

Cabinet

Date: **Monday 5 August 2019**
Time: **10am**
Venue: **Edwards Room, County Hall, Norwich**

Persons attending the meeting are requested to turn off mobile phones.

Membership:

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

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A g e n d a

1 To receive any apologies.

2 Minutes

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To confirm the minutes from the Cabinet Meeting held on Monday 15 July 2019.

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 Chairman 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) by 5pm on **Wednesday 31 July 2019**. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we->

[do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee](#)

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) by **5pm on Wednesday 31 July 2019**.

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| Report by the Executive Director of Community & Environmental Services. | |
| 8 Transformation of Mental Health Services for Children and Young People | Page 52 |
| Report by the Executive Director of Children's Services | |
| 9 Norfolk Youth Justice Plan Refresh 2019-21 | Page 58 |
| Report by the Executive Director of Children's Services. | |
| 10 Autism Strategy | Page 87 |
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| 11 Adult Social Care Annual Quality Report 2018/19 | Page 226 |
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| 12 Norfolk Minerals and Waste Local Plan Review – Preferred Options Consultation | Page 260 |
| Report by the Executive Director of Community & Environmental Services | |
| 13 Finance Monitoring Report 2019-20 P3: June 2019 | Page 284 |
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| Decision by the Cabinet Member for Commercial Services & Asset Management – Bryggen Road, King's Lynn. | Page 309 |
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| Decision by the Cabinet Member for Highways & Infrastructure – Improvements to the Thickthorn Junction. | Page 330 |

[Decision by the Cabinet Member for Highways & Infrastructure –
Hardings Way, King's Lynn.](#)

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Cabinet

Minutes of the Meeting held on Monday 15 July 2019 at 10am in the Edwards Room, County Hall, Norwich

Present:

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

Local Members Present:

Cllr Steffan Aquarone
Cllr Ed Maxfield
Cllr Brian Watkins
Cllr Alexandra Kemp
Cllr Sandra Squire
Cllr Danny Douglas

Other Members Present:

Cllr Bev Spratt
Cllr Vic Thomson
Cllr David Harrison

Executive Directors Present:

Tom McCabe	Executive Director of Community & Environmental Services and Head of Paid Service.
Craig Chalmers	Director of Community Social Work (for Executive Director of Adult Social Care).
Abdus Choudhury	Practice Director nplaw
Simon George	Executive Director of Finance & Commercial Services
Fiona McDiarmid	Executive Director of Strategy & Governance
Sara Tough	Executive Director of Children's Services
Louise Smith	Director of Public Health

1 Apologies for Absence

No apologies were received.

2 Minutes

The minutes from the Cabinet meeting held on Monday 10 June 2019 were agreed as a correct record and signed by the Chairman.

3 Declaration of Interests

Cabinet Members declared an other interest in agenda item 7 (Norwich Western Link) as they had received a number of emails and letters lobbying them about the Norwich Western Link. Cabinet Members confirmed that the lobbying did not impact on their decision making process.

4 Items of Urgent Business

There were no items of urgent business.

5 Public Question Time

5.1 The list of public questions and their responses are attached at Appendix A to these minutes.

5.2 The Chairman invited Mr Everett to ask a supplementary question. Mr Everett said that another key priority in the “Together for Norfolk” Business Plan was to drive and grow the local economy and he asked what level of support from key local employers and businesses the Norwich Western Link route had received and how would this fulfil the ambitions of Norfolk County Council.

In reply, the Cabinet Member for Highways, Infrastructure & Transport said that strong support had been received, particularly from businesses across the whole county. Strong support had also been received from local people living in the west of the city as the Norwich Western Link could prevent rat running through their villages, improving their lives. The link would also improve the economy across Norfolk.

5.3 The Chairman invited Mr Andrew Cawdron to ask a supplementary question. Mr Cawdron referred to the mitigation measures and that Cabinet was being asked to make a decision involving advanced funding of £1.5m based on reports which had only been released on 5 July 2019, providing limited time to study them. Mr Cawdron added that he believed there were sufficient gaps and errors in the report to make further progress on the favoured option insecure and as a supplementary question, he asked Cabinet to defer making a decision until ecological studies had ruled against the road.

The Cabinet Member for Highways, Infrastructure & Transport responded that as Cabinet Member, he was confident the report contained sufficient information and there was no need for Cabinet to defer making its decision.

6 Local Member Questions/Issues

6.1 The list of Local Member questions and their responses are attached at Appendix B to these minutes.

6.2 Mr Aquarone said that he had visited the Burlingham Estate and would visit Burlingham Woods as recommended and, as a supplementary question, asked if the Council had considered rewilding.

Mr Aquarone also asked why members of Extinction Rebellion had not been allowed into the Edwards Room as there were seats available.

In response, the Cabinet Member for Commercial Services and Asset Management said that the planned programme to help improve the environment included rewilding to bring back wild flower meadows and highlighted Carrow Beck as a good example.

In reply to the question about why Extinction Rebellion had not been allowed to enter the Edwards Room, the Chairman advised that security arrangements had been put in place and these plans were being honoured.

6.3 Cllr Maxfield asked, as a supplementary question, what plans were in place to ensure portage was delivered efficiently once children's centres closed.

In reply, the Cabinet Member for Children's Services said that there was no intention to change the portage arrangements and that the service would continue as part of the County Council's responsibilities.

6.4 Cllr Watkins thanked the Cabinet Member for Adult Social Care, Public Health & Prevention for the detailed response to his question and said that the Autism Strategy, which was meant to have been considered by Cabinet on 15 July had now been delayed for over a year. As a supplementary question, Mr Watkins asked when Cabinet would have sufficient confidence to produce the Strategy and could it be confirmed that the Strategy would be included on the Cabinet agenda at its meeting on 5 August.

The Cabinet Member for Adult Social Care, Public Health & Prevention advised that the Norfolk & Waveney Health and Wellbeing Board had considered the Autism Strategy at its meeting on Wednesday 10 July. He added that he was pleased to report that all parties present had agreed the strategy and it was intended it would be presented to the next Cabinet meeting.

6.5 Cllr Kemp stated, with regard to the Norfolk Fire & Rescue Service, the Inspectorate had recently found that Norfolk Fire & Rescue Service was good at responding to fires and other emergencies; good at ensuring the service was affordable; and that it exceeded its target of responding to non-fire emergencies where life was at risk. Cllr Kemp asked if the Cabinet agreed that the Inspectorate had not fully understood the achievements of Norfolk Fire & Rescue Service as a rural fire service which needed taking into account. The Report made no mention that Norfolk Fire & Rescue Service maintained the non-statutory Flood Risk Service which showed its appreciation of the risks specific to Norfolk; did not understand the full extent of its work with Adult Social Care with vulnerable people; and did not mention that Norfolk Fire &

Rescue Service ran the oldest Fire Cadet Service in the country. Cllr Kemp asked what Cabinet was going to do about this and if it would challenge the Report.

In reply, the Cabinet Member for Communities & Partnerships advised that the report would not be challenged and that work was taking place to develop plans for the next five years which would encompass everything mentioned, ensuring all the data was available to base those improvements on.

- 6.6 Cllr Squire referred to the overall percentage gap in attainment results between girls and boys in Norfolk at KS2, which was 6% in 2016, 7% in 2017 and 9% in 2018. For KS4 and KS3, GCSE, passes for girls were broadly similar to the national average, however boys results were 2.6% below national average and those results were 8.9% below girls' results. As a supplementary question, Cllr Squire asked if Cabinet would agree that those results were widening year on year and by not looking at education results we were saying loudly that education was not of value to this council.

In reply, the Cabinet Member for Children's Services said the Council needed to consider the bigger picture which was already taking place. The Cabinet Member invited Cllr Squire to speak with officers for answers to her specific questions. He also acknowledged there was a bigger issue with aligning targets, particularly with regard to small schools' attainment targets.

- 6.7 As a supplementary question Cllr Douglas asked, given it had been admitted the Norwich Western Link scheme would disbenefit emissions, if targets would be set and what these would be in relation to carbon emission mitigation.

The Cabinet Member for Highways, Infrastructure & Transport replied that targets had not yet been set and that these would be considered and dealt with as and when required.

7 Norwich Western Link

- 7.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out the work completed to establish the need for a road-based transport solution and to evaluate each of the options, considering not only the consultation responses, but further environmental assessment work, costing of options, transport modelling, related value for money, land and property impacts, as well as other growth plans and planned projects, including the significant proposals to dual the A47 between Easton and North Tuddenham.

- 7.2 Cabinet received a presentation on the Norwich Western Link – Preferred Route (attached at Appendix C) from the Executive Director of Community & Environmental Services, the Infrastructure Delivery Manager and the Project Manager (WSP).

- 7.3 The Chairman thanked officers for the presentation and invited questions from Cabinet Members.

- 7.3.1 The Cabinet Member for Innovation, Transformation and Performance urged for pressure to be maintained on Highways England, with regard to the dualling

of the A47 to ensure the A47 improvements occurred before the development commenced. The Infrastructure & Delivery Manager responded that communications were maintained with Highways England with regard to the delivery of the A47 project and to ensure it was understood what work they were carrying out and how it could impact on the Norwich Western Link project.

- 7.3.2 The Cabinet Member for Environment & Waste asked how sustainability linked in with the IPCC targets. Cabinet welcomed Dave Green (Planner at WSP) who responded that, with regard to IPCC targets, the work carried out on modelling for the webTAG assessment would show a short-term improvement in air quality and greenhouse gases. He added that over the long term, with the increased traffic, these benefits would become disbenefits. In terms of IPCC targets and government targets, the webTAG assessment had been carried out assuming a worst-case scenario.
- 7.3.3 The Cabinet Member for Growing the Economy asked what work had been done to mitigate non-carbon use vehicles over the entire scheme as by 2050 only electric cars should be being utilised. In response, it was clarified that the modelling criteria was set by the Department for Transport and used the assumption that there would be no increase in the use of electric vehicles and no decrease in emissions from cars. Therefore, the modelling exercise had been carried out assuming the current car fleet.
- 7.3.4 The Cabinet Member for Children's Services asked how it was intended to reduce the impact on Barbastelle bats. Hannah Bilston (Ecology expert from WSP) responded that the mitigation proposed for Route C would be to provide underpasses under the southern part of the scheme and the Foxborough Plantation as Barbastelle bats were known to use underpasses if they were in the right location and were built to the right dimensions. Further surveys would be conducted, including thermal imaging, to understand how the Barbastelle bats foraged, roosted and commuted. Consideration would also be given to providing green bridges, as research had proved bats used green bridges if they were in the right place and were built to the right specification (for example the Marriotts Way green bridge on Broadland Northway was being used by bats).
- 7.3.5 The Cabinet Member for Communities & Partnerships highlighted the concerns of her constituents that traffic travelling to the A11 would use the lanes through local villages, rather than using the A47. She asked for confirmation that mitigation measures, such as traffic calming and weight restrictions, would be included and if parish councils and local residents would be involved in the decisions. The Infrastructure Delivery Manager advised that mitigation measures, such as traffic calming and weight restrictions would be included, although there were still a lot of details to be worked through to develop the scheme. He confirmed that consultation would continue, including with those communities impacted by the project, landowners and statutory bodies to consider appropriate options.
- 7.3.6 The Cabinet Member for Innovation, Transformation & Performance considered that it was a matter of regret that the Broadland Northway had not been completed already. The scheme would enable traffic to move more freely, reducing journey times and would bring economic benefits to Norfolk, tourism and industry.

7.3.7 The Cabinet Member for Commercial Services & Asset Management raised concerns about the chosen route and asked if route C could be moved slightly further away from Weston Green. He added that he would also like to see road calming measures included to prevent traffic rat-running through Wood Lane into Weston Longville. The Infrastructure Delivery Manager reiterated that further work was needed to finalise the scheme, including vertical and horizontal alignment, noise screens and visual impact screens and that consultation with the community and landowners would take place. Work was also being undertaken with Highways England about how the proposed junction for the A47 improvements could impact on the design of the Norwich Western Link road.

7.3.8 The Chairman asked about cost estimates and economics and how the adjusted benefit cost ratio was determined. The Infrastructure Delivery Manager said that the base cost of the project was worked through to provide a balanced methodology which was then discounted back to a base timeline, in this case 2010. The modelling was used to derive the economic transport benefits for each option and these were balanced against the costs of the options at that discounted price, to ascertain the benefits against the costs in the base year. All the proposed options had been considered on the same basis to provide a comparison.

7.3.9 The Cabinet Member for Adult Social Care, Public Health and Prevention stated that the residents in his Division had a particular view on which option they would like to see delivered, which was Option D, as this would, in their opinion, reduce the chances of any further rat-running of traffic travelling from Fakenham towards the east and the A11. He added that his constituents wanted to see a road delivered, but they had overwhelmingly expressed an opinion for option D.

7.4 The Executive Director of Community & Environmental Services stated that the Norwich Western Link had been a priority for Norfolk County Council and local communities for a number of years. The road would help to secure investment for the future of Norfolk, putting the infrastructure in place to cope with extra homes and help create new jobs in the coming years. He added that, if Cabinet approved the proposals, the decision would move the County Council to the next stage in the process. Ultimately the case would be tested by the Department for Transport before funding could be drawn down. Plans would also be tested independently at a public inquiry, therefore the work undertaken to produce a scheme needed to be accurate.

7.5 The Cabinet Member for Highways, Infrastructure & Transport stated that County Council had agreed a motion at its meeting in December 2016 that:

“This Council recognises the vital importance of improving our road infrastructure and that this will help to deliver the new jobs and economic growth that is needed in the years ahead.

This Council also recognises the importance of giving a clear message of its infrastructure priorities to the government and its agencies, and so ensure that there is universal recognition of their importance to the people of Norfolk. We

need to consistently project this clear message and build and maintain the necessary momentum until we have eliminated this infrastructure deficit. Therefore, the council agrees the following projects as its priorities for the coming years:

- Norwich western link
- Long Stratton bypass
- Great Yarmouth 3rd River Crossing...”

He continued that the Norwich Western Link was included as one of the 3 priority schemes and since then a significant amount of work had been undertaken, including two major consultations. The first consultation had established a recognised need and clear preference for new highways infrastructure and the second had established a need for the Norwich Western Link road.

The Cabinet Member added that the report brought together the need and the options costings; the environment assessment work, as well as proposed impacts. It was recognised that Option C proved to be the best overall solution as it had received strong support from local residents and businesses; provided value for money; balanced environmental issues; there was no impact on the Wensum Valley and it would significantly improve transport journey times. The scheme would also provide improved links to Norwich Airport as well as improved access to the Norfolk & Norwich University Hospital, reducing emergency response times.

- 7.6 The Cabinet Member for Growing the Economy highlighted the economic benefits, including the improved access to Norwich and improving journey times, which could also reduce costs for some businesses. He added that the route would also improve access to Norwich Airport, which had been fully supportive of the Norwich Western Link as it could allow them to expand and increase passenger numbers, all of which would have a beneficial impact on the local economy. He added that the Norwich Western Link would also provide better access to the west of the county avoiding sometimes slow and congested journeys.
- 7.7 The Cabinet Member for Finance stated that the road should not be seen in isolation, but in the wider range of progress, for example Transport for Norwich and Transforming Cities Funding and was about changing how people accessed the city and also encouraging people to cycle, walk, etc.
- 7.8 The Chairman said it was accepted the decision may not please everyone, although considerable support for the road had been received. He added that this was the start of the planning process and a full environmental impact assessment was still required. The intention was to develop the scheme to leave wildlife habitats in the area better off than they were at present.
- 7.9 The Cabinet Member for Growing the Economy advised that the A47 Alliance had met Ministers at Westminster and would be meeting again this week to maintain the pressure on Highways England to dual the A47.
- 7.10 The Cabinet Member for Highways, Infrastructure & Transport, seconded by the Chairman, moved the recommendations in the report.

7.11 **Decision**

Upon the recommendations being put to a vote, with 9 votes in favour, 0 votes against and 1 abstention, Cabinet **RESOLVED** to **AGREE**:

1. To submit the Strategic Outline Business Case (SOBC) to Department for Transport via Transport East as part of their Regional Evidence Base by the end of July 2019.
2. That a road-based transport intervention was the most appropriate solution to address the identified transport issues affecting the area and to select Option C as the preferred route for the Norwich Western Link in order for the Council to make a Preferred Route Announcement (PRA).
3. To bring forward project development spend to FY2019/20 in order to maintain the project delivery programme.

7.12 The Chairman advised that a special meeting of the Scrutiny Committee had been convened for Monday 22 July 2019. The object of the meeting was to look at the work carried out to date to ensure the process had been carried out effectively and correctly.

7.13 **Alternative Options**

Refer to Cabinet report.

7.14 **Reasons for Decision**

Refer to paragraphs 4.1 to 4.5.3 of the report.

The meeting adjourned at 11.15am and reconvened at 11.30am.

8 Greener Facilities Management

8.1 Cabinet received the report by the Executive Director of Finance & Commercial Services noting the decision to shift to green electricity, saving some 9100 tonnes of CO2 per annum, and recommending a number of further steps and studies to reduce the council's environmental impact.

8.2 The Cabinet Member for Finance advised that work to develop a new environmental policy was taking place and the aim of the report was to identify some "quick wins". He added that the intention was to place Norfolk County Council front and centre as an influencer by investigating how we could minimise the impact on the environment and have a better economy whilst being environmentally responsible.

8.3 The Cabinet Member for Communities & Partnerships suggested placing solar panels on the County Hall car park. In response the Director of Finance & Commercial Services advised that solar panels were already in place on the building and that he would ask officers to consider the proposal as part of its work when developing the new environmental policy.

8.4 **Decision**

Cabinet **RESOLVED** to:

1. **Agree** that with effect from October 2019, the council should shift to a 'green' tariff for electricity, saving some 9100 tonnes of CO2 equivalent per annum;
2. **Agree** a new approach to reduce single use container consumption in County Hall;
3. **Agree** that the council will shift to recycled paper for photocopying; and
4. **Request** that officers investigate the feasibility of switching to electric vehicles when the pool car fleet arrangements are refreshed later this year.

8.5 **Alternative Options**

Cabinet could decide to remain with the status quo in respect of the cups, the paper and the pool car arrangements.

8.6 **Reasons for Decision**

The reasons for the decisions are as follows:

- For the shift to green energy, the significant reduction in CO2 emissions is considered to outweigh the marginal increase in costs.
- For the proposed shift to ceramic cups, the reduction in residual waste, the public expectation that vendors will take steps such as these, and the benefit in the council, as a waste disposal authority, acting as an exemplar are considered to outweigh the minor cost.
- For the proposed shift to recycled paper, the environmental benefits are considered to outweigh the minor aesthetic disadvantages.
- For the proposed electric vehicles feasibility study, the relatively small investment in officer time is considered to be justified by the potential environmental benefit.

9 **Healthy Ageing Campaign**

9.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out proposals for a healthy ageing communications campaign for 2019-20.

9.2 The Cabinet Member for Adult Social Care, Public Health & Prevention stated that the key aim was to keep people healthy for longer, which fitted with the Healthy Living and Promoting Independence priority, and which could mean they were in better health and needed less intervention from Adult Social Care. Evidence had shown that feeling better would lead to a better quality of life.

9.3 In response to a question about how success would be measured, the Director of Public Health advised that the first element would be whether people engaged with the campaign, and then whether we saw a change in people's view of ageing away from a negative view of dependency to a positive approach of recognising strengths and independence.

9.4 The campaign would be carried out by the Communications team, with support from a collaboration of Partners and stakeholders, including Active Norfolk and key community groups in local areas.

9.5 **Decision**

Cabinet **RESOLVED** to

- **Approve** the proposed campaign to support the prevention priority that the Council has identified.

9.6 **Alternative Options**

Refer to Cabinet Report.

9.7 **Reason for Decision**

Outcomes for older people in Norfolk are generally good and older people's rating of their health-related quality of life is higher than England. However, Norfolk generally has an older population that is projected to increase at a greater rate than the rest of England. Almost all the population increase over the last five years has been in those aged over 65. Over the next ten years the total population is expected to increase by 50,700 with most of the increase expected in the 65 and over age bands. Modelled estimates indicate that the 75 and over population of Norfolk is likely to require about 15,000 nursing and residential beds and 7,000 housing with care units (data from Norfolk JSNA, 2019). It is therefore in the interests of all concerned that attempts are made to prevent or delay the onset of health conditions that are likely to require significant resources from the health and social care sector.

- Our approach will utilise media and campaign opportunities shown to be effective at reaching our target population group.
- There is a significant evidence base about this demographic that will help inform the campaign.
- We have a strong network of partners and stakeholders to utilise for delivery.
- Reaching retirement age is a life milestone – where people are more likely to be receptive to behaviour changes.

10 **Finance Monitoring Report (P2 – May 2019).**

10.1 Cabinet received the report by the Executive Director of Finance & Commercial Services providing a summary of the forecast financial position for the 2019-20 Revenue and Capital Budgets, General Balances and the Council's Reserves at 31 March 2020, together with related financial information.

10.2 The Cabinet Member for Finance highlighted the forecast revenue outturn overspend of £6.108m which was a similar position the same time in 2018-19 and had resulted in a balanced budget by the end of the financial year; the current balance of reserves; the pressure on service departments particularly Adult Social Care and Children's Services and the Treasury and Capital Bid to borrow £10m at a really low interest rate of 0.02%.

10.3 The Cabinet Member for Innovation, Transformation & Performance paid tribute to officers, particularly the Head of IMT, for developing the grant funding bid with DCMS to deliver the Norfolk Local Full Fibre Network (LFFN) project,

adding that Norfolk now paved the way as an exemplar which had been recognised by the Local Government Association (LGA).

10.4 The Cabinet Member for Adult Social Care, Public Health & Prevention recognised that there was an issue in Adult Social Care where one-off sums of money had been received for particular projects, often with an inference that more money may be available in the next financial year. This made it difficult to plan for the future. He added that he was hopeful there would be further funds for winter pressures and the Better Care Fund and that he had spoken to Ministers and informed them that providing one-off sums of money was not as helpful as providing money over a number of years. He added that he hoped Ministers would make a strong case for Norfolk in this regard.

10.5 The Cabinet Member for Finance said it was important to recognise all Members were taking a case to the Treasury, MPs and the press to demand fair funding for Norfolk.

10.6 The Cabinet Member for Children's Services emphasised the work carried out by Children's Services to reduce pressures, saying that there had been a reduction in the number of children in care, the costs of the fostering service had reduced and the transformation programme should help improve the budget deficit.

10.7 **Decision**

Cabinet **RESOLVED** to:

1. **note** the period 2 forecast general fund revenue overspend of £6.108m noting also that Executive Directors will take measures throughout the year to reduce or eliminate potential over-spends;
2. **note** the period 2 forecast shortfall in savings of £4.706m noting also that Executive Directors will take measures throughout the year to mitigate savings shortfalls through alternative savings or underspends;
3. **note** the forecast General Balances at 31 March 2020 of £19.623m, before taking into account any over/under spends;
4. **note** the expenditure and funding of the revised current and future 2019-22 capital programmes.
5. **approve** entering into a grant agreement with DCMS to deliver the Norfolk Local Full Fibre Network (LFFN) project, and note the commitment to reinvest 50% of revenue savings as set out in Appendix 2 (paragraphs 1.7-1.10).

10.8 **Alternative Options**

Refer to Cabinet Report.

10.9 **Reasons for Decision**

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

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends

- Changes to the approved budget
- Reserves
- Savings
- Treasury management and
- Payments and debt performance

Appendix 2 summarises the capital outturn position, and includes:

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

11 Standing Advisory Council for Religious Education (SACRE) and Norfolk Agreed RE Syllabus

11.1 Cabinet received the report by the Executive Director of Children's Services setting out the details of the statutory process to review and agree the syllabus for Religious Education in Norfolk. Cabinet was asked to adopt the new Norfolk Religious Education Syllabus.

11.2 The Cabinet Member for Children's Services advised that the syllabus for Religious Education in Norfolk had been reviewed and highlighted the need for four County Councillors to be appointed to Committee D. He asked any Councillors interested in sitting on the Committee to speak to the Head of Democratic Services.

11.3 Decision

Cabinet **RESOLVED** to:

1. Adopt the new draft RE Syllabus for Norfolk in line with the recommendation by SACRE.
2. Agree the amended constitution, which included a representative of the Humanist Society as part of Committee A.

11.4 Alternative Options

Refer to Cabinet Report.

11.5 Reasons for Decision

- It is a statutory expectation to review the RE syllabus every 5 years.
- The Agreed Syllabus Conference had followed a rigorous process and sought national professional advice as part of its work.
- SACRE had followed legal and national guidance.

12 Delegated Decisions Reports

12.1 Cabinet **noted** the Delegated Decision made by the Cabinet Member for Commercial Services and Asset Management to approve the freehold sale of the former PRU, Elm Road, Thetford to Breckland District Council.

13 **Norwich Airport Equity Sale**

13.1 Cabinet received the report by the Executive Director of Finance & Commercial Services setting out the details of the sale of Norfolk County Council's shares in Norwich Airport Limited to Regional and City Airports Limited.

13.2 Cabinet **agreed** to consider the exempt Appendix in conjunction with the public report.

13.3 The Cabinet Member for Finance advised that, since selling its shares in Norwich Airport, no income had been received by Norfolk County Council, although costs had been incurred in carrying out its due diligence if Norwich Airport had considered refinancing.

13.4 Cabinet expressed its support for the proposals which would help Norwich Airport to expand, growing the economy and would also support the County Councils objective of growing the economy by providing jobs.

13.5 **Decision**

Cabinet considered the report, including the Appendix containing exempt and confidential information, and **RESOLVED** to:

- **Approve** the sale of Norfolk County Council's shares in Norwich Airport Limited to Regional and City Airports Ltd.
- **Agree** to enter into a 15-year ongoing engagement agreement with Norwich Airport Limited.

13.6 **Alternative Options**

Refer to Cabinet report.

13.7 **Reason for Decision**

The Council had received an approach to buy its shares in Norwich Airport Limited and has made an assessment that the offer demonstrated value for money. The sales proceeds will be used to deliver other council services.

The meeting ended at 11.55am.

Chairman



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**Cabinet
15 July 2019**

**Agenda Public Question Time
item 5**

Question from Mr Graham Everett

How does the Norwich Western Link preferred route option fit in with NCC's ambition to reduce the impact on the environment and quality of life for residents in areas such as, but not limited to, Ringland, Taverham, Costessey and Drayton as per the recently announced Together, For Norfolk ambitions document.

Response from the Chairman:

Together, for Norfolk is the County Council's new six-year business plan. It outlines our priorities and how we will work with partners to boost the economy, support our communities and protect our environment.

Good infrastructure is vital to the future success of our county, helping to bring in investment and create jobs, supporting population and housing growth, and enabling our businesses to grow. Continued investment in a range of transport infrastructure is needed to respond to population growth, to support our communities to thrive and to give our residents more opportunities for improved health and quality of life.

The Norwich Western Link is one of Norfolk County Council's key infrastructure priorities because it will deliver all these benefits by significantly improving travel between two of Norfolk's major roads, the A47 and Broadland Northway. Traffic congestion and rat-running are significant issues on minor roads to the west of Norwich and the Norwich Western Link will reduce this by taking vehicles off the existing road network, creating positive outcomes for local residents.

Question from Sophie Fronek

I would be interested in seeing the cost-benefit analysis which directed the outcome of the research that has led to the proposal of replacing paper cups with ceramic ones. Does the cost of the ceramic cups, the fuel and time required to collect and return them, the water and energy needed for washing them, the continued human resources necessary for admin for the service create a considerable saving, taking into account the lifetime of the cups as well as the paid time of those involved as a resource at cost? If so, great, but if not, maybe it's far more green and cost-efficient to keep the system as it is now.

Response from the Chairman:

Thank you for your interest in the proposal to reduce waste by moving away from disposable coffee cups to using a reusable alternative at one coffee outlet at County Hall instead. This approach of reuse would be in line with the approach already taken in other parts of the catering operations at County Hall and part of ongoing measures to reduce waste. It is widely recognised that when a ceramic cup is reused numerous times it is a more sustainable and cost effective option than continuous use of disposable cups. That is because when a full set of impacts is taken into account it has to include the costs and impact of dealing with the rubbish produced.

Question from Mr Andrew Cawdron

As a veteran supporter of Dad's Army who are being grossly, unfairly likened to describe the inept Government performance in taking effective action on the consequences of and preparations for Climate Change, may I ask this Cabinet to justify a further one and a half million pounds of public money being used developing a road scheme which will add to carbon emissions and climate change, whilst destroying the delicate plant and wildlife ecosystems of the Wensum Valley area ?

Response from the Chairman:

Cabinet is not being asked for "a further one and half million pounds". Rather it is being asked to bring forward spending of £1.5 million on the Norwich Western Link into the current financial year. This is not additional spend but money that is already allocated to the project.

It is also important to highlight that the County Council is committed to creating this road in an environmentally responsible way. We are aiming to achieve 'biodiversity net gain', leaving habitats for wildlife in a measurably better state than they were before construction began.

The County Council is doing a great deal to encourage people to switch to more sustainable forms of transport. This is a major focus of our multimillion Transport for Norwich work and, as part of this, Cringleford Bus Interchange opened last month, making it easier for people to get to the hospital, UEA and Norwich Research Park by bus.

Question from Ms Lex Barber.

A parent has been invited to meetings at County Hall on the ongoing work of the project around the Children's Centres closures, and has been told they will be involved moving forward. This is public knowledge and has been posted on social media channels. Why has only one parent, from one ward, been involved in the ongoing work on this project and the opportunity for such involvement not made public and invitations for expressions of interest not made?

Response by the Chairman:

We want parents to help shape the new service and we value any help that individuals can offer in helping to ensure local families are engaged/ kept aware of the new service and what support will be available.

We will be working alongside Action for Children from July and over August at a range of open sessions with families accessing children's centre activities. This will provide an opportunity for parents to inform the development of the service and give their feedback about some of the practical details, including how families can self-refer or be referred to the new service, what they are worrying about and their hopes, as well as how the new service gets a clear message out in different areas about what is on offer to families. As Action for Children engage with parents and families, starting over the next few weeks, we can build on the opportunities families already have within centres, to help shape local services for families with young children.

Action for Children would be pleased to hear from any parents interested in knowing how they might get involved; they can contact Action for Children at the following: ECFS-Families@actionforchildren.org.uk

**Agenda Local Member Issues/Questions
item 6**

Question from Cllr Steffan Aquarone

A recent report by the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services found that human activity is killing species in greater numbers than ever before. It suggests that around a million species now face extinction within decades, a rate of destruction tens to hundreds of times higher than the average over the past 10 million years.

The primary driver of this change is land use whether this is the replacement of grassland with intensive crops, or replacing ancient woodland with a plantation forest, or the clearing of forests to grow crops.

What is the Council doing to mandate environmentally friendly farming practices beyond those prescribed by the government?

Response from the Chairman:

It should first be noted that Norfolk is a predominantly arable farming environment however, County Farms and our tenants do understand the need to encourage more environmentally friendly farming techniques across the estate. There are six environmental and community objectives around County Farms and any applicants for a new farm will be assessed around how their proposals will help improve the environment. These will include proposals around:

- 1) Entering into mid and higher tier stewardship schemes
- 2) Putting in new hedgerows, providing a key habitat for species
- 3) Soil management and improvement (therefore reducing inputs)

The County Farms team are working a number of schemes with tenants across the County – but I would like to draw the Councillors attention to three specific projects:

- 1) Welney Wetland centre, where a substantial piece of County Farms land is provided to help support wildlife, particularly the black-tailed godwits – a species of national importance. Alongside a wide range of birds and insects, there is the opportunity to see the rare waders, who are being raised as part of Project Godwit - a partnership between WWT and RSPB, now in its third year. The mission aims to restore the UK breeding population.
- 2) More locally, I would encourage the Councillor to visit Burlingham Woods, part of the County Farms estate, where substantial improvements to the hedgerows, and woodlands has helped not just provide accessible paths and artworks, but a fantastic facility for a wide range of insects, animals and plants
- 3) Finally, I would point the County Councillor to Emmorsgate seeds, a current tenant and Royal Warrant Holder – who have just taken on the 440 acre Bank House farm – to provide British wildflowers, grass seeds, clovers and legumes that will be used commercially across the Country to provide new and more sustainable habitats.

Alongside the small local schemes undertaken, County Farms is helping to deliver real environmental improvements.

Question from Cllr E Maxfield

Norfolk’s Portage Service has seen no increase in its budget for almost a decade but in that time the number of families supported by the service has increased almost three-fold. What plans does the Cabinet have for ensuring that this vital service for children with disabilities and additional needs is adequately funded in the future?

Response from the Chairman

We recognise the significant increase in the work of this service, and as part of our SEND transformation programme we will be reviewing the funding for services, like Portage, to reflect the significant work that they do with many children and families with SEND. We’re investing millions of pounds in education for children with special educational needs and disabilities and, as part of this transformation we’re looking at all of the support that we offer children and young people with SEND and their families, from pre-school right through to adult life. The budget for Portage is made up of a number of different contributions.

Question from Cllr Brian Watkins

Do you agree with the definition of co-production as being the:

- co-design, including planning of services
- co-decision making in the allocation of resources
- co-delivery of services, including the role of volunteers in providing the service
- co-evaluation of the service?

Response from the Chairman.

Adult Social Services in Norfolk have signed up to the Count me in Pledge, a promise from the directors of Adult Social Services of the eleven authorities across the East of England. The Pledge is shown in full at the end of this response and is also available on the Norfolk County Council website.

The promise is for the authorities to empower people and families to work with them as partners in making sure people with care and support needs get the best services possible.

By giving service users and carers a voice, these groups can influence the design, planning, delivery and monitoring of services people use to help them to live as full independent lives within the community.

Count me in Pledge

This pledge is a promise from the eleven authorities across the East of England

.....

We promise to empower people and families to work with us as partners in making sure people with care and support needs get the best care and support possible.

We call this coproduction.

What is Coproduction?

- Coproduction means people and families working together with commissioners and providers to improve the lives of people with health and social care needs in our communities.
- When coproduction is working well, people and families have the training and support they need to work alongside commissioners and providers as equal partners
- We see people and families are part of the decision-making process and this is a long-term relationship

Why is Coproduction important?

- Coproduction helps improve the lives of people with care and support needs
- It allows us to make sure people have the right person-centred care and support around them
- Coproduction improves support for the families of people with care and support needs
- Coproduction helps us build stronger communities and social networks
- Coproduction is cost effective. It makes sure we use the resources we have on the things that matter most to local people

Who is coproduction for?

Coproduction is for people and families, commissioners and providers

Coproduction allows everyone to work together as equal partners

It's a long-term relationship sharing power with people to make change happen

Working together in this way helps us improve the lives of people with support needs in our communities

What we are pledging to do?

We will build our capacity for coproduction

- We will work to increase the knowledge, skills and confidence of people and families so they can work with us as strategic partners
- We will do this by providing a range of accessible training, support and mentoring for people and families

We will take coproduction seriously

- We will create accessible ways for people and families to take a strategic role in planning, delivering and improving care and support for local people

- We will make sure people and families can come together with the right people at the right time and work with us as equal partners
- We will resource sustainable ways to support and train people in embedding coproduction in daily decision making
- We will use coproduction to help us make key decisions about how we can best use the resources we have to improve the lives of people with care and support needs

We will be open in sharing our progress

- We will make sure people can come together to understand and review our success
- We will take the time to celebrate our progress and our successes
- We will work together to learn what works well in implementing coproduction, so we can improve

How will we implement this pledge?

- We will ensure this pledge is part of local coproduction work
- We will work with people and families to create the plan together
- We will work with people and families to help us review our progress and set priorities for improving our level of coproduction (with the help of a toolkit)
- We will publish accessible reports to share how we are doing, this includes producing a local account on our performance which will be published

How will people and families know if this pledge is being taken seriously and working?

People with support needs, advocates and families came together with providers and commissioners to draft this pledge. They told us some of the things we would expect people and families to be saying if the pledge is used effectively in local areas.

Coproduction is being taken seriously by us all

- o *‘Leaders are guided by people and families with lived experience around what’s important to them’*
- o *‘I see a variety of views being taken into consideration from a variety of people (not necessarily the same people all of the time)’*
- o *‘I see real action being taken from my views’*
- o *There is investment in building people's capacity to engage in coproduction activity*

o *'I have access to the training and support I need to understand the health and social care system'*

o *'I feel confident to take part in coproduction activity'*

o *'I have the practical support I need to take part in coproduction activity'*

People are valued and supported

o *'I understand the process and feel part of it'*

o *'I feel valued and recognised for my contribution'*

o *'I feel I am part of the solution now and not the problem'*

o *'I understand how my views have helped to make positive change'*

Coproduction is having a positive impact for those involved

o *'I feel that I have choice and I am in control'*

o *'Coproduction is helping me to get back to work'*

o *'I have learnt and been supported to understand how to make a difference'*

Coproduction meetings are working well

o *'I feel happy to be involved in the meetings'*

o *'I have plenty of opportunities to be involved'*

o *'I enjoy helping to make coproduction work'*

o *'I don't always get my way but I understand why'*

Coproduction is having a positive impact

o *'I feel as though I have been given the power to inform changes'*

o *'I see real action taken from my views'*

o *'I am seeing positive change which is improving service delivery and improving lives'*

o *'I understand what can be done and cannot be done at this moment in time'*

Question from Cllr Alexandra Kemp

Norfolk Fire Rescue Service: Improving Risk-Based Analysis

HM Inspectorate judged Norfolk Fire Rescue Service good at responding to fires and other emergencies; good at ensuring the service is affordable; good at obtaining the right staff with the right skills; and the service exceeded its target of responding to non-fire emergencies where life may be at risk.

What is the "wide range of up-to-date data" from which the Fire Service will build a comprehensive understanding of the current and future risks facing Norfolk - including flood risk, climate change, safety risks from living with dementia and other vulnerabilities, given this needs to be available for public scrutiny?

Response by the Chairman:

The HMICFRS inspection identified the following as an area for improvement for Norfolk Fire and Rescue Service: -

- The service should ensure that its integrated risk management plan is informed by a comprehensive understanding of current and future risk. A wide range of data should be used to build the risk profile and operational data should be used to test that it is up-to-date.

The Improvement Plan to address all of the areas of improvement identified by the inspection, is being considered by the Infrastructure and Development Committee later this week. As you will see from the draft Improvement Plan that has been published with the papers for that meeting, work is already underway to develop a new Integrated Risk Management Plan (IRMP) for the service for 2020-23.

A public consultation on the draft IRMP 2020-23 will be carried out in the Autumn. This will give the opportunity for Norfolk communities to have their say about our assessment of the level of community risk, and how we organise and target the service to mitigate this risk. Information about the data used to build up the risk profile detailed in the Plan will also be made available as part of the public consultation process.

Question from Cllr Sandra Squire

After a request by the Independent Group, the previous Children's Services committee put the subject of the widening gap of educational attainment levels between boys and girls in Norfolk onto the forward plan for the new 'People & Communities' panel. We have since been informed the subject "does not fit with the agenda for the new committee" with a Members briefing offered instead. Despite the well-publicised evidence of underachievement of boys in Norfolk, why does this council not want it discussed publicly, or are boys not a segment of our population that commands any priority regarding educational improvement?"

Response by the Chairman:

The gap between educational achievement in boys and girls is a national issue. The Norfolk gap is the same as the national and this is not widening year on year. All attainment gaps are a matter that the Council take seriously, and we have a duty to challenge local authority maintained schools on outcomes, and share concerns about academy performance with the Regional School's Commissioner. We do this through a process of risk assessment of every school, and this determines our engagement with them, and whether or not we intervene with local authority maintained schools. We hold schools to account, but we have no role to determine how they manage their curriculum or organisation of provision for pupils. Our traded offer provides advice, training and support for raising standards in reading, writing and mathematics, which schools can purchase. This includes improving boys attainment.

It is not the case that the Council does not wish to discuss this publicly. However, discussing the issue would not provide a solution, when the Council has no power to intervene with schools to improve this outcome, other than through challenge. The three Select Committees cover a wide range of Council functions between them, and it is for each Committee to determine where their input could add most value.

Cabinet Member for Children's Services will arrange a meeting with the interested parties and officers to explore this issue more fully.

Question from Cllr Danny Douglas

Does the cabinet expect the completion of the Western Link Road to reduce the carbon emissions of transport in Norfolk and do they expect the complimentary measures to be now developed in cycling, walking & bus use to completely offset the carbon impact of the Western link road through modal shift onto the above complimentary measures?

Response by the Chairman:

Any option taken forward for a Norwich Western Link will be accompanied by a package of supporting non-motorised user interventions to encourage active and sustainable travel.

In order to mitigate the effects of the scheme a sustainable transport strategy will be produced as part of the next stage of work. This is set out in the Options Selection Report. The traffic relief to routes parallel to the NWL will improve opportunities for walking and cycling.

The Norwich Western Link will provide opportunities for improvements in public transport routes and bus journey time reliability due to reduced traffic along existing routes.

Dis-benefits in carbon emissions are not uncommon for schemes that create additional road space to relieve congestion in other areas. As such, an increase is presently predicted.

It should also be noted that the air quality assessment undertaken to date has not yet factored in improvement to vehicle efficiency and electrification of the vehicle fleet and so offers a worst-case scenario at this stage.

Mitigation to counteract carbon emissions will also be given careful consideration as the project moves forward, this will include carbon sequestration through appropriate habitat creation.

Norwich Western Link - Preferred Route

--- Highways England route alignment for A47 Tuddenham to Easton
--- Broadland Northway

wsp
Norfolk County Council

Why do we need a Norwich Western Link?

- Sustained calls for a Norwich Western Link (NWL) to connect the western end of Broadland Northway (NDR) to the A47 trunk road.
- Concerns from communities about traffic volumes and speed of traffic, severance and loss of local identity and amenity within their communities.
- People also report not feeling safe to walk or cycle within and between their local communities.
- There is a need to improve connectivity between new and emerging housing and employment areas to ensure there is infrastructure in place that facilitates planned growth.
- The business community is clear that good transport infrastructure is key to economic success and growth.
- The new designation of a Major Road Network (MRN) provides a recognition of more significant routes within the local network that connect with the Strategic Road Network (SRN).
- Broadland Northway is part of the MRN but there is currently a gap to the A47 that the Norwich Western Link would resolve.

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Scheme Objectives

A range of objectives have been developed to align with the current strategic objectives presented in national, regional, and local policy and associated guidance

High level objectives

- Support sustainable growth
- Improve the quality of life for local communities
- Support economic growth
- Promote an improved environment
- Improve strategic connectivity with the national road network

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Norfolk County Council

Specific Objectives

- Reduce congestion and delay, and improve journey time reliability, on routes through the study area
- Improve network resilience and efficiency of the strategic and local transport network
- Reduce the number of Heavy Goods Vehicles using minor roads
- Improve emergency response times
- Make the transport network safer for all users (including Non-Motorised Users)
- Provide traffic relief (and reduce noise & emissions) within residential areas
- Minimise any detrimental impact on valued landscapes, the built environment and heritage assets, including through high quality design
- Not affect the ecological integrity of the Wensum Valley SAC
- Improve access to green space
- Contribute to the improved health and well-being of local residents
- Encourage modal shift to more sustainable modes of transport
- Enable improved accessibility to existing and new housing and employment sites
- Improve connectivity and accessibility to Norwich Airport, Norwich Research Park and Norfolk & Norwich University Hospital

wsp
Norfolk County Council

Initial consultation

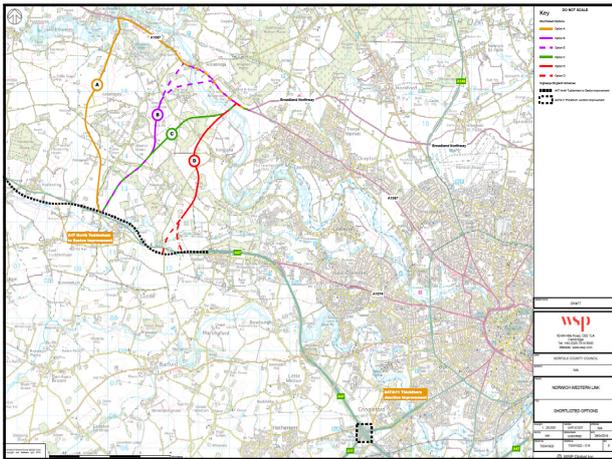
- We carried out a non-statutory public consultation, summer 2018, to understand people's experience of living in, and travelling through, the area to the west of Norwich.
- More than 1,700 consultation responses were received which demonstrated very strong support for creating a link between A1270 Broadland Northway (formerly known as the Northern Distributor Road) and the A47, with the majority of those responding suggesting a new road as their preferred solution
- The results demonstrated that respondents perceive the roads in the area to be unsuitable for the current levels and type of traffic, with rat-running and slow journey time concerns mentioned with a clear preference for developing a new road between the A1270 and A47.

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Norfolk County Council

Assessment of Options

- From July 2018 to November 2018 an optioneering and appraisal process was carried out to assess options which would potentially address the issues identified.
- Using the DfT's Early Assessment Sifting Tool (EAST), a long list of 82 potential options was reduced to a short list of 3 new highway link options and an existing highway link upgrade option
- As they did not perform as well non-highways options are to be considered as part of potential packages of measures together with the Highways option.

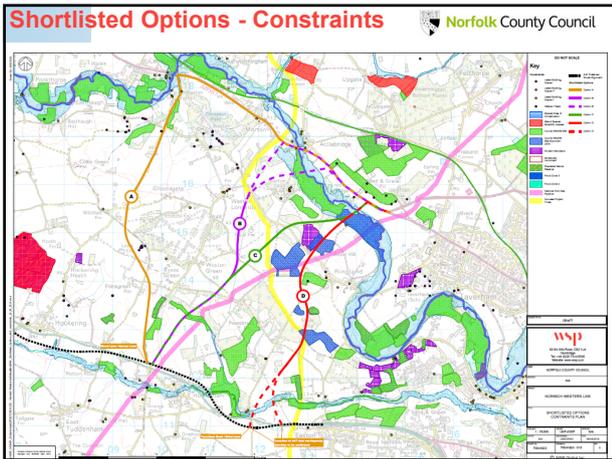
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Norfolk County Council



Options Consultation

- Held between 26 November 2018 and 18 January 2019
- Presented shortlisted route options and associated information in order gauge support for each option and gain knowledge which could inform the preferred route recommendation and the development of the Strategic Outline Business Case
- 1,930 responses to the consultation received, most via the online questionnaire
- 64 stakeholder organisations, 41 members of the public and nine landowners responded by letter or email.

wsp



Options Selection Report (OSR)

- The OSR aims to provide a more detailed analysis for the NWL options based on a stage 2 assessment of the shortlisted options.
- The OSR assesses;
 - Engineering
 - Environment & Ecology
 - Traffic & Economics
 - Consultation
- The purpose of the OSR is to compare options with the aim of establishing a preferred route.

Complementary Measures and Mitigation

- The OSR makes recommendations on a Preferred Route and further work to be undertaken to determine a package of complementary sustainable transport measures and environmental mitigation, taking into account feedback from consultation.

wsp

OSR – Engineering Assessment

A simple six-rank matrix engineering decision matrix has been prepared to rank the relative performance of the route Options against decision criteria. 1 = best performing, 6 = worst performing.

Engineering	Route A	Route B (west)	Route B (east)	Route C	Route D (west)	Route D (east)
Horizontal Alignment, Land Use and Constraints	6	5	4	1	3	2
Junctions and Links	6	3	2	1	4	4
Topography and Profile	1	3	4	2	6	5
Structures	1	4	2	3	6	5
Drainage	1	1	1	1	1	1
Public Utilities	4	3	2	1	6	5
A47 Tie-in	1	2	2	2	5	6
Departures from Standard	1	6	5	1	1	1
Buildability	4	3	2	1	6	5
Overall	3	4	2	1	6	5

wsp

OSR – Engineering Assessment

- **Horizontal Alignment, Land Use and Constraints**
 - Option A is within an existing narrow corridor with property frontages. Option B West and East have property accesses along the widened A1067, that need to be maintained. Option D West has several properties close to the A47 junction, and together with Option D East, is close to an existing reservoir.
- **Junctions and Links**
 - Route Option A requires several junctions with existing local roads. Options B-D are Grade separated so have junctions only at A1067 and A47.
- **Topography**
 - land is steeper further east, so Option D variants are the most challenging with more cut and fill and requirement to cross both Wensum and Tud rivers. Option B west is constrained to existing road levels at A1067 where it crosses the Wensum. Option C follows more closely to existing contours and Option A has best fit with the existing topography.
- **Drainage**
 - Sustainable drainage solution for all options, all assumed to perform the same.

wsp

OSR – Engineering Assessment

- **Structures**
 - Based on number and form of structures Option D crosses both Rivers Wensum and Tud. Option B West requires partial demolition and reconstruction of existing A1067 bridge(s) to widen the route.
- **Public Utilities**
 - Options B, C and D cross the Hornsea Strategic Cables and existing overhead powerlines but Option D also crosses strategic HP gas main. Online options affect existing utilities in the roads which would require diversion or protection.
- **A47 Connection**
 - Option A is expected to need minimal change to the HE A47 future junction. Options B and C are expected to require minor changes. Connection to Blind Lane/Taverham Road junction is more difficult for Option D West and East.
- **Buildability**
 - Option A is mostly online construction, so causes more disruption during construction and requires more traffic management. Options B cause more disruption to A1067.

13



Environmental Modelling and Methodology

- **General**
 - Work done to date enables a comparison of alternate routes options on a like-for-like basis in order to identify the best route option in relative terms. In the next stage (EIA) we will assess the scheme and identify improvements and mitigation measures.
- **Noise**
 - The noise modelling was carried out in accordance with the WebTAG method referred to by the Government for assessing new road schemes. This modelling does not include mitigation measures such as acoustic fencing and low noise road surfaces, and takes a worst case scenario by assuming every sensitive receptor is down wind of the road (which is not possible in practice).
- **Air Quality**
 - The air quality appraisal has been carried out in accordance with WebTAG government guidance and makes no allowance for future advances in technology that are expected to reduce vehicle emissions. Similarly there is no account taken of emerging government zero carbon targets.
- **Green House Gases**
 - The modelling does not take account of any potential mitigation or make any allowances for the Government's target of the electrification of the vehicles fleet beyond 2030.

14



OSR – Environmental Assessment

Environmental Impacts	Route Options				
	Option A	Option B West	Option B East	Option C	Option D (west and east)
Noise	Considered to be the best option as it adversely affects (in terms of moderate and major impacts) the fewest properties.	Considered to be the worst option as it adversely affects (in terms of moderate and major impacts) the most properties.	Considered the third best option in terms of moderate and major adverse impacts on properties.	Considered the second best option in terms of moderate and major adverse impacts on properties.	Considered the second worst option in terms of moderate and major adverse impacts on properties.
Air Quality	Slight beneficial local air quality impact; affects fewest numbers of properties	Negative local air quality impact	Negative local air quality impact	Negative local air quality impact	Worst negative local air quality impact; affects largest numbers of properties
Greenhouse Gases	Net present value (CO ₂ e) of £8,651,484; lowest emissions of greenhouse gases	Net present value (CO ₂ e) of -£1,362,774; second lowest emissions of greenhouse gases	Net present value (CO ₂ e) of -£4,916,242; second highest emissions of greenhouse gases	Net present value (CO ₂ e) of -£4,163,216; third highest emissions of greenhouse gases	Net present value (CO ₂ e) of -£10,610,340; highest emissions of greenhouse gases
Landscape	Slight Adverse	Slight Adverse	Moderate Adverse	Moderate Adverse	Moderate Adverse
Historic Environment	Large Adverse	Large Adverse	Moderate Adverse	Moderate Adverse	Moderate Adverse
Biodiversity	Very Large Adverse	Very Large Adverse	Very Large Adverse	Large Adverse	Large Adverse
Water Environment	Minor Adverse	Minor Adverse	Moderate Adverse	Moderate Adverse	Moderate Adverse
Geology and Soils	This Option has the least exposure to the construction of embankments/piled structures over Alluvium layer.	This Option has a limited exposure to construction of embankments and piled structure over Alluvium layer.	This Option has a considerable exposure to construction of embankments and piled structure over Alluvium layer.	This Option has a considerable exposure to construction of embankments and piled structure over Alluvium layer.	This Option has the greatest exposure to construction of embankments and piled structure over Alluvium layer.



Environmental Effects Explained

- **Noise**
 - The noise modelling shows a mixed picture. Along the route of the NWL there will be an increase in noise, however, depending on the option, there will be a drop in some areas such as Ringland and Weston Longville as the NWL will take traffic away from the existing route network.
- **Air Quality**
 - In the short term there would be Air Quality benefits for all of the route options. However in the longer run, increases in vehicle km mean that there will be a negative impact on air quality for all options, except Option A. Option D has the worst negative local air quality impact.
- **Green House Gases**
 - In the short term the scheme will reduce Greenhouse Gas emissions, but over the sixty year modelling period it will attract more vehicle km, on all options except option A, and lead to an relatively small increase in greenhouse gases.
- **Landscape**
 - The landscape impacts have been assessed without any mitigation such as ancillary planting and the use of cuttings to screen the road. The "moderate adverse impact" on landscape for Route Options C, B (East) and D relates primarily to the crossing of the Wensum, but this route option offers some opportunities for mitigation such as ancillary planting and screening.

16



OSR – Biodiversity Matrix

Impact	Routes					Route with biggest impact
	A	B (Western variant)	B (Eastern variant)	C	D Both variants	
Ecological* Feature						
River Wensum SAC	Red	Red	Red	Yellow	Yellow	B (Western variant)
Barbastelle bats	Red	Red	Red	Yellow	Yellow	A and B
Site of Special Scientific Interest (SSSI)	Blue	Blue	Blue	Yellow	Yellow	B (Western variant)
Ancient woodland – direct and indirect – approx. within 200m	Blue	Blue	Blue	Yellow	Yellow	D
Habitat of Principle Importance (HPI)	Blue	Blue	Blue	Yellow	Yellow	C and D
Woodland	Blue	Blue	Blue	Yellow	Yellow	C and D
County Wildlife Sites	Blue	Blue	Blue	Yellow	Yellow	D
Watercourses (excluding the River Wensum)	Blue	Blue	Blue	Yellow	Yellow	D
Habitat fragmentation	Blue	Blue	Blue	Yellow	Yellow	D
Pond loss	Red	Red	Red	Yellow	Yellow	A
Reduction in HPI quality	Blue	Blue	Blue	Yellow	Yellow	D
Number of hedgerows dissected	Yellow	Yellow	Yellow	Yellow	Yellow	B (Western variant)

Key Likely Impacts
Red Major
Orange Moderate
Blue Minor
Grey Not applicable

*Features are presented in order of significance in relation to legislation and policy.
 NB: Mitigation not included in assessment



Achieving Biodiversity Net Gain

Definition:

Biodiversity net gain is development that leaves biodiversity in a better state than before. It is the end result of a process applied to development so that overall, there is a positive outcome for biodiversity.

- We are currently assessing the condition of the habitats likely to be impacted by the NWL and will be using the national Defra metric to assess biodiversity loss and then devising a compensation strategy in consultation with local wildlife groups.
- The strategy to achieve biodiversity net gain through habitat creation and restoration, is likely to focus on woodland and wetland which is in line with Natural England's aspirations for the project.
- The habitat creation will focus on benefiting species of conservation concern which have been recorded within the study area including the Barbastelle bat.

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OSR – Traffic

Norfolk County Council

- The NWL model covers the majority of Norfolk with all of the roads within the Norwich urban area included in the simulation network.
- The diagram below shows the base year 2015 network extents.

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OSR – Traffic

Norfolk County Council

Traffic Flow Map

54 base 2 way traffic flow

- Option A: 6,614
- Option B: 25,976
- Option C: 11,676
- Option D: 35,812

Do Nothing: 5,575
 Option A: 5,574 A 0%
 Option B: 818 B 80%
 Option C: 525 C 60%
 Option D: 901 D 64%

Do Nothing: 19,895
 Option A: 19,842 A 1%
 Option B: 35,062 B 75%
 Option C: 38,114 C 52%
 Option D: 37,424 D 63%

Do Nothing: 25,303
 Option A: 25,249 A 0%
 Option B: 28,062 B 62%
 Option C: 25,242 C 50%
 Option D: 29,709 D 64%

Do Nothing: 5,007
 Option A: 872 A 18%
 Option B: 595 B 44%
 Option C: 594 C 44%
 Option D: 970 D 43%

Do Nothing: 5,242
 Option A: 5,047 A 22%
 Option B: 418 B 80%
 Option C: 387 C 93%
 Option D: 379 D 93%

Do Nothing: 7,389
 Option A: 7,460 A 4%
 Option B: 7,543 B 6%
 Option C: 6,658 C 12%
 Option D: 5,694 D 24%

Do Nothing: 36,781
 Option A: 37,213 A 3%
 Option B: 36,524 B 0%
 Option C: 36,029 C 0%
 Option D: 38,891 D 4%

Do Nothing: 43,317
 Option A: 43,244 A 4%
 Option B: 43,524 B 2%
 Option C: 42,080 C 7%
 Option D: 46,993 D 6%

OSR – Cost Estimates & Economics

Norfolk County Council

Cost £	Option A	Option B West	Option B East	Option C	Option D West	Option D East
Base cost	45,686,567	99,598,036	120,279,642	114,780,854	134,854,823	125,523,543
Risk	10,742,272	21,504,589	27,352,083	26,872,937	30,729,522	29,020,000
Inflation	4,218,618	9,254,385	10,485,666	11,030,579	12,580,924	11,892,958
TOTAL	60,647,447	130,357,009	158,117,391	152,684,370	178,165,269	166,436,501

	Option A	Option B West	Option B East	Option C	Option D West	Option D East
Adjusted Benefit Cost Ratio	1.4	2.6	2.2	2.5	1.9	2.0
Adjusted VFM Category	Low	High	High	High	Medium	High

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Analysis of Monetised Costs and Benefits - Adjusted

Norfolk County Council

	Route Options					
	Option A	Option B West	Option B East	Option C	Option D West	Option D East
Present Value of Benefits (PVB)	76,991	313,143	326,245	358,358	311,164	311,164
Present Value of Costs (PVC)	54,351	119,584	147,782	142,858	166,523	155,251
Net Present Value (NPV)	22,640	193,559	178,463	215,500	144,641	155,913
Benefit Cost Ratio (BCR)	1.42	2.62	2.21	2.51	1.87	2.00

E000s 2010 prices, discounted to 2010

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OSR – Consultation

Norfolk County Council

Response type	Number of qualitative responses
Questionnaire responses	1,711
Letters/emails from public	41
Letters/emails from stakeholder organisations	64
Total	1,816

Which options did people support as a Norwich Western Link?

Option	Number of supporters
Option A	52
Option B - Route using existing bridge	90
Option B - Route with new viaduct	118
Option C	298
Option D	507
None of them, but something should be done	44
None of them, do nothing	104

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OSR – Consultation

Norfolk County Council

Responses to consultation questionnaire

How effective did people think each of the options would be as a Norwich Western Link? (100% stacked)

Legend: Not very effective (Red), Fairly ineffective (Orange), Neutral (Yellow), Fairly effective (Green), Very effective (Dark Green)

Option	Not very effective	Fairly ineffective	Neutral	Fairly effective	Very effective
Option A	~60%	~20%	~10%	~8%	~2%
Option B - Route using existing bridge	~30%	~20%	~10%	~30%	~10%
Option B - Route with new viaduct	~20%	~10%	~10%	~40%	~10%
Option C	~10%	~10%	~10%	~50%	~10%
Option D	~10%	~10%	~10%	~50%	~10%

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OSR – Consultation

Letter and email responses

- 64 responses from stakeholder organisations, 41 from members of the public and nine from landowners
- Stakeholders who responded included:
 - District and parish councils and elected representatives
 - Statutory environmental and heritage bodies
 - Non-statutory environmental and campaign groups
 - Walking and cycling groups
 - Businesses
 - New Anglia Local Enterprise Partnership
 - Norfolk Chamber of Commerce
 - Norfolk Constabulary
 - Norfolk and Norwich University Hospital
 - Highways England

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OSR – Consultation

Letter and email responses

- Generally, support for individual options mirrored that from the consultation questionnaire:
 - Most support for Option D followed by Option C
 - Comparatively little support for either version of Option B or Option A
- Landowners affected by one or more options were generally in favour of the alternatives proposed
- Common theme in stakeholder comments related to environmental effects and concerns about the impact of all options.

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Option Summary

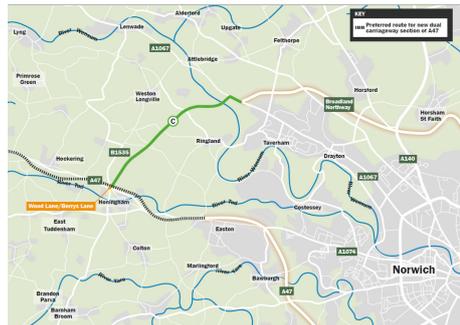
- Option A has the lowest value for money and the least support.
- Option B west has a poor level of support, and has a significant impact on the river Wensum SAC.
- Option B east also has a poor level of support, and whilst it mitigates the impact on the SAC, it does (like Option A and B west) impact on Barbastelle bats (an Annex 2 protected species).
- Option C provides the best balance in terms of engineering, environment and ecology impacts, public support, cost and traffic benefits.
- Option D (west and east) is the most popular option based on consultation responses, however it is also the most expensive (D west also being more than D east), has a greater environmental impact (compared with option C), and offers less value for money (compared with both B options and C).

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Preferred Route

Option C is recommended as on balance, it provides the overall best route for the NWL in terms of value for money, traffic benefits, environmental impact, engineering complexity, impact on communities, public acceptability and fulfilment of the project objectives.



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Next Steps

Milestone	Current estimate
Regional priority status agreement – Transport East meeting	July 2019
Preferred route established – decision at July Cabinet	15 th July 2019
Strategic Outline Business Case (SOBC) together with the Regional Evidence Base (REB) submission to DfT	July 2019
Outline Business Case (OBC) submission	January 2020
Design and Build Contractor appointment	October 2020
Formal Pre-application Public Consultation	February 2021
Planning Application submission	April 2021
Full Business Case (FBC) submission	July 2022
Start of construction work	Late 2022
Road open	Early 2025

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Recommendations

Cabinet are asked to agree:

- To submit the Strategic Outline Business Case (SOBC) to DfT via Transport East as part of their Regional Evidence Base by the end of July 2019.
- That a road-based transport intervention is the most appropriate solution to address the identified transport issues affecting the area and to select Option C as the preferred route for the Norwich Western Link in order for the Council to make a Preferred Route Announcement (PRA).
- To bring forward project development spend to FY2019/20 in order to maintain the project delivery programme.

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Report to Cabinet

Item No. 7

Report title:	Norfolk Fire and Rescue Authority Statement of Assurance 2018/19
Date of meeting:	5 August 2019
Responsible Cabinet Member:	Cllr Margaret Dewsbury – Cabinet Member, Communities & Partnerships
Responsible Director:	Tom McCabe – Executive Director Community and Environmental Services
Is this a key decision?	Yes

Executive Summary/Introduction from Cabinet Member

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

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

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

The annual statement must provide assurances on **financial, governance** and **operational** matters for the previous year and show how the service has had due regard to the expectations set out in their [Integrated Risk Management Plan \(IRMP\)](#) and the requirements included in the [Fire and Rescue National Framework 2018](#).

Recommendations

Members are recommended to:

- 1. Note the assurances that financial, governance and operational management of Norfolk Fire and Rescue Service meet statutory requirements.**
- 2. Consider and approve the Norfolk Fire and Rescue Authority Statement of Assurance 2018/19. (Appendix A).**

1. Background and Purpose

- 1.1. Under the Fire and Rescue Service National Framework 2018 Fire and Rescue Authorities must provide annual assurance on financial, governance and operational matters and show how they have had due regard to the expectations set out in their Integrated Risk Management Plan (IRMP) and the requirements included in the Framework.
- 1.2. To provide the assurance, fire and rescue authorities must publish an annual statement of assurance.
- 1.3. The Norfolk Fire and Rescue Authority Statement of Assurance 2018/19 (Appendix A) has been devised as a short, accessible summary document that draws together a wide range of information on performance, finance, governance

and planning that is already in the public domain. Rather than reproduce all of this material, internet links are provided to previously published documents.

2. Proposals

2.1. There is 'light touch' guidance on what Statements of Assurance should cover with authorities able to judge for themselves on what to include according to local need and circumstance. However, there is an expectation that it should include:

- Financial information
- Governance arrangements
- Operational matters
- Future improvements

2.2. The Statement of Assurance, as attached in Appendix A, outlines detail against these four areas to provide requirements under the FRS National Framework.

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

3. Impact of the Proposal

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

4. Evidence and Reasons for Decision

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

5. Alternative Options

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

6. Financial Implications

6.1. No financial implications.

7. Resource Implications

7.1. **Staff:**
None

7.2. **Property:**
None

7.3. **IT:**
None

8. Other Implications

8.1. **Legal Implications:**
None

8.2. **Human Rights implications**

None

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

Not required.

8.4. **Health and Safety implications** (where appropriate)

Not required.

8.5. **Sustainability implications** (where appropriate)

None

8.6. **Any other implications**

None

9. Risk Implications/Assessment

9.1. None

10. Recommendation

10.1. **Members are recommended to:**

1. **Note the assurances that financial, governance and operational management of Norfolk Fire and Rescue Service meet statutory requirements.**
2. **Consider and approve the Norfolk Fire and Rescue Authority Statement of Assurance 2018/19. (Appendix A).**

11. Background Papers

11.1. None

Officer Contact

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

Officer name : Tim Edwards

Tel No. : 07450 664071

Email address : tim.edwards@fire.norfolk.gov.uk



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



Norfolk Fire and Rescue Authority Statement of Assurance 2018/19

**Chief Fire Officer
Stuart Ruff**

August 2019

INTRODUCTION

Purpose

Fire and Rescue Authorities must provide both local communities and the Government with an annual statement of assurance on financial, governance and operational matters. This means that Norfolk Fire and Rescue Service (NFRS) must demonstrate that it is doing what the Government expects of it, as laid down in the [National Framework for Fire and Rescue Authorities 2018](#) and that it is delivering the local Integrated Risk Management Plan (IRMP).

This statement of assurance covers the period April 2018 to March 2019.

Norfolk's context

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

The type of fire and rescue service that is operated is influenced by the nature of area in which it works. In Norfolk's case, some of the key characteristics considered are:

- Increasing and ageing population
- Fifth largest county in England
- Second most rural county with one of the lowest population densities in England
- Relatively flat county prone to flooding and coastal tidal surges
- Changing emergency call profile- as well as fires we also attend a wide variety of incidents like rescues from water and road traffic collisions
- Budget pressures as a result of increasing costs, increased demand for services, inflation and a reduction in Government funding



903,680 population
24% aged over 65



1.7 persons per
hectare



90 miles of coastline
250 miles of
navigable inland
waterways



420,290
dwellings



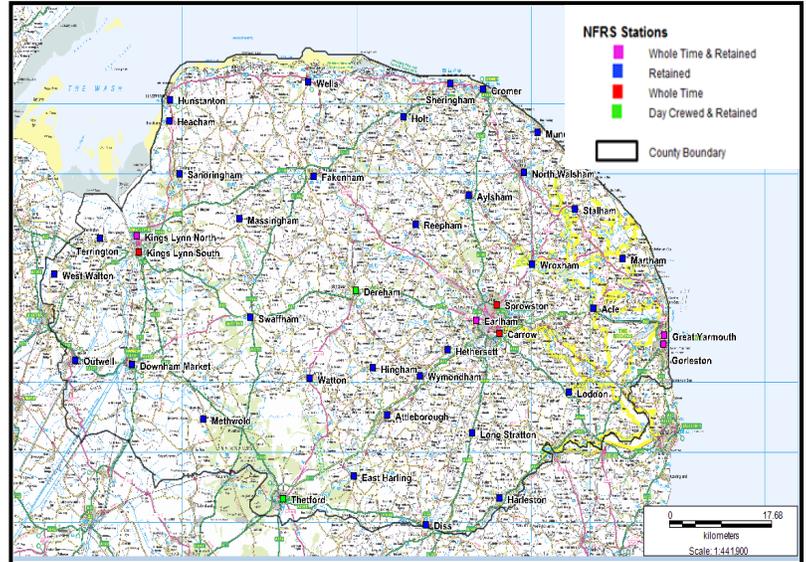
6,256 miles of roads



33,715 active
businesses

Norfolk Fire and Rescue Service resources

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



Firefighters
278 wholetime 451
on-call



75 non-uniformed



24 control room

**Employee full time
equivalent at end of
March 2019**

The Service has a variety of fire engines to tackle a range of different emergencies. For example, heavy rescue pumps are equipped to respond to road traffic collisions and Technical Rescue Units attend large animal rescue and water rescue incidents. The off-road 4x4 fire engines are used for flooding incidents, heathland/forest fires, and firefighting and rescues at height. Our fleet of specialist vehicles also includes two environmental protection units, a control vehicle, a water foam unit, three aerial ladder platforms and a driver training vehicle. The Service also hosts a team of Urban Search and Rescue (USAR) personnel and vehicles that are trained to respond to national, regional or major incidents. We are also one of the few services that have a specialist team to respond to a terrorist threat should such an incident occur.

[1] Designed by Freepik and distributed by Flaticon

GOVERNANCE

National governance

The Home Office are responsible for fire and rescue services and there is a strong desire to see collaboration across emergency services. This commitment is further underpinned by the [The Policing and Crime Act \(2017\)](#). This legislation places a statutory duty on emergency services to consider closer working where it represents best value. This act also introduced new provisions for a Police and Crime Commissioner (PCC) to become part of the governance of the fire and rescue authority for that area. In 2018 Norfolk's PCC requested membership of Norfolk Fire and Rescue Authority, and this request was approved by the County Council's Cabinet.

Democratic accountability

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

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

In 2018/19 NFRS was governed by the Communities Committee. Papers and minutes from the Committee are available on the NCC website ([link](#)). As a strategic document the IRMP was developed by Communities Committee and then recommended to Full Council for final approval at the same meeting as our budget was approved ([link](#)). In 2015 County Councillors undertook a strategic review of our Fire and Rescue Service which helped shape the proposals within our IRMP 2016-20, this was subsequently approved by Full Council in February 2016. In 2019 NCC structures of governance changed to a cabinet system.

Service management

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

The Chief Fire Officer is supported by a Senior Management Team comprised of senior officers from the Fire and Rescue Service. The team provides a formal decision making forum for the Service and a formal record of such decisions. It does not make decisions that fall within the responsibility of the Fire and Rescue Authority., as set out in the Council's constitution.

Governance Statement

Norfolk County Council is responsible for putting in place effective systems for the governance of its affairs, ensuring services are delivered properly and legally and that any associated risks are managed. The [Annual Governance Statement](#) is a review of this.

FINANCE

NFRS Budget

NFRS operates on a revenue budget which in 2018/19 was £28.2 million, 7% of the Council's overall net revenue budget. This equates to £31.41 per head of population including capital charges, £29.04 per head excluding capital charges.

In the year ending 31 March 2019, the firefighter cost per 1000 population per year was £19,280

This compares with the National Firefighter cost per 1000 population per year of £22,380

NFRS cost per head of the population is £31.41

NFRS continues to operate within a challenging public services financial climate and has to manage service delivery against budget restrictions. Value for money continues to be a major driver in all spending and operational decisions.

Financial performance for the year resulted in a £0.45m overspend at 1.6% of budget and was mainly attributed to increased summer response activity.

Financial management

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

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

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

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

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

Audit and review

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) undertook a week long inspection of Norfolk Fire and Rescue Service (NFRS) starting 4 February 2019. This is the first time that HMICFRS have inspected fire and rescue services across England.

In carrying out the inspections of all 45 fire and rescue services in England, HMICFRS look to answer three main questions:

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

HMICFRS found that Norfolk Fire and Rescue Service is good in the way it responds to fires and other emergencies and good in the way it responds to national risks such as terrorism. The inspectorate also concluded that the service is good at making the service affordable now and in the future and that it is good at getting the right people with the right skills.

Although inspectors found the service is good in how it responds to emergencies, it concluded improvements are required in how the service understands the risk from fire and other emergencies, how it prevents these risks from occurring and how it protects the public through fire safety regulation. HMICFRS also found that the service is good at ensuring it is affordable, but improvement is required in how it makes the best use of the resources available to it.

Inspectors concluded that the service is good at ensuring it gets the right people with the right skills. Improvement is required in how the service promotes its values and culture, ensures fairness and equality, and how it manages performance and develops its leaders.

Based on their findings HMICFRS have provided an overall graded judgement of requires improvement against their 3 main questions of efficiency, effectiveness and people.

An improvement action plan will be developed to respond to the HMICFRS areas of improvement.

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

Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration (click [here](#)). The formal collaboration agreement was approved in early 2019.

Norfolk Safety Community Interest Company (CIC)

Norfolk Safety Community Interest Company (CIC) (NSCIC) is a subsidiary company limited by guarantee. Norfolk Safety provides a range of risk management, training and development and other services to public bodies, third sector organisations and businesses.

The articles of association set out the provisions under which the company operates. The Directors, who are responsible for the operation of the Company, are approved by the County Council. The Company has adopted quality assurance and health and safety policy standards consistent with the Council as appropriate to the activities of the Company. NSCIC is required to report annually to the Regulator on how they are delivering for the community and how they are involving their stakeholders in their activities. The company is subject to legislation and external audit. In relation to profits generated these are asset locked into community interest projects approved by the Board and Regulator (an independent statutory office-holder appointed by the Secretary of State).

Details on the composition of Norfolk Safety CIC and filed accounts can be found on Companies House website ([link](#)).

PERFORMANCE

Performance management framework and scrutiny

NFRS operates within the County Council's corporate performance framework. A set of 'vital signs' for each service have been produced which provide transparency and assurance on the health of key services. The vital signs for NFRS are 'Emergency Response Standards (ERS)' and 'Percentage of time that retained (on-call) first fire engines are available to respond to emergencies'. These are regularly monitored by department management teams and County Councillors through the democratic process with reports published on our website ([link](#)).

In accordance with the corporate performance framework, our Service Management Team monitor a broader dashboard of indicators and escalate issues to County Councillors if required. Some of the indicators are former national indicators that we can compare with other fire and rescue services and others are locally determined. An overview of our performance over the past 5 years can be found in the next section.

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

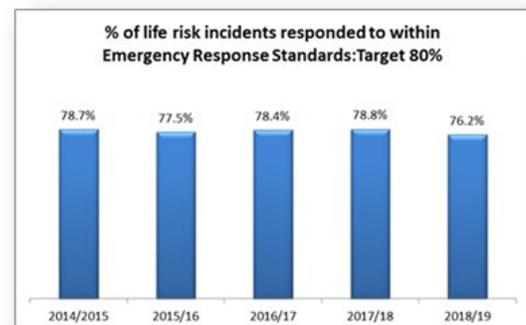
Performance 2014/15 to 2018/19

Priorities

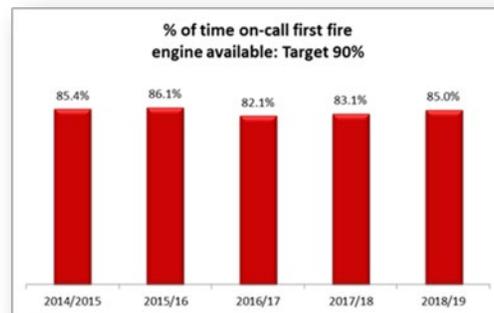
We publish an annual Service Delivery Plan which sets out targets which will deliver against our key priorities:

- Reduce fires, improve road and water safety
- Ensure operational readiness and firefighter safety
- Improve the availability and response times of our fire engines
- Develop a diverse and high performing workforce

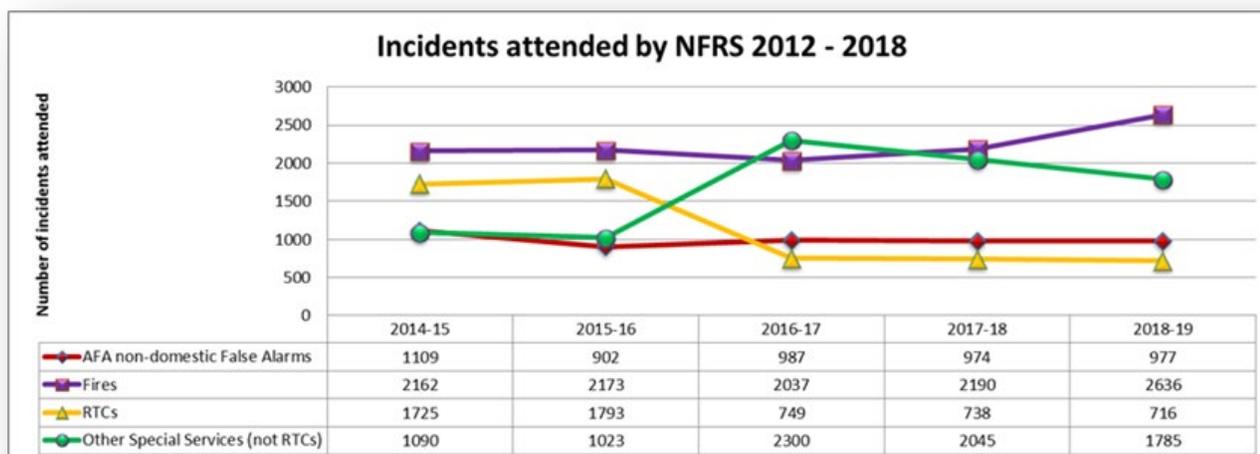
We aim to get to 80% of life risk incidents within our Emergency Response Standards (how quickly we should attend an incident) and achieved this on 76.2% of occasions. We know that the changing nature and location of calls (fewer in urban areas and a larger proportion in rural areas) and a shortage of on-call firefighters is affecting our ability to meet this target.



Our on-call first fire engines were available and ready to respond to an emergency 85% of the time against a target of 90%. This is an improvement on last year's figure of 83.1%. We know we have some stations where more firefighters are needed and we are actively recruiting in these areas.



Incident attendance in 2014/15 to 2018/19



- We attended 2636 fires – 446 more than last year. This included:
 - 466 **accidental dwelling fires** in people's homes – 10 more than last year, resulting in three fatalities and 17 people being injured. This compares to two fatalities and 21 injuries in 2017/18.
 - 664 **arson incidents** – a small increase of 2% compared to 2017/18.
- We attended 26 **fewer accidental non-domestic premises fires** (149 in total) – a 17% reduction. However one person died. We attended a small decrease in non-domestic **false automatic fire alarms** against a backdrop of declining false alarms.
- We attended 716 **road traffic collisions** where we released 199 people from their vehicle. The continued reduction in our attendance at road traffic collisions can be attributed to accuracy in the ambulance mobilising system. This brings us in line with other fire and rescue services and focuses our support to the incidents where our specialist skills are most needed.

97% of emergency response telephone calls are answered by our Control Room within 5 seconds

We attended 4,590 non fire related **incidents** such as flooding, freeing trapped people or animals and calls to assist other agencies. This increase is partly explained by our pilot conducted with the East of England Ambulance Service where fire crews are mobilised to assist paramedics gain entry to premises in a medical emergency. This service has traditionally been undertaken by Norfolk Constabulary. The pilot will complete in 2019/20 when a decision will be made on whether to continue this service.

Protection and Prevention 2018/19

To help prevent incidents from occurring and to protect people and property when they do happen in 2018/19 we:

- Carried out 4054 **Home Fire Risk Checks**. These fire safety visits, usually with vulnerable people, are designed to help make people safer in their home, whilst promoting and increase in smoke alarm ownership across our communities.
- Carried out 665 Fire Safety **audit visits of non-domestic premises** to ensure compliance with fire safety regulations.
- Maintained **up-to-date files of the risks** at over 600 non-domestic premises so that if an incident did occur we would have the information that we need to deal with the event as safely as possible, thus reducing the risks for our firefighters and the public.
- Carried out Crucial Crew year 6 educations to over 6,000 children, covering a wide range of safety themes, Road, Home, Water safety and first aid.

OPERATIONAL ASSURANCE

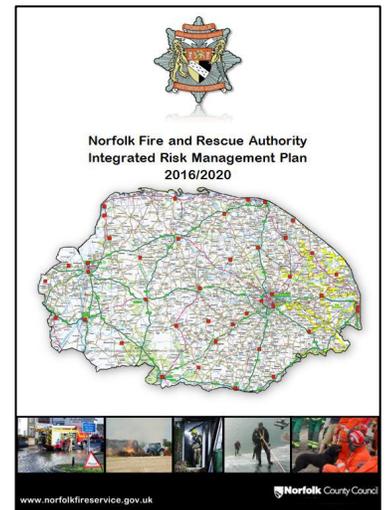
Integrated Risk Management Plan (IRMP)

The IRMP sets out the risks and issues that the Fire and Rescue Service will need to respond to over the next three years and how it will do it. The IRMP is the single most important document for the Fire and Rescue Service as it shows what the Service will be doing and why. It is also one of the means by which the public can hold the Service to account.

In January 2015 we commenced a Strategic Review of the Fire and Rescue Service which informed the development of our Integrated Risk Management Plan for 2016-20. In line with Government guidance and best practice, we consulted with the public and stakeholders on the draft IRMP as part of the County Council's consultation on its budget proposals ([link](#)).

Full Council approved the [IRMP 2016-20](#) on 22 February 2016 when the County Council's 2016/17 budget was approved.

Work to develop a new IRMP for 2020 – 23 is underway and will go to public consultation in 2019/20.



Collaborative working

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

- Fulfilling our duties outlined in the **Civil Contingencies Act 2004** by working as part of the Norfolk Resilience Forum to maintain and develop Norfolk's Community Risk Register, plan the response to major incidents and emergencies in the county, and carry out multi-agency training exercises as part of the preparation of an effective response.
- Participating in **over the border mutual aid agreements** via the National Resilience Programme, which shares specialist response assets across the country. Alongside these wider arrangements, we have local agreements in place with neighbouring fire and rescue services (Lincolnshire, Cambridgeshire and Suffolk) to ensure the fastest response to emergency calls and to share specialist assets.
- Working with other Fire and Rescues Services to **improve interoperability**. We are part of the East Coast and Hertfordshire Control Room Consortium, a group of fire and rescue service that are working together to standardise control room practices so that we can support each other in the event of major incidents. We make use of national operational and tactical guidance. We will be changing our communication systems as part of the national emergency services mobile

communications programme (ESMCP) to provide the next generation communication system for the 3 emergency services (police, fire and rescue, and ambulance).

- Increasing our **collaboration with other emergency services**. As part of our property collaboration strategy we have moved our Headquarters and now share premises with Norfolk Constabulary. We also share with them the Fire Station at King's Lynn North, Sheringham and Downham Market and have plans for three further shared Fire and Rescue/Police stations along with a shared Control Room. We continue to work with the Constabulary on a 'forced entry' trial where firefighters respond to incidents where there are wellbeing concerns for an individual and access needs to be gained rather than the Police. The Ambulance Trust also shares space in 20% of our Fire Stations.
- In 2018 collaboration was further strengthened by the signing of a formal Memorandum of Understanding between Norfolk Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration (click [here](#)). The formal collaboration agreement was approved in early 2019.

Collaboration is focused on improving outcomes and will not detract from the services core functions around prevention, protection and response.

Training and development

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

To ensure our firefighters maintain their competency in fighting fires we have built a live fire training unit at Scottow Enterprise Park. The unit opened in August 2016 and enables our firefighters to train in live fire conditions.

In the context of the recommendations made in the [CFOA Firefit](#) review, together with the changes to the pension scheme meaning that operational staff will be working longer, the Service recognises the importance of effectively managing and promoting Firefighter fitness and welfare. Our Physical Training Adviser is working proactively with individuals and stations to embed a culture of fitness and wellbeing.

Health and safety and other legislation

NFRS continually seek to comply with the Health and Safety at Work Act 1974 and other applicable health and safety legislation. Active health and safety management at all levels in the Service combined with routine performance monitoring and review are at the core of maintaining safe working

In 2018/19 there were 5 reportable H&S absences lasting more than 7 days 2 less than last year (2017/18) and 8 other reportable RIDDOR

environments for Service staff and those we assist and support. This is achieved through a combination of operational performance review and periodic pre planned audit of the Service's health and safety management system via regional peer challenge using the Royal Society for the Prevention of Accidents (RoSPA) Quality Safety Audit tool kit. This helps the Service to ensure that it has the right equipment, training and practices in place to respond effectively and safely.

To support wellbeing across the service we have built on previous success where we changed our occupational health provided which provides a better service to our staff. We have recruited a full-time physical training advisor to ensure our staff are fit and well to carry out their role against national standards and we have introduced a 'Trauma Risk Management' service, known as TRiM, to ensure we look after those staff who will encounter traumatic events as part of their role.

In 2018 we completed the MIND wellbeing survey which resulted in us signing the Blue Light 'Time to Change' Pledge and provided us with a wellbeing action plan with an aim to improve support.

FUTURE DEVELOPMENTS

Planned improvements to accounting, governance and operational assurance

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

Accounting

Our Integrated Risk Management Plan 2016-20 set out our plans for the time period. A dedicated Finance Business Manager oversees our financial management, including that of our Community Interest Company to ensure that expected income growth and expenditure is correctly identified.

Senior Management

Following the permanent appointment of our Chief Fire Officer in 2019, an interim senior management team structure was established to manage the service whilst consultation was undertaken on a new structure. The selection of our Chief Fire Officer and our subsequent senior manager posts follow the requirement of the framework to ensure it is open to competition nationally.

Operational Assurance

Wider collaboration and partnership working is an area we are heavily involved in and is expected to become more prevalent in future years and we will continue to identify and develop partnership opportunities that are legal, logical and improve community safety. The next major period of collaboration will see fire control co-locate with Norfolk Constabulary to create a Joint Operations Communication and Control room. The joint control room will improve the multi-agency command of incidents and improve the quality and speed of sharing critical information. The joint control room went live in July 2019

With an ageing workforce and a number of senior officers due to retire in the coming years, **workforce and succession planning** continues to remain important. We will be looking at our plans for recruitment and retention of retained firefighters with a view to improving the availability of our emergency response resources.

AUTHORISATION

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

This Statement of Assurance was approved by the Authority at the Cabinet meeting on 5 August 2019.

Margaret Dewsbury, Cabinet Member
Stuart Ruff, Chief Fire Officer

Report to Cabinet

Item No. 8

Report title:	Transformation of Mental Health Services for Children and Young People
Date of meeting:	5 August 2019
Responsible Cabinet Member:	Cllr John Fisher – Cabinet Member for Children’s Services
Responsible Director:	Sara Tough – Executive Director of Children’s Services
Is this a key decision?	Yes

Executive Summary

In early 2019, the Norfolk & Waveney system agreed to develop a second phase of the programme to transform mental health services for children and young people (CYP), focused on mobilising a series of workstreams to address the shortcomings identified during the initial phase. This phase of the work began in late January and ran until the end of June 2019. Phase 2 workstreams were organised into four main themes: future service model; future governance and capacity; enablers; and the wider children’s vision. The required products from these workstreams were delivered, including a high-level service model description.

A third phase of the programme is now proposed, comprising two parts. Phase 3a is proposed to run from July to October 2019 in anticipation of revised system governance and Section 75 arrangements, with a focus on developing a detailed operational service model. Phase 3a workstreams will be clustered according to two headings: Service Delivery & Change (service design, outcomes and reporting, workforce, and digital), and Governance & Process (alliance board, alliance agreement, section 75, and sourcing & legal).

Phase 3b is proposed to commence when the new Alliance Board is established, with a focus on mobilising all supporting workstreams to implement the changes necessary to move the system to a new way of working from October 2020.

In order to proceed with Phase 3, some key decisions are required.

Recommendations

Cabinet is asked to note:

- progress with the transformation of mental health services for children and young people;
- the emerging service model (“THRIVE”);
- the importance of effective engagement and communications to the programme, and the potential requirement for consultation on the service model;
- the proposed next steps for the programme.

Cabinet is asked to:

- **agree** to the development of an Alliance approach to commissioning and provision;

- **agree** to the establishment of revised system governance arrangements
- **delegate** to the Executive Director for Children’s Services authority to enter into a revised Section 75 agreement with the CCGs that will enable and support the Alliance model, in consultation with the Leader and the Executive Director for Finance and Commercial Services;

1. Background and Purpose

- 1.1. The purpose of this report is to update Cabinet on progress with the transformation of Children and Young People’s Mental Health Services (CYPMHS), and to seek decisions on a small number of issues that will enable the programme to move to the next phase.

2. Proposals

2.1. Context

In early 2019, the Norfolk & Waveney system agreed to develop a second phase of the programme to transform mental health services for children and young people (CYP), focused on mobilising a series of workstreams to address the shortcomings identified during the initial phase. This phase of the work began in late January and ran until the end of June 2019.

- 2.2 Phase two workstreams were organised into four main themes: future service model; future governance and capacity; enablers; and the wider children’s vision. The required products from these workstreams were delivered, including a high-level service model description.

- 2.3 Before the third phase of the programme can progress, some decisions are required on the direction of travel by NCC, the CCGs, Suffolk County Council (SCC) and, potentially, service providers. The key areas for decision are set out below.

Key areas for decision

Future service model

- 2.4 The service design workstream was established to look in detail at the current model of provision and to identify and assess options for change. The workstream’s clear conclusion is that the system needs to move away from the current ‘tiered’ approach to services (where there are different contracts and services in place for each ‘level’ of service).

- 2.5 The alternative model that the workstream has developed utilises an approach known as ‘THRIVE’.

- 2.6 Adopting the THRIVE model is a fundamental shift in the way that the system views the mental health and emotional wellbeing of children and young people. In particular:

- all children and young people in Norfolk & Waveney are viewed as being within the model at all times
- the purpose of the model is to move as many children and young people as possible into a place where they are thriving
- there will be a shift away from an illness mindset

- it promotes an approach that de-escalates need and encourages early intervention
- it continues to respect the need for strong clinical and professional input
- this model suggests what is thriving for one child may not be the same as the other

2.7 The group has also been seeking to clarify the age range for most CYPMH services. It has concluded that for almost all services the appropriate range is 0-25 (meaning up to the 26th birthday).

2.8 This shift is in line with emerging national policy and is underpinned by several factors, including: a growing clinical evidence that the adult brain is only mature in the mid-twenties; a cut-off of 25 is better aligned with councils' statutory duties; and evidence that this arrangement smooths transitions between CYPMH and adult services.

2.9 The next phase of the programme will focus on producing a detailed operational model, followed by planning, mobilising and implementing the necessary activities for system change.

Sourcing

2.10 The sourcing workstream has assessed how the system might move from the current pattern of services and contracts to the recommended new model (THRIVE). This is a challenging issue, given the need to balance legal and competition issues with the clear desire to continue to develop a collaborative and inclusive approach.

2.11 The workstream developed a long list of possible options and assessed these against an agreed set of criteria. This resulted in three possible approaches being shortlisted for more detailed scrutiny: prime provider; joint venture; and Alliance contracting model.

2.12 The workstream is recommending that the system should adopt an approach known as Alliance contracting. This is a flexible, collaborative model that enables commissioners and providers to work together in partnership to deliver jointly agreed outcomes. The rationale for this is that an Alliance model:

- creates a model that enables providers to continue to collaborate and develop the THRIVE model;
- allows considerable flexibility to strengthen links with wider children's services (such as healthy child programme);
- avoids the potential cost and distraction of a system-wide procurement;
- is aligned with developments elsewhere, including in Suffolk; and
- is congruent with the development of the ICS.

The full options appraisal completed by the workstream is available on request.

Governance

2.13 One of the key challenges identified in the first phase of the programme was a lack of clarity over governance and decision making for CYPMH. This is a major issue for the system, as it clouds accountability and makes it difficult for stakeholders to

understand how and where decisions are made.

- 2.14 The workstream set up to address this issue recommends establishing a single whole system 'Board' for CYPMH that brings together senior commissioners and providers across Norfolk and Waveney. Alongside this development, a number of pre-existing CYPMH groups will be stood down.
- 2.15 It is proposed that this group will be chaired by the Executive Director of Children's Services (NCC) and will be jointly accountable to NCC Corporate Board and JSCC. This model would fit well with the proposed Alliance approach. (The draft Terms of Reference for the proposed Board are available on request)
- 2.16 The proposed Board would need to have explicit delegated authority from each of the relevant statutory bodies to take decisions (within a clear framework) on relevant CYPMH services, in order to avoid 'double loop' decision making where all key decisions have to come back to NCC/CCGs/JSCC.
- 2.17 In order to achieve this clear delegation, the existing Section 75 agreement needs revising and expanding. The current agreement (between the five CCGs and NCC) only encompasses a relatively small set of (tier 2) services and the joint commissioning team.
- 2.18 A clear recommendation from the programme is to establish a revised Section 75 agreement between NCC and the five CCGs that encompasses all relevant CYPMH expenditure – primarily the existing tier 2 services commissioned by the Local Authority, the existing tier 3 services commissioned by the CCG and the joint commissioning team.

Finance

- 2.19 One of the concerns noted in the first phase of the programme was a lack of clarity over the existing levels of expenditure of partners on relevant CYPMH services across Norfolk and Waveney.
- 2.20 The finance workstream was established to address both of these issues. In determining the estimated baseline, a key issue for the workstream was to identify the current expenditure on services for the proposed revised expanded age range of 0-25, as opposed to previous definitions which were generally 0-18.
- 2.21 The workstream, which encompasses commissioners and providers, has made good progress in identified the existing baseline. The final conclusions of the workstream will be incorporated into the revised Section 75 Agreement outlined above.

3. Impact of the Proposal

- 3.1. The overarching aim of the programme is to improve outcomes for children and families. One workstream within the programme is using the logic model to articulate and quantify both high level system outcomes and more detailed metrics for use in assessing service performance.

4. Evidence and Reasons for Decision

- 4.1. The evidence and reasons for decisions are fully set out in Section 2.

5. Alternative Options

- 5.1 No viable alternative options for sourcing or governance have been identified.

5.2 No viable alternative options have been identified other than to extend Point 1's contract by 12 months.

6. Financial Implications

6.1 By increasingly focusing on prevention and promoting resilience in children and young people (through the THRIVE model), it is anticipated that in the medium term the system will reduce future demand for high cost interventions, generating savings (and avoided costs).

6.2 A key recommendation from the programme is that the current section 75 agreement is expanded to include all relevant expenditure on CYPMH. Although this will not result in any change for NCC (as all existing spending is within an existing Section 75), it will result in a larger agreement, totalling approximately £34m.

7. Resource Implications

7.1. **Staff:**

None

7.2. **Property:**

None

7.3. **IT:**

None

8. Other Implications

8.1. **Legal Implications:**

There is some risk of legal challenge to the proposed one-year extension to the Point 1 contract, although the likelihood is considered low in light of the unattractiveness of a one-year contract involving TUPE and pensions liability and the relatively low value (£2m per annum). Advice has been obtained from procurement and legal colleagues to help mitigate this risk as far as possible, and NHS commissioners will be asked to agree to take a pro-rata share of the risk (the contract is split approximately 50:50 between NCC and the NHS).

8.2. **Human Rights implications**

None

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

An Equality Impact Assessment will be conducted, and equality issues will be considered, as part of the forthcoming service development process.

8.4. **Health and Safety implications** (where appropriate)

None

8.5. **Sustainability implications** (where appropriate)

None

8.6. **Any other implications**

None

9. Risk Implications/Assessment

9.1 There are three key risks arising from this programme for Cabinet to consider. Firstly, the recommended Section 75 agreement between NCC and the CCGs is wider in scope than that which is currently in place. Although the financial risk is considered to be small (as services are in block, rather than cost and volume contracts), it will be important to ensure that the final agreement includes a robust approach to risk share between the partners.

9.2 Secondly, the Alliance approach reflects the current direction of travel in the NHS towards a much more integrated approach to service delivery. Procurement law does not yet reflect this approach, although there is much discussion in government about how to amend it to end the necessity for competition between NHS bodies.

9.3 Thirdly, there is some risk of legal challenge as set out in Section 8.1.

10. Select Committee comments

10.1. None

11. Recommendation

11.1 *Cabinet is asked to note:*

- progress with the transformation of mental health services for children and young people;
- the emerging service model (“THRIVE”);
- the importance of effective engagement and communications to the programme, and the potential requirement for consultation on the service model;
- the proposed next steps for the programme.

Cabinet is asked to:

- 11.2
- **agree** to the development of an Alliance approach to commissioning and provision;
- 11.3
- **agree** to the establishment of revised system governance arrangements
- 11.4
- **delegate** to the Executive Director for Children’s Services authority to enter into a revised Section 75 agreement with the CCGs that will enable and support the Alliance model, in consultation with the Leader and the Executive Director for Finance and Commercial Services;

12. Background Papers

12.1. None

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Report to Cabinet

Item No. 9

Report title:	Norfolk Youth Justice Plan Refresh 2019-21
Date of meeting:	5 August 2019
Responsible Cabinet Member:	Cllr John Fisher – Cabinet Member for Children’s Services
Responsible Director:	Sara Tough – Executive Director for Children’s Services
Is this a key decision?	Yes
Executive Summary/Introduction from Cabinet Member The existing Norfolk Youth Justice Plan has been refreshed to outline the actions, risks and opportunities identified to ensure that the desired outcomes for young people and the victims of their crime are achieved by Norfolk Youth Offending Team and the Norfolk Youth Justice Board partnership in 2019-21. Additionally, the Plan sets out the key priorities for the 2019-21 period. These will be delivered in partnership with the required statutory agencies on the Norfolk Youth Justice Board (Health, Police and Probation) and others such as the County Community Safety Partnership, Office of the Police and Crime Commissioner and the Norfolk and Suffolk Criminal Justice Board. A copy of the full, refreshed, 2019-21 Plan is attached as Appendix A.	
Recommendations That the Cabinet recommend the Norfolk Youth Justice Plan refresh 2019-2021 to Council for approval.	

1. Background and Purpose

- 1.1. Norfolk Youth Offending Team (NYOT) is a statutory multi-agency partnership hosted within Norfolk County Council which is required to produce an annual Youth Justice Plan by section 40 of the Crime and Disorder Act, 1998.
- 1.2. NYOT’s purpose is to prevent children and young people from offending whilst safeguarding their welfare, protecting the public and helping restore the damage caused to the victims of their crimes. The aim is to make Norfolk an even safer place to live and work whilst helping young people achieve their full potential in life and make a positive contribution to their communities whilst preventing negative impacts on others.
- 1.3. The Youth Justice Plan also supports Children’s Services’ practice vision to look

for the vital signs of safety, well-being, and stability so children and young people in Norfolk can experience long lasting relationships, receive home-based care and be ready to learn, enjoy and achieve.

2. Proposals

2.1. The Plan includes a performance review against the 2018-21 objectives and sets out the priorities for 2019-21.

2.2. Norfolk YOT and the partnership adopt the national Youth Justice Board's principles, vision and aims in its work with those in the justice system, in particular:

2.3. The **Principle** that: all agencies should consider children involved in the youth justice system as a '**child first and offender second**' and the **Vision** that: We will see children as children, treat them fairly and help 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.

2.4. The Plan focuses on four aims prioritised nationally by the Youth Justice Board Strategic Plan for 2018/21 which are:

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

2.5. Norfolk YOT hosts and contributes resources to the multi-agency, pilot, Child Criminal Exploitation Team which works with vulnerable children and young people who are at risk of or are being exploited by organised crime groups through the practice known as 'County Lines'. This pilot runs to March 2020.

2.6. The aims and purpose of the pilot are to:

- Raise awareness of Child Criminal Exploitation (CCE)
- Identify, divert and safeguard victims of CCE
- Identify and monitor vulnerable locations across Norfolk
- Develop appropriate positive activities and Educational, training and employment (ETE) options
- Empower those affected by criminal exploitation by supporting them to identify strategies to exit and withdraw safely

2.7. A restorative approach to work with young people and the victims of their crimes is a key theme running throughout Norfolk YOT activity. From November 2015 responsibility for the corporate development of restorative approaches transferred to Norfolk Youth Offending Team. This involves work with a broad range of teams and services, both internal and external to NCC, to inform on and deliver the NCC Restorative Approaches Strategy, 2017 - 2020. Staff also lead on restorative approaches training and interventions, including with educational settings and children's residential provision. This includes work to improve behaviour in educational settings and reduce exclusions as well as deliver

against the joint protocol and implementation plan to reduce offending and the criminalisation of Looked After Children

- 2.8. The Harmful Sexual Behaviour Project aimed at improving responses to harmful sexual behaviour [HSB] by children and young people moves into its third year of operation. This is also hosted in Norfolk YOT which formed a partnership with Norfolk and Suffolk Foundation Trust [NSFT] that aims to develop a skilled children and young people's workforce across the county that is confident in identifying, assessing and intervening across all levels of HSB in children and young people. The team comprises specialist Clinical Psychologists and HSB Specialists with significant skills and experience in working with sexual violence, trauma, sexually appropriate behaviour, child sexual exploitation and harmful sexual behaviour. The HSB project are providing a range of training in relation to HSB; from improving basic skills in recognising HSB to specialist bespoke training for professionals working with more complex cases. Professionals are also able to seek case consultations in respect of children under 18 living in Norfolk and Waveney where there are concerns or worries about HSB. The HSB project also undertakes direct intervention work.

3. Impact of the Proposal

- 3.1. Successful delivery of NYOT priorities would mean that:

- Children and young people are law abiding, engaged in positive behaviour and show respect for others
- Parents take responsibility for their children's behaviour
- Communities believe they get on well together and have confidence in the way that crime and anti-social behaviour is dealt with by local authorities and the police
- Victims of crime feel some of the damage caused has been restored and the public has confidence and feels protected.

4. Evidence and Reasons for Decision

- 4.1. As the lead public sector partner within the statutory multi-agency partnership Norfolk County Council is required by section 40 of the Crime and Disorder Act, 1998 to formulate and implement an annual Youth Justice Plan after consultation with the Norfolk Youth Justice Board partnership.

- 4.2. In March 2019 the Norfolk Youth Justice Board held a 'Setting the Strategic Direction' workshop. The Chair of the Board and the YOT Management Team delivered a series of presentations on future challenges for 2019-20 and our progress and achievements against the 2018-19 annual plan. The Board subsequently agreed the 2019-20 plan priorities at the March 2019 Board meeting and those priorities are contained in this refreshed plan which will be considered at the Norfolk Youth Justice Board meeting on 25 June 2019.

5. Alternative Options

- 5.1. The formulation and implementation of an annual Youth Justice Plan is a statutory requirement under the Crime and Disorder Act, 1998.

6. Financial Implications

- 6.1. NYOT does not have a base budget but each year seeks a contribution from the four statutory funding partners. The financial position for 2019-20 is outlined in the Youth Justice Plan. A number of grants are also received for specific purposes that are all included within the anticipated gross income for 2019-20 of £3,717,204 which includes an 'in-kind' contribution from partners of £969,872 in respect of seconded practitioners. Further financial information is set out in the Plan.

7. Resource Implications

- 7.1. Will be managed within the agreed Norfolk Youth Justice Board partnership budget for 2018-21 including any areas for expansion and maintenance. The Plan includes priorities for the Norfolk Youth Justice Board to:
- Ensure that Norfolk YOT is sufficiently resourced to maintain its current service delivery levels in 2020 and beyond.
 - Ensure that there is sufficient additional resource to support the YOT contribution to a Multi-Agency Child Criminal Exploitation Team in 2020-21 and beyond.
 - Champion the YOT priority to reduce the number of children and young people in contact with the Youth Justice System who are not in or receiving mainstream education.
 - Ensure the provision of dedicated psychological resources to support a trauma informed approach for children and young people in the youth justice system.
 - Promote the application of the national Youth Justice Board's principle of 'Child First, Offender Second' ethos in Norfolk.

8. Other Implications

8.1. Legal Implications:

- 8.1.1. **Crime and Disorder Act:** All NYOT's activity relates to the prevention of crime and disorder and making Norfolk an even safer place to live and work is a major priority.

8.1.2. NYOT works within a range of legislation connected with both criminal justice and the care, protection and safeguarding of children

8.2. **Human Rights implications**

All NYOT activity takes into account human rights legislation and principles.

8.3. **Equality Impact Assessment (EqIA)**

All internal and partnership policies and procedures undergo structured equality impact assessments before being issued. Norfolk YOT monitors the ethnicity, age, gender and nationality of all young people on a quarterly basis and carries out a full biennial audit to ensure that disproportionate activity is noted and minimised.

9. Risk Implications/Assessment

9.1. **Risk implications** relating to the work of NYOT are reviewed regularly with action points included, if required and reported to the Norfolk Youth Justice Board.

10. Select Committee comments

10.1. Not relevant.

11. Recommendation

11.1. That the cabinet recommend the Norfolk youth justice plan refresh 2019-2021 to council for approval.

12. Background Papers

12.1. The refreshed Norfolk Youth Justice Plan 2019-21 is attached.

Officer Contact

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

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Youth Justice Strategic Plan 2018 -2021

Refresh 2019 - 2020



*artwork produced by young people working with **Norfolk Youth Offending Team** in partnership with **Norwich Castle Museum**
artwork displayed with permission of the young people*

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The existing 2018-21 Norfolk Youth Justice Plan has been refreshed in 2019-20 to outline the actions, risks and opportunities identified to ensure that desired outcomes for young people and the victims of their crime are achieved by Norfolk Youth Offending Team. The Plan sets out the key external and internal drivers behind this area of the County Council's work which is delivered in partnership with the required statutory agencies on the Norfolk Youth Justice Board (Health, Police and Probation); and others such as the County Community Safety Partnership, Office of the Police and Crime Commissioner and the Norfolk and Suffolk Criminal Justice Board.

In March 2019 the Norfolk Youth Justice Board held a 'Setting the Strategic Direction' workshop. The Chair of the Board and the YOT Management Team delivered a series of presentations on future challenges for 2019-20 and our progress and achievements in the previous in 2018-19. The Board subsequently agreed the 2019-20 priorities at the March 2019 Board meeting.

The refreshed Norfolk Youth Justice Plan will be submitted to the Youth Justice Board for approval by 5 August 2019.

It will be presented with an accompanying report by the Executive Director of Children's Services to Cabinet on 5 August 2019 and to Full Council on 23 September 2019.

The national Youth Justice Board last issued the *Youth Justice Plan: YJB Practice Note for Youth Offending Partnerships* on 18th April 2019, which offered guidance regarding the content and structure of the Youth Justice Plan. The requirements of this guidance are incorporated in this Plan.

Welcome to the 2019-20 refresh of the 2018-21 Norfolk Youth Justice Plan. The Plan gives an overview of the work of the Norfolk Youth Offending Team and partnership Board, sets out details of performance over the past year and our priorities for the coming year and beyond.

The refreshed Norfolk YOT priorities for 2019-20 are contained in page 12 onwards.

The Norfolk Youth Justice Board priorities in support of the above are as follows:

- **Ensure that Norfolk YOT is sufficiently resourced to maintain its current service delivery levels in 2020 and beyond.**
- **Ensure that there is sufficient additional resource to support the YOT contribution to a Multi-Agency Child Criminal Exploitation Team in 2020-21 and beyond.**
- **Champion the YOT priority to reduce the number of children and young people in contact with the Youth Justice System who are not in or receiving mainstream education.**
- **Ensure the provision of dedicated psychological resources to support a trauma informed approach for children and young people in the youth justice system.**
- **Promote the application of the national Youth Justice Board's principle of 'Child First, Offender Second' in Norfolk.**

On behalf of the Norfolk Youth Justice Board I am pleased to present this refreshed update of the 2018-21 Norfolk Youth Justice Plan.

Sara Tough, Chair of the Norfolk YOT Management Board and Executive Director of Children Services.

Children in the justice system often have multiple and complex needs. Where possible we seek to divert children from the justice system entirely and address these needs elsewhere. For those who do offend, our core focus must continue to be rehabilitation, tackling the underlying causes of youth offending, and delivering a system that gives children the support they need to break the cycle of offending and build productive and fulfilling lives. Norfolk YOT adopts the Youth Justice Board's principles, vision and aims in its work with those in the justice system as follows:

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

Vision: We will see children as children, treat them fairly and help 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

Aims:

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

In Norfolk we continue to work together in partnership to make our communities, families, children and young people safe; the Youth Offending Team has a key role to play. Norfolk YOT does this by working together with its key partners – the Police, the Police and Crime Commissioner, Norfolk County Council Children's Services, Health Services, especially the Clinical Commissioning Groups and Public Health, the National Probation Service and the wider Community Safety Partnership - to deliver high quality and effective services to young people, their families and the victims of their offending. The overall effectiveness of the YOT continues to be monitored by the Government against three key national indicators which are linked directly to the Service's core aims.

In line with Norfolk County Council's strategy 2018-21, we will be guided by the following key principles: • Offering our help early to prevent and reduce demand for specialist services • Joining up our work so that similar activities and services are easily accessible, done well and done once • Being business-like and making best use of digital technology to ensure value for money • Using evidence and data to target our work where it can make the most difference

What we will do

Aims:

- Norfolk Youth Offending Team (Norfolk YOT) is a statutory multi-agency partnership hosted within Norfolk County Council.
- Our purpose is to prevent children and young people from offending whilst safeguarding their welfare, protecting the public and helping restore the damage caused to the victims of their crimes.
- Our aim is to make Norfolk an even safer place to live and help young people achieve their full potential in life.
- We aim to meet the diverse needs of people in Norfolk involved in or affected by offending.

Outcomes: will focus on those prioritised nationally by the national Youth Justice Board Strategic Plan, which are:

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

Priorities:

- Break the cycle and pattern of child criminal exploitation.
- Safeguard children and young people vulnerable to radicalisation
- Ensure children and young people are engaged in education, training and /or employment.
- Focus on a Norfolk YOT Workforce Development
- Respond effectively to emotional trauma and other adverse events in young people's lives
- Focus on reducing reoffending rates & deliver services that support the child or young person to stop offending.
- Implement the YJB National Standards & develop & promote the 'Child First, Offender Second' ethos with YOT staff & partner agencies:

How we will do it

Break the pattern of child criminal exploitation: by mainstreaming the pilot of the co-located multi-agency Child Criminal Exploitation Team to (a) raise awareness & provide training, consultation & advice to front line practitioners, (b) work intensively with young people & their families (c) apply and support contextual safeguarding approaches (d) work with a range of partners

Safeguard those vulnerable to radicalisation

- Be cognisant of the Counter Terrorism Local Profile
- Provide training and guidance to staff
- Work with partners to provide support & interventions

Children & Young People are in Education or Work

- Develop a joint approach to manage more complex pupils & reduce exclusions for those in the justice system most at risk of poor outcomes
- Reduce the risk of young people excluded from school being criminally exploited
- NYOT Education Coordinators to work more closely with a range of education services to improve opportunity for young people who offend

Focus on a Norfolk YOT Workforce Development

- Produce a Norfolk YOT Workforce Development Strategy for 2019/21 in line with the YJB national strategy
- Undertake a skills audit and support staff to access opportunities

Focus on reducing reoffending by: (a) Develop a psychologically informed intervention approach to reduce reoffending by 11-13 years old (b) Investigate and trial the Northamptonshire Youth Rehabilitation Order Review approach (c) support the development, implementation and monitoring of the new National Protocol on 'reducing unnecessary criminalisation of looked after children and care leavers'.

Implement the YJB National Standards

- Consider the impact on Norfolk YOT practice & brief all staff
- Brief staff & partners on the ethos of 'Child First' & rebrand Norfolk YOT to support it

How we will know we have made a difference

We will know we have made a difference when:

- Front line staff are confident in recognising the signs of CCE in children and young people and adopt a contextual safeguarding approach
- Interventions that safeguard young people from becoming involved in criminal exploitation are delivered
- The number of young people in Norfolk being drawn into the supply of drugs or criminally exploited has reduced.
- Close working routinely takes place with education and CAMHs settings, the MASH & CADS.
- Norfolk YOT staff understand the mechanisms for referrals to PREVENT and CHANNEL Panel & how to access support
- Fewer children and young people in the youth justice system are excluded, & the schools and education providers most directly affected by exploitation have been supported
- Norfolk has a countywide 'Managed Move' Protocol.
- Norfolk YOT understands the workforce skill gaps and has a clear learning & development strategy & training offer.
- Norfolk YOT has a forward plan to ensure that staff are trained in trauma informed practices.
- More young people are diverted from the youth justice system & first-time entrants in Norfolk have reduced further.
- A creative approach to working with girls is embedded with practitioners & residential staff with an emphasis on relationship building & improving outcomes.
- Assessment & planning for 11 -13-year olds emphasises understanding Adverse Childhood Experiences, enables effective intervention & better outcomes & reduces reoffending rates for looked after children.
- All Norfolk YOT staff have a clear understanding of, & deliver to, the Standards for Children in Youth Justice.
- Norfolk YOT staff & partners understand the ethos of, & deliver to, the principles of 'Child First, Offender Second'.
- More children are diverted from the youth justice system to where their needs can be most appropriately addressed
- Norfolk YOT staff work in a way that builds on children's individual strengths & capabilities as a means of developing a pro-social identity for sustainable desistance from crime.
- The Norfolk YOT Management Board is active in setting the strategic direction and priorities for Norfolk YOT.

In December 2018 the longstanding chair of the Norfolk Youth Justice Board, the previous Managing Director of Norfolk County Council, stood down. The Board was pleased to welcome the Executive Director of Children's Services to the role of Chair in February 2019.

During the latter part of 2018 an internal review of the Norfolk Youth Justice Board was undertaken, and several recommendations made. One of those recommendations was to seek a recommitment from current Board members and expand partner representation. In 2019 the Board welcomes six new members to provide senior representation from Education Inclusion, District Councils, the County Community Safety Partnership, a health clinician representing the five Clinical Commissioning Groups in the county and the Norfolk & Suffolk Community Rehabilitation Company.

In March 2019 the Norfolk Youth Justice Board held a 'Setting the Strategic Direction' workshop. The Chair of the Board and the YOT Management Team delivered a series of presentations on future challenges for 2019-20 and our progress and achievements against the 2018-19 annual plan. The Board subsequently agreed the 2019-20 plan priorities at the March 2019 Board meeting and those priorities are contained in this refreshed plan.

During 2018-19 Norfolk YOT has focused on developing staff understanding of the new criteria and preparation for a potential inspection by Her Majesty's Inspectorate of Probation (HMIP). The Norfolk YOT HMIP Working Group has reviewed published YOT inspections to support our understanding and attended the national Youth Justice Board HMIP Workshop. We are currently implementing relevant recommendations from the HMIP Thematic inspection on Out of Court Disposals. A Norfolk YOT case has been selected for the HMIP Thematic Inspection on Resettlement.

During 2018-19, Norfolk YOT has hosted and partly resourced a pilot, multi-agency, Child Criminal Exploitation (CCE) Team comprising YOT staff, Police, Social Care and most recently Family Practitioners through recruitment funded by the Early Intervention Youth Fund (EIYF). The CCE team is funded to March 2020 and the forward challenge will be ensuring that if the pilot approach is deemed successful, it is sufficiently funded and resourced and becomes mainstream practice.

As part of the Norfolk County Community Safety Partnership (CCSP), Norfolk YOT made a financial contribution to the CCSP Serious Violence Coordinator post and will be working closely with the post holder both strategically and operationally to address the issue of serious youth violence in Norfolk.

The caseload of Norfolk YOT has seen a rise in the number of diversion (Challenge 4 Change) cases and this currently represents almost 50% of the overall caseload.

Our reported First-Time Entrants performance has improved significantly since the launch of Challenge 4 Change in June 2015.

Our use of custody remains low, despite the backdrop of increasing youth violence, knife crime and criminal exploitation both in Norfolk and nationally.

Reoffending remains problematic and adversely affected by the smaller numbers in the cohort and the complexity of those cases.

We continue to develop our practice and approach to FTEs and reoffending as is evidenced by our Priorities for 2019-20.

- Direct **governance arrangements** for the Youth Offending Team (YOT) are through the Norfolk YOT Partnership Board, which is chaired by the Executive Director of Children Services. As well as the statutory partners the Board includes additional representation from the Countywide Community Safety Partnership, Housing Services, Norfolk's Police and Crime Commissioner, Public Health, representatives from Norfolk's Borough, City and District Councils and Her Majesty's Courts and Tribunals Service.
- As a statutory requirement of the legislation under which the YOT was formed in January 2000, practitioners are seconded from the Police, Health, NCC Children's Services (including discrete representation from social work and education) and the National Probation Service. We also directly employ practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice and community reparation and working with parents.
- The YOT is represented by the Head of Service or nominated YOT 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 Board, the Local Criminal Justice Board, the Child Criminal Exploitation Partnership sub-group, the NSCB Child Sexual Abuse sub-group, the County Community Safety Partnership, the PCC's Reducing Reoffending Board, the CAMHS Strategic Partnership Board, the MAPPA Strategic Management Board, the Early Help Board and the PREVENT Board. The Norfolk YOT Management Board is represented by its Chair on the **Norfolk Public Protection Forum** (NPPF) comprising of all chairs of strategic multi-agency groups with 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.
- The YOT hosts the Children's Services Restorative Approaches Team and sits on the Restorative Approaches Strategic Board.
- The YOT hosts the Harmful Sexual Behaviour Project a CAMHS /Local Transformation Plan funded initiative.
- Services delivered by Norfolk YOT contribute directly to the delivery of other corporate strategies including the County Council 'Norfolk Futures' vision and strategy for 2018-2021 and within this the Norfolk Children's Services priority 'Safe Children and Resilient Families'.
- The YOT has also contributed to the County Community Safety Partnership Priorities.
- Jointly with Police and Adult Services, the YOT commissions an Appropriate Adult Service for children and young people.

What the Board will do to ensure effective governance:

- Oversee the effective delivery of youth justice services and set the strategic direction.
- Monitor YOT performance against both National and local indicators by scrutinising comprehensive quarterly performance reports and agreeing actions for improvement where needed.
- Define the priority areas for scrutiny including current practice and approaches.
- Review Community Safeguarding and Public Protection Incidents and National Standards Audits.
- Scrutinise the YOT annual spending to ensure that all core YOT services are delivered within the allocated budget and that the Youth Justice Board grant conditions are fully complied with.
- Ensure that the YOT is fully integrated into and able to influence strategic developments with which partners are engaged.

All key partners are represented on the Management Board.

The Board will 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 and young people in the youth justice system, their families and the victims of their crimes. We also work with children and young people and their families to prevent them entering the youth justice system.

Secondary customers would include all communities in Norfolk who are affected by the criminal and anti-social behaviour of children and young people that we are trying to reduce and prevent.

Norfolk Youth Offending Team (YOT) is committed to ensuring that children, young people and their families have a voice and influence in the youth justice system and Norfolk YOT has an established service user participation and involvement strategy. This strategy includes several tools and mechanisms for routinely seeking the views of children and young people on the services they receive.

Key priorities for 2018-21:

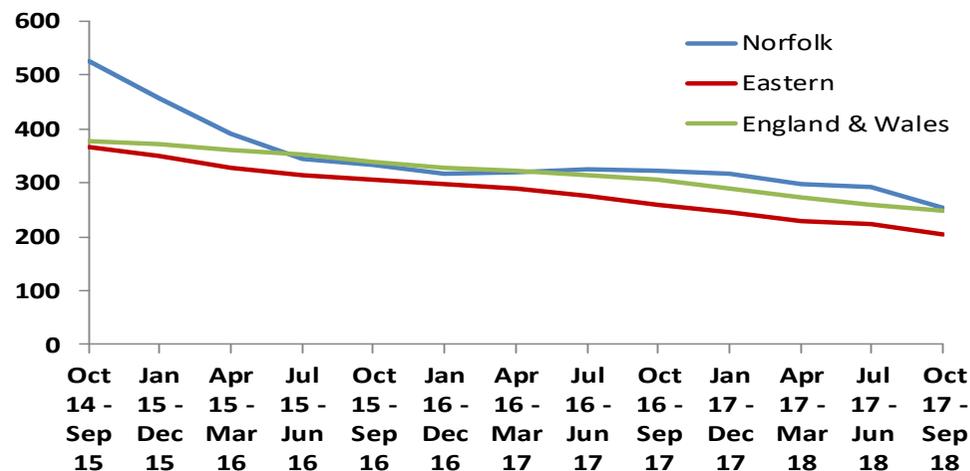
- Ensure the YOT fully implements the 2018-21 Youth Justice Plan priorities and that this is reviewed on an annual basis.
- Deliver the Norfolk Youth Justice Board priorities in support of the Youth Justice Plan.
- Ensure the YOT has sufficient resources to deliver the Youth Justice Plan
- Ensure key agencies are represented at an appropriate level on the Management Board.
- Ensure the YOT maintains a strong level of performance against the National Indicators and delivers its priorities each year.
- Critically investigate areas where performance is poor to ensure that this analysis informs partnership developments.
- In 2019-20 work with new board members to understand their role in relation to the Youth Justice Board's '*Modern Youth Offending Partnerships - Guidance on Effective Youth Offending Team Governance in England*'.

First Time Entrant Analysis:

The joint diversion project Challenge 4 Change between Norfolk YOT and Norfolk Constabulary continues to impact on reductions in FTEs quarter on quarter. The gap for the per 100,000 rate for Norfolk (as the graph demonstrates) has closed considerably to the regional and national picture. It was anticipated the reductions would narrow over time and that has happened, but small reductions have continued and in the most recent period the FTEs reduced by a further 20.8%.

The piloting of an Out of Court Disposal Panel approach in Norwich is underway and if successful will be expanded across the County to support further reductions in FTE numbers.

Rate of FTEs per 100,000 under 18's Oct17-Sep18

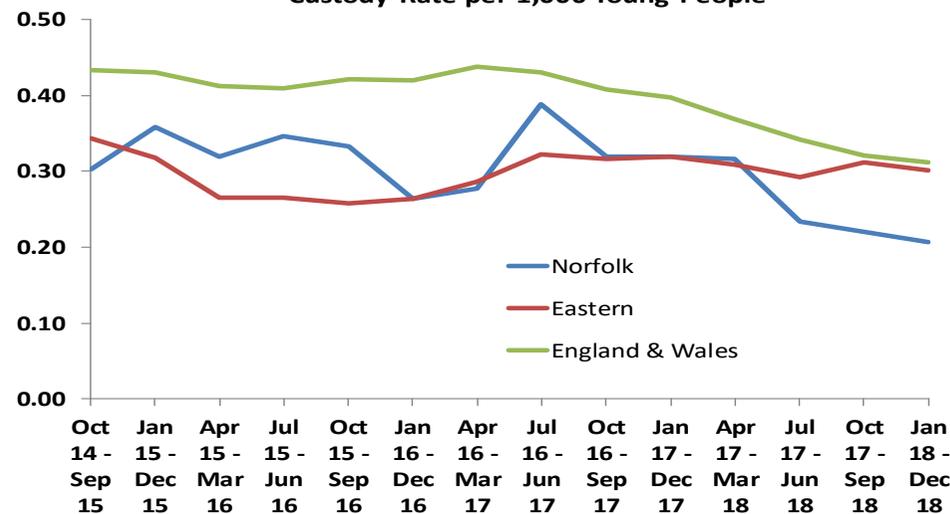


Custody Analysis:

Custodial numbers have been a success story over the last year with the most recent quarter only seeing 2 new custodial sentences, which is the lowest number for over 3 years. Performance over the last year has improved so much that the rate is considerably better than the regional and national rates (0.30 and 0.31 respectively) when compared to NYOT's rate of 0.21.

The increase in violence, knife crime and drug supply offences is a risk factor in our ability to ensure that the use of custody is reserved for the most serious offences.

Custody Rate per 1,000 Young People

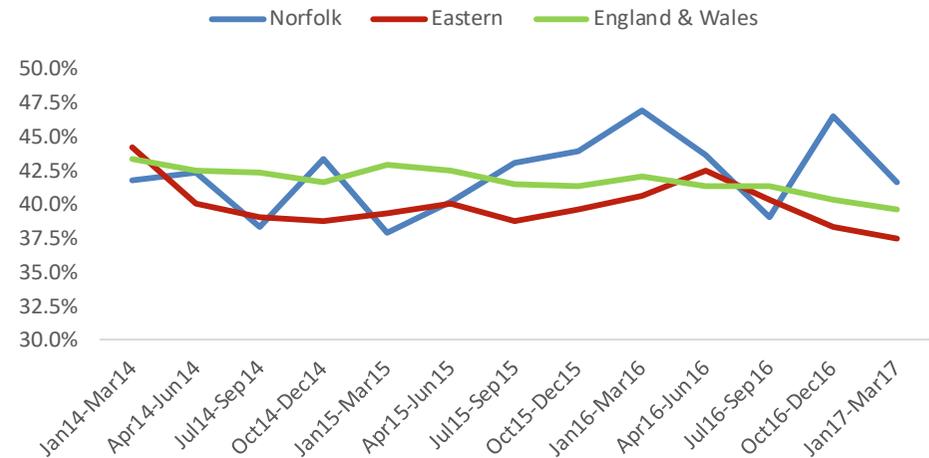


Reoffending Analysis:

Reoffending rates are still rising but looked at over time the linear trend shows that this is up by only 2%, fluctuating between 37% and 47%. Further work has gone into understanding the cohort and what is demonstrable is that the overall size of the cohort is the biggest factor between good performance and poor performance. When we perform well by keeping young people out of the criminal justice system, the smaller cohort in the criminal justice system results in poorer reoffending performance.

Analysis of various demographics took place to identify where reoffending is at its worst. This showed that by the ages of 15-17 reoffending hits its peak. If we are to affect real change, working differently with young people who come into the criminal justice at an early age is the best way to tackle future reoffending. We will prioritise this approach in 2019-20 on onwards.

Reoffending Binary Rate - Jan 17 to Mar 17



Indicator Risks

First Time Entrants

FTEs are at an historic low. The numbers of young people being exploited in the supply of drugs remains a significant factor in our ability to maintain a reducing trend.

Custody

Exploitation resulting in violence, knife crime and drug supply offences may affect our ability to maintain low custody rates. Our multi-agency and early intervention response continues to be a priority.

Reoffending

Continued success in the FTE indicator could lead to a permanently challenging position for reoffending rates. We anticipate that our new ways of working will impact in the longer term.

Indicator Actions

First Time Entrants

- Review the impact of the 6-month OOC Panel Pilot in Norwich
- Respond effectively to risk factors such as emotional trauma and other adverse events in young people's lives at the earliest opportunity

Custody

- Break the cycle and pattern of Child Criminal Exploitation.

Reoffending

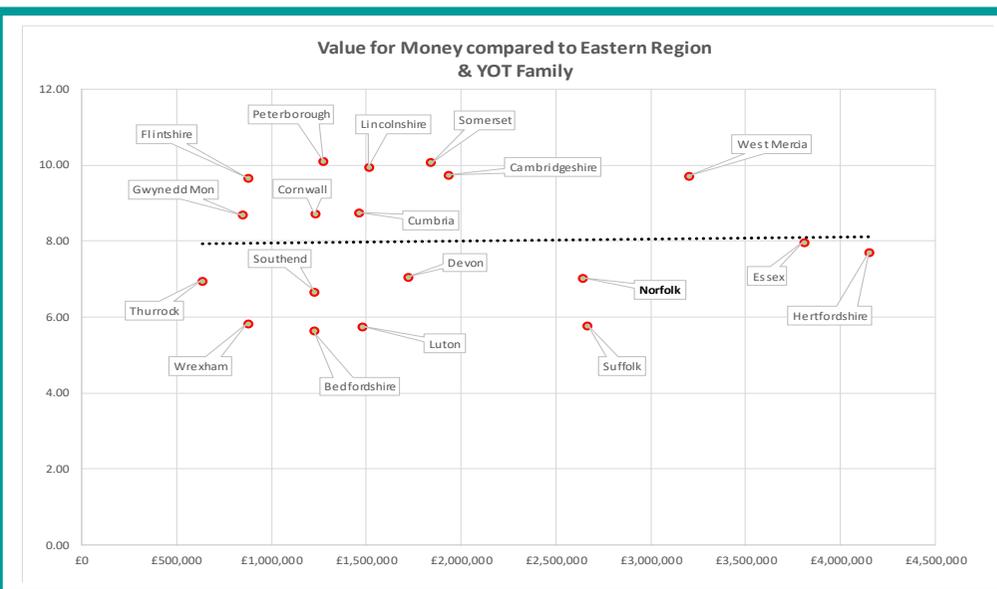
- Develop a psychologically informed intervention approach for 11-13 year olds
- Investigate and trial the Northamptonshire YRO review approach
- Contribute to the development of the national LAC/LC protocol and improve our approach to 'reducing unnecessary criminalisation of looked after children and care leavers'

NORFOLK YOUTH OFFENDING TEAM BUDGET 2019/20 (as at 3 June 2019)

	£	£
PARTNERS CONTRIBUTIONS TO POOL BUDGET		
Children's Services	536,320	
Clinical Commissioning Groups	118,598	
Norfolk Constabulary	100,000	
National Probation Service	10,000	
Sub-total		<u>764,918</u>
YOUTH JUSTICE BOARD GRANTS		
Youth Justice YOT Grant	691,607	
includes Junior Attendance Centres	34,087	
Sub-total		<u>725,694</u>
OTHER GRANTS		
Public Health	43,000	
Early Intervention Grant	325,000	
Police & Crime Commissioner (3 year agreement)	114,000	
Police & Crime Commissioner (Family Practitioners)	46,000	
Childrens Services - Restorative Approaches	94,740	
Norfolk and Suffolk Foundation Trust (HSB Project)	65,376	
Sub-total		<u>688,116</u>
Use of the Small Commissioning Fund		<u>546,604</u>
PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF		
Children's Services - 3.0 fte Education Workers / 4.0 fte Social Workers	616,784	
Clinical Commissioning Groups - 3.0 fte Health Workers	130,674	
Norfolk Constabulary - 3.0 fte Police Officers	143,808	
National Probation Service - 2.0 fte Probation Officers	78,606	
Sub-total		<u>969,872</u>
GRAND TOTAL		<u>3,717,204</u>

The tentative gross income for 2019/20 is £3,717,204 which includes a predicted 'in-kind' contribution from partners of £969,872 in respect of seconded practitioners. Norfolk YOT does not have a base budget, but each year seeks a contribution from the four statutory funding partners and the Police and Crime Commissioner. Additionally, several grants are received for specific purposes that are all included within the gross income amount. This year the YOT grant, currently has a reduction from the Youth Justice Board of £6,899. All other contributions have been maintained at 2018/19 levels, with inflation where applicable.

Norfolk YOT is around the group average based on an Internal **value for money analysis** of Eastern and the YOT Family group. When compared to comparator YOTs below, the median budget reduction in 2017/18 was £64,356. Norfolk's budget reduction was £394,348 in that period. Norfolk also has the lowest spend in relation to Budget per statutory disposal at £5,962 with the highest being £24,254 (for the purposes of this calculation only funding from statutory partners is included).

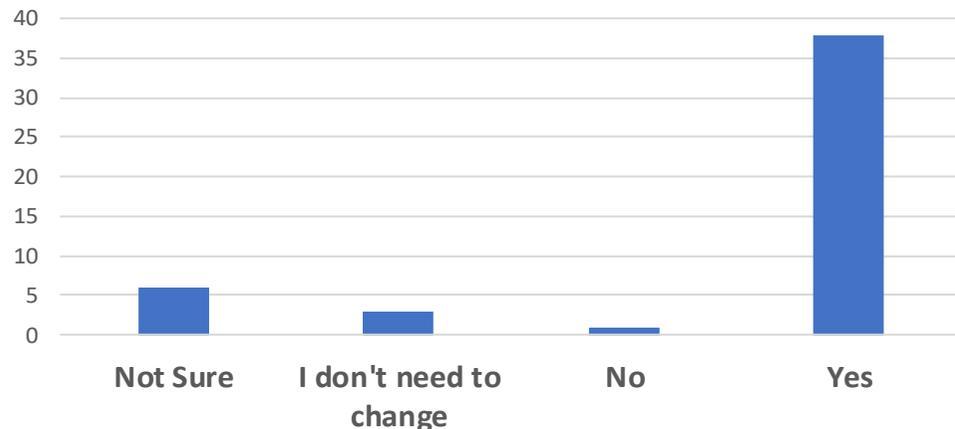


Service user feedback is based on data gathered from an internally developed, Smart Survey feedback form that replaced both the previous ViewPoint Intervention Quality Evaluation and the HMIP Viewpoint questionnaire from the beginning of July 2017. The survey is completed in the last month of the young person's involvement with Norfolk YOT. In the year 2018-19:

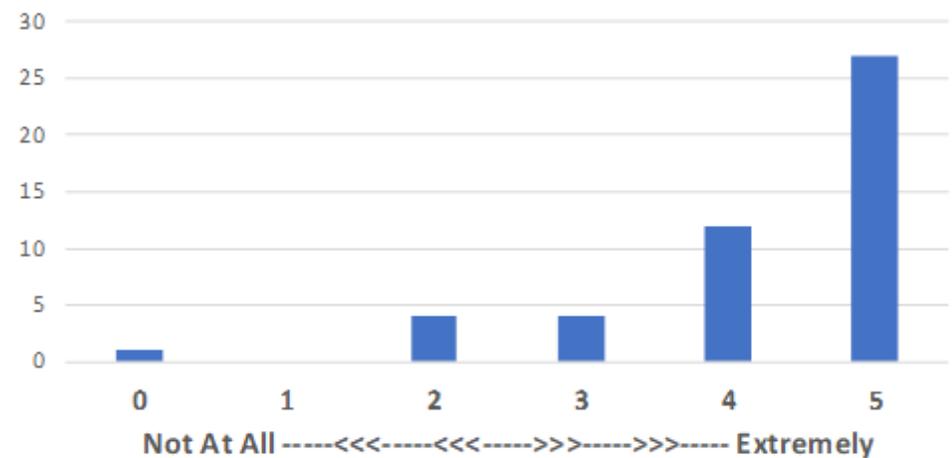
- 48 responses were completed (a 12% increase on last year), this is 21% of the cases that closed in the period. National returns for similar youth justice-based service user feedback processes average around 20%, so we have picked back up to our previous rate of completion quickly given this is a new questionnaire tool.
- 37 (68%) were completed by 15 to 18 year olds, which is down on previous reports (>80%) reflecting a younger caseload. The mode being shared between 15 and 17 year olds
- 82% (39) respondents were male
- 45 described themselves as 'White British' two of the other three as 'White European' and the third, 'preferred not to say'.
- All said they preferred English as their first language.

Since 2015/16 service user engagement work within Norfolk YOT has included the involvement of young people in recruitment practices. Several Norfolk YOT staff, have been trained to support young people's participation in the staff recruitment and selection process. Young people who are current service users have been involved in the design of interview questions, direct involvement in interview panels and contributing to the final selection of candidates

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



Is it serious to break the law?



What we will do

Norfolk YOT Priority: One

Criminal Exploitation of Children (County Lines): Break the cycle and pattern of exploitation working collaboratively with partners, supporting the aims of the Early Intervention Youth Fund and in line with the County Community Safety Partnership (CCSP) 'County Lines Strategy' Delivery Plans.

Val Crewdson, Head of Service

Norfolk Youth Justice Board Responsibilities:

Board members to ensure that there is sufficient resource to support the YOT contribution to a Multi-Agency Child Criminal Exploitation Team in 2020/21 and beyond.

How we will do it

- Continue to raise awareness on this issue with front line practitioners
- Provide consultation for front line practitioners
- Work intensively with young people to divert them from and disrupt their activities
- Through the Early Intervention Youth Fund Family Practitioners provide direct family support to parents/carers whose children are at risk of being exploited.
- Support alternative education providers who have significant numbers of young people who are exploited or at risk
- Work closely with the Child Criminal (CCE) Exploitation/Multi-Agency Sexual Exploitation (MASE) Team where there are cases involving both criminal and sexual exploitation issues.
- Contribute to the CCE Screening processes in the Multi-Agency Safeguarding Hub (MASH)

How we will know if we have made a difference

- The pilot CCE project has provided evidence of impact to support the longer term need for targeted teams to address the issue of exploitation
- The pilot CCE project has supported and contributed to the aims of the CCSP County Lines strategy
- The pilot CCE project has met the EIYF outcomes

- Contribute to strategy meetings for identified medium and high risk CCE cases including YOT cases s.17, s.47 and Looked After Children (LAC) Safety Planning Meetings
- Contribute to joint plans for medium and high-risk cases
- Provide evidence of the impact of the project and contribute to any evaluation and research
- Engage with the CCSP County Lines/Serious Youth Violence Coordinator to deliver the YOT/CCE team aims
- Apply and support contextual safeguarding approaches in terms of place and people
- Share information and intelligence with partners.

Norfolk YOT Priority: Two

Safeguarding children and young people who are vulnerable to radicalisation:

Children in the criminal justice system or on the edge of it, are likely to be socially excluded, disadvantaged and can be vulnerable to many influences including radicalisation.

Tania Fulcher, Area Manager

- The Norfolk YOT will be cognisant of the regional Counter Terrorism Local Profile (CTLP).
- The Norfolk YOT strategic lead will ensure that YOT staff receive appropriate training, understand their role and are equipped to work with young people who are vulnerable to risky influences during adolescence and that links to criminal exploitation of young people and radicalisation are understood
- Norfolk YOT staff understand the mechanisms for referrals to Prevent and Channel Panel
- Norfolk YOT will work together with the Prevent Coordinator and partners to provide a range of support and interventions for children and young people at risk of radicalisation.

- YOT staff have a good understanding of what makes children and young people vulnerable to radicalisation and follow safeguarding procedures
- YOT staff will know how to access specific support for those children and young people who have been identified as being vulnerable to radicalisation
- Young people will be supported to stay safe in Norfolk

Norfolk YOT Priority: Three

Focus on supporting and ensuring children and young people are engaged in education, training and /or employment.

**Claire Winchester, Area Manager
Sue Smith, Head of Education Quality Assurance and Intervention**

Norfolk Youth Justice Board Responsibilities:

Provide active leadership to achieve this priority and support the development of a countywide managed move protocol.

- Develop a joint approach with the relevant and appropriate Education Services within NCC to improve mainstream schools capacity to manage more complex pupils thereby reducing the number of exclusions for those young people involved in the youth justice system focusing on those most at risk of poor outcomes
- Work with NCC Education teams, the MASE Team and alternative provision providers to reduce the risk of young people excluded from school being exploited
- Norfolk YOT Education Coordinators to focus on supporting children and young people and their parents/carers to maintain a full curriculum of education in line with the Norfolk Guidance Around Part-Time Timetables (May 2019)
- Norfolk YOT Education Co-Ordinators to liaise with NCC Education Attendance Service in relation to the new electronic system for extracting attendance data live from school registers
- Norfolk YOT ETE Co-ordinators to advocate for children and parents around appropriate education and entitlement up to Board of Governors or Multi-Academy Trust level.
- Reduction in Permanently excluded and Frequently excluded pupils
- Schools and Alternative Providers achieve a clearer understanding of the process of CCE referral and screening
- More schools and education providers most directly affected by risk will have been supported.
- The reduction in the use of part time timetables and an increase in hours of education
- Greater statistical accuracy around education attendance
- Reduction in “off rolling” statistics
- Improved safety for children potentially at risk of exploitation
- Decrease in prolonged inappropriate home education for children/young people.

- Recognised Home Tuition – YOT ETE workers to liaise with the school around risk and safeguarding and have an awareness of hours completed escalating any concerns as appropriate.
- Home Education – YOT ETE workers to liaise with NCC Home Education Team regarding the plan around the child.
- Alternative Provision – Norfolk YOT to have key involvement in SEND and AP transformation programme and to work jointly with the Education Quality Assurance Team in the quality assurance of the provision of the short stay school.
- Norfolk YOT to assist in the development and participation of new Fair Access Panels with regards to the movement of hard to place pupils.

- Improvement in outcomes for SEND pupils and the AP environment.
- Improvement in information sharing resulting in more appropriate educational placement.

Norfolk YOT Priority: Four

Focus on a Norfolk YOT Workforce Development:

Sam Hollis, Quality Assurance and P&I Manager.

Norfolk Youth Justice Board Responsibilities:

Ensure the current CAMHS redesign includes the provision of mental health services including dedicated psychological resources to support a trauma informed approach for children and young people in the Youth Justice System.

- Produce a Norfolk YOT Workforce Development Strategy for 2019/21 in line with the Youth Justice Board Workforce Development Strategy
- Undertake a Norfolk YOT staff skills audit in 2019 and prepare a report for the Norfolk Youth Justice Board
- Support Norfolk YOT staff to access core and specialist learning and development opportunities
- Ensure Norfolk YOT staff have the core underpinning theories, skills and knowledge to undertake their role
- Ensure Norfolk YOT Staff receive a thorough induction to their role
- Support Norfolk YOT Staff to access and complete the Youth Justice Board Effective Practice Certificate
- Create the workforce conditions for developing a Trauma Informed Enhanced Case Management Model in 2020-2021
- By March 2020 Norfolk YOT will have a clear workforce development strategy and a core training offer for all staff
- By September 2019 Norfolk YOT will understand the workforce skill gaps and have developed a learning and development plan to support this
- By June 2020 twelve staff who have joined the service in the last twelve months will have completed the YJB Effective Practice Certificate
- By March 2020 Norfolk YOT will have developed their forward plan to ensure that staff are trained in trauma informed practices including the provision of clinical psychology resource to support case managers

Norfolk YOT Priority: Five

Focus on reducing reoffending rates.

Tania Fulcher, Area Manager.

Norfolk Youth Justice Board Responsibilities:

Appoint a Board lead to support and champion Norfolk YOT approaches to reducing reoffending.

Support Norfolk YOT to engage with care providers to understand and develop their response to girls who may have experienced trauma in their lives.

- Undertake and review the impact of the six-month OOC Panel Pilot in Norwich on first time entrants
- Work with partners to address the high levels of violent offences committed by girls in the Youth Justice System.
- Develop a psychologically informed intervention approach to reduce reoffending by 11-13 years old in contact with the Youth Justice system.
- Investigate and trial the Northamptonshire Youth Rehabilitation Order Review approach with Norfolk Magistrates’.
- Work with partners to support the development, implementation and monitoring of the new National Protocol on ‘reducing unnecessary criminalisation of looked after children and care leavers’
- More young people will have been diverted from the youth justice system and first-time entrants in Norfolk will reduce further from the March 2019 baseline
- A creative approach when working with girls will be embedded with practitioners and residential staff with an emphasis on relationship building and improving outcomes in their lives
- Improved assessment and planning of 11 -13-year olds with an emphasis on understanding ACE’s, enabling more effective intervention and better outcomes to reduce offending behaviours and reoffending in this cohort will reduce (Baseline to be agreed)
- Improve children and young people’s active participation, engagement and wider social inclusion to reduce reoffending in all age groups

		<ul style="list-style-type: none"> ➤ All work will be a meaningful collaboration with children and their carers ➤ Reduced the reoffending rates of looked after children through joint working with Children’s Services and Norfolk Constabulary ➤ Children and young people will be supported through transitions across services and specifically those moving from the youth to adult system
<p>Norfolk YOT Priority: Six</p> <p>Implement the 2019 Youth Justice Board Standards for Children in Youth Justice Services and develop and promote the ‘Child First, Offender Second’ principle with YOT staff and partner agencies:</p> <p>Val Crewdson, Head of Service and Claire Winchester, Area Manager.</p>	<ul style="list-style-type: none"> ➤ Establish a short life working group to consider how the new standards impact on day to day Norfolk YOT practice with children and young people ➤ Brief YOT staff on the new Standards and ethos at the all staff development event on 18 July 2019 ➤ Brief partners on the principle of ‘Child First, Offender Second’ so that the needs of children and young people in the youth justice system are met 	<ul style="list-style-type: none"> ➤ By September 2019 Norfolk YOT staff will have a clear understanding of and be delivering to the new standards for children in youth justice ➤ Norfolk YOT and partners understand and adhere to the principle of ‘Child First, Offender Second’

Norfolk Youth Justice Board Responsibilities:

Board members will promote the 'Child First, Offender Second' principle in their agencies and in other forums.

Board members will support the rebranding activity of Norfolk YOT including developing a communications strategy.

- Norfolk YOT will rebrand to support the 'Child First, Offender Second' ethos.

- More children and young people are being diverted from the youth justice system to where their needs can be most appropriately addressed
- All work with young people will be constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
- Norfolk YOT staff are working with children and young people in a way that builds on children's individual strengths and capabilities as a means of developing a pro-social identity for sustainable desistance from crime.
- Norfolk YOT staff are promoting a childhood removed from the justice system, using prevention, diversion and minimal intervention. And ensure all work minimises criminogenic stigma from contact with the system.

Type of Contract	Strategic Manager (PT)	Strategic Manager (FT)	Operational Manager (PT)	Operational Manager (FT)	Practitioners (PT)	Practitioners (FT)	Administration (PT)	Administration (FT)	Sessional	Students/trainees	Volunteer	Total
Permanent	0.5	3		5	5.24	28	6	10				57.74
Fixed-term												0
Outsourced												0
Temporary				1	0.8	1	1					3.8
Vacant			0.2		3.29	1	0.2					4.69
Seconded Children's Services						9						9
Seconded Probation						2						2
Seconded Police						5						5
Seconded Health (Substance misuse)					0.8	2						2.8
Seconded Health (Mental health)												0
Seconded Health (Physical health)												0
Seconded Health (Speech/language)												0
Other/Unspecified Seconded Health												0
Seconded Education												0
Seconded Connexions												0
Seconded Other												0
Total	0.5	3	0.2	6	10.13	48	7.2	10	0	0	0	85.03
Disabled (self-classified)												0

Of the 2.0 FTE Probation Officers, 1.0 FTE is covered by a Probation Officer and 1.0 FTE is covered by an agency worker.

Ethnicity	Managers Strategic		Managers Operational		Practitioners		Administrative		Sessional		Student		Volunteer		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British	1	2	1	4	11	25	2	15					14	24	29	70
White Irish															0	0
Other White															0	0
White & Black Caribbean															0	0
White & Black African					1										1	0
White & Asian															0	0
Other Mixed															0	0
Indian															0	0
Pakistani															0	0
Bangladeshi															0	0
Other Asian															0	0
Caribbean															0	0
African					1										1	0
Other Black															0	0
Chinese															0	0
Any other ethnic group															0	0
Not known		1		2	7	17		4							7	24
Total	1	3	1	6	20	42	2	19	0	0	0	0	14	24	0	0

	Norfolk	South East	YOT family	England
Indicators				
FTE PNC rate per 100,000 of 10-17 population <i>**Good performance is typified by a negative percentage</i>				
Oct 17 - Sep 18	255	204	216	248
Oct 16 - Sep 17	321	259	337	305
percent change from selected baseline	-20.8%	-21.3%	-35.8%	-18.8%
Use of custody rate per 1,000 of 10-17 population <i>**Good performance is typified by a low rate</i>				
Jan 18 - Dec 18	0.21	0.30	0.11	0.31
Jan 17 - Dec 17	0.32	0.32	0.21	0.40
change from selected baseline	-0.11	-0.02	-0.10	-0.09
Reoffending rates after 12 months - Three month cohorts				
Reoffences per reoffender Jan 17 - Mar 17 cohort (latest period)	3.86	3.57	3.68	3.91
Reoffences per reoffender Jan 16 - Mar 16 cohort	3.49	3.72	4.03	3.86
change from selected baseline	10.5%	-4.1%	-8.8%	1.1%
Binary rate - Jan 17 - Mar 17 cohort (latest period)	41.7%	37.4%	36.8%	39.9%
Binary rate - Jan 16 - Mar 16 cohort	47.0%	42.3%	40.1%	42.3%
percentage point change from selected baseline	-5.2%	-4.9%	-3.3%	-2.4%
Reoffending rates after 12 months - Aggregated quarterly cohorts				
Reoffences per reoffender Apr 16 - Mar 17 cohort (latest period)	3.67	3.79	3.71	3.91
Reoffences per reoffender Apr 15 - Mar 16 cohort	3.77	3.80	4.17	3.79
change from selected baseline	-2.7%	-0.5%	-11.1%	3.4%
Binary rate - Apr 16 - Mar 17 cohort (latest period)	42.6%	39.6%	38.2%	40.9%
Binary rate - Apr 15 - Mar 16 cohort	43.4%	40.3%	38.9%	42.2%
percentage point change from selected baseline	-0.8%	-0.8%	-0.7%	-1.3%
Family – Suffolk, Cornwall, Devon, Lincolnshire, Cumbria, Wrexham, Somerset, West Mercia, Gwynedd Mon, Flintshire				

The 2019/20 terms and conditions of the Youth Justice (YOT) Grant (England), including funding for Junior Attendance Centres in Great Yarmouth and Norwich provided to Norfolk County Council by the **Youth Justice Board** require assurance that they will be used exclusively for the delivery of youth justice services.

Norfolk YOT will implement and comply with the new 2019 National Standards, data reporting requirements and the provision of mandatory documents for the placement of young people in the secure estate. This will include maintaining and updating a case management system which interacts as required with the youth justice system through Connectivity. AssetPlus is the assessment and planning framework used by Norfolk YOT. Norfolk County Council has no longstanding level of debt to the YJB in respect to requirements on local authorities designated by the courts to meet the cost of the secure remand of young people.

The Youth Justice (YOT) Grant (England) 2019/20 will be fully spent on delivering the priorities outlined in the plan; specifically, but not exclusively including:

- Reduce the numbers of young people who offend in the first place (First-time Entrants)
- Ensure Norfolk YOT delivers accurate assessments that lead to effective plans designed to promote desistance factors for young people
- Ensure that all young people in receipt of interventions through Norfolk YOT are treated as individuals and disproportionate activity is minimised
- Work in partnership to assist the development of the Early Help Strategy in Norfolk
- Further reduce the number and proportion of young people who re-offend
- Deliver appropriate actions against relevant recommendations from various Her Majesty's Inspectorate of Probation and Criminal Justice Joint Inspection thematic inspection reports
- Maximise the engagement of victims in restorative processes
- Improve understanding of and responses to the emergence of County Lines, serious youth violence and gang related behaviours in Norfolk
- Maximise the use of community orders and minimise the use of custody.
- Reduce the average number of young people remanded to custody and the total bed-nights occupied in relation to the last 3 year average.

The Chair of the Norfolk Youth Justice Board, the Local Authority Chief Finance Officer and the Head of Youth Offending Service have, as required, signed their agreement that the terms and conditions of the Youth Justice Board's various grants will be met. Failure to comply with these terms and conditions will enable the YJB to withhold or withdraw the grant at any time, and to require the repayment in whole or in part of any sums already paid.

The Norfolk Youth Justice Board has oversight of the use of the Grant including a financial and performance report at each of its quarterly meetings. Additionally, reports regarding a number of other items detailed in the terms and conditions including those relating to legal and data requirements as well as matters of practice described in 'Standards for children in Youth Justice Services', the YJB Case Management Guidance and the placement of young people in custody reporting requirements are brought to the Board on a periodic basis throughout the year as and when required or appropriate. Norfolk YOT and its management board have a strong history of compliance with such matters.

Report to Cabinet

Item No 10.

Report title:	Autism Strategy
Date of meeting:	5 August 2019
Responsible Cabinet Member	Cllr Bill Borrett - Cabinet Member for Adult Social Care, Public Health and Prevention
Responsible Director:	James Bullion - Executive Director Adult Social Services
Is this a key decision?	Yes

Executive Summary/Introduction from Cabinet Member

This report provides an update on the All-Age Autism Partnership Board (NAPB) and the workstreams in place to support the implementation of a coproduced local All-Age Autism Strategy 'My Autism, Our Lives, Our Norfolk'. The work of the NAPB supports the implementation of the Autism Act (2009) National Autism Statutory Guidance (2016) and Strategy 'Think Autism'. It provides information on the activity underway to support the statutory bodies' responsibilities in undertaking their duties under the Autism Act 2009, Statutory Guidance 'Think Autism' 2014, Care Act 2014 and the Equality Act 2010.

Actions:

The Cabinet support and commend the work undertaken by autistic people to coproduce the local All-Age Autism Strategy 'My Autism, Our Lives, Our Norfolk' and establish effective working groups.

Recommendations

Cabinet is asked to:

- a) **Agree the strategy, 'My Autism, Our Lives, Our Norfolk.'**
- b) **Promote and champion the strategy within the County Council**
- c) **Agree that Cabinet members complete the Autism e-learning training to lead by example**

1. Background and Purpose

- 1.1 The introduction of the Adult Autism Act 2009, and its associated guidance, required local area partnerships to ensure the delivery of the Autism Act 2009, the Autism Strategy and the Autism Statutory Guidance. To do this, a leadership role was given to local authorities and Health and Wellbeing Boards.
- 1.2 To support this undertaking, local areas have been encouraged to facilitate the creation of a local Autism Partnership Board (or an appropriate alternative). In addition, local areas are to undertake the completion of the National Autism Self-Assessment, which enables the local partnership to demonstrate progress and identify priorities needed to form a local autism plan.
- 1.3 The National Autism Self-Assessment provides the Department of Health with the local area evidence required to undertake the assurance function placed upon them by the

Autism Act 2009. The Self-Assessment Framework (SAF) consists of 129 questions. The local self-assessment was co-produced and submitted in December 2018. The outcomes from the SAF are incorporated in the Autism Strategy 'My Autism, Our Lives, Our Norfolk'.

- 1.4 The current prevalence of people with autism spectrum disorder (ASD) among the general population is approximately 1%. The following data comes from figures from JSNA 2018.
- a) There were an estimated 5080 adults (aged 16-64) with ASD in Norfolk in 2017, projected to rise slightly up to 5211 by 2035 (PANSI 2016)
 - b) There were an estimated 2039 older adults (aged 65+) with ASD in Norfolk in 2017, projected to rise considerably to 2826 by 2035 (POPPI 2016)
 - c) There were an estimated 2491 children and young people (aged 0-19) with ASD in Norfolk in 2016 (ONS 2017; Baird et al. 2006)
 - d) As of April 2018, Norfolk County Council was supporting 503 autistic adults. 123 of these were recorded as having Asperger's Syndrome and 91 as having autism. Separately, 57 had a mental illness listed as their primary diagnosis alongside their record as being autistic
 - e) In 2016 there were an estimated 2491 children and young people with autism in Norfolk. In 2017, 7.15% of the SEN cohort was identified as having ASD
- 1.5 Following a focused period of engagement with the autism community and their families, the co-produced Norfolk All-Age Autism Partnership Board had its first meeting in April 2018. Key priorities for the Board were identified as: workforce development and training; engagement with people; diagnostic pathways; and data collection. In October 2018, following continuous engagement with autistic residents and their families in Norfolk, education was agreed as an additional priority. Working groups were set up to achieve key objectives. Other priority work identified included housing, criminal justice, health and wellbeing.
- 1.6 The Health and Wellbeing Board is named within the national Autism Strategy as the local strategic partnership to oversee progress locally. The Health and Wellbeing board was provided with an update on the work of the NAPB on 14 January 2019, with the Board:
- a) acknowledging the development of the Norfolk All-Age Partnership Board
 - b) acknowledging and supporting the development of working groups to undertake priority work
 - c) agreeing to receive the local All-Age Autism Strategy that will be informed by the completion of the National Autism Self-Assessment
 - d) supporting the undertaking of a community engagement exercise that will seek to identify life experience of people with autism and their families living in Norfolk
- 1.7 The autism statutory guidance reminds local authorities of the requirements of the Children and Families Act and the Special Education Needs (SEND) reforms by to include the needs of young people with autism in their Education, Health and Care Plans (EHCP) and Preparing Young People for Adulthood transition planning.
- 1.8 Presentations to both the Children's Services Committee and the Clinical Commissioning Group's (CCG) Joint Strategic Committee will ensure full engagement with, and integrated focus of, the strategy.
- 1.9 As part of the wider responsibilities of the Council beyond providing health and social care, Officers and the Board will continue to work on promoting a wider understanding of autism and encourage people's equal participation in their communities.

2. Proposals

- 2.1 Over the past year significant steps have been taken to continue realising the ambition of a comprehensive, inclusive autism strategy. Increasing engagement with the autism community, including with people who are not currently involved with social care services and do not have a Learning Disability, has been a key part of that process. We have proactively engaged in challenging conversations with a wide range of people, including those who have been dissatisfied with access to services and the progress that has been made across the system, to achieve a robust outcome.
- 2.2 This increase in engagement can be evidenced through an increase in the number of new members belonging to the autistic community welcomed onto the Norfolk All-Age Autism Partnership Board (NAPB), as well as an increase in the number of people interested in the work of the Board in general.
- 2.3 **‘My Autism, Our Lives, Our Norfolk’ (Appendix B)**
- 2.3.1 Co-production of the draft autism strategy was achieved using a variety of methods throughout 2018 and 2019. A series of community engagement ‘conversations’ were arranged at quarterly intervals throughout 2018 to gather data in preparation for creating the Strategy. An additional strategy focused meeting was arranged in late November 2018, with a further follow up conversation held in February 2019. Throughout the entire period, group conversations took place with autistic people, parents, carers, the third sector and service providers as well as one to one conversations for those individuals who expressed their dislike attending groups.
- 2.3.2 The draft autism strategy was shared with the 59 registered members of the Norfolk Autism Partnership Group and the NAPB board members on 28 March. The draft strategy was also distributed at the autism awareness event held at the Norwich Forum on 5 April 2019 for World Autism Week. We received 15 responses, the contents of which have all been reflected within the strategy.
- 2.3.3 To give the strategy ownership, meaning and purpose, ‘My Autism, Our Lives, Our Norfolk’ was named by autistic people. It set out a vision for all individuals and families affected by autism to have the same opportunities to live fulfilling and rewarding lives as anyone else, across their entire lifetimes: whether they are a child, a young person, an adult or an older person.
- 2.3.4 ‘My Autism, Our Lives, Our Norfolk’ aims to make Norfolk an Autism Friendly County. It seeks to raise public and professional awareness of autism to ensure that people with the condition are accepted, understood and treated fairly within their communities.
- 2.3.5 ‘My Autism, Our Lives, Our Norfolk’ includes outcomes and recommendations from:
- a) The National Autism Self-Assessment, completed on 14 December 2018.
 - b) The Healthwatch Norfolk report ‘Access to health and social care services for Norfolk families with Autism’
 - c) All-Age Autism Joint Strategic Needs Assessment (Appendix A)
- 2.4 **Implementation of the Strategy ‘My Autism, Our Lives, Our Norfolk’.**
- 2.4.1 ‘My Autism, Our Lives, Our Norfolk’ is a five-year strategy with nine priorities. These nine priorities will be reviewed annually each September by the NAPB. The review will take into consideration national and local policy and guidance to inform a plan for action with measurable objectives. This Action Plan will be considered by the Council and the local NHS plan services.
- 2.4.2 The National Autism Programme will undertake a refresh of the National strategy in 2019. Department of Health and Social Care (DHSC) have indicated that this will be an

all-age strategy which is positive and aligned with 'My Autism, Our Lives, Our Norfolk'.

- 2.4.3 Through our continued consultations, people affected by autism in Norfolk tell us the continued need to prioritise the five fundamental areas.



- 2.4.4 Working Groups:

Working groups have been set up to address these priorities and they meet regularly.

Raising Awareness and Training:

The work stream working on raising awareness and training has been particularly active. They have developed an e-learning autism awareness course and are delivering face to face autism training to all front line social care staff. Cabinet members are encouraged to complete the autism e-learning programme and face to face autism training and encourage others to do so.

Transparent Diagnostic Pathways:

The group meets around every six weeks and is working with commissioners and the current provider to influence the current service and will be working with commissioners to develop future diagnostic service models.

Rethink Partners were commissioned by Norfolk County Council and the Clinical Commissioning Groups to review local neurodevelopmental disorders (NDD) pathways, including our autism pathways. The Rethink Partners report has been produced with system leaders are working together on a response and action plan, which will include working with the Transparent Diagnostic Pathways working group.

2.5 Engagement, Coproduction and Progress

- 2.5.1 To genuinely co-produce a meaningful strategy and, even more importantly, to increase and improve communication with, and between, the autistic community and public bodies a number of strategies and dialogues have been initiated.
- 2.5.2 Norfolk All-Age Autism Partnership Board (NAPB) – the Board itself.
- 2.5.2.1 NAPB membership includes nine autistic members with older people, working age adults, young people and parents/carers representatives along with the public sector, voluntary and third sector representatives. Efforts are being made to consider the size and makeup of the board to ensure coproduction is effective and efficient.
- 2.5.2.2 The Board commissioned an independent review of the whole NAPB. The final report made a number of positive recommendations. Implementation plans have been put in place through the 'NAPB Communication and Engagement Plan'. The NAPB continues to improve its relationships between autistic communities and the Council. There is an intense desire for board members to work constructively and in partnership.
- 2.5.2.3 A review meeting of the Board took place in September 2018 and identified a programme plan of activities to be achieved. These plans continue to be reviewed and updated by the autism commissioner and working group leads. The next review is due late September 2019.
- 2.5.2.4 The Board's terms of reference and venue standards document is available on the Council's website at the following link: <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/all-age-norfolk-autism->

[partnership-board](#) (accessed 06 June 2019)

2.6 The National Autistic Society was approached and agreed to run a workshop for Board members on the 4th September 2019 to explore what good coproduction means, looks and 'feels' like. The outcome of the workshop is for members to gain a shared understanding of co-production, the roles and contributions of all members of the partnership and agree on how to best size and scope the Board to provide meaningful engagement and outcomes.

2.7 **Autism Training**

2.7.1 Autism Training for Partnership Board members was delivered by Norfolk and Suffolk Foundation Trust on 5 December 2018. Thirteen members of the Board attended.

2.7.2 Autism training will be available to all existing and new NAPB members as part of the commissioned service 'Ambitious about Autism'.

2.8 **Joint Strategic Autism Needs Assessment**

2.8.1 NAPB members worked with Public Health to deliver a joint strategic autism needs assessment. Following two engagement opportunities to consider if the recommendations from this report are correct, the recommendations were used to draft the autism strategy 'My Autism, Our Lives, Our Norfolk'. The NAPB approved Joint Strategic autism needs assessment on the 22nd May 2019.

2.8.2 The Joint Strategic Autism Needs Assessment is available on the Council's website at the following link:

<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/partnerships/all-age-norfolk-autism-partnership-board> (accessed 06 June 2019)

3. **Impact of the Proposal**

3.1 The vision is for all autistic people, their parents/carers are accepted, understood and treated as equal members of the community. That there is greater awareness and understanding of autism by people that live in and work in Norfolk. That this understanding will enable autistic people to have the same opportunities as everyone else to live a fulfilling and rewarding life and achieve their life's ambition.

4. **Evidence and Reasons for Decision**

4.1 The work of the NAPB supports the implementation of the Autism Act (2009) National Autism Statutory Guidance (2016) and Strategy 'Think Autism'. It defines the activity underway to support the statutory bodies' responsibilities in undertaking their duties under the Autism Act 2009, Statutory Guidance 'Think Autism' 2014, Care Act 2014 and the Equality Act 2010.

5. **Alternative Options**

5.1 Cabinet is being asked to support a co-produced autism strategy that has been developed and approved by the Norfolk Autism Partnership Board. Cabinet may have feedback and comments on the strategy that they wish to share.

6. **Financial Implications**

6.1 The strategy itself has no immediate financial implications. However, the work taken forward by each of the working groups to address priority strategy actions may have implications for Norfolk County Council and other system partners. Where these

financial implications are identified they will form part of business cases to be assessed on a case by case basis.

7. Resource Implications

7.1 **Staff:** No current resource implications, as defined within the proposed organisation structure for Adult Social Care Commissioning Service June 2019.

7.2 **Property:** No property implications.

7.3 **IT:** No IT implications

8. Other Implications

8.1 Equality Impact Assessment (EqIA)

The EqIA has identified positive impacts for autistic people in Norfolk and identified ways to ensure that communication, co-production and engagement are all more inclusive.

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. Recommendation

9.1 The Cabinet support and commend the work undertaken by autistic people to coproduce the local All-Age Autism Strategy 'My Autism, Our Lives, Our Norfolk' and establish effective working groups.

Cabinet is asked to:

- a) **Agree the strategy, 'My Autism, Our Lives, Our Norfolk.'**
- b) **Promote and champion the strategy within the County Council**
- c) **Agree that Cabinet members complete the Autism e-learning training to lead by example**

10. Appendices

10.1 Appendix A - Needs assessment for adults and children with autism in Norfolk
Appendix B - Norfolk's All Age Autism Strategy 2019 - 2024
Appendix C – Easy read Autism Strategy document
Appendix D - Equality Assessment –Findings and Recommendations

Officer Contact

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

**Needs assessment for adults
and children with autism in
Norfolk**

March 2019

Dr Sarah Gentry, Public Health Registrar

**Supervisors: Dr Boika Rechel, Consultant in Public Health and Suzanne Meredith,
Deputy Director of Public Health**

Version 1.9

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DRAFT

Abbreviations

ASC = Autism Spectrum Conditions

ASD = Autistic Spectrum Disorder

CAMHS = Child and Adolescent Mental Health Services

CCG = Clinical Commissioning Group

CiN = Child in Need

CJS = Criminal Justice System

GP = General Practitioner

EHCP = Education Health and Care Plan

HNA = Health Needs Assessment

ICD = International Classification of Diseases

IQ = Intelligence Quotient

JSNA = Joint Strategic Needs Assessment

LA = Local Authority

NCC = Norfolk County Council

NICE = National Institute for Health and Care Excellence

NHS = National Health Service

PANSI = Projecting Adult Needs and Service Information

POPPI = Projecting Older People Population Information

QOF = Quality and Outcomes Framework

UK = United Kingdom

Acknowledgements

We would like to thank members of the Autism Partnership Board who gave their input into this work. In particular we would like to thank Clare Smith for her detailed feedback on this report. We would like to thank Tim Winters, Ben Foster and Jeremy Bone for their advice and assistance on data sources. We would like to thank Frank Crowdy, Transition Lead, for his assistance in identifying data relating to young people transitioning to adult services. We would also like to thank Tracey Walton, Autism Commissioning Manager and Maxine Blocksidge, Senior Advisor SEND for their feedback on the draft report. We would like to thank Zandrea Steward for overseeing this needs assessment in the earlier stages of its development.

Definitions

Autistic spectrum disorder (ASD): This is the term used in the most up to date version of the International Classification of Diseases (ICD-11, see below for definition). According to ICD-11 ASD is “characterized by persistent deficits in the ability to initiate and to sustain reciprocal social interaction and social communication, and by a range of restricted, repetitive and inflexible patterns of behaviour and interests. The onset of the disorder occurs during the developmental period, typically in early childhood, but symptoms may not become fully manifest until later, when social demands exceed limited capacities. Deficits are sufficiently severe to cause impairment in personal, family, social, educational, occupational or other important area of functioning and are usually a pervasive features of the individual’s functioning observable in all settings, although they may vary according

to social, educational, or other context. Individuals along the spectrum exhibit a full range of intellectual functioning and language abilities.” (ICD-11, 2018)

Autism spectrum conditions (ASC): Used by some as an alternative to ASD.

Some consider ASC the appropriate term to refer to an autistic person over the life course, reflecting the fact that they will have autism throughout life but only at certain times will this impact them and they may consider it to be a disorder (Baron-Cohen 2017). Whether ASC or ASD is used generally depends on the diagnostic manual or tool being used.

Autism: Autism is a term often used as a shorthand for what others refer to as ASD or ASC (Baron-Cohen 2017). It is also preferred by some in the autism community as it is seen as less medicalised terminology.

Asperger syndrome: Refers to a group of people with autism who have average or above average intelligence, have fewer problems with speech than many others with autism and who generally do not have a learning disability (National Autistic Society, 2016). There is not a clear boundary between Asperger syndrome and other kinds of autism. The term is no longer included in the ICD as of version 11, but many people identify with this term.

Care pathway: “A system designed to improve the overall quality of healthcare by standardising the care process and promoting organised efficient service user care based on best evidence to optimise service user outcomes.” (NICE 2016)

Education, Health and Care (EHC) Plans: A legal document describing a child or young person’s special educational, health and social care needs and how these will be met through extra help and support (Contact 2012).

Learning disability: A learning disability is a reduced intellectual ability and difficulty with everyday activities – for example household tasks, socialising or managing money – which affects someone for their whole life (Mencap 2018). A learning disability can range from mild, perhaps meaning a person will need support in gaining employment but be otherwise independent, through to profound and multiple learning disability (PMLD) where a person has multiple disabilities, the most

significant of which is a learning disability, and will generally need a carer or carers to help them with most aspects of daily life, such as washing, eating and using the bathroom (NHS Choices 2015). Some people with autism also have a learning disability, but autism is not a learning disability.

(Specific) Learning difficulty: Specific Learning Difficulties (SLD) affect the way information is learned and processed. Unlike learning disabilities, learning difficulties are not related to intelligence. Examples include dyslexia, dyscalculia, dyspraxia and attention deficit hyperactivity disorder (ADHD) (British Dyslexia Association 2018). SLD can occur alongside autism.

Special Educational Needs (SEN): “a learning difficulty or disability which calls for special education provision to be made” (Children and Families Act 2014) Special educational needs and disabilities (SEND) can affect a child or young person’s ability to learn; their behaviour or ability to socialise, for example they may struggle to make friends; reading and writing, for example because they have dyslexia; ability to understand things; concentration levels, for example because they have ADHD; or physical ability (HM Government 2018).

A note on the figures

Please note that data from several different sources are quoted in this report. These data sources often use different parameters (such as age cut offs and geographical areas). As a result, many of the tables are not comparing like with like and so numbers may not match up as you might expect them to. It is hoped that in the future it will be possible to overcome these data limitations, but for now this is the data we have to work with.

A note on the text

The report is structured as is typical for a Health Needs Assessment in Public Health. The Harvard style of referencing has been used, and as is convention,

references are not included within the Executive Summary but are provided within the body of the report.

We are aware that different people have different views on terminology. Throughout this document we have tried to use the term 'autism' as an umbrella term for all autistic spectrum conditions and disorders, including Asperger Syndrome. We use the term 'people with autism', as this is used in the national guidance, but are aware some people prefer the term 'autistic people'. We have used these terms for convenience and consistency and because they are those used in national guidance. We recognise these are not necessarily the terms everyone would choose and want to be clear that this document is intended to be inclusive all those identifying with any of these terms, or related terms.

1. Executive Summary

1.1 Introduction

Autism is a pervasive developmental disorder characterised by differences in social interaction, communication and social imagination. Approximately 1% (rounded to the nearest whole number) of the population are affected. Autism is neither a mental health condition, nor a learning disability, although many people with autism also have one of these conditions.

1.2 Aims

The aim of this work is to provide as comprehensive an assessment as possible of the characteristics and health needs of people of all ages with an autism in Norfolk. This

will draw on all reasonably accessible data sources and aims to include both those people eligible for specialist autism services and those who are not, and people with or without comorbidities. The results will be used to inform the developing local autism strategy, supporting the improvement of outcomes for people with autism.

1.3 Scope

This work reviews health and support needs and provision of services for people with autism of all ages in Norfolk, including those eligible for specialist services and accessibility of universal services for those anywhere on the autism spectrum. This report sets out to identify:

1. Estimates of the numbers of people in Norfolk living with autism, including:
 - a. Those with or without a formal diagnosis;
 - b. Those who have co-morbidities e.g. epilepsy, learning disabilities;
 - c. Those eligible or not eligible for specialist services;
 - d. The geographical spread of people living with autism;
 - e. Trends over time.
2. Estimates of the number of older people living with autistic spectrum disorder who may require tailored health and care services as they age to support future service planning for this group.
3. Descriptions of the health, social and educational needs of people with autism in Norfolk.
4. Identification of existing national and local data sources for autism and assess their comprehensiveness, data quality and usefulness for predicting health needs.
5. Identification of gaps in service provision.
6. Recommendations for the implications for Norfolk County Council in terms of its statutory responsibilities and how to deliver these in partnership, thereby improving outcomes for people with autism.

Objectives will be met using local and national data on people with autism and their health, social and educational needs. These data will be used to work with others to

produce recommendations for the implications for Norfolk County Council in terms of its statutory responsibilities and how to deliver these in partnership, thereby improving outcomes for people with autism.

1.4 Key Findings

1.4.1 Review of local and national data on autism (Epidemiological Needs Assessment)

- There were an estimated 5080 adults (aged 16-64) with autism in Norfolk in 2017, projected to rise slightly up to 5211 by 2035 (PANSI 2016).
- There were an estimated 2039 older adults (aged 65+) with autism in Norfolk in 2017, projected to rise considerably to 2826 by 2035 (POPPI 2016).
- There were an estimated 2491 children and young people (aged 0-19) with autism in Norfolk in 2016 (ONS 2017; Baird et al. 2006).
- There were an estimated 9709 people of all ages with autism in 2016 (ONS 2017) (please note this figure does not match exactly with those stated above as the above estimates totalled would lead to double counting of 16-19 years olds, and because it is based on a different method of estimating the number of people with autism).
- An estimated 40% of people with autism may also have a mental health problem (Ghaziuddin et al. 2002)¹.
- An estimated 55% of people with autism may also have a learning disability (Baird et al. 2006)²
- Gathering data on the numbers and needs of people with autism was challenging, as many services know only a small number of local people with autism and many are undiagnosed. Those on the spectrum most likely to be undiagnosed are those without a learning disability. Therefore estimates must be made using population estimates and prevalence estimates from the research literature, and it is unclear how many of these people living in Norfolk have a diagnosis.
- It is likely that many of the adults in Norfolk with autism have not been formally diagnosed, as none of those identified in the Adult Psychiatric

Morbidity Survey, a population-based survey, were previously aware that they had autism (Burgha et al. 2011). In particular, it is thought women and girls are less likely to receive a diagnosis, as autism may present differently from men and boys, in whom autism is more common.

- In July 2017 NICE proposed a new set of QOF indicators for potential inclusion in the NICE indicator menu for general practice, one of which was “Autism: The practice establishes and maintains a register of all patients with a diagnosis of Autism” (NICE 2017). This would likely significantly improve the collection of data on adults with autism, bringing this in line with the data on children collected through the Public Health Outcomes Framework (PHOF) indicator ‘Children with autism known to schools’, but both would still miss undiagnosed cases of autism or those not accessing GP or education services. This includes some vulnerable minorities, such as the homeless or traveller communities, causing a potential health inequality. It may also include the large number of people with autism who do not have a learning disability and whose autism is not at present having a negative impact on their

1. Please note this reference was used as it is the most up to date and comprehensive source we were able to identify
2. This reference was used as it is from the most recent UK based prevalence estimate. A review of the literature by Emerson and Baines reported an average of the prevalence of learning disabilities across studies conducted in the UK, Finland, USA and Iceland between 2000 and 2008 and estimated 52.6% of people with autism may also have LD.

conducted, and key points from assessments from York, Haringey and Swindon identified and summarised.

- Community and voluntary organisations play an important role in providing support for people with autism.
- Many areas have identified gaps in provision of preventative services, to avoid the need for escalation to specialist services or to prevent escalation of behavioural issues.
- Many areas have highlighted a gap in services for people with autism who do not have a co-morbid learning disability or mental health problem and so are not eligible for these services.

- Those with autism and a mental health problem may not access services as often as the general population with mental health problems, leading to health inequalities.
- There is a need for improved access to both universal and focussed services for people with autism by increasing awareness and training about autism among service providers so they can identify people with autism, make reasonable adjustments and provide services meeting the needs of people with autism.

1.5 Recommendations

- Use this document in conjunction with the All Age Autism Strategy for Norfolk to include action on these recommendations as well as the national strategy and statutory guidance to improve the lives of people affected by autism.
- Support the Norfolk Autism Partnership Board (NABP) and an associated Autism Partnership Group (NAPG) in the implementation of the Norfolk Autism Strategy. The Board includes experts by experience and partners from agencies involved in supporting people with autism.
- Providing the right support for people with autism at the right time – including those transitioning from children’s to adult’s services, and from adult services to older people’s service.
- Collaborate with voluntary and third sector organisations, particularly to support provision of lower level preventative and support services to support involvement of people with autism in their communities.
- **Training:** Support the NAPB training working group to make autism awareness training available to all staff in services working with people with autism whose decisions have a significant impact and whose career paths bring them into contact with people with autism and their families. An e-learning package has been developed for this purpose.
- **Diagnostic pathways:**

- Ensure local autism care pathways are available, suitable and equitable for all age groups and geographical locations across Norfolk, working in collaboration with the NAPB. The Diagnostic Working Group of the NAPB may wish to consider whether a Single Point of Contact for people seeking to use the autism diagnostic pathway would contribute to these ambitions.
- Pathways should be accompanied by: clear policy and protocols for the operation of the pathway; multi-agency training about autism and the pathway; raising awareness of the pathway and how to access services among relevant professions; support smooth transitions between services for people with autism at different times in their lives (e.g. children's to adult services); audit and review of the pathway.
- Data from this report suggests it is likely that many of the adults in Norfolk with autism have not been formally diagnosed, so there is a particular need for diagnostic services for this group.
- Support the NAPB data working group to improve the collection of local data on autism.

2. Introduction

2.1. Background

2.1.1 Autism

According to ICD-11 Autistic Spectrum Disorder is “characterized by persistent deficits in the ability to initiate and to sustain reciprocal social interaction and social communication, and by a range of restricted, repetitive and inflexible patterns of behaviour and interests. The onset of the disorder occurs during the developmental period, typically in early childhood, but symptoms may not become fully manifest until later, when social demands exceed limited capacities. Deficits are sufficiently severe to cause impairment in personal, family, social, educational, occupational or other important area of functioning and are usually a pervasive features of the individual’s functioning observable in all settings, although they may vary according to social, educational, or other context. Individuals along the spectrum exhibit a full range of intellectual functioning and language abilities.” (ICD-11, 2018). A prevalence of 1% in the population is generally quoted in the literature. Prevalence has increased in recent years, although this is thought to be due to improved awareness and recognition, changes in diagnosis and younger age of diagnosis (Lai et al. 2014).

Autism exists on a spectrum, so while all people with autism share certain underlying difficulties, autism affects people in different ways, to different degrees and in different ways at different times in their lives (Lai et al. 2014).

Autism is more commonly diagnosed in men and boys, although the magnitude of the difference is debated. Large-scale population studies have suggested autism is 2-3 times more common in men and boys than in women and girls, although autism in women and girls is thought to be under-recognised, perhaps due to differences in presenting signs and symptoms and diagnostic gender bias (Lai et al 2014).

2.1.2 Risk factors for autism

A variety of genetic and environmental risk factors for autism have been identified but none which have been shown to be necessary or sufficient for autism to develop (Lai et al 2014).

2.1.2.1 No association with MMR

There is no evidence that the MMR (measles, mumps, and rubella) vaccine causes autism (Lai et al. 2014).

2.1.3 Co-morbidities

Over 70% of people with autism have another condition of some kind. Common co-occurring conditions are outlined in the table below.

Condition	% of people with autism effected
Developmental	
Learning disability	45%
ADHD	28-44%
Tic disorders	14-38%
Motor abnormality	<79%
General medical	
Epilepsy	8-30%
Gastrointestinal problems (e.g. chronic constipation, chronic diarrhoea, abdominal pain, reflux)	9-70%
Genetic syndromes (e.g. fragile X syndrome, Rett syndrome)	5%
Sleep disorders (e.g. insomnia)	50-80%
Psychiatric	
Anxiety	42-56%
Depression	12-70%
Obsessive-compulsive disorder	7-24%
Psychotic disorders e.g. schizophrenia	12-17%
Substance misuse	<16%
Oppositional defiant disorder	16-28%
Eating disorders	4-5%
Personality disorders	
Paranoid personality disorder	0-19%
Schizoid personality disorder	21-26%
Schizotypal personality disorder	2-13%
Borderline personality disorder	0-9%
Obsessive-compulsive personality disorder	19-32%
Avoidant personality disorder	13-25%
Behavioural	
Aggressive behaviours	<68%
Self-injurious behaviours	<50%

Pica	36%
Suicidal ideation or attempt	11-14%

Table 1 - Commonly occurring co-morbidities among people with autism (Lai et al. 2014)

2.1.4 NICE Guidance on supporting people with autism

The National Institute for Health and Care Excellence has produced several pieces of guidance on autism:

- Autism spectrum disorder in adults: diagnosis and management (NICE 2016)
- Autism spectrum disorder in under 19s: support and management (August 2013)

This guidance includes key principles for working with people with autism and their families, including working in partnership with them, offering support and care respectfully and taking time to build trusting relationships. The guidance emphasises the need for staff to have adequate training and understanding of autism and how it might affect a person's life and day-to-day functioning. Professionals should encourage autonomy and self-management, ensure information is provided in a way that is understandable (e.g. easy read) and take into account the physical environment in which care is provided. There should be a local autism multi-agency strategy group involving representatives from local services and people with autism. Families, partners and carers should be involved if the person with autism wants them to be, and in a way which suits them.

2.1.5 Barriers to accessing support for people with autism

As a spectrum of conditions, the needs of people are very varied (Alabady et al. 2013). Diagnostic services are limited and often have long waiting lists. Autism, while associated with greater risk of mental illness, is not a mental illness, and so mental health services generally only provide support to people with autism who also have significant mental health comorbidities. People with autism are at greater risk of having a learning disability, but many people with autism do not have a comorbid learning disability. Learning disability services generally focus on those with a

learning disability. This leaves a gap in services, particularly for those with Asperger Syndrome, who generally have neither a mental health condition nor a learning disability, and are typically unable to access an appropriate range of support from health and social care services.

Challenges to accessing universal services may also be present due to a lack of autism training and awareness among service providers (Alabady et al 2013).

2.2 Aims

The aim of this work is to provide as comprehensive an assessment as possible of the characteristics and health needs of people of all ages with autism in Norfolk. This will draw on all reasonably accessible data sources and aims to include both those people eligible for specialist autism services and those who are not, and people with or without comorbidities. The results will be used to inform the developing local autism strategy, supporting the improvement of outcomes for people with autism.

2.3 Objectives

The specific objectives are:

1. Estimates of the numbers of people in Norfolk living with autism, including:
 - a. Those with or without a formal diagnosis;
 - b. Those who have co-morbidities e.g. learning disabilities;
 - c. Those eligible or not eligible for specialist services;
 - d. The geographical spread of people living with autism;
 - e. Trends over time.
2. Estimates of the number of older people living with autistic spectrum disorder who may require tailored health and care services as they age to support future services for this group.
3. Descriptions of the health, social and educational needs of people with autism in Norfolk.

4. Identification of existing national and local data sources for autism and assessment of their comprehensiveness, data quality and usefulness for predicting health needs.
5. Identification of gaps in service provision.
6. Recommendations for the implications for Norfolk County Council in terms of its statutory responsibilities and how to deliver these in partnership, thereby improving outcomes for people with autism.

Objectives will be met using local and national data on people with autism and their health, social and educational needs. These data will be used to work with others to produce recommendations for the implications for Norfolk County Council in terms of its statutory responsibilities and how to deliver these in partnership, thereby improving outcomes for people with autism.

3.1 National policy context

The Autism Act 2009 placed a duty on the Government to produce a national autism strategy for adults in England, along with statutory guidance for local councils and health bodies on how to implement this. This placed a statutory duty on the NHS and Local Authorities to ensure that services are in place to meet the needs of people with autism.

The first government autism strategy, *Fulfilling and Rewarding Lives* was published in 2010, and the latest strategy, *Think Autism*, was published in April 2014. The latest supporting statutory guidance was published in 2015.

Fulfilling and Rewarding Lives recommendations included:

- Autism awareness training for staff in public, health and social care services, in line with the needs of their job;
- Setting up a local diagnostic pathway based on National Institute for Health and Care Excellence Guidance (NICE) *Clinical guidelines on the recognition, referral, diagnosis and management of adults on the autistic spectrum* published in 2012;

- Increasing capacity around diagnosis;
- Ensuring adults with autism and their carers are provided with information and access to local support on diagnosis;
- Person-centred assessment of an individual's needs following diagnosis;
- Improving access for adults with autism to the support and services they need to live independently in their community;
- A commitment to providing personalised care and support;
- Support for young people transitioning to adulthood;
- Supporting adults with autism into work;
- Learning from service models that have been shown to make a positive difference for people with autism;
- Enabling adults with autism and their families to have choice and control about where they live;
- Involving adults with autism in the development of local services through an Autism Partnership Board (APB) or similar.

Building on this report, *Think Autism* proposed:

- Autism Aware Communities – establishing local community awareness projects and pledges for local organisations to work towards;
- Funding for projects that promote innovative local services, particularly for lower-level preventative support;
- Inclusion of quality autism awareness training within general equality and diversity training programmes across all public services;
- In addition to general autism awareness training for staff, local areas should develop or provide specialist training for those in roles that have a direct impact on access to services for adults with autism;
- Better data collection and information sharing between services.

As well as improving services for people with autism, there is evidence that implementation of the statutory guidance will likely be cost saving. For example, if local

services were able to identify and support just 8% of adults with autism without a learning disability, it could save the Government an estimated £67 million per year (The National Autistic Society 2017).

Local authorities are required to report their progress toward improving services for autistic adults regularly through a self-assessment exercise, and it is suggested that areas should have an Autism Partnership Board. Norfolk set up the “Norfolk All Age Autism Partnership Board (NAPB)” in April 2018 in response to this, following the guidance of *Think Autism* and other statutory guidance, which will inform the implementation of the Norfolk Autism Strategy and action plans to deliver the National Autism Strategy in Norfolk. The Board seeks to be inclusive, ensuring active participation of service users, parents and carers. It seeks to influence NHS and local authority commissioners with the aim of developing improved services for children, young people and adults who have, or who may have, autism, and raise awareness within the wider community to enable people with autism to be fully included in society. The NAPB reports to the Health and Wellbeing Board. The wider Norfolk Autism Partnership Group (NAPG) has an informal membership of people who have autism, their families and people who work in relevant fields, enabling the wider community to feed into the work of the APB.

Under the Care Act 2014, all adults with eligible needs for care and support are entitled to public care and support, subject to their financial circumstances. Local authorities are required to ensure people who live in their areas receive services that prevent their care needs becoming more serious, can access information and advice to make decisions about their care and have a range of high quality, appropriate services to choose from which support their wellbeing.

The Department for Education (DfE) produced a tool on the Preparing for Adulthood (PfA) outcomes for children and young people with Special Educational Needs and Disabilities (SEND). This is focused around community inclusion, independent living, preparing young people for employment and promoting health.

Transforming Care is a national initiative developed by the Local Government Association, NHS England and the Association of Directors of Adult Social Services,

to develop and transform care plans and choice for users of health and social care services. The national plan *Building the Right Support* was published in 2015 and outlines how community services can be developed to provide an alternative to inpatient facilities for people with a learning disability and/or autism who display behaviour that challenges, including those with a mental health condition (NHS England 2015). The Norfolk and Waveney Transforming Care Partnership involves people with learning disabilities and/or autism and their families, commissioners, service providers, voluntary organisations and other statutory stakeholders (Norfolk County Council 2016). They have developed a plan consistent with the national framework, to improve the use of care plans, support people with learning disabilities to make choices about where they live and facilitate care in the community, rather than hospital, where possible.

4. Methods

4.1 Types of needs assessment

We undertook epidemiological, corporate and comparative needs assessments:

4.1.1 Epidemiological needs assessment

The epidemiological needs assessment aimed to provide a reliable estimate of the number of people of all ages living in Norfolk with autism, and where possible, an indication of the severity of their condition and comorbidities. We also explore the socio-demographic characteristics (age, sex, ethnicity, socioeconomic status) of these people and utilisation of services where possible.

4.1.2 Corporate needs assessment

A corporate needs assessment aims to engage key stakeholders in Norfolk including people with autism, their families and carers, people working with those with autism and relevant voluntary/third sector organisations. There has been input into this

document from experts by experience and representatives of relevant partner organisations. Further input will be sought through an engagement survey with people with autism and their families after publication of this needs assessment. This will aim to assess whether the issues set out in the national Autism Strategy and the Autism Act are being addressed in Norfolk and identify gaps and priorities. Results will be incorporated into the next update of this document.

4.1.3 Comparative needs assessment

The "comparative approach" to needs assessment compares and contrasts services provided to the population in one geographical area with those received elsewhere. Through analysing epidemiological data and health needs assessments from other geographical areas we sought to identify gaps in health and community services provision for people living with autism in Norfolk and identify examples of good practice elsewhere. This facilitated learning from service models that have been shown to make a positive difference for people with autism, as recommended in the national Autism Strategy.

4.2 Study population

The HNA reviewed the current health and support needs and provision of services for people with autism of all ages in Norfolk, anywhere on the autistic spectrum.

4.3 Data sources

Routinely available data describing the epidemiology of autism for all ages in Norfolk and the utilization of health services were included.

4.3.1 National survey data

4.3.1.1 Adult Psychiatric Morbidity Survey 2014

The Adult Psychiatric Morbidity Survey (APMS) provides an estimate of those living with autism in England (Brugha et al. 2016). The survey involved taking a probability (random) sample of adults (aged 16-64) from different population groups (strata) in households in England and assessing for a range of psychiatric conditions, including autism. The most recent survey was conducted in 2014.

4.3.1.1.1 Adult Psychiatric Morbidity Survey Methods

Autism assessment involved screening using the Autism Quotient (AQ-20), followed by assessment for those scoring above a cut of score (AQ score 4 or more) by a trained interviewer using the Autism Diagnostic Observation Schedule (ADOS). This approach has been extensively validated. Due to the limited sample size of people identified with autism in the survey (n=31), further exploration of the characteristics of this group must be taken with caution. It was not possible to include adults with learning disability in the 2014 survey, but they were included in a 2007 extension of the AMPS (Brugha et al. 2012), and no significant change in autism prevalence in the combined 2014 and 2007 surveys was identified when the population of adults with learning disabilities was accounted for in the analysis.

Similar surveys were completed in 1993 (with adults aged 16 to 64 in England, Scotland and Wales), 2000 (with adults aged 16 to 74 in England, Scotland and Wales) and 2007 (with adults age 16 and above in England), enabling some analysis of combined samples, with the aim of better estimating the prevalence of rarer conditions. Data were combined from 2007 and 2014 (n=7,500) to generate a larger sample size for autism analyses.

4.3.1.2 Large-scale surveys from the research literature estimating the prevalence of childhood autism

These were used to extrapolate and make estimates of autism prevalence in Norfolk, taking into consideration the demographic profile of the local population where possible.

4.3.3 Local sources of data

- Children with a statement of Special Educational Needs (SEN);
- Public Health Outcomes Framework data on children with autism known to schools for Norfolk;
- Children on the Norfolk Register of Disabled Children with autism;
- Mental Health Services Data Set (MHSDS 2017).

5. Review of local and national data on autism health needs (Epidemiological Needs Assessment)

5.1 Summary of local and national data on autism health needs

- There were an estimated 5080 adults (aged 16-64) with autism in Norfolk in 2017, projected to rise slightly up to 5211 by 2035 (PANSI 2016).
- There were an estimated 2039 older adults (aged 65+) with autism in Norfolk in 2017, projected to rise considerably to 2826 by the year 2035 (POPPI 2016).
- There were an estimated 2491 children and young people (aged 0-19) with autism in Norfolk in 2016 (ONS 2017; Baird et al. 2006).
- An estimated 40% of people with autism also have a mental health problem (Ghaziuddin et al. 2002).
- An estimated 55% of people with autism also have a learning disability (Baird et al. 2006).
- Gathering data on the numbers and needs of people with autism is challenging, as many services know only a small number of local people with autism and many people are undiagnosed. Estimates must be made by applying rates from the research literature to the Norfolk population. Data may improve if a NICE proposal that autism is recorded in GP records is implemented.
- It is likely that many of the adults in Norfolk with autism have not been formally diagnosed, as none of those identified in the Adult Psychiatric Morbidity Survey were previously aware that they had autism (Burgha et al. 2011).

Establishing how many people in the population have autism is challenging because there is no central database recording this information. People with autism may access a variety of different services or no services, and so no single source of data is adequate (Solihull Metropolitan Borough Council 2012). There are also people living with autism which has never been diagnosed, particularly older people or those who have not sought support.

Epidemiological data will be considered in terms of person (numbers and characteristics of people with autism in Norfolk such as age, sex and comorbidities), place (where in Norfolk people with autism are living and accessing services) and time (projected changes in autism prevalence in Norfolk over time).

5.2 Person – autism prevalence and characteristics

5.2.1 Adults (18-64)

Most estimates of autism prevalence among adults in England are extrapolations from the Adult Psychiatric Morbidity Survey (APMS) described above. This survey estimated overall autism prevalence in England to be around 0.8% (95% CI 0.5% to 1.3%) (n=31 people with autism identified in the survey). According to the APMS prevalence was higher in men (1.5%, 95% CI 0.8% to 2.6%) than women (0.2%, 95% CI 0.1% to 0.6%). There was some variation seen in autism prevalence by age but there was no clear pattern to this.

Extrapolation of data from the Adult Psychiatric Morbidity Survey 2007 by Projecting Adult Needs and Service Information (PANSI) estimated that there was a total of 5,080 people aged 18-64 living with autism in Norfolk in 2017. This is projected to rise to 5,211 by 2035 (Table 2).

Age group	2017		2020		2025		2030		2035	
	F	M	F	M	F	M	F	M	F	M
18-24	70	664	66	630	65	619	73	691	74	704
25-34	103	954	105	985	102	981	96	927	99	954
35-44	99	871	100	889	108	963	111	1012	108	1008
45-54	124	1084	119	1035	108	940	108	940	116	1013
55-64	117	994	124	1064	134	1145	130	1103	119	1015
18-64	513	4567	515	4603	517	4648	518	4673	516	4694

Table 2 – People with autism by age group for adults (age 16-64) (PANSI 2016)

It is challenging to estimate how many of these adults with autism have been diagnosed, as the range of services they may or may not access is broad, and many services do not routinely collect easily accessible data on whether their users have autism. It is likely that many of the adults in Norfolk with autism have not been

formally diagnosed, as none of those diagnosed in the Adult Psychiatric Morbidity Survey were previously aware that they had autism (Burgha et al. 2011).

5.2.2 Older adults

Estimates for older adults (those aged 65 and over) in Norfolk were obtained from the Projecting Older People Population Information System (POPPI 2016) (Table 3).

	2017	2020	2025	2030	2035
65-74	1137	1135	1101	1232	1332
75+	902	1008	1239	1365	1494
Total 65+	2039	2143	2340	2597	2826

Table 3 - People with autism by age group for older adults (65+) (POPPI 2016)

Norfolk’s population is ageing and as a result numbers of older people with autism are projected to rise considerably, from 2039 in the year 2017 to 2826 in the year 2035. This will have particular implications for the provision of social care to older people, as more of them may have specific needs associated with having autism.

5.2.3 Children

5.2.3.1 Estimates from research studies

Baird et al. estimated the prevalence of “autism” in children in the South Thames area as 38.9 per 10,000 (95% CI 29.9 to 47.8) and “other ASD” 77.2 per 10,000 (52.1% to 102.3%), making the total prevalence of “all ASDs” 116.1 per 10,000 (09.4 to 141/8).

Baron-Cohen et al. estimated prevalence of autism-spectrum conditions among school children (diagnosed and previously undiagnosed) in Cambridgeshire (Baron-Cohen et al. 2009). Prevalence estimates based on known cases from a SEN register and a diagnosis survey (where parents reported a child’s diagnosis) were 94 per 10,000 and 99 per 10,000 respectively. When children previously undiagnosed, who received an ASC diagnosis as part of screening and assessment carried out during the study, prevalence was estimated as 157 per 10,000, suggesting a ratio of known to unknown cases of 3:2.

Taylor et al. estimated autism prevalence in the UK among 8 year olds using the UK General Practice Research Database (GPRD) and estimated prevalence as approximately 38 per 10,000 for boys and 8 per 10,000 for girls.

These studies are broadly consistent with the 1% prevalence estimate widely quoted in the research literature (Lai et al.). Estimates from these studies can be used to estimate the prevalence of autism on different parts of the spectrum in Norfolk.

5.2.3.2 Extrapolating from large scale-surveys from the research literature

The numbers of children with “autism” and “ASD” age 0 to 19 were estimated using Norfolk mid-year population estimates for 2016 from the Offices for National Statistics (ONS 2017) and estimates of “autism” and “ASD” prevalence in the population from Baird et al. (2006). As shown in Table 4, there are an estimated 2491 children and young people (age 0-19) with all autism and ASD in Norfolk.

Norfolk and Waveney CCG 2016 ONS resident population estimates	Population 0 to 19	Autism (38.9 per 10,000)	Other ASD prevalence (77.2 per 10,000)	All autism and ASD Prevalence 0-19yrs 116 per 10,000)
Great Yarmouth & Waveney	47,054	183	363	546
North Norfolk	32,884	128	254	381
Norwich	47,097	183	364	546
South	50,948	198	393	590
West Norfolk	36,958	144	285	428
Total	214,941	836	1659	2491

Table 4 - Estimates numbers of children and young people (age 0-19) with autism and ASD in Norfolk by CCG

5.2.5 Young people transitioning to adult services

Based on the estimates in Table 5 above, if all children aged 14-18 were assumed to be transitioning from children’s to adult’s services, there would be approximately 655

young people in the process of transitioning at any one time and approximately 131 young people completing their transition annually. However, as many people with autism do not access services, this figure is likely an overestimate.

5.2.6 Young people who have an Education Health and Care Plan with autism

Data is collected in Norfolk on young people who have an Education Health and Care Plan (EHCP) in which autism is recorded as a primary need or where it is recorded as a secondary need with the primary need being a learning disability.

EHCP's are a good way of tracking the transition cohort and identifying those young people most likely to need Adult Services. However, there are some young people with autism and unmet needs who do not have an EHCP. In particular, those with autism and a mental health problem but no EHCP who will be transitioning to adult services will be missed in these figures.

While these figures are not representative of the general number of young people aged 14-18 with autism, they provide an estimate of the numbers of young people likely to need adult services. This is likely to be an underestimate because not all those young people who need support have an EHCP, and some of those with autism do not receive a diagnosis until adulthood.

The data are divided into those most likely to need services, generally those with autism and a learning disability with severely restricted daily functioning (described as "alerts"), and those who may need a service but generally live quite independently (termed "awares"). Numbers are based on the year in which they reach 18 (Table).

Year	Alerts	Awares	Total
2017	23	23	46
2018	49	41	90
2019	44	39	83
2020	46	24	70

5.2.6 Education and employment

5.2.6.1 Adults

According to APMS, in which the sample size was small and so caution must be taken, autism was inversely associated with level of educational qualification, with autism prevalence higher among those with no qualifications (Figure 1).

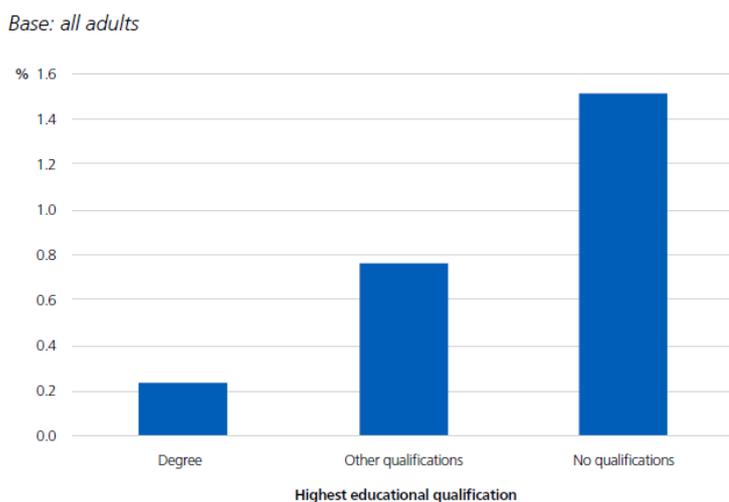


Figure 1 - Highest educational qualification, for people identified with autism as part of the APMS (2007 and 2014 survey data combined)

Employment status was not significantly associated with autism diagnosis, however, this is a topic which the APMS authors acknowledge is complex and needs more detailed study than was possible with their sample size of 31.

5.2.6.2 Children

5.2.6.2.1 Children with a statement of Special Educational Needs (SEN)

Table 6 displays the number of children with Special Educational Needs whose primary need is recorded as autism in different educational settings in Norfolk, compared with the East of England and England. This illustrates that most children and young people with SEN and autism as their primary type of need are in mainstream schools.

Primary Schools			Secondary Schools			Special Schools		
Norfolk	East of England	England	Norfolk	East of England	England	Norfolk	East of England	England

Autism	627	5002	42494	480	4130	35706	293	2433	30203
Total SEN	9711	65616	633104	6183	45749	399066	1291	11199	112114

Table 5 - Numbers of children with SEN in state-funded schools whose primary type of need is recorded as autism, by setting (Department for Education 2017)

Autism is listed as the Primary Need for 6% of children with Special Educational Needs (SEN) in state-funded Primary Schools, 7% in Secondary Schools and 22% in Special Schools, in Norfolk (Norfolk County Council 2017).

5.2.6.2.2 Children with autism known to schools

Table 7 illustrates that approximately 11.7 children per 1000 are known to schools with autism (n=1400). This is slightly below the regional and England average (Figure 2) and is broadly in line with estimates from the research literature (Baird et al. 2006, Baron-Cohen et al. 2009).

Numbers of children known to schools with autism have been increasing since at least January 2008, when just below 6 per 1000 children living in Norfolk were known to schools as having autism (absolute number of children = 709). The trend is similar in the East of England and England as a whole, and is thought likely due to increased awareness of the condition.

	Norfolk		Region	England	Lowest in England	Highest in England
	Count	Per 1000	Per 1000	Per 1000	Per 1000	Per 1000
Children with autism known to schools (2017)	1400	11.7	11.9	12.5	5.0	27.7

Table 6 - Children with autism known to schools (PHE Fingertips 2017)

Area	Value	Lower CI	Upper CI
England	12.5	12.4	12.6
East of England region	11.9	11.7	12.1
Bedford	11.0	9.9	12.2
Cambridgeshire	11.3	10.7	12.0
Central Bedfordshire	16.0	14.9	17.2
Essex	12.5	12.0	13.0
Hertfordshire	11.2	10.8	11.7
Luton	8.3	7.5	9.3
Norfolk	11.7	11.1	12.3
Peterborough	15.4	14.2	16.7
Southend-on-Sea	10.4	9.3	11.6
Suffolk	12.2	11.5	12.8
Thurrock	11.4	10.2	12.7

Source: Department for Education statistical collections: Special Educational Needs, local authority tables
<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

Figure 2 - Children with autism known to schools in Norfolk compared with the East of England region and England (Department for Education)

5.2.7 People with autism in the criminal justice system (CJS)

People with autism may have contact with the criminal justice system (CJS), including the police, youth offending service, courts, prisons or probation service as a victim, witness or offender, or as a family member of one of these groups.

There is some literature suggesting that people with autism are overrepresented in the CJS (Cashin and Newman 2009) and some suggesting they are not (King and Murphy 2014) but the evidence is limited and uses a variety of methodologies, making comparison difficult. An online survey of experiences of people with autism who had been involved with the CJS were largely dissatisfied with their experience and the lack of trained police officers (Crane et al 2016). Only 42% of police officers surveyed were satisfied with how they had worked with people with autism, with organisational and time constraints, lack of access to training and lack of tailored policing roles identified as barriers.

People with autism may face additional challenges when interacting with the CJS if their needs and potential different ways of thinking are not understood, and may find the loud and restrictive environments of police stations and prisons particularly challenging.

No easily accessible data are available on numbers of people with autism in the CJS locally.

5.2.8 Co-morbidities and associated health needs

5.2.8.1 Mental health

People with autism are thought to be at greater risk of mental illness than the general population, although it is hard to separate vulnerability to mental illness due to autism specifically from vulnerability to mental illness due to learning disabilities more generally.

A literature review by Lai et al. (2014) compiled estimates of the proportion of people with autism effected by a range of different conditions from the research literature. Those relating to mental health conditions have been applied to Norfolk population estimates, to estimate the number of people with autism in Norfolk who also have various mental health conditions (Table 8).

Condition	% of people with autism effected	Estimated number in Norfolk
Total people with autism in Norfolk	100%	9709*
Psychiatric comorbidities		
Anxiety	42-56%	4078 to 5437
Depression	12-70%	1165 to 6796
Obsessive-compulsive disorder	7-24%	680 to 2330
Psychotic disorders e.g. schizophrenia	12-17%	1165 to 1651
Substance misuse	<16%	<1553
Oppositional defiant disorder	16-28%	1553 to 2719
Eating disorders	4-5%	388 to 485
Personality disorder comorbidities		
Paranoid personality disorder	0-19%	Up to 1845
Schizoid personality disorder	21-26%	2039 to 2524
Schizotypal personality disorder	2-13%	194 to 1262
Borderline personality disorder	0-9%	Up to 874
Obsessive-compulsive personality disorder	19-32%	1845 to 3107
Avoidant personality disorder	13-25%	1262 to 2427
Behavioural		
Self-injurious behaviours	<50%	Up to 4855
Pica	36%	3495
Suicidal ideation or attempt	11-14%	1068 to 1359

Table 7 - Estimated number of people in Norfolk with autism and specific co-morbid mental illness diagnoses (extrapolated from estimates by Lai et al. 2014)

*Figure based on application of prevalence estimates by age to ONS mid-year population estimates for Norfolk for 2016 (ONS 2017).

Ghaziuddin et al. (2002) suggested 40% of people with autism have a psychiatric comorbidity. In total, this would mean of the estimated 9709 people of all ages with autism in Norfolk, 3884 are likely to have a mental health problem. However, there are many barriers to accessing mental health services for people with autism, including lack of knowledge and competency in supporting people with autism in mainstream services. This means mental health conditions of people with autism are often not recognised or are incorrectly managed (Alabady et al. 2013). People with autism in the APMS were less likely to use services for a mental health reason than

people without autism. This result from a national survey is surprising and concerning given the higher prevalence of mental illness in this group.

5.2.8.2 Learning disabilities

5.2.8.2.1 Extrapolations from national prevalence data

Knapp et al. estimated the numbers of people with autism with or without a learning disability, based on data from Baird et al. (2006) and the assumption that only 10% of children aged 0-3 with autism will have received a diagnosis by that age.

These estimates were extrapolated to Norfolk population figures to estimate the number of people with autism in Norfolk by level of functioning (Table 5).

Age-functioning group		Prevalence per 10,000 population*	People in Norfolk	Estimated number of people with autism in Norfolk
Age 0-3 (Pre-school)	No LD	4.5	42,575	19
	LD	5.5		23
Age 4-11 (Primary school)	No LD	45	87,885	395
	LD	55		483
Age 12-17 (Secondary school)	No LD	45	61,402	276
	LD	55		338
Age 18+ (Adults)	No LD	45	817,522	3679
	LD	55		4496
Total				9709

Table 8 - Level of functioning by age group

*Based on the assumption that only 10% of children aged 0-3 with autism will have received a diagnosis by that age

Other common developmental co-morbidities include ADHD, tic disorders and motor abnormalities. Numbers were estimated based on extrapolating prevalence data from the research literature to the Norfolk population (Table 9).

Condition	% of people with autism effected	Estimated number in Norfolk
Total adults (aged 16-64) with autism	100%	5080*
Developmental co-morbidities		
Learning disability	45-55%	2614 to 2794
ADHD	28-44%	1422 to 2235
Tic disorders	14-38%	711 to 1930
Motor abnormality	<79%	4013

Table 9 - Adults with co-morbid developmental co-morbidities (extrapolated based on prevalence estimates from Lai et al. 2014). *Estimated from PANSI (2016)

5.2.8.2.2.1 Children and young people (aged 1-24) on the Norfolk Register of Disabled Children and Young People

There were a total of 3,222 children and young people aged 1-24 on the Norfolk Register of Disabled Children and Young People as of February 2017 (Norfolk County Council 2017). Registration on this database is voluntary and so this does not represent the total number of children with a disability in the county. Of children on the register 28% are aged <10, 63% aged 11-20 and 8% aged 21-24. Autism is the most commonly recorded 'primary condition' (29% of children on the register, n=932), followed by Attention Deficit Disorder (ADD)/Attention Deficit Hyperactivity Disorder (ADHD) (12% of children on the register) and Global Developmental Delay (GDD) (12% of children on the register) (Table 10). Autism appears to make up a significant proportion of the conditions causing disability among children in Norfolk.

Condition	No. Children on Norfolk CWD Register	% of Register
Autism (including Autism Spectrum Disorder and Asperger Syndrome)	932	29%
ADHD/ADD	386	12%
Global Developmental Delay	384	12%
Sensory Impairment	206	6%
Dyslexia	184	6%
Dyspraxia	164	5%
Epilepsy	139	4%
Cerebral Palsy	136	4%
Profound & Multiple Learning Disab	130	4%
Other Physical Injury/impairment	78	2%
Downs Syndrome	75	2%
Hypermobility	58	2%
Chronic Illness	53	2%
Other	297	9%
Total	3222	100%

Table 10 - Children on the Norfolk Register of Disabled Children by primary condition (Norfolk JSNA Briefing Document 2017)

5.2.8.3 Physical health

Common physical health conditions among people with autism include gastrointestinal problems, sleep disorders and epilepsy (Table 11). Less common, but an important co-morbidity in around 5% of people with autism, are genetic syndromes such as fragile X syndrome or Rett syndrome.

Condition	% of people with autism effected	Estimated number in Norfolk
Total people with autism in Norfolk	100%	9709*
General medical co-morbidities		
Epilepsy	8-30%	777 to 2913
Gastrointestinal problems (e.g. chronic constipation, chronic diarrhoea, abdominal pain, reflux)	9-70%	874 to 6796
Genetic syndromes (e.g. fragile X syndrome, Rett syndrome)	5%	485
Sleep disorders (e.g. insomnia)	50-80%	4855 to 7767

Table 11 - Physical health co-morbidities (extrapolated based on prevalence estimates compiled by Lai et al. 2014). *Figure based on application of prevalence estimates by age from Baird et al. (2006), PANSI (2016) and POPPI (2016) to ONS mid-year population estimates for Norfolk for 2016 (ONS 2017).

5.2.9 Housing and social care needs

5.2.9.1 Housing

Estimates of the numbers of adults, children and young people with autism living in different settings were calculated based on assumptions used by Knapp et al. (2006) in an economic evaluation of the cost impacts of autism. These assumptions, based on prevalence estimates from the research literature in combination with expert communications, were:

- All children with high-functioning autism were assumed to live with their parents in a private household. This assumption was made by Knapp et al. based on the research literature and expert communications but will almost certainly lead to an underestimate as there may be children with high-functioning autism who are looked-after;
- All Children in Need with autism were assumed to be low-functioning. An estimated quarter of children with autism are estimated to be CIN (Bebbington and Beecham 2007). All those low-functioning and not CIN were assumed to be living with a relative in a private household.
- Among adults with autism without LD autism 79% live in private households, 5% Supporting People accommodation and 16% in residential care.

- Among adults with low-functioning autism 31% living in private households with parents or other relatives, 2% in private households alone, 2% in private households with partner, 7% in Supporting People accommodation, 52% in residential care and 6% in hospital.

Applying these assumptions to estimates of numbers of people with autism in Norfolk described above, it was possible to estimate the numbers of children and adults with autism in each residence category in Norfolk, providing a broad overview of possible housing and social care needs.

	Total	With relative in private household	Children's residential or foster care
Children high-functioning	1121	1121	0
Children low-functioning	1370	747	623

Table 12 - Estimated children with autism in Norfolk by type of residence

	Total	Living in private household	Supporting People Accommodation	Adult's residential care	Hospital
Adults with autism without LD	3679	2906	184	589	0
Adults with autism with LD	4496	1574	315	2338	270

Table 13 - Estimated adults with autism in Norfolk by type of residence

5.2.9.2 Adults with autism known to adult social care and accessing their services

As of April 2018 Norfolk County Council supports 503 adults with autism. Of these, 123 have a condition described within the data collected as "Asperger's Syndrome/High Functioning Autism" and 380 have a condition described as "Autism (excluding Asperger's Syndrome/High Functioning Autism)".

91 of these 503 adults with autism supported by NCC is also recorded as having a Learning Disability and 57 are within a Mental Health cost centre, indicating they receive primarily mental health services.

This data does not include all of those with autism known to adult social services, only those for whom this is recorded. There are some issues with the way in which the form this data is recorded on is designed and used, particularly in relation to those with autism without a learning disability. On the form, whilst it is possible to select autism and not select learning disability, autism appears as a subcategory of autism. There therefore may be some errors in separately coding learning disability and LD.

5.2.9.3 LDA inpatients

According to data from the Mental Health Services Data Set (MHSDS 2017) in December 2017 there were 85,291 people in contact with learning disabilities and autism services. This dataset does not separate those with autism and LD from the wider LD service population. There were 3,130 people with learning disabilities and/or autistic spectrum disorders in hospital, of which 1,405 were in a secure setting. 1010 (32%) of those with LD and/or autism had been in hospital for over 2 years. 155 (5%) of those in hospital had a delayed discharge.

The table below displays the number of people accessing inpatient services for people with a learning disability and/or autistic spectrum disorder (LDA). This includes those with a bed normally designated for the treatment or care of people with LDA or a bed designated for mental illness treatment who have an LDA.

	September 2017	October 2017	November 2017	December 2017
Norfolk	35	35	40	35
England	3165	3160	3110	3125

Table 14 - People accessing inpatient services for a learning disability and/or autistic spectrum disorder (LDA)

5.3 Place

5.3.1 Adults (age 16-64) by district

Age group	2017	2020	2025	2030	2035
Breckland	767	774	778	776	782
Broadland	704	704	707	705	701
Great Yarmouth	562	561	559	560	561
King's Lynn and West Norfolk	837	839	839	831	829
North Norfolk	533	533	531	527	526
Norwich	949	962	988	1011	1026
South Norfolk	727	742	768	778	789
Norfolk	5080	5117	5165	5191	5211

Table 15 - Adults (age 16-64) with autism in Norfolk by district

Table 15 illustrates that the district with the greatest number of adults living with autism is Norwich, and the district with the lowest estimated number of adults living with autism is North Norfolk, followed by Great Yarmouth. However, these estimates do not take into account differences in socioeconomic status (SES) and urban/rural differences. As autism is associated with both lower SES and living in an urban area, numbers for Great Yarmouth, for example, may be underestimates.

5.3.2 Older adults by district

Table 16 illustrates the estimated number of older adults (65+) with autism by district.

Age group	2017	2020	2025	2030	2035
Breckland	322	338	376	422	466
Broadland	307	325	353	389	427
Great Yarmouth	225	237	253	279	302
King's Lynn and West Norfolk	366	384	421	464	503
North Norfolk	319	336	368	402	432
Norwich	189	197	210	234	260
South Norfolk	30	742	768	778	789
Norfolk	2039	2143	2340	2597	2826

Table 16 - Older adults (age 65+) with autism in Norfolk by district

5.3.3 By CCG

National prevalence data can also be applied to the most up to date population data for each CCG in Norfolk (ONS 2017), producing estimates of the numbers of adults and older adults with autism, and with autism and LD, by CCG (Table 17, Table 18).

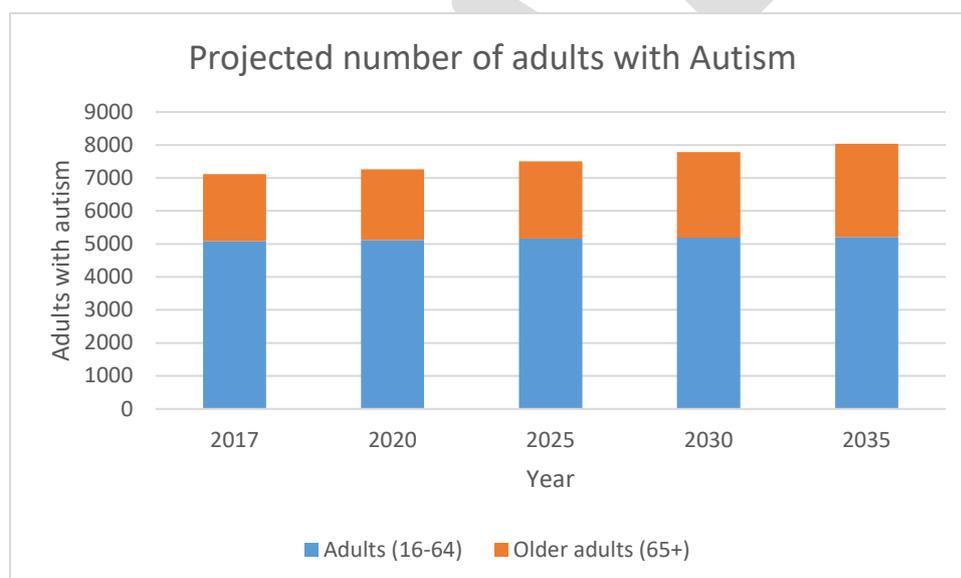
Norfolk and Waveney CCG 2016 ONS resident population estimates	Population age 16-64	Autism (1% prevalence)	Autism with LD (55% of those with autism)
Great Yarmouth & Waveney	123,856	1239	681
North Norfolk	95,666	957	526
Norwich	141,383	1414	778
South	134,272	1343	739
West Norfolk	102,187	1022	562
Norfolk	597,364	5974	3286

Table 17 - Autism and autism with LD by CCG (age 16 to 64)

Norfolk and Waveney CCG 2016 ONS resident population estimates	Population age 65+	Autism (1% prevalence)	Autism with LD (55% of those with autism)
Great Yarmouth & Waveney	54,259	543	299
North Norfolk	50,223	502	276
Norwich	39,067	391	215
South	54,939	549	302
West Norfolk	45,408	454	250
Norfolk	244,006	2439	1341

Table 18 - Autism and autism with LD by CCG for older adults (age 65+)

5.4 Time



The number of adults with autism is projected to increase by a relatively small proportion as the population of Norfolk increases. However, the projected numbers of older people with autism are projected to increase significantly with the ageing population of the county. This has important implications for provision of health and social care for older people, as there will be more individuals who also have autism which may not have been diagnosed but may impact an older person receiving care at home or moving into a residential or care home.

5.5 Health inequalities

5.5.1 Inequalities between those with autism and the general population

People with autism are likely to experience health inequalities when compared with those without autism (Shropshire Council 2016). Contributing factors include lower attainment at school, reduce access to employment, social exclusion associated from their condition and access to housing. These social determinants of health influence lifestyle factors including diet and exercise. Improving access to education, health and social care services may help reduce these health inequalities.

5.5.2 Healthcare outcomes

A case-control study by Hirvikoski et al. suggested significantly higher mortality in almost all analysed diagnostic categories for people with autism compared to the general population in Sweden (0.91% of individuals in the general population died during the study period from 1987 to 2009, compared 2.60% of those with autism (OR=2.56, 95% CI 2.38 to 2.76) (Hirvikoski et al. 2016). The average age of death for people with autism was 53.87 years, compared with 70.2 for people without.

5.5.2.1 Mental health

In the study by Hirvikoski et al., (2016) people with autism were more likely to die than those without due to any of the causes considered, but in particular, deaths due to suicide were significantly increased. People with autism were 7.55 time more likely to die by suicide, with those without a learning disability, and women, at greater risk.

There is a need to better support people with autism to access universal services, including support for improving mental wellbeing. The 5 ways to wellbeing are evidence based actions that can be taken to promote mental wellbeing (Milton Keynes Council 2018), and which those with autism should be support to participate in if they wish to.



Figure 3 - 5 ways to wellbeing (Milton Keynes Council 2018)

5.5.3 Access to services for vulnerable groups

NICE guidance (2016) on the care of adults with autism emphasises the need for development of local autism care pathways that promote access to services for all, including those with coexisting physical and mental disorders (including substance misuse), women, people with LD, older people, ethnic minorities, transgender people, homeless people, travellers, parents with autism and people in the criminal justice system.

NICE guidance for children and young people with autism (2013) highlight the importance of supporting children with particular needs, including looked-after children, those from immigrant groups, those with regression in skills and those with coexisting conditions including physical or intellectual disability, communication impairment or mental health problems.

5.5.4 Socioeconomic status

Studies conducted in the USA have consistently suggested an association between higher socioeconomic status and autism (Rai et al. 2012), and some studies have found similar results in the UK. A study conducted in Bristol found an association between autism and fathers with a non-manual occupation (75.3% non-manual in autism cases vs. 55.8% in controls, $p=0.001$) (Williams et al. 2008) and another UK

study identified an association between higher social class and pervasive developmental disorder diagnosis, although this was not statistically significant (Fombonne et al. 2001).

However, it has been suggested this finding is due to bias in case ascertainment, with higher autism awareness and better access to diagnostic and support services among higher socioeconomic groups. A Swedish study suggested that in a country with free universal healthcare, routine screening for developmental problems and thorough autism diagnostic protocols that children with families with lower income and manual occupations were at higher risk of autism (odds ratio 1.4, 95% CI 1.3 to 1.6) (Rai et al. 2012). This relationship was present after controlling for parental age, migration status, parity, psychiatric service use, maternal smoking in pregnancy, parental education, birth characteristics and intellectual disability. A cross-sectional study conducted in England identified a significant association between autism and eligibility for free school meals (odds ratio 1.36, 95% CI 1.32 to 1.40) (Emerson et al. 2010).

5.5.5 Children in Need, Looked after children and child protection plans

5.5.5.1 Looked after children (LAC)

As of April 2018 there are 1179 recorded looked after children in Norfolk, 32 of whom are recorded as having a disability classification of “Diagnosed with Autism or Asperger Syndrome”.

5.5.5.2 Children protection plans (CPP)

As of April 2018 there are 560 children with a child protection plan, 6 of whom have a disability classification of “Diagnosed with Autism or Asperger Syndrome”.

Note there is some overlap between those who are looked after and those who have a child protection plan. There are 37 children who appear in both of these groups, none of whom are recorded as having a diagnosis of autism.

5.5.5.3 Children in Need (CIN)

As of April 2018 there are 1883 children recorded as CIN, excluding any LAC or CP children. Of these, 120 a disability classification of “Diagnosed with Autism or Asperger Syndrome”.

Data is not routinely collected on the number of parents with autism whose children are known to Children’s Services.

5.5.6 Gender

A survey by the National Autistic Society suggested diagnosis is particularly difficult and protracted for women and girls (Bancroft et al. 2012). One fifth of women and girls were diagnosed with Asperger syndrome or high-functioning autism by the age of 11, compared with half of men and boys. 42% were initially misdiagnosed with another condition compared with 30% of men and boys. This may be because autism is more common or perceived to be more common in men and boys and/or because it presents differently in women and girls. The survey also suggested differences in provision of effective support, with 49% of women and girls with Asperger syndrome or autism without LD saying diagnosis made no difference to the support they received, compared with 39% of men and boys.

5.6 Data gaps

5.6.1 Local gaps

- There is no universal, central collection of prevalence data for autism in Norfolk. Instead, estimates have been made based on the size of the local population and estimates of autism prevalence from the research literature. This is in part because some people do not have a diagnosis. Among those who do have a diagnosis, many do not access any services where data on

autism diagnosis is collected. Among those who do access services, their autism diagnosis may not be recorded, and some data sets do not separate those with autism from those with learning disabilities. Whilst 55% of people with autism have LD, 45% do not, and autism is not a learning disability.

- There is no Norfolk specific data on numbers of people on different parts of the autistic spectrum. Again, these have been estimated based on the size of the population and estimated proportions of people on different parts of the autistic spectrum from research studies.
- In July 2017 NICE proposed a new set of QOF indicators for potential inclusion in the NICE indicator menu for general practice, one of which was “Autism: The practice establishes and maintains a register of all patients with a diagnosis of Autism” (NICE 2017). This would likely significantly improve the collection of data on adults with autism, bringing this in line with the data on children collected through the Public Health Outcomes Framework (PHOF) indicator ‘Children with autism known to skills’, but both would still miss undiagnosed cases of autism or those not accessing GP or education services, such as the homeless or traveller communities, potentially exacerbating health inequalities.
- There are some specific issues with the way data is collected locally on autism among adult social care. There are some issues with the way in which the form this data is recorded on is designed and used, particularly in relation to those with autism without a learning disability. On the form, whilst it is possible to select autism and not select learning disability, autism appears as a subcategory of autism. There therefore may be some errors in separately coding learning disability and LD.

5.6.2 National gaps

- Knapp et al., in an economic evaluation of the impact of autism, highlighted a lack of robust prevalence figures on the numbers of people on different parts of the autistic spectrum and with different impacts on functioning. The only robust prevalence data they were able to identify were those relating to

numbers of people with autism with or without a learning disability (e.g. Baird et al. 2006).

7. Experience of other areas (Comparative Needs Assessment)

7.1 Summary of experiences in other areas

- Community and voluntary organisations play an important role in providing support for people with autism.
- Many areas have identified gaps in provision of preventative services, to avoid the need for escalation to specialist services or to prevent escalation of behavioural issues.
- Many areas have highlighted a gap in services for people with autism who do not have a co-morbid learning disability or mental health problem and so are not eligible for these services.
- Those with autism and a mental health problem may not access services as often as the general population with mental health problems, leading to health inequalities.
- There is a need for improved access to universal services for people with autism by increasing awareness and training about autism among service providers so they can identify people with autism and make reasonable adjustments.

A rapid review of needs assessments for people with autism in other local areas was conducted to try to learn from their experiences.

7.2 Key gaps in service provision

As is highlighted in the national Autism Strategy, many local needs assessments for people with autism highlight how adults with autism without LD often fall through gaps in diagnostic and support services, fitting neither the remit of learning disability or mental health services (York City Council 2016).

A lack of autism awareness and training among staff providing universal services was also highlighted in several areas as a barrier to access and reasonable adjustments in universal services for people with autism (York City Council 2016; Haringey Borough Council 2017).

A need for preventative services to reduce escalation of mental health conditions and challenging behaviour among people with autism was also highlighted (Haringey Borough Council 2017).

7.3 Learning from other service models

Haringey Council identified some services as particularly effective, including special schools and autism teams supporting teachers in mainstream schools, the voluntary and community sector for supporting parents and advocacy, and specialist dentists.

Service recommendations from other areas:

- Support development of social activities for adults with autism e.g. peer support or support to access mainstream social or interest-based groups, to meet the need for low intensity, social and preventative support (Haringey Borough Council 2017).
- Undertake a training needs assessment for key service providers (e.g. GPs, MH staff, adult social care, and police) and provide targeted and accessible basic autism training based on the findings of the training needs assessment (Haringey Borough Council 2017).

8. Relevant services and third sector organisations (up to date as of April 2018)

8.1 Diagnostic services

- Children up to 12 years old in Norfolk can access diagnostic services provided by Norfolk Community Health and Care NHS Trust after referral from universal services, including educational support at schools, linked workers with universal services, early help teams and children's centres.
- Children up to the 6th birthday with suspected autism will be seen on the Consultant led pathway, and those 6-12 years old via the non-consultant led neurodevelopmental pathway (managed by psychology and nursing staff with medical oversight as required).
- Asperger Service Norfolk, part of Norfolk Community Health & Care NHS Trust, provides diagnosis and support for adults with Asperger syndrome and High Functioning Autism living in Norfolk.

The full Pathway for Recognition, Referral, Assessment Management and Support of possible Autism in Children and Young People for North, South, Norwich & West Norfolk can be accessed here: <https://www.autism-alliance.org.uk/wp-content/uploads/2018/01/Norfolk-ASD-Pathway.pdf>

8.2 Specialist Education Services

A variety of educational support is available across Norfolk for children and young people with autism. The majority attend mainstream schools, and additional support is available through the Norfolk Specialist Resource Bases (SRB) Programme where necessary. There are a range of special schools available, both state funded and independent, many of which aim to cater for those with autism who have complex learning needs (details available [here](#)). There is one state funded special school in Norfolk specifically for pupils diagnosed with autism (The Wherry School).

8.3 Acute liaison services

- James Paget University Hospital, Queen Elizabeth Hospital King's Lynn and Norfolk and Norwich University Hospitals have acute liaison nursing services, who work with people autism and/or learning disabilities, their families and carers to provide information and support prior to, and during, admissions and outpatient appointments.

8.4 Community Dental Service for People with Learning Disabilities

Dental services for people with additional needs in Thetford are available.

<http://www.heron.nhs.uk/heron/organisationdetails.aspx?id=22326>

8.4 Voluntary and third sector services

Some relevant voluntary and third sector organisations are listed below. Further information can be found on Heron, a database of self-help support groups and statutory and voluntary agencies across Norfolk and Waveney (<http://www.heron.nhs.uk/>).

8.5.1 Autism Anglia

- Autism Anglia provide support, advice and guidance to families and professionals.
- Autism Anglia also have a directory of child and adult support and activity groups, some of which are specifically for those with autism, some of which focus on people with disabilities and some of which are universal. This can be accessed here: <https://www.autism-anglia.org.uk/norfolk-support>

8.5.2 National Autistic Society (NAS)

- Provide information and advice for autistic people and their friends and families

- Run a range of services including residential services, supported living, community day hubs, outreach, befriending, social groups and employment support services for adults and specialist schools, autism centres in mainstream schools and further education support for children and young people.
- Support professionals by providing training courses and conferences.
- Participate in policy and advocacy work.

8.5.2.1 National Autistic Society (NAS) West Norfolk Branch

- Voluntary run by parents and carers with children or young people on the autistic spectrum. Organise coffee meetings providing opportunities for families to socialise, and often invite professionals to attend and deliver workshops and seminars.
- Have a library of autism related books.
- Arrange a wide variety of events including a fortnightly teenage group, monthly Saturday Club, music sessions, Lego club and holiday activities such as gym sessions, roller skating, soft play and swimming.
- <http://naswestnorfolkbranch.wbeden.co.uk>
- <https://www.facebook.com/naswestnorfolk/?fref=ts>

8.5.3 Asperger East Anglia

- Offers personal, friendly assistance for everyone with Asperger syndrome and their carers by providing a comprehensive and integrated service.
- Aim to work in partnership with other organisations to fill any gaps in service provision.
- Provide information on Asperger syndrome to professionals in the education, social care and health sectors.
- <http://www.asperger.org.uk/>

9. Recommendations

- .

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DRAFT

Norfolk's All Age Autism Strategy 2019-2024

My Autism, Our Lives, Our Norfolk



In Partnership with



Norfolk County Council



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FOREWORD



The Norfolk All Age Autism Partnership Board (NAPB) is pleased to introduce *My Autism, Our Lives, Our Norfolk*, which sets out our ambition to support children, young people, young adults, adults and older people with autism as well as their families/carers and siblings.

My Autism, Our Lives, Our Norfolk is intended for everyone who has an interest in autism: from members of the general public, to politicians.

My Autism, Our Lives, Our Norfolk, uses the term autistic people. This is because the autistic members of the NAPB confirmed that they prefer the term autistic people rather than people with autism. The term person with autism implies that autism is an illness or a disorder and it therefore discounts the possibility that autism is just an alternative, but valid, way of being. Autistic person acknowledges an acceptance of autism as part of an individual's identity.

We recognise that autism sits on a spectrum and although autism is not a learning disability or a mental health condition, autistic people may also have these conditions. Equally, they may also have other physical conditions. For the purposes of this strategy we are focusing on principles that should be applied to everyone on the autistic spectrum. For those people with additional needs, this strategy should be read in conjunction with **Norfolk's Learning Disability Partnership Strategy, My Life, My Future, My Ambition 2018–2022**, the **Norfolk and Waveney Mental Health Strategy 2019** and the **Special Educational Needs and Disability (SEND) Strategy** that is currently in development.

My Autism, Our Lives, Our Norfolk has been co-produced by Norfolk's first All Age Autism Partnership Board, which includes people with lived experience of autism of all ages, including parents/carers. It also includes people from a wide variety of other organisations, such as individuals working in healthcare, social care, education, voluntary organisations, the police and Healthwatch. Everyone involved with the NAPB is committed to improving the life opportunities of all autistic people living in Norfolk by helping it to become an autism inclusive county.

The NAPB took the decision to develop an all-age strategy, expanding on the national vision to help people with autism reach their full potential and live fulfilling and rewarding lives.

FOREWORD

My Autism, Our Lives, Our Norfolk prioritises our responsibilities as set out in the Think Autism Statutory Guidance, in addition to other national priorities in health and social care covering children, young people, young adults, adults and older people. The NAPB jointly identified the first set of priorities, in addition to the other priorities identified by the wider community. As a board we will review the priorities each year and set our action plan, to ensure that we remain aligned with developments locally and nationally.

My Autism, Our Lives, Our Norfolk is designed to be used as a working document. This means that individual sections can be removed and used independently, for example as a separate print out.

As a new board, and as this is our first Autism Strategy, we are aware that we are at the start of a long journey. We can only make this a success by listening to a wide range of voices. There are many people living across Norfolk who have not yet had their say about their own experiences of living with autism and what is most important to them. We are therefore committing to continuing our drop-in sessions across Norfolk so that people can hear about the range of work which is already underway. We will also develop more opportunities for people to contribute in other ways that are meaningful to them.

Acknowledgements and special thanks to the following:

- All members of the **NAPB**, past and present, and members of the **general public** who attended the Norfolk Autism Partnership Groups. Both had a major impact on this Strategy by sharing their experience and ideas.
- The Board's **working group members**, for their hard work and dedication to the development of this Strategy and their innovative thinking.

- 1.1 *My Autism, Our Lives, Our Norfolk* begins to set out the Vision for shaping and delivering opportunities for people in Norfolk with Autism and how we intend to achieve this vision, through identifying a series of key priorities and actions.

Our Vision: All autistic people, their parents/carers are accepted, understood and treated as equal members of the community. That there is a greater awareness and understanding of autism by people that live and work in Norfolk. That this understanding will enable autistic people to have the same opportunities as everyone else to live a fulfilling and rewarding life and achieve their life's ambitions.

- 1.2 *My Autism, Our Lives, Our Norfolk* aims to raise public and professional awareness of autism and will help autistic people to be accepted, understood and treated fairly within their communities.
- 1.3 Through the implementation of *My Autism, Our Lives, Our Norfolk*, more people will have the opportunity to be diagnosed and access support if they need it.
- 1.4 *My Autism, Our Lives, Our Norfolk* focuses on early intervention, getting the right support, at the right time in the right place by the right person. It focuses on identifying issues and resolving challenges as quickly as possible in a sensitive, practical and appropriate way before problems escalate.
- 1.5 *My Autism, Our Lives, Our Norfolk* will develop an approach to create an **Autism Inclusive and Accessible Norfolk**. We will not only seek to provide the right support, at the right time by the right provider, we will also work with the wider community itself. We will, with your support, raise awareness and enable opportunities for autistic citizens of Norfolk to access universal, community services including health services. While social care and diagnosis is important, it is equally vital to allow people to have the opportunity to live a rich, fulfilling life.
- 1.6 *My Autism, Our Lives, Our Norfolk* pledges a new commitment to being person-centred and autism aware in everything we do, with a focus on promoting opportunities and positive personal outcomes.
- 1.7 *My Autism, Our Lives, Our Norfolk* focuses on enabling autistic children, young people, young adults, adults and older people to identify and achieve goals

important to them and improve their quality of life through accessing a wide range of community resources and services across Norfolk.

- 1.8 *My Autism, Our Lives, Our Norfolk* focuses on promoting inclusion through raising awareness and reasonable adjustments. It focuses on resolving challenges in the most practicable way that is right for the person and as quick as possible, so problems do not get worse. Working together so we can prevent things from going wrong earlier and to achieve equitable outcomes.

2.1 Autism Definition

2.1.1 For *My Autism, Our Lives, Our Norfolk*, autism is defined as:

A lifelong condition that affects how a person communicates with and relates to other people. It also affects how a person makes sense of the world around them.

Source: National Autistic Society

2.1.2 Autism is a lifelong neurological condition: people are born with it, do not grow out of it and it cannot be cured. It is a spectrum condition which means it presents differently in every autistic person. This is summed up in author Dr Stephen Shore's much-quoted comment - "If you've met one person with autism, you've met one person with autism".

2.1.3 Whilst autistic people share the same underlying differences which affect how they think, communicate with and relate to other people, they each have a range of strengths as well as different needs.

2.1.4 Autism is not a learning disability or a mental illness. Autistic people can, however, have additional needs including learning disabilities and health conditions just like anyone else. Autistic people with additional needs are far less equipped to deal with their condition and may require more support than non-autistic people. Autism is a lifelong condition and individuals will have unique needs. Some people can live independently while others require specialist care.

Please see additional reading for more information about autism and how it affects people's lives.

2.2 Why does Norfolk need an Autism Strategy?

2.2.1 *My Autism, Our Lives, Our Norfolk* responds to the NAPB and the autism community's request to have in place a clear plan that sets out our shared vision, our principles and the intended outcomes we wish to achieve for all autistic people and their families/carers living in Norfolk.

2.2.2 The national guidance *Implementing and Rewarding Lives 2020* requires local councils and their partners to have in place plans in relation to the provision of service to people with autism as they transition from childhood to adulthood. Additionally, there needs to be local planning and leadership in relation to the provision of services for Adults with Autism.

2.2.3 *My Autism, Our Lives, Our Norfolk* responds to the national challenge by government, NHS Long Term Plans for autism and key national guidance and

legislation to meet our statutory responsibilities. Please see additional reading for more information about the key pieces of legislation.

- 2.2.4 *My Autism, Our Lives, Our Norfolk* answers the local response to the *National 2018 Autism Self-Assessment* which informs the key priorities and plans for Norfolk.
- 2.2.5 *My Autism, Our Lives, Our Norfolk* is based on the priorities of the Norfolk Health and Wellbeing Board through the vision of a single sustainable system prioritising prevention, tackling inequalities in communities and integrating ways of working.
- 2.2.6 *My Autism, Our Lives, Our Norfolk* responds to the recommendations of Healthwatch Norfolk report *Access to health and social care services for Norfolk families with Autism* (October 2018)¹ through ensuring leadership, delivering co-production and monitoring services.
- 2.2.7 *My Autism, Our Lives, Our Norfolk* priorities and recommendations include the consultation of the Needs assessment for adults and children with autism in Norfolk (March 2019). The needs assessment considers the prevalence and need of autistic people of all ages living in Norfolk. Please see additional reading for Needs assessment for adults and children with autism in Norfolk (March 2019).
- 2.2.8 *My Autism, Our Lives, Our Norfolk* provides a point of reference for all future papers, plans and policies when considering the needs of all people with autism, including those with other needs such as mental health issues, learning disabilities and physical health problems.

¹ Steph Tuvey, *Access to health and social care services for Norfolk families with Autism*, <https://www.healthwatchnorfolk.co.uk/reports/published-reports/>, accessed March 2019

The key aims of this strategy are:

- Enabling autistic people and their families/carers to have timely access to and specific support from public and voluntary services (including health, social care, criminal justice system, employment, education, housing and public transport) which is accessible, integrated and focused on outcomes that improve their lives.
- Increasing awareness and understanding of autism.
- Ensuring Norfolk County Council and local NHS bodies will meet their legal duties and how the autism community can help them do it.

We will use these aims to inform our Norfolk Autism Plan, which will set out what needs to be done and what services are needed to improve the lives of autistic people and their families/carers living in Norfolk. The following eight key priorities will underpin the aims and priorities for our actions and outline what we are going to do:

- 3.1 Increasing the awareness and acceptance of autism in the wider community by, among other aims, overseeing the development of a multi-agency work workforce plan.
- 3.2 Influencing and monitoring the development of clear and consistent pathways for diagnosis for assessment of needs at all ages, including offers of support for autistic people and their families/carers following diagnosis.
- 3.3 Influencing and enabling access to all relevant services, including the development of clear, consistent services and support for young autistic people making the transition to adulthood. To also influence and monitor the development of clear, consistent services and support for autistic people making other transitions, including, for example, to later life.
- 3.4 To influence and monitor the development of advocacy services to support autistic people to access health and social care along with other services.
- 3.5 To ensure the right support is available at the right time by working with key partners to enable better access to, and better experiences of, education, training and work. To aid this, we aim to influence and monitor the development of clear and consistent support for autistic people.
- 3.6 To enable autistic people to be an equal part of the wider community, including social inclusion, housing support and keeping them safe.

- 3.7 To involve the families/carers of autistic people and to influence and enable the development of support for them.
- 3.8 To influence and monitor the strategic planning and operational delivery of services for autistic people.

The NAPB will monitor the delivery of the Autism Plan and what progress is made against the *My Autism, Our Lives, Our Norfolk* objectives and identified outcomes. It will review the plan on an annual basis and update the priorities for the year ahead over the 5 years of the strategy.

What we know Nationally

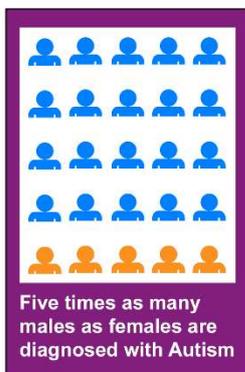
A BRIEF GUIDE TO

AUTISM IN THE UK

Around 1.1% of the population
in the UK are living with Autism



THAT'S AROUND 700,000 PEOPLE!



OF ADULTS WITH AUTISM

Say they are not getting the help they
need from social services and that with
more support they would feel less isolated

1 in 3
Develop mental
health difficulties
due to a lack of
support

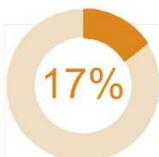


AROUND 100,000 CHILDREN IN THE UK HAVE AUTISM



OF CHILDREN WITH AUTISM ATTEND MAINSTREAM SCHOOLS

But 69% of parents feel their child is in the wrong setting



OF CHILDREN WITH AUTISM HAVE BEEN EXCLUDED FROM SCHOOL

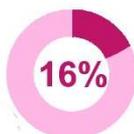
Of these, 48% have ben excluded three times or more

SECTION 4: WHAT WE KNOW ABOUT
AUTISM NATIONALLY AND IN NORFOLK

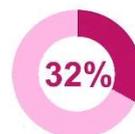
Although Autistic people may need support, when this is given at the right time and in the right way, this can make an enormous difference to people's lives



Autism doesn't just affect children Autistic children grow up to be Autistic adults



Of Autistic Adults are in full-time paid employment



Are in any paid work



Of Autistic adults receive employment support



Say they want it



Say that they are not getting the help they need from social services
The same percentage also stated that with more support they would feel less isolated

Suicide rates for people with Autism are far higher than the national average



SECTION 4: WHAT WE KNOW ABOUT
AUTISM NATIONALLY AND IN NORFOLK

What we know Locally



Autism in Norfolk

1.1% of the Norfolk population are Autistic, mirroring the UK average

That's nearly **10,000** people!

Of these 2,500 are aged 0-19, 5000 are adults aged 16-64 and 2000 are older people (65+)

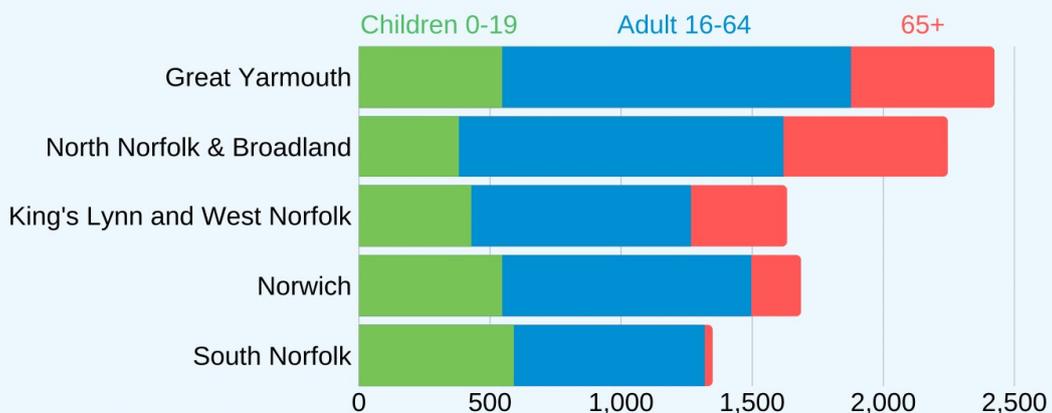
These figures are likely underestimated. Before June 2018 Norfolk hadn't consistently recorded autism statistics.

The number of people with autism is expected to rise



By 2035 there will be 5200 people aged 16-64 and 2800 aged 65+ with autism

Where does our autistic population live?



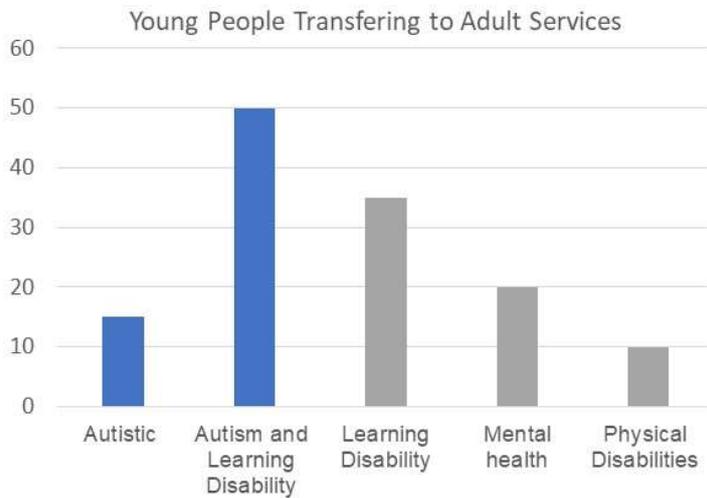
Children with Autism

There are...



Of these, 90 have Education Health and Care Plans (EHCPs). There were 46 in 2017 but the number is expected to drop to 70 in 2020. The number of EHCPs in Norfolk has risen by 230% since 2015.

SECTION 4: WHAT WE KNOW ABOUT AUTISM NATIONALLY AND IN NORFOLK



1400 young children with an EHCP have **Autism Spectrum disorder (ASD)** as the primary need (5th highest category)



Around **130** young people transfer to Adult Services each year. Of which **15** are autistic without a learning disability or mental health issue, 85 have a learning disability with around **50** recorded as autistic, 20 have mental health issues, 10 have physical disabilities .

Adult Diagnosis Service

In the year to the end of March 2018, how many people received a diagnosis of an autistic spectrum condition?

24 ✓

For adult diagnosis, the average wait between referral and assessment is

45 weeks



212 ⌚

people have been referred for an assessment but have yet to receive a diagnosis.



4 in 10 autistic people in Norfolk are likely to have a mental health problem too

The NHS Long Term Plan focuses on the prevention of inappropriate use of secure hospital settings.

In Norfolk, the number of adults with a learning disability and autism in a secure setting 2016-2019 is **17**. This is **10%** of the inpatient population. Admissions are expected to fall as community support improves.

SECTION 4: WHAT WE KNOW ABOUT AUTISM NATIONALLY AND IN NORFOLK



Local data reported in December 2018 through the National Autism Self-Assessment tell us that **587** autistic adults were assessed and met the social care edibility criteria. Of these, **415** had autism and learning disabilities while **70** had autism and were in receipt of treatment for mental health problems.

Employment

Data includes service users with an open service on 19.03.2019 with a reported health condition of Autism, Asperger's or both.

	Employed (Paid) - 16 or more hours per week	Employed (Paid) - less than 16 hours per week	Not Recorded	Self-Employed (Paid) - less than 16 hours per week	Unemployed - No hours listed	Voluntary	Grand Total
Autism	3	5	2	1	415	18	444
Asperger's	6	3	0	0	119	2	130
Both	0	0	0	0	2	0	2
Grand Total	9	8	2	1	536	20	576

% of Grand Total employed: Autism 2.03% Asperger's 6.87% Both 0.00% Grand Total 3.12%

The wider **Norfolk community** is promoting and raising awareness of autism. From *My Autism, Our Lives, Our Norfolk* the following examples were identified:



Castle Mall, Hawkin's Bazaar The Entertainer, The Tea Junction and Norwich Travel are turning off music from 9-10am on Saturdays. They hope to help people with autism cope with shopping in a more comfortable environment.

Norwich International Airport is autism friendly, in line with the Civil Aviation Authority (CAA) guidelines setting out how airports should support people with hidden disabilities, including autistic people.

The ODEON and Vue have specially adapted Autism Friendly Screenings of new releases, which they host one Sunday morning each month. Picture House - Cinema City also regularly run Autism Friendly Screen clubs.

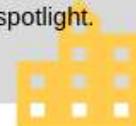
During the Christmas period, the Norwich Ice Rink introduced a new quiet session for people with disabilities, including autistic people.



Many supermarkets have engaged in quiet hours on a regular basis to make their stores inclusive for all.



Autism Anglia work with many providers to deliver autism friendly environments, including Norwich Airport and Gressenhall Farm Museum. Other providers are becoming more aware of autism due to national spotlight.



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SECTION 5: WHAT DO AUTISTIC PEOPLE TELL US?

Autistic people and their families/carers have told us how important it is for all agencies that work with them to cooperate with each other and with autistic people, their families/carers to implement the aims of *My Autism, Our Lives, Our Norfolk*

The outcomes autistic people want to achieve are covered within the vision, Section 1 but also described below:



People with Autism tell us:

5.1 Life Skills: Autistic people, their parents/carers have shared the importance of obtaining life skills that are necessary and desirable for full participation in everyday life. These skills do not always come naturally to autistic people and reasonable adjustments can support autistic people to develop them at a pace that is right for them.

Parents/carers have shared concerns about autistic children, young people and young adult's ability to cope during current transitions without appropriate support. They note particularly that some become withdrawn and may develop explosive behaviour as teenagers and young adults.

5.2 Education Volunteering and Training: Many children, young people and young adults find school and adults education difficult as it is challenging to get the right support in place. We also know that not enough autistic people are able to find or maintain work.

- 5.3 Right Support, Right Time, Right Place:** Autistic people and their families/carers need timely intervention and to know where to go for support. Greater understanding of the condition and early intervention to put into place person centred strategies is very effective and prevents escalation of need.

Autistic people need advocacy services but are unable to easily access them in Norfolk.

Autistic people and their families/carers have told us it is difficult to navigate different services, understand their criteria and finally access the service. They have also told us understanding of autism varies significantly across services and support.

- 5.4 Treated with equality and respect:** Autistic people and their families/carers would like to access mainstream and statutory services with 'reasonable adjustments' made to ensure that support is 'autism friendly'.

- 5.5 Timely diagnosis:** Autistic people and their families/carers need primary care to make timely referrals through clear and transparent pathways. Autistic people and their families/carers can wait too long for an assessment and as a result diagnosis does not always lead to further support.

Autistic people and their families/carers tell us there needs to be more information about people who are autistic in Norfolk.

- 5.6 Right place to Live:** Autistic people and their families/carers have spoken about the difficulties they have finding the right accommodation to meet their needs, but which also enables independent living. There needs to be better partnership working between providers, families/carers and wider partners that include the council.

- 5.7 Secure, Safe and Positive:** Autistic people need to feel safe and to experience positive responses to build secure and trusting relationships over a period of time. Autistic people have also shared the importance of understanding autism within the youth and criminal justice system.

We will link our key priorities to our action plan to ensure the outcomes are clearly identified.

- Priority 1: Working Together** - We will continue to engage through co-production.
- Priority 2: Diagnosis and Support** - We will have clear, transparent and timely pathways for diagnosis and support for children, young children, young adults, adults and older people with autism spectrum disorder.
- Priority 3: Autism Awareness** - We will identify gaps in knowledge and understanding. We will make available high quality basic awareness training and specialist face to face autism training to raise awareness and understanding regarding the complexity of autism.
- Priority 4: Education, employment and training** - We will work with providers of education, employment and training opportunities to ensure the needs of autistic people are in place and supported appropriately.
- Priority 5: Understanding Needs** - We will improve our data collection, which will be used to inform future planning, priorities and the commissioning of services.
- Priority 6: Transitions** - We will promote a seamless progression through life transition. Children to young people, young people to young adult, young adults to adulthood, adulthood to older people.
- Priority 7: Right Service, Right Time, Right Place** - We will identify and put in place appropriate support at the earliest opportunity. This will include access to appropriate advocacy services and reducing the use of restrictive environments such as long stay hospitals.
- Priority 8: Housing** - We will offer and promote a range of accommodation options for autistic people based on their individual needs.
- Priority 9: Justice System** - Reducing contact with the Criminal Justice System. Working with the police and youth justice to make sure they are aware of how to engage with autistic victims and perpetrators of crime to reduce the risk of offending and harm. Improve autism practice across every area of prisons and probation with the aim to identifying the specific issues faced by autistic people.

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We will continue to work together through co-production and wider engagement.

What we know Nationally

The **Care Act 2014** is one of the first pieces of legislation to specifically include the concept of co-production in its statutory guidance.

Co-production is a key concept in the development of public services. It has the potential to make an important contribution to all of the big challenges that face social care services. Co-production can support: the implementation of the Care Act 2014; cost-effective services; improved user and carer experience of services; increased community capacity; outcome-focused and preventative services; [and] integration.

Social Care Institute for Excellence, *Co-production in social care: what it is and how to do it* (2015)².

The use of co-production to achieve desirable outcomes is a constant theme in both the Care Act legislation and its accompanying statutory guidance. The guidance particularly identifies its importance when considering commissioning and market shaping, stating that they should be a 'shared endeavour' with 'commissioners working alongside people with care and support needs, carers, family members, care providers, representative of care workers, relevant voluntary, user and other support organisation and the public to find shared and agreed solutions.'³

What we know now in Norfolk

It is important that the outcomes achieved are meaningful to autistic people living in Norfolk and makes a difference to their lives now and in the future.

Families/carers highlighted the need for them to be listened to. They felt that they were not being listened to when it came to their child's health and social care needs as they believed they often knew their child best.

As a new board we are aware that we are at the start of a long journey. We can only make this a success by listening to many voices. There are many people living across Norfolk who have not yet had their say about their own experiences about living with autism and what is most important to them.

² SCIE, *Co-production in social care*, 'Introduction',

<https://www.scie.org.uk/publications/guides/guide51/introduction.asp> (accessed March 2019)

³ Department of Health & Social Care, *Care and support statutory guidance*, 4.51,

<https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance> (accessed March 2019)

What is important to people

I want to be listened to and treated with respect.

I want my views to be considered when decisions are made.

What we want to do as a partnership

- The Norfolk Autism Partnership Board is committing to continuing our drop-in sessions across Norfolk so that people can hear about the range of work underway. Alongside this, we will develop more opportunities for people to contribute to the priorities in different ways that are meaningful for them.
- We will involve autistic adults, their families/carers and autism representative groups when commissioning or planning training. This will include comments on and contributions to training material, asking them to talk to staff about autism and how it affects them, and to be a part of providing and delivering the training itself.⁴
- The NAPB will meet four times a year and provide updates to the Norfolk Autism Partnership Group. It will distribute relevant communications, for example the Autism Newsletter.
- Information about the work of the NAPB will be posted on the Autism webpages on the Norfolk County Council website with links on other partners websites, as well as meeting dates and other relevant information. Enquiries can be made via the Norfolk Autism Central email address autism@norfolk.gov.uk
- The NAPB will align *My Autism, Our Lives, Our Norfolk* to national and local policy as it changes and develops, over the 5 years of the strategy.
- The NAPB has responsibility to ensure that recommendations are achieved in the development of *My Autism, Our Lives, Our Norfolk* and to ensure that all service contracts are regularly monitored.

⁴ This links to Priority 4, [Section 6.4]

- The NAPB has responsibility to ensure the implementation of the Autism Plan. It will continue to monitor implementation.
- The NAPB will invite the leaders of statutory agencies and other professionals to provide updates on how their service continues to develop to meet the requirements of the Autism Act, other relevant legislation, and the objectives set out in *My Autism, Our Lives, Our Norfolk*.
- The work of the NAPB will be overseen by the relevant organisation's governance and assurance processes, as well as the Norfolk Health and Wellbeing Board.
- Ensure that people involved in, waiting for or who have accessed the child and adult diagnosis pre- and post-support services inform the commissioning body of further diagnosis and support services.

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We will develop clear, transparent and timely pathways for diagnosis and support for children, young children, young adults, adults and older people to receive an assessment for autism. We will consider the diagnosis as part of a pathway that includes accessing pre- and post-diagnostic support which is right for the person.

What we know Nationally

The **Department of Health** states that many autistic people are likely to go undiagnosed or be misdiagnosed with other conditions; this is particularly a problem among autistic adults. Waiting times for a diagnosis are too long across the country and across all ages groups. Combined, these facts can make life extremely challenging for young people, who can become stuck making the transition between children and adult services.

That there is a gender gap between the diagnosis of autism in men and women is becoming increasingly recognised. Studies have shown that the ratio of men to women with autism may be anywhere between 2:1 or 16:1, although the reasons for this are still hotly debated.⁵ Some suspect that this might be due to an under-recognition of autism in women.

The **NHS Long Term Plan 2019** has identified the need to reduce waiting times for a diagnosis for 'specialist services' for children and young people. **National Institute for Health and Social Care Clinical Excellence (NICE) Guidelines for autism spectrum disorder in under 19s** recommends that a diagnostic assessment should be undertaken by an autism team within 3 months of a referral.⁶ This team can access a range of specialists to inform their diagnosis and will be inclusive of education and social care where appropriate. Where the young person is transitioning to adulthood, it should be considered that a joint diagnosis assessment to be undertaken. The **NICE Quality Standard on Autism** (2014) also states that everyone who undergoes an assessment for autism should also be assessed for any co-existing physical and mental health problems.

Think Autism 2014 identified 'getting a diagnosis' as number thirteen in its Priority Challenges for Action. While clinical commissioning group (CCG) commissioners were expected to take the lead, they would work in partnership with the local authority to provide a joined-up approach. **Think Autism 2016**, meanwhile, recognises how challenging it can be for people with autism to have support adapted to their needs

⁵ National Autistic Society, *Gender and autism*, <https://www.autism.org.uk/about/what-is/gender.aspx> (accessed March 2019)

⁶ <https://www.nice.org.uk/guidance/cg128/chapter/Recommendations>, Recommendations 1.5.1 (accessed March 2019)

when they also have a co-existing mental health problem, a learning disability or display challenging behaviour.

What we know now in Norfolk

Healthwatch Norfolk: Access to health and social care services for Norfolk families with Autism (October 2018) reported a lack of clear and transparent pathways for those who refer into the service and those who access the service; issues regarding young people becoming adults and transitioning into adult services; too long waiting times; and limited pre- and post-diagnosis support. In addition, it details the difficulties autistic people and their families/carers faced when accessing services, often due to a lack of awareness surrounding autism.

Families/carers revealed that they were often offered a place on a parent support programme too late, which suggests that timely access needs to be improved. Some parents suggested that these programmes were not always accessible, either due to the times at which they were running or their locations. Others suggested that parents should be actively involved in shaping these programmes. The use of digital platforms and webinars could enable more parents to access them.

The diagnosis rate is much lower for girls and women than boys and men. Our local perspective mirrors the national understanding that autism presents differently in girls and women as they are more able to mask their autistic traits. Everyone masks, but if you are autistic this can be more of an effort and physically draining, causing anxiety and depression that can result in “social burnout”. Due to consistent masking in various environments, such as school or work, burnout or melt downs often happen in a place where people feel most safe. This can have a significant impact on their relationship with those closest to them, for example family/carers.

What is important to people

A diagnosis is about understanding the condition and putting in place strategies to manage life events.

Autism is often the first thing considered if you have a boy and the last thing when you have a girl.

What we want to do as a partnership

- The NAPB will ensure leadership is provided to coordinate more awareness of ASD diagnostic services, the process and procedures involved, and openly share this with families/carers when accessing the service.
- Neurodevelopmental diagnosis pathways to be reviewed alongside autism diagnosis pathways.
- Ensure the appropriate identification and management of demand avoidance to prevent an escalation to pathological demand avoidance. Ensure appropriate assessment and guidance is in place.
- As part of any future modelling and support pathways scope out and include access to appropriate psychological support and make reasonable adjustments to mental health and emotional wellbeing services.
- Reduce the current waiting lists for an assessment in line with NICE guidance to 18 weeks for children, young people.
- To develop diagnostic pathways in line with NICE guidance. This will include access to multidisciplinary assessment of needs that can support the development of skills and opportunities to promote independence, as well as improved health and wellbeing outcomes.
- Pre-diagnosis screening to be developed to identify immediate needs or risks that can be supported and that may prevent them from increasing. Where appropriate, this will include support to parents/carers.
- Ensure support to navigate the health and social care system so that all autistic people get the right support from the service that is best placed to meet their additional needs. This service will consider the specific nature of their autism, the impact it has on their life and how this can interact with other disabilities or conditions they may have. This will be considered during the assessment process of autism as identified within the NICE Guidelines.
- To influence and support the development of a local register for monitoring and support to maintain positive health and wellbeing, including access to primary care. Primary care will be made aware of all diagnoses of autism made.

- Improve the recording and reporting in both children’s and adult ASD pathways of diagnosis and support. An ASD partnership dashboard which excludes personal identifiable information will be made available as part of the local datasets and reporting.
- Improve links with the liaison and diversion teams, police and mental health services and those at risk of accessing community justice system and homeless services.
- Continual review and monitoring of the ASD pathways.
- Reduce waiting times in line with NICE guidelines and Quality Standards.
- Ensure consistency in waiting areas, particularly in providing a quiet space.⁷
- Produce letters that provide more information about how long an appointment will last, what will go on during the time and, where possible, a photo of the people involved in order to manage anxieties.⁸
- Work to make sure appointments can be offered outside of school hours or at weekends to manage routines and a right to an education.⁹
- The adult diagnosis service must ensure it works for older people who report obstacles to receiving a diagnosis, such as problems in being identified, not being able to provide a developmental history and additional health problems.
- All professionals within the diagnosis pathway must ensure it takes into consider people who are able to mask their autism and listen to the experiences of family/carers.

⁷ This links to Priority 7. [see section 6.7]

⁸ This links to Priority 7. [see section 6.7]

⁹ This links to Priority 7. [see section 6.7]]

We will identify gaps in knowledge and understanding. We will make available high quality basic awareness training and specialist face to face autism training, to raise awareness and understanding of the complexity how autism plays a part in individuals lives.

What we know Nationally

Local Authorities should ensure that any person carrying out a needs assessment under the **Care Act 2014** has the knowledge, skills, appropriate training and competency to carry out the assessment in question. Where the assessor does not have experience in the condition, the local authority must ensure that a person with that expertise is consulted.

Think Autism 2014 highlighted the importance of giving staff training on autism across all public services, as well as recommending improved training for staff in health and social care, welfare, employment, education, transport, the police and criminal justice.

The **2015 Statutory Guidance** recommends that staff training for local authorities, NHS Trusts and NHS Foundation Trusts includes autism focussed awareness training alongside more general equality and diversity training in programmes for all staff working in health and care. This recommendation was built upon in the **NHS Long Term Plan 2019**. The plan highlighted its intention to ensure that the entire NHS workforce will be autism aware to improve people's access to health services and reduce the risk of health inequalities.

What we know now in Norfolk

We recognise that there has been limited training for assessors to undertake assessments in a manner that recognises the specific approaches that can support autistic adults.

Many parents highlighted the general lack of awareness and understanding of ASD from professionals. Some autistic adults felt dismissed and some parents recalled instances where professionals had not known how best to work with their child during appointments. The difficulties autistic people and their families/carers faced when accessing services was often due to a lack of awareness of autism. It was felt that more training was required for professionals who may meet an autistic patient.

What is important to people

When different people turn up from the team I can't cope and just shut down.

Waiting areas are not suitable. Sensory overload is a problem and there's no consistency to manage expectations.

What we want to do as a partnership

- Ensure basic autism awareness training is delivered to all staff working in health and social care in line with existing equality and diversity training.
- Ensure basic awareness training enables staff to identify potential signs of autism and to understand how to make reasonable adjustments in their behaviour, communication and service towards people who have a diagnosis of autism or who display these characteristics.
- Deliver specialist autism training in line with NICE guidance for key staff who are likely to have contact with adults with autism.
- Ensure both general awareness and specialist autism training is provided on an ongoing basis and that new staff, or staff whose roles change, are given the opportunity to update their autism training and knowledge.
- Raise community awareness of autism.
- The NAPB will lead the way in providing training across all universal health and social care services.
- Develop a multi-agency workforce development training plan to achieve an autism capable, confident and skilled workforce.
- Promote the use of the National Autistic Society Hospital Passport, with autistic people in Norfolk and hospital staff, to achieve good in and outpatient health outcomes.
- To ensure Primary Care as the gatekeepers to diagnosis service, have adequate training and a good understanding of the diagnosis pathways that have been developed in the area.¹⁰

¹⁰ This links to Priority 2, [see Section 6.2]

We will work with providers of education, employment and training opportunities to ensure the needs of autistic people are in place and supported appropriately.

What we know Nationally

The **NHS Long Term Plan**, the **Equality Act 2010**, **Think Autism 2014**, the **Care Act 2014** and the **Care and Families Act 2014** all recognise the principles of developing skills, independence and working to the best of an individual's ability. They aim to enable access to and sustain education, training and employment opportunities that include the enhancement of skills to allow people to feel empowered to be as independent as possible.

The **NHS Long Term Plan 2019**, communicates the intention to offer more opportunities for people with a learning disability and for people with autism. This includes the provision of supported internship opportunities targeted at people with a learning disability and/or autism will increase by 2023/24

Care and Families Act 2014 gives special regard to the SEND code of practice for people aged 0-25 years. It requires preparation for adulthood from the earliest years.

The Equality Act 2010 reminds employers of their responsibilities to make reasonable adjustments in the workplace to support people with disabilities, including autistic people, to obtain and sustain employment opportunities.

What we know now in Norfolk

The number of autistic people in employment is unknown as many people that are diagnosed with autism do not disclose their diagnosis. However, the number of people with autism and additional needs such as a learning disability entering employment is known to be low, at approximately only 5% of the learning disability population.

The links with the local Department for Work and Pensions (DWP), the Chamber of Commerce and local businesses could be improved to encourage the employment of autistic young people and adults as well as the benefits this can bring.

Some autistic people, their parents/carers feel they have been let down by the SEND and Education, Health and Care Plan (EHCP) process that is currently under review. They understand the challenges the local authority face but feel there needs to be radical changes in the relationship between the local authority and schools to ensure autistic children and young people receive support aligned to their individual education, health and social care needs.

What is important to people

To be listened to and get the support my child needs, not having to fight every little step!

Money needs to be spent differently – the system isn't working.

What we want to do as a partnership

- Understand what is and is not working within the special education needs process, education and health care plans for autistic children and young people. This will allow us to make recommendations and implement improvements.
- Review access to existing skills, training and employment support for people with additional mental health and learning disability needs. Ensure that they can make the required reasonable adjustments for those who also have a diagnosis of autism.
- Link with the DWP to ensure people have access to the right support and reasonable adjustments they need to seek employment opportunities. This will include links with local DWP accessibility advocates.
- Develop an employment workstream to improve employment opportunities, linking to welfare rights, the DWP and employment specific projects underway in Norfolk.
- For those receiving support from Norfolk County Council, continue to deliver employment and volunteering opportunities through local Employment Co-ordinators.
- Connect with local businesses, promoting opportunities for employment and considering how to support employers to make reasonable adjustments in the work place.
- Review the local individual service funds provision to ensure they have received awareness and training on autism and are able to support in their employment responsibilities.

- Nationally, raise the issue of local authority responsibilities versus school delivery.
- Continue to influence the build of an additional special school for ASD in Norfolk with current evidence base suggesting this would be in the North of the county

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We will improve our data collection, which will be used to inform future planning, the development of priorities and the commissioning of services.

What we know Nationally

Think Autism 2014 suggests that to plan and commission services effectively, the local authority and their Health and Wellbeing Board, CCGs and other partners need to have access to as comprehensive data on local numbers of autistic people and their needs as possible.

What we know now in Norfolk

The local response to the *National 2018 Autism Self-Assessment* tells us that data collection remains a priority. Data is collected on those people known to access adult social care, but more work needs to be done to demonstrate accurate and consistent recording. This must be across the entire partnership and not just within the local authority.

The recognition of autistic people remains a challenge as there is currently no single place where all relevant information is kept. We are working together in Norfolk to develop a single dataset to inform those people accessing services across the county.

What is important to people

How can we plan services when we don't know what the need is, because autism isn't consistently recorded?

Why don't we know more about autism in Norfolk?

What we want to do as a partnership

- Work together to oversee the development of a central point of information that informs planning across the partnership.
- Contribute to the council's Market Position Statement.

- Where permission is granted, take further action to collect data on people with autism accessing other services.
- Where permission is granted, to progress work with local primary care service of those people registered with autism.
- Improve recording of autism and sharing of information across local authorities and the police.
- Identify the age profile and range of support needs for people living with autism in Norfolk to predict how numbers and needs will change over time. This data will include numbers of children and young people, those of working age and over 65s.
- The NAPB will ensure the review of the autism needs assessment is included in the commissioning joint strategic needs assessment and market positioning statements produced by Norfolk County Council.

We will promote a seamless progression through life transition: children to young people, young people to adulthood, adulthood to later life.

What we know Nationally

The **Children and Families Act 2014** states that a young person's EHCP can continue up to the age of 25 if the council thinks they still need that help. This help may include supporting a young person with autism, whether they have a learning disability or not, to access college or job training if that is what they need and want.

The **Care Act 2016** is designed to work in partnership with the Children and Families Act 2014, with specific legislation applying to children aged up to 25 years and other young people with SEN and disabilities. In combination, the two Acts enable local authorities to prepare children and young people for adulthood from the earliest possible stage, including their transition to adult services.

The national **SEND Code of Practice: 0 to 25 years, Chapter 8 on Preparation for Adulthood**, requires supporting young people to plan for adulthood, including employment. If a young person is being trained as an apprentice, they can get help through an EHCP as well. The focus will be on supporting a young person that can work to be as independent as possible and have better life opportunities and not to become registered as Not in Education, Employment or Training.

The **Children and Families Act 2014** places the responsibility on educational establishments, local authorities and health organisations to consider how best to support children and young people with special educational needs and disabilities to access education, putting appropriate support in place to maximise their opportunities. It extends its responsibilities up to age of 25 years to better support young people, including accessing opportunities in further education, training and employment as they enter adulthood.

Where additional health and care support is required to best enable such opportunities, an EHCP can be devised alongside adult services.

What we know now in Norfolk

We recognise transition periods are very difficult times for autistic people. Improvements are required so that autistic people of all ages feel sufficiently supported as they progress through the life journey, all whilst treated with dignity, equality and respect.

What is important to people

I need support now, because I worry about what will happen to me when mum gets older.

I'd like support, so it's not always left up to mum.

What we want to do as a partnership

- A Norfolk Preparing for Adult Life Team is in the process of development across adult and children's social care. They will also work with health teams to consider what needs must be considered when planning for continued educational support up to the age of 25 years and for those young people leaving care up to the age of 25 years.
- The NAPB will ensure local housing strategies and plans are developed and examine how those strategies and plans deal with adults with autism.
- The NAPB will link with the Norfolk Older People's Strategic Partnership to ensure special consideration is taken when planning for the transition into older age of autistic people, particularly given the attendant risk of other health issues developing in later life. This is especially a concern in cases when family members may not be able to support an older autistic adult. Invitations to the NAPG will be extended to the Norfolk Older People's Forum.
- Ensure access to appropriate support for parents/carers (and siblings involved), who have decided to have their children and young people accommodated.

We will provide effective and enabling care and support.

What we know Nationally

Think Autism 2014 includes 15 Priority Challenges for Action, which states that every day public services that autistic people frequently encounter will know how to make reasonable adjustments to aid inclusion and acceptance.

Autism Statutory Guidance 2015 refers to the requirement for NHS Provider Services, in particular those involving mental health, to apply reasonable adjustments in order for autistic people to receive the right support. Including Child and Adolescent Mental Health Service (CAMHS) so that fewer children, young people and young adults with a learning disability, autism, or both, access inpatient hospital settings inappropriately or for long periods. The guidance calls for the end of the use of out-of-area placements, whenever possible and suitable.

The **Care Act 2014** focuses on the delivery of wellbeing outcomes to prevent needs from escalating. Information and advice should be given to help resolve issues early and prevent them from getting worse. A carer for an autistic person can receive a carers assessment and assessed support.

The NHS Health Child Programme identifies the recommendation pathways to access support for parents, infants, children and young people to receive the right health care and support. This includes access to specialist paediatric services to determine additional needs, such as ADHD and autism, when they are identified by primary care.

The **Children and Families Act 2016** equally communicates the need for a joined-up assessment inclusive of health needs through an Education, Health and Care Plan for children and young people with SEN and/or a disability.

The **Equality Act 2010** aims to make society fairer for people with a known disability or those who are perceived to have a disability. Expanding from the work place, the Act includes access to community service providers and places the responsibility on providers to minimise the risk of exclusion or discrimination through reasonable adjustments and provision of appropriate information wherever possible.

Think Autism 2014 and **Statutory Guidance 2015** promote the idea that all autistic people live a fulfilling and rewarding life as equal members of their community, supported through wider awareness of autism and reasonable adjustments to access employment and any other life opportunities. It includes 15 Priority Challenges for Action, one of which has a specific focus on being an equal part of the local community.

It specifically encourages the strengthening of opportunities for autistic people to be actively engaged and included, and that anyone who works with an autistic person is aware and accepting of their condition.

Building the Right Support 2016 communicates the absolute need to provide the right type of support in the community that can meet the needs of people, no matter their age or whether they have a learning disability. It insists that both health and social care commissioning need to work together to determine the needs of the population as a whole to ensure the right support can be provided locally. This will prevent needs from escalating and resulting in inappropriate hospital placements and/or placements outside of the local area.

The NHS Long Term Plan 2019 identifies the need to raise awareness across the NHS so that Autistic people can better access their local health services, with particular focus on the need for autistic children and young people to access key services such as dentistry. It also identifies the need to be aware of autism to effectively engage with individuals to identify and meet their needs appropriately. For those individuals with more complex needs, the NHS will work with partners, including the local authority, to provide greater access to care in the community. For those who need it, this may include specialist forensic and multidisciplinary crisis support for children and young people.

What we know now in Norfolk

Currently autistic people accessing primary care for support report a mixed experience; some patients have a positive relationship with primary care, while others feel unable to access them due to a lack of understanding and/or that reasonable adjustments have not been made.

Autistic people have communicated that access to support in managing their emotional wellbeing and mental health is a challenge. However, once they can access specialist mental health services they may, if identified as autistic, experience some reasonable adjustments. This is due to an approach called the Green Light Tool Kit, which promotes consideration of the additional needs of people with autism, including those with a learning disability, when they are accessing inpatient mental health services.

Some autistic adults accessing acute hospital services for their physical needs may receive help from a liaison nurse who can support the general hospital to staff think about the reasonable adjustments they require while staying as an in-patient. This support is not always consistent, and while it has been used by autistic people it appears intended for people that have an additional learning disability.

It is understood that there are limited amounts of targeted services, support or understanding of the needs of older autistic people. Many of these individuals are currently being cared for by ageing parents, as provision for older autistic people in the commercial residential sector is virtually non-existent and understanding of autism is therefore limited.

There has been an expectation that people with autism access current models of care, which may mean that some individuals receive support from a learning disability or mental health team that is not always appropriate to their needs.

Some children and young people with autism displaying challenging behaviour at home, school and in other environments may need a crisis medication review. An autism crisis service that provides a person centred, time limited intervention programme, with a step-down package to prevent readmission and which focuses on the reintegration of children and young people with their families/carers and communities, could prevent admission to Tier 4 services and/or 52-week residential placements.

What is important to people

It is essential to help and support those on the spectrum, their lives are exceedingly difficult and causes a great deal of stress to the family..

People need to do, what they say they are going to do!

What we want to do as a partnership

- Linked to priority 6.4, we will work in partnership with health providers and commissioners to provide autism specific training for staff at different levels, including general awareness and more in-depth training for assessors of health and social care.
- Linked to priority 6.5, we will use data to inform the future provision of health services across Norfolk to prevent needs from escalating. This will include working with providers to ensure the right community support is available.

- Linked to priority 6.1, on reviewing the diagnostic pathways we will also review the pre-diagnosis support and ensure that people's needs are identified early so they can be addressed appropriately before they escalate. People who are waiting for a diagnosis will be screened to ensure that they are not at risk of harm, vulnerable or that their wellbeing outcomes are at risk. Following diagnosis these people will be advised and, where required, provided appropriate support in managing their wellbeing. This could include assessments of their dietary and nutritional needs as well as their mental wellbeing.
- Autistic Children, parents and siblings offered a whole family approach and appropriate support as part of the Early Help Offer.
- We will explore the demand and supply for those pre-school children who don't have dysphagia but may have sensory and psychological difficulties that would benefit from a feeding clinic and a higher level of support to assess their needs and provide advice within the home.

We will explore the demand and supply for those children and young people (aged 5-16 years) being assessed or diagnosed with autism who have difficulty in their eating and drinking due to sensory and psychological difficulties.

These approaches aim to prevent children and young people with sensory issues that do not meet criteria for support or have a service to address their needs. Furthermore, its purpose is to reduce demand on NHS prescribed supplements and vitamins throughout life and in addition the escalation of health needs later life due to sensory issues.

- We will ensure the right information on accessing support is on the Norfolk Directory and Local Offer alongside information on reasonable adjustments and other approaches to accessing wider community services.
- We will work closely with Norfolk Healthwatch as a member of Norfolk's Autism partnership.
- We will work with the CCGs' to develop links and better awareness of autism among dentists and oral health professionals.
- Ensure that Autism is recognised in the developing Mental Health Strategy and any future service model for adults. This will include reasonable adjustments to access primary care wellbeing services.

- Ensure that autism is included in the review of CAMHs services and any future service models.
- Ensure that autism is recognised in the development of the future LD specialist integrated service model.
- We will review the pathways of support, including accessing health support, so that all autistic people get the right support that is best placed to meet their additional needs. This support will consider the specific impact that their autism has on their lives and how it can interact with any other disabilities or conditions they may have.
- We will make sure that people can access the right information and advice in a way that is meaningful to them at the first point of contact, to resolve issues as early as possible and prevent needs from escalating.
- A new approach to delivering the assessments and case management of people who do not require mental health or learning disability services are being considered to meet the needs of people with autism. Workers will receive specific training to undertake their assessments and promote every opportunity to enable service users to live an independent and fulfilling life. They will also work alongside other services, such as healthcare providers, to support people to navigate through the 'system' and enable them to receive the right support at the right time, reducing the risk of escalating needs.
- Review advocacy services for adults, ensuring they have proper knowledge and awareness of autism. We will ensure that people receive support to fully participate in their assessment through a range of reasonable adjustments, including identifying what is most important to the individual undergoing the process.
- Work with the council to develop community hubs open to the public to ensure autistic people can access them through facilities such as changing places, safe places and quiet rooms.
- Work with the autism community and community providers to enable greater access to mainstream community services.
- Work with transport providers to raise awareness of autism.

- Roll out Independent Travel Training for autistic people.
- Encourage the use of smartphone apps such as *Brain in Hand* and other autism specific programs that provide reminders of strategies, recognise the escalation of stress and anxiety and provide deep breathing exercises for de-escalation.
- We will link with community resources to maximise opportunities to support autistic people of all ages in the local community. We will particularly focus on including the voluntary sector, as currently there are very few Norfolk-based agencies charity or voluntary sector accessible or targeted on autism.
- Work with the police to make sure that they are aware on how to engage with autistic victims and perpetrators of offences to reduce risk of offending and harm. Work to reduce contact with the Criminal Justice System in general.
- As opportunities arise, involve parents in the redesign of services, buildings and waiting areas used by autistic people.
- NAPB to monitor the delivery of parent support programmes to ensure parents involvement in the design and implementation to ensure they are accessible for all, for example by considering the impact of digital platforms.
- Work with the access points including the Integrated Care Partnership wellbeing hubs.
- Provide advice on how to make the first contact between an autistic person and a service user is appropriate and accessible to ensure that people's needs can be addressed at the earliest point in time
- The government announced on the 29th July 2018 that the Blue Badge scheme is to be extended to hidden disabilities, including autism and mental health conditions. We will work with the blue badge scheme to ensure the criteria considers the needs of autistic people and their families and takes into account their needs for certainty and safety.

We will offer and promote a range of accommodation options for people with autism based on their individual needs.

Autistic people and their families/carers have spoken about the difficulties finding the right accommodation to meet their needs, which also enables them to live independently. They want to live free from fear, we have considered their shared experiences of vulnerability due to hate crime and victimisation.

What we know Nationally

The **Care Act 2014** states that housing is a priority for all individuals, inclusive of autistic people. Having the right accommodation is fundamental to people's wellbeing and is therefore a protective factor. It encourages working together across housing providers and housing related support to ensure that people's accommodation meets their needs and supports their ability to live their life as independently as possible.

Transition planning should cover all relevant areas of service provision, including housing and employment support.

Adult Autism Strategy 2015 considers that housing can play a vital role in autistic people to maintain good health, independence and improve their quality of life.

On considering the needs of autistic people when planning how care and support needs of autistic adults are to be met, the local authority should consider how autism impacts on all local housing strategies and plans.

What we know now in Norfolk

There is limited accommodation specifically designed for autistic people in Norfolk, although some plans are in place to develop accommodation options for people with learning disabilities and autism, more specialist accommodation is required for those people with multiple, complex needs. Some individuals require more bespoke packages of care which consider their home environment, or to support a transition from hospital and specialist placements to new accommodation. It can be difficult to find residential care that is able to cater for both autism and additional needs.

The use of everyday technology can make a positive impact on the living environment of autistic people; for example, prompting technology and ambient lighting provide clear benefits. The review of the use of the technology policy at Norfolk County Council is underway and will include both assistive technology and universal technology.

What is important to people

*I want my own space, my own things
and a place where I feel safe.*

*I want a choice of where I live and
the activities I do.*

What we want to do as a partnership

- Work with housing officers to consider how autistic people and their family members and/or carers can quickly access the right support and advice in a meaningful way to resolve problems before they escalate. This will prevent debt accumulating uncontrollably or accommodation from being lost.
- Develop a housing and accommodation plan for autism, working with district councils', local housing providers, and private landlords to support autistic people to access the right accommodation for them.
- Work with housing providers to consider how reasonable adjustments to existing accommodation could maintain existing accommodation, for example sound proofing where excessive noise is becoming a specific challenge due to sensory, anxiety-based or noise related issue.
- Work with housing developers and providers to be considerate of sensory and autism needs in the design and development of new accommodation, particularly for those people with more complex needs.
- Work with housing providers to enable people to buy their own accommodation, including properties with shared ownership, without risking any support they receive.
- Ensure that a review of current inpatient placements is carried out and that anyone found to be inappropriately placed in a hospital setting is moved to community-based support.
- Ensure all placement's where a vulnerable autistic person is placed, are regularly monitored with the autistic person seen.

Reducing contact with Criminal Justice System and restrictive environments such as long stay hospitals. Work with the police to make sure that they are aware on how to engage with both the victim and perpetrator and reduce risk of offending and harm.

What we know Nationally

Think Autism 2014 highlights that autistic people need access to support when encountering the Criminal Justice system, whether they are a victim, witness or are suspected of committing a crime. Local Authorities will work with prisons and other local authorities to ensure that individuals in custody with care and support needs receive continuity of care when moving to another custodial setting or where they are being released from prison and back into the community.

The **Bradley report 2009** and **Care Not Custody** coalition report (Prison Reform Trust 2018) consider the development of effective liaison and diversion arrangements and improved health and justice outcomes for people with mental health conditions, learning disabilities, autism and other needs caught up in the criminal justice system. In addition, the **Ministry of Justice and Department of Health** are to encourage greater use of the Community Sentence Treatment Requirement, including the Mental Health Treatment Requirement (MHTR) where appropriate.

The **NHS Long Term Plan 2019**, intends to increase investment in intensive, crisis and forensic community support, to enable more people with autism and or a learning disability to receive personalised care in the community, closer to home, and reduce preventable admissions to inpatient services, including specialist multidisciplinary service and crisis care, which could align with the wider community mental health services.

The **Care Act Statutory Guidance 2016, (14.83)** refers to Criminal offences and adult safeguarding, in which everyone is entitled to the protection of the law and access to justice.

What we know now in Norfolk

The police are members of the NAPB and are working to develop greater awareness of autism across the force and the wider criminal justice system. The police have put in place an Autism Alert Card. Autistic people can apply for a card which they carry on them, if stopped by the police they can hand the card to the officer that explains to them what they need to do. We realise more work needs to be done to make sure people who are at risk of offending or at risk of becoming a victim do not fall through any gaps between organisations and pathways, all autistic people are appropriately supported and advised. We will continue to work with the police, the criminal justice

system, liaison and diversion teams, youth offending and the children and adult safeguarding boards to raise awareness of autism to do this.

What is important to people

Prison feels safe. I need somewhere to feel safe when I leave, to prevent me from wanting to go back.

I want support that meets my needs to keep me safe and helps me understand the consequences of actions.

What we want to do as a partnership

- Work with the Norfolk Community Safety Partnership to bring different agencies together and develop a plan to support *My Autism, Our Lives, Our Norfolk*.
- Ensure the criminal justice system refers autistic people to appropriate health and care support to divert them from offending and prevent them from re-offending.
- Ensure reasonable adjustments are in place to enable individuals to effectively engage in the Youth and Criminal Justice System. When engaging with issues surrounding informed consent, ensure workers in the Youth and Criminal Justice System have correctly considered the autistic person's ability to make decisions and predict consequences.
- For adults in prison or other forms of detention, assess the care and support available to them and ensure that it meets their needs.
- Work with prison services to ensure individuals with care and support needs in custody have continuity of care when moving to another custodial setting, or when they are being released from prison and back into the community.
- Ensure that in commissioning health services for autistic people in prison and other forms of detention prisoners can access an autism diagnosis in a timely way. Ensure that healthcare, including mental health support, considers the needs of people with autism.

ASD: Acronym for Autism Spectrum Disorder. Autism Spectrum Disorder, and the related diagnosis **Autism Spectrum Condition (ASC)**, are typically used by doctors to describe what ordinary people tend to simply call autism. One can have the condition without it also being a disorder, as an official diagnosis of ASD is usually only made when a person's condition has deteriorated to the point that it is significantly damaging them. The disorder's impact upon a person's life can also fluctuate over time, so that at times when they can live without significant distress they can be said to move from a disorder to a condition.

Asperger's Syndrome: is considered a type of autism. The term has now been dropped from the current DSM-5 (the American diagnostic 'bible' – see below), replaced by the term 'high-functioning autism'. This has proved controversial, as many people who identify as having Asperger's find this replacement term offensive.

CAMHS: Child and Adolescent Mental Health Service.

DSM-5: The *Diagnostic and Statistical Manual of Mental Disorders (fifth edition)*. Published in 2013, this is the latest a classification of mental health conditions, diseases and disabilities published by the American Psychiatric Association. The DSM is revised, and new editions are put out, every few years as knowledge grows. In the United States the DSM is the universal authority for psychiatric diagnoses. Treatment recommendations are often determined by DSM classifications, so a new version has significant practical importance.

ICD-11: The *International Statistical Classification of Diseases and Related Health Problems* (eleventh edition). Published in 2018, this is the diagnostic classification standard used by the World Health Organisation for all its clinical and research purposes. It lists more than 14,400 different diseases and health conditions. Generally, where DSM leads, ICD follows. Although many doctors in the UK and Europe use the ICD classification, others also use the DSM.

EHCP: Education, Health and Care Plans. These replaced Statements of Special Educational Needs and Learning Disability Assessments in September 2014.

Healthwatch: is a UK statutory agency whose job is to monitor NHS services on behalf of the public and make its findings public.

JSNA: The Joint Strategic Needs Assessment. This is an annual survey carried out by Public Health Departments, using information from both local councils and the local NHS.

NAPB: The Norfolk All Age Partnership Board.

NICE: The National Institute for Health and Care Excellence. NICE provides national guidance and advice to improve health and social care. They regularly publish important guidelines on a wide variety of topics.

NHS: National Health Service.

SAF: The *Self-Assessment Framework*, a questionnaire council must complete to describe how well they are performing against government-set targets for autism services.

SEND: Special Educational Needs and/or Disabilities. Usually used in the context of children and young people up to the age of 25.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



Norfolk's Autism Strategy, **My Autism, Our Lives, Our Norfolk**, aims to make things better for autistic children and adults.



Our Vision: All autistic people, their parents/carers are accepted, understood and treated as equal members of the community. That there is a greater awareness and understanding of autism by people that live and work in Norfolk. That this understanding will enable autistic people to have the same opportunities as everyone else to live a fulfilling and rewarding life and achieve their life's ambitions.



There are over half-a-million autistic people in England and around 10,000 autistic people in Norfolk. They use lots of different services.



Laws help local services that support people with autism and their families have better lives.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



The Autism Act is a law which says how Norfolk County Council and the NHS need to help autistic people.

The law says they have to follow it unless they can show there is a good reason for not doing so.



The Equality Act says services must make **reasonable adjustments** so disabled people can use them. This includes people with autism.

A reasonable adjustment is a change to the way things are normally done to help people.



The Children and Families Act helps young people with autism get ready to be adults.



The Care Act says the health and social care service must work together to keep people safe and well so they need less care and support.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



Norfolk County Council brought people together to form the **Norfolk All-age Autism Partnership board (NAPB)**.



Autistic people, their family/carers, Norfolk County Council, health services, the police, HealthWatch, service providers and voluntary services are all members of the board.



The NAPB will make sure services have plans for supporting people with autism and their families.



The NAPB reports to the Health and Wellbeing Board to so they can check the plan and ensure everyone works together.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



My Autism, Our Lives, Our Norfolk is a plan that says how health and social care can make sure all services help people with autism have better lives.



The NAPB worked with autistic people, their families, carers and people who support autistic people to deliver the plan.

My Autism, Our Lives, Our Norfolk has **nine priorities**.

Priority 1: Working together



The NAPB will work with and listen to autistic people, their families, carers and people who support autistic people to. They will put the plan in place and check support and services.

Priority 2: Diagnosis and Support

We want people to know how to get an autism diagnosis.



Local Autism Strategy: My Autism, Our Lives, Our Norfolk



NICE is the National Institute for Health and Care Excellence.

We want people to receive an autism diagnosis which follows NICE guidance.



We want people to receive the right support before and after diagnosis.



Priority 3: Autism Awareness

We want people who work for Norfolk County Council and the NHS to be well trained in autism.



We want adults with autism and their families carers involved in planning and delivering training.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



We want to make sure all staff have basic autism training, not just those who meet autistic people in their job.



We will give extra training for staff who need special skills.



We will help staff to use their training in their work.



New staff will have autism training. All staff will have the chance to learn more about autism.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



The NAPB will regularly check to make sure Norfolk County Council and the NHS always have enough staff who understand autism.



The NAPB will raise awareness of autism in local communities to make Norfolk **Autism Friendly**.



Priority 4: Education, Employment and Training

We will make sure health and social care work together to write Education, Health and Care Plans for young people with autism who need support.



We will help autistic young people with their higher education and job needs.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



We will think about all the different ways we can support people with autism to get jobs and keep them.



Priority 5: Understanding Need

We want to improve how we find out information about autism to help us plan for the future.



Priority 6: Transitions

Transition means going from using one service to another or dealing with big changes in life, like moving house.



We want to help autistic people plan for the future.

We want services to work together to help young people to do the things that are important to them as they become adults.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



Some young people will not need adult services from Norfolk County Council. We want the plans to say how these people will be supported in the future.



Sometimes parents of autistic people need more help to look after their children, especially when they get older. We want to help them plan for this.



Priority 7: Right Service, Right Time, Right Place

If someone has autism we want them to be able to find out what support they need by contacting Norfolk County Council.



We want carers to be able to contact Norfolk County Council to find out what support they need.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



We want to think about any changes that would make it easier for people with autism to find services to help them.



We want to make changes to help autistic people use services.



We will give examples of technology and equipment that can help people with autism communicate and live a happy life.



The council will have services that stop things from going wrong for autistic people. This will include advocacy, information, advice and news about community and voluntary groups.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



Priority 8: Housing

We will make the health and social care service work with the housing service so people with autism will get the housing they need.



Sometimes people with autism have lots of different needs or behave in a difficult way. We want them to live in their own homes and not in a hospital.



Some people live in hospitals when they aren't supposed to. We want to move them out so they live in the community.



We want to have good local plans to support people who behave in a difficult way.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



We want different services to work together to care for people with lots of needs in the community.

This means they can be with their family and friends.



Priority 9: Justice System

The **Criminal Justice System** (CJS) is the police, law courts, prisons and probations service.

The council and NHS must work with these services to support adults with autism.



Norfolk County Council, local councils, the NHS and the police will work together to keep autistic adults safe. If they think something bad might be happening to them, they will check to make sure they are OK.



Liaison and Diversion Services help people who have problems with their mental health, learning disabilities or drugs when they first meet someone from the CJS.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



We want Norfolk County Council to work with the Liaison and Diversion Services.

The Liaison and Diversion Service will check if someone has autism and make sure they get the support they need at the police station or in court.



We want local council and health services to support people with autism when they are in prison.

We also want them to help autistic people plan for leaving prison.



We want the NHS to give people with autism who commit crimes the support they need.



My Autism, Our Lives, Our Norfolk aims to meet these needs so children and adults with autism have good, healthy lives and feel valued and respected.

Local Autism Strategy: My Autism, Our Lives, Our Norfolk



Thank you for reading our plans to improve support and service for autistic people.



If you need more information, please contact us by

Email: autism@norfolk.gov.uk



Post:
Tracey Walton,
Autism Commissioner
Norfolk County Council
County Hall
Martineau Lane
Norwich
Norfolk
NR1 2DH

Autism Strategy

My Autism, Our Lives, Our Norfolk

Equality Assessment – Findings and Recommendations

26/06/19

Tracey Walton

This assessment helps you to consider the impact of service changes on people with protected characteristics. You can update this assessment at any time so that it informs ongoing service planning and commissioning.

For help or more information please contact Neil Howard, Equality & Accessibility Officer, email neil.howard@norfolk.gov.uk, Tel: 01603 224196

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The purpose of an equality assessment

1. The Norfolk All Age Autism Partnership Board (NAPB), My Autism, Our Lives, Our Norfolk sets out the ambition to support children, young people, young adults and adults and older people with autism as well as their families/carers and siblings. The purpose of an equality assessment is to enable decision-makers to consider the impact of a proposal on autistic people and communities prior to a decision being made. Mitigating actions can then be developed if any detrimental impact is identified.

The Legal context

2. Public authorities have a duty under the Equality Act 2010 to consider the implications of proposals on people with protected characteristics. The Act states that public bodies must pay due regard to the need to:
 - Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act¹;
 - Advance equality of opportunity between people who share a relevant protected characteristic² and people who do not share it³;
 - Foster good relations between people who share a relevant protected characteristic and people who do not share it⁴.
3. The full Act is available [here](#).

The assessment process

4. This assessment comprises two phases:
 - **Phase 1** – evidence is gathered on the proposal – looking at the people who might be affected, the findings of related assessments and public consultation, contextual information about local areas and populations and other relevant data. Where appropriate, engagement with service users and stakeholders takes place, to better understand any issues that must be taken into account.
 - **Phase 2** – the results are analysed. If the assessment indicates that the proposal may have a disproportionate or detrimental on people with protected characteristics, mitigating actions are identified.
5. When completed, the findings are considered by decision-makers, to enable any issues to be taken into account before a decision is made.

The proposal

6. Continue to work with children, young people, young adults, adults, older people with autism as well as their families/carers and siblings to implement the autism strategy,

My autism, Our Lives, Our Norfolk.

- to support children, young people, young adults and adults and older people with autism as well as their families/carers and siblings.

Who is affected?

7. The proposal will affect adults, children and staff with the following protected characteristics

People of all ages	YES
A specific age group (please state if so):	NO
Disability (all disabilities and long-term health conditions)	YES
Gender reassignment (e.g. people who identify as transgender)	YES
Marriage/civil partnerships	YES
Pregnancy & Maternity	YES
Race (different ethnic groups, including Gypsies and Travellers)	YES
Religion/belief (different faiths, including people with no religion or belief)	YES
Sex (i.e. men/women/intersex)	YES
Sexual orientation (e.g. lesbian, gay and bisexual people)	YES

Analysis of the people affected

8. Provide an analysis of the people who will be affected by the proposal. This should include:
- Based on population data, 10,000 people. 2,500 aged 0-19, 5000 adults and 2000 older people.
 - 627 autistic children with special educational needs in Norfolk's primary schools, 480 in secondary schools and 293 in special schools. Of these 90 have EHCP plans
 - 587 autistic adults assessed and met social care eligibility criteria. Of these 415 had autism and learning disabilities while 70 had autism and were in receipt of treatment for mental health support.

Note – this section is essential – unless you have a clear understanding of who will be affected, you cannot fully assess the potential impact.

Potential impact

9. Having identified the people who may be affected by the local autism strategy, My Autism, Our Lives, Our Norfolk it is considered the implementation of this strategy will provide a positive impact on autistic people.

The key priorities within the autism strategy aims to ensure that all autistic people, their parents/carers are accepted, understood and treated as equal members of the community. That there is a greater awareness and understanding of autism by people that live and work in Norfolk. That this understanding will enable autistic people to have the same opportunities as everyone else to live a fulfilling and rewarding life and achieve their life's ambitions.

Accessibility considerations

10. To implement the strategy the board will offer a wide range to enable autistic people to engage in ways and times that suite them. A range of engagement opportunities will be in place from group engagement, questionnaires, face to face, telephone conversations, one to one surgeries and less formal settings to ensure the environment is friendly and engaging to enable people to participate.
11. The Norfolk Autism Partnership board has coproduced with autistic people, autism friendly venues to ensure the venues themselves are appropriate to meet the needs of autistic people.
12. The Norfolk Autism Partnership board is commissioning a support worker to provide pre-support, support during meetings and post support to ensure activity participation of coproduction.
13. The Norfolk Autism Partnership board has commissioned the National Autistic Society to run a coproduction workshop to ensure the governance of the board facilitates and encourages a friendly and engaging environment to enable autistic people to engage in the boards activities.

For guidance on the minimum and maximum access considerations that could be built into your proposal, please speak with Neil Howard, Equality & Accessibility Officer, email neil.howard@norfolk.gov.uk; Tel: 01603 224196

Recommended actions

14. If your assessment has identified any detrimental impact, set out here any actions that will help to mitigate it.

	Action	Lead	Date
1.	Ensure communications are written in plain English and any NAPB agreed reasonable adjustments for volunteers are adhered to.	T Walton	Immediate Effect
1.	Standalone document which states NCC responsibilities to provide reasonable adjustments	T Walton	Dec 19

	Action	Lead	Date
	for NAPB volunteers. These documents will provide guidelines as to how such requests will be assessed, what may constitute “reasonable” by NCC and how such requested support will be provided by NCC		
2.	Defined programme of all NAPB meetings 6 months rolling with who is expected to attend, where meetings will be held (taking account of the need for autism friendly venues). Review frequency of meetings to ensure the demands on current volunteers is not excessive.	T Walton	Ongoing
3.	Where possible ensure that as many NAPB meetings as possible are held in the same venue at the same time and in the same room (with the same quiet room) available as a reasonable adjustment.	T Walton	Ongoing
4	Personalised agreements for NAPB volunteers, what support they need to do this work and how they will conduct themselves in respect of the board, data protection and information sharing requirements, safeguarding matters and expectations regarding attendance at NAPB meetings.	T Walton	Ongoing

Evidence used to inform this assessment

- Autism Act 2009
- Autism Statutory Guidance 2015
- Equality Act 2010
- Public Sector Equality Duty

Further information

15. For further information about this equality impact assessment please contact [Tracey Walton – tracey.walton@norfolk.gov.uk]



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

Guidance notes

¹ Prohibited conduct:

Direct discrimination occurs when someone is treated less favourably than another person because of a protected characteristic they have or are thought to have, or because they associate with someone who has a protected characteristic.

Indirect discrimination occurs when a condition, rule, policy or practice in your organisation that applies to everyone disadvantages people who share a protected characteristic.

Harassment is “unwanted conduct related to a relevant protected characteristic, which has the purpose or effect of violating an individual’s dignity or creating an intimidating, hostile, degrading, humiliating or offensive environment for that individual”.

Victimisation occurs when an employee is treated badly because they have made or supported a complaint or raised a grievance under the Equality Act; or because they are suspected of doing so. An employee is not protected from victimisation if they have maliciously made or supported an untrue complaint.

2 The protected characteristics are:

Age – e.g. a person belonging to a particular age or a range of ages (for example 18 to 30 year olds).

Disability - a person has a disability if she or he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.

Gender reassignment - the process of transitioning from one gender to another.

Marriage and civil partnership

Pregnancy and maternity

Race - refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins.

Religion and belief - has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (such as Atheism).

Sex - a man or a woman.

Sexual orientation - whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.

3 The Act specifies that having due regard to the need to advance equality of opportunity might mean:

- Removing or minimizing disadvantages suffered by people who share a relevant protected characteristic that are connected to that characteristic;
- Taking steps to meet the needs of people who share a relevant protected characteristic that are different from the needs of others;
- Encouraging people who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such people is disproportionately low.

4 Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.

Report to Cabinet

Item No. 11

Report title:	Adult Social Care Annual Quality Report 2018/19
Date of meeting:	5 August 2019
Responsible Cabinet Member:	Cllr Bill Borrett – Cabinet Member for Adult Social Care, Public Health & Prevention.
Responsible Director:	James Bullion - Executive Director of Adult Social Services
Is this a key decision?	Yes

Executive summary

Ensuring that the social care and support services required by adults in Norfolk to meet their needs and to help them to live as independent a life as possible is a key priority for Norfolk County Council (the Council). The Care Act placed this priority on a statutory footing in 2014 through new duties requiring councils to seek continuous improvements in quality and choice of services in its promotion of a sustainable care market. Broadly speaking year on year improvements in care quality achieved since 2016 have maintained in the last financial year.

Key Findings in 2018/19 include:

- a) The Council paid £328m for care for 17,000 adults
- b) 91 providers out of 465 inspected by CQC were rated *Requires Improvement* (18%) This is a 3% improvement on the previous year
- c) 14 providers were rated as *Inadequate* (3%) the same as the previous year
- d) 9 providers were rated as *Outstanding* up from 5 the previous year
- e) The poorest performing sector is nursing homes at 70.5% rated good or outstanding a drop from 72.5% at the beginning of the year
- f) Staff turnover rates are very high in the independent market approaching 50% in nurses in nursing homes and over 40% in home care
- g) 173 care home beds were lost to the market of which 61 were nursing beds
- h) 12 care home providers and 5 home care providers left the market

Recommendation

Cabinet is asked to:

- a) **Consider the findings presented in the Annual Quality Report**
- b) **Approve the proposals for improving quality in 2019/20 in Section 5**

1. Background and Purpose

- 1.1 The Council's quality framework requires the production of an annual report on quality in the social care market in Norfolk. This report provides a detailed evaluation of quality in the market both in terms of Care Quality Commission (CQC) ratings and the Council's quality assurance team risk ratings and out proposals for continuous improvement going forward.

2. Proposals

- 2.1 The Quality Framework requires the production of an annual quality report which provides Cabinet, elected members, providers, the public and other stakeholders with an opportunity to consider the quality of adult social care in Norfolk, the actions taken by the Council to secure quality and proposals and an outline of proposed future actions to improve quality in adult social care.

3. Evidence and Reasons for Decision

- 3.1 The Care Act places significant duties on Local Authorities to promote and shape their market for adult care and support, so that it meets the needs of all people in their area who need care and support, whether arranged or funded by the state, by the individual themselves, or delivered direct by the Council.
- 3.2 The ambition is for Local Authorities to influence and drive the pace of change for their whole market leading to a sustainable and diverse range of care and support providers, continuously improving quality and choice and delivering better, innovative and cost- effective outcomes that promote the wellbeing of people who need care and support. This is in line with the Council's Promoting Independence strategy.
- 3.3 Poor quality services are not effective in supporting people to achieve their wellbeing outcomes and deliver poor value for money. It is essential, therefore, that we ensure we know that all the services we pay for are high quality and effective. This requires regular ongoing proactive monitoring of provider performance across the board and effective interventions to restore high quality services if things are beginning to go wrong. The quality framework supports this.
- 3.4 **Annual Quality Report**
- 3.4.1 The former Adult Social Care Committee approved and adopted a quality framework at its meeting in January 2015.
- 3.4.2 It is critical that the Council gains a thorough understanding of quality in the care market and the framework requires the production of an Annual Quality Report (the Report) for consideration by Cabinet.
- 3.4.3 The Report is intended to be a public document and thus serves the purpose of helping the Council as a whole, key commissioning partners, providers, the public and key stakeholders to understand quality in the care market in Norfolk. This is the fourth report of its kind and is attached at **Appendix 1**. (the Report will be available through the Council's website following consideration by Cabinet).

4. Key Issues

- 4.1 The Report is based on data for the financial year ending 31 March 2019. The Report also sets out details of the quality improvement programme undertaken in 2018/19.
- 4.2 In summary demands on the quality assurance team rose significantly during the year driven by increases in safeguarding referrals and market failures. Much of the team's work remains reactive which undoubtedly prevents even poorer performance against CQC ratings but does little to improve quality in the longer term.
- 4.3 Improvement in quality ratings from CQC remains the most significant indicator of care quality and the Report provides a detailed analysis of these ratings. There are four CQC ratings:

Outstanding, Good, Requires Improvement and Inadequate. The current target is that at least 85% of providers (up from 80% the previous year) should be rated as Good or Outstanding by the end of the 2020/21 financial year.

- 4.4 During the year two important changes in approach took place which need to be considered alongside the published ratings and analysis in the Report.
- 4.5 Firstly a more robust approach of intolerance of ongoing poor ratings was implemented. The effect of this is to require provision rated as Requires Improvement or Inadequate to be capable of achieving a rating of Good or Outstanding within six months of the publication of the lower rating.
- 4.6 Secondly, we introduced the use of the Provider Assessment and Market Management Solutions (PAMMS) tool which is the regional quality improvement tool. The tool enables ratings to be determined for providers through a structured inspection. The tool supports the development and implementation of specific quality improvement plans that are monitored by the QA team. A reinspection is used to verify the improvement in quality.
- 4.7 The Report does not reflect improvements achieved in the final quarter of 2018/19 and verified through PAMMS but not rerated by CQC before 31 March 2019. Equally the Report does not reflect decisions to cease contracting with providers who have been unable to improve quality to the required standards and have left the market. The combined effect will see a further improvement in overall quality ratings.
- 4.8 CQC provides an overall quality rating derived from individual ratings for each of five domains as shown below:
- **Safe:** this means that you are protected from abuse and avoidable harm
 - **Effective:** this means that care, treatment and support achieves good outcomes, helps to maintain quality of life and is based on the best available evidence
 - **Caring:** this means that staff involve and treat people with compassion, kindness, dignity and respect
 - **Responsive:** this means that services are organised so that they meet needs
 - **Well-led:** this means that the leadership, management and governance of the organisation make sure it's providing high-quality care that's based around individual needs, it encourages learning and innovation, and it promotes an open and fair culture
- 4.9 A summary of overall ratings of Inadequate and Requires Improvement against individual domain ratings is shown below:

Inadequate Providers

- 14 Providers
 - 14 providers were rated Inadequate in the Safe domain
 - five providers were rated Inadequate in the Effective domain
 - one provider was rated Inadequate in the Caring domain
 - two providers were rated Inadequate in the Responsive domain
 - 14 providers were rated Inadequate in the Well-led domain

Requires Improvement Providers

- 91 Providers
 - 83 providers were rated Requires improvement and one was rated Inadequate in the Safe domain
 - 51 providers were rated Requires improvement in the Effective domain
 - 21 providers were rated Requires improvement in the Caring domain
 - 55 providers were rated Requires improvement in the Responsive domain
 - 86 providers were rated Requires improvement and five were rated inadequate in the

Well-led domain

- 4.10 We can conclude from this that even providers not meeting standards overall are still likely to be caring and can be responsive and effective. Providers not meeting the required standards will almost without exception be unsafe and not well led.
- 4.11 During the 2018/19 financial year 12 care homes closed due to quality failings and the inability to improve standards. In some instances closure was accelerated due to financial pressures linked to reduced placement activity due to quality failings. Nine homes were residential and three were nursing homes. In all 173 beds were lost, 61 of which were nursing beds.
- 4.12 In addition, four locally based home care providers left the market due in the main to financial difficulties driven by diseconomies of scale. At the national level Allied Health Care suffered financial failure which required the re-provision of care to about 280 residents. We were able to achieve this through our own Council owned company, Home Support Matters CIC.
- 4.13 27,000 people are employed in the Norfolk care market the majority of whom are in the private sector. There are particular challenges in the private sector workforce with the highest staff turnover rates in all sectors in the East of England. There is a national shortage of nurses and in Norfolk the turnover rate for nurses in nursing homes is approaching 50%. Pay rates for care workers are close to national minimum wage levels and the demands on these low paid workers are increasing with greater complexity due to the population living longer with multiple comorbidities.
- 4.14 The uncertainties caused by Brexit have had limited impact on the workforce during 2018/19 although we will continue to monitor the situation closely.
- 4.15 There continues to be pressure on the prices the Council has to pay for care packages driven by year on year increases in the national minimum wage rates which providers are likely to seek to pass on to councils. These cost pressures are beginning to be evidenced by reduced staffing levels in some care homes having a direct impact on quality. The pressures are also driving a growing trend that sees care home providers either leaving the market altogether or focusing more on the privately funding market where rates are significantly higher.
- 4.16 The Council has responded by awarding increases in fees for both residential and nursing care and home care well above inflation which have been implemented in 2019/20 with a guarantee of a further above inflation increase for residential and nursing care in 2020/21 as a result of the cost of care exercise it undertook with providers during 2018/19.
- 4.17 We are seeing a clear trend in new build care homes being exclusively aimed at the self funding market.

5. Quality Improvement Strategy 2019/20

- 5.1 Following a comprehensive review of our commissioning function which includes quality assurance we will develop and implement a revised quality strategy which will include but not be limited to:
- a) Building on our proactive inspection programme to prevent and reduce the number of serious failings that consume a disproportionate amount of our capacity and reduce effectiveness
 - b) Further developing our workforce strategy to tackle recruitment and retention challenges in the care market. This strategy will be significantly boosted if we are successful in our European funding bid worth £8m across Norfolk and Suffolk
 - c) Establishing a Care Association for Norfolk. During 2018 the Council worked with

provider bodies and key stakeholders to explore the case for establishing a Care Association for Norfolk providers as part of a broader quality improvement strategy. Following a formal consultation taking place in early 2019 the evidence showed considerable support for such a development. Plans are now well advanced to establish the Norfolk Care Association which is expected to become fully operational during 2019

- d) Holding a Quality Summit with the CQC national Head of Inspection to develop further collaboration, knowledge and skills sharing. We will include health colleagues with quality assurance responsibilities as part of our integrated system approach to quality
- e) Reshaping the care market through strategically recommissioning all of our main care services including nursing care, residential care and home care moving to contracts based on the outcomes that people want for their lives
- f) Rolling out our Homes for Norfolk programme aimed at increasing the supply of extra care housing
- g) Supporting the Council's prevention strategy and working with the emerging Primary Care Networks to further develop social prescribing
- h) Continue to operate our Living well social work model to support prevention and self care to reduce demand on services and strengthen independence

6. Alternative options

- 6.1 The Council is required under its duties in the Care Act 2014 to develop a Market Position Statement and a Quality Strategy for Adult Social Care. The Care Quality Commission regulates services while the Council works with providers to ensure quality and that people get the services they need.

7. Financial

- 7.1 The quality improvement programme can be delivered within current budgets.

8. Other Implications

8.1 Legal Implications:

- 8.1.1 The proposals are fully aligned with the Council's duties under the Care Act

8.2 Human Rights implications

- 8.2.1 Not applicable

8.3 Equality Impact Assessment (EqIA)

- 8.3.1 Not applicable

8.4 Sustainability implications

- 8.4.1 The quality improvement programme will contribute to long term sustainability

8.5 Any other implications

- 8.5.1 None

9. Risk Implications/Assessment

- 9.1 The quality framework places the Council in a strong position to effectively discharge its duties in securing high quality adult social care and support services in Norfolk. The current quality picture continues to present significant challenges to the Council and it will be important to keep the position under review taking such steps as are necessary and proportionate to secure high quality care services.

10. Recommendation

10.1 Cabinet is asked to:

- a) Consider the findings presented in the Annual Quality Report**
- b) Approve the proposals for improving quality in 2019/20 in Section 5**

11. Background Papers

11.1 The quality framework itself can be accessed via the link below

www.norfolk.gov.uk/careproviders

Officer Contact

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

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Tel No: 01603 222996

Email address: Gary.heathcote@norfolk.gov.uk



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

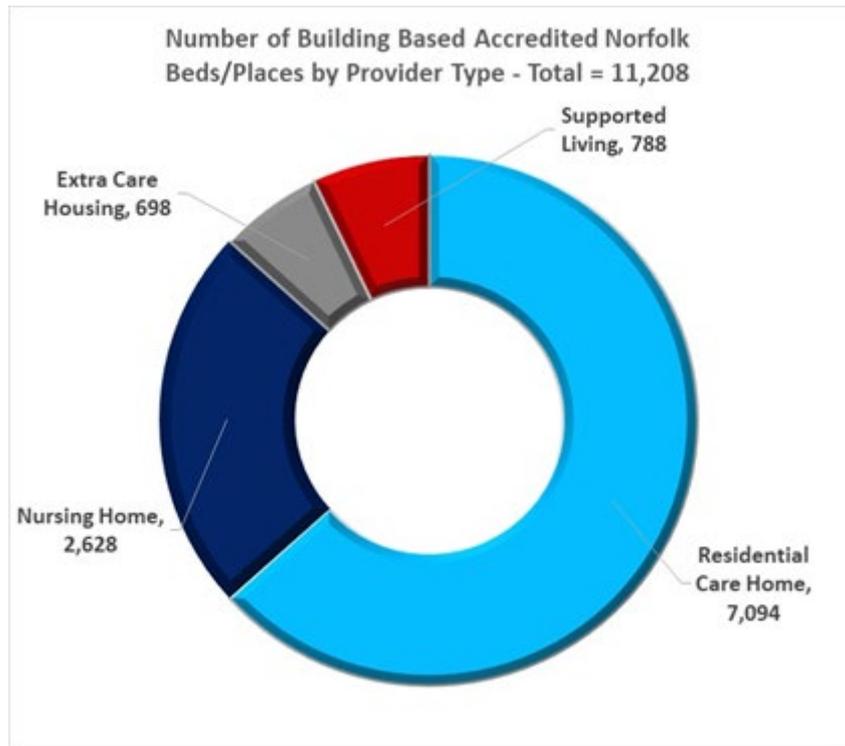


Adult Social Care Annual Quality Report 2018/19	
1	Introduction
1.1	The Care Act 2014
1.1.1	The Care Act 2014 (the Act) requires councils with adult social care responsibilities to promote the wellbeing of their adult residents and to prevent, reduce or delay the need for social care services.
1.1.2	Norfolk County Council (the Council) is responding to its duties under the Act through its Promoting Independence and Living Well strategies, which will help people maintain their independence for as long as possible obviating the need for formal funded care. When people do need social care and support, it is almost always provided through the care market consisting of hundreds of care businesses.
1.1.3	The Act also requires councils to promote the effective and efficient operation of its care market in which there is a choice of high quality services. The majority of the services provided are subject to national statutory quality standards which are assessed by the Care Quality Commission (CQC) who publish quality ratings. These published ratings and other intelligence gathered about the quality of services from complaints and concerns, enable the Council to target providers who are not performing well enough, as it remains the duty of the Council to ensure that the quality of services is good.
1.1.4	To ensure that the Council was well placed to secure quality services as required by the Act, a formal Quality Framework was adopted by the Adult Social Care Committee (the Committee) in January 2015. The framework requires the production of an Annual Quality Report and this report is the fourth such report since the Act came into force and the framework was adopted.
1.2	The Quality Framework
1.2.1	The Quality Framework (the framework) itself is a published document which can be accessed here The framework is based on the following principles: <ul style="list-style-type: none"> a) Supports a whole systems approach to promoting individual wellbeing and independence b) Supports the development and implementation of quality standards that set out what 'good' looks like

	<ul style="list-style-type: none"> c) Sets out how high-quality care provision will be secured from the market d) Sets out how provider performance will be monitored and how the effective and efficient operation of the market will be promoted e) Sets out governance, review and oversight arrangements that will enable the Council to judge the extent to which it is discharging its responsibilities properly 																
1.2.2	At the heart of the framework is the development of a systematic approach to quality assurance involving standard setting, securing quality, monitoring quality and intervention, and finally governance, review and reporting.																
1.3	The Care Market in Norfolk																
1.3.1	The care market in Norfolk is the second largest in the Eastern region, providing a vast range of services to thousands of adults whose needs vary significantly and whose expectations as to quality and choice continue to rise. (For a comprehensive overview of this market please refer to the Market Position Statement 2019). The Market Position Statement will in future be published online in an interactive format to allow it to be updated more regularly.																
1.3.2	<p>The Size of the Norfolk Care Market – Number of Accredited Providers – end March 2019</p> <div style="text-align: center;"> <table border="1"> <caption>Number of Accredited Care Providers Delivering Services in Norfolk by Provider Type - Total = 693</caption> <thead> <tr> <th>Provider Type</th> <th>Number of Providers</th> </tr> </thead> <tbody> <tr> <td>Residential Care Home</td> <td>295</td> </tr> <tr> <td>Day Services</td> <td>196</td> </tr> <tr> <td>Home Care</td> <td>89</td> </tr> <tr> <td>Nursing Home</td> <td>60</td> </tr> <tr> <td>Extra Care Housing</td> <td>17</td> </tr> <tr> <td>Supported Living</td> <td>35</td> </tr> <tr> <td>Shared Lives</td> <td>1</td> </tr> </tbody> </table> </div> <p>(Supported living comprises 235 individual schemes and floating support providers)</p>	Provider Type	Number of Providers	Residential Care Home	295	Day Services	196	Home Care	89	Nursing Home	60	Extra Care Housing	17	Supported Living	35	Shared Lives	1
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1.3.3	There are 497 providers operating from 697 sites subject to CQC regulation and a further 196 day care providers, not subject to CQC																

inspection, but required to pass the Council's quality criteria before the Council will purchase any care from them.

The sector employs over 27,000 care workers and relies upon an extensive bed-based care estate. The diagram below shows the distribution and number of care beds in Norfolk, identifying that the market is dominated by residential and nursing homes (87%) with a much smaller alternative housing based provision (13%).

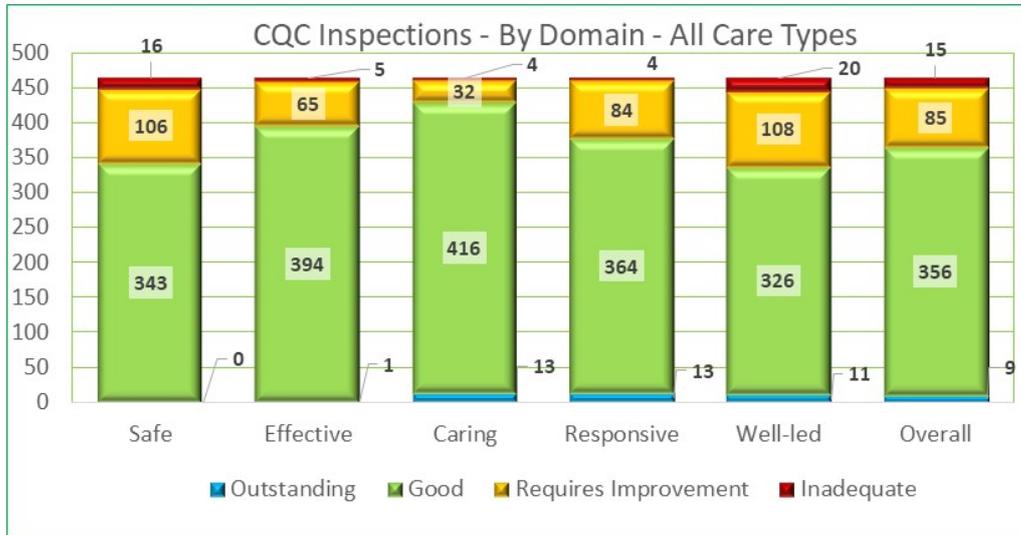


1.3.4 An estimated 100,000 people are providing informal social care in Norfolk, together with numerous organisations and community based groups whose contributions are estimated to be worth at least £500m annually. This formal care market is needed when informal social care is not available.

1.3.5 The Council itself still provides some formal social care directly through its reablement and first response services and operates Norse Care and Independence Matters as arm's length care companies. Nevertheless, almost 90% of formal social care is sourced through the independent care market. This makes it even more important that the Council has a systematic and effective approach so that it can be confident that it is investing in quality care. This means care that is effective in supporting the outcomes that people want and is fully compliant with national standards, irrespective of whether they fund the care themselves, or the Council does.

2 Setting standards and assessing quality

2.1	Care Quality Commission																																										
2.1.1	The Quality Framework begins with standards of quality. The starting point is the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014 which makes provision for the standards of care below which no registered provider should fall.																																										
2.1.2	The CQC is responsible for the registration, inspection and enforcement of all registered providers. Whilst the Health and Social Care Act 2018 places duties upon registered providers, it is important to note that the Care Act 2014 places a duty of promoting the quality of care in Norfolk on the Council itself.																																										
2.1.3	The CQC assessment process asks five key questions about the service: <ul style="list-style-type: none"> a) Is the service safe? b) Is the service effective? c) Is the service caring? d) Is the service responsive? e) Is the service well led? 																																										
2.1.4	Each area of enquiry is known as a domain and each of these is rated either: <ul style="list-style-type: none"> a) Inadequate b) Requires Improvement c) Good d) Outstanding 																																										
2.1.5	These domain ratings are published following an inspection along with an overall rating. There is a delay between the inspection and publication of the rating and there are occasions when improvements have already been made by the time of publication.																																										
2.2	How are providers in Norfolk doing against CQC ratings?																																										
2.2.1	In the year to 31 March 2019, 465 (93.5%) registered providers in Norfolk had been inspected and rated. The tables and diagrams below show how all provider types performed against the five domains: <p>Current CQC Ratings by Domain - All Care Types</p> <table border="1"> <thead> <tr> <th>Domain</th> <th>Outstanding</th> <th>Good</th> <th>Requires Improvement</th> <th>Inadequate</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Safe</td> <td>0</td> <td>343</td> <td>106</td> <td>16</td> <td>465</td> </tr> <tr> <td>Effective</td> <td>1</td> <td>394</td> <td>65</td> <td>5</td> <td>465</td> </tr> <tr> <td>Caring</td> <td>13</td> <td>416</td> <td>32</td> <td>4</td> <td>465</td> </tr> <tr> <td>Responsive</td> <td>13</td> <td>364</td> <td>84</td> <td>4</td> <td>465</td> </tr> <tr> <td>Well-led</td> <td>11</td> <td>326</td> <td>108</td> <td>20</td> <td>465</td> </tr> <tr> <td>Overall</td> <td>9</td> <td>356</td> <td>85</td> <td>15</td> <td>465</td> </tr> </tbody> </table>	Domain	Outstanding	Good	Requires Improvement	Inadequate	Total	Safe	0	343	106	16	465	Effective	1	394	65	5	465	Caring	13	416	32	4	465	Responsive	13	364	84	4	465	Well-led	11	326	108	20	465	Overall	9	356	85	15	465
Domain	Outstanding	Good	Requires Improvement	Inadequate	Total																																						
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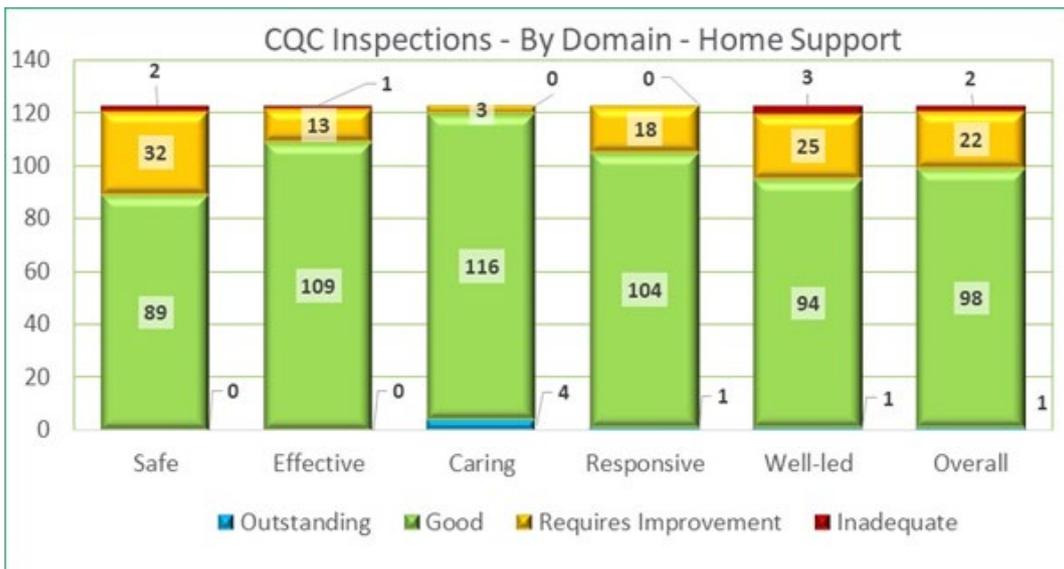
At year end, 85 providers (18%) were rated 'Requires Improvement', representing a 3% reduction compared to 2018. In common with 2018, 15 providers (3%) were rated 'Inadequate'. It should be noted that towards the end of the reporting period, the Council acted to terminate contracts with providers having a history of non-compliance and poor quality outcomes for residents. This activity is not reflected here since some of these services continue to be registered by CQC and ratings therefore appear in the data. Similarly, for context, the Council does not have any contractual levers to influence the performance of providers it does not commission, some of whom feature as non-compliant in the data.

The domains in which providers are doing less well are the 'Well Led' and 'Safe' domains. Providers perform best against the 'Caring' domain. The following diagrams show how providers are performing by care sector:

Current CQC Ratings by Domain - Home support (includes supported living and extra care housing)

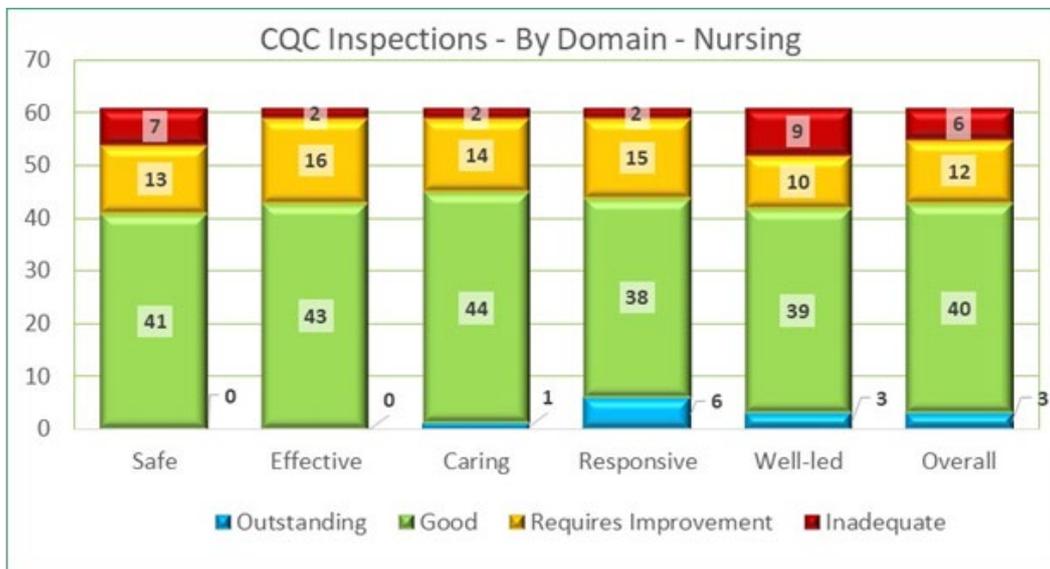
Domain	Outstanding	Good	Requires Improvement	Inadequate	Total
Safe	0	89	32	2	123
Effective	0	109	13	1	123
Caring	4	116	3	0	123
Responsive	1	104	18	0	123
Well-led	1	94	25	3	123
Overall	1	98	22	2	123

22 providers (18%) were rated 'Requires Improvement' and two providers (2%) were rated 'Inadequate'. One provider (1%) was rated 'Outstanding'.



2.2.2 Current CQC Ratings by Domain - Nursing

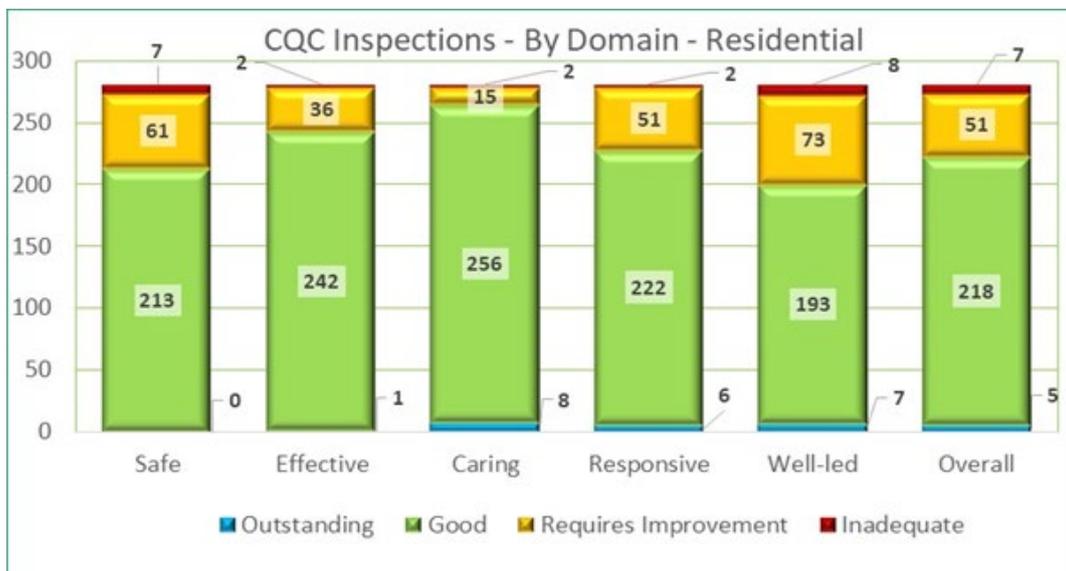
Domain	Outstanding	Good	Requires Improvement	Inadequate	Total
Safe	0	41	13	7	61
Effective	0	43	16	2	61
Caring	1	44	14	2	61
Responsive	6	38	15	2	61
Well-led	3	39	10	9	61
Overall	3	40	12	6	61



12 homes (20%) were rated 'Requires Improvement' and six homes (10%) were rated 'Inadequate'. Three (5%) homes were rated 'Outstanding'.

2.2.3 **Current CQC Ratings by Domain – Residential**

Domain	Outstanding	Good	Requires Improvement	Inadequate	Total
Safe	0	213	61	7	281
Effective	1	242	36	2	281
Caring	8	256	15	2	281
Responsive	6	222	51	2	281
Well-led	7	193	73	8	281
Overall	5	218	51	7	281



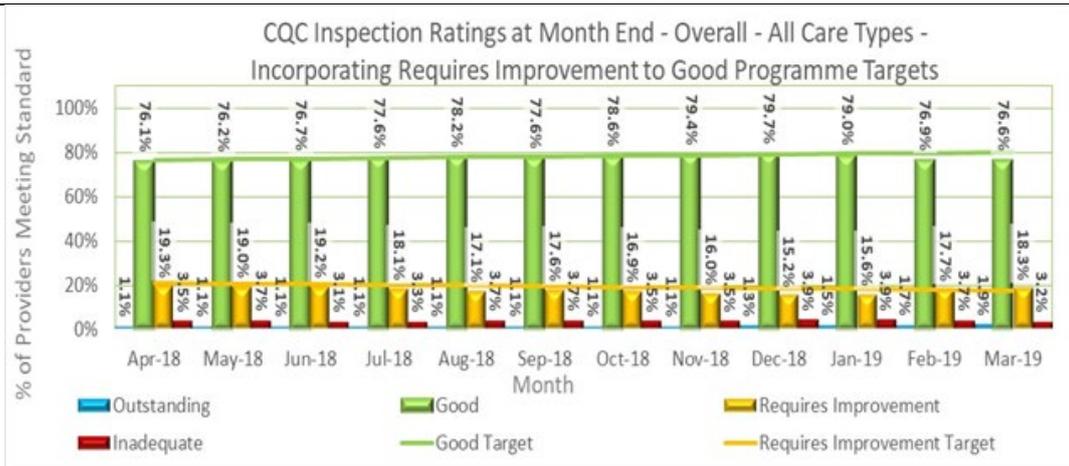
51 homes (18%) were rated 'Requires Improvement' and 7 homes (3%) were rated 'Inadequate'. Five (2%) of homes were rated 'Outstanding'.

2.2.4 Our analysis demonstrates that providers across all areas of care who do not achieve a rating of 'Good' in the Well Led and Safe domains are highly likely to have an overall rating of 'Requires Improvement' or even 'Inadequate'. Our improvement programmes described in more detail below are therefore targeted at these particular areas.

2.3 Requires Improvement to Good programme (RIG)

2.3.1 As part of the quality improvement strategy a targeted programme called Requires Improvement to Good (RIG) was introduced during 2016/17 in which targets were originally set so that no more than 20% of providers would be rated 'Requires Improvement' and conversely at least 80% would

	be rated 'Good' by the end of the 2018/19 year. in 2018 the target was revised so that no more than 15% of providers would be rated 'Requires Improvement' and conversely at least 85% would be rated 'Good' by the end of 2019/20. We have just completed the third year of the four year programme.																																																																														
2.3.2	In the first year, targeted support resulted in significant progress from a low base in which the proportion of providers in all care types rated 'good' or better increased from 57% to 73% by December 2016. Progress stagnated in 2017/18 (75.8% improving to 76.0%), The diagrams below show how the programme fared in 2018/19.																																																																														
2.4	Overall ratings whole market																																																																														
2.4.1	<p>The tables and diagrams below show how the market in Norfolk has performed against the RIG target.</p> <p>Current CQC Ratings - Overall - All Care Types</p> <table border="1"> <thead> <tr> <th>Month</th> <th>Outstanding</th> <th>Good</th> <th>Requires Improvement</th> <th>Inadequate</th> <th>Good and Outstanding %</th> </tr> </thead> <tbody> <tr> <td>Apr-18</td> <td>1.1%</td> <td>76.1%</td> <td>19.3%</td> <td>3.5%</td> <td>77.2%</td> </tr> <tr> <td>May-18</td> <td>1.1%</td> <td>76.2%</td> <td>19.0%</td> <td>3.7%</td> <td>77.3%</td> </tr> <tr> <td>Jun-18</td> <td>1.1%</td> <td>76.7%</td> <td>19.2%</td> <td>3.1%</td> <td>77.8%</td> </tr> <tr> <td>Jul-18</td> <td>1.1%</td> <td>77.6%</td> <td>18.1%</td> <td>3.3%</td> <td>78.7%</td> </tr> <tr> <td>Aug-18</td> <td>1.1%</td> <td>78.2%</td> <td>17.1%</td> <td>3.7%</td> <td>79.3%</td> </tr> <tr> <td>Sep-18</td> <td>1.1%</td> <td>77.6%</td> <td>17.6%</td> <td>3.7%</td> <td>78.7%</td> </tr> <tr> <td>Oct-18</td> <td>1.1%</td> <td>78.6%</td> <td>16.9%</td> <td>3.5%</td> <td>79.7%</td> </tr> <tr> <td>Nov-18</td> <td>1.1%</td> <td>79.4%</td> <td>16.0%</td> <td>3.5%</td> <td>80.5%</td> </tr> <tr> <td>Dec-18</td> <td>1.3%</td> <td>79.7%</td> <td>15.2%</td> <td>3.9%</td> <td>81.0%</td> </tr> <tr> <td>Jan-19</td> <td>1.5%</td> <td>79.0%</td> <td>15.6%</td> <td>3.9%</td> <td>80.5%</td> </tr> <tr> <td>Feb-19</td> <td>1.7%</td> <td>76.9%</td> <td>17.7%</td> <td>3.7%</td> <td>78.6%</td> </tr> <tr> <td>Mar-19</td> <td>1.9%</td> <td>76.6%</td> <td>18.3%</td> <td>3.2%</td> <td>78.5%</td> </tr> </tbody> </table>	Month	Outstanding	Good	Requires Improvement	Inadequate	Good and Outstanding %	Apr-18	1.1%	76.1%	19.3%	3.5%	77.2%	May-18	1.1%	76.2%	19.0%	3.7%	77.3%	Jun-18	1.1%	76.7%	19.2%	3.1%	77.8%	Jul-18	1.1%	77.6%	18.1%	3.3%	78.7%	Aug-18	1.1%	78.2%	17.1%	3.7%	79.3%	Sep-18	1.1%	77.6%	17.6%	3.7%	78.7%	Oct-18	1.1%	78.6%	16.9%	3.5%	79.7%	Nov-18	1.1%	79.4%	16.0%	3.5%	80.5%	Dec-18	1.3%	79.7%	15.2%	3.9%	81.0%	Jan-19	1.5%	79.0%	15.6%	3.9%	80.5%	Feb-19	1.7%	76.9%	17.7%	3.7%	78.6%	Mar-19	1.9%	76.6%	18.3%	3.2%	78.5%
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Whilst the programme is below target, the trajectory of improvement is positive. At the end of the current reporting period 86 providers were rated Requires Improvement (compared to 106 in 2017/18) and 15 were rated 'Inadequate' as was the case in 2017/18.

2.4.2 Ratings for home support

Current CQC Ratings - Overall - Home support (includes supported living and extra care housing)

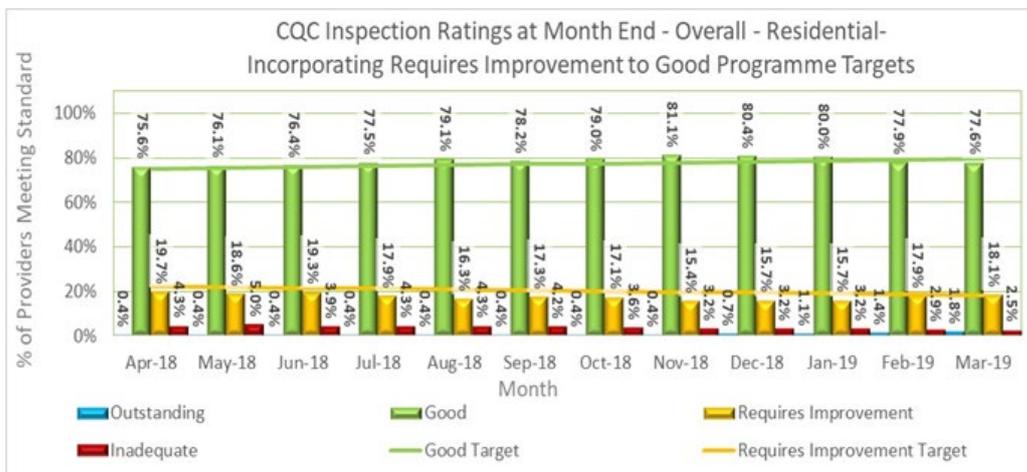
Month	Outstanding	Good	Requires Improvement	Inadequate	Good and Outstanding %
Apr-18	0.8%	80.8%	16.7%	1.7%	81.7%
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Jun-18	0.8%	80.5%	16.9%	1.7%	81.3%
Jul-18	0.8%	81.4%	16.1%	1.7%	82.2%
Aug-18	0.8%	81.5%	16.0%	1.7%	82.3%
Sep-18	0.8%	81.5%	16.0%	1.7%	82.3%
Oct-18	0.8%	81.5%	16.0%	1.7%	82.4%
Nov-18	0.8%	81.7%	16.7%	0.8%	82.5%
Dec-18	0.8%	82.6%	14.9%	1.7%	83.5%
Jan-19	0.8%	82.6%	14.9%	1.7%	83.5%
Feb-19	0.8%	81.1%	16.4%	1.6%	82.0%
Mar-19	0.8%	79.7%	17.9%	1.6%	80.5%



Ratings of good or better declined at year end 2018/19, and home support has thus fallen below the RIG target. This is attributable to a disproportionate surge in CQC inspections of a volume of providers who had not been inspected for in excess of two years, to meet inspection performance objectives before year end. An improvement trend is anticipated in the first half of the coming year.

**2.4.3 Ratings for residential care
Current CQC ratings - Overall – Residential**

Month	Outstanding	Good	Requires Improvement	Inadequate	Good and Outstanding %
Apr-18	0.4%	75.6%	19.7%	4.3%	76.0%
May-18	0.4%	76.1%	18.6%	5.0%	76.5%
Jun-18	0.4%	76.4%	19.3%	3.9%	76.8%
Jul-18	0.4%	77.5%	17.9%	4.3%	77.9%
Aug-18	0.4%	79.1%	16.3%	4.3%	79.5%
Sep-18	0.4%	78.2%	17.3%	4.2%	78.6%
Oct-18	0.4%	79.0%	17.1%	3.6%	79.4%
Nov-18	0.4%	81.1%	15.4%	3.2%	81.4%
Dec-18	0.7%	80.4%	15.7%	3.2%	81.1%
Jan-19	1.1%	80.0%	15.7%	3.2%	81.1%
Feb-19	1.4%	77.9%	17.9%	2.9%	79.3%
Mar-19	1.8%	77.6%	18.1%	2.5%	79.4%

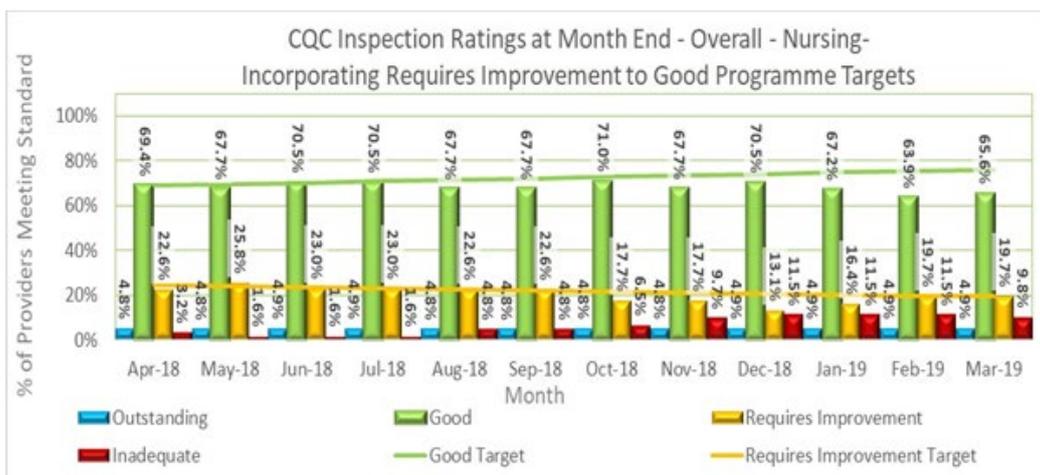


While falling just below target, ratings in the residential care sector have showed year on year improvements in 2018/19

2.4.4 Ratings for nursing care

The diagram below shows the picture in the nursing home sector.

Month	Outstanding	Good	Requires Improvement	Inadequate	Good and Outstanding %
Apr-18	4.8%	69.4%	22.6%	3.2%	74.2%
May-18	4.8%	67.7%	25.8%	1.6%	72.5%
Jun-18	4.9%	70.5%	23.0%	1.6%	75.4%
Jul-18	4.9%	70.5%	23.0%	1.6%	75.4%
Aug-18	4.8%	67.7%	22.6%	4.8%	72.5%
Sep-18	4.8%	67.7%	22.6%	4.8%	72.5%
Oct-18	4.8%	71.0%	17.7%	6.5%	75.8%
Nov-18	4.8%	67.7%	17.7%	9.7%	72.6%
Dec-18	4.9%	70.5%	13.1%	11.5%	75.4%
Jan-19	4.9%	67.2%	16.4%	11.5%	72.1%
Feb-19	4.9%	63.9%	19.7%	11.5%	68.9%
Mar-19	4.9%	65.6%	19.7%	9.8%	70.5%

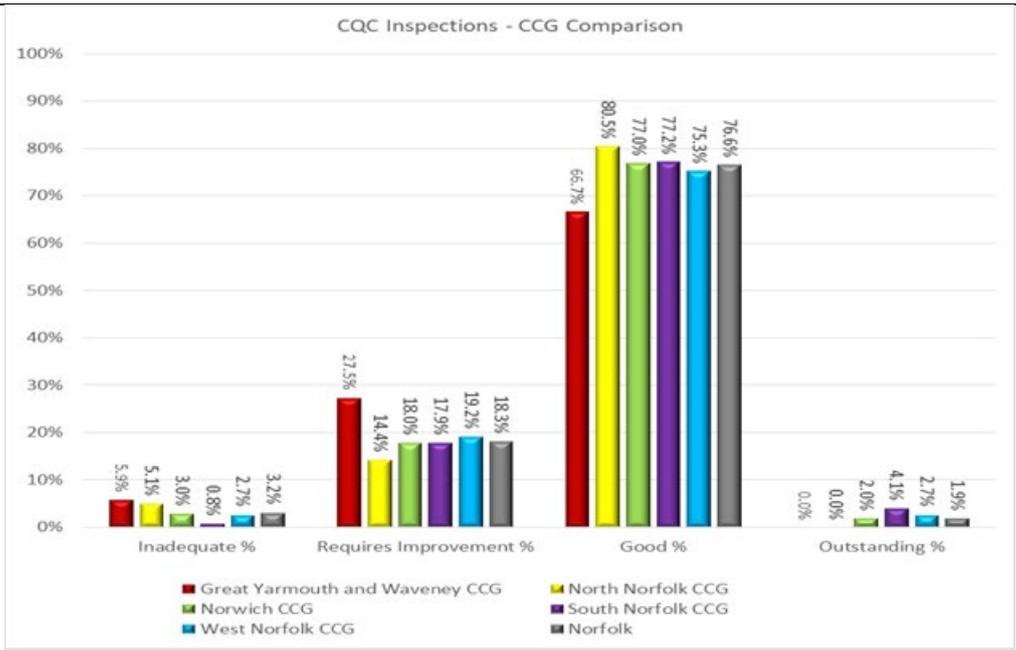


There has been a noticeable decline in the ratings of nursing homes in 2018/19 reflecting serious concerns in this section of the market. Ongoing challenges in recruiting to qualified nurse vacancies (particularly in rural locations in the County) and reductions in funding of nursing home placements contribute to the quality of provision.

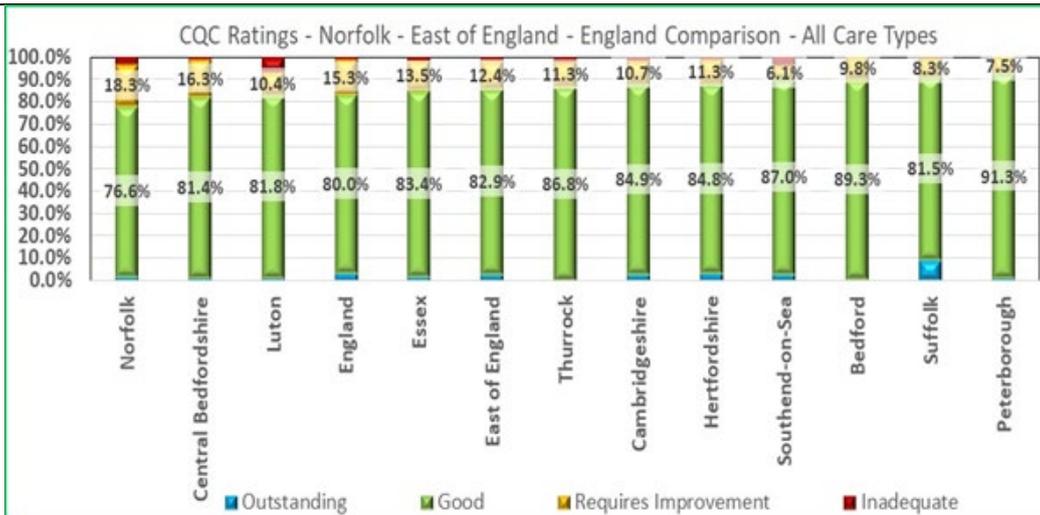
2.5 Ratings for all care types by location

2.5.1 There are variations in ratings between the five locality areas that correspond broadly to the Clinical Commissioning Groups (CCGs) as shown in the diagram below.

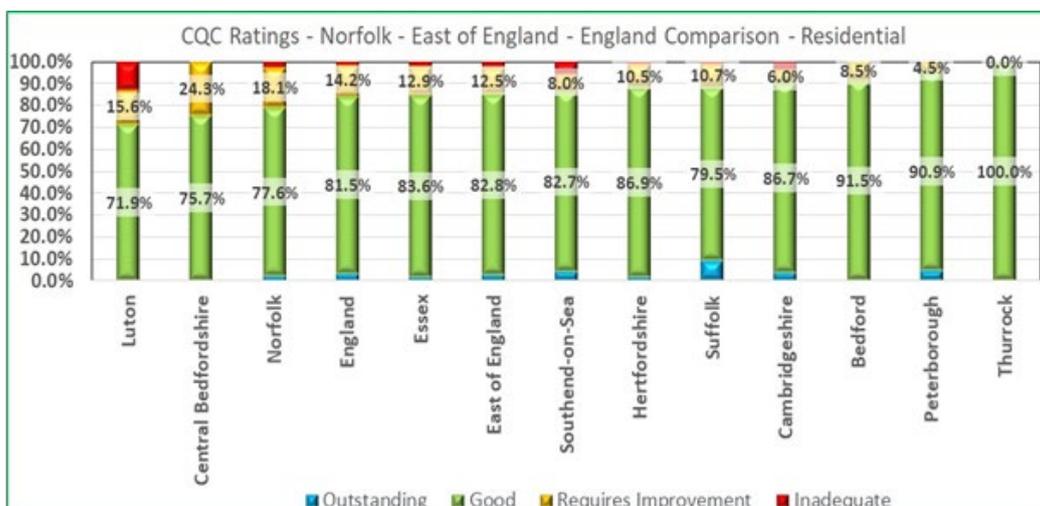
Compared to the previous year there has been a noticeable improvement in all localities. North, South and Norwich localities perform well against the Norfolk average with East/Great Yarmouth area (especially) and West localities falling below the county average. No locality or CCG is on or above the England average.



2.6	Norfolk ranking against other adult social care local authorities
2.6.1	There are 152 local authorities with adult social care responsibilities in England. Looking at Norfolk in isolation tells us how we are progressing in relation to securing good quality care. It is clearly important however that we understand our market performance against other council areas. The following diagrams show how Norfolk is performing when compared to councils in the East of England and the all England average as well as our family group of similar types of local authorities.
2.7	Norfolk comparison with the East of England and all England averages
2.7.1	The diagram below shows Norfolk’s position against the other ten adult social care authorities in the East of England, the East of England average and the all England average.
2.7.2	<p>Regional comparison all care types</p> <p>With 78.5% of providers rated ‘Good’ or ‘Outstanding’, Norfolk is at the bottom (11/11) of the regional league table as they were in the previous two years. The all England average is 83.5% and the East of England average is 86.0%. The highest performer is Peterborough 92.5%.</p>



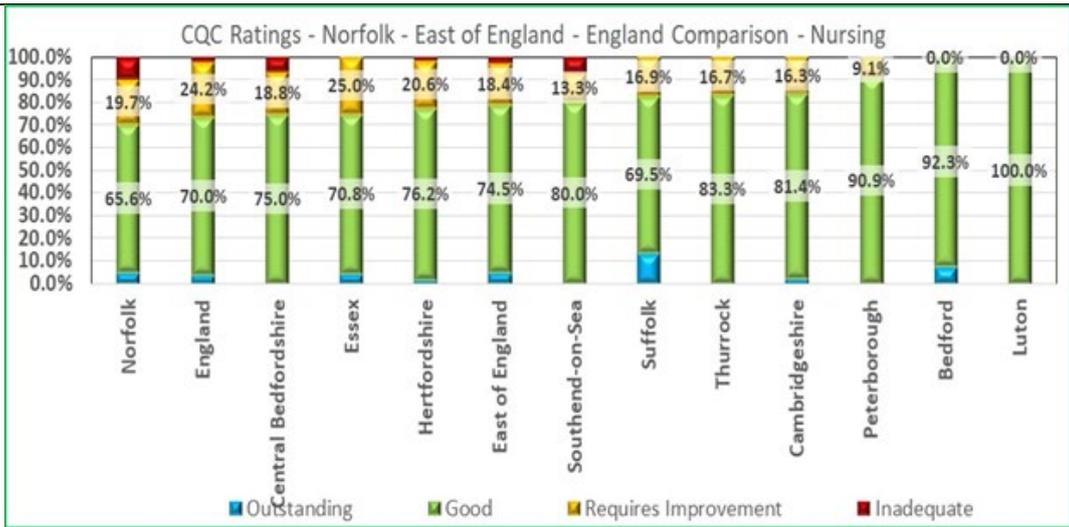
2.7.4 Regional comparison residential care



With 79.4% of providers rated 'Good' or better, Norfolk is third from bottom (9/11) of the league table for residential care having previously been bottom (11/11) at the end of the previous year. There has been an improvement of 4.6%. The all England average is 84.6% and the East of England average is 85.2%.

2.7.5 Regional comparison nursing care

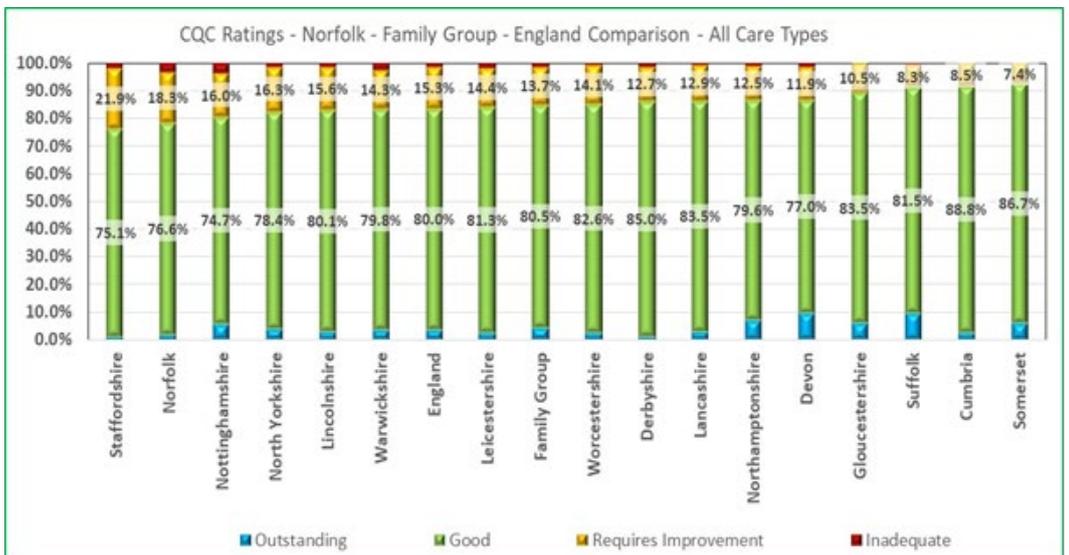
With 70.5% of providers rated 'Good' or 'Outstanding', Norfolk is bottom (11/11) in the region. The all England average is 73.8% and the East of England average is 79.2%. Norfolk declined from the previous year's performance of 74.2%. The number of homes with an outstanding rating has been maintained in 2018/19.



2.7.6 Family group comparison

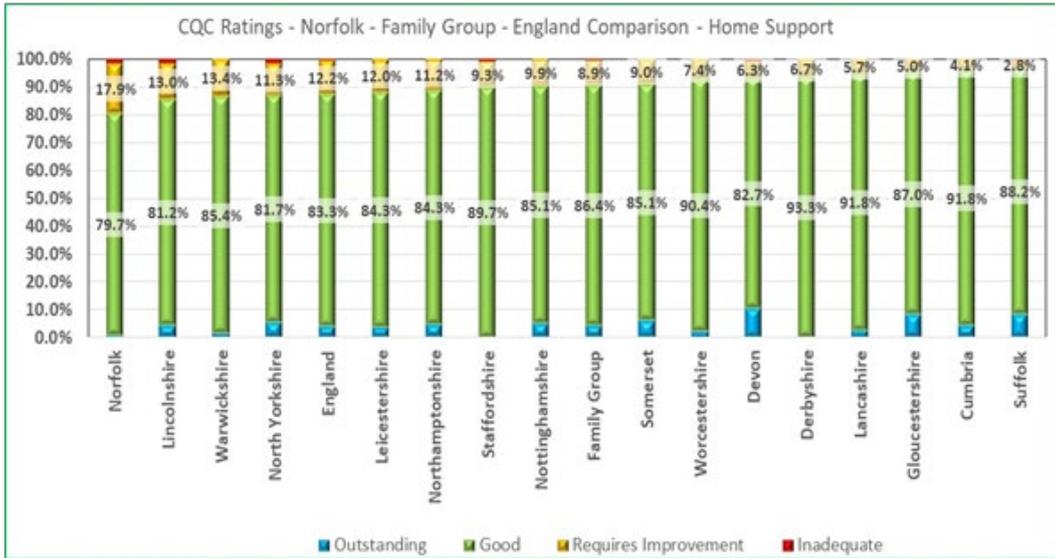
There are 16 local authorities in Norfolk's family group. The table below shows the ranking of the group together with the England and Family Group averages.

All care types



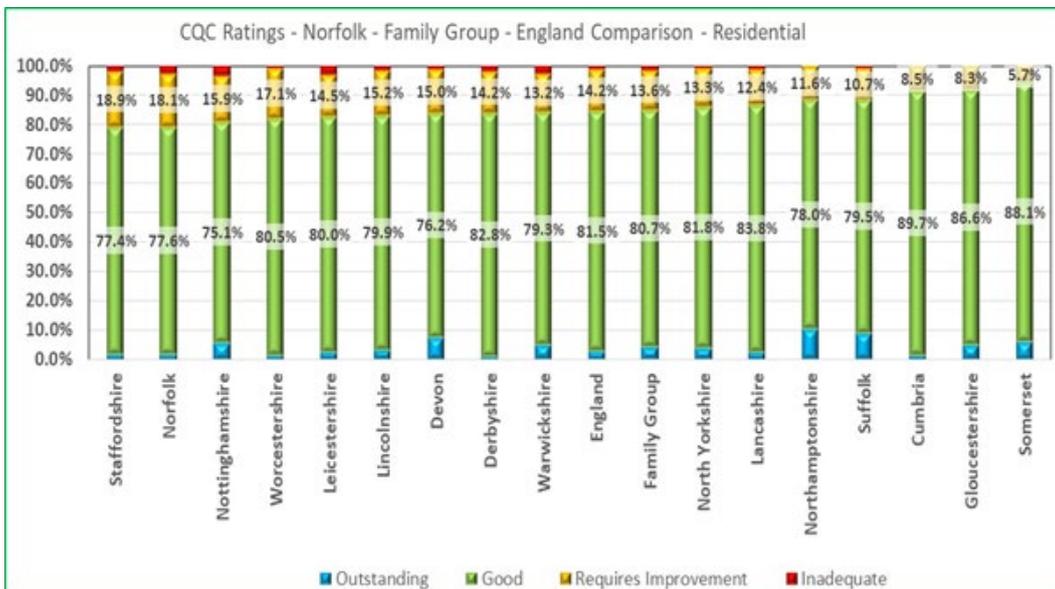
Norfolk is placed 15 out of 16 similar authorities across all care types, maintaining the same position held at the end of 2017/18. The average of the family group is 85.0% rated good or outstanding compared to Norfolk at 78.5%.

Home support



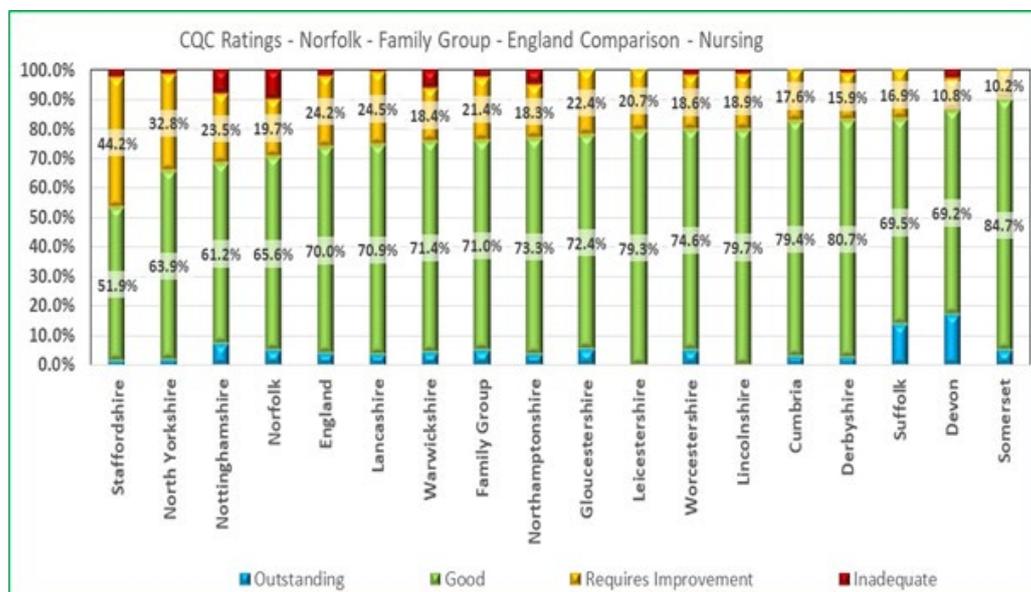
Norfolk is placed 16 out of 16 similar authorities, again maintaining the same position as at the end of 2017/18. The family group average score is 90.6% rated good or outstanding compared to Norfolk at 80.5%.

Residential care



Norfolk is placed 15 out of 16 similar authorities, the same position as at the end of 2017/18. The family group average score is 85% rated good or outstanding compared to Norfolk at 79.4%, although this represents a 4.6% improvement from last year.

Nursing care



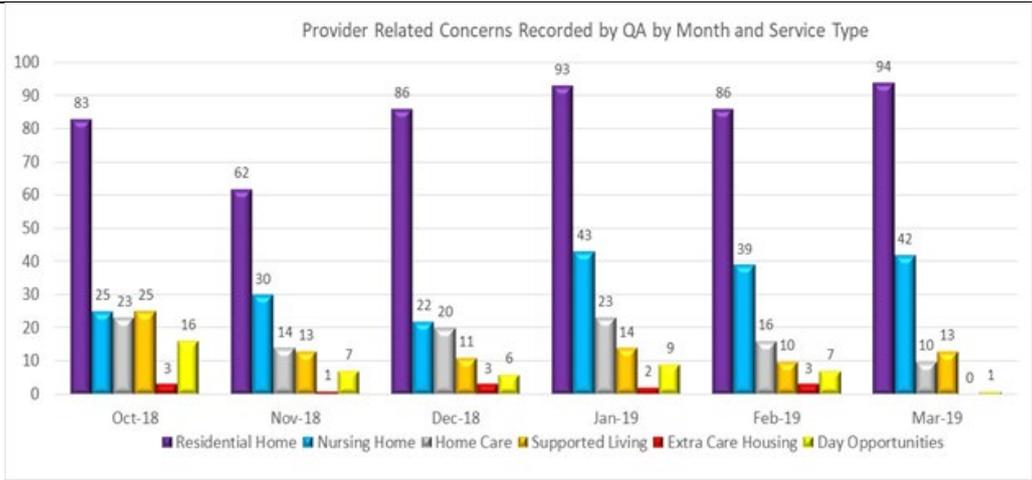
Norfolk is ranked 13 out of 16 similar authorities, a decline from 12 out of 16 at the end of 2017/18. The family group average score is 75.9% rated good or outstanding compared to Norfolk at 70.5%.

3 Complaints concerns and Safeguarding 2018/19

3.1.1 CQC ratings alone only paint part of the quality picture. The Quality Assurance (QA) team receives intelligence from the Council's Safeguarding team, the public, recipients of care and providers themselves concerning provider performance which is always assessed and acted upon in accordance with risk. It is essential that issues arising during the year that are serious enough to warrant intervention are dealt with on an ongoing basis as they occur. A failure to react would result in further down rating of providers, dissatisfaction on the part of complainants and people with concerns and reputational damage to the Council and in the most serious cases, risk of legal challenge.

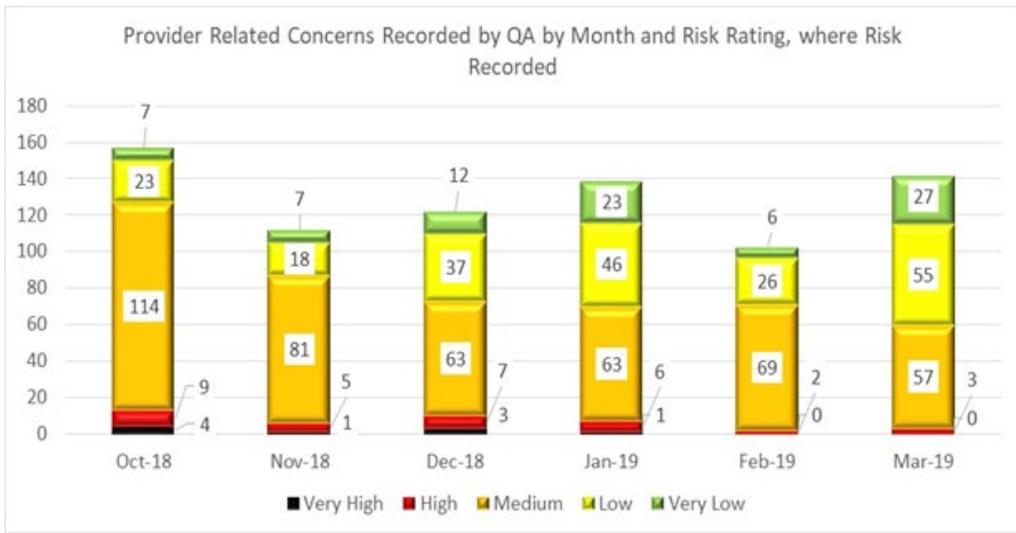
3.1.2 The next part of the report describes and quantifies the workload of the QA team as regards this reactive activity. The picture painted is one of increased demand for reactive interventions when compared to the previous year and little capacity being available for proactive improvement programmes.

3.1.3 The diagrams below show the number of active cases being recorded by the QA team in the last 6 months of 2018/19. In March 2019 160 concerns were recorded, compared with 116 recorded in April 2018.



3.1.4 Issues in care homes account for the majority of the concerns that come into the QA team. Home support and supported living also contribute significant work to the QA team. Not every issue is currently recorded on the Authority Public Protection (APP) system that is used for this purpose. Because concerns at the lowest levels of risk that do not lead to further QA involvement are only sparingly recorded on the Authority Public Protection (APP) system it is estimated that at least 250 new provider related concerns are reported to the team monthly.

3.1.5 Concerns are risk rated to ensure that the team focuses on the higher risk concerns. The diagram below shows the ratings for all recorded concerns coming in to the team.

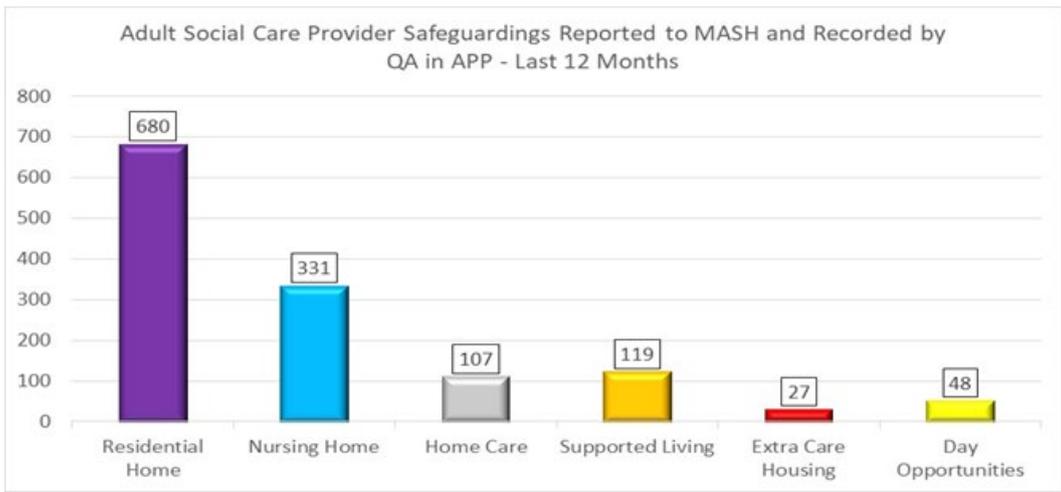


3.1.6 There have been 488 recorded concerns rated medium, high or very high risk during the six-month period, 230 more than in the same period in 2017/18. These concerns often involve lengthy and complex investigation and support to providers. The team is required to always respond to concerns in these categories and set response times have to be achieved. The response rate target is 90% and the team achieved 95%.

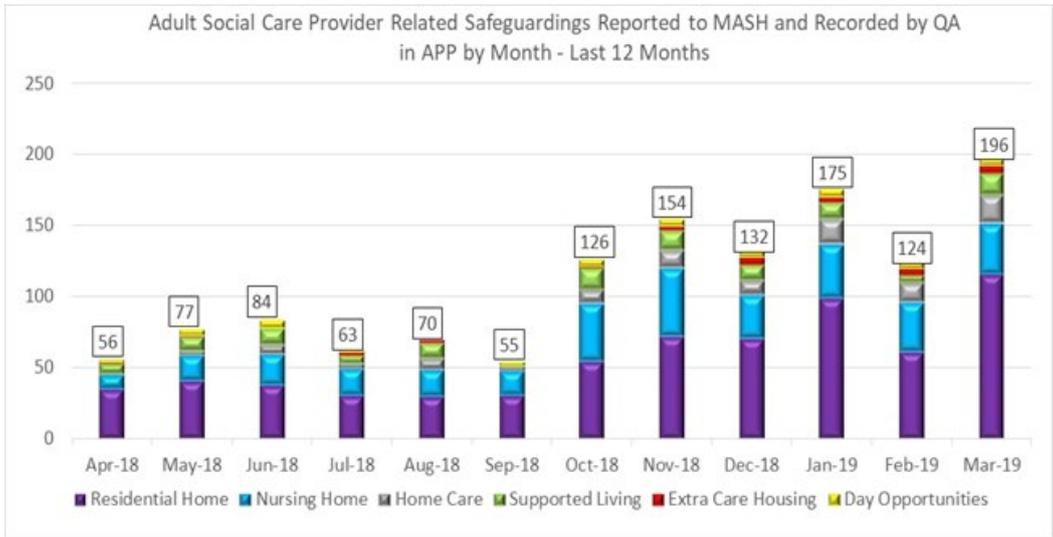
3.1.7 This volume of responsive activity means that there is relatively little capacity to carry out proactive quality improvement work.

3.2 **Safeguarding**

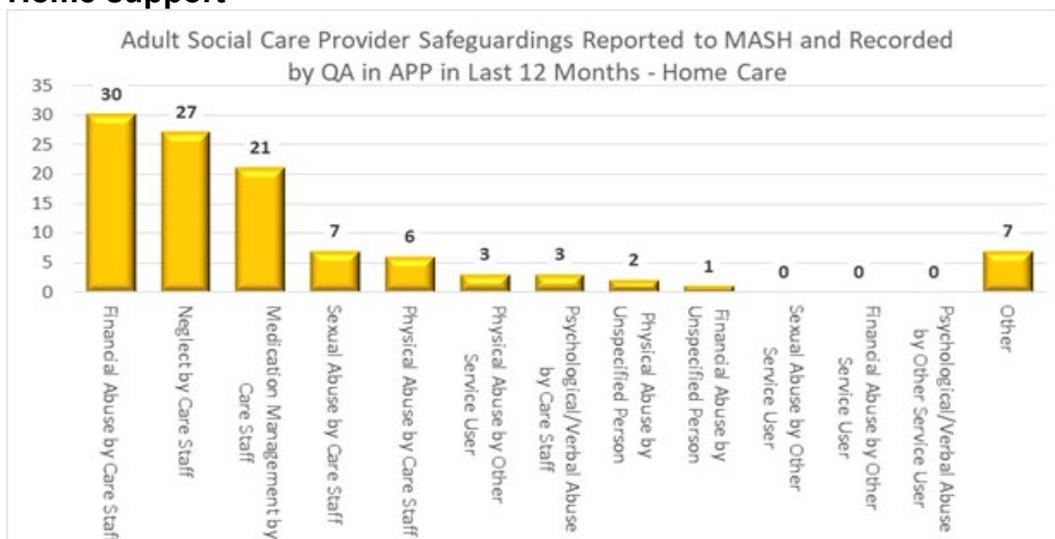
3.2.1 A significant volume of the QA team’s intelligence and activity originates from safeguardings where a care provider is involved. The following diagram shows the number of safeguarding alerts reported to the Multi Agency Safeguarding Hub (MASH) which relate to providers:



3.2.2 The number of provider related safeguarding alerts reported to MASH has increased dramatically in 2018-19, creating a significant increase in the workload of the QA team:



3.2.3 Home support



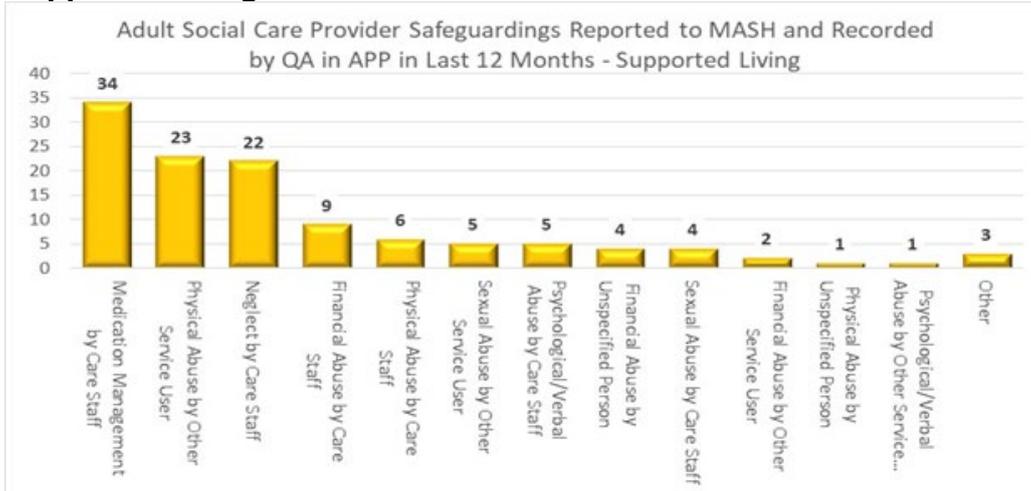
It can be seen that the biggest risks in the home support sector are financial abuse by care workers, neglect by care staff and poor medication management. The nature of the sector means that care staff are almost exclusively unsupervised at the point of care delivery. Accountability for care delivery is also often shared between multiple workers, these two factors increase the potential for accidental or intended harm. It is pertinent to note that not all safeguarding alerts are substantiated incidents of abuse, however they are all subject to enquiries or investigation to ensure that providers have protective measures in place to mitigate the risk of abuse.

Extra Care Housing



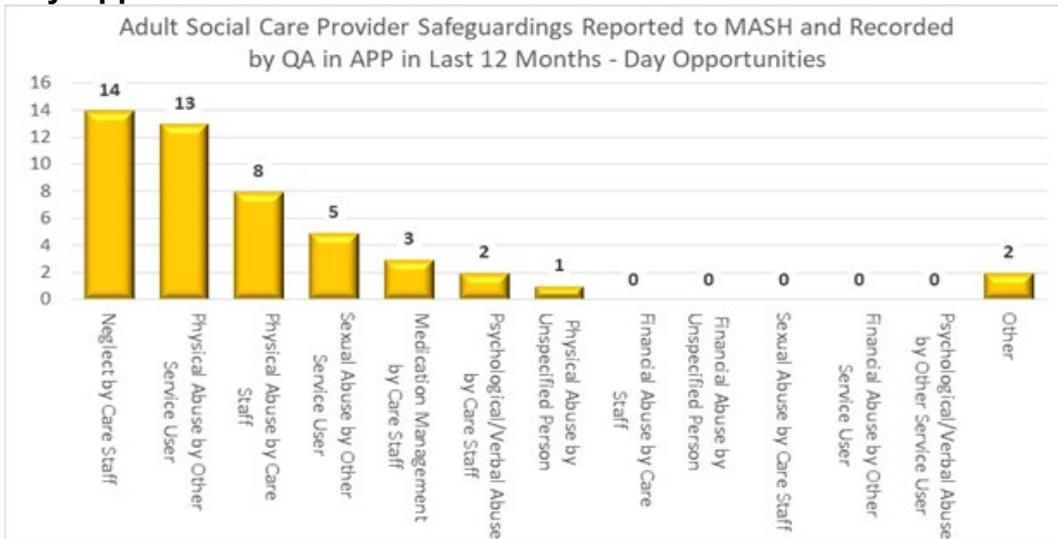
Extra Care housing does not generate high levels of safeguarding alerts. Physical abuse by other users of the service and theft where the suspect is difficult to identify being the most commonly occurring triggers. Residents in these settings are often more independent than those receiving services from other provision.

Supported living



Medication management, ‘tenant-on-tenant’ physical abuse and neglect by care staff are the most common safeguarding alerts in supported living settings.

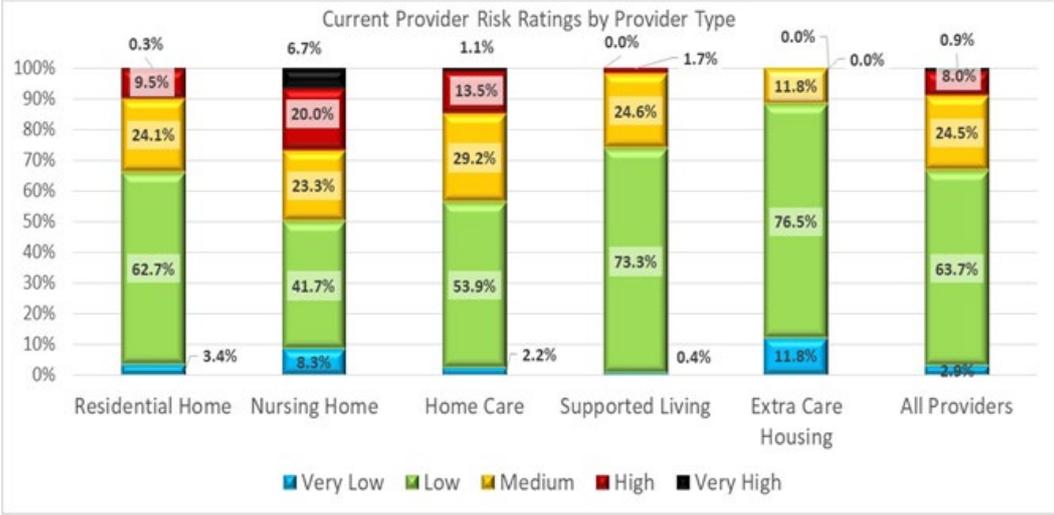
Day Opportunities



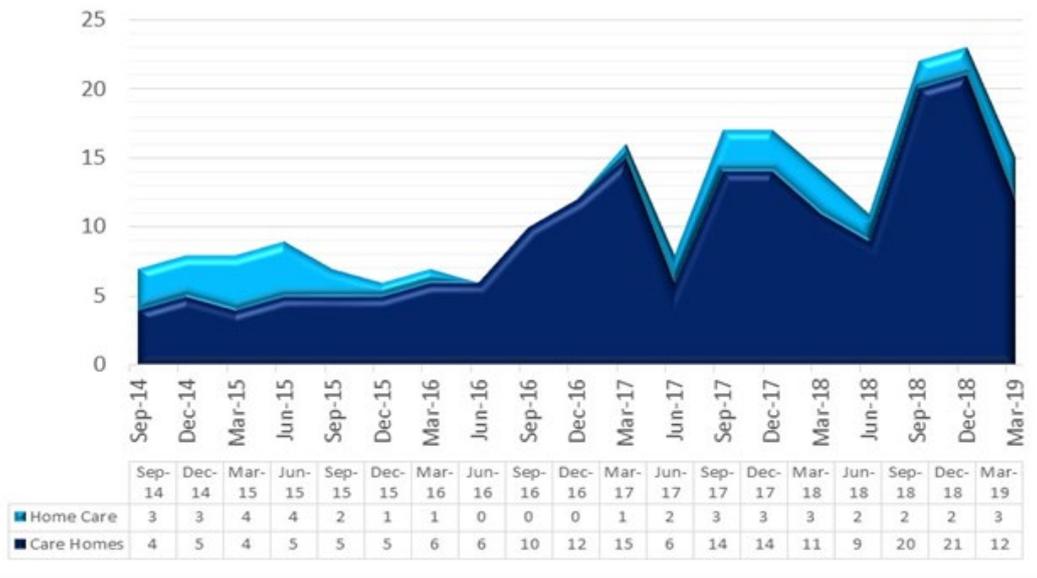
Neglect by care staff and physical abuse by attendees on other attendees are the greatest concerns raised via safeguarding alerts in day services.

3.3 Non-Safeguarding activity

3.3.1 The QA team also supported contract managers, commissioners and social work teams throughout the year working with a major home support provider under performance notice, supporting multiple provider failures, supporting procurement colleagues in setting quality standards for tenders and assessing tender bids. All these activities eat into the time available for proactive provider support programmes. It is estimated that the QA

	team is working with up to 50 providers on an ongoing basis at any given time.																																										
3.4	Overall provider risk ratings																																										
3.4.1	<p>The QA team operate the APP system, enabling all intelligence about providers to be analysed to produce an overall risk score. The diagram below demonstrates that when risk intelligence and QA Officer insight is used, the risks in the market can be even greater than those indicated by current CQC ratings. A provider rated ‘Good’ by CQC may not be re-inspected for up to three years, quality issues can occur during this time that can be identified by the QA team and acted upon.</p>  <table border="1"> <caption>Current Provider Risk Ratings by Provider Type</caption> <thead> <tr> <th>Provider Type</th> <th>Very Low</th> <th>Low</th> <th>Medium</th> <th>High</th> <th>Very High</th> </tr> </thead> <tbody> <tr> <td>Residential Home</td> <td>3.4%</td> <td>62.7%</td> <td>24.1%</td> <td>9.5%</td> <td>0.3%</td> </tr> <tr> <td>Nursing Home</td> <td>8.3%</td> <td>41.7%</td> <td>23.3%</td> <td>20.0%</td> <td>6.7%</td> </tr> <tr> <td>Home Care</td> <td>2.2%</td> <td>53.9%</td> <td>29.2%</td> <td>13.5%</td> <td>1.1%</td> </tr> <tr> <td>Supported Living</td> <td>0.4%</td> <td>73.3%</td> <td>24.6%</td> <td>0.0%</td> <td>1.7%</td> </tr> <tr> <td>Extra Care Housing</td> <td>11.8%</td> <td>76.5%</td> <td>11.8%</td> <td>0.0%</td> <td>0.0%</td> </tr> <tr> <td>All Providers</td> <td>2.0%</td> <td>63.7%</td> <td>24.5%</td> <td>8.0%</td> <td>0.9%</td> </tr> </tbody> </table>	Provider Type	Very Low	Low	Medium	High	Very High	Residential Home	3.4%	62.7%	24.1%	9.5%	0.3%	Nursing Home	8.3%	41.7%	23.3%	20.0%	6.7%	Home Care	2.2%	53.9%	29.2%	13.5%	1.1%	Supported Living	0.4%	73.3%	24.6%	0.0%	1.7%	Extra Care Housing	11.8%	76.5%	11.8%	0.0%	0.0%	All Providers	2.0%	63.7%	24.5%	8.0%	0.9%
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3.4.2	The risks highlighted suggest that the QA team is ‘just about managing’ risks through its reactive programmes but has not been able to achieve significant improvement across the market that only comes through proactive work at scale.																																										
3.5	Suspension of placements																																										
3.5.1	In cases where the safety or quality of provision falls below an acceptable standard the QA team will place a restriction on new admissions to the service. This effectively prevents new Council funded placements but does not prevent a provider from taking on privately contracted arrangements. The diagram below shows the pattern of suspension on placements at month end over the past four and a half years.																																										

Number of Providers with Suspensions on all Placements At Month End



3.5.2 For the last 2 years there have regularly been between 14-20 care homes where the Council has placed a restriction on all placements.

3.5.3 The QA team works closely with providers to enable them to make the improvements required for placements to start again. Unfortunately, when one home comes off restriction another often replaces it. The continued number of care homes with suspensions on all placements demands a considerable volume of QA Officer resource.

3.6 Provider loss

3.6.1 Provider loss is an issue in the care home sector and requires QA and Operational team time when it occurs. The QA team has well tested arrangements in the event of closure and has managed twelve closures over the last year with the loss of 173 beds. Over the same period, where the private sector builds new care homes, these are often aimed at the self-funding market. This creates an impression of a small reduction of beds in Norfolk with the reality being a significant loss of beds for Council funded residents.

3.6.2 Historically, there has been a marked incidence of homes registered for nursing and residential care removing their nursing care registration and continuing as a residential only service. Whilst in 2018-19 this activity has declined, three nursing homes closed completely with the loss of 61 beds.

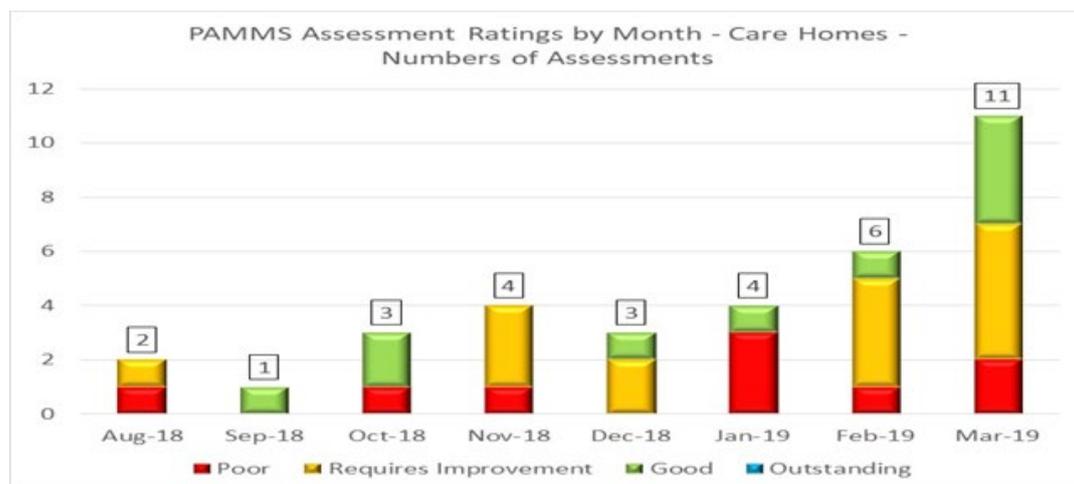
Closures of care homes were primarily a result of often serious quality concerns and/or financial viability issues (these invariably follow serious quality issues).

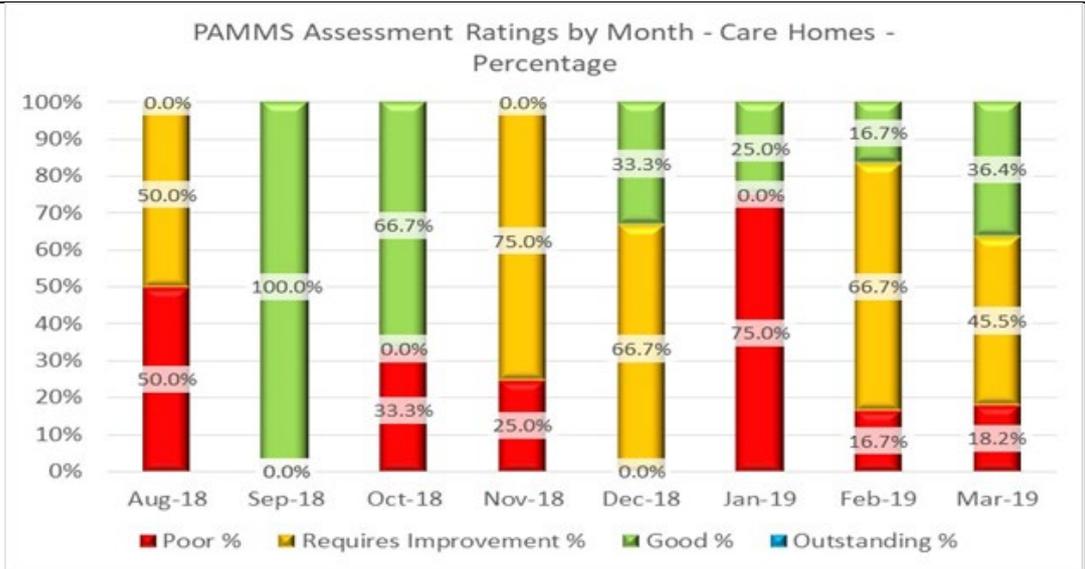
	<p>5 home support providers providing services in Norfolk closed in 2018-19, financial viability and unsustainable business practices were the most common reasons for closure. As a result of these closures approximately 280 Council funded service users required transfer of care to alternative home support agencies.</p>
3.6.3	<p>here are significant workforce issues in the adult social care sector, primarily with annual staff turnover:</p> <ul style="list-style-type: none"> • Home support carers = 43.5% • Older people's care home carers =36.5% • Older people's care home nurses = 49.5% • Working age adults care home carers =37.6% • Working age adults care home nurses = 43.9% <p>The simple interpretation of these figures is that a care home or home support provider can expect to lose and replace its entire care and nursing staff every two to three years</p>
3.6.4	<p>Collaboration with health colleagues on the quality of clinical provision happens in a number of forums; notably within the Enhanced Health in Care Homes programme.</p> <p>In addition, the team is working towards an integrated system-wide approach to quality assurance in the health and social care sector to support information sharing, joint visiting and risk management. To this end, Health partners adopted the PAMMS quality monitoring audit system which was embedded into the QA team during this reporting period (see 3.8 below).</p>
3.7	Securing quality at local level 2018/19
3.7.1	<p>As explained earlier in this report the scope for carrying out proactive work with providers has been limited and we believe that it is this activity that really makes the difference in quality improvement. The reactive work serves in the main to preventing further deterioration in quality.</p>
3.7.2	<p>The picture painted in this report is of a market which continues to struggle to secure improvements in quality ratings and a market that is improving more slowly than comparable Local Authorities across the board. There continue to be particular quality issues in the care home market and there has been a decline in the rate of improvement in the home support market. In its Market Position Statement 2018/19 the Council set a target of 85% regulated services rated Good by the end of 2019/20. This presents a challenging task for the QA team in its current constitution with the increasing demands placed upon it as set out in this report.</p>
3.7.3	<p>Compared to other Local Authorities with social care responsibilities in the East of England region, Norfolk has a significantly higher number of providers resulting in higher caseloads and surveillance for officers. During</p>

	<p>the year the QA team adopted the regional Provider Assessment and Market Management System (PAMMS) and trained 3.5 staff in its use. Care homes are selected for PAMMS inspection if they pose concerns to the QA Team, primarily:</p> <ol style="list-style-type: none"> 1. Home has a current rating of Requires Improvement or Inadequate and/or; 2. QA have concerns around the home resulting from intelligence received or from a non-PAMMS related QA visit. <p>Homes receiving a PAMMS inspection rating of Requires Improvement or Poor are required to agree an action plan with the QA team for improvement. The QA Team monitors adherence to the action plan by means of a programme of follow up Quality Monitoring Visits.</p> <p>The home then receives another PAMMS inspection at 6 months where improvement is expected. The Council has the option to impose sanctions such as placement restrictions in the event of no improvement. In cases where a provider cannot demonstrate capacity to improve (e.g. where repeated inspections by CQC and/or the QA team have found continued non-compliance) the Council can terminate its contract with the provider. Towards the end of the reporting period the Council has terminated contracts with providers who have subsequently had their registration cancelled by CQC.</p> <p>Because of the short time PAMMS has been active there has been an insufficient number of services that have received a published follow up PAMMS assessment to demonstrate how providers are being supported to improve. Where a PAMMS assessment has been followed up by a CQC inspection, there is a direct and positive correlation between improved ratings identified at PAMMS to improved ratings identified at CQC inspection. Providers have generally welcomed implementation of independent PAMMS assessment to complement their internal audit systems.</p>
3.7.4	<p>The programme began in earnest in the second half of the year and the table below sets out the initial PAMMS rating for 34 care homes inspected.</p>

**Provider Assessment and Market Management Solution (PAMMS)
Assessment Ratings of Care Homes**

Overall Rating	Aug 18	Sep 18	Oct 18	Nov 18	Dec 18	Jan 19	Feb 19	Mar 19	Total
Poor	1	0	1	1	0	3	1	2	9
Requires Improvement	1	0	0	3	2	0	4	5	15
Good	0	1	2	0	1	1	1	4	10
Outstanding	0	0	0	0	0	0	0	0	0
Total	2	1	3	4	3	4	6	11	34





3.8	Enhanced health care in care homes programme (EHCH)
3.8.1	The EHCH programme which includes clinically led support direct into care homes funded by the health system has demonstrated excellent results in driving up quality in care homes and as a consequence driving down admissions to hospital from care homes. Comparing the first 6 months of 2018/19 with the same period in 2017/18, there was an overall reduction of 23% in admissions from hospital to care homes

Report to Cabinet

Item No. 12

Report title:	Norfolk Minerals and Waste Local Plan Review – Preferred Options Consultation
Date of meeting:	5 August 2019
Responsible Cabinet Member:	Cllr Andy Grant – Cabinet Member for Environment and Waste
Responsible Director:	Tom McCabe – Executive Director, Community and Environmental Services
Is this a key decision?	Yes

Introduction from Cabinet Member

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 provision of a steady and adequate supply of minerals and the management of waste constitute essential infrastructure to support the economic development of the county.

A review of the current Norfolk Minerals and Waste Plan is being carried out to ensure that the policies within them remain up to date, to extend the Plan period from 2026 to 2036 and to consolidate them into one Norfolk Minerals and Waste Local Plan (M&WLP). This process is the Minerals and Waste Local Plan Review which will include two public consultation stages and a formal representations period prior to the submission of the M&WLP to the Secretary of State for examination.

The first public consultation stage, called the 'Initial Consultation' took place in summer 2018. The responses received have been considered in the production of the second public consultation document, the 'Preferred Options'. This report provides information about the proposed 'Preferred Options' consultation stage and includes the proposed planning policies for minerals and waste management development and the proposed mineral extraction sites. The next stage in the process is to consult with stakeholders, including parish councils and the public, on the Preferred Options consultation. The draft document is available at: [Norfolk Minerals and Waste Local Plan Review](#).

We must also prepare and maintain a Minerals and Waste Development Scheme (MWDS) which specifies the Development Plan Documents (DPDs) that the Council will produce together with the timetable for the preparation and revision of the DPDs. The Planning and Compulsory Purchase Act 2004 requires that we keep the scheme up to date. The remaining stages in the production of the M&WLPR will not be in accordance with the adopted timetable in the MWDS. A formal revision to the MWDS is therefore necessary and is attached as Appendix 1. I believe the proposal put forward represents a realistic timescale reflecting the resources available and balancing the need to consult the industry and public whilst at the same time delivering a timely update to the current plan.

Recommendations

1. To:-

- a. Resolve that the revised Minerals and Waste Development Scheme shall have effect from 1 September 2019;**
- b. Agree to the publication of the Preferred Options Consultation document**

(and associated background documents)

c. Agree to carry out the Preferred Options consultation using the methods detailed in this report i.e. for a six-week formal consultation period

2. Delegate responsibility to the Cabinet Member for Environment and Waste (in consultation with the Executive Director CES) to make minor corrections and non-material changes to the consultation document that are identified prior to publication, if required.

1. Background and Purpose

- 1.1. The Norfolk Core Strategy and Minerals and Waste Development Management Policies DPD was adopted by Norfolk County Council in 2011. The Norfolk Minerals and Waste Site Specific Allocations DPDs were adopted in 2013, while the Mineral Site-Specific Allocations DPD was updated in 2017 only with regards to silica sand. These adopted plans cover the period to 2026. As the Core Strategy was adopted over five years ago, a joint review of the three adopted DPDs is being carried out to ensure that the policies within them remain up-to-date, to extend the Plan period to 2036 and to consolidate the three DPDs into one Norfolk Minerals and Waste Local Plan (M&WLP). This process is the Minerals and Waste Local Plan Review (M&WLPR).
- 1.2. The first stage in the M&WLPR was a 'call for mineral extraction sites' which took place in July 2017. The sites submitted, together with the existing allocated mineral extraction sites which have yet to obtain planning permission, have been assessed for their suitability for future mineral extraction. The assessment included potential effects to amenity, highway access, the historic environment, archaeology, landscape, public rights of way, ecological designations, geodiversity, flood risk, hydrology, the Water Framework Directive, utilities and safeguarded aerodromes.
- 1.3. The first public consultation stage on the M&WLPR was the 'Initial Consultation' which took place in July and August 2018. The second public consultation will be the 'Preferred Options' stage. This report provides information about the proposed Preferred Options document and consultation stage.
- 1.4. In January 2019 a 'call for waste management sites' took place for proposed permanent waste treatment facilities of over 1 hectare in size with an estimated annual throughput of over 50,000 tpa to be considered for inclusion in the M&WLPR. The six sites submitted have been assessed for their suitability to be allocated as future waste management facilities, but no sites are intended to be allocated in the M&WLPR.
- 1.5. The current Minerals and Waste Development Scheme (MWDS) came into effect on 1 June 2018. The MWDS contains the timetable for the review of the Statement of Community Involvement (SCI) (which was adopted in December 2018) and the Minerals and Waste Local Plan Review which is currently being produced. This report provides information about the proposed changes to the MWDS.
- 1.6. Norfolk County Council, as the Minerals and Waste Planning Authority has a statutory duty to produce a Minerals and Waste Local Plan and to keep it up to date. The government can intervene in local authorities where policies in plans

have not been kept up to date. The government also has powers to intervene in the MWDS process, either by directing that a revision take place, or preparing the revision and requiring the planning authority to bring it into effect.

2. Proposals

2.1. Minerals and waste Development Scheme

The Minerals and Waste Development Scheme (MWDS) has been updated and Cabinet is recommended to bring the Scheme into effect on 1 September 2019. The Scheme sets out a timetable for producing minerals and waste planning policy documents; the M&WLP and SCI.

- 2.2. The part of the MWDS regarding the SCI is not currently needed because the SCI was adopted in 2018 and is not required to be reviewed until five years after adoption (2023).
- 2.3. Changes are required to the timetable in the MWDS for the M&WLPR. The MWDS planned for the Preferred Options consultation stage to take place in December 2018 / January 2019. Due to both the number of comments received in response to the Initial Consultation and the inclusion of a 'call for waste management facilities' in the M&WLPR process in January 2019, it has not been possible to undertake the Preferred Options consultation stage at the time anticipated in the adopted MWDS. The consultation is now planned to take place in August and September 2019 as detailed in this report. The revised date of the Preferred Options consultation means that the subsequent stages of the M&WLPR cannot take place in accordance with the timescales set out in the current adopted MWDS. Accordingly, a revised timescale is required in order to provide a realistic timeframe to undertake further stages of consultation, assess and respond to responses, and undertake the process of examination and adoption.
- 2.4. A revision of the MWDS is therefore necessary and has been prepared by officers: this is attached as Appendix 1. 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 an effect from a specified date.
- 2.5. A table comparing the current MWDS timetable for the M&WLP with the proposed changes in the revised MWDS is below:

Stage	Date timetabled in the adopted MWDS	Date timetabled in the revised MWDS
Preparation of Local Plan Consultation (Regulation 18)	Initial Consultation: June/July 2018 Preferred Options Consultation: December 2018/January 2019	Initial Consultation July/August 2018 Preferred Options Consultation: August/September 2019
Pre-Submission representations period (Regulation 19)	September/October 2019	May/June 2020
Submission (Regulation 22)	December 2019	September 2020
Hearing commencement (Regulation 24)	March 2020	January 2021

Inspector's Report	July 2020	July 2021
Adoption (Regulation 26)	October 2020	September 2021

2.6. Minerals and Waste Local Plan – Preferred Options

A review of the three adopted Minerals and Waste DPDs is being carried out to ensure that the policies within them remain up-to-date, extend the Plan period to 2036 and consolidate the three DPDs into one Norfolk M&WLP. This process is the M&WLPR. The following paragraphs summarise the contents of the Preferred Options consultation document, which has been amended, where necessary, taking into consideration representations received at the Initial Consultation stage. The full draft Preferred Options document is available to view on the Norfolk County Council website at: [Norfolk Minerals and Waste Local Plan Review](#).

- 2.7. The M&WLP includes a vision and strategic objectives for waste management and minerals development for the Plan period to 2036. No significant changes have been made to the vision or strategic objectives following the Initial Consultation stage.
- 2.8. The M&WLP includes policies relevant to both minerals and waste management development covering the following issues: development management criteria, transport, climate change mitigation and adaption, The Brecks protected habitats and species, and agricultural soils. No significant changes have been made to these policies. The Initial Consultation document contained a policy on the Presumption in Favour of Sustainable Development; this policy has been deleted from the Preferred Options document and replaced with text because it repeated the National Planning Policy Framework (NPPF).
- 2.9. A 'call for waste management sites' was carried out earlier in 2019, which resulted in the submission of six sites proposed for permanent waste treatment facilities. These sites have been assessed and it is concluded that five of them are unsuitable to allocate, whilst it is not necessary to allocate the sixth site because it already has planning permission for a waste management facility and is located on employment land, which would be in accordance with Policy WP3.
- 2.10. The M&WLP includes a forecast of the quantities of waste that need to be planned for over the Plan period to 2036. These figures have been reviewed for the Preferred Options document and an assessment of the existing waste management capacity in Norfolk has also been updated, which concluded that sufficient capacity already exists to accommodate the forecast growth in waste arising over the Plan period to 2036. Therefore, it is not considered necessary to allocate any waste management sites in the M&WLP.
- 2.11. However, planning applications for new waste management facilities are still expected to come forward during the Plan period, both to move waste management up the waste hierarchy and because waste management is a contract driven and competitive industry. The M&WLPR therefore contains criteria-based policies to determine those planning applications that come forward for waste management facilities.
- 2.12. The M&WLP includes a spatial strategy for new waste management facilities, a policy detailing the types of land considered to be potentially suitable for waste

management facilities and includes criteria-based policies for the determination of planning applications for the following types of waste management facilities: inert waste recycling, waste transfer and treatment, composting, anaerobic digestion, household waste recycling centres, residual waste treatment, landfill and water recycling centres. Specific policies also cover the design of waste management facilities, landfill mining and safeguarding waste management facilities and water recycling centres. Some of the waste management policies have been amended following the Initial Consultation.

- 2.13. The M&WLP includes the revised quantities of sand and gravel, carstone and silica sand that need to be planned for during the period to 2036 to provide a steady and adequate supply of minerals. Based on the rolling average of 10 years sales data and other relevant local information, the M&WLPR proposes to plan for the same amount of silica sand extraction per annum (750,000 tonnes) as contained in the adopted Core Strategy, whilst a lower rate of carstone extraction per annum (121,400 tonnes) and sand and gravel extraction per annum (1,868,000 tonnes) is proposed to be planned for, reflecting the average extraction rate for aggregates over the last 20 years (1999-2018). This twenty-year period covers a whole economic cycle and is therefore considered to be the most appropriate method to forecast the quantities to be planned for over the Plan period.
- 2.14. Using the forecast annual extraction rate and the existing permitted reserves (sites with planning permission for mineral extraction), there is a forecast need to allocate sites with an estimated resource of at least 340,200 tonnes of carstone, 20,313,000 tonnes of sand and gravel and 10,500,000 tonnes of silica sand in the M&WLPR. These are lower quantities than contained in the Initial Consultation document because the 20-year average has reduced and data on permitted reserves is now available for 2018, this reduces the period to be planned for up to 2036.
- 2.15. The M&WLP contains a spatial strategy for minerals development. Policies relevant to the determination of applications for minerals development include: borrow pits for construction schemes, agricultural reservoirs, protection of core river valleys, cumulative impacts and phasing of workings, progressive working and restoration, aftercare, concrete batching and asphalt plants and energy minerals. Specific policies also cover safeguarding mineral resources, mineral sites and infrastructure. Some of the minerals policies have been amended following the Initial Consultation.
- 2.16. The assessments of the proposed mineral extraction sites (both those proposed in response to the 'call for sites' and sites currently allocated in the Minerals Site Specific Allocations DPD that have not received planning permission) are included in the Preferred Options document and have been revised, where necessary, following the Initial Consultation. The Preferred Options document contains 37 sites proposed for sand and gravel extraction and 19 of these sites are concluded to be suitable to allocate. The estimated sand and gravel resource in the allocated sites is sufficient to meet the forecast need for sand and gravel during the Plan period.
- 2.17. Since the Initial Consultation stage, two sites proposed for sand and gravel extraction have been withdrawn from the process (MIN 79 and MIN 80 at Swardeston) and one site has received planning permission (MIN 76 at Tottenhill). One additional site has been proposed (MIN 213 at Stratton

Strawless) which is concluded to be suitable to allocate. Three sand and gravel sites which were initially concluded to be suitable to allocate in the Initial Consultation document, are now not considered to be suitable in the Preferred Options document. The sites that are no longer allocated are MIN 71 at Holt, MIN 204 at Feltwell and MIN 35 at Quidenham. The conclusions for all the other proposed sand and gravel extraction sites have remained the same in the Preferred Options document as contained in the Initial Consultation document.

- 2.18. The Preferred Options document includes one site for carstone extraction (located at Middleton) which is concluded to be suitable to allocate. This one site would be sufficient to meet the forecast need for carstone during the Plan period.
- 2.19. The Preferred Options document includes three sites proposed for silica sand extraction; two of these sites (located at East Winch and Bawsey) are concluded to be suitable to allocate. Site SIL 02 (land at Shouldham and Marham) is estimated to contain 16 million tonnes of silica sand, but is now concluded to be unsuitable to allocate, due to an objection from the Ministry of Defence regarding bird strike risk to aviation safety at RAF Marham. The two allocated silica sand sites only contain 4.2 million tonnes of silica sand and are not sufficient on their own to meet the forecast additional need for 10.5 million tonnes of silica sand during the Plan period. The Single Issue Silica Sand Review of the Minerals SSA, which was adopted in 2017, defined four areas of search for future silica sand extraction. These four areas of search are proposed to still be included within the M&WLPR, with an amendment to exclude some land in the north of AOS E (land to the north of Shouldham) due to the potential for adverse impacts on the setting of heritage assets at Wormegay and Pentney.
- 2.20. **Consultation**
The Minerals and Waste Local Plan Review process includes two public consultation stages and a formal representations period (detailed in the following paragraphs). The planning policy process is front-loaded so that stakeholders are consulted at an appropriate early stage in the process. The responses received during each public consultation stage will inform the next stage in the Local Plan Review process.
- 2.21. The first public consultation stage, the Initial Consultation, took place for six weeks in July and August 2018. In accordance with the Statement of Community Involvement the Initial Consultation was publicised in the following ways: all addresses within 250m of the boundary of a proposed mineral extraction site or area of search were written to directly explaining why they were being contacted, all the consultation bodies detailed in the regulations (including every parish and town council in Norfolk) were written to informing them of the consultation, all consultation documents were published on the Norfolk County Council website, hard copies of the documents were placed in all Norfolk public libraries, as well as at County Hall and the seven main district council offices, and a notice about the consultation was published in the EDP.
- 2.22. Responses to the Initial Consultation were received from a total of 856 people and organisations making 1,518 representations. The majority of responses received were objections to proposed silica sand extraction site SIL 02 (land at Marham and Shouldham) (398 representations of which 385 were objections) and proposed sand and gravel extraction site MIN 38 at Fritton (355 representations of which 347 were objections). All the representations received

are available to view on the e-consultation website at: [Initial Consultation Responses](#). The responses received have informed the Preferred Options document.

- 2.23. The next stage in the Minerals and Waste Local Plan Review process is the proposed public consultation on the Preferred Options document. This stage includes consultation with stakeholders, including parish councils and the public on the contents of the Preferred Options document, which includes policies for the determination of planning applications for minerals and waste management development and the assessment and suitability of the proposed sites and areas for mineral extraction during the period to 2036.
- 2.24. There are a number of organisations which Norfolk County Council is legally required to invite representations from, as part of the Local Plan process in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012. There are also a number of organisations which Norfolk County Council has a duty to cooperate with in the plan making process, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011).
- 2.25. In accordance with the adopted SCI, at each stage the consultation documents will be available to view on the Norfolk County Council website and available for inspection at the main offices of Norfolk's local planning authorities. It is proposed that the consultation period last for six weeks. However, this period could be extended to between eight or ten weeks if considered necessary. A longer consultation period would have an effect on the timetable for the remaining stages of the M&WLPR.
- 2.26. In line with the SCI, it is proposed to publicise the Preferred Options consultation in the following ways: all addresses within 250m of the boundary of a proposed mineral extraction site or area of search will be written to directly explaining why they are being contacted, all the consultation bodies detailed in the regulations (including every parish and town council in Norfolk) will be written to directly to inform them of the consultation, all consultation documents will be published on the Norfolk County Council website, hard copies of the documents will be placed in County Hall and the seven main district council offices, and a notice about the consultation will be published in the EDP.
- 2.27. In addition to the requirements in the Regulations and the SCI, all respondents to the Initial Consultation will be contacted to inform them of the Preferred Options consultation. It is also proposed, at the Preferred Options stage, for at least one notice about the consultation to be placed in each of the locations of the 42 proposed minerals and waste sites and that a press release will be issued. One additional consultation method, which is not currently proposed to be used, would be to hold public meetings or exhibitions about the Preferred Options consultation, however, this would require additional resources in terms of both time and cost.
- 2.28. **Next steps**
Responses received to the Preferred Options consultation (this stage) will be used to inform the pre-submission publication version of the Minerals and Waste Local Plan.

- 2.29. **Pre-Submission publication** (May/June 2020) **and submission** (September 2020) – The Preferred Options consultation responses will be considered and will feed into the Pre-Submission version of the plan. The Pre-Submission version will contain the planning policies for use in the determination of planning applications for minerals and waste management development. It will also contain only those sites/areas which are considered suitable for mineral extraction during the plan period and the policies detailing the requirements that a planning application for mineral extraction on each allocated site/area will need to address. The Pre-Submission Publication will go to Cabinet with the recommendation for it to be published to enable representations to be made, prior to submission to the Secretary of State for Communities to carry out an Examination in Public.
- 2.30. **Examination** (January 2021) **and Inspector’s Report** (July 2021) – A Planning Inspector appointed by the Secretary of State will conduct the Examination in Public and produce a report regarding the plan’s soundness and legal compliance. The dates of examination hearings and receipt of the Inspector’s Report will be determined by the Planning Inspector.
- 2.31. **Adoption** (September 2021) – The date of adoption will be dependent on the date when the Planning Inspector’s report is received. Assuming that the report concludes that the plan is sound, legally compliant and should be adopted, the Council will then make the decision whether to adopt the document or not. The adopted document would replace the current Norfolk Minerals and Waste Development Plan Documents.
- 2.32. **Planning Applications** – Developers wanting to extract minerals from specific sites or land within an area of search allocated in the Minerals and Waste Local Plan will still need to apply for and be granted planning permission before mineral extraction can take place. Applications will be assessed on their individual merits in the light of all relevant development plan policies and other material considerations. Planning permissions are often granted subject to conditions to mitigate potential impacts from site operations and mineral and waste sites are monitored on a regular basis.

3. Impact of the Proposal

- 3.1. The publication of the Preferred Options document for public consultation will enable stakeholders, including parish councils and the public to comment on the contents of the Preferred Options documents, including the policies for the determination of planning applications for minerals and waste management development and the suitability of the proposed sites and areas for mineral extraction. The comments received will be recorded on the Local Plan e-consultation system and published on the Norfolk County Council website and will inform the Pre-Submission version of the M&WLP. A summary of the comments received and how they have been taken into account will be published in a Consultation Statement and provided to the Secretary of State when the M&WLP is submitted for examination.
- 3.2. As part of the examination of the Minerals and Waste Local Plan Review a Planning Inspector will assess whether the M&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 M&WLP to be legally compliant. Implementation of the MWDS is reported annually in Monitoring

4. Evidence and Reasons for Decision

- 4.1. The annual Local Aggregate Assessment has been used to forecast the need for aggregate minerals during the Plan period, using the twenty-year average of mineral sales, which covers a full economic cycle and, therefore, is considered to be an appropriate timescale on which to base future mineral need. Site allocations for mineral extraction have been used in the plan since 2013 and this has been an effective policy approach to directing new proposals for mineral extraction to the most appropriate sites available.
- 4.2. The Waste Management Capacity Assessment carried out by Planning Officers has concluded that there is sufficient existing waste management capacity to meet the forecast waste arisings during the Plan period. Therefore, the plan proposes that criteria-based policies for waste management facilities, based on the use of employment land, represents a pragmatic way forward instead of allocating specific sites for waste management facilities within the Plan.
- 4.3. The Preferred Options version of the M&WLP has been informed by data including, but not limited to, the following sources: Norfolk County Council's annual survey of mineral extraction sites published in the Local Aggregate Assessment, Norfolk County Council's annual survey of waste management facilities and the Environment Agency's Waste Data Interrogator, the annual monitoring report of planning permissions granted, refused and appeals, Office of National Statistics household and population forecasts, the Norfolk Strategic Housing Market Assessments and the East of England Forecasting Model.
- 4.4. All of the proposed sites for future development have been assessed for their suitability, including potential impacts on amenity, highway access, the historic environment, archaeology, landscape, public rights of way, ecological designations, geodiversity, flood risk, hydrogeology, utilities and safeguarded aerodromes and the most appropriate sites to meet the forecast need have been concluded suitable to allocate in the Preferred Options version of the Plan.
- 4.5. The evidence documents supporting the contents of the Preferred Options version of the M&WLP include the Sustainability Appraisal Report, the Habitats Regulations Assessment Test of Likely Significance, Waste Management Capacity Assessment and responses received to the Initial Consultation in 2018.

5. Alternative Options

- 5.1. The key alternatives to the approach proposed in the Preferred Options document relate to the quantities of mineral to be planned for and whether to allocate waste management sites or use a criteria-based policy approach. These alternative options were consulted on in the 2018 Initial Consultation.
- 5.2. The duty imposed on the County Council is to provide a steady and adequate supply of mineral and sufficient waste management capacity. In terms of plan-making, this means oversupply is not in itself considered a problem, while undersupply is to be avoided. In defining a quantity of minerals or waste to be planned for and so potentially limiting the capacity available, the Authority must therefore be able to robustly defend the figures adopted.
- 5.3. With regards to mineral quantities the authority considered using three different methods for assessing future demand over the 15-year plan period. The 20-year production average was used because it covered a full economic cycle. The 10-

year production average produced lower annual sales figures, but it was not a preferred option because the 10-year period did not reflect the full economic cycle. The sub-national guidelines for aggregate and hard rock produced a significantly higher forecast need; they were not used because they only cover the period up to 2020 and mineral production has not met the sub-national guidelines at any time in the last 10-year, therefore they were not considered to be a reasonable alternative.

- 5.4. With regards to waste, alternatives to household growth projections were considered, such as basing future growth on historic growth, or on the Office for National Statistics Projection. However, these options were discounted on the basis that historic factors such as the impact of the “baby boomer” generation would not be valid going forward and that ONS figures did not sufficiently reflect local factors. Therefore, the projections in the Norfolk Strategic Housing Market Assessment have been used to forecast future household waste arisings.
- 5.5. The Waste Management Capacity Assessment carried out by Planning Officers has concluded that there is not a need for new waste management capacity over the plan period to meet the forecast waste arisings. A ‘call for waste management sites’ was carried out in 2019 which only received a limited response and most of the sites proposed have been assessed as unsuitable. Therefore, the plan proposes that criteria-based policies for waste management facilities, based on the use of employment land, represents a pragmatic way forward instead of allocating specific sites for waste management facilities within the Plan.

6. Financial Implications

- 6.1. The financial implications of the M&WLPR were included in the EDT Committee Report of May 2018. Amending the MWDS does not change the costs of the remaining stages of the M&WLPR 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 M&WLP) occurring in the financial year 2021/22.
- 6.2. The timetable for the Minerals and Waste Local Plan Review is included within the Minerals and Waste Local Development Scheme (Appendix 1). To minimised publication costs going forward, all stakeholders, including parish councils, will be consulted on-line wherever possible. Notwithstanding these savings, the Minerals and Waste Local Plan Review will give rise to additional costs, as follows:
- 6.3. Based on the experience of previous planning policy production, costs for the remaining stage of the Minerals and Waste Local Plan Review process, including officer time in the collection of evidence, formation of policy and assessment of consultation responses and:

	Year	Estimated costs
Publication of Preferred Options consultation documents (Reg. 18)	2019/20	£4,000
Consultation advertising costs	2019/20	£500
Publication of Pre-Submission consultation documents	2020/21	£4,000
Pre-Submission advertising costs	2020/21	£500

Planning Inspector costs for examination	2021/22	£100,000 *
Programme Officer costs for examination	2020/21	£8,000 *
Venue hire for examination hearings	2020/21	£2,400
Examination advertising costs	2020/21	£500
Adoption advertising costs	2021/22	£500
Adoption printing costs	2021/22	£4,000
Total estimated costs		£124,400
* these one-off costs are unavoidable as part of the M&WLPR process and are currently not included within the existing revenue budget and will be picked up as part of the Council's future budget planning.		

- 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 2008, it appears that the number of days' work being charged for an examination has increased.
- 6.5. As stated above, consultation will be carried out via the internet and email wherever possible as this maximises 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 consultation process is accessible to all.

7. Resource Implications

- 7.1. **Staff:** None under the current service level proposed.
- 7.2. **Property:** None
- 7.3. **IT:** None under the current service level proposed.

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 and Minerals and Waste Development Scheme. 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.
- 8.2. The MWDS will be published on Norfolk County Council's website and made available for inspection as required by the relevant legislation.
- 8.3. As part of the examination of the Minerals and Waste Local Plan Review a Planning Inspector will assess not only whether the M&WLPR 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. Therefore, a revised MWDS needs to be brought into effect to enable the M&WLPR to be legally compliant.

- 8.4. The Minerals and Waste Local Plan Review process must be carried out in accordance with the 2004 Act and other relevant planning legislation. The legal compliance of the Plan will form part of the examination carried out by and independent Planning Inspector in 2021.
- 8.5. **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 Minerals and Waste Local Plan will be used in the determined of planning applications for minerals 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 that 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.
- 8.6. The human rights of the owners of the proposed allocation sites 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.
- 8.7. However, it is not considered that the human rights of local residents or the owners of the proposed allocation sites would be infringed by the publication of the Preferred Options Consultation of the Minerals and Waste Local Plan Review.
- 8.8. **Equality Impact Assessment (EqIA) (this must be included)**
The Council's planning functions are subject to Equality Impact Assessments. No EqIA issues have been identified with regards to amending the MWDS. The Preferred Options version of the M&WLP is a consultation document and the consultation will be carried out in accordance with the adopted Statement of Community Involvement, therefore no EqIA issues have been identified at this stage. The Pre-Submission version of the M&WLP, which will contain the planning policies and mineral extraction sites/areas for allocation, will be subject to a full EqIA which will be published at that stage. Any sites allocated in the M&WLP will also need to apply for and be granted planning permission before they are able to operate and an EqIA will be carried out at the planning application stage.
- 8.9. **Health and Safety implications** (where appropriate)
None
- 8.10. **Sustainability implications** (where appropriate)
The environmental implications of the M&WLP are formally assessed as part of the review process, through the Sustainability Appraisal (which includes a Strategic Environmental Assessment) and a Habitats Regulations Assessment. Both of these assessments must be carried out in accordance with the relevant legislation and include formal consultation stages. An Initial Sustainability Appraisal Report and a Habitats Regulations Assessment (Task 1) were published to accompany the Initial Consultation [available at: [Norfolk Minerals and Waste Local Plan Review](#)] and will be revised where necessary to accompany the Preferred Options Consultation.

8.11. **Any other implications**

None

9. Risk Implications/Assessment

- 9.1. The principle risks stem from having an out of date Plan. In which case the impacts are that owing to uncertainty, insufficient sites are brought forward by developers to meet the County's needs, or if sites are brought forward, they are less suitable sites than would be the case in a plan led system. In severe cases the Secretary of State could intervene and reserve an authority's plan making role for themselves.
- 9.2. Plans do not normally become out of date at a given point in time. Rather the older they are, the less relevant they become and so the less weight they carry.
- 9.3. The oldest component of the current plan is the Core Strategy 2011, both the substantive site allocations documents were published in 2013, with a minerals site update published in 2017. The current scheme would see all the existing documents replaced in 2021.
- 9.4. It is considered that a programme that delivers a revised plan in 2021, as is currently proposed, carries a low overall risk in terms of delivering sufficient minerals supply and waste capacity and providing protection against unsuitable speculative proposals. Risks to delivering against the programme arise from, delays by the Planning Inspectorate once the final Plan has been submitted to Secretary of State and given the small size of the current planning policy team, loss of staff.
- 9.5. 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 the planning functions within the service, and if necessary, drawing in planning resource from external teams or our partner organisations if and when required.

10. Select Committee comments

- 10.1. The Infrastructure and Development Select Committee considered a report on the Norfolk and Minerals and Waste Local Plan Review – Preferred Options consultation at their meeting on 17 July. A number of points were raised during the discussion, as follows (note that this information is taken from the draft minutes of the meeting, which are subject to agreement by the Committee at the next meeting):-
- A Member of the Committee expressed a view that the reasons given for not allocating the specific site number MIN 23 (Beeston) should include highways grounds. There was concern expressed about how sites MIN 51 and MIN 13 (Beetley) would be extracted and if this would take place sequentially. Officers explained that they would review the highways comment for site MIN 23 and if needed amend it in the Plan. With regards to sites MIN 51 and MIN 13, Officers explained that that it would be a phased extraction but a more detailed plan of this would not be available until a planning application is submitted by the mineral operator.
 - A Member asked why site SIL 02 (at Shouldham at Marham) had been removed from the plan, after a serious objection from the MOD Defence Infrastructure Organisation due to nearby RAF Marham, but another similar

area of land was still included in the plan which would also cause similar objections. Officers explained that the MOD objection was due to concerns about large areas of open water at site SIL 02. Within the area of search a smaller scheme could come forward which would not raise the same objections due to its size. The land is also higher in some parts of the area of search so mineral extraction may not reach the groundwater.

- Members were concerned that the consultation distance of 250 metres was not far reaching enough especially when some of the proposed sites are in locations which had not experienced anything similar before. The sites had the potential to affect whole communities, some of which are further away than 250 metres from the proposed site.
- There was a request that the next part of the consultation did not take place in August or December.
- Some Members returned to the issue raised in a public question regarding the suitability of site MIN 203 (Burgh Castle) and the conclusion not to allocate it in the Local Plan on highways grounds. Members asked officers to review this conclusion.
- Some Members of the Committee expressed a wish that Government should be lobbied to change the Government position on fracking.
- Members were not convinced that the Council could not include an anti-fracking policy in the Local Plan and said that other Authorities plans have included such a policy. Officers commented that they were not aware of any plans that had been successfully adopted.
- Cllr J Barnard proposed to recommend to Cabinet that the Minerals and Waste Local Plan should include an anti-fracking policy. This was seconded by Cllr C Walker. With 4 votes for and 7 against, the motion was **LOST**.

10.2. The Committee resolved to agree the three recommendations to Cabinet, which are set out in section 11 - 1a, 1b and 1c.

11. Recommendation

11.1. 1. To:-

- a. Resolve that the revised Minerals and Waste Development Scheme shall have effect from 1 September 2019;**
 - b. Agree to the publication of the Preferred Options Consultation document (and associated background documents)**
 - c. Agree to carry out the Preferred Options consultation using the methods detailed in this report i.e. for a six-week formal consultation period**
- 2. Delegate responsibility to the Cabinet Member for Environment and Waste (in consultation with the Executive Director CES) to make minor corrections and non-material changes to the consultation document that are identified prior to publication, if required.**



Norfolk County Council

Norfolk Minerals and Waste Local Plan

Minerals and Waste Development Scheme

August 2019

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Norfolk County Council

Norfolk Minerals and Waste Local Plan

Minerals and Waste Development Scheme

August 2019

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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 **Policies Map**
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. 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. The most recent version of the SCI document was adopted in December 2018.

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.

Authority's Monitoring Reports

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

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

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 will be carried out to ensure that the policies within them remain up-to-date, to extend the plan period from 2026 to 2036 and to consolidate the three existing DPDs into one Norfolk Minerals and Waste Local Plan, in accordance with national planning policy.

Stage	Dates
Preparation of Local Plan consultation (Regulation 18)	Initial Consultation: June / July 2018 Preferred Options: August / September 2019
Pre-Submission representations period (Regulation 19)	May / June 2020
Submission (Regulation 22)	September 2020
Hearing (Regulation 24)	January 2021
Inspector’s Report	July 2021
Adoption (Regulation 26)	September 2021

5. 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.

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Minerals and Waste Development Scheme Timetable 2018 - 2021

Milestone Plan	2018												2019											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	Norfolk Minerals and Waste Local Plan							1	1													1	1	

Milestone Plan	2020												2021											
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	Norfolk Minerals and Waste Local Plan					2	2			3				4						5		6		

Key Milestones Plan
1. Preparation of the Local Plan - Regulation 18
2. Pre-Submission representations period - Regulation 19
3. Submission - Regulation 22
4. Independent Examination Hearings - Regulation 24
5. Inspector's report
6. Adoption - Regulation 26

Report to Cabinet

Item No. 13

Report title	Finance Monitoring Report 2019-20 P3: June 2019
Date of meeting	5 August 2019
Responsible Cabinet Member	Cllr Andrew Jamieson - Cabinet Member for Finance
Responsible Director	Simon George - Executive Director of Finance and Commercial Services
Is this a key decision?	Yes
<p>Executive Summary</p> <p>This report gives a summary of the forecast financial position for the 2019-20 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2020, together with related financial information.</p> <p>Subject to mitigating actions, the forecast revenue outturn for 2019-20 is an overspend of £6.108m on a net budget of £409.293m. General Balances are £19.6m and reserves and provisions are forecast to total £74.6m.</p> <p>Recommendations</p> <p>Cabinet is asked to:</p> <ul style="list-style-type: none"> • recommend to County Council an addition of 7.766m to the CES capital programme in accordance with a proposed Norfolk Local Full Fibre Network (LFFN) capital grant agreement with DCMS, approved at 15 July 2019 Cabinet, as set out in appendix 2 paragraph 2.1; • recommend to County Council an addition of £2m to the Children's Services capital programme to replace revenue contributions. This will be used to support the 2019-20 Children's Services revenue budget as set out in appendix 2 paragraph 2.2; • note the period 3 forecast general fund revenue overspend of £6.108m noting also that Executive Directors will take measures throughout the year to reduce or eliminate potential over-spends; • note the period 3 forecast shortfall in savings of £4.706m noting also that Executive Directors will take measures throughout the year to mitigate savings shortfalls through alternative savings or underspends; • note the forecast General Balances at 31 March 2020 of £19.623m, before taking into account any over/under spends; 	

- **note the expenditure and funding of the revised current and future 2019-22 capital programmes.**

1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2019-20, to assist members to maintain an overview of the overall financial position of the Council.

2. Proposals

- 2.1. Having set a revenue and capital budget at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is being regularly monitored and corrective action will be taken when required.

3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate where, if applicable, the Council is anticipating financial pressures not forecast at the time of budget setting, together with a number of other key financial measures.

4. Evidence and Reasons for Decision

- 4.1. Two appendices are attached to this report giving details of the forecast revenue and capital financial outturn positions:

Appendix 1 summarises the revenue outturn position, including:

- Forecast over and under spends
- Changes to the approved budget
- Reserves
- Savings
- Treasury management and
- Payments and debt performance

Appendix 2 summarises the capital outturn position, and includes:

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

5. Alternative Options

- 5.1. In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report.

6. Financial Implications

- 6.1. As stated above, the forecast revenue outturn for 2019-20 is an overspend of **£6.108m** linked to a forecast shortfall in savings of **£4.706m**. These forecasts are unchanged since P2. Forecast reserves and provisions amount to **£74.6m**, and general balances **£19.6m**.

Within the forecast overspend are significant financial pressures identified in Children's Services and Adult Social Services, balanced by underspends in other areas, primarily Finance General.

The Children's Services net overspend is due mainly to high and increasing levels and complexity of need across numerous areas of service including children looked after, young people leaving care and children at risk of harm. Within Adults, there are pressures on Purchase of Care budgets. A full narrative is given in Appendix 1.

The Council's capital programme contains new schemes approved by County Council on 12 February 2019, as well as previously approved schemes brought forward.

7. Resource Implications

- 7.1. There are no direct staff, property or IT implications arising from this report.

8. Other Implications

8.1. Legal Implications:

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Equality Impact Assessment

In setting the 2019-20 budget, the Council consulted widely. Impact assessments are carried out in advance of setting the budget, the latest being published as "Budget proposals 2019-2020 Overall Summary: [Equality & rural impact assessment report](#)".

The Council's net budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

9. Risk Implications/Assessment

- 9.1. The Council's Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not managed, could have significant financial consequences such as failing to generate income or to realise savings.

Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. Chief Officers will take measures throughout the year to reduce or eliminate potential over-spends.

10. Select Committee comments

- 10.1. None / not applicable.

11. Recommendation

- 11.1. Recommendations are set out in the executive summary to this report.

12. Background Papers

- 12.1. None

Officer Contact

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Norfolk County Council Finance Monitoring Report 2019-20

Appendix 1: 2019-20 Revenue Finance Monitoring Report Month 3

Report by the Executive Director of Finance and Commercial Services

1 Introduction

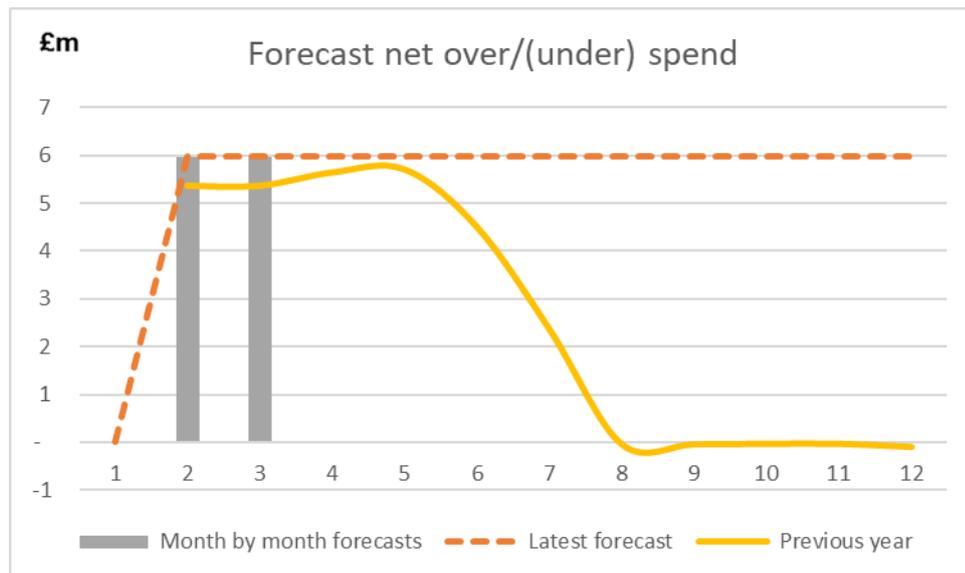
1.1 This report gives details of:

- the latest monitoring position for the 2019-20 Revenue Budget
- forecast General Balances and Reserves at 31 March 2020 and
- other key information relating to the overall financial position of the Council.

2 Revenue outturn – over/underspends

2.1 **At the end of June 2019** an **overspend of £6.108m** is forecast on a net budget of £409.293m.

Chart 1: forecast /actual revenue outturn 2019-20, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all of their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

2.3 Details of all under and over spends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

Table 1: 2019-20 forecast (under)/over spends by service

Service	Revised Budget	Net (under)/over spend	%	RAG
	£m	£m		
Adult Social Services	247.232	4.865	2.0%	A
Children's Services	211.627	5.000	2.4%	R
Community and Environmental Services	159.574	0	0.0%	G
Strategy and Governance	8.422	-0.057	-0.7%	G
Finance and Commercial Services	28.196	0	0.0%	G
Finance General	-245.758	-3.700	1.5%	G
Totals	409.293	6.108	1.5%	G

Notes:

- 1) the RAG ratings are subjective and take into account risk and both the relative (%) and absolute (£m) impact of overspends.

2.4 **Children's Services:** Early review of existing commitments within NCC Funded Children's Services indicate the potential for significant pressures during 2019-20 particularly within placements and support for children looked after, young people leaving care, as well as support and intervention around families to enable children and young people to stay safe at home, including staff costs where they are the intervention as well as third party support.

2.5 To partially mitigate the identified pressures, Children's Services will look at the option to capitalise £2m of equipment spend and revenue contributions to capital expenditure by schools in line with the approach utilised in 2018-19. As a result, the projected overspend at period 3 for NCC Funded Children's Services is £5m.

2.6 The service pressures have been long identified by the department, including front line social care staffing pressures where there is a need to have sufficient resource to manage demand and focus on the presenting complexity of need. The impact of these pressures continues to be reviewed and are being addressed through a sustained multi-year programme of transformation.

2.7 Further details relating to the Children's Services position are included in Revenue Annex 1.

2.8 **Dedicated Schools Grant:** An early review of the financial year's commitments for each of the blocks of the Dedicated Schools Grant (DSG) have highlighted pressures primarily within the High Needs Block. The pressures for the High Needs Block were anticipated and built into the plan shared with the Secretary of State when the application to move funds from the Schools Block to the High Needs Block for 2019/20 was agreed.

- 2.9 The early indications are that there will be an overall overspend on the DSG in the region of £4.5m, which will be combined with the cumulative overspend of £10.887m brought forward from prior years.
- 2.10 Significant work is being undertaken through the Special Educational Needs and Disabilities (SEND) and Alternative Provision (AP) part of the Transformation programme both to ensure that the right specialist provision is in the right place to meet needs, whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 2.11 The Council submitted its DSG recovery plan to the DFE at the end of June and will submit a response to their current call for evidence by the end of July.
- 2.12 **Adult Social Services:** The forecast outturn as at Period 3 (end of June 2019) is an overspend of £4.865m. The largest contributors to this are the Purchase of Care budget. This is largely due to the underlying position which in 2018-19 was mitigated through the use of £4.2m of winter pressures funding.
- The number of packages of care that are currently being delivered to service users exceed those budgeted for. Work is ongoing to manage this and identify actions to reduce the pressure. The overspend is lessened by additional recharges from the NHS for specific cases that are not NCC's responsibility.
- 2.13 **CES:** Community and Environmental Services are forecasting a balanced budget. Forecast underspends across the services, in particular highways and waste, will be potentially offset by one-off transformation spend.
- 2.14 **Corporate services:** The Strategy and Governance directorate is forecasting a modest underspend at this early stage of the year, with Finance and Commercial Services forecasting a balanced budget.
- 2.15 **Finance General:** The net impact of revised business rates projections and insurance fund assumptions have resulted in a forecast underspend of £3.7m in Finance General.

3 Agreed budget, changes and variations

- 3.1 The 2019-20 budget was agreed by Council on 11 February 2019 and is summarised by service in the Council's Budget Book 2019-22 (page 21) as follows:

Table 2: 2019-20 original and revised net budget by service

Service	Approved net base budget	Revised budget P2 (previous report)	Revised budget P3
	£m	£m	£m
Adult Social Services	247.606	247.232	247.232
Children's Services	211.667	211.627	211.627
Community and Environmental Services	160.712	159.574	159.574
Strategy and Governance	8.657	8.476	8.422
Finance and Commercial Services	26.395	28.129	28.196
Finance General	-245.744	-245.745	-245.758
Total	409.293	409.293	409.293

Note: this table may contain rounding differences.

- 3.2 During periods 3 there were minor reallocation of budgets between departments to reflect management responsibilities for property and site security.
- 3.3 The Council's overall net budget for 2019-20 has remained unchanged.

4 General balances and reserves

General balances

- 4.1 On 11 February 2019 Council agreed the recommendation from the Executive Director of Finance and Commercial Services for a minimum level of General Balances of £19.536m through 2019-20. The balance at 1 April 2019 was £19.623m. The forecast for 31 March 2020 is unchanged at £19.623m, before any over or underspends

Reserves and provisions 2019-20

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2019. Actual balances at the end of March 2019 were higher than planned, mainly as a result of grants being carried forward, and reserves use being deferred.
- 4.3 The 2019-20 budget was approved on the basis of a forecast reduction in earmarked revenue reserves and provisions (including schools reserves but excluding LMS and DSG reserves) from £85.6m to £61.3m, a net use of £24.5m.

Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)

Reserves and provisions by service	Budget book forecast balances 1 April 2019	Actual balances 1 April 2019	Increase in opening balances after budget setting	2019-20 Budget book forecast March 2020	Latest forecast balances 31 March 2020
	£m	£m	£m	£m	£m
Adult Social Services	27.463	32.101	4.638	13.619	16.149
Children's Services (inc schools, excl LMS/DSG)	6.521	8.184	1.663	1.568	4.135
Community and Environmental Services	34.030	37.992	3.962	29.935	35.673
Strategy and Governance	1.809	2.680	0.871	1.422	2.149
Finance & Commercial Services	1.746	3.147	1.401	1.510	2.576
Finance General	14.247	17.429	3.182	13.215	13.915
Reserves and provisions	85.816	101.533	15.717	61.269	74.597

- 4.4 Forecast overall provisions and reserves at 31 March 2020 are approximately £13m in excess of 2019-20 budget book assumptions. This is due primarily to the increases in reserves, including unspent grants and contributions, brought forward after budget setting.

4.5 Provisions included in the table above

The table above includes provisions of £28m comprising £9m insurance provision, £12m landfill provision (this provision is not cash backed), £6m provisions for bad debts, and a small number of payroll related provisions.

5 Budget savings 2019-20 summary

- 5.1 In setting its 2019-20 Budget, the County Council agreed net savings of £31.605m. Details of all budgeted savings can be found in the 2019-20 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 5.2 The latest monitoring reflects total forecast savings delivery of £26.899m and a **total shortfall of £4.706m** forecast at year end
- 5.3 As at period 3 monitoring, the RAG status and forecast savings delivery is anticipated as shown in the table below:

Table: Analysis of 2019-20 savings forecast and RAG status

RAG status and definition	Adult Social Care	Children's Services	Community and Environmental Services	Strategy and Governance Department	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m
Red Significant concern saving may not be delivered, or there may be a large variance (50% and above).	-0.567	0.000	0.000	0.000	0.000	0.000	-0.567
Amber Some concern saving may not be delivered or there may be some variance (up to 50%).	-6.000	-0.178	0.000	0.000	0.000	0.000	-6.178
Green Confident saving will be delivered (100% forecast).	-6.743	-6.522	-3.891	-0.931	-0.945	-1.122	-20.154
Total	-13.310	-6.700	-3.891	-0.931	-0.945	-1.122	-26.899
Savings shortfall	-4.584	-0.122	0.000	0.000	0.000	0.000	-4.706
Total (budget savings)	-17.894	-6.822	-3.891	-0.931	-0.945	-1.122	-31.605

Commentary on savings rated RED and AMBER

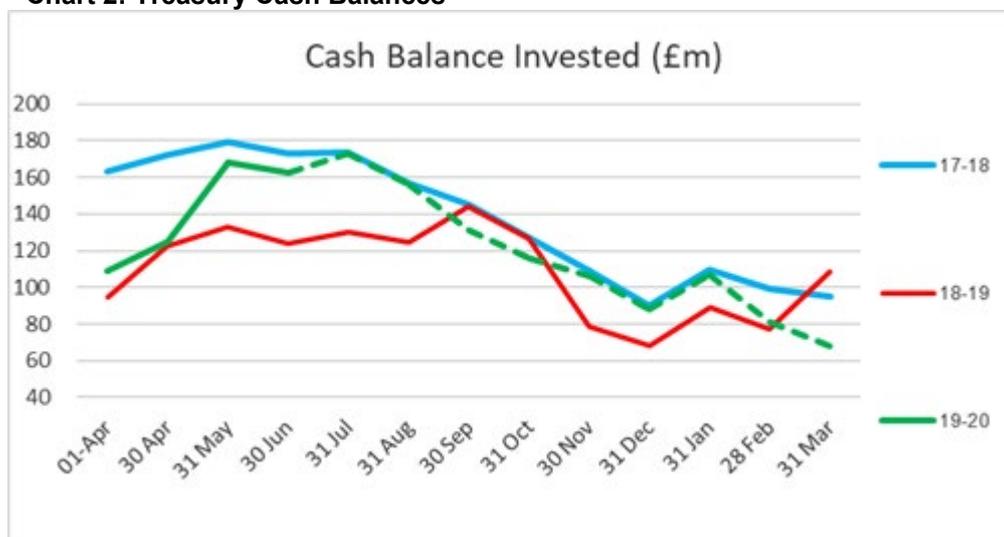
- 5.4 Four savings have been rated as RED, representing a budgeted total savings value of £2.451m and a forecast savings shortfall of £1.884m (6% of total budgeted savings).
- 5.5 Two savings have been rated as AMBER, representing a budgeted total savings value of £9.000m and a forecast savings shortfall of £2.822m (9% of total budgeted savings)

The position remains unchanged since period 2. A full commentary is provided in the 15 July 2019 Cabinet Finance Monitoring report.

6 Treasury management summary

- 6.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last three years, to March 2020.

Chart 2: Treasury Cash Balances



- 6.2 The impact of the £40m Pension Fund pre-payment approved in September 2018 is reflected in the reduced November 2018 balance.
- 6.3 No borrowing took place in June, but an additional £10m has been borrowed subsequently as follows:

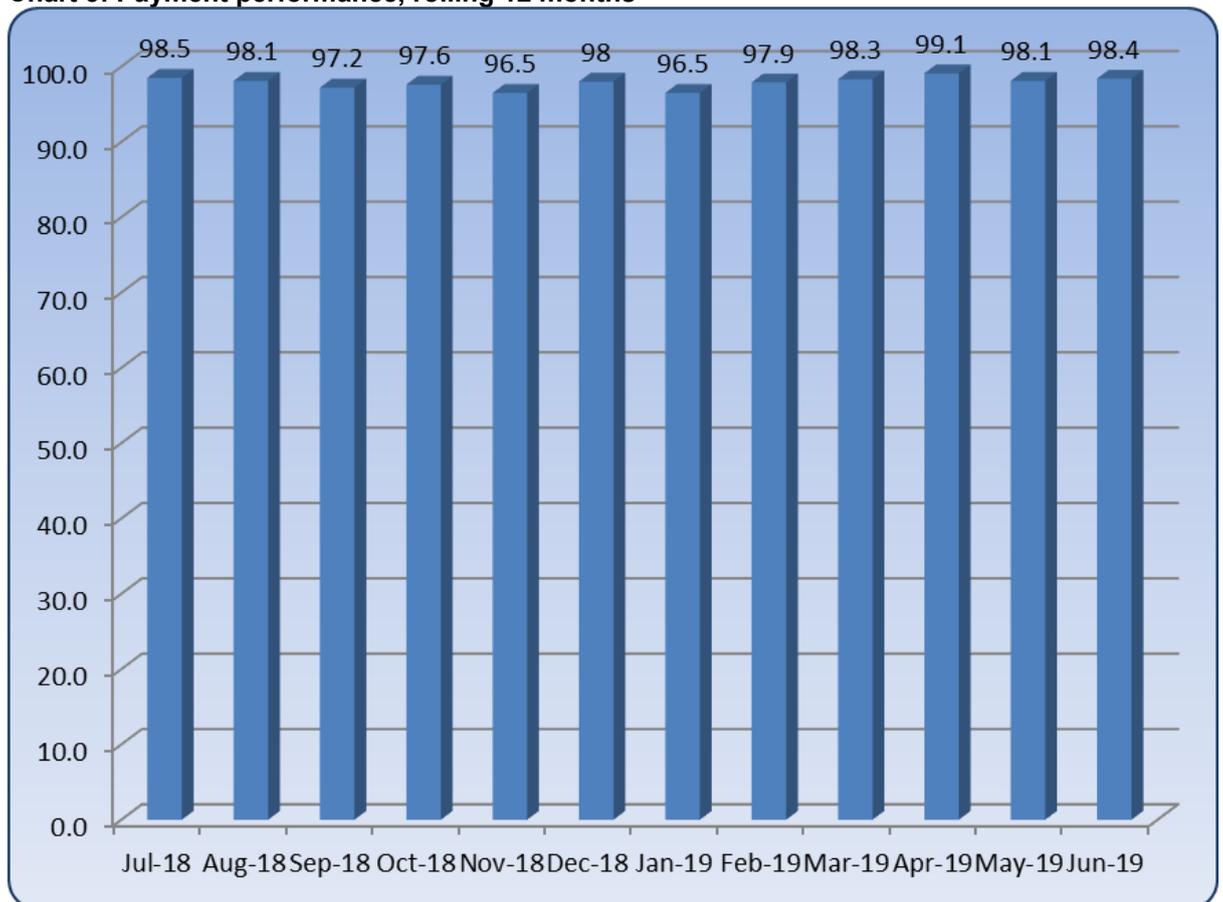
Date	Amount	Rate	Maturity date
3 July 2019	£10m	2.02%	1 September 2062

- 6.4 The graph reflects a total of £40m borrowed in the year to date. The treasury management strategy assumes a further £40m will be borrowed before 31 March 2020. If this takes place, then the end of year balance will be £40m higher at approximately £100m, consistent with closing balances in March 2018 and 2019.
- 6.5 PWLB and commercial borrowing for capital purposes was £655m at 30 June 2019, with associated annual interest payable of £28.0m.
- 6.6 New borrowing is applied to the funding of previous capital expenditure, effectively replacing cash balances which have been used on a temporary basis to avoid the cost of 'carrying' debt in the short term.

7 Payment performance

7.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 420,000 invoices are paid annually. Over 98% were paid on time in June. The percentage has not dropped below 96% in the last 12 months.

Chart 3: Payment performance, rolling 12 months



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

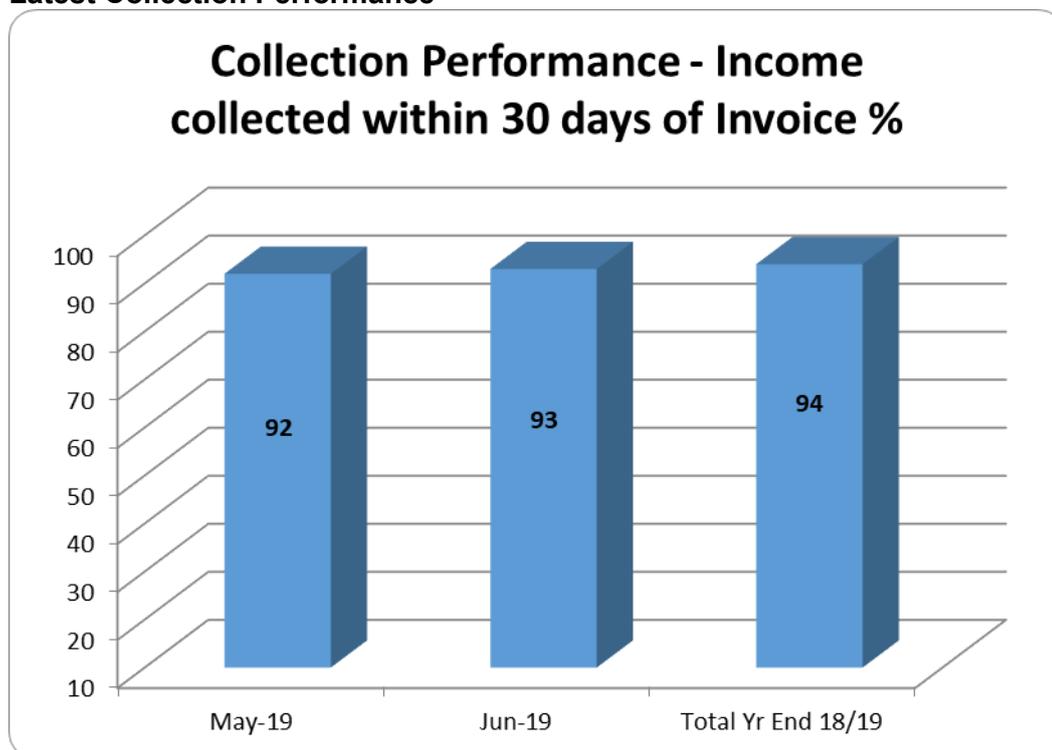
8 Debt recovery

8.1 **Introduction:** Each year the County Council raises over 150,000 invoices for statutory and non-statutory services totalling over £1bn. In 2018-19 94% of all invoiced income was collected within 30 days of issuing an invoice, and 98% was collected within 180 days.

Debt collection performance measures

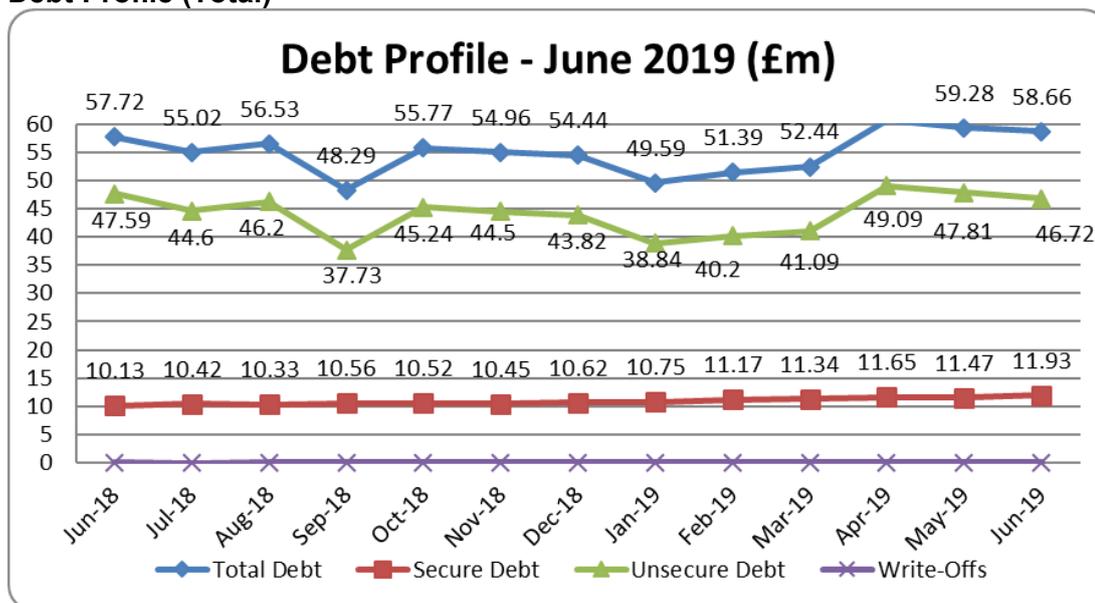
8.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 93% in June 2019.

Latest Collection Performance



8.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

Debt Profile (Total)



Of the £46.72m unsecure debt at the end of June, £15.3m is under 30 days. The largest area of unsecure debt relates to charges for social care, £33.9m, of which £14.0m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care.

- 8.4 Secured debts amount to £11.8m at the end of June 2019. Within this total £3.9m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 8.5 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write off of all debts up to £10,000.
- 8.6 Service departments are responsible for funding their debt write offs. Before writing off any debt all appropriate credit control procedures are followed.
- 8.7 For the period 1 April 2019 to 30 June 2019, 170 debts less than £10,000 were approved to be written off following approval from the Executive Director of Finance and Commercial Services. These debts totalled £159,370.59.
- 8.8 Two debts over £10,000 totalling £36,925.35 were approved for write off in May 2019 and written off in the 2018-19 accounts.

Revenue Annex 1

Forecast revenue outturn

Revenue outturn by service

Table A1a: revenue over and (under) spends by service

Service	Revised Budget	Net total over / (under) spend	Over / (under) spend as %	Forecast net spend
	£m	£m		£m
Adult Social Services	247.232	4.865	2.0%	252.097
Children's Services	211.627	5.000	2.4%	216.627
Community and Environmental Services	159.574	0	0.0%	159.574
Strategy and Governance	8.422	-0.057	-0.7%	8.365
Finance and Commercial Services	28.196	0	0.0%	28.196
Finance General	-245.758	-3.700	1.5%	-249.458
Forecast outturn this period	409.293	6.108	1.5%	415.401
Prior period forecast	409.293	6.108	1.5%	415.401

Reconciliation between current and previously reported underspend

Table A1b: monthly reconciliation of over / (under) spends

	£m
Forecast overspend brought forward	6.108
Movements June 2019	
Adult Social Services	-
Children's Services	
Community and Environmental Services	-
Strategy and Governance	-
Finance and Commercial Services	-
Finance General	
Outturn over/(under) spend	6.108

Revenue Annex 1 continued

The net underspend is a result of a range of underlying forecast over and underspends which are listed below.

Revenue budget outturn by service – detail

Adult Social Services	Over spend	Under spend	Changes
	£m	£m	£m
Business Development		(0.075)	0.053
Commissioned Services		(0.251)	-0.085
Early Help & Prevention	1.062		0.663
Services to Users (net)	6.152		1.923
Management, Finance & HR		(2.023)	-2.554
Forecast over / (under) spend	7.214	-2.349	-
	4.865		
Children's Services	Over spend	Under spend	Changes
	£m	£m	£m
Social Work	7.000		
Schools capital funded by borrowing – subject to approval		-2.000	
	7.000	-2.000	
	5.000		
<i>Dedicated schools grant</i>			
Post 16 Further Education High Needs Provision	0.900		
Independent special school Places	3.700		
Alternative provision	0.600		
Short Stay School for Norfolk	1.100		
Personal Budgets	0.200		
Specialist Resource Bases		-0.200	
Inter Authority Recoupment	0.100		
Schools block	0.100		
NCC contribution		-2.000	
Increase in net deficit to be carried forward		-4.500	
Forecast over / (under) spend	6.700	-6.700	-
		-	

Community and Environmental Services	Over spend	Under spend	Changes
	£m	£m	£m
Culture & Heritage		-0.026	
Support & Development		-0.054	
Economic Development	0.010		
Highways & Waste		-0.361	
Community Information & Learning		-0.052	
Public Health		-0.037	
Transformation	0.520		
Forecast over / (under) spend	0.530	-0.530	-
		-	

Strategy, Finance and Finance General	Over spend	Under spend	Changes
	£m	£m	£m
Strategy and Governance			
Communications		-0.055	
Democratic Services		-0.002	
Forecast over / (under) spend	-	-0.057	
		-0.057	
Finance and Commercial Services			
Forecast over / (under) spend		0	
		0	
Finance General (see below for narrative)			
Net impact of revised business rates projections		-2.700	
Insurance fund		-1.000	
Forecast over / (under) spend		-3.700	
		-3.700	

Revenue Annex 1 continued

Children's Services Commentary

Early review of existing commitments within NCC Funded Children's Services indicate the potential for significant pressures during 2019-20 particularly within placements and support for children looked after, young people leaving care, as well as support and intervention around families to enable children and young people to stay safe at home, including staff costs where they are the intervention as well as third party support.

To partially mitigate the identified pressures, Children's Services will look at the option to capitalise £2m of equipment spend and revenue contributions to capital expenditure by schools in line with the approach utilised in 2018-19. As a result, the projected overspend at period 3 for NCC Funded Children's Services remains at £5m.

The service pressures have been long identified by the department. These are being addressed through a sustained multi-year programme of transformation.

The primary reasons for the pressures being indicated at this stage in the financial year are:

- that the level of pressure rose during the latter part of 2018/19 beyond that which was covered by the additional growth monies allocated, resulting in additional pressures for 19-20 particularly because of the full year effect of what was seen in quarter 4 of last year;
- that the savings to be achieved through transformation during 2019/20 have not yet impacted. In particular, the various initiatives aimed at reducing the number of children in care and changing the placement mix are profiled to impact in phases throughout 2019/20;
- front line social care staffing pressures, where there is a need to have sufficient resource to manage demand and focus on the presenting complexity of need – these pressures continue to be reviewed;
- the current commitments currently show more children with higher costs than we anticipated having when the budget was set, with the transformation expected to impact later in the year.

In relation to the financial costs for children in care, there are some positive trends which, if sustained, should reduce the pressure level over time. The number of children in care has reduced from a high of 1227 in January to 1190 at the end of June and in particular the department is seeing fewer children coming into care as a result of effective earlier intervention. Equally Children's Services are already seeing a good level of success in relation to one of the key changes targeted in our placement mix with a significant move away from high-cost independent fostering agencies and towards NCC's own high quality and cost effective in-house fostering team. A large proportion of cost is driven by residential placement numbers, these are stable since the start of the year. Key to bringing down the overall pressure will be the level of success we have in moving away from this provision and towards our new semi-independent and enhanced fostering options.

Key points to note are:

- Forecast placement and support spend at P3 is in line with 2018/19 outturn and is stable during 2019/20. The pressure being reflected occurred between P8 and P12 of 2018/19 when we saw an increase of nearly £1m.
- Positive financial impact on the placements budgets is being achieved through increasing in-house fostering placements and reducing independent fostering with performance better than profiled. Pressure reflects year on year increase in agency residential, net £2m and plans to reduce reliance on residential placements are in place and expected to impact later in the year.
- Further analysis of the agency residential commitments is required but expected to be due to the full year effect of changes in placements in 2018-19 following an increase in placements during the last quarter after the budget was set (potentially over £1m effect based upon average costs per placement).
- Growth due to demographic changes was anticipated for 2019-20 alongside the agreed budgetary savings. Close scrutiny will be needed to understand the actual impacts of both these areas against the planned impact as the year progresses and the impact of the transformation programme is seen.

Over and above the existing transformation programme, Children's Services Leadership Team have agreed an action plan of activity that is expected to bring a reduction in the identified pressures. Alongside this, work is ongoing to review and scrutinise the early data alongside colleagues from support services to ensure that projections take account of expectations and plans for the full year on a child by child basis.

This forecast and analysis of it is based upon an early snapshot of data in the financial year and involves assumptions. These all need further review in advance of the future forecasts. As the year progresses, the accuracy of predictions both in relation to growth and savings will become clearer, allowing more specific forecasting and a clearer picture of where the year-end position will be. The department is already taking a number of actions to enable this clarity to be gained and to keep a careful track of progress, alongside colleagues within support services. Early pressures are being seen within some other areas of the service, but there are plans in place to mitigate these, and they will be kept under close review as the year progresses.

Finance General over and underspends

Explanations for the Finance General under and overspends are as follows:

Net impact of revised business rates projections (underspend £2.700m)

This forecast underspend relates to the net impact of revised business rates projections from district councils, received after the Council set its budget in February 2019.

Insurance fund (underspend £1.000m)

This forecast underspend is the result of a forecast over-provision in the light of recent insurance fund valuations.

Norfolk County Council Finance Monitoring Report 2019-20

Appendix 2: 2019-20 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

1 Capital Programme 2019-20

- 1.1 On 11 February 2019, the County Council agreed a 2019-20 capital programme of £307.858m with a further £240.734m allocated to future years', giving a total of £548.592m.
- 1.2 Additional re-profiling from 2018-19 resulted in an overall capital programme at 1 April 2019 of £617m. Further in-year adjustments have resulted in the outturn capital programme shown below:

Table 1: Capital Programme budget

	2019-20 budget	Future years
	£m	£m
New schemes approved February 2019	87.207	167.28
Previously approved schemes brought forward	220.651	73.454
Totals in 2019-22+ Budget Book (total £548.592m)	307.858	240.734
Schemes re-profiled after budget setting	58.373	5.766
Other adjustments after budget setting including new grants	4.821	
Revised opening capital programme (total £617.551m)	371.051	246.500
Re-profiling since start of year	-35.042	35.042
Other movements	31.062	4.864
Capital programme budgets (total £653.477m)	367.071	286.406

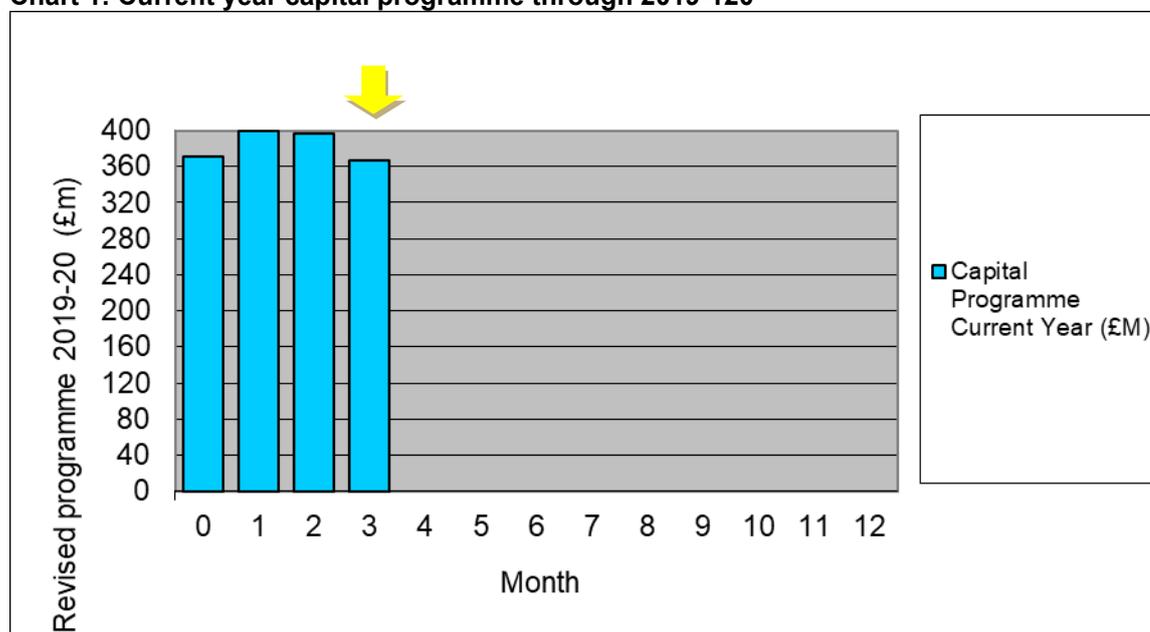
Note: this table and the tables below contain rounding differences

The "future years" column above includes new schemes approved as part of the 2019-22 capital strategy and programme.

Changes to the Capital Programme

1.3 The following chart shows changes to the 2019-20 capital programme through the year.

Chart 1: Current year capital programme through 2019-120



1.4 Month “0” shows the 2019-20 outturn future capital programme with a number of highways schemes added in month 1. The arrow shows the latest current year position. The current year programme will change as additional funding is secured, and as schemes are re-profiled to future years where timings become more certain.

1.5 The current year’s capital budget for each service is set out in the table below:

Table 2: Service capital budgets and movements 2019-20

Service	Opening programme	Previously reported Programme	Reprofilng since previous report	Other Changes since previous report	2019-20 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	154.474	152.533	-32.945	0.000	119.588
Adult Social Care	18.388	18.388	0.000	-3.000	15.388
Community & Environmental Services	119.188	147.003	0.000	3.064	150.066
Finance & Comm Servs	79.001	79.028	0.000	3.000	82.028
Total	371.051	396.952	-32.945	3.064	367.071
				-3.980	

Note 1: this table may contain rounding differences

- 1.6 The revised programme for future years (2020-21 to 2021-22 and beyond) including £240.734m new and reprofiled schemes approved County Council 11 February 2019, is as follows:

Table 3: Capital programme 2020-22

Service	Previously reported future programme	Reprofiling since previous report	Other Changes previous report	2020+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	92.119	32.945	0.000	125.064
Adult Social Care	29.879	0.000	0.000	29.879
Community & Environmental Services	101.054	0.000	6.879	107.933
Finance & Comm Servs	23.531	0.000	0.000	23.531
Total	246.583	32.945	6.879	286.406
			39.823	

Note: this table may contain rounding differences

2 Additions to the Capital programme

Local Full Fibre Network (LFFN)

- 2.1 At its meeting on 15 July 2019, Cabinet approved a proposal to enter into a capital grant agreement with the Department for Digital, Culture, Media and Sport (DCMS) for £7.766m to deliver the Norfolk LFFN Project, providing fibre to the premise to approximately 370 public sector sites.

As a result, £7.766m of capital grant funding has been added to the capital programme, subject to County Council approval.

Children's Services – prudential borrowing

- 2.2 The latest revenue budget forecast assumes an amount of £2.0m funding is likely to be received from revenue sources for capital purposes within Children's Services. This proposal is to replace the revenue funding with prudential borrowing, such that, subject to County Council approval, the funding can be re-allocated back to revenue. The revenue income can therefore be used as a one-off source to support the 2019-20 Children's Services revenue budget.

3 Financing the capital programme

- 3.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

Table 4: Financing of the capital programme

Funding stream	2019-20 Programme	Future Years Forecast
	£m	£m
Prudential Borrowing	184.099	227.417
Use of Capital Receipts		
Revenue & Reserves		
<i>Grants and Contributions:</i>		
DfE	75.540	14.864
DfT	47.836	33.515
DoH	0.809	-
MHCLG	0.333	-
DCMS	1.953	5.814
Developer Contributions	29.355	-
Other Local Authorities	6.561	-
Local Enterprise Partnership	9.747	-
Community Infrastructure Levy	3.069	-
National Lottery	5.101	4.797
Other	2.668	-
Total capital programme	367.071	286.406

Note: this table may contain rounding differences

- 3.2 Significant capital receipts are anticipated over the life of the programme. These will be used either to re-pay debt as it falls due, for the flexible use of capital receipts to support the revenue costs of transformation, with any excess receipts used to reduce the call on future prudential borrowing. For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the re-payment of debt rather than being applied to fund capital expenditure.
- 3.3 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980).

4 Capital Receipts

4.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.

4.2 The capital programme, approved in February 2019, gives the best estimate at that time of the value of properties available for disposal.

Table 6a: Capital programme property disposal original estimates £m

Property sales	2019-20	2020-21	2021-22
	£m	£m	£m
Required to support revenue budget	2.000	7.000	12.000
... cumulative	2.000	9.000	21.000
Best outcome:			
High likelihood	2.354	0.085	
Medium likelihood	2.960	4.595	0.130
Low likelihood (more likely to move to future years)	3.415	1.000	
Major development sites	9.100		
Total	17.829	5.680	0.130
Analyse by farms/non-farms property			
Farms	11.457	5.680	0.125
Non-farms	6.372		0.005
	17.829	5.680	0.130
Cumulative	17.829	23.509	23.639

4.3 The revised schedule for current year disposals is as follows:

Table 6b: Disposals expected within year £m

Actual and anticipated property sales 2019-20	Potential receipt £m
Receipts secured (inc sales subject to contract)	0.875
High	2.085
Other possible sales 2019-20	2.960
Medium chance of sale	0.548
Low chance of sale	0.224
Major development sites	7.900
Maximum receipts potential	11.632

In addition to the receipts from the disposal of property shown above, capital receipts will result from the repayment of loan capital.

Capital Annex 1 – Changes to capital programme since last Cabinet finance monitoring report

Changes to capital programme since previous capital monitoring report			19-20	19-20	20-21+	20-21+	
Service	Project	Funding Type	Change (£m)	REPROFILE	Change (£m)	REPROFILE	Reason
Adult Social Care							
	Norse Care Loan	NCC Borrowing	-3.000				Moved to within Finance section
Total Adult Social Care			-3.000	0.000	0.000	0.000	
Children's Services							
	Hethersett New Primary	External		1.210	-	1.210	Reprofiled as per revised cash flow
	North Denes New School	External	-	1.655		1.655	Reprofiled as per CAR/Fee profile
	Basic need pot	External	-	2.500		2.500	Reprofiled for allocation to projects
	SEND	NCC Borrowing	-	30.000		30.000	Reprofiled in line with expected spend
Total Children's services			0.000	-32.945	0.000	32.945	
CES							
Better Broadband	Local Full Fibre Network	DCMS Grant	1.953		5.814		DCMS grant agreed for Local Fibre Network Project
Libraries	LL0767 - Pointers East, Ormesby Road	S106	0.016				S106 income received
Highways	Unallocated block funding	External			1.065		Correction to DfT Block funding
	Various	External	1.095				Period 3 budget adjustments
Total CES			3.064	0.000	6.879	0.000	
Finance and Commercial Services							
Capital Loan Facility	Norse Care Loan		3.000				Moved here from ASC
Total Finance			3.000	0.000	0.000	0.000	
Total			3.064	-32.945	6.879	32.945	

Norfolk County Council

Record of Cabinet Member decision

Responsible Cabinet Member:	
Cllr Greg Peck, Cabinet Member for Commercial Services and Asset Management	
Background and Purpose:	
Report recommending Disposal of Bryggen Road site, Kings Lynn PE30 2HZ (2045/066)	
Decision:	
The Cabinet Member for Assets and Commercial Services is asked to approve the freehold sale of Bryggen Road site, Kings Lynn PE30 2HZ (2045/066).	
Is it a key decision?	No
Is it subject to call in?	Yes
If Yes – Deadline for Call in	Date: 25.07.2019
Impact of the Decision:	
The disposal of this vacant property will secure a capital receipt for NCC and curtail holding costs including maintenance and security provision. The disposal will offer the opportunity for redevelopment promoting economic growth in Kings Lynn & West Norfolk.	
Evidence and reason for the decision:	
Disposal of a surplus asset.	
Alternative options considered and rejected:	
The option of self-development was considered but the returns were deemed unviable as well as exposing NCC to additional costs and financial risk. A further option of seeking a detailed planning permission ahead of a sale would increase further NCCs exposure to additional holding costs without any certainty that any significant added value could be secured given the pre-application planning advice already secured. It is felt that a third-party purchaser would be best placed to pursue this option whilst NCC secures a capital receipt without further exposure to risk.	

Financial, Resource or other implications considered:	
This disposal achieves a capital receipt to support the Council's capital programme or the repayment of debt. Furthermore, the disposal contributes to a reduction in property expenditure and financial efficiency through reduction in the number of sites and buildings retained.	
Record of any conflict of interest:	
None	
Background Documents:	
B&P Committee report and minutes 8 th September 2017.	
Date of Decision:	18.07.2019
Publication date of decision:	18.07.2019
Signed by Cabinet member:	
I confirm that I have made the decision set out above, for the reasons also set out	
Signed	Greg Peck
Print name	Greg Peck
Date	18.07.2019
Accompanying Documents:	
Report of the Executive Director of Finance and Commercial Services	

\\norfolk.gov.uk\nccdfs1\CorporateProperty\Team Admin\Meetings and Groups\Committees\CABINET Member delegation\2019-20\19.07.10 Record of Decision Bryggen Rd Disposal (CB) Final 1.0.doc

Report to Cabinet Member for Commercial Services and Asset Management

Report title:	Disposal of Bryggen Road site, Kings Lynn PE30 2HZ (2045/066)
Date of meeting:	Not applicable
Responsible Cabinet Member:	Cllr Greg Peck, Cabinet Member for Commercial Services and Asset Management
Responsible Director:	Simon George, Executive Director of Finance and Commercial Services
Is this a key decision?	No
<p>Executive Summary</p> <p>The subject property was declared surplus to Council requirements as part of the systematic approach to reviewing the use and future needs of property assets for service delivery and where appropriate to minimise the extent of the property estate retained for operational purpose.</p> <p>In supporting the Council's priority of pro-actively releasing property assets with latent value, the site at Bryggen Road, Kings Lynn is considered suitable for disposal in return for a capital receipt. The Head of Property has explored options for disposal including seeking expressions of interest from partner local Councils, as well as seeking detailed planning advice for the most appropriate uses that would release maximum value. As a result, local commercial agents were engaged to fully market the property and have secured best bids from three interested parties.</p> <p>Recommendations</p> <p>The Cabinet Member Commercial Services and Asset Management is asked to approve the freehold sale of the Bryggen Road site, Kings Lynn to the bid as recommended by the Head of Property</p> <p>Actions required</p> <p>For Cabinet Member to confirm approval to Head of Property so that he may finalise Heads of Terms and instruct NP Law to complete the legal transfer of this asset.</p>	

1. Background and Purpose

- 1.1 The former Adult Training Centre at Bryggen Road is located on the North Lynn Industrial Estate. The building ceased service in 2013 but occupation remained in parts for temporary uses whilst longer term alternatives were considered.
- 1.2 In 2016 the buildings were declared unsafe due to extensive asbestos contamination and as a result condemned and ultimately demolished. This left a cleared site of approximately 2.5 acres which was secured whilst options for the future of the site were considered.
- 1.3 The site was formally declared surplus to all Norfolk County Council requirements by the Business & Property Committee 08/09/2017 instructing the Head of Property to bring forward as appropriate proposals for disposal or exploitation.

- 1.4 Planning advice was commissioned to explore opportunities to maximise the site value and pre-application discussions with local planning officers confirmed that future commercial use would be the most appropriate in this location.

- 1.5 Valuation and marketing advice was sought and the preferred commercial agency, Brown & Co, were instructed to fully expose the property to the market for a freehold sale at an indicative price of circa £450,000. Interested parties were invited to submit best bids and these were received on 24th June 2019. After careful consideration of the offers made, including an assessment of the conditions applied, the Head of Property recommended acceptance of the bid representing the best value to the Council.

2. Proposals

- 2.1. Following receipt of competitive offers to purchase this property it is proposed that NCC agree formal terms for a freehold disposal as recommended by the Head of Property.

Details of the bids made, including disclosure of the bidders, is considered commercially sensitive and are therefore contained in the CONFIDENTIAL Annex to this report.

3. Impact of the Proposal

- 3.1. The disposal of this vacant property will secure a capital receipt for NCC. In addition, holding costs including empty property business rates and security provision will be curtailed. The disposal will offer the opportunity for the site to be brought forward for development leading to increased economic activity to Kings Lynn.

4. Alternative Options

- 4.1. The Head of Property considered various alternative disposal options including an examination of the benefits or otherwise of securing an alternative planning permission AND the benefits or otherwise of managing an open market sale through a traditional estate agency commission or via an auction sale. The conclusion was that employing the expert advice of a local commercial agency with regional representation, would secure the most beneficial outcome for a satisfactory disposal. Seeking a planning permission ahead of a sale would increase further NCC's exposure to additional holding costs without any certainty that any significant added value would accrue given the advice already obtained from planning officers. It is felt that a third-party purchaser would be best placed to pursue this option whilst NCC secures a capital receipt without further exposure to risk.

5. Financial Implications

- 5.1. This disposal achieves a capital receipt to support the Council's capital programme or the repayment of debt. Furthermore, the disposal contributes to a reduction in property expenditure and financial efficiency through reduction in the number of sites and buildings retained.

6. Resource Implications

6.1. **Staff:**
Not applicable.

6.2. **Property:**
Contributes to a reduction in the size of the property estate.

6.3. **IT:**
Not applicable.

7. Other Implications

7.1. **Legal Implications:**
For disposals in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each acquisition and disposal and entering a contract.

7.2. **Human Rights implications**
Not applicable.

7.3. **Equality Impact Assessment (EqIA) (this must be included)**
This site has been a long term vacant property and an EqIA is considered not applicable.

7.4. **Health and Safety implications** (where appropriate)
No implications.

7.5. **Sustainability implications** (where appropriate)
The existing site will be made available for future development.

7.6. **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.

8. Risk Implications/Assessment

8.1. Whilst an acceptable offer has been received final terms are to be completed, and the disposal is not completed until all due diligence and legal documentation is approved and signed. There is a risk that unknown matters may arise causing delay or cessation of the transaction.

9. Select Committee comments

9.1. Not applicable

10. Recommendation

10.1. The Cabinet Member for **Commercial Services and Asset Management** is asked to approve the freehold sale of the former Kings Lynn Community Hub at Bryggen Road as recommended by the Head of Property.

11. Background Papers

11.1. B&P Committee report and minutes 8th September 2017.

Officer Contact

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

Officer name: Simon Hughes, Head of Property **Tel No:** 01603 973850
Email address: simon.hughes@norfolk.gov.uk



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

\\norfolk.gov.uk\ncdfs1\CorporateProperty\Team Admin\Meetings and Groups\Committees\CABINET Member delegation\2019-20\19.07.10 Bryggen Rd Disposal (CB) Final 1.0.doc

Norfolk County Council

Record of Cabinet Member decision

Responsible Cabinet Member:

The Cabinet Member for Commercial Services and Asset Management- Cllr Greg Peck

Background and Purpose:

The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase of a house in Great Yarmouth area for use as Semi Independent Accommodation.

At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.

Decision:

The proposed acquisition is in respect of a residential property in the Great Yarmouth area, the full address is included in an exempt report as is to remain confidential. This is a five bedroom detached property, located south-east of Great Yarmouth.

The house was identified as a possible option given its location and age, and the fact that it appeared to provide a number of relatively similar sized bedrooms. There are some alterations that need to be made to the property, but this has been reflected in the purchase price.

A condition survey will be undertaken by Norse prior to exchange of contracts, to identify any significant grounds for concern and as a lead in to programme of works expected.

Is it a key decision? No

Is it subject to call in Yes

If Yes – Deadline for Call in – 4pm 25.07.2019

Impact of the Decision:

The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the "Safer Children & Resilient Families" work stream's focusing on placement choice and a commitment to secure better semi-independence for young care leavers.

Evidence and reason for the decision:

The house was identified as a possible option given its location and age, and the fact that it appeared to provide a number of relatively similar sized bedrooms.

Given the condition of the property, alterations do need to be made in order to make it suitable for use as semi independent accommodation. It is estimated that the cost of work required is between £70,000 and £90,000, this has been reflected in the purchase price.

Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

Alternative options considered and rejected:

Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

Financial, Resource or other implications:

The purchase price was negotiated and agreed at £260,000.

Estimated cost of work required is between £70,000 and £90,000

The County Council will be responsible for its own professional fees which are estimated to be approximately £26,000, including Stamp Duty Land Tax.

In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to £24,000

It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £5000.

Record of any conflict of interest: N/A**Background Documents:**

Children's Services Committee, Semi-independent Accommodation & Support for 16–17-year-old Looked After Children, 22nd May 2018

Policy & Resources Committee Report - 6 February 2017

Date of Decision:

18.07.2019

Publication date of decision:

18.07.2019

Signed by Cabinet member:

I confirm that I have made the decision set out above, for the reasons also set out

Signed **Greg Peck**

Print name **Greg Peck**

Date **18.07.2019**

Accompanying Documents:

Report of the Executive Director of Finance and Commercial Services
Exempt report setting out offer and address.

Report to Cabinet Member

Item No.

Report title:	Acquisition of House for Semi Independent Accommodation
Date of meeting:	Not applicable
Responsible Cabinet Member:	Cllr G Peck Cabinet Member for Commercial Services and Asset Management
Responsible Director:	Simon George Executive Director of Finance and Commercial Services
Is this a key decision?	No
<p>Executive Summary/Introduction from Cabinet Member</p> <p>Childrens Services Committee have been allocated £5million capital funding which is to be used to secure properties up to 11 properties in geographical locations across the county, to improve sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation.</p> <p>As part of the project, a 5-bed detached house in the Great Yarmouth area has been identified as a suitable property to purchase to meet the requirements of Childrens Services.</p> <p>Recommendations: The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.</p>	

1. Background and Purpose

- 1.1. At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.
- 1.2. Childrens Services Committee on 22 May 2018 agreed that the allocated capital budget is used to secure properties in geographical locations across the county, through a mix of renovation of existing Norfolk County Council properties and the purchase of further properties.
- 1.3. A project team has been established, led by the Children's Services Service Development Manager (Placements & Sufficiency), working closely with the Corporate Property Team, and overseen by a recently established project group chaired by an Assistant Director in Children's Services. The team are focused on

bringing up to 11 additional semi-independent accommodation units to operational delivery.

2. Proposals

- 2.1 The proposed acquisition is in respect of a residential property in the Great Yarmouth area, the full address is included in an exempt report as is to remain confidential. This is a five-bedroom detached property, located south- east of Great Yarmouth.
- 2.2 The house was identified after a search of potentially suitable houses with four or more bedrooms and two reception rooms in the Great Yarmouth area, to allow use by up to four young people. This search was based on criteria such as the location and layout of the properties in terms of their suitability for the service requirements, with a focus on their risk profile.
- 2.3 It was identified as a possible option given its location and age, and the fact that it appeared to provide a number of relatively similar sized bedrooms. There are some alterations that need to be made to the property, but this has been reflected in the purchase price.
- 2.4 The Local Member has been consulted on this matter and confirmed he had no objections on this acquisition.
- 2.5 A condition survey will be undertaken by Norse prior to exchange of contracts, to identify any significant grounds for concern and as a lead in to programme of works expected.

3. Impact of the Proposal

- 3.1 The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the “Safer Children & Resilient Families” work stream’s focusing on placement choice and a commitment to secure better semi-independence for young care leavers.

4. Evidence and Reasons for Decision

- 4.1 Given the condition of the property, alterations do need to be made in order to make it suitable for use as semi-independent accommodation. It is estimated that the cost of work required is between £70,000 and £90,000. The ground floor has a separate reception room which can be used as an office for staff if required; the first floor currently offers 5 bedrooms, but one of these will be changed to create a bathroom. Other works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems.
- 4.2 Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

5. Alternative Options

- 5.1. Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

6. Financial Implications

- 6.1 The purchase price was negotiated and agreed at £260,000.
- 6.2 The County Council will be responsible for its own professional fees which are estimated to be approximately £26,000. This includes Stamp Duty Land Tax with NCC will pay at a higher rate than that for a private buyer for this same property.
- 6.3 Estimated cost of alterations and works are £70,000 - £90,000 which includes conversion of a bedroom to create an additional bathroom and works required to meet statutory or service standards, such as fire doors and improved alarm systems
- 6.4 In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to be £24,000.
- 6.5 Estimated cost of alterations and works are £70,000 - £90,000, this includes cost to convert a bedroom into an additional bathroom and work required to meet statutory or service standards, such as fire doors and improved alarm systems.
- 6.6 All these costs as outlined will be funded from the capital programme.
- 6.7 The revenue cost of running the property will be met by Children's Services budgets. It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £5000.

7. Resource Implications

- 7.1. **Staff:** None
- 7.2. **Property:** Acquisition of freehold
- 7.3. **IT:** None

8. Other Implications

- 8.1. **Legal Implications:**
Acquisition of freehold
- 8.2. **Human Rights implications**
None.
- 8.3. **Equality Impact Assessment (EqIA) (this must be included)**
Childrens Services are responsible for undertaking an EqIA for the project.

8.4. **Health and Safety implications** (where appropriate)
None

8.5. **Sustainability implications** (where appropriate)
None

8.6. **Any other implications**
None

9. **Risk Implications/Assessment**

9.1 It has been advised by Great Yarmouth Borough Council that they classify the intended use as a house of multiple occupation which is included as permitted development. As there are fewer than 5 occupants we would not require a licence.

9.2 In the event that NCC had to seek to obtain planning permission on the property and was unsuccessful, there would be costs as the council would seek to mitigate the situation by reselling the property. Set out below are the likely total costs in this scenario:

Item	Cost
Purchase costs previously incurred:	
• Stamp duty	£10,800
• Professional fees (NPS) / surveys	£10,000
• Legal fees	£5,000
Holding costs:	
• Design/Planning fees	£10,000
• Holding costs of security/maintenance	£5,000
Re-sale costs	
• Agents fees	£3,500
• Legal fees	£3,000
Total potential loss to NCC of buying/holding/ reselling	£47,300

(Assuming the same sale price was achieved as was originally purchased.)

10. **Recommendation**

10.1. The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.

11. **Background Papers**

11.1 Policy & Resources Committee Report - 6 February 2017 [Link](#)

11.2 Childrens Services Committee Report - 22 May 2018 [Link](#)

Officer Contact

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

Officer name: Eleanor Longworth **Tel No:** 01603 973851
**Estates and Commercial
Surveyor Apprentice**

Email address: Eleanor.longworth@norfolk.gov.uk



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Norfolk County Council

Record of Cabinet Member decision

Responsible Cabinet Member:

The Cabinet Member for Commercial Services and Asset Management- Cllr Greg Peck

Background and Purpose:

The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase of a house in Norwich area for use as Semi Independent Accommodation.

At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.

Decision:

The proposed acquisition is in respect of a residential property in the Norwich area, the full address is included in an exempt report as is to remain confidential. It is a four bedroom detached property, located in a new residential development area on the south side of Norwich.

The building immediately gave a positive impression from a service perspective, having been maintained and upgraded to a high standard, with large rooms and rear garden.

Given the condition of the property, the scope of additional works needed for service use was relatively limited.

A condition survey will be undertaken by Norse prior to exchange of contracts, to identify any significant grounds for concern and as a lead in to programme of works expected.

Is it a key decision? No

Is it subject to call in Yes

If Yes – Deadline for Call in – 4pm 25.07.2019

Impact of the Decision:

The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the “Safer Children & Resilient Families” work stream’s focusing on placement choice and a commitment to secure better semi-independence for young care leavers.

Evidence and reason for the decision:

Given the condition of the property, the scope of additional works needed for service use was relatively limited. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.

Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

Alternative options considered and rejected:

Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

Financial, Resource or other implications:

The purchase price was negotiated and agreed at £327,500.

The County Council will be responsible for its own professional fees which are estimated to be approximately £31,000, including Stamp Duty Land Tax.

In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to £24,000

It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £4500.

Record of any conflict of interest: N/A**Background Documents:**

Children’s Services Committee, Semi-independent Accommodation & Support for 16–17-year-old Looked After Children, 22nd May 2018

Policy & Resources Committee Report - 6 February 2017

Date of Decision:**18.7.2019****Publication date of decision:****18.7.2019****Signed by Cabinet member:**

I confirm that I have made the decision set out above, for the reasons also set out

Signed **Greg Peck**

Print name **Greg Peck**

Date **18.7.2019**

Accompanying Documents:

Report of the Executive Director of Finance and Commercial Services
Exempt report setting out offer and address

Report to Cabinet Member

Item No.

Report title:	Acquisition of House in Norwich area for Semi Independent Accommodation
Date of meeting:	Not applicable
Responsible Cabinet Member:	Cllr G Peck Cabinet Member for Commercial Services and Asset Management
Responsible Director:	Simon George Executive Director of Finance and Commercial Services
Is this a key decision?	No
Executive Summary/Introduction from Cabinet Member Childrens Services Committee have been allocated £5million capital funding which is to be used to secure properties up to 11 properties in geographical locations across the county, to improve sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation. As part of the project, a house in the Norwich area has been identified as a suitable property to purchase to meet the requirements of Childrens Services. Recommendations: The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.	

1. Background and Purpose

- 1.1. At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.
- 1.2 Childrens Services Committee on 22 May 2018 agreed that the allocated capital budget is used to secure properties in geographical locations across the county, through a mix of renovation of existing Norfolk County Council properties and the purchase of further properties.
- 1.3 A project team has been established, led by the Children's Services Service Development Manager (Placements & Sufficiency), working closely with the Corporate Property Team, and overseen by a recently established project group chaired by an Assistant Director in Children's Services. The team are focused on bringing up to 11 additional semi-independent accommodation units to operational delivery.

2. Proposals

- 2.1 The proposed acquisition is in respect of a residential property in the Norwich area, the full address is included in an exempt report as is to remain confidential. It is a four-bedroom detached property, located in a new residential development area on the south side of Norwich.
- 2.2 The house was identified after a search of potentially suitable houses with four or more bedrooms with two reception rooms in the Norwich area, to allow use by up to four young people. This search was based on criteria such as the location and layout of the properties in terms of their suitability for the service requirements, with a focus on their risk profile.
- 2.3 Given the condition of the property, the scope of additional works needed for service use was relatively limited. On the ground floor, there is a reception room which can be used as an office for staff if required; the first floor offers 4 bedrooms. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.
- 2.4 The Local Member has been consulted on this matter and confirms is working with Children's Services to ensure the project is successful.
- 2.5 A condition survey will be undertaken by Norse prior to exchange of contracts, to identify any significant grounds for concern and as a lead in to programme of works expected.

3. Impact of the Proposal

- 3.1 The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the "Safer Children & Resilient Families" work stream's focusing on placement choice and a commitment to secure better semi-independence for young care leavers.

4. Evidence and Reasons for Decision

- 4.1 Given the condition of the property, the scope of additional works needed for service use was relatively limited. On the ground floor, there is a reception room which can be used as an office for staff if required; the first floor offers 4 bedrooms. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.
- 4.2 Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

5. Alternative Options

- 5.1. Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

6. Financial Implications

- 6.1 The purchase price was negotiated and agreed at £327,500.
- 6.2 In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to £24,000
- 6.3 All these costs as outlined will be funded from the capital programme.
- 6.4 The revenue cost of running the property will be met by Children's Services budgets. It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £4500.

7. Resource Implications

- 7.1. **Staff:** None
- 7.2. **Property:** Acquisition of freehold
- 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):**
Childrens Services are responsible for undertaking an EqIA for the project.
- 8.4. **Health and Safety implications**
None
- 8.5. **Sustainability implications**
None
- 8.6. **Any other implications**
None

9. Risk Implications/Assessment

- 9.1 Given the nature of the support provided by the Children's Services staff working at the property it is not considered that there is any requirement for an Application for Change of Use from Class C3 (occupation by up to six people living together as a single household) to Class C4 (residential care home).

- 9.2 In the event that NCC had to seek to obtain planning permission on the property and was unsuccessful, there would be costs as the council would seek to mitigate the situation by reselling the property. Set out below are the likely total costs in this scenario:

Item	Cost
Purchase costs previously incurred:	
• Stamp duty	£16,200
• Professional fees (NPS) / surveys	£10,000
• Legal fees	£5,000
Holding costs:	

• Design/Planning fees	£10,000
• Holding costs of security/maintenance	£5,000
Re-sale costs	
• Agents fees	£3500
• Legal fees	£3,000
Total potential loss to NCC of buying/holding/ reselling	£52,700

(Assuming the same sale price was achieved as was originally purchased.)

10. Recommendation

- 10.1. The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.

11. Background Papers

- 11.1. Childrens Services Committee Report - 22 May 2018 [Link](#)
Policy & Resources Committee Report - 6 February 2017 [Link](#)

Officer Contact

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

Officer name: Eleanor Longworth **Tel No:** 01603 973851
**Estates and Commercial
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Norfolk County Council

Record of Cabinet Member decision

Responsible Cabinet Member: Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)	
Background and Purpose: Highways England are consulting on proposals to improve the A47/A11 Thickthorn Junction. The consultation closes on 11 July 2019.	
Is it a key decision?	No
Is it subject to call in?	No
If Yes – Deadline for Call in	Date: N/A
Decision: To agree the proposed consultation response. Note that this decision was taken as an urgent decision. The Head of Paid Service has confirmed that it is appropriate to use the urgent decision process.	
Impact of the Decision: To provide the views of the County Council on the emerging scheme to be considered by Highways England in the next stages of scheme development.	
Evidence and reason for the decision: An improvement to the A147/A11 Thickthorn junction has been identified as required by Highways England, to support planned growth. The response to the consultation from the County Council will help Highways England to develop the scheme in a way that supports the needs of Norfolk's communities.	
Alternative options considered and rejected: The response has been developed by officers and is in line with relevant NCC policies and strategies. It would be possible to not submit a response to the consultation, but that would also mean missing the opportunity to influence the development of the scheme.	
Financial, Resource or other implications: None	
Record of any conflict of interest: None	
Background Documents: Highways England Consultation documents. https://highwaysengland.citizenspace.com/he/a47-a11-thickthorn-junction-improvement-scheme/	
Date of Decision:	3 July 2019

Publication date of decision:	
<p>Signed by Cabinet member:</p> <p>I confirm that I have made the decision set out above, for the reasons also set out.</p> <p>Signed Martin Wilby</p> <p>Print name Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)</p> <p>Date 10 July 2019</p>	
<p>Accompanying Documents:</p> <ul style="list-style-type: none"> • Consultation response email entitled: A47/A11 Thickthorn Junction improvement - Norfolk County Council Consultation. <p>Including supporting documents listed:</p> <ol style="list-style-type: none"> 1. 20190617_S42_Response 2. 20191611 FW_2019_0089 LLFA response 3. PIER Historic Environment comments <ul style="list-style-type: none"> • Highways England A47/A11 Thickthorn Junction improvement consultation brochure 	



A47/A11
**Thickthorn junction
improvement scheme**
Public consultation

Share
your views



Investing in your roads

At Highways England we believe in a connected country and our network makes these connections happen. We strive to improve our major roads and motorways – engineering the future to keep people moving today and moving better tomorrow. We want to make sure all our major roads are more dependable, durable and, most importantly, safe.

That's why we're delivering £15 billion of investment on our network – the largest investment in a generation. The A47/A11 Thickthorn junction improvement scheme is a critical part of this investment and will improve access to Norwich and journeys between Thetford and Great Yarmouth, which is great news for the local and regional economy. The scheme is one of six major road improvements along the A47 to create better and safer journeys along the 115 mile route between Peterborough and Great Yarmouth.

The other A47 schemes in development are:

- A47 Wansford to Sutton dualling
- A47/A141 Guyhirn junction
- A47 North Tuddenham to Easton dualling
- A47 Blofield to North Burlingham dualling
- A47 Great Yarmouth junction (formerly A47/A12 junctions)

Visit the A47 corridor webpage for more information on these schemes:

www.highwaysengland.co.uk/A47Thickthorn

The A47/A11 Thickthorn junction Improvement scheme is categorised as a Nationally Significant Infrastructure Project (NSIP) under the Planning Act 2008. As such, we are required to make an application for a Development Consent Order (DCO) to obtain planning permission to construct the scheme. You can find more information about the Planning Inspectorate and the Planning Act 2008 on the Gov.uk website: <https://infrastructure.planninginspectorate.gov.uk> or by calling the Planning Inspectorate on 0303 444 5000.

In this brochure we explain our proposals for the scheme. Alongside the brochure is the consultation response form for you to provide us with feedback, which will help us shape the scheme before we submit our planning application.

How to respond

We're now holding a public consultation on our proposals. We'd like to hear what you think, so please share any concerns, ideas or local knowledge that you may have. The consultation will run from 3 June 2019 to 11 July 2019 and there are lots of ways you can tell us what you think. Why not come along to one of our public consultation exhibitions? Alternatively, you can view all the consultation materials on our webpage: www.highwaysengland.co.uk/A47Thickthorn.

Please respond using one of the following methods:

-  **Online:** www.highwaysengland.co.uk/A47Thickthorn
-  **By post:** Freepost A47 THICKTHORN JUNCTION
-  **In person:** By visiting one of the public consultation exhibitions listed to the right

Public consultation exhibitions

One of the best ways to find out more about our proposals and have your say is to come to one of our public consultation exhibitions. Here you'll be able to find out more about the scheme and speak to members of the project team who will be happy to answer any questions you may have.

Location	Date
Hethersett Village Hall, Back Lane, Hethersett, Norwich, NR9 3JJ	Monday 10 June 2019 1pm – 8pm
Ketteringham Village Hall, High Street, Ketteringham, Wymondham, NR18 9RU	Thursday 13 June 2019 1pm – 8pm
The Willow Centre, 1–13 Willowcroft Way, Cringleford, Norwich, NR4 7JJ	Friday 14 June 2019 1pm – 8pm
Number 47, 47 Giles Street, Norwich, NR2 1JR	Saturday 15 June 2019 11am – 5pm

All responses must be returned by **23:59 on Thursday 11 July 2019.**



Where to get the brochure

Paper consultation brochures and response forms will also be available at the following locations from Monday 3 June 2019 (availability will depend on opening times).

Public information point locations	Opening times
North Wymondham Community Centre, 44 Lime Tree Avenue, Wymondham, NR18 0HH	Monday – Saturday 10am – 4pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.
Hethersett Library, Queen's Road, Hethersett, Norwich, NR9 3DB	Monday, Wednesday and Friday 10am – 1pm and 2pm – 5pm Thursday 2pm – 7pm Saturday 10am – 2pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.
The Willow Centre, 1–13 Willowcroft Way, Cringleford, Norwich, NR4 7JY	Monday to Friday 9am – 5pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.
Norfolk and Norwich Millennium Library, The Forum, Millennium Plain, Norwich, NR2 1AW	Monday – Friday 10am – 7pm Saturday 9am – 5pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.
Norwich City Council, City Hall, St Peters Street, Norwich, NR2 1NH	Monday, Tuesday, Thursday and Friday 8:45am – 5pm Wednesday 1pm – 5pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.
Norfolk County Council, County Hall, Martineau Lane, Norwich, NR1 2DH	Monday – Friday 9am – 5pm Please phone ahead (01953 606 709) to confirm the opening time before you visit.

Why is the scheme needed?

Thickthorn junction is an important junction for those living and working around Norwich, connecting the city with Great Yarmouth and Peterborough via King's Lynn and Wisbech.

Studies have identified the unsuitability of the current junction layout to accommodate journeys between the A11 northbound to A47 eastbound carriageways and the A47 westbound to A11 southbound carriageways.

This is predicted to worsen in future years due to the growth in both traffic and large local residential developments along the A11 corridor to the south-west of Norwich.

By delivering these improvements, we aim to:

- Reduce congestion, improve reliability of journey times and provide capacity for future traffic growth
- Improve resilience of the road in coping with incidents such as collisions, breakdowns and maintenance
- Help facilitate regional development and growth in Norwich and surrounding areas
- Improve road safety for all road users and for those living near the junction
- Protect the environment by minimising adverse impacts and, where possible, deliver benefits
- Ensure the scheme considers local communities and access to the road network, providing a safer route between communities for cyclists, walkers, equestrians and other non-motorist groups



What's happened so far?

Between March and April 2017, we held a consultation in which the public were asked for their views on the proposal to create free flow link roads between the A11 south and the A47 east and provide improvements to the existing junction. The proposed A47 to A11 link road would sever the existing access for Cantley Lane South so a new underpass under the A47 was proposed to reconnect Cantley Lane South and Cantley Lane.

Following feedback from our first consultation, we engaged with local communities and representatives on the local access arrangement for the A47/A11 Thickthorn junction. It was agreed that the proposed severance of Cantley Lane would require further investigation and, as a result, we assessed several solutions to address these concerns. We have since developed these options to put forward our preferred solution for this consultation. For more information please see our Sideroads Strategy Options Report which is available on our webpage at: www.highwaysengland.co.uk/A47Thickthorn

We have continued to develop the design of the preferred route, with traffic flow and safety as primary considerations. Work has included design development of:

- the junction
- structures
- lighting
- landscaping
- drainage

Engagement is ongoing with utility providers to plan for diversions that may be required to accommodate the scheme. We've also carried out several surveys including:

- aerial topographical surveys
- ecological surveys
- ground investigation surveys

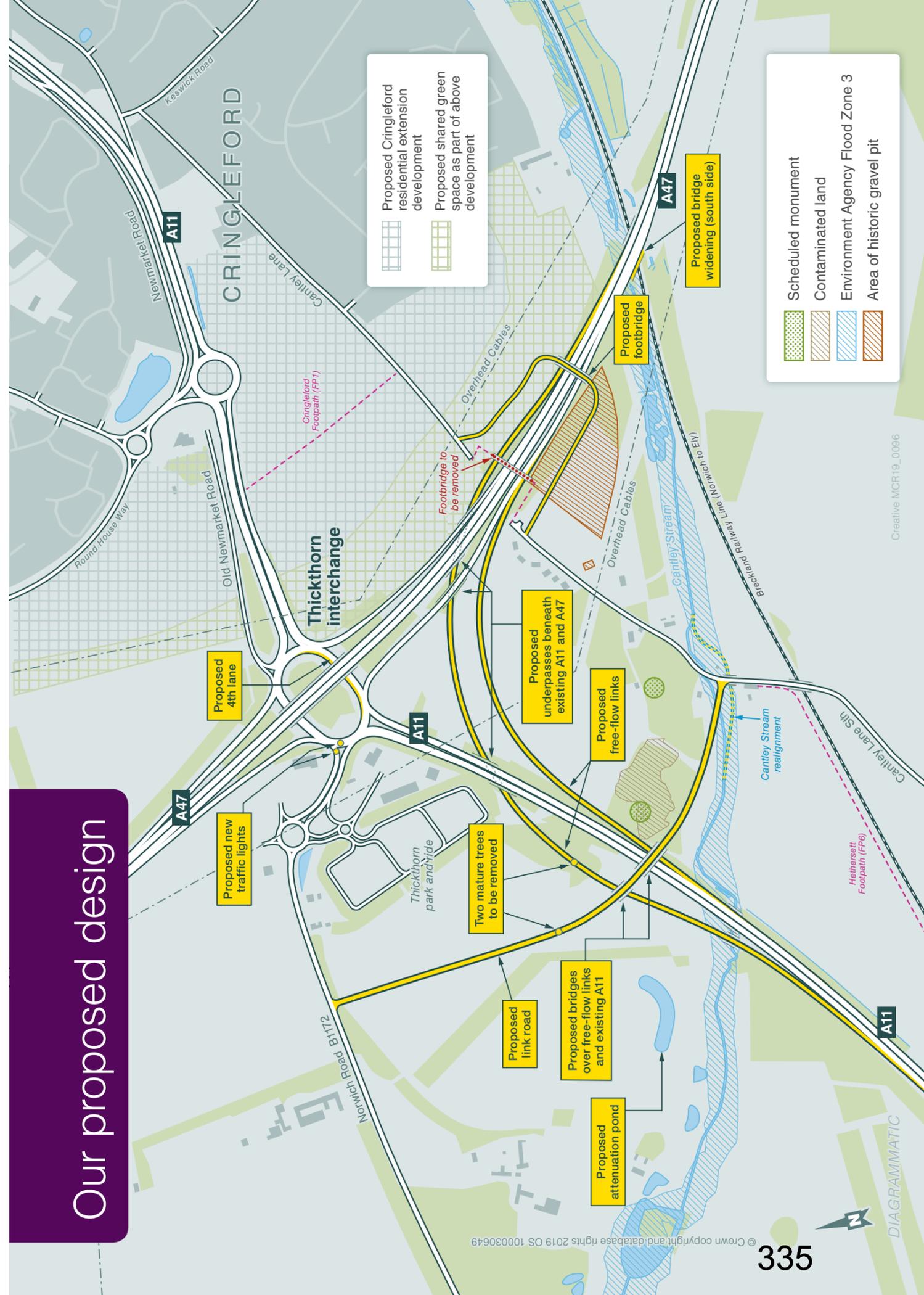
For more information on the previous consultation results and the preferred route announcement please visit our webpage.

Our proposed design

The scheme consists of:

- Two new single lane free-flowing link roads connecting:
 - the A11 northbound to A47 eastbound via three underpasses (under the A11, the A47 westbound and the A47 eastbound) and
 - the A47 westbound to A11 southbound
- Improvements to the junction:
 - introducing new traffic lights on the approach to the junction from the B1172
 - incorporating a 4th lane on the southern section of the roundabout
- The existing Cantley Lane South connections to the A11 and A47 will be closed off as part of the works
- A new link road will connect Cantley Lane South with the B1172 to the north. This will require the construction of two new overbridges

- Provision for walking, cycling and horse riding is proposed along the new Cantley Lane link road to provide access to local amenities as well as a link to other recreational routes
- The existing Cantley Lane stream and nearby access track will be realigned to the west. This will require an extension of the existing stream culvert and provision of a new stream culvert underneath Cantley Lane South
- A new footbridge will be constructed over the A47 for walkers, cyclists and horse riders approximately 200m east of the existing footbridge, which is to be demolished as part of the scheme to facilitate the new link roads
- Widening the western side of the Cringleford railway bridge to accommodate the A47 – A11 link road



Benefits and effects of the proposed design

In assessing the benefits and effects of the proposed design, we look at a variety of features including those summarised below. This information is based on our findings from detailed surveys and assessments that we have carried out. Environmental impacts are assessed based on national guidance. For more detailed information, please visit our webpage where you will find our Preliminary Environmental Information Report.

Feature	Benefit / effect of the scheme
Journey times and traffic congestion	<p>The proposed A11 northbound to A47 eastbound free flow link road and the A47 westbound to A11 southbound link road will significantly reduce traffic on the existing roundabout. This will reduce queuing on two of the busiest approaches to the roundabout.</p> <p>The new link roads are predicted to save 16,000 vehicles a day from entering the existing roundabout in the opening year of 2022. This will rise to 17,500 by 2037. Without these proposals, this traffic would continue to enter the existing junction, increasing congestion in and out of Norwich.</p> <p>By 2022, the scheme is also predicted to cut journey times by around four minutes for drivers travelling from the A11 northbound to the A47 eastbound during the morning peak hours. This will rise to five and a half minutes in 2037. The A11 northbound traffic that continues to use the roundabout will save approximately five minutes on their journeys, as a result of the reduction in traffic.</p>
Access for local residents	<p>The improved operation of the roundabout will provide a quicker alternative route for a significant proportion of the traffic.</p> <p>To the west of the Thickthorn junction a new link road will connect Cantley Lane South with the B1172 to the north.</p>
Air quality	<p>We will consider health-related issues of local and regional air quality together with the global issue of climate change. We are currently analysing data from long term air quality monitoring in the local area and putting in place mitigation measures such as a dust management system so that potential impacts are controlled and monitored. Construction related activity will also be planned in a way which will reduce the impact of emissions on the local area, whilst also preventing nuisance to residents.</p>

Feature	Benefit / effect of the scheme
Noise	<p>To help reduce noise levels from road traffic once the road is open, we will assess the use of noise reduction measures as part of the design. During construction, the noise reduction measures will include using modern construction techniques, low-noise construction plant and local noise screening.</p> <p>We will undertake noise surveys and continue to assess any potential noise and vibration impacts to allow us to build in appropriate mitigation, which may include earth banking, timber fencing and appropriate landscape design.</p>
Cultural heritage	<p>We are conducting archaeological surveys to identify any risks of disturbing significant remains during construction.</p> <p>The scheme has been designed so that there is no encroachment on the two bronze age burial mounds, which are a Scheduled Monument, located to the south-west of Thickthorn junction.</p>
Landscape	<p>During construction we will use mitigation measures such as the retention of existing planting where possible. We will introduce new areas of native tree and shrub planting to replace areas of planting that will need to be removed. This, along with appropriate landform (embankments and cuttings), will be used to screen views of the new link roads.</p>
Nature conservation	<p>We have been carrying out ecological surveys and have identified the presence of barn owls, kingfishers, reptiles, bats, otters and water voles. Designated sites within the vicinity of the scheme include several local wildlife sites. Current habitats include veteran trees, broadleaved semi-natural woodland, species-rich hedgerows and grassland.</p> <p>We will use best practice mitigation measures to reduce the risk of impacts on designated sites, protected species and habitats. Examples may include the sensitive timing of work to avoid breeding seasons, directional and low-level lighting and the sensitive location of construction machinery.</p> <p>Once operational, mitigation measures will include the creation of replacement habitats for identified species.</p>

Feature	Benefit / effect of the scheme
Road drainage and the water environment	<p>The existing Cantley Lane stream and nearby access track will be realigned to the west. This will require an extension of the existing culvert and provision of a new culvert underneath Cantley Lane South.</p> <p>To prevent pollution, we will use best practice mitigation measures during construction such as the safe storage of materials away from drains and watercourses.</p> <p>To help reduce the risk of flooding, we will implement a sustainable drainage system. To support this, a flood risk assessment will inform the designs of the surface water drainage system.</p>
Road safety	The scheme will result in safety improvements to help reduce the number of people killed or seriously injured in collisions on this section of the road network.
Geology	<p>Construction of the proposed scheme could potentially result in some disturbance to the former Cantley Lane landfill site, so we will undertake further ground investigation surveys to determine the extent of the landfill site.</p> <p>During construction, we will implement best practice measures to protect soil structure and quality, minimise waste generation and protect controlled waters from both general site works.</p>
Construction duration and impacts	We estimate construction will take up to two years. We will minimise the impacts on the road network and local communities during this time and will provide further details including a construction traffic management plan as part of our Development Consent Order application.
Walkers, cyclists and horse riders	<p>A new footbridge will be constructed over the A47 for walkers, cyclists and horse riders approximately 200m east of the existing footbridge, which is set to be demolished as part of the scheme.</p> <p>Additional provision for walking and cycling is proposed along the new Cantley Lane link road, to provide improved access to local amenities as well as a link to other recreational routes for users.</p>
Local communities	We will work with local communities to put in place appropriate mitigation measures during construction.
Materials	Modern construction techniques will be used to ensure that waste materials generated on-site will be recycled/re-used where possible. This will directly decrease the impacts from the use of materials.

Next steps

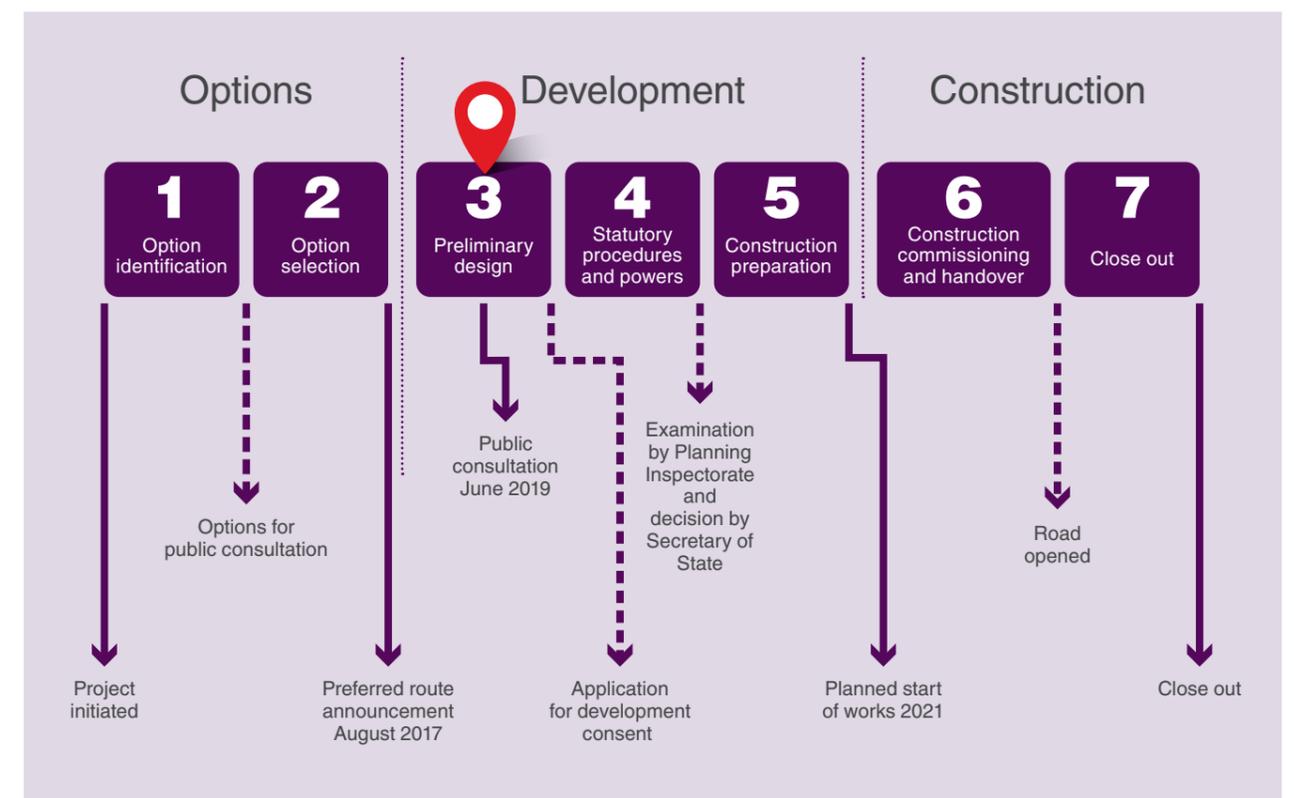
Once the consultation has closed on 11 July 2019, we will review all the suggestions and comments received during consultation. We will take time to analyse and consider your feedback when making further refinements to the proposed design and to develop our planned mitigation measures. We will set out a summary of the responses and describe how our proposals have been informed by and influenced by them, in a consultation report. This will form part of our planning application and will also be available to the public following submission of the application. We expect to submit our DCO application by winter 2019 and, provided it is granted, works are expected to start in 2021.

In addition to this consultation process, we will continue to engage with anyone interested in, or impacted by, the scheme.

To help us shape the final design in preparation of our submission to the Planning Inspectorate, it is important you are involved now and submit your response by **Thursday 11 July 2019**.

Once we submit our application, the Planning Inspectorate (acting on behalf of the Secretary of State) will decide whether to accept the application for examination or not. An examination of that application is likely to include public hearings. Following the examination, the Planning Inspectorate will make a recommendation to the Secretary of State for Transport, who will decide on whether the scheme will be granted consent.

The process for this is explained in the table below.



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If you have any enquiries about this publication email info@highwaysengland.co.uk or call **0300 123 5000***. Please quote the Highways England publications code **PR21/19**.

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Highways England Company Limited registered in England and Wales number 09346363

Consultation response email

From: [Doleman, Richard](#)
To: A47A11ThickthornJunctionRIS@highwaysengland.co.uk
Cc: [Donaldson, Luke](#); [Cumming, David](#); [Faulkner, Stephen](#); [Parkes, Ian](#)
Subject: A47/A11 Thickthorn Junction improvement - Norfolk County Council Consultation
Date: 04 July 2019 12:39:00

Dear Highways England

This email is the formal response of Norfolk County Council to the Highways England June 2019 Public Consultation on the A47/A11 Thickthorn Junction improvement scheme.

The County Council is supportive of the project to improve Thickthorn junction. The need to upgrade the junction was established in the Greater Norwich City Deal that identified a programme of infrastructure required to support the growth plans of the area. The delivery of the Thickthorn improvement is a significant investment in our infrastructure programme and is a major element of infrastructure required to enable planned growth.

Having looked at the consultation there are some points of detail that require further consideration as the scheme progresses.

As you will be aware there have been a number of development proposals that have been granted with obligations to mitigate longer term impact on the junction. One such obligation is the securing of land to expand the existing park and ride site and for construction of a slip road from the A11 to reduce the impact of park and ride traffic on the existing Thickthorn Junction.

The improvement proposals prevent construction of a slip road access to an expanded park and ride site across land transferred to the County Council through a planning agreement. The current proposal neither provides for any alternative or gives conclusive evidence that the proposed junction improvement scheme provides the capacity for an extended park and ride site. Highways England will need to review the existing planning and associated land agreements and regularise the situation to be compatible with the junction improvement proposed.

Proposals to expand the existing Thickthorn park and ride site are being developed through the County Council's Transforming Cities programme. Our Transforming Cities programme is looking to deliver an expanded and enhanced Thickthorn park and ride by 2023 as part of a comprehensive package of transport improvements to boost local productivity through providing access to sustainable transport options on key corridors. The A11 is one of the corridors and the package of improvements proposed includes an expansion of the existing park and ride site and the travel choices it offers. The expansion of the park and ride site is a key part of Transforming Cities and an important element to support longer term growth. The scheme prevents the ability to provide a slip road to an expanded park and ride site. The county can agree to this situation provided assurances are given that proposals to expand the park and ride site can be accommodated by the proposed junction improvement.

Evidence is needed to demonstrate how the proposed junction improvement scheme takes account of the existing planning commitments and the expansion of

the park and ride site. We need to know the growth and park and ride assumptions factored into the assessment of the Thickthorn improvement scheme.

The Cantley Lane link has the possibility of both changing the routing of trips on the wider network and opening up land for development. The evidence and assumptions used to develop the scheme are not apparent in the consultation material. The evidence is requested so that these impacts and assumptions can be understood and allow an informed response to be made on the Cantley Lane link and its design, particularly the junction with the B1172 and the wider redistribution of traffic on the local minor road network.

It is clear that traffic modelling work has been undertaken and it would be helpful to understand how this work has considered the points made regarding the allowances for the expanded park and ride, consideration of the emerging development plan, the development of other land in the vicinity of the junction and any wider distributional effects including the impacts of the Cantley Lane link. We have already made a request for this information.

As construction period of the junction improvements are likely to overlap with construction of our transforming cities programme of schemes, we will need to coordinate our approach to streetworks and clearly this may impact on the preferred approach to options for road closures. Again as our respective work on scheme development continues we will want to keep up ongoing dialogue on streetworks.

In addition to the transport related issues there are number of points of detail made by the County Council's Environment Teams and the Lead Local Flood Authority. These are attached in separate documents and as with the other points of detail these are issues that we wish to be considered and work with Highways England to address in the next stages of the Thickthorn Junction design work.

The County Council has not provided specific responses to the detailed questions in the consultation as it is not possible to give definitive view and as with other aspects of highlighted above further evidence is required. The County Council requests that the evidence to support the scheme and address all the issues raised is made available to enable a constructive dialogue on these specific points and the general development of the scheme.

The County Council looks forward to working with Highways England to develop the Thickthorn Junction improvement that is key to unlocking the planned growth of the area

Please can you confirm receipt of this response.

Regards

Richard

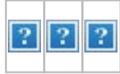
Richard Doleman, Infrastructure Development

Community and Environmental Services

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County Hall, Martineau Lane, Norwich, NR1 2SG



Campaign Logo



Document title: 20190617 S42 Response

NET response for S42 Consultation on A47/A11 Thickthorn Junction Improvement Scheme

17th June 2019

Landscape

The Landscape element of the report has been undertaken in line with industry standard guidance and the study area has been suitably decided to include 1km from the boundary of the site. We broadly agree with the identified potential views, including particular note of the Tas Valley Way long distance route.

We understand that at this stage the proposed layout does not accommodate or include any specific landscape or design proposals and will be presented in the ES. It will be important that these design interventions consider advance planting to limit views during construction, as well as long term landscape and ecological benefits that can be obtained from the scheme, especially noting its location within the Norwich Southern Bypass Protection Zone.

We support the potential mitigation measures mentioned and will be able to provide further specific comments on these when viewing the environmental masterplan and detailed planting design.

Cycling and Walking

We note the realignment of Cringleford FP4a, and broadly support the proposed route via the new bridge. Whilst it would be preferable to have the new route in place before extinguishing the old, we understand this may not be possible. Therefore relevant temporary closures and/or diversion orders will be required.

Given the recent investment by the County Council through the DfT's Transforming Cities and Cycle Ambition Grant to create a continuous walking/cycle link between the residential growth areas in Wymondham and Hethersett to the centre of Norwich, the lack of improvements to the existing NMU provision at the Thickthorn junction represents a missed opportunity to build on the recent investment in the area and encourage growth in Walking and Cycling.

Ecology

1. The applicant has undertaken a number of appropriate surveys for protected species and has identified the relevant designated and non-statutory protected sites.
2. The applicant has identified the need for further surveys for bats, badgers, otters, water voles, and polecats and we broadly support this.
3. No further survey recommendations have been made for
 - flora,
 - hedgerows,
 - reptiles, and
 - great crested newts
4. There is no mention of additional surveys for:
 - aquatic invertebrate surveys
 - over-wintering birds
 - terrestrial invertebrates
5. We note that a Construction Environmental Management Plan is recommended.
6. Note. Section 8.8.8 is titled 'Terrestrial Invertebrates' but contains information relating to protected species mitigation.

Recommendations

7. We recommend that surveys are undertaken following best practice (e.g. CIEEM technical guidance and specific species techniques as summarised on Gov.uk website) and in line with British Standards.

8. Bat surveys

The PEIR states that two transects routes were undertaken between April and October 2017. With static detectors at two locations per transect route. It is not clear from the report how surveys will identify important linear landscape elements. Transect surveys have limited ability to identify spatial and temporal variations in bat activity as they are biased towards the dusk period, and where the surveyor is when the encounter a bat.

We recommend that there is greater use of static bat detectors to record bat activity within the site/along linear landscape features (see Stahlschmidt & Bruhl, 2012^[1]). We also recommend consideration is given to evaluating bat activity in sub-optimal conditions as this will affect the distribution of prey and affect bat activity patterns. We recommend the use of infra-red/thermal imaging equipment when undertaking emergence surveys of the trees to obtain more accurate population counts, and the use of IR/TI is also important for identifying the height that bats cross the landscape and collision risk modelling.

No collision surveys have been undertaken to-date. We would recommend such surveys are undertaken to provide a baseline against which changes post - construction can be measured. We would recommend the use of detector dogs, as these have been shown to be significantly more effective at searching for animals than human surveyors.

9. Monitoring

Consideration should be given now to the post-construction monitoring strategy, to ensure that pre-construction surveys and post construction monitoring are comparable

10. Lighting

The need for lighting should be carefully considered. Where it is required the lighting design should be informed by current best practice guidelines Institute of Lighting Engineers - <http://www.batsandlighting.co.uk/downloads/lightingdoc.pdf>

11. Biodiversity Net Gain

We would recommend that Biodiversity Net Gain (BNG) is considered that this stage so as to maximise opportunities.

^[1] Stahlschmidt, P. & Bruhl, C.A. (2012). Bats as bioindicators – the need of a standardized method for acoustic bat activity surveys. *Methods in Ecology and Evolution*, 3, 503-508.

12. Data

We also recommend that survey data is shared with Norfolk Biodiversity Information Service at the earliest possible opportunity.

via e-mail
Highways England

NCC contact number: 0344 800 8020
Textphone: 0344 800 8011

CC: Environment Agency, Ipswich Office

Your Ref: NA

My Ref:

FWS2019_0089

Date: 06 June 2019

Tel No.:

0344 800 8020

Email:

llfa@norfolk.gov.uk

Dear Sirs,

A47 Thickthorn Junction Upgrade at A11 – A47 Junction – Preliminary Environmental Information Report (PEIR) consultation via Highways England.

Thank you for your consultation on the above site, received on 3 June 2019. We have reviewed the request as submitted and wish to make the following comments. We have included information and comments previously provided in 2018 for completeness. We would encourage the inclusion of detailed information early in the Development Consent Order Process to ensure there are no delays in the construction program.

For information the LLFA have produced a flood investigation report of historical flooding off Cantley Lane, north of the A47 around Cringleford including Langley Close and Brettingham Avenue. This flooding occurred on the 23 June 2016 where we received 19 reports of flooding. We have identified 8 properties that flooded internally. The report can be found at <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/flood-and-water-management/flood-investigations>. It has identified that significant runoff from adjacent fields and the highway affected properties on Cantley Lane. There is an unknown impact from the Roundhouse Way roundabout and it has been suggested by local residents that raising of this feature may have altered natural drainage patterns. It should also be noted that many properties thresholds are lower than the highways in this area. Any improvements to the Cantley Lane or connection to Roundhouse Roundabout must consider the recent flooding and improvements to highways drainage proposed where possible. We note that the proposed DCO boundary shown in the EIA scoping report includes this area although may not be progressed as part of this application.

We are aware from media reports that Thickthorn Roundabout flooded under the flyover in June 2017 but this has not formally been investigated by the LLFA. The Highways Local Area office at Ketteringham may have further information (0344 800 8020) on highways flooding incidences on surrounding minor roads. We also have informal reports of historical flooding on Cantley Lane near to Cantley stream where surface water runoff is channelled by the road towards the bridge and flood plain. There is also mention of high groundwater levels near the watercourse. Additional information was sent to Highways England / SWECO on the 25 May 2018 regarding these issues.

The NSIP National Policy Statement for National Networks (Dec 2014) with regard to Flood Risk (Section 5.90 to 5.115) will need to be considered. These policies are aligned with the new National Planning Policy Framework (NPPF) when considering all sources of flooding (section 5.92, 5.93, 5.97, 5.102 to 5.104) and technical standards for SuDS (section 5.100, 5.110 to 5.115). Due to the history of flooding in the area we would expect that options for improvement to local flood risk and existing runoff rates can be made. We would suggest that the NSIP policy statement, updated NPPF (and PPG), SuDS technical standards and LLFA guidance are used by consultants in the review and design of the scheme. Some of these are not currently mentioned in the PEIR document.

With regard to the PEIR document, we would expect the following to be included in future assessments as discussed within our meeting with Highways England /SWECO 24 May 2018.

- A flood risk assessment that assess all sources of flooding (e.g. Fluvial flood risk on Cantley stream or tributaries, surface water flooding overland joining Cantley stream, any groundwater or sewer flooding potential)
- Appropriate mitigation for any works occurring in areas at risk of flooding, including compensatory storage for fluvial flooding or additional attenuation for surface water flooding originating offsite or ensuring that surface water flooding / drainage channels are routed through/around the development without adverse impacts (e.g. dry culverts)
- Drainage strategy and subsequent detailed information that includes:
 - Evidence that the SuDS hierarchy has been followed i.e. infiltration testing to confirm if infiltration drainage is favourable or not, prior to assuming connection to the watercourse is suitable.
 - SuDS hierarchy has been followed to install small source control SuDS over large site or regional based SuDS
 - SuDS attenuation for runoff and volume equivalent to greenfield pre-development, to prevent an increase of flood risk post development. If any brownfield drainage is assumed this must return as close to greenfield as possible and be evidenced as to why this is not possible (considering the size and nature of the scheme we would expect any brownfield runoff to be returned to pre-development greenfield runoff).
 - Inclusion of appropriate climate change allowances, for rainfall calculations this would include 40% climate change (whilst 20% can be modelled, 40% climate change must not leave the applicant site boundary or adverse flooding impacts.
 - Particular regard should be given to the drainage from the embanked carriageway and toe of the embankment where it meets Cantley lane due to the mapped and historical accounts of flooding at this location.
 - The SuDS components will use open shallow features where possible within the management train (source, site and regional control) to address flood risk and water quality mitigation required from the new development. We would not advise the reliance on proprietary treatment systems (some consideration could be used where an additional step of treatment may be required for sensitive receptors)

- Multifunctional SuDS to be provided where possible, linking to landscape and biodiversity benefits as there is the opportunity to mitigate other impacts of the development.
- Details of any temporary works to mitigate additional runoff e.g. through the removal of topsoil. We would like to see that adequate measures are put in place to minimise temporary additional runoff which may cause flooding and that this is diverted away from or pre-treated before discharge to a final drainage scheme. This would be to minimise siltation and blockage of newly created drainage infrastructure and ensure it performs as designed.
- We would like to highlight that; the drainage strategy should also contain a maintenance and management plan detailing the activities required and details of who will adopt and maintain the all the surface water drainage features for the lifetime of the development.
- Any formal or informal drainage associated with existing developments or farmland should be maintained or diverted by the scheme to avoid future ponding against any embankments or within cuttings that may be created.

It should be noted that the Environment Agency and the LLFA will work in partnership to addresses the issues of flooding. This is due to the Environment Agency taking the lead on review of fluvial flood modelling / mitigation proposals of Cantley and tributaries and the LLFA advising on overland flow routes, surface water flood modelling and drainage strategy. The LLFA will discuss issues with Environment Agency with the aim that information is appropriate for the LLFA to consent works on Cantley Stream which is an ordinary watercourse.

We suggest the following with regard to information requirements for all sources of flooding:

- If you intend to carry out a river survey to inform the hydraulic modelling of Cantley Stream, any collected data and model produced should include all tributaries. We have included provided information on the flowlines of surface water which may help identify these on the ground if not shown on the Ordnance Survey or Environment Agency Fluvial Flood Map.
- Any collected topographic survey data should extend across the watercourse and any likely flood plain to enable modelling to accurately represent pre and post development scenarios.
- New culverts across the tributaries should be designed to an appropriate size to pass the 100 year plus climate change allowance.
- Any upgrades of culverts should aim to allow the flow of 1 in 100 year plus climate change design event but must also include an assessment to show how passing any additional flow downstream will not adversely increase the current flood risk scenario.
- If there are any surface water flow paths identified crossing the development area, dry culverts may need to be provide up to the 1 in 100 year plus climate change design event. This would prevent ponding against infrastructure and prevent an increase of flood risk elsewhere.
- Any new drainage infrastructure should include appropriate sustainable drainage design to address the appropriate flood risk and water quality mitigation requirements.

Continued.../

- New drainage infrastructure that is designed to attenuate any additional surface water runoff should remain outside the 1 in100 year plus climate change flood areas for any source of flooding. This is to prevent the drainage becoming overwhelmed by flood water prior to being available for the runoff from the development.
- Upgrade of any small link roads or existing roundabouts e.g. Cantley Lane or Roundhouse Way roundabout should consider upgrading the existing drainage infrastructure. It is particularly important at the north of Cantley Lane close to the recent flooding, that the flood risk associated with overland flow paths is not made any worse, the highways drainage scheme is not overwhelmed by overland flow paths and opportunities to improve existing flooding problems are considered.

Please note, as there are works proposed as part of this application that are likely to affect flows in an ordinary watercourse, then the applicant will need the approval of LLFA as Norfolk County Council. It should be noted that this approval is separate from planning approval. We would expect to be consulted on both the temporary works and permanent works required. Any ordinary watercourse consent application would need to show how the flow in the watercourse will be maintained and how flood risk will not be increased elsewhere. It would be supported by the relevant documents and technical drawings. We do not have detailed guidance on information required for consenting, however, the LLFA guidance on development (as a statutory consultee) with regard to the prevention of the increase in flood risk can be used as a general guide. This can be found on our website <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/flood-and-water-management/information-for-developers>

Yours sincerely

Elaine

Elaine Simpson
Lead Local Flood Authority

Disclaimer

We have relied on the accuracy and completeness of the information supplied to us in providing the above advice and can take no responsibility for incorrect data or interpretation, or omissions, in such information. If we have not referred to a particular issue in our response, it should not be assumed that there is no impact associated with that issue.

Continued.../

Document title: PIER Historic Environment comments

A47/A11 Thickthorn Junction Improvement Scheme S42 – PIER Historic Environment comments

Chapter 6 of the A47/A11 Thickthorn Junction Improvement Scheme PEIR considers the Cultural Heritage implications of the proposed scheme. The chapter provides a baseline summary of the known heritage assets within the study area. However, the chapter does not really consider the potential for previously unidentified heritage assets with archaeological interest to be present within the proposed DCO application boundary. This information may be articulated more clearly in the archaeological desk-based assessment, but that document has not been submitted in support of the PEIR.

A geophysical survey has already been carried out and the results are summarised in Chapter 6 of the PEIR. Confusingly Areas 1 and 2 referred to in paragraphs 6.5.5 - 6.5.7 do not correlate with Areas 1-8 in the 2018 geophysical survey report. The full geophysical survey report has not been submitted with the PEIR, nor are the relevant figures included in Appendix A as stated in paragraph 6.5.4.

The proposed scheme has potential to impact on both designated and non-designated heritage assets. The potential impacts (both direct and indirect) are set out in the Chapter. However, we note that the Scheduled Monument of two Bronze Age round barrows (NHLE 1003977) is not clearly depicted on Figure B.2 in Appendix A.

The PEIR Chapter sets out proposed mitigation measures identified to date and acknowledges that details of other measures are still under discussion. Of particular importance, in this respect, is the archaeological trial trenching proposed throughout the scheme area. The results of this phase of evaluation need to be considered and submitted with the DCO application in order for a fully informed decision about the historic environment impact of the scheme to be reached and for appropriate mitigation measures to be developed. In order for this process to be completed prior to the submission of the DCO application, we recommend that the trial trenching is undertaken as soon as practically possible.

We would welcome the opportunity to have further direct discussions with Highways England and their consultants prior to the DCO application submission.

Norfolk County Council

Record of Cabinet Member decision

Responsible Cabinet Member: Cllr Martin Wilby (Cabinet Member for Highways and Infrastructure)

Background and Purpose:

On 3 September 2017, King's Lynn & West Norfolk Borough Council (KLWNBC) secured planning permission to construct three new access roads and relocate an existing bus gate at the southern end of Hardings Way in Kings Lynn. The three new accesses will facilitate development of the land on both the east and west sides of Hardings Way, as well as providing access improvements for HGV's from a nearby operator.

As part of the Grant of Permission, the local Planning Authority stipulated 11 conditions that the developer (KLWNBC) would need to discharge to allow the development to come forward. One of the conditions was that no works shall commence on site until the Traffic Regulation Order (TRO) for the amendment to the bus only route has been secured by the Highway Authority.

Norfolk County Council (NCC) are the Highway Authority in question and promoted amendments to an existing TRO to allow the above amendments to be made.

This 'First TRO' was agreed by EDT Committee at its meeting of 6th July 2018, allowing the first 125m section of Hardings Way from its junction with Wisbech Road to be used by all. This in turn allows access to the three proposed access roads off this length of Hardings Way.

Associated to the above, a 'Second TRO' has been advertised to revoke current turning bans from Wisbech Road onto Hardings Way. This amendment is in line with and supports the above proposals.

Objections were received to this second TRO, and so the Cabinet Member for Highways, Transport and Infrastructure was asked to consider the proposal and the objections which were set out in the report. The associated planning application would not be able to proceed if the order is not approved.

Decision:

The Cabinet Member considered the objections received and approved the second Hardings Way South, King's Lynn TRO to revoke current turning bans from Wisbech Road onto Hardings Way in Kings Lynn.

Is it a key decision?	No
Is it subject to call in?	Yes
If Yes – Deadline for Call in	Date: 4pm 30 July 2019
<p>Impact of the Decision: Allows the “second TRO” to be implemented and the infrastructure for the future development to be constructed.</p>	
<p>Evidence and reason for the decision: Authorisation was sought from the local NCC member on the 31 January 2019 to advertise the TRO seeking to revoke the turning bans and was refused.</p> <p>Objections were received from the 2 February 2019 onwards and also following advertisement of the Order on the 8 March 2019. By the end of the consultation process 24 objections were received along with two responses in support of the proposals or neutral.</p> <p>NCC process requires that officers engage with objectors to establish whether objections may be withdrawn. Most of the objections are considered to be either on the basis of those made against the first TRO which was subsequently approved by ETD Committee, or not relevant to this second TRO.</p> <p>The sole exception was an objection by (KLWNBC) Cllr C Joyce regarding a perceived “conflict of interest” in the role of a junior officer employed by NCCs highways consultant WSP (but supervised by NCC staff). This was subject of an Ombudsman complaint raised by Cllr Kemp which was rejected by the Ombudsman in December 2018 and is therefore considered to be resolved. It also relates to the “first TRO”.</p>	
<p>Alternative options considered and rejected: The TRO could have been not approved. However, without this Order also being authorised it would not be possible for general traffic to lawfully access the length of Hardings Way from which the three new access roads are proposed so no new development could take place.</p>	
<p>Financial, Resource or other implications considered: There is no financial risk to NCC associated to the proposal. The costs associated with the promotion and consultation exercise associated to securing the TRO are being funded by the developer, KLWNBC.</p>	
<p>Record of any conflict of interest: None.</p>	
<p>Background Documents:</p> <ul style="list-style-type: none"> • 201905 Report and appendices to Cabinet Member for Highways, Transport and Infrastructure. 	

Date of Decision:	18 July 2019
Publication date of decision:	23 July 2019
Signed by Cabinet member:	
I confirm that I have made the decision set out above, for the reasons also set out	
SignedM Wilby.....
Print nameMartin Wilby
Date18 July 2019.....
Accompanying Documents:	
Report entitled:	
Norfolk County Council (Kings Lynn) (Prohibition of right and left turns) Amendment Order 2019.	

Report to Cabinet Member for Highways, Transport and Infrastructure Item No.

Report title:	Norfolk County Council (King's Lynn) (Prohibition of right and left turns) Amendment Order 2019
Date of meeting:	N/A
Responsible Cabinet Member:	County Councillor Martin Wilby
Responsible Director:	Tom McCabe – Executive Director, Community and Environmental Services

Executive Summary

The [EDT Committee report](#) on the “*Hardings Way South, King's Lynn Traffic Regulation Order (TRO)*” was approved by EDT Committee on 6th July 2018. This “first TRO” (being an amendment to a 2015 order) allowed general traffic to access the southernmost 125 metre length of Hardings Way for the purposes of accessing any proposed developments in this vicinity. Construction works, consistent with this order and associated Committee decision, are programmed to commence in late July 2019.

A “second TRO”, being an amendment of the “*Norfolk County Council (King's Lynn, Bawsey, Grimston, South Wootton, Castle Rising and Sandringham) (Prohibition of Right, Left and 'U' Turns) Order 2014*””, has been advertised to revoke current turning bans from Wisbech Road onto Hardings Way in King's Lynn. This amendment is in alignment with and supports the above proposals. The formal advertising period expired on 1 April 2019. 24 objections were received, including from the local NCC Member. Consequently, under the terms of the new constitution this report has been prepared for the “*relevant Cabinet Member(s) responsible for Highways, Transport and Infrastructure*” to consideration/approve.

Recommendations

To approve the second TRO to revoke current turning bans from Wisbech Road onto Hardings Way in King's Lynn.

Actions required

To consider the objections raised and the supporting information contained within this report and decide whether or not to approve the Norfolk County Council (King's Lynn) (Prohibition of right and left turns) Amendment Order 2019 (“the Order”).

1. Background and Purpose

- 1.1. On 3 September 2017, King's Lynn & West Norfolk Borough Council (KLWNBC) secured planning permission (Ref. No. 17/01008/F) to construct 3 new access roads and relocation of an existing bus gate at the southern end of Hardings Way. The three new accesses would facilitate development of the land on both the east and west sides of Hardings Way, as well as providing access improvements for HGV's from a nearby operator.
- 1.2. As part of the Grant of Permission, the Local Planning Authority stipulated 11 conditions that the developer (KLWNBC) would need to discharge to allow the

development to come forward. Condition 11 states '*No works shall commence on the site until the Traffic Regulation Order (TRO) for the amendment to the bus only route has been secured by the Highway Authority*'.

- 1.3. Norfolk County Council (NCC), in their capacity as Traffic Authority, are the only body empowered to promote new (or make amendments to existing) TROs relating to roads in Norfolk for which the County Council is the Highway Authority. As such, KLWNBC requested that NCC promote amendments to the existing TRO to enable the permitted development to function and allow Condition 11 to be discharged.
- 1.4. This "First TRO" was agreed by EDT Committee at its meeting of 6th July 2018, to open up a 125m section of Harding's Lynn so that it can be used by all. Currently, it can only be used by buses, cycles and pedestrians (with other limited exemptions). Construction works, consistent with this order and associated Committee decision, are programmed to commence in late July 2019.
- 1.5. Associated to the above, a "Second TRO" (being an amendment of the "*The Norfolk County Council (King's Lynn, Bawsey, Grimston, South Wootton, Castle Rising and Sandringham) (Prohibition of Right, Left and 'U' Turns) Order 2014*"), has also been proposed, to revoke current turning bans from Wisbech Road onto Hardings Way in King's Lynn. This amendment is in alignment with and supports the above proposals.
- 1.6. This report sets out the proposed changes, and steps taken to advertise the proposal to make an amending TRO. It also lists objections that have been received (along with officer comments).
- 1.7. Irrespective of the origins of the proposal, the County Council's role is to consider the proposal from the perspective of the highway authority and that is the basis on which the Cabinet Member needs to consider the proposal. In coming to a decision, the Cabinet Member is asked to consider the proposal (as set out in this report) and the objections raised during consultation (set out at Appendix A).
- 1.8. The associated planning application will not be able to proceed if the Order is not approved. The County Council, therefore, would need to ensure that refusal is on the basis of sound road traffic regulation reasons.

2. Proposals

- 2.1. Appendix B includes; the proposed order; a site plan; and the letter sent to stakeholders.

3. Impact of the Proposal

- 3.1. To revoke current turning bans from Wisbech Road onto Hardings Way in King's Lynn, in support of the "first TRO" approved by EDT Committee.
- 3.2. Implementation of amendments to this order is not required until after the above construction works associated with the first order are completed; new signage will indicate that Harding's Way will not be a through route.

4. Evidence and Reasons for Decision

- 4.1. Authorisation was sought from the local NCC Member on the 31 January 2019 to advertise the TRO seeking to revoke the turning bans, and was refused.

Objections were received from the 2 February 2019 onwards. On the 5 March 2019 a consultation letter was sent to wider stakeholders and the proposed amendments to the TRO were advertised from the 8 March 2019. This was in the Eastern Daily Press, Lynn News and Your Local News. At the request of the local member, the Lynn News and Your Local News outlets were utilised as they are believed to have a wider circulation locally and thus more likely to be seen by those that the proposal may affect. Site notices were also erected on Hardings Way at both the Wisbech Road and Boat Quay ends of the road

- 4.2. By the end of the consultation period, 1 April 2019, 24 objections were received to the proposed amendments, with 2 responses in support of the proposal or neutral.
- 4.3. NCC process requires that officers engage with objectors to establish whether objections may be withdrawn. The majority of objections are considered to be either:
 - a) on the same basis as those made against the “first TRO”. EDT Committee had previously considered these objections and approved that TRO (which is inextricably linked to the first)
 - b) not relevant to the TRO.

The sole exception is an objection by (BKLWN) Cllr C Joyce regarding a perceived “conflict of interest” in the role of a junior officer employed by NCCs highways consultant WSP (but supervised by NCC staff); this was subject of an ombudsman complaint raised by Cllr Kemp which was rejected by the Ombudsman in December 2018 and is therefore considered to be resolved. It also relates to the “first TRO”.

- 4.4. Attached in Appendix A is a spreadsheet which contains all the objections received, an officer commentary, appropriate reference/response to objections raised, and alignment with these raised against the “first TRO”.

5. Alternative Options

- 5.1. N/A

6. Financial Implications

- 6.1. There is no financial risk to NCC associated to the proposal. The costs associated with the promotion and consultation exercise associated to the securing of the TRO are being funded by the developer, KLWNBC.

7. Resource Implications

- 7.1. **Staff:**

N/A

- 7.2. **Property:**

N/A

- 7.3. **IT:**

N/A

8. Other Implications

- 8.1. **Legal Implications:**

The Order has been processed in line with the relevant legislation and there are no specific legal implications associated to the proposal. As with all legal processes, Councillors should be aware of the potential for challenge in the High Court. However, NCC officers have considered all of the objections and provided a commentary in Appendix A

8.2. **Human Rights implications**

N/A

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

Equality Impact Assessment was discussed in the report on the “first TRO”, approved by EDT Committee on 6 July 2018

8.4. **Health and Safety implications** (where appropriate)

Health and safety issues associated to the proposed amendment were discussed in the report on the “first TRO” approved by EDT Committee on 6 July 2018

8.5. **Sustainability implications** (where appropriate)

Environmental impacts associated to the proposed change were discussed in the report on the “first TRO” approved by EDT Committee on 6 July 2018

8.6. **Any other implications**

N/A

9. Risk Implications/Assessment

- 9.1. The risk associated with not being able to secure the proposed amendments to the existing TROs sit with KLWNBC. Should the amendments not be secured, the development authorised by the planning application will not be able to proceed. However, it is also the case that NCC should not frustrate the implementation of a planning permission unless there are sound road traffic regulation reasons

10. Select Committee comments

- 10.1. N/A

11. Recommendation

- 11.1. To approve the “second TRO” to revoke current turning bans from Wisbech Road onto Hardings Way in King’s Lynn.

12. Background Papers

- 12.1. N/A

Officer Contact

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

Officer name : Paul Donnachie

Tel No. : 01603 223097

Email address : Paul.donnachie@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.



The Traffic Officer
Freight Transport Association
Hermes House
St Johns Road
TUNBRIDGE WELLS
TN4 9UZ

NCC contact number: 0344 800 8020
Text relay no.: 18001 0344 800 8020

Your Ref:
Date: 5 March 2019

My Ref: PK6061/03-2019/TRO/KJB
Tel No.: 01603 224284
Email: kurt.booth@norfolk.gov.uk

Dear Sir / Madam,

PK6061 Hardings Way, King's Lynn – revocation of turning restrictions

As you may be aware from previous correspondence, Norfolk County Council are progressing a Traffic Regulation Order (TRO) to enable general traffic to access the southernmost 125 metres of U23679 Hardings Way. This is due to the proposed construction of three side-road accesses which will act as entrances to future sites, and need for non-bus traffic to access these sites from Hardings Way. This TRO is a discharge of the planning conditions for these proposed sites, and the bus-related infrastructure will be relocated slightly to accommodate the accesses but will remain present – there are no plans to open up any more than this designated area of Hardings Way to general traffic.

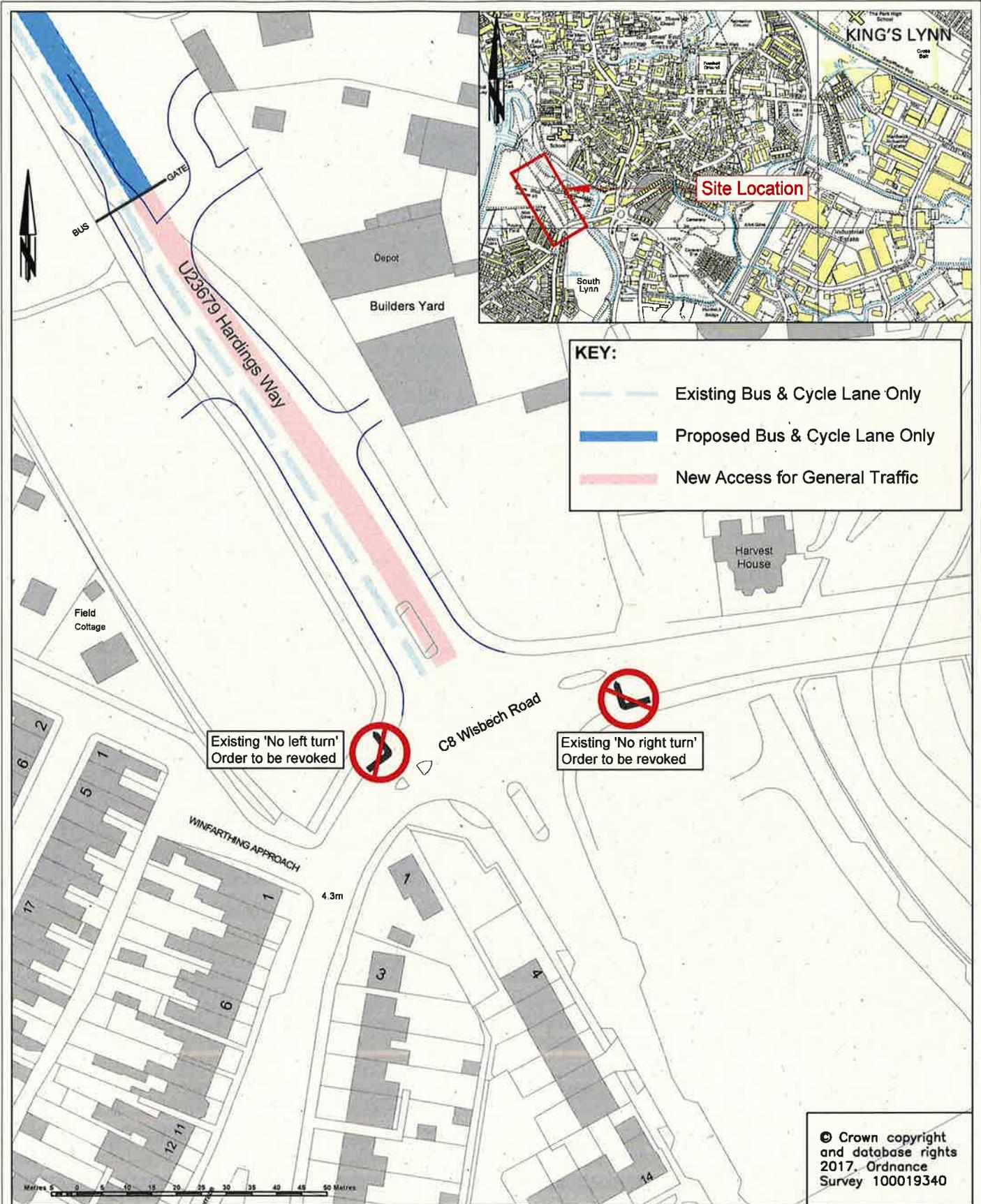
Currently, vehicles other than buses and cycles cannot make a left turn (when travelling eastbound) or a right turn (when travelling westbound) from C8 Wisbech Road onto Hardings Way due to the existence of a TRO which prohibits this action. Therefore in order to allow general traffic access to Hardings Way at the southern end, these existing turning bans from Wisbech Road onto Hardings Way will need to be revoked.

The amended Order with these turning bans revoked will be advertised in the press and on site from 8 March 2019, therefore I would be grateful if you could provide your feedback with regard to the revocation of these turning bans, either by email or by letter, before 22 March 2019.

Please feel free to contact me if you require any further information.

Yours faithfully.

Kurt Booth
Engineer



Norfolk County Council

DRAWING TITLE
 Kings Lynn, Hardings Way Accesses Improvement Scheme
 TRO Consultation Plan

Tom McCabe
 Executive Director of
 Community and Environmental Services
 Norfolk County Council
 County Hall
 Martineau Lane
 Norwich NR1 2SG

REV.	DESCRIPTION	DRAWN	CHECKED	DATE
A	Order to be revoked included	TL	DW	03/19

INIT.	DATE	DRAWING No.
SURVEYED BY OS	2017	PK6061-HP1-013A
DESIGNED BY AM	10/17	PROJECT TITLE
DRAWN BY AM	10/17	Kings Lynn - Hardings Way
CHECKED BY DW	10/17	Accesses, Improvement Scheme
		SCALE 1:1000 @ A4
		FILE No. PK6061

PK6061 Hardings Way Amendment TRO (2019) Objections

Objector reference	Date	Objection description	Key objection points	New issues raised?	Notes	EDT Committee Report (6/7/18) objections		
						Reference comment from objection list	Ref no.	NCC reply to original objection
1	02-Feb-19	Concerned about removal of turning bans because Hardings Way is very well used by pedestrians and cyclists, especially children going to Whitefriars School. Concerned about safety and conflict due to turning vehicles, believes that the proposals would result in more children being brought to school by car. Believes that with public health issues (obesity, pollution), people should be encouraged to not use cars.	Safety, conflict with NMUs, pollution	No	These points were considered in the Committee Report of the 6 July 2018	"2.5 By placing 7.5 tonne articulated lorries, HGV's and general traffic and 3 new road accesses on to Hardings Way South, the Traffic Order will introduce points of conflict, noise and pollution with buses, pedestrians, children walking to school and disabled people in buggies and will discourage walking and cycling. Parents will be more likely to drive children to school, adding to traffic congestion."	6	<p>The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way.</p> <p>Although the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. The proposal is for accesses only. The only access which will generate traffic as part of this scheme is the existing Overton's site which currently exists on Wisbech Road anyway. If an application for the land use is progressed the highway authority will consider the impact on the current highway infrastructure through the approved planning process.</p> <p>The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. The HGV movements will also be safer under signal control rather than the current merge with traffic. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict. The damage referenced by the objector was due to Wisbech Road being used as a diversion during works on the A47 and is not a normal occurrence.</p>

Cllr C Joyce	03-Feb-19	Objecting based on previous statements by Tim Edmunds of NCC who stated the route was not safe for anything other than public transport, cyclists and pedestrians. Concerned about conflicts of interest due to the NCC / WSP officer also being the planning applicant. Mentions dog walkers, cyclists and pedestrians and the disabled who use this route, suggesting a concern about these parties if the order is lifted.	Safety, conflict with NMUs, conflict of interest	Yes	Complaint regarding conflict of interest (NCC / WSP officer also acting on behalf of BCKLWN, who were also the planning authority) was rejected by the Ombudsman in December 2018 and is therefore resolved	"Currently, Hardings Way and Hardings Pits serve as a safe, traffic free, route for children in South Lynn attending schools in town. Opening up Harding's Way to all traffic will change that. Is it really the intention of Norfolk County Council to lower pedestrian safety standards?"	2	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way.</p>
Cllr G McGuinness	04-Feb-19	Concerned with the safety of non-motorised users on Hardings Way, particularly children who go to Whitefriars and Greyfriars school, and particularly at the conflict point at the Nar Outfall Sluice. Appears to have mistaken the proposal for NCC proposing to open up the whole route rather than the southern end. Cited NCC Highways statement that the route is unsuitable for general traffic and does not see any improvement that would change this.	Safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"The School is just a short distance from the road and the area which is intended for development. I ask you to consider, seriously, the Health and Safety aspect of your proposals and the impact it will have on the school and children."	4	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving.</p>

4	02-Feb-19	Sees no point in opening up the southern end of Hardings Way as there is no current obvious destination for traffic, and fears this is the beginning of the whole route being opened.	Lack of current development	No	These points were considered in the Committee Report of the 6 July 2018	"(3) Worries that this proposal is the thin end of the wedge and thus set a precedent for future changes. (4) Hardings Pits are a much appreciated local green space. They should be defended from development in all forms."	37	Although the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. The proposal is for formation of accesses only. The only access which will generate traffic as part of this scheme is the existing Overton's site which currently exists on Wisbech Road anyway. If an application for the land use is progressed the highway authority will consider the impact on the current highway infrastructure through the approved planning process. Double yellow lines will remain. The proposal will not affect the existing bus service. Any issues pertaining to the long term picture of Hardings Way are not subject to this amendment Order. This process seeks to relocate the existing bus gate 15m north from its current location and change the existing bus and cycle only Order to all traffic between the relocated bus gate and Wisbech Road only. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal
5	10-Feb-19	No reason given - objection as statement only.	Not given	N/A	N/A			
6	31-Jan-19	Concerned about safety of current users, particularly if lorries are allowed to turn into Hardings Way, especially cyclists and children.	Safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"2.5 By placing 7.5 tonne articulated lorries, HGV's and general traffic and 3 new road accesses on to Hardings Way South, the Traffic Order will introduce points of conflict, noise and pollution with buses, pedestrians, children walking to school and disabled people in buggies and will discourage walking and cycling. Parents	6	The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict. The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This

						walking and cycling. Parents will be more likely to drive children to school, adding to traffic congestion."	comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. Although the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. The proposal is for accesses only. The only access which will generate traffic as part of this scheme is the existing Overton's site which currently exists on Wisbech Road anyway. If an application for the land use is progressed the highway authority will consider the impact on the current highway infrastructure through the approved planning process. The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. The HGV movements will also be safer under signal control rather than the current merge with traffic. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict. The damage referenced by the objector was due to Wisbech Road being used as a diversion during works on the A47 and is not a normal occurrence.
7	04-Feb-19	Does not see the point in the order as there is no current destination for new traffic, and is concerned about increased risk to pedestrians, cyclists and especially children. Does not believe the order should be enacted until firm plans for development are in place.	Lack of current development, safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"Although Winfarthing Wood off of Harding's Way south is marked for potential development, there are no definite plans to build at the moment. So asks why is this Traffic Order needed at this time? "	74 An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving.

8	17-Feb-19	Objects to the proposals of the order and states that NCC are 'yet again failing to address the traffic problems of Kings Lynn' by implementing measures without fully considering the impact on those living in the area.	Unclear	N/A	N/A		
9	10-Feb-19	No reason given - objection as statement only.	Not given	N/A	N/A		
10	11-Mar-19	Concerned with the lack of current development and the viability of it due to flood risk. Suggests that funding for this work would be better spent on children's services and societal measures due to the rise in violent crime. Concerned that the order will cause conflict between current users of Hardings Way and turning vehicles.	Lack of current development, safety, conflict with NMUs, flooding, use of funding	No	These points were considered in the Committee Report of the 6 July 2018	"There is also possibility that the flood risk for the locality may, yet again, become apparent as global warming and rising sea levels continue."	48 Although the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. The proposal is for accesses only. The only access which will generate traffic as part of this scheme is the existing Overton's site which currently exists on Wisbech Road anyway. If an application for the land use is progressed the highway authority will consider the impact on the current highway infrastructure through the approved planning process. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.
11	13-Mar-19	Concerned about conflict between new traffic using Hardings Way and current non-motorised users of the road, especially school children. Finds the idea of potential housing development in a flood risk area 'ludicrous'.	Safety, conflict with NMUs, flooding	No	These points were considered in the Committee Report of the 6 July 2018	"As a resident of South Lynn for 25 plus years, finds it unbelievable that anyone would consider taking away a child's safe and pollution free route to school."	19 The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.

12	13-Mar-19	Finds the proposals to open up the southern end of Hardings Way 'appalling' as it is currently safe for pedestrians and cyclists including children and this would be destroyed immediately by the proposed changes. Also concerned about the impact on nearby wildlife.	Safety, conflict with NMUs, environmental issues	No	These points were considered in the Committee Report of the 6 July 2018	"This is a Doorstep Green developed in conjunction with the Countryside Agency in 2003 and for which Natural England still has legal oversight. It is also a very important green space which serves South Lynn. In 2008, 91 birds and 17 butterflies were recorded there and the biodiversity on the site is currently being accessed by Norfolk Wildlife Trust to see if it could become a County Wildlife Site."	9	<p>The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Any issues pertaining to the long term picture of Hardings Way are not subject to this amendment Order. This process seeks to relocate the existing bus gate 15m north from its current location and change the existing bus and cycle only Order to all traffic between the relocated bus gate and Wisbech Road only.</p>
13	13-Mar-19	Concerned that the scheme's money is being spent on roads 'leading nowhere' and that the safety of the route for pedestrians and cyclists, including children and the disabled, will be compromised by the proposals. Also concerned that the development proposals will never take off due to flood risk in the area.	Lack of current development, safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"Requests to reject Harding's Way south Traffic Order because she is disabled and is in a wheelchair. Takes daughter aged 5 to Whitefriars Primary along the safe route to school on Harding's Way. Cannot get up the other roads like Friar Street or London Road because they are too busy, too dangerous and they do not have enough drop kerbs."	14	<p>An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way.</p>

Cllr A Kemp	15-Mar-19	<p>Objecting due to NCC senior officer statement that Hardings Way is unsuitable for general traffic; large vehicles turning and any vehicles parking within Hardings Way will pose a safety hazard to pedestrians, cyclists, children, and will increase pollution; the traffic order will cause tailbacks on Wisbech Road to the Freebridge; there is no weight limit proposed with the order, however there is an existing 7.5t limit in the area; the ambience of Hardings Pits will be compromised by the development.</p>	Safety, conflict with NMUs, traffic issues, environmental	No	These points were considered in the Committee Report of the 6 July 2018	"Our objection is also informed by the fact that we were promised faithfully many times by senior NCC officers that opening up the road to all traffic would never happen."	3	<p>NCC have given Harding's Pits Community Association their commitment to replicate the current fencing arrangement should the approved works go ahead, due to the concerns raised at the site meeting. Further to that commitment, NCC will ensure that any temporary arrangement during construction will ensure that the security of Harding's Pits is maintained. The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.</p>
15	16-Mar-19	<p>Objector is a visitor to the area. Concerned that allowing traffic to access the southern end of Hardings Way would make the route unsafe for pedestrians and cyclists, especially children, and would contaminate the adjacent nature area with noise and pollution. Disagrees with the order being put in place without any development to access.</p>	Safety, conflict with NMUs, environmental issues, lack of current development	No	These points were considered in the Committee Report of the 6 July 2018	"Totally opposes to the proposed opening of the link road to public vehicular access for the following reasons; it goes totally against assurances from NCC that the road would be a bus lane only, the development of the area threatens the Hardings Pits environment (one of the very few natural environments in and around King's Lynn), increased vehicular access would expose pupils and staffs at Whitefriars to increased air pollution"	27	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. Any issues pertaining to the long term picture of Hardings Way are not subject to this amendment Order. This process seeks to relocate the existing bus gate 15m north from its current location and change the existing bus and cycle only Order to all traffic between the relocated bus gate and Wisbech Road only.</p>

16	16-Mar-19	<p>States that a senior NCC officer has already stated that the route is unsafe for general traffic, and objects especially to any vehicles over 7.5t using the area. Concerned that safety of users (pedestrians, cyclists, disabled and children) would be compromised, as would the quiet nature of Doorstep Green adjacent to the road.</p>	Safety, conflict with NMUs, traffic issues, environmental	No	These points were considered in the Committee Report of the 6 July 2018	"Doorstep green: this area was designated a doorstep green which means that money was paid by the Countryside agency and New Opportunities Fund to keep the area accessible to the local populace, allowing enjoyment of a green space which was a legal agreement with The Countryside Agency."	33	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving. An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal. Any planning application that may come forward on land adjacent to Hardings Way that would be serviced by the new accesses, will be subject to a Transport Assessment (TA) (depending on the scale of development, a Transport Statement is a simplified alternative for smaller developments). A TA is submitted to ensure that issues such as how travel may be minimised, how best use of the existing transport infrastructure can be made, addressing potential impacts of traffic generated by the proposal to protect the travelling public, improvements to sustainable travel choices and other measures that may assist in influencing travel behaviours. This process should help address the concerns associated to this objection</p>
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17	16-Mar-19	Objects due to potential flooding risk attached to the development area and the opinion that finances could be better used elsewhere.	Flooding, use of finances	No	These points were considered in the Committee Report of the 6 July 2018	"Housing should be built in the right places with the right infrastructure. And it will cost our Borough of King's Lynn and West Norfolk thousands of pounds more to change the road back into an air polluting road, which the council does not have any money to this, when there are many cuts NHS, Transport, Education, etc."	52	Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving. The proposed Traffic Regulation Order does not relate to any housing proposal. The planning permission to which the proposed amendment refers, is for three new accesses along Hardings Way and relocation of a bus gate. What those accesses may serve in the future has not been identified as part of this process, and should any applications come forward in the future, they will be dealt with by the Local Planning Authority (King's Lynn and West Norfolk Borough Council) through the approve planning process in the normal manner.
18	20/03/2019	Concerns about letting traffic, particularly HGVs, access the south end of Hardins Way as this will conflict with the safety of pedestrians, cyclists, disabled users and children. Concerned that the proposals would negatively impact on Hardings Pits, and that any development would be	Safety, conflict with NMUs, environmental issues, flooding	No	These points were considered in the Committee Report of the	"Highways England has pointed out that this is against this Council's Core Strategy and Open Access Policy which is to encourage walking and cycling, whereas this Traffic Order will deter tithe Traffic Order is against this Council's Walking and Cycling Policy which is to increase the number of	6	The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict. The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations

		prone to flooding. Believes that the order and proposals contradict NCC's own Health Strategy (2016-2020).			6 July 2018	increase the number of journeys made to work by walking and cycling and to make Norfolk the top destination for tourists for walking and cycling."	health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. Although the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. The proposal is for accesses only. The only access which will generate traffic as part of this scheme is the existing Overton's site which currently exists on Wisbech Road anyway. If an application for the land use is progressed the highway authority will consider the impact on the current highway infrastructure through the approved planning process. The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. The HGV movements will also be safer under signal control rather than the current merge with traffic. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict. The damage referenced by the objector was due to Wisbech Road being used as a diversion during works on the A47 and is not a normal occurrence.
19	19/03/2019	Objects to the order and proposals as no building approval for the development has been given, believes the safety of the route for pedestrians and children would be compromised, and creating new accesses and the ability to turn into Hardings Way would increase antisocial activities such as racing and fly-tipping. Also cites pollution as a factor in their objection. Believes the scheme is a waste of money and the finance should be spent elsewhere, and that if new roads are built they should link the town's hubs.	Lack of current development, conflict with NMUs, environmental, use of funding	No	These points were considered in the Committee Report of the 6 July 2018	"Although Winfarthing Wood off of Harding's Way south is marked for potential development, there are no definite plans to build at the moment. So asks why is this Traffic Order needed at this time? "	74 An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility. Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving.

20	21/03/2019	States that it would be premature to build the side roads without finances or plans for the development in place and is concerned about the dangers to children on their way to school, and to cyclists, pedestrians and disabled people. Concerned about long-term danger of vehicle turning movements and any parking on Hardings Way, including HGVs.	Lack of current development, flooding, safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"If all the proposed accesses are brought into use with the forecast usage levels, this would amount to many thousands of extra NMU-vehicle interactions every day, some of which are likely to be dangerous." "The proposals will compromise	11	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>The proposal has been subject to independent Safety Audit and Equality Impact Assessment and whilst some recommendations have been made that would influence the final design, Norfolk County Council are content that the proposal is not unsafe or illegal. Traffic Regulation Orders are made under The Local Authorities Traffic Orders (Procedure) (England & Wales) Regulations 1996, exercising its powers under the 1984 Highways Act in accordance with Section 1, Sub section C (for facilitating the passage on the road or any other road of any class of traffic (including pedestrians). The effect of which will be to reduce the extent of U23679 Harding's Way operating as a Bus and Cycle Lane, to allow general traffic to enter and proceed in the length of road from C8 Wisbech Road for a distance of 125 metres northwards. This will also move the existing Bus Gate 15m northwards. The consultation was undertaken in accordance with the 1996 Traffic Orders procedure, with adverts displayed in the local press, along the advertised length and affected properties informed, during May 2018. Objections received are now being presented in this report for consideration by the Environment, Transport & Development Committee. Norfolk County Council are satisfied that the correct legal process has been followed in accordance with the Local Authorities Traffic Orders (Procedure) (England & Wales) Regulations 1996.</p> <p>The advertised Traffic Regulation Order is to make Harding's Way open to all traffic for a length of 125 metres from its junction with Wisbech Road. This proposal does not seek to allow any access to Boal Quay to the north (Concern raised by objector). It is worth noting that the number of HGV's is likely to be low and following implementation of the new access point to the Overton's site from Harding's Way, traffic movements from the existing access/egress arrangement on Wisbech Road should be significantly reduced, particularly for large vehicles. A reduction in movements at the existing location will benefit users of the shared use facility on Wisbech Road as there will be reduced conflict.</p>
MJ Ray (KLWN BUG)	22/03/2019	Objecting due to the orders being deleted rather than amended as for access only; being premature as no development requiring access exists yet; being unnecessary due to potential alternate access points; being unsafe as it will increase conflict between turning vehicles and cyclists using the route; and being discriminatory as it will increase conflict between vehicles and disabled people. Cites Section 149 of the Equality Act 2010 and Section 1(1)(a) of the Road Traffic Regulation Act 1984.	Technicalities, lack of current development, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	the safety of existing users of Harding's Way South through the opening up of an increased part of it to all traffic. Primarily this will adversely affect those who use it as a route to and from school, work, shop sand for recreation. We would hope that solutions to increased car use in King's Lynn could be found by increasing opportunities for public transport, cycling and walking. Instead, this proposal will be to the detriment of these	10	<p>Any issues pertaining to the long term picture of Hardings Way are not subject to this amendment Order. This process seeks to relocate the existing bus gate 15m north from its current location and change the existing bus and cycle only Order to all traffic between the relocated bus gate and Wisbech Road only.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p>

22	27/03/2019	Believes that the allowance of vehicles accessing Hardings Way's south end will cause conflict with current non-motorised users. Also fears that the green space would be compromised, and is concerned that for any traffic to use Hardings Way after the Borough Council had stated this would not happen would be a breach of trust. Concerned that any plans for a development will fail, cost the Borough Council money, and ultimately be costed back to the taxpayer.	Conflict with NMUs, environmental issues, lack of current development, use of funding	No	These points were considered in the Committee Report of the 6 July 2018	"We were contacted about this proposal because of the affect it could have on Harding's Pit which runs alongside it. This is a Doorstep Green developed in conjunction with the Countryside Agency in 2003 and for which Natural England still has legal oversight. It is also a very important green space which serves South Lynn."	9	<p>The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.</p> <p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Any issues pertaining to the long term picture of Hardings Way are not subject to this amendment Order. This process seeks to relocate the existing bus gate 15m north from its current location and change the existing bus and cycle only Order to all traffic between the relocated bus gate and Wisbech Road only.</p>
23	30/03/2019	Has lived near the site for 37 years, and states that both those living nearby and the many (pedestrians, cyclists, disabled and dog walkers) will be affected, as will the wildlife on Hardings Pits. States that Hardings Pits needs to be maintained as a green space as many people in the area do not have gardens, so the green space benefits the wellbeing of those who live there.	Conflict with NMUs, environmental issues	No	These points were considered in the Committee Report of the 6 July 2018	"Also volunteers to help keep Harding's Pits clean + tidy and would not appreciate having traffic constantly driving past and ruining the peace and quite and disturbing the wild life in such an important green space."	19	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving.</p> <p>The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal.</p>

24	01/04/2019	Mistakenly believes that Hardings Pit will be opened to all traffic. Cites safety, particularly that of children accessing nearby schools, and potential for pollution. States that people who live elsewhere are listened to more with regard to matters of this kind, and those living in South Lynn are ignored.	Safety, conflict with NMUs	No	These points were considered in the Committee Report of the 6 July 2018	"Objects to the proposal to allow cars onto the cycle route that runs over Hardings Pits in Kings Lynn for the following reasons; Safety: this route is used by children and cyclists to get to destination both into and out of the town centre without the issues created by traffic and to feel safe. More families will drive their children to school once it becomes too dangerous to walk affecting the health and wellbeing of residents."	33	<p>The proposal has been independently audited by Road Safety Officers in July 2017. The audit considered the three year accident data and the final design plans with a site visit to observe vehicle and pedestrian movements. Recommendations were made to redress issues in favour of vulnerable road users, and raise the priority of pedestrians and cyclists over motor vehicles on the shared use facility.</p> <p>Data from King's Lynn and West Norfolk Borough Council indicates that current levels of nitrogen dioxide are significantly lower on Harding's Way than those on London Road and have been falling. There are well below current DEFRA targets. The view of King's Lynn and West Norfolk Borough Council and those from County Council traffic planners suggests that if the proposal goes ahead, increases in traffic following the change would be small and not increase pollution levels significantly. Although, the proposal will increase the level of traffic on the southernmost end of Hardings Way, the overall volume will remain relatively low. On this basis, and data from the Borough Council, there is minimal risk of Harding's Way exceeding Department of Environment, Food and Rural Affairs (DEFRA) targets for safe air quality. Improved cycle and pedestrian paths separate to the main highway could help as in some cases pollution levels can drop quite quickly as distance increases from kerbside. Also, the air quality monitoring on London Road shows that air quality at this location is currently within the target levels set by DEFRA and improving. An independent Equality Impact Assessment (EQA) has been undertaken and is submitted with this Committee report as part of Norfolk County Council's duties under the Equality Act 2010. If the proposal goes ahead, it will affect all current users of Harding's Way. However, it is only likely to have a significant detrimental impact on disabled pedestrians – specifically blind and visually impaired people, people with multi-sensory impairments (e.g. people who are blind and deaf), and people with mobility impairments. This may include older people, who may not consider themselves disabled, but whom have age-related health conditions or mobility issues that affect their ability to get about. Recommendations are made in the EQA report for amendments to the design to lessen the impact for consideration by the Committee. 18. These accessibility considerations will make it comparatively easier to use the proposed crossing point than many others in the area. This is important to note, because in order to arrive at Harding's Way, many (but not all) users will have already had to cross at least one other crossing, indicating some level of confidence in navigating road crossings between their home and Harding's Way. The TRO relates to southernmost extent of Hardings Way only which proposes to extend it from the junction of Wisbech Road to the proposed location of the bus gate i.e. 15m north of the existing bus gate location. The approved scheme which relocates the bus gate will include amending the fencing to ensure that the security of the land beyond the bus gate to the north towards Hardings Pits is maintained. Apart from the relocation of fencing, there are no proposed works in the immediate vicinity of Hardings Pit that would affect the green space and wildlife. Also, while assessing the potential impact on trees/ecology and landscape, both District Tree/Landscape Officer and NCC's Natural Environment Team provided no objections/comments regarding the proposal. Hence, any impact should be minimal. Any planning application that may come forward on land adjacent to Hardings Way that would be serviced by the new accesses, will be subject to a Transport Assessment (TA) (depending on the scale of development, a Transport Statement is a simplified alternative for smaller developments). A TA is submitted to ensure that issues such as how travel may be minimised, how best use of the existing transport infrastructure can be made, addressing potential impacts of traffic generated by the proposal to protect the travelling public, improvements to sustainable travel choices and other measures that may assist in influencing travel behaviours. This process should help address the concerns associated to this objection</p>
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Total negative replies	24
Total negative replies during advert (11 March 2019 onward)	15
Total positive / neutral replies (not listed)	2