

# Scrutiny Committee

Date: **Thursday 22 September 2022**

Time: **10 am**

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

## Membership:

Cllr Steve Morphew (Chair)	
Cllr Lana Hemsall (V Chair)	
Cllr Carl Annison	Cllr Keith Kiddie
Cllr Lesley Bambridge	Cllr Ed Maxfield
Cllr Graham Carpenter	Cllr Jamie Osborn
Cllr Phillip Duigan	Cllr Richard Price
Cllr Barry Duffin	Cllr Brian Watkins
Cllr Mark Kiddle-Morris	

## Parent Governor Representatives

Mr Giles Hankinson  
Vacancy

## Church Representatives

Mrs Julie O'Connor  
Mr Paul Dunning

## 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](mailto: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 practise 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 apologies and details of any substitute members attending**

**2. Minutes**

**(Page 5)**

To confirm the minutes of the meeting held on 20 July 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 To receive any items of business which the Chair decides should be considered as a matter of urgency**

**5 Public Question Time**

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Friday 16 September 2022**. For guidance on submitting a public question, please visit <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>

**6 Local Member Issues/Questions**

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Friday 16 September 2022**

**7 The deadline for calling-in matters for consideration at this meeting of the Scrutiny Committee from the Cabinet meeting held on Monday 5 September 2022 was 4pm on Monday 12 September 2022**

**8 Minerals and Waste Development Scheme and Norfolk Statement of Community Involvement (Page 13)**

Report by Executive Director of Community and Environmental Services

**9 Norfolk Youth Justice Plan (Page 55)**

Report by Executive Director of Children's Services

**10 Norfolk Fire and Rescue Service – HMICFRS Improvement Plan (Page 124)**

Report by Executive Director of Community and Environmental Services

**11 Scrutiny Committee Forward Work Programme (Page 172)**

Report by Director of Governance

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

Date Agenda Published: 13 September 2022



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## Scrutiny Committee

Minutes of the Meeting Held on 20 July 2022  
at 10 am at County Hall Norwich

### Present:

Cllr Steve Morpew (Chair)

Cllr Lana Hemsall (Vice Chair)

Cllr Carl Annison

Cllr Lesley Bambridge

Cllr Phillip Duigan

Cllr Mark Kiddle-Morris

Cllr Keith Kiddie

Cllr Ed Maxfield

Cllr Jamie Osborn

Cllr Brian Watkins

Cllr Tony White (substitute for Cllr Graham Carpenter)

### Parent Governor representative

Mr Giles Hankinson

### Also present (who took a part in the meeting):

Cllr Daniel Elmer

Deputy Cabinet Member for Children's Services and Chair of the Children's Services Performance Review Panel

Cllr Andrew Jamieson

Cabinet Member for Finance

James Bullion

Executive Director of Adult Social Services

Titus Adam

Head of Strategic Finance, Service Budgeting & Accounting (attending in place of Simon George)

Peter Randall

Democratic Support and Scrutiny Manager

Kat Hulatt

Head of Legal Services

Tim Shaw

Committee Officer

### 1A. Apologies for Absence

- 1A.1 Apologies were received from Cllr Graham Carpenter, Cllr Barry Duffin, Cllr Richard Price, Mrs Julie O'Connor (Church Representative) and Mr Paul Dunning (Church Representative).
- 1A.2 An apology was also received from Simon George the Executive Director of Finance and Commercial Services.
- 1A.3 The Committee noted that Cllr Shelagh Gurney, the Chair of the Adult Social Care Performance Review Panel, was engaged on other Council business and had given her apologies for the meeting.

1B **Comments from the Chair: The Work of the Norfolk Fire and Rescue Service**

1B.1 The Committee paid tribute to the work of the Norfolk Fire and Rescue Service and to the other emergency services in tackling the devastating scenes across Norfolk yesterday after fires ravaged land and homes during what was the hottest day ever recorded in the county.

2 **Minutes**

2.1 The minutes of the previous meetings held on 23 June 2022 were confirmed as an accurate record and signed by the Chair.

3. **Declarations of Interest**

3.1 There were no declarations of interest,

4 **Urgent Business**

4.1 No urgent business was discussed.

5. **Public Question Time**

5.1 There were no public questions.

6. **Local Member Issues/Questions**

6.1 There were no local member issues/questions.

7 **Call In**

7.1 The Committee noted that there were no call-in items.

8 **Strategic and Financial planning 2023-24**

8.1 The annexed report (8) was received.

8.2 The Scrutiny Committee received a report from the Executive Director of Finance and Commercial Services that supported the Committee's scrutiny of the Council's process for developing the 2023-24 budget and was an opportunity for the Committee to consider savings proposals identified to date, the approach to public consultation, and the overall timeline and activity required to deliver a balanced budget.

During discussion of the report with Cllr Andrew Jamieson, Cabinet Member for Finance, the following key points were noted:

- Service departments were asked to produce an initial list of savings that amounted to £15m.
- The Table 1 on page 20 of the agenda set out the overall savings targets.
- The bulk of the proposed savings in Adult Social Services came from the use of reserves, the continuing programme of prevention work aimed at helping people to live independent lives for longer and from the connecting

communities programme where savings were expected to be at the higher end of expectations.

- The proposed sale of the Professional Development Centre at Woodside Road in Norwich was expected to bring in £1.2 m. The withdrawal from the use of this building formed part of a programme of redeployment aimed at Council services being centred on the use of core buildings.
- The budgetary proposals included the introduction of parking charges for non-residents in tourist hot spots as a means of tackling traffic congestion.
- The closure of recycling centres on Wednesdays (and only for those recycling centres that were currently open on Wednesdays) would mean that Norfolk aligned itself with neighbouring counties and closed centres on the day of least demand.
- The Council was consulting during the summer on the use of mobile libraires. It was too early for the Cabinet Member to answer detailed questions from Members about the future use of these vehicles until this process was complete.
- The Chair said that the budget setting process appeared to be running behind schedule because the first round of challenge had only identified £13m of £60m of savings. The Chair questioned whether the budget setting process was robust enough to be able to identify how all the other £47m of savings would be achieved.
- In reply, the Cabinet Member said that he was reasonably content with what had been achieved at this stage in the budget setting process. By this time last year, the Council had identified 60 % of its end of year savings target but on a much smaller overall savings figure. The Cabinet Member was confident that a combination of departmental savings, savings from the ongoing strategic review and from transformation programmes would close the budget setting gap for 2023/24.
- In reply to questions about the impact of the current high level of inflation and the upward pressures on Council spending, the Cabinet Member said that a 1% increase in employee pay would add £3m of cost pressures to the Council's budget. The County Council had budgeted for a pay increase of 3%.
- The Committee discussed the Council's debt in the context of debt servicing costs.
- In reply to questions about operational and authorised borrowing limits, the Cabinet Member explained the wide range of treasury management tools and performance indicators that the Council was able to use to ensure that it did not borrow more money than it could afford to repay.
- It was pointed out that the possibility of the Council exceeding its operational boundary was very low and that Full Council would have to agree to an increase in its authorised borrowing limit before that limit could be exceeded.
- The cost to the County Council of borrowing money available to it over 50 years was 1.8% in 2021/22 compared to 3% at today's borrowing rate. The

Cabinet Member said that the Council would be unlikely to be able to borrow money at a rate as low below 2% ever again.

- The percentage of the net revenue budget represented by interest costs had fallen to 7% and was likely to go down to 6.9% at the end of the current financial year.
- The Chair said that while interest payments might be small the sums of money borrowed were very large. It was important for Councillors to be able to understand how much control the Council had over the level of the overall net revenue budget and the size of the sums of money that were being borrowed to meet current and anticipated future commitments.
- In reply, the Cabinet Member said that the most important consideration for the Council was to be able to deliver its statutory obligations and essential services in the most efficient way, and at a cost that was as painless as possible for the residents of the county.
- The net revenue budget for the Council was expected to increase from £339m to £439m (with a great deal of this increase taken up by statutory obligations).
- The Chair said that despite the increase in the revenue budget the figures in the report appeared to suggest that the Council might have to cut more than a quarter of its net revenue budget by 2027.
- Titus Adam, commenting on behalf of the Executive Director of Finance and Commercial Services, said that it was not possible to provide the Committee with a definitive figure for the level of controllable revenue expenditure since such a figure always remained subjective. The gross spend of the Council was £12 billion and it was this figure on which the net revenue savings of the Council needed to be based.
- The Cabinet Member said that the Council remained confident that the DFT would fund £85m of the cost of the Norwich Western Link. In reply to questions about what would happen if this proved not to be the case, the Cabinet Member referred to the costs and financial risks that were set out in section 6 of the report.
- The Chair said that when the Committee next considered the proposed budget it would be useful to have more detail about where and why there was a significant increase in demand for statutory Council services.
- It was noted that the connecting communities programme was overseen within the project itself and through the work of a project oversight group.
- In reply to questions the Cabinet Member said that Norse Property Services might be able to help provide a retrofitting service that was requested by Cllr Osborn.
- The Chair said that the Select Committees should ideally have been given an opportunity to consider budgetary setting proposals as part of the summer cycle of Committee meetings. It was important for Select Committees to be given every possible opportunity to help formulate and scrutinise service department budgetary proposals before the next report

came back to the Scrutiny Committee in October 2022. The Scrutiny Committee would then be able to centre its deliberations on the Council's overall budget rather than on scrutinising issues of fine detail which had not gone through the select committee route.

### 8.3 **RESOLVED**

**That the Committee:**

**Note the current position in relation to the setting of the Council's budget for 2023/24 and that this matter was due to next come before the Committee in October 2022.**

### 9 **Quarterly update on Children's and Adult Social Care Performance Review Panels.**

The annexed report (9) was received.

9.1 The Scrutiny Committee received a report that outlined progress to date with regards to the ongoing activity of the two Performance Review Panels (PRPs), one for Adult Social Care and one for Children's Services.

9.2 Cllr Daniel Elmer and James Bullion, the Chair of the Children's Panel, and the Executive Director of Adult Social Services respectively, were present to answer questions about the performance review panels meetings and the actions that were being taken as a result of the issues raised. The Committee noted that Cllr Shelagh Gurney, the Chair of the Adult Social Care Performance Review Panel, was engaged on other Council business and had given her apologies for the meeting.

9.3 The Committee discussed, received answers to questions and considered the following:

#### 9.4 **Children's Services**

- There was a backlog of Education, Health and Care Plans (EHCP) outstanding, and the position was recognised as a countrywide issue brought about by a lack of child psychologists.
- The percentage of those EHCP that were overdue had reduced, but the demand had been unprecedented.
- The Council had a target of producing EHCPs in 20 weeks. Two years ago, only 7% of EHCPs were produced within that timeframe. Today, 55% of EHCPs were produced in 20 weeks and at a time of increased demand. Two years ago, about 1,000 EHCPs were produced in a year which compared with 1,400 at the present time.
- There had also been an improvement in the quality of the EHCPs that were produced. Previously 445 of the EHCPs were rated as part of the audit process as being inadequate in some way which compared with a figure today of just 3%. The Council was now only 4% below the national average.

- In reply to questions Cllr Elmer said that Children's Services were looking to come up with a new stretched target for EHCPs that was achievable and above where Norfolk sat in relation to the national average.
- Cllr Daniel Elmer said that the Panel had received an overview of the key interventions at the edge of care, their impact and been given some indication of where there were opportunities for improvement in the future.
- Cllr Elmer said that he would let Cllr Mark Kiddle-Morris have details after the meeting on the progress that was being made with reviews that fell outside of the EHCP process.
- The Committee was informed that the Panel wanted the vision for the next phase of the Childrens Services transformation to emphasise the importance of professionals getting involved earlier through the early hub, working with parents / carers and in schools. This would allow Children's Services to impact on the numbers requesting an EHCP and help reduce the demand for them.
- Members of the Committee questioned whether the Review Panel had considered all the issues asked of it by the Scrutiny Committee.
- The Parent Governor representative on the Committee said that it was essential for Scrutiny Committee to receive written reports that logged the progress that was being made by the Panel.
- In reply, Cllr Elmer said that the Panel was looking to have a more robust action log and feedback mechanism and to invite comments from interested parties where possible. The possibility of expanding the size of the Panel from 5 to 7 members to allow for more robust scrutiny was also being explored.
- The Chair agreed with the comments made by the Parent Governor that clearer and simpler information was required in future written reports to help Members identify issues examined, actions taken and resulting outcomes. The Scrutiny Committee wanted to see in the written reports that came from the Panel the conclusions of their deliberations as well as the issues that they had discussed. The Chair added that the important contribution which the Parent Governor representative could make to the work of the Panel was something that required further consideration.
- In reply to questions, Cllr Elmer explained how the assessment of Young Carers was an important issue that was being looked at by the Panel.

## 9.5 **Adult Social Care**

- The Committee noted that Cllr Shelagh Gurney, the Chair of the Adult Social Care Performance Review Panel, was engaged on other Council business and had given her apologies for today's meeting.
- In adding to the report, the Executive Director of Adult Social Services said that the Cabinet Member had asked for the department to take part in a 'mock' independent inspection by the LGA and that this would take place

over three days starting on 27 July 2022 (the date had been brought forward from that mentioned in the report) in the run up to the published framework.

- Outcomes of the dry run inspection / key risks and challenges would be considered by the Panel, but it was not known at this stage how they would be reported through to elsewhere within the Council.
- The formal assessment framework would not be released before October 2022; however, the 'mock' independent inspection should give a good indication of where Norfolk stood in relation to the position elsewhere and provide a good tool to strengthen the scrutiny process.
- Adult Social Services already had a good general knowledge of the questions that might be asked as part of the inspection process.
- Once the 5 areas of inspection were published, they would be accompanied by a breakdown of what each included, and what 'good' looked like.
- The cost implications of the mock peer review would be met by the LGA who were piloting the mock reviews as part of their proposals for future Government funding.

## **RESOLVED**

**That the Committee:**

**Note progress with the ongoing work to monitor service performance and that a further report will be brought before the Committee in three months.**

**Thank both Cllr Elmer and James Bullion for their attendance and for their work to date on their respective panels.**

### **10 Scrutiny Committee Forward Work Programme**

10.1 The annexed report (10) was received.

10.2 The Committee noted that the Chair and Vice-Chair were currently exploring how the cost-of-living crisis could be added into the work programme, perhaps as part of an existing item.

10.2 The Committee asked for the Chair and Vice-Chair to consider how the County Council's response to extreme weather events could be added into the forward work programme as an additional item.

10.3 It was noted that the forward work programme also needed to be amended to include in September 2022 the minerals and waste plan which formed part of the Policy Framework.

10.4 It was suggested that following the introduction of the new integrated health care system the Corporate Select Committee might want to consider the effectiveness of scrutiny in this area of work.

10.5 **RESOLVED**

**That the Committee:**

**Note the current forward work programme as set out in the appendix to the report subject to further consideration being given by the Chair and Vice Chair to the response in the county to extreme weather events and the addition of the minerals and waste plan to the agenda for September 2022.**

The meeting concluded at 12.40 pm

**Chair**

# Scrutiny Committee

Item No: 8

**Report Title: Minerals and Waste Development Scheme and Norfolk Statement of Community Involvement**

**Date of Meeting: 22 September 2022**

**Responsible Cabinet Member: Cllr Eric Vardy (Cabinet Member for Environment & Waste)**

**Responsible Director: Tom McCabe, Executive Director of Community and Environmental Services**

## **Executive Summary**

Norfolk County Council, as Minerals and Waste Planning Authority, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan which forms the basis for determining any relevant planning applications that are lodged with the authority. The Minerals and Waste Local Plan also forms part of the Development Plan for Norfolk. A new Norfolk Minerals and Waste Local Plan (NM&WLP) is being produced to cover the period up to 2038.

The Council must also prepare and maintain a Minerals and Waste Development Scheme (MWDS) and a Statement of Community Involvement (SCI). The MWDS specifies the Development Plan Documents (DPDs) that the Council will produce together with the timetable for the preparation and revision of the DPDs. The MWDS is required to be kept up to date. The remaining stages in the production of the NM&WLP will not be in accordance with the adopted timetable in the MWDS. A formal revision to the MWDS is, therefore, necessary and attached as Appendix A. The SCI sets out who, how and when we will engage with individuals and groups on planning applications and the preparation and review of the Minerals and Waste Local Plan. The existing SCI was adopted in December 2018 and has been reviewed to ensure that it remains up to date. The revised 2022 SCI is attached as Appendix B.

The purpose of this report is to update Scrutiny on the 2022 MWDS and the 2022 SCI, which have been reported to Cabinet for agreement prior to adoption at Full Council, at which point the 2022 MWDS and the 2022 SCI will replace the existing MWDS (2019) and SCI (2018).

## **Recommendations**

The committee is asked to:

- 1. Consider the proposed 2022 Minerals and Waste Development Scheme (Appendix A to this report) and the 2022 Norfolk Statement of Community Involvement (Appendix B to this report).**
- 2. Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework Procedure Rules), providing feedback and recommendations where appropriate.**

## **1. Background and Purpose**

- 1.1 At Cabinet on 4 July 2022, members received a report and were asked to approve and recommend to Full Council that the MWDS and the SCI are adopted and that they will replace the current MWDS and SCI.
- 1.2 The [minutes of the 4 July 2022 Cabinet meeting can be found here](#).
- 1.3 The current Minerals and Waste Development Scheme (MWDS) came into effect on 1 September 2019. The MWDS contains the timetable for the stages of the new Minerals and Waste Local Plan which is currently being produced. This report provides information about the proposed changes to the MWDS.
- 1.4 The current Norfolk SCI was adopted in December 2018. The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) also requires SCIs to be reviewed every five years, starting with the date of adoption of the SCI. The revised 2022 SCI takes into account changes in legislation, national planning regulations, national and local planning policy and guidance that have taken place since 2018. The Planning and Compulsory Purchase Act 2004 states that the SCI must be adopted by resolution of the local planning authority.
- 1.5 The Scrutiny Committee has a clear role in providing challenge to any refresh or amendment to items that make up the policy framework. This is set out in part 11B of the NCC constitution, alongside guidelines around communication with members and the process leading to Full Council approval. The item must be considered by the Scrutiny Committee in good time, and the Committee are asked to provide a report to the Leader of the Council outlining a summary of discussions and any recommendations put forward by the Scrutiny Committee. The report will be produced by officers based on discussions at the meeting and signed off by the Chair and Vice-Chair of the committee to ensure accuracy. It will include details of any minority views expressed as part of the debate at the Scrutiny Committee. Having considered any report from the Scrutiny Committee, the Leader or Executive will agree proposals for submission to the Council and report to Council on how any recommendations from the Scrutiny Committee have been taken into account.

## **2. Proposal**

## 2.1 **Statement of Community Involvement**

Under the Planning and Compulsory Purchase Act 2004 (as amended) Norfolk County Council, as a County Planning Authority (CPA) is required to prepare an SCI. The SCI sets out how the CPA will involve the community in the preparation and review of minerals and waste planning policy documents and in the consideration of planning applications being determined by the CPA.

2.2 The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) required SCIs to be reviewed every five years, starting with the date of adoption of the SCI. Since the existing SCI was adopted in 2018, there have been several changes to national planning legislation, policy and guidance. The main changes between the existing 2018 SCI and the 2022 SCI recommended for adoption cover the following areas: the use of electronic communications, amendments to reflect data protection legislation and guidance and the impact of unforeseen circumstances such as covid-19. The SCI has also been expanded to reflect the full range of planning authorisations dealt with by the authority and includes community engagement post determination such as during monitoring and in response to breaches of planning control.

2.3 The revised 2022 SCI is, therefore, recommended for adoption and is attached as Appendix B to this report.

## 2.4 **Minerals and Waste Development Scheme (MWDS)**

The MWDS has been updated and it is recommended to bring the Scheme into effect on 11 October 2022. The Scheme sets out a timetable for producing minerals and waste planning policy documents, specifically the NM&WLP

2.5 Changes are required to the timetable in the MWDS for the NM&WLP. The existing MWDS planned for the Publication stage to take place in May and June 2020. However due to a several factors, including the large volume of responses (over 5,000) received at the Preferred Options consultation stage in 2019, an increased mineral safeguarding workload providing consultations to non-mineral planning applications submitted to Local Planning Authorities and significantly the Covid-19 pandemic, it has not been possible to undertake the Publication stage at the time anticipated in the adopted MWDS. The Publication stage is now planned to take place in September and October 2022 as detailed in this report. The revised date of the Publication stage means that the subsequent stages of the NM&WLP process cannot now take place in accordance with the timescales set out in the current adopted MWDS. Accordingly, a revised timescale is required to provide a realistic timeframe to undertake the processes of Publication, submission, examination and adoption.

2.6 A revision of the MWDS is therefore necessary and has been prepared by officers; this is attached as Appendix A. The 2004 Act states that a revision to the MWDS is brought into effect by the Minerals and Waste Planning Authority resolving that the revision is to have effect from a specified date.

- 2.7 A table comparing the current MWDS timetable for the NMW&LP with the proposed changes in the revised MWDS is below:

Stage	Date timetabled in the adopted MWDS	Date timetabled in the revised MWDS
Pre-Submission representations period (Regulation 19)	May/June 2020	September 2022
Submission (Regulation 22)	September 2020	December 2022
Hearing commencement (Regulation 24)	January 2021	April 2023
Inspector's report	July 2021	October 2023
Adoption (Regulation 26)	September 2021	December 2023

### 3. Impact of the Proposal

- 3.1 The English planning system is Plan-led, and an up to date and regularly reviewed Plan means that planning applications are determined using policies that address local issues, rather than just relying on national policies. Norfolk County Council, as Minerals and Waste Planning Authority, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan which forms the basis for determining and relevant planning applications that are lodged with the authority.
- 3.2 As part of the examination of the NM&WLP a Planning Inspector will assess whether the NM&WLP satisfies various statutory requirements imposed by the 2004 Act, including the requirement that the plan has been prepared in accordance with the adopted MWDS. Therefore, a revised MWDS needs to be brought into effect to enable the NM&WLP to be legally compliant. Implementation of the MWDS is reported annually in Monitoring Reports which are published on the Norfolk County Council website.
- 3.3 Under the Planning and Compulsory Purchase Act 2004 (as amended) Norfolk County Council, as a County Planning Authority (CPA) is required to prepare an SCI. The existing SCI was adopted in December 2018 and has been reviewed to ensure that it remains up to date. The 2022 SCI recommended for adoption includes additional information on: the use of electronic communications, data protection legislation and guidance, the impact of unforeseen circumstances such as covid-19 and community engagement after operations have commenced. The expanded scope of the SCI is intended to provide greater clarity to individuals and communities as to when and how they can engage in

the planning process. In this way it is anticipated that communities can have greater influence on both emerging policy and the operation of permitted sites within the County.

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

- 4.1 As explained earlier in this report, the remaining stages of NM&WLP process will not take place in accordance with the timetable set out in the current adopted MWDS. Therefore, a revised MWDS containing a revised timetable for the stages of publication, submission, examination and adoption needs to be brought into effect to enable the emerging NM&WLP to be legally compliant when it is examined by a Planning Inspector. The revised timescales set out in the MWDS envisage adoption of the local plan in line with the December 2023 deadline set by government.
- 4.2 As explained earlier in this report, since the existing SCI was adopted in 2018, there have been several changes to national planning legislation, policy and guidance. Therefore, the SCI has been revised to keep it up to date and it has also been expanded to reflect the full range of planning authorisations dealt with by the authority and includes community engagement post determination such as during monitoring and in response to breaches of planning control.

#### **5. Alternative Options**

- 5.1 As stated earlier in this report Norfolk County Council, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan, MWDS and SCI. Without an updated MWDS or SCI the existing MWDS and SCI will remain in place.
- 5.2 Therefore, the only alternative options would be to amend the contents of the MWDS (Appendix A) or SCI (Appendix B) before adoption. However, the contents of the MWDS and SCI are considered the most appropriate at the current time by the Head of Planning. The SCI is required to be reviewed every 5 years from adoption and the MWDS is required to be regularly reviewed to remain up to date.

#### **6. Financial Implications**

- 6.1 The financial implication of the NM&WLP process were included in the EDT Committee Report of May 2018. Amending the MWDS does not change the costs of the remaining stages of the NM&WLP process, but it does change the financial year in which some of these costs will take place, with the most significant costs (associated with the examination of the NM&WLP) occurring in the financial year 2023/24.
- 6.2 The timetable for the NM&WLP process is included within the MWDS (Appendix A). To minimise publication costs going forward, all stakeholders,

including parish councils, will be contacted on-line wherever possible. Notwithstanding these savings, the NM&WLP will give rise to additional costs as follows:

- 6.3 Based on the experience of previous planning policy production, costs for the remaining stages of the NM&WLP process, including officer time in the collation of evidence, formation of policy, processing and assessment of representations received and

<b>Activity</b>	<b>Year</b>	<b>Estimated costs</b>
Publication stage printing costs	2022/23	£4,000
Publication stage advertising costs	2022/23	£500
Planning Inspector costs for examination	2023/24	£100,000
Programme officer costs for examination	2023/24	£8,000*
Venue hire for examination hearings	2023/24	£2,400
Examination advertising costs	2023/24	£500
Adoption advertising costs	2023/24	£500
Adoption printing costs	2023/24	£4,000
<b>Total estimated costs</b>	<b>N/A</b>	<b>£119,900</b>

\*These costs are unavoidable as part of the NM&WLP process and as one-off costs we are anticipating funding these from service specific reserves.

- 6.4 These costs will vary depending on the level of public engagement with the process and the duration of the examination hearings. The estimated costs are based on eight days of examination hearings. Whilst the daily amount charged for a Planning Inspector has not changed since 2007, it appears that the number of days' work being charged for an examination has increased.
- 6.5 The Publication and formal representations stage will be carried out via the internet and email wherever possible as this maximised efficiencies in both cost and time. However, there will still be a need for some hard copies of consultation documents to be produced and for some correspondence by letter to ensure that the representations stage and examination process is accessible to all.
- 6.6 No additional costs will be incurred through the production of the NM&WLP in accordance with the consultation standards in the revised 2022 SCI. No additional costs will be incurred in the determination of planning applications from the consultation standards set out in the 2022 SCI.

## **7. Resource Implications**

### **7.1 Staff:**

None under the proposed service level.

## **7.2 Property:**

None arising from this report.

## **7.3 IT:**

None arising from this report.

## **8. Other Implications**

### **8.1 Legal Implications:**

There is a legal duty under Section 16 of the Planning and Compulsory Purchase Act 2004 (“the 2004 Act”) to prepare and maintain a MWDS. The Scheme must specify the development plan documents (DPDs) that the County Council will produce, their subject matter, geographical area and the timetable for the preparation and revision of the DPDs. The 2004 Act requires the Council to revise the Scheme when appropriate, and in practice this duty includes ensuring that the scheme is kept up to date.

There is a legal duty under Section 18 of the 2004 Act to prepare an SCI. IN addition, the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) also requires SCIs to be reviewed every five years, starting with the date of adoption of the SCI.

The MWDS and the 2022 SCI will be published on Norfolk County Council’s website and made available for inspection as required by the relevant legislation.

The process of producing the NM&WLP must be carried out in accordance with the 2004 Act and other relevant planning legislation. As part of the examination of the NM&WLP a Planning Inspector will assess not only whether the NM&WLP is sound, but also whether it satisfies various statutory requirements imposed by the 2004 Act. These include the requirement that it has been prepared in accordance with the adopted MWDS and SCI. Therefore, a revised MWDS needs to be brought into effect to enable the NM&WLP to be legally compliant.

Appendix 12 of the Norfolk County Council constitution sets out the process for the adoptions of the policy framework documents, which includes the Norfolk Minerals and Waste Development Framework. The Leader has published a timetable for making proposals to the Council and the stages that the MWDS and the SCI will go through prior to being received by Full Council. The timetable can be found in the [4 July 2022 Cabinet papers](#) on page 369.

### **8.2 Human Rights Implications:**

The human rights of the local residents are engaged under Article 8, the right to respect for private and family life and Article 1 of the First Protocol, the right of enjoyment of property. When adopted, the policies within the NM&WLP will be used in the determination of planning applications for mineral extraction and

associated development and for waste management facilities. A grant of planning permission may infringe those human rights, but they are qualified rights, that is they can be balanced against the interests of the community as a whole and the human rights of other individuals. In making that balance it may also be taken into account that the amenity of local residents could be adequately safeguarded by planning conditions.

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

It is not considered that the human rights of local residents or the owners of proposed sites would be infringed by the adoption of the 2022 SCI or the MWDS.

### **8.3 Equality Impact Assessment (EqIA):**

The Council's planning functions are subject to Equality Impact Assessments. No EqIA issues have been identified with regard to amending the MWDS or the SCI.

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

Not applicable. The data protection implications of the Statement of Community Involvement are covered by the adopted privacy notices.

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

Not applicable

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

There are no sustainability implications arising from the revised MWDS or the 2022 SCI.

### **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 Risks to delivering against the programme contained within the revised MWDS arise from delays by the Planning Inspectorate once the final plan has been submitted to the Secretary of State, changes to planning legislation as proposed in the recent Levelling Up and Regeneration Bill and, given the small size of the planning policy team, loss of staff.

- 9.2 With regards to the Planning Inspectorate, it is considered that the period allowed within the programme for the Secretary of State to examine the plan is reasonable and pragmatic. With regards to staff, this risk can be mitigated by creating increased flexibility between planning functions within the service, and if necessary, drawing on planning resource from external teams or our partner organisations if and when required.
- 9.3 For the SCI, the principal risk to the planning process stems from the document becoming out-of-date due to changes in policy and legislation that have taken place since the existing SCI was adopted in December 2018. It is considered that the proposed revised SCI will mitigate this risk through including additional information on electronic communications, data protection, the impact of unforeseen circumstances such as covid-19 and expanding the content of the SCI to reflect the full range of planning authorisations dealt with by the authority which will clearly set out when members of the public and organisations can engage with the planning system and also manage public expectations.

## **10. Select Committee Comments**

- 10.1 The Infrastructure and Development Select Committee considered a report on the NM&WLP, MWDS and SCI at their meeting on 25 May 2022.
- 10.2 There were no comments from the Select Committee regarding the revised 2022 MWDS.
- 10.3 With regards to the 2022 SCI, a Member of the Select Committee requested that the Bus Service Improvement Board (officially called the Enhanced Partnership Management Board) be added to the list of consultees for planning applications for schools and other developments which would lead to the movement of people around the County but excluding minerals and waste development. Appendix 2 of the SCI has been amended to add this consultee as requested.
- 10.4 The Committee agreed with the recommendations in the report.

## **11. Recommendations**

The committee is asked to:

- 1. Consider the proposed 2022 Minerals and Waste Development Scheme (Appendix A to this report) and the 2022 Norfolk Statement of Community Involvement (Appendix B to this report).**
- 2. Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework**

Procedure Rules), providing feedback and recommendations where appropriate.

## 12. Background Papers

12.1 Appendix A: Minerals and Waste Development Scheme 2022

12.2 Appendix B: Statement of Community Involvement 2022

12.3 Norfolk County Council Statement of Community Involvement 2018

<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning/adopted-statement-of-community-involvement.pdf>

12.4 Norfolk Minerals and Waste Development Scheme 2019

<https://www.norfolk.gov.uk/-/media/norfolk/downloads/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning/adopted-minerals-and-waste-development-scheme.pdf>

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**Norfolk** County Council

# **Norfolk Minerals and Waste Local Plan**

## **Minerals and Waste Development Scheme**

May 2022

[www.norfolk.gov.uk](http://www.norfolk.gov.uk)



**Norfolk** County Council

## **Norfolk Minerals and Waste Local Plan**

### **Minerals and Waste Development Scheme**

**May 2022**

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## 1. Introduction

- 1.1 Norfolk County Council is the planning authority for minerals and waste matters within the county. Under the Planning & Compulsory Purchase Act 2004 as amended, all local planning authorities must prepare a Local Development Scheme. Similarly, a Minerals and Waste Development Scheme is prepared by a Minerals and Waste Planning Authority and sets out the programme for preparing planning documents.
- 1.2 The County Council has prepared this Minerals and Waste Development Scheme (MWDS) in accordance with the Act.
- 1.3 The National Planning Policy Framework requires all Local Planning Authorities to produce a Local Plan for their area. Norfolk County Council has produced the following development plan documents (DPDs) to meet this requirement: Core Strategy and Minerals and Waste Development Management Policies, Minerals Site Specific Allocations and Waste Site Specific Allocations. All of these documents have been adopted by Norfolk County Council along with a Policies Map. The adopted Local Plan (consisting of DPDs) is the statutory development plan and the basis on which all minerals and waste planning decisions will be made in Norfolk.
- 1.4 The Council has also produced a Statement of Community Involvement, this Minerals and Waste Development Scheme and Monitoring Reports.
- 1.5 The Minerals and Waste Development Scheme is primarily a programme for the preparation of Development Plan Documents. The Scheme sets out which Development Plan Documents will be produced, in what order and when.

## 2. Existing Norfolk Minerals and Waste Development Framework

- 2.1 The statutory plans for minerals and waste planning in Norfolk are contained in the Norfolk Minerals and Waste Development Framework. This framework consists of four planning policy documents which together form the Minerals and Waste Local Plan for Norfolk:
- 2.2 **Core Strategy and Minerals and Waste Development Management Policies DPD (the ‘Core Strategy’)** - This planning policy document contains the vision, objectives and strategic planning policies for minerals and waste development in Norfolk until 2026. The Minerals and Waste Core Strategy also includes Development Management policies which are used in the determination of planning applications to ensure that minerals extraction and associated development and waste management facilities can happen in a sustainable way. The DPD contains measurable objectives to enable successful monitoring. This document was adopted in September 2011.
- 2.3 **Waste Site Specific Allocations DPD** allocates specific sites which are available and acceptable in principle for waste management facilities, to meet the requirements of Core Strategy Policy CS4, until the end of 2026. This document was adopted in October 2013.
- 2.4 **Minerals Site Specific Allocations DPD** allocates specific sites which are available and acceptable in principle for mineral extraction and associated development, to meet the requirements of Core Strategy Policy CS1 until the end of 2026. This document was adopted in October 2013 and updated with the adoption of the Single Issue Silica Sand Review in December 2017. The Single Issue Silica Sand Review allocated an additional site and areas of search for future silica sand extraction until the end of 2026.
- 2.5 **The Policies Map** accompanies the Minerals and Waste Local Plan (currently the Core Strategy, Minerals SSA and Waste SSA DPDs). The Policies Map illustrates on an Ordnance Survey base map all of the policies contained in the adopted plans. The Policies Map will be revised and adopted successively each time a DPD that includes a policy requiring spatial expression is adopted. An interactive version of the policies map is available on Norfolk County Council’s website: [www.norfolk.gov.uk/nmwdf](http://www.norfolk.gov.uk/nmwdf). The interactive map is the most up to date version of the map available.
- 2.6 The Norfolk Minerals and Waste Development Framework also includes the following documents produced by Norfolk County Council:
- 2.7 **The Statement of Community Involvement (SCI)** sets out Norfolk County Council’s consultation strategy for involving local communities in the preparation of Norfolk’s minerals and waste DPDs and in the determination of planning applications submitted to the County Council.
- 2.8 **This Minerals and Waste Development Scheme (MWDS)** which sets out what documents are being produced as part of the Local Plan and the timetable for their production, including consultation stages. The previous MWDS came into force in June 2018.

- 2.9 The County Council is required to prepare **Monitoring Reports** to assess the implementation of the Minerals and Waste Development Scheme and the extent to which policies in the development plan documents are being achieved. In accordance with Part 8 of the 'Town and Country Planning (Local Planning) (England) Regulations 2012' the County Council must make available any information collected as soon as possible after the information becomes available.
- 2.10 The County Council assesses:
- progress made in the preparation of the authority's local plans and whether progress made is in accordance with the timetable contained in the development scheme;
  - what action has been taken in accordance with the duty to co-operate with other local planning authorities during the monitoring period;
  - whether it is meeting, or is on track to meet, the targets set out in the development plan documents and, if not, the reasons why;
  - whether any policies need to be replaced to meet sustainable development objectives; and
  - what action needs to be taken if policies need to be replaced.
- 2.11 **Local Aggregate Assessment and Silica Sand Assessment** which is produced annually and includes information on the rolling average of 10 years' sales data, the landbank of permitted reserves and other relevant local information, taking into account the advice of the East of England Aggregates Working Party.

### 3. Norfolk Minerals and Waste Local Plan

#### Overview

<b>Role and Subject</b>	To provide the strategic and development management policies for minerals and waste planning in Norfolk until 2036. To allocate specific sites, preferred areas and/or areas of search for mineral extraction in Norfolk until 2038. To provide criteria-based policies for waste management facilities in Norfolk until 2038.
<b>Coverage</b>	The administrative area of Norfolk
<b>Status</b>	Development plan document

#### Timetable for Review

The Core Strategy and Minerals and Waste Development Management Policies DPD was adopted in September 2011. The Minerals Site Specific Allocations DPD and the Waste Site Specific Allocations DPD were both adopted in October 2013.

The National Planning Policy Framework (paragraph 33) states that “Policies in local plans ... should be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. Reviews should be completed no later than five years from the adoption date of a plan and should take into account changing circumstances affecting the area, or any relevant changes in national policy.”

Therefore, a joint update of all three of the adopted DPDs is being carried out to ensure that the policies within them remain up to date, to extend the plan period from 2026 to 2038 and to consolidate the three existing DPDs into one Norfolk Minerals and Waste Local Plan, in accordance with national planning policy.

#### Local Plan milestones

<b>Local Plan stage</b>	<b>Dates</b>
Preparation of Local Plan consultation (Regulation 18)	Initial Consultation: June / August 2018 Preferred Options: Sept / Oct 2019
Pre-Submission representations period (Regulation 19)	September / October 2022
Submission (Regulation 22)	December 2022
Hearing (Regulation 24)	April 2023
Inspector’s Report	October 2023
Adoption (Regulation 26)	December 2023

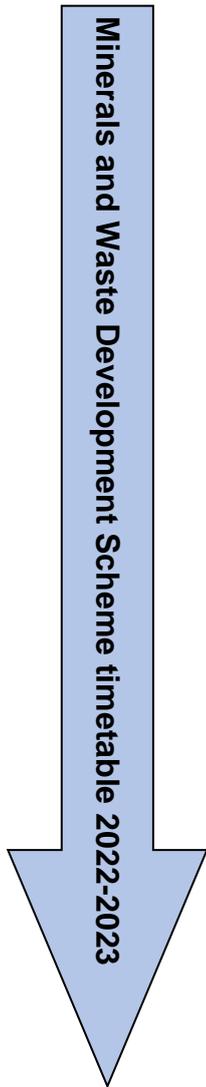
## 4. Glossary

**Local Development Documents** - A term brought in by the Planning and Compulsory Purchase Act 2004. These are all documents which form part of the Local Plan, both spatial and non-spatial.

**Development plan documents** – A term brought in by the Planning and Compulsory Purchase Act 2004. These are the spatial planning documents that form part of the Local Plan. These set out spatial planning policies and proposals for an area or topic. They include the core strategy, development management policies, specific site allocations of land and area action plans (where needed).

**Local Plan** - The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004 (as amended). Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan.

## Minerals and Waste Development Scheme timetable 2022-2023



<b>Date</b>	<b>Local Plan stage</b>
April 2022	
May 2022	
June 2022	
July 2022	
August 2022	
September 2022	Pre-Submission representations period (Regulation 19)
October 2022	Pre-Submission representations period (Regulation 19)
November 2022	
December 2022	Submission (Regulation 22)
January 2023	Independent examination process starts
February 2023	Examination process continues
March 2023	Examination process continues
April 2023	Independent examination hearings (Regulation 24)
May 2023	Examination process continues
June 2023	Examination process continues
July 2023	Examination process continues
August 2023	Examination process continues
September 2023	Examination process continues
October 2023	Inspector's report
November 2023	
December 2023	Adoption (Regulation 16)



**Norfolk** County Council

## Statement of Community Involvement

**2022**

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# 1. Introduction

## 1.1 What is a Statement of Community Involvement?

1.1.1 The Statement of Community Involvement (SCI) sets out who, how and when we will engage with individuals and groups. It explains how you can comment on planning applications and how you can influence the content of future planning policy documents.

1.1.2 Norfolk County Council is the County Planning Authority (CPA) responsible for minerals and waste planning policy and determining planning applications for minerals, waste and the Council's own development, such as schools, libraries, fire stations and road schemes. Planning applications for other types of development are dealt with by the district and borough councils.

1.1.3 This means that our Statement of Community Involvement sets out how you can participate in:

- Developing new Local Plans and planning policies that will influence the way future minerals and waste development is carried out in Norfolk
- Determining planning applications for minerals, waste and County Council development.
- Ongoing monitoring of mineral and waste facilities once they are up and running

1.1.4 It is a legal requirement for a planning authority to adopt an SCI. This adopted SCI ensures that we conform to the statutory requirements imposed on planning authorities and takes account of the governments planning practice guidance.

## 1.2 Who we will involve

1.2.1 Most consultations are open to all, but in order to participate in the consultation process individuals, communities and organisations need to be aware that it is taking place.

1.2.2 Details of who we will notify, in policy making and planning applications, is provided in the relevant sections of this document, but as a general principle we will seek to engage the following where they are directly or indirectly affected by the planning decision:

- Individuals located in the immediate proximity to proposals
- Local community groups, action groups and other voluntary organisations who have topic or local interests in a matter
- Commercial organisations (such as minerals or waste companies and their trade bodies); and
- Statutory bodies such as the Environment Agency, Natural England and district and parish councils who play a critical role ensuring the public voice is heard.

1.2.3 We will endeavour to identify all relevant parties, but we also recommend that voluntary and non-statutory bodies who want to be engaged directly contact us setting out the circumstances in which they would like to participate in the planning process.

## 1.3 Electronic Communications

1.3.1 By the end of 2020 more than 95% of premises in Norfolk had access to Superfast Broadband. By Spring 2023 this will have increased further to over 97%. This will make it easier for people to access information on planning applications, minerals and waste planning policy documents, and make representations to the Council.

1.3.2 Electronic communication provides a quick, efficient and more sustainable way to circulate large documents. This is especially the case in Norfolk where, due to the rural nature of the county, it can be difficult for some individuals to access Local Authority offices.

1.3.3 The Planning Authority is committed to making the most appropriate use of electronic communication when undertaking consultation and notification activities. By default, email or the use of the internet will be the primary method of communication when engaging communities during the plan making process or consulting on planning applications.

1.3.4 Nevertheless, reliance solely on electronic communication will not always be appropriate. We will use site notices and letters where these are necessary to augment electronic communication channels, to ensure effective engagement.

## 1.4 Data Protection

1.4.1 The data you give us is only used to help us make the best decisions on planning matters and while we hold your data, it is kept secure. Planning is a statutory function, and any information is held on the lawful basis of public task (in accordance with the Town and Country Planning Act 1990, as amended, related orders and regulations).

1.4.2 We hold a complete copy of all submissions including the names, addresses and contact details of those who have submitted a planning application, made a comment on a planning application, or responded to a consultation on planning policy. We do this so we can notify you about subsequent stages in the local plan process or the relevant planning application process such as amendments to the proposal, the outcome of the application and if an appeal is lodged against the application.

1.4.3 In accordance with the requirements of the government regulations on openness in local government decision making, we will hold the information for use in the planning process for a 4-year period following the decision. We also publish redacted versions of comments received without your signature, email and phone

number, to prevent fraud. Full details of how we manage your information are contained on the [Planning Services privacy notice https://www.norfolk.gov.uk/what-we-do-and-how-we-work/open-data-fois-and-data-protection/data-protection/privacy-notice/planning-services-privacy-notice](https://www.norfolk.gov.uk/what-we-do-and-how-we-work/open-data-fois-and-data-protection/data-protection/privacy-notice/planning-services-privacy-notice)

## **1.5 The Impact of COVID-19 and emergency provisions**

1.5.1 In light of the Covid-19 pandemic and in any comparable situation in the future, there may be circumstances when the Council will be unable to fully comply with this Statement of Community Involvement. This is particularly the case where consultation documents are usually placed in the Council offices for inspection. The Council is committed to effective consultation and communication with its residents, and in order to do this, some consultation methods may have to change temporarily. This is to protect both our community and staff in line with Government advice and guidance. Where we are unable to meet all of the requirements set out in this document, due to circumstances outside our control, but have made every reasonable effort to do so, we will consider that the conditions of the SCI have been met.

## **1.6 Hard to Reach Groups**

1.6.1 For some people it may be difficult to get involved in the planning process for a wide range of reasons. These people are often referred to as belonging to “hard to reach groups”. These groups may change over time but can include people who speak little or no English, people who have no access to the internet and people who have disabilities.

1.6.2 Where appropriate we will do the following to facilitate the involvement of “hard to reach” communities during the production of planning policy documents and the determination of planning applications:

- We will assess the potential for impact on hard-to-reach groups, and so the need for involvement on the planning matter.
- We will ensure our online documents and information can be accessed using assistive technologies.
- We will provide a range of ways to contact the service.

## 2. Community Involvement in Planning Applications and related decisions

### 2.1 Planning Applications

#### 2.1.1 Application types

Whom we engage, and how we engage the community and other parties on planning applications, will be determined by the scale and location of the application. The following section is set out so that you can understand what we will do based on the type of application and the stage in the planning process.

At a county level there are three main types of application based on the scale of what is being proposed. Other types of applications that we may receive are explained in section 2.2.

##### 2.1.1.1 Environmental Impact Assessment applications

A planning application which is accompanied by an Environmental Statement (known as an EIA application). EIA applications will be determined under the Environmental Impact Assessment Regulations 2017. These proposals have the greatest potential to impact the environment and are subject to the widest degree of public engagement. Consultation periods are also longer for these types of development.

##### 2.1.1.2 Major applications

A planning application which does not come under EIA applications and is defined as a major development according to the Town and Country Planning (Development Management Procedures) (England) Order 2015. Development involving any one or more of the following:

- The winning and working of minerals or the use of land for mineral-working deposits
- Waste development
- The provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more
- Development carried out on a site having an area of one hectare or more.

##### 2.1.1.3 Minor applications

A planning application that is not covered by EIA or major applications as above.

## **2.1.2 Planning Applications made by Norfolk County Council**

Some of the planning applications determined by the County Council relate to development to be carried out by the County Council, such as schools, fire stations, roads and libraries. How and who we engage will depend upon which of the above application types the proposal falls into. Many of NCC's own proposals are classified as "public service infrastructure", and provided they are not of such a scale to require an Environmental Impact Assessment, they are subject to shorter consultation periods.

## **2.1.3 The Application Process**

Planning applications go through several stages. Typically, applications start with pre application advice and finish with the discharging of planning conditions, or a decision to refuse the application. In some cases, an appeal may be made by the applicant to the planning inspector.

This section sets out whom we engage and how we engage the community and other parties at each stage of the process, which will vary depending on the scale and the nature of the proposal.

- pre-application discussions (wherever possible and practical)
- submission of a planning application
- consultation, publicity and making comments on an application
- negotiation of potential amendments to a scheme where appropriate
- determining whether the application should be approved or refused, and if permission is given, what conditions should be imposed on the development
- making the results of decisions available.

## **2.1.4 Pre-Application Stage**

### **2.1.4.1 Requests for Informal Pre-Application advice**

Potential applicants are not required to engage with the Planning Authority or anyone else prior to submitting an application. However, the Authority strongly recommends that they do both for all types of planning applications. For a fee, NCC will provide informal pre-application advice to potential applicants from the Highway Authority, Lead Local Flood Authority and other services internal to the County Council. We will not consult the public as at this stage the pre-application proposal is confidential, as this is a fee-paying service the level of engagement with public bodies will be dependent upon the service procured by the would-be developer.

### **2.1.4.2 Requests for screening and scoping opinion under the EIA Regulations**

This is not a legal requirement, but before potential applicants submit an application, they can formally request that the County Council determines whether or not the

planning application will be subject to the requirements of the Environmental Impact Assessment. This is referred to as a screening request.

Again, there is no legal requirement to submit a request to identify the scope of issues that should be included in such an Environmental Impact Assessment. This is referred to as a Scoping Opinion. Before giving either a screening or a scoping opinion, the authority will, as a minimum, consult a range of organisations set out on [The Town and Country Planning \(Environmental Impact Assessment\) Regulations 2017](#), referred to as consultation bodies. We will not consult the general public or representative bodies, such as the Parish Council, at this stage.

## 2.1.5 Application Stage

### 2.1.5.1 Validation

When an application is received, we will check to ensure that it contains all the relevant information needed to process the application. This is referred to as validation. Only when we are satisfied that we have all the necessary information will we formally register the application and publish it on our website. There are both national requirements and local information requirements. Norfolk County Council's local information requirements are detailed in the [Local List for the Validation of Planning Applications](#)

### 2.1.5.2 Notification and Consultation

Once we have validated the application, we will engage the following:

- **Statutory consultees** - These are the bodies or persons set out in planning legislation which we must directly consult and who are obliged to respond. Consultation takes place via email notification and responses can range from a detailed written response to standing advice.
- **General Consultees** - These are the bodies set out in planning legislation which we must directly consult but who are not obliged to respond, this includes parish and town councils. Consultation takes place via email notification in the case of a parish council, this is sent to the clerk.
- **other appropriate groups** - These are the bodies and organisations which represent the interests of various groups and residents in the county. This type of consultee includes local businesses, industry representatives, local community and action groups etc. We will consult those which we consider to be appropriate to the particular planning application under consideration. We recommend that groups who want to engage in the planning system pro-actively contact us to agree the type of development and the locations on which they are interested, so we can ensure that they are consulted.
- **Direct neighbour notification** – We will write directly to all postal addresses where known (dwellings and commercial properties) that immediately abut the application boundary (shown with a red line in the planning application site plan).

### 2.1.5.3 Publicity on Planning applications

In addition to direct neighbour notification, writing to all properties immediately abutting the application boundary; we may also carry out indirect notification by publicising the application through erecting site notice(s) near the site of the planning application. For County Council's own development this will be carried out by the developer. As required by the legislation we will place press adverts in the Eastern Daily Press for all minerals and waste management development and all County Council development that:

- is a "major" or EIA development;
- would affect the setting of a listed building,
- would affect the character or appearance of a conservation area;
- would affect a Public Right of Way (PROW); or
- constitutes a departure from the development plan

### 2.1.5.4 Initial Consultation period

The period for public consultation used by Norfolk County Council will be that set out in the relevant legislation and regulations. The actual period varies slightly depending upon the nature and scale of the proposal.

Applications that are subject to the **Environmental Impact Assessment (EIA) regulations** will be consulted on for a period of 30 days.

For **minor** and **major** applications, the initial consultation period will be 21 days. This period includes weekends but excludes bank holidays. If a consultation period includes a bank holiday it will be extended accordingly.

Applications for **public service infrastructure** have an initial consultation period of 18 days. Unless they are also subject to the EIA Regulations, in which case the period will be 30 days.

As most consultations include several different publicity methods, there can be several different deadlines for consultation. For example, the press notice may appear in the paper several days after letters have been posted to, and received by, neighbours to the proposal site. In this case we will always take the longest deadline which can be found on our [eplanning website](#). We recommend if you are worried that you may struggle to respond in time, you consult our website in the first instance, as you may have more time than you think. If after looking at the website, you are still concerned that you will not have enough time, please contact the team by email at [mawp@norfolk.gov.uk](mailto:mawp@norfolk.gov.uk), or contact the case officer by phone as per the consultation letter.

It is an important point to note that, although we set a consultation deadline, it does **not** mean that any comments received after the deadline will be ignored. The deadline is the date by which we guarantee we will have not determined the application, and so any comments made in that time will be considered. If you submit comments after the deadline date, but before we have determined the application, we will consider your comments.

### **2.1.5.6 Re-consultation**

Once the initial round of public consultation has finished, officers will consider the comments raised before coming to a view on the proposal. Ideally this view would be to approve or refuse the proposal, or to recommend to the Planning Committee that the application should be refused or approved.

The National Planning Policy Framework (NPPF) asks that planning authorities work in a positive and creative way, including working proactively with applicants to secure developments that will improve the economic, social, and environmental conditions of the area.

In a number of cases, it is unclear following the initial consultation what the correct approach should be, and additional information is required before a view can be formed. In line with the requirement to work proactively with applicants, we will seek this information before coming to a view. Once we have received this additional information, we will reconsult through a second round of public consultation. Re-consultations are generally shorter and involve more limited notifications. Whom we consult will depend upon the issues in question. Our approach is to consult only with those parties that have raised concerns about that element of the proposal. The default period for consultation will be 14 days, or 30 days if the proposal is an EIA development. Notwithstanding the above, anyone can still make comments that will be considered, and our website will show the re-consultation deadline date.

## **2.1.6 How you can be involved**

### **2.1.6.1 Availability of Documents**

While the application remains undetermined and throughout the consultation period, applications, including all the documents submitted with them, are available for inspection and to download from the County Council's [e-planning website](#). To access a specific application please use the search criteria. It is best to use the site reference number which will be shown on all notices and correspondence we produce, but if you do not have the reference number you can narrow your search by using the district and parish fields.

Please note all comments made in response to public consultations can also be viewed on the website. All documents will be subject to redaction to remove any sensitive personal information, such health status, and contact data such as signatures, email addresses and telephone numbers, to prevent fraud. Individual names and addresses will be retained. Unredacted copies of documents are available for inspection upon request.

While the use of computers, tablets and mobile phones is now widespread, we appreciate that not everyone has access to the internet or has the confidence to navigate or access the documents online. The County Council provides internet access at its main offices, County Hall and all public libraries. If you wish to use these facilities, please contact the planning department by email at [mawp@norfolk.gov.uk](mailto:mawp@norfolk.gov.uk), or contact the case office by phone, or visit your local library.

Once you have seen the application you can send us your comments:

- Online – [Planning Search \(eplanning.norfolk.gov.uk\)](http://eplanning.norfolk.gov.uk)
- Email – [mawp@norfolk.gov.uk](mailto:mawp@norfolk.gov.uk)
- Post – Head of Planning, Planning Services, Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2DH

Those who wish to submit a petition or e-petition rather than an individual response should check the NCC website for the current corporate Petitions Policy [Petitions - Norfolk County Council](#)

You will receive acknowledgement once your comment has been received. You will also be notified as an interested party should the application be decided at the Planning Regulatory Committee, and once the application has been determined.

### **2.1.6.2 Committee Reports**

The [Council Constitution](#) sets out when decisions can be delegated to officers for determination and when they will be decided at committee by members. When a case is to be considered by committee, the report will be published on our website 7 days before the committee sits, and everyone who has commented on the application will be written to informing them that the case is to be considered by the planning committee. Letters will also explain how to register to speak at the committee. Please note that you if you do not register by the stated deadline, you may not be given the opportunity to speak at the committee. It is not a requirement to have made a previous comment on a proposal in order to speak. Full details of how the committee runs can be found in Section 26 of our constitution.

### **2.1.7 Post Decision**

A planning permission is only deemed to be granted once the decision notice is dispatched to the applicant. This usually takes place by email as soon as practicably possible after the committee has made its recommendation. We will publish the decision online, both on our website and the district council's website. At this stage there are no further community engagement exercises. Following the decision, an applicant has 6 months to appeal against a refusal to grant planning permission, and if the application was approved, 6 months to appeal against any conditions we have imposed on the permission. There is currently no right of appeal for third parties.

If an appeal is lodged, we will forward all documents, including previous consultation comments, to the Planning Inspectorate.

## **2.2 Other types of applications and submissions**

As the County Planning Authority for Norfolk, we also process several other types of submission or applications. These are set out below along with the level of engagement we undertake in each case. It should be noted that there are no statutory requirements to engage the general public on these matters, however we will from time to time carry out some consultation. The level of consultation and the reasons for doing so are also set out below.

### **2.2.1 Submission of Details to Discharge a Planning Condition**

If an application is granted, it is common practice to attach conditions. Conditions attached to a planning permission impose restrictions and/or require the submission of further details before and/or once a development is implemented. If conditions are imposed on a planning permission, this is an application seeking approval of such details.

Engagement method: Public consultation is not normally undertaken. Statutory consultees, and other bodies and organisations, are consulted if they requested a particular condition or are likely to have comments. The decision is sent to the relevant district/borough/city council, parish/town council and local member, if appropriate.

### **2.2.2 Minor and Non-material amendments**

An applicant can request a minor amendment or a non-material (inconsequential) variation to a scheme (which does not raise any new issues for consideration) after planning permission has been granted.

Engagement method: Public consultation is not normally undertaken due to the scale of the amendment. Statutory consultees, and other bodies and organisations, are consulted if the case officer decides it is relevant. The decision is sent to the relevant district/borough/city council, parish/town council and local member, if appropriate.

### **2.2.3 EIA Screening and Scoping opinions**

These are opinions issued in respect of an Environmental Impact Assessment (EIA). Screening Opinions seek the County Council's opinion as to if an EIA is required for a particular proposal/development. Scoping Opinions seek to advise on what information is required to be supplied in the Environmental Statement should it be considered an EIA is necessary.

Engagement method: Public consultation is not normally undertaken. Statutory consultees, and other bodies and organisations, are consulted if the case officer decides it is relevant. The decision is sent to the relevant district/borough/city council, parish/town council and local member, if appropriate.

## 2.2.4 Prior Approvals/Notification

Not all development requires a planning permission. The Government have in effect given landowner planning permission to carry out certain developments without the need to obtain planning permission from the local planning authority, these are generally referred to as “permitted development” rights. The details of what you can do under these rights are contained in the [Town and Country Planning \(General Permitted Development Order\) \(England\) Regulations 2015](#). In a number of cases, anyone wishing to exercise these rights is required to seek prior approval from the planning authority. In these cases, considerations are limited to specific criteria and do not involve an assessment of the planning merits of the proposal. As a result, public consultation is not normally undertaken.

## 2.2.5 Certificate of Lawfulness of Existing Use or Development

These applications are made when an applicant wishes to establish whether a use or development that they are already carrying out is lawful.

Engagement method: As it is the applicant suggesting an existing use, we may consult in an attempt to ascertain alternative views or contrary evidence – classing the application as major for development and minor for County Council projects. Statutory consultees, and other bodies and organisations, are consulted if the case officer decides it is relevant. The decision is sent to the relevant district/borough/city council, parish/town council and local member, if appropriate.

## 2.2.6 Certificate of Lawfulness of Proposed Use or Development

This application is a method to establish whether a use or development (which has not yet occurred) needs planning permission.

Engagement method: Public consultation is only undertaken in exceptional circumstances. Statutory consultees and other bodies / organisations are consulted if the case officer decides it is relevant. The decision is sent to the relevant district / borough / city council, parish / town council and local member, if appropriate. This is purely a legal interpretation of the General Permitted Development Order so the merits of the case are normally not relevant.

## 2.2.7 Nationally Significant Infrastructure Projects (NSIPs)

The Planning Act 2008, (the 2008 Act), introduced a development consent process for Nationally Significant Infrastructure Projects (NSIPs). NSIPs are usually large-scale developments (relating to energy, transport, water, or waste) which require a type of consent known as a ‘development consent order’ (DCO). The final decision on granting a DCO rests with the Secretary of State for that field, based on advice from planning inspectors – known as the ‘examining authority’. Therefore, Norfolk County Council are not the determining authority.

Engagement method: If you wish to participate in the examination of an application for development consent for a national infrastructure project, you first need to register with the Planning Inspectorate and make a relevant representation about the application.

## 2.2.8 Listed Building Applications

An application for Listed Building Consent under the Planning (Listed Buildings and Conservation Areas) Act 1990 is required where an applicant proposes works that would affect a Listed Building or its setting. Whilst Norfolk County Council are not the determining authority, these types of applications are administered by the County Council.

Engagement method: Consultation with statutory consultees, other bodies, organisations and members of the public is undertaken as set out in paragraph 2.1.5. Representations received are forwarded to the relevant district/borough/city council who will determine the application. In certain cases, an application will be referred to the National Planning Casework Unit (NPU) on behalf of the Secretary of State for determination.

# 3. Community Involvement in Planning Policy Documents

## 3.1 Minerals and Waste Local Plan

Norfolk County Council has a full set of adopted Development Plan Documents (DPDs) which together make up the County's current Minerals and Waste Local Plan. They are:

- [Norfolk Core Strategy and Minerals and Waste Development Management Policies DPD \(September 2011\)](#)
- [Minerals Site Specific Allocations DPD \(October 2013 and amendments December 2017\)](#)
- [Waste Site Specific Allocations DPD \(October 2013\)](#)

The [Minerals and Waste Development Scheme \(LDS\)](#) details the arrangements for monitoring and reviewing the Local Plan. The key stages in the production of a development plan document are listed below and the following sections detail what we do at each stage and when and how you can engage in each stage of the process.

- Plan Preparation stage (Regulation 18)
- Submission stage (Regulations 19 & 20)
- Public Examination stage (Regulation 24)
- Adoption stage (Regulation 26)

## **3.1.1 Plan preparation Stage**

### **3.1.1.1 Consultation and Notifications**

We will notify specific, general, and other consultation bodies as the County Planning Authority consider appropriate (see Appendix 1) of the consultation by email or letter.

We will make the Local Plan documentation available to view online on our digital consultation platform as part of any consultation. The digital consultation platform has a range of functionalities, such as allowing stakeholders to view and comment on documents and maps.

Depending upon the subject matter of the Local Plan, we may employ further engagement techniques deemed appropriate such as:

- Notify, by email or letter, the occupants of properties located within 250 metres of a proposed site boundary.
- Issue press releases
- Hold public exhibitions or meetings
- Social Media - the council will promote planning policy consultations on its social media platforms such as Twitter and Facebook.

### **3.1.1.2 When you can be involved**

During the Plan Preparation stage, we will hold formal consultation exercises which will run for a minimum period of 6 weeks. At the time of writing, we have already held two such exercises for the current emerging Minerals and Waste Local Plan, in 2018 and 2019, and we do not currently propose to hold any further rounds of plan preparation consultations. Comments received after the closure of the consultation period will not be considered.

### **3.1.1.3 How you can be involved**

You can view and comment on draft local plan documents online on the County Council's website <https://norfolk.oc2.uk/>. If you do not have access to the internet, where possible, we can provide access for you via the Council's principal offices and local public libraries. At this stage you can comment on any aspect of the proposals under consideration or suggest alternative approaches. All responses must be submitted to the County Council in writing, either by email, letter or via the e-consultation website.

## **3.1.2 Submission Stage**

### **3.1.2.1 Consultation and Notifications**

We will make Submission Documents and the statement of the representation's procedure available for inspection in accordance with Regulation 35.

We will send the following information to general and specific consultation bodies invited to make representations under Regulation 19:

- A statement of the representation's procedure.
- A statement of the fact that the Submission Documents are available for inspection and of the places and times at which they can be inspected

### **3.1.2.2 When you can be involved**

The formal representation period will be for no less than 6 weeks and will take place after the submission document has been approved by Cabinet and before submission to the SoS. Only comments submitted during the published representation period will be accepted.

### **3.1.2.3 How you can be involved**

You can make representations about the proposed Development Plan Document which we intend to submit to the SoS. The matters on which comments can be made at this stage of the plan making process are limited. You can make representations on issues of the legal compliance and soundness. The tests of soundness are set out in the [National Planning Policy Framework](#). All representations must be submitted to the County Council in writing, either by email, letter or via the e-consultation website. In your representation you should provide all the information you wish the inspector to consider and also state whether you want to take part in-person in any future hearings. Only parties requesting changes to the plan have a right to speak at hearings.

## **3.1.3 Public examination**

### **3.1.3.1 Consultation and Notifications**

At least 6 weeks before the examination commences, we will publish details of the examination on our website, and notify people who made representations of the date, location, and contact details of the independently appointed programme officer. We will also notify those who have made representations of any pre-examination hearing and details of the full examination when they become available.

### **3.1.3.2 When you can be involved**

In the event that the inspector invites additional written submission prior to the examination you will be given 2-3 weeks to submit any additional information and a further 2-3 weeks to read any information submitted by other parties.

### **3.1.3.3 How you can be involved**

If you have made a representation on the submission version of the Development Plan Document, you will be invited to attend any pre-examination hearing if one is being held and the subsequent examination itself. Administration of the examination is undertaken by an independent programme officer who can advise you on the detailed examination timetable. If you want to speak at the examination, you will need to state this in your representation and let the programme officer know. As stated above, only those parties requesting a modification to the plan have a right to

speak at an examination. However, the inspector does have discretion to allow other parties to speak.

## **3.2 Other Development Plan documents**

### **3.2.1 Area Action Plans (AAPs)**

Currently the County Council has not identified any areas for which an area action plan would be suitable. If work on the Minerals and Waste Local Plan identifies a need for an area action plan or plans, then details would be included in an amended 'Norfolk Minerals and Waste Development Scheme'. Area action plans are development plan documents and any of the methods of community involvement set out in section 3 of this SCI are applicable.

### **3.2.2 Supplementary Planning Documents (SPDs)**

Currently, the County Council has no plans to produce any supplementary planning documents to provide further guidance on issues or policies in the Minerals and Waste Local Plan. If work on the Minerals and Waste Local Plan identifies a need for an SPD, then details would be included in an amended 'Norfolk Minerals and Waste Development Scheme'.

Community involvement on any SPDs will, as a minimum, seek to ensure that the level of community involvement required by Government Regulations takes place. In most cases an SPD will not require a sustainability appraisal. If the County Council decides to produce an SPD, the methods of community involvement set out in section 3 of this SCI are applicable and the County Council will consult those consultees shown in Appendix 1. An SPD must be adopted by council resolution.

### **3.2.3 Neighbourhood Plans**

Minerals and waste planning matters are outside the remit of Neighbourhood Plans. The first point of contact for those communities interested in preparing a neighbourhood plan is the local planning authority. In Norfolk this means the district or borough council or the Broads Authority.

## 3.3 Minerals and Waste Development Scheme (LDS)

The Minerals and Waste Development Scheme provides the timetable for reviewing, updating and adopting the new Local Plan. It will have an indication as to when the public engagement exercises (both formally and informally) will take place. Looking forward, the scheme will highlight when we expect the final version of the plan to be published, examined and adopted.

### 3.3.1 Consultation and Notifications, what we will do

There is no legal requirement for public consultation or notification on revisions to the scheme. Any proposed changes to the scheme will be considered by Cabinet before adoption. This means proposals will be published at least one week before consideration. The [LDS](#) will be published on the County Council's website

### 3.3.2 When you can be involved

The LDS will be monitored on a regular basis and reviewed as required.

### 3.3.3 How you can be involved

The Council will accept representations seeking changes to the LDS at any time. These will be considered at the time of the LDS review. Members of the public who are residents in Norfolk may ask questions of the Cabinet through the chair through following the [Ask a question to a committee - Norfolk County Council](#) procedure.

## 3.4 Statement of Community Involvement (SCI)

### 3.4.1 Consultation and Notifications, what we will do

There is no legal requirement for local planning authorities to consult when reviewing and updating the SCI. Any proposed changes to the SCI will be considered by Cabinet before adoption. This means proposals will be published at least one week before consideration. The adopted [Statement of Community Involvement](#) will be published on the County Council's website. <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning-policies/statement-of-community-involvement>

### 3.4.2 When you can be involved

The SCI will be monitored on a regular basis and reviewed at least every five years.

### 3.4.3 How you can be involved

The Council will accept representations seeking changes to the SCI at any time. These will be considered at the time of the SCI review. Members of the public who are residents in Norfolk may ask questions of the Cabinet through the chair by following the [Ask a question to a committee procedure](#).

## 4. Monitoring and Enforcement

### 4.1 Local Liaison Groups

Once a development has been approved, officers will regularly monitor the site to ensure that the development complies with the planning permission and any conditions that have been imposed. Because of the nature of minerals and waste development, local liaison groups are quite often beneficial. We believe they provide an excellent forum for all stakeholders to influence the ongoing development of a site. Where there is public support for a group and a willingness from the operator, we will provide officers to attend the group meetings. Membership of these groups tend to vary but generally consist of elected members from parish, town, district and county councils along with our officers, and officers from other regulatory bodies such as the Environment Agency. If you want to get involved in setting up a liaison group or joining an existing one you can contact us in the first instance, and we can put you in touch with the relevant organisations.

### 4.2 Breaches of Planning Control

Instances where operators carry out development without the benefit of planning permission, or where planning permissions exist, carry it out contrary to the permission, are referred to as breaches of planning control. Where you believe there has been a breach you can report using any of the following methods.

- Email – [mawp@norfolk.gov.uk](mailto:mawp@norfolk.gov.uk)
- Post – Head of Planning, Planning Services, Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2DH
- Telephone during office hours – 0344 800 8020

We will respond to any complaints in accordance with our [Enforcement Plan](#). We will not ask or expect you undertake any form of surveillance of activities. We may however, depending upon the nature of allegations, ask you make a formal statement. Investigations into alleged breaches of planning control can be highly sensitive and while we notify complaints on key stages and of the overall outcome of our investigations, we are unable to provide you with our detailed findings.

# Appendix 1 - Consultees on Norfolk's Minerals and Waste Local Plan

Please note, this list is not exhaustive and also relates to successor bodies where reorganisations occur.

## **Specific consultation bodies**

Coal Authority  
Environment Agency  
Historic England  
East of England Local Government Association  
Natural England  
The Secretary of State for Transport  
Parish and town councils in Norfolk  
District and borough councils in Norfolk  
County, district, borough, town and parish councils adjoining Norfolk  
Broads Authority  
Relevant electricity and gas companies  
Relevant sewerage and water undertakers  
Relevant telecommunications companies  
Homes England  
Norfolk Police Authority

## **General Consultation Bodies**

- (a) Voluntary bodies some or all of whose activities benefit any part of the authority's area;
- (b) Bodies which represent the interests of different racial, ethnic or national groups in the authority's area.
- (c) Bodies which represent the interests of different religious groups in the authority's area;
- (d) Bodies which represent the interests of disabled persons in the authority's area;
- (e) Bodies which represent the interests of persons carrying on business in the authority's area.

## **Other Consultation Bodies**

Campaign to Protect Rural England  
Civil Aviation Authority  
Country Land and Business Association  
Countryside projects  
Defence Infrastructure Organisation  
Environmental Services Association  
Equality and Human Rights Commission  
Friends of the Earth  
Greenpeace  
Health and Safety Executive

Minerals and waste operators  
Minerals and waste trade associations  
Mineral Products Association  
National Farmers Union  
National Highways  
National Trust  
Network Rail  
Norfolk Coast Partnership  
Norfolk Association of Local Councils  
Norfolk Farming and Wildlife Advisory Group  
Norfolk County Council Historic Environment Service  
Norfolk Rural Community Council  
Norfolk Wildlife Trust  
Norfolk's Clinical Commissioning Groups  
Norwich International Airport  
Abellio Greater Anglia  
Planning agents who work for the minerals and waste industry  
The Ramblers' Association  
Royal Society for the Protection of Birds  
Visit East Anglia  
Visit Norfolk

**Duty to Cooperate bodies**

(as specified in the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011))

Environment Agency  
Natural England  
Local Nature Partnerships  
Mayor of London (where applicable)  
Civil Aviation Authority  
Homes and Communities Agency  
Clinical Commissioning Groups  
The NHS Commissioning Board  
Historic England  
The Office of Rail Regulation  
National Highways  
Transport for London (where applicable)  
Integrated Transport Authorities  
Highway Authorities  
Local Enterprise Partnerships  
Marine Management Organisation  
Local Planning Authorities

## Appendix 2 - Consultees on planning applications

Community involvement will include notification of the district, town and parish councils, and County Councillors and any relevant statutory bodies or consultees which could include one or more of the following:

Bus Service Enhanced Partnership Improvement Board  
Civil Aviation Authority  
Defence Infrastructure Organisation  
Department for Environment, Food and Rural Affairs  
Environment Agency  
Equality and Human Rights Commission  
Friends of the Earth  
Forest Enterprise (England)  
Health and Safety Executive  
Highway Authority  
Historic Buildings and Monuments Commission for England (Historic England)  
Lead Local Flood Authority  
National Farmers Union  
National Highways  
National Trust  
Natural England  
Network Rail  
Norfolk Wildlife Trust  
Norfolk's Clinical Commissioning Groups  
The Ramblers' Association  
Relevant electricity and gas companies  
Relevant sewerage and water undertakers  
Relevant telecommunications companies  
Royal Society for the Protection of Birds  
Secretary of State for Transport  
Sport England

# Scrutiny Committee

Item No: 9

**Report Title: Norfolk Youth Justice Plan**

**Date of Meeting: 22 September 2022**

**Responsible Cabinet Member: Cllr John Fisher** (Cabinet Member for Children's Services)

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

## Executive Summary

The appended report (appendix A), provides members with a copy of the revised Norfolk Youth Justice Plan and associated Cabinet papers. The plan forms part of the Norfolk County Council Policy Framework, which requires a scrutiny process to take place in accordance with part 11B of the NCC constitution.

## Recommendations

The committee is asked to:

- 1. Consider the proposed annual revision to the Norfolk Youth Justice Plan, providing comments and recommendations where appropriate.**
- 2. Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework Procedure Rules), providing feedback and recommendations where appropriate.**

### 1. Background and Purpose

- 1.1 Local Authorities have a statutory duty to submit an annual Youth Justice Plan relating to the provision of youth justice services including how they will be funded, operate and what functions will be carried out. This plan should be formulated and implemented after consultation with partner agencies.
- 1.2 The appended Youth Justice Plan was signed off by the Youth Justice Board on the 15 July 2022.
- 1.3 At Cabinet on 5 September 2022, members received the appended report and were asked to approve and recommend to Full Council that Norfolk County

Council adopt the revised Norfolk Youth Justice Plan. This report can be found at Appendix A.

- 1.4 The minutes and agreed recommendations from the 5 September Cabinet Meeting can be found [here](#).
- 1.5 The Scrutiny Committee has a clear role in providing challenge to any refresh or amendment to items that make up the policy framework. This is set out in part 11B of the NCC constitution, alongside guidelines around communication with members and the process leading to Full Council approval. The item must be considered by the Scrutiny Committee in good time, and the Committee are asked to provide a report to the Leader of the Council outlining a summary of discussions and any recommendations put forward by the Scrutiny Committee. The report will be produced by officers based on discussions at the meeting and signed off by the Chair and Vice-Chair of the committee to ensure accuracy. It will include details of any minority views expressed as part of the debate at the Scrutiny Committee. Having considered any report from the Scrutiny Committee, the Leader or Executive will agree proposals for submission to the Council and report to Council on how any recommendations from the Scrutiny Committee have been taken into account.

## 2. Recommendations

The committee is asked to:

1. **Consider the proposed 2022 Minerals and Waste Development Scheme (Appendix A to this report) and the 2022 Norfolk Statement of Community Involvement (Appendix B to this report).**
2. **Provide a report to the Leader on the 2022 Minerals and Waste Development Scheme and the 2022 Norfolk Statement of Community Involvement, providing feedback and recommendations where appropriate, according to the procedure set out in para 1.5.**

## 3. Background Papers

12.1 Appendix A: Norfolk Youth Justice Plan – 5 September Cabinet papers

### Officer Contact

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

**Officer name: Peter Randall, Democratic Support and Scrutiny Manager**

**Telephone no.: 01603 307570**

**Email: [peter.randall@norfolk.gov.uk](mailto:peter.randall@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.

**Report presented to Cabinet**

**Item No: 9**

**Report Title: Norfolk Youth Justice Plan**

**Date of Meeting: 5th September 2022**

**Responsible Cabinet Member: Cllr Fisher**

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

**Is this a Key Decision? No**

**If this is a Key Decision, date added to the Forward Plan of Key Decisions: DD Month YYYY**

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

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

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

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

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

**Recommendations:**

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

## **1. Background and Purpose**

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

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

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

## 2. Proposal

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

### Serious Youth Violence

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

### Reducing Reoffending

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

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

## Diversion

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

## Health and Wellbeing

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

## Data

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

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

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

## Community of Practice (Adolescents)

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

## Enhanced Participation as a model for desistance

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

**Education, Exclusions, Elective Home Education and SEND**

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

**3. Impact of the Proposal**

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

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

**4. Evidence and Reasons for Decision**

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

## **5 Alternative Options**

- 5.1 None are being proposed.

## **6 Financial Implications**

6.1 None

## **7 Resource Implications**

7.1 Staff: None

7.2 Property: None

7.3 IT: None

## **8 Other Implications**

8.1 Legal Implications: None

8.2 Human Rights Implications: None

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

8.4 Data Protection Impact Assessments (DPIA): None

8.5 Health and Safety implications (where appropriate): None

8.6 Sustainability implications (where appropriate): None

8.7 Any Other Implications: None

## **9 Risk Implications / Assessment**

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

## **10 Select Committee Comments**

10.1 N/A

## **11 Recommendations**

- 1.
- 2.
- 3.

## **10 Background Papers**

12.1 Norfolk Youth Justice Plan

### **Officer Contact**

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

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# Youth justice plan

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

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## 1. Introduction, vision and strategy

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

This year has seen some significant changes in the way we have all worked. I remain hugely impressed with our Youth Justice Service<sup>1</sup> who continue to provide high quality provision for children and families who become involved in the youth justice system at all levels. I acknowledge the fact that we have a committed strategic Board with a broad multi-agency base. This year I want to develop the relationship between the Board and our front-line practitioners. This will enhance our understanding of their roles, which will allow for the Board to provide informed strategic leadership and support.

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

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

**Chris Robson**  
**Independent Chair, Norfolk Youth Justice Board**

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

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

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

Our Aims:

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

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

### **Our Ways of Working**

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



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

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

## 2. Local context

### Demographics:



**907k**

Population growing to 1m by 2040



**450**

Schools  
(83% good or outstanding)



**3**

Acute hospitals +18 community hospitals



**Police**

Co-terminus police force

**1** Ambulance Trust

**1** Clinical Commissioning Group (was 5)

**1** Mental Health Trust

**2** Community health providers



**243,755**

people aged under 25 in Norfolk

**19%**

of the population are 0-17 (2021)

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



**5.6%**

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

Social Care:



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



**1092**  
Children in care



**2057**  
Children in Need (CIN)  
(1218 child in need plans)

**1959** Family Support cases

**592** Children on Child Protection

Education:



**35%**

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



**60%**

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



**3.8%**

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



**49.2**

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

**22,806**  
children with special educational needs



**3,067**  
Children in Special and Complex Needs schools

**14.9%**  
of school pupils are from a minority ethnic background (Jan 2020) 33.1% nationally

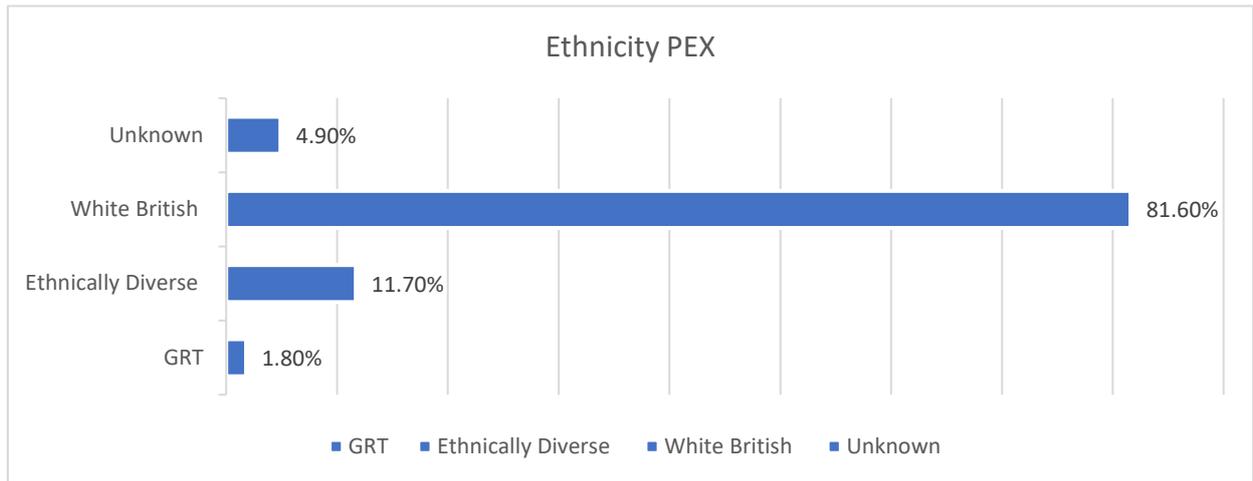


**163** confirmed exclusions between Sept 21 and May 22



**105** boys  
**32** girls

**14%** SEN Support  
**4%** EHCP



### Crime Rate:



**2.8 per 1000**  
Drug offences



**7.7 per 1000**  
Criminal  
Damage



**3.0 per 1000**  
Sexual offences

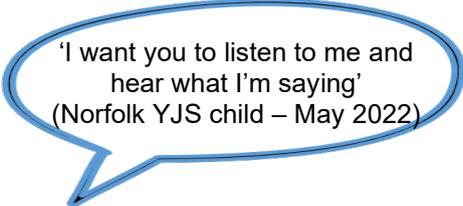


**33.1 per 1000**  
Violence Against  
the Person

### 3. Child First

#### 1. See children as children

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



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

#### 2. Devise pro-social identity for positive child outcomes

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

#### 3. Collaboration with children

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

#### 4. Promote diversion

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

#### 4. Voice of the child

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

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

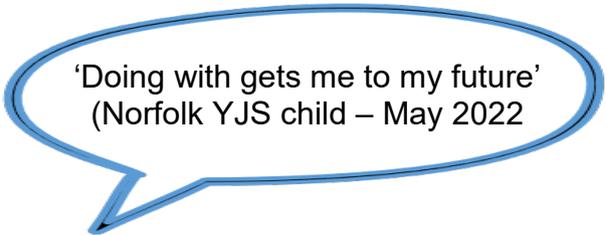
A number of children told us they had difficulty in remembering and prioritising appointments. They also told us they used digital platforms to communicate with their friends. Norfolk YJS provided smartphones to all front facing staff. This meant we could alert children to appointment times in advance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

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

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

Methods of feedback collation include:

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



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

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

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

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

## 5. Governance, leadership and partnership arrangements

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



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

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

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

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

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

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

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

## Projects and Partnerships

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

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

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

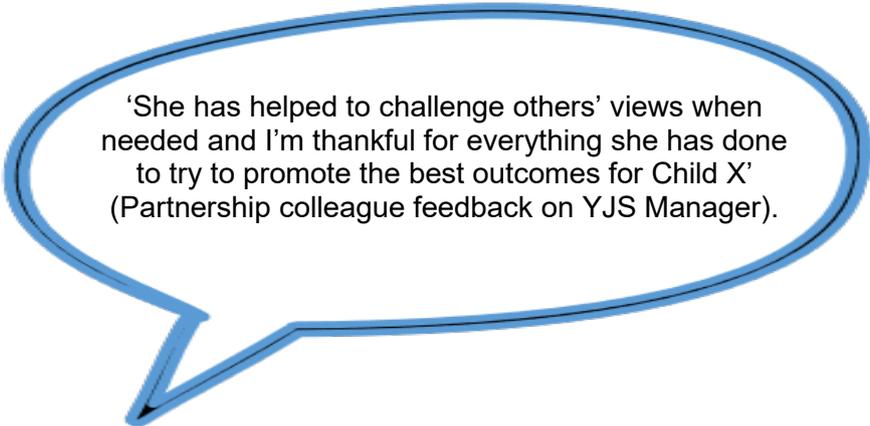
### 6. Resources and services

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

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

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

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



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

## 7. Progress on previous plan

### Reducing Reoffending

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



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

### Diversion

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

### Health & Wellbeing

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

### Data

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

### Disparity

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

## Community of Practice

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

## Enhanced Participation

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

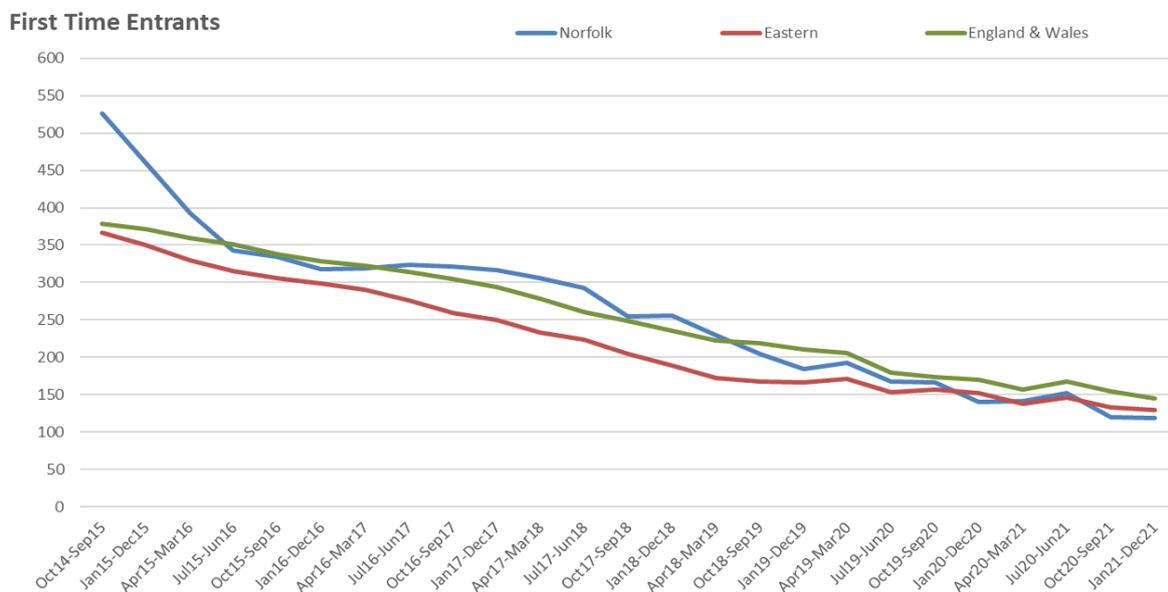
## Education

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

## 8. Performance and priorities

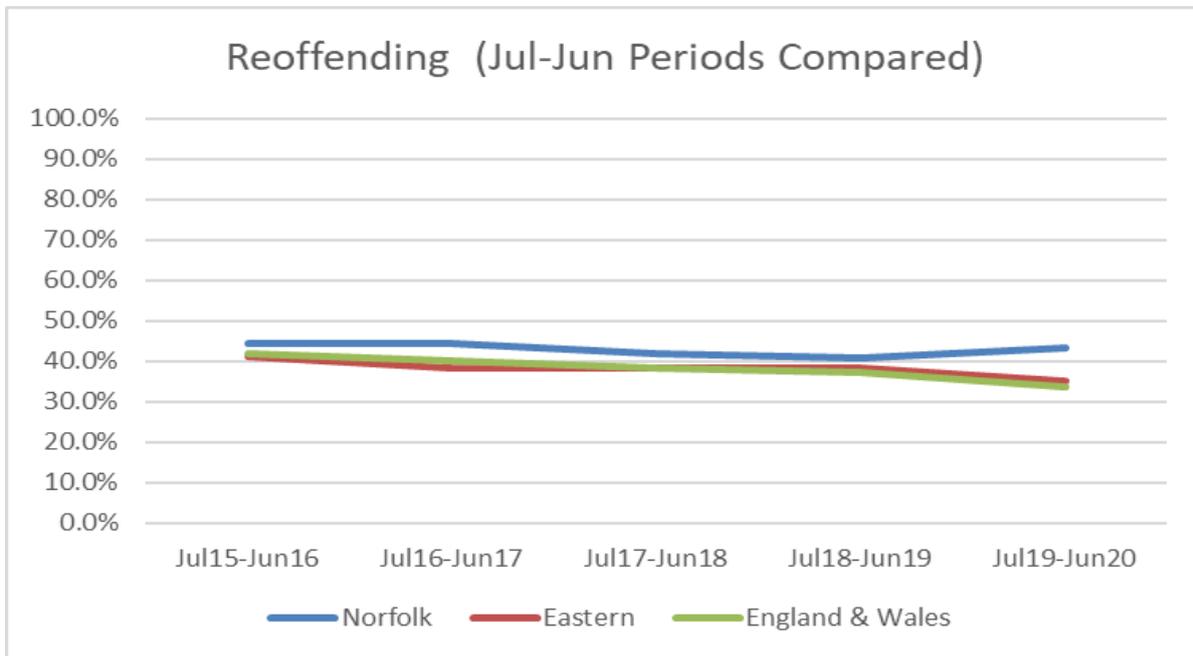
### First time entrants (FTEs) to the criminal justice system:

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



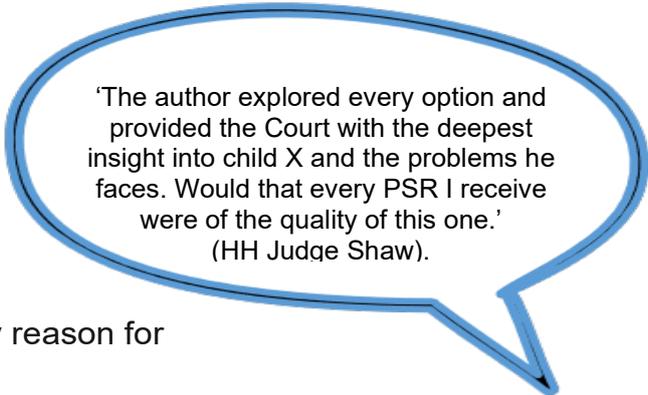
**Reoffending:**

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



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

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



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

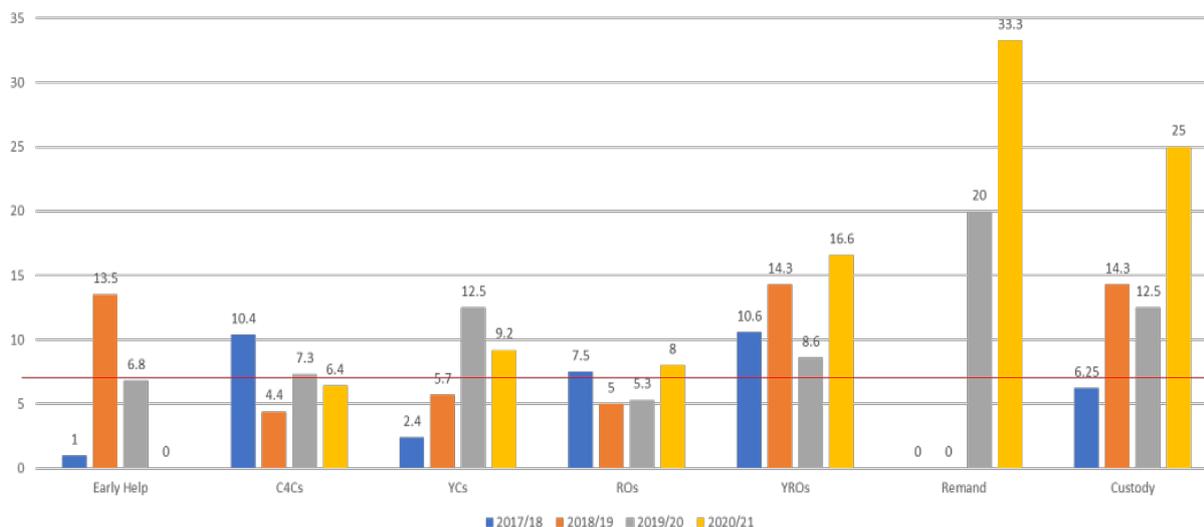
### Remands 2021 to 2022



### Over-representation within Norfolk YJS cohort:

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

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



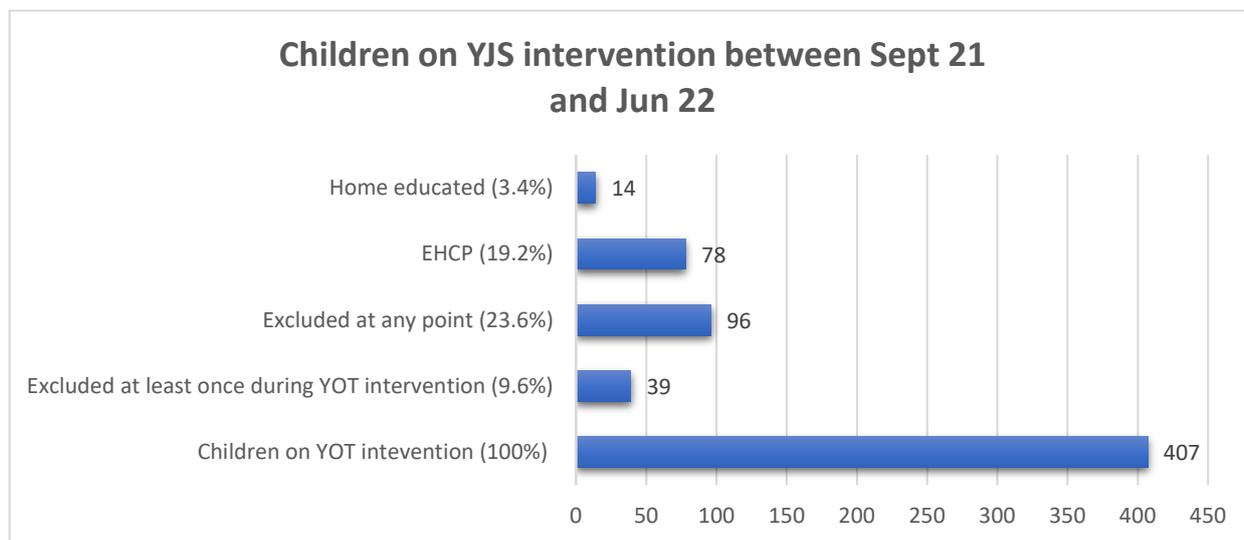
**Education:**

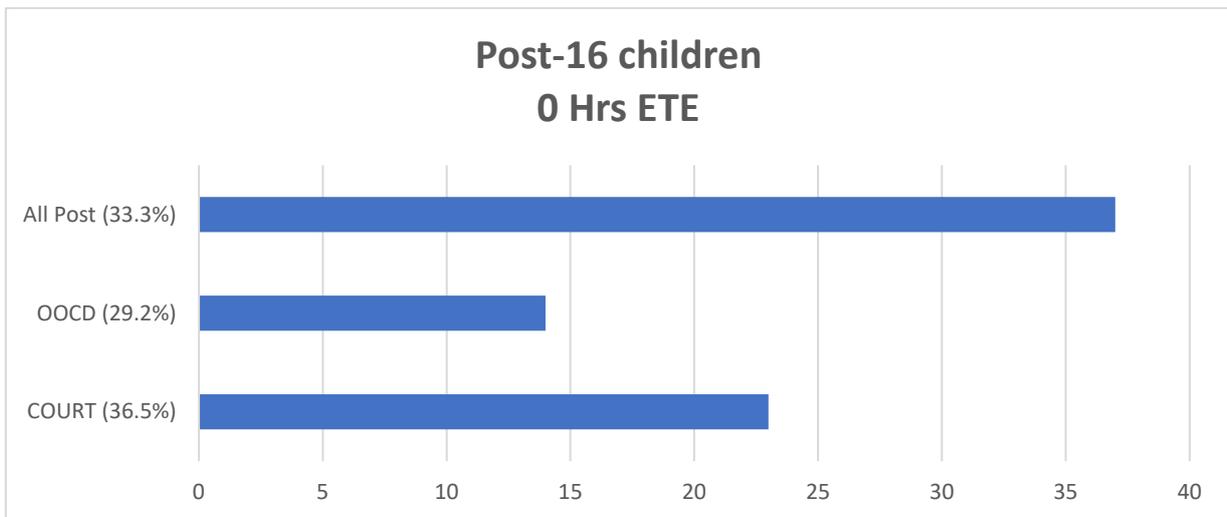
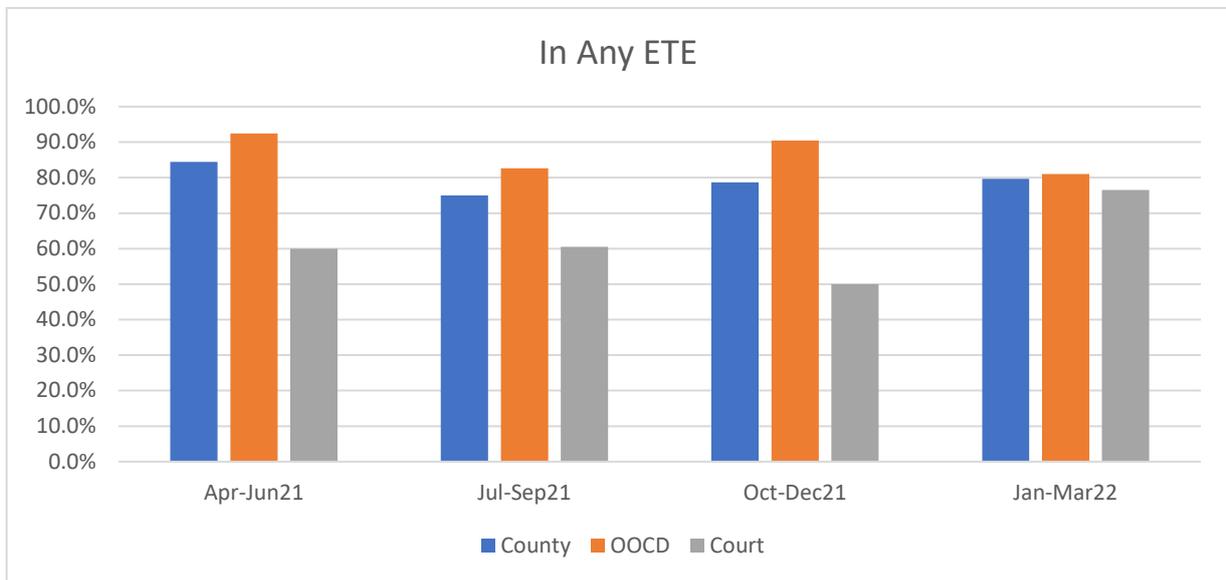
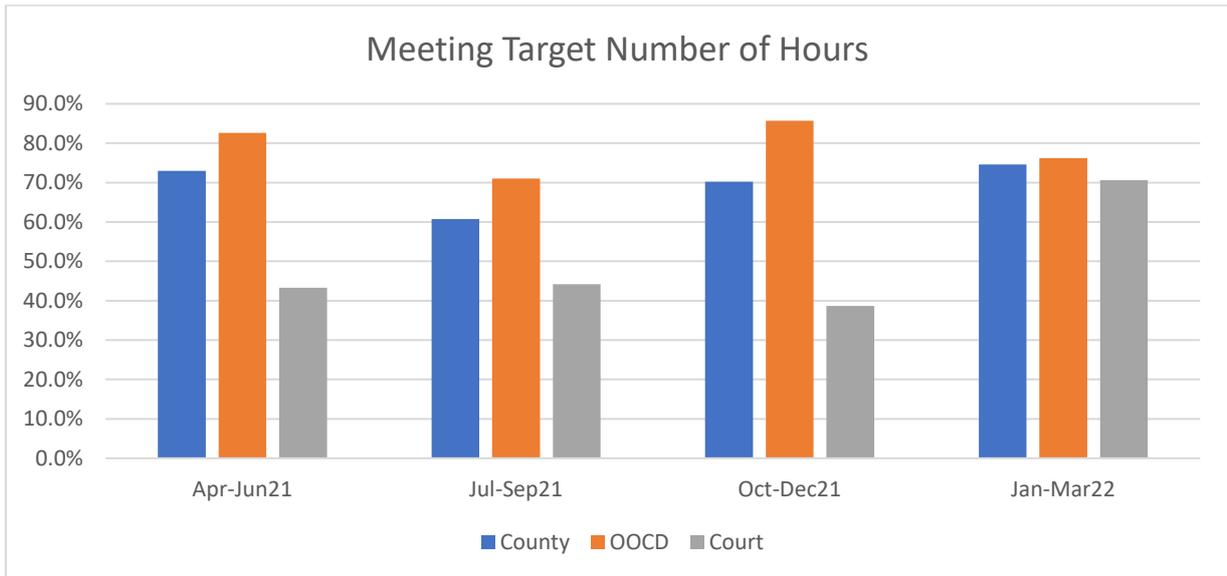
There are two Education representatives that sit on Norfolk Youth Justice Board. The Assistant Director of Education Quality Assurance, Intervention and Regulation and the Participation & Transition Strategy Manager. Within Norfolk YJS’s staffing profile there are three full-time Education Training and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

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

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

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





**Over-represented Children:**

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

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

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

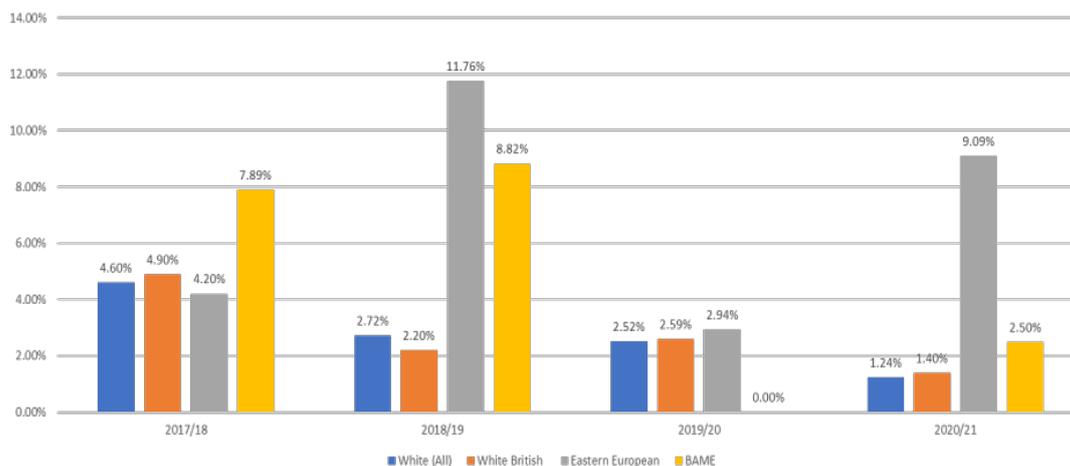
**Rates of children on diversion prior to receiving a Referral Order:**

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

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

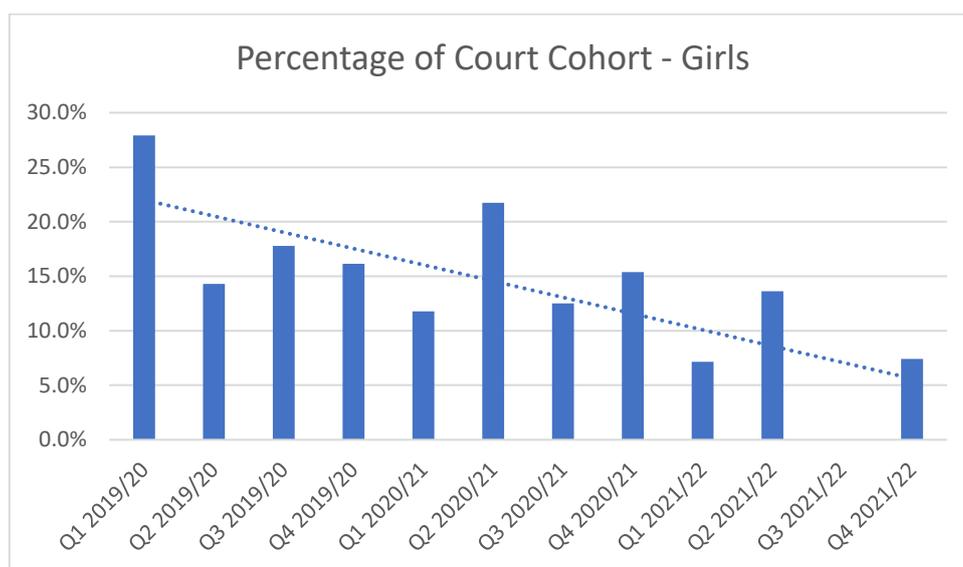
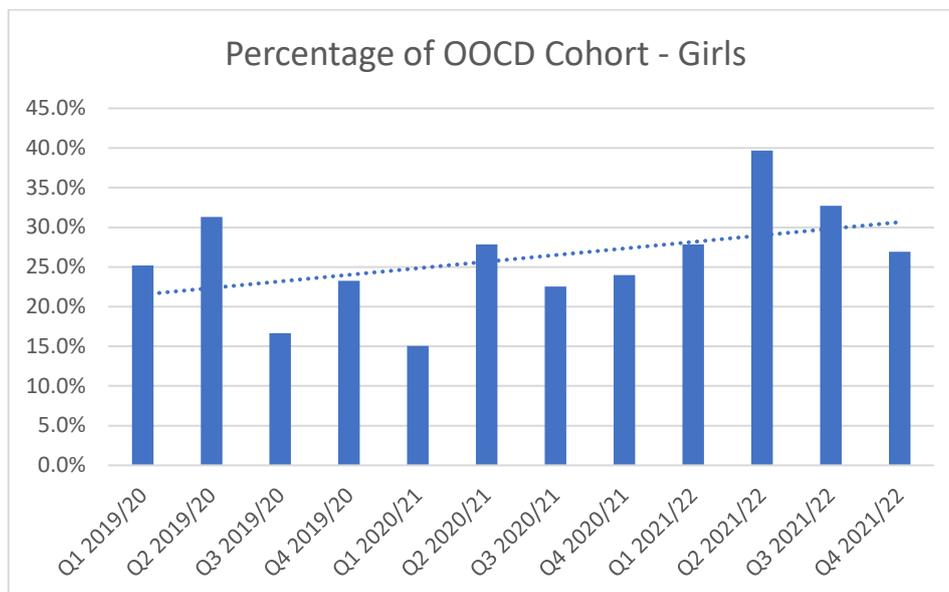
**Disparity in Breach action**

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



## Girls

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



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

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

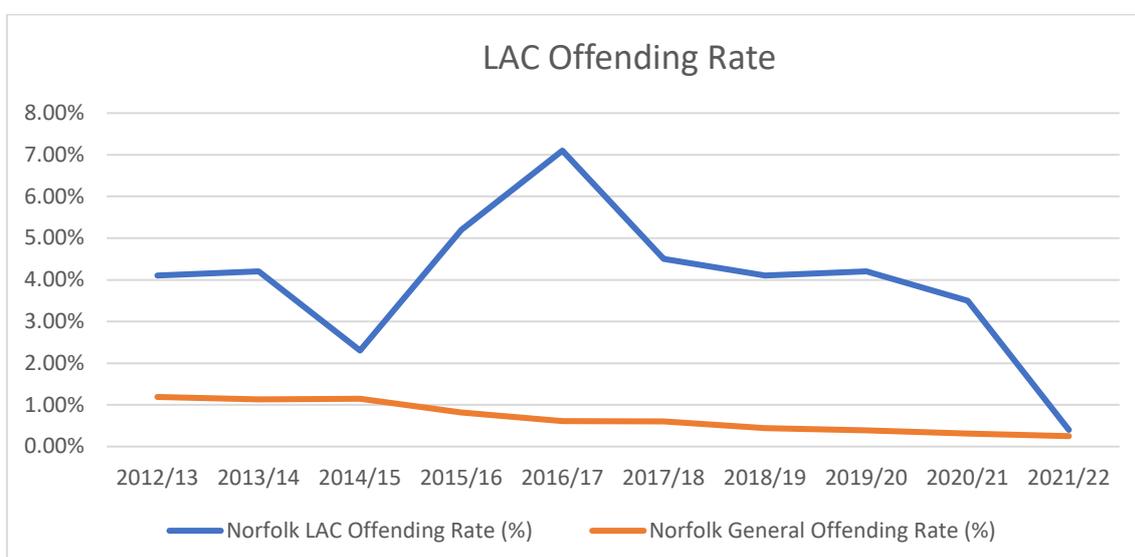
- Ensure staff working with girls are adequately skilled and have an understanding of research and theory; concepts of intersectionality and adultification, specifically in relation to ethnicity
- Interventions for girls to be built in line with trauma-informed responses/approaches
- The use of appropriate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

## Looked after Children

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

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

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



**Prevention:**

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

A wide range of services and support are available in Norfolk from commissioned services, community organisations, digital signposting, and voluntary groups.

Our Community and Partnerships Service support partners and families to consider and identify the most appropriate early help response. The service provides a coaching and mentoring role to professionals when undertaking an Early Help Assessment and Plan (EHAP), if required. At any time, there is approximately 1300 children being supported with an EHAP. The Service also has a function that supports communities to help build capacity and resilience for children and families.

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

**Diversion:**

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

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

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

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

**Diversion criteria:**

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

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

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

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

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

### Serious Violence and Exploitation:

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

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

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

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

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

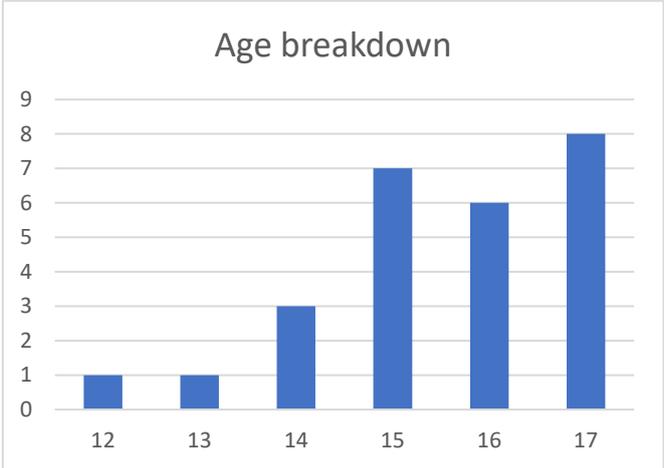
The YJS are a key component of multi-agency locality CCE mapping. This takes place regularly in response to current identified issues and themes.

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

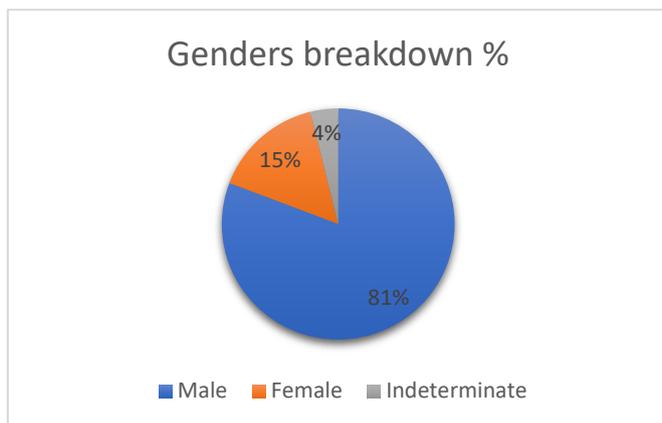
In response to the fatal stabbing in January 2022, Norfolk YJS completed a Critical Learning Review. This has been shared across the partnerships and more specifically at the Vulnerable Adolescent Group and Norfolk Safeguarding Childrens Partnership. A YJS specific action plan has been developed alongside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

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

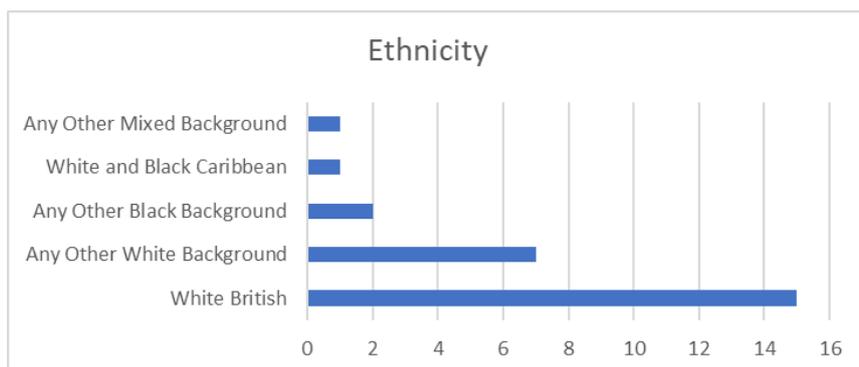
Between May 2021 and April 2022, in total 26 children had 1 or more YJS intervention in relation to a serious violence offence (as per the YJB definition of Serious Youth Violence).



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

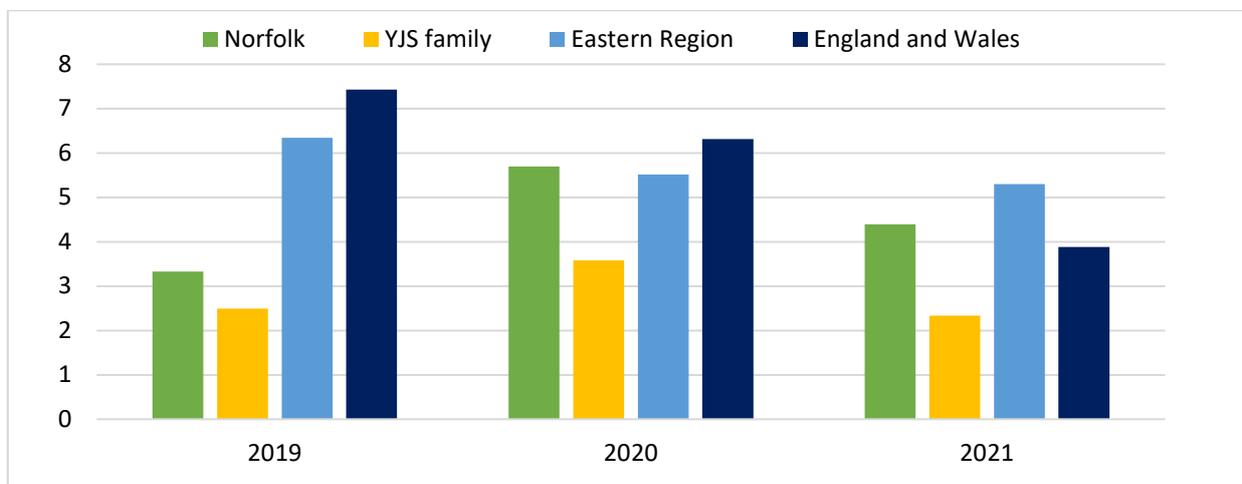


In terms of a gender breakdown, there were 21 males, 4 females and 1 indeterminate.



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

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



### Child arrests

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

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



22% are females



78% are males

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



12.9% are females



87.1% are males

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

### **Restorative Justice & Victims**

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

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

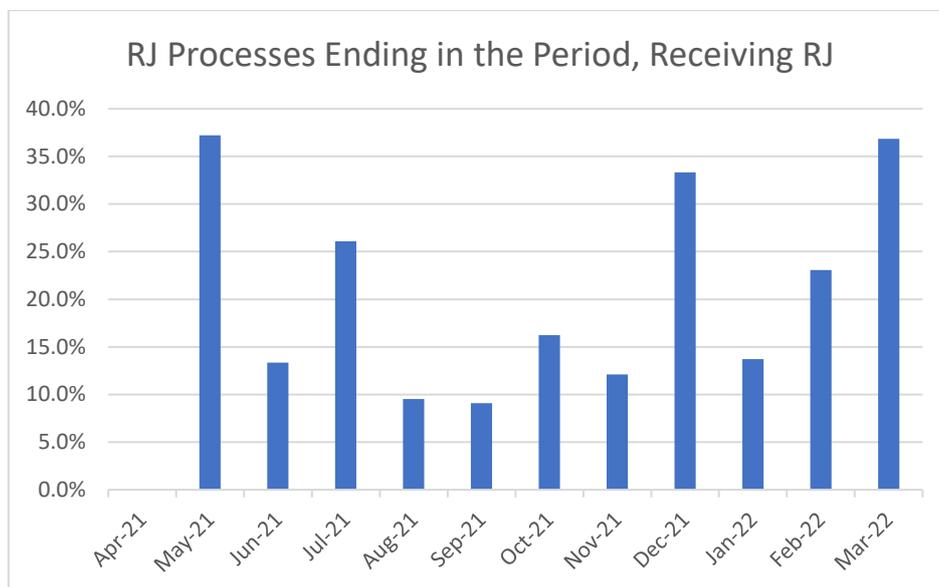
With this focus, we can try to support victims to have a valued voice and, offer children an opportunity to integrate back into the community. This also helps promote public confidence. We work collaboratively and in all our work the victim's needs are paramount.

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

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

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

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



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

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

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

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

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

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

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

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

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

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

## 9. National standards

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

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

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

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

In 2021 thematic audits were completed in the following areas:

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

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

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

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

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

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

## 10. Challenges, risks and issues

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

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

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

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

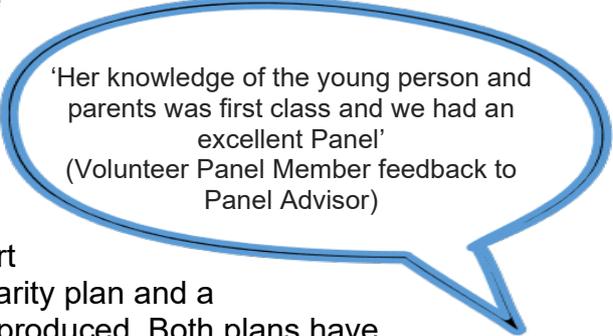
## 11. Service improvement plan

### Service Improvement

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

### Thematic Reviews

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



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

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

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

### **Local inspections**

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

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

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

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

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

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

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

### **Local Serious Incident Review**

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

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

### **Workforce Development:**

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

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

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

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

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

## Board Development

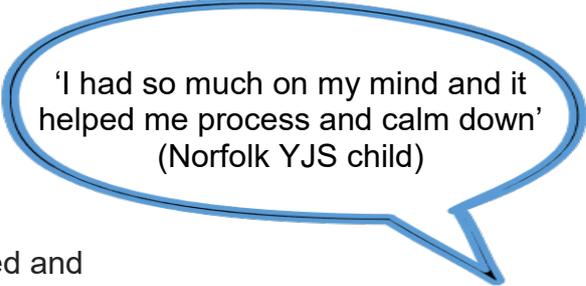
The Norfolk Youth Justice Board has worked hard to develop a shared vision and three-year strategic plan. An enhanced Board Induction process has been developed and Board members participate in an annual all staff development day. In addition, the Board has developed subgroups for each priority area.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

## 12. Evidence-based practice and innovation

### Project ADDER

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

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



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

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

### Reflective group supervision session

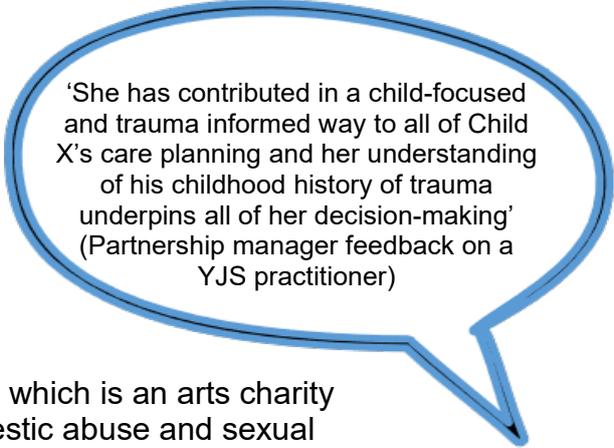
Norfolk YJS are in the process of embedding reflective supervision in line with trauma-informed principles. The purpose is to provide a dedicated space in which staff can feel supported to develop reflective skills and to discuss the emotional impact the work may have on them. Research shows that the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

### Trauma consultations

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

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

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

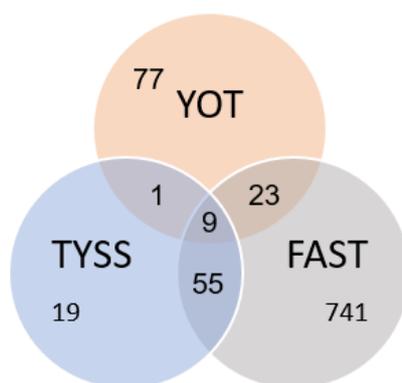


### Tender project

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

### Community of Practice

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



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

### 13. Looking forward

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

#### Serious Youth Violence

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

#### Reducing Reoffending

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

## **Diversion**

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

## **Health and Wellbeing**

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

## **Data**

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

## **Disparity**

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

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

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

### **Enhanced Participation as a model for desistance**

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

### **Education, Exclusions, Elective Home Education and SEND**

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

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

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

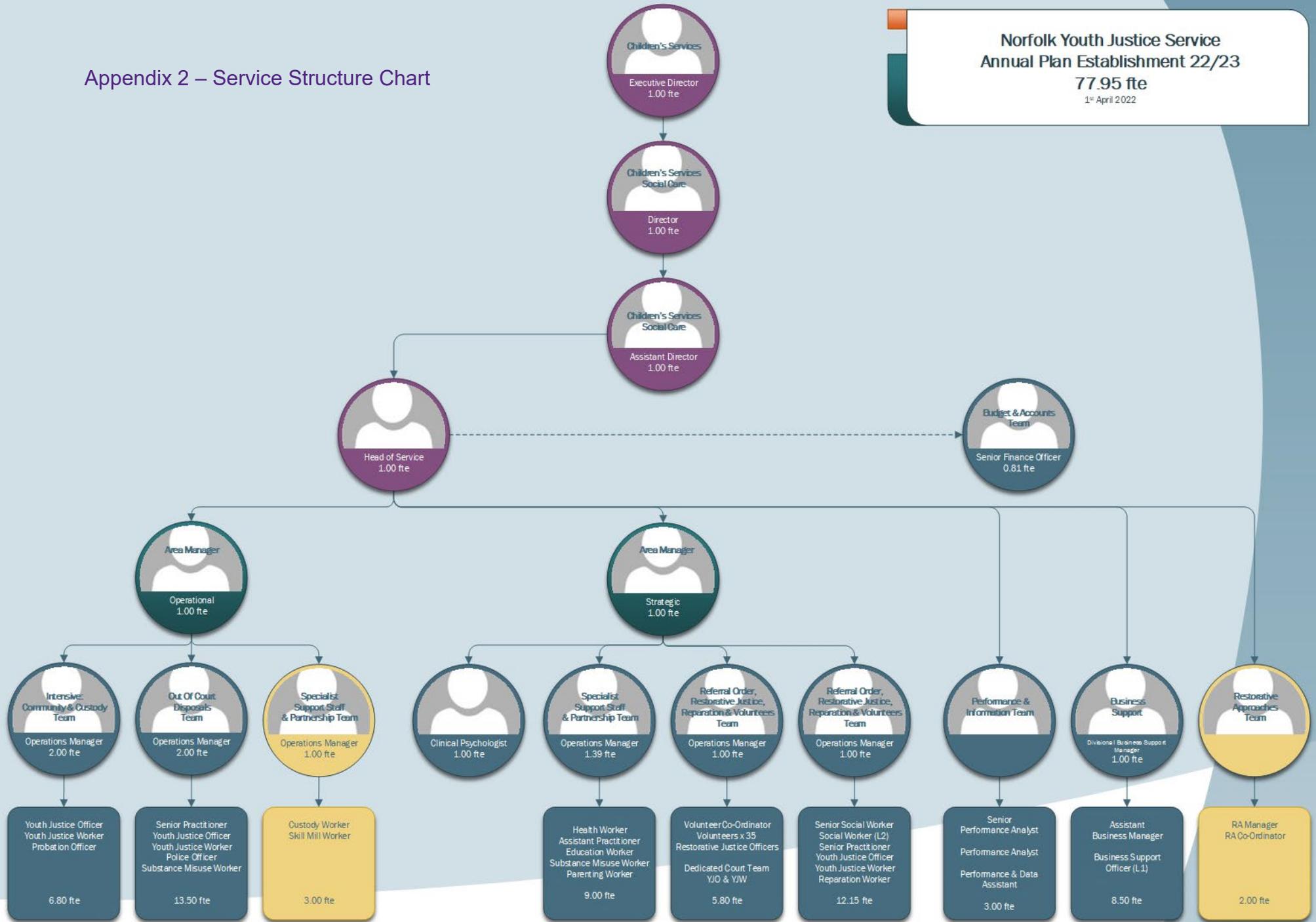
15. Appendix 1 – Outline of Full Board Membership, including attendance, job title, dates of Board meetings)

Norfolk Youth Justice Board Current Member Details (as of 31 March 2022)		29/03/2021	28/06/2021	27/09/2021	06/12/2021	28/03/2021	% attendance
Job Title	Representing						
Head of Community Safety	Office of the Police & Crime Commissioner	A	X	X	X	A	60%
Independent Chair of Norfolk Youth Justice Board	Independent	X	X	X	X	X	100%
Chief Inspector	Community Safety / Norfolk Constabulary	N/A		X	X	X	60%
Legal Advisor and Youth Court Lead	Her Majesty's Courts & Tribunal Services	A	A	A	A	A	0%
Assistant Director – Childrens Social Care	Norfolk County Council / Childrens Services	A	X	X	X	X	80%
Participation & Transition Strategy Manager	Norfolk County Council / Education	X	X	X	A	A	60%
Head of Norfolk Probation Service	National Probation Service	A	X	A	X	A	40%
Chair of the Youth Court Bench	Her Majesty's Courts and Tribunal Services	N/A	A	X	A	X	40%
Assistant Director of Individuals and Families	South Norfolk District Council / Broadland DC	A	X	A	X	A	40%
Assistant Chief Constable	Norfolk Constabulary	X	X	X	A	A	60%
Director of Housing	Great Yarmouth Borough Council/Housing	A	A	X	X	X	60%
Director of Children's Social Care	Norfolk County Council / Childrens Services	X	X	X	A	X	80%
Associate Director of Children, Young People and Maternity for NHS Norfolk & Waveney Clinical Commissioning Group	NHS / Norfolk County Council/ Clinical Commissioning Groups	X	A	X	X	X	80%
Adult Commissioning Manager	Norfolk County Council / Public Health	X	A	X	X	A	60%
Director of Commissioning, Partnerships and Resources	Norfolk County Council / Childrens Services	A	X	A	A	A	20%
Head of Education Quality Assurance & Intervention	Norfolk County Council/Education	X	X	X	X	X	100%

Norfolk Youth Justice Board Former Member Details (March 2021 to March 2022)		29/03/2021	28/06/2021	27/09/2021	06/12/2021	28/03/2021	% attendance
Job Title	Representing						
Director of Community Rehabilitation Company	Community Rehabilitation Company	X	N/A				60%
Senior Probation Officer	National Probation Service	A	X	X	Different rep		80%
Head of Criminal Justice at Norfolk and Suffolk Constabularies	Norfolk Police	X	Different rep				60%
Chief Inspector	Norfolk Police	N/A	X	Different rep			80%
Head of Prevention and Rehabilitation	Office of Police and Crime Commissioner	X	X	A	X	A	60%
Acting joint Head of Innovation and Engagement	Youth Justice Board	N/A	X	X	X	X	80%

# Appendix 2 – Service Structure Chart

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

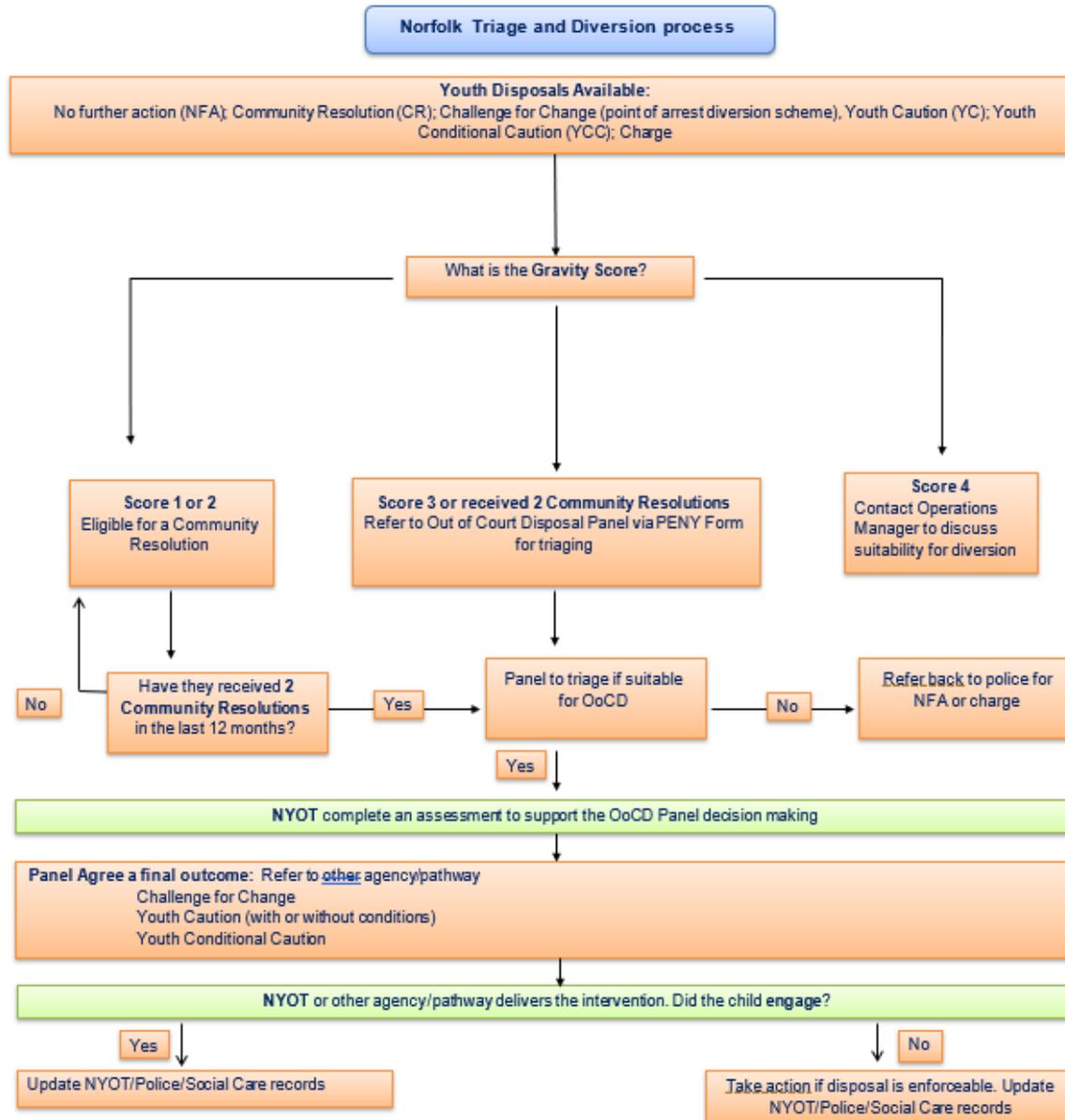


## Appendix 3 – Budget Breakdown

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

\* to be confirmed / \*\* cash in lieu

## Appendix 4 – Diversion Criteria



**Diversion Criteria**

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

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

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

Version 3; 13 September 2021

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

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

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

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

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

**AFI 6. Strategic National Standards Reporting**

**KEY OUTCOME**

**WHAT HAS BEEN ACHIEVED SO FAR**

Develop an assurance process for the Norfolk Youth Justice Board to enable the Board to understand and meet their responsibilities by:

- Session on strategic standards completed

## Appendix 6 – Workforce Development Plan

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

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

## Appendix 7 – Voice of the Victim



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

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

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

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

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

## Appendix 8 – Voice of the Parent



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

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

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



**The best thing about Norfolk YJS:**

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



### **The worst thing about Norfolk YJS:**

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



**Any ideas on how things could be done differently:**

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

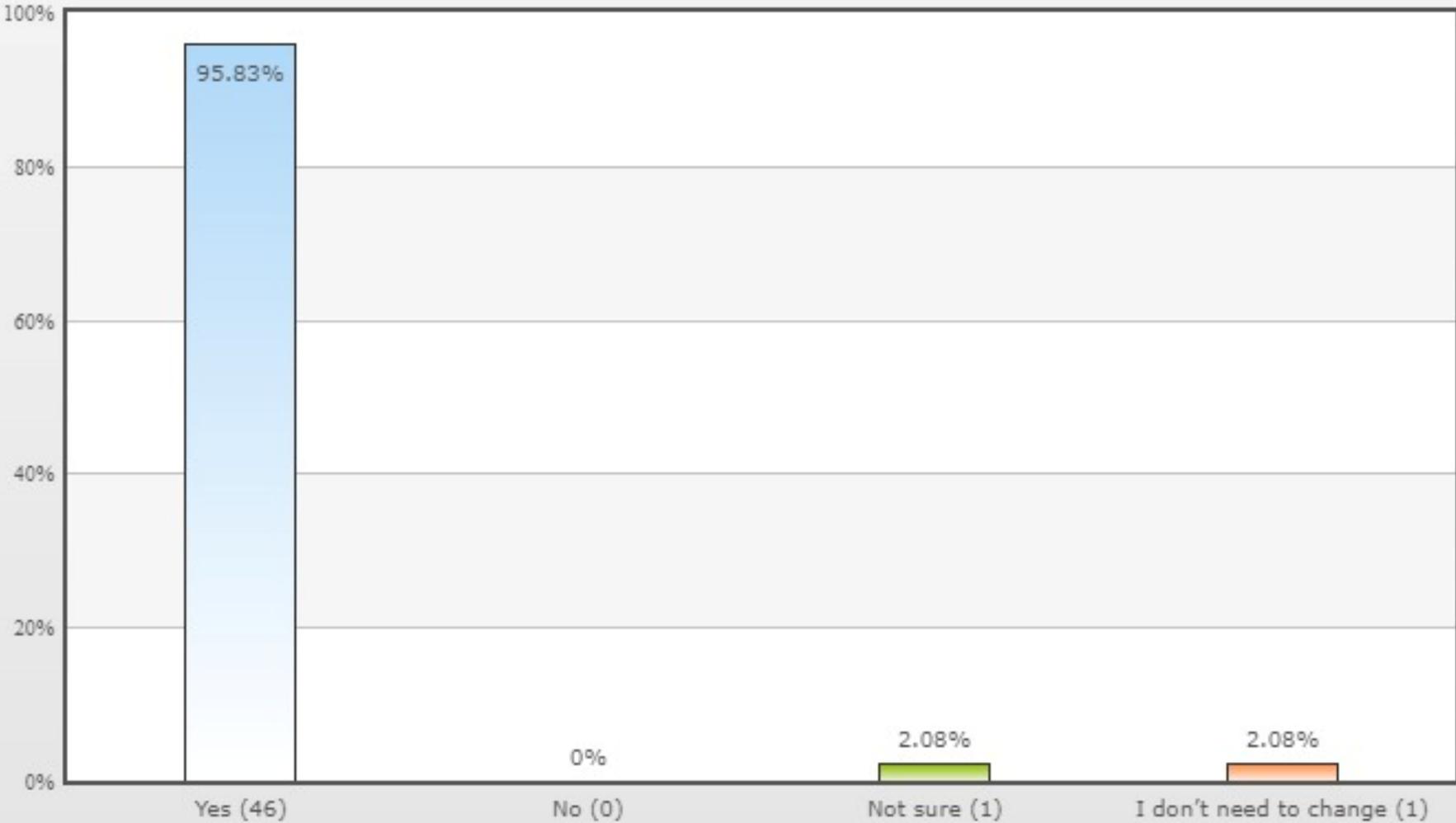
### Experience of the Service : April 2021 - March 2022



FusionCharts

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

April 2021 - March 2022



**Common youth justice terms, please add any locally used terminology**

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

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

# Scrutiny Committee

Item No: 10

**Report Title: HMICFRS inspection report 2021/22 of Norfolk Fire and Rescue Service**

**Date of Meeting: 22 September 2022**

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

**Responsible Director:** Ceri Sumner, Director of Norfolk Fire and Rescue Service

## Executive Summary

The appended Cabinet Report (appendix A), outlines the outcomes of the recent HMI inspection of Norfolk Fire and Rescue Service, and the associated improvement plan. It was presented to the Norfolk County Council Cabinet meeting held on the 5<sup>th</sup> September 2022. Following notice, it was requested that the item be brought before the committee by the Chair and Vice-Chair of the Scrutiny Committee.

## Recommendations

The Scrutiny Committee is asked to:

1. Consider the appended Cabinet report, providing comments and recommendations where appropriate.
2. Consider whether future scrutiny of the improvement plan is required.

### 1. Background and Purpose

Norfolk County Council received the appended report *Norfolk Fire and Rescue Service – HMICFRS Improvement Plan* (Appendix A), at the Cabinet meeting held on the 5<sup>th</sup> September 2022. Following notice of the item, the Chair and Vice-Chair of the Scrutiny Committee requested that it be brought for discussion to the September Scrutiny meeting.

The report for 2021/22 (published July 2022), follows Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' (HMICFRS) inspection of Norfolk Fire and Rescue Service (FRS).

HMICFRS first inspected Norfolk Fire and Rescue Service (FRS) in January 2019, publishing a report with its findings in June 2019 on the service's effectiveness, efficiency and how it looks after its people. In autumn 2020, HMICFRS carried out a second extraordinary inspection which considered how the service was responding to the Covid-19 pandemic. The 2021/22 report follows a third inspection of all 44 fire and rescue services in England.

The current inspection considers for a second time the service's effectiveness, efficiency and people. It answers 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?

### **Overall rating**

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.

Norfolk Fire and Rescue Service played a key role in supporting the wider community response in Norfolk during Covid and prioritised resource deployment to support community needs, emergency service colleagues and the NHS.

Norfolk FRS was praised for its performance in responding to fires and other emergencies, as well as for its response to national risks.

The improvement plan presented to Cabinet takes a systematic approach to addressing the areas for improvement set out in the HMICFRS report, and has already made noteworthy progress in addressing the areas of concern.

## **2. Recommendations**

The Scrutiny Committee is asked to:

1. Consider the appended Cabinet report, providing comments and recommendations where appropriate.
2. Consider whether future scrutiny of the improvement plan is required.

### 3. Background Papers

#### 3.1 Appendix A - Norfolk Fire and Rescue Service – HMICFRS Improvement Plan

##### **Officer Contact**

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

**Officer name:**

**Telephone no.:**

**Email:**



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

## Report presented to Cabinet

Item No: 10

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

**Date of Meeting: 5 September 2022**

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

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

**Is this a Key Decision? No**

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

### Introduction from Cabinet Member

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

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

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

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

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

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

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

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

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

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

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

## Executive Summary

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

### Recommendations:

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

## 1. Background and Purpose

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

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

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

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

- Outstanding
- Good
- Requires improvement
- Inadequate

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

## **2. Norfolk inspection outcomes**

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

## **3. Detailed findings and improvement activities**

- 3.1 The HMICFRS categorise their specific inspection findings as follows:-

- Innovative practice
- Cause of concern (these also include recommendations)
- Areas for improvement

### **3.2 Innovative practice**

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

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

### 3.3 Cause of concern

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

Cause for concern:

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

Recommendations:

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

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

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

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

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

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

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

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

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

### **3.4 Areas for improvement**

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

## **4.0 Oversight of improvement activities**

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

## **5. Proposal**

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

## **6 Impact of the Proposal**

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

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

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

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

## **8. Alternative Options**

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

## **9. Financial Implications**

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

## **10. Resource Implications**

- 10.1 **Staff:** The additional funding already put in place by Members has enabled additional resource to be put in place in the prevention function, as well as some other areas. Additional staff resource for the prevention function has been recruited and the new team is in place. The new Director of Fire and Rescue will work with their team to ensure appropriate resource to deliver the improvement plans is put in place, including through the work to develop the new Community Risk Management Plan.

- 10.2 **Property:** There are no property implications.

- 10.3 **IT:** There are no immediate IT implications. Work with the County Councils IMT Team continues to implement the ICT plan, including improvements to our emergency software and systems, re-procurement of systems and modernisation of equipment.

## **11. Other Implications**

- 11.1 **Legal Implications:** Fire and rescue authorities must give due regard to reports and recommendations made by HMICFRS (section 7.5 of the Fire and Rescue National Framework for England 2018).

- 11.2 **Human Rights Implications:** None.

- 11.3 **Equality Impact Assessment (EqIA):** As identified in the inspection report, around 850 equality impact assessments of all NFRS policies has been carried out. In addition, a further assessment is being carried out as part of the development of the Community Risk Management Plan. At the core of all of

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

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

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

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

**11.6 Sustainability implications:** N/A

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

## **12. Risk Implications / Assessment**

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

## **13. Select Committee Comments**

13.1 N/A

## **14. Recommendations**

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

## **15. Background Papers**

[HMICFRS inspection report – 2022](#)

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

[HMICFRS inspection report 2019](#)

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

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

### **Officer Contact**

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

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## Norfolk Fire and Rescue Service

### Cause of Concern Improvement Plan

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

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

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

**Action complete - Quality Assurance/Evaluation/Monitoring phase.**

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

**Action plan outlined and timescales delayed/ unclear.**

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

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

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

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

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

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

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

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

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

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

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

C.2	Gap analysis of Norfolk County Council / Norfolk Fire & Rescue Service Safeguarding against Safeguarding Fire Standards from Fire Standard Board	Completed using National Fire Chiefs Council gap analysis tool.	Complete	Head of Prevention	Meeting with National Fire Chiefs Council Safeguarding Lead to determine best practice following gap analysis
C.3	Cadre of competent Safeguarding trainers to deliver training across the Service.	<b>Apr:</b> Instructor training underway, with a cadre of trained staff currently delivering training. Training expected to be fully delivered by Oct 22 <b>Mar:</b> Schedule of delivery to all staff agreed. Norfolk County Council Development academy have provided Quality Assurance of learning outcomes.	Complete	Head of Prevention	Continue training as per plan.
C.4	Established Quality Assurance process for all Prevention activity including Safeguarding.	<b>Jul:</b> Collaborated with Norfolk County Council Public Health team to write an Evaluation Framework. Meeting with National Fire Chiefs Council Safeguarding Lead to determine best practice. <b>Mar:</b> Resource funding allocated to enable delivery	28/02/23	Head of Prevention	Develop Quality Assurance process in line with Evaluation Framework document.

**Priority Outcome D – Targeted strategic governance arrangements put in place, to provide oversight, energy, and support to implement the Development Plan.**

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

	homes of vulnerable older people receiving care packages.	<p><b>Apr:</b> £10,000 uplift to Community Safety budget – allocated. This will pay for casual hours to free up Home Fire Safety Advisors and Home Fire Safety Manager to roll out training and Quality Assurance.</p> <p>Initial care provider engagement session complete.</p> <p>Outline principles agreed with Adult Social Care.</p> <p>Care provider meetings conducted in March and April. Further planned in May. Following this we will identify uptake from domiciliary care providers, and we will then be able to plan training. This will inform timescales.</p>			develop and agree Memorandum of Understanding with domiciliary care providers and commit to training plans
E.4	Local volunteers are aligned to Community Fire Station/resilience hub project.	Initial discussions with Voluntary Norfolk undertaken.	31/12/22	Head of Prevention Emergency Planning Lead	Provide training and support to new volunteers

**Priority Outcome F – Refreshed prevention plan that clearly sets out priorities for delivery within the capacity available, targeting resources to support those most at risk of fire**

Ref	Key actions	Progress made	Timescales	Lead	Further work planned
F.1	Refreshed Prevention plan to incorporate elements of Community Fire Protection development plan and revised resource allocation	Authorised and published	Complete	Head of Prevention	

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

## Norfolk Fire and Rescue Service

### “Areas for Improvement Plan”

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

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

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

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

### Key for Reference Columns

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

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

**Action complete - Quality Assurance/Evaluation/Monitoring phase.**

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

**Action plan outlined and timescales delayed/ unclear.**

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

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

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

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

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

	will reduce the volume of, effects of, and harm from, emergency incidents.				
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**Priority Outcome i – Protection - The service will work with local businesses and large organisations to deliver a robust engagement strategy to lower risk in communities.**

Ref	Key actions	Progress made	Timescales	Lead	Further work planned
I.1	<p><b>Area For Improvement –</b></p> <p><b>(Also 2019 AFI)</b></p> <p><b>The service should ensure that staff work with local businesses and large organisations to share information and expectations on compliance with fire safety regulations.</b></p>	<p>Job Description and Person Specification written with intention to Recruit a Business Engagement Officer.</p>	<p>March 2023</p>	<p>Head of Protection</p>	<p>Develop and deliver the Service Engagement strategy.</p> <p>Work with local business to tackle issues identified through Community Risk Management Plan engagement process. (And protection framework). Respond to ongoing reviews of protection work and quality assurance elements highlighted within review.</p>

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

					Examine scope to refresh the offer and work with staff to ensure completion and quality of the Personal Development Discussions.
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# Scrutiny Committee

Item No: 11

**Report Title:** Scrutiny Committee Forward Work Programme

**Date of Meeting:** 22 September 2022

**Responsible Cabinet Member:** None

**Responsible Director:** Director of Governance

## Executive Summary

This paper sets out the current forward work programme for the Scrutiny Committee, outlining committee dates and agreed items.

## Recommendations

Members of the committee are asked to:

1. Note the current Scrutiny Committee forward work programme and discuss potential further items for future consideration.

## 1. Background and Purpose

- 1.1 Members of the Scrutiny Committee took part in a work programming session held on the 16 May 2022, discussing proposed items for the Committee to consider through until March 2023.
- 1.2 The work programme attached is amended frequently to better reflect officer pressures and changes to the Cabinet forward plan of decisions.
- 1.3 All topics are subject to change, with the committee remaining flexible to ensure the ability to adapt to emerging and urgent topics for consideration.

## 2. Proposal

- 2.1 Members are asked to note the attached forward programme of work (**Appendix A**) and discuss potential further items for consideration.

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

- 3.1 Maintaining the proposed work programme will ensure that the Scrutiny Committee has a full schedule of work, and officers are well prepared to present to the committee.

### **4. Financial Implications**

- 4.1 None

### **5. Resource Implications**

#### **5.1 Staff:**

None

#### **5.2 Property:**

None

#### **5.3 IT:**

None

### **6. Other Implications**

#### **6.1 Legal Implications:**

None

#### **6.2 Human Rights Implications:**

None

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

None

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

None

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

None

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

None

## **6.7 Any Other Implications:**

None

## **7. Risk Implications / Assessment**

7.1 None

## **8. Select Committee Comments**

8.1 None

## **9. Recommendations**

Members of the Scrutiny Committee are asked to:

1. Note the Scrutiny Committee forward work programme and discuss potential further items for future consideration.

## **10. Background Papers**

10.1 **Appendix A** – Scrutiny Committee Forward Programme of Work

### **Officer Contact**

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

**Officer name:** Peter Randall

**Telephone no.:** 01603 307570

**Email:** peter.randall@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.

## Scrutiny Committee Forward Work Programme

<b>Date</b>	<b>Report</b>	<b>Further notes/Comments</b>	<b>Better Together for Norfolk - Strategic Goal(s)*</b>	<b>Cabinet Member</b>	<b>Exec Director</b>
<b>22/09/22</b>	Norfolk Youth Justice Plan	Policy Framework Item	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Strong, Engaged and Inclusive Communities</li> </ul>	Cllr John Fisher, Cabinet Member for Children's Services	Tom McCabe, Executive Director of Community and Environmental Services
	Minerals and Waste Development Scheme and Norfolk Statement of Community Involvement	Policy framework item	<ul style="list-style-type: none"> <li>- A Greener, More Resilient Future</li> </ul>	Cllr Eric Vardy, Cabinet Member for Environment and Waste	Tom McCabe, Executive Director of Community and Environmental Services
	Norfolk Fire and Rescue Service – HMICFRS Improvement Plan	Requested by the Chair following publication of the inspection report in July 2022	<ul style="list-style-type: none"> <li>- Strong, Engaged and Inclusive Communities</li> </ul>	Cllr Margaret Dewsbury, Cabinet Member for Communities and Partnerships	Tom McCabe, Executive Director of Community and Environmental Services
<b>19/10/22</b>	Strategic and Financial Planning 2023-24	Agreed by the Scrutiny Committee	<ul style="list-style-type: none"> <li>- A Vibrant and Sustainable Economy</li> </ul>	Cllr Andrew Jamieson, Cabinet Member for Finance	Simon George, Executive Director of

		at the meeting held on the 20 April 2022			Finance and Commercial Services
	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Healthy, Fulfilling and Independent Lives</li> </ul>	<p>Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>&amp;</p> <p>Cllr John Fisher, Cabinet Member for Children’s Services</p>	<p>James Bullion, Executive Director of Adult Social Care</p> <p>&amp;</p> <p>Sarah Tough, Executive Director of Children’s Services</p>
<b>23/11/22</b>	Review of Norfolk Flood Prevention Activity	Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022	<ul style="list-style-type: none"> <li>- A Greener, More Resilient Future</li> </ul>	Cllr Martin Wilby, Cabinet Member for Highways, Infrastructure and Transport	Tom McCabe, Executive Director of Community and Environmental Services
	Nutrient Neutrality	Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022	<ul style="list-style-type: none"> <li>- A Greener, More Resilient Future</li> </ul>	Cllr Eric Vardy, Cabinet Member for Environment and Waste	Tom McCabe, Executive Director of Community and Environmental Services
<b>14/12/22</b>	National Grid – Impact on Norfolk Communities of New Route of	Agreed by the Scrutiny Committee at the work	<ul style="list-style-type: none"> <li>- A Greener, More Resilient Future</li> </ul>	Cllr Martin Wilby, Cabinet Member for Highways,	Tom McCabe, Executive Director of Community and

	Pylons Running from Norwich to Tilbury	programming meeting held on Monday 16 May 2022	- Strong, Engaged and Inclusive Communities	Infrastructure and Transport	Environmental Services
	Update from the Chair of the Norfolk Countywide Community Safety Partnership	Standing item	- Strong, Engaged and Inclusive Communities	None	Tom McCabe, Executive Director of Community and Environmental Services
<b>26/01/22</b>	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	- Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention  & Cllr John Fisher, Cabinet Member for Children’s Services	James Bullion, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children’s Services
	Education Health and Care Plans	Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022	- Better Opportunities for Children and Young People	Cllr John Fisher, Cabinet Member for Children’s Services	Sarah Tough, Executive Director of Children’s Services
<b>15/02/22</b>	Scrutiny Committee 2023-24 Budget scrutiny	Standard budget setting process	- A Vibrant and Sustainable Economy	Cllr Andrew Jamieson, Cabinet Member for Finance	Simon George, Executive Director of

			<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Healthy, Fulfilling and Independent Lives</li> <li>- Strong, Engaged and Inclusive Communities</li> <li>- A Greener, More Resilient Future</li> </ul>		Finance and Commercial Services
<b>22/03/22</b>	Quality of Care – Overview of the Care Market in Norfolk	Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022	<ul style="list-style-type: none"> <li>- Healthy, Fulfilling and Independent Lives</li> </ul>	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention	James Bullion, Executive Director of Adult Social Care
<b>20/04/22</b>	Performance Review Panels – Quarterly Update	Agreed by the Scrutiny Committee at the meeting held on 21 July 2021	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Healthy, Fulfilling and Independent Lives</li> </ul>	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention  &  Cllr John Fisher, Cabinet Member for Children’s Services	James Bullion, Executive Director of Adult Social Care  &  Sarah Tough, Executive Director of Children’s Services

	Provision of Extracurricular Activity for Norfolk Children	Agreed by the Scrutiny Committee at the work programming meeting held on Monday 16 May 2022	- Better Opportunities for Children and Young People	Cllr John Fisher, Cabinet Member for Children's Services	Sarah Tough, Executive Director of Children's Services
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*\*The 'Better Together for Norfolk – County Council Strategy 2021-25' outlines five strategic priorities. These are:*

- *A Vibrant and Sustainable Economy*
- *Better Opportunities for Children and Young People*
- *Healthy, Fulfilling and Independent Lives*
- *Strong, Engaged and Inclusive Communities*
- *A Greener, More Resilient Future*

*When scheduling items for the work programme the committee should consider, where applicable, the item contributes to the above strategic goals and overall delivery of the County Council's strategy for 2021-25.*

**Issues to be considered for addition to work programme:**

- Norfolk Rural Strategy – Impact on Market Towns
- Implementation of New Technology in Adult Social Care
- People with Disabilities – Engagement and Charging Policy
- Children's Services – Utilisation of Built Assets
- Fuel Poverty
- Norfolk County Council – Development of a County Deal
- Transport East Strategy
- Social Prescribing in Adult Social Care
- Biodiversity Net Gain

- Rewilding activity and Carbon Offsetting