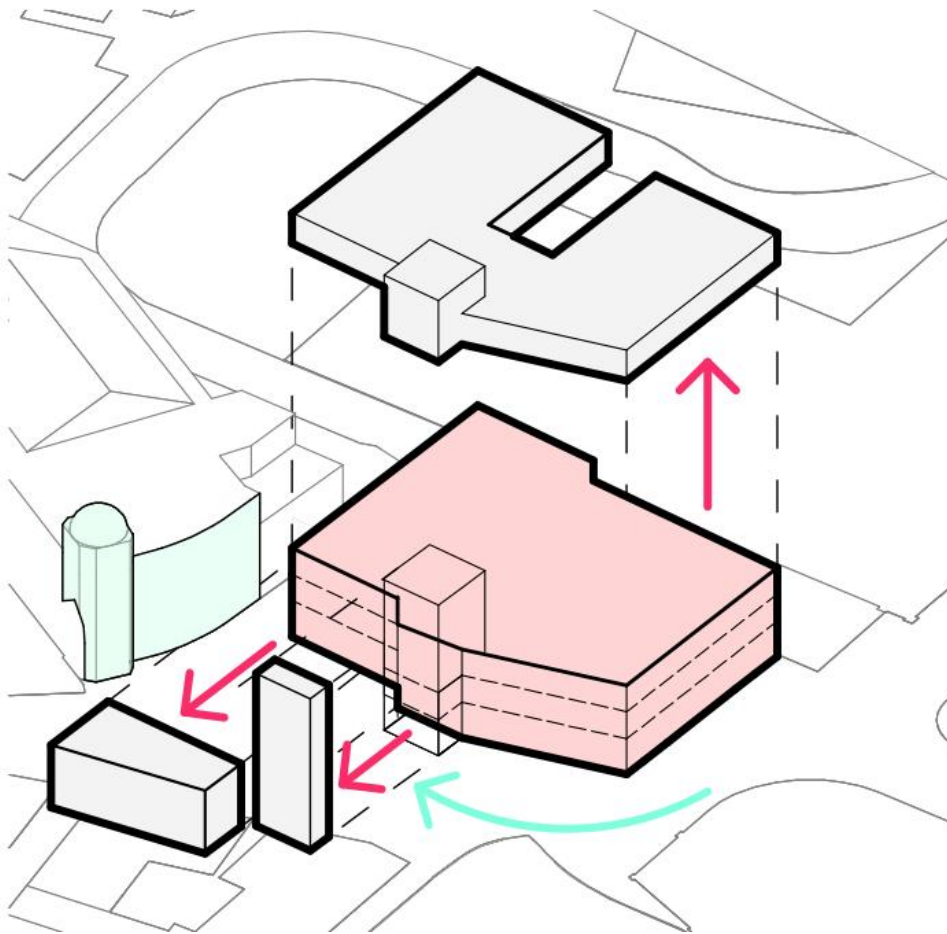
3.1 MASSING STUDIES

Preferred Option

In this study we further explored the 3 storey massing option, setting back the building line to the south east to create a public square and connection with the Majestic Cinema. We also explored the form of the tower, pushing the projection back to the building line, improving views and connections between Baxter's Plain and Tower Street.

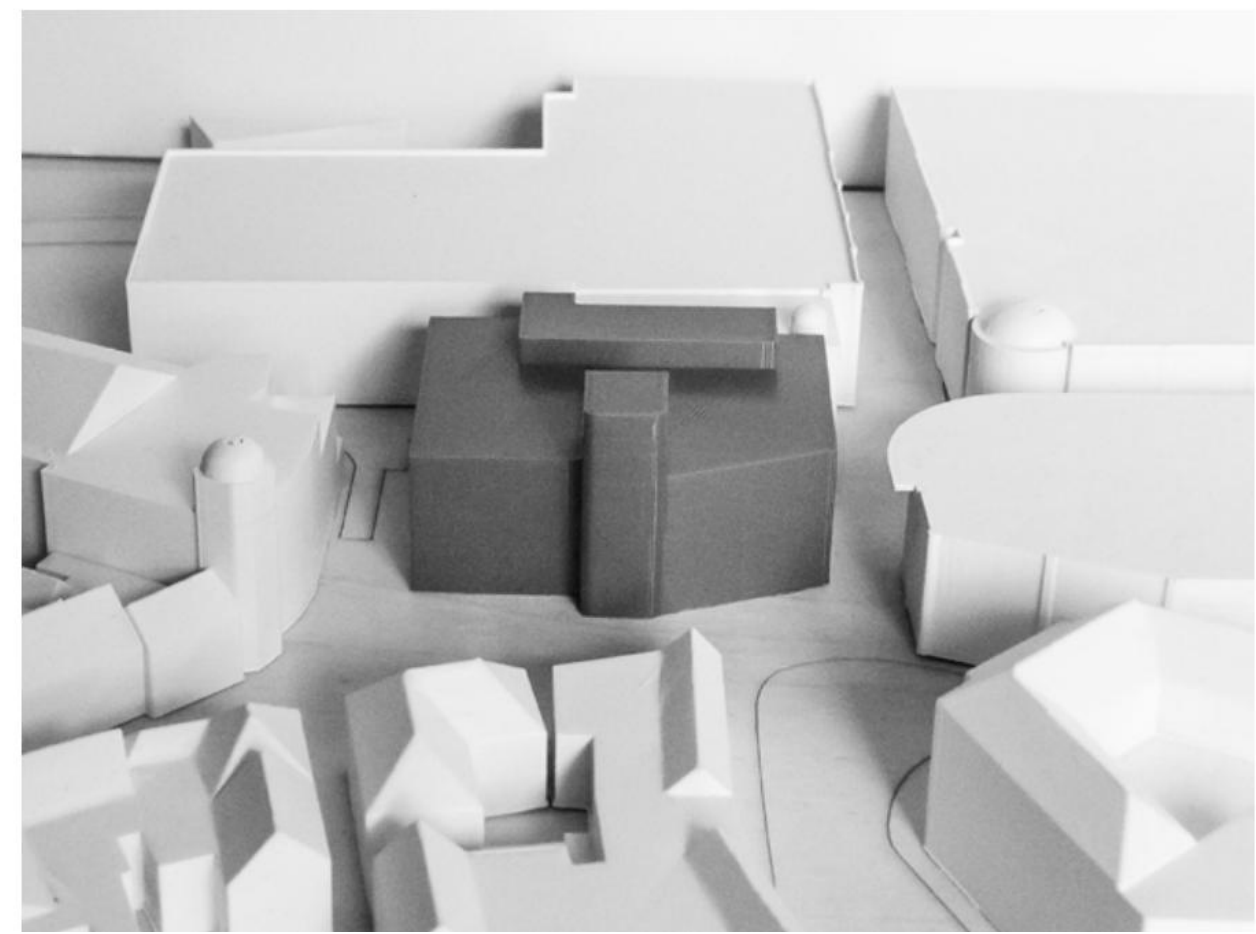
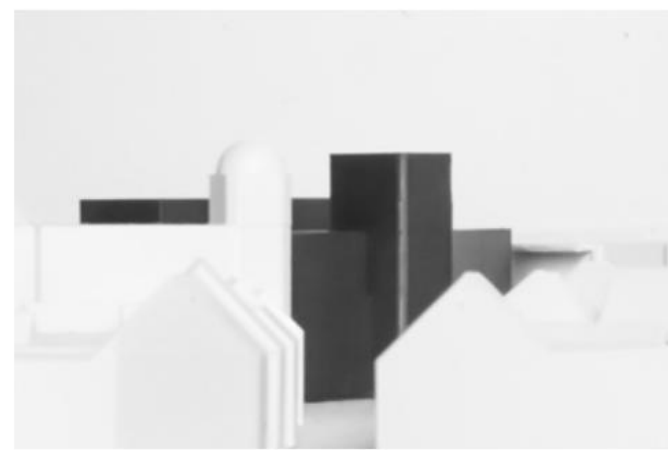
This option was reviewed with Stakeholders and developed as the preferred massing option, addressing the following key briefing requirements:

- Area** usable floor area meets briefing and budget requirements
- Scale** massing appropriate to context and scale of development in line with brief, allowing for a 3 storey MUCH
- Public Plaza** opportunity to create a new public plaza and focal point in front of the Majestic Cinema



The resolution of the massing should be explored further during RIBA 2. Opportunities to sculpt the massing and connections to the tower element should be explored.

Massing opportunities should be explored through pre-app meetings with the planners.



3.2 STRUCTURAL STUDIES

Structural Studies

Following the conclusion of the massing studies, the design team undertook a feasibility study to explore structural options for the re-use of the existing frame vs new build. The aim of this study was to meet the following requirements:

- Massing & Area** Provide a building on site over 3no stories meeting the briefing requirements for the MUCH
- Carbon** Carry out embodied carbon assessment of each structural option working towards NNC ambitions to achieve Net Zero
- Cost** Provide cost analysis for each option

The proposals allow for cutting and carving of the existing 4 storey massing to reshape the building to meet the architectural ambitions detailed in the section above. All options allow for the complete transformation of the external appearance of the building. The existing brickwork facade will be removed and replaced with a new, thermally improved, and more appropriate skin. New internal layouts and cores will be designed to suit the brief for the MUCH.

Structural Options

Throughout the preliminary design stages, a number of options have been considered by Elliott Wood, initially with a feasibility study in December 2021. As part of our subsequent Stage 1 work the Design Team undertook an assessment and review of the initial study.

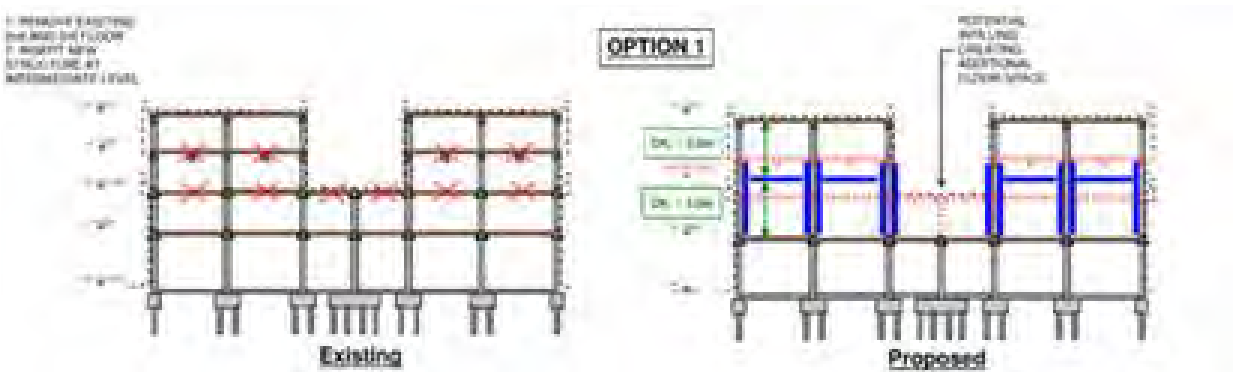
During RIBA 1, a further three options in collaboration with Hudson Architects, Hoare Lee M&E Engineers and Better Design were developed. For the purpose of this report, the following comparative studies we undertaken:

- Stage 0 Review of previous Feasibility Study undertaken by Elliot Wood in December 2021
- Option A Structural Refurbishment
- Option B Structural Remodelling
- Option C New Build

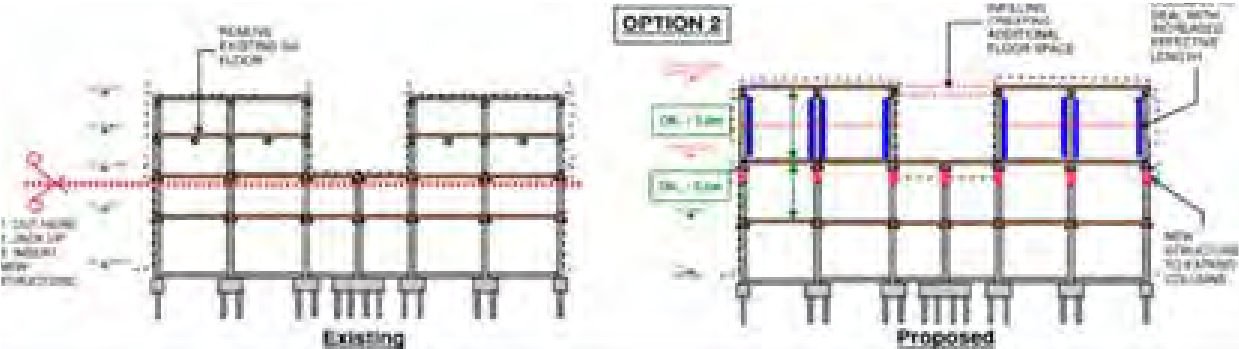
Stage 0 - Feasibility Study (December 2021)

During the initial Feasibility Study, and due to the low floor to ceiling heights at first, second & third floor levels, Elliott Wood were asked to explore the options for achieving 3.0m floor to ceiling height at three levels. Three options for achieving this were explored, all whilst retaining as much of the existing structure.

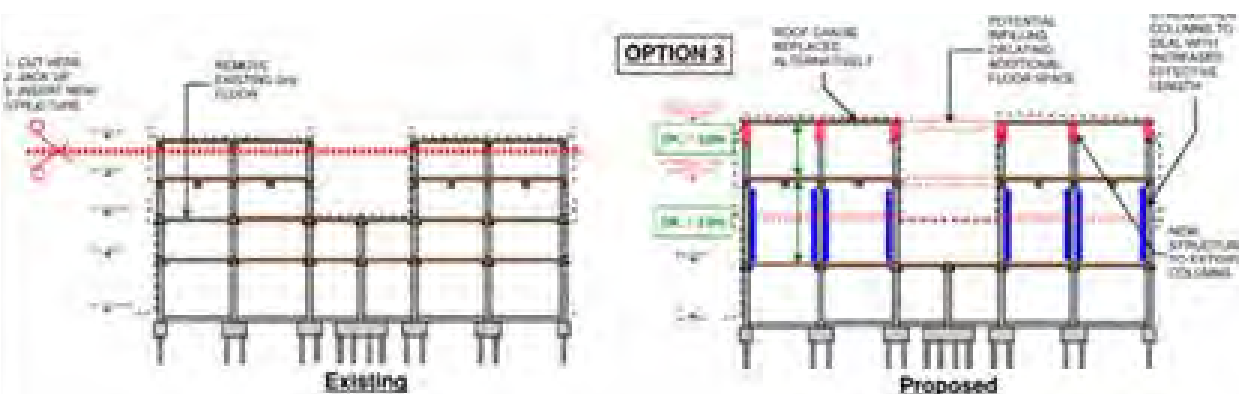
Option 1
Demolish second & third floors and install a new second floor at the desired level, whilst strengthening the existing columns



Option 2
Cut the building at underside of second floor and jack the structure up (including existing second floor) by extending the existing column heights. Third floor demolished.



Option 3
Cut the columns at underside of roof slab and extend the existing columns whilst jacking up the existing roof level. Second floor to be demolished to form a double height space.



3.2 STRUCTURAL STUDIES

Stage 0 Review

Whilst all three options were feasible structural alterations to the existing building to allow it to function for the proposed use, the construction works are intensive. These options were further considered by the Design Team during RIBA 1.

Slab Heights

As part of the Design Team's analysis of the existing building, the feasibility of working with the existing slab levels was reconsidered. A key requirement of the previous study was to increase the floor to ceiling heights to 3m. The existing floor to soffit heights range from 3m at ground floor to 2.7m at first floor and 2.6m at second floor, with reduced height to the underside of existing structural beams. While these heights are lower than a new build development would allow, they are not unworkable and have potential to create some interesting spaces and volumes.

Working with the Design Team, we explored opportunities to retain the existing slab heights. The following strategies were developed:

- Forming voids and rooflights within the deep footprint of the building to create a sense of volume and space, with connections to the sky and daylight
- Using voids and atrium spaces to explore natural ventilation options.
- Considering servicing strategy to minimise service zones within the floor and ceiling build up.
- Exposing the existing structure, giving access to thermal mass, and minimising new ceilings

The retention of the existing slabs has the following advantages:

- Reduces construction risks and unknowns by simplifying the alterations to the existing frame.
- Reduces construction cost through working with the existing slab levels

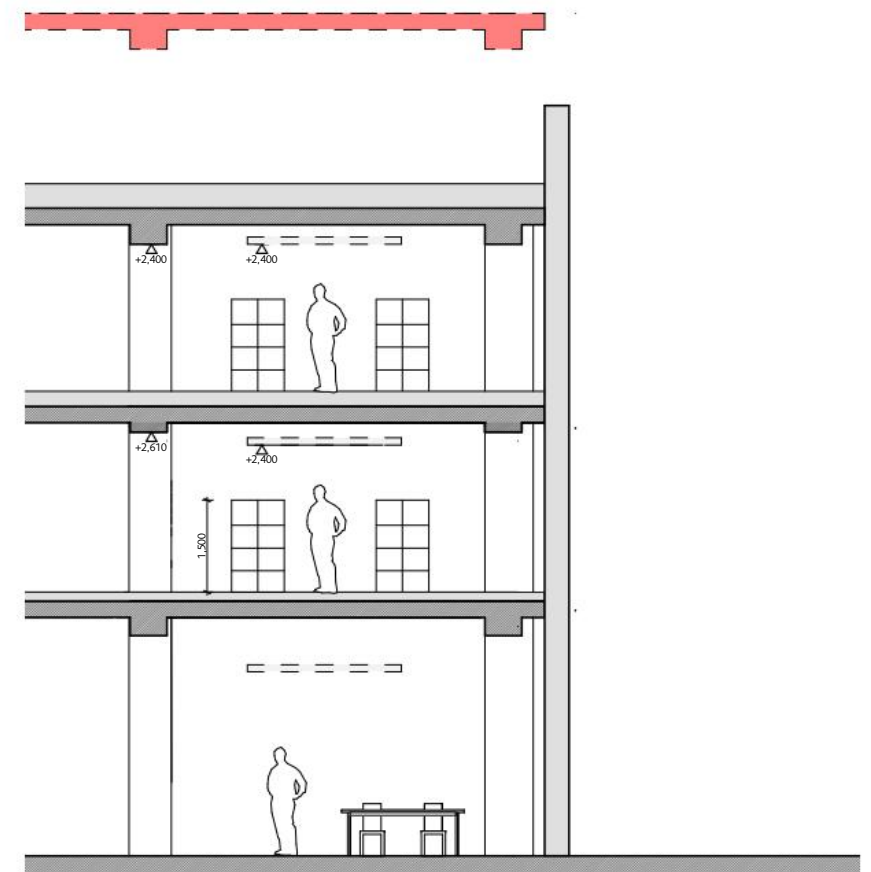
Massing & Scale

The feasibility studies explored alterations to the slabs within the massing of the existing building. Option 1 retains the existing roof level slab, while options 2 and 3 increased in height of the existing roof slab.

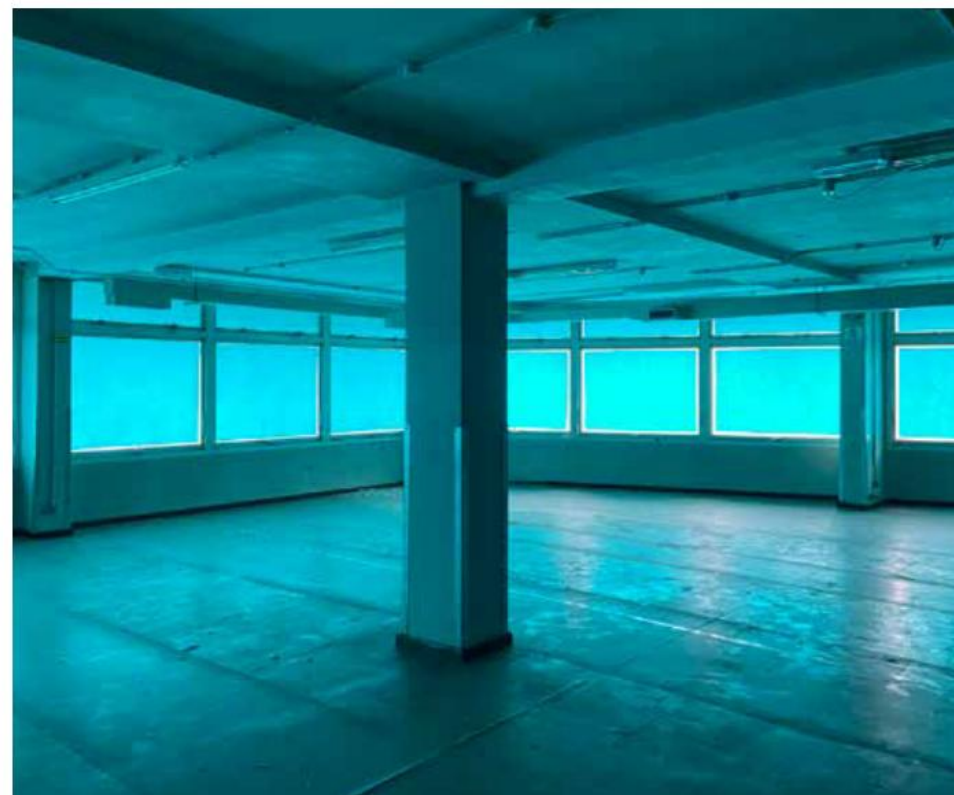
Through our massing studies, we explored the opportunity to reduce the scale of building on site, developing a more appropriate form fitting in with its surroundings. The options within the feasibility study did not address this concern, and would result in the continued over development of the site.

There would also be associated building costs through the additional area of materials (facade, taller internal walls etc) and the larger volumes would require more energy to heat and cool the building.

Following the conclusion of our analysis, we explored a further two options looking at the retention of the existing slab and structural frame. Working with the team, we developed and understanding the existing building to determine what can be retained. We also developed a new build option to compare the benefits and disadvantages of rebuilding the frame. These are outlined in the following section.



Existing section showing ceiling heights



Existing first floor - exposed structural frame



Existing second floor - exposed structural frame

3.3 STRUCTURAL APPRAISAL

Structural Appraisal

	AIM	STRUCTURAL OVERVIEW	MEP OVERVIEW	EMBODIED CARBON	COST	NOTES
Option A Structural Refurbishment	<ul style="list-style-type: none">- Low carbon, low cost option.- Working with the existing reinforced concrete frame, with minimal structural interventions and alterations.	<ul style="list-style-type: none">- Existing ground to third floors retained with architectural and services strategies to suit.- Introduction of new voids at all floor levels to form atrium and introduce daylight into the deep floor plan- Introduction of voids at new roof level to form rooflights over- Partial demolition of roof existing structure- New façade- Removal of existing lift shafts and installation of new lifts- Infilling of the external rear courtyard with new slabs at second & third floors- Removal of two bays at the south-eastern corner of the site to create public space		<ul style="list-style-type: none">- Lowest carbon	<ul style="list-style-type: none">- Low cost	<ul style="list-style-type: none">- Minimising structural alterations and working with existing sheer walls limits potential for development of internal layouts- Retention of the existing stair core restricts opportunities to improve public plaza and connections to surroundings
Option B Structural Remodelling	<ul style="list-style-type: none">- Low carbon, low cost option- Working with the existing reinforced concrete frame, with more significant structural alterations.	<ul style="list-style-type: none">- As Option A, with the following additional alterations proposed- Removal of the eastern RC stair core and installation of a new RC stair & lift core to access all floors.- Due to the alterations to the existing stability system and location of the new voids, new RC shear walls are proposed between floors to reinstate lateral stability.		<ul style="list-style-type: none">- Low to medium carbon	<ul style="list-style-type: none">- Low to medium cost	<ul style="list-style-type: none">- Preferred option following Client review.- Allows greater flexibility of internal layouts- Allows better opportunities to reshape public space to front of building
Option C New Build	<ul style="list-style-type: none">- New build structure over existing retained foundations	<ul style="list-style-type: none">- Complete demolition of the existing super structure- Existing foundations retained, with new, light weigh structure over		<ul style="list-style-type: none">- High carbon	<ul style="list-style-type: none">- High cost- Increased construction timeframe	<ul style="list-style-type: none">- Option discounted due to high cost

3.4 OPTION B DESIGN DEVELOPMENT

Void Studies

Following a Design Team and Client review of the three structural options, the preferred option was agreed for further development - Option B, Structural Remodelling.

- Sits within the agreed project budget and construction cost
- Meets client briefing requirements for area
- Delivers first step towards Net Zero carbon development, minimising embodied carbon through the reuse and alterations to the existing structure.

Void Studies

As part of the feasibility study to retain the existing slabs, the Design Team carried out studies to explore creating openings and atriums within the building to maximise daylight, improve opportunities for natural ventilation and create a sense of volume and space. The key principles were:

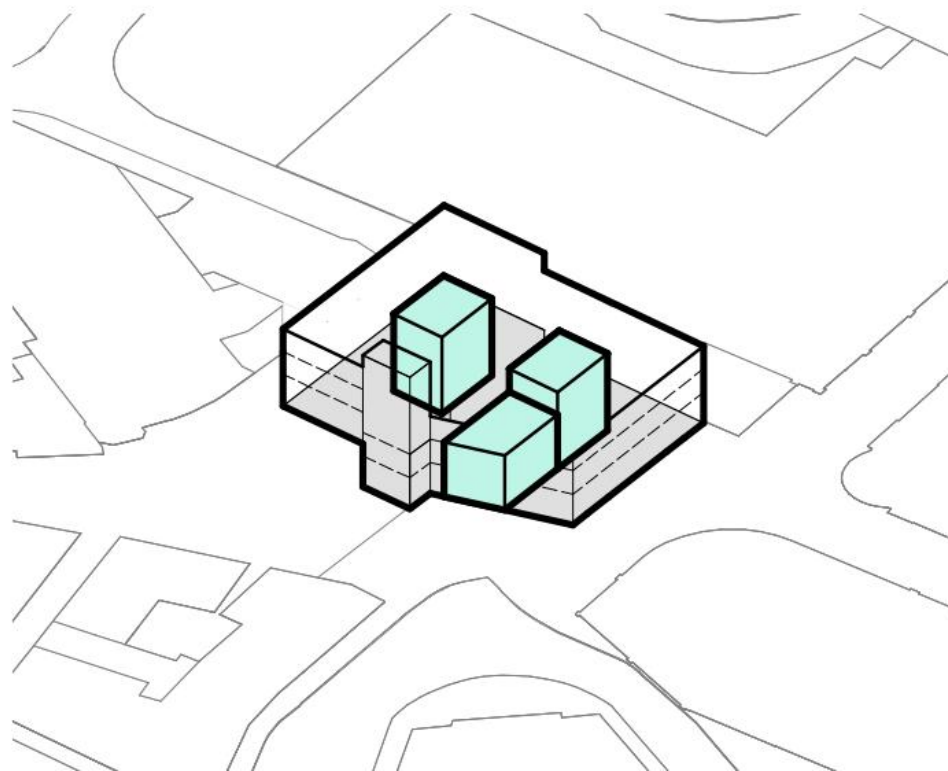
- openings formed within slabs located within existing structural grid to minimise requirement for secondary structure
- openings formed at roof level, creating lanterns to the top floor, improving perception of space within low ceiling heights and maximising potential for natural ventilation and daylight
- internal voids stacked to create atrium allowing for development of natural ventilation strategy
- voids enclosed at second floor level to work with ventilation strategy

Layout Studies

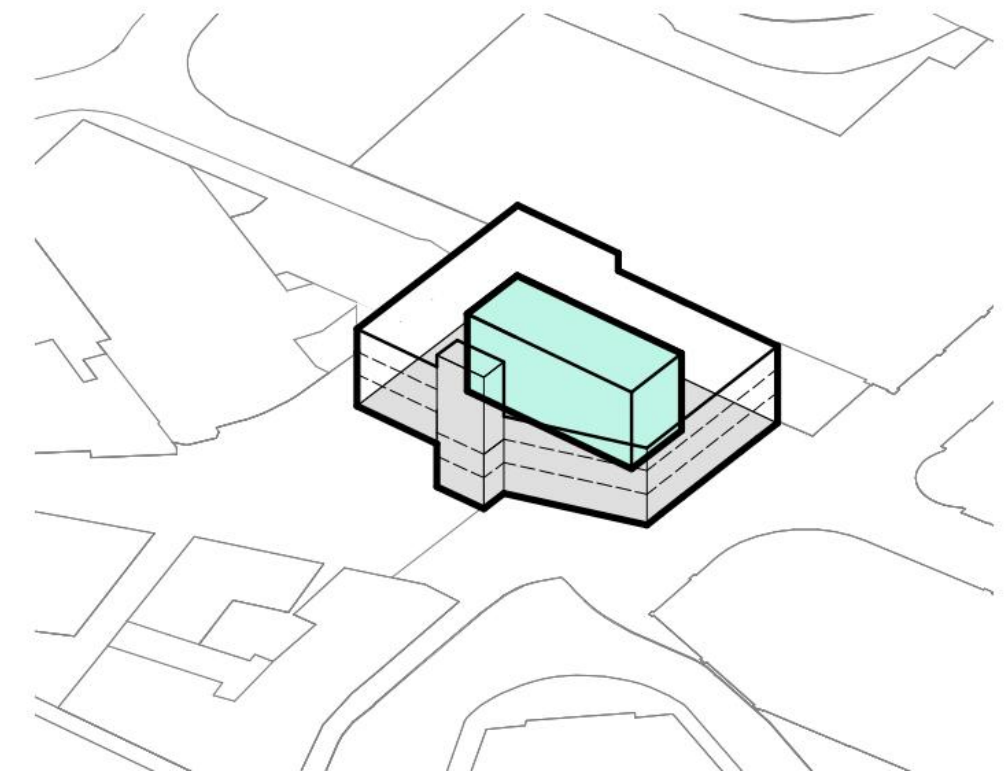
During RIBA Stage 1 and in parallel with the massing and structural studies, the following layout studies were tested and developed with NCC Stakeholder.



Precedent photographs of double height spaces, rooflights and voids



Axonometric void studies- two central voids with connection to facade



Axonometric void studies- single central void

3.4 OPTION B DESIGN DEVELOPMENT

Layout Studies

Option 01 - The 4 Storey MUCH

- library on ground and first
- adult learning and community spaces on second and third floor with access to roof terrace

Stakeholder Feedback

- *Management of a 4 storey building does not work with existing staffing and supervision levels.*

Option 02 - The Forum Model

- Ground floor as open community hub, adult learning, cafe, training kitchen and welcome space
- Library located on first and second floor

Stakeholder Feedback

- *The children's library should be located on ground floor for ease of access*
- *Ground floor should be open, welcoming and engaging - not suited to enclosed rooms*
- *The library should on the ground floor*

Option 03 - MUCH Preferred Option

- Open library on ground and first
- Adult learning and community spaces on second floor

Stakeholder Feedback

- *The children's library creates a welcoming arrival and works well*
- *Adult learning and community spaces on the second floor can be successfully managed to work with Library hours.*



3.5 MODERN METHODS OF CONSTRUCTION

Overview

During RIBA Stage 1 the team worked alongside Better Delivery to explore opportunities to embed the principles of Modern Methods of Construction within the developing proposals. The options were considered alongside the site logistics plan, as shown on the next page.

Off-site Manufactured Solutions have the potential to deliver wide benefits to the Project - greater resource efficiency, increased construction speed, reduced load on the existing structural frame, and a drive towards zero waste and a circular economy.

The used of off-site solutions will also have wider benefits for King's Lynn - reduced number of deliveries, less time on site, and opportunity's to reduce noisy works - will benefit local ecology, surrounding building users, visitors, and the wider community.

Retention of Existing Frame

The developing proposals allow for the retention of the existing RC frame, with a new facade transforming the external appearance of the building. The new skin will need to wrap or infill the existing frame, and should significantly improve the air permeability and thermal performance for the building. The external skin will need to support cladding and glazing systems appropriate to the local context, matching the architectural ambition and civic importance of the MUCH. A facade study is included in Section 04.

Infill Walling

Steel Framing System (SFS), and Structural Insulated Panels (SIPS), are often specified as an infill to concrete structural frames, sitting inside the frame itself. Infill walling as a SIP is incredibly quick to install. SFS, comprising of engineered steel components is much slower and requires the storage of materials on site. The limited space available within our tightly constrained site is likely to make SFS impractical.

Further development of infill options would require a greater understanding of the tolerances of the existing frame, structural connection, and interface with support systems for the cladding and fenestration. For these reasons, it was felt that infill walling is not the optimal route for this project.

Full Structural Wrap

We considered options for forming a loadbearing full structural wrap, taking into consideration embodied carbon, building height, wall thickness, fire test data and suitability for use with the reinforced concrete frame.

SIPs

Structural Insulated Panels are an advanced method of construction, exploiting composite panel techniques - delivering excellent structural and thermal characteristics in one system. SIPs have two parallel faces – of Oriented Strand Board (OSB) - sandwiching a rigid core of Polyurethane (PUR) foam. The result is a lightweight system which is quick to erect, and free from the complications surrounding compression shrinkage and thermal bridging.

The rigid insulation core can be formed with PIR, EPS and PUR insulation. The combustibility rating of these products is Euro Class D or worse. As a public use building this would not be a suitable options to develop further.

Closed Panel Systems

Closed Panel Light Gauge Steel Framing (LGSF), and Timber Systems, deliver rapid and robust energy efficient buildings, structural strength and airtightness. The use of mineral wool insulation when combined with A1 or A2 facing boards allows for a compliant, non-combustible facade system.

Closed Panels can offer reasonably high thermal performance throughout the life cycle of the building. However, to achieve the required u-value, the wall thickness of a mineral wool panel will be thicker than the equivalent PIR insulated SIP. To achieve a target U Value of 0.16W/m²K, the Timber panel would have an overall thickness of 265mm. With an allowance for cladding system on top and overall external wall build up of 415mm is assumed. This is within acceptable tolerances of the project and would not have a significant impact on the overall building area.

Timber and LGSF systems produce similar structural, air permeability, and thermal performance, however the risk of thermal bridging is greater in LGSF. Targeting an overall air tightness below 3 m³/(m²·h) @50 Pa, with A1 Non-Combustible Mineral Insulation, the build-up includes an external layer of CP board, and an internal face of 15mm Fermacell.

The installation of Closed Panel systems should be developed further in the next stages. Pending detailed surveys and understanding of the existing structure, we have assumed that Closed Panels would installed out with the external face of Structural Frame, with structural supports tying back to the main structure. This would allow large panels to be lifted into place, over sailing the edge of the existing slabs.

Embodied Carbon of Closed Panel Systems

In addition to the performance of the LGSF and timber systems, embodied carbon is a key consideration when selecting options for further development. The measured embodied carbon of LGSF and timber sytems varies considerably when calculated by evaluation of Boundary Definition and Embodied Carbon Simulation.

A1 - A3 Product Stage - The steel panel system has significantly high emissions associated with creation at cradle, and transportation to the UK. The timber panel system has lower emissions as timber products can be locally grown and sourced.

A4-A5 Lifecycle Stage (Transport, Construction / installation) - This Stage focuses on the transport of the product from the factory to the construction site, as well as the energy used during the assembly of the material. There is a minimal difference between the two systems as supply chain partners for either system are assumed to be within 75 miles.



Recommendation

Based on the assessment above, the preferred option would be to develop proposals for a Closed Panel Timber system to form the external envelope.

Both the embodied carbon of timber panels, opportunity at end of life to contribute to the circular economy align with the projects Zero Carbon ambitions.

3.5 MODERN METHODS OF CONSTRUCTION

Fenestration

We would propose where floor-to-floor curtain walling is required, that is fixed top and bottom directly to the RC slabs with Vertical Jambs to curtain walling may need secondary steelwork. Ribbon windows need to be avoided as they make the panel difficult and expensive to create.

Punch windows within Large Format Panel up to 2m wide work due to the nature of the Project, and lifting weights affecting crane types. I suggest the Specialist Sub-Contract package for the fenestration is let outside the panelised system.

Cladding

Load bearing panels of this nature can support cladding weights of not much more than 50kgs per sq metre, fixed back at 600mm centres to the structural studs, via helping hand or similar cladding supported fixings, I would expect the early appointment of specialist sub-contract package for the panelised system will answer questions around pull out calculations, wind loading and other structural questions. The most viable cladding solutions would require fixing on-site to further reduce lifting weights, which affects crane type and position.

Roofs

Any new roof structure is required, and new roof layouts will be formed by the removal of some of the existing concrete structures, which could be lightweight timber cassette.

Blue Roof to the Upper Flat Roof, the waterproofing membrane in combination with insulation could be installed on site on top of the concrete roof deck.

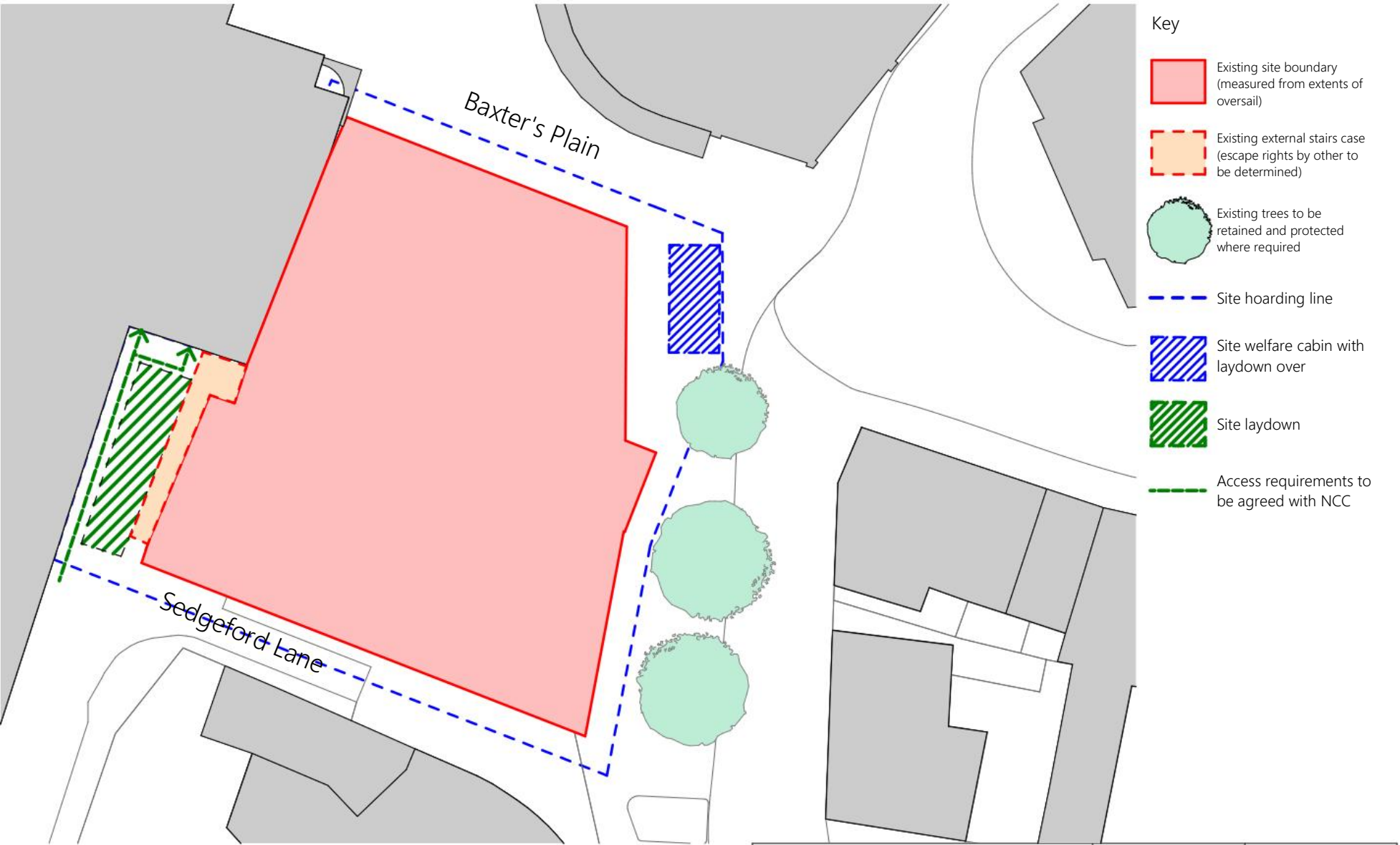
Green roof the waterproofing membrane system which, again, could incorporate insulation to the top of the building.

To be clear, in retaining the concrete neither are likely to viable to be part of a Panelised System. These solutions would be fitted on-site, with Bauder, Sarnafill, or others. New roofs could be timber cassettes which we could discuss further, a small amount of CLT might not be practical from the supply chain and its weight is considerably more.

Logistics

To support the strategy and opportunities to use panellised MMC systems. Better Delivery in partnership with DGP Logistics prodced a Logistics Feasibility Report and assesment of the site, surrounding areas and access to 46 New conduit Street.

While the assessment identified several risks with regards to access for logistics, measures were identified to mitigate them, allowing panellised options to be a viable option for considered in later stages. The full Logistics Feasiblity Report is included in Appendix C.



3.6 FACADE STUDIES

CLADDING MATERIAL	OPPORTUNITIES / ADVANTAGES	DISADVANTAGES	EMBODIED CARBON	PRODUCT REFERENCES	NOTES
New Brick	<ul style="list-style-type: none">- Fits with local vernacular- hard wearing, durable and long lasting	<ul style="list-style-type: none">- traditional brickwork is heavy / unsuitable for lightweight construction- long on site construction time	HIGH		
Existing Brickwork re-used	<ul style="list-style-type: none">- Fits with local vernacular- Reduces waste		LOW		
	TO BE COMPLETED				

04 PROPOSAL

- 4.1 Overview
- 4.2 Proposed Layouts
- 4.3 Proposed Ground Floor
- 4.4 Public Realm
- 4.5 Proposed First Floor
- 4.6 Proposed Second Floor
- 4.7 Proposed Roof Level
- 4.8 Area Schedule
- 4.9 External Appearance

4.1 OVERVIEW

Following conclusion of the options studies, the preferred structural strategy (Option B) and preferred building layout (Option 03) were explored further with the Design Team to develop outline sketch proposals. The following architectural ambitions were developed:

- Welcoming** An open and inviting place to be with a warm, and welcoming arrival at the core of the library
- Connecting** A building that connects spaces and people, with excellent visibility and awareness of the activities within
- Transforming** A building that transforms the public realm and creates a public anchor within King's Lynn
- Inspiring** A building that is inspiring supporting growth and reinvigorating King's Lynn.
- Leading the way** An exemplar building for the de-carbonisation of Norfolk's county-wide portfolio

The key environmental, structural, and building strategies were developed by the Project Team during RIBA stage 1, as shown on the next page. Further design development and exploration of these early design strategies should be explored in Stage 2. The resolution of the proposals should work towards the projects ambition to minimise environmental impact and operational costs.



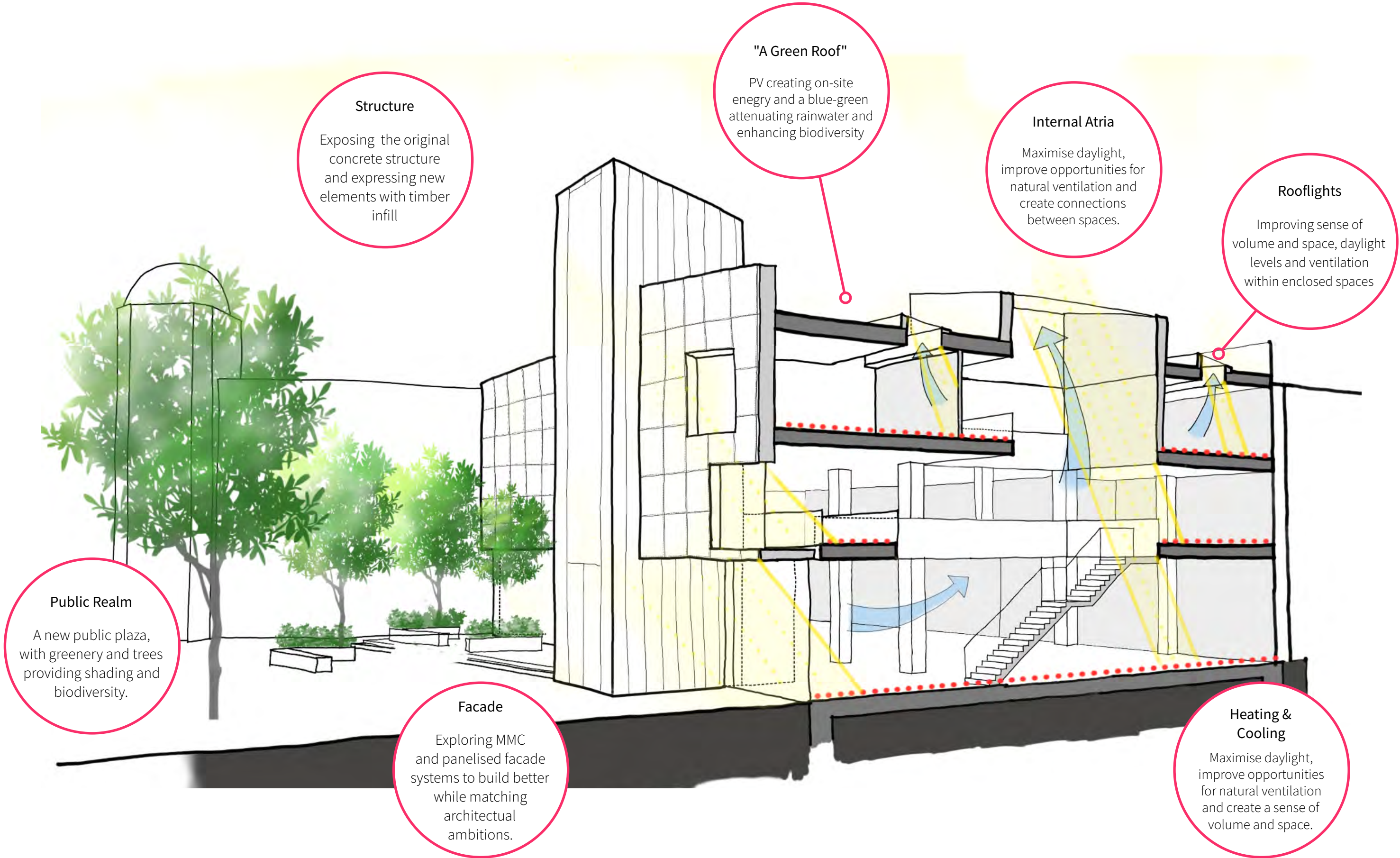
Library Precedents - The Word - A Welcoming Building



Library Precedents - The Hive



4.1 OVERVIEW

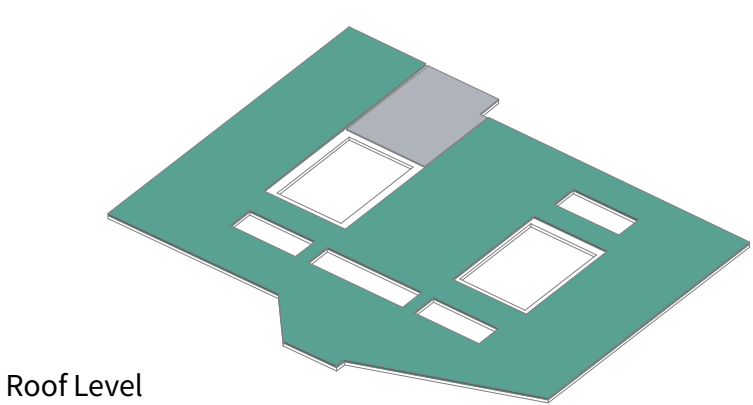


4.2 PROPOSED LAYOUTS

Through consultation with Stakeholders as outlined earlier in this report, stacking and adjacencies shown here have been developed. The stacking highlights key principles and adjacencies, but should be developed further during RIBA 2 with stakeholder engagement. The following principles have been agreed:

- Library Arrival - a library located on the ground floor, creating a welcoming and engaging destination
- Stacking - a library over two floors, with community and adult learning spaces on the top floor
- Progression - library and community spaces becoming more purposeful and focused as you travel up the building
- Community connections - creating an open and connected ground floor, with children's and young person libraries close to the entrance,
- Place making - creating a new public plaza with opportunity for activity rooms to connected directly with the public space.

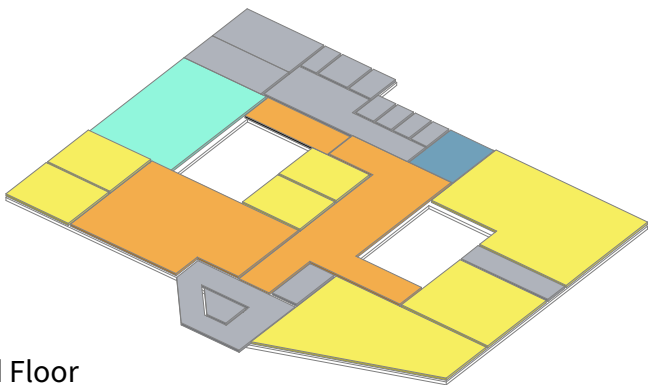
Drawn Gross Internal Area (GIA)	
Ground Floor	745sqm
First Floor	680sqm
Second floor	710sqm
TOTAL AREA	2,135sqm



Roof Level

Roof Level

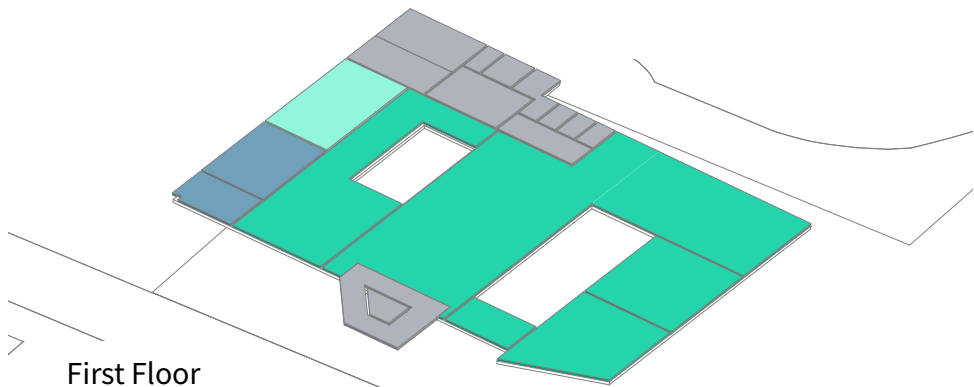
- Internal plant area
- Access core with stair and lift access to roof level



Second Floor

Second Floor

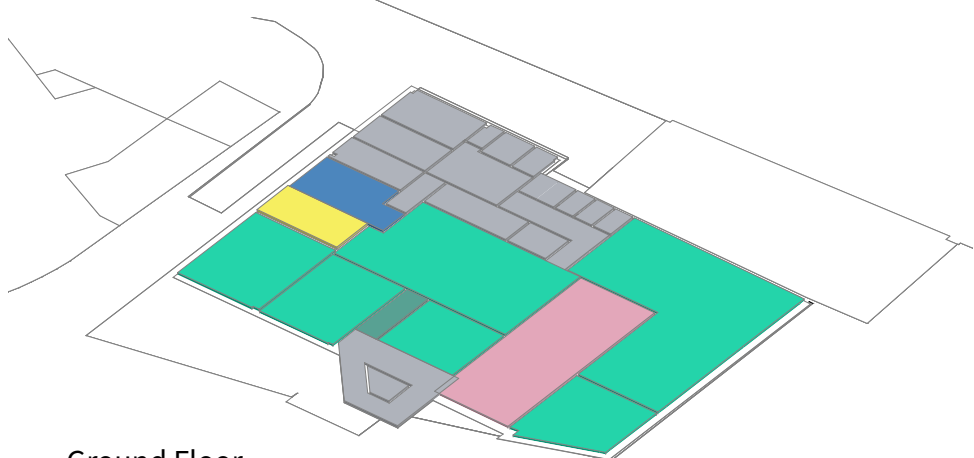
- Community Learning Rooms
- Breakout Space
- Community Workspace Hub
- Community Meeting Rooms
- Training Kitchen
- Service core (circulation / wcs etc)



First Floor

First Floor

- Open Library
- Readers Spaces
- Activity Spaces
- Staff room
- Flexible staff office / meeting space
- Business IP Hub
- Rare reference
- Service core (circulation / wcs etc)



Ground Floor

Ground Floor

- Welcome & Arrival
- Children's Library
- Young Persons Library
- Community Meeting Room
- Open Library
- Cafe pop-up
- Staff Workroom & Deliveries
- Activity Room
- Changing Places WC
- Service core (circulation / wcs etc)

4.3 PROPOSED GROUND FLOOR

01 Welcome & Arrival

A warm, welcoming double height arrival and exhibition space - the shop front of the Community Hub.

02 Children's Library

An active and engaging, secure children's library located close to the entrance and arrival space.

03 Young Persons Library

An active and engaging, young persons library located close to the entrance and arrival space.

04 Community Meeting Room

Flexible community meeting space connected to ground floor activity spaces

05 Open Library

Open library space with flexible, shared space for open collections, readers and activity spaces.

06 Cafe pop-up

A welcoming, convenient pop up cafe offer with seating throughout the library

07 Staff Workroom & Deliveries

A staff workroom to process and sort collections, co-located with goods lift and delivery bay.

08 Activity Room

Enclosed activity room with connection to the street.



Welcome and Arrival Space
The Word



Children's Library



Central Atrium and connecting stairs
The Hive, Worcester



Coffee stand within ground floor

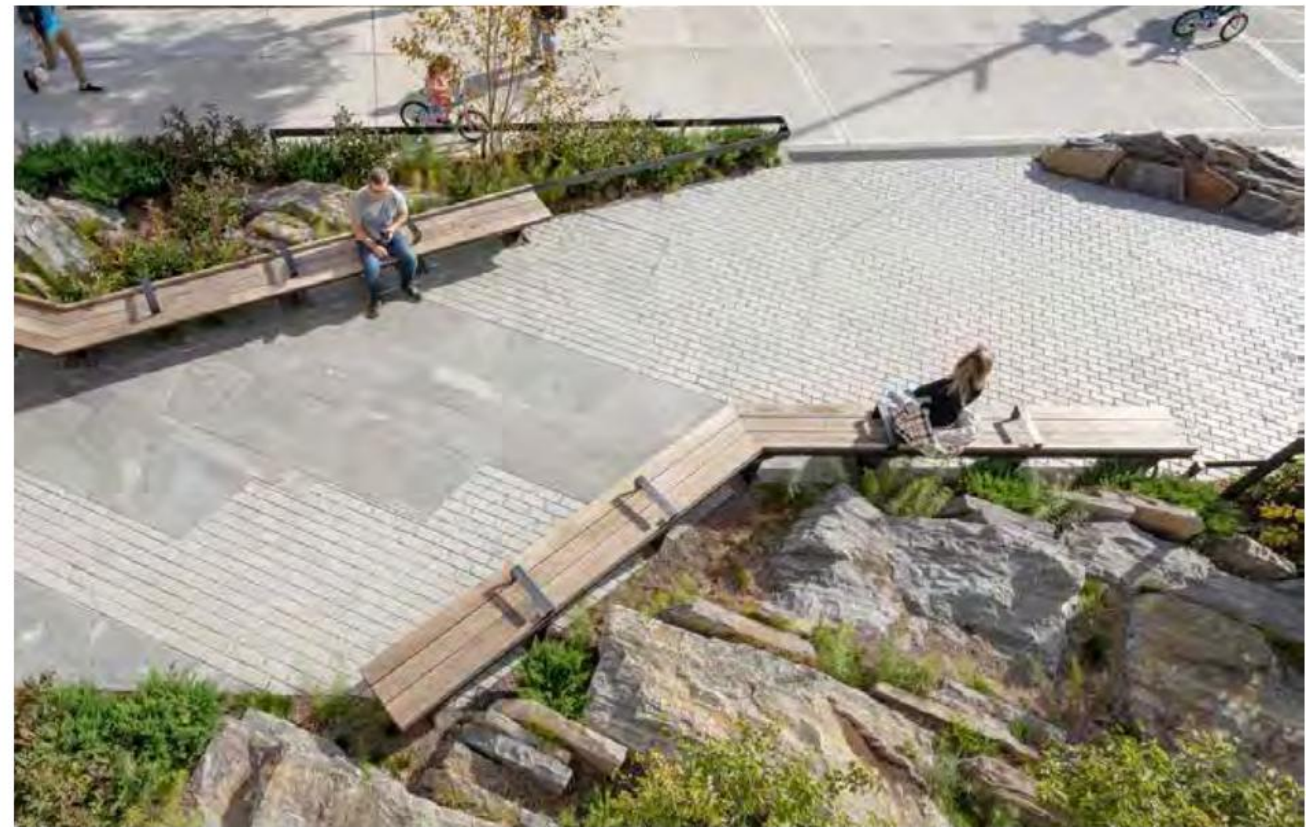
4.3 PROPOSED GROUND FLOOR



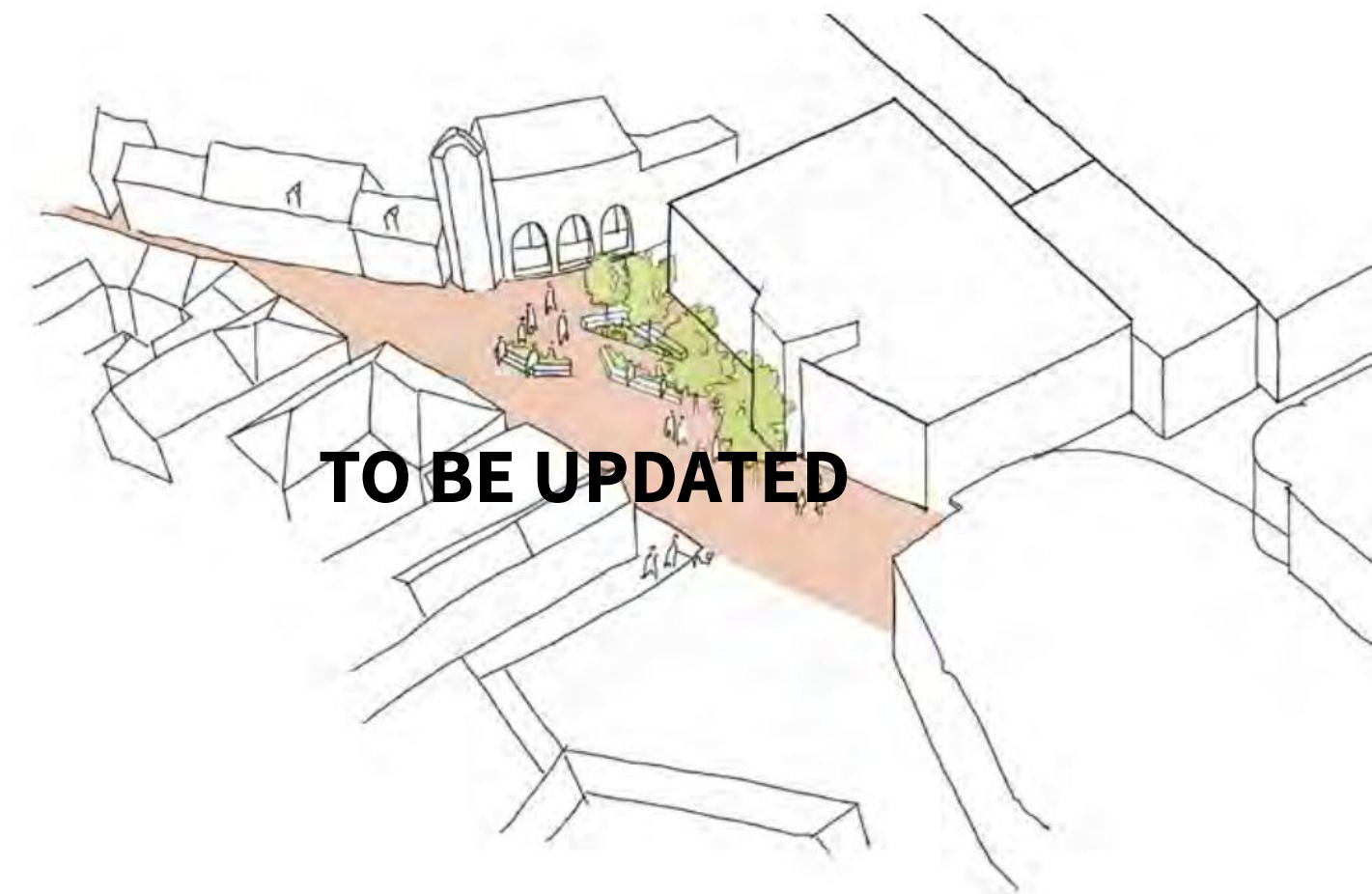
4.4 PUBLIC REALM

Works to the public realm would sit out with the Main Contractors works and will be developed and procured separately. The design principles are captured here for future development and connections to the new MUCH.

- 01 Public Plaza
New external plaza and public space. To be developed as part of wider townscape plan.
- 02 Access
Connection and opportunity to open enclosed activity scape onto public plaza



Welcome and Arrival Space
The Word



Altrincham Town

4.5 PROPOSED FIRST FLOOR

01 Open Library

Open library space with flexible, shared space for open collections.

02 Readers Spaces

Readers spaces to browse, work or study, with comfortable reading spaces, study carrels, shared desks and open access computers.

03 Activity Spaces

Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use

04 Staff Spaces

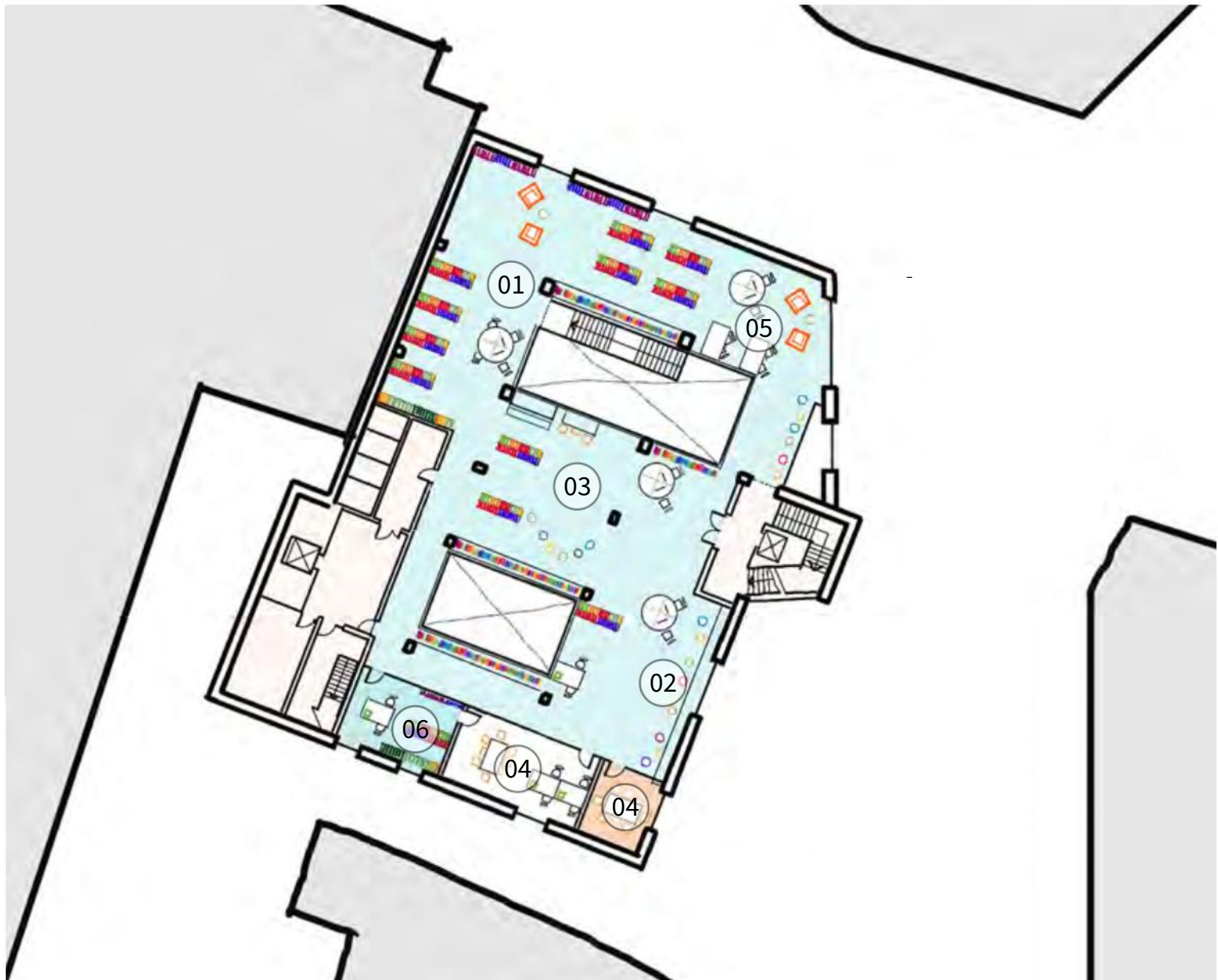
A flexible, private space for small meetings or quiet working. Staff room with kitchenette, soft seating and tables for breaks and quiet working. Places to securely store belongings.

05 Business IP Hub

A Business IP hub providing dedicated space for business advice and book access, with space for 1 to 1 meetings, advice desk, collections, and information and display.

06 Reference Rare

Safe storage of significant rare reference material



Collections and reading space



Collections and PCs



Collections, reading and PC access
The Word

4.6 PROPOSED SECOND FLOOR

01 Community Learning Rooms

Spaces to support range of activities from art classes, yoga classes, cooking to bike workshops.

02 Breakout Space

Breakout space with tea making facilities for community users. Flexible and adaptable space.

03 Community Workspace Hub

Flexible workspace to support local community, business innovation and self-directed study. Shared desks and informal meeting space to support local community.

04 Community Meeting Rooms

Bookable meeting rooms for community use

05 Training Kitchen

A training kitchen providing opportunity for social enterprise and adult learning.

06 Staff Space

A training kitchen providing opportunity for social enterprise and adult learning.



Community hub



Flexible Community Learning Rooms



Rooflights and breakout space
The Hive, Worcester



Meeting and breakout spaces

4.7 PROPOSED ROOF PLAN

01 Enclosed Plant Area

Enclosed plant room with roof access

02 PVS

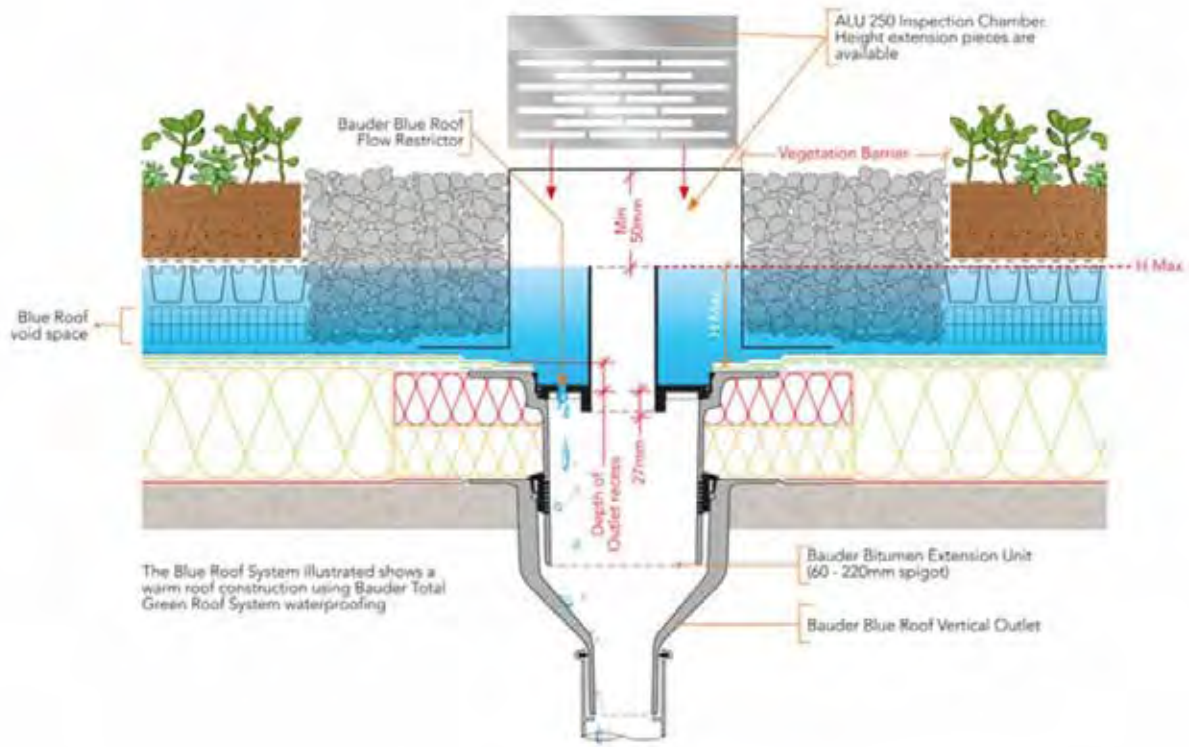
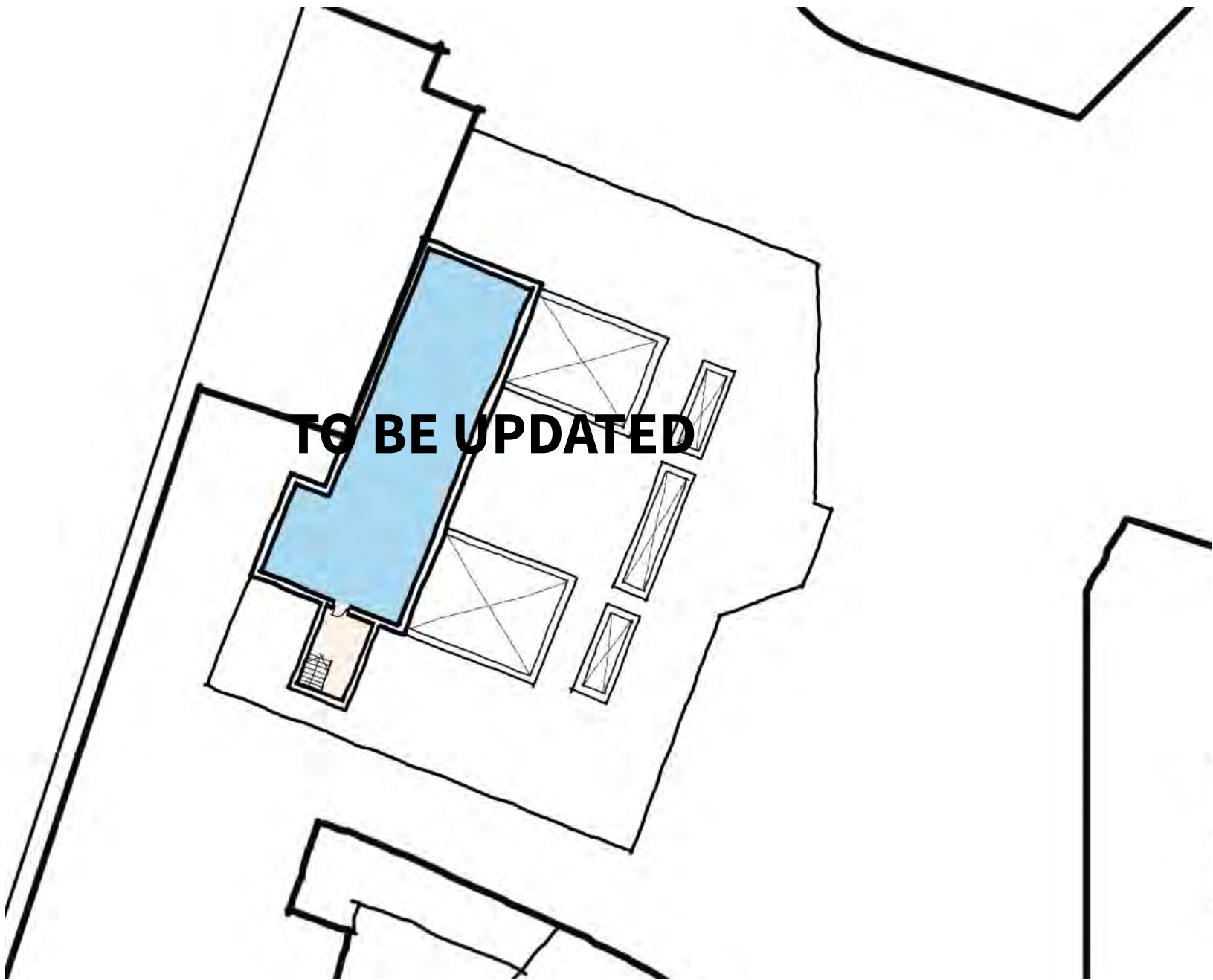
The design will maximise the use of photovoltaic panels on the roof. This is essential to achieve the client's long term objective of a net zero estate

03 Rooflights

Activity zones throughout the open library, allowing flexible, adaptable use of space for classes and events to support library use

04 Blue Green Roof

Aspiration to include a blue-green roof which would both attenuate rainwater and enhance biodiversity



4.8 PROPOSED AREA SCHEDULE

	Overview	Space Type	Location	Quantity	Area	Briefed Area Requirements	Notes
Arrival & Welcome							
Welcome area	- Arrival and main entrance to building with good visibility and connections to the open library and adult learning areas - Opportunity to use arrival space as an exhibition and display space - no requirement for security desk / reception desk	Arrival + Exhibition Space	Ground Floor	1	90	100	
TOTAL Arrival					90	100	
Library - Open Floor							
Library Collections	- general collection spaces	Adult Fiction	First Floor	1	80	80	Area allows for 172 linear meters of storage.
		Adult non-fiction	First Floor	1	55	55	Area allows for 108 linear meters of storage.
		Large print fiction	First Floor	1	15	15	Area allows for 20 linear meters of storage.
		Large print non-fiction	First Floor	1	5	5	Area allows for 2 linear meters of storage.
		Local history collection	First Floor	1	40	40	Collection space requirement to be confirmed.
		Spoken word	Ground Floor	1	15	15	Collection space requirement to be confirmed.
		DVDs	First Floor	1	15	15	Collection space requirement to be confirmed.
		Library open space	First Floor	1	40	15	
Young person's library collections	- sections to cover all ages up to adult	Self issue machines	Ground Floor	1	30	36	Allowance for 3no self-issue machines
		Junior Fiction	Ground Floor	1	40	36	Area allows for 57 linear meters of storage.
		Junior non-fiction	Ground Floor	1	15	13	Area allows for 20 linear meters of storage.
		Junior readers space	Ground Floor	1	45	45	Area allows for 18no users
Children's library collections	- space for children's library and reading space - includes space for 1no self issue machine	Children's Library	Ground Floor	1	140	140	
Reference Rare	- storage for rare reference materials	Reference Rare	First Floor	1	40	85	Area requirement to be reviewed during RIBA 2
Reader spaces	- informal reading spaces - to be co-located with collections space	Open readers space	First Floor	36	90	90	Allowance based on 3no readers spaces per 1000 population, 2.5sqm each. 50% allocation of space required to readers space / 50% allocated to activity spaces.
Activity Zones	- flexible spaces within open library for range of activities	Ground floor open	Ground Floor	2	80	80	2no areas to ground floor (40sqm each)
		Ground floor enclosed	Ground Floor	1	50	50	
		First floor open	First Floor	1	50	50	
Business IP Centre	- Space for business advice and book access - Allow for 1 to 1 meeting room / pod / display and notice	Book access	First Floor	1	40	40	
		Meeting room	First Floor	1	10	10	
TOTAL Library - Open Floor					895	915	625
Staff Space							
Staff Workroom	- Workroom to process and sort books	Workroom	Ground Floor	1	25	30	Allow for 4no workspaces, storage and sorting space
Staff Office / Meeting space	- flexible staff space for small meetings / quiet working	Office / Meeting space	First Floor	1	15	12	
Staff touchdown space	- flexible touchdown work space for library staff	Office / Meeting space	Second Floor	1	15	20	
Staff room	- breakout space for staff with kitchenette / tea point - space for storage of belongings	Staff Room	First Floor	1	30	30	
Total Other					85	92	
Adult Learning and Community Spaces							
Adult Learning Rooms	- suite of rooms / flexible spaces to support a range of activities and class sizes - adaptable spaces to support future change in use	Large learning space	Second Floor	1	90	90	
		Medium Learning space	Second Floor	1	70	70	
		Small learning space	Second Floor	1	40	40	
1 to 1 room	- 1 to 1 room or pod for adult learning 1 to 1s	Quiet room	Second Floor	2no	30	30	15sqm each
Storage	- storage space to support adult learning	Storage	Second Floor	2	20	20	10sqm each
Breakout space	- shared breakout space with tea point	Breakout Space	Second Floor	1	70	30	Measured area includes open circulation space
Tea Point	- tea point co-located with Adult Learning	Tea point	Second Floor	1	10	10	
Community workspace Hub	- digital workspace to support local community, business innovation and self-directed study	Community workspace	Second Floor	1	90	70	Measured area includes open circulation space
		Community meeting rooms	Ground Floor	1	20	20	
		Community meeting rooms	Second Floor	2	40	40	
Adult Learning and Community Spaces					480	420	
Café							
Cafe	- café	Café pop-up		1	10	10	Small café truck - to be developed in RIBA 2
Training Kitchen	- training kitchen for 10 no adult learners, including cold and dry storage space	Training Kitchen		1	65	80	
		Storage space		2	15	20	
TOTAL - Café					90	110	
TOTAL BRIEFED AREA					1640.0	1637.0	
Other/ Ancillary							
Changing Places WC	Changing places facility			1	12	12	
Accessible WCs	Allow for 1no per floor (1.7 x 2.2m)			3	10	15	
WCs	Self contained WCs			15	43	53	Self-contained WCs allowed for - to be developed in RIBA 2
Cleaners stores	Cleaners store to each floor			3	10	12	
Showers and lockers	2no self-contained showers with changing space with separate area for lockers			2	20	15	Allowance for 5no staff
Delivery Bay				1	35	35	
Plant Rooms				4	105	180	Enclosed plant area. Open plant on roof not measured.
Total Other					235	321	
TOTAL					1875	1958	
Circulation and partitions	Standard allowance would be 15%. Reduced to 10% due to open plan nature of library				260	294	Allowance based on 15% of floor area

4.9 EXTERNAL APPEARANCE

The Word



The Hive Worcester



4.9 EXTERNAL APPEARANCE



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fKING'S LYNN MULTI-USER COMMUNITY HUB BUSINESS CASE

EXECUTIVE SUMMARY

This draft business case sets out the strategic, economic, commercial, financial and management cases for the Multi User Community Hub project, as set out in the Vision King's Lynn Town Investment Plan.

The business case has been developed through extensive data analysis, stakeholder and public consultation, and the Value for Money assessment undertaken in accordance with HM Treasury Green Book guidance estimates a benefit cost ratio of 2.4.

The business case is a requirement of the government's Towns Fund programme to confirm the funding offered under the Heads of Terms agreed in June 2021. This business case will follow the King's Lynn Town Deal Board's Local Assurance Process prior to submission of a business case Summary Document to government.

Strategic Case

Through analysis of data, consultation with residents and stakeholders, and demonstrating alignment with local, regional and national policies and strategies, the strategic case sets out the clear and compelling need for the project. The lack of attainment (academic and economic) and high quota of vulnerable residents across King's Lynn is not being sufficiently addressed by the current Library and Adult Learning offer, and a new solution is needed.

A clear vision and strong theory of change ensure that the project – redeveloping a derelict town centre eyesore building into a 'Multi-User Community Hub' - will significantly impact these issues, as well as promoting much needed town centre regeneration through a strong cultural anchor. The case demonstrates how a defined set of interventions - the new location, build, programming and partnerships - will deliver transformational change to specific challenges identified in skills, health, aspiration, social mobility, business and entrepreneurialism by providing a flagship skills and community offer in the heart of town.

Economic Case

The Economic Case has been written by Mott MacDonald and presents a "do nothing" and "preferred" option for the delivery of the MUCH project. The preferred option will lead to an increase in library users in King's Lynn by providing a new, modern and accessible library facility that has a suitable capacity for the town's population. The scheme will also deliver a significant increase in learning provision within the town centre offering learning opportunities at levels 1-3. The preferred option is estimated to generate £31.6m in economic benefits and a BCR of 2.40. This BCR reduces to 1.98 following sensitivity analysis based on an increase in optimism bias from project costs, and to 1.96 if only half the intended employment benefits are delivered. Under each scenario, the project would still deliver positive value for money. All targets provided (and modeled) are modest and deliverable from project launch – but scalable – so results of the case are provided with a high degree of confidence.

Finally, the investment in the MUCH project will deliver several un-quantified benefits including addressing a large high profile vacant building that will increase footfall, drive an increase in wider land values and delivering against several Government town centre policy objectives, including the core aims of the Towns Fund.

Financial Case

The overall costs for delivery of the capital phase of the project will total £12.4m. The capital project will be funded through joint contributions from the Town Deal Fund (£7.4m) and Norfolk County Council (£5m - of which £2m is allocated to underwrite identified risk items).

Operational costs will be covered by the NCC Library statutory grant, and the Department of Education Adult Education Budget managed by the Education and Skills Funding Agency, via NCC Adult Learning. The space will cost just under £300,000 per annum to run and increase on the operational costs of the Carnegie Library are £45,000, for one additional FTE staff member and a service charge contribution.

Whilst these will be covered by internal budgets, they are offset by the small amount (c £44,000) made from venue hire, costs for which are set on a not-for-profit basis akin to those across the county. All income will be reinvested into the space.

The highest financial risk is in the capital build, given significant uncertainties around construction materials and inflation. As the project is at RIBA1 this includes significant allowances for inflation, contingency, known and unknown risk items and design reserve.

Commercial Case

The commercial case demonstrates the commercial deliverability of the project, laying out the clear procurement roles and processes used frequently by Norfolk County Council – alongside the Council's experience in delivering similar schemes. Models for operation of the hub (Libraries, Adult Education and Partnerships) are included, as is a clear RACI diagram.

Subsidy control analysis has been conducted and a statement of findings provided by NP Law.

Management Case

The management case clarifies the RIBA1 project scope, key change, project and programme management structures alongside experience and responsibilities of the core project team.

It highlights a clear structure for reporting, decision making and governance (including streams for both the Town Deal Board and Norfolk County Council as co-funders) for the capital build phase. The operational management of the hub once live is detailed; management will be shared between NCC teams Community Information and Learning, and Properties, based on models already in operation across the County.

BUSINESS CASE INTRODUCTION

The Town Investment Plan (TIP) has set clear priorities, to create a King's Lynn that delivers:

- New opportunities for skills and jobs for our young people and all those affected by Covid-19
- Growing innovative businesses
- A repurposed town centre with new experiences and enterprise
- A high-quality residential and leisure offer in the historic town core and riverfront
- A sustainably connected town

This project delivers to each TIP priority, but primarily the first three. It is an ambitious programme of works to redevelop a derelict and unpopular retail unit in the centre of town, enhancing the overall street scene and creating a cohesive public realm with other town assets, and creating a place where the community can come together and thrive.

The Community Hub is an ambitious project includes relocating the town library, creating a permanent adult learning offer, a destination for employment support, careers and skills/training advice and provision, for business support, for information and signposting, digital inclusion, for community and voluntary resources, to pursue hobbies, and to meet with others all in one space.

King's Lynn is the major commercial, retail and service centre for a large area of East Anglia, and the largest town in West Norfolk.

The town is home to a population of 49,000 in 2020, with a wider catchment area of over 500 sq. miles and circa 250,000 people. Residents in the catchment area rely on the town for employment and there are a number of thriving sectors including health (the largest single employer in the area is the Queen Elizabeth Hospital), manufacturing and retail. However, residents show low educational attainment and poor skills compared with County and National figures, resulting in lower earnings, and jobs gaps (especially in more senior and specialist roles) that key employers struggle to fill from the local populace.

The town has huge potential to deliver excellent employment opportunities, however key interventions are required so it's residents can respond to key skills, hardship and vulnerability needs.

Norfolk County Council is co-funding and leading the project, supported by The Borough Council of King's Lynn & West Norfolk as the accountable body.

This business case sets out the Strategic, Economic, Financial, Commercial and Management case for the project. In addition to the five cases the appendix includes:

- [M&E Plan](#)
- [RIBA Stage 1 Report](#)
- Equality Impact Assessment

The Annexe document contains:

- Annexe 1. Site Review Summary
- Annexe 2. Stakeholder Feedback and Project Change
- Annexe 3. Policy Alignment
- Annexe 4. RACI Diagram
- Annexe 5. Project Team Roles and Experience
- Annexe 6. Risk Register
- Annexe 7. Stakeholder Engagement Strategy

STRATEGIC CASE

STRATEGIC CASE

Introduction

As identified in the Town Investment Plan, King's Lynn residents have less access to employment and economic opportunities than they should. Wages are below regional and national levels, and firms struggle to recruit to certain roles, with the availability of skills cited as one of the main reasons. Too many young people don't get the opportunities they deserve to fulfil their potential, GCSE attainment is low and significantly fewer than average school leavers stay on in post 16 education.

The case for change will demonstrate the high rates of skills shortages, limits on aspiration, and it will show that residents are more likely to be impacted by social and financial vulnerabilities compared with surrounding areas, including digital exclusion, poor health outcomes and debt.

Covid-19 and the cost of living crisis has made this difficult situation worse, creating a challenging landscape in which JSA claimants are rising faster than elsewhere in Norfolk and footfall continues to decline in the town centre.

Town Deal funding will contribute towards the capital development of a transformative "Multi User Community Hub". Transforming a derelict retail unit into a 'Multi-User Community Hub', a relocated and enhanced Library and a permanent and expanded Adult Learning presence in the town, will provide a community based offer that supports a thriving and aspirational town, whilst simultaneously revitalising the high street.

The project will provide residents with a central destination to go for learning, employment support, Careers Information, Advice & Guidance (CIAG), information and signposting, community, and voluntary resources; to get online, to pursue hobbies, and to meet with others all in one space. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces - increasing visibility and access for residents to engage with services - providing a rich and diverse community offer.

The Hub will support employers to access a wider skilled workforce, providing facilities, training access and wrap around community support by combining Adult Learning, Libraries and wider VCSE support in one easy to access location. These activities will be complimented by exhibition spaces, a café and flexible spaces that can incorporate a multitude of uses such as pop-up gym classes or health screening.

The proposed hub will be a centrally located and accessible facility near to public transport links, with its own travel node to increase active travel opportunities in and around the Town Centre. It will significantly increase footfall in the town, with the library alone expected to drive 200,000 users annually to the space, representing a one-third increase on pre-pandemic Library and Adult Learning user numbers.

Alongside responding to the clear statistical and engagement-highlighted needs of residents, the project has excellent strategic and policy alignment at local, regional and national level.

Case for change

Drivers for this project are threefold: vulnerabilities across residents in King's Lynn across skills, health and opportunity, a current library and adult education offer which is constrained by the current space and location available to tackle these challenges, and a declining Town Centre.

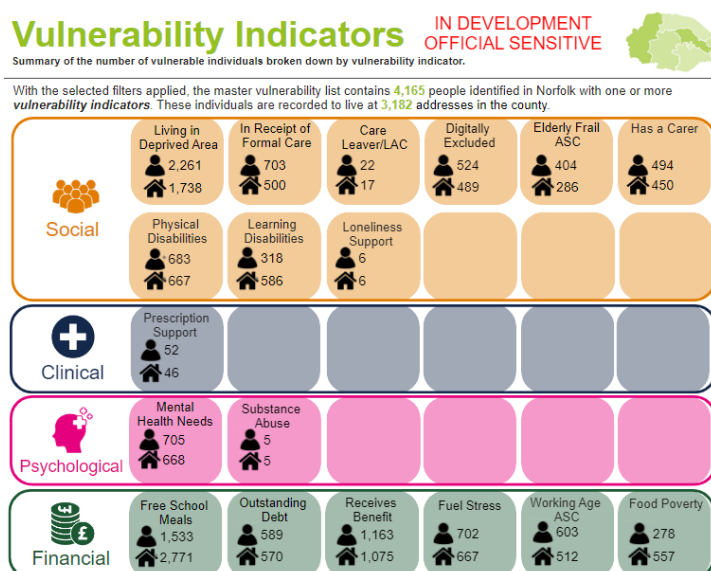
Hardship and vulnerability:

As noted in the introduction, KLWN possesses a huge amount of potential but faces significant challenges. These challenges span skills, health and wellbeing, social mobility, aspiration and business.

Norfolk County Council In conjunction with Norfolk office of Data Analytics have developed a range of vulnerability indicators to determine which LSOA's are more prone to the impacts of certain risks these are detailed below, and highlight the scope of the challenge:

Of the 49,000 living in the town, 8.5% have been identified as having one or more 'vulnerability indicator':

- **¹A hot spot for digital exclusion:** with low digital access and competence. ²
- **Significant financial vulnerability:** 22.8% of Kings Lynn & West Norfolk residents are economically inactive³, and there has been a 108% increase in UC claimants in KLWN since March 2020, compared with the national figure of 95.3%. The number of people claiming support from Norfolk Assistance Scheme (welfare and hardship support) increased from 300 in Feb 2020 to 1200 in Feb 2022⁴
- **High social vulnerability** due to more physically and mentally vulnerable people: Of the 22.8% noted above, 36.9% are economically inactive due to long term health conditions.⁵ During the pandemic residents of King's Lynn and West Norfolk made significantly more requests for support than other districts for assistance such as help with food shopping or prescription collections.⁶



Skills and attainment: ⁷

There is a documented skills 'mismatch' in employer demand and workforce skillset across Norfolk, particularly in key areas of demand in King's Lynn such as healthcare.

King's Lynn's workforce skill levels are low in the context of both local demand and national higher skills demand, meaning too many King's Lynn residents cannot access local higher skilled and higher earning job opportunities.

Specific challenges include:

- **Low earnings:** Residents on average earn £2,360.80

Skills Demand (Norfolk)



¹ NODA's Norfolk Vulnerability Database: North Lynn, South Lynn, Gaywood Chase, Gaywood North, West Winch

² NODA's Norfolk Vulnerability Database: Mosaic indicators - Digital Exclusion data for King's Lynn and surrounding areas, based on

³ [NOMIS labour market profile](#)

⁴ NODA's Norfolk Vulnerability Database: Financial Vulnerability data for King's Lynn and surrounding areas

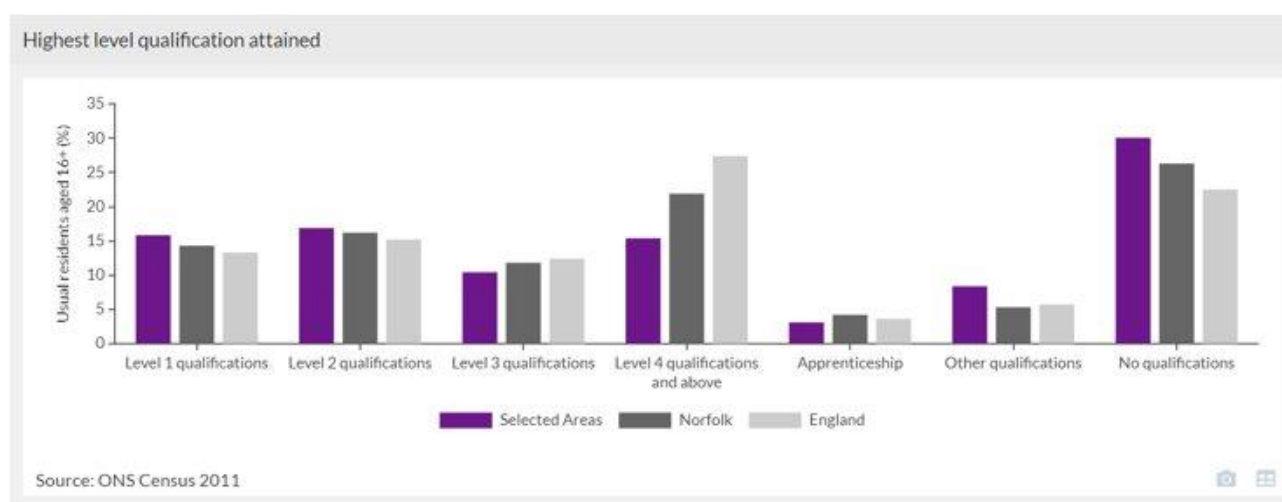
⁵ NOMIS labour market profile

⁶ Data from Norfolk Vulnerability Hub

⁷ EMSI/Buring Glass Feb 2022 skills demand analysis

less than the regional average per annum and £1,440.40 less than the national average per annum (£110,920 across a working life)⁸

- **Low Qualification levels:** only 26% of the working population in KLWN have level 4+ qualifications compared with 43% nationally. 7% have no qualifications, compared with 6% nationally. Only 17% school leavers in King's Lynn progress to higher education compared with 40% nationally⁹
- **Less re-skilling:** Significantly lower uptake in adult learning than comparable local areas. Over a 3-year period the Adult Learning Service in King's Lynn had just 516 course registrations (base adult population of 21,914). In comparison there were 1386 registrations in Great Yarmouth with a base adult population of 22,859¹⁰
- **Not in Education, Employment or Training (NEET):** King's Lynn has 4.18% of 17- to 18-year-olds who are NEET, higher than the Norfolk and National averages of 3.01% and 2.8% respectively.¹¹



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NVQ level	KLWN		Norfolk		East of England		England	
	Count	%	Count	%	Count	%	Count	%
NVQ4+	21,800	25.8	182,400	35	1,484,300	39.3	14,886,100	42.8
NVQ3+	38,400	45.6	292,800	56.1	2,189,500	58	21,296,900	61.2
NVQ2+	56,800	67.4	390,400	74.8	2,906,000	77	27,158,800	78
NVQ1+	70,200	83.3	460,400	88.2	3,351,700	88.8	30,594,400	87.9
Other qualifications (NVQ)	8,100	9.6	26,200	5	213,200	5.6	2,048,700	5.9
No qualifications (NVQ)	6,000	7.1	35,100	6.7	210,400	5.6	2,153,900	6.2

Health and wellbeing:

The most recent **Public Health Fingertips data** shows King's Lynn and West Norfolk's clear need for health intervention from high rates of suicide and infant mortality (regionally and nationally) and increasing trend for alcohol-related admissions to hospital and increasing dementia diagnoses.

The impact of Covid-19 on both population health and access to health services, has provided an even more compelling need to centre population health more strongly in any community offer.

⁸ ONS, Small area income estimates for middle layer super output areas, England and Wales, 2017/18

⁹ ONS, Annual Population Survey 2018

¹⁰ Adult Learning records, 2019-2021

¹¹ Norfolk County Council/DfE June 2022

¹² ONS Census 2011, King's Lynn skills attainment vs Norfolk vs England

- **Suicide and self harm:** King's Lynn had nearly double the number of suicides (19/100,000 population) than seen in Norfolk as a whole (11/100,000), and admissions for self-harm remain above the East of England average with 340 hospital admissions recorded for intentional self-harm 2020/21 in KLWN
- **Social isolation:** People experiencing mental health issues often become isolated from their community and lack the confidence to deal with practical matters such as benefit letters, debt issues or steps towards employment.
- **Lack of space:** Community groups frequently report their main issues as finding good quality, bookable, accessible, flexible and large enough spaces in the Town to run their groups and support offers
- **Loneliness:** 6.3% of the population of KLWN reported to feeling lonely often or always
- **Drug and Alcohol misuse:** Over the last 3 years there were 1,720 per 100,000 hospital admissions related to alcohol specific conditions from King's Lynn residents compared to 494 per 100,000 in Norfolk. Norfolk has the fifth highest rate of opiate and crack use in the East of England. Those with opiate and crack addictions are significantly more likely to experience housing issues and homelessness as a result of their addiction and wider socio-economic factors.
- **Life shortening disease:** King's Lynn has a Cardiovascular rate of deaths of 158 per 100,000 compared to a Norfolk average of 45 deaths per 100,000
- **Childhood obesity:** 26% of year 6 children are obese in King's Lynn compared to 20% in Norfolk.¹³

Aspirations and social mobility

- **Milestones** Only 62% of children in King's Lynn reach expected development at age 5 compared with 73% in Norfolk
- **Help is not close at hand** The Early Child and Family Service is currently located in South Lynn; staff report issues of non-attendance from families who struggle to access their services due to the location.
- **Deprivation** KL has 4 wards which appear in the top 10% most deprived in England (North Lynn, Gaywood, St. Margrets with St. Nicholas, South & West Lynn)¹⁴. Working poverty is highest among lone parents, and attainment is lower for children from a lone parent family. **28% of families smoke** (23% in Norfolk)
- **Smoking** exacerbates poverty as well as increasing the likelihood of poor health outcomes
- **Diverse population** 4.4% of households in KL have English as an additional language (1.6% in Norfolk) increasing barriers to access and reducing attainment
- **Unemployment** 20% of households are workless (18% in Norfolk. This impacts child development and education, limiting their future employment prospects, and reducing their opportunities to succeed throughout their lives¹⁵
- **Increasing demand** Children's Services have seen an over 100% increase in family support referrals YoY between 2019 and 2020 and an over 200% increase in referrals to the inclusion service to try and prevent exclusion¹⁶

Facilities and resources for businesses:

The business birth rate in King's Lynn is the lowest in the County when compared with working age population¹⁷, and the results of in public consultation carried out this year have highlighted the local demand for a support offer centered on establishing new businesses and accessing work opportunities:

¹³ All from Public Health Fingertips data <https://fingertips.phe.org.uk/>

¹⁴ Index of Multiple Deprivation 2019

¹⁵ All from Public Health Fingertips data <https://fingertips.phe.org.uk/>

¹⁶ NCC Children's Services

¹⁷ Business birth rates, ONS, 2018-2020; AVG population, ONS, 2018

- Business birth rate before Covid-19 was 10% compared with 13% across England, and the business churn rate was 19% compared with 25% for England¹⁸
- 69% of respondents stated **Business Start Up advice** would be the most valuable business support offer.
- **Training to gain skills for the workplace** was considered most useful career support (68.9%)
- Volunteering and work experience opportunities the most useful resources (68.9%).¹⁹
- Market research conducted by Savills (commissioned by King's Lynn in December 2021) noted two findings of particular relevance:
 - **Rural communities in the local area rely heavily on King's Lynn for work**, highlighting the importance of encouraging development and economic growth in the town.
 - **Post Covid there will be increased demand for co-working and flexible workspace**, delivery of which will be essential for unlocking future economic growth opportunities.

Existing arrangements - current context and challenges

Town Centre Decline:

As noted in the Town Investment Plan, the town centre retail area has been unable to adapt and change fast enough to develop an alternative offer to out of town living, leisure, and shopping. The Hardwick out of town retail area is very large, even in comparison with similar sites in comparable sized towns, reflecting its wide catchment area. It inevitably encourages residents to travel out of the town rather than into the relatively modern town centre retail area and reduces the extent to which people from the wider catchment travel into town.

King's Lynn High Street has an abundance of large vacant premises, which has been exacerbated by Covid-19. King's Lynn was once one of England's most important ports, with its market square considered to be one of the grandest in the country. But like many places, the town has been hit hard by the pandemic and the decline of the high street.



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Current Library and Adult Education Offer:

Modern library provision is more than just a source of information. Whilst the current library has a wide range of activities and good public engagement the building has several constraints which limit opportunities to deliver 21st Century modern library/learning provision.

King's Lynn Library is housed within the Carnegie Building; a grade II Victorian Gothic building opened in May 1905. The population of King's Lynn has grown considerably since 1905 and the library is now of insufficient size and lacking accessible and usable floorspace to meet end-user requirements.

These constraints are all the more acute when considered against the need demonstrated above, and on specific independent analysis of Library and Adult Learning need in the area:

¹⁸ ONS, Business Demography, 2018

¹⁹ The Engaging company 2021

²⁰ The current Argos building

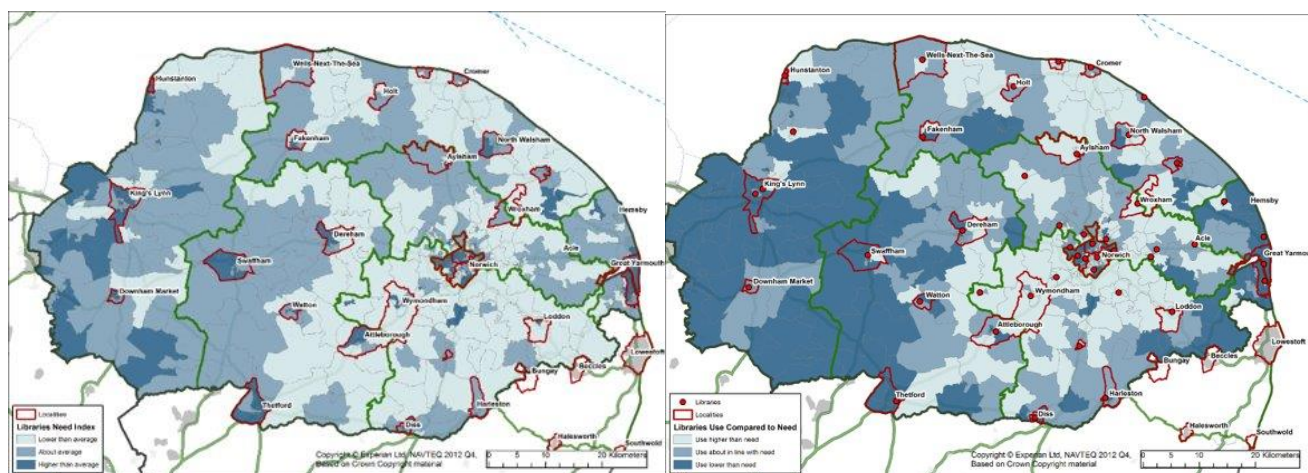
Pre-pandemic analysis by Norfolk Insights studied indicators of library service need by locality. This highlights not only indicators of acute need, but more importantly highlights King's Lynn as the only locality in Norfolk with negative trends (demonstrating higher need) in every indicator considered:

Library services - indicators of need by locality

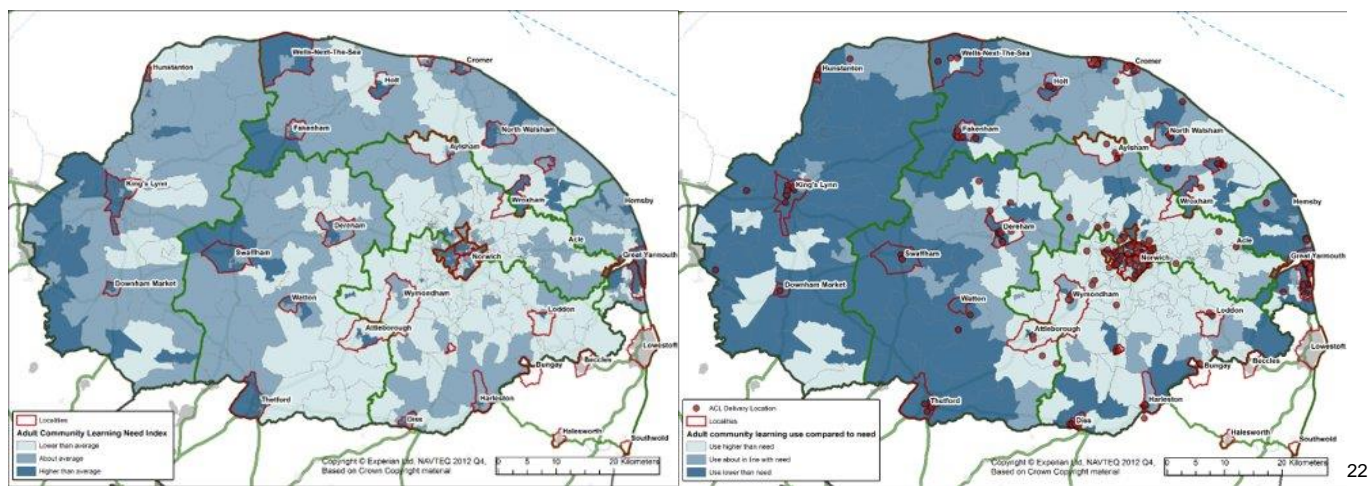
Locality	All Ages	% FSP not GLD	Age 16+ with no qualifications	% 65+ lonely (ONS)	65+ with frailty Obs/Exp	% children in low income	% families with no qualification	DWP % eligible 2	% lone parent households	% under 5s
Attleborough	11,861	28%	26%	1.7%	97	8%	7%	27%	6.0%	5.4%
Aylsham	6,131	32%	24%	1.7%	96	8%	5%	26%	4.6%	4.2%
Cromer	7,652	31%	30%	1.8%	110	18%	10%	37%	4.3%	3.7%
Dereham	19,113	24%	29%	1.9%	102	14%	8%	37%	6.7%	6.1%
Diss	8,085	37%	30%	1.8%	89	15%	8%	25%	5.8%	6.2%
Downham Market	10,726	29%	32%	1.8%	134	18%	8%	23%	5.1%	6.2%
Fakenham	7,725	29%	32%	1.9%	113	12%	8%	24%	5.3%	5.7%
Gorleston	25,567	32%	32%	2.2%	101	26%	11%	21%	9.4%	6.3%
Great Yarmouth	28,518	34%	37%	2.4%	100	34%	17%	23%	10.4%	7.1%
Holt	3,962	18%	29%	1.7%	89	16%	9%	42%	3.3%	3.9%
Hunstanton	3,980	35%	37%	2.0%	132	26%	10%	58%	3.9%	3.2%
King's Lynn	41,180	30%	30%	2.0%	152	20%	11%	33%	7.1%	7.4%
Loddon	2,783	32%	26%	1.7%	96	17%	7%	44%	6.9%	5.5%
Long Stratton	2,025	20%	20%	1.6%	122	6%	6%	35%	6.0%	5.9%
North Walsham	12,696	21%	29%	1.8%	102	17%	6%	39%	6.2%	5.2%
Norwich 1	36,635	33%	26%	2.4%	106	22%	11%	35%	8.0%	7.4%
Norwich 2	17,492	34%	29%	2.1%	98	25%	11%	42%	8.2%	7.0%
Norwich 3	36,486	40%	24%	2.2%	133	27%	11%	44%	9.4%	6.0%
Norwich 4	48,259	26%	17%	2.2%	110	16%	5%	29%	5.1%	5.2%
Redenhall with Harleston	5,006	23%	30%	1.7%	75	14%	8%	37%	4.6%	5.8%
Sheringham	7,359	28%	25%	1.7%	87	12%	5%	35%	3.8%	3.6%
Stalham	2,850	30%	33%	1.9%	98	13%	11%	45%	5.7%	4.6%
Swaffham	7,557	41%	35%	1.9%	134	23%	12%	41%	5.6%	5.3%
Thetford	26,185	38%	29%	1.9%	134	16%	14%	33%	8.6%	7.4%
Watton	7,563	31%	34%	1.7%	99	8%	11%	23%	5.2%	5.5%
Wells-next-the-Sea	2,575	24%	30%	1.6%	91	16%	12%	19%	5.2%	4.0%
Wroxham and Hoveton	3,742	29%	30%	1.5%	84	16%	7%	45%	2.7%	4.0%
Wymondham	15,711	19%	22%	1.7%	101	8%	4%	21%	6.0%	5.7%

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Pre-pandemic analysis from Experian also clearly shows the higher need and low use for library and adult learning provision in King's Lynn and West Norfolk, again highlighting high need and low use compared with wider Norfolk:



²¹ NODA 2021 analysis of Norfolk library services need by indicator



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Capacity:

At only 550 square metres the library falls well below the statutory guidelines for Library size which indicate a minimum of 750 square metres for a library serving the current population of King's Lynn. The layout available does not allow for any dedicated space or privacy for learners, nor does it offer any meeting rooms or the flexibility of space to accommodate businesses. Learners on the reading pathway who are non readers must be supported in a space shared with the Business Intellectual Property Centre.

The pressure on the space is exacerbated when activities are taking place; The most popular activities occupy the main area of the library removing the option for browsing and quiet study, and frequently run out of capacity. The library's popular bounce and rhyme session for young children is often overbooked meaning local families miss out on important developmental and social engagement.

The lack of space impacts both adult learning and partnerships. The temporary Adult Learning annexe only has one classroom located in a temporary structure at the rear of the building, which is not accessible. Partners seeking to use the space are limited by the lack of availability, limiting the range of offers available to residents.

Access and safeguarding:

There are no accessible toilets or changing spaces at the current library and although there is a ramp giving access to the building, this must be accessed through classrooms at the back of building which are sometimes occupied. There is a lack of maneuverable space for those in wheelchairs or pushchairs. There is also no storage space for wheelchairs or pushchairs.

A busy road must be crossed to access the library, and connectivity to public transport is poor. The layout makes safeguarding challenging, with corners that cannot be easily monitored and episodes of antisocial behaviour in the foyer.

In recent consultation with residents, the main reason given by those not using the library for not doing to (25% of respondents) was its location and connectivity.

Influence of market failures and COVID-19

Market failures in this area include the low incentive to provide community or other low commercial value space, leading to a significant delivery gap. This leads to a challenge for flexible office space, particularly for smaller businesses and startups. Pilot work offering smaller low-cost spaces for hire conducted by KLWN BID (Business Improvement District) has demonstrated the demand for such a space, but due to low revenues it is not a viable investment opportunity for any sector purely focused on generating income (as opposed to broader public benefits).

In spite of employer demand, the market has not been able to effectively respond to the skills needs in King's Lynn, whether that is to encourage uptake of basic skills, to encourage young people to remain in

²² Experian Mosaic 2012 analysis of Norfolk Library and Adult Learning need, and usage compared with need

education, or provide access to higher-wage jobs. Employment taken up by the local populace is typically low-wage (as demonstrated by the lower earnings) and low-skill due to poor academic attainment. While there are opportunities for higher-paying jobs and career progression businesses have reported finding these challenging to fill, with roles often taken up by commuters from other areas.

The challenges of Covid and the introduction of social distancing guidelines impacted the available space within the building and have highlighted the lack of space to operate with social distancing measures. Ventilation is also a key concern with the only real means of ventilation requiring all windows to be open, in the winter, given current energy costs, this is a prohibitive and carbon heavy practice.

Prior to the pandemic the library regularly had over 20,000 visitors per quarter. To date the library is still getting less than half the number it had before Covid, even with distancing guidelines at an end. The slow increase in visitor numbers suggests that service users have little confidence in the

PC usage has seen a significant deterioration through the pandemic and sits at just over a third of pre-pandemic levels. This is of particular concern given the demonstrated issues with digital exclusion. The number of items being issued has also dropped and not recovered to pre-pandemic levels.

	Apr-Jun 2019	Jul-Sep 2019	Oct-Dec 2019	Jan-Mar 2020	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022
Visits	19,656	22,933	21,539	20,819	0	10,865	6,183	0	4,677	5,849	9,047	10,395	10,007
ISSUES													
Books + SPO	13,576	14,611	12,204	13,765	2	7,324	5,811	404	6,009	9,254	8,948	10,426	10,467
AV	353	352	373	420	0	143	63	5	81	40	129	127	124
Issues Total	13,929	14,963	12,577	14,185	2	7,467	5,874	409	6,090	9,294	9,077	10,553	10,591
PC Usage (hrs)	3835.68	4770.36	4504.20	4493.80	0.00	650.23	385.18	1.58	486.01	719.73	1037.38	1381.93	1316.48

	Jan-Mar 2020	Apr-Jun 2020	Jul-Sep 2020	Oct-Dec 2020	Jan-Mar 2021	Apr-Jun 2021	Jul-Sep 2021	Oct-Dec 2021	Jan-Mar 2022	Apr-Jun 2022
Active Borrowers - Unknown	106	95	81	64	24	39	52	66	80	91
Active Borrowers - Female	1757	1563	1356	1068	579	703	851	916	1044	1107
Active Borrowers - Male	1123	988	859	667	360	444	506	523	593	615
Active Borrowers - Total	2986	2646	2296	1799	963	1186	1409	1505	1717	1813
Active Users - Unknown	241	227	191	146	96	124	146	162	203	215
Active Users - Female	2995	2706	2355	1932	1381	1784	1981	2047	2191	2135
Active Users - Male	2314	2066	1767	1462	961	1246	1372	1445	1569	1510
Active Users - Total	5550	4999	4313	3540	2438	3154	3499	3654	3963	3860
New Members	379	42	133	70	71	135	269	212	256	293

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Vision and objectives

Our Vision for the “MUCH” in King’s Lynn aligns with a wider vision to deliver community based services and support in the heart of communities that need them and to address the unique challenges they face.

With this in mind the proposed project has the following vision, aims and objectives:

Vision:

‘To create a place where residents can access a range of public services they value, alongside information and advice they trust, with library and learning at their heart. A welcoming, safe space where a range of partners offer support and people can connect, learn, be inspired and find the resources they need to thrive.’

The project aims to:

²³ Norfolk Library Service data

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work and support smaller community groups and partners to have a local presence
- Transform the landscape of the town centre with an aspirational building and associated public realm to encourage a sense of identity and pride in a local place
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport.
- Drive skills progression for the workforce - encouraging lifelong professional development, upskilling and reskilling
- Equip young people for success by unlocking their abilities, confidence and potential

Project objectives:

The Multi User Community Hub project has the following key objectives:

1. Develop a co-located 'community multi-use hub' facility in the town centre of King's Lynn which brings together the relocated library, an enhanced adult learning offer, and other community activity provision.
2. Provide skills and educational opportunities for residents starting at entry level. Develop new community adult learning education and higher education courses that meet skills need in the Town.
4. Develop new community partnerships to provide a variety of programming and community support offers from the hub to address local community vulnerabilities and maximise access to services for residents
5. Provide services and facilities for start-ups and local businesses

Measures of success:

1. The hub build will be completed to time, budget, scope and quality
2. A suite of evolving education and skills courses will be bookable prior to the launch of the hub
3. New workshops, classes and courses tailored to KLWN needs will have been developed and form part of the hub programme
4. New community partnerships will have been set up and partners old and new will be operating from the hub from launch
5. Meeting rooms and hot desking space will be available for booking and drop in from launch. Multi-purpose spaces will be available for commercial hire
6. An increase in overall library and adult learning usage

The proposed investment

Project Description:

The hub will be a state-of-the-art fully accessible community and learning space in the centre of town. It will play host to not only the library and associated facilities, but a range of Norfolk County Council services and programming from Adult Learning and partners – curated specifically to the needs of King's Lynn residents.

Summary of Options

Option One: Do Nothing.

This option would not address the demonstrated challenges in community, financial, social and digital vulnerability, skills and opportunity shortages, health inequalities, or business underperformance, nor support the revitalisation of the town centre. This option would also leave the town with an inadequate, inaccessible and inferior library and adult learning offer. The challenges identified in the strategic case will not only remain but could deteriorate further if proactive changes to offer is not changed to meet modern needs.

Option Two: Refurbishment of/extension to current library. Extend the existing library to add more temporary structures.

This option has significant limitations and is unfeasible: the current library is grade two listed and significant changes cannot to be made, for example to address access or safeguarding needs within the building.

Any extension would potentially be a temporary structure and would come at the loss of the library car park. This option does not address the location or accessibility issues identified nor the clear need for a more centralised community offer, revitalisation of the town centre or the improvement to pride of place.

Option Three – preferred option: Create a new central community and learning space. Purchase and redevelop a vacant building within the town to create a central “Multi User Community Hub”, with the library as the key tenant, and adult learning and partners co-tenants.

The hub would be central to the town with significantly increased floor space to enhance the library offer, provide a permanent home to the (again enhanced) Adult Learning offer, have enough space for co-located or ‘spot-hire’ partners, and offer additional facilities for business, communities and learning.

The selected building would need to have good connectivity with public transport, nearby car parking (including nearby disabled parking), and be central enough to both benefit from and contribute to town centre footfall.

The additional space and central location will facilitate a significant expansion in programmes and partnerships, specifically curated for the needs of King’s Lynn residents.

This option would impact all elements identified in the case for change and create a flagship learning and community offer in the centre of town.

Several sites that could meet the needs identified were reviewed, and 46 New Conduit Street (the site of the old Argos building) was identified as the site that met all key needs:

Summary of Sites Considered:

NPS were commissioned by Norfolk County Council to undertake a feasibility and site search assessment and provide an evaluation report for alternative library/multi-use community hub provision within the town of King’s Lynn. (King’s Lynn Library/Multi-Use Community Hub Provision Site Search & Evaluation Report NPS 2021)

Current timescale constraints imposed by funding streams dictated that any alternative site needed to be available/deliverable within an immediate timeframe. The site search undertaken, and evaluation exercise therefore considered potential sites and assessed their suitability against a number of criteria.

There were a number of key considerations in relation to identifying a suitable, available and deliverable alternative site to replace the current library, and a key set of site-specific criteria (shown in the first column of the grid below) were identified/used for the purpose of the commission.

A number of sites within the town centre boundary were identified as being marketed/available. The site search used data for property availability, both leasehold and freehold from a variety of platforms. These include Rightmove Commercial, Property Link and EGi Radius Data Exchange. Based on the minimum floor area threshold a number of identified sites (20) were discounted.

Based on collaboration with KLWN on which site provided the most benefits, other client considerations including timescale constraints imposed by funding streams, the assessment identified four potential alternative sites, as detailed in the Site Review Summary annexe.

How the project will address the objectives and vision

Our vision and objectives will be delivered through two key elements:

- the build, location, and facilities
- programming and partnerships

Libraries are the cornerstone of communities, providing a safe, trusted environment open to all, and they're also a place to meet people, to learn new skills and find a new favourite book. According to the annual report to parliament on Libraries, Libraries have an important role to play in tackling loneliness through events and activities. Recommendation 14 of The Kruger Report in 2020, cites "A new focus on the modern local library.... business start-up support and digital inclusion for local communities" All of these roles and functions are at the core of the proposals for this project. Furthermore, the project supports the new role of family hubs and forms part of our proposals for the delivering these in Norfolk

The build, location, and facilities:

The new centre is predicted to bring footfall and activity into the area by **regenerating an existing central eyesore site**, with a relocated Library at the core of a **campus style approach ensuring supported access to learning, skills, advice and information**. The new hub will **increase footfall in the town centre by 200,000** visits per annum, creating a vibrant town centre and providing evidence to external investors that King's Lynn is an attractive and viable market for wider leisure opportunities.

The location is near the bus and railway stations and central parking. Three disabled parking spaces are immediately outside, and a further 12 within 0.2 miles. **Access for all** is central to the vision, and this begins with the build: the space will include a changing space toilet, and accessibility (such as large lifts by the entry and accessible toilets on each floor) designed in as standard. **Safeguarding will be significantly improved** compared with the current library with improved lighting and layout in particular increasing both the manageability of the space and users' feelings of personal security.

CIPFA library usage report indicates that those that live in areas of high deprivation are more likely to come to the library to find something out or use a computer than to borrow a book and are also more likely to travel on foot. The central location of the MUCH will **enable more people to access** it on foot, as part of their day to day lives, **increasing library participation amongst the most deprived groups**.

The MUCH will include **spaces for people to meet and get together** including community groups. The VCSE sector plays a vital role in supporting addiction, mental health and wellbeing and there is broad feedback from the sector that spaces to carry out their work are limited in King's Lynn. It will also provide the town centre with a location for 121 and group sessions for drug and alcohol support. Even at this early stage there has been significant interest from the sector in developing partnerships, and development work has already begun with multiple organisations (shown in more detail in the Commercial Case).

Businesses will be supported though a wealth of **business-focussed facilities** including larger and dedicated BIPC space; flexible drop-in workspaces (meeting spaces, hot desking, private meeting rooms): and attractive hireable multi-purpose spaces shaped with opportunities for local businesses in mind.

There will be **nearly three times as much space across three floors** in the MUCH as in the current library building; Adult Learning will have a permanent home and be able to operate a significantly augmented programme supporting the improvements to **skills** identified, and a town centre location makes it **easier for more people to access** and benefit from the skills offer. New study spaces and

significantly increased capacity of digital workstations means people have the **resources and space to support their learning** and therefore employment prospects.

This increase in space will allow numbers accessing skills courses to be brought at least in line with Great Yarmouth, which has similar demographics but three times the Adult Learning space capacity. Whilst we expect an immediate increase of 30% course attendance in line with expected traffic increase, we would expect to eventually double the overall attendance, in alignment with the figures below:

Adult Learning Courses 2018-2021		
	King's Lynn	Great Yarmouth
Individuals completing courses	762	1,365

Health and wellbeing will be enhanced through facilities such as a new **training kitchen**. Cooking and sharing meals with others is an important way to reduce isolation, build community, confidence and wellbeing. The flexible spaces will allow for a **programme of physical activity**, enabling many more people to improve both their physical and mental health. A planned **travel node** – bike storage and electric bike rental – will encourage active travel and health improvements.

Plenty of accessible space in the Town Centre will allow us to carry out a **targeted Family Learning programme**, with space for play and get together; families will be able to learn together, **raising aspiration and achievement** from the Early Years onwards.

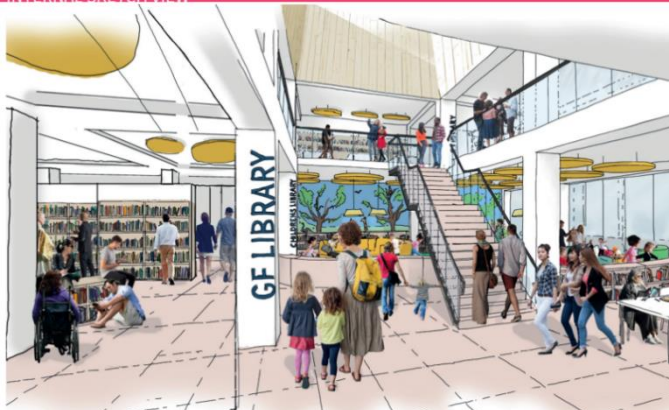
King's Lynn's unique historical environment will be enhanced and complemented by the extensive local history resources and collections held at the library and the opportunities this project brings to promote and display them at heart of the town. It will be a major contributor to the sense of pride in the town and sense of place.

The below RIBA1 indicative sketches of the space highlight the impact the rejuvenated build will have on the surroundings, fulfilling community requests in for a modern build that works with its surroundings, opening up a plaza space and revealing the Majestic Cinema. The inside ground floor entryway will feel open and welcoming, with space for exhibitions and easy sightlines connecting different areas within the space. These designs are subject to much wider consultation with planners, the public and Town Deal Board over the forthcoming RIBA stages.

EXTERNAL SKETCH VIEW



INTERNAL SKETCH VIEW



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Programming and partnerships:

The programming and partnerships offer will be based on the successful and proven approaches already up and running in Great Yarmouth and the Norfolk and Norwich Millennium Library. More than doubling the existing space will allow Adult Learning will be able to operate a significantly augmented programme.

²⁴ Artist impression of external and internal views – Hudson Architects 2022

Adult Learning have developed an ambitious programme in response to the **King's Lynn Skills strategy** – planning courses which support shortages in NHS and care staff, STEM subjects and green and low-carbon sectors. As a result of the Government's focus on supporting adults to gain first Level 3 and above qualifications, they will offer a range of free Level 3 vocational qualifications.

Adult Learning will offer a much wider Community learning programme with courses like “**beat the bills**” providing basic skills for people in budgeting and money management. People will be able to access a wider programme of **digital inclusion courses and 121 support**, reducing the numbers of people experiencing digital exclusion. Skills and employability training means **more people will find sustainable and or better paid work** meaning they don't have to struggle on a fixed income provided by benefits.

Planned course programme developments with The College of West Anglia (CoWA) will also **maximise Adult Education resources and create a navigable learning path** for people to re-skill, bringing participation in line with and even surpass comparable areas. Working together with CoWA a programme of ESOL and Adult Education programmes that **maximises shared resources** and enables as many residents as possible to support their aspirations.

Trained staff providing face to face and **on demand information and signposting** means people can come and access help quickly and easily for things like NAS and Lily referrals. A permanent, **town centre presence for voluntary sector organisations** (for example CAB, community food hub etc) will provide vital support with debt and benefits advice will help people manage their financial struggles and maximise their income

Children's Services have included the MUCH in their **Family Hub** proposals to help tackle the negative social and health outcomes faced by families and the lack of accessible support for families near to where they live

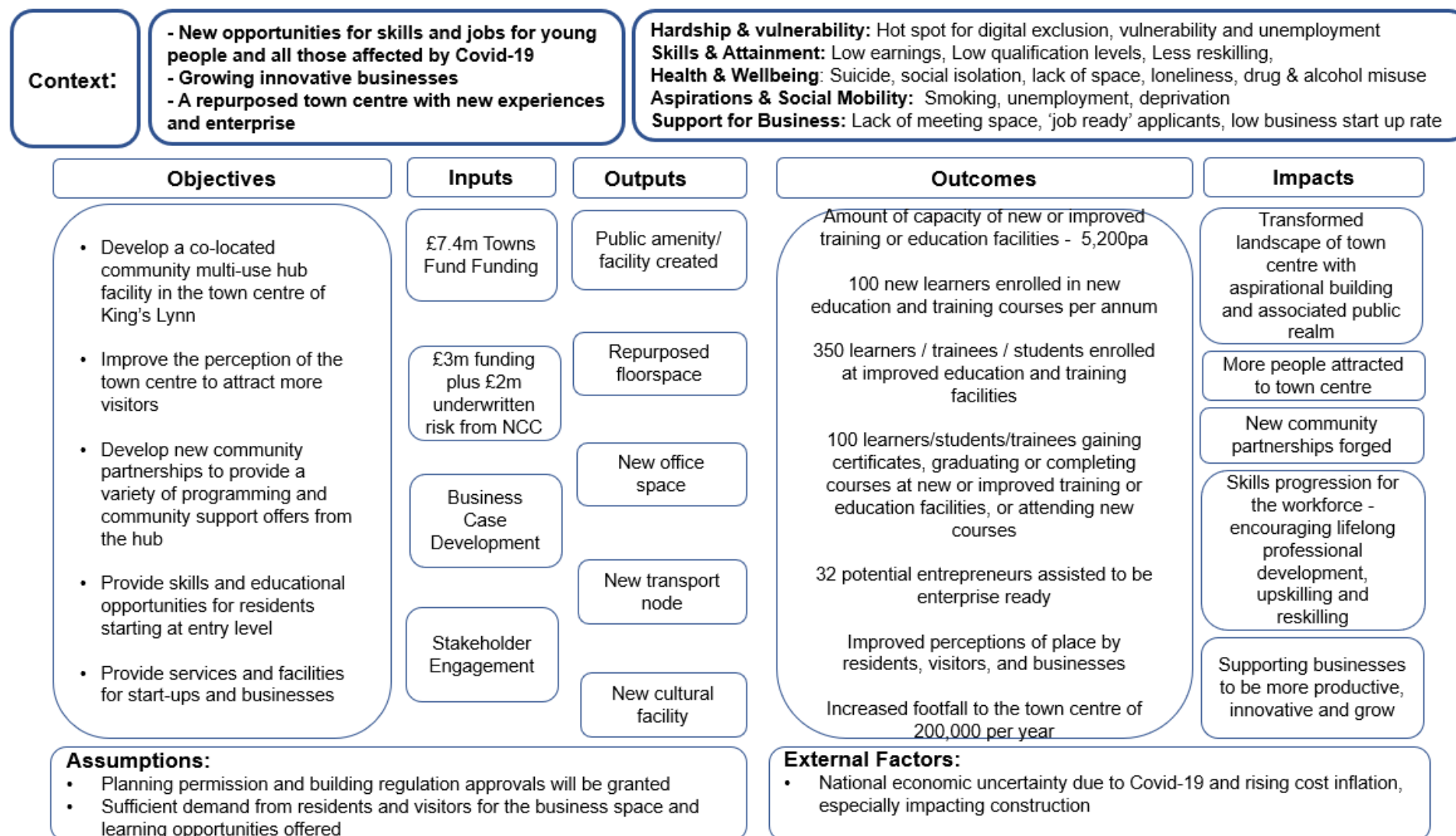
A wealth of **business and employment-centred learning and resources** will be based onsite. The flexible spaces open up other opportunities for greater partnership working with organisations providing business support, advice, guidance and workforce training.

Discussions to date with **health services providers** have encompassed a wide range of opportunities to combat health inequalities with opportunities under consideration ranging from hosting health checks or physical rehabilitation services within the multi-purpose spaces, to basing health spoke models onsite.

The 'one-stop shop' of a range of services and activities the MUCH now proposes to offer means there will be increased opportunities to support early intervention, referral and support to members of the community who are vulnerable.

The combination of facilities, programming and partnerships will create a 'no wrong door' approach - essential in supporting the community in response to Covid-19. The vision is to offer the community a key and pathway to a better life. This range of services will provide a core environment of well-being, skills development, learning and information and would provide a base-revenue model.

Theory of Change



Expected outputs and outcomes

Outputs:

Output	Target
Number of new cultural facilities	1
Number of derelict buildings refurbished	1
Number of public amenities / facilities created	1
Amount of new office space – meeting rooms and hot desking	400sqm
Amount of floor space repurposed (commercial) – spaces available for commercial hire	425sqm
# of transport nodes with new multimodal connection points	1

Outcomes:

Outcome	Target
Amount of capacity of new or improved training or education facilities	5,200
Number of learners enrolled in new education and training courses	100pa
Number of learners / trainees / students enrolled at improved education and training facilities	350pa
Number of learners/students/trainees gaining certificates, graduating or completing courses at new or improved training or education facilities, or attending new courses	100pa
# of potential entrepreneurs assisted to be enterprise ready	32pa
Improved perceptions of place by residents, visitors, and businesses	70%
Increased footfall to the town centre	200,000 pa ²⁵

Expected different impacts by protected characteristics and/or income groups

For a full breakdown of impacts by group, please refer to the Equality Impact Assessment in appendices

Norfolk County Council is committed to providing public services and a workforce environment that can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability. Whilst designing the MUCH we will be guided by the following:

- Provide the same means of use to enable access for all users: identical whenever possible; equivalent when not
- Avoid segregating or stigmatizing any users
- Provisions for privacy, security and safety shall be equally available to all users
- Ensure dignity in use for all users

²⁵ This increased footfall also represents a minimum 30% increase in pre-pandemic Library usage

Stakeholders

Our engagement with key stakeholders has both reinforced the need for the project and allowed us to refine our offer – even at this early stage. Specific ways in which stakeholder viewpoints have influenced the project are highlighted in the Stakeholder Feedback and Project Change (Annexe 2)

Prior to public consultation, stakeholder and member briefings were held in early December 2021. These provided a valuable opportunity for the project team to inform priority stakeholders about early developments and thinking and gain valuable feedback on the plans.

Community consultation took place online and via hard copy surveys (available in the library and at drop-in sessions) from 1 December – 22 December 2021. Respondents were invited to give their views on a proposed new community hub in King's Lynn, and their ideas for the future use of the current library building. A robust overall sample of 379 respondents took part in the survey.

A series of online workshops were also held for members of the public (who had indicated that they would like to join a workshop through the survey). Sessions to get the views of representatives from the heritage and the arts, and community and voluntary groups also took place.

The Vision King's Lynn young people survey took place online from 5th October - 24th October 2021. During this time, 167 respondents aged 16-25 took part.

Policy alignment

The project has excellent alignment with key local regional and national strategies, policies and plans which can be found in Policy Alignment (Annexe 3)

They include:

- The King's Lynn Town Investment Plan
- The King's Lynn Local Cycling and Walking Infrastructure Plan (LCWIP)
- Norfolk County Council Better Together for Norfolk 2021-2025 strategy
- Norfolk County Council Rising to the Challenge Together strategy
- Norfolk strategy for Participation and NEET
- Multiply (Norfolk & Suffolk County Councils)
- Integrated Care System & Health and Wellbeing Partnerships
- New Anglia's Economic Recovery Restart Plan
- New Anglia Local Skills Report
- Skills Advisory Panels
- Build Back Better High Streets Strategy
- Levelling Up Whitepaper Missions
- The Skills for Jobs White Paper

Project risks, constraints, and interdependencies

Area	Description	Impact assessment	Mitigation
Resource	Project personnel availability impacted due to illness, conflicting priorities, or leaving organisation	Loss of skills, project understanding and capacity leading to inefficiency, delays and an inferior product	Project documentation is well maintained. Project and programme staff have clear communication to allow short notice cover. The project is well resourced to reduce overwork and stress
Engagement	Key project stakeholders are not well engaged with the projects	Poor understanding of their role, undoing of key decisions, additional resource to keep abreast leading to project delays and (at worst) poor overall final project	Review of ToRs for governance groups; clear roles and accountabilities; clear pathway should meetings be missed or members unavailable; good record keeping
Engagement	Key political stakeholders are not well engaged with the projects	Withdrawal of political support, additional resource to reassure	Impacted and interested members are key stakeholders, who will be provided with regular updates and formally briefed at each milestone
Scope	Scope creep caused by the desire for the project to deliver more, results in the project being undeliverable	Increase in budget, increase in timeline, lack of satisfaction in final product, elements being de-scoped further into the project	Workshops taking place to create clear scope - to then be agreed by stakeholders and governing boards, with clear alignment to Town Deal outcomes and Town Strategy
Budget	Uncertainties around inflation /unforeseen build challenges impacting build costs	Increase in budget, increase in timeline	Factor in significant financial contingency for inflation, monitor materials selected through RIBA stages to balance cost and quality at every stage; use of Modern Methods of Construction to mitigate build delivery risk; retention of floor plate to avoid foundation issues
Timeline	Delays: e.g., in securing TDF funding sign off/property purchase	Increase in timeline, possible increase in cost and reduction in quality	Norfolk County Council Comprehensive surveys being undertaken to ensure that all mitigating factors are known before the acquisition commences to prevent delays
Engagement	Negative publicity and disruption	Increase in timeline to rectify negativity and reassure stakeholders	Comprehensive community engagement being undertaken to prevent negative publicity and disruption
Timeline	Planning permission challenges	Increase in timeline, possible increase in cost and scope due to changes needed to include build frontage	Working with KLWN planning team from RIBA1 to plan ahead and minimise disruption; lower risk as building outside conservation area
Scope	Unsafe/ substandard materials retained from old structure	Increase in budget and timeline to address. Possible impact on lifespan of the build.	Multiple surveys have taken place on all materials to be retained: Concrete testing has taken place to confirm only minor work is required to secure. Asbestos removal has been planned for.

The key constraints and interdependencies for this project are:

- Constraint: Budget – ability to deliver a comprehensive scheme within the budget available given uncertainty around inflation and build costs
- Interdependency: Partnerships and new skills programme must be in place by launch date
- Interdependency: Move of old library must align with build completion and launch date to ensure continuation of service

ECONOMIC CASE

ECONOMIC CASE

Introduction

The Economic Case demonstrates the public value for money of the preferred option to society, including wider social and environmental effects. This is demonstrated through a Value for Money (VfM) assessment of the preferred option. Town Deal funding will be used to redevelop the vacant former Argos building on New Conduit Street to provide a new Multi User Community Hub (MUCH). The MUCH project will provide a new library, replacing the current facility at the Carnegie Building as well as providing a café and spaces for offering adult learning, a digital hub, training kitchen and spaces for businesses (workspace and meeting space). Specifically, the project will:

- Provide a modern and accessible library, business and community hub that provides a facility of sufficient size to meet the needs of King's Lynn's population. The MUCH facility will mirror the library, learning and community facilities provided by Norfolk County Council elsewhere in the county and respond to the feedback of community consultation collected as part of developing the King's Lynn Town Deal investment plan.
- Provide spaces for a wider range of services such as flexible spaces to deliver a large programme of learning at Level 1-4 in partnership with the Department for Education. This responds to low levels of workforce skills in King's Lynn and West Norfolk and a lack of adult learning facilities in King's Lynn town centre.
- Transform the New Conduit Street area of King's Lynn town centre, increasing footfall as a result of the number of residents using services provided at the MUCH, providing the opportunity in the future for high quality public realm at its frontage and opening up the Majestic Cinema via the preferred design for the MUCH.

Approach to economic case

The approach taken to the economic case is based on a combination of quantitative and qualitative analysis designed to accurately reflect the proposal for the Multi User Community Hub (MUCH) project. This economic case quantifies five core benefits of the MUCH project, each of which directly address long-standing challenges faced by the town that are set out in detail in the strategic case.

The MUCH project will address significant health and wellbeing issues, such as social isolation, life limiting diseases, poor wellbeing and ill health. This will be quantitatively assessed in two ways, the first in terms of the wellbeing benefits of using the MUCH site for its various uses, including for socialising, health and wellbeing classes and other events. The second way this will be quantified is through the economic savings from reducing the incidence of serious and life limiting health conditions resulting from the extensive health and wellbeing courses offered at MUCH.

The high levels of unemployment and low skills attainment in King's Lynn has contributed to significant social and financial vulnerability within the local population and a low wage economy offering many residents limited opportunity for social mobility, severely impacting the aspirations of local people, especially younger people which is demonstrated by high proportions of NEETs, unemployment and high levels of demand for Universal Credit and Children's Services. Clearly these issues, set out in detail within the strategic case have had a significant impact on opportunities and the quality of life for many of King's Lynn's residents. MUCH seeks to address this by providing targeted training courses to support people into employment and to provide the skills required to secure higher value, better paying and sustainable employment that will enhance their quality of life. The economic impact of this movement into employment has been captured within the quantitative analysis.

The quantitative assessment has an appraisal period of 30 years and has been discounted to 2022 prices. All quantified benefits have been estimated in line with the HM Treasury Green Book best practice, using methodologies and values (where possible) from the appropriate UK Government departments.

In addition to the quantified benefits assessment, a number of non-quantified benefits have been included within this economic case, these include support for mental health and providing access to social services.

Options Appraisal

The development of the MUCH project has been the subject of scheme development and options assessment process as part of the development of the Town Investment Plan. This process led to the identification of three options:

Option One: Do Nothing

This option would deliver no works and accordingly, produce no benefits. This option is the standard, counter-factual position and would fail to address any of the challenges set out within the Strategic Case. Under this option, the existing library site would remain in its current state, with the current accessibility and quality issues that affect the site unchanged.

This option was rejected as it would not address the community, societal, health or economic challenges faced by the residents of King's Lynn. However, in accordance with HMT Green Book guidance, this option has been taken forward for appraisal as the 'counter-factual' option, against which the preferred 'Do-Something' option will be compared.

Option Two: Refurbishment and extension of current library

This option would refurbish the current Grade II Listed library site and install temporary structures to provide additional floorspace in which the additional services identified for the MUCH project will be provided. This option would allow many of the services and uses of the MUCH project to be delivered within King's Lynn, however the limitations of this option are significant. This option would restrict the ability to address the accessibility issues at the current library as well as to provide the full facilities required to deliver the proposed services at the site. This is a result of the listed status of the building. The historic current library building is Grade II Listed, meaning that there are limitations to what work can be done to alter the fabric of the building or to change the building fundamentally. These limitations are likely to extend to adding ramps and other features to enable greater access to the building and may restrict the ability to redevelop the interior of the building to provide space for the services required by the MUCH project. Without accessibility and the ability to deliver the full amount of floorspace required to deliver these services, this option would limit the benefits of the scheme and likely fail to fully address the challenges set out in the Strategic Case. The use of temporary structures to provide additional floorspace would also lead to the loss of the carpark at the site, further restricting accessibility at the site. This option would also fail to address the need for a more centralised community offer that would contribute to the revitalisation of the town centre and support the enhanced identity and pride of place within King's Lynn. As a result of these issues, this option was not taken forward for appraisal.

Option Three: Create a new, central, community and learning space

This option would purchase and redevelop a vacant building within King's Lynn's town centre to deliver a central hub as a base for the MUCH project. This option would deliver a larger library than in its current location and provide sufficient floorspace to deliver the full programme of courses, training and events proposed by this scheme.

46 New Conduit Street, King's Lynn was selected as the site for this option. The current building in this site, a large former retail unit is disused and is a visual blight on a central area of the town. The redevelopment of this site would enable the delivery of the MUCH project and provide a high-quality community hub that is centrally located and accordingly will increase footfall and activity within the town centre.

For the above reasons, in particularly the alignment of this option with the scheme's objectives, set out in the Strategic Case, Option Three was selected as the preferred option.

In accordance with HMT Green Book principles, both the Preferred Option and the 'Do-Minimum' option, Option One, will be taken forward for quantitative appraisal.

Economic benefits

The MUCH project seeks to address a range of economic, social and health challenges faced by King's Lynn's residents.

The quantified economic benefits of this project reflect those ambitions and are closely tied both the specific outputs of the project and the impact of these outputs on King's Lynn, drawing on the wealth of evidence of current challenges set out in the Strategic Case.

The quantified benefits of this project are linked directly to the key impacts of the project on the health, wellbeing and economic opportunities of its target beneficiaries. Each of the five quantified benefits reflect this and each build on the strategic justification for this project set out in the Strategic Case. The benefits quantified to appraise the MUCH project are:

- **Wellbeing benefit of library users** – This project seeks to address long-standing health and wellbeing issues prevalent amongst the local population, by providing a community space offering events, groups and services aimed at engaging residents and enhancing their wellbeing and health. Research undertaken on behalf of the Arts Council England into the wellbeing impacts of library use valued users and non-users' willingness to pay for libraries with this type of offer as a measure of the wellbeing value gained from the ability to access these services and community spaces.
- **Health benefits from reduction in serious, life-limiting conditions** – In addition to supporting greater levels of wellbeing, the MUCH scheme will provide a range of support to enhance health outcomes among the local population. As the Strategic Case sets out, King's Lynn has high levels of health inequality, including a rate of deaths from cardiovascular disease more than three-and-a-half times higher than the Norfolk average. The health and lifestyle support provided at the MUCH site will contribute to a reduction in this risk to those who receive this support. The reduction in risk reduces the chance of those receiving this support from requiring medical treatment for these conditions, leading to a significant saving to the NHS which has been applied as a proxy measure for the societal benefit, including to the benefit to the individual of not developing these conditions.
- **Lifetime economic benefit of people gaining new qualifications** – The educational courses, aligned to Levels 1, 2 and 3 offered at the MUCH will provide lifetime economic benefits for those receiving qualifications. This calculation captures that benefit and reflects the aim of this project to address the issues around the lack of opportunities and quality of life among King's Lynn's residents without formal qualifications.
- **Welfare impact of supporting re-entrants to the labour market** – The programme of skills and training to be offered by the MUCH project will actively support many of those receiving training to enter or re-enter employment. In providing this training and support, MUCH will actively address the issues of low skills attainment, low qualifications levels, low earnings and high unemployment within King's Lynn. The shortage of skills amongst many residents restricts their ability to find meaningful, high value and well-paid employment and limits both their life chances and the quality of life. The economic benefit of people entering or re-entering employment with good quality jobs has been captured using a methodology set out in the Department for Transport's TAG guidance that states that the welfare of a single job is the equivalent of 40% of the Gross Value Added (GVA) produced by that job. This methodology has been conservatively applied to those receiving employability support from the MUCH project.
- **Value of volunteering at the MUCH** – The MUCH site will double the size of the library space within King's Lynn and in doing so increase in the amount of time volunteered to deliver library services. This has been quantified to capture the value of this time.

The methodologies used to assess each of the above quantified benefits are set out below.

The quantitative appraisal of the costs and benefits of this scheme has been undertaken over 30-year appraisal period, in accordance with HMT Green Book guidance that ties the appraisal period to the anticipated lifetime of the asset, which in this case has been assumed to be 30 years.

Wellbeing benefit of library users

The project is expected to drive an increase in library use and membership. This will result from the facility's central location in the middle of King's Lynn town centre. Usage will also be driven by improving the accessibility of library facilities that is restricted in the listed Carnegie Building. The presence co-

location of library services with learning provision, a café and business incubation and meeting space will also drive up visitor numbers and library usage. The MUCH site will provide services, community groups and events that will actively attract and support residents in a number of ways, including simply by reducing loneliness and providing a support structure for those currently without one.

The range of uses of a library site such as this has been assessed in relation to its impact on wellbeing in a study undertaken by Daniel Fujiwara and others, commissioned by Arts Council England in 2015^[1]. This study utilised a willingness-to-pay approach to create a proxy value of libraries that offer certain services and uses. The values produced by this study range between £29 per person per year to £39 per person per year, depending on whether users attend events, use the library services to socialise or where the library offers health and wellbeing services. As the MUCH project will provide each of these to some extent, a weighted average value was used for each net additional library user, based on an even weighting between these three uses. This single value per user per year was then adjusted to 2022 prices.

The current number of library users and the anticipated future users of the MUCH site were estimated by Norfolk County Council and King's Lynn and West Norfolk Council, based on the proportionate uplift in users reported by a similar scheme delivered in Great Yarmouth, where a 30% uplift in users was recorded. The assumptions used to calculate this benefit are set out below.

Wellbeing benefits to library users

Assumption	Value	Source/ Justification
Model Assumptions		
Number of Net Additional users of the MUCH site per annum	24,000	A 30% uplift to pre-pandemic levels of users of the current library. The 30% increase in users is based on the findings of a similar project delivered in Great Yarmouth.
Wellbeing benefit to library users	£37 per person per annum	This value was derived from a weighted average of three willingness-to-pay values produced by Fujiwara et al. (2015) ^[2] that reported the following: The Willingness-to-pay for libraries, reflective of the wellbeing value attached to these libraries is dependent on the services offered at each library. In 2015 prices, libraries that provide events are valued at £29 per person per year, libraries that provide opportunities for social interaction are valued at £26 per person per year and libraries that offer health and wellbeing services are valued at £39 per person per year. A weighted average of these three values was calculated, applying an equal weighting to each three values. The resulting figure was adjusted to 2022 prices.
Additionality		
Deadweight	10%	A low figure for deadweight was applied to reflect the chance that some beneficiaries will receive this benefit without the MUCH project being delivered. This was considered highly unlikely however, as no alternative services are being provided within King's Lynn that will provide residents with access to these benefits. As this project targets those with limited ability to travel to other similar sites and those with a particular need for the MUCH site, it is considered unlikely that many of the beneficiaries of this project would secure these benefits without this scheme being delivered.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	10%	As set out above, the lack of alternative sources of this benefit in King's Lynn makes it highly unlikely that a significant number of the beneficiaries of this project will be able to receive these benefits elsewhere. In order to be cautious, a low figure for displacement of 10% has been applied.
Net Additionality	81%	Mott MacDonald Calculation

Once deadweight and displacement are accounted for, the impact over the 30-year appraisal period is **estimated to generate £12.2m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

Health benefits from reduction in serious, life-limiting conditions

The high levels of health inequalities within King's Lynn are among the key challenges this project seeks to address. As set out in the Strategic Case, King's Lynn residents have a mortality rate from cardiovascular disease more than three-and-a-half times that of the Norfolk average. MUCH will provide an increased range of courses, classes and support to encourage residents most at risk of major health problems including cardiovascular disease to live healthier lives and accordingly, reduce their risk of such conditions. Research by Sheffield Hallam University for Sport England shows that greater levels of activity reduces the risk of heart diseases by 35% of dementia by 30% and of diabetes by 50%^[3]. This report also provides an economic value of reducing the incidence of each condition, tied to the costs avoided by the NHS. These and other assumptions are set out below.

The number of beneficiaries of this benefit were estimated by King's Lynn and West Norfolk Council based on a 30% uplift in users, as reported by a similar scheme in Great Yarmouth, applied to the current users of similar services at the existing library site.

Health benefits

Assumption	Value	Source/ Justification
Model Assumptions		
Number of beneficiaries	28	This is a 30% uplift in the 92 existing annual users of similar health and lifestyle services at the current library site. The 30% uplift is based on the findings of a similar project delivered in Great Yarmouth.
Reduction in risk	Various	The study undertaken by Sheffield Hallam University on the economic impacts of health, sport and activity utilized data from the NHS which report that activity and healthy lifestyle choices reduces the risk of: <ul style="list-style-type: none"> - Heart disease by 35% - Dementia by 30%, and - Diabetes by 50%^[4].
Value of reduction in risk	Various	The same report, as referenced above, values the reduction of each incidence of the above conditions as the following: <ul style="list-style-type: none"> - Heart disease, including stroke - £7,270 - Dementia - £38,520 - Diabetes (type II) - £4,138 Each of the above values have been adjusted to 2022 prices.
Additionality		
Deadweight	0%	As set out above, due to the endemic health issues within King's Lynn it is considered highly unlikely that the beneficiaries targeted by this project will receive these benefits without MUCH being delivered.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	0%	As set out above, due to the endemic health issues within King's Lynn it is considered highly unlikely that the beneficiaries targeted by this project will receive these benefits elsewhere, due to a lack of alternative locations.
Net Additionality	100%	

The impact of this benefit over the 30 year appraisal period is **estimated to generate £6.9m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

Lifetime economic benefit of people gaining new qualifications

The increase in the number of courses across educational Levels 1, 2 and 3 at the MUCH site will directly address the skills shortage within the town and enhance the opportunities and aspiration available to the town's residents. The additional courses offered at the MUCH will increase the average number of people completing courses each year, this is broken down in the following way:

- Level 1 – 10 additional completions per annum
- Level 2 – 20 additional completions per annum
- Level 3 – 1 additional completion per annum.

The economic value of achieving these qualifications has been produced by the Department for Education (DfE)^[5] and sourced from the New Economy Unity Cost Database. These values and the calculations used to assess this benefit are shown below. As no data is available on the economic benefit of securing a Level 1 qualification, this analysis focusses solely on levels 2 and 3.

Assumption	Value	Source/ Justification
Model Assumptions		
Additional Level 2 qualifications per annum	20	Project data – based on modelling of the enhanced capability to deliver courses at the MUCH.
Additional Level 3 qualifications per annum	1	Project data – based on modelling of the enhanced capability to deliver courses at the MUCH.
Annual value of NVQ level 2 qualification per annum	£655	Department for Education data, sourced from the New Economy Unit Cost Database, adjusted to 2022 prices.
Annual value of NVQ level 3 qualification per annum (2022/23 prices)	£1,294	Department for Education data, sourced from the New Economy Unit Cost Database, adjusted to 2022 prices.
Course completion rate	75%	Although the quality of teaching and of the courses will meet the standards set by the Department for Education and OFSTED, the risk remains that each year, external factors will cause some of those studying each course to fail to complete the course. To account for this, an assumption that 75% of those taking each course each year will complete the course and achieve the qualification.
Additionality		
Deadweight	0%	As the courses included within this analysis are the net additional courses, over and above those currently delivered in this area, additionality is already accounted for within this analysis.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	0%	Due to the lack of alternative locations providing similar courses in this area and the lack of similarly accessible and central locations which will intentionally reach out to those without these qualifications, it is considered unlikely that the beneficiaries of this project will be able to access the same support elsewhere.
Net Additionality	100%	

The impact over the 30 year appraisal period is **estimated to generate £1.9m in present value terms**. These benefits have been discounted at 3.5% per annum in line with HM Treasury Green Book and MHCLG Appraisal Guidance.

Welfare impact of entrants and re-entrants to labour market

The MUCH project will provide a central location for a range of training courses, advice and guidance services, specifically supporting residents who are seeking to enter the labour market. The new facility will therefore lead to an increase in the number of adults residents considered to be 'job ready'. The benefit of preparing residents for entry into the labour market has been monetised in line with HMT Green Book and guidance from the Ministry of Housing, Communities and Local Government (MHCLG)

and the Department for Transport (DfT), the welfare value of individuals entering or re-entering the labour market has been captured in the quantitative analysis of the two site options. The MHCLG uses DfT's WebTAG valuation that the individual welfare impact to beneficiaries of entering or re-entering the labour market is equivalent to 40% of the GVA of the position they are occupying. This is a standard approach within HMT Green Book appraisals and captures the social impact of employment for those out of work. The anticipated number of beneficiaries and undiscounted annual benefit of this impact for both options is shown below.

Welfare impact of entrants into the labour market

Assumption	Value	Source/ Justification
Model Assumptions		
Beneficiaries per annum	57	Based on a 30% uplift in current users of similar services at the existing library site. This is benchmarked to the findings of a similar project in Great Yarmouth.
GVA per worker – King's Lynn and West Norfolk	£50,469	ONS, Nominal (smoothed) GVA (B) per filled job (£); Local Authority District, 2002 – 2019, adjusted to 2022 prices using GDP Deflators from HMT, March 2022.
Welfare impact of GVA	40%	Department for Transport, TAG Unit A2.3, May 2018
Welfare impact per job	£20,187	Calculation
Proportion of beneficiaries entering work	75%	Whilst similar programmes, including the current provision operated by the council have proven to be highly successful in supporting people into employment, it is unlikely that every person who receives this training will enter work as a result. This assumption accounts for the proportion of those receiving support who will still be unable to enter employment due to other factors that may currently be unforeseen, and which cannot be addressed by this project.
Additionality		
Deadweight	10%	As with the other metrics above, the structural issues that underpin joblessness and skills shortages amongst pockets of the King's Lynn population are deep rooted and are unlikely to be addressed without this project. In order to be cautious and to reflect the chance that some of the target beneficiaries each year will enter employment without the support and training provided by this project.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	5%	Due to the lack of alternative locations providing similar training courses, it is considered unlikely that the beneficiaries of this project will be able to access the same support elsewhere. To reflect the chance that some may be able to do so, a figure of 5% has been applied to account for displacement.
Net Additionality	86%	

The labour supply benefit has profiled over a 30-year appraisal period is expected to **generate £12.4m in present value terms.**

Value of volunteering

The increase in the size of the library space relative to the existing site will enable the number of volunteers at the MUCH site to be double that of the existing library. The benefit of the time volunteered has been valued using the UK minimum wage, which provides a shadow price for the value of the time volunteered. The calculation of this benefit is set out below, based on the estimated number of total volunteering hours per year produced by the project sponsors.

Value of volunteering

Assumption	Value	Source/ Justification
Model Assumptions		

Additional volunteers per year	10	Project specific information
Hours volunteered per week	3	Project specific information - the project sponsors anticipate volunteers will each volunteer between 3 hours per week and the equivalent of full-time work. As the precise number of hours committed by each volunteer are unknown at this stage, for the sake of appraisal, the lower bound of the estimated average weekly commitment by volunteers has been applied.
Hours volunteered per year per volunteer	156	Calculation (hours volunteered per week * 52)
Total volunteering hours per year across all volunteers	1,560	Calculation (total hours per year per volunteer * number of volunteers)
UK minimum wage per hour (post April 22)		UK Government information on UK minimum wage (National Living Wage) https://www.gov.uk/government/publications/the-national-minimum-wage-in-2022
National living wage	£9.50	
Value of volunteering	£14,820	Calculation – annual value of volunteering per annum
Additionality		
Deadweight	0%	As it would not be possible for people to volunteer in the MUCH without the MUCH being delivered, deadweight is set at zero.
Leakage	0%	Due to the limited ability of the target beneficiaries of this project to travel to other sites, it is considered highly likely that all of the beneficiaries will be residents of King's Lynn. The central location of the site increases the likelihood that all beneficiaries will be local to the area.
Displacement	25%	As it is possible and arguably likely that people willing to volunteer their time for causes such as this would volunteer time elsewhere, an assumption of 25% for displacement has been applied. It is anticipated however that the central location of the MUCH and the attractiveness of the space and its offer will attract a significant proportion of the volunteers, meaning that the majority would not otherwise volunteer elsewhere.
Net Additionality	75%	

The benefit of volunteering has profiled over a 30-year appraisal period is expected to **generate £254,400 in present value terms**. As this analysis uses the minimum estimate for the number of volunteering hours to assess this benefit, the actual benefit is likely to be higher than assessed here.

Economic costs

The economic costs of the MUCH project have been assessed by Norfolk County Council and the King's Lynn Town Deal Board. The costs of the scheme are based on quantities and benchmarked costs and have been assessed at a high level and focus on the capital delivery phase.

The costs presented in the table below are the nominal, undiscounted costs of the scheme. These costs exclude inflation but include optimism bias (OB) at 24%. This OB rate is the upper bound (24%) value for standard building projects, which at this stage can be as low as a 2% cost uplift^[6]; this rate was conservatively selected to account for the current high level of construction inflation.

Nominal economic costs, 2022 prices

Funding Type	2022/23	2023/24	2024/25	2025/26	Total
Towns Fund	£500,000	£438,030	£6,300,420	£0	£7,238,450
Norfolk County Council	£500,000	£438,030	£2,498,020	£1,450,400	£4,886,450
Total	£1,000,000	£876,060	£8,798,440	£1,450,400	£12,124,900

These costs were then discounted at a rate of 3.5% per annum to 2022/23, in accordance with HMT Green Book guidance. The total, present value costs are shown below.

Present Value Costs, 2022 prices

Funding Source	Present Value Cost
Towns Fund	£6,804,727
Norfolk County Council	£4,563,323
Total	£11,368,050

No significant renewal costs have been identified as the need for major renewal of the project is not anticipated within the 30-year appraisal period – a standard assumption applied to builds such as this. Minor and regular maintenance is expected, as detailed in the financial case. This level of maintenance along with the broader operating cost of the MUCH site has also been excluded as at this stage there is anticipated to be no net change in operating costs compared to the Do-Minimum scenario. As detailed in the financial case, any additional costs of operating the MUCH would be funded through additional revenues generated by the site, meaning that the net operational cost of the Do-Something option, compared to the Do-Nothing scenario is assumed by the Council to be zero.

Value for money assessment

There are two key metrics set out in the MHCLG appraisal guidance that can be used to assess quantitative element of VfM: the calculation of Benefit Cost Ratios (BCR), which simply show the ratio of benefits to costs; and the Net Present Social Value (NPSV), which represents the present value of benefits less the present value of costs. A BCR of above 1 and a positive NPSV indicates that the intervention option under consideration represents VfM. The higher the BCR, the higher the overall VfM (not taking into account non-monetised costs and benefits). The formulae for these two metrics are shown below. The BCR is calculated using the following formula:

$$BCR(\text{intervention option}) = \frac{\text{Benefit}(\text{intervention option}) - \text{Benefit}(\text{do nothing})}{\text{Cost}(\text{intervention option}) - \text{Cost}(\text{do nothing})}$$

The NPSV calculates the difference between the net marginal benefit and the net marginal costs:

$$NPSV(\text{intervention option}) = \text{Net Benefit}(\text{intervention option}) - \text{Net Cost}(\text{intervention option})$$

Where:

$$\text{Net Benefit}(\text{intervention option}) = \text{Benefit}(\text{intervention option}) - \text{Benefit}(\text{do nothing})$$

And,

$$\text{Net Cost}(\text{intervention option}) = \text{Cost}(\text{intervention option}) - \text{Cost}(\text{do nothing})$$

The results of the VfM assessment for the preferred option are outlined in the table below. The VfM assessment for MUCH shows a **BCR of 2.40**. This option therefore demonstrates **high VfM**.

Value for Money Assessment Summary

Economic benefits	Present values (2022 prices)
Wellbeing benefit of library users	£12,160,181
Health benefits from reduction in serious, life-limiting conditions	£12,465,810
Lifetime economic benefits of educational attainment	£1,935,913
Welfare impact of entrants and re-entrants to labour market	£6,998,908
Value of volunteering	£254,447
Total Economic Benefits	£33,815,259
Economic costs	
Towns Fund	£6,804,727
Norfolk County Council match funding	£4,563,323

Total cost (excluding optimism bias)	£11,368,050
Total Cost (Including optimism bias)	£14,096,382
Net Present Social Value	£22,447,208
Benefit-Cost Ratio (BCR)	2.40

Sensitivity analysis

Two sensitivity tests have been produced to stress test the analysis, to better understand the assumptions that drive the benefits appraisal:

- **Sensitivity Test 1: Increase in in Optimism Bias from project costs** – an increase in optimism bias to 50% is applied to total CAPEX (increasing from 24% under the core scenario). This significant increase in costs reduces the BCR from 2.40 to 1.98, which would constitute medium VfM.
- **Sensitivity Test 2: Half the health benefits** – if the number of people engaging with the health courses and resources was halved, the benefit from increased employment reduces and lowers the BCR to 1.96, which still constitutes medium VfM.

Value for Money Assessment Sensitivities

Economic benefits	Preferred option	Sensitivity 1	Sensitivity 2
Wellbeing benefit of library users	£12,160,181	£12,160,181	£12,160,181
Health benefits from reduction in serious, life-limiting conditions	£12,465,810	£12,465,810	£6,232,905
Lifetime economic benefits of educational attainment	£1,935,913	£1,935,913	£1,935,913
Welfare impact of entrants and re-entrants to labour market	£6,998,908	£6,998,908	£6,998,908
Value of volunteering	£254,447	£254,447	£254,447
Total Economic Benefits	£33,815,259	£33,815,259	£27,582,354
Economic costs			
Towns Fund	£6,804,727	£6,804,727	£6,804,727
Norfolk County Council match funding	£4,563,323	£4,563,323	£4,563,323
Total cost (excluding optimism bias)	£11,368,050	£11,368,050	£11,368,050
Total Cost (Including optimism bias)	£14,096,382	£17,052,076	£14,096,382
Net Present Social Value	£22,447,208	£22,447,208	£16,214,303
Benefit-Cost Ratio (BCR)	2.40	1.98	1.96

NON-QUANTIFIED BENEFITS

In addition to the quantified benefits identified in the previous section the MUCH project is expected to bring further non-quantifiable benefits. These are detailed below.

Supporting the mental health and wellbeing of King's Lynn's residents

The MUCH project will provide a new, centrally located focal point for activity within the town centre that will be open to all people and provide a space for socialising and engaging with social prescribing and wellbeing courses. In addition to the benefits quantified above, these outputs can support the mental health of local residents. As the Strategic Case sets out, the rate of mental health issues and suicides in King's Lynn far exceeds the regional and national averages. Whilst it is not possible to determine how many of these suicides and other major mental health issues could be avoided as a direct result of MUCH, it is likely that the project will support those affected by mental health challenges by providing a place to access services and engage with wellbeing and other programmes.

Generating wider land value impacts

The MUCH project will transform the New Conduit Street and Baxter's Plain area of the town centre. The project provides the opportunity to re-develop the area surrounding the MUCH through a high quality public realm intervention and stimulate other town centre investments such as the former Post Office Building. Although not quantified in this business case, the MUCH building and catalysed investment in public realm will generate increases in land values in the immediate vicinity. The proposals for the MUCH provide the opportunity to provide a pedestrianised area, including planting, at the junction of Tower Street, Blackfriars Street and Paradise parade. This would provide a fitting welcome to the MUCH and the Majestic Cinema.

Diversifying the Town Centre offer and delivering against Town Deal policy objectives

The MUCH project will provide a much need stimulus to King's Lynn town centre, diversifying its offer away from retail and reducing vacant floorspace by repurposing a large redundant building. As such, the project directly fits the aims of recent town centre policy initiatives and the objectives of the 'Stronger Towns Fund', as set out in the Town Fund prospectus. Specifically, the Fund aims are:

- Increasing density in town centres.
- Strengthening local economic assets including local cultural assets.
- Site acquisition, preparation, remediation, and/or development.
- Making full use of planning tools to bring strategic direction and change.
- Developing local transport schemes that complement regional and national networks.
- Supporting the delivery of improved digital connectivity.

The MUCH will deliver against a number of these objectives including site acquisition and development; developing cultural assets and supporting improved digital connectivity through the inclusion of a digital hub within the new facility.

The new MUCH facility will delivery flexible space at the heart of King's Lynn town centre that can be used to accommodate a new programme of learning, provide space for meetings and conferences and business incubation space that can accommodate sole traders, micro businesses and a place for flexible working which has become commonplace after the COVID-19 pandemic.

The investment will address a prominent vacant building in the centre of King's Lynn. The contemporary design of the MUCH building will open up New Conduit Street, revealing the Majestic Cinema that is currently hidden behind the former Argos building and providing an opportunity for high quality public realm at its frontage. Given the high profile of this scheme, there are several economic benefits that have been quantified to help demonstrate the project's value for money.

^[1] D Fujiwara, R Lawton & S Mourato, (2015) The health and wellbeing benefits of public libraries.

^[2] D Fujiwara, R Lawton & S Mourato, (2015) The health and wellbeing benefits of public libraries.

^[3] Sheffield Hallam University, Sport Industry Research Centre, (2020), Measuring the Social and Economic Impact of Sport in England, report 1: Social Return on Investment of Sport and physical Activity in England.

^[4] Sheffield Hallam University, Sport Industry Research Centre, (2020), Measuring the Social and Economic Impact of Sport in England, report 1: Social Return on Investment of Sport and physical Activity in England.

^[5] [Department for Education \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

^[6] HMT Green Book, Supplementary Green Book Guidance, Optimism Bias, Table 1.

FINANCIAL CASE

FINANCIAL CASE

Introduction

The financial case comprises two distinct components:

- The capital build phase
- The ongoing operation of the site once the capital phase is complete

Project funding covers the costs associated with the build and fit-out of the site. The capital demolition and build phases of project are due to start in financial year (F/Y) 2024/25. The completed site would be operational from Q2/3 2025.

Once opened, the hub will be owned and operated by Norfolk County Council, who will take on all financial risk for the build and operational phases.

The preferred base case option is to deliver the proposed build project in full, and to operate the Centre thereafter from existing NCC operational budgets.

Approach to financial case

Capital phase

The funding for the capital phase derives from two sources per the table below:

Type	Source	Total Amount
Public sector	Towns Fund	£7.4m
Public sector	Norfolk County Council	£5m

		£12.4m

Funding will derive from central government (Towns Fund) and the local authority (Norfolk County Council). This includes an underwriting of £2m by NCC for risk, contingency and inflationary costs.

- Town Deal Funding will be drawn down per an approved funding agreement between KLWN as the accountable body, and Norfolk County Council. Per the request within the funding agreement Norfolk County Council will operate the space as a community hub for a minimum of twenty-five years, the intention is for the space to be operated in this manner for significantly longer, and the time frame suggested does not impact the statutory commitment to providing a library service.
- Funding from NCC has been secured and approved by Cabinet. Of the £5m, £2m is underwritten risk which is committed, but the project team would seek to drive out where possible.

Revenue operation

The Community Hub does not expect significant revenue generation and will instead be funded from existing NCC operating budgets -:

As statutory service the library receives a revenue grant from the council annually and all costs are funded from this grant.

Adult learning costs will be funded via the Department of Education Adult Education Budget managed by the Education and Skills Funding Agency and awarded to NCCAL. Course costs include the cost of room hire and training staff.

Additional services provided by partners will not be funded by NCC, instead partners would hire space at the below rates. A large number of partners are interested in using the facility at the reduced rate to spot-hire or semi-permanently locate services and programmes given the MUCH's excellent location, and given the success of similar partnerships elsewhere. At present NCC are developing a wide range of partnerships to provide an enhanced offer (detailed in the Commercial Case).

At present no outcomes or local challenges identified are unaddressed by the combination of Library, Adult Learning and partnership provision. Should Norfolk County Council identify service gaps, improvements or exciting new ideas based on community feedback, funding opportunities would be reviewed for pilots.

Norfolk CC centralises its budgets for facilities management costs, so all required costs will be covered from a core facilities management cost.

Some income will be generated from space hire, which will be reinvested into the space. However, the operating models are robust enough to ensure the secure running of all services within the build without additional revenue.

Expected income (a conservative estimate) is outlined below, which includes a conservative 5% increase year on year:

Activity	25/26	26/27	27/28
Space hire	£44,958	£47,205	£49,565

The value of income has been based on models and usage in two similar spaces: The Great Yarmouth Library utilisation 2021-22, utilisation in the King's Lynn Bid 'The Place' from March-May 2022. There is also significant anecdotal evidence that conferencing space (which could be facilitated by the two largest Multi-Purpose Rooms) will be popular given the high demand at King's Lynn Innovation Centre (KLIC's) - which cannot be provided at present due to lack of parking capacity and business expansion needs

Research carried out by BCKLWN Lily services also indicated that one of the main needs of VCSE organisations locally was additional, flexible space to enable them to carry out their activities and services.

- Adult learning increasing use by 30% (£19,500)
- 4 partner organisations hiring multipurpose rooms on a regular basis (£8,960)
 - Weekly bookings averaging 4 hours a week
 - 100% charity, not for profit, community or public sector
- 1 hire of exhibition space for a full day a month
 - 25% commercial (£480), 75% charity, not for profit, community and public sector (£640)
- 20 ad-hoc meeting room bookings a month
 - Averaging 2 hours per booking.
 - At a rate of 50% commercial organisations (£3,360) to 50% voluntary to public sector organisations (£1,560)
 - Including X of income from equipment hire
- 8 ad-hoc multi-purpose room bookings a month
 - Averaging 4 hours per booking.
 - At a rate of 50% commercial organisations (£3,840) to 50% voluntary to public sector organisations (£1,920)
- £4,698 of annual income from equipment hire

The below costs are based on the model used across libraries in Norfolk, run on a not-for-profit basis:

Room	Commercial Organisations	Charity, "Not for Profit" community organisations and public sector
Meeting Rooms (x4)	£14.00ph	£6.50ph
MP space 1 (90sqm – 100pax)	£25ph (Minimum booking 4 hours)	£12.50ph

MP space 2 (70sqm – 80pax)	£20ph (Minimum booking 4 hours)	£10ph
MP space 3 (40sqm – 45pax)	£15ph (Minimum booking 4 hours)	£7.50ph
Exhibition space	£20ph (Minimum booking 1 day)	£10ph

Current costs for equipment hire per session are below (a session is a total booking rather than an hour). These will evolve through the RIBA stages to reflect the space uses e.g., if easels are required for an art class.

Item	Cost per session
Projector and screen	£10
OWL video conferencing device	£20
Flip chart and pens	£5
Coffee/Tea (per pot, approx. 10 servings)	£10
Plate biscuits (per plate, approx. 20 servings)	£4
Staff overtime for bookings ending out of hours	£20ph

Costs

The costs shown below have been collated from sources which include the advice of the appointed professional team (Turner Townsend) based on RIBA Stage 1 design.

The estimate has been priced using the Turner Townsend internal market rates database and benchmarking tool and has been base dated to Q2 2022. £2.92m (£24%) has been allowed for inflation, contingency, reserve and risk items. The risk allowances for design reserve and contingency are included to reflect the current level of design (RIBA Stage 1). %'s for the risk allowances based on benchmark information have been provided in the construction cost overview below. Turner Townsend are confident that this inflation/contingency budget is sufficient, and given both the RIBA stage and flexibility of the build cost engineering could be applied without impacting delivery of outcomes. Irrespective of consultant confidence and options for cost engineering, NCC will continue to look for alternative funding to further drive out risk.

Inflation of 9.6% prior to tender completion has been included (Q2 2023) and a further 1.2% considered on all construction costs, up to the mid-point of construction - based on the assumption is that works take no more than a year to complete (current estimates are 9 months for demolition and construction).

Capital cost overview:

Item	Cost	Notes
Acquisition	£475,000	Inc. stamp duty and fees
Engagement	£30,000	
Construction	£11,654,000	Inc. all fees Inc. £2.5m inflation, design reserve, known risk items and project contingency
Unknown risk items	£241,000	
Total	£12,400,000	

Construction cost breakdown:

Project Summary					Total
0	Facilitating / enabling works				920,000
1	Substructure				60,000
2	Superstructure				2,650,000
3	Internal Finishes				300,000
4	Fittings, Furnishings and Equipment				240,000
5	Services				1,960,000
6	External Works				-
Building Sub Total					6,130,000
7	Preliminaries	15.00	%	6,130,000	920,000
8	Main contractor's overheads and profit	5.00	%	7,050,000	353,000
Sub Total					7,403,000
10	Tender Inflation	9.60	%	7,403,000	711,000 To Q2 2024
11	Inflation to midpoint of construction	1.20	%	8,114,000	97,000 To Q4 2024
12	Design reserve	5.00	%	8,211,000	411,000
Estimated Construction Cost					8,622,000
13	Design Fees/Surveys	12.00	%	8,622,000	1,035,000
14	Project Contingency	10.00	%	9,657,000	966,000
15	Client Items & Loose FF&E	5.00	%	10,623,000	531,000
16	Client Risk Items	1.00	P Sum	500,000	500,000
Estimated Project Cost					11,654,000

Annual operating cost overview:

The costs shown below are based on analysis of the needs and space at RIBA1 and models in place at King's Lynn Library which will be replicated in the MUCH. It is expected that there will be an increase of just £45,637 on the costs of running the Carnegie. Norfolk County Council will absorb all operational cost risk.

Facilities and F&M

Facilities and F&F costs are very high, unstable and hard to forecast at the current library site due to its age and unforeseen maintenance needs. In the first quarter of this financial year alone, the library has already incurred £6,000 in unplanned maintenance costs including repairs to the heating system, a new sump pump, leaks due to poor guttering and electrical works. As the library ages these unplanned costs will continue to rise.

Although the new building will be larger, it will not carry this legacy of high maintenance requirements. Significant efficiencies will be driven via energy generation-measures which will be incorporated into the design of the new building such as onsite energy generation via PV panels, airtightness, design for disassembly, a blue-roof system, rainwater harvesting, and low-flow/dry sanitary ware. Based on benchmarking similar builds, there is confidence that given the costs of managing the Carnegie, a larger but newer facility will be manageable within the same budget. These costs will be reviewed during future development stages alongside the M&E contractor, and addressed as part of Norfolk County Councils future budget setting timetable.

Staffing and programme delivery

Staffing at the Carnegie is relatively high for the size of the space, due to the need for additional staff to manage safeguarding issues caused by the layout. The total of 4.5 staff across the two library floors is considered more than sufficient for the new MUCH build, given the more manageable open space.

In addition, as noted in the Economic Case, the new space will afford far more volunteering opportunities than are currently available at the Carnegie; where positions available are significantly outstripped by demand.

There will be a significant increase in the numbers of training staff required to run additional courses, however all costs for additional courses can be drawn down directly from central government and represent no additional cost to NCC.

A number of costs (marketing, book purchase, technology) are managed from central budgets and no significant increase is expected.

The only additional operational costs are one additional I-grade to permanently manage the Adult Learning floor £42,637 (this would not be covered by government funding) alongside the part time member of staff, and £3,000 service charge for a small amount of maintenance to the outside areas and roads. This amount will be covered by Adult Learning and Facilities Management operational budgets and do not rely on revenue generation, however costs to the public purse are offset by the small amount income generated through space hire as outlined above, which will be reinvested into the space.

Item	Cost	Notes
Permanent staff costs (libraries)	£160,440	1 x FTD Grade H manager 3.5 x FTE Grade D librarians
Permanent staff costs (adult learning)	£59,693	1.4 x I Grade managers
Facilities management	£42,000	
F&F maintenance	£32,000	
Service fees	£3,000	
Total	£297,133	

Funding and revenues

Capital phase

The below represents an estimated overview financial profile which will be amended with the appointment of the PMCM in November 2022. The updated profile will be confirmed with the project and Town Deal Board. There is no expectation that the budget will be increased, purely that the distribution may differ slightly.

Funding Profile	20/21	21/22	22/23	23/24	24/25	25/26	Total
<i>Value</i>	£m	£m	£m	£m	£m	£m	£m
Towns Fund	0	0	250,000	721,000	6,429,000		7,400,000
Norfolk County Council	0	46,752	500,000	471,000	2,549,000	1,433,248	5,000,000
Total Funding		46,752	750,000	1,192,000	8,978,000	1,433,248	12,400,000

Revenue operation

These revenue streams are funded by secure Community Information and Learning core funded by the County Council and Department for Education, and not dependent on other forms of revenue or performance. Additional income will be generated through space hire.

Affordability assessment

Capital phase

The funding assumptions include specific identified funds from the Towns Fund and NCC, all of which have been formally agreed by relevant Boards and Cabinets. The council have agreed to underwrite £2m of risk as required – although alternative funding streams will continue to be sought. Any remaining funding gap that emerges will be met either by fundraising or by value engineering that would not impact the project outputs and outcomes.

Specific financial risks relating to the capital phase have been identified as follows:

Area	Description	Impact assessment	Mitigation
Budget	Unable to secure funding reallocation from Towns Fund	£3m shortfall. Significant impact on ability to deliver the project in any form	Project adjustment form submitted and successful
Tenders	Tender process does not provide suitable candidates to appoint	Increase in timeline to reissue tenders, review and possible amendments to budget and scope	Professional cost reviewers to accurately define budget, significant contingency. PIN issued in advance to test market interest early. Robust tender review process. Timeline contingency included
Tenders	Tenders received exceed budget tolerances	Necessitates increase in budget or review of scope	Professional cost reviewers to accurately define budget, contingency included, continued review of market conditions and associated costs through phases, seeking additional funding streams to minimise risk
Budget	Construction market fluctuations	Necessitates increase in budget or review of scope	Inflationary costs and large contingency included. Market remains volatile
Budget	Inaccurate cost estimates in budget	Necessitates increase in budget or review of scope	Professional cost reviewers to accurately define budget, contingency included, continued review of market conditions and associated costs through phases
Budget	Unknown risks exceed budget	Necessitates increase in budget and timeline or review of scope	Appointment of contractor prior to beginning RIBA 2 to drive out delivery risk. Contingencies in both timeline and budget, clear MoSCoW on scope. Retention of floor plate to avoid foundation issues
Budget	Unforeseen timeline and cost overruns	Necessitates increase in budget, timeline or review of scope	Appointment of contractor prior to beginning RIBA 2 to drive out delivery risk. Contingencies in both timeline and budget and clear MoSCoW on scope
Budget/ Timeline	Planning permission challenges	Increase in timeline, possible increase in cost and scope due to changes needed to include build frontage	Working with KLWN planning team from RIBA1 to plan ahead and minimise disruption; lower risk as building outside conservation area

Wider financial implications

As detailed above NCCs proposed spend on the capital phase is £3m with an agreement to underwrite a further £2m of risk, contingency and inflationary costs.

Sale of the building will complete in September 2022. At project completion NCC would both own and operate the asset.

COMMERCIAL CASE

COMMERCIAL CASE

Introduction

This section considers the Commercial Case for the Multi User Community Hub including the proposed delivery structure, legal and procurement issues.

The project has two significant phases:

- Capital project phase: the purchase of the Argos building and subsequent capital remodelling of the site, due to complete in 2025
- Revenue operation of the Multi User Community Hub following completion of the capital works and launch in 2025

The capital phase will be procured and delivered by Norfolk County Council and will leverage their existing contracts services and economies of scale in terms of Libraries and Information Services, Adult Learning Services, Communities Services procurement, construction and Facilities Management Services supported by Norfolk County Council's arm's length company Norse Group.

As summarised in the Strategic Case the project aims to:

- Provide inspiring spaces and facilities for individuals, communities and businesses that encourage connection and innovation
- Deliver flexible layouts and resources that adapt to the needs of different people and purposes
- Create a strong base for outreach and community support work and support smaller community groups and partners to have a local presence
- Transform the landscape of the town centre with an aspirational building and associated public realm to encourage a sense of identity and pride in a local place
- Attract more people to town centres as a cultural anchor, helping to strengthen communities
- Provide modern and fit-for-purpose services for customers; broaden offer to support small business
- Create a new town centre one-stop shop for a range of services and skills development opportunities for King's Lynn residents, with close access to public transport.
- Drive skills progression for the workforce - encouraging lifelong professional development, upskilling and reskilling
- Equip young people for success by unlocking their abilities, confidence and potential

COMMERCIAL DELIVERABILITY

Capital

Objectives:

- To deliver the Community Hub to scope, time, budget and quality
- Ensure value for money through the procurement process taking into account the whole life costing and on-going operational/maintenance considerations.

Experience:

Norfolk County Council has an extensive track record of significant Capital Build projects. Recent examples include:

The second phase of refurbishment at County Hall Norwich, Norfolk County Council's 1968-built Martineau Lane headquarters, earned it the Leonard Cheshire Award for Most Inclusive Building/Organisation in the Blue Badge Access Awards 2021. The awards recognise hospitality industry

bosses, architects and designers across the globe who address the needs of disabled people. County Hall's changes were also commended in the innovation category at The Norfolk Constructing Excellence Awards.

Norfolk & Norwich Millennium Library is an award winning building standing at the very heart of Norwich and encompassing a multi-media auditorium, business zones, educational zones, cafés, restaurants, open communal spaces and underground parking for up to 240 vehicles.

The Forum was constructed as a direct replacement for the Norwich Central Library, which was destroyed by fire in 1994. However, the new building was never destined to be just another library. The Norfolk & Norwich Millennium project was instead purposely designed to deliver a landmark building to celebrate the turn of the new millennium.

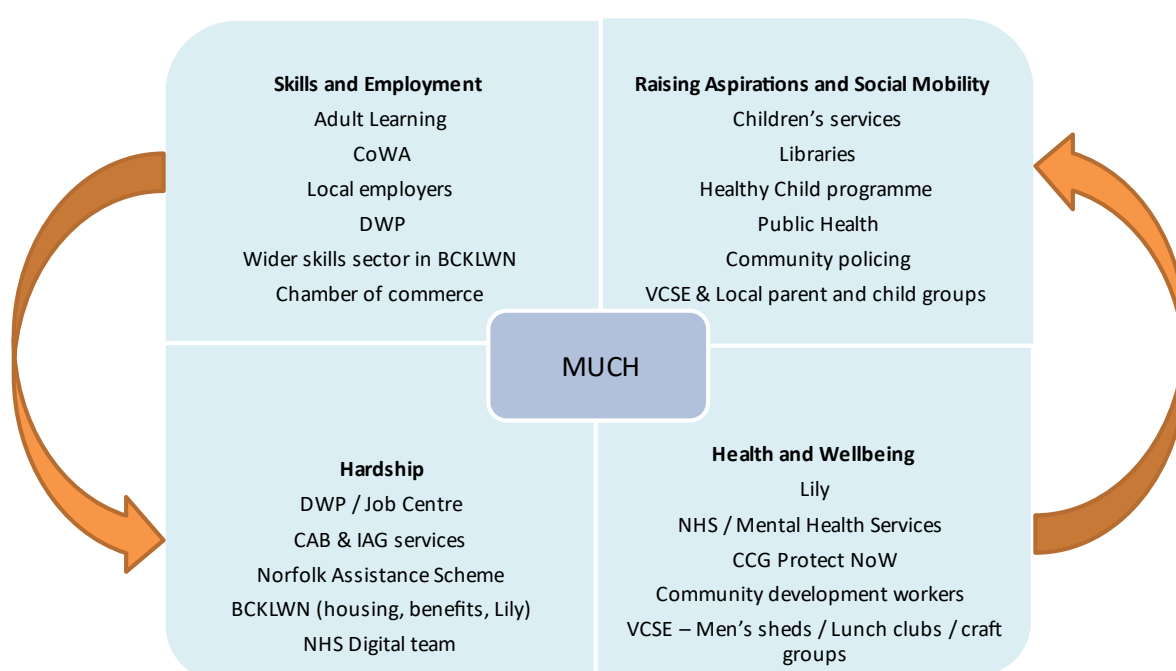
Revenue

Objectives:

Creating relevant, sustainable and joined up support pathways.

- Respond to the needs of the local economy, individuals, communities and employers.
- Empower individuals in underrepresented and disadvantaged communities
- Improve social mobility and break intergenerational cycles of poor outcomes
- Enable adult learners to gain the skills and knowledge they need to progress
- Address health inequalities and reduce the need for the intervention of other services

Norfolk County Council Libraries and Information Service and Adult Learning Services will be the key project partners of the Multi User Community Hub, but the offer will be far broader through partnerships with organisations such as those demonstrated below. Whilst partnership and programme development will begin in earnest in 2023 (after further community engagements) the organisations listed are all either currently operating at the library, already in discussion about partnership working via the MUCH, or in partnership elsewhere in the county with an interest in partnerships in King's Lynn. The College of West Anglia for example, are working with Adult Learning on a bespoke skills partnership and Public Health and MIND are in discussions regarding basing spoke models at the MUCH.



Experience:

Norfolk Library and Information Service originates from the first free public library in Norwich in 1857. A Local Authority managed and provided library service under national statute.

The service has won multiple awards for its innovative approach to delivery including

- Smarter working Live-best in community 2021
- East Anglian Book awards 2020 and 2008
- CILIP - Libraries Change Lives Award for Healthy Libraries was 2016
- PPRG Marketing Excellence award 2013 and 2012

The Great Yarmouth Library, Learning and University Centre project involves the creation of a Learning Centre in Great Yarmouth's town centre, as part of a wider ambition to locate learning and training functions in a single, high-profile building in central Great Yarmouth. The project is multi-partner collaboration between Great Yarmouth Borough Council, Norfolk County Council, East Coast College, the University of Suffolk and the University of East Anglia.

Operating models:

Norfolk Library and Information Service is widely recognised for its innovative and impactful work across its core services and wider role in the community, with a network of 47 Libraries. The service focusses on reading, literacy, information, learning, and people to support the delivery of key County Council outcomes for families, businesses, vulnerable, isolated or elderly people and works in partnership to improve digital inclusion and develop healthy, independent communities. Key to the success of the operating model will be working with partners to create relevant, sustainable and joined up support pathways.

The library will be open to the public on set times and days with an 'open library' access model outside of core operating hours. This will allow any registered users access to the books, computers and spaces when the library is unmanned.

Libraries reach and support the whole community regardless of age, gender, socioeconomic status or educational attainment. They are funded out of the Revenue Support Grant – the main general funding stream for local authorities.

Norfolk County Council's Adult Learning largest provider of adult education in Norfolk and Suffolk, providing a countywide teaching and learning service to around 10,000 Norfolk adults each year.

Since the 1970s, this award winning service has delivered a wide range of provision, including qualifications, foundation skills, apprenticeships non-accredited and community engagement learning. The service regularly delivers successful external projects, for example, in 2021-22 academic year, the service secured over £1 million of additional funding through external bids and these projects have been delivered successfully and on time.

The quality of Adult Learning's response to local community needs has been recognised nationally as the service was awarded the Times Educational Supplement Award 2021 for Adult and Community Learning Provider of the Year. The judges said: "Adult Learning has an amazing ability to do what's right for its community". The service is Ofsted rated as Good and is currently supporting the Department of Education and the Further Education Commissioner, by developing exemplars, for use with the wider sector, to support the implementation of a new Further Education funding regime in 2023.

Adult Learning are leading the implementation of the Governments new Multiply Scheme across Norfolk – aimed at increasing literacy and numeracy in adults. This will be a key delivery programme on site.

The Adult Learning Offer will include a programme of courses from day one based on the following model which is in place across the County. Funding for the courses is drawn down from ESFA Adult Education Budget and provision will be increased in line with capacity at the new site.

Activity and programme planning:

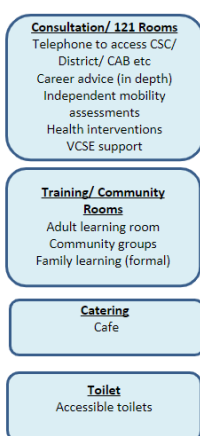
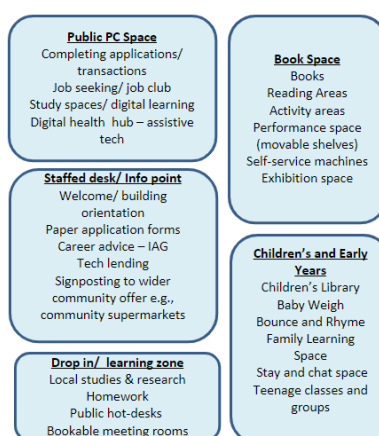
As with partnerships, specific activity definition and planning will begin in earnest in 2023, after co-design workshops with key stakeholder groups. However, the below offers from the libraries and adult learning will be in position from the launch. These are already in operation (in their entirety) in other libraries and learning centres across the county and are currently unable to be emulated in King's Lynn purely due to space restrictions.

All elements identified are accounted for in the operational costs, and NCC have experience of delivering these complex programmes in single hubs elsewhere in the county giving a high degree of confidence that the flagship offer is deliverable within King's Lynn.

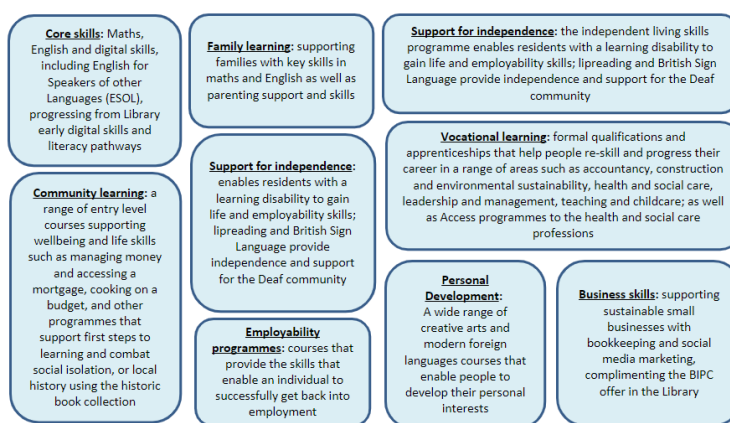
Libraries and Adult Learning core offer:

The below offer is in place in its entirety at various locations across the county, and would be replicated at the new facility:

Operating Model – Libraries



Outline learning – Adult Learning



Third Party and Commercial Hire:

The brief for the bookable spaces within the hub is for the design to be flexible, adaptable, and versatile, with features like movable walls and configurable furniture. The hub will have separate quiet spaces for individual work, social areas for impromptu interactions, bookable private meeting rooms, and configurable, all-purpose spaces for a multitude of different users, for example health care providers, local businesses, or history groups.

These multi purpose spaces will be designed to be suitable for a variety of purposes and will be available to hire on a regular or ad hoc basis. The training kitchen will double as a catering space for larger scale events giving a stronger commercial offering. The suggested partnership overview is shown above in the revenue deliverability section.

The RACI diagram (Annexe 4) provides detailed operational responsibility for the MUCH.

Outcome delivery through programming and partnerships:

The Library and Adult Learning offer alone deliver against all outcomes and identified areas of weakness spanning skills and aspiration (training and qualifications), health (groups targeting social isolation, cookery courses), hardship (community fridge, signposting to support services), and business (courses, free or low cost work and meeting facilities).

However, the Library and Adult learning offers will not be the only services delivering these outcomes. Partnerships are in development, many of whom have aligned objectives and wish to hire space to deliver services:

- Skills and attainment: The College of West Anglia are working with Adult Learning on a bespoke skills programme
- Health and wellbeing: Public Health, the NHS and MIND are in discussions regarding basing outreach models at the MUCH
- Hardship: Citizens Advice Bureau have enquired about locating a service onsite
- Business support: Advice, mentoring and support from Chamber of Commerce and LEP

A full activity plan for the space has not been defined at this stage, as co-designing with communities and stakeholders is central to the MUCH forward plan to ensure a relevant and well-attended offer. However an overview of partnership maturity and planning, defined libraries and adult learning offer (specific to outcomes and identified challenges) and planned community engagement to develop programming is included in the Activity Progress Plan (annexe 8).

Procurement Strategy

Norfolk County Council's standard procurement practices will be followed for the procurement of contracts. The Council's procurement policies are in line with government guidance for public sector organisations. Smaller contracts will be procured as demanded by the project plan as the project progresses.

Component	Procurement Route	Approvals	Interdependencies
Project Manager	CCS Framework	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Cost Manager	CCS Framework	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Clerk of Works	Open Tender	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Modern Method of Construction Contract	Open Tender	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement
Main Contractor	Two Stage JCT Contract	NCC Head of Construction and Facilities Management	Sign Off by NCC Director of Procurement

The Project and Cost Manager roles will be procured under the Crown Commercial Services Framework. This framework plays an important role helping the UK public sector save money when buying common goods and services. Each framework comprises a description of common public sector requirements, a list of suppliers who have been evaluated as capable of delivering the requirements, and standardised contract terms. CCS contracts include performance management, obliging suppliers to improve value and service over time

The Clerk of Works and MMC Contracts will be procured via open tender following Norfolk County Councils strict procurement standards.

The Main Contractor for the project will be procured under a two stage Joint Contracts Tribunal Contract from RIBA Stage Two. The JCT Design and Build Contract is designed for construction projects where the contractor carries out both the design and the construction work. Design and build projects can vary in scale, but the Design and Build Contract is suitable where detailed provisions are needed.

Norfolk County Council's Contract Standing Orders (Section 18) clearly shows our commitment to Social Value and recognises that many of our contracts have intrinsic social value due to their nature. Social value, sustainability, ethical sourcing, supporting net zero, innovation and deployment of modern methods of construction are considered for each procurement and included as appropriate.

Procurement will follow Modern Methods of Construction protocols, tendering for and appointing the contractor after appointment of the PMCOM but prior to the initiation of RIBA stage 2.

Wider considerations

Subsidy control - Legal advice sought from NP Law:

Following the end of the Brexit transition, from 1 January 2021, a new subsidy control framework replaced the EU State Aid regime that previously applied in the UK. This framework takes into account the UK's obligations under free trade agreements, the Northern Irish Protocol, the UK's WTO membership and the EU-UK Trade and Cooperation Agreement ("the TCA"). The latter being relevant to, and the focus of, this note.

Going forward, the Government has introduced the Subsidy Control Act, which has received Royal Assent, but is not yet in force. The Council will need to consider the effects of this as the project develops.

The TCA sets out a test for whether a subsidy exists by reference to four limbs:

- *It arises from the resources of the parties [to the TCA];
- *It confers an economic advantage on one or more economic actors;
- *It is specific insofar as it benefits, certain economic actors over others in relation to the production of certain goods or services; and
- *It has, or could have, an effect on trade or investment between the parties [to the TCA].

Where a subsidy is granted, it can still progress if it complies with any exemptions or if it satisfies the six principles set out in Article 3.4 of the TCA and a seventh described in the Subsidy Control Act ("the principles"). If the Principles are not met, the subsidy may be challenged by any interested party, which would include competitors to an aided party. For completeness, the principles are as follows:

- *the subsidy pursues a specific public policy objective to remedy an identified market failure or to address an equity rationale such as social difficulties or distributional concerns ("the objective");
- *the subsidy is proportionate and limited to what is necessary to achieve the objective;
- *the subsidy is designed to bring about a change of economic behaviour of the beneficiary that is conducive to achieving the objective and that would not be achieved in the absence of subsidies being provided;
- *the subsidy should not normally compensate for the costs the beneficiary would have funded in the absence of any subsidy;
- *the subsidy is an appropriate policy instrument to achieve a public policy objective and that objective cannot be achieved through other less distortive means;
- *the subsidy is designed to achieve the specific policy objective while minimising any negative effects on competition or investment within the United Kingdom; and
- *the subsidy's positive contributions to achieving the objective outweigh any negative effects, in particular the negative effects on trade or investment between the parties [to the TCA].

In applying interpretation and the principles, as they reflect the balancing tests used by the European Commission in assessing notified transactions, then it remains open to the Council to consider whether such a subsidy would have been compliant with State Aid law. This is on the basis that it is likely to be compliant with the current test and the principles and therefore not vulnerable to a successful challenge. However, it is also possible to simply apply the principles, as there is not a requirement that there needs to be direct compliance with an existing EU exemption.

Application to the Project

It is necessary to consider all potential beneficiaries of the funding, whether directly or indirectly, to ascertain whether a subsidy is being given. From the papers provided, they are:

- (a) the Council;
- (b) the Council's contractors;
- (c) hirers of rooms; and
- (d) end users.

Taking each in turn:

(a) The Council

The Council does not satisfy the test because it is not acting as an economic operator, and it is receiving no advantage. It is simply a facilitator in the Project, acting in its economic development capacity and as a local authority for library provision and adult education, and is in receipt of no subsidy itself. All the money will be used for identified spend, as described below.

(b) The Council's Contractors

In order to complete the construction works, the Council will need to enter into a series of contracts for works and professional services. Furthermore, on completion of the Project, the building will be managed under a service contract by a contractor. The Council is a public sector body and funding will be derived from state resources.

These works and services will be procured and entered into in accordance with the Council's Constitution (particularly its Contract Standing Orders) and the Public Contracts Regulations 2015. As such, the test is not met (the transaction confers no economic advantage on certain economic actors, it does not benefit one economic actor over another, and it will not affect trade or investment) and no subsidy is being given to this group.

(c) Hirers of Rooms

Once the Project is completed and the new library built, it will have a series of rooms which will be available for users to hire for a period of time. If the rooms are made available at a market rate, the market economy operator principle can be relied on to show that there is no selective assistance. This demonstrates compliance with subsidy control rules and as such no assistance will be received by the hirers.

If hirers do not pay a market rate, then they may potentially be in receipt of a small amount of subsidy. However, this subsidy will be spread across a large number of potential beneficiaries and will be valued at under £315,000. As the direct benefit, if any exists, will be limited in financial value, it would be more appropriate to be provided under minimal financial assistance (subject to recipients demonstrating compliance with the specific rules (that they do not receive more than the relevant threshold over a three year financial period)). This could be managed well through standard form letters, similar to that set out in government guidance, or through the relevant booking/application forms and any associated terms and conditions.

(d) End Users

End users of the library will receive new provision and an updated offering which it is hoped will bring greater opportunity for the local population. Individual benefit is not financially quantifiable and will be passported through.

End users will however be in receipt of no subsidy as they are not economic operators.

MANAGEMENT CASE

MANAGEMENT CASE

Introduction

The Management Case will lay out the structures which are in place to ensure the delivery of the MUCH..

It describes how the Multi User Community Hub will be delivered by Norfolk County Council by presenting the governance and management, alongside the programme plan, stakeholder management arrangements, risk management provisions and the proposed benefit realisation.

Norfolk County Council has a strong track record of delivering similar programmes of work through the Property and Community Information and Learning Teams, as noted in the commercial case.

Project organisation and governance

The MUCH project will be governed through existing organisational structures in place at the County Council and those established to oversee delivery of the TIP via the King's Lynn Town Deal.

Norfolk County Council, acting as project lead and co-funder, will manage the initiation, implementation, soft launch, delivery and evaluation of the project. They will hold ultimate responsibility for training, engagement, governance, risk and quality management, as well as responsibility for the identification of opportunities for collaborative partner and stakeholder working

The **MUCH project board** support the **project team**. The board is made up of the programme and project manager, senior officers, and community representatives. The Multi User Community Hub Project Board meets monthly and is responsible for quality control, strategic direction and project control.

Decisions made by the project board are fed through to the **Norfolk County Council Cabinet, Town Deal Programme Board** and **Town Deal Board** for sign-off and approval as appropriate.

The Town Deal Programme Board is made up of senior officers from both KLWN and NCC, alongside representatives from the LEP.

The Town Deal Board is made up of representatives from all tiers of local authority, Members of Parliament, local businesses, the Local Enterprise Partnership, Business Improvement District, Queen Elizabeth Hospital, College of West Anglia and the community.

As sponsor of the Town Investment Plan – the Town Board will continue to play an active and ongoing role in assuring transparency in and oversight of delivery.

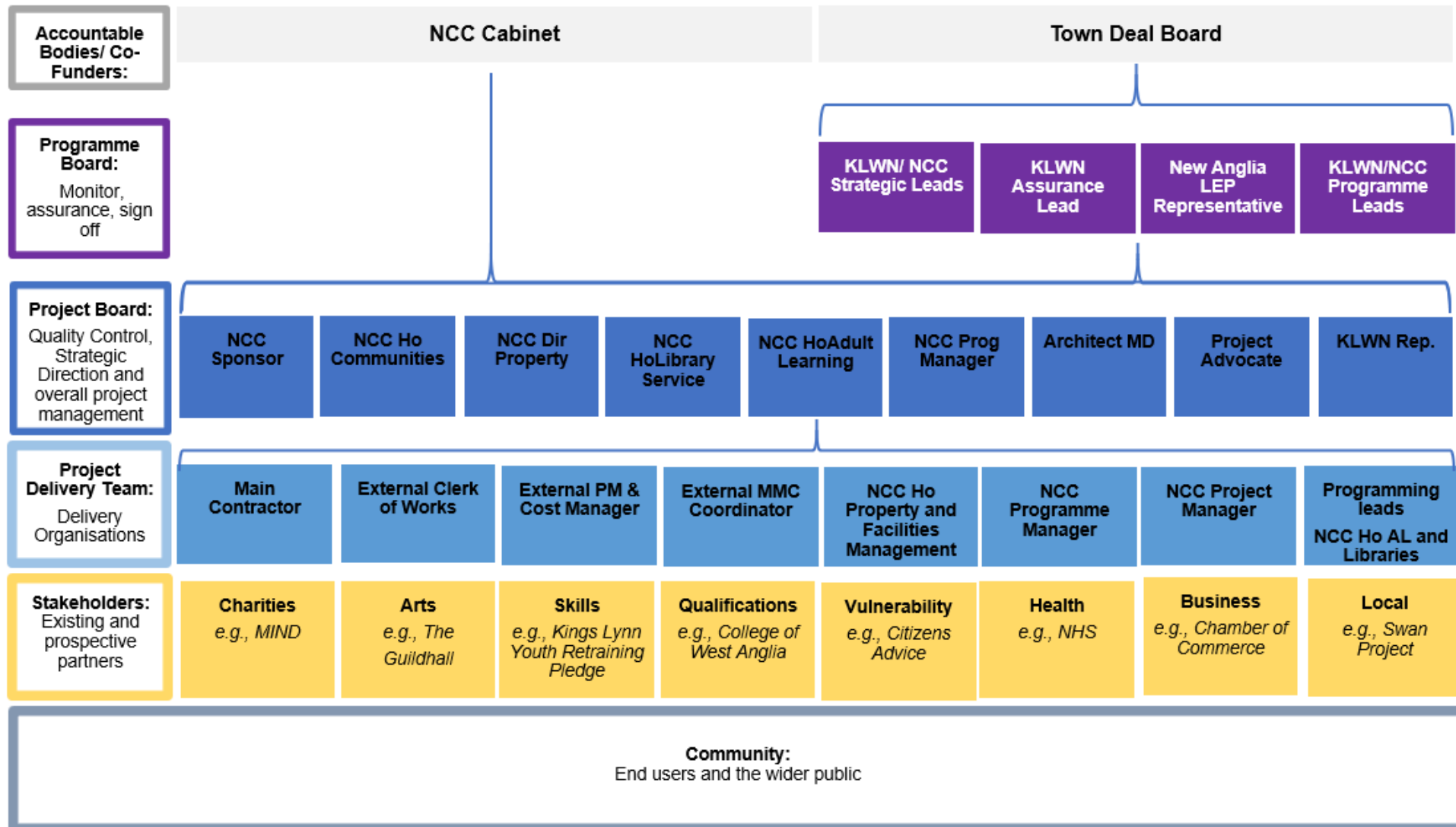
As co-funder, **Norfolk County Council's Cabinet** acts as the second decision making body. Key phases are reviewed and signed off by Cabinet. As with the Town Deal Board, the Cabinet will assure transparency in and oversight of delivery.

BCKLWN act as the accountable local authority and BCKLWN's cabinet and regeneration and development panel act as assurance bodies, providing advice and guidance at key stages..

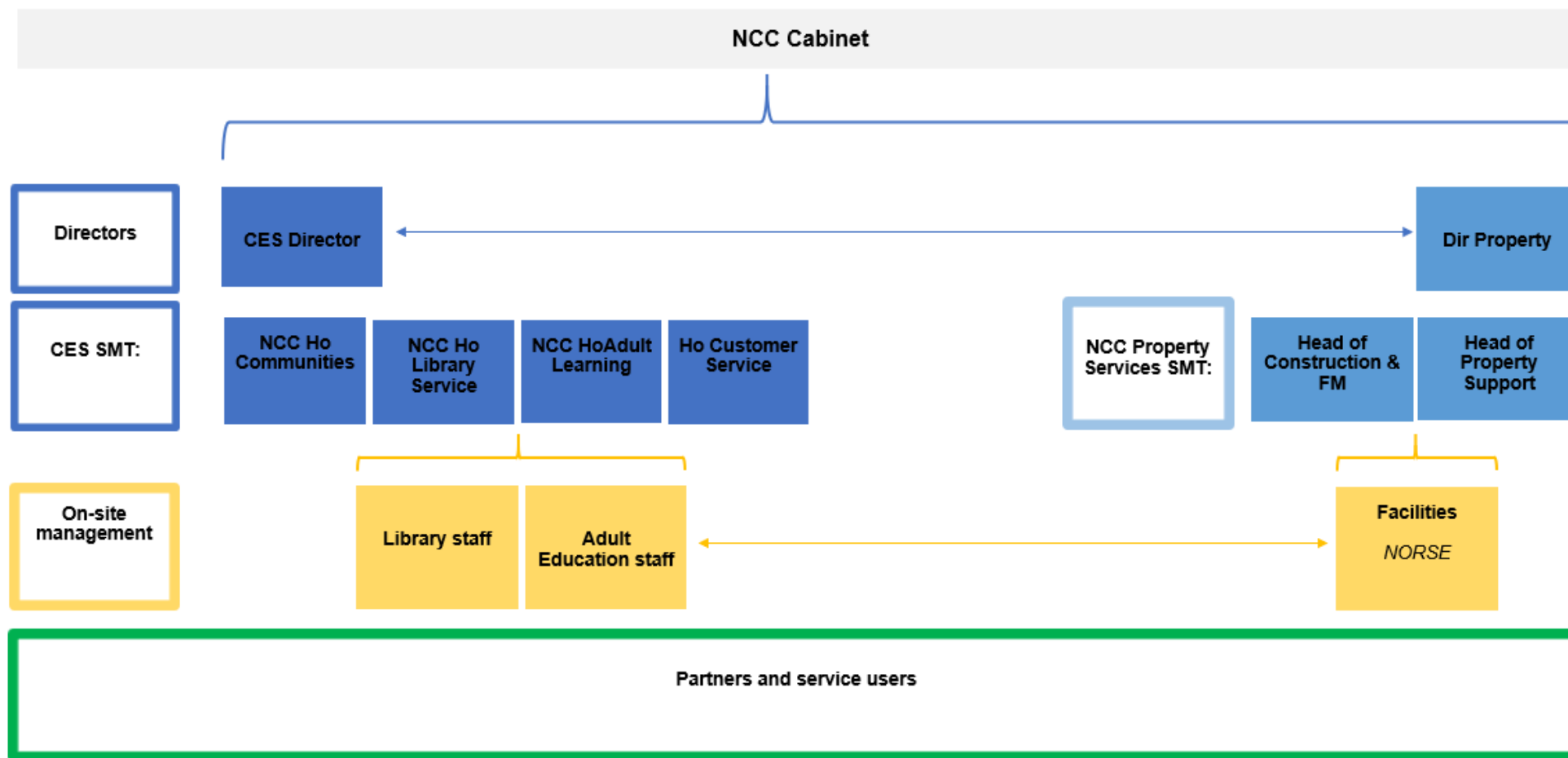
Ongoing stakeholder and political support are fundamental to the successful delivery of the MUCH, and in addition to the above, at key phases open briefing sessions will be held for impacted members.

Organisation	Role	Responsibility
DLUHC - Towns Fund	Funder	
NCC	Funder	
NCC Cabinet	Approval	Monitor, assurance, sign off
Town Deal Board	Approval	Monitor, assurance, sign off
Town Deal Programme Board	Accountable Body	Monitor, assurance, sign off
MUCH Project Board	Executive Board	Monitor, assurance, sign off
Project Team	Delivery	Project delivery
BCKLWN	Accountable Body	Ensure delivery of project vision and compliance in accordance with funders and statutory requirements

MUCH Town Deal Capital Programme Delivery Governance: Governance and reporting structures in place for the capital build phase



MUCH Town Deal Operational Programme Governance: Governance and reporting structures in place for operation of the hub post launch.



PROJECT MANAGEMENT

Development and delivery management

Management of the development and delivery of the community hub will use traditional models of RIBA for design and build and Prince2 for governance, communications and reporting.

The King's Lynn Multi User Community Hub project will be managed by Norfolk County Council. A multi-disciplinary Project Team from across the council has been formed to manage and deliver the project. The experience of the key delivery Project Team members is set out in the Project Team Roles and Experience (Annexe 5).

Programme reporting:

Reporting operates on a monthly, 6 monthly and annual cycle:

Monthly: A monthly highlight report will be submitted to the Programme and Town Deal Boards. The report will cover delivery to budget, scope, timeline and quality, alongside a high level overview of key risks, and outlining of agreed changes and any escalated decisions from the Project Board.

At the monthly Project Team and Project Board meetings, highlight report detail will be agreed and confirmed – along with any mediatory action required, and agreements on escalations.

6-Monthly: As part of the Monitoring and Evaluation (M&E) reporting plan a 6-monthly report on key project targets will be provided, as laid out in the M&E paragraph below and attached M&E plan.

Annual: Post launch, annual M&E reporting will be conducted, as laid out in the M&E paragraph below and attached M&E plan.

Change management:

The project change request register will record all project changes that are to be managed in a formal manner. It will contain information such as an explanation of the change, the individuals involved in dealing with it, and an evaluation of its priority and severity.

The change request process will be as follows:

- Project Manager to examine an issue and assess the impact it can have on the project if change is initiated. This will include the evaluation of alternatives and recommendation of the proposed action necessary to handle the issue
- Project Manager to submit a Change Request Form – This form details the change to be made, specifying the exact details of the proposed change and the reasons for the request, including any problems that will be resolved by the change. This change request will be logged on the project change request register.
- Initial Review - The Programme Manager shall undertake an initial review of the change request to ensure that it is viable, potentially acceptable and has the support of key officers involved in the delivery of the project concerned.
- Detailed Assessment - The Programme Manager shall arrange for the detailed assessment of the change request evaluating its implications on all aspects of the Business Case in consultation with key stakeholders and appropriate experts.
- Recommendations - After evaluating the effect of the proposed change, the Programme Manager shall recommend either the approval, rejection or postponement of the change
- Decision – The Project Board will make a decision regarding the action to be taken,
- Escalation - Should a threshold have been exceeded and escalation be required, the decision will be escalated to Town Deal Board and NCC Cabinet Members for approval

- Implementation - The Project Manager shall co-ordinate the implementation of the authorised corrective action and update the appropriate Logs and Registers
- Reporting – All changes will be recorded within the highlight reports shared with Town Deal Programme Board, Town Deal Board, and NCC Key Cabinet members.

ASSURANCE

Project assurance:

Ceri Sumner (NCC Director of Community Information and Learning and MUCH Project Sponsor) will have ultimate responsibility for overall project assurance, authorising expenditure within delegated levels of authority and act as the ultimate client representative for the scheme on behalf of the Town Deal Board.

The Project Sponsor, Project Board, NCC Cabinet Members, Town Deal Programme Board and Town Deal Board will receive regular progress updates from the Project Team via highlight report to enable assurance and scrutiny of project delivery to be undertaken. This will include:

- Financial monitoring, of spend against the agreed schedule and budget
- Timeline monitoring, the delivery of the project against the agreed schedule
- Scope monitoring, the delivery of the project against defined scope and quality
- Objective monitoring, delivery of the project in line with the vision, purpose and objectives
 - Output monitoring, the physical delivery of the project against the project's outputs
 - Outcome monitoring, the delivery of the project against the project's outcomes

Technical assurance:

Director of Property Simon Hughes sits on the Project Board and will have ultimate responsibility for technical assurance of the build. Technical updates will be provided to Simon, The Project Sponsor, and Project Board by the Project Team to enable assurance and scrutiny of the build to be undertaken. This will include:

- Plan comparisons
- Plan or material changes
- Quality assurance status reports
- Building inspections

SCOPE MANAGEMENT

The current scope of the Multi User Community Hub project at RIBA1 is set out below, with the RIBA1 Overview report attached as an appendix.

Any changes to the defined scope will be escalated to the Project Sponsor and the Programme Board to determine whether these are justified for escalation to NCC Cabinet, the Town Deal Board and DLUHC. Once the final scope is agreed it will be for the council to manage and there will be no scope for project adjustment from DLUHC.

Scope of Works

The build

The project is following an MMC route and once the stage 1 design has been formally signed off the tender process for the main contractor, Project Manager, Cost Manager, Clerk of Works, MMC Coordinator will commence.

RIBA 1 Design concept:

- The proposed massing allows for a building of 1,800 sqm of internal library, adult learning and flexible use space which aligns with the drawn briefing areas.
- The building will be arranged over three floors, with the library over two and community and adult learning areas over a single floor.
- To redefine the edge of the existing building and create a new, public destination and plaza in front of the new Community Hub.
- Existing structural frame retained from ground to second floor with third floor demolished. Bay of existing frame to southeast corner demolished and stair core rebuilt.

Managing build requirements

The project scope will be developed through the Royal Institute British Architects (RIBA) plan of works which organises the process of briefing, designing, constructing and operating building projects into eight stages and explains the stage outcomes, core tasks and information exchanges required at each stage. Stage 1 has been completed and Stages 2-4 will continue to develop the scope as per the schedule below.

Between each stage of RIBA there will be a formal **gateway review and sign off**, involving formal sign off by the Project Board, assurance and approval reviews by the Norfolk County Council Cabinet, Town Deal Programme Board, and Town Deal Board.

Defining the full programming

From 2023-2025 NCC will work with partners and communities to co-design services, activities and programmes which are truly representative of community need and interest.

Defined operating models exist for both Libraries and Adult Learning programming as shown in the Financial and Commercial Cases, these will form a significant part of the offer, and can be replicated in the space based on best practice.

Risk and opportunities management

The Multi-User Community Hub will be fully owned by Norfolk County Council, who will carry the risk during the development and operational phases. All risks can be seen in the Risk Register (Annexe 6)

The Construction appointed project manager will develop a risk management approach to complement the existing risk registers. The process will be set out following appointment of the project manager in the form of a project execution plan (PEP). The construction project management team, appointed in line with the procurement strategy, will take responsibility for the planning, management and mitigation of risks, and for reporting and escalating 'hot risks' as appropriate to the Project Board. A comprehensive 'live' project Risk Register, which identifies specific project risks and the approach that will be used to mitigate each, is being maintained.

The Risk Register will be reviewed regularly by the Project Delivery Team and updated with input from the Project Board on a monthly basis. If any of these risks or opportunities require escalation, they will initially go to the Town Deal Programme Board for resolution. If wider engagement is required to make decisions that will have a material impact on the project outputs, this will be raised and addressed with the Town Deal Board.

Programme/Schedule Management

The high-level milestone programme for the MUCH project is outlined below. This programme identifies a 6–9-month construction phase commencing in Autumn 2024 with project completion in Spring 2025. Contingency planning allows for a full launch in the late Summer of 2025.

No other Town Investment Plan projects are directly dependant on the delivery of the MUCH project, although the Public Realm Project will define the urban space area outside the space. The programme will align with the Guildhall project on activities and programmes of work to ensure a sympathetic plan of work and to avoid duplication. MUCH will also align with Active Clean Connectivity to base a travel node at the hub to encourage active travel.

The milestones indicated by stars refer to: submissions and sign off of phases or critical project reports (project approval or monitoring and evaluation requirements).

Activity	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23
Business case																						
PA form					★		★															
TDF spend																						
Programming dev																						
Partnership dev																						
Governance					★				★				★					★				★
Monitoring													★							★		
Build purchase							★															
RIBA 1					★				★						★							
Tendering														★								
RIBA 2																		★				
RIBA 3																						★
RIBA 4																						
Planning perms.																						

Activity	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25	2026	2027	2028	2029	2030	
TDF spend																														
Programming dev												★																		
Partnership dev												★																		
Governance					★																									
Monitoring					★						★							★				★					★	★	★	★
RIBA 3																														
RIBA 4					★																									
Planning perms.																														
Demolition																														
Construction																														
Snagging																														
Library relocation																														
Contingency																														
Launch																						★								

Stakeholder engagement

An overview of all stakeholders identified, and activities delivered to date is included in the strategic case and the Stakeholder Feedback and Project Change (Annexe 2). The full strategy can be found in the Stakeholder Engagement Strategy (Annexe 7)

Approach summary:

The objectives of the communications and engagement are:

- To inform and empower knowledge around the new hub;
- To counter misconceptions and allay concerns through the provision of clear and accessible information;
- To encourage proactive participation through timely and meaningful opportunities for engagement;
- To co-design services and programming that will truly meet the needs and interests of;
- To engender confidence and assurances through regular, consistent, and transparent communications;
- To develop an audience and inspire enthusiasm and an appetite for use in advance of the hub opening.

Key engagement milestones:

- **Build**
 - Business case sign off
 - RIBA stages to develop and review the design of the build, to ensure it meets the needs and expectations of stakeholders and the community
 - Use of old library incl. process for communities to apply to take on the Carnegie building
 - Launch
- **Programming**
 - Co-design sessions held throughout 2023 and 24 to develop services with key stakeholders, community groups and representatives
 - Pilot sessions to trial and gain feedback on new programming elements
- **Partnerships**
 - Partnership announcements
 - Partnership programming announcements
- **Branding and Positioning**
 - Naming of the building

Unless otherwise specified milestones will be marked with the combination of the following:

- Presentations to members, governance bodies and communities.
- Interactive workshops, surveys and feedback sessions.
- Press releases and long form magazine articles, emails to stakeholders and VKL mailing list, updates on Vision King's Lynn website

Benefits, monitoring and evaluation

The current monitoring and evaluation plan can be found in the M&E Plan annexe. All baselining, data collection and reporting will be conducted in line with M&E indicator guidance.

During project delivery targets will be monitored by the project manager and monthly highlight reports shared with the MUCH project board.

At project completion a report will be provided to the Town Deal Board and Norfolk County Council Cabinet to confirm delivery of all outputs.

After project completion, monitoring and evaluation of outcomes will transfer to the Community, Information and Learning team, and an annual report will be provided to Norfolk County Council's Cabinet as part of a full review of 'Levelling Up Communities' across the County.

As noted in the subsidy review above, minimal financial assistance will be tracked through the venue space booking form and terms and conditions. If required, the process will evolve based on requirements/ statutory instruments regarding transparency published as part of the Subsidy Control Act when it comes into force later this year.

The key indicators are as follows:

Outputs:

Output	Target	Measured:	Measured by:
Number of new cultural facilities	1	Project delivery and completion	Delivery of the build to scope and quality
Number of derelict buildings refurbished	1	Project delivery and completion	Delivery of the build to scope and quality
Number of public amenities / facilities created	1	Project delivery and completion	Delivery of the build to scope and quality
Amount of new office space – meeting rooms and hot desking	400sqm	Project delivery and completion	Delivery of meeting rooms and hot desk space within the build to scope and quality
Amount of floor space repurposed (commercial) – spaces available for commercial hire	425sqm	Project delivery and completion	Delivery of hireable exhibition, meeting and multi-purpose space within the build to scope and quality
# of transport nodes with new multimodal connection points	1	Project delivery and completion	Delivery of bike storage / bike rental space
Outcome	Target		
Amount of capacity of new or improved training or education facilities	5,200	From project completion and annually ongoing	Annual spaces available at all groups/ classes/ workshops/ partner events
Number of learners enrolled in new education and training courses	100pa	Post project completion – annual review	Annual enrollees at new adult education or partner classes not currently offered in the Carnegie
Number of learners / trainees / students enrolled at improved education and training facilities	350pa	Post project completion – annual review	Annual enrollees at adult education or partner classes within the new facilities (currently provided in the Carnegie Library)
Number of learners / trainees / students receiving certificates or qualifications at improved education and training facilities, or on new courses	100pa	Post project completion – annual review	Learners receiving qualifications or certificates at adult education or partner classes within the new facilities (currently provided in the Carnegie Library), or on new courses
# of potential entrepreneurs assisted to be enterprise ready	32	Post project completion – annual review	% of learners self-reporting that they considered themselves 'enterprise ready' after taking a course, or using business services and facilities
Improved perceptions of place by residents, visitors, and businesses	70%	From project completion and annually ongoing	% Residents reporting an improvement to the immediate area + % visitors saying they like the space
Increased footfall to the town centre	200,000 pa	Post project completion – annual review	Annual footfall into the MUCH facility: libraries sensor on the main door

PROJECT ASSESSMENT REPORT

Project Details	King's Lynn Multi-User Community Hub Business Case
Project Applicant	Borough Council of King's Lynn & West Norfolk
Project Manager	NCC Director of Community Information and Learning (MUCH Project Sponsor)
Total Project Cost	£12,400,000
Towns Deal Funding Contribution	£7,400,000
Proposed Start Date	Financial Year 2024/ 2025
Proposed End Date	Q2/3 2025

Key requirements of the Business Case have been identified and assigned a RAG rating. A headline description of each of the ratings is provided below.

Risk Rating Key	
Red	The gap in information or issue raises fundamental concerns which undermine the overall case or specific, critical elements being assessed. With resolution, approval would not be recommended
Amber	The information provided demonstrates that the business case has the potential to be compliant subject to specific conditions being met
Amber/Green	The information provided does not fully align with the requirements, but in the Assessor's view this is not sufficient to undermine the overall case. For example, the Assessor believes there is a reasonable case against the relevant assessment criteria, or the information provided is proportionate to the investment sought. These are highlighted for information to the Towns Deal Board.
Green	The information required is fully compliant with the assessment criteria; no further action is required.

i) The proposed project

The King's Lynn Town Investment Plan sets out a clear vision for a repurposed town centre to increase footfall, cultural opportunities and increased town centre living. This project aligns closely with these aims; to increase access to employment and economic opportunities in King's Lynn. The aim of the project is to develop the 'Multi User Community Hub' from a derelict retail unit. This hub will include a library and a permanent and expanded Adult Living presence in King's Lynn. This will provide residents a central destination to go to for learning, employment support, careers information and a range of other resources which can be used to enhance skills and the King's Lynn economy.

The project is forecast to cost £12,400,000 of already secured funding, from two streams; Towns Deal (£7,400,000), and Norfolk County Council (£5,000,000 of which £2,000,000 is allocated to underwrite identified risk items). The project will commence in financial year of 2024/2025 and conclude during Q2/3 2025.

ii) Appraisal Summary

The Business Case is very thorough and provides a significant amount of detail on the Multi-User Community Hub project. The information provides a clear sense of how the project will be delivered and managed, with clear goals outlined upon completion. The Business Case sets out the need for intervention and change in King's Lynn, and the evidence is clear that this investment is needed to improve residents' skills in King's Lynn and build the economy. The RAG rating system shows that the project meets the criteria established through HM Treasury's Green Book.

The project is recommended to proceed.

iii) **Headline case review**

Strategic case - The Strategic Case clearly sets out how the project aligns with the Town Investment Plan as well as county and local priorities. The business case provides a thorough analysis of need for the project and the case for change has been proposed. There is evidence that the project will have a meaningful local impact, for residents and businesses alike. The market failure argument is set out through demonstration of the local area is under-served compared to areas of a similar character and this has led to a skills shortage. It shows that there is not currently a Community Centre that serves local residents in the way that the Multi-User Community Hub plans to. The theory of change is logical and sets a clear path for the project. The business case also identifies key stakeholders and their respective roles and provides clarity around potential risks and approaches to mitigate these.

Economic case - The Economic Case is detailed and provides a strong argument for Towns Deal support. The preferred option has achieved a BCR of 2.40:1. The Green Book advises that this is High Value for Money. The Economic Case has adopted a standard approach to calculating the benefits, both economic and social value impact. This project has an extremely high Net Present Social Value of £22,447,208.

Financial case - The Financial Case is straightforward. The project has secured funding of £12,400,000 through two sources; Towns Deal (£7,400,000), and Norfolk County Council (£5,000,000). All expenditures have already been estimated, along with an assumed £2.92m (24%) for inflation, contingency, reserve and risk items. Revenue income and costs of space hire have also been calculated.

Commercial case - The business case sets out a clear commercial strategy. Procurement arrangements are clearly detailed. Procurement costs have been detailed, as well as the preferred procurement option and cost. However, the risks need to be outlined in higher detail and asset ownership needs to be addressed.

Management case - the Management Case provides a clear view of the project management and governance arrangements required to deliver the project. The case sets out a clear line of responsibility of Norfolk County Council to lead and manage the project, with support from the MUCH project board and Town Deal Board. There is evidence of strong capability to deliver the project through staff at the Norfolk County Council. Project milestones are clear and realistic.

iv) Detailed Review of the individual cases

Strategic Case detailed review

Key case criteria	Comments	RAG rating
Strategic Fit to the Towns Investment Plan	There is evidence that the project supports the objectives set out in Town Investment Plan; primarily three of the five objectives directly.	
Confirmation of the Strategic Objectives and Critical Success Factors	The project's objectives have been provided and are closely aligned to the Town Investment Plan. Greater clarity around the Critical Success Factors would help identify the basis for shortlisting and evidence the preferred option.	
Strength of the market failure evidence and rationale	The rationale for investment is clearly stated and this links closely to the market failure argument. There is a clear rationale for the project. It is obvious why government investment is required to provide a solution to this issue in King's Lynn.	
Evidence of demand, need and additionality	There is an extremely detailed analysis of demand for the project. A clear narrative has been developed around the demand and current systemic weakness of King's Lynn's work force and skills shortage. Research has been provided as supporting evidence, including wider economic issues such as social mobility and health and wellbeing. Research was also conducted to find what businesses in the local area need. Current arrangements have also been considered and built upon to finalise the idea and scope of the Multi-User Community Hub to have a lasting impact in King's Lynn.	
Stakeholders buy-in to the project	Key stakeholders have been identified and their project roles clarified. Stakeholders are relevant to and have been closely involved in developing the project. Public consultation has taken place which has also informed the development of the Multi- User Community Hub.	
Integration/Links to other projects/programmes	There is clear analysis of the connections which exist to both local and regional strategies, as well as partnerships with other Libraries and resources.	

Implications of any strategic risks or interdependencies	Key project risks have been identified and appropriate mitigation has been conveyed. The approach is appropriate to the project and the nature of risks which may be encountered.	
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Assessors Comments

The Strategic Case clearly sets out how the project aligns with the Town Investment Plan as well as local and regional priorities, in great detail. The analysis of need of a Multi-User Community Hub in King's Lynn is vast and in-depth, showcasing all the reasons why it's needed, as well as the positive impact it will have. Residents will have access to a learning centre with a library where they can find numerous resources to fit the individual's needs. The overall aims of the Community Hub are to increase skills in King's Lynn and improve the local economy. Stakeholder input and research conducted on residents have been considered and contributed to the final plans. The market failure argument is discussed well, and a theory of change makes the case for investment strongly. The Case also confirms mitigation of strategic risk which may be faced through implementation.

Clarifications

None required.

Economic Case detailed review

Key Case Criteria	Comments	Rag Rating
Range and credibility of options (including the do-nothing and do-minimum cases)	The Economic Case sets out a detailed 'do-nothing' option and two other options for development. Each are outlined in detail.	
Scheme delivers Value for Money <ul style="list-style-type: none"> Implications of the reference case/Do nothing option considered for additionality Assumptions underpinning the economic model and sensitivity test the output Appropriate of risk assessment and adjustment for optimism bias Assessment of additionality and adjustment of gross benefits to account for deadweight, displacement, substitution, leakage and economic multipliers Benefits appraisal aligns with the refreshed Green 	<p>A clear view of the Do Nothing option is presented which highlights the additionality associated with the Preferred Option (Option Three).</p> <p>The economic appraisal uses a combination of qualitative and quantitative analysis designed to accurately reflect the proposal for the Multi-User Community Hub project. Numerous economic and social benefits have been considered.</p> <p>Sensitivity tests have been applied and adjustment for displacement/deadweight. Optimism bias has been applied correctly at a rate of 24 and 50%. The Discounted rate has also been applied in line with Green Book guidance.</p> <p>The Benefits appraisal has been developed over 30 years, while refreshed</p>	

Book and Town Fund guidance	Town Deal guidance suggests a 15 year time frame.	
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Assessors Comments

The Economic Case is appropriate. The scheme delivers a BCR of 2.40 which is considered high value for money. A Net Present Social Value of £22,447,208 has been forecast and numerous non-quantified benefits have also been outlined. The Economic Case is comprehensive and well-detailed.

Clarifications

An improvement may be to run the benefits appraisal to 15 years instead of 30.

Financial Case detailed review

Key Case Criteria	Comments	Rag Rating
Robustness of the Project Costs	The project costs are clearly set out with spend profiles detailed. The project has been budgeted to commence in financial year 2024/2025 and the completed site is due to be operational from Q2/3 2025. A full budget has been set out which brings a high level of robustness to project planning.	
Scheme Funding	The project has secured funding of £12,400,000 through two sources; Towns Fund (£7,400,000), and Norfolk County Council (£5,000,000).	
Project Viability Assessment	Project funds will be drawn down in line with project costs. There are no cashflow issues. All risk sits with Norfolk County Council.	

Assessors Comments

The Financial Case is detailed and robust.

This project will be funded through two sources from the Towns Fund, and Norfolk County Council. Suppliers have already been contacted (Turner Townsend) about estimating cost and unforeseen costs including inflation and contingency at 24% has been added. Revenue income and costs of space hire have also been calculated.

Clarifications

There are no clarifications sought.

Commercial Case detailed review

Key Case Criteria	Comments	Rag Rating
Appropriateness of procurement arrangements	Norfolk County Council will procure and deliver the capital phase of the project, by leveraging their existing contracts services and economies of scale. Norfolk County Council have extensive experience of significant Capital Build projects which has been demonstrated. Norfolk County Council's standard procurement practices will be followed for the procurement of contracts which has been outlined.	
Rationale for and appropriateness of commercial structure and delivery arrangements	A clear rationale has been set out and the commercial structure and delivery arrangements have been developed in line with the identified demand. Norfolk County Council have done similar projects elsewhere and so know some service providers already. This brings a strong understanding of the commercial structure and ensures that delivery arrangements are robust and designed to deliver a high-quality service.	
Depth and appropriateness of the risk assessment and adequacy of approaches to risk management and transfer	Financial risks are addressed in the Financial Case. The Project Risks are set out in the Strategic Case. The Commercial Case outlines in depth the commercial structure and who is responsible for each task.	
Capacity of the applicant to deliver the investment	Norfolk County Council Libraries and Information Service and Adult Learning Services will be the key project partners of the Multi-User Community Hub. Previous experience has been outlined for all partners and their operating models. Norfolk County Council have demonstrated previous experience of delivering a project of a similar nature.	
Asset ownership after project completion	Norfolk County Council will own and operate the Multi-User Community Hub, this is explained in the Financial Case, not in the Commercial Case.	
Comment on subsidy control position of the project and evidence that advice has been sought	Subsidy control has been sought from NP Law and this has been outlined in the Business Case. It has been addressed to the appropriate level.	

Assessors Comments

The Commercial Case is robust. Procurement arrangements are clear. Capacity is in place to drive the project. An outline of the procurement options has been detailed. Subsidy control advice has been sought and this is outlined in the Commercial Case.

Clarifications

None sought.

Management Case detailed review

Key Case Criteria	Comments	Rag Rating
Effective governance and management arrangements	A clear overview of the management and governance arrangements has been provided. The project will be led and coordinated by Norfolk County Council. This project will be governed through existing organisational structures in place at the Council. The MUCH project board will support the team. Decisions made by the project board are fed through to the Norfolk County Council Cabinet, Town Deal Programme Board and Town Deal Board for sign-off and approval as appropriate.	
Availability of capacity and capability to deliver the project effectively	The business case outlines the capacity and capability based within the project team and stakeholder organisations. The team will be able to deliver the project interventions as part of the day-to-day business.	
Realism of delivery plan and timescales	Project milestones have been detailed and provide a clear overview of how delivery is proposed. The timescales are realistic and provide scope to address any changes forced upon the project. Programme reporting and management have been outlined.	
Existence of barriers - such as planning consent	Barriers have not been outlined for the project, although it has been highlighted elsewhere in the Business Case that planning permission may pose a risk. However, this is not outlined in the management case.	
Delivery risks and mitigation	The management structure is well described and is designed to ensure maximum de-risking of the project. In the Risk Register, there is a clear understanding of how to mitigate any risks which arise. The Risk Register as presented will provide a valuable tool to monitor the programme as it moves into the delivery phase.	
Ongoing risks and impact on benefits realisation	NCC Director of Community Information and Learning and MUCH Project Sponsor will have ultimate operational	

	responsibility for overall project assurance, and authorising expenditure within delegated levels of authority.	
Monitoring and Evaluation Plan	A monitoring and evaluation plan shows all baselining, data collection and reporting which will be conducted inline with M&E indicator guidance. This includes specific reporting of the project and timescales for project updates. The Monitoring and Evaluation approach outlined is comprehensive.	

Assessors Comments

The Management Case is comprehensively set out. The tiered approach to reporting and management responsibilities are set out and appropriate for a project of this scale. There are clear roles for stakeholder supporting the County Council and the project looks geared to begin delivery once the project is approved. The Risk Register outlines the risks associated with the project and the approach that will be used to mitigate.

Clarifications

Barriers to the project have not been outlined in the Management Case.

Annexe 1. Site review summary

Site	1	2	3	4
	12-14 St Dominic Square	21-22 High Street	46 New Conduit Street	10-16 High Street
Floor area	871m ² (over 2 floors)	2619m ² (over 3 floors)	1193m ² (over 2 retail floors)	4347m ² (over 3 floors)
Existing use	Retail	Retail	Retail + others	Retail
Town centre location / area, good footfall / pedestrian accessibility	Yes. Within short walking distance of main bus station	Yes. Within short walking distance of main bus station	Yes. Within short walking distance of main bus station	Yes. Within short walking distance of main bus station
Ground floor visibility / potential for single storey / direct street access	Yes (note, total floor area is over 2 floors of accommodation)	No	Yes (both for existing building and new build option)	Yes (note, total floor area is over no. of floors)
Nearby public car parks	Yes. There are a number of public car parks within a short walking distance.	Yes. There are a number of public car parks within a short walking distance.	Yes. There are a number of public car parks within a short walking distance.	Yes. There are a number of public car parks within a short walking distance.
Leasehold / Freehold	Leasehold	Leasehold	Leasehold & Freehold	Leasehold
Flexibility / potential for expansion	No	No	Yes, assuming demolition is permitted.	No, on assumption demolition is not permitted.
Potential outdoor area/space for complimentary uses	No. Self-contained/purpose built retail unit. Part of Vancouver Quarter.	No. Forms part of main High Street and built-up frontage. Limited outside space other than 6 car parking spaces to rear.	Not on existing footprint although there is likely to be high possibility that demolition and new build would be permitted which would provide options for creation of outdoor space.	Limited given site forms part of main High Street and built-up frontage and demolition is unlikely to be permitted.
Potential heritage impacts	No.	No, other than site falls in defined Conservation Area and nearby Listed Buildings.	Yes. Site is adjacent to grade II Listed Building. Setting of LB would need consideration if demolition and new build.	No, other than site falls within defined Conservation Area.
Direct street access	Yes	Yes	Yes	Yes
Deliverable / available	Yes. On market.	Yes. On market.	Yes. On market.	Yes. On market.
Visual prominence	Limited	Yes	Yes	Yes
Anticipated planning issues / constraints/ comments	No	Within defined Conservation Area and nearby listed buildings.	Yes, if demolition of existing building was proposed and new build. Careful consideration would be required in terms of scale, massing, materials etc given adjacent Conservation Area and listed building (Majestic Cinema).	Within defined Conservation Area.
Overall assessment / potential against client requirements & planning considerations	Poor	Poor	Good	Fair

Annexe 2. Stakeholder Feedback and Project Change

Stakeholder	Description	Types of Engagement	Stakeholder viewpoint	Project development
Priority Stakeholders	<p>Stakeholders who have a direct interest, involvement, and influence on the project.</p> <ul style="list-style-type: none"> Town Board County and Borough Councilors MP for North West Norfolk (a member of the Town Deal Board) County and Borough senior management. 	<p>Direct briefings with question and answer sessions.</p> <p>Early access to information regarding the planning</p> <p>Opportunity to complete the stakeholder survey</p>	<p>Desire to fully transform the Argos Building which is considered an eye sore.</p> <p>Strong desire to open up the frontage of the Majestic Cinema</p> <p>Interest in evidence to support need to move the current library</p>	<p>Full and partial demolition options explored</p> <p>The design brief highlighted the importance of the cinema to the streetscape</p> <p>Provided with evidence identified in the 'need for change'</p>
Community stakeholders and interested parties	<p>These are stakeholders who have an interest in the development of the hub. These stakeholders can often play a wider influencing role in the town.</p> <ul style="list-style-type: none"> Heritage and arts organisations Community groups West Norfolk Strategy Group Public Health Other Town Deal Projects 	<p>121 sessions</p> <p>Dedicated workshops</p> <p>Opportunity to complete the stakeholder survey</p>	<p>High level scoping with the NHS took place to see if we could include a Community Diagnostics Centre onsite, in return for capital funding and long-term tenancy</p> <p>Heritage groups wanted reassurance that the current offer wouldn't be lost by a move but also highlighted the limitations of the current library (e.g., making a feature of restricted-access historic collections).</p>	<p>Engaging with Public Health to incorporate health/clinical requirements into multi-purpose spaces, agreement to define partnerships and space hire</p> <p>The brief includes spaces to support the specialist care of the historic work (temperature-controlled rooms) and making these collections available to the public for the first time (through exhibitions)</p>
Potential hub users: the public	<p>Essentially, the general public are all potential hub users and activities such as media relations can reach a wide audience.</p> <p>In addition, targeted activities can focus on engaging specific participants, namely:</p> <ul style="list-style-type: none"> Existing library users Existing adult learners 'Friends' of the hub – self-selecting subscribers, including survey respondents who have chosen to be informed. 	<p>Physical copies of the survey were available at the library as well as the link to complete the survey online</p> <p>Opportunity to complete the stakeholder survey</p>	<p>Those who do not currently use the library noted this was primarily due to its location. Those who were dissatisfied with the current library noted poor choice / lack of books, lack of quiet areas / too noisy and parking difficulties.</p> <p>There was a wide range of suggestions for other services / facilities respondents would like to see offered, and notable themes emerged include mental health support / drop-in service; meeting space / safe space; café, and good toilet facilities</p>	<p>Move to a well-connected central location near public transport and car parking, with significantly more floor space for books and quiet use.</p> <p>Strong partnerships will ensure a wide range of services on offer throughout the hub; a wide range of informal and formal meeting spaces will be available; accessible toilets will be available on every floor; a café and 'docking station' will complement tea and coffee points and seating across the hub.</p>

			Clear preferences for training and learning emerged (e.g., for life skills)	A wide range of courses will be available through adult learning and partners. Preferences identified will be incorporated
Potential hub users: young people	<p>There is scope to engage young people specifically in the hub through targeted activities that convey the sentiment that the hub is 'for me.'</p> <ul style="list-style-type: none"> Local teenagers Schools College of West Anglia YAB Stories of Lynn. 	<p>Education providers invited to attend a dedicated workshop</p> <p>Opportunity to complete the young people stakeholder survey</p> <p>2020 Youth survey findings were also taken into consideration</p>	<p>Perceived lack of career development opportunities, such as work experience, opportunities for graduates and opportunities in the creative industries in KLWN</p> <p>Desire for designated space they can call their own, where they can meet up with friends, study, and have fun, there was particularly high appeal of free Wi-Fi and fast broadband speeds</p> <p>The current library isn't perceived as a place that young people can meet, study, and have fun.</p>	<p>Series of workshops underway to map out how the hub can partner work with education and career progression services.</p> <p>Design brief provides various spaces for meeting. Free high-speed internet will be included.</p> <p>Co-design workshops with young people planned to ensure adult learning and the library service are providing the most relevant services and courses</p>
Potential hub users: specialist groups	<p>Accessibility and inclusivity are key to the success of the hub, and this includes engaging specialist groups such as:</p> <ul style="list-style-type: none"> West Norfolk Deaf Association. Access Supporting Migrants. 	<p>Invited to attend stakeholder workshops</p> <p>Opportunity to complete the stakeholder survey</p>	<p>Strong feedback that the current library is not accessible to all.</p> <p>This included the inadequate parking, inadequate toilet provision and inadequate disabled access</p>	<p>Accessibility is a priority of the brief. There are 3 disabled parking spaces outside, and a further 12 within 0.2 miles. Accessible toilets will be available on every floor, and a changing places toilet will be based onsite</p> <p>Norfolk County Council recently won the Most Inclusive Building/ Organisation in the Blue Badge Access Awards and are committed to continue this level of accessibility in all new builds</p>
Potential tenants and service delivery partners	<p>These are organisations and groups who could occupy space or deliver services in the hub. They are also partners who can help to shape the offer and the building itself.</p> <ul style="list-style-type: none"> Community and voluntary organisations Charities Education providers Businesses 	<p>Invited to attend stakeholder workshops</p> <p>Opportunity to complete the stakeholder survey</p> <p>Review of feedback provided to KL BID</p>	<p>Feedback highlighted a lack of useable and bookable meeting space within the town centre</p>	<p>The brief now includes business-focused facilities such as meeting and training space, drop-in workspace for businesses.</p> <p>Attractive spaces for hire will be included in the build. These flexible multi-purpose spaces shaped with opportunities for local partners from a wide variety of sectors in mind.</p>

Project enablers	<p>These are the people who are making the project happen:</p> <ul style="list-style-type: none"> • County council and borough staff • Library and adult learning staff in KLWN • External partners and consultants e.g., Hudson Architects 	<p>Direct briefings with question-and-answer sessions.</p> <p>Workshops with external partners to develop the brief</p>	<p>Reinforced the need for a central location, and more space for over-booked services.</p> <p>Need for the space to be 'future proof'</p>	<p>Central location with nearly 3x the floorspace of the current library offer.</p> <p>Multi-purpose spaces will be developed to ensure they can be used for myriad purposes throughout the lifecycle of the space - to support all objectives and outputs</p>
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Annexe 3. Policy Alignment

Region	Policy	Alignment
Local	King's Lynn Town Investment Plan	<ul style="list-style-type: none"> • New opportunities for skills and jobs for our young people and all those affected by Covid-19 and needing to reskill, linked to demand from local employers and opportunities in local sectors • Growing innovative businesses - attracted by our connectivity and high quality of life and supported by the networks and collaborative support that businesses need • A repurposed town centre with new experiences and businesses - increasing footfall, enhancing cultural opportunities, with its different parts better connected • A high-quality residential and leisure offer in the historic town core and riverfront - attracting new people to live and work in the town centre, whilst protecting our unique heritage. • A sustainably connected town - through reduced congestion and better connectivity between the town, its catchment area and residential growth areas, creating safer walking and cycling routes and supporting remote working • The hub will be a flagship facility for the town, bringing together the library, adult learning, and careers and employability support alongside a range of services that meet the needs of local people
Local	King's Lynn Local Cycling and Walking Infrastructure Plan	<ul style="list-style-type: none"> • Travel node (secure cycling storage and electrical cycle hire) based onsite to support the Government's ambition for "Cycling and walking to be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030"
Local	Norfolk County Council Better Together for Norfolk 2021-2025	<ul style="list-style-type: none"> • We want Norfolk to be the place where everyone can start life well, live well and age well, and where no one is left behind • We want our economy to be vibrant, entrepreneurial, and sustainable, supported by the right jobs, skills, training, and infrastructure • We want our communities to feel safe, healthy, empowered and connected, their individual distinctiveness respected and preserved <p>The hub would make a difference to the county's social infrastructure, economic infrastructure, and physical infrastructure. Improving educational outcomes, growing the skills our key sectors need, helping to create good quality jobs and the appropriate infrastructure to help improve the life-chances of our residents and strengthen our economy.</p>
Local	Norfolk County Council	The Summit identified the following priorities for action as we move beyond the pandemic:

	Rising to the challenge together	<ul style="list-style-type: none"> • Strong, engaged communities - Collaborate and involve communities in rebuilding and revitalising the County • Inclusive economic recovery - Build back better Norfolk's economy • Young people - Help young people to flourish with access to support and opportunities • Prevention and early help - Shift to an integrated approach to prevention • Digital access - Increase access to good connectivity and digital skills • Green growth - Accelerate delivery of a cleaner, greener Norfolk
Local	Norfolk strategy for Participation and NEET	<p>Ensuring that the post 16 offer meets the needs of all young people; Preventative work and targeted support; Effective transition support; An in depth understanding of the barriers and issues of the NEET cohort; Targeted support projects:</p> <ul style="list-style-type: none"> • Project Aspire: Working with schools to highlight the issues, specialised behavioural programmes, transition planning and, in Norfolk, links with the Targeted Youth Support Service. • Supporting Unaccompanied Asylum-Seeking Young People (UASC): A bespoke education model has been developed for this cohort to ensure plans reflect the specialist support required.
Regional	Multiply (Norfolk & Suffolk County Councils)	<p>The overall objective of Multiply is to increase the levels of functional numeracy in the adult population across the UK.</p> <p>Success measures for the whole programme at a national level:</p> <ul style="list-style-type: none"> • More adults achieving maths qualifications courses (up to, and including, Level 2 –with GCSEs and FSQs as the qualifications of choice in England • Improved labour market outcomes e.g., fewer numeracy skills gaps reported by employers, and an increase in the proportion of adults that progress into sustained employment and / or education. • Increased adult numeracy across the population
Regional	Integrated Care System & Health and Wellbeing Partnerships	<p>The timing of the creation of the Hub aligns particularly well with the newly established Health and Wellbeing Partnerships and development of the Integrated Care System.</p> <p>This 'health service overhaul' provides exciting opportunities for local decision making on health and wellbeing. The KLWN priorities are focused on reducing health inequalities.</p>
Regional	New Anglia's Economic Recovery Restart Plan	<p>The Restart Plan contains an unprecedented package of measures delivered by partners locally and nationally to get businesses up and trading again, restore business, consumer, and community confidence, as well as provide support to individuals made redundant and looking for work.</p> <p>Transforming skills. We will ensure every individual has access to opportunities to upskill and reskill, adapting the skills provision so that it meets the changing needs of businesses and the aspirations of individuals.</p> <p>Reimagining high streets. Our local authorities, Business Improvement Districts and other partners are developing a range of measures to help high street businesses reopen and operate safely, to build consumer confidence and rethink the way town centres function.</p>
Regional	New Anglia Local Skills Report	<p>A core theme borne out by the evidence assembled throughout all the economic and skills analyses conducted over the past 5 years or more –is that overall attainment levels across Norfolk and Suffolk, both in terms of the resident and workforce population track below national and regional averages. In addition, the collective evidence has consistently indicated that attainment levels in science, technology, engineering, and mathematical (STEM) disciplines (particularly at level 4 and above), are similarly tracking below national and regional averages.</p>

Regional	Skills Advisory Panels	Since 2018, Skills Advisory Panels (SAPs) have been bringing together employers, skills providers, and key local stakeholders to better understand and resolve skills mismatches at a local level. SAPs are part of Mayoral Combined Authorities and Local Enterprise Partnerships and there are 36 in total across England.
National	Build Back Better High Streets Strategy	<p>This strategy sets out the government's plan for high streets and how high streets and town centres can adapt and thrive after the COVID-19 pandemic. It sets out government action across 5 areas aligned with the project:</p> <ul style="list-style-type: none"> • Breathing new life into empty buildings • Supporting high street businesses • Improving the public realm • Creating safe and clean spaces • Celebrating pride in local communities
National	Levelling Up Whitepaper Missions	<p>The Levelling Up White sets out how the government will spread opportunity more equally across the UK. It comprises 12 UK-wide missions, the following of which are well aligned to the proposed programme of works:</p> <ul style="list-style-type: none"> • To increase pay, employment, and productivity in every part of the UK • A "significant" increase in primary school children reaching expected standards in reading, writing and maths • A "significant" rise in the numbers completing high-quality skills training across the UK • A narrowing in healthy life expectancy between the UK areas where it is highest and lowest • An improvement in perceived wellbeing in all parts of the UK, with a narrowed gap between areas with the highest and lowest levels • A rise across the whole UK of "pride in place", defined as "people's satisfaction with their town centre and engagement in local culture and community"
National	The Skills for Jobs White Paper	<p>This white paper outlines how the Government proposes to support people to develop the skills they need to get good jobs. It is an ambitious employer-led approach aimed at making FE provision more responsive to local skills needs and ultimately local economic needs.</p> <p>The Local Skills Improvement Plans (LSIPs) are LEP-led, employers are to be encouraged to work with any Local Skills Improvement Plans discussions where they have a business interest so they may potentially be involved with a number of Employer Representative Bodies.</p>

Annexe 4. RACI Diagram

Activity	Responsible	Accountable	Consulted	Informed
Building Development and Capital Schemes	Head of Communities	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	Corporate Property
Building Income and Operating costs oversight	Assistant Head of Service Operations – Adult Learning	Head of Communities	Head of Libs & Head of Ad Learning Ass Head of Service	Corporate Property
Building maintenance and overall upkeep	Corporate Property	Head of Communities	Head of Libs & Head of Ad Learning Ass Head of Service	Director of CIL
Customer experience standardisation at buildings	Head of Customer Services	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	External Stakeholders
Pricing strategy for room hire and lease	Head of Communities	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	External Stakeholders
Partnership development	Head of Communities	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	External Stakeholders
Long term rental negotiations	Head of Libs & Head of Ad Learning Ass Head of Service	Head of Communities	Corporate Property	External Stakeholders
Short term room hire	Head of Libs & Head of Ad Learning Ass Head of Service	Head of Communities	Corporate Property	External Stakeholders
Day to day building operations	Head of Libs & Head of Ad Learning Ass Head of Service	Director of CIL	Corporate Property	External Stakeholders
Customer welcome/ orientation	Head of Customer Services	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	External Stakeholders
Customer service	Head of Customer Services	Director of CIL	Head of Libs & Head of Ad Learning Ass Head of Service	External Stakeholders
Day to day operations – security/ cleaning/ partnership issues	Head of Libs & Head of Ad Learning Ass Head of Service	Head of Communities	Corporate Property	External Stakeholders

Annexe 5. Project Team Roles and Experience

Name	Project Role	Experience	Responsibilities
Natasha Hayes Head of Communities	Town Deal Strategic Lead	Development and implementation of a hardship strategy and approach for Norfolk that provides long term support opportunities for residents Digital inclusion strategy development and implementation to create digital citizens in Norfolk	Devise programme strategy Oversee the development and co-ordination of the project

		Social Infrastructure fund management, £1 million grant pot supporting VCSE organisations across the County with capital investments to innovate, diversify and increase their offer to residents	
Harriet Birchall (2022, 23-25) Hannah Edge (22-23) Town Deal Lead	Programme management and lead. Key contact.	10 years' experience in project and programme management across public, private and third sector. Including capital build, capital supply chain management, technology, health, and communities	Ensure that robust communication mechanisms exist between the project and external organisations, and between the project and all boards Build the project plan and high-level milestone plans Ensure that all project changes that are managed in a formal manner
Jeannine De Sousa Head of Construction and Facilities Management	Construction Lead	Over 20 years' experience leading capital projects, including the 2012 Olympic Games, County Hall 15,000sqm refurbishment, and implementation of a Corporate Landlord Model (2020) consolidating over 300 properties and budgets. Responsible for an average of 60 capital projects annually and have managed a total of £80m worth of capital budgets in the last 2 years alone. Currently leading the development of a strategic property plan to implement NCC's ambitious property decarbonisation programme to zero net carbon	Construction and procurement lead Work with third parties to produce the project brief Manage the tenders for external construction managers Coordinate the different construction activities which make up the project Provide direction to the technical delivery of the project Make sure that the construction project is completed and handed over in a managed way
Verity Bennett Project Manager King's Lynn MUCH	Project Manager	10 years' experience of schools Capital Project Management. Involved with new build projects including Attleborough Rosecroft Primary School and Ashwicken Primary School	Assist in the development of the business case and budget for the project Undertake monthly reviews of progress against targets, programme and schedule Undertake monthly review of the risk register, and initiate corrective action Provide a regular progress report to the Project Board and Steering Group, including identifying cost, time and quality performance
Jill Terrell, Head of Libraries NCC	Libraries facilities and programming lead	Chartered librarian with over 30 years' experience. Starting her career in the London Borough of Newham, she worked at the National Maritime Museum for some years before returning to public libraries in Suffolk, Cambridgeshire, and Norfolk. She is passionate about staff development, encouraging information literacy skills for all, and is focused on aligning library priorities with the needs of local people.	Define and lead Libraries offer. Lead liaison with education partners
Denise Saadvandi, Head of Adult Education NCC	Adult education facilities and programming lead	Over 30 years' experience with the Adult Learning service, as a tutor, trainer, and manager, Denise aims to ensure that we deliver our vision of providing an outstanding service to Norfolk residents and to have a positive impact on the lives of all of our learners.	Define and lead Adult Education offer. Lead liaison with education partners

Annexe 6. Risk Register

RISK LOG

Score	Impact	Likelihood
1	Insignificant	Rare
2	Minor	Unlikely
3	Moderate	Possible
4	Major	Probable
5	Extreme	Almost Certain

Risk score	
1-6	Low
7-15	Moderate
16-25	High

ID	Area	Risk Description	Impact assessment	Impact score	Likelihood score	Risk score	Mitigation	Mitigated Impact score	Mitigated Likelihood score	Mitigated Risk score	Status	Date last amended
1	Resource	Project personnel availability impacted due to illness, conflicting priorities, or leaving organisation	Loss of skills, project understanding and capacity leading to inefficiency, delays, and an inferior product	4	3	12	Project documentation is well maintained. Project and programme staff have clear communication to allow short notice cover. The project is well resourced to reduce overwork and stress. Early recruitment of maternity cover for programme manager to allow for handover period	3	2	6	Open	26/07/2022
2	Engagement	Key project stakeholders are not well engaged with the projects	Poor understanding of their role, undoing of key decisions, additional resource to keep abreast leading to project delays and (at worst) poor overall final project	4	3	12	Review of ToRs for governance groups; clear roles and accountabilities; clear pathway should meetings be missed or members unavailable; good record keeping	3	2	6	Open	11/04/2022

	Engagem ent	Key political stakeholders are not well engaged with the projects	Withdrawal of political support, additional resource to reassure	4	3	12	Impacted and interested members are key stakeholders, who will be provided with regular updates and formally briefed at each milestone	3	2	6	Open	12/08/2022
3	Scope/ Budget	Scope creep caused by the desire for the project to deliver more, results in the project being undeliverable	Increase in budget, increase in timeline, lack of satisfaction in final product, elements being de-scoped further into the project	3	4	12	Workshops have taken place to create clear scope - to then be agreed by stakeholders and governing boards, with clear alignment to Town Deal outcomes and Town Strategy via the Business Case. As objectives are refined throughout the project governance will ensure they align to the objectives	3	2	6	Open	26/07/2022
4	Budget	Uncertainties around inflation /unforeseen build challenges impacting build costs	Increase in budget, increase in timeline leading to reduction in scope	3	3	9	Factor in significant financial contingency for inflation, monitor materials selected through RIBA stages to balance cost and quality at every stage; use of Modern Methods of Construction to mitigate build delivery risk; retention of floor plate to avoid foundation issues	3	2	6	Open	12/08/2022
5	Feasibilit y/ Scope	Removal of UK power network equipment	Increase in budget, increase in timeline	3	3	9	Negotiations with UKPN underway	3	2	6	Open	11/04/2022
6	Timeline	Delays: e.g., in securing TDF funding sign off/property purchase	Increase in timeline, possible increase in cost and reduction in quality	3	3	9	Norfolk County Council Comprehensive surveys being undertaken to ensure that all mitigating factors are known before the acquisition commences to prevent delays	3	2	6	Open	12/08/2022

7	Engagem ent	Negative publicity and disruption	Increase in timeline to rectify negativity and reassure stakeholders	3	3	9	Comprehensive community engagement being undertaken to prevent negative publicity and disruption	3	2	6	Open	12/08/2022
8	Feasibilit y/ Scope	Concrete testing to be completed	increase in budget, increase in timeline	3	3	9	Final surveys have been completed and the concrete frame is suitable to retain elements of the superstructure.	3	2	6	Closed	25/07/2022
9	Feasibilit y/ Scope	Elements of the construction contain asbestos.	possible increase in budget, increase in timeline to remove/manage	4	3	12	Asbestos reviews completed: The quantity of licenced removal required is confined to the plant rooms and the external facade insulating board, the remainder can be removed by a non- licenced contractor.	3	2	6	Closed	25/07/2022
10	Feasibilit y/ Scope	The adjoining building uses the 2nd floor level to access the independent escape stairs - investigating to see if this is required.	challenges to scope if fire exit access needs to be maintained on Argos Build, increase in budget, increase in timeline	4	3	12	Build purchase team investigating options: 1: is this access needed (no- one is based on the 2nd floor currently), 2: can this be built into the existing building without significant financial impact 3: can our fire escape be designed to accommodate. Options 1 or 3 most likely and can still be accommodated at this stage.	3	2	6	Open	26/07/2022
11	Feasibilit y/ Scope	Mobile Phone Mast present on current build, which owners make £11k rent from having based there	possible increase in budget if owners expect to be compensated for a move, increase in timeline to manage negotiations, change in scope if design needs to work around masts	4	3	12	Build owners reviewing if they can charge the same for a move, risk budget includes this item if needed, architects aware and are able to design around masts if move not possible	3	2	6	Open	26/07/2022

1 2	Timeline	Completion of Business Case by deadline	Failure to secure funds for the project, or stakeholder buy in	3	3	9	Request to extend business case submission date has been made, Project Adjustment form has been completed. Clear timeline so delivery review and sign off. Two team members to complete case with the support of Mott. Bid team and senior Project Board stakeholders in place to review	3	2	6	Open	26/07/2022
1 3	Resource	Reallocation of funding may not be approved	Failure to secure funds for the project would result in a termination of the project	3	3	9	Project Adjustment form has been completed and a decision should be known by the end of June. have been advised to proceed at risk	3	2	6	Close d—PA form approved	25/07/2022
1 4	Resource	Failure to recoup 'at risk' capital costs	Additional £2m has been given at risk. There is an expectation to recoup this money and failure to do so would tarnish the reputation of the project with NCC stakeholders	3	3	9	Investigating all opportunities to secure additional grant funding for the project (including CIL bid 2023) to recoup funding	3	2	6	Open	11/04/2022
1 5	Budget	Poor responses to tenders	Unable to secure delivery teams with relevant experience leading to timeline delays	3	3	9	NCC has a strong track record of delivering similar capital projects and a wide range of delivery teams. Issuing a PIN in advance will provide an understanding interest and mitigate any concerns	3	2	6	Open	25/07/2022

1 6	Budget	Tenders come in over budget	Unable to progress with appointments as no tenders within budget, leading to timeline impact, and possibly budget and scope impacts if ask needs to be reviewed	4	3	12	Work with professional cost reviewers (T&T) to mitigate as much as possible. Recognise instability of market and factor in significant financial contingency for inflation, and overall client contingency.	3	2	6	Open	25/07/2022
1 7	Timeline	Planning permission challenges	Increase in timeline, possible increase in cost and scope due to changes needed to include build frontage	4	3	12	Working with KLWN planning team from RIBA1 to plan ahead and minimise disruption; lower risk as building outside conservation area	3	2	6	open	12/08/2022

Annexe 7. Stakeholder Engagement Strategy

King's Lynn Community Hub Communications and Engagement Strategy and Plan Development Phase: 2022-2024

Context

The King's Lynn Community Hub¹ is one of eight Town Deal projects, and falls within the theme of 'innovative, growing business and skilled workforce'. The community hub aligns with the other projects within this theme, and in particular, the youth and retraining pledge and St George's Guildhall.

The project is being led by Norfolk County Council working in partnership with the Borough Council of King's Lynn and West Norfolk, overseen by the Town Deal Board.

The new community hub will see existing library and adult learning services which are currently being delivered in the Carnegie building transfer to the new hub. However, for the purpose of communications and engagement, this project and the future use of the Carnegie building will be managed as two distinct activities. *A proposed outline strategy for communications and engagement around the Carnegie Building can be found at appendix a.*

This strategy covers the period of development up until the opening of the hub.

Purpose

The purpose of this communications and engagement strategy is to create clear understanding and awareness about the new hub and inspire enthusiasm and interest which will translate into use when the hub is open and operating.

Objectives

The objectives of the communications and engagement are:

- To inform and empower knowledge around the new hub;
- To counter misconceptions and allay concerns through the provision of clear and accessible information;
- To encourage proactive participation through timely and meaningful opportunities for engagement;
- To engender confidence and assurances through regular, consistent, and transparent communications;
- To inspire enthusiasm and an appetite for use in advance of the hub opening.

Principles for communications and engagement

There are some guiding principles which can underpin all of the communications and engagement activities. These are:

- **Proactive**, taking steps to keep people informed and engaged;
- **Coherent**, aligning the communications with other Town Deal board activities and projects;
- **Clear**, communicating in an accessible way to make information understandable and relatable;
- **Transparent**, being open about the process and the project;
- **Timely**, sharing communications at the right time;
- **Targeted**, focusing the activities to meet the communications and engagement needs of the participants;
- **Inclusive**, ensuring the messages reach all desired participants;
- **Positive**, delivering communications and engagement in an upbeat and aspirational tone.

Branding and Positioning

Communications and engagement around the community hub should be delivered under the Vision King's Lynn brand – the overarching brand for the Town Deal projects – with the county and borough council brands supporting. As the project moves from development towards completion and operation, the Vision King's Lynn brand should be gradually replaced with a brand and visual identity specific to the community hub.

Throughout the course of the development phase, an important milestone will be identifying a name for the hub. This will be informed by community engagement, and communications will announce and signal the subsequent use of the new name. Development of a name – and a visual identity – will also take into account the branding assigned for other Town Deal projects, ensuring coherence and minimising crossover and confusion.

Measurement and Evaluation

The effectiveness of the engagement and impact of the communications can be assessed by the following measures:

- **Consultation activities** – number of participants, and sentiment of feedback;
- **Engagement activities** – number of participants involved;
- **Media coverage** – scope and sentiment;
- **Friends of the hub** – number of subscribers;
- **Online** – social media and website statistics.

Page Break

Key messages

The following are key messages that have been used to date for the project. An aspect of the communications and engagement strategy should focus on reviewing and updating the narrative around the project; the narrative will act as the 'golden thread' through all communications.

Overarching message			
We want to create a new, modern, accessible library, learning, and community hub in the heart of King's Lynn town centre			
Key messages			
Books, learning and skills will be at the core of the new hub which will see the existing library and adult learning services in King's Lynn seamlessly transfer into a new, modern, purpose-built, accessible facility.	The hub will be a flagship facility for the town, bringing together the library, adult learning, and careers and employability support alongside a range of services that meet the needs of local people.	The new hub is being shaped together with the local community and stakeholders, ensuring it meets the needs and delivers the aspirations of the community.	This project is part of the £25M Town Deal programme of projects and provides us with an exciting opportunity to bring a hub to King's Lynn that will have something for everyone.

Participant mapping

The communications and engagement activities around the hub should be targeted to meet the specific needs of the participant; further details of the recommended activities for each participant grouping follows. The roll out of communications and engagement should be prioritised with a focus on stakeholders including the Town Board and councillors being informed and updated first. A robust participant database is crucial to the successful delivery of the communications and engagement, ensuring that the principle of inclusivity is achieved.

Priority stakeholders

These are the stakeholders who have a direct interest, involvement, and influence on the project.

- Town Board
- County and Borough Councillors
- MP for North West Norfolk (a member of the Town Deal Board)
- County and Borough senior management.

Potential hub users: young people

There is scope to engage young people specifically in the hub through targeted activities that convey the sentiment that the hub is 'for me.'

- Schools
- College of West Anglia
- YAB
- Stories of Lynn.

Potential hub users: the public

Essentially, the general public are all potential hub users and activities such as media relations can reach a wide audience.

In addition, targeted activities can focus on engaging specific participants, namely:

- Existing library users
- Existing adult learners
- 'Friends' of the hub – self-selecting subscribers, including survey respondents who have chosen to be informed.

Potential tenants and service delivery partners

These are organisations and groups who could occupy space or deliver services in the hub. They are also partners who can help to shape the offer and the building itself.

- Community and voluntary organisations
- Charities
- Education providers
- Businesses
- Specialist groups.

Potential hub users: specialist groups

Accessibility and inclusivity is key to the success of the hub and this includes engaging specialist groups such as:

- West Norfolk Deaf Association;
- Access Supporting Migrants.

Community stakeholders and interested parties

These are stakeholders who have an interest in the development of the hub. These stakeholders can often play a wider influencing role in the town.

- Heritage and arts organisations
- Community groups
- West Norfolk Strategy Group.

Project enablers

These are the people who are making the project happen:

- County council and borough staff
- External partners and consultants e.g. Hudson Architects

Media

The media provide communications channels but local journalists can also be deemed to have a participatory role.

Library staff

Library staff need to be engaged and informed.

Recommended communications and engagement activities

The recommended communications and engagement activities are summarised below. They include overarching activities – activities that are relevant for all participants - and focused activities which ensure that the different participants are engaged and informed about the project. The delivery of these activities will serve to ensure an inclusive and impactful approach to communications and engagement.

Participant	Engagement	Communications
Overarching activities	<p>Participant database: inclusive and impactful engagement is built upon a foundation of a robust participant database. A starting point for the engagement and communications would be a review and update of the existing database.</p> <p>Consultative activities: identifying any meaningful, impactful, and engaging opportunities for people to help to shape the hub building and the offer. This could include workshops, forums, interactive meetings, feedback forms, drop-in</p>	<p>Narrative: underpinning the communications should be a strong narrative that serves to provide clarity, counter misconceptions, and inspire enthusiasm and interest. The elements of this can be used across all content to provide consistency to communications about the hub.</p> <p>Online and social media: updates would be shared via the Vision King's Lynn website and social media channels. However, as the project evolves there will be potential to</p>

	<p>sessions, or brief surveys. The manner of consultation would depend on the opportunity and information required.</p> <p>Engagement activities: in particular, this would include tours and visits to the site. These could potentially be delivered virtually through architects designs but ideally they would take place on site and in person.</p> <p>Another aspect of the engagement would be to foreshadow the offer at the hub and inspire interest and enthusiasm, with taster sessions that allow people to experience first-hand what will be on offer in the new hub.</p> <p>Branding engagement: an important opportunity for engagement will be around the branding and specifically the name of the hub. By participating in the naming, people can start to feel a sense of ownership for the project – and they will be able to see a direct impact of their involvement. The naming could include workshop(s) for the public before a final vote on the Vision King’s Lynn website.</p> <p>Friends of the hub engagement: it is important to inspire interest in the new hub that will translate into use when the hub is open. This can be achieved by establishing a ‘friends of the hub’ (<i>name tbc</i>) scheme that essentially affords these participants a priority status. Not only would the friends receive regular updates, they would also be invited to tours and taster sessions first. The friends scheme could be built upon the existing subscriber database.</p>	<p>develop standalone online channels for the hub.</p> <p>Media relations: the media is important for reaching a wide audience including people who are not already engaged with the current library and future hub. Media relations would include different types of content anchored around key milestones and progress.</p> <p>Friends of the hub communications: specifically, friends of the hub could receive targeted communications in the form of invites to consultative and engagement activities, and updates.</p> <p>Branding and visual identity: with the name in place, there would also be a need to develop a brand and visual identity for the hub. The visual identity can be introduced for use in advance of the official opening.</p> <p>Marketing materials: during the development phase, marketing materials can be produced and displayed to promote the upcoming hub. This can include advertising, signage, and display visuals in the hub itself.</p> <p>Vision King’s Lynn communications: there is also scope to provide content for general Vision King’s Lynn communications. This could be in media releases, or in subscribers or stakeholders updates. Alignment with the wider communications activities will ensure a coherent approach.</p>
<p>As well as these overarching activities, a targeted approach will ensure that communications and engagement activities have the biggest impact. The following summarises focused engagement and communications for all participants:</p>		
<p>Priority stakeholders</p> <ul style="list-style-type: none"> • Town Board • County and Borough Councillors 	<p>Briefings: it will be essential that the priority stakeholders are engaged around significant milestones, and in advance of the wider public being updated. This would be in the form</p>	<p>Briefing notes: following on from the briefings, briefing notes should be made available to the priority stakeholders that provide a summary of the key points and frequently</p>

<ul style="list-style-type: none"> • MP for North West Norfolk (a member of the Town Deal Board) • County and Borough senior management 	<p>of virtual and in-person briefings; wherever possible, these briefings should take place in the new hub building. The briefings would provide the opportunity to provide clear information and invite meaningful feedback.</p> <p>Start on site / demolition: the start on site will be an important milestone event and as such, priority stakeholders should be invited to take part in an event at this point. This could include a public photo shoot but also a tour which would give stakeholders an insight into the design of the building.</p> <p>Tours: and, as the development progresses, the opportunity for tours of the site should be provided. This will give priority stakeholders the opportunity to see for themselves how the design is translating onto site.</p> <p>Opening event: this will be the key milestone for the hub and engaging all the priority stakeholders at this point will be vital. This would see representatives – such as the chair of the Town Board, and elected members – participate in a public photo shoot. And, following this, a special reception could take place with invites for all the priority stakeholders.</p>	<p>asked questions. These briefing notes would empower the priority stakeholders to provide information and address queries from members of the public.</p> <p>Media releases: in addition, any media release about the project should be shared with the priority stakeholders. It is essential that these key stakeholders have access to information before it appears in the local media.</p> <p>Quarterly update: given the interest in this project, a flow of regular information is important. As such, a quarterly email update can provide an overview of progress for priority stakeholders. This would cover milestones, but would also provide a general overview of activities.</p>
<p>Potential hub users: the public</p> <ul style="list-style-type: none"> • Existing library users • Existing adult learners • ‘Friends’ of the hub – self-selecting subscribers, including survey respondents who choose to be informed • Residents of the King’s Lynn area. 	<p>Consultation: the public should be invited to take part in consultative activities to help to shape the design of the building and its offer. This could be in the form of workshops, feedback forms, or brief surveys; the mechanism used would depend on what information is required and the question that is being asked. Fundamental to the consultation is identifying where and when opportunities to consult exist – and if there is potential to join up with other Town Deal project consultation activities, to avoid consultation fatigue.</p> <p>In addition, it would be important to vary the type of consultative</p>	<p>Online and social media content: content updates on the project and the opportunities for involvement should be shared via the Vision King’s Lynn website and the Vision King’s Lynn social media channels. The content for social media would include visuals and short films of the building, and vox pops with the project leads.</p> <p>The content for online and social media could also be shared by the county and borough council communications teams, as appropriate.</p> <p>Media relations: coverage in the local media will engage the wider</p>

	<p>activities to ensure that people continue to be engaged and enthused about being involved.</p> <p>Taster sessions: as the development of the hub progresses, and prior to its official opening, there could be potential to offer taster sessions around the training and services that will be offered. Ideally, these would be provided in the hub itself, or alternatively, in a space nearby.</p> <p>Friends of the hub: there is the opportunity to develop a ‘friends of the hub’ scheme which will not only engage people, but also could inspire an appetite for participation in the new hub.</p> <p>Essentially the friends of the hub scheme would be developed from the existing subscribers list, and with an invite also extended to existing library and adult learning users. The friends of the hub could be offered invites to friends of the hub tours and have priority invites to taster sessions.</p>	<p>population of King’s Lynn, including those who may not be already engaged in the current library and adult learning services. <i>See separate section on media relations.</i></p> <p>Library newsletter content: content around milestones and key updates would be provided for the library newsletter.</p> <p>Subscribers update: a direct update provided for those consultation participants who have signed up to receive updates. This would be around specific milestones, for example, the new name. The subscribers update would latterly come under the friends of the hub communications.</p> <p>Friends of the hub: having established the friends of the hub scheme, friends could receive quarterly email updates on progress around the project, and on key milestones. The friends could also receive notice of opportunities to get involved, and the outcomes of consultative activities. What would be distinct about the friends of the hub communications is that they would receive updates in advance of the general public (but, after the priority stakeholders).</p>
<p>Potential hub users: young people</p> <ul style="list-style-type: none"> • Schools • College of West Anglia • YAB • Stories of Lynn 	<p>Meeting: a starting point could be to host a meeting with representatives of King’s Lynn schools, the college, youth advisory board, and Stories of Lynn to identify opportunities for engaging young people.</p> <p>Young people engagement: informed by the meeting, there should be a strand of activity focused on engaging young people. This could be targeted: for younger children, an opportunity to design pictures which could be displayed in the new hub when it opens (or in the windows of the hub as it is built). And for teenagers, an incentivised short, visual survey that could be shared via the schools.</p>	<p>Updates via partners: sharing relevant and meaningful content about the hub via the young people partners. This could be updates for families via online educational platforms, or information for young people via internal websites.</p> <p>Social media: focused and sponsored content could be created for the Vision King’s Lynn Instagram around specific updates for young people.</p>

<p>Potential hub users: specialist groups</p> <ul style="list-style-type: none"> • West Norfolk Deaf Association; • Access Supporting Migrants. 	<p>Workshops / 121 conversations: it is really important that meaningful feedback is sought from specialist groups and users to ensure that the hub is accessible, which was highlighted as being fundamental. This could include delivering workshops or holding 121 conversations to gain insight and understanding.</p>	<p>Invites: invites for specialist group workshops should be shared in a timely and accessible manner. In addition, the invites should seek guidance on any special requirements that will ensure that specialist groups and users are able to engage.</p> <p>Updates and content: updates around progress and milestones should be shared with specialist groups, along with content that can be published across any channels the groups may have.</p>
<p>Potential tenants and service delivery partners</p> <ul style="list-style-type: none"> • Community and voluntary organisations • Charities • Businesses. 	<p>Workshops: targeted by sector (e.g. businesses), these could be in person or virtual workshops that allow these participants to shape the hub's offer. These should be designed to be as engaging and accessible to the participants, for example, the business workshop could form part of a Norfolk Chamber event; the community and voluntary organisations session could be part of the Community Action Norfolk programme. This approach would maximise engagement with an already involved audience.</p> <p>Taster sessions: these participants would be key in helping to deliver the taster sessions with the dual benefit that the public can see what would be provided in the new hub, and the potential tenant/service delivery partner would experience being part of the new hub.</p>	<p>Invites: invites for workshops should be shared in a timely manner.</p> <p>Updates and content: updates around progress and milestones should be shared along with content that can be published across any third-party channels.</p> <p>Announcements: when new tenants or service delivery partners sign up to be part of the hub, this could be announced via online content/social media content and media releases. The announcements would be made in partnership with the tenant or partner.</p>
<p>Community stakeholders and interested parties</p> <ul style="list-style-type: none"> • Heritage and arts organisations • Community groups • West Norfolk Strategy Group. 	<p>Update briefings: in a similar approach to the priority stakeholder briefings, in person briefings which provide an update on the progress to date. These briefings would be scheduled around key milestones – for example, the design – and would take place in the hub building if feasible. Meaningful feedback would be invited.</p> <p>Tours: these participants would also be invited to take part in tours as the building progresses, and in advance of the opening to the public. This would be to give these</p>	<p>Updates and content: updates around progress and milestones would be shared directly and on email with these participants.</p>

	<p>participants advance insight into the new hub and its offer, providing assurance, and allaying concerns.</p> <p>Taster sessions: representatives of these groups would be invited to help to deliver the taster sessions so that they can identify benefits to their organisation or group being involved in the hub.</p>	
<p>Media</p> <p>For the development phase, the targeted media is predominantly local print and broadcast media.</p>	<p>Media briefings: media briefings should be held around significant milestones to ensure clear messaging and the potential to address questions and concerns. These should be virtual, moving to in-person in the hub when opportunity permits.</p> <p>Media tours: as development progresses and as the building opens, tours for the local media should be arranged. This will enable representatives of the local press to see first-hand what will be on offer in the town.</p>	<p>Press releases and media packs: drafting and issuing regular press releases that detail progress, including around opportunities to get involved, and the outcomes of consultative engagement. In addition, more detailed media packs should be prepared around significant milestones; the latter would be used to accompany media briefings.</p> <p>Column opportunities: there is scope for the hub to feature in the column opportunities associated with the Town Deal projects.</p> <p>Feature opportunities: as the project progresses, there is potential to invite representatives of the local media to provide more detailed coverage of the hub. For example, a first-person account of the taster sessions foreshadowing the services that will be on offer in the hub.</p>
<p>Library staff</p>	<p>Workshops: delivering targeted workshops for library staff that provide an update on progress and invite feedback to help to shape the offer. The sessions could also be an opportunity for staff to raise concerns and questions.</p> <p>Tours: the library staff could be given advance tours of the hub to see how the development is progressing.</p> <p>Taster sessions: the library staff could be engaged in planning and delivering the taster sessions.</p> <p>Opening event: there could be a special reception for staff in advance of the hub opening.</p>	<p>Updates: these could be verbal updates delivered by managers and leaders, followed by a briefing note that summarises key points and any frequently asked questions. This would empower staff to respond to queries from the public.</p>

Project enablers These are the people who are making the project happen: <ul style="list-style-type: none"> County council and borough staff External partners and consultants e.g. Hudson Architects 	Meetings: representatives of the project team continue to provide updates at the regular programme of meetings. Tours: as progress continues on the hub, invites could be extended to the project enablers to visit the hub.	Email updates: updates should be shared with the project enablers around key milestones. This would include any press releases or briefing notes to empower the project enablers to address questions; the content would also be able to be shared across project enablers communications channels.

Page Break

Milestones

The activities, which have been detailed would be delivered around milestones in the development of the hub. These will include:

Date	Milestone
July 2022	Preliminary design for buildings. Statutory consultation on designs
September 2022	Business case finalised and submitted
September 2022	Architects plan completed
October 2022	Opportunity to carry out engagement around the name
October 2022	Vision for design
Autumn 2022	Funding announcement
November 2022	Name announced
TBC	Purchase of the building
TBC	Start on site
End 2024	Construction complete; hub opens

King's Lynn Community Hub Communications and Engagement Delivery Plan

The activities outlined within this strategy would be delivered through a dynamic delivery plan (outline below) which should be updated on a regular basis, responding to progress, milestones, and any changes in the plan. The activities detailed in the strategy would be translated into the delivery plan, aligned with the key milestones.

Date	Participants	Activity	Details	Responsibility
May 2022	All	Communications and Engagement Strategy	Finalise the communications and engagement strategy.	NCC
May 2022	All	Participant mapping	Revisit and review the participant database.	NCC project team

May 2022	All	Project narrative	Review and update the project narrative.	Communications
May 2022	All	Consultative activities	Meeting to identify what will be touchpoints for consultation and schedule these into the plan as milestones.	NCC project team
July 2022	Media	Lynn News Column	Draft the Lynn News column providing an update on the project and what happens next.	Communications

Page Break

Appendix A: Carnegie Building Outline Communications and Engagement Strategy

Although the theme of the Carnegie building is intrinsically linked with the new hub, it is essential that communications and engagement around the new hub and the Carnegie building are managed separately. It is recommended that the communications and engagement around the Carnegie Building is led under the Norfolk County Council and/or Borough Council brands and across the council(s) communications and engagement channels.

The precise nature of the communications and engagement will depend on the activity, and the opportunities that exist to engage and inform.

Purpose

The purpose of the communications and engagement around the Carnegie building is to ensure that the local community are involved in and informed of the future use of the Carnegie building.

Objectives

Communications and engagement around the Carnegie building will seek to:

- Reassure, and allay concerns and fears about the future use of the building;
- Counter misconceptions and provide open and transparent information;
- Involve the public, within clear parameters, to identify a sustainable and long-term purpose for the building;
- Seek community support for a preferred option for the building, and
- Engender confidence in the future use of the building.

Principles

The guiding principles for the communications and engagement around the future use of the Carnegie building would be:

- **Clear**, removing misconceptions through clarity of information;
- **Transparent**, being open about what is happening;
- **Connecting**, demonstrating the link between community feedback and future plans;
- **Respectful**, of the heritage of the building, whilst looking ahead;
- **Positive**, demonstrating the future use as a fresh start and opportunity for the building and the town.

Key messages

Based on communications to date, proposed key messages are:

Any future use of the Carnegie building would need to be respectful of its heritage, would need to be supported by the local community, and be sustainable.		
We don't have any firm plans for the future use of the Carnegie building and	We will continue to care for and curate the historic book collections currently	There has never been any plan for the building to be turned into flats.

we will work with the community to identify a future use.	kept in the existing library, connecting the community with local history.	
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Approach

Engagement and giving participants a stake in shaping the future use of the Carnegie building – within clear and defined parameters – will be key. The communications and engagement could follow a model of ‘ask, listen, inform’ as the project progresses to a preferred option for the future. Meaningful opportunities to give feedback should be sought, and the outcomes of that feedback shared transparently. Targeted activities – in a similar format to the hub communications and engagement – will ensure that they are impactful.

Milestones

The communications and engagement delivery plan should be built around key milestones, as defined by the project team. These milestones will provide touchpoints for communications and engagement. Examples might include:

- Scoping of potential options;
- Consultation on potential options;
- Closure of the Carnegie building as a library (*separately to the opening of the new hub, the closure of the library should be marked in a way that celebrates its history and contribution to the community*);
- Announcement of preferred option;
- Launch of new provision within the Carnegie building (*this would be led by the service provider but the County Council and Borough Council would have an involvement in the communications and engagement around this*).

Recommended communications and engagement activities

The communications and engagement activities would be refined but the following are suggested activities:

Participant	Communications and Engagement Activities
Elected members	Briefings: these would be essential to provide an update and to invite feedback from members. These should take place in the Carnegie building around key milestones. They should be accompanied by a briefing paper , and in the case of consultative activities, materials for members to share with their constituents should be made available. These should be held before information is cascaded into the public domain.
Stakeholders	Workshops: for stakeholders who have a keen interest in the future use of the building, workshops should be held which allow for an update and invite feedback to help to shape the future use. Email updates: email updates should be shared with stakeholders around the key milestones, ensuring that they are informed about the building and its potential use.
King's Lynn community	Engagement: using the baseline feedback from the survey in 2021, it will be important to identify when and how the wider community can give meaningful feedback. Given that a survey has already taken place, this may be more in the form of virtual and in-person workshops. There would be value too in having a drop-in display in the Carnegie building for people to provide comments. The type of consultative and engagement activity would be determined by the nature of the information that is being sought. King's Lynn library users newsletter: updates and invitations to feedback should also be shared with registered King's Lynn library users. Online and social media: content should also be shared for the community via the existing council channels, and potentially, relevant sites and forums such as Next Door.
Library staff	Workshops: the library staff will have a key role to play in shaping the future use of the Carnegie building. This can be done via workshops where feedback can be shared and concerns raised.

	<p>Information pack: the library staff will be the first point of contact for queries about the future use of the building and so an information pack can empower them to address queries and collate feedback and questions.</p>
Local media	<p>Briefings: ensuring the local media has a good understanding around the future use of the building will be vital and so conducting media briefings – with associated detailed media packs – will be key.</p> <p>Media engagement: there is scope to work with the local media to identify ways for the public to feedback via their channels. This could be by sharing a simple poll on social media channels, or by inviting narrative feedback. Engaging with the public via media outlets offers another conduit for engaging the public.</p>
Potential partners	<p>When a future use is identified, there may also be a need to deliver marketing activities to engage potential partners. This could include advertising, regional or national media relations, social media activities, and events.</p>

Projects

QUESTION

RESPONSE

Project financing

Programme (please select):

Town Deal

Name of Project:

Multi User Community Hub

Fund capital amount:

Fund revenue amount:

£0

Co funding public:

5000

Co funding private:

Total value of project:

£0

INDICATORS

Copy this sheet to report on another project

(replace text from E12 onwards with chosen project indicator)

Intervention theme:

Target:

(Future High Street Fund Only)
Where can this target be found in your Business Case (please specify at least to page number):

Unit of measurement:

Is this an indicator from Annex 1 of the M&E Guidance:

If previous answer is 'Yes' please confirm you agree to the indicator definition and evidence requirements as stated in Annex 1 of

Responsible for collecting (please select):

If previous answer is 'external' please provide name of organisation:

If 'external' please state whether agreement is in place:

Frequency of reporting (please select):

Please confirm you are confident in collecting data for this indicator (please select):

Please confirm you are able to collect the baseline evidence as set out in Annex 1, if required (please select)

If answered 'No' to any questions, please flag the issues here:

Notes

Expenditure on project delivery (either local authority or implementation partner)

N/A

NA

£

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

£ co-funding spent on project delivery (private and public)*

N/A

NA

£

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

£ co-funding committed (private and public)*

N/A

NA

£

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

of temporary FT jobs supported during project implementation*

N/A

2 NA

Number

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

2 x FT jobs at implimentation stage are the Programme Manager and Project Manager

of full-time equivalent (FTE) permanent jobs created through the projects*

N/A

2 NA

Number of FTE jobs

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

FT equivalent jobs include 1 new adult ed staff member

of full-time equivalent (FTE) permanent jobs safeguarded through the projects*

N/A

4 NA

Number of FTE jobs

Yes

Agree

Local authority

NA

NA

Every 6 months

Yes

Yes

NA

FT equivalent jobs include those in adult ed and libraries based in KLWN library

Number of new cultural facilities

Urban Regeneration

1 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Cultural centre replacing old Argos building - space for exhibitions, arts and culture activities

Number of new community centres

Urban Regeneration

1 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Community and library space replacing old Argos building - space for community partnerships and hire

Number of public amenities/facilities created

Urban Regeneration

1 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Public facility space replacing old Argos building - space for public partnerships and hire (e.g., registrars)

of derelict buildings refurbished

Urban Regeneration

1 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Redevelopment of the Argos building

of transport nodes with new multimodal connection points

Transport

1 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

bike and ride facilities (such as creating a bicycle shelter or parking facilities), public bicycle pick-up point

Amount of new office space

Urban Regeneration

400 sqm NA

Sqm of space

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on RIBA 1 designs, see cell comment

Amount of floor space repurposed (commercial)

Urban Regeneration

425 sqm NA

Sqm of space

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on RIBA 1 designs, see cell comment

Amount of capacity of new or improved training or education facilities

Skills and Enterprise Infrastructure

5,200 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

This is based on the assumption we provide one improved facility - i.e learning spaces

of potential entrepreneurs assisted to be enterprise ready

Skills and Enterprise Infrastructure

32 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on numbers taking courses in business/ start up/ entrepreneur, or accessing meeting room or BIPC facilities

of learners/trainees/students enrolled at new education and training facilities

Skills and Enterprise Infrastructure

350 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on numbers enrolling for any adult ed/training/learning courses at the MUCH anually

of learners enrolled in new education and training courses

Skills and Enterprise Infrastructure

100 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on numbers enrolling for new adult education courses anually

of learners/students/trainees gaining certificates, graduating or completing courses at new or improved training or education facilities, or new courses

Skills and Enterprise Infrastructure

100 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on numbers achieving certification from any adult ed/training/learning courses at the MUCH anually (new or existing)

Improved perceptions of place by residents, visitors, and businesses

NA

70% NA

%

No

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Based on interview survey results of users of new build and people in local area asking if they prefer the area post launch (yes/no answer), or if visitor if they like the space and would return (yes/no)

Increase in capacity of new or improved training or education facilities

NA

NA

Number

No

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Increase in offer compared with current library and adult learning offer in KLWN

% learners being job ready

NA

7-50% NA

%

No

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Mandatory indicator - Year on Year change in footfall

Mandatory indicator

200,000 NA

Number

Yes

Agree

Local authority

NA

NA

Annually

Yes

Yes

NA

Current footfall to Carnegie 150,000

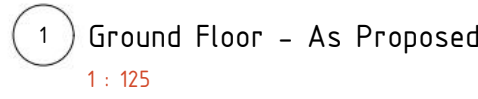
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Learning Hub Great Yarmouth: University Learning Centre and Public Library

Equality Impact Assessment – Findings and Recommendations

December 2021

Adri van der Colff, Project Manager

1. The proposal: Creating a new Learning Hub in Great Yarmouth Town Centre

- 1.1 The proposal is to create a new Learning Hub in the heart of Great Yarmouth's Marketplace where the town's library, learning and training functions can be located in a single, high-profile building. A large landmark building, the former department store Palmers/Beales on the Marketplace, will be thoroughly refurbished as part of a wider scheme to regenerate the town centre.
- 1.2 The Learning Hub will include the relocated public library and a new university centre, which will offer higher and further education provision as well as adult and community learning, in an accessible and highly visible community space.
- 1.3 The Learning Hub proposal involves two strands: (1) the relocation of the current Great Yarmouth library and (2) the establishment of a University Centre, which also includes adult and community learning. The two strands are intertwined as they will be delivered from the same site in a single co-located, accessible and central building. For this reason, **this Equality Impact Assessment combines the functions of the Library and the University Centre elements**, as they will be co-located in the same building under the umbrella of the Learning Hub.
- 1.4 The project is a multi-partner collaboration between Great Yarmouth Borough Council, Norfolk County Council, East Coast College, the University of Suffolk and

the University of East Anglia. Other learning, career and community organisations (e.g. DWP, CAB etc.) will also have a presence in the building through their existing links with the library.

- 1.5 The Learning Hub will be accessible and open to residents at every level within the learning spectrum, from basic literacy skills through to degree and post-graduate level courses. It will be a welcoming space and a community resource that is visible and attainable to **all** residents of Great Yarmouth: regardless of age, sex, gender, physical and intellectual abilities, race, ethnicity, religion or other factors related to socio-economic background.
- 1.6 The Learning Hub proposal has the following key objectives: (a) To develop a co-located learning and training facility and library in the town centre of Great Yarmouth which brings together higher education with a relocated library and other learning provision; (b) To provide educational opportunities for local residents ranging from entry level to Level 7 (post-graduate); and (c) To develop new community adult learning which will ultimately support people to access sustainable and well-paid jobs and enhance their career opportunities.
- 1.7 The Learning Hub project has the following key outcomes: (a) To secure long-term, basic skills and higher skills development that raises aspiration and increases opportunities; and (b) To provide Great Yarmouth as a town which retains and attracts younger and higher skilled people to work and live.
- 1.8 Ultimately, the ambition of the Learning Hub proposal is to create a unique environment where Great Yarmouth residents can come to either start their first steps into learning, engage with the wider community offer of the library, receive support from selected partners (such as jobs coaches from the DWP or CAB advice) or continue their learning journey into further and higher education with a combination of skills programmes.
- 1.9 The Learning Hub will present a large, central shopfront location in the town with an increased library and adult learning offer on the ground floor, information advice and guidance in a 'front of house' location as well as registrars to the rear of the building. On the first, second and third floors will be the higher education offer from East Coast College in collaboration with the University of Suffolk and University of East Anglia.
- 1.10 The combination of the library and university centre in the Learning Hub offers the chance for Great Yarmouth residents to access formal skills and personal development opportunities that will enable them to progress, to be able to make the best opportunity of the thriving local economy and create a workforce that meets local need. Economically this will enable more money to stay in the borough as people can be employed locally and spend money locally, improving outcomes and prosperity.

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. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.

- 2.3 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.

3. Information about the people affected by the proposal

- 3.1 Due to the universality of the library service and the fact that the building will be freely accessible to everyone, this proposal could potentially impact on **everyone** who lives, works and learns in the Great Yarmouth area .
- 3.2 This includes residents, library users, students and staff 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.

4. Potential impact

- 4.1 **Based on the evidence available, this proposal is likely to have a positive impact on people with protected characteristics.**

Potential positive impact

- 4.2 The proposal does not involve the cessation of any existing services. In fact, it involves the relocation of existing services to a better, more accessible location, and the enhancement and improvement of those services. This will be a significant improvement for residents with protected characteristics who may currently be excluded from learning opportunities to improve their life chances.
- 4.3 The existing library will be relocated from its current location on the edge of the town centre, to the heart of the town. Equally the current higher education offer will be moved from East Coast College's Southtown campus, which can be difficult to access by public transport, to a much improved and well-connected town centre location. The current provision of higher education and the basic adult skills offer in the town will also be expanded and enhanced with clear progression pathways.
- 4.4 Great Yarmouth Library in its existing location has a reputation as a trusted, welcoming space where people can improve skills, develop literacy, access information and try something new. It is a place where inequalities in society are tackled, vulnerable people supported, healthy lifestyles promoted and access to cultural activities offered. Moving the library to a better location and combining it with higher education and adult and learning provision will help residents with protected characteristics to access formal skills and personal development opportunities that will enable them to progress in a space that is open and welcoming to all, free to use and safe.
- 4.5 East Coast College is an Ofsted rated 'Good' education setting, and has a reputation as the foremost skills provider in further and higher education, as well as adult skills, in the town and the wider region. Providing a dedicated high-profile and accessible location for its higher education and adult skills provision in the town centre, and working in partnership with University of Suffolk and University of East Anglia, will enable the College to build on its existing provision to serve the local employment market. Co-locating their provision with the library and other adult skills training

providers will help to provide access to training and learning for people with protected characteristics, and offer them a clear pathway to continue their learning journey and aspire to higher levels of skills. This will ultimately help communities who have traditionally been left behind to access good and sustainable jobs and improve their life chances.

- 4.6 The refurbished building will be completely age friendly, and will offer appropriate and fully accessible facilities for people with disabilities. There will be a 'Changing Places' WC/changing room, gender-neutral toilets, non-verbal and easy-to-understand branding / signage and other accessible features which will be designed with the involvement of various community and disability groups. Barriers will be minimised, and there will be a logical flow through the building with a simple and intuitive layout.
- 4.7 The Learning Hub will be located in a population growth area, fully accessible on the main walking route to other services, local amenities, the main retail centre and transport hubs. It will be well connected to the bus and train station, new bicycle parking will be provided and there will be better car parking facilities than the current library.
- 4.8 The Learning Hub will tackle digital poverty and exclusion by providing access to free PCs and free fast broadband, as well as support to improve digital literacy.
- 4.9 A social enterprise café will provide employment and volunteering opportunities for people with protected characteristics.
- 4.10 Great Yarmouth Borough Council, Norfolk County Council and East Coast College have comprehensive equality and diversity policies and procedures, and carry out regular staff awareness training to ensure that all residents and students are treated fairly, inclusively and free from unconscious bias.

Potential detrimental impact

- 4.11 The Learning Hub will bring together a wide range of residents across the full age range, socio-economic backgrounds and physical and mental abilities. Although the library and the University Centre will be largely occupying separate spaces, there will be a deliberate cross-over to take advantage of the natural synergy between the various functions of the building. A potential for incompatibility and possibly even conflict has been identified between the generally younger, more able, more socially upwardly mobile university students who are likely to attend the University Centre, and some of the library users who may be older, less educated or possibly more deprived or from ethnic minorities. Instead of being inspired by a modern, youthful inspirational learning environment, there is a possibility that some library users with protected characteristics or parents with young children may feel inhibited by the building being branded a 'University Centre' and its association with youth culture. This potential barrier will be taken into consideration in the design and branding of the building and actively tackled by well-trained staff once the building is operational.

5. Conclusion

- 5.1 There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals have been implemented elsewhere in the UK.

- 5.2 It is possible to conclude that the proposal will have an overwhelmingly positive impact on some people with protected characteristics, for the reasons set out in this assessment. It may also have some minor detrimental impacts, mostly as a result of the co-location of several different groups in a single space, also set out in the assessment. This is not viewed as a major barrier.
- 5.3 Decision-makers are therefore advised to take these impacts into account when deciding whether or not the proposal should go ahead, in addition to the mitigating actions recommended below.
- 5.4 Some of the actions will address the potential detrimental impacts identified in this assessment, but 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.

6. Recommended actions

- 6.1 Wider stakeholder engagement is critical to both the success of the design development as well as audience participation and engagement with the site, now and in the future. As such, a comprehensive community consultation exercise will be carried out throughout the project's development. It will be conducted among all identified user groups to ensure that stakeholders and users are able to shape the design, as a way of ensuring that the building will be accessible to the whole community, including those with protected characteristics, and that any potential conflict between user groups can be resolved.

7. Evidence used to inform this assessment

- Great Yarmouth Borough Council's [Equality Approach and Actions](#)
- Norfolk County Council's [Equality, Diversity & Inclusion Policy](#)
- Norfolk County Council's [Equality, Diversity & Inclusion Objectives](#)
- East Coast College's [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2019](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics:
- Business intelligence and management data, as quoted in this report
- Equality Act 2010 and Public Sector Equality Duty codes of practice

8. Further information

For further information about this equality impact assessment please contact Adri Van der Colff or Kate Blakemore.



If you need this document in large print, audio, Braille, alternative format or in a different language please contact 01603 495141 or intran@norfolk.gov.uk or 18001 0344 800 8020 (Text relay).

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	
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	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

Characteristic	Who this covers
	behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.
Sex	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).
Sexual orientation	People who identify as straight/heterosexual/lesbian, gay or bisexual.

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](#).



Norfolk County Council

King's Lynn Multi-User Community Hub

Equality Impact Assessment – Findings and Recommendations August 2022 - Verity Bennett

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: King's Lynn Multi-User Community Hub

- King's Lynn Library is housed within the Carnegie Building; a grade II Victorian Gothic building opened in May 1905. The population of King's Lynn has grown considerably since 1905 and the library is now of insufficient size and lacking accessible and usable floorspace to meet end-user requirements. NCC is seeking Town Deal funding to contribute towards the capital development of a "Multi-User Community Hub". This will replace the current offer giving an enhanced Library offering and a permanent and expanded Adult Learning presence in the town.

The town is home to a population of 49,000 in 2020, with a wider catchment area of over 500 sq. miles and circa 250,000 people. Residents in the catchment area rely on the town for employment and there are a number of thriving sectors including health (the largest single employer in the area is the Queen Elizabeth Hospital), manufacturing and retail. However, residents show low educational attainment and poor skills compared with County and National figures, resulting in lower earnings, and jobs gaps (especially in more senior and specialist roles) that key employers struggle to fill from the local populace. The town has huge potential to deliver excellent employment opportunities, however key interventions are required so it's residents can respond to key skills, hardship and vulnerability needs. Covid-19 and the cost of living crisis has made this difficult situation worse.

The current library gets just over 10,000 visitors per quarter. Some of the main services users include the mosaic groups:

- Outlying seniors – pensioners living in housing out of the way locations
- Renting rooms – transient renters of low-cost accommodation often within older properties
- Economical families – busy families with children, who own their low-cost homes and budget carefully
- Families on a budget - families with children in low value social houses making limited resources go a long way
- Single Essentials – singles renting small social flats in town centres

The project will provide residents with a central destination to go for learning, employment support, careers and skills advice, information and signposting, community, and voluntary resources, to get online, to pursue hobbies, and to meet with others all in one space. It will offer local businesses, start-ups, and entrepreneurs the skills, facilities, and services to thrive and grow, and voluntary and community partners will have the flexibility to operate either permanently or spot hire spaces providing a rich and diverse community offer.

Community consultation took place online and via hard copy surveys (available in the library and at drop-in sessions) from 1 December – 22 December 2021. Respondents were invited to give their views on a proposed new community hub in King's Lynn, and their ideas for the

future use of the current library building. A robust overall sample of 379 respondents took part in the survey. A series of online workshops were also held for members of the public (who had indicated that they would like to join a workshop through the survey). Sessions to get the views of representatives from the heritage and the arts, and community and voluntary groups also took place.

Our engagement with key stakeholders has both reinforced the need for the project and allowed us to refine our offer. There was strong feedback that the current library is not accessible to all. This included the inadequate parking, inadequate toilet provision and inadequate disabled access. There was a wide range of suggestions for other services / facilities respondents would like to see offered, and notable themes emerged include mental health support / drop-in service; meeting space / safe space; café, and good toilet facilities.

An ongoing engagement plan has been drafted to keep residents involved throughout the planning stages. Accessibility and inclusivity are key to the success of the hub and the plan includes engaging with specialist groups such as the West Norfolk Deaf Association and Access Supporting Migrants among others

✓ **Legal context**

- 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'.
- 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).
- If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- 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**

- **This proposal will impact on everyone who lives, works and learns in, and visits King's Lynn**

The proposed project will have an overall positive impact on all the protected characteristic groups. The project seeks to create an inclusive community space, with a focus on skills development, personal development and wellbeing, that is accessible to people of all ages and backgrounds, creating a place where the community can come together and thrive

✓ **Potential impact**

○ **Based on the evidence available, this proposal is likely to have a positive impact on people with protected characteristics**

We are committed to providing public services and a workforce environment that can be accessed, understood and used to the greatest extent possible by all people regardless of their ability or disability.

The proposal does not involve the cessation of any existing services. In fact, it involves the relocation of existing services to a better, more accessible location, and the enhancement and improvement of those services. This will be a significant improvement for residents with protected characteristics who may currently be excluded from learning opportunities to improve their life chances

When designing the Multi-User Community Hub we will be guided by the following:

- An 'inclusion and access by design' ethos
- Provide the same means of use to enable access for all users: identical whenever possible; equivalent when not
- Avoid segregating or stigmatizing any users
- Provisions for privacy, security and safety shall be equally available to all users
- Ensure dignity in use for all users.

Libraries reach and support the whole community regardless of age, gender, socioeconomic status or educational attainment. The table below highlights how the new hub will better support the community.

Group	Current Offer	New Offer
Maternity	<p>Breastfeeding friendly but limited suitable seating/space for women to breastfeed</p> <p>There is a lack of manoeuvrable space for pushchairs and nowhere to store pushchairs while activities are running</p>	<p>The new hub will be promoted as being breastfeeding friendly with adequate / appropriate space and seating for breast-feeding</p> <p>Accessibility to the new hub is a key consideration and each floor to the building will be accessible by pushchair-accessible elevators located right by the entry</p> <p>Floor space will allow for the easy manoeuvre of multiple pushchairs, and activity spaces are designed to allow for parking of pushchairs</p> <p>Each floor will provide accessible toilets with changing facilities and enough space for a family with a pram to enter</p>
Children 0-12	<p>King's Lynn Library has a small children's section.</p> <p>There are clubs and activities for various ages but there is no multiplicity as space only allows for one at a time.</p> <p>Local nurseries and schools currently visit the library but with a limit on numbers</p>	<p>The new hub will have ample space for multiple groups to run at one time. This would remove the need to book onto popular clubs and open the offer up to all.</p> <p>Access to the children's library would not be restricted when groups were in session.</p> <p>The new hub will have the capacity to welcome larger nursery and school groups</p> <p>Activities for children and families will be routinely planned to be inclusive for and accessible to children and families with a range of disabilities and / or communications needs</p> <p>Activities will be inclusive by design</p>
Teenagers / young people 13 - 24	<p>There is little for teenagers and young people to do in King's Lynn and they often migrate to the bus station where antisocial behaviour is common.</p>	<p>The new hub will offer a range of activities for young people with a program of clubs and events</p> <p>Activities for teenagers and young people will be routinely planned to be inclusive for and accessible to teenagers and young people with a range of disabilities and / or communications needs</p>

	<p>There is little space for studying within the current library and it is not seen as a space to meet.</p>	<p>There will be plenty of space for studying or meeting friends. The building design will best utilise space to allow for simultaneous groups without impacting other service users.</p> <p>There will be opportunity to link teenagers and young people to adult education courses within the hub with an exciting skill offering and members of staff to signpost them towards new opportunities including apprenticeship programmes.</p>
Adults 18+	<p>The library runs several adult social connection groups:</p> <p>These clubs are well attended but accessibility issues are a deterrent for many. The historic book collection is only accessible by climbing a narrow metal staircase and access is limited.</p>	<p>The new hub will offer a range of activities for adults with a wider program of clubs and events.</p> <p>Examples of current adult social groups include; just a cuppa, knit and natter, scrabble, history debate group</p> <p>The historic book collection will be accessible to the public with plans to display the rare books for all to enjoy.</p> <p>Activities for adults will be routinely planned to be inclusive for people with a range of disabilities and / or communications needs</p>
Autistic service users	<p>The library has a good offering for neurodiverse users including:</p> <ul style="list-style-type: none"> • Autistic youth group (guardians and children with autism) • Adult autism group (carers and adults with learning disabilities) <p>These sessions are popular but due to the limited space they are unable to run as frequently as they would like and families can feel restricted with how many people to bring along due to space constraints.</p>	<p>The new hub will build on the current offering: The additional space will allow for more groups to meet and for more activities to run simultaneously.</p> <p>Flexible group rooms will allow for quiet breakout spaces if needed.</p>
People with learning disabilities	<p>King's Lynn Library offers a trusted, welcoming space for people with learning</p>	<p>There will be a 'Changing Places' WC/changing room to support people with profound and multiple learning disabilities.</p>

	<p>disabilities.</p> <p>Staff are trained on disability and autism awareness and users are welcomed and supported by staff.</p> <p>Assistance animals are welcomed.</p>	<p>Non-verbal branding /signage</p> <p>The new hub will build on the current offering: The additional space will allow for more groups to meet and for more activities to run simultaneously.</p> <p>Flexible group rooms will allow for quiet breakout spaces if needed.</p>
People with mental health needs	<p>The library currently supports Norfolk's Reading Well scheme. Reading Well supports people to understand and manage their health and wellbeing using helpful reading. The books are all recommended and endorsed by health experts, as well as by people living with the conditions covered and their relatives and carers.</p>	<p>The new library will continue to offer the Reading Well scheme.</p> <p>The multi-use spaces will allow charities such as MIND, and local authority services such as Public Health to operate spoke models from the Hub</p>
Users with physical disabilities	<p>There are no accessible toilets or changing spaces and although there is a ramp giving access to the building, this must be accessed through classrooms at the back of building which are sometimes occupied. There is a lack of manoeuvrable space for those in wheelchairs or pushchairs</p>	<p>Wheelchair users: The build will be created with an 'accessibility by design' ethos. Each floor to the building will be accessible via wheelchair-accessible elevators located right by the entry. There will be a changing places bathroom on the ground floor which will provide a fully accessible bathroom.</p> <p>Blind or partially sighted users: Signage will use good contrasts and a readable font size, the build layout will follow a linear, logical layout. Additional scoping to take place with NCC accessibility teams.</p> <p>D/deaf or hard of hearing users: The building will utilise good lighting to aid those who rely on lipreading. Hearing technology such as a hearing loop will be investigated during design to ensure that an up to date offering is available. Additional scoping to take place with NCC accessibility teams.</p>

		The MUCH will offer appropriate and fully accessible facilities for people with disabilities. There will be a 'Changing Places' WC/changing room to support people with a wide range of physical disabilities including spinal injuries and people living with stroke.
LBGQT+	There is a good book stock for LGBTQ+ community but the library does not currently work with any LGBTQ+ organisations	<p>The new library will have space to increase the current collection of LGBTQ+ books.</p> <p>Unisex and well as female and male toilets will be available on every floor, catering to all gender identities ensuring fair use for all.</p> <p>Inclusive language, signage and imagery will be used throughout the hub and in promotional materials to foster a safe and inclusive space for all.</p> <p>Policies for addressing homophobia and transphobia will be reviewed to ensure staff are comfortable managing challenging situations that may arise</p> <p>Plans for partnerships include working with LGBTQ+ organisations within King's Lynn.</p>
Diverse ethnic backgrounds	The current library is a welcoming space for residents to develop literacy, access information and try something new.	<p>Moving the library to a better location and combining it with adult learning provision will help residents with protected characteristics to access formal skills and personal development opportunities that will enable them to progress in a space that is open and welcoming to all, free to use and safe.</p> <p>Information and guidance will promote diversity and cultural use of the space. Interpreting and translation services are available for staff via Intran.</p> <p>The service will continue to promote faith and cultural events in accordance with NCC's cultural calendar</p>
Protected characteristics requiring safeguarding	Norfolk Libraries are working hard to reach vulnerable people and tackle the impact of hardship. This includes offering safe warm spaces, tackling period poverty and more	The work to reach the vulnerable will continue with the MUCH. The larger flexible spaces will allow for outreach services to operate and to get closer to residents who need support.

		<p>Staff will be trained on recognising and reporting safeguarding concerns in accordance with NCC policies and procedures.</p> <p>The hub will tackle digital poverty and exclusion by providing access to free PCs and free fast broadband, as well as support to improve digital literacy.</p>
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The transport links to the new hub will make it much easier to access. The current library is a short walk from the town centre with limited parking and few buses passing by. The new hub is conveniently located near to the bus station and has a couple of disabled parking spaces nearby. This will make access easier for those in rural locations to access the services on offer.

Programme activity will seek to ensure local people are engaged in well managed community and volunteering activities promoting individual wellbeing and building social capital.

✓ **Conclusion**

- There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals have been implemented elsewhere in the UK.

The combination of facilities, programming and partnerships will create a 'no wrong door' approach - essential in supporting the community in response to Covid-19. The vision is to offer the community a key and pathway to a better life. This range of services will provide a core environment of well-being, skills development, learning and information.

✓ **Recommended actions**

The design team will consult with a specialist accessibility designer on future RIBA stages to conduct a full accessibility audit.

Stakeholder engagement will also play a key role in the design development as well as audience participation and engagement with the MUCH. Community engagement will continue throughout the project's development to ensure that stakeholders and users are able to shape the design. This will ensure that the building will be accessible to the whole community, including those with protected characteristics, and that any potential conflict between user groups can be resolved.

Number	Action	Lead	Date
1.	Consult with a specialist designer on future RIBA stages to conduct a full accessibility audit	Jeannine De Sousa	
2.	A comprehensive community consultation exercise to be carried out throughout the project's development.	Verity Bennett	
3.	To review all equality policies with all staff working at the MUCH to ensure that all are up to date and that staff are trained to recognise and diffuse any potential conflict between user groups.	Jill Terrell	
4.	Reviews of all signage to ensure that it is accessible to all user groups	Jeannine De Sousa	
5.	Reviews of partnerships – ensuring we are representative of all users	Natasha Hayes	
6.	Reviews of programming and fair use of space within the hub	Jill Terrell	

✓ Evidence used to inform this assessment

Reference any other evidence your analysis has drawn upon:

- [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

✓ Further information

For further information about this equality impact assessment please contact Verity Bennett, Project Manager, verity.bennett2@norfolk.gov.uk



If you need this document in large print, audio, Braille, alternative format or in a different language please contact

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.

Characteristic	Who this covers
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	<p>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.</p>
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</p>

Characteristic	Who this covers
	identify as Black British, British Asian, British Sikh, British Jew, Romany Gypsy or Irish Traveller.
Religion/belief	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.
Sex	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).
Sexual orientation	People who identify as straight/heterosexual, lesbian, gay or bisexual.

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:

1. Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
2. Advance equality of opportunity between people who share a relevant protected characteristic¹ and people who do not share it;
3. 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/contents/enacted)

Cabinet

Item No: 14

Report Title: Great Yarmouth Operations and Maintenance Campus

Date of Meeting: 03 October 2022

Responsible Cabinet Member: Cllr Graham Plant (Deputy Leader and Cabinet Member for Growing the Economy)

Responsible Director: Tom McCabe, Exec Director CES

Is this a Key Decision? No

Executive Summary / Introduction from Cabinet Member

The offshore energy sector provides Great Yarmouth and Norfolk with arguably the single most important economic opportunity for a generation. Oil and Gas have been a mainstay of the economy for over 50 years and the recent emergence of offshore renewables has presented Great Yarmouth's port, its supply chain, and its skills base with the chance of enjoying hugely significant growth and investment.

This project seeks to create an Operations and Maintenance Campus in Great Yarmouth, capitalising on space in Borough Council ownership at the southern tip of the Great Yarmouth South Denes peninsula, which is presently under-utilised. It is the closest port to the Southern North Sea wind farm arrays with access to deep water, as well as the river port. The project will upgrade or enhance facilities through three separate work packages.

Research has shown it will give Great Yarmouth an asset that will enable the area to rival other parts of the UK and to accelerate the growth already being seen in the energy sector. This project has emerged through strong partnership working and could not have been conceived and developed as far as it has without the support of the New Anglia LEP, Great Yarmouth Borough Council and Norfolk County Council.

This report provides an update on the project. The report follows on from a report to Cabinet on 8 March 2021, which agreed Norfolk County Council would lead the delivery of infrastructure works required for the project, and a key member decision on 15 August 2022, to adjust the project budget following a protracted procurement and to award the construction contract.

This report provides a progress update on the key milestones for the Great Yarmouth Operations and Maintenance Campus project, which is due to complete by January 2024.

Recommendations:

Cabinet is asked to:

- 1. Acknowledge the progress update for the Great Yarmouth Operations & Maintenance Campus project, approved by Cabinet 08 March 2021.**
- 2. Agree that a further progress update is brought back to Cabinet in June 2023**

1. Background and Purpose

- 1.1 The offshore energy sector provides Great Yarmouth and Norfolk with arguably the single most important economic opportunity for a generation. Oil and Gas have been a mainstay of the economy for over 50 years and the recent emergence of offshore renewables has presented Great Yarmouth's port, its supply chain, and its skills base with the chance of enjoying hugely significant growth and investment.
- 1.2 The Local Industrial Strategy identifies the energy sector as one of the three most important for Norfolk and Suffolk. One of the principal economic benefits from offshore renewables investment is the long-term operations and maintenance function. Great Yarmouth already benefits from the presence of several businesses undertaking this work, but research has shown that more can be done to provide the facilities they need.
- 1.3 This project seeks to create an Operations and Maintenance Campus in Great Yarmouth, capitalising on space in Borough Council ownership at the southern tip of the Great Yarmouth South Denes peninsula, which is presently under-utilised. It is the closest port to the Southern North Sea wind farm arrays with access to deep water, as well as the river port. The project will upgrade or enhance facilities through three separate work packages.
- 1.4 The proposed project is a collaboration between Great Yarmouth Borough Council, Norfolk County Council and New Anglia Local Enterprise Partnership (NALEP), who provide governance for the Space to Grow Enterprise Zone (Enterprise Zone) in the borough.
- 1.5 Research has shown it will give Great Yarmouth an asset that will enable the area to rival other parts of the UK and to accelerate the growth already being seen in the energy sector. This project has emerged through strong partnership working and could not have been conceived and developed as far as it has

without the support of the New Anglia LEP, Great Yarmouth Borough Council and Norfolk County Council.

- 1.6 The proposal to establish an Operations and Maintenance (O&M) Campus in Great Yarmouth is a bold initiative which has already received very positive feedback from the industry.

2. The proposed facility

- 2.1 The proposal for the Campus is to attract Operations and Maintenance investment from companies that will be engaged with offshore wind farm development and maintenance over the coming 25+ years. There is available land at the end of the South Denes peninsula, but in order to make the facility more accessible and attractive for businesses investing here, repairs and an enhancement package is required. This consists of 190m of river quay refurbishment and upgrading, a new pontoon and a revised road layout to optimise the land available for development, and associated infrastructure works.
- 2.2 The proposed layout of the development is set out in Figure 1.

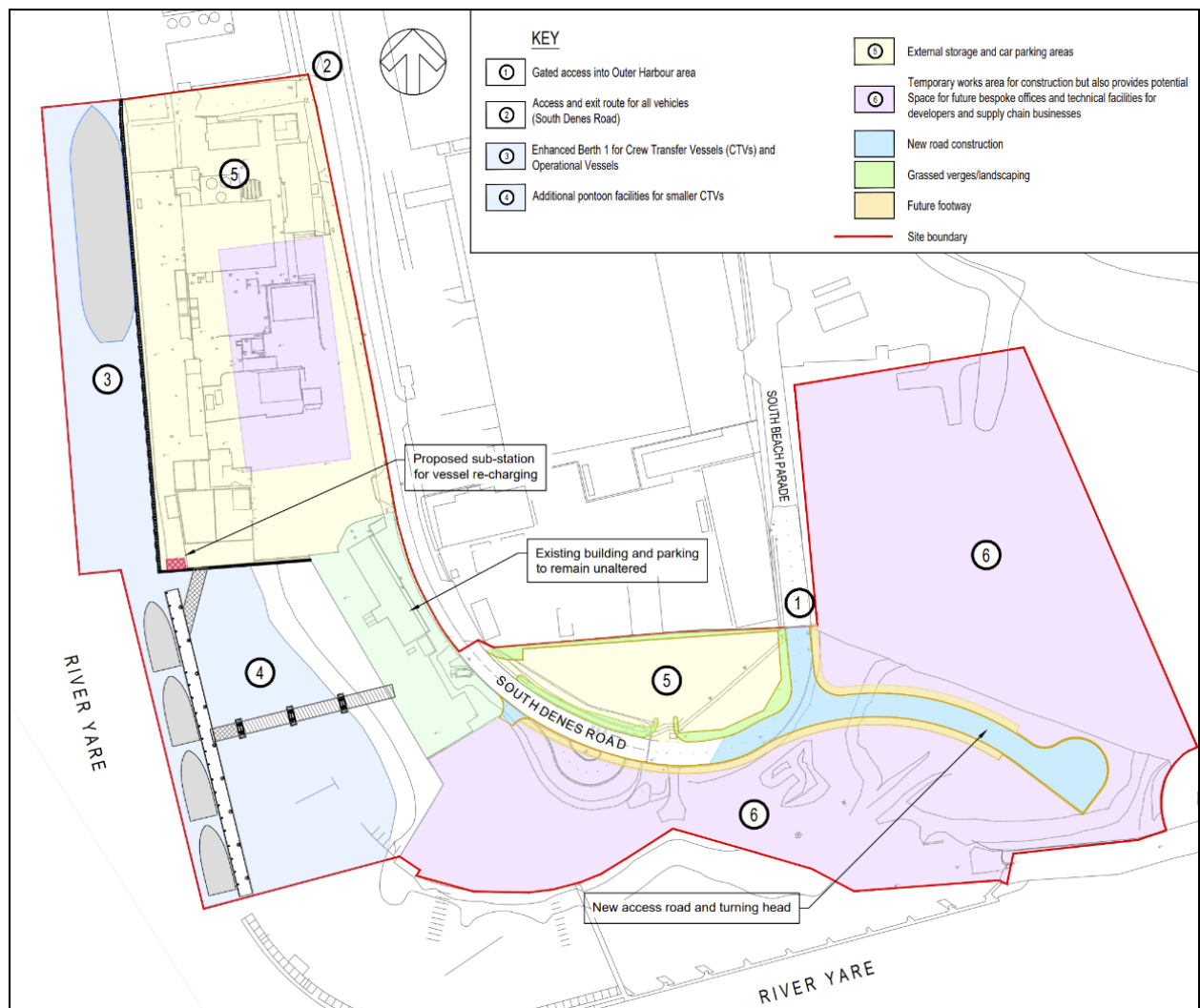


Figure 1: proposed layout of development

3. Work to Date

- 3.1. **Detailed design:** This detailed design comprises a new spine road and turning head extension of South Denes Road highway, a new sheet pile replacement quay wall at berth 1 and a pontoon for 4 to 8 number crew transfer vessels.
- 3.2. Within the detailed design since feasibility study stage, and as identified through dialogue with potential operators, the proposal for two crew transfer vessel pontoons installed perpendicular to the existing spending beach has been reduced to one pontoon, its orientation rotated for installation parallel with the beach to reduce the future maintenance requirements and frequency of dredging at this location.
- 3.3. The detailed design has been sufficiently developed since the feasibility study to enable pricing by contractors

- 3.4. In-river site investigation: The project team has obtained historical information of the Marine Base site together with project specific land-based ground investigation surveys for the purposes of undertaking the detailed design.
- 3.5. To verify the detailed design of the marine proposals, some in-river site investigation works were carried out in advance of appointment of contractor procuring construction materials, for example, sheet piles.
- 3.6. MMO Licences: Delays have been experienced by the project team in obtaining necessary licences and consents for i) the in-river site investigation works, and ii) main marine construction works. These delays were caused by the Marine Management Organisation experiencing high levels of applications nationally to process.
- 3.7. A Marine Management Licence for the site investigation has been received from the Marine Management Organisation (MMO) after a significant length of time since submission of an application in January 2021.
- 3.8. The MMO Construction licence is progressing with a full licence anticipated shortly.
- 3.9. Planning Permission: A full planning application was developed by the project team from Norfolk County Council and WSP and submitted in May 2021.
- 3.10. A pre-planning application consultation was undertaken by Norfolk County Council, where views of neighbouring businesses and stakeholders has been sought and considered prior to the submission of the planning application.
- 3.11. Planning Permission was granted by Great Yarmouth Borough Council in December 2021 at Planning Committee.
- 3.12. Demolition: A demolition works package was developed by the project team from Norfolk County Council for demolition of redundant/vacant office buildings and warehouses on the Marine Base site adjacent to the quay.
- 3.13. This demolition works package was procured through competitive tendering to Mitchell Demolition, who carried out the works between June and August 2021. The site is now clear and prepared for start of construction.
- 3.14. Dredging of Berths 1a & 1b was completed in March 2022, in preparation for marine construction works.

4. Construction Contract

- 4.1 The overheated construction market has resulted in a prolonged procurement process.
- 4.2 The county council first sought a contractor via a framework agreement, but after all but one bidder withdrew, the council ceased the procurement exercise.

- 4.3 The Council then advertised an open tender on 11 August 2021. Again, no suitable tender was received.
- 4.4 On 10 February 2022 the Director of Procurement, having consulted the Assistant Director of Governance, terminated the open procurement exercise.
- 4.5 On the same date the Head of Paid Service agreed that the council should use the negotiated procedure under regulation 32(2) of the Public Contracts Regulations 2015, initially negotiating with Tilbury Douglas ("TD") who submitted the highest-scoring tender in the open procedure.
- 4.6 There was a protracted period during which TD was unable to finalise its statutory accounts because, in order to secure its future, it needed to be spun out of its parent, the Interserve Group. A contract could not be awarded to TD during this period of uncertainty.
- 4.7 During this period the Council discussed the project with BAM Nuttall, who are part of the JV constructing the Great Yarmouth Third River Crossing and therefore have a significant presence near to the site. An indicative price was received from BAM, but they declined to submit a formal best and final offer.
- 4.8 Negotiations therefore continued to obtain a final offer from TD. A price that reflects current market conditions, and the cost of changes to the drainage requirements required by the planners, was received. The final price, when adjusted for the drainage requirements, is comparable with the indicative price obtained from BAM Nuttall.
- 4.9 Due to the cost changes, an increase in project overall budget was required, from £18m to £21.4m (an increase of £3.4m since March 2021), in order to award the construction contract. An Individual Member Decision was taken on 15th August 2022 and was included in the Financial Monitoring Report to Cabinet on 5th September 2022.
- 4.10 The Individual Member Decision was taken by the Deputy Leader and Cabinet Member for Growing Places, following consultation with the Cabinet Member for Finance, to enable the project to proceed. The decision included:
- 1 To agree an increase in project overall budget from £18m to £21.4m (an increase of £3.4m since March 2021), in order to award the construction contract. This reflects construction inflation and changes in drainage design required by the planning authority. A recommendation to full council will follow, to increase the capital programme.
 2. To agree Norfolk County Council borrowing of £11.4m (an increase of £2.4m from the 8 March 2021 Cabinet report). This will be afforded by increasing the Pot B retained Enterprise Zone business rates percentage from 45% to 60% for the 5-year period 2024-25 to 2028-29. After this 5-year period the percentage would be reviewed with the expectation it would be reduced to 55%, due to the growth of business rates during the period, which are used for loan repayment.

- a. The £2.4m increase in borrowing will be reclaimed from Pot B future business rates income and £1m increase in investment into the project by Great Yarmouth Borough Council and Norfolk County Council, will meet the £3.4m funding shortfall required in order to award contract.
- 3 To agree Norfolk County Council contribute a £1.5m investment in the project (an increase of £0.5m from the 8 March 2021 Cabinet report) jointly with Great Yarmouth Borough Council also contributing £1.5m (an increase of £0.5m).
4. To agree Norfolk County Council temporarily underwrites the shortfall of £3.4m until the formal decisions can be taken by the Great Yarmouth Borough Council and the LEP to increase their contributions. In-principle letters committing to make these decisions in September at the LEP Board and in October at the Great Yarmouth Borough Council Policy & Resources Committee are to be received before the contract award is made.
5. To delegate to the Head of Paid Service authority to enter into the contract with TD, subject to:
 - a. Consultation with the Director of Procurement
 - b. Norfolk County Council and Great Yarmouth Borough Council entering into a Facility Agreement for the project setting out the financial arrangements before the contract award is made.
 - c. Receipt of the in-principle letters from the Borough and the LEP
- 4.11 The conditions set out in the Individual Member Decision Report 15 August 2022 have been met. On 8 September 2022, the Head of Paid Service approved the award [of](#) the construction contract for the Great Yarmouth Operations and Maintenance Campus to Tilbury Douglas, in accordance with the requirements of the County Council's Contract Standing Orders and as resolved by Cabinet on 8 March 2021.
- 4.12 The construction work is scheduled to commence on site in January 2023. The construction period is 50 weeks and is due to complete by January 2024.
- 4.13 A further project progress update will be brought back to Cabinet in June 2023.

5. Impact of the Proposal

- 5.1 The proposal is to create an Operations and Maintenance Campus at the southern tip of the South Denes peninsula, close to the outer harbour and river port. This new facility would be enabled through developing brownfield space and reclamation, providing capacity for office, technical areas, and storage but there are currently no specific quayside facilities.

- 5.2 The decision to award the construction contract enables the works contractor to procure materials and sub-contracts and then commence construction works on site. This will include the enhancement of Berths 1A and 1B, by upgrading the derelict quay pilings and associated works. Works will include 170m of river quay refurbishment and upgrading, a new pontoon and a revised road layout to optimise the land available for development, and associated infrastructure works.
- 5.3 The full build out of the project will create a total of 288,700 sqft of lettable space, of which 162,700 sqft would be office and the remainder would be a mix of internal and external storage space. This could support 650 permanent professional office jobs and associated manual labour roles as demanded for the storage and lay up facilities.
- 5.4 The key impact of the project will be the creation of a viable, highly attractive location for offshore energy businesses, especially in renewables but not exclusively, who will be able to operate in an optimum location, close to flexible port facilities, and with direct access to the sea

6. Evidence and Reasons for Decision

- 6.1 The options presented in the Hatch Regeneris demand and need study that found a strong demand for office and light industrial space, whilst accommodating marine based, technical activities such as berthing and storage, favouring a non-phased development that includes ability to develop warehousing and offices spaces alongside berthing for service operating vessels and crew transfer vessels.
- 6.2 This has been recently reinforced in discussions with companies who were consultees a year ago. They have shown considerable interest in the proposals and have provided a positive projection of demand, which they were pleased to see accord with their initial feedback.
- 6.3 By linking the next commercial phase to refurbished river port facilities, deep water access as well as new pontoons it will place Great Yarmouth at the forefront of being able to attract investment.

7. Alternative Options

- 7.1 To cancel the project. The associated benefits of 650 jobs created and creating an asset in the borough to attract investment into the area will not be realised.
- 7.2 To put the contract back out for procurement. Due to the current market conditions, increasing inflation and increase in costs, such as fuel and materials, a further procurement is likely to increase costs, even if it attracts

any bidders, and will result in significant further delays which may jeopardise the search for tenants.

8. Financial Implications

8.1 The table below details the revised funding for the project.

Table 1: Financial contribution sources

Government Grant 'Getting Building Fund', administered by New Anglia Local Enterprise Partnership	£6m
Norfolk County Council	£1.5m
Great Yarmouth Borough Council	£1.5m
Norfolk Pooled Business Rates Pool	£1m
Norfolk County Council prudential borrowing to be repaid from Great Yarmouth Enterprise Zone Pot B business rates funding	£11.4m
Total funding	£21.4m

- 8.2 Following final prices from the preferred supplier, as part of the procurement process, the project is currently estimated to cost £21.4m. This includes a risk/contingency and inflation allowance which will be refined towards the end of the project delivery schedule.
- 8.3 Financial contributions to deliver the project will be provided from different sources as are set out in 8.1 Table 1. Whilst Norfolk County Council will borrow £11.4m to enable the project to be delivered, the annual repayments of this loan are to be fully met from the Great Yarmouth Enterprise Zone Pot B business rates until 2038.
- 8.4 Whilst a prudent forecast has been made of future business rates for the period to 2038, over such a long period there is the possibility that the level of actual business rates drops below the forecast.
- 8.5 Norfolk County Council's Cabinet in April 2020 agreed to enter into formal joint working arrangements with Great Yarmouth Borough Council over the development of this project. Following discussions, it has been agreed that the financial risk sharing arrangements, regarding any potential project overspend or if there are insufficient business rates in Pot B to meet the loan repayments, will be shared equally between Great Yarmouth Borough Council and Norfolk County Council.
- 8.6 The sharing of rental uplift between Great Yarmouth Borough Council and Norfolk County Council, for the £3m co-investment into the project, has been agreed and documented, in order that both parties are clear on their financial obligations and potential benefits.

9. Resource Implications

- 9.1 Staff:** There are no direct staff implications. The project will fund the NCC project management costs in their entirety and staff will contribute time in overseeing the Governance of the project.
- 9.2 Property:** There are none
- 9.3 IT:** There are none

10. Other Implications

- 10.1 Legal Implications:** To secure Great Yarmouth Borough Council's obligations under a Facility Agreement.
- 10.2 Human Rights Implications:** None at this stage.
- 10.3 Equality Impact Assessment (EqIA) (this must be included):** an equality impact assessment will be undertaken to inform the public consultation phase and then revised based upon relevant feedback in order to inform subsequent key decision points, to examine how the proposal is likely to impact on people with protected characteristics. The project has the potential to play its part in making Norfolk an accessible county – a priority identified in Better Together, for Norfolk, the Council's six-year business plan
- 10.4 Data Protection Impact Assessments (DPIA):** None at this stage
- 10.5 Health and Safety implications (where appropriate):** The Head of Health, Safety and Well-being will be consulted to ensure all relevant health and safety matters are considered, including working closely with the contractor, port operators and port authority.
- 10.6 Sustainability implications (where appropriate):** This project strongly supports the 'clean growth' section of NALP Norfolk and Suffolk Economic strategy and 'Better Together for Norfolk'. The County Council's Environment Policy defines the Councils support for renewable energy generation, which this project supports.
- 10.7 Any Other Implications:** None at this stage

11. Risk Implications / Assessment

- 11.1 The Individual Member Decision taken 15 August 2022, to increase the project budget from £18m to £21.4m, has helped to mitigate the risk of further price increase from delaying the construction programme and also further inflationary costs.
- 11.2 It is to be noted here that the external market is presently fluctuating for labour and prices/availability in procurement of materials, in particular labour, steel and concrete. A risk/contingency and inflation allowance have been included in the project budget in order to help mitigate this.
- 11.3 It has been agreed that the financial risk sharing arrangements, regarding any potential project overspend or if there are insufficient business rates in Pot B to meet the loan repayments, will be shared equally between Great Yarmouth Borough Council and Norfolk County Council, through a Facility Agreement
- 11.4 The key risks for the phase 1 programme delivery are summarised below.
- 11.5 Cadent Gas approvals are required to undertake in-river piling works and highway construction works within close proximity of their intermediate pressure gas main.
- 11.6 Planning Consent from the Local Planning Authority has been granted. A planning decision was granted in December 2021, however, consent and any associated conditions require discharge prior to construction or operation of this phase 1 development. Discharge of conditions has now been met and formal notification will be issued shortly by Great Yarmouth Borough Council.

12. Recommendations

Cabinet is asked to:

- 1. acknowledge the progress update for the Great Yarmouth Operations & Maintenance Campus project, approved by Cabinet 08 March 2021.**
- 2. agree that a further progress update is brought back to Cabinet in June 2023**

13. Background Papers

- 13.1 08 March 2021 Norfolk County Council Report to Cabinet
- 13.2 15 August 2022 Individual Member Decision Report
- 13.3 Hatch Regeneris 2018 Demand and Need Study

Officer Contact

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Cabinet

Item No: 15

Report Title: Risk Management

Date of Meeting: 3rd October 2022

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 contributes to achieving corporate objectives, the Council's key priorities and strategy Better Together, For Norfolk, and is a key part of the performance management framework. The responsibility for an adequate and effective risk management function rests with the Cabinet, supported by portfolio holders and delivered by the risk owners as part of the risk management framework.

One element of ensuring effective risk management includes undertaking routine reviews of risks to ensure that the risks being managed remain valid and timely. Over the Summer of 2022, a routine review of corporate risks was undertaken. This report sets out the key messages following this review and refresh of the corporate risk register.

We are required by the Council's Constitution to also report on the departmental level risks being managed within the Council, so this report also includes the details of the departmental red rated risks in addition to heat map summaries of each department's total risks.

Recommendations:

For Cabinet to consider and agree:

1. The key messages detailing key changes to corporate risks following the corporate risk register review and refresh (paragraphs 2.1 and 2.2 and Appendix A)
2. The refreshed corporate risks as at October 2022 (Appendices B and C)
3. The departmental risk summaries as at October 2022 (Appendix D)
4. The red rated departmental level risks as at October 2022 (Appendix E)

1. Background and Purpose

1.1 With Cabinet's ownership of the corporate risk register, the purpose of this report is to set out the latest corporate risks for Cabinet to consider and agree following officer review of the Council's corporate level risks. **Appendix A** provides a summary of the proposed changes to corporate risks following this review, with the current corporate risk register scores visually summarised on the corporate risk heat map in **Appendix B**. Details of all risks on the refreshed corporate risk register are located in **Appendix C**. Heat map summaries of each department's risk register is located in **Appendix D**, with red rated departmental level risks reported at **Appendix E**.

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 strategic objectives.
- The review and refresh of corporate risks has taken place with risk owner's and reviewer's input.

- This 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:

Proposed new risks

RM035 - Inflationary pressure on revenue and capital budgets

A new corporate risk has been proposed to capture the risk of inflationary pressure on revenue and capital budgets.

RM036 - Environmental Policy

A new corporate risk has been proposed to capture the risk of not delivering the key objectives of the NCC environmental policy.

Proposed score changes

RM003b - Information and cyber security requirements

There is a proposal to increase the current impact score of this risk from 3 to 4, increasing the current overall risk score from 9 to 12.

Proposed risk scope change

RM027 – myOracle

There is a proposed scope change to this risk, following the movement in time from a pre- go-live environment to a post- go-live environment. The nature of the risk has subsequently changed.

Proposed risk closure

RM026 - Legal challenge to procurement exercise

There is a proposal to close this corporate risk, given that mitigations have now been implemented as far as possible, minimising the possibility of a legal challenge to a procurement exercise.

Proposed changes to corporate risk titles

The corporate risk titles have been simplified to show the theme of the risk. Further risk detail can be viewed within each risk's description.

Further information on the specific risk changes listed above in 2.2 can be found in **Appendices A and C**.

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 2022-23 was set and agreed by Full Council in February 2022, following consultation. Mitigations supporting the controlled treatment of the risk of the potential failure to manage significant reductions in local and national income streams are set out in risk RM002, and a new corporate risk covering the impact of rising inflation is covered in risk RM035.

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.**
- 7.2 **Property:** There are no new property implications to consider.
- 7.3 **IT:** The Council's Information Management Technology team are continuing to closely monitor cyber security threat levels with the current geo-political situation in Ukraine, and continue to roll out the technology advances that are helping Members and officers to carry out their duties effectively from home as well as Council offices.

8. Other Implications

8.1 Legal Implications:

There are no current specific legal implications to consider within this report.

8.2 Human Rights Implications:

There are no specific human rights implications to consider within this report.

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

None applicable.

8.4 Data Protection Impact Assessments (DPIA):

None applicable.

8.5 Health and Safety implications (where appropriate):

There are no new health and safety implications to consider.

8.6 Sustainability implications (where appropriate):

There are no specific sustainability implications to consider within this report other than to note the proposed introduction of a new corporate risk RM036 covering the risk of not delivering the key objectives of the NCC environmental policy, which incorporate sustainability.

8.7 Any Other Implications:

There are no other risk implications to consider within this report.

9. Risk Implications / Assessment

- 9.1 The corporate 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 risk-based comments from the Select Committee to report.

11. Recommendations

For Cabinet to consider and agree;

1. The key messages detailing key changes to corporate risks following the corporate risk register review and refresh (paragraphs 2.1 and 2.2 and Appendix A)
2. The refreshed corporate risks as at October 2022 (Appendices B and C)
3. The departmental risk summaries as at October 2022 (Appendix D)
4. The red rated departmental level risks as at October 2022 (Appendix E)

12. Background Papers

12.1 There are no background papers applicable.

Officer Contact

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The explanation for the proposed key changes to corporate risks is as follows;

Proposed new risks

RM035 - Inflationary pressure on revenue and capital budgets

A new corporate risk has been proposed to capture the risk of inflationary pressure on revenue and capital budgets. This reflects the rapidly-emerging national risk of inflation causing greater financial pressure that also impacts on Norfolk County Council at a local level.

RM036 - Environmental Policy

A new corporate risk has been proposed to capture the risk of not delivering the key objectives of the NCC environmental policy. This risk recognises the environment as a key risk theme, framing the proposed risk in the context of NCC's environmental policy that is within Norfolk County Council's direct control to manage.

Proposed score changes

RM003b - Information and cyber security requirements

There is a proposal to increase the current impact score of this risk from 3 to 4, increasing the current overall risk score from 9 to 12. This follows the continuing threat of international cyber warfare on the UK from abroad, with Local Authorities a potential target for high-level cyber disruption.

Proposed risk scope change

RM027 – myOracle

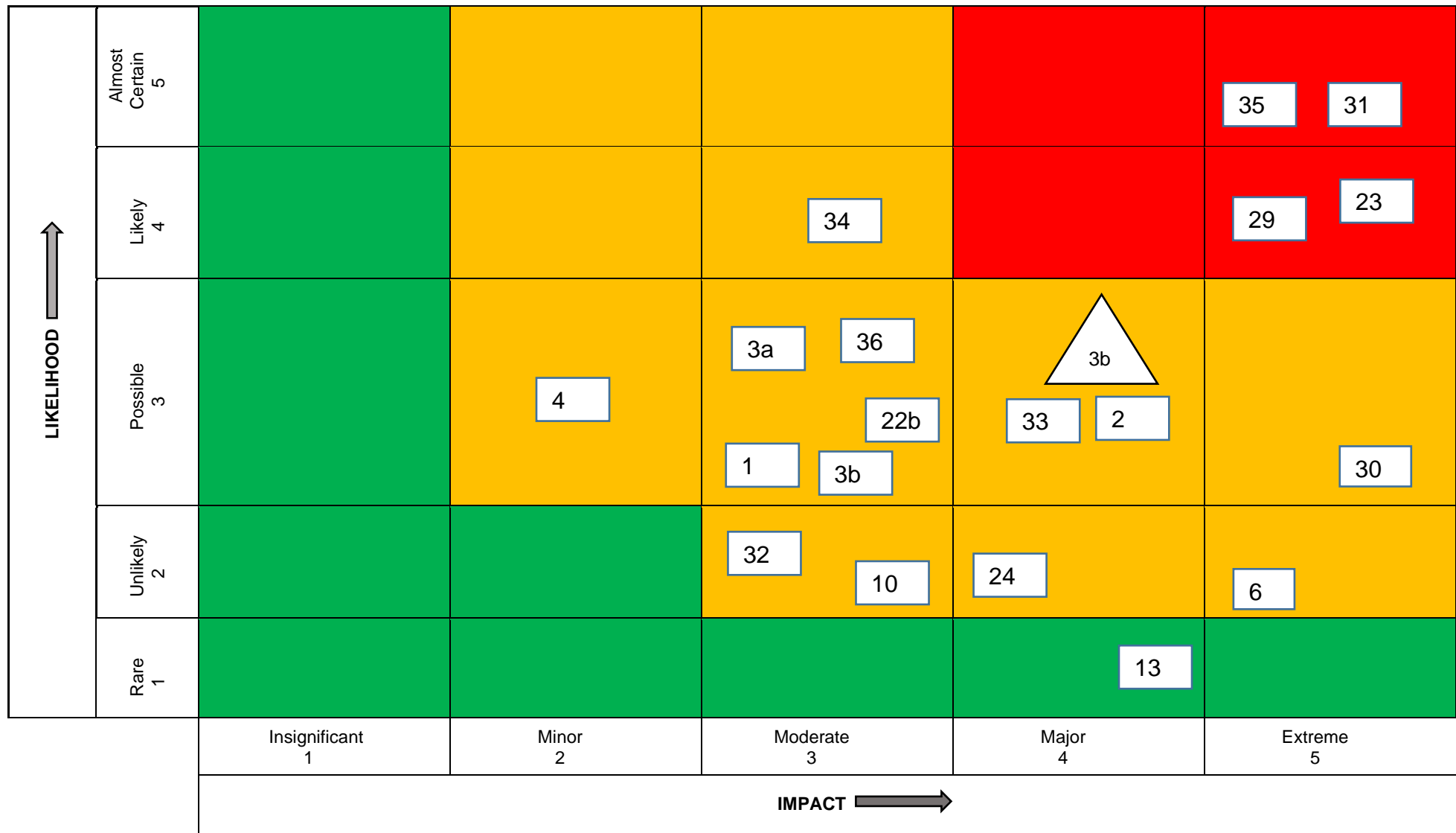
There is a proposed scope change to this risk, following the movement in time from a pre- go-live environment to a post- go-live environment. The nature of the risk has subsequently changed. This risk has moved from the risk of non-implementation, to a risk of non-delivery of key operational processes.

Proposed risk closure

RM026 - Legal challenge to procurement exercise

There is a proposal to close this corporate risk, given that mitigations have now been implemented as far as possible, minimising the possibility of a legal challenge to a procurement exercise.

Corporate Risks - Heat Map



Key = Risk score increase
 = no score change
 = risk score decrease

No.	Risk description	No.	Risk Description
RM001	Infrastructure funding requirements	RM032	Capacity to manage a large or multiple incidents or disruptions to business
RM002	Income streams	RM033	Norwich Western Link Project
RM003a	Information compliance requirements.	RM034	Supply Chain Interruption
RM003b	Information and cyber security requirements	RM035	Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets
RM004	Contract management for commissioned services.	RM036	Environmental Policy
RM006	Service Delivery		
RM010	Loss of key ICT systems		
RM013	Governance protocols for entities controlled by the Council.		
RM022b	EU Transition		
RM023	Changes to demography, funding, and government policy		
RM024	Great Yarmouth Third River Crossing (3RC)		
RM027	myOracle		
RM029	Critical skills required for the organisation to operate effectively		
RM030	Non-realisation of Children's Services Transformation change and expected benefits		
RM031	NCC Funded Children's Services Overspend		

Risk Number		RM001				Date of update		30 August 2022		
Risk Name		Infrastructure funding requirements								
Portfolio lead		Cllr. Graham Plant				Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			03 June 2019		
There is a risk of not realising infrastructure funding requirements to achieve the infrastructure ambition of the Business Plan. 1) Not securing sufficient funding to deliver all the required infrastructure for existing needs and planned growth leading to: • Congestion, delay and unreliable journey times on the transport network • A lack of the essential facilities that create attractive conditions for business activity and investment, and sustainable communities, including good connectivity, public transport, walking and cycling routes, open space and green infrastructure, and funding for the infrastructure necessary to enable the county council to perform its statutory responsibilities, eg education. Overall risk treatment: Treat										
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-23	Amber
Tasks to mitigate the risk										
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. 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. 3) Engage with providers of national infrastructure – National Highways for strategic (trunk) roads and Network Rail for rail delivery – to ensure timely delivery of infrastructure projects, and work with partners on advocacy and lobbying with government to secure future investment into the networks. 4) Review Planning Obligations Standards annually to ensure the county council is able to seek and secure the maximum possible contribution from developers. 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. 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. 7) Manage risk RM033, Norwich Western Link.										
Progress update										

Progress update

1) Transport East responded to government letter on major / major road network schemes, supporting all Norfolk schemes (NWL, WWHAR, LSB, Pullover) on the programme. NWL (See RM033): Cabinet in July 2022 agreed to submit an update note to the Outline Business Case submitted to DfT in June 2021. DfT decision awaited. Long Stratton Bypass: OBC approved by government July 2021. Revised planning applications from developers submitted. Issue of nutrient neutrality being considered. West Winch Housing Access Road: Government progression to the next stage received 7 July 2022. DfT will make a contribution of £698,000 towards the costs of developing an OBC in line with our funding request. A47/A17 Pullover Junction King's Lynn: Work commenced on SOBC. Working with partners: Continuing to work with districts and other partners on a range of infrastructure projects.

2) PBR funding secured for various projects including Norwich Western Link, West Winch Housing Access Road and A47/A17 Pullover Junction (see 1). Govt funding secured includes: £0.5m zero emission transport cities, £50m (indicative) Bus Service Improvement Plan, further £1m via Active Travel Fund. County levelling-up bid for Southgates, King's Lynn will be submitted by deadline.

3) Secretary of State granted Development Consent Order for dualling A47 Blofield to Burlingham, June. Decision expected on N Tuddenham to Easton, August, and Thickthorn September. A47 Alliance meeting held July.

Positive support given for Task and Finish Group to develop and deliver programme of advocacy in the run-up to RIS3 decision. Continuing to work with partners on Norwich to London rail, Ely Task Force and East West Rail Main Line Partnership. Working with National Highways to deliver improvements at Harfreys Roundabout ahead of completing 3RC

4) Officers have updated the County Council's Planning Obligations Standards (2022) and will continue to update annually to ensure the council is able to seek and secure the maximum possible contribution from developers. Working with County Council Network and Regional Planning Obligations Officer Group to lobby DLUHC on proposed reforms to the developer contributions.

5) Continuing to work with Transport East: Transport strategy endorsed by Forum. Working with TE on additional workstreams initiated following three-year funding settlement from DfT. Liaising and attending various wider partnership groups including with DfT, Network Rail and National Highways on strategic road and rail schemes

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.

7) See risk RM033, Norwich Western Link.

Risk Number		RM002		Date of update		26 August 2022				
Risk Name		Income streams								
Portfolio lead		Cllr. Andrew Jamieson		Risk Owner		Simon George				
Risk Description				Date entered on risk register		31 May 2019				
There is a risk of failure to manage significant reductions to, or insufficient increases in, local and national income streams. This may arise from global or local economic circumstances (i.e. rising inflation), and/or government policy on public sector budgets and funding. As a result there is a risk that the Medium Term Financial Strategy savings required for 2022/23 - 2025/26 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-23	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 Executive Directors 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 21.02.22 approved the 2022-23 budget and future Medium Term Financial Strategy 2022-26 taking into account the Final Local Government Finance settlement for 2022-23. The council's external auditors gave an unqualified audit opinion on the 2020-21 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 31.03.2021. A further budget update report has gone 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 04.04.2022 considered a strategic and financial planning report for 2023-24 and a further budget update report in July. Futher reports will be presented to Cabinet during the year incorporating Government funding announcements, when known, and upates on the budget planning process in order that the County Council can agree the 2023-24 Budget and level of council tax at its February 2023 meeting.										

Risk Number		RM003a				Date of update		31 August 2022		
Risk Name		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, and operational inefficiencies within the organisation, and loss of cooperation with external partners (eg. NHS). 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	2	3	6	Mar-23	Green
Tasks to mitigate the risk										
1. Mandatory Information Governance Training for all colleagues, with ongoing awareness of IG responsibilities for colleagues. 2. Information Governance Group and Steering Group occur bi-monthly 3. Detailed management information in place to monitor performance 4. Two-way relationship with ICO maintained to ensure positive working relationship 5. Focus on resource available / required to ensure consistency of service 6. Ongoing improvements underway to improve IG operational efficiency and effectiveness. 7. Working closely with IMT to exploit the technical opportunities as described in RM003b.										
Progress update										
Mandatory training for Information Governance (Data Protection Essentials) has now been live since January 2021 which has received positive feedback and has been completed by 70% of the organisation and completion rate continues to meet the 95% target at 95.14% . A new workbook has been created to match the online training for non-IT users. All NCC employees and anyone accessing NCC data receive IG training.										
Information Governance Group and the escalation Steering Group comprising the SIRO, DPO, Dir IMT, Audit and Caldicott Guardians continues to meet, occuring bi-monthly to deliver a strong focus and accountability on information related matters.										
Management information continues to be developed 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 (SARs) remain a concern and focus remains on these - a team has been created to look exclusively at SARs										

Progress update

ensuring consistency and efficiency. We continue to look for improvements to process where possible - the ICO is currently in discussion with us about our SAR position.

Positive relationship with the ICO in relation to data incidents and responses to subject access request complaints which helps demonstrate a good culture towards information in NCC.

In conjunction with IMT, the 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 Number	RM003b					Date of update		30 August 2022		
Risk Name	Information and cyber 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 failure to comply with relevant information and cyber security requirements. This would incorporate failing to comply with relevant information security and cyber requirements (e.g. Public Sector Network Assurance, NHS Data Security and Protection Toolkit, and Payment Card Industry - Data Security Standards) which could lead to operational, financial and reputation impact. Overall risk treatment: Treat										
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	4	12	1	3	3	Mar-23	Green
Tasks to mitigate the risk										
1. Mandatory Training in place for all colleagues - ongoing 2. Development and monitoring for breaches - ongoing 3. Implementation of improved security measures - ongoing 4. External networking to ensure best practice - ongoing										
Progress update										
- Ongoing monitoring of compliance levels with mandatory training for 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.										
Update 30/08/2022 - PSN and other Public Sector cyber assurance will continue while new standards are developed - Recent (June 2022) UK Government Accredited independent assessment of laptop configuration assessed that “the endpoints' security posture was found to be very strong.”										

Risk Number		RM004		Date of update		30 August 2022				
Risk Name		Contract management for commissioned services.								
Portfolio lead		Cllr. Andrew Jamieson		Risk Owner		Simon George				
Risk Description				Date entered on risk register		02 June 2019				
There is a risk of failure to deliver effective and robust contract management for commissioned services. Ineffective contract management leads to wasted expenditure, poor quality, failure to achieve anticipated environmental or social benefits, unanticipated supplier default or contractual or legal disputes, and/or reputational damage to the Council. The council spends some £800m 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-23	Met
Tasks to mitigate the risk										
1) Implement a proactive system to identify early signs of potential supplier financial / governance failure and respond appropriately. Next steps: - Develop robust process to respond to CreditSafe alerts - Checks of suppliers governance arrangements and following up on references										
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. Next steps: - Start to discuss the pipeline of expiring contracts with other departmental management teams or individual senior managers										
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. Next steps: Implement phased plan										
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										
5) Internal audit undertaking audits of the contract management control environment in the three service directorates.										
Progress update										

Progress update

- 1) Process developed with finance to respond to CreditSafe alerts. Complete
- 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
- 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.
- 4) Transition/handover checklist developed and in use. Complete.
- 5) Internal Audit have completed an audit of the senior management monitoring of significant contracts. Complete

Risk Number	RM006				Date of update		30 August 2022			
Risk Name	Service Delivery									
Portfolio lead	Cllr. Andrew Proctor				Risk Owner		Tom McCabe			
Risk Description				Date entered on risk register				13 June 2019		
There is a potential risk of failure to deliver our services within the resources available for the period 2022/23 to the end of 2023/24. The failure to deliver agreed savings or to deliver our services within the resources available, factoring in causation such as rising inflation, resulting in the risk of legal challenge and overspends, requiring the need for in year spending decisions during the life of the plan, to the detriment of local communities and vulnerable service users. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
2	5	10	2	5	10	1	5	5	Mar-23	Green
Tasks to mitigate the risk										
<p>'1) Clear robust framework, ' Better Together, for Norfolk - Business Plan' in place which drives the delivery of the overall vision and priority outcomes. The delivery of a council-wide strategy which seeks to shift focus to early help and prevention, and to managing demand.</p> <p>2) Delivery against the strategic service and financial planning, by translating the vision and priorities into achieved, delivered targets.</p> <p>3) A robust annual process to provide evidence for Members to make decisions about spending priorities.</p> <p>4) Regular and robust in-year financial monitoring to track delivery of savings and manage in-year pressures.</p> <p>5) Sound engagement and consultation with stakeholders and the public around service delivery.</p> <p>6) A performance management and risk system which ensures resources are used to best effect, and that the Council delivers against its objectives and targets.</p>										
Progress update										

Progress update

Regular budget and performance monitoring reports to Cabinet has continued to demonstrate how the Council is delivering against the 2022/23 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 being 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 has been an updated MTFS position reported to Cabinet within the year, savings proposals published for consultation in October, budget setting meeting of Full Council in February 2022, and monitoring reports taken to Cabinet in 2021/22. Work has been carried out by Departmental Leadership Teams, the Recovery Group and the Business Transformation Programme on future savings required. Savings proposals have been presented for Member review and then taken to Cabinet.

Risk Number		RM010		Date of update		30 August 2022				
Risk Name		Loss of key ICT systems								
Portfolio lead		Cllr. Tom Fitzpatrick		Risk Owner		Simon George				
Risk Description			Date entered on risk register			01 July 2019				
The risk of the loss of key ICT systems including: - Network connectivity; - Telephony; - Microsoft Office & all business systems. Loss of core / key ICT systems, communications or utilities for a significant period - as a result of a cyber attack, loss of power, physical failure, fire or flood,or supplier failure - would result in a failure to deliver IT based services leading to disruption to critical service delivery, a loss of reputation, and additional costs. Note that cyber security risks are elevated in 2022 due to global geopolitical issues (Cyber risk is detailed further in the service level risk register). Overall risk treatment: Treat.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	3	9	2	3	6	1	3	3	Mar-23	Green
Tasks to mitigate the risk										
Full power down completed periodically										
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.										
9) Continue to closely monitor security processes.										
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 Scenarios. 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.
- 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) Various security protections from Microsoft E5 have been implemented and more are being added.
- 8) Infrastructure design is evolving to accommodate cloud services, further strengthen cyber security and reduce reliance on County Hall infrastructure. NCC dependence on Solaris will reduce with Oracle Cloud.
- 9) The scope and frequency of security monitoring processes has been increased.

Update 30/08/2022

- 10) DR exercises planned for Oct 2022 to test DR facilities and business continuity plans, coordinated with Resilience Team
- 11) Future Network project will increase diversity of network infrastructure to improve resilience
- 12) Oracle Cloud Services now live removing reliance on on-prem Oracle for payroll and finance functions
- 13) "Zero Trust" laptop design being rolled out, removing reliance on County Hall infrastructure for all cloud services including Oracle and Office 365, enabling staff to work from anywhere even if County Hall data centres unavailable.

Risk Number	RM013				Date of update		30 August 2022			
Risk Name	Governance protocols for entities controlled by the Council.									
Portfolio lead	Cllr. Greg Peck				Risk Owner		Simon George			
Risk Description					Date entered on risk register			02 July 2019		
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. The failure of governance leading to controlled entities: Non Compliance with relevant laws (Companies, subsidy control procurement, environmental or other) Incurring Significant Losses or losing asset value Taking reputational damage from service failures Being mis-aligned with the goals of the Council The financial implications are described in the Council's latest Annual Statement of Accounts. Overall risk treatment: Treat. 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-23	Met
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) 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) 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.
- 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.
- 4) The ED of F&CS directs external governance.
- 5) 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		25 August 2022		
Risk Name	EU Transition									
Portfolio lead	Cllr. Graham Plant					Risk Owner		Vince Muspratt		
Risk Description					Date entered on risk register			28 August 2020		
There are two parts to this risk as follows; a) external funding and b) Norfolk businesses a) 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 (UKSPF), which replaces EU funding. There is a risk of limited opportunity for future skills funding from the UKSPF that NCC needs to be able to achieve the objectives of the Norfolk Investment Framework. b) We need to understand the implications for Norfolk businesses of the Territorial Cooperation Agreement and work with partners to support Norfolk businesses to trade. 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	2	3	6	Mar-23	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 (NIF), to draw down the Shared Prosperity Fund (SPF) worth £1.5bn p/a nationally. Additional work packages to reinforce stakeholder engagement have been added. Consultation for the Framework has been extended. Draft iterations of thematic objectives being tested further with stakeholders. Contract of work extended until end of March 2022. White paper has been published and reinforces the need for a collaborative approach in preparation for a County Deal. The Levelling Up White Paper indicates that in the short-term SPF and LU funds will be delivered through Districts. Should a County Deal be agreed, this may change. There is a need to develop a County Deal in order to gain strategic control over key functions and funds, but also to work with districts to maximise strategic use of SPF. Feedback from Stakeholders confirms the need for a NIF. Approach endorsed by the Steering Committee (including Town Deal Board Chairs/Local Authorities/Business Reps/University & Research Institutes and Private Sector). The NIF will identify funding options for delivery from a range of options including SPF and LUF, other national funding pots as well as private sector investment.										
b) There is growth in the economy, but rapidly rising inflation (Bank of England forecast 13% by the end of 2022) and rise of 'cost of goods' and energy pose a risk/ added pressure on businesses at present. Business advice provided by the LEP's Growth Hub, Norfolk Chamber and Federation of Small Business.										

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Risk Number	RM023					Date of update		30 August 2022		
Risk Name	Changes to demography, funding, and government policy									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		James Bullion		
Risk Description					Date entered on risk register			01 August 2022		
Failure to respond to changes to demography, funding, and government policy, with particular regard to Adults Services. The pressures of demography and complexity of need continue to increase for adult social services. Direction of travel in terms of longer term funding has been signalled through Build Back Better and the introduction of the a social care national insurance levy. However, additional funding is front-loaded towards the NHS, and there is a clear expectation that demography pressures should be met through local taxation. 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	4	5	20	3	5	15	Mar-23	Amber
Tasks to mitigate the risk										
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. Publication of the the White Paper: Putting People at the Heart of Care, alongside funding for social care through the national insurance levy provides a strategic direction of travel. Further direction will come through a further White paper on integration, expected imminently. As part of the PI strategy, a shift of spend towards targeted prevention, reablement services, enablement, and strengthened interim care.Implementation of Better Care Fund plans which promote integration with the NHS and protect, sustain and improve the social care system.Judicious use of one-off winter and other funding, as announced by Government, including accessing Discharge to Assess funding and other Covid-related funds.Close tracking of government policies, demography trends and forecasts.Influencing and shaping the development and governance of the new Integrated Care System to ensure a strong focus on social care										
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) Connecting Communities Programme underway to re-design Adults front door, build community resilience, re-design social work offer, and accelerate digital offer 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										

Progress update

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 Integrated Care System, to shape and influence future integration of health and social care

5) Recovery planning underway to address backlogs of work arising from pandemic and winter pressures. 6. Preparation for the implementation of the White Paper, Putting People at the heart of Care.

7. 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.

Risk Number		RM024				Date of update		30 August 2022		
Risk Name		Great Yarmouth Third River Crossing (3RC)								
Portfolio lead		Cllr. Martin Wilby				Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			14 June 2019		
There is a risk of failure to construct and deliver the Great Yarmouth Third River Crossing (3RC) within agreed budget (£121m), and to agreed timescales (construction to be completed early 2023). 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
3	4	12	2	4	8	2	3	6	May-23	Amber
Tasks to mitigate the risk										
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: 1) Project Board and associated governance to be further developed to ensure clear focus on monitoring cost and programme at monthly meetings. 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. 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. 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. 5) All opportunities to be explored through board meetings to reduce risk and programme duration. 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.										
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.

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. 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	RM027	Date of update	30 August 2022
Risk Name	myOracle		
Portfolio lead	Cllr. Tom FitzPatrick	Risk Owner	Simon George
Risk Description	Date entered on risk register		30 August 2022

There is a risk of failure of the new Human Resources and Finance system whereby key operational processes don't deliver the required outcomes for the organisation and its' traded services customers. Cause: System build, poor process for implementation, inadequate training for self service. Event: Operational processes not delivering to the processes required. Effect: Individuals impacted by temporary reduced pay, potential reduced employee satisfaction and potential risks to employee retention. New employees not being onboarded quickly enough. Overall risk treatment: Treat

Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
2	4	8	2	3	6	2	2	4	Dec-22	Green

Tasks to mitigate the risk

- 1) Strong subject expert engagement in the system configuration to ensure that myOracle meets the needs of the organisation.
- 2) Ensure that plans / workarounds are in place to mitigate any residual risks from any issues arising.
- 3) Ensure that we have the resource in place to be able to deal with any issues as they arise.

Progress update

- 1) The implementation of MyOracle is now live and any issues arising are being managed as a BAU exercise post mobilisation.
- 2) Support team and business teams focused on the identified system and process fixes required and plans/workarounds in place to mitigate those risks.
- 3) Team in place to rectify issues as they are reported.

Risk Number	RM029	Date of update	30 August 2022
Risk Name	Critical skills required for the organisation to operate effectively		
Portfolio lead	Cllr. Andrew Proctor	Risk Owner	Jane Naumkin
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-23	Amber

Tasks to mitigate the risk

- *Identification of what new critical skills are required in services – using workforce planning process and toolkit. As each directorate makes their changes to make savings / manage demand.
- *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.
- *Embedding a strengths based approach to performance management e.g. 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
- *acceptance and implementation of new workforce strategy that will lead to improved workforce planning
- *develop our employer brand to improve attraction of people with the skills we need

Progress update

1. Working with education providers to ensure subjects meet future workforce requirements and students see a career in local government as an exciting option
2. Work has begun to make best use of the 'skills' facility in the new Oracle 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 will form part of the strategic review.
3. Work on how to use the full Talent module in Oracle will commence during 22/23
4. A digital skills survey has been made available to employees to support information and learning relating to their own particular digital skills competence. Mandatory training policy is live and has been socialised
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.
7. Workforce strategy is in final draft. It identifies a number of themes that will support recruitment and retention of employees with the skills we need to be a successful organisation including refreshing our employer brand and development of clear career families
8. The strategic review will support NCC to understand how we can reshape the organisation, including our model of leadership and management and approach to role families

The target date has been moved to March 2023 to take account of the strategic review timescales.

Risk Number	RM030					Date of update		12 September 2022		
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 of the non-realisation of Children’s Services Transformation change and expected benefits, encompassing the risk that Children’s Services do not experience the expected benefits from the transformation programme. Outcomes for children and their families are not improved, need is not met earlier and the increasing demand for specialist support and intervention is not managed. Statutory duties will not be fully met and the financial position of the department will be unsustainable over time. Overall risk treatment: Treat										
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 multi-year transformation programme has been established covering social care and education, with 5 key strategic themes: Inclusion, Prevention and Early Intervention, Effective Practice Model, Edge of Care Support and Alternatives to Care, and Transforming the Care Market. 2) Significant investment has been provided to delivery transformation including c. £2m pa transformation investment fund since 2018-19 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) Regular governatnce structures in place through the Cabinet Member chaired Transformation and Benefits Realisation Board 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, Information and Analytics, Innovation, 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.

- 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
- Overall programme broke even in April 2021 rising to over £14m of cumulative net benefits by March 2022
- Programme has helped to mitigate the cost pressures for 2021/22 that resulted due to the considerable financial pressures faced and ongoing uncertainties due to COVID-19. The projected programme savings of £6.5m for 2021/22 were exceeded, delivering £12.9m savings.
- 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, and changes to the profile of need including increasing pressure for placements for CYP with complex needs (particularly 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		09 August 2022		
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. Overall risk treatment: Tolerate external service demand and other external factors beyond our control.										
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										
<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 originating from the pandemic.</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 Corporate Parenting 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, with New Roads successfully launched in June 2021. This is a proven model at working with adolescents</p>										

Progress update

differently improving outcomes and reducing costs. Financial benefits associated with New Roads programme for delivery in 2021/22 were achieved. We have established a significant programme to support children with disabilities and their families and, with partners, are redesigning our prevention and early help 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 the rise appears to be below many other LAs). Unit costs are under considerable pressure due to external market forces, worsened by the impact of the pandemic, and changes to the profile of need including increasing pressure for placements for CYP with complex needs (particularly 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		21 September 2022		
Risk Name	Capacity to manage a large or multiple incidents or disruptions to business									
Portfolio lead	Cllr. Andrew Proctor					Risk Owner		Sarah Rhoden		
Risk Description					Date entered on risk register			29 October 2021		
There is a risk that NCC is affected by an internal or external incident/emergency that impacts on the authority's ability to deliver critical services. This could be internal threats such as loss of IMT or power or external impacts such as supporting the countywide response to Norfolk's Highest risk such as Coastal flooding or pandemic flu. There is a risk of a large scale incident or series of incidents that cause potential negative impacts on the reputation, resources or financial stability, that affect NCC's ability to deliver its services. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	3	2	6	2	2	4	Aug-23	Green
Tasks to mitigate the risk										
1) Maintain the Corporate Resilience Plan. 2) Maintain a robust Business Continuity process, including training and exercising. 3) Having the appropriate groups in place to be able to support and manage any response to an incident causing business disruption. 4) Supporting and embedding of Business Continuity looking at best practice to support the operational delivery of services. 5) Further training planning for both BC and Emergency Planning. 6) Active engagement and participation in the Norfolk Resilience Forum. 7) On going review of winter risks 8) Member of the NRF and attendance at weekly Norfolk Risk Intelligence Group (RIG) meetings 9) NRF Plans and procedures in place, including training and exercising.										
Progress update										
The BC process and emergency response mechanisms are in place and enabled within NCC, support is in place from the Resilience team who deliver 24/4 response support. Current BC stats = 91% of NCC plans reviewed and 79% plans have been exercised Director Ops is stood up and currently meeting fortnightly to monitor on going issues. On call silver and Gold rotas in place. The Resilience team attend the weekly Norfolk Resilience Forum (NRF) Risk Information Group (RIG) meeting to enable situation awareness and horizon scanning to support and manage all the major risks within the County.										
Due to global and national uncertainty, pre-emptive planning is on going to look at the risks that NCC and Norfolk will face this winter, these will include: Winter weather - snow/Ice storms and flooding. Health issues- pressure in care system, Season Flu, outbreaks, re-emergence of COVID, Hospital roof collapse and care home failure. Cost of living impacts. Disruption to power or communications systems. Industrial Action. Animal Health outbreaks. Cyber attacks. A briefing document is being created for the Director Ops group to look at the requirements and for any addition mitigations actions. In addition we are working with Government departments at DLUHC to ensure we have the latest national steer. The NCC London Bridge plan is being deployed following the passing of Queen Elizabeth II.										

Risk Number		RM033		Date of update		30 August 2022				
Risk Name		Norwich Western Link Project								
Portfolio lead		Cllr. Martin Wilby		Risk Owner		Tom McCabe				
Risk Description				Date entered on risk register		27 July 2021				
<p>There is a risk that the NWL project could fail to receive funding approvals from the Department for Transport (DfT), and/or statutory approvals necessary within the necessary timescales to achieve the Orders to construct the project (related to planning consent, land acquisition, highway orders) to enable the Norwich Western Link (NWL) project (at £251m) to be delivered to the agreed timescales (target opening by late 2025). 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). Overall risk treatment: Treat</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	4	12	3	4	12	1	4	4	Sep-24	Amber
Tasks to mitigate the risk										
<p>1. Work closely with DfT to resolve any queries related to the OBC approval.</p> <p>2. Ensure programme dates for statutory approvals are achieved and submission details are legally checked.</p> <p>3. Develop strong team resource to ensure well developed submissions for statutory processes (including public inquiry) are provided.</p> <p>4. Provide regular updates to the project board to ensure any issues related to programme, cost and risk are reported.</p> <p>5. Monitor scale of expenditure prior to Secretary of State approval to ensure any potential financial implications can be accomodated within the NCC financial envelope.</p>										
Progress update										

Progress update

1. OBC submitted to DfT for approval at end of June 2021. Dec 21 - DfT queries responded to. Feb 22 - Further query from DfT being responded to. Awaiting funding confirmation, but timescale to be confirmed. Apr 22 - All queries responded to but alignment refinement (reported to Cabinet Mar 22) will need to be updated following June 22 Cabinet report. June 22 - Report to Cabinet now planned for 4 July 2022. July 2022 - Report approved by Cabinet (includes revised timescales and budget - 85% DfT contribution retained in OBC addendum submitted to DfT (approval ongoing)).
2. Programme being reviewed to ensure realistic timescales for pre-planning application consultation and planning submissions are in place (to be agreed by the project board). March 22 - Project update reported to Cabinet in March with further more detailed report to follow in June 2022. Apr 22 - Programme details being prepared for June 2022 Cabinet report. Current likelihood adjusted to reflect OBC approval timescales. June 22 - No change, programme to be reported to July Cabinet. July 2022 - Timescales updated in Cabinet report and agreed.
3. Resource review in progress to ensure the team structure is suited to the next phases of the project. Dec 21 - Team resources established. July 2022 - Team structure in place with some gaps in resource being resolved, but very challenging employment market conditions.
4. Project board meetings in place and risk, programme, cost regularly reported. Feb 2022 - Detailed update of programme, cost and risk to be developed following further detailed design development (in response to 2021 survey data). March 22 - All details will be updated in report to Cabinet in June 2022. Apr 22 details being prepared for June 2022 Cabinet report. June 22 - details will now be presented to July 2022 Cabinet. July 2022 - All details updated in Cabinet report and cost, risk and programme will be monitored by Board based on Cabinet report.
5. Section 151 officer updated on expenditure to date at project board and is comfortable that any potential cost/budget implications could be accommodated within the NCC financial envelope. July 2022 - Details in Cabinet report agreed with s151 officer and budget recommendation and implications accepted by Cabinet and Full Council on 19 July.

Risk Number	RM034	Date of update	09 September 2022
Risk Name	Supply Chain Interruption		
Portfolio lead	Cllr. Andrew Proctor	Risk Owner	Simon George
Risk Description	Date entered on risk register 09 November 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 or degradation of a NCC supply chain. Effect: Different causes will generate different effects, but the common effect would be a disruption to service delivery stemming from the interruption of the supply chain involved. This could have knock on effects to other services depending on the interconnectedness / scale of the supply chain. Overall risk treatment: Treat

Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	3	12	3	2	6	Mar-23	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

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 has collated the returns. We have collated learning and now the Resilience Team are looking at the delivery of an operational plan to help deliver fuel to critical services and have created a BC exercise for services to work through their fuel issues and supply needs.

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 supplier's warehouse.

General update: Work has begun on planning for winter 2022/23 through the Director Operations Board, including representation from the Resilience team.

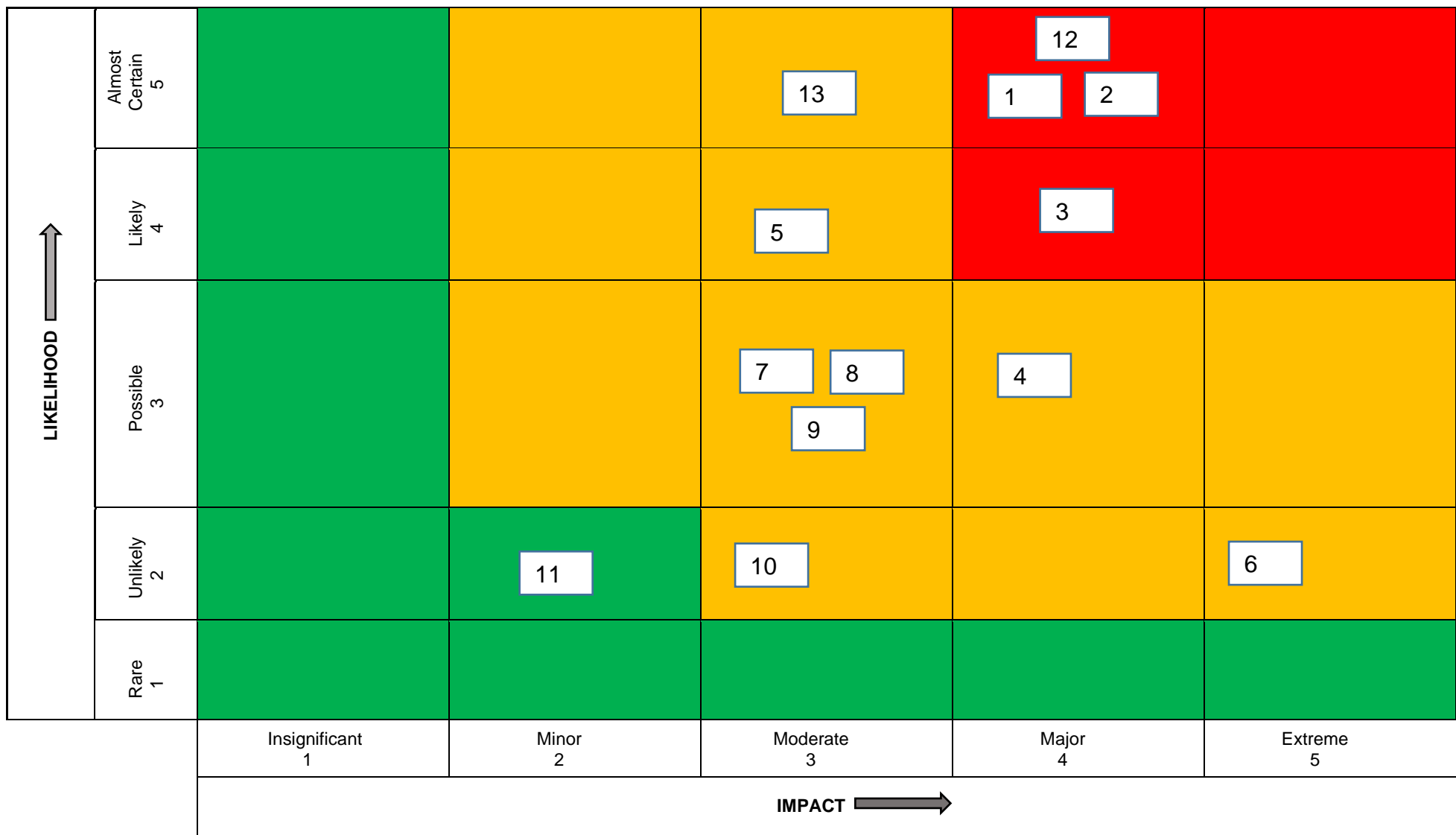
Risk Number	RM035					Date of update		26 August 2022		
Risk Name	Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets									
Portfolio lead	Cllr. Jamieson					Risk Owner	Simon George			
Risk Description						Date entered on risk register		26 August 2022		
There is a risk that significant and abnormal levels of inflationary pressure persist for an extended period of time with a negative impact on both the Council's revenue budget and capital programme. Unusually high levels of inflation across various sectors are being experienced, driven by a number of economic and other factors which are entirely outside the council's control. Forecasts are increasingly suggesting that this situation is likely to persist for a protracted period. There is a risk that this level of inflation will have very significant impacts across several areas of the council including: - Increasing demand for a range of support and services including hardship funds as the cost of living and inflationary pressures impact on wider society. - Direct impact of inflationary pressures on revenue pay budgets - pay awards for 2022-23 and 2023-24 in excess of the level which has been assumed in the budget / MTFS. - Direct impact of inflationary pressures on non-pay revenue budgets including energy and fuel costs. - Direct impact of inflationary pressures on the Capital Programme including the cost of construction for various schemes. This is significantly reducing the Council's purchasing power and creating significant challenges for programme management and scheme delivery. Risk Treatment: Tolerate (overall levels of inflation are outside of the Council's control), but treating the aspects that the Council is in a position to control.										
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	5	3	15	May-22	Green
Tasks to mitigate the risk										
1) Close budgetary control 2022-23 - Monitoring budgets and emerging pressures during the financial year, reviewing activity levels and pressures in order to mitigate and minimise these as far as possible as part of regular budget monitoring and management processes. Where pressures cannot be avoided / mitigated, identifying alternative off-setting savings and / or funding (such as from business risk reserves) to deliver a balanced budget position for 2022-23.										
2) Setting 2023-24 Budget - Developing the 2023-24 Budget to provide as far as possible for known and unavoidable cost pressures, and identifying further income or off-setting savings initiatives to ensure that a robust and achievable Budget can be considered by Full Council in February 2023.										
3) Reviewing capital programme - Review of cost estimates, forecasts and profiling of major projects. The Council will monitor this risk and review the potential pressures on the capital programme and proactively manage the schemes, deferring some schemes where possible to minimise the impact of inflation and continue to deliver the capital programme within the budget available. The impact of cost pressures on the capital programme forecast will be picked up as part of the regular capital monitoring process and as part of setting the 2023-24 Capital Programme.										
4) Articulating the financial challenges faced by the Council to Government and other stakeholders - The Council's work to ensure that sufficient funding allocations are provided / available will include responses to Government consultations, funding announcements, discussions about the 2022-23 pay award, and other engagement.										

Progress update

- 1) Budget monitoring and reporting of variances, risks and mitigations to Cabinet is underway in respect of 2022-23.
- 2) Budget process underway for 2023-24 including identification of saving proposals for consideration by Cabinet in October 2022. Further savings required to close forecast budget gap and work underway to identify and validate cost pressures. Strategic Review underway to identify proposals to contribute to closing 2023-24 gap.
- 3) Monitoring of Capital Programme underway in respect of 2022-23 and reported to Cabinet. Review of capital programme profiling and development of new schemes for 2023-24 programme underway.
- 4) Ongoing engagement including formal consultation responses and ad-hoc opportunities.

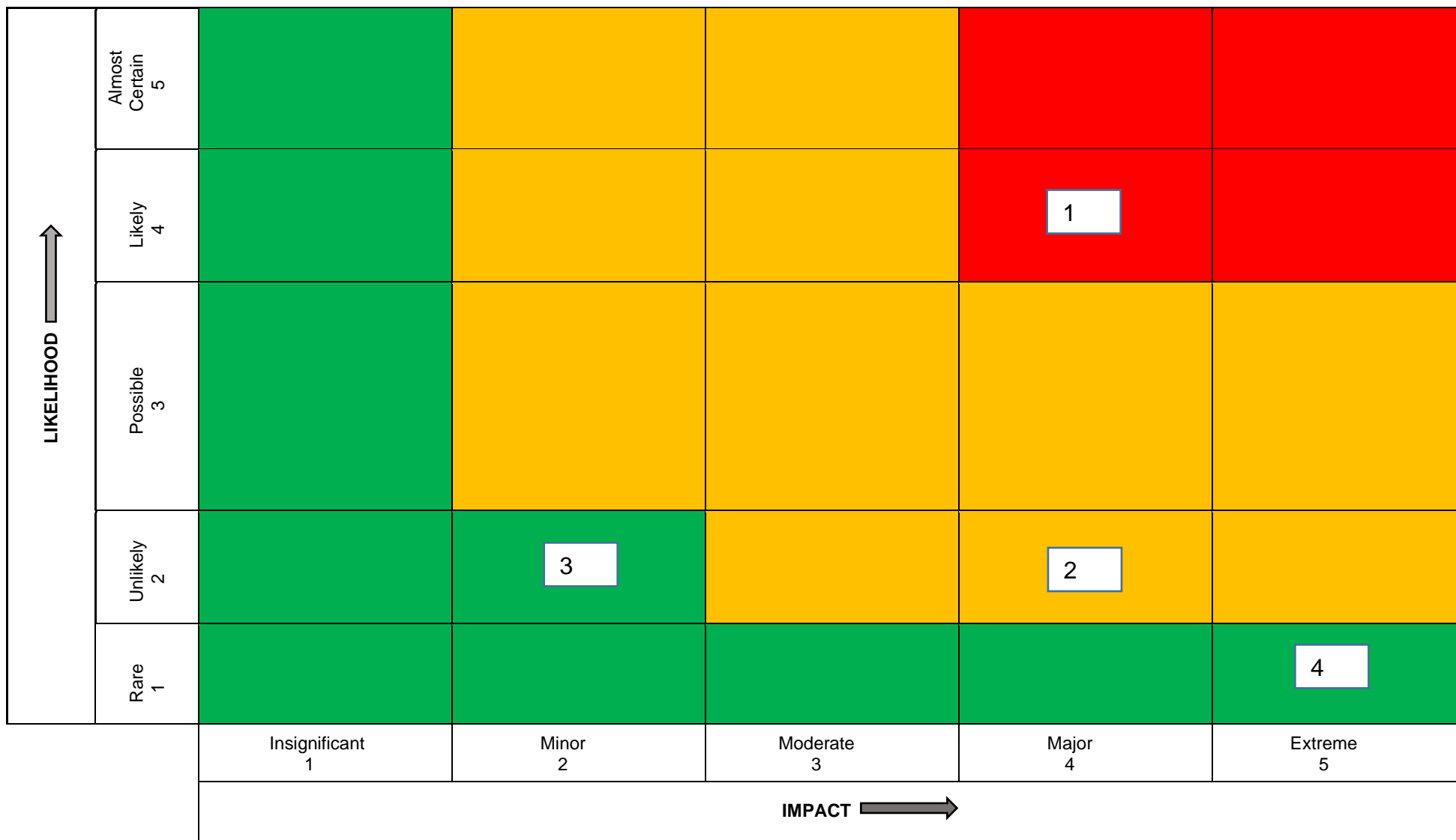
Risk Number	RM036		Date of update		26 August 2022					
Risk Name	Environmental Policy									
Portfolio lead	Cllr. Eric Vardy, Cllr. Andrew Jamieson, and Cllr. Greg Peck			Risk Owner	Steve Miller					
Risk Description			Date entered on risk register		26 August 2022					
There is a risk of not delivering the key objectives of the NCC environmental policy. This could stem from not achieving the key objectives within our control to deliver. These include; achieving Net Zero Across the County Council Estate by 2030, working in partnership across the County, especially through the Norfolk Climate Change Partnership on the delivery of; the Climate Action Plan, major environmental infrastructure projects; sustainable travel projects; the 1 Million Trees for Norfolk project; the Pollinator Action Plan as well as continued roll out of LED streetlighting upgrades and implementation of the EV strategy. Event: Non-delivery of the key objectives. Effect: This could lead to greater potential for increased damage to the local and global environment. Overall risk treatment: Treat										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	3	3	9	2	2	4	Mar-25	Green
Tasks to mitigate the risk										
1) Achieve Net Zero across NCC Estates by 2030. 2) Develop and deliver Climate Action Plan through Norfolk Climate Change Partnership. 3) Delivery of major environmental infrastructure projects for example Wendling Beck. 4) Delivery of all of the major transport infrastructure projects including ZEBRA. 5) Delivery of the 1 Million Trees for Norfolk project. 6) Delivery of the Pollinator Action Plan. 7) Rollout of 15k LED lights by the end of 2023 8) Rollout of electric vehicles										
Progress update										
Regular reporting cycles are already established for each of the key objectives. 1) Digital dashboard established and strong delivery against scope 1 and 2 emmision targets. 2) Development work ongoing with Norfolk Climate Change Partnership. 3) Strong progress to date with all key environmental infrastructure projects on schedule. 4) Sustainable transport projects progressing well and major investment in ZEBRA scheme and cycling and walking programmes secure. 5) Delivery of 1 Million Trees project progressing positively with plan in place to accelerate planting plan following Covid-19 impact on planting programme. 6) Pollinator Action Plan approved by Cabinet and under delivery - no major issues to report. 7) We have currently replaced 3.7k lights. 8) We are currently developing metrics for the fleet of NCC electric vehicles.										
Progress between the original score of 16 and current score of 9 reflects the progress that has been made with the various projects underway.										

Departmental Risks Heat Map - CES



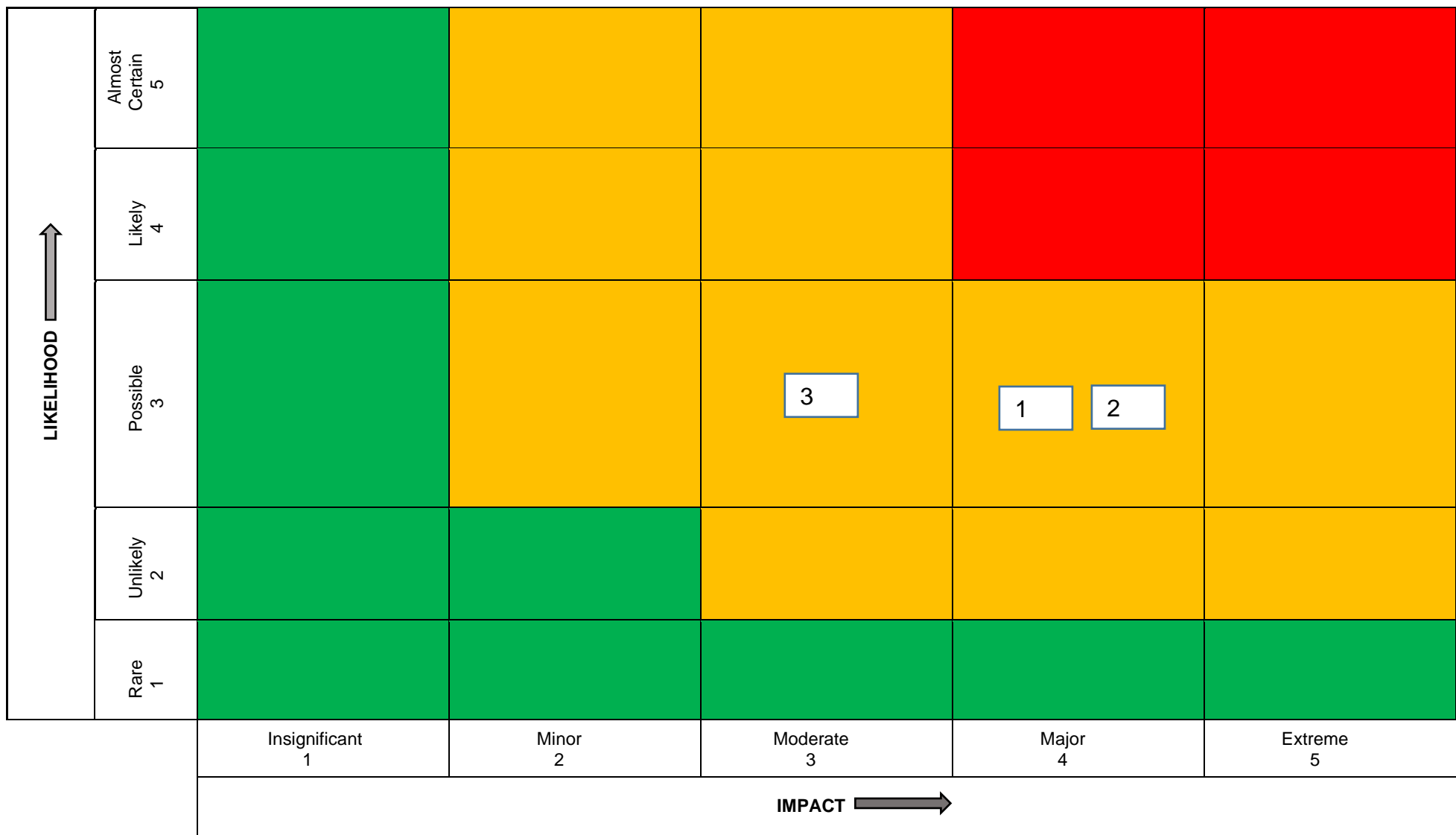
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14417	Impact on Housing Delivery	11	RM14429	FCE Programme Decommitment affecting Technical Assistance budget (covering MA, JS, CA and AA)
2	RM14493	Impact of the shortage of skills funding on the economy	12	RM14500	Impact of abnormal levels of inflation - Part 1 : Capital programme
3	RM14485	Carrow Bridge Disruption	13	RM14501	Impact of abnormal levels of inflation - Part 2 : Revenue budget
4	RM14428	Bus operators cannot afford to continue running their bus services			
5	RM14203	The allocation and level of external funding for flood risk mitigation does not reflect the need or priority of local flood risk within Norfolk			
6	RM14415	Longer lead in times for sourcing vehicle parts			
7	RM14293	The organisation not having the technical capacity and/or skills required to meet the needs of its digital transformation/ technology driven efficiency agenda.			
8	RM14381	Failure to successfully deliver the Norwich Castle: Gateway to Medieval England Project within agreed budget, and to agreed timescales.			
9	RM14421	Ability to maintain the highway			
10	RM14130a	Lack of consistency and delivery of IMT related systems and services for Culture and Heritage Services.			

Departmental Risks Heat Map – F&CS



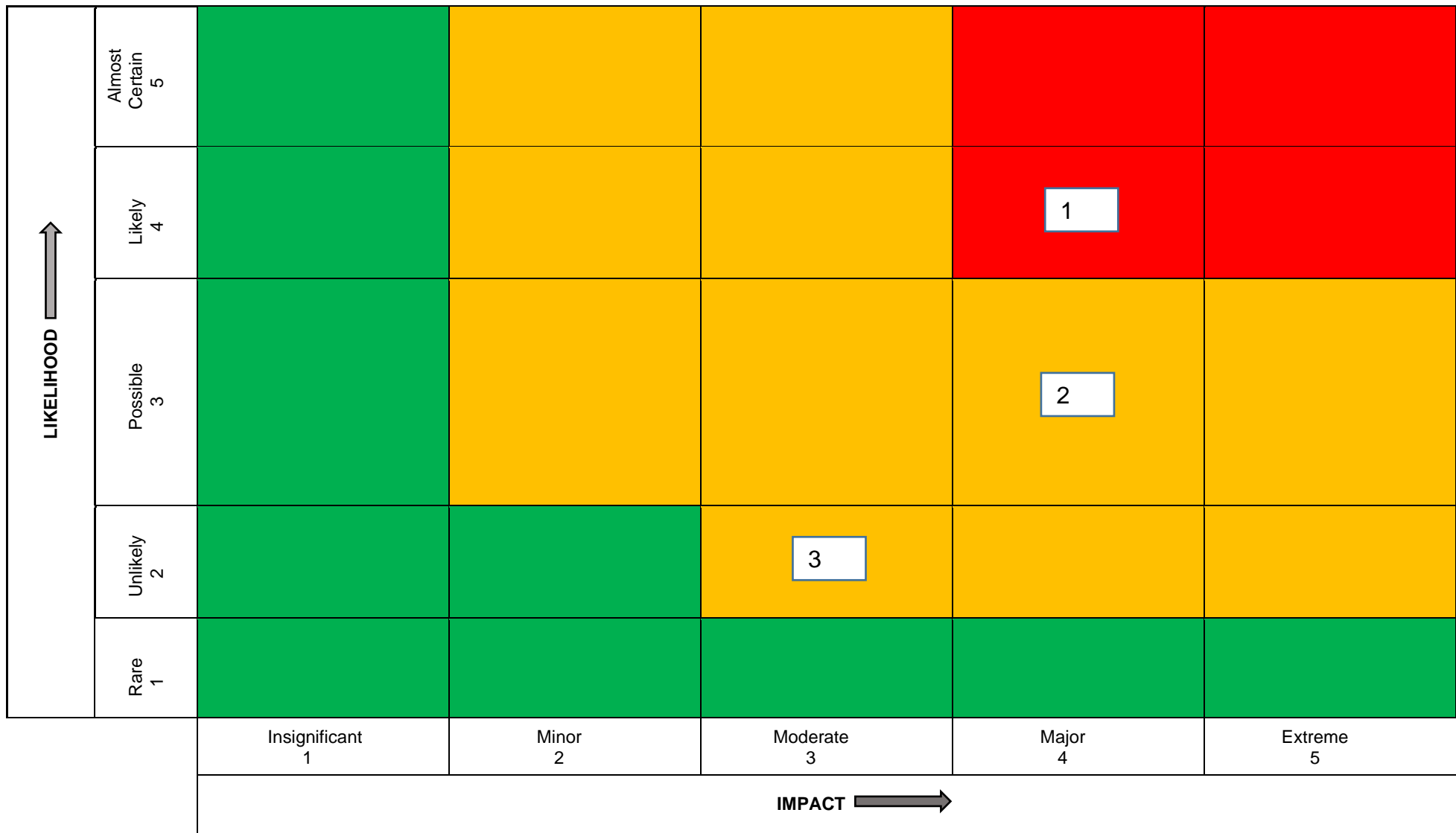
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14186	Availability of IMT Resource			
2	RM14408	Unanticipated Market Intervention			
3	RM14402	Risk of not building the number of anticipated homes over the next three years			
4	RM14255	Fulfilling Section 151 Responsibilities			

Departmental Risks Heat Map – Governance



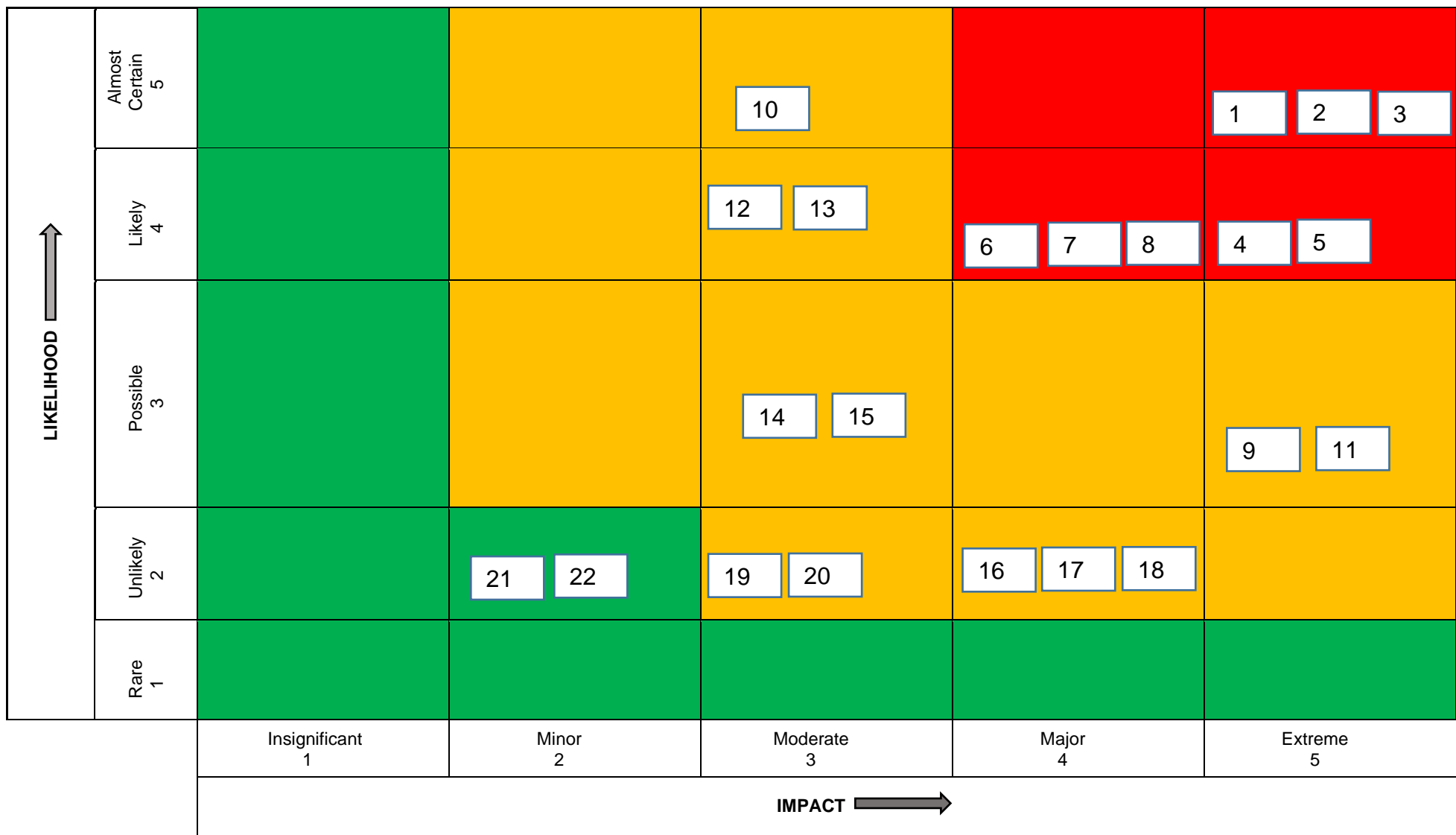
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14457	Key personnel			
2	RM14442	Failure to meet income targets/cover operating costs			
3	RM14458	Succession Planning and Progression			

Departmental Risks Heat Map – S&T



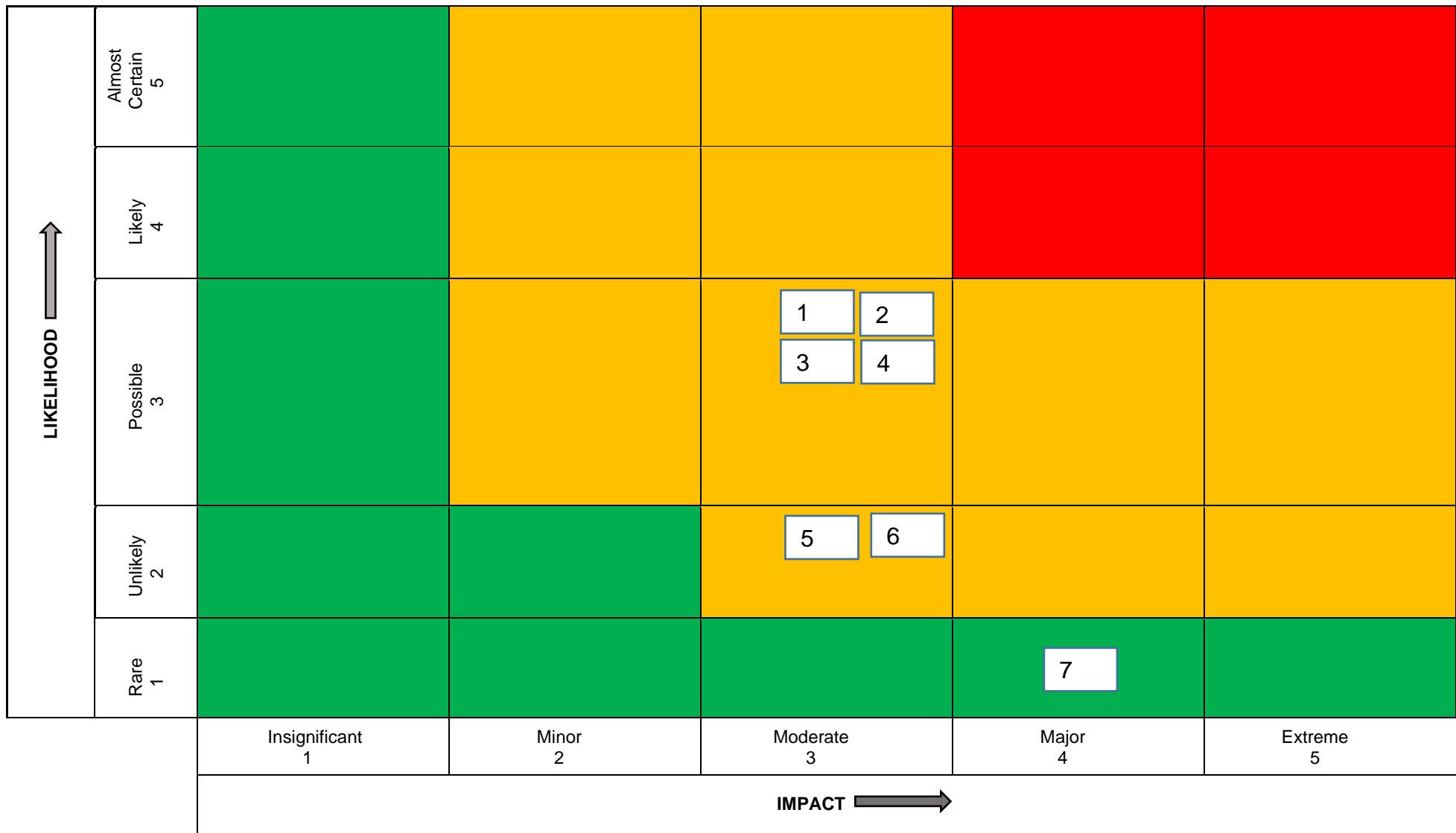
No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14489	Failure to support organisational and departmental priorities			
2	RM14442	Failure to meet income targets/cover operating costs			
3	RM14448b	Wider Communications including external stakeholders			

Departmental Risks Heat Map – ASSD



No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14464	Failure of providers to provide care to vulnerable people	12	RM14491	Ukrainian refugee resettlement
2	RM14468	Supplier or Market Failure	13	RM14504	Increasing demand and complexity of social work cases
3	RM14502	Recovering from COVID	14	RM14238	Failure in our responsibilities towards carers
4	RM13926	Failure to deliver the service within the ASC budget allocated within the Council's Medium Term Financial Strategy	15	RM14461	Avoidable Covid-19 infections at care homes because of community transmission
5	RM14490	Recruitment and Retention	16	RM14465	Ability to manage existing Social Care Cases due to the Covid 19 Outbreak - Community Care, MH and LD
6	RM14287	Ongoing requirement safeguard adults with care and support needs who are at risk of abuse and neglect in Norfolk	17	RM14463	Day Service Quality Assurance
7	RM14471	Front door pressures	18	RM14497	Failure to manage the risk of violence to Adult Social Care staff particularly those identified as lone workers
8	RM14503	Financial, Staffing & Market Stability impacts due to implementation of Social Care Reform	19	RM14467	Impacts of Hong Kong British Nationals (Overseas) arrivals in Norfolk
9	RM14262	Failure of the ICS to be able to appropriately fund Hospital Discharge Support in the absence of Central Government funding	20	RM14487	Afghan Resettlement Schemes
10	RM14460	Ability to manage the flow and capacity of P1 and 3 acute hospital discharges. And capacity to ensure timely follow-up following discharge including exit from P2 pathways.	21	RM14469	National Minimum Wage and Sleep Ins
11	RM14310	Failure to manage the safe transfer of individuals as part of provider failure	22	RM14505	Failure to deliver the outcomes from the Connecting Communities transformation programme

Departmental Risks Heat Map – Children’s Services



No.	Risk Identifier	Risk Title	No.	Risk Identifier	Risk Title
1	RM14506	DSG fund overspend			
2	RM14507	Education outcomes below the national			
3	RM14508	Mental Health and Emotional Wellbeing Needs			
4	RM14509	Recruitment and Retention			
5	RM14510	Demand drives unsustainable costs			
6	RM14511	Care Market Failure and Insufficiency			
7	RM14512	External Inspection failure			

Risk Number	RM14417					Date of update		02 August 2022		
Risk Name	Impact on Housing Delivery									
Portfolio lead	Cllr Graham Plant					Risk Owner		Matt Tracey		
Risk Description					Date entered on risk register			01 April 2022		
Natural England has released new Nutrient Neutrality catchment areas incorporating the Wensum and Broads catchments which affects the majority of Norfolk and all LPA areas to some extent . LPAs will not be able to determine housing related planning applications in affected areas until developers have assessed and brought forward appropriate mitigation measures to deal with increased phosphates and nitrates arising from proposed development that involves 'additional overnight accomodation'. Longer term potential impact on housing delivery in Norfolk leading to a risk of business failures and jobs risk .										
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
5	4	20	5	4	20	4	3	12	Mar-23	Amber
Tasks to mitigate the risk										
BAU on all activity relating to site consultations to ensure that we are not delaying new starts on already permitted development.										
Working with Norfolk's LPAs/PAS to make the case for greater flexibility in introducing the new requirements and to assist with the development of mitigation measures to help ensure any disruption to the delivery of new housing is minimised.										
Progress update										
NCC remains fully engaged with the development community and all relevent planning processes. The number of major planning applications / Norfolk NSIPs is curently at unprecedented levels. Enhanced collaborative work on strategic sites and related infrastructure projects continues.										
Greater direct LA intervention being progressed to ensure programme delivery remains on-track. What happens next depends on how the regulations are implemented and the speed of response. Potential impacts on housing and infrastructure delivery being monitored through ongoing liaison meetings with stakeholders. Mitigation measures being considered on a range of strategic sites. Royal Haskoning district-commissioned work outcomes awaited.										
(Re-scoped housing delivery risk now focussed on the inability for LPAs to determine housing related planning applications in affected areas).										

Risk Number	RM14493					Date of update		02 August 2022		
Risk Name	Impact of the shortage of skills funding on the economy									
Portfolio lead	Cllr. Graham Plant					Risk Owner		Vince Muspratt		
Risk Description					Date entered on risk register			26 April 2022		
<p>Maintaining skills levels and programme/project interventions across the county faces significant risk due to the funding landscape and availability of skills specific funding 2022-2024 Concluding in December 2023, European Social Investment Funds (ESIF) provide a substantial vehicle in the delivery of skills programmes, supporting a direct/indirect conduit to training and reskilling activity across the county. Delivered through programmes such as ESF Skills for the Workforce, Building Better Opportunities, Skills for Health & Social care, the Supply Chain skills development fund and NCC-led Chances project, ESIF funds substantially augment the skills system within the county, providing conduit into training for 2000+ low skilled, unemployed residents. In the advent of Shared Prosperity Fund provision and restrictions of eligible skills projects until 2024 (including the challenges of aligning district skills priorities and agreement), funding and provision for skills interventions is recorded as high risk during this period.</p>										
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
5	5	25	5	4	20	4	3	12	Mar-23	Amber
Tasks to mitigate the risk										
<p>Mitigating risk, NCC E&S are pursuing addition funding themes to support and maintain previous provision. These include:</p> <ul style="list-style-type: none">- DWP Flexible Funding programme- District proposals for the adoption and continuation of current programmes through- Shared Prosperity Fund allocation.- Social Investment funding in the delivery of resident workforce skills and social mobility outcomes- Voluntary sector led programmes in co-delivery with NCC <p>The Employer Training Incentive Project (ETIP) was designed as a Covid response, offering a delegated grant scheme to support employers to upskill and reskill employees building resilience and diversification. The project was funded via the Norfolk Strategic Fund and NCC, to date over £297K of funds has been committed. Employers have contributed £141k of their own funds bringing the total cost of the training to £438K 80% of which has been spent with local training providers. Other workforce development projects including Supply Chain Skills Development Fund and Skills Progression, Adaptability & Resilience (SPAR) both of which will provide a delegated grant scheme to employers, both are in the early stages of the projects with no data to report as yet. Chances project, supporting those who are long term unemployed and have a health condition to return to or move closer to the labour market, increasing the supply of work ready individuals should over time reduce the high level of vacancy rates and reduce the number of UC claimants.</p>										
Progress update										

Progress update

Progress & status is monitored using baseline Skills & Employment data sources

Unemployment benefit claimant count

- Norfolk claimant count - June 2018 (1.5%) - June 2022 (2.9%) at 93% increase

-National claimant count - June 2018 (2.1%)- June 2022 (3.8) at 81% increase

Previous 12 months (June 2021- June 2022) : Norfolk -31%; National -31%.

Norfolk - June 2021 (4.2%) / June 2022 (2.9%) - National June 2021 (5.5%) / June 2022 – (3.8%)

Vacancy monthly rates in key employment sectors from pre-Covid 19 levels

Accommodation & Food +28%

Human Health & Social Work +31%

Arts & Creative sector + 21%

Admin and Support +14%

Manufacturing +3%

Construction -6%

Digital/ICT – 26%

Public Admin and Defence -17%

Annual profile of NVQ Level 1,L3 & L4 achievement (Qualification) rates:

- NVQ Level 1 + 0.3% comparable to national rate - previous 12 months

- NVQ Level

3 + 0.2% comparable to national rate - previous 12 months

- NVQ Level 4 - 2.5% comparable to national rate - previous 12 months

Adult AEB Funded Learner enrolments (NCCAL) are strong - growth in 19+ learners engaging with Level 1 & Level 2 provision.

- 1695 training interventions being delivered via ETIP, however not all of these will impact on the NVQ attainment levels as they are not full qualifications. 391 have been reported as level 3 qualifications. Other workforce development projects do not have data to report at this stage. The ETIP programme is now on hold for starts due to reaching full profile on recruitment.

Chances has supported 792 individuals with 223 moving into work or active job search. Targets have been reprofiled and are the subject of a Project Change Request submitted 22 Apr 2022, decision from DWP appraiser expected shortly.

Risk Number		RM14500		Date of update		25 August 2022				
Risk Name		Impact of abnormal levels of inflation - Part 1 Capital programme								
Portfolio lead		Cllr. Andrew Jamieson		Risk Owner		Andrew Skiggs				
Risk Description				Date entered on risk register		25.07.22				
There has been material increases in the post-COVID cost of construction due to increased demand, higher fuel prices and the impact of the war in Ukraine. These inflationary cost pressures are beginning to impact the capital schemes especially the highways capital programme. We are currently seeing between 20% and 25% increase in the cost of construction for various schemes. This is significantly reducing the Council's purchasing power and creating significant challenges for programme management and scheme delivery.										
Original			Current			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	4	20	5	2	10	Sep-23	Green
Tasks to mitigate the risk										
1) Cost estimates / forecasts being worked through for the major projects 2) Update funding requirements for the major projects 3) The Council will continue to monitor this risk and review the potential pressures on the capital programme and proactively manage the schemes, deferring some schemes where possible to minimise the impact of inflation and continue to deliver the capital programme within the budget available. The impact of cost pressures on the capital programme forecast will be picked up as part of the regular capital monitoring process.										
Progress update										
1) Cost estimates / forecasts being worked through for the major projects making up the capital programme. 2) Funding requirements being updated to reflect any cost pressures. 3) We are continuing to monitor what is being delivered and identifying any schemes for deferral.										

Risk Number	RM14485					Date of update		02 August 2022		
Risk Name	Carrow Bridge Disruption									
Portfolio lead	Cllr. Martin Wilby					Risk Owner		Tom McCabe		
Risk Description					Date entered on risk register			01 September 2021		
Carrow Bridge is a lifting bridge opened in 1923 which allows tall sailing vessels to access the Port of Norwich. The bridge is also a key point on the strategic highway network where the inner ring road crosses the River Wensum, used by around 25,000 vehicles a day. The bridge deck is in poor condition and subject to regular routine maintenance works. A major maintenance scheme is required and current options include repair works to retain the lifting deck estimated to cost £2m+ and require closure of the road for 3 months plus, or temporarily fixing the bridge deck which would take 1 month. Either option will be very disruptive, with the main risk being the impact of these works on the highway and transport network, economy, environment, tourism, businesses and residents.										
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	4	16	2	4	8	Dec-23	Red
Tasks to mitigate the risk										
1.Maintain dialogue with key stakeholders including the Broads Authority and City Council. 2.Explore the funding opportunities for the various options available. Any option needs to balance street works and network management requirements including input from blue light services.										
Progress update										
1.Dialogue is ongoing with the main stakeholders including the Broads Authority (BA) (who are responsible for navigation rights) and the City Council. The Broads Authority stance is to protect navigation rights even though this is the most disruptive option. A formal works licence application was made in 2021 to the Broads Authority for proposed works that would not maintain the lifting capacity of the bridge. The BA rejected this application as it did not maintain the navigation rights, and suggested NCC revise the proposed options in order to maintain the navigation rights for the next couple of years. We are currently refreshing and updating the previous feasibility, including revisiting all previous options and looking at any other new options. Emergency options are also being developed. 2.Funding for the various options available is also being explored. A Comms Plan and funding bids can then be prepared, with continued engagement with blue light services. 3. Network planning measures also continue to be updated given the significant amount of work already taking place in and around the Norwich highway network.										

Risk Number	RM14186				Date of update		26 August 2022			
Risk Name	Availability of IMT Resource									
Portfolio lead	Cllr. Andrew Proctor				Risk Owner		Simon George			
Risk Description					Date entered on risk register			12 January 2018		
Loss of ability to fully manage the ICT infrastructure systems and services due to insufficient resource in extenuating circumstances such as pandemic. Causation centres upon an inability to recruit due to a national shortage of skilled ICT staff and / or the "great resignation", including staffing shortages amongst partners.										
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
2	4	8	4	4	16	3	3	9	Mar-23	Green
Tasks to mitigate the risk										
Ensure Business Continuity plans are up to date and communicated internally and with the authorities emergency planning department.										
Ongoing engagement with our immediate public sector partners and the wider ICT community.										
Progress update										
Information Management & Technology Business continuity plans are up to date and have been submitted to the resilience team. We are working closely with the resilience team who are our "critical friend" to ensure we are managing our plans in line with corporate guidance.										
IMT are sourcing a number of apprentices to help develop new staff and skills to mitigate against potential loss of key members of staff.										
We are exploring an arrangement with a number of 3rd parties as a call off contract of a number of Technical people resource days per year as a mitigation against significant staff loss.										
We are exploring if additional resource support is available from our contract with Capita.										

Risk Number	RM14489					Date of update		06 September 2022		
Risk Name	Failure to support organisational and departmental priorities									
Portfolio lead	Cllr. Andrew Proctor					Risk Owner		Jane Naumkin		
Risk Description					Date entered on risk register			12 November 2021		
There is a risk that if support services are unable to meet the demands of both corporate programmes and departmental priorities then the delivery of the overall strategic priorities could be at risk. Causation includes; 1. Lack of clarity around or a conflict in priorities 2. Governance structure for prioritisation and decision making not fully developed 3. Plans and programmes not identifying and resourcing additional HR capacity required to support 4. Reduced capacity within core HR TOM to respond to plans and programmes										
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	4	16	3	3	9	Mar-23	Amber
Tasks to mitigate the risk										
1) Identification of capacity gaps prompted by one off transformation projects and developing plans to resolve/mitigation (pre go-live and regular review) by Autumn 2022. This should reduce the risk likelihood. 2) Improve ability to capture requirements and prioritisation of sharing best practice (from I&A and Transformation) by Autumn 2022. 3) Review service model and priorities with key customers by March 2023. 4) Internal efficiency programmes to release capacity and articulate impact of any reductions in capacity by March 2023.										
Progress update										
1) Gaps in capacity are being identified. 2) The I&A and Transformation teams are sharing best practice. 3) Service models and priorities are being reviewed. 4) Internal efficiency programmes are being worked through.										

Risk Number	RM14464					Date of update			11/08/22	
Risk Name	Failure of providers to provide care to vulnerable people									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		Gary Heathcote		
Risk Description					Date entered on risk register				16/04/20	
There is a risk of widespread absence of staff due to sickness and/ or having to self-isolate, which may impact the supply of staff across the Care Market. Not enough care capacity to meet demand, which could leave vulnerable people without adequate care. Financial sustainability for providers who are seeing lower than pre-pandemic levels of utilisation and referrals (particularly for Residential Care and Day Care) Care providers fail to meet needs of residents, increasing the risk of safeguarding and quality issues.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	5	20	5	5	25	4	2	8	Sep-23	Red
Tasks to mitigate the risk										
Update Aug 22 Further work done to support with the capacity challenges in the Care Market. It is important that we note the differences between certain Care Markets (as highlighted below). Residential Market continues to see lower than pre-pandemic levels of utilisation. This is creating issues of financial viability and sustainability. Active work and governance in place to manage this risk, through the Provider at Risk working group and dashboard (which proactively identifies providers at risk) Day Care continues to see lower than pre-pandemic levels of referrals (specifically for Older People). This is creating issues of financial viability and sustainability. Active work to review the current referral process (as part of the Connected Communities programme) to identify how referrals could be increase. Work is ongoing with providers to understand risk, including support that NCC can offer. Home Care has seen growth in the number of care hours delivered each period (4 weeks). 9,200 hours more care being delivered in period 4 2022, compared with period 10, 2021. Interim Care List continues to be higher than pre-pandemic levels and ongoing work with the market, to deliver continued growth in care available (through the workforce strategy and Home Care Tactical Improvement Plan).										
Key things to note include; Development of a Home Care Tactical Improvement Plan focused on supporting market sustainability and creation of care capacity. Review of Day Service referrals from NCC to understand impact on Day Service financial sustainability. Ongoing Provider at Risk work, focused on the Residential and Nursing Care market.										
Progress update										

Progress update

Updated 11.08.22

Further work done to support with the capacity challenges in the Care Market. It is important that we note the differences between certain Care Markets (as highlighted below).

Residential Market continues to see lower than pre-pandemic levels of utilisation. This is creating issues of financial viability and sustainability. Active work and governance in place to manage this risk, through the Provider at Risk working group and dashboard (which proactively identifies providers at risk) Day Care continues to see lower than pre-pandemic levels of referrals (specifically for Older People). This is creating issues of financial viability and sustainability.

Active work to review the current referral process (as part of the Connected Communities programme) to identify how referrals could be increase. Work is ongoing with providers to understand risk, including support that NCC can offer. Home Care has seen growth in the number of care hours delivered each period (4 weeks). 9,200 hours more care being delivered in period 4 2022, compared with period 10, 2021. Interim Care List continues to be higher than pre-pandemic levels and ongoing work with the market, to deliver continued growth in care available (through the workforce strategy and Home Care Tactical Improvement Plan).

Risk Number	RM14468					Date of update		09/08/2023		
Risk Name	Supplier or Market Failure									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		Gary Heathcote		
Risk Description					Date entered on risk register			27/03/20		
<p>The Council contracts with independent providers (of care homes, nursing homes, home care, supported living, housing with care and day care) spending over £330m annually to support to around 16,500 adults at any one time. Failure in the care market may be defined as the sudden/unplanned loss of any or all of these services by reason of: inadequate quality, lack of financial viability, deficient supply of workforce, provider decision to withdraw from the market or natural disaster, The Council has a duty under the s5 of the Care Act 2014 to meet the needs of people who require assistance from public funds and to secure a diverse and good quality care market for this purpose.</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
3	3	9	5	5	25	2	3	6	Jul-23	Amber
Tasks to mitigate the risk										
<p>1) Annual uplift of fees and consideration of cost of care to ensure a full understanding of a fair price for care</p> <p>2) Process in place to ensure NCC business is conducted well with invoices paid promptly.</p> <p>3) Work with providers to ensure early communication of cashflow concerns.</p> <p>4) Use of a provider at risk dashboard to support earlier conversations with providers</p> <p>5) PAMMS review to work proactively with all providers to support quality improvement</p> <p>6) Agreed workforce strategy and implementation plan including increased focus on recruitment and retention</p> <p>7) Quarterly editorial board for the market position statement to track changes in demand and protections of future need and signal commissioning intentions.</p> <p>8) Fair cost of care work has commenced for home support</p> <p>9) Weekly multi team meeting to review providers with highest risks and actions required</p> <p>10) Commissioning recovery plan and winter resilience plan to help address capacity</p>										
Progress update										
<p>Internal capacity meeting to oversee actions and impact.</p> <p>Provider of last resort in place.</p> <p>PAMMS Reviews programme on track, and team supporting providers with urgent quality and safeguarding issues</p> <p>Quality Improvement and Escalation policy in place</p> <p>Regular review of provider risk dashboard for residential and nursing and development for other parts of the care sector</p> <p>Regular communication with Market via NORCA and engagement programme.</p> <p>Fuel premium implemented for home supported from April 2022</p> <p>Further incentives put in place for home support from hospital or NFR</p> <p>Further Norfolk Care Academy weeks arranged and actions with NCSC to seek funding to expand</p>										

Progress update

these in Norfolk; recruitment workshops held and further recruitment and retention workshops arranged; extension of the wellbeing programme for 2022-23; Earn as you learn initiative in place and options to roll out more widely.

International Recruitment approach - including first peer network held and progressing a pilot in East working with the ICS team

Home support and OP residential and nursing cost of care work in progress

Care Quality Improvement Framework approved by Cabinet and delivery programme being developed.

Market position statement presented to Cabinet 4 July.

Risk Number	RM14502					Date of update			09 August 2022	
Risk Name	Recovering from COVID									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		Nick Pryke		
Risk Description						Date entered on risk register			09 August 2022	
There is a risk that the impacts of COVID and the changes this has forced in general on resource, the market and referrals, are not mitigated for, it will hamper the department's ability to transform and run an efficient cost effective multi-layered service.										
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	2	6	Oct-23	Green
Tasks to mitigate the risk										
Current Recovery work has a focus on (1) the various holding lists including risk stratification and implementation of levers to reduce lists numbers (2) focussed recruitment and retention (3) and home care market recovery which all contribute towards risk mitigation.										
Progress update										
While the full recovery plan is being scoped there have been some success in terms of both delivery and learning from the SAFE. However, recruitment and retention remain an issue as the Corporate Review retains a level of concern for staff. The plan for delivery, while scoped by Newton, is currently being resourced and further defined in terms of interdependence with the Connecting Communities Programme, finalisation of governance and an integrated communication plan with CC.										

Risk Number	RM13926					Date of update		04/08/22		
Risk Name	Failure to deliver the service within the ASC budget allocated within the Council's Medium Term Financial Strategy									
Portfolio lead	Cllr. Bill Borrett					Risk Owner	James Bullion			
Risk Description					Date entered on risk register			30/04/2011		
If we do not meet our budget savings targets over the next three years it would lead to significant overspends in a number of areas. This would result in significant financial pressures across the Council and mean we do not achieve the expected improvements to our services.										
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	4	5	20	5	3	15	Mar-23	Red
Tasks to mitigate the risk										
<p>1) Efficiency and savings targets are being managed through a combination of Locality Purchase of Care meetings and the Promoting Independence governance. Escalation and oversight is then managed by the Departments Leadership Team, each member of which owns the relevant savings targets.</p> <p>2) The pandemic has had a massive impact on our ability to deliver an already challenging savings agenda.</p> <p>3) Monthly monitoring, locality team meetings and continued development of forecast to ensure timely focus on key budgets and any emerging issues.</p> <p>4) A Joint NCC/Norsecare management group continues to develop and monitor delivery of savings related to the Norsecare contract and several new commissioning posts created to specifically support this.</p> <p>5) Senior and concerted focus on transforming the Learning Disability (LD) service overseen by the LD, MH and Autism Steering Board.</p> <p>6) ASTEC Board is providing governance to digital and technology based savings.</p> <p>7) A cost and demand model was used to build the budget and those associated activity and cost levels are monitored against within a new Adults Monitoring and Forecasting Power BI Dashboard</p> <p>8) Work by members and officers to lobby government for additional funding and the recent Spending Review, which has announced some further one-off funding for social care in 2021-22</p> <p>9) The long term ability to reduce the risk will depend on the Government's medium term financial settlement and the Social Care White Paper to address long term financial sustainability of social care.</p> <p>10) New Senior Programme Accountant started in May 2021 to give the savings agenda oversight and support. This post now leads a monthly oversight panel of the Finance team who update on savings delivery actions.</p> <p>11) The outcome of all of the above are reported to Cabinet each month within the NCC finance report.</p> <p>12) Whilst only a short term mitigation, sufficient reserves and other non-savings related budgets were earmarked to have an ability to offset the savings related pressures in 21/22. The recognition of the difficulty in meeting the full savings during the pandemic has also now been reflected in the Council's Medium Term Financial Strategy.</p>										
Progress update										

Progress update

- 1) Promoting Independence programme of work in place and delivery underway.
- 2) Promoting Independence governance has evolved to thematic basis and centres around some key transformational pieces that are firmly aligned to the Savings Programme.
- 3) Alongside the P.I governance, more broadly, localised Finance and Performance Boards have moved to a panel style approach providing senior management scrutiny along with locality finance meetings. All managers are expected to take responsibility for budget savings via 1-1's, accountability meetings, appraisals etc.
- 4) Work continues with Norsecare and Independence Matters to deliver savings and is being managed through joint governance for each specific provider. Capital funding to enable the Norse Care estate transformation was approved at the September Full Council meeting. A joint Programme Manager and NCC Lead Operational employee have been appointed to provide dedicated support. Alongside the transformation work, we are working with both companies to understand their underlying costs to seek opportunities to improve value for money.
- 5) Joint working with health services is enabling joint investment of prevention work on an invest to save basis.
- 6) Programme of work defined for people with physical disabilities - although this has recently stalled and will need relaunching.
- 7) Capital investment programme now agreed for both older adults and adults with disabilities as an alternative to residential care. The former of which recently had its first scheme successfully open.

Risk Number		RM14490				Date of update		04/08/22		
Risk Name		Recruitment and Retention								
Portfolio lead		Cllr. Bill Borrett				Risk Owner		Paul Wardle		
Risk Description					Date entered on risk register			07/03/2022		
Risk of inability to deliver core services and to meet statutory requirements if unable to recruit and retain staff to vacancies, specifically the social worker workforce.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	5	20	4	4	16	Mar-23	Red
Tasks to mitigate the risk										
Recruitment plan to close vacancy gap to be developed for 2022/3Retention plan to improve retention to be developed for 2022/23 Strategy to underpin both these to be de developed for 2022/5.										
Progress update										
04/08/22 no change to risk score. No metrics currently available. Presented recruitment update all staff call. Introduced golden hello and protected training time via email late July 2022. Discussion with NE 3rd August about introducing more governance. Workforce strategy drafted, recruitment and retention workstreams to be set up. RBP leaving so out to recruitment. Looking at setting up international recruitment workstream. Recruiting to international BS and PC role.										

Risk Number	RM14287					Date of update		04/08/22		
Risk Name	Ongoing requirement safeguard adults with care and support needs who are at risk of abuse and neglect in Norfolk									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		Craig Chalmers		
Risk Description						Date entered on risk register		14/12/2016		
Crimes and safeguarding concerns will unfortunately always occur and there is an ongoing need to provide sufficient resource to reduce risk and investigate concerns. Huge holding lists and systemwide pressures have led to safeguarding cases waiting longer for a response and there is a risk that further abuse and neglect and further harm occurring before the matter is investigated.										
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	4	4	16	4	4	16	Dec-22	Amber
Tasks to mitigate the risk										
1) Multiagency Safeguarding Policy & Local Procedures in place. 2) Adults Safeguarding Board in place. 3) Delivery of Safeguarding training to providers. 4) Appropriate checks / vetting of staff. 5) Safeguarding Adult Reviews actioned where appropriate. 6) Any recommendations made by Safeguarding Adults Review's (SARs) are monitored by the Safeguarding Adults Review Group and also disseminated quarterly to all managers via the Quarterly Managers Forum (QMF). 7) The Care Act sets out the safeguarding duties of the local authority. Norfolk has not enacted and of the Care Act easements so procedures have operated as usual throughout the pandemic and will continue to do so. 8) Training programme in place and information is circulated to ASSD staff about being vigilant for signs of abuse and neglect. There is an exception report to highlight any front line staff who haven't carried out any safeguarding training in the last 3 years. 9) Guidance on high risk visits has been developed to support during the covid-19 pandemic. This has been updated to include the need to visit where safeguarding concerns have been raised more than once. 10) Information is to be circulated to wider safeguarding network by NSAB manager. Easy read information available on NSAB website about the risk of being exploited. 11) Safeguarding team is reshaping its work model as a backlog of staff consultations developed in MASH. 12) Workshops led by NSAB chair around health providers and safeguarding thresholds. 13) DHRs convened to learn from 4 high profile cases where ASSD has been involved. 14) Audit of safeguarding thresholds to be carried out in 2022 - preparation for CQC inspection has started. Feedback from people who use services is likely to be an area where improvement is indicated. 15) Procedure for holding list management has been published to support consistency in review of risk and prioritisation.										
Progress update										

Progress update

- 1) Multiagency safeguarding policy and procedure refreshed and updated by the Deputy Safeguarding Adults Board Manager of the Norfolk Safeguarding Adults Board (NSAB). Now published on the NSAB and publicised among partners.
- 2) Board is well established and has an independent chair.
- 3) Specific training for providers is delivered (at a cost) via the commissioned training provider, St Thomas'. The NSAB can also signpost providers to safeguarding training.
- 4) Enhanced DBS checks are carried out for all customer-facing staff in ASSD.
- 4b) The dept has made available funding for an additional Practice Consultant to strengthen our safeguarding response in both the MASH (Multi-Agency Safeguarding Hub) and locality teams.
- 5) ASSD has a representative on the multiagency Safeguarding Adult's Review (SAR) Group and the group is attended by NPLaw. There is a robust process in place for evaluating cases referred to the SAR Group against the SAR criteria.
- 6) The SAR Group holds and monitors action plans for each SAR and is developing a thematic approach. They also have a standing item on the NSAB agenda to update the board on progress with actions, and any forthcoming reviews. The Head of Service (for Safeguarding) presents learning from SARs and reviews this alongside the relevant locality Operations Director/Head of Service. The learning is used as a platform for a more detailed look at a particular theme for ASSD.
- 7) No easements
- 8) Training programme in place
- 9) Guidance on myNet
- 10) Information regularly circulated by Head of Service, Safeguarding and NSAB manager.
- 11) Backlog further reduced with support of wider team. Proposed new model will be implemented in November 2021. This will see team members working more generically and spread resources more evenly across the team to reduce the risk of a backlog developing in MASH again. Proposal to be taken to QA to review management of provider issues and interface with safeguarding. Interim model implemented 10/1/22. New LAS process 15/3/22
- 12) Meeting with NNUH and CCG senior staff has taken place and agreement that care crisis is linked to 'harm' not 'abuse'. Work going on with hospitals to reduce harm for those who cannot be discharged. Ongoing work between safeguarding/MH/OPPD teams and Hellesdon/Julian Hospitals to try to improve reporting and safeguarding responses. Discussions have taken place with Suffolk who will be ending their s75 agreement. Identified similar safeguarding issues in Suffolk as in Norfolk.
- 13) ASSD engaged in all DHR panels and gold groups where we have had relevant involvement. ASSD has representatives for all SARs and DHRs where it is appropriate for us to be involved although this has increased pressure at management levels, particularly in the safeguarding service due to the need for detailed reports and panel meetings for scrutiny.
- 14) Meeting booked with QA team to discuss audit - preparation for CQC inspection has started. Feedback from people who use services is likely to be an area where improvement is indicated.

Risk Number	RM14471					Date of update			04/08/22	
Risk Name	Front door pressures									
Portfolio lead	Cllr. Bill Borrett					Risk Owner		Craig Chalmers		
Risk Description						Date entered on risk register			08/06/21	
Volume of work coming into the front door service (SCCE) is overwhelming the service. Calls are untriaged and therefore the risk to developing a backlog is exceptionally high as level is risk to the person is not known so a timely response can't be provided, and there is a very adverse impact on staff wellbeing. We have been managing the demand and this risk by moving to answering priority calls only at times to clear backlogs but this brings its own risks. There are reputational risks for the council as ASSD is, at times, only accessible to new callers whose situation is urgent. There are also risks that someone will not self-identify as being in an urgent situation which could lead to harm occurring. The care crisis is adding more pressure to SCCE as care calls and whole rounds are being handed back adding to SCCE's workload as care must be sourced to fill gaps. Swifts are under pressure and SCCE relies on them in circumstances of market failure.										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
5	4	20	4	4	16	3	2	6	Dec-23	Green
Tasks to mitigate the risk										
1) Priority only calls in the short term. 2) Funding for 10 additional APs for the front door. Recruitment ongoing to keep up with retention issues. 3) Front door programme to deliver capacity release in SCCE by developing processes to give advice and information on first contact to reduce the number of cases coming to SCCE practitioners. 4) Currently activating business continuity measures.										
Progress update										
1) Review of social care messaging on telephone system, creation of a new option for people whose case is already known. SCCE takes priority calls only at points during the week to manage workflow. 2) Funding for 10 additional APs for the front door. Recruitment is ongoing as the team is struggling with retention. 3) Front door programme to deliver capacity release in SCCE by developing processes to give advice and information on first contact to reduce the number of cases coming to SCCE practitioners. Newton likely to have completed initial scoping by autumn. New model to deliver 2023. 4) SCCE remains in business continuity. Concerns about number of resignations, many to go to development opportunities. Options being considered. Some of the additional support has been withdrawn but new staff are being recruited and trained. Number of waiting cases remains high despite using business continuity measures and overtime.										
Likelihood of achieving target risk rating will depend on the outcomes, proposals and implementation of the front door project following Newton Europe's data gathering exercise. A little disruption anticipated in the coming months as service manager is leaving and recruitment is in progress.										

Risk Number	RM14503	Date of update		04/08/22						
Risk Name	Financial, Staffing & Market Stability impacts due to implementation of Social Care Reform									
Portfolio lead	Cllr. Bill Borrett		Risk Owner	Leon Ringer						
Risk Description		Date entered on risk register		19/07/2022						
<p>Financial Risk There is a risk that the Government will not provide sufficient funding to support the implementation of Social Care Reform and that we (NCC) will not have any monies to fill any shortfalls or additional costs. There is a risk that the Government has hugely underestimated the cost to implement Social Care Reform and therefore there will be a shortfall in funding to Local Authorities. Added to this, NCC does not have any additional monies to fill any shortfall from the Government or any other additional costs (related to additional cases, more service users that require more input into costs, support & maintenance for Care Accounts etc) associated with the Social Care Reform implementation. Resourcing/Staffing Risk There is a risk that there will be insufficient resources both internally and to recruit externally to meet the new demands of the social care reform. we will not have sufficient resources (SW, Finance and Brokerage) to process the increased care act and eligibility checks as more self funders request LA to purchase care on their behalf or reach the £86,000 cap. In addition we may not be able to recruit the necessary additional staff externally due to lack of social workers both regionally and nationally. We are struggling to recruit for vacancies we have now. Market Stability Risk There is a risk that there will be insufficient capacity in the market to meet the new demands of the social care reform. The implementation of 18(3) whereby self funders can request Local Authorities to purchase care on their behalf, has a destabilising impact on our already fragile care market market. In addition the level of provider failures/contract handbacks are really worrying and may impact our ability to provide suitable care or alternatives to those who can no longer afford first and third party top ups once they reach the cap. There also may not be sufficient care in the market for us to provide suitable lower price alternatives if first party and third party top ups are required.</p>										
Original			Current			Tolerance Target				
Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Likelihood	Impact	Risk score	Target Date	Prospects of meeting Target Risk Score by Target Date
4	4	16	4	4	16	3	3	9	Oct-23	Amber
Tasks to mitigate the risk										
<p>The SCR Programme is undertaking some Modelling and Impact analysis to understand what the exact impacts will be on Norfolk County Council. In addition we are working to understand how we will approach assessments in the future so that we can better meet demand (proportionality, whether we get partners involved in carrying out some assessments, whether we introduce some self assessment etc).</p>										
Progress update										
<p>Programme is currently defining detailed activities and scope for each workstream which will determine what products will be due from each workstream.</p>										

Cabinet

Item No: 16

Report Title: Corporately Significant Vital Signs

Date of Meeting: 03 October 2022

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 one report is to provide the Cabinet with an update on the Council's performance against its Corporately Significant Vital Signs.

Each performance report provides the opportunity to review and understand current performance, trends, identify performance risks, and by regular monitoring during the period, allow early interventions and to validate the actions being taken to address performance deviation and identify further opportunities for improvement.

Norfolk County Council continues to operate in a period of unprecedented challenges. Residents are experiencing unparalleled rises in the cost of living. Many have spent recent months opening their homes to refugees from the war in Ukraine, and we have seen rising temperatures across the Country, which has added additional demand pressures onto services locally. Positively though, some services are regaining traction into a more normal state of operation post Covid, and this is reflected in some areas of our performance, for example in our Participation of Early Years Foundation Stage activity in libraries, which has met and exceeded target in the last 2 quarters.

As a Council, we are moving into a period where budget savings and engaging in activities relating to strategic review are becoming priorities in many of our employee's day to day work, and our ability to operate sustainably and effectively in the future becomes increasingly important in relation to the services we provide. We manage this alongside rising to challenges such as reaching Net Zero and negotiating a County Deal as part of the Government's Levelling Up Strategy.

Our Performance is therefore key in assuring ourselves that we continue to strive towards the achievement of our Strategic Outcomes, as set out in Better Together, for Norfolk, and against the backdrop of the aforementioned pressures. It remains vital

that we continue to provide the best outcomes and opportunities for our residents, their families, and businesses in Norfolk.

The report utilises the Corporately Significant Vital Signs that underpin portfolio outcomes using a traffic light visual rating. 43 monthly, quarterly, and annual Corporately Significant Vital Signs are being reported in this period, where performance for the monthly measure is drawn from the last month in quarter (March).

Performance is measured using Red, Amber, and Green (RAG) ratings based on the current level of performance against target. The table below shows the proportion of corporately significant vital signs at each RAG rating in the last month at the end of quarter three. Performance in the last month of quarter four is compared to that in the last month of quarter three.

43 Corporately Significant Vital Signs- please note that this Quarter includes 1 measure that is not RAG rated, therefore the total below will not equal 43.	
Green	26 Vital signs met or exceeded the target (29 last month in last quarter)
Amber	6 Are within the accepted tolerance of the set target (5 last month in last quarter)
Red	10 Vital Signs are below or behind the target set (13 last month last quarter)

In the review of performance, in addition to the “RAG” ratings, the trajectory of performance against target is noted as -

Improving  Deteriorating  Static 

Recommendations:

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

1. Background and Purpose

1.1. Vital signs provide measurements of operational processes (internal) and strategic outcomes (external). Poor performance and or a deteriorating trajectory represents a risk to the organisation in terms of our ability to meet legal responsibilities, maintain financial health, meet the needs of our citizens and a reputational risk.

1.2. The Corporately Significant Vital Signs are closely aligned to the principles underpinning our Council Plan - Better Together, for Norfolk:




- A VIBRANT AND SUSTAINABLE ECONOMY
- BETTER OPPORTUNITIES FOR CHILDREN AND YOUNG PEOPLE

- HEALTHY, FULFILLING, AND INDEPENDENT LIVES
- STRONG, ENGAGED, AND INCLUSIVE COMMUNITIES
- A GREENER, MORE RESILIENT FUTURE

1.3. Each vital sign has a target which has been set based on the performance required for us to work within a balanced budget and meet statutory requirements. Where the measure relates to the delivery of services, benchmarking data has also been used to assess our performance against that of our statistical neighbours.







2. Proposal

- 2.1 This report uses data from the last month in the quarter, during which there has been some success during this time in increasing areas of previously poor performance.
- 2.2. There do remain however, several areas where performance is a cause for concern and potential risk, and these are identified in the relevant parts of the report, with mitigating actions described to outline our response to reaching target.
- 2.3 Highlights for the quarter (shows the total of indicators RAG by portfolio).
- 2.4. Throughout this report, the Red, Amber, Green “RAG” traffic light system of reporting is used, with some highlights on performance listed below.

	Total Vital Signs				Highlight
Adult Social Services	6	4	0	2	% of Reablement cases where the outcome is recorded as not requiring any ongoing social care support, continues to improve, and has risen by over 3% since last quarter.
Children's Services	10	2	2	6	% of schools judged good or outstanding by OFSTED has risen by 4% since last quarter and is now above target at 88%.
Community & Environmental Services	11	2	2	7	% of high-risk fire safety audits completed has increased by 30% and from Red to Green at 100%
Finance & Commercial Services	8	1	1	6	Level of borrowing / debt has decreased by £1,197,000
Strategy & Transformation	8	1	1	5	Children's Social Worker Vacancies - % establishment filled (Grade I - L) has improved by 15% and is now Green.

3. Impact of the Proposal - Vital Signs overview by portfolio outcome

3.1 Adult Services

Measures	Performance Q4	Performance Q1	Target	Trajectory	
% of providers judged good or outstanding by Care Quality Commission	71.10%	71%	74%	Static	
% of Learning Disability service users who are in employment	3.42%	3.9%	5.9%	Improving	
% of Mental Health service users who are in employment	1.92%	1.89%	5%	Deteriorating	
% of Reablement cases where the outcome is recorded as not requiring any ongoing social care support	86.51%	89.78%	68%	Improving	
Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (18-64 years)	29.82	26.72	23.6	Improving	
Decreasing the rate of admissions of people to residential and nursing care per 100,000 population (65+ years)	594.21	483.26	607.1	Improving	

3.2 Four of the six performance measures are below target and “red” flagged, and have been so across the last two quarters, although two have seen some slight improvement. These are as follows, and with the following plans in place for corrective action.

3.3 Vital Sign 101: % of providers judged good or outstanding by Care Quality Commission. Target 74%. Current performance 71%. **Static**

The county has had lower quality of care compared to some other local authority areas for some time. There are many elements that contribute to this and actions to see improvement will take time. Social care in Norfolk is provided by over 450 care providers, so the Council needs to work across the care market to help support and influence change. The Norfolk care market is challenged due to lack of choice for enhanced and specialised care in particular, which can limit options for both individuals and commissioners to use good and outstanding provision as a matter of course.

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. This has been exacerbated during 2022 by increasing national workforce shortages and the Omicron variant increasing sickness and staff isolating. Regional social care vacancy rates stand at 9.7% compared to 5.7% at March 2021.

The impact of staffing issues during Covid have been well-documented.

However, an increase in workforce shortages over the last nine 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, this work recommenced during 2021-22 and a full year of PAMMS reviews has been undertaken. However, an increase in care provision experiencing staffing and therefore quality concerns has required deployment of resources to focus on immediate improvement support.

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 - discussing with corporate strategy and transformation is assessing the need.

The Developing Skills in Health and Social Care ESF project commenced training in January 2021, 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 had led to low referrals. The programme has successfully requested an extension to the project to enable continuation to October 2023.

A targeted programme to support registered managers is underway. The Norfolk and Waveney Adult Social Care Workforce Strategy has been published and a three-year implementation plan is being actioned. The government announced two rounds of Workforce Recruitment and Retention Grant during the autumn. Rounds 1 and 2 of the Workforce Recruitment and Retention Grant amounted to £8.052m and were allocated mainly to care providers to support retention initiatives. Some funding was used to increase staffing capacity for Norfolk First Response, who are operating as the provider of last resort and some universal measures to help both recruitment and retention including extending our recruitment campaign, an earn while you learn scheme, launching a Norfolk Care Academy to support people into the first steps of a job in social care and a wellbeing programme. Actions have been taken to enable some of these initiatives to continue into 2022-23, including work with Norfolk and Suffolk Care Support and district councils to increase coverage of the care academy model across Norfolk to help new starters into social care .

A quality event involving stakeholders was held in April to consider a joint approach to tackling care quality improvement and the approach was agreed by Cabinet in June. The strategic quality framework will identify actions needed to influence all key drivers impacting on quality - providers; workforce; quality improvement services; health services; feedback from individuals, families, and friends; commissioning and contract managers and operational social work. The Quality Escalation and Improvement

Policy is implemented following consultation, to enable more robust and consistent management of performance concerns.

3.4 Vital Sign 102: % of Learning Disability service users who are in employment. Target 5.9%. Current performance 3.9%. Improving

The impact of Covid both on the availability of employment opportunities and the number of service users who were shielding continues to impact on this performance measure. Similarly, the cessation of the rollout of the Day Opportunities 'Skills and Employment Pathway' during the pandemic effectively halted progress towards employment for day services users. Norfolk Employment Service (NES) staff were working at reduced capacity throughout Covid having been redeployed to support the wider operational service with making Covid welfare calls.

Actions to bring around improvements to this measure will take time due to the intensive work required with individuals to support them into employment and related opportunities. However, NES continues to achieve very positive outcomes for ASSD service users open to the service. So far in Q1 of 22/23 NES has achieved 13 paid job starts, 10 work experience, 12 volunteering plus 39 work interviews. Of the 13 paid outcomes 11 are Learning Disability and 2 Mental Health. This represents a substantial increase this quarter and projections for July indicate this will continue.

Between Q3 and Q4 in 21/22 there was an increase in the overall actual number of service users with a Learning Disability who moved in to paid employment of 78 up to 84. For Voluntary employment this increase was from 159 to 185. However, this was in the context of an increase in the overall number of ASSD service users in the period which has impacted on the overall %. In Q1 of 22/23 the actual number of LD in paid employment was 83 but we expect this to rise in July. Voluntary employment in Q1 has gone up to 191. Work is currently underway with colleagues from the Information and Analytics Team to ensure that the local data reporting accurately reflects the overall picture of paid and unpaid employment, as reported on the MI dashboard, alongside the nationally submitted ASCOF result.

In May a significant piece of work was undertaken by the employment team to update client records across all ASSD service users to ensure that employment status is more accurately recorded. This is being further built on by the establishment of a regular employment bulletin for ASSD promoting the benefits of employment, referrals to NES and encouraging better employment recording.

Recently, the management of the two employment teams – the Norfolk Employment Service (who support individuals into work), and Skills Employment Team (who work with employers) have been merged to more closely align their work and deliver a more joined-up service. The Life Opportunities work has also restarted, with commissioners working with existing day service providers, countywide, who have committed to offer an improved, redesigned Skills and Employment programme. Commissioners are also working with a provider new to Norfolk who have had significant success in other counties through both their Social Enterprise business and job-coaching for other

external opportunities. Further work with Children's Services is increasing capacity to facilitate work being carried out during transition to adulthood.

A Local Supported Employment bid was submitted in late May, the outcome of which is expected in July. If successful, it will support the development and delivery of supported employment both within the local authority and more generally. This work will also support the council's SEND agenda and Written Statement of Action.

ASSD is currently piloting an internal paid work experience opportunity for service users as part of development of more opportunities within NCC. Two service users have recently successfully started on this, including one with a Learning Disability.

The wide range of partnership development activities continue, including working with the SEND Employment Action Group, CHANCES scheme, DWP, Shaw Trust, and the Apprenticeships programme. Similarly, work with employers continues through SET including generating vacancies, promoting the Disability Confident scheme, Access To Work and finding work placements for referrals from NES and day services.

3.5 Vital Sign 106: % of Mental Health service users who are in employment. Target 5%. Current performance 1.89%. Deteriorating.

The impact of Covid both on the availability of employment opportunities and the number of service users who were shielding continues to impact on this performance measure. There has also been a delay in some service users returning to mental health day service opportunities which prepare them for volunteering or training. Norfolk Employment Service (NES) staff were working at reduced capacity throughout the pandemic having been redeployed to support the wider operational service with making Covid welfare calls.

Actions to bring around improvements to this measure will take time due to the intensive work required with individuals to support them into employment and related opportunities. However, NES continues to achieve positive outcomes for ASSD service users open to the service. So far in Q1 of 22/23 NES has achieved 13 paid job starts, 10 work experience, 12 volunteering plus 39 work interviews. Of the 13 paid outcomes 11 are Learning Disability and 2 Mental Health. This represents a substantial increase this quarter and projections for July indicate this will continue.

Work is currently happening with colleagues from the Information and Analytics Team to ensure that the local data reporting accurately reflects the overall picture of paid and unpaid employment, as reported on the MI dashboard, alongside the nationally submitted ASCOF result.

In May a significant piece of work was undertaken by the employment team to update client records across ASSD service users to ensure that employment status is more accurately recorded. This is being further built on by the establishment of a regular employment bulletin for ASSD promoting the benefits of employment, referrals to NES and encouraging better employment recording.

Recently, the management of the two employment teams – the Norfolk Employment Service (who support individuals into work), and Skills Employment Team (who work with employers) have been merged to more closely align their work and deliver a more joined-up service. Further work with Children's Services is increasing capacity to facilitate work being carried out during transition to adulthood.

A Local Supported Employment bid was submitted in late May, the outcome of which is expected in July. If successful, it will support the development and delivery of supported employment both within the local authority and more generally. Whilst focussed on individuals with learning disabilities and autism, the remit is flexible enough to support those with mental health issues as their primary care category. This work will also support the council's SEND agenda and Written Statement of Action.

ASSD is currently piloting an internal paid work experience opportunity for service users as part of development of more opportunities within NCC.

There are a number of other employment focussed support services outside of NCC in Norfolk for adults with mental health conditions. Service users receiving support from NCC can access these to secure employment. We have sought to improve links between NES and the MIND Routes Employment service, including a joint presentation to the service management team in Feb 2022 and sharing information where MIND support a person into work.

We have established a regular report from NIHCSS to receive an update on the people they have supported into employment so we can ensure records are updated for reporting purposes.

The wide range of partnership development activities continue, including working with the SEND Employment Action Group, CHANCES scheme, MIND, DWP, Shaw Trust, and the Apprenticeships programme. Similarly, work with employers continues through SET including generating vacancies, promoting the Disability Confident scheme, Access To Work and finding work placements for referrals from NES and day services.

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 26.72. Improving.

For the number of permanent admissions to residential and nursing care, predicting and modelling more precisely given the factors over the past two years has been particularly challenging with no patterns against which to benchmark and with much beyond our control. In addition to the well documented impact of Covid, the demands of D2A and the greater support provided to the local NHS system has had a detrimental impact on the Social Care metrics in this area. Focus remains on supporting maximum return to independent living and facilitating moves from short-term care back into peoples' own homes (rather than onward into long-term care) where possible.

This quarter has seen the beginning of recovery following the volatility in the previous quarters which had led to a sustained increase in the number of people supported, with relatively low numbers involved having a material bearing on the measure itself. The large spike in admissions witnessed from Quarter 1 2021 impacted this measure to a great extent and although new admissions fell on a relatively consistent basis over the last six months, the progression apparent against the over-arching measure itself is taking longer to return to levels seen at the start of 2021.






Compounding this, January 2022 saw one of the highest admission figures across the year and though declining in comparison, the remainder of Quarter 4 still saw admissions tracking in line with the twelve-monthly average. Into Quarter 1 2022/23, the latest monthly admissions reported have been much lower, but it has been recognised that delays in updating data systems may be affecting reporting figures, with a lag apparent before the resultant activity is calculated into this measure.






A commissioning focus in Learning Disabilities has delivered enablement schemes in two localities, with further provision planned to deliver in the next few years, alongside the development of supported living and the promotion of access to other tenancy-based general needs provision (with reasonable adjustments). This has supported a reduction in the overall numbers of people with a learning disability living in residential care placements in the 2021/22 financial year.

In mental health, the loss of residential beds due to providers withdrawing from the market is being replaced with commissioning activity focussing on increasing capacity in rehabilitation and recovery-based support. Where residential care is used, the focus is on the rehabilitative use of temporary care with a goal of return to more independent living.

For physical disabilities, the supported living programme includes plans for developing new accessible housing with care for people with complex needs and the District Direct services that NCC commissions in general acute will engage with people with physical disabilities where there are housing related barriers to discharge from an in-patient bed.

3.8 Children's Services

Measures	Performance Q4	Performance Q1	Target	Trajectory
% of schools judged good or outstanding by OFSTED	84%	88%	86%	Improving 
% of children and young people subject to a Permanent Exclusion	July 21- 0.10%	July 22- 0.11%	0.06%	Deteriorating 
% of Care Leavers who are EET (19 - 21)	62%	63%	52%	Improving 
% of family support referrals who have had a referral in the previous 12 months	8.40%	10.50%	15%	Deteriorating 
Decreasing the rate of Looked-After Children per 10,000 of the overall 0-17 population	63.4%	63.1%	60%	Improving 

% of Referrals into social care who have had a referral to social care in the previous 12 months	13%	18.90%	20%	Deteriorating	
% of children starting a Child Protection Plan who have previously been subject to a Child Protection Plan (in the last 2 years)	10.6%	10%	11%	Static	
% Attendance of Looked After Children	89.3%	91.8%	95%	Improving	
% of Looked After Children with up-to-date Personal Education Plan	94%	97%	95%	Improving	
% of Education, Health and Care Plans completed within Timescale	54.2%	47.80%	60.4%	Deteriorating	

3.9 Of the 10 performance measures, 2 are “amber”, but improving and 2 are “red” and deteriorating, all of which have remained as such over the last two reporting figures, these are as below, with the appropriate plan in place.

3.10 Vital Sign 305: % of children and young people subject to a Permanent Exclusion. Target 0.06%. Current performance 0.11%. Deteriorating.

Exclusions across this period were significantly impacted by the Covid pandemic, with both years experiencing partial school closures. Whilst the number of children excluded was slightly higher in 2020-21, schools were open for more of the school year compared to 2019-20 causing the exclusion rate to increase from 0.10 to 0.11. However, there were fewer exclusions in the autumn term in both primary and secondary schools.

There were proportionately more exclusions from secondary schools compared to primary schools; in many instances pupils found reintegrating to secondary schools more challenging due to the structure of timetables, the lack of flexibility of staffing due to Covid absences and the lack of space as these were used to maintain smaller ‘bubbles’ or groups of pupils under DfE Covid regulations.

Overall, exclusions are continuing to fall in Norfolk compared to years before the pandemic.

Arrangements and access to specialist support and provision beyond mainstream, for pupils at significant risk of exclusion, are under review with the intention of providing quicker and earlier access to Alternative Provision.

Every exclusion is followed up to explore other options whenever possible. Further investment is being planned for a new and enhanced primary SEMH Specialist Resource Base model which will significantly increase the number of placements.

3.11 Vital Sign 309: “Decreasing the rate of Looked-After Children per 10,000 of the overall 0-17 population”. Target 62.3. Current performance 63.1%. Improving.

We continue to work in a very challenging environment post Covid, with many family breakdowns continuing to occur with families facing additional challenges due to the

rising cost of living and ongoing concerns regarding mental health and a lack of health provision.

We also believe we have a significant number of children remaining Looked After due to continuing delays in the Court system who have long term plans for permanence within their families.

There is a focus on children returning to family when it's safe to do so - however it is usually at least 12 months following a return home before the care order can be discharged. There is also a focus on family carers, so that if children remain looked after they are within their network and communities which improves sufficiency (which reduces cost) and also improves outcomes for children.

3.12 Vital Sign 315: “% Attendance of Looked After Children”. Target 90%. Current Performance 91.8%. Improving.

There are a small cohort of children with significant attendance issues who are impacting the overall figures. In schools they would often show the 2 figures where that group are included and where they are not so the impact is evident.

The attendance tracking for those children accessing alternative provision has been scrutinised and Welfare Call are now reporting this information including for those Children and Young People who may be a Child Missing Education (CME) whilst we secure provision but who have an interim package (e.g., newly arrived UASC). We have moved an additional Adviser into the Engagement Team who have a remit in respect of attendance. Those with significant school attendance issues will often be accessing a bespoke package so are attending and we've made sure this is now recorded and included.












3.13 Vital Sign 322: “% of Education, Health and Care Plans completed within Timescale”. Target 60.40%. Current performance 46.3%. Deteriorating trajectory.

Performance is affected by demand versus available capacity of the teams which carry out the assessments and develop EHCPs, including that of broader professionals such as Educational Psychologists whose advice is essential to and a statutory requirement of the assessment. Where demand exceeds available capacity, this can negatively impact timescale compliance. Demand for EHC assessments has risen by 42% in 2021 on the previous year, and the service is forecasting a further 25% increase in requests this year. National shortages of essential practitioners (i.e., Ed Psychs, Speech and Language therapists) also impacts compliance.

We are working to increase capacity of teams and professional roles essential to the assessment process and reducing demand for statutory assessment via SEND Strategy and Transformation activity. There is rigorous management grip on output to ensure it is achieving optimum level against available resource, alongside a recruitment and retention strategy for Educational Psychologists, and broader

strategic work with educational establishments to build capacity and capability to meet children's SEND without the need for an EHCP.

3.14 Community and Environmental Services

Measures	Performance Q4	Performance Q1	Target	Trajectory
% of businesses brought to compliance	98.42%	99%	95%	Improving 
% of high-risk fire safety audits completed	70%	100%	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)	85.10%	72.3%	80%	Deteriorating 
% of high-risk home fire safety visits carried out	47%	47.78%	90%	Static 
Number of museum visits	14,981	23,872	14,791	Improving 
Participation of Early Years Foundation Stage activity in libraries	14,373	13,314	11,575	Improving (Target Change from last Quarter) 
% of learning delivered to the most deprived wards in Norfolk	41%	40%	40%	Deteriorating 
% waste recycled at Recycling Centres	63.03%	72.89%	70%	Improving 
% of defects dealt with within timescales	97.20%	90%	92.5%	Deteriorating 
Customer satisfaction (with council services)	91%	88%	90%	Deteriorating 
Healthy Life Expectancy at birth for male and female (annual)	2	2	2	Static 

3.15 Of the 12 performance measures, 2 are measured “red” (one of which has remained so for the last 2 reporting periods), 2 “Amber”. These areas and the associated responses and corrective measures are as below –

3.16 Vital Sign 206: % 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). Target 80%. Current performance 72.3%. Deteriorating trajectory.

Fire and Rescue have dealt with one of their busiest summers on record. There were many more incidents, especially wildfires, than earlier periods. Each of these incidents typically required more pumping appliances committed to each incident, each for longer periods of time than normal. For example, in July there were about 2,000 pump mobilisations compared to about 1,000 in June. In July pumping appliances were committed for about 2,200 hours compared to just over 700 hours in June. The service managed these demands well and were able to make early decisions on Major and Critical Incidents being declared.

During the period of high demand, we took mitigation steps such as calling on other fire and rescue services to support Norfolk. We moved some on-call crews to Wholetime status. We moved available crews to Standby locations. While we have largely returned to normal service, this is weather dependent.

3.17 Vital Sign 207: % of high-risk home fire safety visits carried out. Target 90%. Current Performance 47.78%. Static trajectory.

Prevention activity is a priority for Norfolk Fire and Rescue Service and significant progress has been made to create extra capacity in this area. The current model uses a significant proportion of wholetime firefighter time, and therefore needs to be balanced with operational demands. In addition, extreme weather conditions and major fires have increased our referral numbers from our lower risk communities and providing advice and reassurance to these groups has also taken resource not reflected in the vital sign figures. For our higher risk groups, we are currently receiving more complex case referrals from Adult Social Care which take more resource in supporting individual needs.

To increase overall capacity wholetime watches (apart from during spate conditions) are now trained and able to start to ramp up productivity in this area, and we are standing up on-call stations and modified duty staff to allow for additional completion.

We have also been addressing some continued staff absences due to ill-health that are impacting on the performance of the core team and we expect to see improved to see output levels in September/ October.

This is dramatically affecting our output.

3.18 Vital Sign 216: % of defects dealt with within timescales. Target 92.5%. Current Performance 90%. Deteriorating trajectory.

The recent drop in performance relates to the recent hot weather period experienced over the summer. A number of highway treatments, such as road patching works, use hot or heated materials. For safety and wellbeing reasons, operatives working with hot materials had their working patterns changed and working time during the hottest part of the day reduced, to minimise their exposure to heat. This has temporarily reduced productivity and programme delivery over the summer. In addition, some crews were also reallocated to deal with emerging heat related emergencies on the network. The Contractors are now prioritising recovering this temporary drop in performance.








3.19 Vital Sign 212: Customer satisfaction (with council services)" Target 90%. Current performance 88%. Deteriorating trajectory.

Proportion of completed email surveys increased in July 22, with a satisfaction rating of 55%. With the majority of customers leaving feedback being applicants for Blue Badges (we are currently in our Tri annual peak for Blue Badge renewals). The

dissatisfaction reasons varied from people being refused badges to problems with the online payment system and delays with OT assessments.

To mitigate the performance, 3rd party payment issue now rectified (this impacted a range of services, not just Blue Badge) and we are close to moving our OT assessments to another provider.

3.20 Finance and Commercial Services

Measures	Performance Q4	Performance Q1	Target	Trajectory
Property - Savings target delivered	£650,000	£50,000	£50,000	Deteriorating 
Capital receipts for land sold, that will be counted as part of overall capital receipts	£2,558,915	£643,150	£5,000,000	Deteriorating 
Savings targets delivered	£37,349,000	£28,434,000	£28,434,000	Improving 
FES - Debt recovery	94%	90%	85%	Deteriorating 
Payment performance - % of invoices paid within 30 days of receipt	99%	97.50%	98%	Deteriorating 
Level of borrowing / debt	£854,243,000	£853,046,000	£855,401,000	Improving 
Reserves forecasts (Annual)	£160,809,000	£146,692,000	£74,181,000	Improving 
Capital monitoring- Profiled projected annual spend vs actual to date	100%	21%	10%	N/A

3.21 One performance measure is “red” and 1 classed as “amber”, as outlined below

3.22 Vital Sign 401: Capital receipts for land sold, that will be counted as part of overall capital receipts. Target £5,000,000 Current Performance £643,150.00. Deteriorating trajectory.









Timing variance in the disposal of assets. The plan is flat phased, but actual disposals happen at certain points in time in the year.

There are 2 large land disposals planned for August 2022 which will address the performance variation to date.

3.23 Vital Sign 406: Payment performance - % of invoices paid within 30 days of receipt. Target 98%. Current Performance 97.5%. Deteriorating trajectory.

Payment performance dipped slightly from 98% to 97.5% in July. This is due to a slight build up in invoices awaiting payment from June. Additional work has been undertaken to bring the payment performance back up to the 98% target of invoices paid within 30 days of receipt.

3.24 Strategy and Transformation

Measures	Performance Q4	Performance Q1	Target	Trajectory
New employee retention (24+ months)	68%	66%	70%	Deteriorating 
Sickness absences - % lost time	3.70%	3.10%	3.50%	Improving 
Adults Social Worker Vacancies - % establishment filled (Grade I – L)	95%	100%	90%	Improving 
Absence due to mental health as a % of lost time due to sickness absence (*note measure has changed since quarter 4 and is no longer based on overall absence time)	36%	0.98%	1.2%	Improving 
Children's Social Worker Vacancies - % establishment filled (Grade I – L)	84%	99%	90%	Improving 
I believe I can make a difference by giving you my views (baseline)	61	59	N/A	Deteriorating 
Employee Engagement - A 2-point improvement in our satisfaction score	66	63	66	Deteriorating 
Employee Engagement - a 2-point improvement in our employer contribution score	66	65	64	Deteriorating 

3.25 1 “red” cause for concern that has moved from Amber to Red across the last two reporting periods, and 1 “amber” that are highlighted as –

3.26 Vital Sign 500: New employee retention (24+ months). Target 70%. Current performance 66%. **Deteriorating Trajectory**

Although a slight drop in percentage terms overall this figure remains broadly consistent. There's likely to be a combination of factors influencing levels at the moment. Currently the recruitment market is very buoyant, so more opportunities for employees elsewhere. The cost-of-living increases are also likely to impact employees with less service, their salary levels will be lower than longer term employees working at the same grade.

One of the outcomes of the Strategic Review will be a clear Career Families offer, which will give clearer career path support to employees, highlighting options on career choice. Work is being done to broaden the appeal of Reward packages such as Cycle to Work, Buying Additional Leave, and we continue to look for opportunities to introduce new offers and reward packages that can be made available to employees.

3.27 Vital Sign 512: Employee Engagement - A 2-point improvement in our satisfaction score. Target 66. Current Performance 63%. **Deteriorating trajectory.**

This year's employee survey results have generally reflected a stabilising picture following the pandemic. It's likely that many employees reported higher levels of satisfaction in 2021 due to the Council's response to the pandemic and the support put in place for employees at this time. As hybrid working becomes more embedded to normal working routines, so employee satisfaction scores have stabilised.

The strategic review is likely to be unsettling for many employees during 2022-23 and it's unlikely that we will see significantly improved employee survey results in 2023. However, continued embedding and support for hybrid working together with the roll-out of leader and manager workshops on Engaging Leadership should help to maintain or improve employee satisfaction scores during a period of significant change. We continue to review the employer offer and improve this where possible.

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

13. Background Papers

13.1 None

Officer Contact

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Report to Cabinet

Item No. 17

Report Title: Finance Monitoring Report 2022-23 P5: August 2022

Date of Meeting: 3 October 2022

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

Is this a Key Decision? No

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

Introduction from Cabinet Member

This report gives a summary of the forecast financial position for the 2022-23 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2023, together with related financial information.

Executive Summary

Subject to mitigating actions, on a net budget of £464.123m, the forecast revenue outturn for 2022-23 at the end of period 5 (August) is **a £4.735m overspend (1.02% of net budget)** after taking into account use of £31.125m Covid reserves brought forward from 2021-22 to meet Covid pressures in 2022-23.

General Balances are forecast to be **£23.840m** at 31 March 2023 following transfers of £0.077m from non-Covid related savings and Finance General underspends at the end of 2021-22. Service reserves and provisions (excluding the Dedicated Schools Grant reserve) are forecast to total **£148.968m**.

Covid-19 financial pressures are taken into account in the forecasts in this report. Details of these pressures and progress on achieving savings are addressed in detail in this report.

Recommendations:

1. To recommend to full Council the addition of **£177.144m** to the capital programme to address capital funding requirements funded from various external sources as set out in detail in capital Appendix 3, paragraph 4.1 as follows:
 - £1.044m uplift to Childrens Services capital projects, including £0.963m update to Section 106 Developer contributions
 - £4.5m uplift to Section 106 Developer contributions to Highways capital projects for future years
 - £171.599m grant funding updates from the Department of Transport for various capital projects

2. Subject to full Council approval of recommendation 1 to delegate:
 - 3.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary.
 - 3.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 3.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To recognise the period 5 general fund revenue forecast of a £4.735m overspend (1.02% of net budget), noting also that Executive Directors will take measures to reduce or eliminate potential over-spends where these occur within services;
4. To recognise the period 5 forecast of 97% savings delivery in 2022-23, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
5. To note the forecast General Balances at 31 March 2023 of **£23.840m**, assuming the Council will mitigate the overspends reported in P5.
6. To note the expenditure and funding of the revised current and future 2021-26 capital programmes.

1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2022-23, to assist members to maintain an overview of the overall financial position of the Council.

2. Proposals

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored, and corrective action taken when required.

3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, including the implications of the Covid-19 pandemic, together with a number of other key financial measures.

4. Evidence and Reasons for Decision

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

Appendix 1 summarises the revenue outturn position, including:

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

Appendix 2 summarises the key working capital position, including:

- Treasury management
- Payment performance and debt recovery.

Appendix 3 summarises the capital outturn position, and includes:

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

- 4.2. Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 3 section 4.

5. Alternative Options

- 5.1. To deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been identified to fund the expenditure, apart from the funding noted in Appendix 3.

6. Financial Implications

- 6.1. As stated above, the forecast revenue outturn for 2022-23 at the end of P5 is a **£4.735m overspend**, linked to a forecast 97% savings delivery. Forecast outturn for service reserves and provisions is **£148.968m**, and the general balances forecast is **£23.840m**. COVID reserves of **£31.125m** have been brought forward to off-set additional one-off expenditure resulting from on-going infection control measures in place to prevent any further Covid-19 outbreaks in 2022-23.
- 6.2. Where possible service pressures have been offset by underspends or the use of reserves. A narrative by service is given in Appendix 1.
- 6.3. The Council's capital programme is based on schemes approved by County Council in February 2022, including previously approved schemes brought forward and new schemes subsequently approved.

7. Resource Implications

- 7.1. None, apart from financial information set out in these papers.

8. Other Implications

8.1. Legal Implications

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2022-23 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2022-23 Budget. An overall summary Equality and rural impact assessment report is included on page 305 of the Monday 21 February 2022 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

8.4 Data Protection Impact Assessments (DPIA)

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

9. Risk Implications/Assessment

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2022 to incorporate the 2022/23 budget and Medium-Term financial strategy 2021 - 2026 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium-Term Financial Strategy and setting robust budgets within available resources.
- 9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Executive Director of Finance and Commercial Services has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. The Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 2022-23.

10. Select Committee comments

- 10.1. None

11. Recommendation

- 11.1. Recommendations are set out in the introduction to this report.

12. Background Papers

- 12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 305

Officer Contact

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Appendix 1: 2022-23 Revenue Finance Monitoring Report Month 5

Report by the Executive Director of Finance and Commercial Services

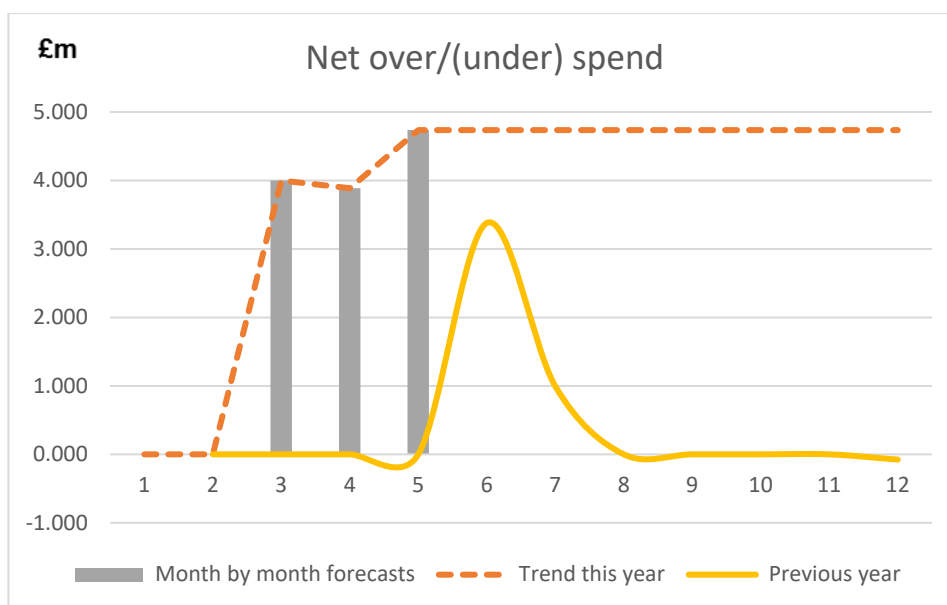
1 Introduction

- 1.1 This report gives details of:
- the P5 monitoring position for the 2022-23 Revenue Budget
 - additional financial information relating one-off funding, cost pressures and delivery of savings initiatives
 - forecast General Balances and Reserves as at 31 March 2023 and
 - other key information relating to the overall financial position of the Council.

2 Revenue outturn – over/(under)spends

- 2.1 At the end of August 2022, a £4.735m overspend is forecast against a net budget of £464.123m.

Chart 1: forecast /actual revenue outturn 2022-23, month by month trend:



- 2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and overspends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

Table 1: 2022-23 forecast (under)/overspends by service

Service	Revised Budget	Cost Pressures	(Under spends/ Savings)	Earmarked Reserves & Provisions Utilised	Net (under)/ overspend	%	R A G
	£m		£m		£m		
Adult Social Care	263.184	2.826	-2.826	0	0	0%	G
Children's Services	189.065	6.000	0	-1.000	5.000	2.6%	A
Community and Environmental Services	166.135	0.851	-0.620	-0.231	0	0%	G
Strategy and Transformation	8.759	0.336	-0.473	0.137	0	0%	G
Governance Department	1.960	0.181	-0.364	0.183	0	0%	G
Finance and Commercial Services	33.451	0.908	-0.056	-0.488	0.364	1%	A
Finance General	(198.431)	0.320	-0.949	0	-0.629	0.3%	G
Total	464.123	10.571	-4.668	-1.168	4.735	1.02%	A

Notes:

- 1) the RAG ratings are subjective and account for the risk and both the relative (%) and absolute (£m) impact of overspends.
- 2) Earmarked reserves and provisions were set aside in 2021-22 in order to meet and fund additional pressures in 2022-23.

- 2.4 **Children's Services:** The forecast outturn as at Period 5 (end of August 2022) is an overspend position of £5m, presuming use of budgeted reserves and (£1m) of additional reserves to mitigate the in-year pressures.
- 2.5 This forecast highlights the pressures within social care placements, £4m, and special educational needs and disabilities home to school transport, £2m. The demand-led nature of these services, the medium-term impact of Covid-19 and the rise in fuel prices, are on-going cost pressures are outside of the Council's control. These cost pressures coupled with the uncertainties around operational efficiencies and challenging market forces reflect the national picture for Children's Services.
- 2.6 The increased cost pressures in this report reflects increased demand for placements, in particular for a small number of children and young people with the most complex needs where there continues to be a lack of sufficiency in the market. These pressures are reflected nationally across many local authorities and these stresses in the system continue to be bring potential challenge to the delivery of the full savings programme committed for this financial year. Management action is being taken to fully understand the implications as well as to take action to mitigate the pressures. This includes working closely with system partners to find solutions.
- 2.7 Key financial drivers the service experiences are consistent with the last financial year. The pandemic has had a substantial impact. One area causing significant

pressure is the court system and the significant delays that continue to be seen. Such delays are resulting in significant additional costs to NCC (for example, lengthier placements preadoption, additional preparation for court when cases are delayed or postponed, etc.) as well as affecting the outcomes for children. The department, along with NPLaw, are taking action to mitigate the impact wherever possible.

2.8 Additionally, the factors previously identified have not eased off and, in many cases, have continued to increase, with many elements being unpredictable in nature and close review will be maintained of these:

- lack of supply of placements is significantly impacting our ability to purchase the right placements at the right cost.
- An unhelpfully rigid approach from the regulator (Ofsted) - challenging care settings in a way which makes them unwilling to work with young people with complex needs or drives a demand for very large packages of additional support.
- the continued worsening of emotional wellbeing and mental health amongst children, young people and parents,
- A significant rise in 'extra familial harm', including county lines and exploitation of young people.
- An underlying trend of increasing special educational needs and disabilities, including some children with complex disabilities surviving into later childhood as a result of medical advances.
- An additional strain on families as a result of the pandemic and hidden harm with families locked down together.
- The demand-led aspects of placement and transport provision for children with special needs.
- The shortage in housing available for post-18 year olds.
- Ongoing shortages of staff in key professional specialisms

Furthermore, the cost-of-living crisis is an additional factor that has emerged in recent months, and it is currently unclear what impact this may have upon demand as well as our own workforce.

2.9 In addition to these ongoing pressures, the rate of inflation has increased significantly (as seen across the whole Council) since the budget was set. This is impacting upon a significant number of areas of external spend for Children's Services including social care placement costs and particularly for fuel for transport providers. The impact of these inflationary pressures will be kept under close review as the year progresses.

2.10 Children's Services continues to undertake a substantial transformation programme to both improve outcome for children and young people as well as delivering financial savings. Management action continues to be taken within the department to minimise and, where possible, mitigate the financial risks and pressures faced.

2.11 **Adult Social Services:** The forecast outturn as at Period 5 (end of August 2022) is a balanced position. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty, especially in the last 24 months. The ASC service is still managing its recovery from the pandemic alongside delivering significant transformation and planning for the upcoming Social Care Reform. Within its recovery programme there is a significant emphasis on reducing the backlogs that have developed over the past 18+ months. A critical

element of the financial position for the department will be the effective management of this work and the financial outcomes that ensue. At present the level of backlogs have not significantly reduced, and therefore much uncertainty remains in the financial implications of the work to reduce these.

- 2.12 As over 70% of the ASC budget is spent with independent providers, it is only right to acknowledge the financial risk the current economic conditions may place on these care markets. Whilst the Council was able to invest £18m into the market as part of its 2022/23 fee uplift, the continued economic uncertainty may well have a destabilising impact on individual providers. The price pressure in the economy comes at a time when Central Government have equally stopped some of the provider grants distributed during the pandemic, such as the infection control grant, that has provided over £50m of funding to Norfolk providers in the last 2 years.
- 2.13 The department continues to work with its partners in the Integrated Care System (ICS) to manage system pressures around hospital discharge both from acute hospital and the wider Transforming Care Programme. The ICS itself continues to operate in a challenging financial environment. The ICS were awarded additional funding towards hospital discharge support. NCC have worked with the ICS to secure £3.7m of this funding towards paying for Social Care initiatives that create capacity over the upcoming winter period.
- 2.14 As described in the saving section of this report, the risks previously raised around our savings programme have now led to us declaring an under-delivery of our 22/23 programme. Our short-term residential placements continue to be high compared to our budget. The health and care system approach to developing intermediate care solutions will be critical to our ability to manage this pressure. Furthermore, our housing programme has fallen slightly behind its original build profile and therefore this has had a knock-on-effect on the revenue savings it facilitates.
- 2.15 Both internally to the department, and within the wider care sector, availability of staff continues to be a challenge. Whilst in the interim, internal vacancies will continue to produce staffing underspends, longer term the ability to manage the care budget is predicated on good quality social care, undertaken in a timely way to truly prevent, reduce and delay need.
- 2.16 Whilst recognising the uncertainties described above, the level of ASC departmental reserves to manage these risks in the short term remain strong. Longer term, the financial implications of the upcoming reform of Social Care will continue to be unpacked and built into the Medium Term Financial Strategy (MTFS).
- 2.17 **CES:** We are currently forecasting an overall balanced outturn position, however due to a number of factors we are seeing pressure on income budgets particularly with admissions income within the Museums service, where we are currently forecasting a £0.851m pressure, this is in line with the regional and national picture.
- 2.18 The forecast pressures are offset by forecast underspends in Fire, Growth and development and performance and governance largely due to the management of vacancies, additional income and the use to of the departmental business risk reserve.

- 2.19 Waste volumes at Recycling Centres and kerbside collections have been highly volatile over the last two years. The budget allows for an increase in waste volumes, we continue to monitor volumes closely and the long term impacts on the budget.
- 2.20 **Corporate services:** The Strategy and Transformation and Governance directorates are forecasting a balanced position with usage of reserves
- 2.21 Finance and Commercial Services is forecasting an overspend of £0.364m for this period, due to the rise in inflation, petrol and utilities, which have impacted contracts, especially within Property Services.
- 2.22 **Finance General:** Finance General forecast for P5 is an underspend of £0.629m. Savings of £0.391m in interest payable on borrowings were secured from last year's borrowing at the low long term PWLB rates and additional interest receivable forecasted of £0.588m is offset by additional COVID cost pressures of £0.266m. Miscellaneous savings in other budgets makes up the additional £0.054m cost pressures in P5.
- 2.23 The forecast assumes a 3% pay inflation uplift for 2022-23 in line with the budget setting assumptions. However, the local government national pay negotiations with the trade unions have highlighted the inflationary cost pressures on the National Living Wage which in turn could potentially result in a higher than budgeted pay inflation for 2022-23. The unions are due to provide their responses by the end of October 2022. The Council's officers will monitor the negotiations to ensure that risks to the current forecast are highlighted and future cost pressures are reflected.
- 2.24 The forecast also assumes use of £31.125m Covid reserves brought forward from 2021-22 to mitigate Covid related expenditure where appropriate and necessary to maintain a balanced budget
- 2.25 Further details are given in Appendix 1: Revenue Annex 1.

3 Approved budget, changes and variations

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

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

Service	Approved net base budget	Revised budget P5
	£m	£m
Adult Social Care	263.184	263.184
Children's Services	189.065	189.065
Community and Environmental Services	166.162	166.135
Strategy and Transformation	8.759	8.759
Governance Department	1.960	1.960
Finance and Commercial Services	33.424	33.451
Finance General	-198.431	-198.431
Total	464.123	464.123

Note: this table may contain rounding differences.

- 3.2 There were some minor budget transfers between services in August 22, however the Council's net budget for 2022-23 remains unchanged.

4 General balances and reserves

General balances

- 4.1 At its meeting on 21 February 2022, the County Council agreed a minimum level of general balances of £23.268m in 2022-23. The balance at 1 April 2022 was **£23.840m** following transfers of £0.077m from non-Covid related savings and Finance General underspends at the end of 2021-22. The forecast for 31 March 2023 is £23.840m, assuming that the Council will achieve a balanced budget by the end of the financial year.

Reserves and provisions 2022-23

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2022. Actual balances at the end of March 2022 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.
- 4.3 The 2022-23 budget was approved based on a closing reserves and provisions (excluding DSG reserves) of £144.987m as at 31 March 2022. This, and the latest forecasts are as follows.

Table 3: Reserves budgets and forecast reserves and provisions

Reserves and provisions by service	Actual balances 1 April 2022	Increase in March 2022 balances after budget setting	2022-23 Budget book forecast 1 April 2022	Latest forecast balances 31 March 2023
	£m	£m	£m	£m
Adult Social Services	45.909	18.738	27.171	17.208
Children's Services (inc schools, excl LMS/DSG)	17.398	8.881	8.517	16.287
Community and Environmental Services	65.814	13.745	52.069	59.377
Strategy and Transformation	2.466	0.725	1.741	2.777
Governance	2.045	1.073	0.972	2.228
Finance & Commercial Services	3.793	1.234	2.559	2.281
Finance General	56.237	18.950	37.287	32.933
Schools LMS balances	17.888	3.217	14.671	15.877
Reserves and Provisions including LMS	211.550	66.563	144.987	148.968
DSG Reserve (negative)	-53.976	0.348	-54.324	-73.616

- 4.4 Covid grants and other grants and contributions brought forward as at 31 March 2022 resulted in reserves and provisions being £66.563m higher than had been assumed

at the time of budget setting. However, it is assumed that the majority of these reserves will be used for service provision during 2022-23. The latest forecast net total for reserves and provisions at 31 March 2023 has decreased by £62.582m when compared with the opening balance at 1 April 2022 bringing the forecast closer to the budget book outlook.

- 4.5 **Dedicated Schools Grant (DSG):** The latest forecast DSG Reserve is based on the latest modelling of the Dedicated Schools Grant (DSG) Recovery Plan after the 2021-22 outturn and early data. An in-year deficit of £19.64m is forecast, an increase of c. £1.7m compared to the budgeted deficit. This increase has primarily been caused by additional requests by mainstream schools for funding to support children with high level SEND to remain in their schools, thus avoiding more costly special school provision. This will increase the DSG Reserve to £73.616m by 31 March 2023. It should be noted that this remains an early forecast, before the new academic year in September when there can be significant changes to placements.
- 4.6 The areas of most significant cost pressure continue to be independent school placements along with post-16 provision and maintained special school placements. These will continue to be kept under close review given the demand-led nature of these budgets.
- 4.7 These budgets will continue to be kept under close review. Officers have also raised concerns about the imbalance in the market with representatives of the DfE and requested support regarding regulation, to better support the control of costs and improving the outcomes for children and young people within these placements.
- 4.8 Despite the pandemic, significant work by the NCC, Norfolk Schools Forum and the wider system continues to take place as part of the Children's Services Transformation Programme both to ensure that the right specialist provision is in the right place to meet needs (i.e. the capital investment), whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 4.9 NCC reports the forecast position each term to the Norfolk Schools Forum, in line with DfE expectations and feedback from the Forum continues to be sought.
- 4.10 Sustainable funding for the High Needs Block continues to be pursued and NCC responded to a DfE consultation regarding revising the historical basis for the national funding formula for HNB; this consultation suggested that Norfolk has been under-funded for a number of years and, even if the proposals are implemented, will continue to be under funded due to a capping system. The DSG allocations for 2022-23 included the outcome of this consultation; unfortunately, for Norfolk, the final historical adjustment has been capped at a lower level than the consultation, meaning that level of under-funding for Norfolk continues and is exacerbated.
- 4.11 Norfolk has been investing significant capital monies in the creation of additional specialist places in existing state-funded schools alongside the building of new special schools and specialist resource base provision. Without this investment, the deficit position would have been significantly higher on the basis that the independent sector continues to expand in line with demand. Officers have also fed back to the DfE regarding the vital role that capital investment could play in supporting the recovery of the High Needs Block, to enable placements to move from expensive independent provision into maintained / academy / free special schools. Sufficient capital investment has not been forthcoming from central government for

many years and whilst there have been recent announcements of some additional monies, these need to be just the starting point if there is to be sufficient supply of state-funded specialist provision to fully meet the place needs of children with high SEND. Additionally, Officers have fed back that it is key that the funding announced is directed to those authorities where it would deliver the biggest benefit.

4.12 Due to the significant deficit that Norfolk continues to experience with the High Needs Block, Norfolk has been invited by the DfE to take part in the 'Safety Valve' programme. Officers have been undertaking significant engagement with the DfE and their advisors to develop a multi-year proposal that could take advantage of the potential opportunities offered through the programme for Norfolk to bring the in-year position back to balance whilst also identifying how the deficit can be repaid. A further update will be provided when this is available.

4.13 Following significant delay, the outcome of the national major review into support for children with special educational needs following the implementation of the SEND Reform Act 2014 has been published as a Green Paper: [SEND Review: Right Support, Right Place, Right Time](#). The DfE are currently holding a consultation upon the proposals, which the Council will be responding too. If implemented, the proposals could have a significant impact, including financial implications. Further updates will be provided when this is available.

4.14 Provisions included in the table above

The table above includes forecast provisions of £30.718m comprising:

- £10.0m insurance provision,
- £12.914m landfill provision (this provision is not cash backed),
- £5.011m provisions for bad debts,
- £2.681m business rates appeals provision, and
- £0.111m of payroll related provisions.

5 On-going Covid-19 financial implications

5.1 Whilst the pandemic is officially over, there are on-going impacts on service provision and demand for support from Council services. The council has carried forward £31.125m grant funding received from central government in 2021-22 to mitigate any on-going risks and cost pressures associated with addressing the service needs arising from COVID-19.

5.2 Covid-19 funding brought forward is as follows:

Table 4a: Covid-19 funding

Funding	Actual 2022-23 £m
Covid reserves brought forward	
Norfolk Assistance Scheme	0.206
Wellbeing for education recovery grant	0.031
Fire Home Office Grant	0.196
Covid-19 Bus Services Support Grant	1.077
Contain Outbreak Management Fund	9.285

Community Testing Funding	1.223
Omicron Support Fund	0.278
COVID-19 MHCLG Grant Tranche 5	18.829
Funding to be carried forward into 2022-23	31.125

Cost pressures

- 5.3 The costs and income pressure relating to Covid-19 vary from the overall Council forecast balanced budget position shown in this report. This is due to non-Covid-19 related actions put in place by Chief Officers to mitigate the financial impacts of the pandemic.

6 New / confirmed funding

- 6.1 **Household Support Fund:** On 29 April 2022 the government set out the basis of the extension of the fund to 30 September 2022. On 26 May 2022, the Chancellor announced an extra £500m funding, extending the fund until March 2023. The objective of the fund is to provide support to vulnerable households in most need of help with significantly rising living costs. The indicative funding allocation for the first half of 2022-23 is £6.696m. Further guidance is expected soon on the additional funding to be received in the second half of 2022-23.
- 6.2 **Homes for Ukraine Fund:** The DLUHC provided confirmation on 29 April 2022 of funding of £5.618m for 535 individuals across Norfolk. This funding will be initially received by Norfolk County Council and dispersed to the local district councils to provide financial support to refugees and their host families
- 6.3 **Adult Social Care Reform Implementation funding:** The Department of Health and Social Care (DHSC) announced on the 15th June 2022 £15.5m of national un-ringfenced Section 31 grant towards supporting the preparation of implementing Governments reform of Social Care. For Norfolk, this is £0.097m of one-off funding in 2022/23.

7 Budget savings 2021-22 summary

- 7.1 In setting its 2022-23 Budget, the County Council agreed net savings of £28.434m. Details of all budgeted savings can be found in the 2022-23 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 7.2 The latest monitoring reflects total forecast savings delivery of £27.534m at year end.

7.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2022-23 savings forecast

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	10.465	12.088	3.496	0.439	0.200	-0.134	1.880	28.434
Period 5 forecast savings	9.565	12.088	3.496	0.439	0.200	-0.134	1.880	27.534
Savings shortfall (net)	0.900	0.000	0.000	0.000	0.000	0.000	0.000	0.900

Commentary on savings risk areas

7.4 The forecast savings for 2022-23 as at July 2022 is £27.534m against a budgeted savings target of £28.434m. A shortfall of £0.900m has been reported in Adult Social Services with further details in note 7.7 below. Some saving programmes have highlighted risk areas which will need to be kept under review. Any updates to the forecast delivery of savings will be included in future monitoring to Cabinet.

Adult Social Services

- 7.5 Adult Social Services has a £10.465m savings target comprised of recognising additional benefits from the existing savings initiatives (ASS030), delivering market utilisation efficiencies through contract performance management (ASS031), continued implementation of the Learning Disabilities transformation programme (ASS032) and a strategic refocus of investment in Intermediate Care Services (ASS039).
- 7.6 We are pleased to report that our major departmental transformation “Connecting Communities”, working with our strategic partner, is underway and beginning to shape and pilot new approaches. This programme is working at pace to deliver a new model of care and refocus on early prevention.
- 7.7 This month, Adults are reporting £9.565m of savings delivery this year against the target of £10.465m. The £0.900m shortfall relates to the profile of savings expected from the Supported Housing Programme this year. The delay is due to Covid and the current planning issues around nutrient neutrality which has meant that the timing of savings delivery associated with the Programme has been impacted.
- 7.8 Short Term Offer (prior year saving) - Our short-term residential placements continue to be at significantly high levels compared to our budget due to the amount of pressure the health and care system are under. The system has begun to shift to a

community-based recovery model which will be critical in our ability to manage this pressure in the longer term. However, for this year this continues to be an issue.

- 7.9 There are emerging risks which may mean in future periods some of the other savings will need to have adverse forecasts applied to them. This includes the Norse Care saving – where there is currently delay to the transformation programme whilst the whole estate is being reviewed.

Children's Services

- 7.10 Whilst it is currently anticipated that all budgeted savings within Children's Services will be delivered in 2022-23, the department is facing significant pressures as reported in para 2.6 above. These will potentially challenge full delivery of the department's £12.088m savings target primarily derived from early intervention and prevention work (CHS001) and significant transformation work undertaken in 2021-22 (CHS002) and transformation of the care market (CHS003). Management action is being taken to fully understand the implications as well as to take action to mitigate the pressures.
- 7.11 The forecast continues to assume that savings will be delivered during the remainder of the financial year; significant deviation from these plans could result in an increase to the forecast. Therefore, expected delivery of savings will continue to be kept under close review.

2023-24 to 2025-26 savings

- 7.12 Budget setting in 2022-23 saw the approval of £9.159m savings for 2023-24, £8.200m for 2024-25. The deliverability of these savings, including any 2022-23 savings that are permanently undeliverable, will be considered as part of the budget setting process for 2023-27.

Revenue Annex 1

Forecast revenue outturn

Revenue outturn by service

The forecast net balanced budget is a result of a range of underlying forecast over and underspends which are listed below.

Revenue budget outturn by service – detail

	Revised Budget	Overspend	Under spend	Forecast net spend
		£m	£m	
Adult Social Services				
Forecast over / (under) spends		2.826	-2.826	
Net total	263.184		0	263.184
Children's Services				
Social Care		4.000		
Learning and Inclusion		2.000		
Use of Transport Equalisation Reserve				
Use of Business Risk Reserve			-1.000	
Forecast over / (under) spends		6.000	-1.000	
Net total	189.065		5.000	194.065
Community and Environmental Services				
Culture and Heritage		0.821		
Fire Service			-0.100	
Growth and Development			-0.155	
Performance and Governance			-0.295	
Public Health			-0.070	
Business risk reserve			-0.231	
Forecast over / (under) spends		0.821	-0.821	
Net total	166.135		0	166.135
Strategy and Transformation				
Reserves additions/(use of)		0.137		
Various over/ (under) spends		0.336	-0.473	
Forecast over / (under) spend		0.473	-0.473	
Net Total	8.759		0	8.759
Governance				
Coroners costs		0.181		
Net underspends			-0.064	
Elections			-0.300	
Business Risk Reserve		0.183		
Forecast over / (under) spend		0.364	-0.364	
Net Total	1.960		0	1.960

	Revised Budget	Overspend	Underspend	Forecast net spend
Finance and Commercial Services				
<i>Cost pressures in Property and Finance</i>		0.908		
<i>Net underspends</i>			-0.056	
<i>Use of Reserves</i>			-0.488	
Forecast over / (under) spend		0.908	-0.544	
Net Total	33.451		0.364	33.815
Finance General				
<i>Interest on balances – updated interest payable forecasts for external borrowing taken earlier in the prior year to secure lower fixed interest rates</i>			-0.391	
Interest receivable			-0.558	
COVID-19 additional costs		0.266		
Miscellaneous other over and under spends		0.054		
Forecast over / (under) spend		0.320	-0.949	
Net total	-198.431		-0.629	-199.060
TOTAL	464.123			468.858

Revenue Annex 2 – Dedicated Schools Grant Reserve

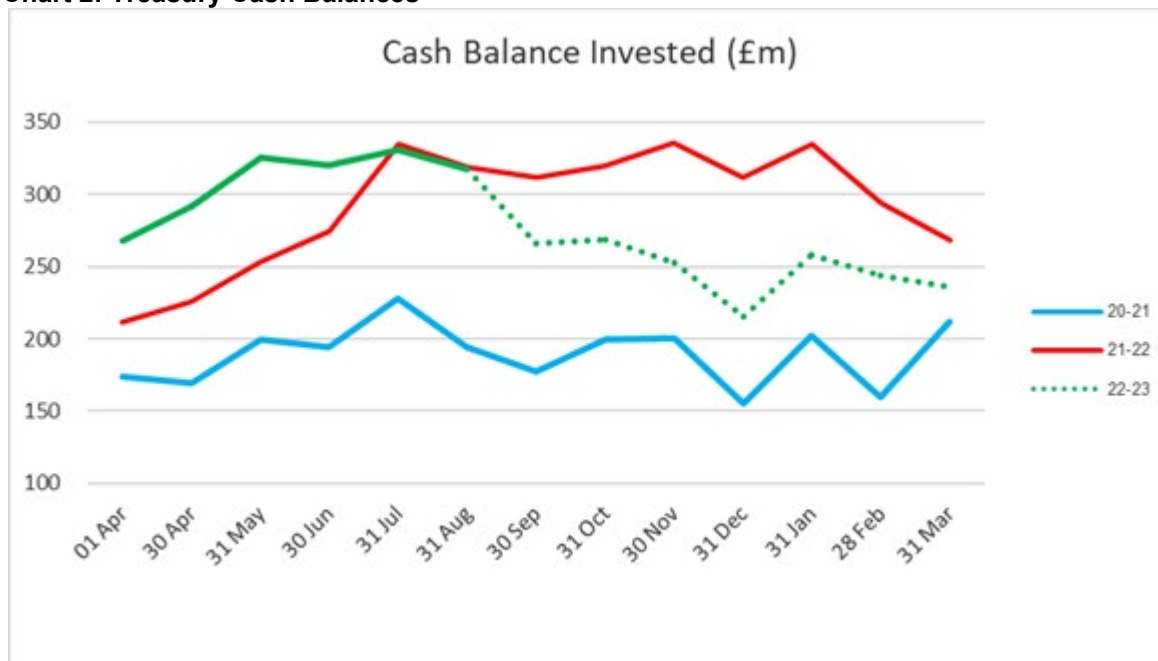
Dedicated schools grant	Reserve as at 31 Mar 22	Revised Budget (A)	Budgeted Reserve as at 31 Mar 23	Forecast Spend (B)	(Over) / under spend A-B	Forecast Reserve as at 31 Mar 23
High Needs Block		17.924		-19.640	1.716	
Increase in net deficit to be carried forward		-17.924				
Forecast (over) / under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

Appendix 2: 2022-23 Balance Sheet Finance Monitoring Report Month 5

1 Treasury management summary

- 1.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last two financial years to March 2022, and projections to March 2023.

Chart 2: Treasury Cash Balances

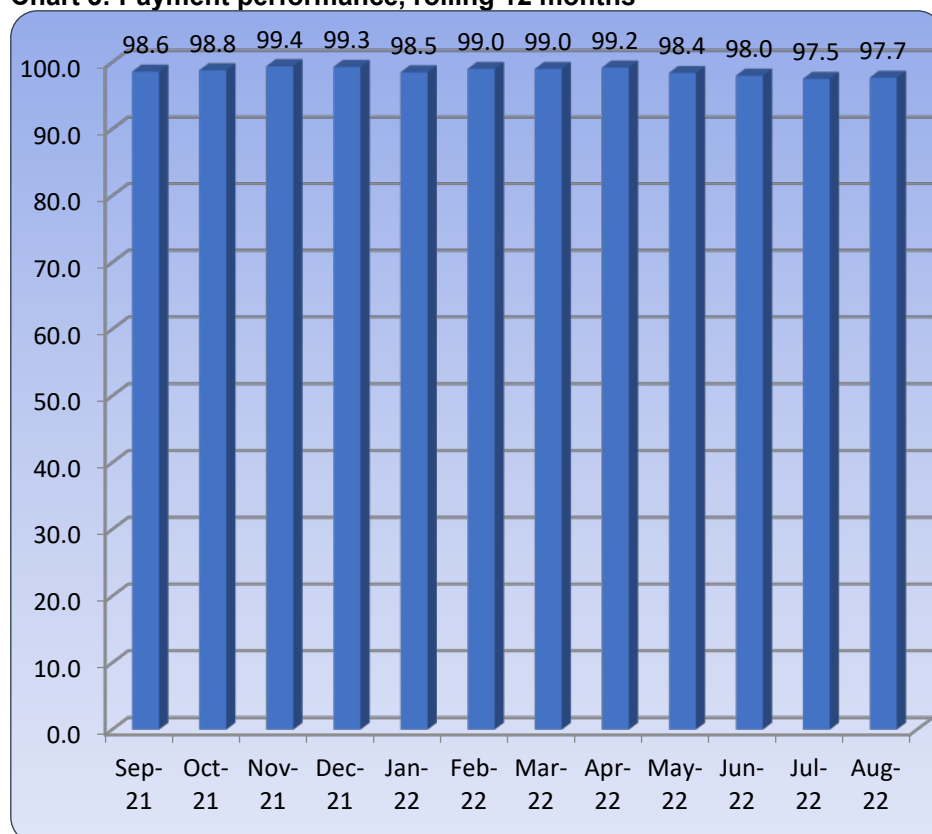


- 1.2 The Council's Treasury Strategy assumes that £80m may be borrowed in 2022-23 to fund capital expenditure in year. The forecast cash flow above assumes that this amount will be borrowed over the course of the financial year, resulting in a closing cash balance of approximately £236m. If in order to minimise the cost of carrying unnecessary borrowing, no borrowing was to take place before 31 March 2023, then the projected year-end cash balances will be approximately £156m.
- 1.3 The Council has healthy cash balances for the immediate future with cash balances of £317.6m as at the end of August 2022. The P5 forecast of Interest receivable from treasury investments held by the Council is £0.914m; which is £0.317m higher than budget.
- 1.4 PWLB and commercial borrowing for capital purposes was £853.046m at the end of August 2022. The associated annual interest payable on existing borrowing is £31.379m.
- 1.5 The forecast interest payable for 2022-23 for P5 is £32.651m, against a budget of £33.042m which represents a saving of £0.391m. This forecast assumes the £80m planned borrowing takes place during the last quarter of the year.

2 Payment performance

- 2.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 97.7% were paid on time in August 22 against a target of 98%. The percentage has dipped below the target of 98% in the last 2 months, due to a slight backlog of payments following the implementation of the new financial system.

Chart 3: Payment performance, rolling 12 months



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

3 Debt recovery

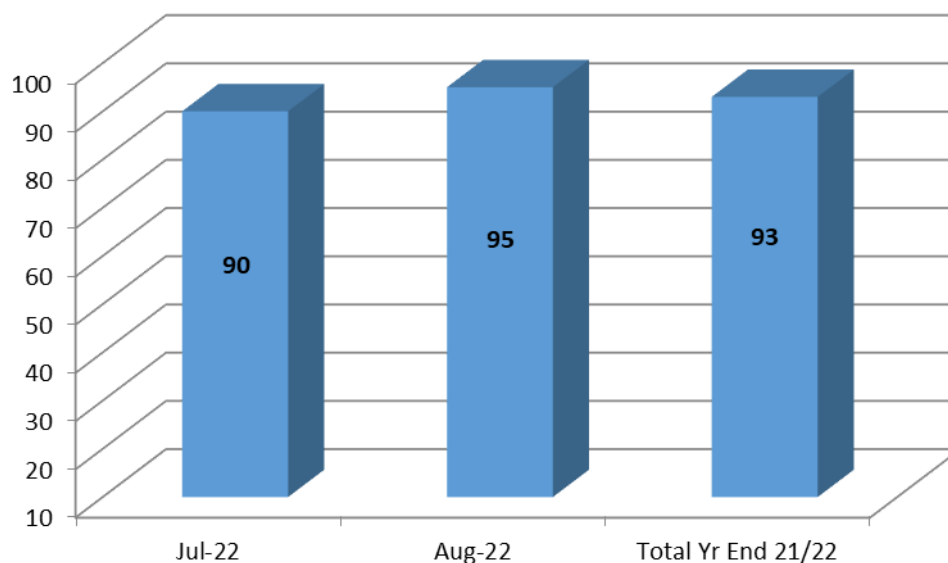
- 3.1 **Introduction:** In 2021-22 the County Council raised over 134,900 invoices for statutory and non-statutory services. These invoices totalled in excess of £1.7bn. Through 2021-22 93.4% of all invoiced income was collected within 30 days of issuing an invoice, with 98% collected within 180 days.

Debt collection performance measures – latest available data

- 3.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 95% in August 22.

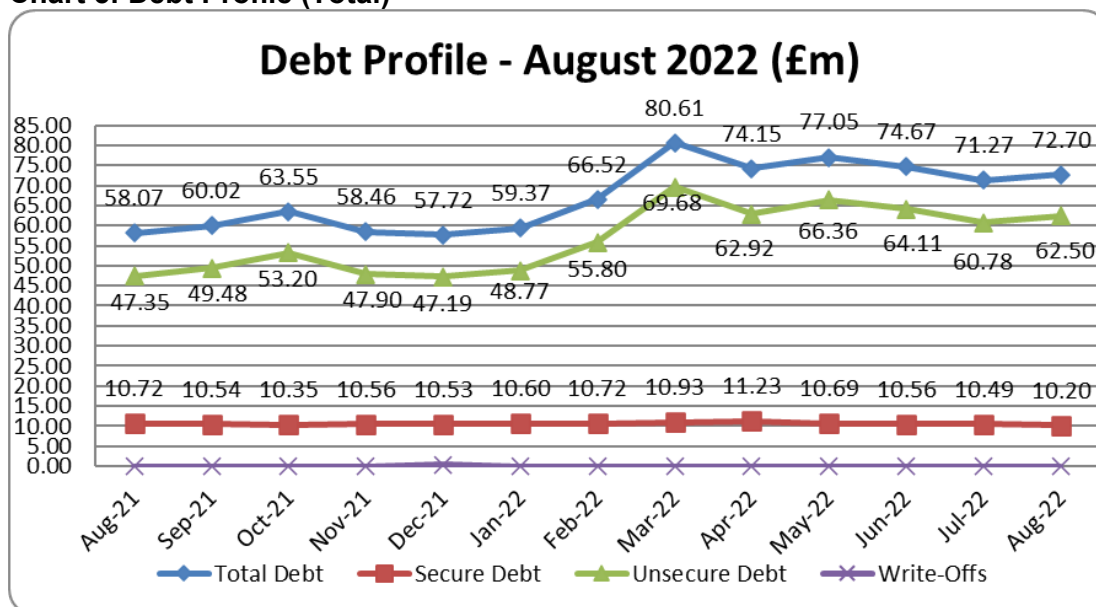
Chart 4: Latest Collection Performance

Collection Performance - Income collected within 30 days of Invoice %



- 3.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

Chart 5: Debt Profile (Total)



- 3.4 The overall level of unsecure debt increased by £1.72m in August 2022. Of the £62.5m unsecure debt at the end of August 22; £12.92m is under 30 days, £1.42m has been referred to NPLaw, £1.13m is being paid off by regular instalments and £8.16m is awaiting estate finalisation. The largest area of unsecure debt relates to charges for social care, £49.26m, of which £9.45m is under 30 days and £13.60m is

debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care. The overall debt with the CCGs has decreased by £4.39m in August 2022.

- 3.5 Secured debts amount to £10.20m at 31st August 2022. Within this total £2.90m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 3.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 3.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 3.8 For the period 1 April 2022 to 31 August 2022, 69 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £6,723.17.

Appendix 3: 2022-23 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

1 Capital Programme 2022-27

- 1.1 On 21 February 2022, the County Council agreed a 2022-23 capital programme of £247.360m with a further £470.396m allocated to future years', giving a total of £717.756m.
- 1.2 Additional re-profiling from 2021-22 resulted in an overall capital programme at 1 April 2022 of £850.766m. Further in-year adjustments have resulted in the capital programme shown below:

Table 1: Capital Programme budget

	2022-23 budget	Future years
	£m	£m
New schemes approved February 2022	26.435	64.292
Previously approved schemes brought forward	220.925	406.104
Totals in 2022-27+ Budget Book (total £717.756m)	247.360	470.396
Schemes re-profiled after budget setting	63.977	7.424
New schemes approved after budget setting including new grants received	7.763	1.700
Revised opening capital programme (total £798.620m)	319.100	479.520
Re-profiling since start of year	-58.316	58.316
Other movements including new grants and approved schemes	105.655	219.588
Total capital programme budgets (total £1123.862)	366.438	757.424

Note: this table and the tables below contain rounding differences

- 1.3 The total capital programme budget has increased by £177.144m compared to the budget reported in September to Cabinet (P4 £946.718m) due to:
- £1.044m uplift to Childrens Services capital projects, including £0.963m update to Section 106 Developer contributions
 - £4.5m uplift to Section 106 Developer contributions to Highways capital projects for future years
 - £171.599m grant funding updates from the Department of Transport for various capital projects
- 1.4 The Council is reviewing the forecast for capital grant funding for 2022-23 and will adjust the profile of capital expenditure funded from NCC borrowing accordingly to accommodate the grant funded projects in the current year.
- 1.5 The ongoing review of forecasts has resulted in further reprofiling of £16.056m into future years budgets;

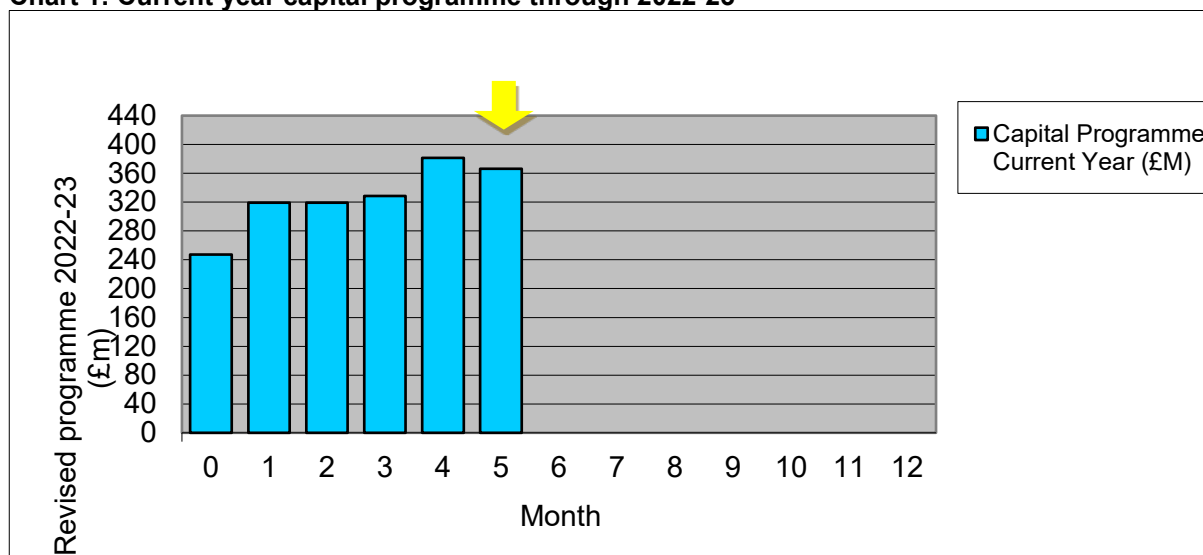
- £7.372m in Adult Social Care budgets
- £8.685m in Community and Environment Services budgets

A full breakdown of these movements in capital budget are available in Capital Annex 1 below.

Changes to the Capital Programme

- 1.6 The following chart shows changes to the 2022-23 capital programme through the year.

Chart 1: Current year capital programme through 2022-23



- 1.7 Month “0” shows the 2022-23 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1, followed by the most up to date programme. The current year programme will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

- 1.8 The current year’s capital budget is as follows:

Table 2: Service capital budgets and movements 2022-23

Service	Opening programme	Changes reported previously	Reprofiling since previous report	Other Changes since previous report	2022-23 latest Capital Budget
	£m	£m	£m	£m	£m
Children’s Services	83.850	6.302	0.000	1.044	91.196
Adult Social Care	14.232	9.158	-7.372	0.000	16.018
Community & Environmental Services	157.149	49.372	-8.685	0.001	197.838
Finance & Commercial Services	63.437	-2.483	0.000	0.000	60.954
Strategy & Governance	0.432	0.000	0.000	0.000	0.432
Total	319.100	62.349	-16.056	1.045	366.438
		381.449		-15.011	

Note: this table may contain rounding differences.

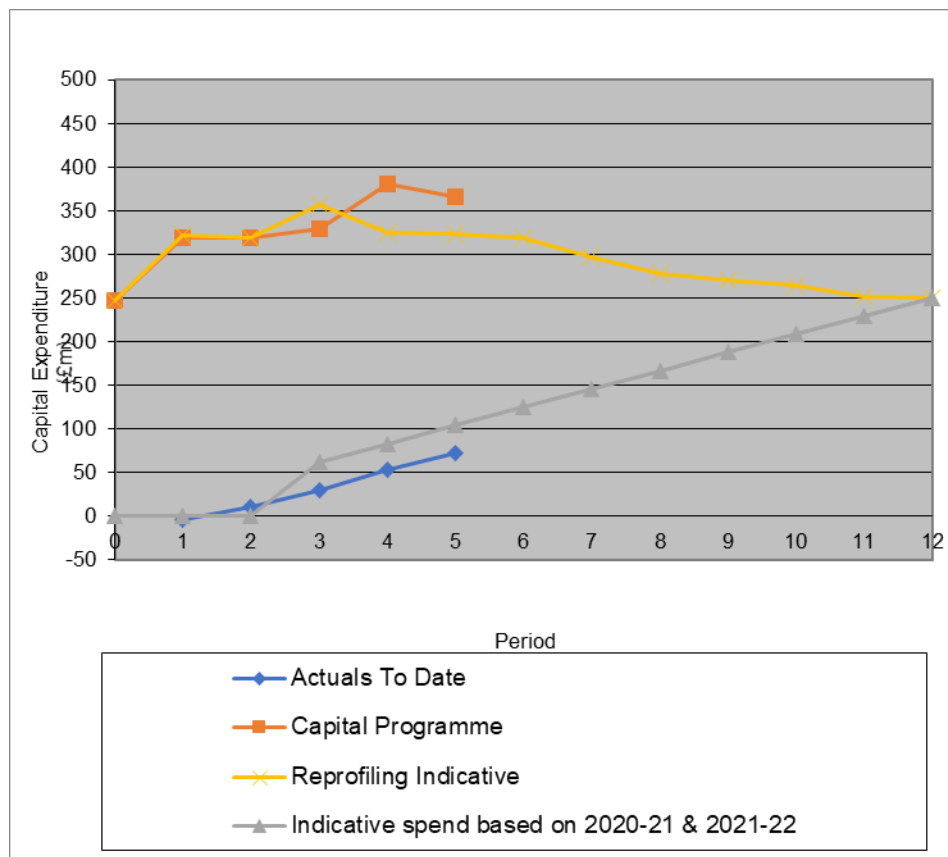
1.9 The revised programme for future years (2023-24 to 2026-27) is as follows:

Table 3: Capital programme future years 2022+

Service	Previously reported future programme	Reprofil ng since previous report	Other Changes since previous report	2022+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	181.288	0.000	0.000	181.288
Adult Social Care	54.286	7.372	0.000	61.657
Community & Environmental Services	283.572	8.685	176.099	468.355
Finance & Commercial Services	46.124	0.000	0.000	46.124
Strategy & Governance		0.000	0.000	0.000
Total	565.269	16.056	176.099	757.424
			192.155	

Note: this table contains rounding differences

1.10 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that expected reprofiling of budgets to future years as the progress on projects becomes clearer. As a result, capital expenditure of approximately £255.001m is expected to take place in 2022-23.

- 1.11 Whilst the forecast takes into account the historical tendencies for capital slippage, it does not fully reflect recent inflationary cost pressures in the costs of construction. There have been material increases in the post-COVID cost of construction due to increased demand, higher fuel prices and the impact of the war in Ukraine. These inflationary cost pressures are impacting the following capital schemes:
- Norwich Castle Keep project continues to experience some construction configuration delays leading to potential cost pressures, which could be mitigated by the use of CES Business Risk Reserves.
 - Highways schemes where the use of materials requires large energy inputs in the manufacturing and haulage processes
 - Children's Services Schools building programme
 - Other construction projects including the Great Yarmouth Operations and Maintenance Campus, County Farms and Corporate Property schemes
- 1.12 We continue to forecast between 20% and 25% increase in the cost of construction for various schemes. This is significantly reducing the Council's purchasing power and creating significant challenges for programme management and scheme delivery. The Council will continue to monitor this risk and review the potential pressures on the capital programme and proactively manage the schemes, deferring some schemes where possible to minimise the impact of inflation and continue to deliver the capital programme within the budget available. The impact of cost pressures on the capital programme forecast will be picked up as part of the regular capital monitoring process.

2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

Table 4: Financing of the capital programme

Funding stream	2022-23 Programme	Future Years Forecast
	£m	£m
Prudential Borrowing	145.63	343.59
Use of Capital Receipts		
Revenue & Reserves	0.06	
<i>Grants and Contributions:</i>		
DfE	40.845	69.33
DfT	131.033	317.20
DoH	9.466	-
MHCLG	0.007	-
DCMS		
DEFRA	0.159	-
Developer Contributions	20.771	15.62
Other Local Authorities	4.152	-
Local Enterprise Partnership	3.770	8.23
Community Infrastructure Levy	4.370	-
National Lottery	4.963	0.44
Commercial Contributions	0.465	-
Business rates pool fund		
Other	0.752	3.01
Total capital programme	366.438	757.424

Note: this table may contain rounding differences

- 2.2 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the re-payment of debt and transformation projects, rather than being applied to fund capital expenditure. Any proposals to utilise capital receipts to fund in-year capital expenditure are recommended to Cabinet for approval (see section 3 below) and will be applied in line with the Council's Minimum Revenue Provision Statement.
- 2.3 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980).

3 Capital Receipts

- 3.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.
- 3.2 The capital programme, approved in February 2022, gave the best estimate at that time of the value of properties available for disposal in the four years to 2024-25, totalling £23.4m.

Table 5a: Disposals capital programme forecast

Financial Year	Property sales forecast £m
2022-23	8.103
2023-24	14.523
2024-25	0.801
2025-26	0.000
	23.427

The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

Table 5b: Capital receipts and forecast use current financial year £m

Capital receipts 2022-23	£m
Capital receipts reserve brought forward (revised by £0.133m for year end adjustments on cost of disposals)	5.290
Loan repayments – subsidiaries forecast for year	10.745
Loan repayments – LIF loan repayments to date	6.903
Capital receipts to date	
Capital receipts in year	3.705
Capital Receipts forecasted for asset disposals subject to contract	21.942
Secured capital receipts to date	48.585
Potential current year farms sales	0.150
Potential current year non-farms sales	0.325
Potential development property sales	1.550
Potential capital receipts	2.025
Forecast available capital receipts	50.610
Forecast use of capital receipts	
Maximum flexible use of capital receipts to support transformation costs	1.000
To fund short-life assets – IT and VPE	14.000
Norwich Western Link Reserve	5.061
Total forecast use of capital receipts	20.061

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the use of capital receipts to support transformation costs, short-life capital expenditure and the Norwich Western Link project, previously approved by County Council.
- 3.5 Further sales will contribute to the capital receipts reserve which can be used to reduce the external borrowing requirement, fund debt repayments, flexible use of capital receipts or to directly fund capital expenditure, thereby reducing the Capital Funding Requirement (CFR).
- 3.6 On 10 February 2021, the DLUHC announced that the flexibility granted to local authorities to utilise capital receipts to support transformation costs has been extended for a further 3 years. Table 5b includes £1m earmarked for this in 2022-23 for Adult Social Care.

4 New capital budget proposals

- 4.1 The additions to the capital budget for August 2022 are primarily externally funded and include:
- £1.044m uplift to Childrens Services capital projects, including £0.963m update to Section 106 Developer contributions
 - £4.5m uplift to Section 106 Developer contributions to Highways capital projects for future years
 - £171.599m grant funding updates from the Department of Transport for various capital projects. As grant funding for each year is confirmed from the Department of Transport, the budgets are updated to reprofile and replace NCC borrowing with external funding and this addition to budget reflects this change in funding source
- 4.2 The breakdown of the sources of funding is set out below in Capital Annex 1

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

			2022-23	2022-23	23-24+	23-24+	
Service	Project	Funding Type	Change(£m)	REPROFILE	Change(£m)	REPROFILE	Reason for change
Adult Social Care							
	SC8170 : Supported Living Programme	NCC Borrowing		-1.000		1.000	Reprofiled to 25-26
	SC8156 : Living Well - Homes for Norfolk	NCC Borrowing		-6.372		6.372	Reprofiled to 25-26
Total ASC			0.000	-7.372	0.000	7.372	
Children's Services							
	ECAPFM : CAPITAL FORMULA	DFC Grant	0.035				DFC refunds/clawbacks on Academy conversions
	EC4352 : AC - Sprowston Academy	External	0.005				Contribution for project from Academy
	EC4859 : AC - Ormiston Academy Costessey	External	0.015				Contribution for project from Academy
	Developer Contributions	S106	0.963				Income from Developers
	ECAPAA : SCHOOL BASED PROJECT	Revenue and Reserves	0.014				Revenue contribution from school
	ECAPFM : CAPITAL FORMULA	Revenue and Reserves	0.013				Revenue contribution from school
Total Children's			1.044	0.000	0.000	0.000	
Community & Environmental Services							
Libraries							
	LL1037 : Library Book Stock	NCC Borrowing		-0.030		0.030	Reprofiling
	LL0674 : S106 Ringland Close HET	S106	0.001				Developer cont received
Adult Education	LA9007 : Wensum Lodge Development	NCC Borrowing		-1.147		1.147	Wensum Lodge Development budget re-profiled from 22/23 to 23/24
EDT - Waste	PQ3038 : HWRC Sheringham Improvement	NCC Borrowing		-0.060		0.060	Waste reprofiling per N Young P4 monitoring
	PQ3040 : Caister Transfer Station	NCC Borrowing		-1.200		1.200	Waste reprofiling per N Young P4 monitoring
	PQ3041 : Kings Lynn Transfer Station	NCC Borrowing	-	1.225		1.225	Waste reprofiling per N Young P4 monitoring
	PQ3038 : HWRC Sheringham Improvement	NCC Borrowing		-1.373		1.373	Waste reprofiling per N Young P4 monitoring
	PQ3039 : HWRC Morningthorpe Improvement	NCC Borrowing		-1.650		1.650	Waste reprofiling per N Young P4 monitoring
	PQ3036 : HWRC - Mid All Corridor	NCC Borrowing		-2.000		2.000	Waste reprofiling per N Young P4 monitoring
Highways	PKA024-Long Stratton Bypass	DfT Grant Funding			11.879		DfT Grant notification
	PKA024-Long Stratton Bypass	Developer Contributions			4.500		Developer contributions
	PM9999 - Highways Capital Projects	DfT Grant Funding			159.720		DfT Grant notification
Total CES			0.001	-8.685	176.099	8.685	
Overall Total		0	1.045	-16.056	176.099	16.056	

Cabinet

Item No: 18

Decision making report title: Strategic and financial planning 2023-24

Date of meeting: 3 October 2022

Responsible Cabinet Member: Cllr Andrew Jamieson (Cabinet Member for Finance)

Responsible Director: Simon George (Executive Director of Finance and Commercial Services)

Is this a key decision? Yes/No

If this is a key decision, date added to the Forward Plan of Key Decisions: 31 May 2022

Introduction from Cabinet Member

The County Council faces a very significant challenge and enormous uncertainty in developing the Budget for 2023-24. The scale of the Budget gap identified within the Medium Term Financial Strategy (MTFS) agreed by Full Council in February 2022 is one of the largest that the Council has sought to bridge, and there are simultaneously very severe headwinds in both the wider economy and public finances which will inevitably serve to increase the size of the Budget gap.

It is for this reason that Cabinet acted promptly to commence the Budget setting process for 2023-24 early, initiating the Strategic Review of the organisation, allocating saving targets to Departments in April (alongside setting out a two-phase approach to identifying proposals), and considering initial budget options in July 2022. This prompt start builds on the Council's existing well-established process for annual budget setting and forms a key part of the Council's robust approach to developing savings proposals at the scale and pace required to support the preparation of a balanced 2023-24 Budget.

The Spending Review 2021 announcement on 27 October 2021 provided an outline of the funding available for local government until 2024-25 but was not accompanied by a longer term settlement for local government, and allowed for no growth in funding beyond the uplifts made for 2022-23. At the time of writing there are indications that the Government intends to hold a "fiscal event" (Emergency Budget) before the end of September, but the timetable for this, and whether it would provide significant further detail about local authority funding, remains unclear. In this context the timing of the Local Government Provisional Settlement for 2023-24, which will be crucial to provide

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detailed information on individual council allocations, remains to be announced, but is unlikely to be before mid-December 2022.

It is in this climate of continuing uncertainty that the Council has developed proposals for the 2023-24 Budget. Many elements of the Budget remain unknown at this stage but have the potential to make a material impact on the level of resources available to Norfolk County Council to deliver services in the future. The level of proposals brought forward so far remain short of the level sought in April 2022 and intensive work therefore continues to identify further savings, including those options emerging from the Strategic Review. Nonetheless the proposals set out in this paper make a significant contribution towards the overall quantum of savings sought and provide a strong foundation which will enable the Cabinet to bring forward a package of balanced, sustainable budget proposals in January 2023. Ultimately this will enable the Council to continue to deliver the key services which are relied upon every day by so many of Norfolk's residents, businesses and visitors.

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

Executive Summary

The October Cabinet meeting is an important milestone in the process of developing the 2023-24 Budget, although work is required to identify further proposals that will support the development of a balanced Budget in January 2023 as described more fully within the body of the report.

This report provides an opportunity for Cabinet to consider the current 2023-24 Budget proposals prior to public consultation being undertaken, and in particular:

- details the 2023-24 Budget proposals which have been developed so far;
- summarises the proposed approach to public consultation on, and equality impact assessments of, the 2023-24 Budget;
- describes the emerging service and other budget pressures which have been identified to date; and
- details key areas of risk and uncertainty.

The Strategic and Financial Planning report should be read in conjunction with the latest Financial Monitoring report for 2022-23 and the Strategic Review Update report, both of which are included elsewhere on the agenda. Collectively, these three reports serve to provide an overview of the Council's current and future financial position and the proposed changes to the organisation which will form a key part of ensuring that a robust and sustainable Budget can be prepared.

As set out throughout this report, significant uncertainty remains around the planning position for 2023-24, and this report therefore also summarises the remaining steps required in the process leading to budget-setting in February 2023. Recognising the

scale of the budget gap to be addressed, the Budget planning process for 2023-24 includes a further round of savings development which will enable proposals to be developed to be included in the January Cabinet meeting. The MTFS position will need to be updated in light of future government funding announcements, and as the scale of the impact of both social care reform announcements and any implications of the cost of living crisis on the Council become clearer. This will be reported to January 2023 Cabinet and considered by Scrutiny Committee as the budget setting process progresses to its conclusion at Full Council in February 2023.

Cabinet decisions based on the information in this report will ultimately help to support the development of a robust, balanced 2023-24 Budget for the Council.

Recommendations:

Cabinet is recommended:

- 1. To consider and comment on the County Council's strategy as set out in section 2 and note that the Budget process is aligned to the overall policy and financial framework;**
- 2. To note that fiscal and policy decisions made by the Government in autumn 2022, including any Emergency Budget, may have implications for the County Council's budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2023-24 Budget position, which will not be fully known until later in the budget setting process.**
- 3. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2023-24 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (section 9).**
- 4. To direct Executive Directors to identify proposals for further recurrent Departmental savings to achieve the original target of £60.000m agreed in April 2022, for consideration by Cabinet in January 2023 and to support final 2023-24 Budget recommendations to Full Council.**
- 5. To note that, taking into account the significant emerging budget pressures for 2023-24, the S151 Officer anticipates recommending that the Council will need to apply the maximum council tax increase available in order to set a sustainable balanced budget for 2023-24;**
- 6. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 10 and the further**

actions which may be required to set a balanced budget as set out in paragraph 11.3;

7. To consider and agree the proposals as set out in sections 5 and 6 (Table 5 and Table 7) to be taken forward in budget planning for 2023-24, subject to final decisions about the overall Budget in February 2023, noting the level of savings already included from the 2022-23 Budget process (Table 4);
8. To note that proposals are also being developed via the Strategic Review running in parallel with the wider 2023-24 Budget process. Once fully developed, these will be incorporated into the final 2023-24 Budget presented to Cabinet in January 2023.
9. To note that consultation is being undertaken in respect of the proposal relating to the review of the mobile library services and the outcomes of this will be reported to a future meeting of Cabinet;
10. To agree that public consultation (as set out in section 12) and equality impact assessment (as set out in section 18) in relation to all other proposals for the 2023-24 Budget be undertaken as set out in section 12, and asking residents for their views on the level of council tax;
11. To note that the Head of Paid Service has the delegation to undertake any staff consultation relating to specific proposals as required to inform and support 2023-24 Budget setting decisions in January 2023;
12. To confirm the remaining next steps in the Budget planning process for 2023-24, and the Budget planning timetable (Appendix 1); and
13. To note and thank Select Committees for their input into the Budget development process for 2023-24 in May, and to invite Select Committees to comment further on the detailed proposals set out in this report when they meet in November 2022 (section 20).

1. Background and Purpose

- 1.1. In [April 2022, Cabinet](#) agreed the approach to Budget setting for 2023-24. Taking into account the £60m forecast gap for the year, Cabinet agreed to seek to find an initial £15m of proposals for July Cabinet in order to provide a robust foundation for Budget-setting. Cabinet also agreed the allocation of saving targets as shown in the table below. These represent the new savings which needed to be found in addition to those currently planned for in the 2022-23 MTFS position and set out in the Council's [2022-23 Budget Book](#)¹. As previously reported to Cabinet and described elsewhere in this report, there

¹ <https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/budget-and-council-tax/budget-book-2022-26.pdf>

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continues to remain a possibility that the targets set out in the table below may need to be revisited later in the budget process in view of the significant uncertainties around the pressures and funding assumptions used at the time of preparing the MTFS. Further details are set out later in this report in relation to the risks to the Budget and MTFS position (section 9).

Table 1: Saving targets by Department

<u>Savings Target</u>	2023-24 Phase 1	2023-24 Phase 2	2023-24 Total	2024-25	2025-26	2026-27	2023-27 Total	Share
	£m	£m	£m	£m	£m	£m	£m	%
Adult Social Services	6.700	18.400	25.100	9.700	5.600	8.500	48.900	42%
Children's Services	3.400	10.700	14.100	5.900	2.900	4.400	27.300	24%
Community and Environmental Services	3.500	11.200	14.700	6.100	3.000	4.400	28.200	24%
Strategy and Transformation	0.200	0.550	0.750	0.350	0.100	0.200	1.400	1%
Governance	0.100	0.550	0.650	0.250	0.100	0.200	1.200	1%
Finance and Commercial Services / Finance General	1.100	3.600	4.700	1.900	0.900	1.400	8.900	8%
	15.000	45.000	60.000	24.200	12.600	19.100	115.900	100%

- 1.2. In [July 2022, Cabinet](#) considered and agreed “Phase 1” budget proposals totalling £13.007m for 2023-24 against the target of £15.000m as summarised in the table below. Cabinet agreed to undertake public consultation over the summer in order to support in shaping the specific saving proposal to review Norfolk’s Mobile Library Service², which would have service delivery implications. This consultation is now underway and the outcomes will be reported to a future meeting of Cabinet. Cabinet also agreed that public consultation in relation to all other proposals would be undertaken later in the year, alongside the consultation on any additional savings proposals brought forward for consideration by Cabinet at this meeting in October 2022. Full details of the Phase 1 proposals are set out in **Table 5** for reference.

² <https://norfolk.citizenspace.com/consultation/mobilelibraries/>

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Table 2: Phase 1 saving proposals summarised by Department

	2023-24 Phase 1 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-6.460	2.400	-2.500	-2.000	-8.560
Children's Services	-3.185	1.250	0.000	0.000	-1.935
Community and Environmental Services	-2.112	-0.800	0.600	0.000	-2.312
Strategy and Transformation	-0.200	0.000	0.000	0.000	-0.200
Governance	-0.050	0.000	0.000	0.000	-0.050
Finance and Commercial Services / Finance General	-1.000	0.000	0.000	0.000	-1.000
	-13.007	2.850	-1.900	-2.000	-14.057

1.3. This October report now provides Cabinet with a further update on the progress towards identifying proposals to address the remaining 2023-24 target and the proposed approaches to tackling the remaining MTFS gap.

2. Strategic Context

2.1. Over the past 12 months, Norfolk had started to make a strong post-Covid economic recovery. Now, however, the county is set to be hit by another sharp slowdown.

2.2. The Russian invasion of the Ukraine caused, and continues to represent, a major exogenous shock to an economy that has already been under strain from Covid related lockdowns, supply bottlenecks, labour shortages and rising energy prices. Inflation reached a new highpoint in July with the Bank of England expecting prices to continue to increase, driving a sharp fall in real household incomes and have a significant impact on people and families, particularly, but not limited to those experiencing financial or employment vulnerability.

2.3. This, in turn, could have a knock-on impact on demand for our services, particularly the 73,683 people in Norfolk who are known to NCC and classed as 'potentially vulnerable or vulnerable', and the estimated 95,000 households that are in fuel poverty.

2.4. To ease the strain on households, UK government introduced a £15 billion support package in May of this year followed by a cap on energy costs at £2500 per annum, announced by the Prime Minister in September 2022, expected to cost c.£150bn in public borrowing.

2.5. The cost of living is now expected to be 11.3% higher this financial year than last, with inflation peaking in the last quarter of this year at 13.1%. This crisis is expected to constrain growth in consumer spending, the main driver of

economic growth. With business investment and demand for exports subdued, there is little room for economic growth, although a fall in imports implies that net trade alongside government spending should contribute to economic growth.

2.6. It is in these difficult times that the County Council cannot afford any complacency and working with its partners will have to deal with its own diminishing resources to support its most vulnerable people and communities and continue to provide wider public services.

2.7. The Council Strategy '[Better Together, for Norfolk 2021-2025](#)' is the key high-level document that, alongside the Medium Term Financial Strategy, sets the Council's strategic policy direction.

2.8. The four-year strategy, developed following broad engagement, sets out the Council's vision - to make the most of all that Norfolk has to offer, help improve the quality of life for every community, support businesses to be successful and make sure Norfolk is a place where people want to live, work and visit.

2.9. The strategy is structured around 5 key priorities which clearly demonstrate the organisation's level of ambition and intent to deal with key challenges:

1. **A vibrant clean and sustainable economy** – as well as growing the economy this is also about skills and creating high value jobs; growth and investment; infrastructure and digital connectivity.
2. **Better opportunities for children and young people** – prioritising better opportunities for children and young people, raising educational attainment and creating better employment opportunities.
3. **Healthy, fulfilling and independent lives** – supported by themes of levelling up health; Living Well; and Better Local Services.
4. **Strong, engaged and inclusive communities** – a mix of urban, rural and coastal communities that we can support and empower.
5. **A greener, more resilient future** – recognising our priorities for our physical environment and access to quality spaces and building community resilience.

2.10. As has been stated before, local government does not operate in a vacuum, and the Council must anticipate and respond to policy changes from Government, many of which are anticipated in the Council's strategy.

2.11. The ***Levelling Up and Regeneration Bill*** was published on 11 May. It is in this context and the language of 'breathing new life' into failing places, their economies, towns, and high streets, that the County Council increasingly has to position itself to secure essential future resources for the system as a whole.

Norfolk is one of nine areas invited to negotiate a County Deal – Government’s proposed mechanism to deliver sub-national devolution in England – and work on this has been ongoing for a number of weeks. The increased local powers, freedoms and flexibilities, and investment that a Deal will afford are significant, and will enable the County Council, its partners and Norfolk residents to have better outcomes and better value for money for their public services. It will also enable the Council to better tackle some of the fundamental challenges facing our communities through more effective local engagement and empowerment for residents.

- 2.12. Regardless of the underlying realities of ‘levelling up’ and the scale and scope of deprivation that exists in some of Norfolk’s city, towns, rural and coastal communities, it will increasingly be down to fiscal freedoms and flexibilities to enable places like Norfolk to leverage its economy to both fund its future and reduce demand on highly complex and complicated public services, as well the day to day universal services everyone relies on.
- 2.13. The ***Social Care Reform Health and Care Bill*** received Royal Assent on 4 May 2022. There have been several amendments made to the Bill as it has passed through the parliamentary process, with several requirements that need to be met before the regulations can come into effect. This will mean delay to the regulations and guidance being finalised and, hence some aspects of the reforms are yet unknown. However, it is expected that, unless there are changes to the three aspects of the reform, the cost pressure to the Council could exceed £100m. These remain assumptions and we continue to work with Government to understand the full implications.
- 2.14. In May 2022, the independent ***Children’s Social Care Review*** was published, and reflects many issues that councils have been raising for some time – including the need to invest further in early help for children and families, better support for kinship carers and making sure that we have the right homes for children in care, as well as ensuring better futures for those leaving care. The recommendations within the report will require significant funding to deliver and we will continue to engage with Government to provide the investment needed to reform services swiftly.
- 2.15. The ***SEND review: right support, right place, right time*** Green Paper sets out proposals to ensure that every child and young person has their needs identified quickly and met more consistently, with support determined by their needs, not by where they live. A single national SEND and alternative provision system that sets clear standards for the provision that children and young people should expect to receive, and the processes that should be in place to access it. Although Government have announced £70m to support the system, it is expected that there will be significant implications for schools and local authorities. At the same time, the ***Schools White Paper: Opportunity for all*** published in March 2022, sets out a vision that 90% of children leaving primary school will achieve the expected standard in reading, writing and maths, while secondary pupils will increase the national GCSE average grade in both

English language and in Maths to level 5. To achieve this, the paper documents the case for a fully trust-led system, economic benefits of meeting the whitepaper's ambitions, and a methodology for obtaining English language and Maths GCSEs. The Council will continue to work with schools to support this agenda, which is closely aligned with the objectives of the SEND Green Paper.

2.16. Continuing to drive the transformation of our organisation and its culture is key to enabling delivery against the four priority objectives. Our service transformation programmes and the Strategic Review of the organisation, which runs alongside those, collectively enable us to improve services and manage demand, making the Council more effective and efficient. In short, our change agenda will help us deliver better outcomes for residents for less money. Our areas of focus for transformation include service redesign, improving our approach to prevention and early help, driving improvements in customer experience, organisational culture, and use of digital and data. Recognising our commitment to no one left behind, the Council is also going to deliver a refreshed agenda for Equality, Diversity, and Inclusion to enable the Council to become more inclusive, bringing strength through difference.

2.17. We cannot stand still. The relationship between delivering our core services and our transformation programmes is key and represents a continuous cycle of change and improvement with each informing the other.

3. Financial Context – Government Funding

3.1. Although a number of announcements have been made including the Energy Price Guarantee³, there remains significant uncertainty about what the detailed policy and funding direction to be adopted by the new Government will be. The new Prime Minister has in particular signalled an intention to allocate funding to support social care and to scrap the health and social care levy⁴. Both of these would have implications for the Council's budget, if implemented.

3.2. Notwithstanding these, at present the most recent source of information remains the Government's announcement of the outcomes of the Spending Review 2021 (SR21) which was made alongside the Autumn Budget 2021 on 27 October 2021. SR21 set out allocations of funding for Government departments for the period to 2024-25. However, the Department for Levelling Up, Housing and Communities (DLUHC) did not translate this into a longer term Local Government Finance Settlement, instead announcing only a one-year allocation for 2022-23. As such, the Council currently has no concrete information to inform estimates of government funding levels for the 2023-24 Budget planning although the working assumption is that there will be some form of rollover settlement announced for 2023-24. There are also indications

³ <https://www.gov.uk/government/publications/energy-bills-support/energy-bills-support-factsheet-8-september-2022>

⁴ <https://www.lgcplus.com/services/health-and-care/truss-pledges-to-allocate-13bn-to-social-care-05-08-2022/>

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that DLUHC may seek to provide a two-year settlement this year, covering both 2023-24 and 2024-25 but this remains to be seen.

- 3.3. It has been suggested that the Government will seek to hold a “Fiscal Event” (assumed to be an Emergency Budget) before the end of September with indications that this will take place on Friday 23 September (after the publication of this report)⁵. This may provide further details of Government planning including an insight into local government funding levels and (potentially) any changes to the council tax referendum threshold for 2023-24. Any fiscal and policy decisions announced by the Government in autumn 2022 are likely to have implications for the County Council’s budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will therefore have potentially significant impacts on the 2023-24 Budget position, which will not be fully known until later in the budget setting process. If available in time, any key implications from an announcement in September will be reported to Cabinet via a supplementary paper or verbal update as appropriate.

4. Medium Term Financial Strategy and assumptions

- 4.1. At the time of setting the Medium Term Financial Strategy in February 2022, the Council adopted the following key assumptions, described more fully in the [April report to Cabinet](#):

- A balanced outturn position for 2021-22 and successful delivery of all existing planned savings proposed and included for 2022-23 (£45.793m over the MTFS period).
- Government funding rollover into 2023-24, including Settlement Funding (RSG, business rates), Rural Services Delivery Grant, Social Care Grant, Better Care Fund / improved Better Care Fund, Public Health Grant and [critically] the one-off 2022-23 “Services Grant”.
- Cost pressures for 2023-24 including:
 - 3% for pay inflation in 2023-24 to 2026-27.
 - Non-pay inflation in line with contractual rates or CPI forecasts where appropriate totalling £12.8m in 2023-24.
 - Demographic growth pressures for Adults, Childrens, Waste totalling £21.2m in 2023-24.
 - The High Needs Block overspend and brought forward DSG deficit position can continue to be treated in line with the accounting treatment set out by Government, and as such places no pressure on the “core” Council budget.
 - Assumed increases in council tax over the MTFS period of 1.99% for general council tax in all years and 1.00% for the Adult Social Care precept (up to 2025-26).

⁵ <https://www.bbc.co.uk/news/uk-politics-62917548>

4.2. A number of these assumptions now need to be revisited as described more fully in section 9 of this report. The gap based on these assumptions reflected:

Table 3: Updated Medium Term Financial Strategy 2023-24 to 2026-27

	2023-24	2024-25	2025-26	2026-27	Total
	£m	£m	£m	£m	£m
<u>Growth Pressures</u>					
Economic and inflationary	22.119	23.016	23.016	23.670	91.821
Legislative requirements	16.225	6.760	-0.200	0.000	22.785
Demand and demographic	21.270	17.050	11.650	11.000	60.970
Policy decisions	36.234	2.821	-1.732	0.124	37.447
Funding decreases	1.833	0.000	0.000	0.000	1.833
<u>Savings and funding increases</u>					
Identified savings	-9.159	-8.200	0.000	0.000	-17.359
Funding increases	-9.936	0.000	0.000	0.000	-9.936
Council tax changes	-18.660	-17.327	-20.104	-15.658	-71.749
Forecast Gap (Surplus)/Deficit	59.927	24.120	12.630	19.137	115.814

4.3. The MTFS includes existing savings to be delivered of £9.159m for 2023-24. These break down as shown in the table below. New proposals set out in this report are in addition to these planned and identified savings.

Table 4: Existing MTFS savings planned for 2022-23 to 2025-26 by Department

	2022-23 £m	2023-24 £m	2024-25 £m	2025-26 £m	2022-26 £m
Adult Social Services	-10.465	-4.175	-5.700	0.000	-20.340
Children's Services	-12.088	-4.900	-2.500	0.000	-19.488
Community and Environmental Services	-3.496	-0.236	0.000	0.000	-3.732
Strategy and Transformation	-0.439	0.102	0.000	0.000	-0.337
Governance	-0.200	0.100	0.000	0.000	-0.100
Finance and Commercial Services	0.134	-0.300	0.000	0.000	-0.166
Finance General	-1.880	0.250	0.000	0.000	-1.630
Savings total	-28.434	-9.159	-8.200	0.000	-45.793

4.4. The forecast gap is kept under continuous review through the Budget process. However, it is not proposed to update the forecast budget pressures from the MTFS position at this point, reflecting the wider uncertainty about local authority finances, the lack of government funding announcements, and the need for

updated forecasts for local income streams including council tax and business rates.

- 4.5. It is nevertheless important to note that as at October 2022, further significant revenue budget pressures are beginning to emerge in relation to items such as energy prices, pay awards, and general inflation which are alongside more “normal” pressures such as the National Living Wage. Further details of these are provided in Section 9. This overall increasing gap position also reflects the fact that fundamentally local authorities continue to face a growing shortfall between funding and service pressures, which is caused in large part by a combination of demographic changes, unfunded burdens, policy decisions, and the needs of vulnerable social care users becoming increasingly complex.

5. Proposals agreed by Cabinet in July 2022

- 5.1. The table below sets out details of the savings proposals considered by Cabinet and agreed for inclusion in Budget planning in July 2022. With the exception of the proposal relating to the Review of Mobile Libraries, the proposals listed in **Table 5** will now be subject to Equality Impact Assessment and public consultation, which will collectively inform Cabinet’s recommendations on the full Budget package in January 2023, and Full Council decision-making on the Budget in February 2023.

Table 5: Detailed Budget savings proposals 2023-24 – Phase 1 (Considered by Cabinet in July 2022)

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
ASS	Connecting Communities: Recognising additional benefits from our existing savings programme. Linked to our existing saving ASC018 and 2223ASS030	-2.360	-0.600	-2.500	-2.000	-7.460
ASS	One-off usage of ASC Reserves	-3.000	3.000	0.000	0.000	0.000
ASS	Working with partners to fully recover the costs of integrated services	-0.200	0.000	0.000	0.000	-0.200
ASS	Expansion of Self Directed Support. Recognising additional benefits from our existing savings programme. Linked to our existing saving 2223ASS034	-0.300	0.000	0.000	0.000	-0.300
ASS	Double up care reviews. Recognising additional benefits from our existing savings programme. Linked to our existing saving 2223ASS038	-0.600	0.000	0.000	0.000	-0.600
CS	Expansion of CHS007: Inclusion (Home to School Transport) – extension of existing activity focussed on providing education more locally, supporting inclusion, supporting independent travel where that is right for the child, and commissioning transport most efficiently.	-0.935	0.000	0.000	0.000	-0.935
CS	Expansion of CHS002: Alternatives to care (New Roads)	-1.000	0.000	0.000	0.000	-1.000
CS	Withdrawing from Professional Development Centre (PDC) building	-1.250	1.250	0.000	0.000	0.000
CES	Business Rates Pool – forecast income over £2m	-0.600	0.000	0.600	0.000	0.000
CES	Review charges for events on the Highway	-0.075	0.000	0.000	0.000	-0.075

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CES	Reducing weedkilling on highway network to a single treatment	-0.130	0.000	0.000	0.000	-0.130
CES	Flood Prevention Funding – capitalise relevant activity previously funded from revenue budgets	-0.120	0.000	0.000	0.000	-0.120
CES	Civil Parking Enforcement – future back office efficiencies	-0.100	0.000	0.000	0.000	-0.100
CES	Strategic salt storage facility at Ketteringham Depot	-0.045	0.000	0.000	0.000	-0.045
CES	Waste reduction initiatives: reduced funding	-0.050	0.000	0.000	0.000	-0.050
CES	Recycling Centres: contract efficiencies	-0.050	0.000	0.000	0.000	-0.050
CES	Closed landfill: capitalise borehole installations	-0.030	0.000	0.000	0.000	-0.030
CES	Roll out of on street parking charges ⁶	-0.200	-0.800	0.000	0.000	-1.000
CES	Winter Maintenance – operational delivery efficiencies	-0.100	0.000	0.000	0.000	-0.100
CES	Review of Norfolk's Mobile Library Service ⁷	-0.200	0.000	0.000	0.000	-0.200
CES	Norfolk Record Office – reduction in opening hours and income generation	-0.022	0.000	0.000	0.000	-0.022
CES	Reduce funding to the Norfolk Windmills trust	-0.020	0.000	0.000	0.000	-0.020
CES	Recycling Centres: harmonise summer opening hours at recycling centres	-0.070	0.000	0.000	0.000	-0.070
CES	Recycling Centres: Wednesday closures	-0.200	0.000	0.000	0.000	-0.200
CES	Business Support review	-0.100	0.000	0.000	0.000	-0.100

⁶ Consultation will be undertaken with specific areas impacted prior to any implementation

⁷ The proposal to undertake a review of Norfolk's Mobile Library Service is subject to a consultation:

<https://norfolk.citizenspace.com/consultation/mobilelibraries/>, it is therefore not proposed that it will form part of the budget consultation in October 2022.

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Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
S&T	Expansion of professional leads: Centralise and control spend on communications. This would include paid staff and non-pay procurement across the organisation	-0.100	0.000	0.000	0.000	-0.100
S&T	Expansion of professional leads: Work with other departments to agree the Council's desired level of activity and overall number of analysts required	-0.100	0.000	0.000	0.000	-0.100
GOV	Increase in Registrars income	-0.050	0.000	0.000	0.000	-0.050
FCS / FG	Repton Property Developments Ltd dividend: Recognise an income budget from Repton Property Developments Ltd following successful commercial activity. Following the launch of the company and a period of development and growth, Repton is now expected to be in a position to deliver a dividend to the County Council of around £1m in 2023-24 and on an ongoing basis annually.	-1.000	0.000	0.000	0.000	-1.000
		-13.007	2.850	-1.900	-2.000	-14.057

5.2. The following key issues in relation to the proposals set out in **Table 5** (previously identified in July) remain relevant:

- Public consultation has been undertaken over the summer in order to seek the public's views about the proposed saving from a review of mobile library provision. The outcomes of this consultation will inform the redesign of the service and development and total value of any saving to be ultimately proposed to Cabinet in January 2023.
- A number of the other proposals set out in **Table 5** will also require public consultation, (for example, closure on Wednesday of Household Waste Recycling Centres (HWRCs) and reducing hours of the Norfolk Record Office). It was agreed in July that public consultation on these, and all other proposals (with the exception of mobile libraries), should be undertaken in October, alongside the consultation on the additional savings proposals brought forward for consideration by Cabinet in this report.
- The saving proposal relating to withdrawing from the Professional Development Centre (PDC) reflects the fact that Children's Services has conducted a review of its property portfolio and the analysis from that work has determined that the functions currently delivered at the Professional Development Centre could, in future, be delivered from alternate locations and, as such, the site can be released from its current use. The saving equates to the assumed capital receipt from the disposal of the site. A one-off revenue saving would only be achieved if (1) the site were declared surplus to requirements by Members following consideration and recommendation by the Corporate Property Steering group, and (2) this receipt were then to be applied to fund transformation activity of an equivalent value.

6. New proposals for Cabinet consideration October 2022

6.1. Work has been undertaken over the summer in order to develop further proposals to contribute to closing the 2023-24 Budget gap. These new proposals total £19.508m and are summarised in the table below.

Table 6: Phase 2 saving proposals summarised by Department

	2023-24 Phase 2 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-11.655	2.000	0.000	0.000	-9.655
Children's Services	-1.773	0.050	0.050	0.000	-1.673
Community and Environmental Services	-2.875	0.916	-0.030	0.000	-1.989
Strategy and Transformation	-0.050	0.050	0.000	0.000	0.000
Governance	-0.025	0.000	0.000	0.000	-0.025
Finance and Commercial Services / Finance General	-3.130	0.000	0.000	0.000	-3.130
	-19.508	3.016	0.020	0.000	-16.472

6.2. The following table provides further details of these proposals which are recommended for inclusion in the 2023-24 Budget planning, subject to the outcomes of EQIA and public consultation, which will collectively inform Cabinet's recommendations on the full Budget package in January 2023, and Full Council decision-making on the Budget in February 2023.

Table 7: Detailed Budget savings proposals 2023-24 – Phase 2 (For consideration by Cabinet in October 2022)

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
ASS	One-off usage of ASC Reserves: Additional one-off usage of ASC Reserves (reprioritisation).	-2.000	2.000	0.000	0.000	0.000
ASS	Reduction in staff travel costs: Post pandemic, staff travel has not returned to the level seen in previous years. This proposal reflects the changing pattern of spend.	-0.300	0.000	0.000	0.000	-0.300
ASS	Review of budget assumptions: Removal of cost pressures previously assumed in the Adult Social Care budget which are no longer expected to be required.	-2.000	0.000	0.000	0.000	-2.000
ASS	Review of budget assumptions: Reprioritised Better Care Fund (BCF) and Improved Better Care Fund (iBCF) investment.	-1.855	0.000	0.000	0.000	-1.855
ASS	Review of service levels and demand post pandemic: Targeted interventions relating to the Adult and Older Care Budgets – getting it right first time.	-3.000	0.000	0.000	0.000	-3.000
ASS	Transformation of Physical Disabilities Services: Delivering improved choice and independent outcomes for people with a Physical Disability.	-1.500	0.000	0.000	0.000	-1.500
ASS	Review of budget assumptions: Utilising alternative funding sources to maintain ASC Prevention Services	-1.000	0.000	0.000	0.000	-1.000
CS	Review of service levels and demand post pandemic: Not restarting activities where there is no longer demand nor economic viability.	-0.016	0.000	0.000	0.000	-0.016

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CS	Changes in ways of working post pandemic: Reduction in the Early Years Training Budget as a result of the move towards a digital training offer.	-0.200	0.000	0.000	0.000	-0.200
CS	Contract efficiencies: Efficiency savings through reducing management roles and one-off inflationary savings	-0.156	0.050	0.050	0.000	-0.056
CS	Review of budget assumptions: Additional Supporting Families base funding offsetting the need for NCC funding for Family Support teams.	-0.476	0.000	0.000	0.000	-0.476
CS	Review of budget assumptions: Additional Supporting Families income due to ongoing successful outcomes resulting in maximum performance by results income.	-0.235	0.000	0.000	0.000	-0.235
CS	Review of budget assumptions: Review of mainstream Post 16 transport policy and subsidies.	-0.100	0.000	0.000	0.000	-0.100
CS	Review of legal costs: Ensuring the right level of external legal expertise is utilised	-0.050	0.000	0.000	0.000	-0.050
CS	Review of service levels and demand post pandemic: Right sizing of the Early Years Sustainability Fund to reflect the level of demand seen in recent years	-0.100	0.000	0.000	0.000	-0.100
CS	Revision to NPLaw Model: Alternative arrangement expected to deliver savings for Children's Services	-0.200	0.000	0.000	0.000	-0.200
CS	Withdrawing from the PDC Building: Revenue implications	-0.100	0.000	0.000	0.000	-0.100
CS	Review of all Children's Services grants: Review to determine grants which can be ceased or reduced	-0.140	0.000	0.000	0.000	-0.140

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
CES	Budget reduction: Reduction of Arts Projects Grants and reduction in the Strategic Fund	-0.010	0.000	0.000	0.000	-0.010
CES	One-off usage of CES Reserves	-1.000	1.000	0.000	0.000	0.000
CES	Restructure of the Museums Service ⁸	-0.157	-0.094	-0.030	0.000	-0.281
CES	Review of budget assumptions: Removal of growth and cost pressures previously assumed in the Community and Environmental Services budget which are no longer expected to be required.	-1.211	0.000	0.000	0.000	-1.211
CES	Review of fees and charges: Review of fees and charges across Highways and Waste budgets to ensure charging is at the right level and introduce new charges in line with other local authorities where appropriate.	-0.290	0.000	0.000	0.000	-0.290
CES	Review of Highways and Waste budgets: Reviewing service levels, budget requirements and demand, contract efficiencies, capitalisation and deletion of vacant posts.	-0.207	0.010	0.000	0.000	-0.197
S&T	One-off usage of S&T Reserves	-0.050	0.050	0.000	0.000	0.000
GOV	Increase in Registrars' Income	-0.025	0.000	0.000	0.000	-0.025
FCS/FG	Review of budget assumptions: Additional dividend income expected from ESPO.	-0.180	0.000	0.000	0.000	-0.180
FCS/FG	Review of budget assumptions: Additional Norse rebate income expected.	-0.450	0.000	0.000	0.000	-0.450

⁸ Proposal to deliver efficiencies within the service, this does not relate to changes in the level or type of services provided.

Dept	Saving Proposal	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	Total £m
FCS/FG	Review of budget assumptions: Review of pension pressures previously assumed in the budget which are no longer expected to be required.	-2.000	0.000	0.000	0.000	-2.000
FCS/FG	Review of budget assumptions: Review of Treasury Management budgets to reflect higher interest rates achieved on investment and treasury management activity.	-0.500	0.000	0.000	0.000	-0.500
		-19.508	3.016	0.020	0.000	-16.472

6.3. The total new savings identified to date as part of the 2023-24 Budget process are £32.515m as shown in the table below. This reflects the combined proposals from Phase 1 (July) and Phase 2 (October) but **does not incorporate any proposals from the Strategic Review at this point.**

Table 8: Total new saving proposals summarised by Department as at October 2022

	2023-24 £m	2024-25 £m	2025-26 £m	2026-27 £m	2023-27 Total £m
Adult Social Services	-18.115	4.400	-2.500	-2.000	-18.215
Children's Services	-4.958	1.300	0.050	0.000	-3.608
Community and Environmental Services	-4.987	0.116	0.570	0.000	-4.301
Strategy and Transformation	-0.250	0.050	0.000	0.000	-0.200
Governance	-0.075	0.000	0.000	0.000	-0.075
Finance and Commercial Services / Finance General	-4.130	0.000	0.000	0.000	-4.130
	-32.515	5.866	-1.880	-2.000	-30.529

6.4. All proposals will be subject to consultation and further validation work to ensure that they are fully robust and deliverable prior to being included in the Budget presented to Full Council for consideration in February 2023. At this stage, the following proposals have been identified as requiring specific public consultation:

- Norfolk Record Office - reduction in opening hours and income generation
- Recycling Centres: harmonise summer opening hours at recycling centres
- Recycling Centres: Wednesday closures
- Reducing weedkilling on highway network to a single treatment
- Review of budget assumptions: Review of mainstream Post 16 transport policy and subsidies.

6.5. For the avoidance of doubt, no final decisions on the implementation of proposals will be made until February 2023 when the County Council considers the Cabinet's proposed Budget for 2023-24, including the findings of public consultation and equality impact assessments.

7. Council tax and Adult Social Care precept

- 7.1. As set out above, the MTFS approved by Full Council in February 2022 assumes a council tax increase of 2.99% (1.99% general council tax and 1.00% Adult Social Care precept). At the Spending Review 2021, the Government announced that it intended to set the referendum thresholds for 2022-23 to 2024-25 for core council tax at 2%, and offer further flexibility to raise the Adult Social Care (ASC) precept by 1% in each year. However the referendum threshold is formally reviewed and set annually and the Government has not at this stage confirmed the referendum threshold for 2023-24.
- 7.2. In this context it also remains the case that Government's approach to the funding of local authorities in recent years has been predicated on an assumption that councils will increase council tax by the referendum limit, and that average levels of tax base growth will be experienced. This broad expectation for councils to absorb their own growth pressures has been reiterated in the Plan for Health and Social Care. A decision to increase council tax by less than the referendum threshold therefore results in the Council having lower levels of funding than Government would expect.
- 7.3. If the threshold were anything other than 3%, every 1% change in council tax would equate to approximately £4.7m of additional income (reduced gap) or pressure (increased gap). If Government allows a council tax increase above this level, 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 and that this would be a key element of setting a balanced 2023-24 Budget and establishing a robust MTFS position.** The level of council tax will therefore be a key part of the 2023-24 Budget setting discussions, and this report recommends that Cabinet seek to retain maximum flexibility by undertaking public consultation on the full range of options available for 2023-24, once these are known.
- 7.4. The anticipated pressures and risks within the current budget planning position are significant, and unless these are mitigated by additional savings or material new government funding, the Executive Director of Finance and Commercial Services considers that the Council will have very limited opportunity to vary these assumptions. In the event that the Government offered the discretion for larger increases in council tax, or further increases in the Adult Social Care precept, this would be the recommendation of the Section 151 Officer in order to ensure that the council's financial position remains robust and sustainable. This judgement reflects:
- the level of emerging service pressures balanced against the quantum of saving proposals identified to date, and the difficulties experienced in identifying sustainable ongoing savings within some demand-led services;
 - the monitoring position in the current year, 2022-23;

- consideration of the robustness of the Council's overall 2023-24 budget;
- the risks for the longer term financial position, and in particular the need to ensure that a resilient budget can be set in future years,
- the reliance on one-off measures to support both the current year 2022-23 Budget and in the emerging 2023-24 Budget which will need to be addressed over the MTFS.
- the considerable remaining uncertainty around risks, funding and cost pressures in 2023-24 and beyond.

7.5. The precise final level of any change in council tax remains a matter for Full Council based on the recommendation of Cabinet and as such will be confirmed in February 2023 as part of the annual Member decision making process on the Budget.

8. Impact of the Proposals

8.1. This paper sets out details of progress in the Council's Budget planning process for 2023-24 and in particular includes further saving proposals which are expected to form part of the Council's 2023-24 Budget, subject to consideration of the outcomes of public consultation and EQIA, which this report will initiate. The proposals in this report take into account the fact that significant risks and uncertainties remain. The proposals in this report are therefore intended to:

- provide a robust basis for budget planning and a significant contribution towards closing the budget gap forecast for 2023-24;
- set the context for public consultation on and equality impact assessments of the 2023-24 Budget proposals;
- provide an opportunity for Cabinet to comment on and provide guidance about the departmental saving proposals and emerging pressures;
- provide Cabinet with the latest details about the continuing significant uncertainty around local authority funding (including funding reform);
- provide an update on the risks identified to date for the 2023-24 budget process; and
- determine the next steps which will ultimately contribute to the Council setting a balanced budget for 2023-24.

9. Risks to Budget and MTFS position

9.1. Since the development of the 2022-23 Budget and MTFS in February 2022, a number of further significant risks have emerged which will impact upon both the 2022-23 budget position and increase the £60m gap identified for 2023-24. At this point, these have **not** been reflected within Departmental service targets for 2023-24 as they remain subject to significant uncertainty.

9.2. Key risks include:

- **2022-23 forecast outturn** – The monitoring position for 2022-23, reported elsewhere on this agenda, currently indicates an overall overspend of

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£4.735m as at August 2022, period 5. This includes an underlying overspend of £5m within Children's Services budgets and is prior to the impact of any 2022-23 pay award. The extent to which planned 2022-23 savings are delivered, overspends can be mitigated in a sustainable ongoing manner, and a balanced outturn overall for 2022-23 achieved, will have a material impact on the level of gap that ultimately needs to be addressed for the 2023-24 Budget.

- **Inflation (pay)** – The employers' latest pay offer for 2022-23 is a flat rate £1,925 increase for all employees. This is now assumed to be the minimum outcome and represents a pressure over and above the 3% provided for at the time of setting the 2022-23 Budget. The pressure from the 2022-23 pay offer is estimated as at least £7.600m and represents both an in-year (2022-23) issue and an additional pressure to be addressed in 2023-24 Budget setting. The extent to which the pressure over the 3% allowed can be absorbed in 2022-23 within existing service budgets will need to be considered as the year progresses and further monitoring information is available. There is in addition very significant uncertainty about the adequacy of assumptions about pay increases for 2023-24 onwards (currently 3% assumed), which appear potentially insufficient in the context of the wider inflationary pressures being experienced. Every 1% increase in pay inflation assumed equates to a further cost pressure of approximately £3.000m.
- **Inflation (non-pay)** – The adequacy of assumptions about inflation in the MTFS position need to be re-examined. Inflation in 2022-23 is significantly above the level assumed at the time of Budget setting and forecasts for 2023-24 are in some cases now as high as 18%. This will particularly impact on energy and fuel budgets, but will have wider implications across a number of budget lines, particularly where contracts are pegged to specific rates (i.e. CPI/RPI at a particular date). Detailed work over the autumn will provide greater clarity about the scale of these pressures but they will contribute to an increase in the 2023-24 gap.
- **Adult Social Care reform** – As part of the national reform of Adult Social Care, Government committed to invest funding of £5.4bn over the period of 2022-25. The majority of this funding is attached to new/amended requirements on Local Authorities, and as such, there is significant uncertainty around the sufficiency of this funding and its distribution. There are two financially material aspects of the proposed reforms. The first relates to the changing of the policy in regards to what a person may be assessed to contribute towards their care costs. This is proposed to change from October 2023 and the Government is currently consulting on the distribution methodology for the 2023-24 funding associated with this change. Initial forecasts indicate that this could result in a funding allocation in the range of £15-17m, and work is underway to assess the extent to which this will cover this change locally. The second aspect relates to the care market and a requirement to undertake a Fair Cost of Care (FCoC) exercise with the production of an interlinked Market Sustainability Plan. Government have not announced the local funding distribution to implement this change, with the funding to be distributed as part of the

wider Local Government Financial Settlement. Much like the charging policy changes, the assumptions used to build the national funding levels announced relating to FCoC have been questioned by those representing the sector. We continue to work with Government to understand the full implications and at this time, as it does for most Local Authorities, it still remains a significant uncertainty in our budget planning.

- **Dedicated Schools Grant deficit recovery** – The Council is engaged in negotiations with the DfE as part of the Government’s “Safety Valve” programme. The aim of this process is to agree a DSG deficit recovery plan to eliminate the historic DSG deficit and ultimately to bring the in-year DSG budget into balance. If successfully agreed, the DfE will make a material financial contribution to addressing the deficit, but a contribution within the Council’s revenue budget over the term of the MTFS is also likely to be required. This would potentially have implications for the 2023-24 gap and / or the availability of other mitigating options to support a balanced Budget being agreed.
- **Government funding announcements and associated assumptions** –
 - The MTFS has made assumptions about the continuation of certain elements of the 2022-23 funding settlement, including in particular that there will be a repeat of the “one-off” 2022-23 Services Grant allocation of £10.687m. If this allocation is not maintained in the 2023-24 settlement, it will further increase the 2023-24 gap position.
 - There remains significant uncertainty about the Fair Funding Review (and more generally) the 2023-24 settlement as described elsewhere in this report. A consultation on the Fair Funding Review was expected “shortly” but has been repeatedly delayed and is likely to be dependent on the new Government’s priorities. Given the restrictions of the parliamentary timetable, Spending Review timescales and the significant impacts that implementation Fair Funding could have across the local government sector, it is quite possible that reforms will not be brought forward until 2026-27. Regardless of progress on Fair Funding, it is unlikely that there will be any certainty about the 2023-24 Provisional Settlement until early December at best.
 - There is significant uncertainty around the level of funding and associated cost pressures for social care reform as set out above. It is unclear the extent to which this will cover the new burdens which will accompany the reforms to the system.

9.3. The sensitivity analysis shown in the table below provides an indication of the potential impact of some of these changes on the overall Budget position.

Table 9: Sensitivity analysis 2023-24 Budget

Change	Impact £m
Additional income from scope to raise Adult Social Care Precept by further 1%	-4.700
Potential pressure from 2022-23 savings (assuming 20% non-delivery)	5.700
Potential pressure from 2023-24 planned savings feasibility review (assuming 20% unachievable)	1.800
Potential pressure from change in tax base growth +/-1%	+/-4.700
Approximate ASC pressure from every 1p increase in National Living Wage	+0.270
Impact of varying pay award assumptions +/- 1%	+/-3.000
Energy and fuel inflation 2023-24	+£5.000

9.4. As set out elsewhere in this report, it is not proposed to amend the budget gap targets at this stage. **It remains critical that further robust, achievable, and recurring saving proposals are brought forward in order to deliver the originally identified target of £60m.** However, although an extremely high level of uncertainty remains, based on the currently available information it is anticipated that the additional pressures emerging (i.e. over and above the existing £60.000m gap) can be mitigated through a range of measures including improved business rates income, the MRP (Minimum Revenue Provision) budget requirement, options for the application of capital receipts, and other corporate finance options. These are all being explored and will be deployed to the fullest extent possible to support the Council in setting a balanced Budget for 2023-24. Additional certainty will be provided when Government publishes details of 2023-24 funding.

10. Robustness of the Budget and compliance with the Financial Management Code

10.1. The Executive Director of Finance and Commercial Services is required by section 114 of the Local Government Finance Act 1988 to report to Members if it appears that the expenditure the authority proposes to incur in a financial year is likely to exceed the resources available to it to meet that expenditure. In addition, duties under section 25 of the Local Government Act 2003 establish a requirement to report on the robustness of the estimates made for the purposes of the calculation of the precept (and therefore in agreeing the County Council's budget).

10.2. As a result, these duties require a professional judgement to be made by the Executive Director of Finance and Commercial Services as the officer ultimately responsible for the authority's finances. The Executive Director takes

a view of the robustness of the Council's budget across the whole period covered by the Medium Term Financial Strategy and this will be fully reported to Members as part of the budget setting process in February 2023.

10.3. At this stage of the budget setting process, and with reference to the new saving proposals developed for 2023-24 and set out in this report, the initial assessment by the Executive Director of Finance and Commercial Services in relation to this duty is that it will be possible to propose a balanced budget for 2023-24, but that further recurrent savings proposals need to be developed to achieve this, and significant uncertainties remain to be addressed through the remainder of the Budget process. This reflects the following key considerations and assumptions:

- The new savings proposals developed to date for 2023-24 establish a solid foundation for the development of a robust budget, but a number of key risks remain and the ability to identify savings is becoming increasingly challenging.
- The current monitoring position for 2022-23 indicates an overspend outturn position, although work is underway to achieve a balanced position by the end of the financial year.
- Forecasts from District Councils for locally retained income from council tax (the tax base and collection fund position) and business rates have not yet been received.
- Contingent on the details of the Local Government Finance Settlement and without additional deliverable, recurrent savings, the Executive Director of Finance and Commercial Services expects to recommend that a sustainable Medium Term Financial Strategy will require an increase in line with the maximum referendum threshold for council tax and the Adult Social Care precept.
- Significant risks remain around the scale of the likely gap for 2024-25 and future years, subject to the level of one-off options required to balance the 2023-24 budget.
- The assessment of the robustness of the Budget remains highly sensitive to the detail of Government decisions about funding to be made at any fiscal events through the remainder of the year and also the Local Government Finance Settlement for 2023-24, expected in December 2022.

10.4. In addition, the judgement takes into account the fact that work is underway to quantify and validate significant emerging pressures which will need to be included in the final Budget proposals in February 2023 where they are shown to be appropriate and unavoidable. Details of some of these pressures and risks are set out in the preceding section of the report.

10.5. Taking the above into account, the Executive Director of Finance and Commercial Services' current advice is that the Council needs to continue to develop the 2023-24 Budget in a way which offers flexibility to respond to changes in the wider environment and operating context. This includes a further process to identify deliverable recurrent savings for 2023-24 to meet the

original target of £60.000m set out in April 2022. This will need to be undertaken in November / December and reported to Cabinet in January 2023. The overall Budget position will be kept under review as budget planning continues through the remainder of the year. As part of setting the 2023-24 Budget, the Executive Director of Finance and Commercial Services will also consider the adequacy of the overall General Fund balance, the need for a general contingency amount within the revenue budget, uncertainty about Government funding, other areas of risk including the wider economic climate, and the Council's wider value for money position.

- 10.6. As in previous years, the 2023-24 Budget needs to be prepared with reference to the Financial Management Code (the FM Code) published by the Chartered Institute of Public Finance and Accountancy (CIPFA). The FM Code provides guidance about the principles of good and sustainable financial management, and requires authorities to demonstrate that processes are in place which satisfy these principles. It identifies risks to financial sustainability and sets out details of a framework of assurance which reflects existing successful practices across the sector. In addition, the Code establishes explicit standards of financial management, and highlights that compliance with these is the collective responsibility of elected members, the chief finance officer and the wider Corporate Board. Further details of how the Council considers it achieves compliance with the FM Code will be set out in the February Cabinet Budget report.

11. Next steps and approach to addressing the remaining gap

- 11.1. The overarching timetable for 2023-24 as agreed by Cabinet in April is reproduced at Appendix 1 of this report. This has been updated to reflect the fact that the Council will be undertaking further rounds of Budget Challenge in December to enable and inform a full suite of budget proposals to be presented to Cabinet in January 2023.
- 11.2. If the proposals identified in this report, totalling £32.515m, are incorporated into the budget planning process, there remains a forecast gap of approximately £27m to be addressed. Further measures to contribute to the development of a balanced budget for 2023-24 are expected to be brought forward under the following key areas:

- Strategic Review proposals, as outlined in the separate report to this Cabinet meeting, will be incorporated into Budget planning when they are fully developed – For 2023-24, these additional budget proposals are being developed in parallel to the more usual budget-setting process as part of the Strategic Review of the organisation. Proposals arising from the Strategic Review will ultimately be incorporated into the final Budget in January 2023 for Cabinet to consider and recommend to Full Council for the February Budget meeting.
- Services examining the impact of changes including Children's Social Care reform and Adult Social Care reform for any opportunities

- Government funding announcements including the Local Government Finance Settlement and council tax referendum thresholds for 2023-24
- Corporate finance options – including the flexible use of capital receipts
- Fourth round of Budget Challenge in December 2022, to provide an opportunity to review additional specific savings proposals brought forward by services.

11.3. In the event that the next phases of the budget process fail to yield the required level of (ongoing) savings proposals, then through the autumn and winter further work will be necessary to enable the preparation of a balanced budget. This would require a range of activities including, but not limited to, the following:

- Identification of significant capital receipts that can be used to fund transformation work and/or reduce borrowing costs.
- A material reduction in the future capital programme.
- A review of all non-essential expenditure.

11.4. The Government has not yet confirmed the council tax referendum principles for 2023-24, including whether there will be a continuation of the adult social care (ASC) precept beyond 2022-23. The Council's current planning assumes a council tax increase of 2.99% including 1% for the ASC precept. Government will confirm the council tax referendum principles alongside the Local Government Finance Settlement, taking into account cost pressures and the overall Local Government funding package later in the year. In the event that Government allows increased flexibility to raise council tax for 2023-24 it is likely that this would be the recommendation of the Section 151 officer to support the delivery of a robust and sustainable budget.

12. Proposed consultation process for 2023-24 budget

12.1. The Medium Term Financial Strategy for 2023-24 agreed in February 2022 assumed that core council tax will increase overall by 1.99%, and that the Adult Social Care precept will be increased by 1% (these referendum thresholds have not yet been confirmed for 2023-24). The report also set out that if the referendum threshold were increased in the period 2023-24 to 2025-26 to above 1.99%, or any further discretion were offered to increase the Adult Social Care precept (or similar), then it is likely that the Section 151 Officer would recommend the council take full advantage of any flexibility in view of the council's overall financial position.

12.2. The Government has not yet announced the referendum thresholds for 2023-24 onwards. These may be confirmed either within any technical consultation on local government funding, at a fiscal event (Budget or Spending Review), or as part of the Provisional Settlement. Government has historically assumed that councils will raise the maximum council tax available to them. In light of the overall financial position and pressures facing the Council, it is proposed to consult the public to understand views about a range of potential

council tax and adult social care increases including 2.99% (as per MTFS assumptions) and to cover the full range of council tax options available, in order to support Member decision making in February 2023. It should be noted that the level of council tax is a decision for Full Council each year; it is therefore prudent to consult on the full range of available options to inform Member decision-making. As in previous years we are inviting comments on the level of council tax through our consultation hub on Citizen Space.

- 12.3. We will publish our budget consultation, including details of all new saving proposals for 2023-24 on the Council's online consultation hub, Citizen Space. We will produce large print, downloadable and easy read versions as standard and make any consultation documents available in other formats on request.
- 12.4. As well as alerting key stakeholders to the consultation, we will promote opportunities for people to have their say on budget proposals and council tax through news releases, online publications and social media. We will also be sharing our consultation with members of the Norfolk Residents' Panel and inviting parish councils to a webinar where they can find out more about our proposals and invite them to provide feedback.
- 12.5. Our consultation will take place in the autumn. Consultation feedback on both budget proposals and council tax will be available for Cabinet in January 2023 and Full Council in February 2023. We will make extra effort to find out the views of people who may be affected by our proposals, including people with protected characteristics.
- 12.6. We will also report on the findings of the equality impact assessments we are undertaking. For information about this please see Section 18.

13. Evidence and Reasons for Decision

- 13.1. After more than ten years of savings identification and delivery, and in the face of both continuing significant financial pressures and Government plans for funding reform, it is essential that the Council has a robust approach to budget setting and the identification of saving proposals. Simultaneously, it is critical to continue to engage with Government, MPs and other stakeholders to campaign for adequate and sustainable funding for Norfolk to enable the delivery of vital services to residents, businesses and visitors. In the context of funding reform, it will be even more imperative than it has been in previous years that Government issue guidance on the direction of travel for reform, financial planning assumptions, and indicative funding allocations for 2023-24, as soon as possible.
- 13.2. In view of the size of the gap forecast for 2023-24, there is a significant risk that the Council will be obliged to consider reductions in service levels. As such it was important for the process of developing savings proposals to have been undertaken as soon as possible to support robust engagement and public

consultation. The Council's planning within the MTFS forecast is based on the position agreed in February 2022 and it is important to note that this will be kept under review throughout the 2023-24 Budget setting process, particularly in the event that further information about funding or cost pressures becomes available. The proposals in this report do not close the entire budget gap faced by the Council for 2023-24, but they do establish a robust foundation for the Council to build on in order to develop a deliverable and balanced Budget for 2023-24.

14. Alternative Options

14.1. This report forms part of the framework for developing detailed saving proposals for 2023-24 and at this stage no proposals have been agreed, meaning that a range of alternative options remain open. Cabinet has the opportunity to comment on the proposals now, and will have further scope to consider them (informed by public consultation and EQIA) when making final Budget recommendations to Full Council in January 2023 (for the Full Council meeting in February 2023).

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

- Adopting an alternative allocation of targets between directorates / services, or retaining a 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.
- Establishing an alternative approach to identifying savings.
- Changing assumptions within the MTFS (including the level of council tax) and therefore varying the level of savings sought.

14.3. The planning context for the Council will be updated if further information becomes available. Final decisions about the overall shape of the 2023-24 Budget, savings, and council tax will not be made until Full Council in February 2023, 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.

14.4. 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 January 2023.

15. Financial Implications

15.1. Financial implications are discussed throughout this report, which sets out the proposed savings which have been identified by each department to contribute to closing the 2023-24 and future year budget gap, subject to formal

approval by Full Council in February 2023. It should be noted that even if all the proposals detailed in this report were to be approved, the scale of the gap is such that services will be required to identify further very significant savings to be delivered against current budget levels. However simultaneously it appears to be increasingly difficult to identify savings within statutory demand led services, and this represents a major challenge. The scope to achieve savings at the level required may also be limited by a range of factors including the impact of the cost of living and the energy crisis on cost pressures, service delivery expectations, existing saving programmes, and the legacy of COVID-19.

15.2. The Council is legally required to set a balanced Budget annually and should plan to achieve this using a prudent set of assumptions. However, as previously set out, Members could choose to vary the allocation of indicative targets between Directorates, establish an alternative approach to identifying savings, or substitute proposals brought forward. Work to deliver additional Government funding could also have an impact on the overall budget gap to be addressed. As a result, the budget setting process and savings targets will continue to be kept under review as budget planning progresses.

15.3. The scale of the budget gap and savings required are such that if the Council is required to deliver savings at this level there is a risk that this could result in the Council failing to fulfil its statutory responsibilities. As such the Government's response and decisions about Council funding in 2023-24 will be hugely significant. Any changes in Government funding could have a material impact on both the level of savings to be identified, and the Council's wider budget process. Government has hitherto failed to deliver the comprehensive adjustment needed in terms of the recognition of the importance and costs of providing social care, and to adequately fund local authorities to provide these and other vital services. Fundamentally there is a need for a larger quantum of funding to be provided to local government to deliver a sustainable level of funding for future years.

15.4. Major uncertainty remains about the prospects for funding reform. There is a risk that this could see resources shifted away from shire counties, in which event the Council's forecast 2023-24 gap could increase. At this point, Government has not confirmed details of the proposed approach or timescales for consultation on funding reform, although there are indications that this will not be taken forward in a way which delivers substantial funding changes and may not happen until 2026-27 at the earliest. The 2023-24 MTFS position also assumes that approximately £12m of funding will be rolled forward from the one-off 2022-23 Services Grant and New Homes Bonus. These assumptions remain to be confirmed and should be considered a key area of risk.

15.5. As a result of the above, the budget setting process and savings targets will be kept under review as budget planning progresses. In the event that

additional budget pressures for 2023-24 emerge through budget planning, there may be a requirement to revisit the indicative saving targets.

16. Resource Implications

- 16.1. **Staff:** There are no direct implications arising from this report although it is likely that staffing implications may be linked to specific saving proposals as they are developed. These will be identified as they arise later in the budget planning process.
- 16.2. **Property:** The report includes a proposal related to declaring surplus and ultimately disposing of the PDC site. Services currently delivered from the PDC will need to be relocated and delivered from an alternative site within the County Council's property estate. There are no other direct property implications arising from this report although existing saving plans include activities linked to property budgets and assumptions around capital receipts to be achieved.
- 16.3. **IT:** There are no direct IT implications arising from this report although existing saving plans include activities linked to IMT budgets. In addition, activities planned within Business Transformation will include further work to deliver savings through activity related to digital and IT initiatives.

17. Other Implications

- 17.1. **Legal Implications:** This report is part of a process that will enable the Council to set a balanced budget for 2023-24 in line with statutory requirements, including those relating to setting council tax, and undertaking public consultation.
- 17.2. **Human Rights implications:** No specific human rights implications have been identified.
- 17.3. **Equality Impact Assessment (EqIA) (this must be included):** See section 18 below.
- 17.4. **Data Protection Impact Assessments (DPIA):** N/a
- 17.5. **Health and Safety implications (where appropriate):** N/a
- 17.6. **Sustainability implications (where appropriate):** There are no direct sustainability implications arising from this report although existing 2022-23 budget plans include funding for activities which may have an impact on the environmental sustainability of the County Council through the delivery of the Environmental Policy. These issues were considered in more detail within the February budget report to Full Council. Further details are set out in the *Net Zero and Natural Norfolk Progress Update* previously considered by Cabinet. Sustainability issues and any associated financial implications in relation to

either new 2023-24 proposals, or activities developed during 2022-23, will need to be fully considered once such initiatives are finalised, and ultimately as part of budget setting in February 2023.

- 17.7. **Any other implications:** Significant issues, risks, assumptions and implications have been set out throughout the report.

18. Equality Impact Assessment (EqIA)

Introduction

- 18.1. Local authorities are required by the Equality Act 2010 to give 'due regard to equality' when exercising public functions, such as setting the annual budget.⁹
- 18.2. Many local authorities summarise their efforts to give 'due regard to equality' in a document called an '**equality impact assessment**' – because this is an accessible way to analyse and evidence the different ways a proposal might impact on people with protected characteristics.
- 18.3. If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- 18.4. It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, giving 'due regard to equality' enables informed decisions to be made that take every opportunity to minimise disadvantage.

How the Council gives due regard to equality on the budget saving proposals

- 18.5. Due regard to equality has been given to the saving proposals set out in this report. This includes ensuring that:
- The development of the proposals give consideration to the Equality Act 2010
 - Information about the proposals is accessible
 - Arrangements for public consultation are inclusive and accessible

⁹ 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 characteristic 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.
- This is called the 'Public Sector Equality Duty'. [The full Equality Act 2021 is available on legislation.gov.uk](https://legislation.gov.uk).

- The proposals are informed by the Council's equality impact assessment of Digital Inclusion and remain live to issues identified during the COVID-19 pandemic, including social isolation and financial hardship.

18.6. Following confirmation (or any changes made) by the Cabinet at this October meeting that the proposals will be taken forward for budget planning for 2023-24, further analysis in the form of equality impact assessments will take place of each proposal, to consider the impact on people with protected characteristics.

18.7. Equality impact assessments cannot be completed until the public consultation is concluded. This is because the Council must ensure that it has fully understood the impact of each proposal on service users, particularly service users with protected characteristics.

18.8. The findings of equality impact assessments will be published for consideration by the Cabinet in the Strategic and Financial Planning 2023-24 report of January 2023, and in advance of the final decision by the Full Council about the overall Budget in February 2023.

19. Risk Implications/Assessment

19.1. A number of significant risks have been identified throughout this report. Risks in respect of the MTFs were also set out within the February 2022 report to Full Council. Uncertainties continue to remain which could have an impact on the overall scale of the budget gap to be addressed in 2023-24. These include:

- The significant impacts of the "cost of living" crisis, exceptional inflationary pressures and the wider impact of the invasion of Ukraine on the economy. All of these have the potential to drive additional cost pressures (either through increased demand for services, or as a result of the increased price of delivering service provision) and may also lead to reductions in overall income due to the wider economic impacts. In particular it is important to note that the MTFs approved by Full Council did not provide for the current extreme levels of inflation which are expected to persist through the remainder of the financial year. These inflationary pressures have the potential to impact on the Council's budget in a range of ways:
 - Pay pressures in excess of the 3% provided for in the Council's planning assumptions.
 - Pressures associated with increase in the National Living Wage, particularly in relation to services contracted by the Council. Within Adult Social Care, every 1p increase in the NLW equates to a pressure of approximately £0.270m. In April 2022 the NLW increased from £8.91 to £9.50, an increase of £0.59 or 6.6%. The

rates for 2023 have not been announced but are likely to be on a similar trajectory.¹⁰

- The Council's forecasts for energy inflation at the time of setting the 2022-23 Budget do not provide for the current spike in energy prices, which is likely to persist in the medium term and result in additional budget pressures.
- The higher rates of general inflation measures (CPI and RPI) will directly impact on the Council's contractual costs which are set with reference to these indicators. Government has indicated that there is limited scope within the existing spending review envelope to address these exceptional inflationary pressures. Forecasts are that inflation will return to the target 2% over the medium term but this implies a permanent increase in the Council's cost base from the current extreme rates (i.e. inflationary pressures are not being taken back out of the system by negative inflation in future).
- Ongoing uncertainty around local government (and wider public sector finances) including:
 - the need for a long term financial settlement for local government. Spending Review announcements in 2021 covered one year only, and as a result there remains high uncertainty about the levels of funding for 2023-24 and beyond. Continuation of the one-off "Services Grant" provided in 2022-23 has not been confirmed, although the Council's budget planning assumes funding will continue at a similar level.
 - It remains of major concern that Government continues to place significant reliance and expectations on locally raised income. If this trend persists, the financial pressures for 2023-24 and beyond may become unsustainable. The Government has not yet announced the council tax referendum limit for 2023-24.
 - There remains a specific risk in relation to longer term reform of local government funding and the planned funding review, in that a failure by the Government to provide adequate resources to fund local authorities could lead to a requirement for further service reductions, particularly where these result in a redistribution between authority types or geographical areas. Changing Government policies around the nature, role, responsibilities and requirements of Local Government may also represent an area of risk, as will changing expectations of the public, taxpayers and service users. The Government has not made any formal announcement about the prospects of funding reform for 2023-24 for some time although recent indications (and the limited time for development and

¹⁰ The Low Pay Commission has commented that: "the Government has set a target for the NLW to reach two thirds of median hourly pay by 2024. While there is higher than normal uncertainty, we estimate the on-course rate for the NLW for 2023 is £10.32 (an 8.6% increase)." https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1065743/The_National_Minimum_Wage_in_2022.pdf

consultation) suggest that this may not be going ahead in any significant way.¹¹

- linked to this are risks around delivery of reforms to local government funding including actions to deliver “Levelling Up”, the funding review, the detailed implications of Adult Social Care reform, reforms to the Business Rates system, and changes to other funding streams including the New Homes Bonus.
- In respect of Adult Social Care reform, the County Councils Network has estimated that Government’s proposed reforms lack sufficient funding for implementation, with a shortfall of nearly £10bn compared to Government estimates.¹²
- Further decisions about Local Government reorganisation and the progress of negotiations related to a County Deal.
- Risks around the Dedicated Schools Grant (DSG) deficit position, for which the statutory override expires in 2023. The County Council is participating in the ‘safety valve’ intervention programme with the DfE in the 2022-23 financial year, which aims to agree a deliverable local package of reforms to the high needs system in order to eliminate the in-year DSG deficit over the short to medium term. This agreement is a pre-requisite in order to access financial support from the DfE to eliminate the historic deficit over the period of the agreement. Agreeing the DSG management plan is therefore a high priority to reduce and mitigate the financial risk associated with the DSG deficit position, but may also have budgetary implications for the Council over the same period.
- Any further impact of COVID-19 on the budget in 2022-23, including in particular:
 - any ongoing cost pressures within service delivery and contracted services which have not currently been provided for;
 - future pressures on income particularly in relation to business rates and council tax; and
 - the implications of any measures implemented by Government to restore the national finances in the medium to longer term.

19.2. The Council’s Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not treated, could have significant financial consequences such as failing to generate income or to realise savings. These corporate risks include:

- RM002 – Income streams
- RM006 – Service Delivery
- RM022b – EU Transition
- RM023 – Changes to demography, funding, and government policy

¹¹ <https://www.lgcplus.com/finance/we-are-providing-enough-money-to-adult-social-care-minister-says-24-05-2022/>

¹² <https://www.countycouncilsnetwork.org.uk/new-analysis-reveals-the-regional-impact-on-local-councils-of-the-governments-flagship-adult-care-reforms/>

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- RM031 – NCC Funded Children's Services Overspend
- RM035 – Adverse impact of significant and abnormal levels of inflationary pressure on revenue and capital budgets

19.3. Further details of all corporate risks, including those outlined above, can be found in Appendix C of the October 2022 Risk Management report to Cabinet. There is close oversight of the Council's expenditure with monthly financial reports to Cabinet. Any emerging risks arising will continue to be identified and treated as necessary.

The Council is in the process of embedding a new HR and Finance System (myOracle). The successful implementation of this system is a key prerequisite for the 2023-24 Budget in terms of the system supporting delivery of both the budget process itself, and providing mechanisms through which savings and efficiencies are intended to be achieved.

20. Select Committee comments

20.1. Select Committees provided commentary and input to the 2022-23 Budget process during budget development. Where relevant, any comments from that exercise have been incorporated within the budget setting approach for 2023-24.

20.2. In May 2022, Select Committees therefore again had the opportunity to provide their views about the scope for savings and the implications of 2023-24 budget setting for the service areas within their remit. Due to the timing and sequence of meetings, there was no opportunity for Select Committees to offer specific comments on the proposals set out in the July Cabinet report, however Select Committees are being invited to consider all of the detailed proposals for 2023-24 in the round when they meet in November, following Cabinet decisions about the complete package of measure to be consulted on as part of this report. Any further comments from Select Committees will therefore be reported to Cabinet later in the budget setting process in order to inform final budget recommendations to Full Council.

21. Recommendations

21.1. Cabinet is recommended:

- 1. To consider and comment on the County Council's strategy as set out in section 2 and note that the Budget process is aligned to the overall policy and financial framework;**
- 2. To note that fiscal and policy decisions made by the Government in autumn 2022, including any Emergency Budget, may have implications for the County Council's budget planning position. The outcome of these national funding announcements, alongside the Local Government Finance Settlement, will have potentially significant impacts on the 2023-**

24 Budget position, which will not be fully known until later in the budget setting process.

- 3. To consider and agree for planning purposes the latest assessment of significant areas of risk and uncertainty around emerging budget pressures for the 2023-24 Budget and Medium Term Financial Strategy, which remain to be resolved and which may have a material impact on budget planning (section 9).**
- 4. To direct Executive Directors to identify proposals for further recurrent Departmental savings to achieve the original target of £60.000m agreed in April 2022, for consideration by Cabinet in January 2023 and to support final 2023-24 Budget recommendations to Full Council.**
- 5. To note that, taking into account the significant emerging budget pressures for 2023-24, the S151 Officer anticipates recommending that the Council will need to apply the maximum council tax increase available in order to set a sustainable balanced budget for 2023-24;**
- 6. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in section 10 and the further actions which may be required to set a balanced budget as set out in paragraph 11.3;**
- 7. To consider and agree the proposals as set out in sections 5 and 6 (Table 5 and Table 7) to be taken forward in budget planning for 2023-24, subject to final decisions about the overall Budget in February 2023, noting the level of savings already included from the 2022-23 Budget process (Table 4);**
- 8. To note that proposals are also being developed via the Strategic Review running in parallel with the wider 2023-24 Budget process. Once fully developed, these will be incorporated into the final 2023-24 Budget presented to Cabinet in January 2023.**
- 9. To note that consultation is being undertaken in respect of the proposal relating to the review of the mobile library services and the outcomes of this will be reported to a future meeting of Cabinet;**
- 10. To agree that public consultation (as set out in section 12) and equality impact assessment (as set out in section 18) in relation to all other proposals for the 2023-24 Budget be undertaken as set out in section 12 and asking residents for their views on the level of council tax;**

11. To note that the Head of Paid Service has the delegation to undertake any staff consultation relating to specific proposals as required to inform and support 2023-24 Budget setting decisions in January 2023;
12. To confirm the remaining next steps in the Budget planning process for 2023-24, and the Budget planning timetable (Appendix 1); and
13. To note and thank Select Committees for their input into the Budget development process for 2023-24 in May, and to invite Select Committees to comment further on the detailed proposals set out in this report when they meet in November 2022 (section 20).

22. Background Papers

22.1. Background papers relevant to this report include:

[Norfolk County Council Revenue and Capital Budget 2022-23 to 2025-26, County Council 21/02/2022, agenda item 5](#)

[Norfolk County Council 2022-23 Budget Book](#)

[Strategic and financial planning 2023-24, Cabinet, 04/07/2022, agenda item 17](#)

[Finance Monitoring 2021-22 Report Outturn, Cabinet, 06/06/2022, agenda item 14](#)

Finance Monitoring Report 2022-23 P5: August 2022, Cabinet, 03/10/2022 (on this agenda)

Risk Management, Cabinet, 03/10/2022, (on this agenda)

Strategic Review Update, Cabinet, 03/10/2022 (on this agenda)

Strategic and Financial Planning reports considered by Select Committees in May 2022 as follows:

- [Corporate Select Committee, 23/05/2022](#)
- [Infrastructure and Development Select Committee, 25/05/2022](#)
- [People and Communities Select Committee, 27/05/2022](#)

Officer Contact

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Appendix 1: Budget setting timetable 2023-24

2023-24 Proposed	Time frame
Cabinet review of the financial planning position for 2023-27 – including formal allocation of targets	4 April 2022
Scrutiny Committee	20 April 2022
Select Committee input to development of 2023-24 Budget – strategy	w/c 23 May 2022
Review of budget pressures and development of budget strategy and detailed savings proposals 2023-27 incorporating: <ul style="list-style-type: none"> Budget Challenge 1 (May) Budget Challenge 2 (July) Budget Challenge 3 (September) Budget Challenge 4 (December) 	April to December 2022
Cabinet agree strategic budget approach and any initial proposals for summer consultation	4 July 2022
Scrutiny Committee	20 July 2022
Summer consultation activity	22 July to 21 September 2022
Cabinet approve final proposals for public consultation	3 October 2022
Scrutiny Committee	19 October 2022
Public consultation on 2023-24 Budget proposals, council tax and adult social care precept	20 October to 15 December 2022
Select Committee input to development of 2023-24 Budget – comments on specific proposals	w/c 14 November 2022
<i>Government Autumn Budget</i>	<i>TBC September / October 2022</i>
<i>Provisional Local Government Finance Settlement announced including provisional council tax and precept arrangements (outcomes of Fair Funding Review?)</i>	<i>TBC December 2022</i>
Cabinet considers outcomes of service and financial planning, EQIA and consultation feedback and agrees revenue budget and capital programme recommendations to County Council	30 January 2023
Confirmation of District Council tax base and Business Rate forecasts	31 January 2023
<i>Final Local Government Finance Settlement</i>	<i>TBC January / February 2023</i>
Scrutiny Committee 2023-24 Budget scrutiny	15 February 2023
County Council agrees Medium Term Financial Strategy 2023-24 to 2026-27, revenue budget, capital programme and level of council tax for 2023-24	21 February 2023

Assumed Government activity and timescales – Budget process will be informed through the year by Government announcements on the Local Government Settlement, and any progress on reforms including the Funding Review. As set out elsewhere in the report, the timing for these is currently unknown.

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