

Cabinet

Date: **Monday 2 August 2021**

Time: **10 am**

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

Membership

Cabinet Member:

Cllr Andrew Proctor

Cllr Graham Plant

Cllr Bill Borrett

Cllr Margaret Dewsbury

Cllr John Fisher

Cllr Tom FitzPatrick

Cllr Andy Grant

Cllr Andrew Jamieson

Cllr Greg Peck

Cllr Martin Wilby

Responsibility:

Chair. Leader and Cabinet Member for Strategy & Governance.

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

Cabinet Member for Adult Social Care, Public Health & Prevention

Cabinet Member for Communities & Partnerships

Cabinet Member for Children's Services

Cabinet Member for Innovation, Transformation & Performance

Cabinet Member for Environment & Waste

Cabinet Member for Finance

Cabinet Member for Commercial Services & Asset Management

Cabinet Member for Highways, Infrastructure & Transport

Advice for members of the public:

This meeting will be held in public and in person.

The meeting will be live streamed on YouTube and, in view of Covid-19 guidelines, we would encourage members of the public to watch remotely by clicking on the following link:
https://youtu.be/1_YmLHM5EfY

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

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

A g e n d a

1 To receive any apologies.

2 Minutes

Page 5

To confirm the minutes from the Cabinet Meeting held on Monday 5 July 2021

3 Members to Declare any Interests

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

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

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

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

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

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

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

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

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

6 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Wednesday 28 July 2021. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee>.

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

7 Local Member Issues/Questions

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team (committees@norfolk.gov.uk) by 5pm on Wednesday 28 July 2021.

- | | |
|--|-----------------|
| 8 Norfolk Fire and Rescue Service Statement of Assurance 2020/21
Report by the Executive Director of Community & Environmental Services. | Page 33 |
| 9 Local Transport Plan
Report by the Director for Growth and Development | Page 65 |
| 10 Norfolk Youth Justice Plan 2021-24
Report by the Executive Director of Children's Services | Page 175 |
| 11 Independent living programme – Stalham
Report by the Executive Director of Adult Social Services | Page 223 |
| 12 Economic Recovery & Growth Plans
Report by the Executive Director of Community and Environmental Services | Page 236 |
| 13 Finance Monitoring Report 2021-22 P3: June 2021
Report by the Executive Director of Finance and Commercial Services | Page 252 |
| 14 Disposal, Acquisition & Exploitation of Property
Report by the Executive Director of Finance and Commercial Services | Page 285 |

16 Reports of the Cabinet Member Delegated Decisions made since the last Cabinet meeting:

To note the delegated decisions made since the last Cabinet meeting.

Decision by the Cabinet Member for Commercial Services and Asset Management

- [Acquisition of House in Beetley area for solo/dual placements](#)

Decision by the Cabinet Member for Children's Services

- [Aylsham St Michael's CE VA Primary – grant of Section 106 funding to Norwich Diocese Board of Education](#)
-

Decision by the Cabinet Member for Highways and Infrastructure

- [Zero Emission Bus Regional Area \(ZEBRA\) Expression of Interest](#)

Decision by the Cabinet Member for Adult Social Care, Public Health and Prevention

- [Universal Funding, Drug and Alcohol Commissioning 2021-2022](#)
- [Additional Tier 2 Adult Weight Management Grant Funding](#)

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

Date Agenda Published: 23 July 2021



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

Cabinet

Minutes of the Meeting held on Monday 5 July 2021 in the Council Chamber, County Hall, at 10am

Present:

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy & Governance.
Cllr Graham Plant	Vice Chairman and Cabinet Member for Growing the Economy
Cllr 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.

Executive Directors Present:

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

The Chairman informed attendees that the meeting would adjourn at 11am to join the country in observing two minutes' silence to remember the men and women from the NHS, social care and other key services on the front line who had lost their lives in the service of others during the Covid-19 pandemic. The council had seen first-hand the challenges faced by the care sector and seen from friends and colleagues in the NHS what it had taken to keep the health system on an even footing. On the anniversary of the establishment of the country's health service it was an opportunity to take a moment to look back and celebrate something that our country should continue to be proud of, including the people who put themselves in the service of others every day. Tragically some of these people are no longer with us and it was those people being remembered in the two minutes' silence.

This Cabinet meeting was the first meeting in County Hall since March 2020, with some pandemic restrictions still in place. The Cabinet Member for Commercial Services and Asset Management spoke about the refurbishment of the North Wing and Civic Area of County Hall:

- Many positive comments had been received from people who had seen the new civic area.
- The Cabinet Member for Commercial Services and Asset Management thanked Simon Hughes, the Director of Property, and the property team for their work and thanked Jeannine De Sousa, the Head of Construction, who had project managed the refurbishment with Dave Bentley and the contractor, Mace. Teams had worked hard to deliver the project in 8 months whilst in a pandemic which would normally have taken 20 months.
- Consolidating into key buildings like County Hall would generate revenue savings to reinvest back into key services.
- The North Wing of County Hall was now accessible for those with disabilities, was a more flexible space for use in events and working heating and ventilation was now in place in the Council Chamber.
- This part of County Hall had been near the end of its operational life and the work carried out had provided an accessible, safe and modern facility.

Cabinet Members and Executive Directors formally introduced themselves.

1 Apologies for Absence

- 1.1 There were no apologies for absence.

2 Minutes from the meeting held on Monday 7 June 2021.

- 2.1 Cabinet agreed the minutes of the meeting held on Monday 7 June 2021 as an accurate record of the meeting.

3 Declaration of Interests

- 3.1 The Chairman declared a non-pecuniary interest as a director to various Council run companies including Norse and Repton Property Developments Ltd.
- 3.2 The Cabinet Member for Commercial Services and Asset Management declared a non-pecuniary interest as a Norfolk County Council nominated director of Hethel Innovation and Property Developments Ltd.

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

- 4.1 Scrutiny Committee had called in the decision made by Cabinet on 6 June 2021 at item 8, "Norwich Western Link". Scrutiny Committee discussed this at their meeting of the 23 June 2021. They decided not to refer this back to Cabinet and decisions made at the Cabinet meeting of 6 June 2021 had been enacted.

5 Items of Urgent Business

- 5.1 There were no items of urgent business.

6 Public Question Time

- 6.1 No public questions were received.

7 Local Member Questions/Issues

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

7.2 Supplementary question from Cllr Alexandra Kemp

7.2.1 Cllr Kemp noted that the lifting of the holding objection on Hopkins Homes was the responsibility of County Highways. An 80% increase in road traffic accidents had been seen around King's Lynn, and the Hardwick Roundabout was an accident cluster point. Cllr Kemp had approached four Parish Councils about setting up a West Norfolk Transport and Infrastructure group to address issues in this area. Cllr Kemp asked whether Norfolk County Council would work with the Borough Council to set up a West Norfolk Transport and Infrastructure group to address the traffic issues in King's Lynn.

7.2.2 The Cabinet Member for Highways and Infrastructure replied that Norfolk County Council had been working with West Norfolk and King's Lynn Borough Council on highways issues in the West of Norfolk and would continue to do so.

7.3 Responses to written supplementary questions received for this meeting are attached to these minutes at Appendix B.

8 Appointments to Internal and External Bodies

8.1 This report had been withdrawn from the agenda.

8.2 The Chairman reported that appointments to internal and external bodies were being finalised and interested parties would be notified once these had been agreed.

9 Proposed Framework for Voluntary Community & Social Enterprise (VCSE) Infrastructure Support

9.1 Cabinet received the report discussing the Infrastructure Grant shared between Voluntary Norfolk, Community Action Norfolk and Momentum; the report set out proposals to extend the funding to £250,000 per annum for 2 years to provide enhanced capacity for support in these key areas in recognition of the increased demand that will be placed on the sector in the forthcoming 2 years, and to add an additional, single, one off "support grant" pot of £150,000 to be managed as part of the overall infrastructure grant, to provide grant funding capacity.

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

- Voluntary groups played an important role in Norfolk and had especially done so during the pandemic when they supported local people of all ages. When many activities had stopped because of pandemic restrictions, voluntary groups had taken on roles supporting people who were isolating and with the vaccination campaign.
- Norfolk County Council thanked these people for their support during this time, and the Cabinet Member for Communities and Partnerships also gave her thanks to the public and voluntary groups for this support.

- As society emerged from the pandemic, there would be an increasing demand for voluntary sector services. In order to support voluntary and community groups with recovery from the pandemic, Norfolk County Council proposed to continue providing grant funding as well as increase it over the next two years.
- The Cabinet Member for Communities and Partnerships moved the recommendations as set out in the report.

9.3 The Chairman noted the support given by the voluntary and community sector during the pandemic and endorsed the proposal to continue to provide funding support.

9.4 The Cabinet Member for Adult Social Care, Public Health and Prevention endorsed the comments by the Cabinet Member for Communities and Partnerships; the support from voluntary and community groups and the population during the pandemic had been “incredible”, and therefore he felt that increasing the grant over the next two years was the right approach to support these groups.

9.5 The Vice-Chairman also agreed with the proposals set out in the report and highlighted the 5 key outcome areas which had led to the proposal to revise the grant, set out on page 53 of the report.

9.6 Cabinet **RESOLVED:**

1. Approve the outcomes to form the basis of the infrastructure grant for the forthcoming 3 years from Oct 2021 to Oct 2024, as set out in para 1.5 of the report.
2. Agree an increase in the VCSE grant from £172k to £285k per annum for the first 2 years of the 3-year grant period starting October 2021 (this figure includes permanent transfer of £35k from adult social care to fund the volunteer portal).
3. Agree to provide one off funding of £150k to be made available to VCSE organisations to access through a VCSE support grant.
4. As part of the Council's commitment to supporting the VCSE sector, task officers to take forward the actions set out in para 2.2 of the report.

9.7 **Evidence and Reasons for Decision:**

Survey feedback from the engagement process, combined with a range of local and national studies highlighted the combined pressure of increased demand, coupled with reduced funding and changes to how VCSE organisations deliver their services, which has led to the development of this proposal. A focussed and transparent Infrastructure support grant is important to support the VCSE sector surviving and thriving during the next 2-3 years. The VCSE sector provides vital support to local communities to keep them safe and well.

9.8 **Alternative Options**

Retain the current grant shape and offer for a further period

This risks not providing the support required and disenfranchising the sector from the infrastructure support available by its lack of relevance to the sector's expressed needs.

Develop an in-house infrastructure support offer.

This would risk destabilising infrastructure support to the sector entirely whilst a new arrangement bedded in. This would have a significant impact and is not recommended given the current uncertainty.

10 Social Infrastructure Fund

- 10.1 Cabinet received the report highlighting the key Social Infrastructure Fund projects from 2020's successful organisations, and setting out the proposed changes around process, funding, criteria and support for applicants. The proposed launch of the 2021 scheme was 12 July 2021, with the closing date at 10 September 2021, with final decisions made week commencing 20 September and offer letters sent out week commencing 4 October 2021.
- 10.2 The Chairman introduced the report to Cabinet:
- This fund had proved its value and worth since its introduction in 2020-21.
 - It was expected that there would be more applications than could be funded however the scoring criteria would ensure that funding was allocated fairly.
 - £1m capital funding had been allocated to this fund and was locked into future budgets.
 - The change proposed for 2021-22 was how the money was allocated; it would be split into two parts, so that 25% of funding (£250k) would be earmarked for smaller projects of between £5k and £50K, and the remaining 75% (£750k) allocated to larger projects of between £50K and £250k, with match funding required for all projects.
 - The Chairman moved the recommendations with an amendment to recommendation 3, which should refer to paragraph 2.5 of the report.
- 10.3 The Cabinet Member for Highways and Infrastructure noted that this would help the Council work with communities across the County and support projects which would help people to come together and when coming out of the pandemic. He welcomed the changes which would support small projects in smaller communities.
- 10.4 The Cabinet Member for Finance agreed that the changes would be a good way to reach out to smaller parish councils and community groups and support such groups coming out of the pandemic.
- 10.5 The Vice-Chairman noted that paragraph 2.3 of the report stated that "objectives and intended impacts of grant applications must align to the Together for Norfolk Strategy outcomes". The Vice-Chairman also noted that it was positive that "additional scoring criteria would be added so projects that proactively support communities to overcome the effects of the pandemic would receive higher scores".
- 10.6 The Cabinet Member for Adult Social Care, Public Health and Prevention felt it was key that Norfolk County Council continued to operate this scheme as it gave a local approach to allow local organisations to bid for funding. He endorsed the Council's commitment to supporting these organisations.

10.7 The Cabinet Member for Innovation, Transformation and Performance was pleased to note that the report recognised that not all organisations were experts at writing funding applications and that support would be offered to them with this.

10.8 Cabinet **RESOLVED:**

1. To acknowledge the positive impacts that have been made possible by the County Council's £1m investment in social and community infrastructure through the 2020 grants, as set out in Annexe 1 of the report.
2. To agree the proposed changes to the Social Infrastructure Grant Fund scheme criteria and process for 2021, as set out in Section 2 of this report, aimed to provide wider opportunities for VCSE organisations to access this funding
3. To agree the timetable for the 2021 Fund, as set out in para 2.5 of the report, which would see the bidding window for 2021 open on 12 July 2021.

10.9 **Evidence and reasons for Decision**

The changes proposed to the Social Infrastructure Fund are aimed to enable greater opportunities for a wider range VCSE organisations to be able to access this funding to provide benefits to Norfolk communities. The fund enables vital community infrastructure to be strengthened across Norfolk.

10.10 **Alternative Options**

Alternative option would be to not make any changes to the scheme criteria or process for 2021. The scheme ran successfully in 2020 and could operate with the existing criteria and process, however, this means that some organisations and projects would not be considered for funding, particularly small community projects.

11 Authority to enact revenue pipeline programme

11.1 Cabinet received the report setting out details of and asking them to take the executive decision to dispose of existing contracts and let new contracts as set out in the appendix to the report.

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

- The recommendations in this report would give the relevant Director or the Director of Procurement the authority to renew or extend contracts which had been reviewed by the relevant Cabinet Member. This would give additional oversight to the process.
- This would allow the Council to get ahead of new rules coming into place from a Procurement Green Paper seen by Cabinet in February 2021.
- After being examined by department heads, existing contracts would be passed over the procurement team to be renewed, taken in-house or re-tendered.
- Officers must operate within the Council's policy framework taking into account social value, compliance with equalities and value for money.

- The Cabinet Member for Finance moved the recommendations as set out in the report.

11.3 Cabinet **RESOLVED**:

1. To agree:

- A. To proceed with the procurement actions set out in Annex A of the report.
- B. To delegate to each responsible chief officer authority to discuss with the contractors concerned the issues around extension of contracts designated herein as open for extension and to determine whether to extend the contracts (with such modifications as the chief officer considers necessary) or whether to conduct a procurement exercise to replace them
- C. To delegate to the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any); to shortlist bidders; to make provisional award decisions; to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary.
- D. That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.

11.4 **Evidence and Reasons for Decision**

Cabinet recommended adoption of the budget and it is now logical that it approves the decisions in respect of contracts needed to deliver the budget. Expeditious execution of the contract pipeline requires the delegations to officers set out in this programme.

Reasons for decisions about individual contracts or groups of contracts are set out at Annex A of the report.

11.5 **Alternative Options**

Cabinet could choose not to approve the delegations set out herein. This would require a plethora of individual cabinet or cabinet member decisions and be likely to delay programme execution: this course of action is not recommended.

12 **Notifications of Exemptions Under Contract Standing Orders**

12.1 Cabinet received the report setting out all exemptions to standing orders granted for the award of contracts valued in excess of £250,000, as required by contract standing orders.

12.2 The Cabinet Member for Finance reported that the exemptions had previously been reviewed by the Director of Procurement and Director of Governance and the Leader of the Council and were being reported to Cabinet for transparency and to comply with standing orders.

12.3 Cabinet **RESOLVED**:

1. As required by paragraph 10.b of Contract Standing Orders, to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Director of Procurement and Director of Governance in consultation with the Leader of the Council.

12.4 **Evidence and Reasons for Decision**

N/A

12.5 **Alternative Options**

N/A

13 Health, Safety & Wellbeing Annual Report

13.1 Cabinet received the report providing data and analysis on the Health, Safety and Well-being performance of Norfolk County Council as an employer for the reporting period 2020/21.

13.2 The Chairman introduced the report to Cabinet:

- The three key outcome goals were set out in the introduction on page 93 and would form part of the overall Norfolk County Council people plan and contribute to workforce and organisational development strategic priorities.
- Page 94 of the report gave information on the impact of the pandemic on services.
- 35% of days lost to sickness in 2020-21 were due to mental health related absences.
- 11% of days lost to sickness in 2020-21 were due to musculoskeletal health related absences. The Musculoskeletal Rehabilitation Scheme (MIRS) had saved Norfolk County Council an estimated £0.5m in accident prevention.
- The number of all incidents had reduced but there were still some concerns around the management of incidents. Violence was the biggest cause of incidents and although all directorates had a risk profile in place, some directorate management teams did not actively review and update their profile.
- The Council received an improvement notice in 2020; this was its first received since 2013 and was related to management of an activity delivered for Norfolk County Council by a third party. This notice had now been signed off as fully complied with.
- Trading income had dropped slightly in the past year.
- Areas of focus in the forthcoming year were set out on page 96 of the report.
- The Chairman thanked Derryth Wright, the Head of HR Performance and Governance, who had ensured health and safety was taken very seriously and would ensure high standards continued to be met.
- The Chairman moved the recommendations as set out in the report.

13.3 Cabinet **RESOLVED** to:

Endorse the proposed actions:

1. The focus and priorities for the Health, Safety and Wellbeing Service for the forthcoming year, as outlined on slide 12 of the report should be:
 - Organisational wellbeing and resilience
 - Refreshing the health and safety management system to reflect and support continued hybrid working
 - Continuing response to the pandemic and integration of infection prevention and control needs
2. The focus and priorities for Executive Directors are:
 - Employee wellbeing and resilience including supporting and enabling managers to build strong, positive relationships with their teams
 - Working with the HSW service to review and confirm NCCs risk appetite within our health and safety management system
 - Reviewing and improving where necessary their health and safety management practices with reference to the specific tactical recommendations outlined on slide 13 of the report

13.4 Evidence and Reasons for Decision

N/A

13.5 Alternative Options

N/A

14 Corporately Significant Vital Signs Report

14.1 Cabinet received the report providing an update on the Council's performance towards achieving its strategic outcomes set out in Together, For Norfolk.

14.2 The Cabinet Member for Innovation, Transformation and Performance introduced the report to Cabinet:

- The report covered data from the final quarter of last year, 2020-21, which had been during the third pandemic lockdown.
- The percentage of homes with superfast broadband had increased in this quarter.
- The Vital Signs which had not met their target were highlighted in table 1.1 on page 121 of the report.
- In three months' time, a new dashboard would be used.
- The Cabinet Member for Innovation, Transformation and Performance moved the recommendations as set out in the report.

14.3 The Cabinet Member for Adult Social Care, Public Health and Prevention discussed the results for indicators related to Adult Social Care; the decision made to accept people with a wider range of complex needs into the reablement service had impacted on the outcome of indicator 202 "% of people who require no ongoing formal service after completing reablement". The reluctance of people to have strangers in their homes during the pandemic meant a number of home visits had not taken place. The pandemic had had an impact on measures across the department.

- 14.4 The Cabinet Member for Children's Services reported that the "New Roots" programme which was coming into practice in Norfolk involved working with families to help children remain with families where possible; it was hoped that this would help improve indicator 403 "Percentage of children starting to be looked after who have previously been looked after".
- 14.5 The Cabinet Member for Finance noted that most of the financial indicators had either met or exceeded targets. However, vital signs 505, "Capital receipts" and 501 "savings targets delivered – by Service" were below target; most savings were being carried forward into the current financial year 2021-22 and the Cabinet Member for Finance expected them to be delivered in this time frame.
- 14.6 The Chairman noted that specific targets would be set for the vital signs 637, "new employee retention", and 615, "HR: % lost time due to sickness", for the forthcoming year.
- 14.7 The Cabinet Member for Communities and Partnerships noted that indicator 317, "availability of on call firefighters" was above target due to the number of people working at home during the pandemic.
- 14.8 Cabinet **RESOLVED** to:
1. Review and comment on the end of year performance data.
 2. Agree the planned actions as set out in Appendices 1 and 2 of the report.

14.9 **Evidence and Reasons for Decision**

N/A

14.10 **Alternative Options**

Information report.

15 Risk Management Report

- 15.1 Cabinet received the report setting out corporate risks being monitored and treated appropriately in line with the Council's risk management framework with risk-based decisions supporting the Council's recovery, and an annual report of the Council's departmental level risks that departments own and manage with support of the Risk management Officer, as required by the Council's Constitution. This report also summarised the results of the recent independent risk management health check that was carried out by the Council's insurance contractor, the outcome of which was positive.
- 15.2 The Chairman introduced the report to Cabinet:
- The report included a summary of the results of the recent independent risk management health check; a number of operational and strategic recommendations came out of this health check but overall, the review had been positive.

- Norfolk County Council would continue to work through implications arising from the Covid-19 pandemic and follow the Government's recovery roadmap. Rates of Covid-19 were still a concern in Norfolk and in the UK
- Corporate risks continued to be monitored and treated in line with the risk management framework including an annual report of the departmental level risks with support of the risk management officer.
- Paragraph 2.1 of the report gave an overall view that risk management by the Council was sound and effective.
- There was a proposal to close risk RM022A, "Implications of Brexit for Council staff and services", and increase the risk score of RM209, "NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term", from 15 to 20.
- A corporate risk to reflect the Norwich Western Link project was being developed and would be included in the next risk management report to Cabinet in September 2021.

- 15.3 The Cabinet Member for Adult Social Care, Public Health and Prevention spoke about risk RM023, "Failure to respond to changes to demography, funding, and government policy, with particular regard to Adults Services" which was rated red. He explained that this service was driven by people living longer, which was increasing demand for support faster than the Council's Adult Social Care budget was increasing. Due to this country-wide issue, there was national debate about funding for Adult Social Care.
- 15.4 The Chairman spoke about RM029, "NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term". This risk score had increased and was now red. Work was being done to improve skills across and outside of the Council.
- 15.5 The Cabinet Member for Children's Services spoke about RM031, "NCC Funded Children's Services Overspend". Risks in this department were linked as transformation had been slowed. In 2020-21 a balanced budget had been achieved, giving confidence moving forwards. The Government had supported Norfolk's No Wrong Door policy and the New Roots project which was showing signs of providing savings for the Council and improvements for young people.
- 15.6 The Cabinet Member for Innovation, Transformation and Performance discussed that the number of new staff who had joined the Council during the pandemic was positive. This was partly down to the Council being flexible to meet peoples' needs, however this also meant that people could look elsewhere, and this was a risk that would affect many organisations moving forward. Continuing to be an innovative and transformative Council would help the Council to retain staff and make it a good place to work.
- 15.7 The Vice-Chairman noted that a compelling case needed to be made to Government about investment in Norfolk from the UK shared prosperity fund for replacement of EU funding.
- 15.8 RM032a was being re-scoped with the updating of the resilience framework so that the risk was managed in line with this framework.

15.9 Cabinet **RESOLVED:**

1. To consider and agree the key messages (2.1 and 2.2) and key changes (Appendices A and B of the report) to corporate risks since the last risk management report in April 2021.
2. To consider and agree the corporate risks as at June 2021 (Appendix C of the report).
3. To consider and agree the departmental risk summaries as at June 2021 (Appendix D of the report).
4. To consider the summary of the recent independent risk management health check carried out by the Council's insurance contractor, which reported a positive outcome.

15.10 **Evidence and Reasons for Decision**

Not applicable as no decision is being made.

15.11 **Alternative Options**

There are no alternatives identified.

15.12 Cabinet adjourned to observe a 2 minute's silence for NHS, Social Care & Frontline Workers' Day.

16 Finance Monitoring Report 2021-22 P2: May 2021

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

- 16.2 The Cabinet Member for Finance introduced the report to Cabinet:
- Taking into account bringing forward £19.274m against estimated ongoing Covid pressures for this financial year, a balanced position was being estimated for the end of the forthcoming financial year, 2021-22.
 - There was uncertainty however, particularly in relation to the ongoing impact of the pandemic. This was seen in Children's Services where home to school transport and social care placements were under pressure and in Adult Social Care where purchase of care was at risk of overspend.
 - It was believed that reserves put in place at end of 2020-21 would cover additional extra spending, and Covid funding for the current year, 2020-21, at £53.7m, was only marginally below current forecast pressures of £55.3m.
 - As part of the drive to ensure spending departments received assistance from finance colleagues, a quarterly capital review board had been set up in 2020, chaired by the Cabinet Member for Finance, to challenge departmental capital spending, filter additional capital spending and ensure existing schemes went ahead on time and on budget. Recommendations from the last board meeting were set out in recommendation 1 of the report.
 - Further additions to the capital programme were proposed, and these were set out on pages 258-259 of the report.
 - The most significant addition to the capital programme was to fund continuing transformation of the Norse Care estate; this £5m programme

would enable Norse to shift their offer to enhanced care from residential care reflecting the changing needs of the population and offering better value for money for the Council, saving the council around £2m in 2021-22 and £1m in 22-23. This was part of the Council's £40m manifesto commitment to sector.

- The Cabinet Member for Finance moved the recommendations as set out in the report.

16.3 The Chairman noted that as shareholder of the company, it was important for NCC to make sure Norse's care offer was right and relevant for the future.

16.3 Cabinet **RESOLVED** to:

1. To recommend to County Council the addition of **£6.787m** to the capital programme to address capital funding requirements as set out in detail in capital appendix 2 of the report, paragraph 4 as follows:
 - Older People Estate Transformation £5.000m (Appendix 2 paragraph 4.2)
 - Structural repairs to King's Lynn Museum £0.600 (Appendix 2 paragraph 4.3)
 - Better Broadband for Norfolk £0.050m (Appendix 2 paragraph 4.4)
 - Greenways to Greenspaces £0.350m (Appendix 2 paragraph 4.5)
 - Dereham Fire Station (Phase 2) £0.434m (Appendix 2 paragraph 4.6)
 - Emergency Response Vehicles £0.300m (Appendix 2 paragraph 4.7)
 - Card payments Programme £0.053m (Appendix 2 paragraph 4.8)
2. Subject to County Council approval of recommendation 1 above, to delegate:
 - 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 2.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompeted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope

- subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To delegate decisions relating to the use of the extended Covid Local Support Grant to the Director of Community Information and Learning, in consultation with the Leader, as described in Appendix 1 of the report paragraphs 5.6 and 5.7.
 4. To note the period 2 general fund forecast revenue **balanced position**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
 5. To note the COVID-19 grant funding available of **£53.767m**, including £19.274m brought forward from 2020-21;
 6. To note the period 2 forecast 100% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;
 7. To note the forecast General Balances at 31 March 2021 of **£23.763m**.
 8. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

16.4 **Evidence and Reasons for Decision**

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

Appendix 1 of the report summarises the revenue outturn position, including:

- Forecast over and under spends
- Covid-19 grant income
- Changes to the approved budget
- Reserves
- Savings
- Treasury management
- Payment performance and debt recovery.

Appendix 2 of the report summarises the capital outturn position, and includes:

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

Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 2 of the report, section 4.

Delegation of decisions relating to the use of the extended Covid Local Support Grant to the Director of Community Information and Learning, in consultation with the Leader, will enable the grant to be rapidly applied to support vulnerable families as described in Appendix 1 of the report, paragraphs 5.6 and 5.7.

16.5 Alternative Options

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

17 Strategic and Financial Planning 2022-23

17.1 Cabinet received the report setting out details of a proposed budget planning process for 2022-23 but recognised that there may be a need for some flexibility. In this context, the report also provided a summary of key areas of wider risk and uncertainty for Cabinet to consider.

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

- A robust and balanced budget was being delivered as set out in February 2021 without any significant overspend. However, pressures from Covid-19, and others, such as demography and rising costs of care, were a concern. It was therefore important to set out a balanced and sound budget for 2022-23.
- Increased costs in the current year, 2021-22, may be offset by a reduction in spending levels in departments however the pandemic would continue to impact services, and this would need to be reviewed on an ongoing basis
- In the spring 2021 budget, the Chancellor of the Exchequer focussed on the response to Covid and the support business and people may receive, however there were few details on Local Government funding, a fair funding review or business rate reform. It was unlikely that a comprehensive spending review would come forward so a late autumn funding allocation for 2022-23 seemed likely.
- Local Government Funding was not sustainable until an adequate long-term funding solution was provided for Adult Social Care.
- There was a clear mandate to deliver on the key manifesto pledges of: protecting our libraries, museums and recycling centres, investing in new care provision, providing a strong infrastructure backbone for long term economic growth, supporting walking and cycling initiatives, and caring for the environment with a commitment for carbon neutrality by 2030.
- Significant externally generated pressures were set out on page 271 of the report. Last year, 2020/21, the Government stepped up to help the county during the pandemic, but significant pressures still remained.
- This Council's aim to support vulnerable communities throughout the pandemic had been effective. Moving forward, the focus would be supporting the re-emergence of Norfolk's economy particularly in key sectors such as agriculture, leisure, tourism and the care sector.

- Covid-19 would continue to place budget pressures on Norfolk and the Council may need to look to Government for support if these arose; as such the implications in dealing with the £39m funding gap were set out in table 5 on page 276-7 of the report, which was the amount calculated to be needed to balance the local budget if council tax was raised. Savings in the context of what would happen if Council Tax was frozen was set out in table 7 on page 278 of the report, and this would result in a budget gap of £47.9m.
- Adult Social Care were forecasting an additional £21m in cost pressures due to legal requirements and demographic pressures, and from proactive actions taken to stabilise the care market; the £17.7m savings should be seen in context with this.
- The budget would be built on a process for detailed financial plans to safeguard the future finance of Council Services. The full timetable was set out on page 137 of the report.
- The Council would continue to liaise with organisations such as the Ministry for Housing, Communities and Local Government, the County Council Network, the Local Government Association, the Society of County Treasurers and Government Ministers to ensure a sustainable funding settlement was achieved.
- The Cabinet Member for Finance moved the recommendations as set out in the report.

- 17.3 The Chairman noted that budget pressures could not all be funded by Council tax increases or savings. Norfolk County Council had written to the new Secretary of State to remind him of the need for a solution for Adult Social Care funding. He noted that the figures included a 3% pay increase compared to the current employers' offer of 1.5% . The Council would continue to need additional funding for flood alleviation work and would put a case to Government for additional funding.
- 17.4 The Cabinet Member for Adult Social Care, Public Health and Prevention discussed that there were pressures moving forward created by the Council stepping into be a responsible partner in the care sector, for example by committing consistently increased levels of funding to the care market to support them to pay their staff the national living wage. The Council was committed to a high standard of service and support for those relying on services, making setting the budget challenging moving forward. The Cabinet Member for Adult Social Care, Public Health and Prevention supported the leader opening a dialogue with the Secretary of State and Government.
- 17.5 The Cabinet Member for Innovation, Transformation and Performance echoed the need for a fair and robust financial settlement from Government. The Council had been looking to transform and innovate in the way that it delivered and conducted services; it was important that all transformation achieved best value for money.
- 17.6 The Vice-Chairman endorsed the importance of work to grow the economy, noting that Norfolk's economy had reduced by £2bn during the pandemic. Ensuring that funding which used to come to Norfolk from the European Union was replaced by Government was important so that schemes which helped businesses could continue.

- 17.7 The Cabinet Member for Finance clarified that the £1.5m in the 2020-21 budget to alleviate flooding was a one-off investment to respond to specific needs; this would be repeated if the need arose. “Budget challenge 1” would start the budget setting process off and would start in mid July 2021; 85% of savings due to be delivered were transformation savings and the Cabinet Member for Finance expected that transformation would be a significant way of delivering savings in the coming year.
- 17.8 Cabinet **RESOLVED** to:
1. To consider the overall budget gap of £91.876m included in the Medium Term Financial Strategy (MTFS) set by Full Council in February 2021, and agree:
 - a. the gap of £39.037m to be closed for 2022-23; and
 - b. the extension of the MTFS by a further year (to 2025-26) and the resulting overall gap for planning purposes of £108.645m. (Section 5).
 2. To review the key budget risks and uncertainties as set out in this report, including the implications of announcements made at the Spring Budget 2021, and the significant uncertainties which remain. (Section 3, Section 5 and Section 13).
 3. To consider the principles of the proposed approach to budget setting for 2022-23, noting that there may be a need for flexibility within both the process itself and the assumptions applied, and agree:
 - a. the process and indicative timetable set out in paragraph 6.1 and Table 8.
 - b. the savings targets allocated to each Department to be found (Table 9), and that these will be kept under review through the budget process, and
 - c. the proposed review of new borrowing within the 2022-23 Capital Programme to ensure affordability.

17.9 **Evidence and Reasons for Decision**

Since early 2020 the County Council has been responding to an unprecedented financial and public health crisis with significant implications for budget setting, which have (as far as possible) been reflected in this report. In this context it remains essential to continue to engage with Government, MPs and other stakeholders to campaign for adequate and sustainable funding for Norfolk to enable the delivery of vital services to residents, businesses and visitors. As in previous years it is important that Government issues guidance on financial planning assumptions, including indicative funding allocations for 2022-23, as soon as possible. Otherwise there is a significant risk that the Council will be obliged to reduce service levels. The Council's planning within the MTFS forecast is based on the position agreed in February 2021 and it is important to note that this will be kept under review in the event that further evidence about funding or the ultimate longer-term impact of COVID-19 on the Council's finances becomes available. Nevertheless, it remains prudent to establish a process to begin planning for savings at the level required to close the underlying gap identified in February 2021.

The proposals in the report reflect a proportionate response to the challenges and uncertainties present in the 2022-23 planning process and will ultimately support the Council to develop a robust budget for the year.

17.10 **Alternative Options**

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

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

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

The planning context for the Council will be updated if further information becomes available. Final decisions about the overall shape of the 2022-23 Budget, savings, and council tax will not be made until February 2022.

18 **Director Appointments**

18.1 Cabinet received the report providing an overview of the current position and Director appointment for all Council Companies, ensuring transparency about the appointment of Directors.

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

- Financial regulations required Cabinet to approve the director appointments for companies over which NCC had an interest.
- Appendix 1 of the report set out the names of directors and for the purpose of good governance authorisation was required from Cabinet for their appointment as set out in “Financial Regulation 5.10.6” and “Public Contracts Regulations 2015 regulation 12(1)(a)”, detailed on page 289 of the report.
- The Cabinet Member for Commercial Services and Asset Management moved the recommendations as set out in the report

18.3 Cabinet **RESOLVED**:

1. To approve the current Company Director appointments as set out in Appendix 1 of the report.

18.4 **Evidence and Reasons for Decision**

The information in Appendix 1 of the report concerning Norse Group companies has been confirmed by the Norse Group Solicitor as an accurate reflection of the information concerning directorships for Norse Group companies filed at

Companies House as at 11 June 2021. There may, however, be changes to the information on directors appointed by other local authorities to Norse Group joint venture companies between that date and 5 July 2021. Information in Appendix 1 of the report on non-Norse Group companies has been extracted from a credit report system, and / or Companies House data as at 14 June 2021.

18.5 Alternative Options

No specific alternative options, Cabinet could make alternative Director appointments to those recommended.

19 Disposal, acquisition and exploitation of property

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

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

- Norwich airport industrial estate was jointly owned by Norfolk County Council and Norwich City Council. The site was created out of a joint initiative in 1969 to develop an airport facility and adjoining industrial estate on the site of the former Horsham St Faiths RAF airfield.
- The joint net income for the site was £842,808 for the last financial year (2020/21).
- The site included 120,000m² accommodation, mostly consisting of light and general industrial or warehousing, and the remainder being office space. There were repurposed airport hangars, adapted to meet modern business needs, and most buildings were constructed from the 1970s onwards with ground leases of 60-125 years. There were 15 hectares of vacant lots at this time.
- Norfolk County Council and Norwich City Council had considered how to maximise the use of the industrial estate and found that investment was required in order to maximise its use. Both parties had considered if disposing of the site would be a viable option; the nature of the trust agreement allowed either to achieve this with the other party, or to buy the other party out.
- Pieces of work were carried out to achieve due diligence on the estate and the findings of these were noted in the confidential appendix which Cabinet members had seen but did not wish to comment on in the meeting.
- Three further pieces of work were commissioned, and these are detailed in paragraph 2.8 of the report on pages 304-305.
- Norfolk County Council did not follow a strategy of borrowing money to create income; this was a legacy site and to increase rental income would need significant capital investment.
- Having reviewed the options, Norfolk County Council and Norwich City Council had concluded that disposal of Norfolk County Council's interest in the site was most advantageous to securing the best long-term outcomes. The disposal would also provide opportunities for receipts and savings in holding costs.

- There would be a loss of income however the cost for investment required in the site would greatly exceed this.
- The Cabinet Member for Innov Commercial Services and Asset Management moved the recommendations as set out in the report.

19.3 Cabinet **RESOLVED** to:

1. Formally declare its property interest in Norwich Airport Industrial Estate, Fifers Lane, Norwich (4102/018) surplus to County Council requirements and instruct the Director of Property to dispose of the property interest. The disposal receipt will exceed delegated limits therefore the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

19.4 **Evidence and Reasons for Decision**

Declaring the property interest in the NAIE surplus to County Council use means that the Corporate Property Team can consider options for the disposal of the property interest in the estate.

19.5 **Alternative Options**

The alternative would be for the County Council to retain its property interest.

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

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

21 Exclusion of the Public

- 21.1 Cabinet resolved **not** to go into private session as they would not need to discuss the exempt appendix to item 19, "Disposal, acquisition and exploitation of property".

22 Disposal, acquisition and exploitation of property - Exempt Appendix

- 22.1 Cabinet had previously read this paper and did not need to discuss the exempt appendix in the meeting.

The meeting ended at 11:41am

Chairman

Cabinet
5 July 2021
Local Member Questions

Agenda item 7	Local Member Issues/Questions
7.1	<p>Question from Cllr Ed Maxfield With the rate of inflation rising above the Bank of England target and predicted to rise further it is widely expected that interest rates will also rise in the near future. What is the financial impact on the Council of a rise of one, three and five percentage points in the rate we are charged, based on current and predicted future levels of borrowing?</p> <p>Response from the Cabinet Member for Finance The majority of the County Council's existing debt is at fixed interest rates and there will be no impact from an increase in interest rates. The Council's Medium term Financial Strategy includes a budget planning assumption of borrowing of £80m for 2021/22, 2022/23 and 2023/24 based on interest rates of 2.5%, 2.7% and 2.8%. As can be seen from the increase in interest rates over the period, the Council is already planning for an increase in interest rates. The Council's most recent borrowing in June has been below 2%. Any changes to interest rates will be reflected in future revisions to the Medium Term Financial Strategy. Using the planned £80m borrowing for 2021/22, a one, three and five percentage points increase would result in additional interest costs of £0.8m, £2.4m and £4m per annum.</p>
7.2	<p>Question from Cllr Jamie Osborn How can the council ensure the contractor appointed for the Western Link will deliver an objective and trustworthy environmental impact assessment and assessment of carbon impacts when the contractor has a vested interest in not only getting this road built but also in other environmentally-damaging projects such as airport expansion and the Silvertown Tunnel?</p> <p>Response from the Cabinet Member for Environment and Waste The project must successfully pass through the statutory approvals process, which will consider the Environmental Statement, which takes into account the Environmental Impact Assessment and will include carbon assessments. As such, it is in the interests of both the contractor and Council to ensure a robust and accurate assessment.</p>
7.3	<p>Question from Cllr Alexandra Kemp Can NCC fully review its harmful agreement with Highways England for 300 homes on the A10, before necessary highways improvements at the Hardwick Roundabout, the A47 dualling and A10 bypass which Highways England always said must come first? Post-pandemic urban flight and staycations via the North Norfolk Coast Gateway are worsening chronic congestion.</p> <p>NCC's consultants WSP wrote -: 1. West Norfolk is significantly worse than national for people killed or seriously injured on roads. 2... There was an 80% increase in road accidents around Lynn and West Winch. 3... The Hardwick Roundabout is an accident blackspot. 4... 300 Homes will worsen congestion and accidents.</p>

	<p>Put public safety first.</p> <p>Response from the Cabinet Member for Highways and Infrastructure No “agreement” has been made with Highways England. Whilst we work with stakeholders in the development process to help bring forward allocated growth, any developer needs to demonstrate the impacts of their housing proposal on the road network to the Borough Council, County Council and Highways England. In this case such information has been assessed independently by all three bodies. Anything deemed unsafe would be identified in this process. The results of these assessments have been fed back to the Borough Council who will ultimately decide what level of development can proceed before the West Winch Housing Access Road (WWHAR) is in place.</p>
7.4	<p>Question from Cllr Mike Smith-Clare Can the Cabinet Member highlight what was done to save Norwich’s Develop training centre?</p> <p>Response from the Cabinet Member for Children’s Services Following the Department for Education’s (DfE) decision to withdraw their contract with Develop EBP, Officers from Norfolk County Council have been working with the DfE, the Education & Skills Funding Agency (ESFA) and other Local Authorities in the Eastern Region to consider the implications and our local and collective response.</p> <p>It is the view of Norfolk County Council that Develop EBPs’ provision for learners has been of good quality and so we have been concerned that the withdrawal of contract could have negative impacts on existing learners being able to complete their programmes and move on to their next planned destinations. Furthermore we have had concerns that the closure of Develop EBP may leave a gap in the provision landscape for future learners, including those with SEND.</p> <p>Following discussions with staff at Develop EBP and with the ESFA we have been assured that existing learners have either already been transferred to other local providers or are approaching the completion of their programmes of study at the end of this academic year and most have plans in place for their next steps. Additional support for learners has been offered by the Local Authority for learners completing their programmes with Develop EBP. Furthermore, we have been assured by the ESFA that learner numbers and the type of education and training provision that has been provided by Develop EBP will transfer to an alternative provider in the Norwich area for September 2021.</p> <p>We have had regular meetings, on an almost weekly basis, with both the other LA’s where Develop operate and the ESFA to explore any possible avenue to avoid the closure. This included a potential merger with another provider to then take on the provision. Unfortunately this proved to not be a viable option. To mitigate the loss of the centre as much as we could we have negotiated with the ESFA for the learner numbers that would have been allocated to Develop for the 21/22 academic year to remain in Norfolk. The ESFA is in the process of agreeing their re-allocation to an alternative Norfolk based provider based upon our recommendation.</p>

7.5	<p>Question from Cllr Chrissie Rumsby Does the cabinet member know how many young people have been temporarily excluded from lessons due to uniform or fashion/haircut rule infringements this year?</p> <p>Response from the Cabinet Member for Children's Services If the exclusion was internal (sometimes called isolation) this is not an official exclusion as the pupil continues to be taught at school. We are unlikely to be informed of this unless the school has sought our support. For most fixed term exclusions where young people are sent home for less than 5 days, these are reported to the local authority on a termly basis. Schools are not required to share with us the level of detail that would allow us to understand how many children have been fixed term excluded for uniform or hair cut issues.</p>
7.6	<p>Question from Cllr Emma Corlett I was pleased the Leader took the opportunity to write quickly to the new Secretary of State for Health and Social Care. Was there a reason he omitted to include the desperate problems with the mental health service and dentistry in Norfolk amongst the urgent issues that need addressing</p> <p>Response from the Leader and Cabinet Member for Strategy and Governance Thank you for your question. The purpose of the letter was to congratulate the Secretary of State on his appointment and highlight outstanding correspondence with his predecessor, such as Adult Social Care Funding, Health and Social Care Integration and the desperate need to replace the Queen Elizabeth Hospital. We hope to have a very productive relationship with Sajid Javid going forward, bearing in mind his background working with Local Government and will continue to flag important issues to him.</p>
7.7	<p>Question from Cllr Steve Mophew The sale of the airport industrial estate in my division will result in the reduction in income to the county council that can be spent on services of around £400k a year. How will that shortfall be made up and why is the council proposing to sell rather than invest when borrowing rates are low in order to promote income generation, new businesses and new jobs in one of the more deprived areas of Norwich?</p> <p>Response from the Cabinet Member for Commercial Services and Asset Management I would like to thank Cllr Mophew for his question. As he will be aware good asset management is not just about acquisition, but around actively managing portfolios – which includes divesting assets.</p> <p>As Cllr Mophew should be aware, we have been working closely with his colleagues in the administration at Norwich City Council – who will be considering a similar report in the next few days. Options were explored in depth and as the report details the current site will continue to provide a key employment area for this part of Norwich. In reaching this decision we have also considered the level of investment needed for this estate and the potential financial return, as well as where else this funding could be deployed.</p>

	<p>I would be happy to arrange a meeting with him to discuss how we are investing capital receipts into creating new jobs, new educational facilities, and growth into economic opportunities – for example in Great Yarmouth supporting new environmental technology. These are investments that will not only raise the prosperity of the County, but also deliver revenue benefits.</p>
7.8	<p>Question from Cllr Lucy Shires Over the past 12 months, there has been a steady decrease in the percentage of vulnerable children with a Children in Need Plan. When are we likely to see an improvement in service for these children, and what is the impact on those whose plans are out of date?</p> <p>Response from the Cabinet Member for Children's Services Our numbers of children subject to CiN (Children in Need) Plans over a 12 month period has dropped slightly from 1342 to 1291, so a reduction of 51 children or 3.8%. Rather than representing any decline in quality of service and support to these children, it is a result of a combination of factors including;</p> <ul style="list-style-type: none"> A. Overall drop in referrals to Children's Social Care as a result of the pandemic and lockdown periods B. Improved quality of our social work and decision making meaning more cases being appropriately managed by our Family Support teams (an increase of 129 children), and C. Strengthening of our response with greater capacity in the Community and Partnership Service at an early point supporting partner agencies managing emerging need. <p>Regarding the timeliness of our Child in Need Plans, alongside ensuring they are of consistently high quality, it is very much the focus of our Heads of Service this year and is an agenda item at each locality's monthly performance clinic. We are confident that all our Children in Need have a plan, that reviews of the plan are taking place, and that their social workers are working hard with them to achieve good outcomes. However, recording and updating of those plans needs to improve, and it is the expectation that the number of plans recorded on the case management system reaches 80% by the end of July 2021 and 90% by end of September 2021.</p>
7.9	<p>Question from Cllr Dan Roper The Council has announced its plans to save around £40 million from Council budgets in 2022/23, and more than £100 million by April 2025. How will it seek to ensure that the most vulnerable people across the county are best protected against the worst effect of these cuts?</p> <p>Response from the Cabinet Member for Finance The County Council has a well established process for developing its budget which provides an opportunity for public consultation on all proposals, including those with an impact on service delivery. The Council has a track record of prioritising budget reductions achieved through efficiencies, whilst protecting front line services as far as possible, which in previous years has included taking difficult decisions to raise council tax in order to mitigate the level of budget reductions required. This approach is being maintained in the development of the</p>

	<p>2022-23 Budget and there will be further reports to Cabinet during the coming year on the progress towards developing the 2022-23 Budget. All budget proposals taken forward will be subject to a detailed Equality Impact Assessment which will include recommendations for mitigating actions, to ensure that the impacts of any proposals, and options for how these impacts can be minimised, are fully understood when final budget decisions are taken by Full Council in February 2022.</p>
7.10	<p>Question from Cllr Timothy Adams Will Norfolk do what it can to re-home some of the 3000 Afghan interpreters expected to be come to the UK following the withdrawal of British soldiers, and has any consideration been given by the County Council as to how these efforts might be supported?</p> <p>Response from the Leader and Cabinet Member for Strategy and Governance The Afghan Locally Employed Staff (LES) Relocation Scheme is a joint operation between the MOD, the Ministry of Housing, Communities and Local Government and Home Office to relocate Afghan nationals and their families who have put their lives at risk to assist the British and US military operations in Afghanistan.</p> <p>To date, 1,362 people have been relocated to the UK. Because of the recent withdrawal of the British and US troops, LES and their family members are now at significant risk due to their perceived allegiance to the West and treachery to the Afghan state and Taliban. The UK government has pledged to receive a further 3,000 individuals by the end of August 2021.</p> <p>In June 2021, Ministers wrote to local authorities to ask them to step forward at pace to support the commitment to LES at risk and their families to provide accommodation and relocation packages. The scheme is funded by the Treasury and administered via the Home Office. Participation is cost-neutral.</p> <p>Norfolk County Council (with the support of district and borough councils) currently delivers a Refugee Resettlement Scheme funded by the Home Office at no cost to the County Council, supporting Syrian refugee families to resettle in the Norwich area. This scheme is nationally recognised by the Home Office and LGA as a model of best practice and there is capacity to support the Afghan Locally Employed Staff (LES) Relocation Scheme.</p> <p>'We have indicated informally that we have offered 5 properties to the Home Office and our offer is currently under consideration for potential matching with LES staff and their families to be relocated to Norfolk. Further properties to be offered to the Home Office by the end of August subject to availability. A formal cabinet decision is in preparation for formalising this position.</p>
7.11	<p>Question from Cllr Brian Watkins With the end to Covid restrictions now in sight, how is the County Council working with local tourist attractions, other district councils, and the hospitality sector to attract more visitors to Norfolk in the coming months?</p> <p>Response from the Cabinet Member for Growing the Economy Following the successful delivery of the major Norfolk Tourism Recovery Project,</p>

	<p>Norfolk County Council continues to work closely with District partners, Visit East of England, and local Destination Management Organisations (DMOs) to ensure a coordinated approach to the safe reopening of our tourism offer. A Tourism Recovery Best Practice Group meets regularly to ensure a coordinated county approach to tourism, to connect with national tourism bodies including Visit England, and to deliver a range of initiatives to support the sector. Recent work has included developing a Reopening Norfolk Safely toolkit to help tourism businesses open safely, and the recent launch of the new Celebrating Culture 2021 campaign, which highlights the great cultural offers which visitors can safely enjoy across Norfolk and Suffolk. All work continues to be delivered in close cooperation with Public Health to ensure that the tourism sector receives the help it needs, and that our local communities are also fully supported.</p>
7.12	<p>Question from Cllr Steffan Aquarone</p> <p>In the Queens Speech, we saw some welcome hints that there will be investment in preventative public health measures. However, we did not get any indication about timescales for new funding or legislation for social care. Can we hear what this Administration plans to do to continue to ensure this remains on the Government's agenda?</p> <p>Response from the Cabinet Member for Adult Social Care, Public Health and Prevention</p> <p>Thank you for your question. The role of public health, prevention and social care in developing and sustaining healthy communities has never been more important. The pandemic has shown further how crucial our services are in supporting those most at risk in communities and our local Integrated Care System will be the driving force for prioritising prevention.</p> <p>We continue at every opportunity to make the case for investment in social care, including writing to the new Health and Social Care Secretary to urge him to tackle the issue of a lack of long-term, sustainable government funding and reform.</p>
7.13	<p>Question from Cllr Ben Price</p> <p>Given the changes to peoples working habits the pandemic has accelerated, and the need for this council to meet government carbon reduction targets, will the County Council support the introduction of a workplace parking levy in helping to discourage employers devoting land to car parking and increase active sustainable transport, by stating this desire in the emerging local transport plan?</p> <p>Response from the Cabinet Member for Cabinet Member Highways and Transport</p> <p>The Local Transport Plan draft strategy contains a policy that states "Action will be taken to improve air quality in urban centres, including investigating vehicular restrictions or charging..." This clearly sets out that measures including workplace parking charges, but also clean air zones, ultra-low emission zones or congestion charging, will be considered to improve air quality, and which will also have significant carbon reduction benefits. Considerable work would be required to understand which, if any, might be appropriate to take forward. Further examination of the appropriateness of such measures is being considered in development of the Transport for Norwich strategy.</p>

Written Supplementary Questions requiring written responses from the Cabinet Meeting held on Monday 5 July 2021

Agenda item 7 Local Member questions	
Written supplementary question from Cllr Jamie Osborne	<p>The Constitution (Appendix 16) encourages including “environmental performance as an ‘added value’ criterion, rather than simply setting a minimum standard” in contracts. This includes social and environmental value beyond statutory minima including reducing carbon emissions, air pollutants, and improving landscape.</p> <p>Please provide the detailed scoring matrices used in the NWL tender evaluation, and show how environmental performance above statutory minimums has been scored</p> <p>Response from the Cabinet Member for Highways and Infrastructure</p> <p>The evaluation criteria including the approach to social value and environmental considerations are detailed in the report that was agreed by Cabinet on 3 February 2020. Contractors will adhere to the principles set out in Carbon Management in Infrastructure guidance (PAS 2080), the leading specification for quantifying carbon infrastructure in the UK, when designing and constructing the project. Environmental considerations and alignment with the schemes environmental objectives were an important part of the assessment of tenderers quality submissions.</p> <p>The Council does not routinely publish the detailed evaluation information. The successful bidder scored highly on environmental considerations and the tender criteria went beyond the minimum requirements given the nature of the project and the Council’s commitments to an improved environment.</p>
Written supplementary question from Cllr Ben Price	<p>Thank you for your answer. I am interested to know the views of cabinet members at this time, regarding improvements to our transport system, particularly those that could result in lower traffic levels, overall, as a result of a western link road. Could the cabinet member please explain his current view regarding a workplace parking levy and where he sees that fitting in to the overall system?</p> <p>Response from the Cabinet Member for Highways and Infrastructure</p> <p>The county council fully supports appropriate measures that would lead to reduced carbon emissions and improved air quality. We are well underway with delivery of £32m of sustainable transport measures in Norwich, using funding awarded to us from the government’s Transforming Cities Fund. Alongside this, we have already made commitment to ambitious carbon targets in our adopted environmental policy and the Local Transport Plan coming forward for adoption sets out a policy framework including a draft policy that, amongst other things, says we would take action to investigate vehicular restriction</p>

	<p>or charging in certain areas. This could include consideration of a workplace parking levy alongside other potential measures to support shifts to healthier and more active travel modes. However, we would need to undertake extensive work to establish whether a workplace parking levy is an appropriate solution to the problems in an area or whether problems might best be tackled through other solutions. At this stage therefore a workplace parking levy <u>could</u> fit into the overall system but we would need to consider whether it is the right solution for a particular area, taking into account its effectiveness in addressing problems, its impact across a range of social, environmental and economic metrics and whether other options might provide a more effective, deliverable and value for money response.</p> <p>We are also due to consult on a new Transport for Norwich Strategy later this year. This will take account of work on the Norwich Western Link and the commitment we have made to taking forward further sustainable transport measures as a part of that project.</p>
<p>Written supplementary question from Cllr Steve Morphew</p>	<p>I look forward to taking Cllr Peck up his offer. I would remind him I am a county councillor not a city councillor, so I am interested in why he didn't explore the option of buying out the city council and investing on behalf of the county council</p> <p>Response from the Cabinet Member for Commercial Services and Asset Management</p> <p>NCC reviewed several options but came (independently) to the same position as Norwich City Council on the future of this asset, that we were best to divest ourselves and invest the receipt to support our wider aims.</p> <p>I look forward to meeting up and we can discuss in greater detail.</p>

Cabinet

Item No: 8

Decision making report title:	Norfolk Fire and Rescue Service Statement of Assurance 2020/21
Date of meeting:	02 August 2021
Responsible Cabinet Member:	Cllr Margaret Dewsbury (Cabinet Member for Communities and Partnerships)
Responsible Director:	Tom McCabe (Executive Director Community and Environmental Services)
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	September 2020
<p>Introduction from Cabinet Member - Executive Summary</p> <p>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.</p> <p>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.</p> <p>The annual statement must provide assurance on financial, governance and operational matters for the previous year and set out 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.</p> <p>Recommendation</p> <p>1. To consider and approve the Norfolk Fire and Rescue Service Statement of Assurance 2020/21 as set out in Appendix A.</p>	

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 2020/21 (Appendix A) has been devised as a concise, 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 meet these 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. The statement of assurance covers the financial position for the Fire service for 2020/21 and the financial management for the Services.

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)** There are no EqIA impacts arising from this report. EqIA considerations have been carried out as part of the IRMP process.

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

There are no Health & Safety implications arising from the report.

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

None

8.6. **Any other implications**

None

9. Risk Implications/Assessment

- 9.1. The Annual Statement of Assurance looks back at arrangements for the previous year and there are no risks to highlight in this report.

10. Select Committee comments

10.1. N/A

11. Recommendation

11.1. 1. Consider and approve the Norfolk Fire and Rescue Statement of Assurance 2020/21 as set out in Appendix A.

12. Background Papers

12.1. None

Officer Contact

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

Officer name: Austin Goreham

Tel No.: 01603 223138

Email address: Austin.goreham@norfolk.gov.uk



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

Norfolk Fire & Rescue Service



Statement of Assurance 2020/21

Chief Fire Officer
Stuart Ruff

August 2021





INTRODUCTION “STATEMENT OF ASSURANCE”

Purpose

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

This statement of assurance covers the period April 2020 to March 2021.

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 with the responsibility for the Fire and Rescue Service and is a Director of Norfolk Safety CIC.

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

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

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



907,760 population
18.4% aged over 65



90 miles of coastline
250 miles of navigable inland waterways



6,256 miles of roads



More than 50% of the population live in “Urban” areas

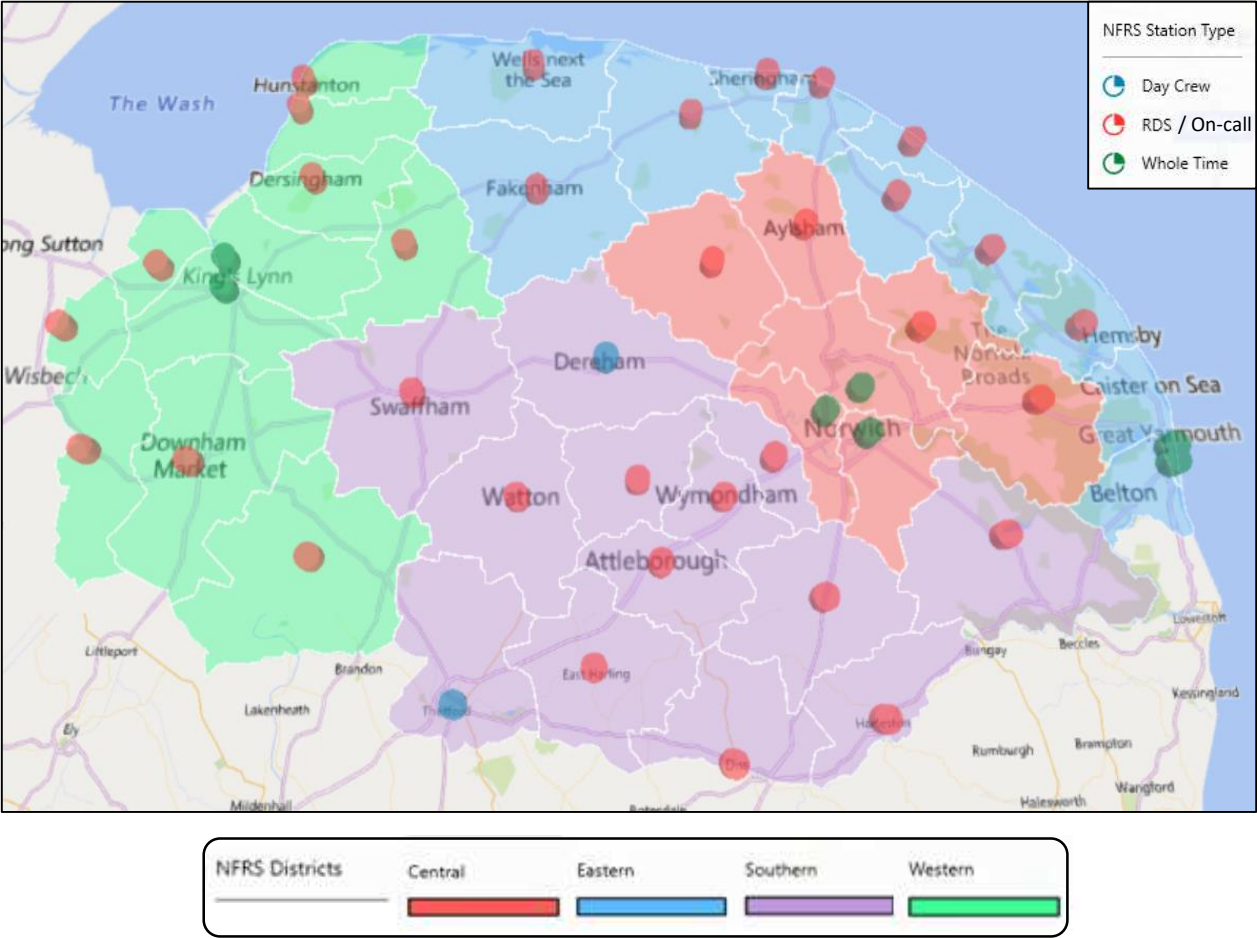


93% (approx.) land area rural

Norfolk Fire and Rescue Service Resources

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

SCOPE OF RESPONSIBILITY



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

Our fleet of specialist vehicles also includes 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 this specialist team, who can also respond to a terrorist threat should such an incident occur.

Firefighters
273 Wholetime
451 On-call

86 Non-uniformed

24 Control room

Employee full time equivalent at end of March 2020



OUR VISION AND MISSION

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

Our mission is to make Norfolk a safer place through:

PREVENTING

fires and other emergencies

PROTECTING

people, buildings and the environment

RESPONDING

to fires and other emergencies when they arise

We will deliver our vision by...



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



Supporting our communities to reduce risk by educating and advising them



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



Supporting our communities to reduce risk by educating and advising them

We will support Norfolk by...

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

Our priorities and action will be driven by...

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

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



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.

Through 2019/20 we drafted and consulted on the new IRMP 2020-23, with approval being agreed within the period.

NFRS consulted on a draft plan from October 2019 to December 2019 (through a Member Reference Group and public consultation) and considered all the responses received. Elected members made decisions about which proposals to adopt and our [IRMP 2020-2023](#) was approved in January 2020.

Collaborative working

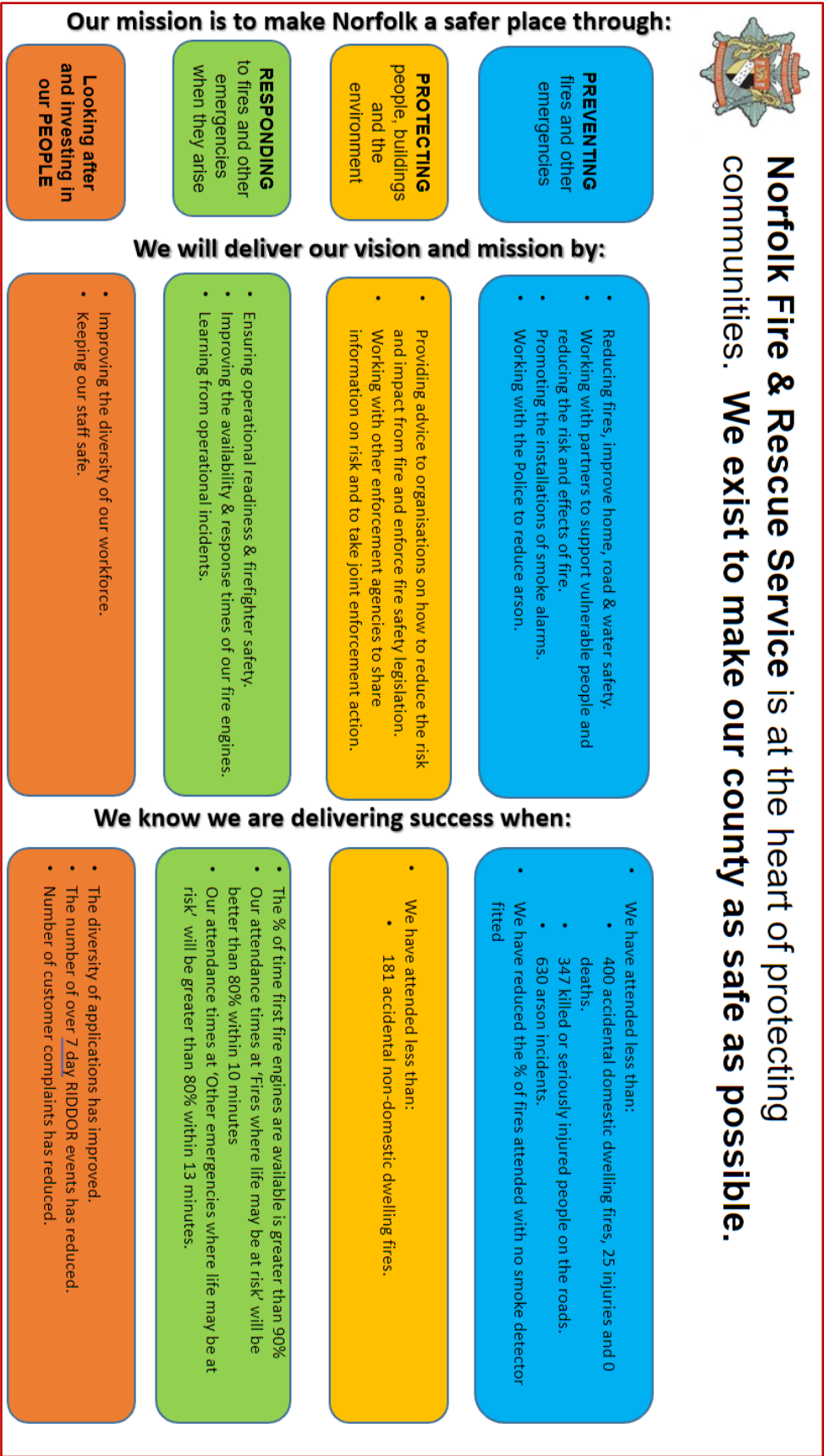
We have an established record of working in partnership to deliver effective and efficient services. This includes:

- 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 services that are working together to standardise control room practices so that we can support each other in the event of major incidents. We make use of national operational and tactical guidance. We will be changing our communication systems as part of the national emergency services mobile communications programme (ESMCP).
- Increasing our collaboration with other emergency services. Our shared Communication and Control Room with Norfolk Constabulary allows us to share information directly with our emergency service partners. We can also share operational intelligence and information on a daily basis directly between the two organisations. Managers are able to quickly offer advice and support to each other and share joint situational awareness with immediate effect due to working in the same building. Further evidence of our collaborative work can be found in the annual [Police and Fire Collaboration Report](#).



ANNUAL PLAN ON A PAGE

Our “Plan on a Page” summarises our service delivery model. For 2020/21 it was:





COVID RESPONSE

In August 2020, HMICFRS were commissioned by the Home Secretary to inspect how fire and rescue services in England were responding to the COVID-19 pandemic. Virtually, HMICFRS inspected England's 45 fire and rescue services from September to November 2020, focusing on their response during the initial outbreak of the pandemic. The inspections examined these areas:

- what is working well and what is being learnt;
- how the fire and rescue sector is responding to the COVID-19 crisis;
- how fire and rescue services are dealing with the problems they face; and
- what changes are likely as a result of the COVID-19 pandemic.

NFRS was inspected between 19th and 30th October 2020. HMICFRS findings were published on 22nd January 2021. The following strengths were recognised by HMICFRS in their report:

PREVENTION

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

PROTECTION

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

RESPONSE

- The overall availability of crewed fire engines was better during the pandemic than it was during the same period the previous year. Between 1 April and 30 June 2020, NFRS's average fire engine availability was 92.2 percent compared with 83.4 percent during the same period in 2019.
- Our average response time to fires remained broadly the same during the pandemic compared with the same period in 2019.
- We had good arrangements in place to make sure that our control room had enough staff during the pandemic.



COVID RESPONSE

PEOPLE

- Staff wellbeing was a clear priority for the service during the pandemic. We proactively identified wellbeing problems and responded to any concerns and further needs.
- Senior leaders actively promoted wellbeing services and encouraged staff to discuss any worries they had.
- Staff survey respondents told us that they could access services to support their mental wellbeing if needed.
- Staff most at risk of COVID-19 were identified effectively, including those from a BAME background and those with underlying health problems.
- We made sure that firefighters were competent to do their work during the pandemic. This included keeping up to date with mandatory firefighter fitness requirements.
- We updated the way we dealt with staff absences to help it better manage staff wellbeing and health and safety, and make more effective decisions on how to allocate work.

LOGISTICS

- We assessed the risks of new work to make sure staff had the skills and equipment needed to work safely and effectively
- We provided our workforce with suitable PPE on time. We participated in the national fire sector scheme to procure PPE, which allowed us to achieve value for money.
- We made robust and realistic calculations of the extra costs faced during the pandemic. Between 1 March and 30 June 2020, our main extra costs were £103,000 for staff supporting the NRF, £60,500 for PPE and £20,000 for cleaning and decontamination supplies. Where possible, we exploited opportunities to make savings and used them to mitigate the financial risks we had identified. We fully understand the effect this will have on our previously agreed budget and anticipated savings.

PLANNING

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



COVID RESPONSE

ADDITIONAL ACTIVITIES & COLLABORATIVE WORKING

- Our service carried out the following new activities: ambulance driving; training non-service personnel to drive ambulances; delivering essential items to vulnerable people; fitting face masks to be used by NHS and clinical care staff working with COVID-19 patients; delivering PPE and other medical supplies to NHS and care facilities; movement of deceased at a temporary mortuary, packing/repacking food supplies for vulnerable people; prevention and control training for care homes, including hand hygiene; creating PPE guidance and procedure videos; protecting vehicles in dangerous positions; supporting pedestrian safety on highways; and gaining entry to private property to provide access for the ambulance service.
- We consulted locally to implement the tripartite agreement with the FBU, the Fire Officers Association and the Fire and Rescue Services Association. Other unions were engaged, including UNISON, if their members were asked to do extra work, including work under the tripartite agreement. There were extra requests for work by partner agencies. We engaged with all unions during the pandemic.
- We were an active member of the NRF during the pandemic. As part of the NRF's response to COVID-19, our service was a member of the strategic co-ordinating group, tactical co-ordinating group, Multi-Agency fusion group, PPE distribution group, and communities and vulnerable group. The service was able to allocate suitably qualified staff to participate in these groups without affecting its core duties.
- The fire and rescue authority chair and the service maintained a constructive relationship. The service regularly updated the fire and rescue authority, including through weekly reports to the chair.

AGILE & ADAPTABLE

- We changed how we operated during the pandemic. For example, introducing smarter, flexible working arrangements and virtual communication platforms.
- We could quickly implement changes to how we operate. This allowed our staff to work flexibly and efficiently during the pandemic.
- Our senior leaders had positive feedback from staff on how they were engaged with during the pandemic. As a result, the service plans to adopt these changes into our usual procedures and consider how they can be developed further to help promote a sustainable change to our working culture.
- The service had enough resources available to respond to the level of demand during the COVID-19 pandemic and to re-allocate resources where necessary to support the work of its partner organisations.
- Arrangements put in place to monitor staff performance across the service were effective. This meant the service could be sure its staff were making the best contribution that they reasonably could during this period.
- As well as performing their statutory functions, wholetime and on-call firefighters undertook extra activities, including those under the tripartite agreement.



COVID RESPONSE

NATIONAL v LOCAL COMPARISON (inspectorate's assessment of NFRS in green)

In general terms HMICFRS found:

- There was strong Multi-Agency working in every area, supported and facilitated by LRFs – **Positive at NFRS**
- All services maintained their ability to respond to fires and other emergencies – **Confirmed at NFRS**
- The prioritisation of response was, in some cases, to the detriment of protection and prevention activity – **Not the case at NFRS**
- Access to data on vulnerable individuals from partners varied – **Not highlighted as an issue at NFRS**
- The oversight and scrutiny of fire and rescue authorities varied – **Positive at NFRS**
- Some services were more prepared for the pandemic than others – **Positive at NFRS**
- The fire and rescue sector was able to come together effectively during the pandemic – **Positive across Sector**
- The intent behind the tripartite agreement was pragmatic, but it was too prescriptive in practice – **Local relations positive for NFRS (and management approach positively view)**
- On-call firefighters further demonstrated their enormous value to fire and rescue services – **Recognised at NFRS**
- Services could have done more to ensure the efficient and productive use of their staff – **Not identified as a specific issue for NFRS**
- Most services put effective measures in place to protect control room functions – **Positive at NFRS**
- More could have been done by services to consider if their risk profile changed as a result of the pandemic – **Some positive comments but highlighted more could have been done**
- The additional costs services incurred when responding to the pandemic were mainly covered by government grants – **Positive at NFRS**
- Wellbeing provision offered to staff during COVID-19 was good but varied – **Very positive at NFRS**



COVID RESPONSE

EEAST AND NHS SUPPORT

2020 Lockdowns:

Responded to large incidents over the period providing a good service to our communities. Our service undertook extra duties including:

- Ambulance driving
- The delivery of essential items to vulnerable persons
- Movement of deceased (planned and structure put in place – not required in Lockdown 1)
- Face fitting masks to be used by NHS and clinical care staff working with COVID-19 patients
- Delivering PPE and other medical supplies to NHS and care facilities
- Driving ambulances, not on blue lights (excluding COVID -19 patients) to outpatient appointments or to receive urgent care
- Training for non-service personnel to drive ambulances (not on blue-lights)
- Delivering infection, prevention and control training packages for care homes including hand hygiene, PPE guidance and procedures and supporting care home staff testing
- Supporting Norfolk Constabulary with fending off on major routes
- Gaining entry for the ambulance service

49 staff completed the two-day training course on Ambulance Driving in April 2020. A further 24 wholetime and 1 additional on-call firefighter complete their training in May 2020 in case of increased demand due to the ongoing pandemic. This meant a total of **73 staff supported**. 300 EEAST ambulance shifts completed in the first month (May) by the first group of seconded staff (24 on-call firefighters)

The **2 cohorts complete a total of 4 month-long shifts** ending in July 2020. We provided a total of **982 shifts for EEAST, a total of 13,215 hours of work** through the April to July 2020 period.

536 NHS students were trained across the EEAST region to drive ambulances in this six-week period. This equated to more than 8,500 hours of driver training by fire and police staff. Norfolk's contribution to this total was **184 students (additional drivers) trained over 7 weeks**.

1000s of pieces of vital medical supplies were transported around Norfolk for the NHS.

2021 Lockdown:

A staff bank was set up and managed by a Group Manager to assist NHS with a range of activities including Mask Face-Fitting, Swabbing and Vaccination Support.

17 staff from Central District

20 staff from Eastern District

27 staff from Southern District

25 staff from Western District

A total of **89 staff Volunteered for NFRS NHS bank support**



COVID RESPONSE

EEAST AND NHS SUPPORT

The NFRS NHS bank support covered **3 surgeries and 3 hospitals**:

Jan 2021

Face Fit and Swabbing 82 Shifts 984 Hours

Vaccination Support 12 Shifts 144 Hours

Feb 2021

Face Fit and Swabbing 195 Shifts 2,340 Hours

Vaccination Support 149 Shifts 1,788 Hours

March 2021

Face Fit and Swabbing 118 Shifts 1,416 Hours

Vaccination Support 37 Shifts 444 Hours

April 2021

Face Fit and Swabbing 35 Shifts 420 Hours

Face Fit and Swabbing totals = **430 Shifts and 5160 Hours assistance**

Vaccination Support total = **198 Shifts and 2376 Hours assistance**

Total training days initially = **25 Shifts**

Each surgery we supported carried out between 500-700 vaccinations per day. We were present at these surgeries for 62 days therefore we could say we assisted in between 31,000 – 43,400 vaccinations. That is not including the vaccination hubs at the hospitals we supported.

We also supported the mortuary pathway / movement of deceased with respect and empathy during this Lockdown – we transported 746 deceased between Feb 2021 to April 2021:



FINANCIAL ASSURANCE

NFRS Budget & Financial Management

NFRS operates on a revenue budget which in 2020/21 was £28.4 million net, 7% of the Council's overall net revenue budget. This equates to £31.29 (£32.96 2019/20) per head of population including capital charges, £28.46 (£28.88 2019/20) per head excluding capital charges.



£23.09 NFRS
Firefighter cost per
person per year
(£24.53 National cost)

NFRS service cost per head
of the population is £31.29

The service has an approved capital programme of £10.9m for 21/22 & £4.8m for 22/23, with the largest spend relating to fire appliances to be phased in over 21/22.

2021 with the COVID pandemic provided a challenging operating year within which to operate. However, the service managed its service delivery against these restrictions and provided additional support to the NHS.

Financial performance for the year resulted in a £0.317m overspend at 1.1% of budget and was mainly attributed to COVID pandemic costs.

PLANNED ECONOMIES

As we look to 2021/22, we are planning economies throughout our structure:

Service Level

- Establishing Head of Capability as Green Book post
- Re-evaluating the Police collaboration post

Capability

- Changing staffing structure to maximise efficiency
- Reducing equipment budget
- Reducing fuel budget
- Reducing printing budget, licence and subs
- Reducing externally provided staff training costs
- Reducing staff vacancy advertising, subsistence and conference costs
- Establishing Technical Support Officer role as Green Book
- Reducing vehicle leasing costs
- Moving HR, Pay and EDI to corporate shared services (efficiency)

Prevent & Protect

- Reducing community fire safety enabling function

Response

- Removing operational catering provision

Planning & Performance

- Moving H&S to corporate shared services (efficiency)



Financial Management

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

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

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

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

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

GOVERNANCE ASSURANCE



National Governance

In January 2016 responsibility for Fire and Rescue Services moved from the Department of Communities and Local Government to the Home Office. The Home Office are also responsible for policing and the move supports the Government's commitment to deliver greater joint working between the police and fire and rescue services. This commitment is further underpinned by The Policing and Crime Act (2017), this legislation now 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 act as a fire and rescue authority for that area. During 2018/19, NCC and NFRS was subject to consideration from the PCC to take on fire governance in Norfolk, however, following public consultation the PCC decided not to submit its business case.

Democratic Accountability

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

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

During 2019/20, the Council's governance arrangements changed from a Committee system to a Cabinet system of governance. Until May 2019, oversight of the Fire and Rescue service was the responsibility of the Communities Committee. Since May 2019, under the Cabinet system of Governance, day to day oversight is the responsibility of the Cabinet Member for Communities and Partnerships, Cllr Margaret Dewsbury. The Infrastructure and Development Committee also has a role in reviewing and developing policies and strategies.

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

The IRMP forms part of the Council's Policy Framework and therefore is considered and approved by Full Council. The IRMP for 2020-2023 was finalised during 2019/20. As a result of Government lockdown restrictions for Covid-19, and the subsequent pausing of the Council's public meetings, the IRMP was approved by the Head of Paid Service using powers set out in the Constitution. This followed on from discussions at public meetings of Cabinet and Select Committee.

GOVERNANCE ASSURANCE



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. Decisions are taken in accordance with the scheme of delegation set out in the Council's Constitution. The scheme of delegation allows officers to take decisions on behalf of the fire authority.

Governance Standards

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

ORGANISATIONAL PERFORMANCE



Performance Management Framework

NFRS operates within the County Council's corporate performance framework. A set of 'vital signs' for each service have been produced which provide transparency and assurance on the health of key services. The vital signs for NFRS are 'Emergency Response Standards (ERS)' and 'Percentage of time that 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 4 years can be found in the next section.

Performance 2017/18 to 2020/21

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

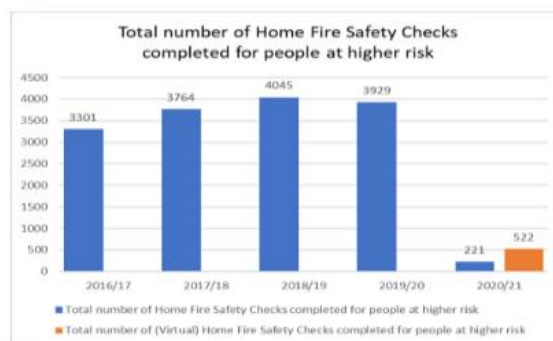
Priorities

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

- Reducing fires, improving road and water safety
- Ensuring operational readiness and firefighter safety
- Improving the availability and response times of our fire engines
- Developing a diverse and high performing workforce

Prevent

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

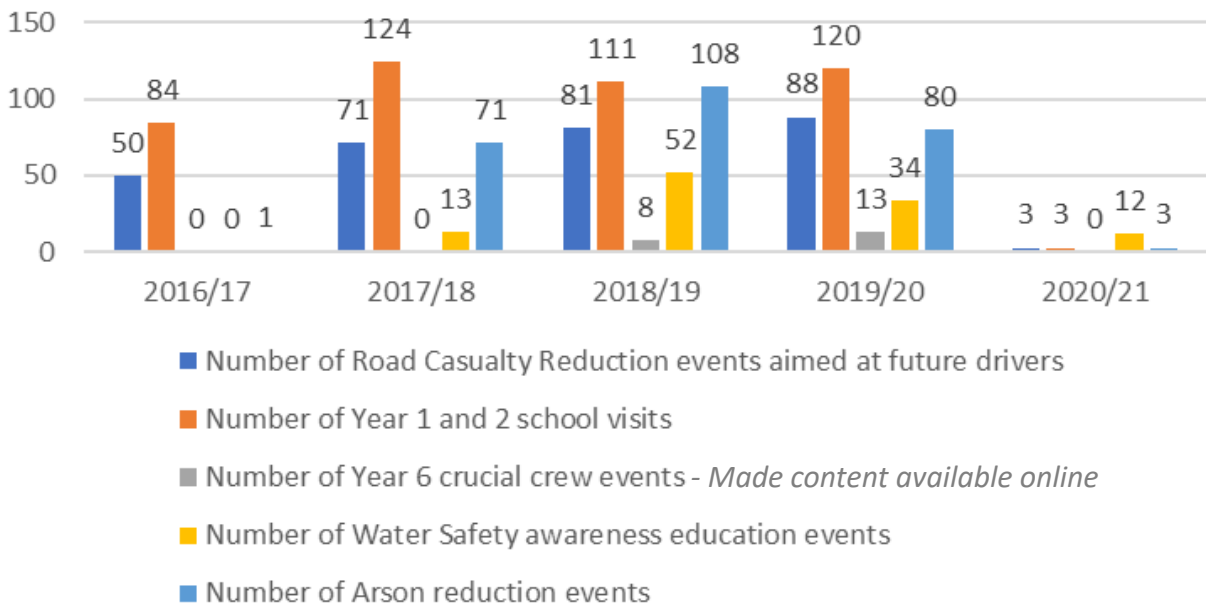


ORGANISATIONAL PERFORMANCE

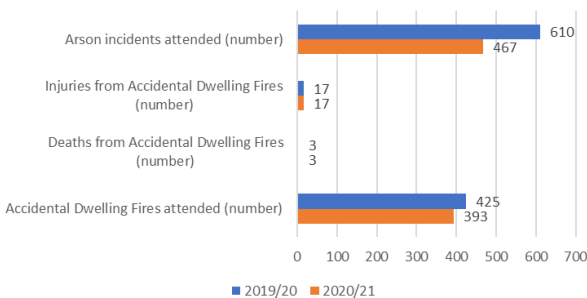


Prevent

Other Prevention Activities



Prevention Monitoring Measures



Covid 19 may also have had an impact on the number of arson incidents and the number of accidental dwelling fires. 2020/21 recorded the same number of injuries and deaths from accidental dwelling fires (17 and 3 respectively)

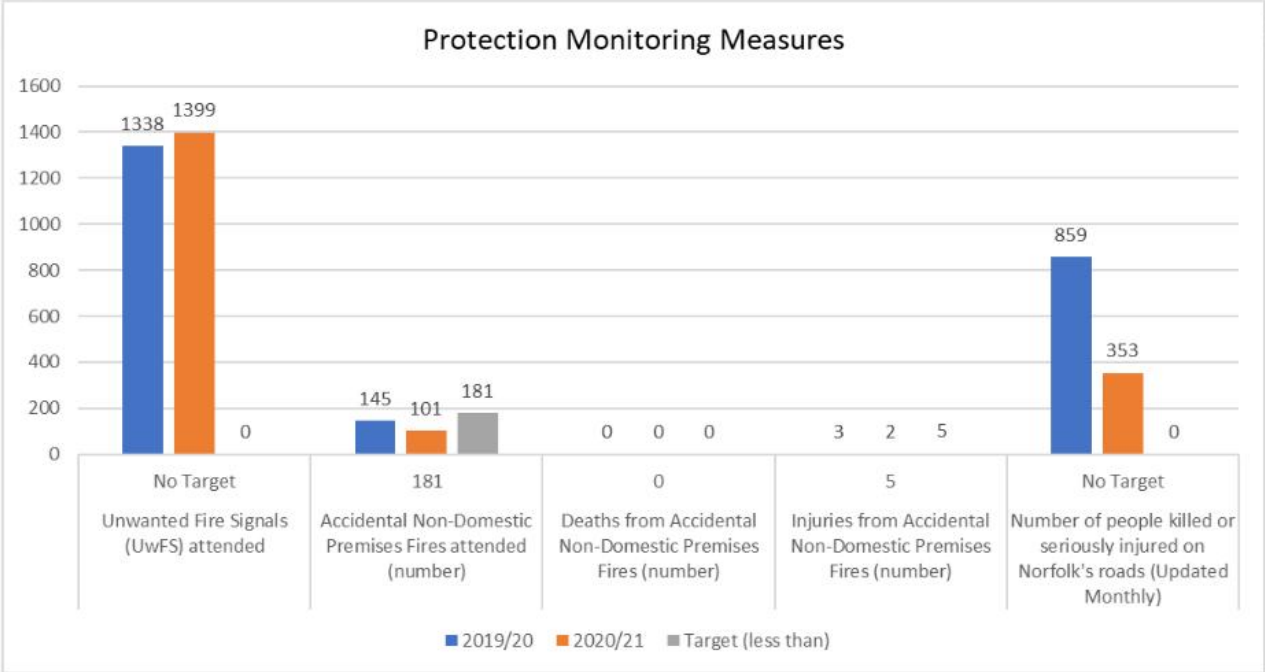
Protect

- Carried out 370 Fire Safety audit visits of non-domestic premises to ensure compliance with fire safety regulations (2019/20 was 975).
- Carried out 41 post fire investigations (38 inspections and 3 audits), supporting business resilience, which includes enforcement and prosecutions for serious cases (2019/20 was 47).
- 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 needed to deal with the event as safely as possible, thus reducing the risks for our firefighters and the public.

ORGANISATIONAL PERFORMANCE



Protect

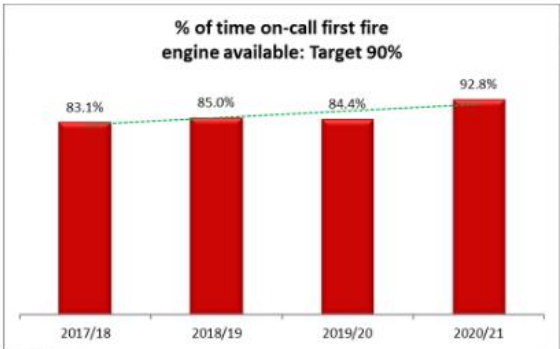
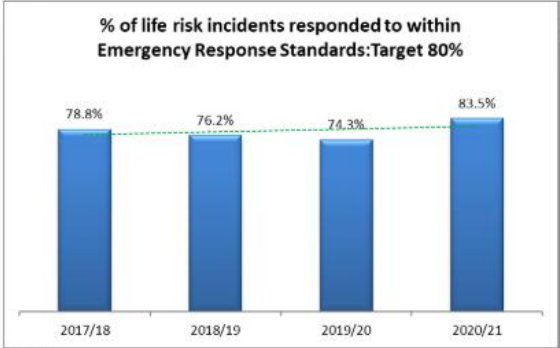


Response

During 2020/21 we aimed to get to 80% of life risk incidents within our Emergency Response Standards (how quickly we should attend an incident) and achieved this on 83.5%* of occasions. We reviewed our methodology for reporting on this in 2020/21 and as a result we will be able to better evaluate risk mitigation activity for more remote locations through our performance framework and target setting for 2021/22.

Our on-call first fire engines were available and ready to respond to an emergency 92.8% of the time against a target of 90%. This is an improvement on last year's figure of 84.4%. It is worth noting that availability was improved as a result of Covid 19 lockdowns, as more On Call staff were available.

Both these measures were Vital Signs and reported through the corporate reporting system to Norfolk County Council.



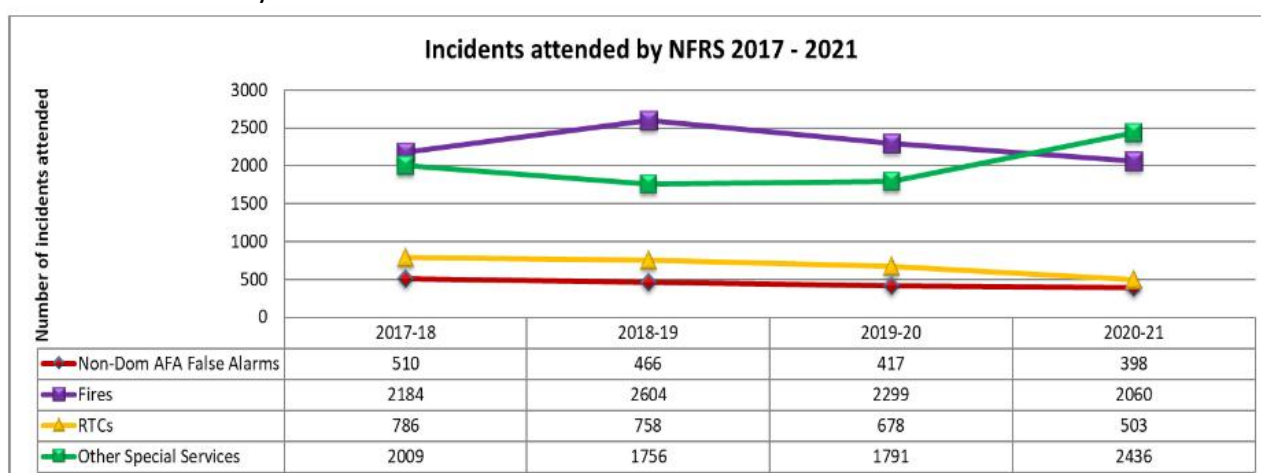


ORGANISATIONAL PERFORMANCE

Incident Attendance

	2017-18	2018-19	2019-20	2020-21
Attendance to AFA non-domestic False Alarms (BVPI 149i)	510	466	417	398
Attendance to Fires	2184	2604	2299	2060
Attendance to RTCs	786	758	678	503
Attendance to Other Special Services (not RTCs)	2009	1756	1791	2436
Total (Fire, RTC & Other Special Services)	5489	5584	5185	5397
Total attendances of all types	7431	7640	7132	7493
RTC Extractions (number of incidents, not number of people)	216	200	190	132

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



FIRES:

Primary

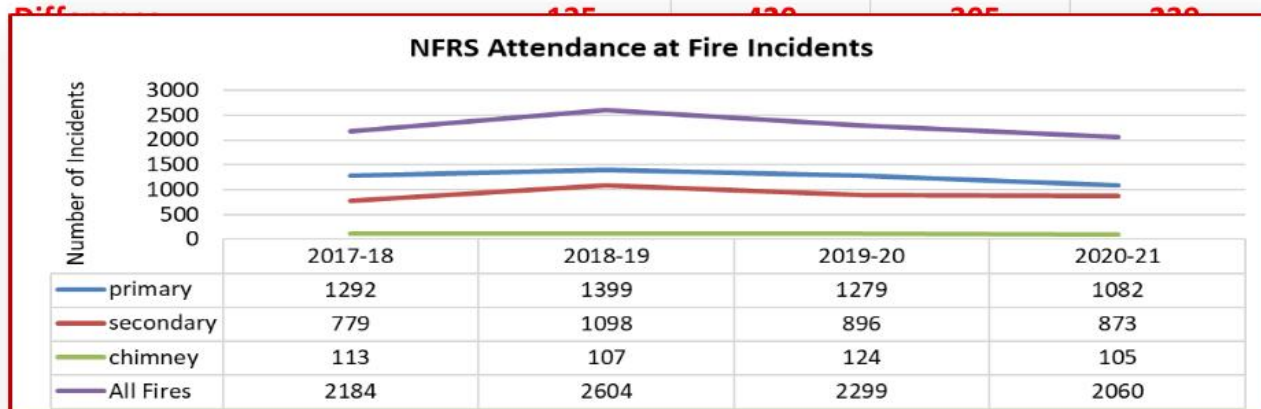
Secondary

Chimney

All Fires

	2017-18	2018-19	2019-20	2020-21
Primary	1292	1399	1279	1082
Secondary	779	1098	896	873
Chimney	113	107	124	105
All Fires	2184	2604	2299	2060
Previously reported totals	2045	2184	2004	2299
Diff	139	420	295	229

These figures may differ from those previously reported due to end of year validation.



PERFORMANCE



Incident Attendance

We attended 2,060 fires – 239 less than last year (a reduction of 10.4%). This included:

- 396 accidental dwelling fires in people's homes – 29 less than last year, resulting in five fatalities and 32 people being injured. This compares to three fatalities and 34 injuries in 2019/20.

Accidental dwelling fires	Total	Fire related fatalities	Fire related injuries
16/17	397	2	38
17/18	430	2	49
18/19	427	3	50
19/20	425	3	34
20/21	396	5	32

- 787 deliberate fires (potentially arson) incidents – an increase of 0.13% compared to 2019/20.

Deliberate fires (excluding not known)	Total
16/17	663
17/18	744
18/19	859
19/20	788
20/21	787

- 168 less accidental non-domestic premises fires (184 in total) – a decrease of 68.29%. However, 6 persons were injured.

Accidental fires non-domestic premises	Total	Fire related fatalities	Fire related injuries
16/17	230	1	7
17/18	239	0	2
18/19	190	1	3
19/20	246	0	4
20/21	78	0	6

We attended a 1.5% increase in non-domestic false automatic fire alarms against a backdrop of increasing false alarms (4.45%).

We attended 503 road traffic collisions which involved the extrication and release of 132 persons from their vehicles. The reduction in our attendance at road traffic collisions can be attributed to a return to the mobilising criteria we used in 2012-13 as well as the effect of Lockdowns due to Covid 19. 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.

We attended 2,436 other special service incidents such as flooding, freeing trapped people or animals and calls to assist other agencies (an increase of 36.73% against 2019/20).



ORGANISATIONAL ASSURANCE - COIL

Continuous Organisational Improvement & Learning - COIL

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

- NFRS Service Doctrine & Philosophy (CFO Statement)
- NFRS Vision & Mission Statements
- NFRS Service Delivery Plan (feeding District & Station Plans)
- NFRS Plan on a Page
- Community Risk Profile (CRP)
- Integrated Risk Management Plan (IRMP)
- Strategic Frameworks (Prevent Protect, Response, People, Logistics & Planning)
- Strategic Intent (5 Year View)
- Assurance Governance Framework

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

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

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

- Continuous Organisational Improvement & Learning



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

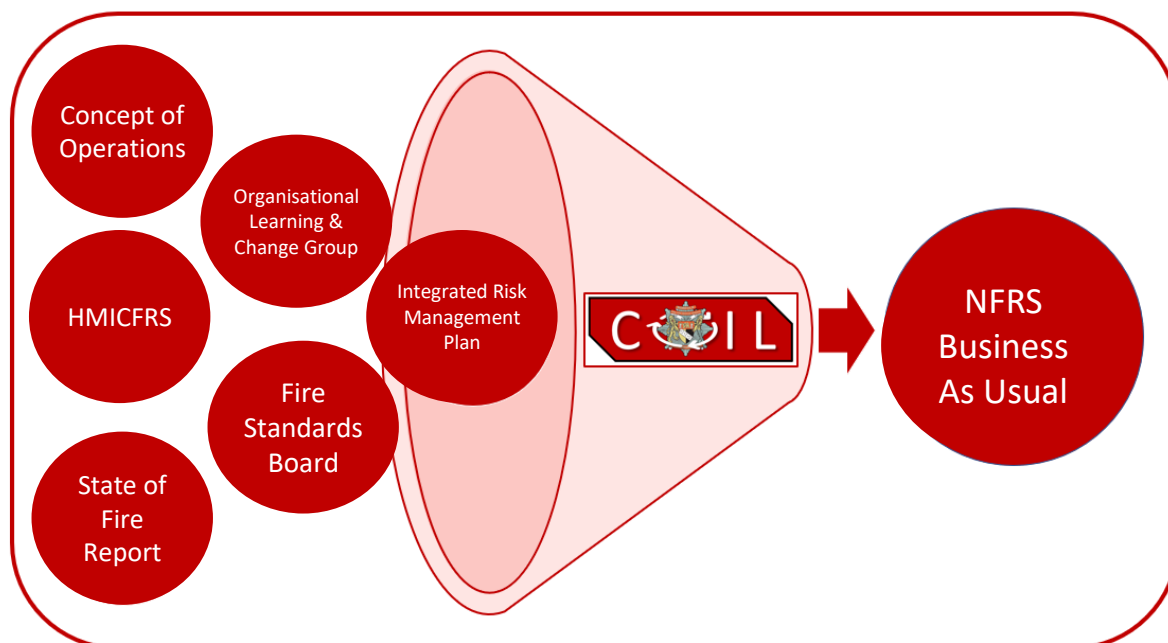
COIL will also allow us to capture the **narrative** around service redesign and change improvement. It will provide a running **record of activities** that have been implemented across our service and the **outcomes** of these. This narrative will allow us to demonstrate how we have improved what we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

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



ORGANISATIONAL ASSURANCE - COIL

Continuous Organisational Improvement & Learning - COIL



ConOps (Concept of Operations), HMI (Her Majesty's Inspectorate of Fire & Rescue Services), SoF (State of Fire Report), OLCG (Operational Learning & Change Group), FSB (Fire Standards Board), IRMP (Integrated Risk Management Plan)

Measuring Against and Reporting On

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

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

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

- Effectiveness
- Efficiency
- People.



ORGANISATIONAL ASSURANCE - COIL

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.

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

- Level 3 and 4 BTEC technical certificates in Incident Command
- Wholetime new recruits are registered as Apprentices completing internal gateway assessments before passing the accredited End Point Assessment through external accredited assessors
- Driving instructors are accredited through DVSA and must hold suitable qualifications to instruct and assess/qualify.
- Water Rescue course provision is accredited through Rescue 3 – instructors must be accredited to deliver various courses.
- Trauma Care (IEC) is accredited through Trauma Rescue Services – again, instructors must have accreditation that must be maintained through requalification.
- Instructors hold educational awards (levels 3 and 4) in Education and Training (formerly PTLLS)
- Assessors (AVA) and internal quality assurance (IQA) on formal qualifications is undertaken by

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 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.

In 2020/21 there were 10 reportable health and safety absences lasting more than 7 days – 3 less than the previous year

Improvements to accounting, governance and operational assurance

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



ACCOUNTABILITY – EXTERNAL SCRUTINY (HMICFRS)

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) undertook a week long inspection of Norfolk Fire and Rescue Service (NFRS) starting 4 February 2019.

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

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

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 has been developed and is used to track initial service progress against the HMICFRS areas of improvement. This has since been replaced with the COIL documents mentioned previously. Oversight arrangements are in place to monitor progress against the HMICFRS actions. Cabinet are reviewing progress regularly and the Cabinet Member has a monthly meeting with the CFO to monitor and review progress.



ACCOUNTABILITY – EXTERNAL SCRUTINY (HMICFRS)

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

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

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



FUTURE IMPROVEMENTS

Accounting

Our [Integrated Risk Management Plan 2020-23](#) sets out our plans for the time period. A dedicated Finance Business Manager (FBM) oversees our financial management to ensure that expected income growth and expenditure is correctly identified. The FBM is also a Director of Norfolk Safety (CIC) but does not have any specific responsibility around finances. The CIC uses an external company to audit and file accounts.

Senior Management

Following the permanent appointment of our Chief Fire Officer in 2019, our senior management team structure was established to manage the service. 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.

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

Strategic Organisational Review

In part as a result of the HMICFRS inspection and report, we previously set out a programme of service improvements (improvement action plan) and a strategic organisational was commenced.

Following the HMICFRS inspection we published an improvement plan. This has now been incorporated into the Continuous Organisational Improvement & Learning (COIL) workstream that wraps around our service and draws on all sources of improvement.

Ongoing Operational Assurance

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

This Statement of Assurance was approved by the Authority at the Cabinet meeting on Xrd August 2021.

Margaret Dewsbury, Cabinet Member

Stuart Ruff, Chief Fire Officer

Cabinet

Item No: 9

Decision making report title:	Local Transport Plan
Date of meeting:	02 August 2021
Responsible Cabinet Member:	Cllr Martin Wilby (Cabinet Member for Highways & Infrastructure)
Responsible Director:	Vince Muspratt - Director of Growth and Development
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	22 February 2021

Introduction from Cabinet Member

The Local Transport Plan is a key document for the county council. It sets out the council's overall approach to transport, showing how transport can deliver our wider ambitions including a growing economy, strong communities and reducing our impact on the environment. It guides our own delivery of projects as well as providing a framework for how we will influence the plans of others to achieve the best positive outcomes for Norfolk.

It has been developed in a period of uncertainty, with long-term impacts from changes in work and travel patterns likely as a result of the pandemic. Technology is also evolving rapidly and we are increasingly seeing how this can offer positive benefits for people to get to jobs and services, as well as helping how we manage our networks. The county council adopted its environmental policy at the end of 2019. The way that people choose to travel, the need to travel, and growth in housing/employment, will have a big impact on achieving our Environmental Policy targets.

A refreshed Local Transport Plan will ensure we continue to be agile to change, meet the challenges ahead and ensure that we are best placed to secure our ambitions and achieve more for our county.

Executive Summary

The Local Transport Plan is a statutory document required by the Transport Act 2000 (as amended by the Local Transport Act 2008). The plan sets out the county council's overall approach to transport, including development and delivery of schemes as part of the council's capital programme.

Members agreed to refresh Norfolk County Council's plan in 2019. The plan's development has been overseen by a cross-party Member Task and Finish Group established by the

Select Committee, been the subject of consultation and underpinned by technical, evidence-based work including Strategic Environmental Assessment.

Following Cabinet, the final plan will be considered by Full Council in September. An Implementation Plan will be developed following adoption of the strategy.

Recommendation

- 1. To recommend to Full Council that the Local Transport Plan set out in Appendix A is adopted.**

1. Background and Purpose

- 1.1. Local transport authorities are required to have an up to date Local Transport Plan. Members agreed to review Norfolk County Council's current plan, which dates from 2011, at Environment, Development and Transport Committee on 18 January 2019. Members agreed that development of the plan should be overseen by a Member Task and Finish Group comprising Members from the three main political parties representing a geography of both rural and urban areas across the county. This Group has overseen all stages of the plan's development.
- 1.2. Development of the plan has also involved extensive consultation and engagement in early 2020, and consultation on the strategic environmental assessment, alongside which a draft of the plan was published, in late 2020.
- 1.3. The Local Transport Plan sets out the county council's plans and policies on all aspects relating to transport. This includes not only the council's own delivery, but also how it will engage with the plans and programmes of others where these have transport implications. This might be how the council: influences national trunk road and rail delivery plans; works with partners like bus companies to deliver transport provision in a commercial market; responds to consultations on growth plans (as the location of growth has many transport implications including how people travel and people's ability to get to opportunities dependent on where growth is located); and plans and delivers our own services to ensure that implications on travel and transport are taken into account in decision-making. The plan is a high-level, strategic document that is supported by a series of more detailed separate policy and guidance documents.

2. Proposals

- 2.1. The Local Transport Plan is included as Appendix A. The Local Transport Plan forms part of the Council's Policy Framework, as set out in Article 4 of the Council's Constitution, and therefore requires Full Council approval to adopt. It is proposed that Cabinet recommend to Full Council that the Local Transport Plan set out in Appendix A is adopted.

- 2.2. Following adoption, an Implementation Plan for the LTP will be developed. This will come forward for agreement and adoption by Members in mid-2022.
- 2.3. As set out in 1.1, development of the plan has been overseen by a Member Task and Finish Group comprising Members from the three main political parties and involved consultation at two stages of its development. This, together with extensive technical work on evidence, and assessment and appraisal of the plan against a range of social, environmental and economic indicators, have been taken into account in the final plan.
- 2.4. Local transport authorities are required to have an up to date Local Transport Plan. Adopting a refreshed plan will ensure that the county council continues to meet the requirements of the relevant Act, see 8.1.

3. Impact of the Proposal

- 3.1. The plan will have significant longer-term impacts on shaping the future development of the county including on its residents and economy, and the impact that transport has across a range of social, environmental and economic indicators.
- 3.2. Some of the key policy issues addressed in the plan are set out below. Members should note that the Implementation Plan, which will be developed following adoption of the strategy, will include more detail of specific actions and any targets. In addition, a number of other plans and strategies are being developed, which will sit below – and as part of the LTP – and provide more detail and clarity on certain themes or geographical areas. These include the Transport for Norwich Strategy, the Bus Implementation Plan, Local Cycling and Walking Infrastructure Plans and an Electric Vehicle Strategy.
- 3.3. The Local Transport Plan sets out that we will:
- Seek to achieve the environmental policy target of working towards carbon neutrality when we make changes and improvements to our transport network, and through working with users on how they choose to use the transport network. This will include active travel, public transport and a shift to clean fuels with a particular emphasis on electric vehicles
 - Prioritise tackling poor air quality problems where air quality falls below the recognised thresholds. This includes investigating vehicular restrictions or charging in urban centres
 - Work closely with partners to ensure that new developments are located in suitable areas with access to services and leisure facilities via sustainable and active transport and not in areas that would be reliant on the private car
 - Tackle the infrastructure deficit to ensure quick and reliable journeys on major bus, road and rail connections. Our priorities include major rail links to London and Cambridge, the Norwich Western Link and full dualling of the A47
 - Improve connectivity between rural areas and services in urban centres with a focus on active travel and public transport

- Put in dedicated, segregated lanes for public transport and / or cycling on certain corridors in urban areas and prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas
- Use the annual funding allocation from government predominantly for maintenance and maximise other funding sources (eg bids) for new measures
- Focus on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Embrace new and innovative technology so that we can (i) better monitor and maintain our networks and (ii) provide information about travel and current performance of the network to users.

3.4. Since commencing the review of the Local Transport Plan, the Covid-19 pandemic broke out. This has resulted in many changes to people's everyday life. Although it will take time to say whether life might fully return to the pre-pandemic-normal or be very different because of it, indications suggest that the impact of Covid-19 has accelerated many of the changes that the nation was already going through, eg more working at home. We are therefore planning on the basis that many of the changes will 'stick.' The plan also notes that there are many benefits, including better air quality and reduced carbon from transport, if some of the habits established over the last year, eg more working at home or more walking and cycling, become permanent aspects of people's behaviour.

4. Evidence and Reasons for Decision

4.1. Adoption of the proposed plan will ensure that the county council has an up to date plan taking account of, and reflecting, amongst other things, current legislation and policy requirements; and that the council continues to meet the requirements of the relevant Act.

5. Alternative Options

5.1. The proposed plan is considered best to achieve the council's wider ambitions including a growing economy, strong communities and reducing our impact on the environment. It has been the subject of robust assessment, including a Sustainability Appraisal, to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating any potential adverse effects that the plan might otherwise have.

6. Financial Implications

6.1. Development of the plan has been met from existing resources.

6.2. The plan sets out the principles by which the county council will deliver its transport functions and therefore provides a framework for how funding will be prioritised. It does not commit the county council to additional funding on transport services; Members will be asked to consider projects on their own merits as they come forward, in the context of overall council budgets agreed

annually. The capital programme for transport delivery is also set annually. External funding will actively be sought to supplement the grant allocations received from government for LTP delivery for improvements and maintenance.

7. Resource Implications

7.1. Staff:

Development of the plan has been met from existing resources.

7.2. Property:

No implications from development of the plan although individual projects might have implications as they are brought forward. These will be dealt with on a project-by-project basis in the usual way.

7.3. IT:

No implications from development of the plan although individual projects might have implications as above. A key tenet of the plan is to use innovative technology, including the use of IT, where it will lead to better outcomes for the county.

8. Other Implications

8.1. Legal Implications

Under Part II of the Transport Act 2000 (as amended by the Local Transport Act 2008) Norfolk County Council (NCC), in its role as a local transport authority, has a statutory duty [s. 108 Local transport plans] to: (a) develop local transport policies which promote and encourage safe, integrated, efficient and economic transport to, from and within the county, and (b) carry out its functions so as to implement those policies. This duty defines “transport” as that required to meet the needs of people living or working in Norfolk, or visiting or travelling through the county; for the transportation of freight; and facilities and services for pedestrians. The report contains the detail of the proposed policies, together with the rationale for each.

Secondly, in both developing its local transport policies, and in carrying out its functions so as to implement those policies, NCC is under a duty to: (1) take into account any policies announced by HM Government; and (2) have regard to any guidance issued by the Secretary of State concerning mitigation of, or adaption to, climate change or otherwise about the environment. The report sets out the details of the Strategic Environmental Assessment; Sustainability Appraisal; and Habitats Regulation Assessment work previously carried out and still to come.

Thirdly, NCC is required to prepare a document (or two or more documents) called “the local transport plan” (LTP) containing: first, the Council’s policies and second, its proposals for the implementation of those policies. NCC intend adopting its LTP 4 in two parts: (i) LTP 4 Strategy 2021 – 2035; and (ii) its LTP

Implementation Plan. Beneath the strategic level LTP 4 will sit other documents, including the Transport for Norwich Strategy. The explanation is in the report.

Fourthly, NCC is also required, when carrying out its functions, to have regard to the proposals contained in its LTP.

Fifthly, NCC is required [s. 109] to keep its LTP under review and alter or replace it if considered appropriate to do so. In preparing its LTP, and in keeping it under review, NCC is obliged to consult: (1) the Secretary of State as highway authority [HA 1980, s.1] and (ii) as traffic authority [RTRA 1984, s. 121A]; (2) the councils of the Norfolk districts; and (3) such of the following as NCC consider appropriate – (a) rail operators; (b) operators of transport services, or organisations representing the interests of such persons; (c) transport users' organisations; and (d) any other persons whom NCC consider appropriate. Details of the consultation process undertaken as part of the formulation of LTP 4 are explained in the report.

Sixthly, as soon as practicable after having prepared LTP 4 NCC is required to: (a) publish it in such manner as the Council think fit; (b) send a copy to the Secretary of State; and (c) to others specified in s. 112(1) guidance. Further, NCC must also: (i) make a copy of LTP 4 available for inspection at such places as the Council think fit; (ii) give notice to bring to public attention places where it may be inspected; and (iii) supply a copy (or part) on request either free, or at a charge only of the cost of providing it.

Seventhly, in carrying out their functions under ss. 108/109B, NCC is obliged to have regard to any guidance concerning: (a) the content and preparation of LTP 4; and (b) the publication and making available of such plans (made or altered) issued by the Secretary of State [s. 112].

Lastly, in developing and implementing its local transport policies NCC is under a statutory obligation to have regard to the transport needs of disabled people (Equality Act 2010); together with those of the elderly and those with mobility problems. The detail of the Equality Impact Assessment undertaken is in the report.

8.2. Human Rights implications

Not applicable

8.3. Equality Impact Assessment (EqIA)

An EqIA has been undertaken as part of the development of the Local Transport Plan. The assessment identified that transport policies are likely to result in primarily positive equality impacts with several neutral impacts at a concept level.

Appropriate assessments will be undertaken on a scheme by scheme basis to identify any scheme-specific impacts as projects come forward to delivery.

8.4. Health and Safety implications

A Health Impact Assessment has been undertaken as part of the development of the Local Transport Plan.

The assessment identified that the proposed transport objectives are all likely to result in positive health outcomes due to their focus on encouraging active and sustainable transport modes. However, enhancing connectivity and increasing accessibility could result in negative outcomes, particularly for air quality, noise and road safety, due to a potential increase in the number of vehicles on the road. Overall, the Local Transport Plan is likely to contribute to improved connectivity and accessibility to jobs, services and health care.

8.5. Sustainability implications

8.6. A Sustainability Appraisal (SA), incorporating a Strategic Environmental Assessment, has been undertaken as part of development of the Local Transport Plan. This considered the impact of the plan against a range of social, environmental and economic indicators.

In general, policies performed well against most SA objectives, with no significant negative effects being identified. Some uncertain effects were identified for air quality, noise, biodiversity and geodiversity, water, soils and mineral resources, landscape and townscape and cultural heritage and the historic environment.

The plan includes a policy on carbon, confirming how the LTP will support the target in the council's environment policy of a move towards carbon neutrality by 2030. Further details of how this will be achieved will be included in the LTP Implementation Plan.

8.7. Any other implications

8.8. Not applicable

9. Risk Implications/Assessment

9.1. The county council's current Local Transport Plan was adopted in 2011. Since that time there have been changes to national, regional and local policy, technological innovations in transport, social, environmental and economic changes and delivery against Local Transport Plan objectives. Revising the plan now will ensure that the county council continues to meet the requirements of the relevant Act (that local transport authorities have an up to date plan).

10. Select Committee comments

10.1. The draft plan was reported to Select Committee on 14 July 2021. Comments will be reported orally to the meeting.

11. Recommendations

11.1. **1. To recommend to Full Council that the Local Transport Plan set out in Appendix A is adopted.**

12. Background Papers

12.1. The following can be found on the county council [website](#):

- LTP4 Strategy Health Impact Assessment
- Equality Impact Assessment
- Sustainability Appraisal
- Norfolk Local Transport Plan 4 Draft Strategy: Information to Inform Habitats Regulations Screening and Appropriate Assessment.

Officer Contact

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

Officer name: David Cumming

Tel No.: 01603 224225

Email address: David.cumming@norfolk.gov.uk



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



Norfolk County Council

Local Transport Plan 4 Strategy 2021-2036

DRAFT

Executive Summary

The Local Transport Plan sets out Norfolk County Council's plans, policies and programmes on transport and transport infrastructure. The plan details how we will deliver a transport network in Norfolk through identifying the projects and programmes important to us, and in their design and direct delivery. The plan also shows how we will seek to influence our key partners in government, communities, the commercial sector and the third sector.

This plan is important because transport is important. Transport enables people to get to work and education. It allows us all to visit friends and relatives. We rely on it for days out, for leisure outings and shopping trips. As such, good transport helps people to improve their skills and qualifications. It allows Norfolk's economy to flourish and ensures that we get good delivered to our factories and our doorsteps. People's physical and mental health can be improved, and social isolation reduced, through good transport, especially if people can be given confidence to walk or cycle, and if we can improve our bus and rail links. The plan will set out how we make sure that transport's impacts are minimised; how we will improve the air quality in our towns and built up areas; and how we plan to reduce carbon emissions.

This draft plan contains a transport strategy that looks towards 2036. It will be accompanied by a separate Implementation Plan setting out in detail the short-term schemes, projects and measures that we will implement over a three-year period. The implementation plan will also show, albeit in less detail, the programme over the medium to longer-term. This implementation plan will be developed once we have agreed our strategy in spring 2021.

Achievements

Since the adoption of the previous Local Transport Plan in 2011 some significant achievements have been made. Norfolk County Council has worked closely with local planning authorities to make sure that new growth is in locations that ensure that people are able to access the jobs and services they need; and that this can be done sustainably.

We are a stakeholder in the largest investment in sustainable transport for the last hundred years through the provision of new rolling stock on Greater Anglia routes (which has grown capacity by 30%). London to Norwich rail services in 90-minute services are now a reality, and the Norwich-Cambridge service has recently been extended to Stansted airport. Longer trains now serve King's Lynn.

There are new buses on the county's core bus route on the A47 "Excel" bus service. Our ambitious Transforming Cities and Cycle City Ambition programmes will continue to reap major improvements to bus connections and cycle networks in Norwich. We have grown a network of community transport which increasingly complements the commercial bus network through partnerships with operators and direct operation through transport plus.

We work closely to accelerate housing growth and provide the necessary transport infrastructure including taking forward work on the Long Stratton Bypass and West Winch Housing Access Road. We have completed the Broadland Northway (Norwich Northern Distributor Road). Not only has this allowed a programme of sustainable transport measures to be implemented within the city centre, it has also stimulated housing and jobs growth. We have delivered programmes of sustainable transport improvements including in Great Yarmouth, Attleborough, and Thetford growth areas whilst Norwich has benefitted from roll-out of the cycle city ambition programme of cycle routes.

Government has committed to A47 improvements including dualling schemes as Blofield to Burlingham and Easton to Tuddenham, as well as major junction upgrades in Norwich and Gt Yarmouth. Government has also accepted the strategic outline business case for the Norwich Western Link with construction programmed to start in 2023. Construction of the Great Yarmouth Third River Crossing started in early 2021. This will provide improved access to the port directly from the trunk road and reduce traffic within the town.

We have managed and made improvements to the road condition during a period of austerity. The National Highway Transportation Survey shows that Norfolk performs well against and we came out on top in 2019 with the 'Highway Maintenance' and 'Tackling Congestion' categories.

Our New Plan

We are updating the Local Transport Plan to respond to the challenges ahead. These include carbon reduction and addressing air quality. These remain key priorities. In particular, this plan sets out how we will decarbonise the transport network. The council's Environmental Policy has been adopted, setting out a move towards carbon neutrality by 2030.

Active travel is increasingly important. Government has set out its vision that half of all journeys in towns and cities being cycled or walked by 2030. More recently government has also published its bus strategy, emphasising the place for buses as at the centre of the public transport network, and outlined its intention for reform of the nation's railways. Our new plan responds to these agendas. In our towns and urban areas, in particular, making sure that we have good transport connections is a challenge because of the amount of planned growth. The plan sets out how we will seek to make sure that shorter journeys can be made by active travel and meet government's objective for England to be "a great walking and cycling nation."

Connections to essential services and facilities remain a challenge, particularly in rural areas. This can reinforce social exclusion by preventing people from accessing key local services. We have committed to an enhanced bus partnership, setting out how we will work together with bus operators, and are developing a Bus Service Improvement Plan.

We also need to respond to the fact that society and the economy are changing. Improved technology and communication have led to people behaving differently, and to different travel patterns. Innovation in vehicle technology brings challenges such as how to deal with new vehicle types on the network, whether this be electric

cars, e-scooters or autonomous vehicles. More and more data is becoming available through tools like apps on mobile phones. People are increasingly relying on such tools for their journey choices often putting pressure on certain parts of the system with the county council unable to influence this.

We also need to tackle the infrastructure deficit to ensure journeys on our major bus, road and rail connections are quick and reliable, and can be made by clean modes of transport, or clean-fuelled vehicles. Our priorities include improvements to the major rail links to London and Cambridge, the Norwich Western Link, A140 Long Stratton Bypass, A10 West Winch Housing Access Road, and full dualling of the A47.

A good transport system will encourage investment into the county by businesses including housing developers. This will help meet the future housing needs of a growing population, as well as providing jobs and other essential services.

Covid-19

Since commencing the review of the Local Transport Plan, the Covid-19 pandemic has broken out. This has resulted in many changes to people's everyday life and seen the UK and Norfolk in various stages of lockdown for much of 2020, continuing into 2021. Restrictions around – amongst other things – movement, opening of businesses, retail units and the hospitality sector, physical-distancing and overseas travel have affected the way that people use the transport network; and the reasons why people are travelling. This has been monitored throughout the plan's development at both a local level and nationally. It is too early to say whether life might return to the pre-pandemic-normal or be very different because of it. However, indications suggest that the impact of Covid-19 has accelerated many of the changes that the nation was already going through: more working at home; more online shopping; increased flexibility around working hours and behaviours; major employers looking to reduce office costs resulting in different uses for buildings or in how they are used by employees.

The pandemic and resulting legislation also forced people to change. Workplaces were closed and people no longer travelled into work or for leisure. We saw a reduction in vehicular traffic, down to 50-60% of their usual levels in our urban centres in early April 2020. Bus and train travel reduced by even greater amounts. Traffic levels returned over the summer to pre-pandemic levels, although bus and train travel remain significantly down. We have seen an increase in people walking and cycling. Reports suggest that many large companies are planning for their employees to continue to work remotely whilst property agencies report an increase in people looking for houses outside of urban areas, probably remote from their office base.

We are therefore planning on the basis that it is likely that many of the changes (most of which we were going through in any case) will 'stick.' We also need to plan on the basis that we will encourage people to stick with their new habits of walking and cycling, which bring benefits including reduced carbon and congestion, improved air quality in our urban areas, and better physical and mental health for people participating.

Local Transport Plan Strategy and Policies

This plan sets out that we will:

- Seek to achieve the environmental policy target of working towards carbon neutrality when we make changes and improvements to our transport network, and through working with users on how they choose to use the transport network. This will include:
 - Prioritising a shift to more efficient vehicles, including lower carbon technology and cleaner fuels with a particular emphasis on electric vehicles
 - Looking at behaviour change and interventions that can help to increase the use of sustainable transport
- Prioritise tackling poor air quality problems where air quality falls below the recognised thresholds. This includes investigating vehicular restrictions or charging in urban centres
- Prepare the county for future changes and challenges to ensure the best for our society, environment and economy
- Be proactive when it comes to innovating and adopting new technologies
- Work closely with partners to ensure that new developments are located in suitable areas with access to services and leisure facilities via sustainable and active transport and not in areas that would be reliant on the private car
- Seek to mitigate any adverse effects of new development on the transport network
- Work with partners and make the case for investment to the rail network and trunk roads, which the county council does not manage or maintain, to seek improvements, seeking quick, reliable journey times for longer-distance journeys where there is the highest need
- Improve connectivity between rural areas and services in urban centres with a focus on active travel and public transport
- Tackle accessibility problems in partnership, targeting those communities most in need
- Put in dedicated, segregated lanes for public transport and / or cycling on certain corridors in urban areas and prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas
- Commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people, robustly assessing all schemes and paying due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.
- Design or change transport systems to recognise that people make mistakes and to ensure that survivability is maximised
- Use the annual funding allocation from government predominantly for maintenance and maximise other funding sources for new measures like cycleways, roads or public transport infrastructure

- Focus on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Embrace new and innovative technology so that we can (i) better monitor and maintain our networks and (ii) provide information about travel and current performance of the network to users.

Local Transport Plan Implementation Plan

An Implementation Plan is being developed. This will set out the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be developed throughout 2021 with its final adoption in January 2022.

DRAFT

Contents

Chapter 1: Introduction.....	1
Chapter 2: Background.....	3
About Norfolk	3
Recent progress and achievements.....	4
The Local Transport Plan.....	5
Chapter 3: Strategic Objectives and policy context.....	7
Strategic Objectives	Error! Bookmark not defined.
Strategic Policy Context.....	8
Chapter 4: Embracing the Future.....	11
Introduction and chapter summary.....	12
Policies	13
Introduction	15
Challenges, changes and trends.....	15
Technology	18
Policy 3	Error! Bookmark not defined.
Policy 4	Error! Bookmark not defined.
Chapter 5: Delivering a Sustainable Norfolk.....	22
Introduction and chapter summary.....	22
Policies	Error! Bookmark not defined.
Achievements	24
Evidence	25
Challenges.....	25
Priorities for delivering a sustainable Norfolk	Error! Bookmark not defined.
Strategy for delivery	25
Growth Principles.....	26
Delivering strong and sustainable economic growth.....	Error! Bookmark not defined.
Innovation	28
Chapter 6: Enhancing Connectivity.....	29
LTP4 Policies	Error! Bookmark not defined.
Achievements	31
Challenges.....	33
Evidence	32
Strategy for delivery	33

Transport gateways	33
Strategic Road and Rail Connections	34
Clean Transport Modes	36
Connectivity from rural areas	36
Innovation	36
Chapter 7: Enhancing Norfolk's Quality of Life	38
Introduction and chapter summary.....	38
Policies	Error! Bookmark not defined.
Achievements	40
Challenges	40
Climate change and Priorities for Reducing Emissions.....	42
Strategy for delivery	42
Travel choice and behaviour	45
Air quality and pollution	43
Transport and the environment.....	Error! Bookmark not defined.
Innovation	46
Chapter 8: Increasing Accessibility.....	48
Introduction and chapter summary.....	48
Policies	Error! Bookmark not defined.
Achievements	51
Evidence	52
Challenges	52
Strategy for delivery	53
Tackling poor accessibility	53
Access to and within Norwich	55
Access to and within towns and urban areas	56
Access in rural areas	57
Access for all.....	57
Alternatives to travel	59
Innovation	59
Chapter 9: Improving Transport Safety.....	60
Policies	Error! Bookmark not defined.
Achievements	61
Evidence	62
Priorities for road safety	62

Strategy for delivery	63
Safe speeds	63
Safe Roads	64
Safe Road Users.....	65
Safe	Error! Bookmark not defined.
Post-crash responses	67
Reducing casualties	Error! Bookmark not defined.
Innovation	67
Chapter 10: A Well Managed and Maintained Transport Network	68
Introduction and chapter summary.....	68
Policies	Error! Bookmark not defined.
Achievements	71
Evidence	72
Challenges	72
Priorities	73
Strategy for delivery	74
Maintaining the network	74
Getting the most out of our highway network.....	75
Highway network resilience.....	76
Innovation	77
Chapter 11: Approach to delivery	79
Partnership working	79
Community action and influence	79
Value for money and resource availability	80

Chapter 1: Introduction

The Local Transport Plan details how the county council deals with a wide range of transport matters to achieve council objectives including a strong and stable economy, the health and well-being of our residents and reducing carbon. The plan shapes the nature of our own projects and the design and delivery of these as well as how we influence the plans and programmes of other agencies and partners including in government, communities, the commercial sector and the third sector where these are relevant to transport (such as district council growth plans or government programmes of schemes on the trunk road and rail network).

The key issues this plan explores include how we: achieve the policy aim to work towards carbon neutrality by 2030 as agreed in the environmental policy recently adopted by the county council; improve air quality in urban areas; meet the challenge of technology and innovation in the transport system and the ways in which people work; and support the economy of the county by ensuring that people can make the connections they need.

The Local Transport Plan objectives are:

- Embracing the Future
- Delivering a Sustainable Norfolk
- Enhancing Connectivity
- Enhancing Norfolk's Quality of Life
- Increasing Accessibility
- Improving Transport Safety
- A Well Managed and Maintained Transport Network.

The Government's Cycling and Walking policy has placed sustainable modes of transport and active travel at the heart of the way we design transport infrastructure

These objectives support the county council's wider strategic objectives and aims, not least as set out in the county council's business plan for 2019-2025, *Together, for Norfolk*. This sets out our ambition for economic growth, managed development and a better future for all, working with a host of organisations, businesses and community groups across our county. Recently, the council has adopted its environmental policies which include a target for a move towards carbon neutrality across all sectors by 2030. The Local Transport Plan sets out transport's contribution to this ambitious target. The plan is supported by a Strategic Environmental Assessment, which has been undertaken as part of a sustainability appraisal so that we understand, and can take account of where appropriate, the plan's impact on environmental, economic and social indicators in its development.

Norfolk County Council is the Highways Authority and is responsible for maintenance and management of most public roads and rights of way in Norfolk (except the A47

and A11 which are the responsibility of Highways England). The county council has a major influence on provision of other transport services such as public transport, but is not responsible for bus services, ports, airport or rail services. Our significant influence is exercised through working with partners, government and operators to improve these where possible.

The strategy is complemented by an implementation plan. This describes the measures that will be delivered over a shorter time period, in accordance with the government's comprehensive spending review period. This implementation plan will be developed once the final Local Transport Plan strategy is agreed.

The plan is supported by a number of more detailed policies and guidance notes. These include:

- Transport for Norwich Strategy, currently being refreshed
- Transport strategies for King's Lynn and Great Yarmouth
- Electric Vehicle Strategy, currently being developed
- Walking and Cycling Strategy, currently being refreshed
- Norfolk Rail Prospectus, currently being refreshed
- Bus Improvement Plan, currently being developed.

These documents contain more detail about individual topics and are signposted within the document.

Chapter 2: Background

About Norfolk

Norfolk is situated in the east of England, bordered with Suffolk, Cambridgeshire and Lincolnshire.

The county has an exceptional heritage and culture, unique landscapes and diverse wildlife habitats. Norfolk also has over 100 miles of coastline, which is designated as an Area of Outstanding Natural Beauty and The Broads National Park, which is home to over a quarter of the UK's rarest species.

Total population of Norfolk is 908,000 and projected to rise to 985,200 by 2036

2019 population data – Norfolk Insight

Norwich is Norfolk's county town and its only city. Norwich is home to an estimated 117,000 jobs and more than 8,000 businesses, and the city is one of the largest centres of employment in greater south-east England. Norwich is one of the fastest growing cities in the UK and contributes more than £3 billion per annum to the national economy.

58.5% of people in Norfolk are aged 16-64

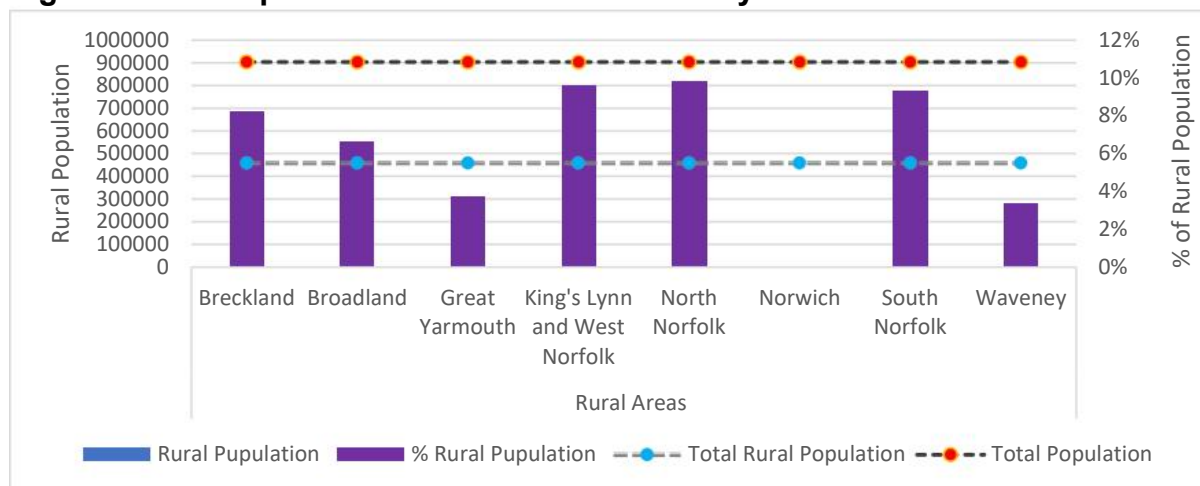
2019 population data – Norfolk Insight

King's Lynn and Great Yarmouth are also important urban areas within the county, forming important centres for their populations and supporting a wider range of businesses including those associated with offshore energy.

Much of Norfolk is rural, with a large number of small, dispersed villages and market towns. Public services, such as GP surgeries and schools tend to be within the larger villages, market towns or urban areas. Therefore, significant numbers of people have to travel relatively long distances to access everyday facilities, often with the added challenge of variable quality public transport. Norfolk also has one of the largest highway networks in the country, around 10,000km or over 6,000 miles, which provides some significant challenges in terms of travel and maintenance. Norfolk's transport network is also largely rural, lengthening journey times. Many

settlements still retain historic street layouts, leading to congestion on some corridors and a lack of space to provide facilities for all different types of user of the network.

Figure: Rural Population in Norfolk and Waveney



Recent progress and achievements

The previous Local Transport Plan was adopted in 2011. Since its adoption several schemes and projects have been delivered. Norwich to London in 90 minutes rail services and complete replacement of all rolling stock in the Greater Anglia franchise have been delivered, transforming many rail journeys in Norfolk. Longer trains now serve King's Lynn.

Across the county we have made significant improvements to walking and cycling. In Norwich, we have adopted a comprehensive pedalway network and invested significantly in improvements to the pink, yellow, blue and green pedalways and the Marriotts Way section of the red pedalway / National Cycle Network 1. A bike-hire scheme is running, and e-scooter trials are currently underway in Norwich and Great Yarmouth.

The Broadland Northway (formerly known as the Norwich Northern Distributor Road) provides a new link around the northwest of Norwich, meaning that traffic no longer has to use city centre or suburban / rural links. It has stimulated housing and jobs growth around the north of Norwich and allowed a programme of active travel and public realm improvements in the city centre including closure to general traffic of St Stephens and Rampant Horse Street, and pedestrianisation of Westlegate.

A11 dualling has been completed. There has also been a commitment to improvements and funding for A47 Great Yarmouth Junctions, Blofield to Burlingham dualling, Thickthorn Roundabout and Easton to Tuddenham dualling. Great Yarmouth Third River Crossing started on site in early 2021. This will significantly improve access to the port as well as taking traffic out of the town.

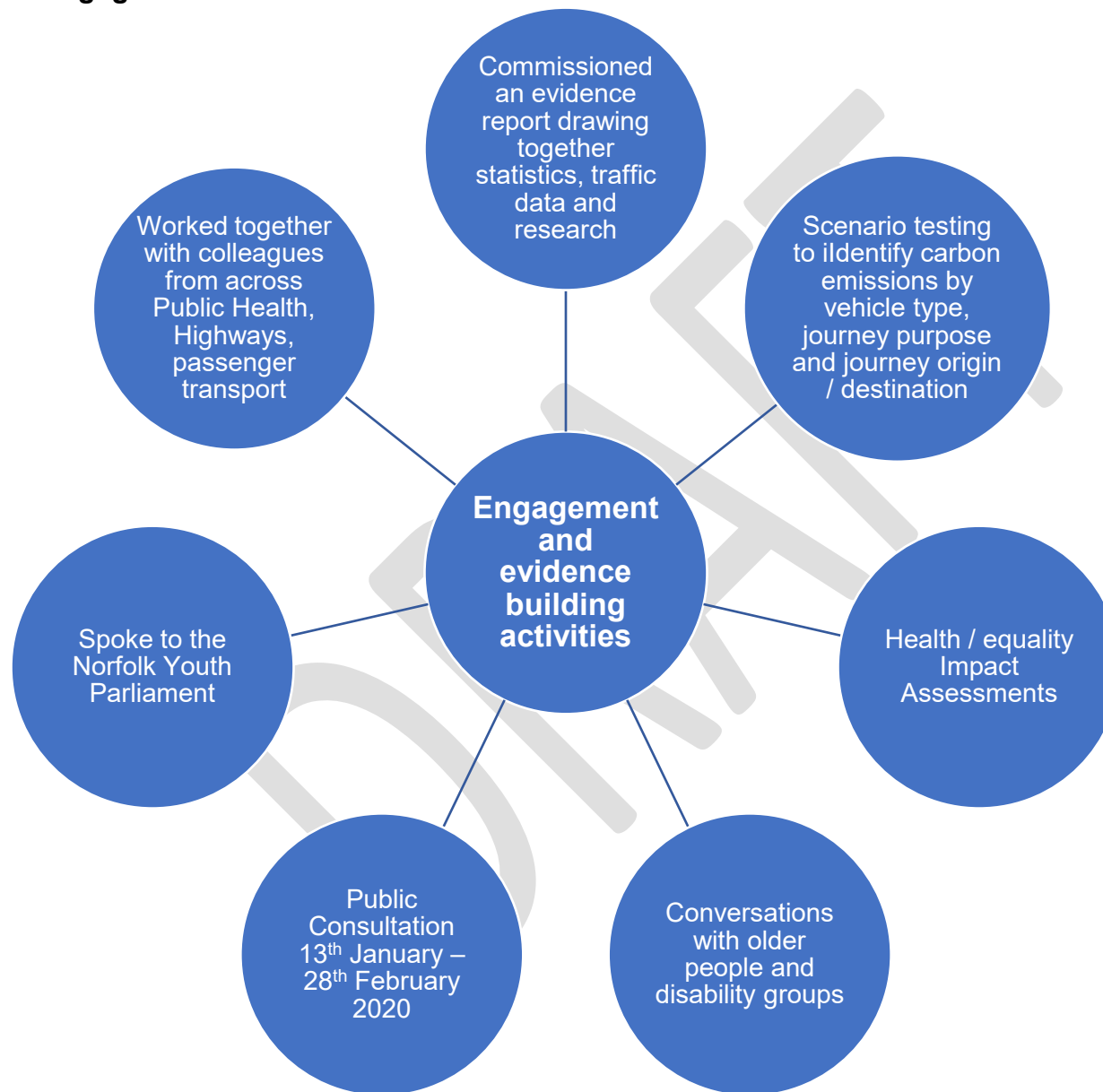
The Local Transport Plan

The Local Transport Plan for Norfolk describes Norfolk County Council's strategy and policies for funding of roads and other transport infrastructure; and how the county council will work with others on matters relating to transport such as location of new housing growth.

Since the previous plan's adoption time there have been many changes to the way that people travel, and how much.

Technology has meant that we are now increasingly able to live our lives without the need to travel, for example using online resources such as internet shopping. This has also become more widespread since the 2020 Covid-19 outbreak, meaning people are now more comfortable using technology to work and socialise. Because of this people now re-evaluate their need to travel so it is important to ensure that people have the right technology to make informed decisions about travel choices. The way we travel is also changing, with more information and more technology being built into vehicles and more options such as car clubs and bike share schemes. Norfolk County Council has also recently adopted an environmental policy to achieve 'net zero' carbon emissions on our estates by 2030, but within our wider areas, work towards 'carbon neutrality' by 2030.

Evidence and engagement



Chapter 3: Strategic Objectives and policy context

Strategic Objectives

<p>Objective 1: Embracing the Future Rapid advances in technology bring opportunities for us to be more innovative and agile in delivering an efficient and effective transport network. Increased data can help to inform how we manage and maintain the network. At the same time, we need to make sure that everyone benefits from the advances that technology can bring.</p>	<p>Objective 2: Delivering a Sustainable Norfolk Delivering sustainable development is highly important, especially with the planned housing growth. We will seek to preserve and enhance our built, natural and historic environment and seek to ensure new development is beneficial to Norfolk's society, economy and environment.</p>	<p>Objective 3: Enhancing Connectivity It is our priority to maintain and enhance important connections to enable movement into and around the county and increase our attractiveness as a location both for businesses and people. Good connectivity is very important for getting from A to B easily whether for work, education, visiting family and friends, and deliveries.</p>	<p>Objective 4: Enhancing Norfolk's Quality of Life Enhancing the quality of life for Norfolk's residents is very important to Norfolk County Council. We want to improve the health of our residents by improving air quality and encouraging active travel options to improve health and fitness. Our commitment is to work towards zero carbon.</p>
<p>Objective 5: Increasing Accessibility Increasing accessibility is important so that everyone has access to the services and opportunities they require. In this plan we aim to increase the accessibility of Norfolk and address the challenges such a rural county faces and also to adapt to accessibility requirements in the future.</p>	<p>Objective 6: Improving Transport Safety We aim to improve the safety of our transport network in order to reduce casualties and help people feel safe when using any mode of transport. Norfolk County Council aims to overcome the various challenges on the network and to create a network which encourages safe usage of our roads and to protect vulnerable transport users.</p>	<p>Objective 7: A Well Managed and Maintained Transport Network Norfolk County Council is responsible for the management and maintenance of 10,000 kms of Norfolk's roads and 4,000 kms of Norfolk's footpaths and other public rights of way. We will apply new and innovative technology where it will be most effective to improve the management and maintenance of the network to keep Norfolk moving.</p>	

Strategic Policy Context

International and National Policy and papers

The Road to Zero 2018

Next steps towards cleaner road transport and delivering the Industrial Strategy.

- Ending the sale of new conventional petrol and diesel cars and vans by 2035 (originally 2040)
- Aim for almost every car and van to be zero emission by 2050.

This ambitious target is relevant to Norfolk's LTP4 as it sets the direction of where transport is headed in the future, enabling us to look ahead and plan infrastructure around zero emission vehicles and the phase out of petrol and diesel cars and vans. The strategy drives the uptake of zero emission cars, vans and trucks.

Transport Act 2000

Requires local transport authorities to write a local transport plan with policies for the promotion and encouragement of safe, integrated, efficient and economic transport within their area and an implementation plan explaining how these policies will be carried out.

Climate Change Act 2008

The Climate Change Act 2008 sets the target to reduce the UK's CO₂ emissions to 80% of 1990 levels by 2050. This has since been updated in 2019 with the aim of the UK being carbon neutral by 2050.

This is relevant to the LTP4 as the transport sector emits the greatest amount of carbon dioxide emissions in the UK and will therefore need to be transformed to meet such ambitious targets.

Decarbonising Transport: Setting the Challenge 2020

Sets out how DfT will work with others to produce a Transport Decarbonisation Plan later in 2020 to ensure we reach net zero transport emissions by 2050, with a vision for how a net zero transport system will benefit us all.

Future of mobility: urban strategy March 2019. Bus Back Better 2021

This strategy outlines government's approach to maximising the benefits from transport innovation in cities and towns.

E-scooters could be a fast and clean way to travel easing the burden on the network. Parts of the county are participating in e-scooter trials to help inform legislation.

Bus Back Better sets government's vision for buses to be at the heart of the public transport network.

Government Cycling and Walking Policy for England July 2020

Government wants to see a step-change in cycling and walking in the coming years.

Increasing cycling and walking can help improve air quality, combat climate change, improve health and wellbeing, address inequalities and tackle congestion on our roads. This policy aims to create connected, healthier and more sustainable communities.

Regional and Local Policy

Norfolk and Suffolk Economic Strategy 2017

The Norfolk and Suffolk Economic Strategy has been formed through the collaboration of businesses, education providers, local councils, the voluntary community sector and the New Anglia LEP. The document outlines the ambitions for future growth across Norfolk and Suffolk.

This is relevant to the LTP4 as the plan should aim to facilitate the achievements of the strategy and take into account the ambitions and future development of the county.

Norfolk County Council's Environmental Policy

A Key part of the Norfolk County Council Environmental Policy was to work towards 'carbon neutrality' in Norfolk by 2030 and to collectively achieve 'net zero' carbon emissions in Norfolk County Council, Suffolk County Council and the Broads Authority estates, also by 2030.

This is relevant to the LTP4 as it sets out an ambition for the County in which transport can have a big effect. The LTP4 should hence aim to help achieve these targets by drastically reducing our transport emissions.

Together, for Norfolk 2019-2025

Together for Norfolk sets out Norfolk County Council's priorities:

- Focussing on inclusive growth and improved social mobility
- Encouraging housing, infrastructure, jobs and business growth across the county
- Developing our workforce to meet the needs of the sectors powering out local economy
- Work to reduce our impact on the environment
- Help Norfolk have a growing economy, full of thriving people living in strong communities we are proud of.

Local Transport Plan 4 should aim to help achieve these priorities.

Relationship of the Local Transport Plan with other Norfolk transport policies, plans and programmes

The Local Transport Plan sets out the overarching strategy across the whole of the county, across all areas including different transport modes and the overall approach for how we will deal with transport issues arising from growth plans. Alongside the Local Transport Plan there is a series of more detailed plans, policies and programmes. These provide more detail about how the strategic policies of the Local Transport Plan will be implemented at the detailed level. Although not an exhaustive list, these include:

- Bus Improvement Plan. Following release of the government bus strategy, Bus Back Better, in March 2021, we are developing our bus improvement plan by autumn 2021
- Walking and Cycling Strategy: This is currently being refreshed. The county council is developing a series of Local Cycling and Walking Infrastructure Plans (LCWIPs) to provide more detail in local areas. LCWIPs are well-advanced for Norwich, Great Yarmouth, King's Lynn and Dereham, with plans for the rest of the county being developed
- Transport Asset Management Plan: Sets out the management, operation, preservation and enhancement of the transport infrastructure
- Transport for Norwich: This is currently being refreshed to replace the existing Norwich Area Transportation Strategy. This deals with the built-up area of the city, its growth areas and travel to and from surrounding areas
- King's Lynn Transport Strategy. This has recently been adopted
- Great Yarmouth Transport Strategy. This has recently been adopted
- Market Town Transport Network Improvement Strategies: The council has developed ten such studies looking at the market towns across the county to identify transport measures needed to accommodate growth pressures.

As well as county council documents, there are other significant documents including local plans, setting out development plans across the districts, and documents setting out visions for specific areas, such as, for Norwich, the 2040 City Vision and Norwich City Centre Public Spaces Plan.

Chapter 4: Embracing the Future

Introduction and chapter summary

This chapter deals with:

- Challenges, changes and trends. This includes changes in the way we travel, and our reasons for travel, and increased awareness of climate change issues
- Policy. Existing national and local policies and targets we need to consider such as the climate change act, and the move towards electric vehicles (EVs)
- Technology. New technology requiring infrastructure such as EVs, connected and autonomous vehicles, and the way we monitor the network such as using sensors
- Behaviour change. Interventions that can work alongside other policies and programmes to help bring about changes in the choices that people make.

The chapter sets out that:

- Norfolk has a growing population which, if we don't act, will increase traffic and put pressure on the transport network, air quality, climate change, the environment and economy.
- Awareness of climate change is increasing and there is a growing expectation that this will be a large consideration in decision making.
- The increased need to focus on active and sustainable modes of transport such as electric vehicles, cycling and walking.
- We should be ready to trial new technology and work in partnership with the private sector to bring about innovation. Use of innovative technology can also be used to monitor the network and provide real time information to users, which is covered further in the Connectivity chapter.
- Our desire for transformation mixed with the rapid changes and developments in technology mean we need to prepare for new technology such as electric scooters, charging points for electric cars, and advances in the way we keep people informed of changes on the transport network.
- Norfolk has responded well to the Covid-19 pandemic and residents have adjusted to new ways of working, shopping and socialising. As a result, there has been an increased desire to cycle and walk and access green infrastructure. With this has come a heightened awareness of the environment and how transport effects our quality of life, which is covered in the Sustainability and Quality of Life chapters.

We are going through large changes in the transport sector. Our society, economy and environment are all rapidly changing and as a result, the way we travel and the way we will work and shop in the future is also changing.

Policies

This section provides a summary of the policies in this chapter.

Policy 1

We will plan and prepare the county for future challenges and changes to ensure the best for our society, environment and economy, and to actively review these developments through time.

What this means in practice:

- Future changes and challenges in Norfolk may be different from other parts of the country so solutions should be found that are tailored to Norfolk's needs. Working with communities and companies to predict, and respond to, changes can also boost the local economy.
- Norfolk will be best placed to identify and respond to future challenges. We will be able to take a leading role in preparing for the future, and not be left behind the rest of the country.
- Appropriate evidence and data gathering will enable us to identify future challenges and help us react faster to these changes, and therefore avoid the negative consequences.

Policy 2

The priority for reducing emissions will be to support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels; this includes the facilitation of necessary infrastructure.

What this means in practice:

- We will facilitate changes in the ways that people travel so that people choose to travel more by walking and cycling or new travel modes like e-bikes and e-scooters.
- We will work with partners in the private sector to make sure that the necessary infrastructure for cleaner vehicles, like charging points, is put in suitable places and are sufficient to encourage people to take up the use of these vehicles. This could include working with the private sector to create a market to provide charging points that satisfies and promotes the demand for electric cars; or to work with passenger transport operators to promote the conversion from diesel operation to electric bus and rail operation.
- Working in partnership to support and deliver infrastructure will enable the council to take a leading role for the market to follow, without shouldering the full financial burden.
- Developing an Electric Vehicle (EV) strategy will help us build EV technology into future infrastructure decisions. EV technology is integral to achieving environmental targets and carbon neutrality.

Policy 3

Innovation and new technologies will be embraced and used proactively in order to achieve our vision, including responding to new targets set by the recently adopted environmental policy.

What this means in practice:

- We will lead in trialling new technology suitable for Norfolk and learn from developments elsewhere. We can build strong partnerships with other sectors that will make Norfolk more resilient to environmental challenges.
- This might mean the use of apps, where the technology is robust, for monitoring how people use the network, or to monitor air quality, or innovative solutions to encourage electric vehicles or e-scooters. Trials of e-scooters are underway in Norwich and Great Yarmouth. These trials, alongside others across the country, will help to inform future government legislation about this new type of vehicle
- The use of new technology will come forward more quickly if we are not reliant on other places adopting it first and might not be suitable for Norfolk. New technology is going to be vital in monitoring success on interventions, so money isn't wasted on projects that don't work for Norfolk.
- We will make the most of data from work done at other locations but also lead in trialling innovative technologies and share information.
- Sensors, apps, data, and surveys can better inform where we target our future budget for maintenance, safety and accessibility and sustainability, which will be covered further in the later chapters.

Policy 4

We will work with people to shape the way they travel, why they are travelling and whether they need to travel, encouraging behaviour change and interventions that can help to increase the use of sustainable transport.

What this means in practice:

- The support of people and communities is vital in making successful interventions in sustainable transport. People need to understand and support changes to encourage uptake of sustainable transport. If infrastructure changes are made without the support of Norfolk residents and businesses, they will be less successful, and it will take longer to see any benefit from investment.
- We will engage with communities to understand their needs and encourage and assist people to use more sustainable transport. This includes working with residents of new developments through our AtoBetter programme. How to influence the design of new growth is dealt with in Chapter 5: Delivering a Sustainable Norfolk
- Covid-19 has accelerated changes in behaviour. We have recently undertaken a survey of households to see how travel has changed through the Covid-19 pandemic. This will enable us to better plan for changes in travel behaviour.

Introduction

Our population and economy are growing and shifting in form, technology is developing fast and increasingly offering new solutions to help solve the social, economic and environmental issues we face.

Environmental policy is setting targets that need to be achieved in ambitious timelines. This chapter covers the challenges, changes and trends transport is facing now, and in the future. We are setting policies that will shape the future of transport and the technologies which will help ease congestion and emissions and improve safety, accessibility and movement in our county.

The chapter also covers behaviour change: what it is, why we need it and how it can help in adapting to and mitigating climate change in the future. The transport sector is the most polluting sector in the UK hence it is vital that we do everything we can to change this in order to reduce our impact on the climate and all the social, environmental and economic consequences that come with this.

It is difficult to predict the future. This is perhaps especially difficult now, given that Covid-19 has had a major disruptive impact in the way that people live, work and travel. However, Covid-19 also shows that people are adaptable to change and has – in many respects – simply accelerated changes, like working from home, that society was in any case going through. This chapter sets out some of the things which could be expected in the years to come. Our population is growing, becoming older and moving to urban centres (although there is some evidence of change to this trend recently). Our lifestyles are becoming more instant and less structured. Our technology is advancing and has the ability to combat the challenges we may face in the future; or react more quickly to change. Our society has the power to make rapid changes to also overcome the challenges of the future.

Evidence and Challenges

Along with the rest of the UK, the population of Norfolk is growing. Currently, Norfolk has a population of 900,000 people. By 2036, this is expected to be over one million. The growth in population needs to be managed if it is not simply to increase pressure and demand on the transport network.

Road traffic growth could have negative effects on air quality, climate change, the environment, society and the economy. This can be minimised through embracing innovative new technologies, like clean fuels where people will still need to travel by car, and focusing on changing people's travel behaviours to those that are more sustainable.

In Norfolk, urbanisation is occurring with more people moving out of rural parts of the county and into the urban centres such as Norfolk's towns and Norwich city centre, although we are seeing evidence that the pandemic might change this. Unless we help people to use more active travel modes, there could be an increase in congestion and higher levels of air pollution. As people in urban areas and market towns might not need to commute as far for work, cycling and walking will be a more feasible option. Public transport is often well connected in urban areas where transport hubs and interchanges can be found.

We have seen an increase in people walking, cycling and using other forms of active travel recently, especially, during Covid-19 lockdown. New options such as e-scooters are becoming increasingly popular even though, at present, their use is very strictly limited. Through being acceptive of change and encouraging innovation and technology, these moments of change can be harnessed, and have beneficial impacts on the transport network and environment.

Many people live outside our urban areas and market towns, and face challenges of accessing jobs and other services, particularly if they do not have a car. These issues are covered further in Chapter 8. This chapter considers how technology might help people be more connected: through better broadband to enable virtual connections; through electrically assisted cycles, which extend the range of bike journeys; or bus information through phone apps.

The LTP consultation showed that people in rural areas are concerned by the unreliability of the bus service, particularly where older people have to wait outside, not knowing when or if a bus will turn up

Norfolk's population is also ageing. With this comes transportation problems and an increasing risk of isolation. The most common transport issues for elderly people, as identified by Age UK, include:

- The lack of sufficient transport links for elderly people in rural locations to healthcare and other vital services
- Transport not being convenient or comfortable for elderly people
- Lack of encouragement to use more active modes of transport for both physical and mental health.

In the UK, the population aged 65 and over increased by 37% in rural areas between 2001 and 2015 and increased by 17% in urban areas. Rural areas are often disadvantaged in terms of access to services and activities due to the low population density in these areas making the provision and maintenance of service infrastructures difficult and expensive. There is some evidence that, because of the pandemic, there has been an increased demand for people who want to move to rural areas.

Society and the economy are changing. People are behaving differently, due to various external factors such as improved technology and communication, meaning people do not have to travel as much or as far. We have seen an acceleration of this behaviour recently during Covid-19 restrictions. The average number of trips per

person across all journey purposes and modes shows a downward trend in the UK. These trends are showing a decrease in trips for work, education, shopping, visiting friends and relatives and personal business between 2001 and 2016. New technologies and ways of communicating such as Skype, online shopping and the ability to work from home are influencers on this.

In England there has been a 24% drop in shopping trips between 1995/97 and 2013

Trends are showing that the gig economy has more than doubled in size over the past three years. This is a labour market characterised by the prevalence of short-term contracts or freelance work, as opposed to permanent jobs. The gig economy is driving a shift away from the traditional nine to five working hours and hence rush-hour congestion could ease. The gig economy can also alter people's personal behaviours as it enables near-instant services such as Uber and Deliveroo. Changes to how people work is also influenced by the ability to work from home. Thanks to new super-fast connectivity technologies, it is now easier than ever to work from home by using laptops and carrying out video conferences. With the growth in popularity of flexi working, or the closure of office accommodation by employers following Covid, the future could see a decline in the peak congestion times and rush hour when people start and finish work: a growing number of people will be commuting at different times or not needing to commute at all.

Popularity in ordering goods online has dramatically increased within the last few years. Due to this, fewer people are making journeys to retail areas which could in the future take more vehicles off the road. However, increasing online purchases could see an increase in delivery vans or lorries due to a higher quantity of deliveries being made.

Another behaviour trend is delayed car ownership. The percentage of young people obtaining driving licences has decreased in the last 20 years. This could be put down to the high cost of learning to drive, high cost of insurance for young people and the financial insecurities of millennials. Alongside this, technological change is also influencing the trend and reducing the need to own a car.

Young people especially are increasingly aware of climate change. This awareness is only expected to grow in the future and hence cycling, walking and public transport could become more popular as these are more sustainable modes of transport.

As Norwich in particular has a large young student population, it is likely to see an increase in the usage of these forms of transport as they are cheaper and align with the climate conscious attitudes of the young. However, Norfolk on a whole is a rural county which makes transport via these more sustainable modes difficult for those living in rural areas and the elderly. It is therefore vital in the future that Norfolk

embraces new technologies to enable those in rural locations to also move in a low-carbon manner.

Technology, innovation and behaviour change have the ability to bring about rapid change when used together.

Strategy for delivery

- Plan and prepare for future changes and challenges. We will embrace new initiatives where these have positive benefits for Norfolk. This might include initiatives such as the use of autonomous vehicles, but we will only do this where it can be demonstrated that these initiatives will bring positive benefits
- Be proactive in using new technology and new methods, for monitoring outcomes, information provision and in our delivery, where these are shown to be robust and effective
- Support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels
- Help people to effect a change in the way that they use the transport system to one that is better for the environment, and people's mental and physical well-being.

Planning for change

Policy 1

We will plan and prepare the county for future challenges and changes to ensure the best for our society, environment and economy, and to actively review these developments through time.

Given its unique geography and socio-demographic make-up, Norfolk will face its own unique challenges. The Local Transport Plan sets out how we will respond to these, whether they be from climate change or lack of rural access to services. Appropriate evidence and data gathering, together with working with local communities, businesses and other interests, will enable us to identify future challenges and help us react more quickly to these changes.

It will be necessary to understand what these future challenges might comprise and be prepared to be agile to act to find tailored solutions. Evidence and data gathering will enable us to identify future challenges and help us react faster to these changes, and monitor outcomes. We will take a leading role in preparing for the future, being pro-active in our use of innovation and new technology to ensure that the county is not left behind.

Technology

Policy 2

The priority for reducing emissions will be to support a shift to more sustainable modes and more efficient vehicles, including lower carbon technology and cleaner fuels; this includes the facilitation of necessary infrastructure.

Technology has the potential to reduce transport congestion and emissions and improve safety, accessibility and mobility. Technology therefore plays an important role in shaping how the future of transport will look both in Norfolk and all over the world.

The 2040 ban on the sale of all petrol and diesel cars and vans will promote the uptake of electric vehicles, which are already becoming popular. The UK government aims to invest £1.5billion in ultra-low emission vehicles by 2021, further evidence to suggest that a growth in these vehicles can be expected in the future.

UK Climate Change Committee analysis shows that technological change alone is not enough to reach the UK's net zero goal, social transformation is also required.

Currently, Norfolk lacks an extensive electric vehicle charging network. Most local authorities, including Norfolk County Council, lack the funding and expertise to provide facilities although the market is increasingly providing charging points. With the phasing out of petrol and diesel vehicles and increasing interest in low-emission vehicles, it is likely this will be increasingly rolled-out. Charging points tend to be focussed in urban areas and town centres where there will be most usage. These are also usually the areas with the poorest air quality. The county council is developing its EV strategy and will need to consider whether there is a role for local authorities in providing charging points. This might be in rural areas where market penetration is low. The county council already works with developers and district councils the planning authorities, on provision in new developments.

The county council is also refreshing its walking and cycling strategy. This responds to government's recently published Gear Change which sees England as "a great walking and cycling nation" with "half of all journeys in towns and cities being cycled or walked by 2030."

Policy 3

Innovation and new technologies will be embraced and used proactively in order to achieve our vision, including responding to new targets set by the recently adopted environmental policy.

We are going through a revolution in transport. Applications like Google mapping have collected data on a scale that could not have been envisaged a decade ago. Trials of autonomous vehicles are ongoing; many vehicles on the road today have technology such as lane-assist systems, adaptive cruise control and self-parking that enable them to be semi-autonomous. Such systems can place demands on the transport network, and will affect how we manage and maintain the transport network in the future, but utilization will make the networks perform more efficiently.

The government is investing significantly into the research and development of Connected and Autonomous Vehicles (CAVs), also known as self-driving or driverless cars or other vehicles. Over time, CAVs are likely to have numerous impacts on how we move people around and how we manage highways. These include:

- Providing opportunities for people to connect

- Improving access, especially for those unable to use traditional vehicles. This consequently reduces isolation especially in rural counties such as Norfolk
- Improving road safety through sensors and communicating with other vehicles
- Reducing congestion by using intelligent technology such as planning routes to avoid traffic and communicating with other vehicles on the road network.

Innovation in the bicycle industry is also shaping the future of transport. E-bikes are becoming increasingly popular as they make cycling accessible to different abilities, make journeys faster and more comfortable and make journeys less exhausting by assisting the rider. A growth in E-bikes in the future would mean a greater demand for safe cycling infrastructure on key routes and a reduction of congestion and carbon emissions, especially in urban areas. (Policy 15, in Chapter 8: Increasing Accessibility, sets out our ambitions and intentions for active travel measures.)

In Spring 2020, Norwich launched its own bike sharing scheme called 'Beryl Bikes'. This has placed 600 (manual and electric) bikes on the streets of Norwich

An increase in bike sharing schemes is also leading to the growth of cycling as it makes biking easier, cheaper and more convenient which has the potential to prompt a modal shift towards cycling. Bike sharing initiatives promote the cultural shift towards more sustainable living. Therefore, a future scenario for Norfolk would be improved accuracy in data for popular cycle routes to make informed decisions and plans, increased cycling in urban areas, especially areas with access to bike sharing schemes.

Developments in technology and data collection have also led to the creation of smart traffic management systems. These are systems where centrally controlled traffic signals and sensors regulate traffic flow through a certain area in response to demand. This technology is able to reduce congestion and emissions as it is able to alter signals as and when it is needed and facilitates more efficient driving. Smart traffic signals are able to sense the type of vehicles in a certain traffic flow and hence in some cases provide bus priority. In the long term, this has the potential to make public transport more reliable and possibly change people's perceptions of public transport, prompting greater uptake in its usage.

Advancements in technology and data collection is enabling the growth of Mobility as a Service (MaaS) and seamless transport. MaaS bundles a variety of transport modes together and enables you to plan, pay for and use the modes of transport via one app or card. This makes the use of public transport far easier and seamless hence making it a more attractive choice of travel.

Norfolk is beginning to move towards this with relation to bus services with the A to Better journey planner. It is therefore likely that in years to come, multi-modal services will be increasingly used in our county.

Behaviour Change

Policy 4

We will work with people to shape the way they travel, why they are travelling and whether they need to travel, encouraging behaviour change and interventions that can help to increase the use of sustainable transport.

People's behaviour is often deeply engrained. We need to make it easier for people to change their habits and make sustainable choices about how they choose to travel. This requires more than just infrastructure improvements.

Behaviour change in transport is capable of reducing people's dependence on cars in order to reduce congestion and emissions, and increase the use of active modes of transport, all of which have a positive impact on our environment and health and wellbeing. This means working with people and communities in understanding their points of view and working up solutions together with engagement on development and delivery of individual interventions. Behaviour change initiatives, used alongside transport provision, will ensure that infrastructure is used to its full potential.

Integrating behavioural change strategies into transport developments will enable substantial shifts in how we travel. The Department for Transport states that to be successful in enabling change, new behaviours should seem:

- More advantageous: perceptions of costs and benefits change
- More 'me:' behaviour fits in with perceptions of self or aspirations
- More prevalent: increased awareness of who else is doing it
- More doable: increased confidence in ability to change
- OR make people's old behaviour seem less of any of the above.

We will engage with communities to understand their needs and encourage and assist people to use more sustainable transport. This will be done as part of our transport delivery to reduce impacts on the environment and benefit society and the economy.

Chapter 5: Delivering a Sustainable Norfolk

Introduction and chapter summary

This chapter deals with:

- Growth. Consideration of where new development should go to be best placed for the needs of communities and residents.
- Economy. Ensuring good links to services, jobs, education and skills by sustainable transport methods.

The chapter sets out that:

- As a council we need to meet the needs of the present population of Norfolk, local businesses, and tourism industry without restricting future growth and our ability to meet the demands of future generations. This includes making sure we respond to changes in government policy on development to make it work for Norfolk.
- New developments must consider whether they are in an air quality management area (AQMA), where air pollution is above national targets. Where we have declared an AQMA an action plan sets out measures to work towards an improvement of the air quality in the area. Therefore, this should be considered in the location of new development so increased travel doesn't cause further problems. Air quality is also covered in more depth in the Quality of Life chapter.
- We need to embrace new technology to monitor and respond to how journeys are changing to inform how we respond to the developing needs of existing and new communities. Using technology to inform travel plans.

Public highways and transport networks have a significant influence in shaping the place in which we live. Transport infrastructure connects communities and services together and plays a vital role in the way people move around and access the wider world. It also plays an essential part in the economic vibrancy of Norfolk connecting us to each other and the rest of the country.

Policies

This section provides a summary of the policies in this chapter.

Policy 5

We will work with partners to inform decisions about new development ensuring they are well connected to maximise use of sustainable and active transport options. This will make new developments more attractive places to live, thus supporting a strong sense of the public realm.

What this means in practice:

- We will work with partners to try to ensure that new developments are located in suitable areas with access to services and leisure facilities via sustainable and active transport and not in areas that would be reliant on the private car.
- If this were not the case, people will be reliant on private cars or, if they don't have a private car, are likely to struggle to access services, leading to social isolation and economic disadvantage.
- We will seek to ensure new developments are well-connected to bus networks: it can be difficult to add or change bus routes after a development has been inhabited, and changes to routes could take a long time to introduce.
- New developments with insufficient transport options could lead to social isolation and the inability for people to access services.
- Development without considering transport first could lead to unnecessary congestion and strain on the highway network causing more problems in the future.

Policy 6

We will work with the development community and local stakeholders to ensure greener transport solutions are embedded in land-use planning to significantly reduce traffic generation by private car. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is in place. We will seek that any carbon impacts are monitored and offset by locally applicable measures. As part of our ongoing work on developing guidance for how we will deal with new development we will amongst other things consider how to establish carbon plans and budgets and devise methodologies to achieve carbon neutrality.

What this means in practice:

- The county council will engage and work with partners to ensure, where we can, that: development is planned with active and sustainable travel in mind; we secure contributions to active travel infrastructure from developers so that negative impact from developments is minimised; travel plans for new developments are secured and enacted; and carbon (arising from travel to and from the new development) is taken into account
- We will seek to ensure that measures supporting an uptake of cycling and walking, or by bus, in communities are provided as part of the development. Without developer contributions cycleways to encourage active travel and reduce reliance on private cars can be delayed until funds can be found, or not built at all.
- Development can put unnecessary strain on the network without interventions such as road improvements to access the development without disrupting through traffic.
- We are, however, only able to secure measures that directly mitigate the impact of a development as defined by a planning consent.
- The way that these contributions are secured in the future might change as government reforms planning.

Policy 7

In air quality management areas development will need to demonstrate its positive contribution to tackling the air quality problem.

What this means in practice:

- Air quality management areas are places where the national air quality objective for a specific pollutant is exceeded. New developments will not automatically make these emissions worse but could provide funding to provide positive intervention such as new cycle routes and footways to local amenities and schools so fewer existing and new residents need to use cars.
- We could simply raise an objection to planning applications (on which we are consulted as highway authority) where they fall within an air quality management area, but this would constrain housing from coming forward, particularly in locations where it is otherwise well-sited. The preferred policy will result in new developments helping to address air quality problems. It would mean that developers would need to demonstrate how development would address air quality or bring forward measures to address the issue. The National Planning Policy Framework requirement is for a proposed development to mitigate the impacts on air quality only.
- Interventions made by new developments can help air quality with sustainably built housing (eg including electric vehicle charging points) and interventions such as putting in place robust travel plans, car sharing schemes and better broadband (to minimise travel).

Achievements

- ★ We have a strong track record of working in partnership with Local Planning Authorities to develop planning policy such as the Greater Norwich Local Plan. The county council is a partner in the process to help develop and influence that plan to align with county transport objectives.
- ★ AtoBetter is a sustainable travel scheme that works with the community to offer free travel advice to aid people make the best travel choices. This is helping people make journeys as easy as possible and enables more journeys by foot, bike, public transport and car sharing.
- ★ Bringing forward and supporting large growth areas. New ways of working to deliver growth and bring forward strategic infrastructure together, leveraging in both public and private investment. Working with Transport East, Long Stratton bypass and West Winch Housing Access Road – both required to enable housing growth – have been identified in the Major Road Network programme for government funding.
- ★ Attleborough, Thetford and Great Yarmouth Growth Deal: Success in securing growth deal funding through the New Anglia Local Enterprise Partnership capital growth programme. This included packages of measures to reduce traffic congestion and improve sustainable transport in order to sustain and bring forward economic growth in the towns.

Evidence

The economy of Norfolk has particular strengths in sectors such as agri-tech and clean energy but lags behind in other areas. Across Norfolk house-building rates are insufficient to meet the calculated need for housing. Investment in housing and jobs growth can be constrained by perceptions that Norfolk is cut-off from the rest of the country; or because significant improvements to the local networks need to be provided to make the developments acceptable, but these cannot be afforded making the development slow to come forward. (Connections between major places within the county, and to major places outside, are dealt with in Chapter 6: Enhancing Connectivity.) As well as encouraging and enabling housing and jobs growth in the right places to come forward, we need to ensure that this growth is sustainable and does not lead to worsening problems.

The Norfolk Strategic Infrastructure Delivery Plan sets out Norfolk's priorities to help deliver significant economic growth in Norfolk for the next ten years. This is a coordinated approach to growth and transport investment to unlock potential and link people to jobs, homes and local amenities.

District Councils' local plans set out the housing requirements and details of where this, and economic growth, is planned. The county council works closely with district councils in the preparation of these plans and is a consultee on individual planning applications. Planning for the Future White Paper, August 2020, might affect the strategy for delivery in the future. However, government has not yet finalized the full detail of changes to the planning system so it is not clear what changes this could mean for local authorities. This will continue to be monitored and our strategy could be amended accordingly.

Challenges

- We must ensure that the impacts of development are fully met to maintain the function of the transport networks.
- Delivering housing need in locations that minimise the need to travel.
- Forward funding infrastructure to enable growth in the future.
- Balancing growth with its transport and environmental impacts.
- Over the next ten years the population of Norfolk is set to rise by approx. 50,700. With the increase in population new jobs and homes will be needed and there will be additional journeys as a result. We need to ensure these do not lead to detrimental impacts such as an increase in carbon or road congestion
- Norfolk needs to be attractive for new businesses and industries to come to the county.
- Making sure that, where there is an increase in travel, the networks (active and public travel, road and rail) can cope with growth and that public transport options are available.

Strategy for delivery

- Providing advice to local planning authorities and on individual proposals to ensure development is well located and laid out in such a way that it achieves our Local Transport Plan objectives

- Consideration of new settlements to be well connected to services through sustainable and active modes of transport
- Developing the Infrastructure Delivery Plan
- Developing strategies and implementation plans for major growth locations
- Developing the case for funding to promote sustainable growth, housing and employment
- Developing transport strategies to support the vitality of town centres
- Developing our development management and design guidance to enable new growth to deliver increases in sustainable transport (including commercial bus services)
- Travel planning.

Growth and Development

To deliver the most sustainable possible growth in Norfolk, Norfolk County Council needs clear, aligned planning and transport objectives.

The county council recognises the need to develop and follow clear policies and guidance to inform the delivery of growth. Allocation of sites in local plans allows local planning authorities to identify strategic sites that will be delivered, or started, in the period of the plan. By helping local planning authorities to identify sites, we can make sure that development is well-connected to local services, and that consideration is given to the appropriate infrastructure that will be needed to deliver it sustainably.

Policy 5

We will work with partners to inform decisions about new development ensuring they are well connected to maximise use of sustainable and active transport options. This will make new developments more attractive places to live, thus supporting a strong sense of the public realm.

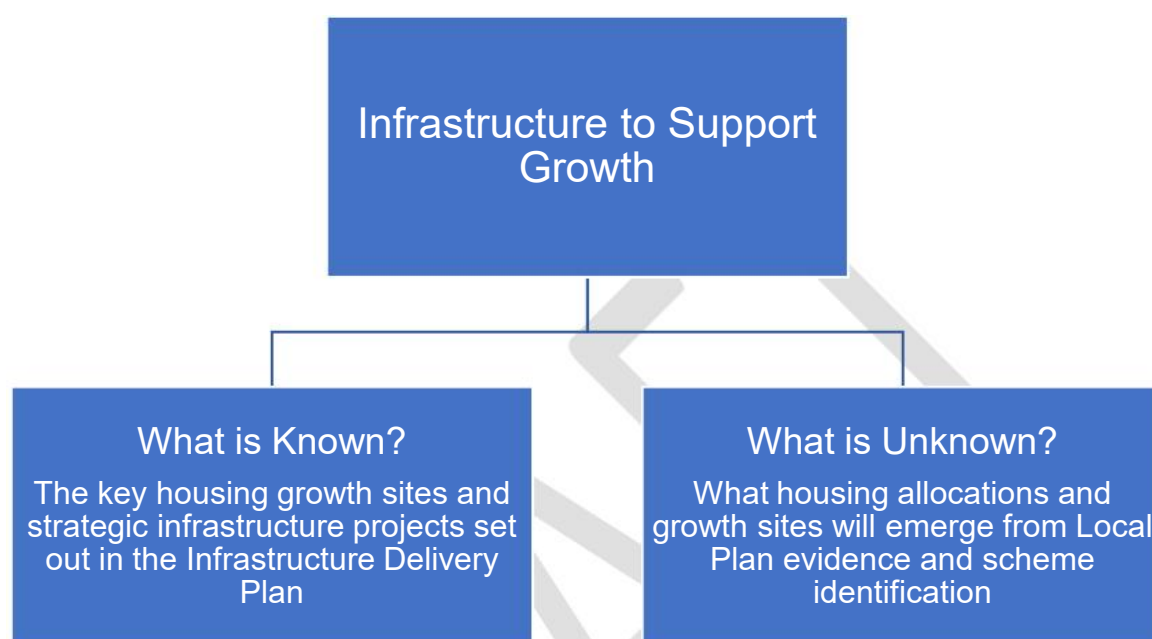
The county council will work with – in particular – the development industry and district councils, who produce local plans, to seek that new development must: take into account access to education and schools; minimise the need to travel; support active travel; support travel planning through schemes such as AtoBetter; and enhance and protect the strategic network. We recognise the role that rural areas including market towns, key service centres and village clusters will play in housing growth.

To support clean growth, our advice will be that new sites must be in locations that promote active travel, and public transport, with good links to local services, but especially education and skills. This was reflected in the public consultation, where people showed a strong desire to see more sustainable transport options championed in the region, particularly in rural areas where this is currently a challenge. Active travel will also help air quality in areas with congestion.

We will:

- Support the production of an evidence base for planned sustainable growth

- Strengthen partnerships and provide clear guidance on the requirements of growth to:
 - Contribute to the Norfolk County Council Environment Policy
 - Promote active travel
 - Work with county council service delivery and help provide access for all.
- Support robust enforceable travel plans.



Policy 6

We will work with the development community and local stakeholders to ensure greener transport solutions are embedded in land-use planning to significantly reduce traffic generation by private car. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is in place. We will seek that any carbon impacts are monitored and offset by locally applicable measures. We will consider how to establish carbon plans and budgets, and devise methodologies, to achieve carbon neutrality in new developments.

As part of our work with local planning authorities on their plans, and in responding to individual planning applications, we also influence the layout and design of new housing areas. This is to ensure, as far as we are able, that they can be served by good bus links and have suitable walking and cycling (as well as general traffic) links. As part of this, we also consider things like the provision of charging points for electric vehicles in new developments. More detail on this is in our separate, more detailed development management and residential estate layout guides.

We will seek to work with the development community to ensure that transport planning is connected to land use planning to significantly reduce traffic generation

by private car and ensure greener transport solutions are embedded in the design process. We will also work to ensure that the necessary infrastructure to support the transition to a clean transport network is put in place as part of the development proposals. We will seek that any carbon impacts are monitored and offset by locally applicable measures. As part of our ongoing work on developing guidance for how we will deal with new development we will amongst other things consider how to establish carbon plans and budgets and devise methodologies to achieve carbon neutrality.

Our travel planning team, AtoBetter, works with developers on the larger housing sites to agree travel plans that set out the measures that will help and encourage people to make sustainable travel choices. These plans, and their implementation, are funded by developers.

New developments in areas of poor air quality

Policy 7

In air quality management areas development will need to demonstrate its positive contribution to tackling the air quality problem.

Chapter 7: Enhancing Norfolk's Quality of Life deals with air quality in more detail. It notes that there are currently air quality management areas, where the annual average levels of nitrogen oxides (NOx) exceed recognised thresholds, in parts of Norfolk. New development in these areas could, if no action is taken, contribute to a worsening of air quality whilst also increasing the numbers of people living (or working) in areas with poor air quality. However, in other respects, these locations might be well-suited to new development because they are in places with good access to other services and facilities. We will therefore take an approach where we require developers demonstrate how their proposal can address air quality or bring forward measures to address the issue. Interventions could include sustainably built housing (eg including electric vehicle charging points), active travel networks, robust travel plans, car sharing schemes and better broadband (to minimise travel). Rather than automatically recommending a refusal to development in certain areas we will judge each development on how they propose to mitigate air quality issues.

Innovation

Norfolk County Council and the local planning authorities will need to work even closer together to deliver housing and commercial land that benefits the people of Norfolk and allows for growth in a sustainable way. We need to gather more evidence to understand what journeys people are making, and the journeys people will be making in the future, whether social, economic, or for tourism.

New ways of data collection such as sensors can better inform the decisions, and interventions, we make to ensure people can access services and leisure activities without putting additional strain on the highway network. This includes helping people access information on route planning. The use of new technology in the way we monitor air quality can help us better understand causes and therefore make the most suitable interventions in the most suitable areas, maximising investment and benefit.

Chapter 6: Enhancing Connectivity

This chapter deals with connectivity. This refers to the major connections that people have to make:

- Between the major places within the county; and to major places outside. The strategy sets out that improvement to the major road and rail connections remain a priority for the Local Transport Plan. There must however be a shift to less polluting vehicles using these strategic connections.
- Getting to the major urban centres and market towns to access vital services that people need such as employment, education, health services and retail. For these trips, connectivity will be improved from surrounding rural areas with the focus being on clean transport modes including electric vehicles, public transport and walking and cycling.

Chapter 8: Increasing Accessibility deals with local connectivity and accessibility, such as making trips within built up areas by walking and cycling. The Quality of Life Chapter (Chapter 7) deals with how we will seek improvements to air quality and a reduction in carbon emissions. This considers aspects such as the modes of travel that people choose to make (by bus, car, etc.) and the types of vehicle that people choose, and how these might be made more efficient.

Good connectivity is vital because when people choose to travel it allows them to easily get to where they need to, whether to work, education or visiting friends and families. Connectivity is especially important for businesses because delays in delivering goods, or unpredictable journey times, cost money. Without good connections to other parts of the country many businesses might not choose to stay in, or move to, Norfolk.

Policies

This section provides a summary of the policies in this chapter.

Policy 8

Our priority will be to improve major road and rail connections between larger places in the county, and to major ports, airports and cities in the rest of the UK.

What this means in practice:

- We will work with partners and make the case for investment to the rail network and trunk roads, which the county does not manage or maintain, to seek improvements
- We will seek quick, reliable journey times for longer-distance journeys where there is the highest need as we see this as important to support, in particular, our economic objectives. Initial analysis of the long-term impacts of Covid-19 suggests that these longer-distance trips will remain important over the longer-term (and might even be of increasing importance as people choose to live in places like Norfolk and visit their workplaces in the capital on a relatively

infrequent basis, rather than living in London and commuting to work in the capital every day)

- Our priorities will be the A11 (bottleneck junctions at Thetford and Mildenhall Fiveways) and A47 trunk roads (dualling), Norwich Western Link, the Major Road Network (Long Stratton Bypass, West Winch Housing Access Road, A47/A17 Junction), connections to Norfolk's transport gateways (quick, reliable connections) and the rail lines connecting Norwich to London (more frequent 90 minute journeys, half-hourly frequency), Peterborough and Cambridge/Stansted (more capacity, faster journeys), East West Rail (services from Norwich via Cambridge to the Midlands and southwest England) and King's Lynn to Cambridge/London (half hourly frequency)
- Strategic connections are important for many of the businesses in the county as well as providing vital links for residents and visitors
- It is important to secure investment in their improvement to support, in particular, economic objectives. If journey times, and reliability of journeys, to Norfolk from other major places in the country do not compare well with similar places it is likely that investors would choose instead to invest in other locations, putting the economic prosperity of Norfolk at risk. Policy 9 sets out that there must be a shift to cleaner transport modes on these major links.
- The importance of the above rationale will be kept under review whilst considering the long-term implications of changes arising from the pandemic, but initial analysis suggests they still hold true.

Policy 9

Our priority for improved connectivity will be that the network is used by clean transport modes.

What this means in practice:

- When seeking improvements to the strategic connections we will endeavour to secure, design and implement them in a way that encourages clean transport modes. This means low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling
- This means we will seek to influence the choice of vehicle type or how people choose to travel instead of hoping that individuals can make an informed choice, taking into account factors like their journey's impact on climate change, rather than simply their convenience
- The chosen policy will support our environment policy and emerging government policy. The policy will help to contribute to reducing carbon, improving air quality or the better physical and mental health of people through active travel whilst ensuring that major connections – necessary to support the economy – are suitable for their strategic purpose of transport large numbers of people efficiently and effectively.

Policy 10

We will seek to improve connectivity between rural areas and services in urban centres.

What this means in practice:

- Residents in rural areas need to access employment and services, which are often based in urban areas.
- To connect rural areas to the services and facilities centred within the market towns and urban areas, we will focus on improving the connections between them. This will comprise a variety of actions including: extending sustainable walking and cycling networks in the urban areas to connect with longer-distance facilities; working with public transport operators to improve services and infrastructure connecting into settlements (this is covered in the Accessibility Chapter; Chapter 8); and – recognising the significant role that car travel will continue to play in the future – improving some of the road links and connections. This ties in with our policies set out in A Well Managed and Maintained Transport Network (Chapter 10) where we state that we will prioritise main roads that have most usage
- This means that resources would be targeted to the above connections, rather than on improving connections in rural areas, which would result in improved connectivity within rural areas, but would not necessarily help people to access the urban areas and market towns
- People are increasingly working at home following changes to their habits during Covid-19 lockdown. Often, people need to make local trips to market towns and urban areas, replacing trips they would have previously combined with their journey to work. An improvement to the connections will help people to make these trips and will support the economies of the service centres.

Achievements

- ★ Greater Anglia rail franchise has delivered:
 - New rolling stock on all routes
 - Start of Norwich in 90 services
 - Extension of Norwich-Cambridge service to Stansted Airport
- ★ Improved connectivity in our built-up areas:
 - Major changes in Norwich including cycle network and removal of traffic from the retail and business centre, ensuring the city centre retains its place as one of the country's top retail areas, supports the visitor economy and remains attractive for business investment
 - New bus station in Thetford
 - Improvement of walking and cycling connections between the rail station and market place in Great Yarmouth. This is a key gateway to the town and the improvements have made a real difference to the impression visitors have on arrival.
- ★ Completion of Broadland Northway (Norwich Northern Distributor Road), fully opened to traffic in April 2018, and completion of A11 dualling (December 2014)
- ★ Commitment to over £300m of investment from government for the A47 including:
 - Easton to Tuddenham dualling
 - Blofield to Burlingham dualling
 - Wansford to Sutton dualling

- Thickthorn (A11/A47, Norwich) junction
 - Guyhirn junction
 - Junctions at Great Yarmouth
- ★ Large Local Major Road Schemes are in various stages of development:
- Norwich Western Link. Government has accepted the strategic outline business case and awarded funding for the next stage of work. Construction is programmed for a start on site in 2023
 - Great Yarmouth Third River Crossing. Development consent and funding was secured, enabling construction to start on this project. We aim to have the bridge finished and operational by early 2023
- ★ Major Road Network improvements. Transport East has prioritised Long Stratton Bypass, West Winch Housing Access Road and A47/A17 Pullover Junction King's Lynn for funding under this stream. Government has accepted the strategic outline business case for Long Stratton Bypass and awarded funding for the next stage of work.

Evidence

Strategic connections are important to Norfolk particularly for its continued economic success. This includes connections to London and Cambridge, and to major gateways like the London airports. These major connections, however, tend to be lengthy due in part to the location of Norfolk, but also because many are not of the same high standard as elsewhere in the UK.

The county has two major trunk road routes: the A11 and A47. The A47 is a mixture of poor standard single carriageway road and dual carriageways. This leads to inconsistency of standard, creating safety issues, as well as slow and unreliable journeys.

Compared to other parts of the country, journey times from other major places to Norfolk are lengthy. The availability of rail is poor, with many places in Norfolk some distance from a rail station. There is also a limited number of destinations available by train from the county. As a result, Norfolk has substantially lower numbers of residents commuting by rail compared to the rest of the UK.

The British Chambers of Commerce (The Congestions Question: Business Transport Survey, London) found that almost 60% of UK firms consider transport infrastructure as a major influence on their business location, suggesting that physical transport connectivity remains important for businesses.

Evidence reports, such as the A47 Economic Impact Study, completed by WSP Consultants for the A47 Alliance in 2019, show the value of good strategic connections on the major road network. This found that the Alliance's three priority dualling schemes would create an uplift in gross value added from new employment of over £330m, generate over £200m in benefits from enhanced productivity and bring about benefits of £40m in regional markets by reducing delay and congestion and increasing efficiency.

The county council is refreshing its Norfolk Rail Prospectus. This sets out in detail the ambitions of the council for rail improvements and the rationale for them. This document will be used to support our work with partners to improve accessibility and connectivity by rail.

Challenges

- Slow road journey times on strategic east west links
- Limited rail connections, especially east west
- Methods of sustainable transport are often viewed as unsafe, particularly in rural areas
- Norfolk is a largely rural county with services focussed in market towns and urban centres
- Many parts of Norfolk experience slow and unreliable road journeys for motorists and buses, especially on congested networks in the towns and cities
- Many parts of the county are not close to rail stations, and even then, rail services have a limited number of connections
- Journey times between Norfolk and major destinations like London, Cambridge and major airports are lengthy. It can be quicker to get from London to many other parts of the country than to Norfolk, even if these places are further away from London than we are.

Strategy for delivery

The county council will continue to work with partners and key stakeholders to improve transport links such as working with the A47 Alliance to secure improvements to the A47 trunk road, the East West Rail Consortium (to link Norwich with direct rail services via Cambridge to Bedford, Milton Keynes and the south west of England), and other rail groups including the Great Eastern Main Line Task Force (Norwich to London rail link) and Ely Task Force (critical rail junction for King's Lynn to Cambridge / London services and a range of east west services). We will also work with developers, ports and Norwich Airport to make Norfolk an attractive place to live, work and run a business.

Transport gateways

Transport gateways are the major arrival points, and generally where there is a change in transport modes, from land to sea or air. These gateways are generally international, but gateways such as Norwich and King's Lynn railways stations link Norfolk to national transport networks.

Norwich Airport, Great Yarmouth Port and King's Lynn Port are the gateways in Norfolk linking people, business and freight to international markets. International connections are becoming increasingly important, both recreationally and economically. Norwich Airport provides holiday destinations in Europe via its link with Amsterdam Airport Schiphol allowing people to travel globally. The airport also allows for economic links for businesses, such as tech, financial services and pharmaceutical firms, with global markets and the oil industry. The ports at King's Lynn and Great Yarmouth allow manufacturing businesses to ship goods around the world as well as providing vital services for the offshore energy industry. Neither port, nor the airport, has rail connections. We will continue to work with the operators to improve connectivity.

Offshore energy is a major part of business in Great Yarmouth and the port is the principal support port for offshore energy in the southern North Sea. There are also important links to ports just outside Norfolk, such as Wisbech in Cambridgeshire and Lowestoft in Suffolk and other international gateways such as the Port of Felixstowe and Stansted Airport.

As with many transport modes international gateways will need to respond to the pressures of carbon reduction and clean air targets.

Strategic Road and Rail Connections

Policy 8

Our priority will be to improve major road and rail connections between larger places in the county, and to major ports, airports and cities in the rest of the UK.

The foremost road connections into the county are by the A11 and A47. These are both trunk roads and funding for improvements comes directly from government. They are maintained and managed by Highways England rather than the county council, which manages all other roads. Similarly, rail services are currently run by private companies on a franchise basis from government. Network Rail manage and maintain the infrastructure, including the track. Often improvements to the infrastructure are needed before the rail companies can run improved services.

The focus concentrates on improvements to these strategic networks to ensure quick, reliable journey times for longer-distance journeys. Improvements to the road network will help the longer-distance bus networks. Elsewhere in the Local Transport Plan, principally in Chapter 8, we deal with how these bus links will connect into the centres of our towns and employment areas.

Policy 9, below, sets out that, whilst there is a need to improve the strategic connections, there will need to be a shift towards clean transport modes on these links.

Strategic Priority Connections

- The **A11** which provides the main road connection to London and the south
- The **A47** providing the main east-west road connection and route to the Midlands and north of England
- Connections to **Norfolk's transport gateways**: Norwich Airport and the ports at King's Lynn and Great Yarmouth
- The **Norwich to London** rail line, providing links to London and the south
- The **Norwich to Cambridge/Stansted** and **Peterborough** rail lines, providing **links to the Midlands** and the north of England
- **East West Rail**, supporting rail services from the east through to the south west of England including the construction of a new rail line between Cambridge and Bedford
- The **King's Lynn to London rail line**, providing links to London, the south and Europe via St Pancras / Thameslink
- **Major Road Network**: improvements to the A10, A140, A134 and A146 providing regional connections.

Priorities for enhancing strategic connections

- A11 trunk road (bottleneck junctions at Thetford and Mildenhall Fiveways)
- A47 trunk road (full dualling with appropriate grade separation at junctions)
- Major Road Network (Norwich Western Link, Long Stratton Bypass, West Winch Housing Access Road, A47/A17 Junction at King's Lynn)
- Connections to Norfolk's transport gateways (Third River Crossing at Great Yarmouth, currently under construction)
- Norwich to London rail line (at least hourly 90-minute journeys: likely to require infrastructure improvements including – when linked to other improved services – a double track over Trowse Bridge in Norwich)
- Norwich to Peterborough and Cambridge/Stansted rail lines (more capacity, faster journeys, half hourly frequency)
- East West Rail (services from Norwich via Cambridge to the Midlands (via Bedford and Milton Keynes) and southwest England)
- King's Lynn to Cambridge/London (half hourly frequency throughout the day).

All proposed infrastructure schemes and route options will be subject to the appropriate range of assessments in their conception and subsequent phases including taking into consideration their full range of impacts, and consideration of suitable alternatives. (This would be the responsibility of the agency promoting the project.) We would seek early engagement with inter alia the statutory environmental bodies on major schemes so that impacts can be given appropriate consideration from the outset.

Clean Transport Modes

Policy 9

Our priority for improved connectivity will be that the network is used by clean transport modes.

We see the benefit of improved strategic connectivity, as set out above, because of its benefits to the county's economy and our residents, businesses and visitors. The above priorities for strategic connections will improve people's connectivity. However, improved connectivity needs to be achieved in a way that meets our other objectives, especially to reduce carbon and improve air quality. We will therefore look to improve connectivity by clean transport modes. That is, we will seek to achieve a change in the ways that people use the networks towards clean transport.

We use the term *Clean Transport* to talk about low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling. Increasingly, there is a range of newer ways that people are getting about including e-scooters or, for delivering goods, delivery-by-drone or autonomous pods. We talk in more detail about how clean transport modes will be promoted in our chapters on accessibility and quality of life.

Connectivity from rural areas

Policy 10

We will seek to improve connectivity between rural areas and services in urban centres.

Most services and facilities that people need to get to are sited in our market towns and urban areas. It is important that people can get to these. We set out here how we will improve this at a strategic level; our chapter on Accessibility deals with the details of this including the local connections within settlements.

To connect rural areas to the services and facilities centred within the market towns and urban areas, we will focus on improving the connections between them. This will comprise a variety of actions including: extending sustainable walking and cycling networks in the urban areas to connect with longer-distance facilities; working with public transport operators to improve services and infrastructure connecting into settlements (this is covered in the Accessibility Chapter); and – recognising the significant role that car travel will continue to play in the future – improving some of the road links and connections. As set out above, we will have a focus on clean transport modes in doing this. Good design will be important to make sure that local walking and cycling facilities are attractive to encourage all users. The county council is refreshing its walking and cycling strategy, which will include more detail, but where possible we will seek to provide cycle lanes and footpaths away from busy roads and support their use through behaviour change work including publicity to encourage use.

Innovation

New technologies are being developed at a fast rate but we must choose the right interventions to ensure maximum connectivity in a way that benefits everyone.

Innovative thinking as well as technology are needed as we must think radically in order to fulfil environmental targets.

We will trial innovative technology in different parts of the network for walking, cycling, motorcycling and car journeys by developing prototypes, preferably with local companies to also help economic development in the region. We should use technology to monitor the network to better understand which routes are used, when and why so we can then use this to inform evidence-based decisions where connectivity needs improving.

DRAFT

Chapter 7: Enhancing Norfolk's Quality of Life

Introduction and chapter summary

This chapter deals with:

- Climate change. This includes the equality and social impacts of climate change and emissions and the measures for reducing carbon, increasing active travel and reducing inequalities.
- Strategies. How strategies such as The Joint Norfolk Health and Wellbeing Strategy 2018-22 and The Norfolk Public Health Strategy shape our planning.
- Travel choice and behaviour. How we can encourage cycling and walking and smarter travel choices.
- Air quality and pollution. Understanding causes to design suitable interventions working alongside behaviour change to improve conditions in air quality management areas, street design causes
- Transport and the environment. Looking at how we can improve our built and historic environments through making changes to the transport network.
- Innovation. Using new technology and innovative ideas to improve journey planning and environmental monitoring.

The chapter sets out that:

- The transport sector has the highest carbon emissions, so intervention is needed to reach our environmental target of carbon neutrality.
- There are several areas in Norfolk where air quality falls below defined thresholds due to emissions from transport
- Priority to reducing carbon and emissions is through cleaner vehicles and mode-shift to public transport and active travel.
- We will look to enhance and conserve our built and historic environments through making changes to the transport network
- Consideration should be given to health issues in planning decisions to promote air quality (see Chapter 5: Delivering a Sustainable Norfolk)

Enhancing the quality of life of Norfolk's residents is important. The county council wants to improve the health of its residents through improvements in air quality and encouraging active travel options to improve health and fitness. Transport is a significant source of UK greenhouse gas emissions.

Policies

This section provides a summary of the policies in this chapter.

Policy 11

When making changes and improvements to our transport network, and in working with users on how they choose to use the transport network, we will seek to understand the consequences of the decisions on meeting the collective challenge of protecting and improving our global environment to meet the environmental policy target of working towards carbon neutrality.

What this means in practice:

- The Norfolk County Council Environmental Policy, alongside national and international policies and agreements, means that we have a responsibility to meet targets to reach carbon neutrality.
- As transport is a major contributor to climate change these targets can only be met through intervention on the highway network, such as encouraging electric vehicles, and sustainable and active transport options.
- People now have a greater understanding of environmental issues and expect us to take action on climate change.
- If we did not follow the policy, it would mean that we would not make changes that would help us meet carbon targets and we would see a decrease in quality of life for future generations.
- We are currently developing an Electric Vehicle strategy, which will provide a framework for encouraging the uptake of these types of vehicle and provide guidance on changes to infrastructure to meet these needs.
- As part of the work on development of this plan we have also commissioned work to understand the impact that measures will have on carbon reduction and will be able to report the outcomes in our implementation plan.

Policy 12

Our priority for tackling air quality will be to take action to improve air quality, including investigating vehicular restrictions or charging, where air quality falls below the threshold for Air Quality Management Areas. We will also embrace new ways of monitoring air quality to inform interventions, including in other areas, where this is deemed necessary.

What this means in practice:

- Air quality is integral to health and wellbeing. Good air quality enables communities in locations where people want to live and spaces people want to visit. The recent Local Transport Plan consultation showed that there is support for restricting the most polluting vehicles from entering town and city centres.
- If we took no action, urban centres will not achieve air quality targets and will also become places people don't want to visit, widening the gap between quality of life in urban and rural areas. Budget is not unlimited so priority should be given to the areas with the worst problems.
- Road transport accounts for a third of NO_x emissions and is the dominant source in urban, heavily-trafficked areas. The European Environment Agency estimates that road transport contributes to excessive concentrations about 70% for nitrogen dioxide (NO₂). Therefore, transport modes are integral to achieving environmental targets.
- Monitoring outside schools has not shown breaches of the air quality thresholds (where it is shown to be harmful to human health and requires declaration of a management zone). Therefore, we are not proposing to prioritise action outside schools specifically because of air quality. However, we do intend to be more innovative in our collection of data, which should allow a better understanding of air quality outside schools and will also look to respond to school issues either on an individual basis where problems are found, or collectively through

implementation of our policies for – amongst other things – mode shift and cleaner vehicles.

Policy 13

We will seek to improve quality of place, conserving and enhancing our built and historic environments, when we take action to improve the transport network.

What this means in practice:

- The way a community is planned, designed, developed and maintained all affect the quality of life of people living and working in it, and those visiting.
- Therefore, a sustainable and healthy transport network is an important part of making Norfolk an attractive place for people to live and work and visit.
- Where we live effects our health and wellbeing and Norfolk residents deserve to live in healthy communities and have healthy transport options.
- Transport networks should remain functional, but budget needs to be targeted in areas that improve quality of life in order to achieve wider outcomes such as better physical and mental health of people, to encourage the tourist and visitor economy, to protect the unique characteristics of our places, and to encourage economic investment and sustainability into areas. Interventions to ensure functionality of the network are covered further in the Maintenance chapter.

Achievements

- ★ Norfolk County Council has been working with district council partners through an Air Quality improvement network to develop and deliver a countywide approach, reducing transport emissions being one shared objective.
- ★ Norfolk County Council adopted an Environmental Policy in November 2019. The policy supports the aims of the government's environmental plan and has 'Supporting initiatives that lead to clean air, such as developing new proposals within the forthcoming Local Transport Plan and its supporting strategies' as a key objective.
- ★ The Norfolk Cycling and Walking Strategy recognises that cycling and walking are not only good for the environment but also our children, our health and our economy so the strategy looks at Norfolk County Council's work to support them both now and in the future. This strategy is currently being refreshed.
- ★ AtoBetter is run by Norfolk County Council but funded by developers to make journeys as easy as possible and enable more journeys to be made by foot, bike, public transport, car sharing, and to reduce the need to travel in the first place.

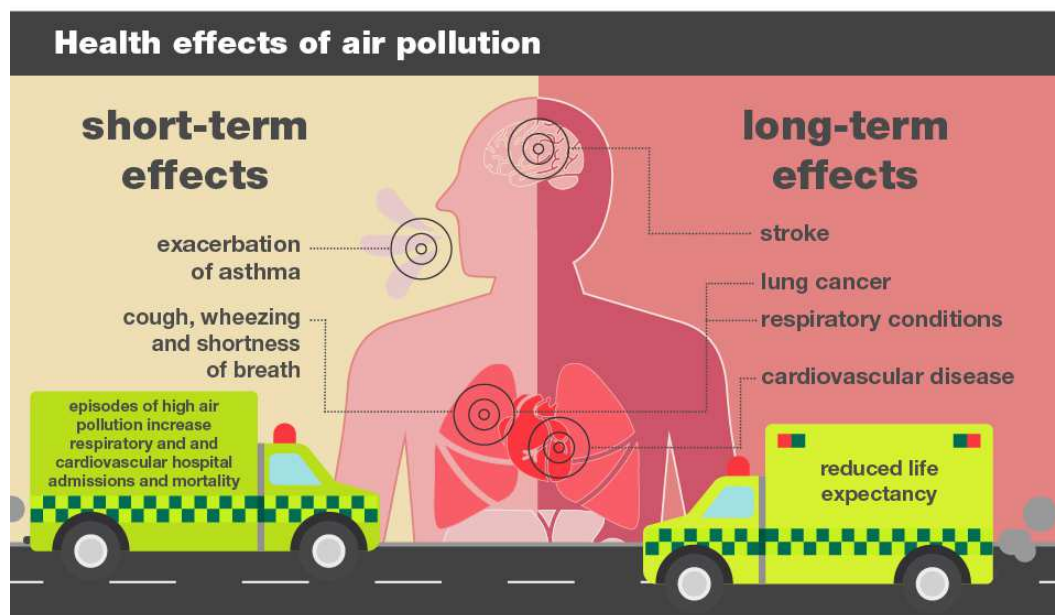
Evidence

There are various government policies which impose targets on international, national and local scales. These targets are often linked to emissions and due to transport being the most polluting sector in the UK. These targets have a large effect on transport behaviours as this is where the most emissions can be cut.

International agreements and policies are influencing what the future of transport looks like. For example, the Paris Agreement 2015 is a United Nations commitment to keep global temperature rise to well below two degrees Celsius above pre-industrial levels. This will influence the future of transport and provoke a widescale increase in low-carbon modes of transport, with growing encouragement for the usage of public transport, cycling, walking and electric vehicles (EVs).

The UK saw a 32.6% rise
in the number of EV
registrations in August
2019

Similarly, national policies are shaping the future of transport in the UK. The Climate Change Act 2008 sets the target for the UK's net carbon account for the year 2050 to be at least 80% lower than the 1990 baseline. As well as this, the UK's 'Road to Zero' strategy bans the sale of all diesel and petrol cars and vans from 2040 in order to move towards EVs and reduce greenhouse gas emissions. This was brought forward to 2035 in order to make the 2050 emissions target more achievable. More locally, Norfolk has made emissions commitments of its own. The recent (2019) Norfolk County Council Environmental Policy sets a carbon neutrality target for 2030 which will result in large changes to the way we move people, goods and services in Norfolk and will require rapid decarbonisation. Norfolk County Council is developing its Electric Vehicle Strategy to encourage the uptake and ownership of EVs.



The EU Air Quality Directive (EU Directive 2008/50/EC) sets legally binding standards for the condition of air in outdoor environments. In the UK district councils are required to regularly review and assess air quality in their area. This has led to Air Quality Management Areas being declared in parts of King's Lynn, Swaffham and Norwich. These have been declared because the annual average levels of Nitrogen Oxides (NOx) exceed recognised thresholds. There are action plans in each of these areas designed primarily to reduce emissions from traffic, improve traffic flow and support public transport and active travel options.

Data shows that, in terms of estimated fuel usage, Norwich is much lower than other parts of the county and has a lower use of diesel engines. However, air quality is also affected by background levels of pollution, traffic flows, street design, engine idling and in some cases types of green infrastructure. It can also be localised and affected by weather. Consequently, transport solutions may need to consider not only absolute volumes but also factors which may trap or otherwise cause build-up of pollutants which may otherwise be dispersed more rapidly. It is important to make sure we can measure air quality so that we can successfully manage it.

Challenges

There are issues with pollution from vehicles causing both local air quality issues and contributing to climate change. CO₂ can be reduced, and air quality improved, by replacing petrol and diesel by electric cars although, beyond the remit of this plan, there will be a need to ensure that the emissions aren't displaced to the power generation for charging these vehicles; and that other environmental impacts, such as materials required for batteries, are minimised. There is currently limited infrastructure to support a significant uptake in electric vehicles and the technology is developing at a fast rate.

Options for how we people and goods move across Norfolk is often restricted as we are a dispersed and rural county. It is difficult for some people to get to services, and there are limited alternatives to the car, especially over longer distances in large areas of Norfolk. Therefore, some approaches that can work in urban areas are more difficult in rural areas where there is currently no obvious alternative to the car.

Behaviour change is important to encourage more people to use sustainable transport but can take time and cannot be done in isolation. Reducing single occupancy car journeys in urban areas can be achieved through a modal shift alongside provision of viable alternatives.

The county council has recently adopted an Environmental Policy including an aim to work towards becoming carbon neutral by 2030. The Local Transport Plan sets out the strategy for how we will achieve this. The implementation plan will set out specific targeted interventions. It is likely that, to be successful – and also to make improvements to air quality – we will all need to change how we travel.

The county council's plan 'Together for Norfolk' sets out Norfolk County Council's ambitions between 2019 and 2025. The priorities outlined in this document include:

- Focusing on inclusive growth and improved social mobility
- Encouraging housing, infrastructure, jobs and business growth across the county

- Developing our workforce to meet the needs of the sectors powering our local economy
- Work to reduce our impact on the environment

Strategy for delivery

The Joint Norfolk Health and Wellbeing Strategy 2018-22 has a 'prioritising prevention' as a key objective both at a policy level and in decision making. The Norfolk Public Health Strategy prioritises public health action which will:

- Promote healthy living and healthy places
- Work towards the design of healthy streets
- Protect communities and individuals from harm
- Provide services that meet community needs
- Work in partnership.

Specific actions arising from this strategy include:

- Considering health issues in planning decisions and associated policies (including transport policy)
- Increasing physical activity
- Promoting open space, active travel and collaborative approaches to improving air quality
- Addressing the current inequalities in access to a sustainable transport system.
- Addressing air quality issues and the impact of air pollution on inequality.

Climate Change

"Effective and proactive planning can mitigate the threat of climate change impacts on transportation systems" – International Transport Forum, 2016

<p>Summer</p> <p>Warmer and drier with an increased occurrence of heatwaves</p>	<p>Winter</p> <p>Warmer and wetter with an increased occurrence of flooding, storms and extreme winds</p>	<p>Sea level rise</p> <p>Leads to an increased rate of coastal erosion and increased occurrence of storm surge events</p>
--	--	--

Policy 11

When making changes and improvements to our transport network, and in working with users on how they choose to use the transport network, we will seek to understand the consequences of the decisions on meeting the collective challenge of protecting and improving our global environment to meet the environmental policy target of working towards carbon neutrality.

Transport is the largest emitter of carbon in the county and, in recent years, emissions have been rising. We have recently (2019) adopted our Environmental

Policy, which alongside national policies, means that we have a responsibility to meet targets to reach carbon neutrality. The Norfolk target is to move towards carbon neutrality across all sectors by 2030. Emissions from transport on the network will need to contribute towards achieving this target. Policy 11 above reflects the adopted environmental policy. There is a separate target for net carbon zero on our own estate (ie the operations that the council directly undertakes) in our Environmental Policy.

Our strategy, set out in this plan, is to achieve a shift towards active travel and cleaner vehicles. To set out in detail how we will do this we are refreshing our walking and cycling strategy and developing an electric vehicle strategy, amongst other things. As part of the work on development of this plan we have also commissioned work to understand the impact that measures will have on carbon reduction. This shows that car and van electrification is likely to have the most significant impact on reducing carbon emissions in the county, but that accelerating the uptake is needed if we are to meet our ambitious targets. We are developing an Electric Vehicle strategy. This, and the LTP implementation plan, to be developed following adoption of the strategy, will set out how this shift will be made, together with the range of other actions we propose.

We need to ensure that transport infrastructure both mitigates climate change and adapts to it. Norfolk is a vulnerable county as it consists of a large number of coastal communities, communities close to rivers and The Broads. It is also a relatively flat and low-lying county. Therefore, it is important that transport infrastructure is adapted to climate change to mitigate the effects it will have to ensure the transport network is not compromised with a disruptive effect on the county's economy or in the ability of people to be able to continue to get to jobs and other services.

With the increasing occurrences of extreme weather events, vulnerability assessments of transport networks will become increasingly important. These assessments enhance our understanding of risk areas and certain measures which should be taken. This would provide a basis for strategic choices in order to climate proof our transport infrastructure and maintain stable transport networks and services.

Air quality and pollution

Policy 12

Our priority for tackling air quality will be to take action to improve air quality, including investigating vehicular restrictions or charging, where air quality falls below the threshold for Air Quality Management Areas. We will also embrace new ways of monitoring air quality to inform interventions, including in other areas, where this is deemed necessary.

The reduction of Nitrogen Dioxide (NO₂) and particulate matter in areas of high levels, and / or where there are vulnerable residents, is important in tackling the problem of pollution currently felt in Norfolk. Work also needs to be done to identify future problem areas and tackle emissions before they get too high. We can tackle

this by increasing the use of public transport and active travel whilst cleaning up vehicles and facilitating a shift to electric buses and private hire vehicles. Our priority will be to tackle problems in Air Quality Management Areas (AQMAs) that have been declared due to transport emissions. These are areas where monitoring has shown that NOX levels fall below thresholds.

We will also consider people's concerns in other areas, particularly outside schools. An innovative approach to monitoring air quality – through the use of apps or other equipment that has been found to produce reliable results – and the use of data should help to identify the issues and inform appropriate interventions.

In areas where action is taken it must be ensured that those less able to use active and / or public transport options are still able to access services and not left isolated.

Travel choice and behaviour

Whilst the county council can make changes to the transport system this will only be effective if people also choose to adapt the way they use the network. For shorter journeys in urban areas people perhaps have greater choice than for those in rural areas, where journeys tend to be longer and infrastructure – and public transport – provision lower. There will be different solutions for individuals dependent on their circumstances and the journeys people wish to make. Behaviour change in the way we travel is integral in improving quality of life in Norfolk by influencing the choices we make, such as reducing single occupancy car journeys. This issue is covered more extensively in Policy 4, in Chapter 4: Embracing the Future.

Shifting travel from private cars to public transport and active travel is becoming increasingly important, particularly post Covid-19. Reducing the dominance of the car – reclaiming the streets for pedestrians and cyclists as well as making provision for improved quality of life such as green space and play areas.

Ways we can improve health and wellbeing through transport:

- Provide viable sustainable transport options, which helps reduce pollution and improve people's mental and physical health
- Develop and implement a systems approach to travel behaviour change, leading to a modal shift to public and active transport.
- Education to make people feel safer using the transport network on foot and cycling
- Improve infrastructure such as increasing the number of electric car charging points
- Electrification of the bus services and private hire vehicles will be vital to reduce emissions in the long term. The fuel-price stability of electricity over diesel can also benefit the transport providers.
- Restrict some types of vehicles in Air Quality Management Areas or the creation of Low Emission Zones

- Continue to monitor pollution levels across the county and act early to respond to high levels, but also consider interventions to stop levels getting too high or outside of schools or other locations of concern
- Make Norfolk an attractive place to live and work, ensuring access to sustainable and active transport option and recreational space
- Ensure we have a useable transport network, linking people to the services they need to reduce social isolation, which can contribute to poor mental health
- Make improvements for walking and cycling and cycle parking in city/town centres and residential areas to make them a more desirable option.
- Work with public transport providers to better move from different modes of transport. This includes better links between bus and train and improved cycle parking at stations.

Quality of place

Policy 13

We will seek to improve quality of place, conserving and enhancing our built and historic environments, when we take action to improve the transport network.

The transport network also has an impact on the environment through which it passes. This is especially true for built up areas where it is often the defining feature of the place. Norfolk is characterised by many ancient settlements that have retained their historic character, and it is important that we continue to respect this, both in changes we make to the existing network and in how new infrastructure, including new areas of housing, is provided. All proposals will be subject to an assessment of impacts, including on designated sites, townscape, landscape and heritage assets and designed accordingly. These assessments will be proportionate to potential impact and scale of the proposals. The importance of place making, however, in highway design should not be underestimated.

The adoption of a 'Healthy Streets' approach to planning and delivering transport, public realm and urban planning puts people, and their health, at the heart of decision making and results in healthier, more inclusive places where people choose to walk, cycle and use public transport. We will apply a Healthy Streets approach in Norfolk.

The Environment Bill, which is currently going through Parliament, will introduce a requirement for biodiversity net gain as a condition of planning permission in England. We shall seek to meet the objective by assessment of any potential loss of biodiversity as a result of implementation of the transport strategy.

Innovation

Intelligent transport systems improve and innovate services across different modes of transport. Better traffic management enables users to be better informed and make safer, more coordinated, and 'smarter' choices across the transport network. The provision of up-to-date information to bus, train, and even congestion can help

create a better-informed traveller. The collection of Air Quality data can help us tackle the issues of air quality and better understand how it has impacted by different policies in the Local Transport Plan. Working with partners we can introduce new technology, such as sensors, to better understand journeys and develop targeted improvements. Gaining as much data as possible on air pollution means we will be able to use this data to establish a baseline to inform future decision making and better target interventions.

DRAFT

Chapter 8: Increasing Accessibility

Introduction and chapter summary

This chapter deals with how are able to access essential services like jobs. It includes:

- Access to and within Norwich, King's Lynn, Great Yarmouth and our market towns. Access to and within larger urban areas have their own issues such as poor air quality and congestion. Encouraging interventions such as cycling and walking can contribute to easing both
- Access in rural areas. Public transport is often limited compared to urban areas. We want to encourage alternatives to the private car while acknowledging that there are barriers, as well as continuing to work with public transport providers to improve services in rural areas and overcome barriers to improving these services.
- Access for all. We recognise that people who live in, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics. We want to provide a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people
- Bus Back Better: Government published its bus strategy in March 2021. We are committed to establishing Enhanced Partnerships with bus operators and will publish a local Bus Service Improvement Plan, detailing how we propose to improve services, by October 2021
- Alternatives to travel. Encouraging better broadband and other measures without causing increased social isolation. Covid-19 has led to behaviour change and more activities such as shopping being done from home. Further research and monitoring is currently being done to better understand how travel patterns have been affected; and how much they might change in the future.

The chapter sets out that:

- Poor access can lead to social exclusion and restrict some people from being able to live independently
- Access by sustainable and active modes of transport is key to the design of new developments and needs to be part of existing networks
- Norfolk's dispersed population makes it difficult to provide some forms of transport, such as regular buses, in some areas, which is covered further in the connectivity chapter
- Cycling and walking is increasingly important, as people recognise the financial benefits and benefit to physical and mental health by getting active and cutting down car journeys
- Transport networks need to provide for economic growth and reduce emissions while still providing better accessibility to communities and services. This can be achieved by planning sustainable links within new developments and working with bus companies
- Safety, availability and reliability of some forms of transport, particularly in rural areas, can make people feel private cars are their only option

- Research and data collection are vital to gain as much information as possible on how and why people are making journeys so we can make better infrastructure choices
- The utilisation of new and innovative technology can better inform travel journeys and provide people with up to date information, which is also covered in the sustainability chapter. However, access for all groups is important and some people struggle to access information on the network and journey planning digitally.

Increasing accessibility is important so that everyone has access to the services and opportunities they require; poor accessibility can lead to social exclusion. Inaccessibility can be caused through a lack of public transport availability, lack of awareness of travel options, the cost of travel, long distances or simply having infrastructure that is not accessible. Accessibility can also include bringing services to communities by making sure developments link communities and provide options such as broadband.

Policies

This section provides a summary of the policies in this chapter.

Policy 14

We will work in partnership with agencies in Norfolk to tackle accessibility problems, targeting those communities most in need. We will seek to ensure that accessibility is planned as part of service delivery.

What this means in practice:

- We are committed to establishing Enhanced Partnerships with bus operators and publishing a local Bus Service Improvement Plan by October 2021. Amongst other things we will:
 - Facilitate the commercial operation of the bus network through physical design including busways, bus priority and advising local planning authorities on appropriate estate design
 - Deliver transport to fulfil our statutory requirements to take children to school
 - Work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes
- In return we will expect operators to commit to the Enhanced Partnership to work with us and other service providers to improve accessibility and, amongst other things, provide clean, efficient and frequent services that run to time and explore new ways of delivering transport services that connect people with where they need to go
- By saying that “Accessibility should be planned as part of service delivery,” we mean that when providers are considering where to site facilities like doctors surgeries, they should consider how people will be able to access them. Therefore, when planning services and facilities, providers will take account of

the ability for people to get there as well as other factors such as availability of premises and the cost.

- Working in partnership means we get expertise and specialism of other organisations and networks. This allows agencies to consider accessibility problems in the round, taking account of any difficulties and – if necessary – making changes to the way that the services are provided so that people can access them more easily. Building relationships and targeting communities most in need helps us to find out what residents' needs are, and not what we think they are
- By working in partnership with transport providers we do not simply rely on the market to provide the services that people need to get where they want to

Policy 15

We will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport.

What this means in practice:

- On certain routes in urban areas we will put in dedicated, segregated lanes for public transport and / or cycling. This is likely to make travel for general vehicles slower, but it might be possible to put in complementary measures elsewhere
- This means we will prioritise space for certain types of user in urban areas rather than trying to make provision for all types of user on each corridor, because it is not practicable to do this
- Where we have tried to make provision for access in urban areas to all types of user on each corridor, rather than favouring sustainable and active modes on some roads, it has simply resulted in a compromise whereby no user is satisfied with the provision. For example, general traffic movement is compromised by bus or cycle lanes, but these bus or cycle lanes are, in turn, compromised by the need to cater for general traffic. The layout and constrained nature of roads in our urban areas means it is very difficult to make improvements for all types of user
- Recent government guidance discourages shared use (eg paths shared by pedestrians and cyclists) for active forms of transport. People feel less safe where they share the roads with other users, and will be more encouraged to uptake healthier modes of transport if they are given priority and not sharing space
- Government policy, environmental targets and public feeling all support the encouragement and safe infrastructure for sustainable and active travel. The support for active transport intervention has been particularly heightened with Covid-19.

Policy 16

We commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people. We recognise that people who live, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics, and that what enables good access for one person may act as a barrier to another. We will therefore robustly assess all schemes and pay due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential

barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

What this means in practice:

- When making or considering changes to the network, we will strive to make sure that it is suitable for all users including people with disabilities or restricted mobility
- Considering all users ensures people don't feel social isolation
- Where possible, we will work with partners to provide more information, support and suitable infrastructure to users to help all people feel confident about the full range of transport options available
- We are following this policy in preference to separating different types of users and providing dedicated provision suitable for different needs. There is often not enough space on the network to segregate everyone and provide separate space for all. We would struggle to find the budget to cover the cost of dedicated facilities for all different types of users
- The council encourages a safe and reliable transport network for all users. More information on the safe systems approach is covered in the Safety chapter.

Achievements

- ★ Norfolk County Council has a good working relationship with all of Norfolk's public transport operators, at both a strategic and operational level. This has led to a good level of service provision on a commercial basis, with the council funding plugging the gaps where necessary.
- ★ The county council works in partnership with providers to tackle accessibility issues for everyone and aims to improve movement for all modes of transport.
- ★ All local bus operations are accessible to people with disabilities. All trains have been replaced by brand new ones for the majority of Norfolk's services.
- ★ Norfolk has a good network of community transport operators and community car schemes. Many of these receive no funding from Norfolk County Council and are run entirely by volunteers or through donations. This means that many gaps in rural transport provision by conventional bus services are covered by alternative demand responsive services.
- ★ Norfolk's transport provision is integrated as much as possible, with many school children travelling on local bus services which then enables journeys to be provided throughout the day for shoppers and other travellers.
- ★ Norfolk's key urban areas and a limited number of market towns are served by good rail services. Through the PlusBus scheme tickets can be bought that then allow passengers to make onward travel by bus for a small additional cost.

★ Norfolk County Council manage approximately 3,900 km (2,400 miles) of Public Rights of Way consisting of footpaths, bridleways, restricted byways and byways open to all traffic. We also manage the Norfolk Trails, a network of 13 long-distance paths and associated circular walks covering 1,900km (1,200 miles).

★ Norfolk Trails team has developed further opportunities for short walks and circuits, many with a geographical focus such as market towns or that integrate with public transport. Access testing has been undertaken on the Norfolk Trails, in order to support people accessing the countryside and improve quality of life. This has led to the production of the Access Tested Booklet, which contains key logistical details and a route map, with a description, maps, photos and details, illustrating the ground conditions, width, etc...

★ Successful access initiatives have strong links with quality of life, with successful projects such as 'Pushing Ahead Norfolk' promoting the health benefits of cycling and walking as well as benefits for the environment, but also traffic reduction and being a cheaper alternative to the private car.

Evidence

Evidence shows that Norfolk has high levels of car ownership and use, reflecting that often this is the only viable option people have to get to services and facilities. Whilst the major towns and urban areas are generally well-served by public transport (bus) services from other centres of population, coverage is sparser elsewhere. Large parts of the county are not close to a rail station, though rail is relatively well-used for commuting into the major centres where it is available. Journeys tend to be lengthy – due to the geography of the county – meaning that active travel is often not an option for travel.

This means that accessibility – people's ability to get to essential jobs and services – can be poor. This restricts opportunities available for people and can lead to issues such as social isolation or employers finding it difficult to attract people with the right skills to the workplace.

Norfolk County Council uses evidence of access to services like healthcare (hospitals, GPs and other health services), employment and education by public transport. The Local Transport Plan consultation showed that lack of public transport is considered one of the largest barriers to giving up the private car. The House of Commons Transport and accessibility to Public Services Report and Department of Transport 'The Inclusive Transport Strategy: Achieving Equal Access for Disabled People' are also useful sources of evidence.

Challenges

- The geography of the county, with its dispersed population and many parishes with low population, makes it difficult to provide public transport on a commercially sustainable basis
- Congestion, high levels of non-bus traffic, cheap parking and lack of bus priority in urban areas make it difficult to make public transport an attractive alternative to the car
- Norfolk is the fifth largest county in England and has a limited rail network

- Public transport is frequently seen as a less attractive mode of transport to the car
- The bus and community transport market are very fragile; the county council subsidises several routes
- There is limited funding for transport interventions
- The natural and historic environment needs to be taken into account when considering transport improvements or route diversions
- Problems with transport provision and the location of services can reinforce social exclusion by preventing people from accessing key local services
- How people travel to work is changing and the challenge of getting people to leave their car at home is exacerbated when people don't always work standard hours that fit with public transport timetables
- Challenges of encouraging behaviour change to shift transport to sustainable methods, rather than the private car.

Strategy for delivery

Our focus will be to:

- Establish Enhanced Partnerships with bus operators and publish a local Bus Service Improvement Plan by October 2021
- Maintain current commercial bus network and support operators
- Grow rural transport networks and increase frequency on inter-urban routes if further funding becomes available
- Increase bus priority measures on the most important routes
- Tackle congestion in urban areas so that buses can flow freely, and walking and cycling is a more attractive option
- Ensure access is a key consideration when new services are developed (eg health services, employment areas, and growth)
- Ensure access by sustainable modes (public transport, walking and cycling) is considered as part of any new housing developments
- Robustly assess all schemes to identify, and determine how best to overcome, any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

Tackling poor accessibility

Policy 14

We will work in partnership with agencies in Norfolk to tackle accessibility problems, targeting those communities most in need. We will seek to ensure that accessibility is planned as part of service delivery.

Poor accessibility can affect a range of outcomes including the economy, and people's health, skills and aspirations. It is not only about whether areas are served by public transport, but that this can be used: All providers have a role in ensuring that people are able to use their services.

We will work in partnership to identify and deliver the most appropriate solution to address need. This could include a range of transport provision including scheduled bus services, taxis, car-sharing, demand responsive transport, informal community-based schemes and car clubs.

The majority of bus routes in Norfolk operate on a commercial basis. We have limited ability to influence the routes, timetables or fares. However, in some cases the council subsidises services which otherwise would not operate. We fund these because they are important to the communities and passengers who use them and help people to get, for example, to and from work, or healthcare and other services. We will continue to work in partnership with transport providers including to:

- Establish Enhanced Partnerships with bus operators
- Publish a local Bus Service Improvement Plan by October 2021
- Facilitate the commercial operation of the bus network through physical design including bus priority and advising local planning authorities on appropriate estate design
- Deliver transport to fulfil our statutory requirements to take children to school
- Work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes.

We want accessibility to be planned as part of service delivery. This means that when providers are considering where to site facilities like doctors surgeries, they should consider how people will be able to access them. Therefore, when planning services and facilities, providers will take account of the ability for people to get there as well as other factors such as availability of premises and the cost.

Managing the network to improve public transport accessibility

The county council has a specific responsibility in maintaining and managing the transport network, and in delivery of this we will, amongst other things, facilitate the commercial operation of bus networks through physical design including busways and bus priority and advising local planning authorities on appropriate estate design.

We will work with operators on ticketing schemes, education transport passes and information including allowing passenger transfer between operators and different sustainable modes. In return we will expect operators to work in partnership with us and other service providers to improve accessibility and, amongst other things, provide clean, efficient and frequent services that run to time and explore new ways of delivering transport services that connect people with where they need to go.

Policy 15

We will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport.

On certain corridors in urban areas we will put in dedicated, segregated lanes for public transport and / or cycling, recognising that this is likely to make travel for general vehicles slower, although it might be possible to put in complementary measures elsewhere. This would enable us to meet the challenges set out by government in their guidance on cycling, where dedicated, segregated cycle facilities

are the only types of provision that they have indicated will receive funding. It will also allow dedicated, segregated bus lanes to be implemented in full on important public transport corridors into the urban centres. This will support government policy and our environmental targets as well as respond to the strong public feedback we got for public transport and safe infrastructure for sustainable and active travel. The support for active transport intervention has been particularly heightened with Covid-19.

In managing the network, and in considering dedicated facilities on some corridors for certain types of user, we will consider access by powered two wheelers (including motorbikes, mopeds, etc...). Powered two wheelers can provide cheap, efficient transport options and can be used by younger people before they are old enough to drive. We will also give consideration to priority for high-occupancy vehicles where this will be effective and can be supported through necessary enforcement.

It is important to ensure good connections for freight, whether this is produce manufactured in the county or for individuals. Improvements to strategic connectivity will help on the main transport corridors. Within urban areas we will need to maintain access balancing this against large vehicles attempting to deliver into the heart of our historic towns and city. Initiatives such as freight consolidation onto smaller vehicles or electric powered cargo bikes might provide an answer.

The county council is refreshing its walking and cycling strategy, taking account of the recently published Gear Change and corresponding local transport note. This sets out, amongst other things, government's vision for active travel as well as the standards for infrastructure provision. We have developed Local Cycling and Walking Infrastructure Plans in our major urban centres and are now setting out on developing one countywide. In the future, the council will need to consider how to deal with newer forms of transport like e-scooters. Although not currently generally legal on the highways network, we are participating in trials in Norwich and Great Yarmouth allowing the use of rental scooters on the carriageway and dedicated cycle facilities.

Access to and within Norwich

The county council is currently reviewing its transport strategy for Norwich. This will set out the detail of how we intend to improve access to and within the city; the following provides a summary.

The county council wants to encourage the use of more sustainable forms of transport, such as public transport, cycling and walking. Completion of the A1270 Broadland Northway has enabled traffic to avoid the city, allowing many improvements to be brought forward without compromising the functionality of the road network. Completion of the Norwich Western Link will connect the Broadland Northway to the A47 in the west and will be complemented by sustainable transport measures. The Norwich Western Link would provide a higher standard route between the western end of Broadland Northway and the A47 and significantly improve travel between these two major roads. Traffic congestion, rat-running and delays to journeys are all significant issues on minor roads to the west of Norwich.

Parts of Norwich have been declared as an air quality management area. The major pollutant source in the city is road traffic. Source apportionment exercises identify oxides of nitrogen from road traffic to be the most significant source of nitrogen dioxide (NO₂) and, more specifically, buses and taxis to be the main contributor. Interventions need to be made to stabilise traffic levels and as a result improve air quality around Norwich. Chapter 7: Enhancing Norfolk's Quality of Life details how we intend to tackle this.

The county council will continue with the programme of increasing the number of walking and cycling routes. We will also create a new public transport route to connect Norwich Airport to the airport industrial estate, enabling longer-distance connections to the growth areas. Other priorities include the expansion of Thickthorn Park and Ride, quicker buses and new transport links to Norwich Airport, the University of East Anglia and Norwich Research Park, principally with the city centre. One priority is to increase the amount of bus priority in the city area and on the core radial routes into the city. By enhancing the Park & Ride offer we can make it a more attractive solution than the car.

We will also continue to work on accessibility issues to key regeneration sites including the East Norwich Strategic Regeneration Area where redevelopment will need supporting vehicular, pedestrian, cycle and public transport access infrastructure. Anglia Square will also need improvements in connectivity and permeability across the site with new and enhanced pedestrian and cycle links and improved shared transport services (buses, car club and bike share).

It is important to make it easy for passengers and all visitors to Norwich to know how to get to the city and how to get around while they are there. The results of the Local Transport Plan consultation showed that better use of technology to update travellers on traffic conditions, public transport and accidents is a priority for residents.

Access to and within towns and urban areas

Transport networks need to provide for economic growth, reduce social inclusion, contribute to environmental improvements, reduce emissions, and provide better accessibility to and within towns and urban areas. Our focus will be on providing sustainable links to connect in and around towns and urban areas including linking to longer-distance rural networks and to, and within, new developments. We will continue to work with bus companies to provide connections and improve the public transport offer. We recognise the need to better integrate public transport with school transport and provide travel training so more young people can access this.

New growth in urban areas has the potential to worsen current congestion areas during weekday peak hours; a concern also for leisure and tourism in coastal and market towns. The county council has completed market town transport network improvement strategies in the ten towns where need was greatest. These provide more detail on (amongst other things) how, and where, sustainable transport links will be provided and where new transport infrastructure should be considered to accommodate growth.

The council has also adopted transport strategies for King's Lynn and Great Yarmouth where more detail can be found about plans in the two towns. Highlights

include, at Great Yarmouth, continuing to improve local connections particularly on the cycle network, working with Highways England on A47 improvements and construction of the Third River Crossing. In King's Lynn there is again a focus on sustainable transport links together with working with the Borough Council on parking, congestion and air quality issues. To the south of the town, partners are working on development proposals at West Winch, including the West Winch Housing Access Road. This is required for 4,000 planned houses and will be complemented by sustainable transport links including links to the town.

Access in rural areas

The Local Transport Plan consultation showed that residents and businesses feel that access in rural areas is the poorest in the county. There is a need, and demand, to enhance walking and cycling connections between parishes, to nearby services and to market towns. Routes for cycling and walking are often seen as too unsafe and public transport seen as too infrequent to be useful, particularly for commuting. The county council is currently refreshing its cycling and walking strategy, which will include development of suitable networks in both rural and urban areas. A Local Cycling and Walking Infrastructure Plan is being developed countywide. Local footpaths and other assets such as longer-distance trails can provide important local connections for leisure and other uses such as connecting people to services.

The council currently works with parishes to formulate solutions for transport in their area, such as the use of car schemes, dial a ride, and feeder services. It is also vitally important that we plan for links from new housing developments at an early stage to make sure infrastructure is in place, alongside transport services and incentives not to drive.

We will continue to look how we get a better understanding of need in rural areas, and how this might be accommodated given the challenges relating to provision of services. Research and data collection will ensure community resilience if we can better understand the real places that people in rural areas want to access to help overcome social exclusion and isolation.

Access for all

It is important to ensure no sector of society is disadvantaged by the local transport offer. Therefore, we need to make sure that transport can cater for those with physical disabilities; that young people have the access they need for education and work opportunities; that the way the roads and streets are laid out does not create difficulties.

Barriers to the network can include, mobility issues, disability, age, hidden disabilities and cost and frequency of transport options.

Policy 16

We commit to providing a network where transport and movement can be accessed, understood and used to the greatest extent possible by all people. We recognise that people who live, work in and visit Norfolk access the network in different ways, depending on their individual circumstances and characteristics, and that what enables good access for one person may act as a barrier to another. We will therefore robustly assess all schemes and pay due regard to the Public Sector Equality Duty (along with our other duties and responsibilities), to identify potential barriers and determine how best to overcome any barriers and facilitate access to the greatest extent possible for all. Where appropriate, on a case-by-case basis, we will make reasonable adjustments.

The ability to physically access places people need to get to is fundamental. However, street environments can be difficult to navigate for some. An understanding of the barriers that people face is needed so that these barriers can be taken into account at all stages of policy making and scheme implementation. When making or considering changes to the network, including to public transport services, we will strive to make sure that it is suitable for all users. To help people access the transport network, information needs to be easily accessible to all people and in a format people can use. Where possible, we will work with partners to provide more information, support and suitable infrastructure to users to help all people feel confident about the full range of transport options available.

The county council will continue to work to support all groups being able to use the transport network. This includes:

- Removing and consolidating signs that restrict footway space and installing dropped kerbs and tactile paving
- Supporting the expansion of the use of talking bus stops outside Norwich city centre and Park & Ride sites, which are fitted with RNIB React software. With these you can use a RNIB React key fob to obtain information about the name of the bus stop and the next bus departure.
- A large tactile map that provides bus travellers with audible information is also now available at Norwich bus station. The map offers live travel information on bus station facilities, nearby bus stop locations and departure times. Designed to be fully inclusive, the map is fitted with an RNIB React module and responds with a location message and sound when a user with a React key fob approaches. If the user presses a button on the fob, the map will announce any message that is being displayed.
- Braille bus hailers are hand-held flipbooks, which are designed to clearly signal to the bus driver which bus you are waiting for. Simply use the braille flipbook to show the number bus you need, or the word bus, and hold it out at the bus stop.
- Our Transforming Cities programme will address (lack of) step-free access to Wymondham rail station. We will continue to explore how we can improve step-free access at others, with priorities being Thetford and Diss.
- We will explore how we can improve the provision of information for public transport. Elderly people report that they are reluctant to use the bus network as they are left waiting at rural bus stops with no information on buses that have been delayed or cancelled.

- A report by Age UK states that 1.45 million of those 65 and over in England find it difficult to travel to hospital, whilst 630,000 of those 65 and over find it difficult or very difficult to travel to their GP. It is the people with the worst health and the lowest incomes who struggle the most to travel to health services. The most frequent reasons for not using public transport among those 65 and over are that it's not convenient and does not go where you want.
- We will encourage active travel. Walking and cycling for older people could help health and wellbeing, and reduce feelings of social isolation
- Streetscape, spacing and infrastructure design for (including for electric infrastructure eg charging, parking, signposting) will need to take account of accessibility for all including those with reduced mobility or disability
- Consideration will be given to those who may not have the same understanding of, or access to, emerging technology.

Alternatives to travel

Increased broadband coverage, particularly in rural areas and ensure new developments include this to enable more people to work and shop at home.

According to the Norfolk Infrastructure Delivery Plan the Better Broadband for Norfolk (BBfN) Programme is expected to increase access to Superfast broadband to 95% of Norfolk properties by the end of March 2020. At the time the plan was written, BBfN has seen access to Superfast broadband speeds increase from 42% in 2013, to 87% of Norfolk properties in March 2017. These figures are taken from the independent organisation "Think Broadband" data.

Behaviour change due to Covid-19 has meant that more people are working from home and accessing services virtually, such as online shopping. Therefore, it is important to monitor the way people are travelling going forward to assess what will be the 'new normal', and how we can support it.

Innovation

We will work towards cleaner bus fleets. This will include investigating how we overcome the challenges of electric vehicle fleets that can meet the – often longer distance journey – needs of the county. We will also consider safe and better journey cards. These cards have been designed for bus users who might need some extra assistance when communicating with drivers. They include messages such as "please give me time to find a seat" and "please speak slowly".

It is important to embrace innovative technologies to increase data collection to better understand how people use the network and the services they want to access. The publication of data on transport, journey times and performance can also help people plan journeys and select the most suitable mode of transport. Data Collection using Sensors can help us plan more reliable journey times and improve decision making. Making data available to people through prototype technologies can help users with accessibility needs better access the right forms of transport for their needs.

Chapter 9: Improving Transport Safety

This chapter deals with Transport Safety.

The chapter sets out that the council will seek to reduce the number of killed and serious injured on the road network by adopting a safe systems approach and working with partners to achieve this vision. The safe systems approach acknowledges that road users will make mistakes and interventions should be designed to tackle that and increase survivability if a collision occurs. It has five pillars of:

- Safe speeds
- Safe roads
- Safe road users
- Safe vehicles
- Post-crash responses.

The priorities will be to reduce the rate of casualties who are killed or seriously injured. This will be achieved in conjunction with other partners and organisations through the road safety partnership. The road safety team in Public Health is prioritising development of communities work and reframing the schools offer.

Safety is important on the transport network, both to reduce casualties and help residents feel safe on the network when using any mode of transport. We also need to consider how we can encourage people to use the roads in a safer manner by encouraging a change in behaviour.

Policies

This section provides a summary of the policies in this chapter.

Policy 17

Using the safe systems approach, the county council and road safety partners will work together to contribute to a reduction in the number of people killed and seriously injured on the road network.

What this means in practice:

- The safe systems approach recognises that road users will make mistakes, and that there are many variables which can cause a collision. A range of factors influence survivability if a collision occurs, including how the road network is designed, the safety of the vehicle, the condition of the road, amongst other factors, many of which are outside the control of a road user.
- A safe system which does not rely on the skills of the road user to avoid a crash but considers the whole experience, can be demonstrated in the following ways:
 - Transport systems and roads are designed to maximise road user survivability
 - The safe separation or integration of different road users are integral to the design process

- Safety schemes and maintenance of networks are prioritised to enhance the road user experience
- Speed management policy and interventions include environmental solutions and don't rely on road user compliance alone
- Road users are encouraged to choose alternative modes of transport, and the safest vehicles possible.
- Compliance is encouraged through initiatives which influence road user behaviour, and enforcement action is taken where required;
- There are fast and efficient emergency responses at the roadside.
- If we followed the alternative policies we have considered, it would mean that we rely on road users to take full responsibility for collisions and focus resource on improving their skill sets and behaviours as sufficient to reduce mistakes and crashes.
- The new approach allows partners to into consideration the variables involved in a collision.
- Promoting alternative, safe forms of transport through active travel initiatives will have health and environmental benefits.
- Using intelligence and evidence to inform action will contribute towards effective allocation of resources to maximise impact.
- Nationally the Department for Transport, and the police chief's council have adopted the safe systems approach following international guidance from the WHO to tackle collisions on the road. Locally Norfolk County Council adopted the safe systems approach in November 2018, followed by the Road Safety Strategic Partnership in 2019.
- In 2009 there was a commitment to reduce the number of killed and seriously injured on the roads by a third by 2020. This has not been achieved, therefore a step change in policy and practice has been agreed by partners.

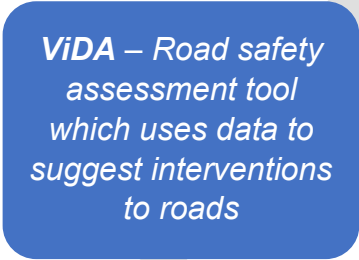
Achievements

- ★ Design and continual implementation of cycling schemes within the greater Norwich area has required significant cross working between differing disciplines across different organisations. The long-term goal of providing accessible cycling facilities should contribute to many strategic aims regarding congestion and air quality in the built environment as well as making cycling a generally safer and more attractive mode of travel.
- ★ Campaigning and engagement with Highways England regarding improvements to single carriageway sections of A47 will lead to safer journeys on one of Norfolk's longest, busiest roads. A route which experiences high numbers of killed or seriously injured casualties (KSIs) due to its busy nature and intermittently poor standard.
- ★ Refreshing the Road Safety Partnership and agreeing the safe systems approach as a county council. The wider partnership has also adopted the approach, including Norfolk Constabulary, Highways England and the Office of the Police and Crime Commissioner.

Evidence

The safe systems approach accepts that road users will make mistakes, and that the system itself should reduce the likelihood of serious harm occurring when these mistakes do happen.

Norfolk County Council is keen to explore the ViDA approach to roadway analysis which will enhance our understanding of key routes and will enable us to explore a more proactive rather than a reactive approach to road safety and road improvements by reducing risk on roads based on the safe systems approach. Use of a standardised risk analysis tool enables meaningful comparisons with similarly developed European neighbours.



*ViDA – Road safety
assessment tool
which uses data to
suggest interventions
to roads*

Challenges

Seeking to reduce the number of people killed or seriously injured on our roads after a decade of stagnant performance in accident reduction. This is the single largest challenge which we face and is the primary reason for work in road casualty reduction.

Addressing risk reduction is made harder by challenging financial circumstances. Opportunities to engage new technologies may help but these are likely to require significant investment.

There is currently a lack of evidence on effective behaviour change interventions aimed at road users of working age, which are a critical target group.

Dealing with Norfolk's continuing aging population. Whilst older people are not necessarily more likely to be involved in road traffic collisions and tend to selectively adapt their driving habits to account for any late life degeneration, they are more at risk of injury in the event of any collisions.

Priorities for road safety

- ★ Reducing the rate of casualties who are killed or seriously injured is the key priority for the road safety partnership.
- ★ The road safety partnership is developing shared data sets through Powerbi dashboards to help target interventions more accurately.
- ★ The road safety team in Public Health is prioritising development of communities work and reframing the schools offer.

Strategy for delivery

Adopting the safe systems approach means using the following sub-topics to formulate our responses to road safety collisions in the county:

- Safe speeds
- Safe roads
- Safe road users
- Safe vehicles
- Post-crash responses.

Safe Systems Approach –
Design roads to reduce the risk of crashes by segregating different road users to make routes safer

This is to ensure that the emphasis is not entirely on the road user, since the approach accepts that people will make mistakes and that this needs to be considered when designing the system.

A key focus for delivery in engineering should be on maximising survivability and including it in the design of networks and interventions.

A key focus for the road safety partnership is to use intelligence to target particular behaviours when developing interventions.

Policy 17

Using the safe systems approach, the county council and road safety partners will work together to contribute to a reduction in the number of people killed and seriously injured on the road network.

Safe speeds

Norfolk County Council is responsible for setting speed limits on local roads and does this through the Norfolk Speed Management Strategy which aims to address road safety issues as well as economic considerations and the environment.

The basis of the Norfolk Speed Management Strategy is to both set appropriate speed limits and achieve a reasonable level of driver compliance with those limits.

Between 2000 and 2010 speed management contributed to a 59% reduction of road collisions in Norfolk with a reduction in killed and seriously injured (KSI) from 862 to 353

This approach to speed reduction and traffic management is informed by the Safe Systems approach to road safety, which refers to the four components of the System as:

- Road Users
- Vehicles
- Roads and roadsides
- Speed Limits.

Potential or proposed changes to speed limits should be based on the following assessments:

1. What is the function of the highway corridor and the surrounding environment? Where ease of access or a sense of place are of greater importance, quality of life and social interaction may benefit from a lower speed limit.
2. Casualty numbers. Are the accident rate and/or severity pattern higher than expected? A lower speed limit or interventions to improve exiting speed limit compliance may be appropriate.
3. The need to increase walking and/or cycling and whether a lower speed limit would help encourage this. Whilst likely to apply in urban areas and in the vicinity of schools this may also warrant consideration in tourism areas.

The 'Self-Explaining' Road (SER)

Physical measures such as speed humps or chicanes force the road user to reduce speed. Another approach is called the 'Self Explaining' Road, to redesign the road environment in order that drivers are persuaded to choose to reduce speed. The SER concept advocates a traffic environment that elicits safe behaviour through its design.

Safe Roads

Intelligence-led route risk identification and targeted reduction methods enable progression towards a safe system. Risk mapping via VIDAS and analysis by Road Casualty Reduction Analyst.

Continuing identification of cluster sites and targeted intervention.

Ongoing programme of pedestrian crossing assessments and implementation, ensuring that sites with the greatest potential benefit are prioritised.

Safe Road Users

Norfolk county council continues to deliver court diversion and other courses aimed at educating drivers about road safety and awareness. A memorandum of understanding with the Constabulary is in place to enable this work, and much of it is regulated by national requirements. The following courses are delivered:

- National Speed Awareness Course
- National Motorway Awareness Course
- What's Driving Us
- Safe & Considerate Driving
- Rider Intervention Development Experience
- Your Belt Your Life, online course facilitated by the Safety Camera Partnership.

Upwards of 30,000 clients per year access courses. These is a blend of behaviour change interventions with an element of on road coaching within the Safe and Considerate Driving course. Each course is delivered by nationally licensed self-employed trainers and courses can be deliver anywhere in the country. Those delivered in Norfolk are internally quality assured and monitored by the Road Safety Team at Norfolk County Council.

The road safety partnership priorities will be supported by the **Road Safety Communities Team**. This is a partnership commitment, and is outlined as follows:

Opportunity for Norfolk	Potential goal
Contributing to the road safety evidence base	For interventions to be monitored, evaluated and adapted as necessary to ensure effectiveness for the residents of Norfolk and to contribute to the national and international evidence base
Habitual/Automated behaviours	Influence the road user to be mindful and alert during their regular journeys
Risk taking behaviours	Target risk-taking behaviours such as speeding, distraction while driving, drink and drug driving and promote desirable behaviours. To achieve this, utilise all elements of the safe systems approach
Build capacity in the community	Work collaboratively with key stakeholders to achieve a Safe Systems approach in Norfolk
Road safety education in schools	Support schools to incorporate road safety education into everyday learning, integrating the messages within other subject lessons to achieve a continuum of learning. This could be through the development of evidence-based resources and training for teachers and schools
Sharing the road	Agree an approach including campaigns and interventions to keep two-wheeled road users safe whilst promoting sustainable active travel

Internal schemes of work consist of the following:

- Taxi assessments for district councils (Broadland, Norwich City, Breckland and South Norfolk)
- Minibus assessments for schools, colleges and academies
- Additional Driver development sessions
- Driving for work guidance and delivery
- Older driver assessments (GOLD) banner
- Motorbike rider Interventions.

Safe vehicles

Modern cars are designed to protect occupants in a crash. Increasingly vehicles are being designed and fitted with systems for collision avoidance and injury mitigation and protection. Driver assistance technologies help keep drivers to speed limits and traffic lanes, ensure occupants wear seat belts and are often able to warn drivers about the proximity of hazards or other vehicles; or take direct intervention and action.

There is a strong track record of Norfolk industries taking the lead in advanced manufacturing and technology and, particularly with the Lotus Group sited within the county, we are well-placed to work with partners to innovate in this area.

Post-crash responses

Working in partnership with other organisations and the emergency services will ensure fast and efficient emergency medical help, diagnosis and care. This forms the final pillar of the Safe Systems Approach.

Innovation

Governance:

Annual delivery plan for the road safety partnership with a range of interventions. A Road Safety Operational Group reports to the Road Safety Strategic Board. There is also a Safety Camera Partnership. All oversee the activities of partners.

The road safety partnership has agreed in addition to business as usual, to work together to target specific road user behaviours such as risk taking and habitual, automated behaviour. It should be noted that efforts to reduce casualties in young drivers and riders (motorbike users) will remain, due to the disproportionately high number of casualties in these areas.

Norfolk County Council has taken steps in the staff structure to make safety a key focus in transport strategy. Our previous 'Team Manager – Network Safety & Sustainability' role, with oversight of safety engineering, traffic signal design, traffic modelling and traffic surveys, has been replaced with a 'Highway Network & Digital Innovation' Manager. This new post will be looking at the issues discussed in this chapter and how new technology and innovation will both affect transport safety and how it can improve it.

Chapter 10: A Well Managed and Maintained Transport Network

Introduction and chapter summary

This chapter deals with:

- Maintenance. This is how the county council looks after the transport network and includes keeping roads, pavements and cycleways in good condition
- Management of the network. This is how the county council deals with issues like information provision, and how the network is used. For example, the principles about which types of road should have bus lanes or cycle lanes on them.

This chapter sets out how we will manage and monitor the network so that we achieve the objectives set out in the other chapters.

The chapter sets out that:

- The county council receives a funding allocation each year from government for its local transport plan. We will use this predominantly for maintenance and maximise our use of other funding sources for new measures like cycleways, roads or public transport infrastructure. The county council has a good record of drawing down such funding.
- We will prioritise spending money on maintenance on the most-used parts of the network: the main roads between urban areas and within the urban areas themselves. In our built-up areas we will prioritise maintenance of those parts of the network used by people walking and cycling
- Within urban areas we will focus on providing bus priority or cycling on certain corridors, even if this means it might take longer for other general traffic to use the routes. We will aim to make all journeys reliable so that people know how long a trip is likely to take. This is something that came across strongly in our consultation. The chapters on accessibility and connectivity set out how we will choose corridors we consider as important, dependent on the journey being made and how people choose to make it
- We will focus on identifying the key risks to the transport network from climate change, such as potential flooding, and focus tackling these where they are likely to be most disruptive to journeys. Our chapter on quality of life shows the strategy for reducing carbon
- We will embrace new and innovative technology so that we can better monitor and maintain our networks and provide information to users. This links strongly with the policy on technology in our future chapter, where we explain this further.

Norfolk has one of the largest transport networks in England, with the County Council being responsible for over 6,000 miles of road, managing all aspects of this network. This includes road maintenance, water drainage arising from the roads and street lighting. The County Council also has responsibility for maintaining 2,400 miles of public footpaths and other public rights of way and cycleways.

Policies

This section provides a summary of the policies in this chapter.

Policy 18

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

What this means in practice:

- We will use the annual allocation of Local Transport Plan funding from government predominantly for maintenance and maximise other funding sources, like from bids, for new measures like cycleways, roads or public transport infrastructure
- It is not possible to maintain all of the network to the same standard as we currently maintain the most well-used roads. If we didn't prioritise, given the levels of funding available, the network would still be maintained so that it is kept safe, but the condition of the main roads would not be as good as they are currently. The proposal is to prioritise the major roads, even if this means that we cannot maintain the condition of other roads, pavements or cycleways to the same standards
- There is a substantial transport network across Norfolk with only a small proportion of this being A and urban / inter-urban routes. Much of the network comprises minor roads where there is less vehicular (and other) traffic leading to less degradation and therefore less requirement for maintenance at the same standard as A roads and significant multi-purpose routes into urban areas and market towns
- As there is insufficient funding to maintain all roads to the current standards of the most well-used roads, our value for money assessment shows the major roads, which carry much greater volumes would not be kept to their current standard if this alternative was chosen. Solutions should always be cost-effective in context and provide for a safe environment
- All roads, pavements and cycleways (and other parts of the transport network) will be kept safe with repairs when required.

Policy 19

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

What this means in practice:

- We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements on the most well-used routes is at the highest standard possible
- If more people choose to walk or cycle for short journeys it would help to achieve some of the county council's objectives including contributing towards the carbon target in our environmental policies as well as health outcomes including through air quality improvements. It will also help meet government policy and other environmental challenges
- Ensuring that the most well-used walking and cycling routes are well-managed and maintained will result in more people travelling sustainably
- If we focussed on keeping the carriageway for general traffic at the highest standard possible, rather than focussing on pavements and cycleways, it would not help meet the wider policy objectives and challenges, or support government policy.

Policy 20

In urban areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

What this means in practice:

- In our urban areas the management of the network will favour improving conditions for public transport through the implementation of measures such as bus priority lanes, giving priority to buses at traffic signals and restrictions of general traffic. This is likely to mean that it might take longer for general traffic to use the routes in urban areas.
- Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a 'good day' (but less time than on a 'bad day').
- In our consultation, public transport improvements came across as very strongly supported. Also, people wanted more reliable journeys, even if this meant that, on some days, journeys might take a little longer
- Focussing only on car traffic would have knock-on consequences such as slower or more unreliable journeys for other users in buses or walking and cycling. (It might mean buses getting caught in general congestion because there are no dedicated bus lanes for them; pedestrians might find it more difficult to cross roads because the focus would be on keeping car traffic moving; cyclists would need to cycle on the main carriageway as dedicated cycle lanes would not be a priority.) This would not support wider objectives including reducing congestion, improving health outcomes, reducing carbon or support government policy or environmental challenges.

Policy 21

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

What this means in practice:

- Climate change is resulting in, amongst other things, longer, hotter summers and increased incidences of heavy rainfall, leading potentially to the risk of flooding on parts of the network. Our policy will see us focussing on identifying the key risks from climate change and directing efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning
- Taking a risk-based approach to interventions will allow the council to identify the highest risks, both in terms of where the network is likely to be affected, and also the consequences of that risk. As we don't have sufficient resource to tackle all potential impacts, this approach will mean that the areas with highest risk, on the parts of the network considered to be of most consequence, can be focused on first.

Policy 22

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

What this means in practice:

- We will be proactive in using new and innovative technology so that we can better monitor and maintain our networks and provide information to users.
- This will mean continuing to move away from labour intensive data collection measures that largely rely on manual counts or – at some sites across the county – the use of specialist equipment to record usage. These do not, in any case, provide the level of analysis that innovative technology can provide
- Public behaviour, electric vehicle technology and priorities for traveling are changing rapidly and Norfolk County Council has a responsibility to respond to this change. We feel this can only be done by adopting new technology and being more innovative.

Achievements

★ We have managed and made improvements to the road condition during a period of austerity. The National Highway Transportation (NHT) Survey shows that Norfolk performs well against its peer group and came out on top in 2019 with the 'Highway Maintenance' and 'Tackling Congestion' categories, both above the NHT peer group average

★ We secured £10.3m through a successful bid for the Greater Norwich Area Surface Water Drainage scheme, which delivered upgrades to key drainage

infrastructure, addressing long standing flooding issues across a wide residential area

- ★ Additional funding has been secured from government, including £22.3m from the Department for Transport in May 2020, a higher sum than that given to any other local authority in the east of England, which will be used to repair and maintain roads, bridges, pavements and cycle paths
- ★ The Norfolk Permit Scheme was established in 2014 and continues to work well. It ensures that disruption to road users is kept to a minimum by managing and coordinating activities on our network, including for our own road maintenance programme, utility works and community events
- ★ Opening of A1270 Broadland Northway in 2018; a £205m road scheme around the north of Norwich to ease congestion and unlock economic growth, which is integral to the development of growth and new sustainable transport measures in Norwich
- ★ Infrastructure changes to support sustainable growth, such as Push the Pedalways in Norwich, which was improvements to Norwich's eight-mile pink pedalway and the connections leading to it.

Evidence

Successful maintenance is assessed in terms of highway condition. Annual condition results look at roads, footways, traffic signals and bridges. The National Highway Transportation survey collects public perspectives on, and satisfaction with, highway and transport services in local authority areas. Around 3,300 Norfolk people were chosen at random to rate a range of highways and transportation services in the 2019 survey. These responses have been compared against our peer group consisting of 28 large counties. In the latest survey Norfolk County Council was ranked 1st in our peer group.

The county council also has a strong track record in securing additional funding and has been successful in receiving competitive funding from government's Maintenance Challenge Fund. In Tranche 1 (2015-18), funding was received for the Greater Norwich Surface Water Scheme, which was a £10.3m scheme to make improvements to Highway Drainage and resilience to flooding. A £2.5m grant has also been received for Tranche 2B (2019-20) towards resurfacing A1122 Marham & A1066 Brettenham to Riddlesworth; £2.8m scheme for delivery in 2020-21. More recently we received £22.3m for the repair and maintenance of roads, bridges, pavements and cycle paths.

Challenges

Maintenance

- There is a great deal of funding uncertainty around highway maintenance and we are currently awaiting the outcome of the next government spending review
- There are limited times when roadworks can be undertaken, which leads to a conflict between closing roads and increasing congestion for a limited period

Managing the Network

- Increased demands on the network push capacity to its limits, causing disruption to road users' journeys. There is a major challenge in being able to provide capacity for fast journeys at the same time as making sure that journeys are reliable
- Influencing decisions made on the trunk roads in Norfolk (A11 and A47) which are managed and maintained by Highways England. These are the main routes used to travel between the three largest urban areas in Norfolk, Norwich, King's Lynn and Great Yarmouth, and have a big impact on journey performance for a large proportion of highway users in Norfolk
- We need to strike a balance between maintaining accessibility for car users whilst encouraging walking and cycling and bus use
- Planning for walking and cycling intervention is becoming increasingly important but we currently have limited data on its usage. Therefore, we need to innovate and develop more tools to monitor and evidence future improvement schemes. Traditional automatic traffic counters do not detect pedestrians, nor do signalled crossings detect walking/cycling particularly well
- More and more data is becoming available through tools like apps on mobile phones. However, the county council currently has no influence over some of the information provided by these technologies and therefore has little or no control over how people use the network, especially route planning or choosing diversions. We will therefore actively consider and deploy technology to collect data and provide information to the public to encourage behaviour change.

"we need to encourage a move away from car use and encourage people to use more sustainable transport options"

Response to the Local Transport Plan Consultation

Priorities

Highway Asset Maintenance Policy and Strategy was refreshed and approved by Norfolk County Council's Cabinet in January 2020 for 2020-23. We will consider the need for a refresh following government budget announcements or the five-year spending review.

It is increasingly important to support an increase in sustainable transport to promote healthier lifestyles and a healthier environment. This shift in need was reflected in the Local Transport Plan consultation, which showed that a large number of people in Norfolk feel that focus should move away from the private car, to focus more on

improving infrastructure for walking, cycling and sustainable public transport. The need for, and public support of, active travel has increased since Covid-19, so this should become an even more integral part of planning and managing the network.

Achieving value for money from our funding remains a priority.

Strategy for delivery

Maintenance

We have established delivery mechanisms to deliver maintenance of the network.

- Works
 - Norse Highways are principally involved in delivering routine and winter maintenance with some small works
 - Tarmac are concerned with improvement and maintenance, and seasonal maintenance such as gullies, weeds, and grass
 - Eastern Highway Alliance 3 is a Regional Framework contract designed to reduce the time and cost of maintenance by created a bank of contractors to manage highway maintenance and management schemes
 - Norfolk County Council has an in-house design function, enabling us to respond quickly to need
 - The council has a contractor partnership with WSP to support the highway works programme
- Major Projects
 - Includes projects such as the Great Yarmouth Third River Crossing, Long Stratton Bypass, West Winch Housing Access Road, and the Norwich Western Link
 - Bespoke procurement routes depending upon size and complexity of project
 - Possible use of Eastern Highway Alliance 3 (a bank of contractors set up across ten councils in the east of England for delivering highway maintenance and improvement schemes).

Network Management

- Developing local indicators for journey reliability and congestion that can evidence the need for future improvement schemes
- Exploring the use of innovative technology, such as Artificial Intelligence cameras to better capture walking and cycling usage data in order to drive future efficiencies.

Various agencies have responsibility for different infrastructure. Highways England is responsible for trunk roads, train operating companies and Network Rail for railways (although government will reform this arrangement with Great British Railways), and utility companies for the pipes and cables underneath the streets providing water, gas, telecommunications (including broadband) and electricity. We will aim to work in partnership with these bodies to provide the most effective and efficient networks.

Maintaining the network

Norfolk County Council has a Highway Asset Management Policy and Strategy of individual asset types such as roads, footways and bridges, aligned with the six-year

Council Plan “Together for Norfolk,” which sets out the council’s priorities for 2020-21 and beyond. A performance framework is in place, with targets agreed by members to monitor at annual review.

The county council receives a funding allocation each year from government for its local transport plan. Given the levels of this allocation, we will make sure that we put enough of this into maintaining the roads, prioritising this above using the allocation to fund improvements to roads, pavements or cycleways. This makes it critically important that we successfully access additional sources of funding, usually through competitive bidding processes, for improvements like new cycleways, roads or public transport infrastructure.

Policy 18

Maintaining the current highway asset will be a key priority for funding. Works should be targeted to ensure A and urban / inter-urban routes are in good condition.

We will prioritise maintenance spend on the most used parts of the network: main roads and urban areas. The whole of the network will be maintained so that it is kept safe, but the condition of other roads, pavements or cycleways will not be maintained to the same standards as urban / inter-urban routes.

Policy 19

We will identify corridors important for sustainable and active transport and focus maintenance on provision for these users where its impact would be most beneficial in market towns and urban areas.

We will prioritise maintenance of those parts of the network used by people walking and cycling in our built-up areas. This will mean that the condition of cycle lanes and pavements is at the highest standard possible in areas where they get most use. We will also consider the implications of banning parking on pavements. This can be a particular problem in narrower streets with parked vehicles blocking pedestrian routes.

Getting the most out of our highway network

Capacity: we have approved a performance framework strategy to capture network congestion and capacity data. This will highlight areas of relatively poor performance on our Primary and Main Distributor Network. This will be used to drive future improvement schemes and support future funding bids by evidencing the need for investment. This is covered in more detail in the chapter on Connectivity.

Reliability: consultee responses tell us that this is an important issue to them, we have therefore developed this in conjunction with congestion data to deliver similar aims. We will trial technology to monitor the network to inform us about capacity to keep the network reliable.

We are exploring ways we can better capture data including for public transport, cycling and walking (eg we now have access to Strava, a mobile phone app for runners and cyclists, analysis tools). This will help identify areas of greatest need for

investment. This is covered in more detail at the end of this chapter, and also in the chapter on the future which explores innovation and technology.

Policy 20

In congested areas we will focus on measures to improve public transport corridors to make those journeys quicker and, in areas identified as having less congestion, we will aim to make all journeys more reliable.

In Policy 15, we set out that we will identify routes important for sustainable and active transport and give priority – especially in urban areas – to sustainable and active modes of transport. On corridors identified as ones important for public transport we will focus on providing bus priority even if this means it might take longer for general traffic to use the routes. This is because we recognise the importance of bus travel for people to access essential jobs and services.

Outside urban areas, the roads are generally less congested and do not require bus priority measures. Here we will aim to make all journeys reliable so that people know how long a trip is likely to take, even if this means that sometimes journeys might take longer than they might do on a ‘good day’ (but less time than on a ‘bad day’).

Highway network resilience

A key recommendation of the 2014 Transport Resilience Review for Local Roads is “that Local Highway Authorities identify a ‘resilient network’ to which they will give priority, in order to maintain economic activity and access to key services during extreme weather.”

Norfolk has established a number of defined networks within the overall transport network:

1. Our route hierarchy is based upon the functional importance of the route and provides a route of access for all parishes and generators of heavy goods vehicles. This is 2,394km, 25% of our network
2. Our winter service priority network is 3,403km, 35% of our network
3. Our core ‘snow plough routes.’ These vary based upon severity of the event and resources available.

Local highway authorities have many resilience responsibilities such as to mitigate the risk posed by flood risk, reduce emissions, reduce carbon footprint, maintain and protect the resilience of the highway network and manage the effects of climate change. A resilient network has been identified taking into account key sites and will become the focus to keep operational in the event of a major incident. The network comprises mainly A roads.

The proposed resilient network has been informed by these defined networks. The resilient network is 741km, 7.5% of our network, and represents a core network to give priority to in extreme weather. It contains key strategic sites which include access to RAF Marham (Defence), Bernard Matthews Gt Witchingham (Food Production (livestock)) and Bacton (Energy production).

The resilient network will be used as a basis for decision-making and is included in the prioritisation criteria for relevant assets. A process will be put in place for annually reviewing the resilient network, alongside the winter service network.

Policy 21

The likely impacts of climate change on the highway network should be addressed to ensure assets are resilient. Where assets can't be made resilient to impacts of climate change, such as coastal erosion, we should have planned alternatives so we can respond faster and avoid disruption. We will use a risk-based approach to determine the priority for action.

Climate change is having an increasing impact on the network with more incidences of severe flooding, as well as other impacts such as soil 'heave' or the requirement to use different materials because of hotter temperatures. We will identify the key risks from climate change and direct efforts on tackling these where they are likely to be most disruptive to journeys, especially on those parts of the network identified as critical to keep functioning.

Climate change resilience for new projects will be assessed through appropriate project level design and assessment. We will also work across disciplines to provide infrastructure that is better adapted for climate change, such as might be achieved through the use of vegetation of permeable surfaces.

Innovation

We have adopted the use of 'warm' asphalt with carbon saving benefits, although its use in Norfolk is limited by the distance from the asphalt plants. We hope to use this method more extensively, depending upon the widened use in asphalt plants and improved distribution in the supply chain. Norfolk County Council seeks to adopt new materials if they are proven to be robust in whole-life costing terms. We are also monitoring developments in the use of Graphine, and recycled materials.

Norfolk County Council developed a method of strengthening the existing sub-grade on the Broadland Northway (formerly known as the Norwich Northern Distributor Road) in Norwich allowing a thinner traditional pavement design. This could be adopted by Highways England in the future.

We are exploring the use of connected vehicle and mobile phone data in order to better understand how our network is used as well as journey performance. We are also currently trialling artificial intelligence cameras to better capture walking and cycling data. We will also exploit key contracts with companies such as Microsoft to trial use of AI technology to improve decision making.

We have developed a prototype for Network management data using vehicle movement data, which subject to committee approval, will provide an objective assessment of our network performance. Building on the Norfolk Innovation network we will trial sensor technology to collect information about air quality and network use. This information would help us understand if changes in the network improve air quality and how use affects the climate. This could be published to the public so people can make decisions that will improve their communities. The information

could also be used to inform route planning, how road works affect journey times and tourism.

Policy 22

New and innovative technology to collect data about the network, inform decisions, assess where to target funding on the network and share information with the public will be embraced and used proactively.

DRAFT

Chapter 11: Approach to delivery

Norfolk County Council is committed to working in partnership with district councils and other key partners to deliver a sustainable future for Norfolk. This Local Transport Plan will focus on working together for mutual benefit: A better connected county benefits residents and businesses alike.

Partnership working

- ★ *Norfolk and Suffolk Economic Strategy* places strong emphasis on working in partnership.
- ★ *Norfolk County Council Environmental Policy* includes working with neighbours Suffolk County Council and the Broads Authority. New targets set by the policy have also meant that we need to work in even closer collaboration with colleagues across the council such as highways, planning, public health and education.
- ★ *Together, for Norfolk* stresses the importance of working collaboratively and in partnership:
 - 'Working with a host of organisations, businesses and community groups county-wide'
 - 'Wherever possible, we'll continue to collaborate with our partners'
 - 'Genuine desire to work together', working in a more 'joined-up way'
- ★ Working with existing partners and suppliers to develop new technology and trial technologies already on the market to kick start innovation.

Example: A11 Cambridge-Norwich Tech Corridor

Norfolk County Council is working in partnership with the private sector, Cambridgeshire County Council and district councils in Norfolk, West Suffolk and Cambridgeshire, bringing together business, and academic and political leaders to grow the region's economy, attract funding and promote the region.

Community action and influence

A consultation on the themes for the plan was conducted Monday 13 Jan to Friday 28 Feb 2020, enabling the community to have their say on current transport in Norfolk, their priorities for the future of transport in Norfolk, and to influence the Local Transport Plan. We used feedback from the public, stakeholders and special interest groups to help us update our Local Transport Plan, making sure that it considers local peoples' current and future priorities for transport to help us shape the future transport provision in Norfolk.

As well as the online consultation we:

- Spoke to Norfolk Youth Parliament and collated their response as well as encouraging them to promote the consultation with the under 18s
- Commissioned an evidence report
- Commissioned a Strategic Environmental Assessment scoping report, which has been consulted on with the statutory environmental bodies (SEBs).
- Commissioned a Strategic Environmental Assessment

- Commissioned a study to test a number of policy levers to assess their impact on carbon emissions.

We undertook further consultation, in autumn 2020, on the Strategic Environmental Assessment (SEA). Alongside this, we published a draft version of the plan and invited comments. We have used these to help refine the plan. The SEA statement, included as an annex to the plan, sets out how the SEA has affected development of the final strategy.

Value for money and resource availability

Value for money is a key component of delivery and one of county council's core values.

Not all projects and ideas have dedicated funding. Therefore, we have created project pipelines, making sure that projects are ready to be implemented when funding becomes available.

Norfolk County Council is seeking funding from wide variety of sources including:

- Capital funding from the Local Transport Plan maintenance and integrated transport blocks
- Large local majors, a government funding stream
- Major road network government funding stream
- Developer funding - Community Infrastructure Levy and S.106 contributions
- Norfolk Infrastructure Fund
- Local Sustainable Transport Fund
- Active Travel Fund
- EU funding and its successor
- Tax Incremental Financing
- Delivery partners, such as Sustrans
- New homes bonus
- DfT "Cycle ambition in national parks" funding
- Cycle City Ambition Grant
- Active Travel Fund
- Roads Investment Strategy (trunk roads)
- National Productivity Investment Fund
- Growth Deal and its successor
- City Deal
- Business Rates Pool
- Enterprise Zone Fund
- Enterprise Zone business rates retention fund
- Local Investment Fund
- Housing Infrastructure Fund
- Homes England
- Transforming Cities
- Heritage Lottery fund.

Many of these funding sources are being reviewed, and we are aware that new ones will be announced during the course of the plan's implementation. We will keep

funding sources under review and continue to tap into them to keep the pace of delivery high. The county council has a strong track-record of securing funding and is confident that this can be maintained.

The plan sets out that we will seek to address air quality issues in urban centres and reduce carbon. Other areas have introduced schemes such as congestion charging or levying a charge against parking places at workplaces in urban areas. The revenue from this type of measure can be reinvested in transport. We are already reinvesting revenue generated from on-street parking charges back into transport.

Local Transport Plan Implementation Plan

An Implementation Plan is being developed. This will set out the projects and programmes / schemes and measures that will be brought forward to achieve the aims and objectives of the strategy. This will be developed throughout 2021 with its final adoption in January 2022.

DRAFT

Norfolk Local Transport Plan
Sustainability Appraisal: SA Post Adoption Statement
DRAFT: June 2021

Contents

1. Introduction How environmental considerations have been integrated into the plan or programme
2. How the environmental report has been taken into account
3. How opinions expressed in response to consultation have been taken into account
4. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
5. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

1. Introduction

Introduction to the Norfolk Local Transport Plan

Local transport authorities are required to have an up to date Local Transport Plan. The Government's 1998 White Paper on transport, 'A New Deal for Transport: Better for Everyone', introduced the concept of Local Transport Plans (LTPs) to steer the development of national transport policies at the local level. The Transport Act 2000 (now amended by the Local Transport Act 2008) then made it a statutory requirement for local transport authorities outside of London to produce LTPs having regard to Government guidance and policies on the environment.

The Local Transport Plan sets out the county council's plans and policies on all aspects relating to transport. This includes not only the council's own delivery, but also how it will engage with the plans and programmes of others where these have transport implications.

This might be how the council: influences national trunk road and rail delivery plans; works with partners like bus companies to deliver transport provision in a commercial market; responds to consultations on growth plans as the location of growth has many transport implications including how people travel and people's ability to get to opportunities dependent on where growth is located; and plans and delivers our own services to ensure that implications on travel and transport are taken into account in decision-making. The plan is a high-level, strategic document that is supported by a series of more detailed separate policy and guidance documents.

Members agreed to review Norfolk County Council's plan, which dated from 2011, in 2019. Development of the plan involved extensive consultation and engagement in early 2020, and consultation on the strategic environmental assessment, alongside which a draft of the plan was published, in late 2020. The plan was adopted by Cabinet on 2 August 2021.

Appraisal of Sustainability

A Sustainability Appraisal (SA), has been undertaken as part of development of the Local Transport Plan. This considered the impact of the plan against a range of social, environmental and economic indicators. The SA is accompanied by separate:

- Health Impact Assessment (HIA)
- Habitats Regulations Assessment (HRA)
- Equalities Impact Assessment (EqIA).

Strategic Environmental Assessments (SEA) are required by European Directive EC/2001/42 (SEA Directive), which was transposed into UK law by the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations).

A SEA is mandatory for plans (including strategies) and programmes which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, and which set the framework for future development consent of projects listed in the EIA Directive.

SEA only considers the environmental effects of a plan, whilst SAs consider a plan's wider economic and social effects in addition to its potential environmental impacts, however, it is obligatory that SAs meet all of the requirements of the SEA Regulations.

SA is used to inform the development of a plan, policy or programme. The SA is a systematic process that is undertaken during the preparation of a plan. Its role is to promote sustainable development by assessing environmental, social and economic impacts, as well as mitigating any potential adverse effects that the plan might otherwise have.

Purpose of the Post Adoption Statement

Post Adoption Statements help to improve understanding of, and gives transparency to, the process of how SA was used in the decision-making process. It shows stakeholders how environmental, social and economic factors have been considered throughout the plan-making process, including taking into account the opinion of statutory bodies, other local authorities and the public; it sets out the reasons for choosing the selected approach over alternatives considered; and outlines the measures for monitoring the significant environmental effects of plan implementation.

The SA Statement is a requirement of the SEA Regulations. This requires that, as soon as reasonably practicable after the adoption of a plan, the planning Authority (in this case Norfolk County Council) must make a copy of the plan publicly available alongside a copy of the environmental report and an SA Statement.

The SA Statement must explain:

- How environmental considerations have been integrated into the plan or programme
- How the environmental report has been taken into account
- How opinions expressed in response to consultation have been taken into account
- The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with
- The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

2. How environmental considerations have been integrated into the plan or programme

Introduction

Environmental – as well as social and economic – considerations have been integrated into the plan throughout the process. The key stages of the SA process are the following:

- Setting the context and objectives, establishing the baseline and deciding on scope
- Developing and refining strategic alternatives and assessing their effects
- Preparing the SA Environmental Report
- Consultation on the draft revised LTP and the draft SA
- Monitoring the significant effects of implementing the revised LTP.

Scoping Report

An initial SA Scoping Report was prepared in January 2019. This report set the context and scope of the sustainability appraisal through:

- Identifying likely options for the delivery of the transport strategies
- A review of relevant policies, plans and programmes
- Collecting baseline information and identifying sustainability issues
- Development of the sustainability appraisal framework.

The SA Framework included fifteen SA objectives to guide the future assessment of policy options in the LTP.

Consultation on the Scoping Report took place for six weeks starting from 17 December 2019. Following consultation with the statutory bodies (Environment Agency, Natural England and Historic England) the report was updated accordingly.

Sustainability Appraisal

The assessment of the draft LTP at this stage included the assessment of both LTP policies and reasonable policy alternatives.

Preferred Draft Strategy

A preferred strategy for the LTP was consulted on for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report.

3. How the environmental report has been taken into account

Introduction

The SA findings and recommendations have been taken into account throughout development of the LTP. This is shown below.

Assessment of policies and reasonable alternatives

As the LTP will have a separate Implementation Plan, to be developed and adopted following adoption of the LTP strategy, the Environmental Report included the assessment of LTP policies and reasonable policy alternatives.

The Environmental Report found that, in general, LTP policies performed well against most SA objectives, with no significant negative effects being identified. Some uncertain effects were identified for air quality, noise, biodiversity and geodiversity, water, soils and mineral resources, landscape and townscape and cultural heritage and the historic environment.

LTP policies were found to generally result in more positive effects and less uncertainties than their policy alternatives. A summary for each SA Topic has been provided below:

- Air Quality: Policies have resulted in predominantly significant positive effects on air quality.
- Biodiversity and Geodiversity: Policies have generally resulted in both positive and negative effects on biodiversity and geodiversity.
- Climate Change, Soils and Resources and Water Resources and Flooding: Policies have resulted in predominantly significant positive effects on climate change (SA5) and carbon emissions (SA3) and neutral and uncertain effects on water, soil and mineral quality and resource (SA4).
- Community Access: Policies have predominantly resulted in significant positive and minor positive effects on the quality and safety of where people live (SA6), reduce poverty and social exclusion, improving access (SA7) and economic growth (SA8).
- Cultural Heritage and the Historic Environment: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Economy and Employment: The policies have resulted in both significant positive and minor positive effects on economic growth (SA10) and access to employment (SA11).
- Health and Population: The policies have resulted in both significant positive and minor positive effects on reductions on death and injury (SA12) and encouragement of healthy lifestyles (SA13).
- Landscape and Townscape: Policies have predominantly resulted in effects that are either both positive and negative or negligible.
- Noise: Policies have result in a mixture of minor and significant positive and both negative and positive effects.

Cumulative Effects

An assessment of the potential cumulative effects on LTP with the local transport plans of neighbouring authorities was completed, looking at the potential impacts at a strategic level. Potential positive cumulative effects were identified for population

and health, economy and employment, community access and air quality. Potential uncertain/negative cumulative effects were identified for noise, biodiversity, cultural heritage, landscape and townscape and soils, water resources and flooding.

Health Impact Assessment

A Health Impact Assessment was undertaken as part of the development of the Local Transport Plan.

The assessment identified that the proposed transport objectives are all likely to result in positive health outcomes due to their focus on encouraging active and sustainable transport modes. However, enhancing connectivity and increasing accessibility could result in negative outcomes, particularly for air quality, noise and road safety, due a potential increase in the number of vehicles on the road. Overall, the Local Transport Plan is likely to contribute to improved connectivity and accessibility to jobs, services and health care.

Habitats Regulations Assessment

The LTP was subject to Habitats Regulations Assessment (HRA) screening and Appropriate Assessment (AA) for potential likely significant effects and adverse effects on the integrity of Habitats Sites at a strategic level.

A number of policies were screened-out due to their de minimis or beneficial effects on Habitats Sites, but other policies were screened-in for their further consideration at AA Stage 2. These policies are related primarily to proposed new infrastructure or improvement schemes, for which limited information is currently available.

Given the possibility of likely significant effects associated with the screened-in policies, further, detailed assessment through Appropriate Assessment is considered necessary at a project-level and on a case by case basis to satisfy the requirements of the Habitats Regulations.

Equalities Impact Assessment

An Equalities Impact Assessment (EqIA) was undertaken as part of the development of the Local Transport Plan. The assessment identified that transport policies are likely to result in primarily positive equality impacts with several neutral impacts at a concept level.

Appropriate assessments will be undertaken on a scheme by scheme basis to identify any scheme-specific impacts as projects come forward to delivery.

4. How opinions expressed in response to consultation have been taken into account

Introduction

Consultation has been undertaken in accordance with the SEA Directive. In summary, this has comprised:

- Consultation on the SA Scoping Report 17 December 2019 for six weeks
- Consultation on the public's and stakeholders' views about the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources between Monday 13 January and Friday 28 February 2020
- Consultation on a preferred strategy for the LTP for six weeks from 28 September to 9 November 2020. In line with the SEA directive, the draft plan included a number of reasonable alternatives which were also appraised. The publication draft was accompanied by the SA Report, which included consultation with statutory consultees (Environment Agency, Historic England and Natural England).

Scoping Report

The Scoping Report was consulted on between December 2019 and January 2020 with the statutory consultees (Natural England, Environment Agency and Historic England). Comments received from the statutory bodies were reviewed and were considered in the update of the Scoping Report. This helped to inform how the sustainability appraisal was carried out.

Public consultation on future of transport in Norfolk

The aim of the consultation was to get the views of residents, local businesses and key stakeholders on main concerns for the future of transport in Norfolk and where they feel Norfolk County Council (NCC) should be prioritising resources. This was not designed as a consultation on a draft plan, but to be used to inform the development of the Local Transport Plan.

The online consultation was open to the public Monday 13th January – Friday 28th February 2020 and was publicised by various means.

Engagement methods:

- Information about the consultation and a link to survey was sent out by email to stakeholders including District Councils, elected representatives, public Transport operators, stakeholder representative groups, eg disability groups and environmental organisations, statutory consultees
- Promoted on social media online: Posts from NCC twitter and Facebook accounts
 - The results were analysed throughout the consultation period and paid Facebook advertising was used to target key areas and demographics that were underrepresented
- Offline survey sent by request
- Telephone calls and in person with Norfolk Youth Parliament and disability and older people's groups.

Within the 6-week period 928 responses were received, of which 889 were from the public and 39 responded on behalf of an organisation.

The consultation was used to inform the development of the LTP from – essentially – its inception. Overall, the consultation showed a great deal of support for a proactive future thinking approach, with the environment at the forefront. There should be a greater focus on carbon neutrality and reducing the need for private cars. However, highway maintenance is still very important to residents and businesses who rely on the road network to commute, move goods or transport tourists.

The majority of responders strongly agreed that encouraging people to walk, cycle and use more public transport is vital. A large number of free text responses were concerned that without a safe and well-maintained infrastructure for public and sustainable transport residents, particularly in rural areas, will not be able to go car free. There was also support for encouraging electric charging points for cars to help encourage uptake of new technologies and a desire for Norfolk to lead in the development and implementation of new green transport technology.

Consultation on a preferred strategy and consultation with statutory consultees on the SA Report

Consultation on the SA report, alongside which a draft of the plan was published, took place in late 2020, between 28 September and 9 November 2020.

A small number of responses were received, largely comprising responses from district councils and the statutory bodies. District councils in the main supported the draft plan although a number of detailed comments were received particularly around how the LTP applied in detail in particular localities, and the relationship between the countywide strategy and the more detailed transport strategies already adopted, or in development, within localities.

5. The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with

Sustainability considerations have been considered throughout the development of the plan. Consideration of reasonable alternatives, required by the SEA Directive, was formally considered as part of the SA to inform the draft plan, which was published alongside the SA report consultation in late 2020.

The draft plan set out the reasonable alternatives to the preferred policies considered with a rationale explaining why the preferred policies had been favoured. This was informed by the SA. In order to assess reasonable alternatives, different options for delivering strategic level transport across Norfolk were developed and assessed against the established sustainability objectives and environmental baseline. The assessment considered the development and eventual adoption of the policies contained in the Draft LTP Strategy. Where possible, each LTP policy had a proposed policy alternative, with a total of 27 policy alternatives being assessed.

The reasons for choosing the plan or programme as adopted are set out in more detail in the preferred strategy, published by the county council for consultation in September 2020 and the SA Report, Appendix A, which sets out the findings of the assessments of the policy alternatives.

The SEA Regulations require that mitigation measures are considered to prevent, reduce or offset any significant adverse effects on the environment of implementing the plan. The measures are known as 'mitigation' measures. Mitigation measures have been proposed in the SA report, designed to avoid or reduce the effects identified as potentially negative through the policy assessments on the SA Objectives.

This process also identified enhancement measures that aim to optimise positive impacts and enhance sustainability. The SA Report identified that these mitigation measures should be used to inform the subsequent development of specific schemes in line with the strategic objectives and policies. This will be undertaken as part of development of the Implementation Plan for the LTP.

6. The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme

Introduction

The SEA Regulations require that monitoring is undertaken on a plan so that the significant effects of implementation can be identified, and remedial action imposed. The purpose of the monitoring is to provide an important measure of the sustainability outcome of the final plan, and to measure the performance of the plan against sustainability objectives and targets. Monitoring is also used to manage uncertainty, improve knowledge, enhance transparency and accountability, and to manage sustainability information.

Monitoring Framework

The aim of monitoring is to check whether the plan is having the significant effects that were predicted in the SA, and to deal with any unforeseen problems. As the assessment of LTP policies did not conclude any residual significant effects, monitoring was not proposed in the SA for significant effects. However, the SA found that some residual impacts remain uncertain and proposed monitoring for these. These monitoring proposals are set out below:

Table: Monitoring Proposals

Potential Uncertain effect	What needs to be monitored?
Potential negative effects on biodiversity and geodiversity	The number of biodiversity enhancement schemes implemented through LTP schemes
Potential loss of important agricultural land	Total area (ha) of permitted loss of best and most versatile (grades 1-3a) agricultural land
Increase in noise in NIAs	The number of developments located within NIAs Noise assessments submitted with planning applications within NIAs

Glossary

Active Transport	Active mobility, active travel, active transport or active transportation is transport through non-motorised means. The best-known forms of active mobility are walking and cycling, though other modes include running, skateboarding, non-motorised scooters and roller skates. We will mainly be discussing this in terms of walking and cycling.
Carbon neutral	Carbon neutrality refers to achieving net zero carbon dioxide emissions by balancing carbon dioxide emissions with removal (often through carbon offsetting) or eliminating carbon dioxide emissions altogether.
Clean Transport	Low carbon vehicles including cars and buses using cleaner propulsion (eg electric vehicles) and sustainable modes such as walking and cycling. Increasingly, there is a range of newer ways that people are getting about including e-scooters or, for delivering goods, delivery-by-drone or autonomous pods.
Emissions	<i>Emissions</i> is the term used to describe the gases and particles which are put into the air or emitted by various sources. We will focus on tailpipe emissions, Car fuel and CO2 <i>emissions</i> which are a serious threat to human and environmental health.
Highway Asset	Highways assets are all the parts that make up the highway infrastructure, including (but not restricted to): <ul style="list-style-type: none"> • roads • pavements • public rights of way • cycleways • bridges and structures • street lighting • signals and traffic management systems • some drainage systems • signs and road markings • fences and bollards • weather stations
Micromobility	Small, lightweight vehicles designed for individual use, operating at speeds typically below 25 km/h (15 mph). This includes mobility scooters, electric bicycles, electric scooters, electric skateboards,

	shared bicycles, and electric pedal assisted (pedelec) bicycles.
NCC	Norfolk County Council
Net Carbon Zero	Net zero means that any emissions are balanced by absorbing an equivalent amount from the atmosphere. In order to meet the 1.5°C global warming target in the Paris Agreement, global carbon emissions should reach net zero around mid-century.
Safe Systems Approach	<p>Safe System is based on the underlying principles that:</p> <ul style="list-style-type: none"> • human beings make frequent mistakes that lead to road collisions; • the human body by nature has a limited ability to sustain collision forces with known tolerance to injury thresholds; and • it is a shared responsibility between stakeholders (road users, road managers, vehicle manufacturers, etc.) to take appropriate actions to ensure that road collisions do not lead to serious or fatal injuries. <p>A key part of the Safe System approach requires that the road system be designed to take account of these errors and vulnerabilities so that road users are able to avoid serious injury or death on the road.</p>
Sustainable Transport	<p>Sustainable transportation is the capacity to support the mobility needs of a society in a manner that is the least damageable to the environment and can make a positive contribution to the environmental, social and economic sustainability of communities.</p> <p>These modes include walking and cycling but also public transport, electric bicycles, electric vehicles, e-scooters and mobility scooters. Many methods of micromobility and active transport are considered sustainable transport.</p>

Report to Cabinet

Item No. 10

Report title:	Norfolk Youth Justice Plan 2021-24
Date of meeting:	2 August 2021
Responsible Cabinet Member:	Councillor John Fisher
Responsible Director:	Sara Tough
Executive Summary/Introduction from Cabinet Member <p>The Norfolk Youth Justice Plan has been produced 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 2021-24. Additionally, the Plan sets out the key priorities for the 2021-24 period. These will be delivered in partnership with the required statutory agencies on the Norfolk Youth Justice Board (Local Authority, 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, 2021-24 Plan is attached as Appendix A.</p> Recommendations <p>That the Cabinet consider the details contained in the Norfolk Youth Justice Plan 2021-24 and recommends the plan to the Full Council for approval.</p> Actions required <p>Recommend to Council</p>	

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 2019-21 objectives and sets out the priorities for 2021-24.
- 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.
- 2.3. The **Principle** that: all agencies should consider children involved in the youth justice system as a '**child first**' 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. 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. 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
- 2.6. The Harmful Sexual Behaviour Project aimed at improving responses to harmful sexual behaviour [HSB] by children and young people moves into its fifth 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 in consultation with the Norfolk Youth Justice Board partnership.

4.2. In February 2021 the Norfolk Youth Justice Board held a 'Setting the Strategic Direction' workshop. The Independent Chair of the Board and the YOT Management Team presented the progress and future challenges to the Board. The Board subsequently agreed the 2021-24 plan priorities at the June 2021 Board meeting and those priorities are contained in the plan.

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 2021-22 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 2021-22. 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 2021-22 including an agreement by the Local Authority to underwrite any shortfall. A business case is being progressed to address the gap in the YOT pooled budget for 2022-23 onwards.

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
- 8.1.3. The Youth Justice Plan is part of the policy framework at Article 4 of the Council's constitution and therefore must go to Full Council for approval.

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 consider the details contained in the Norfolk Youth Justice Plan 2021-24 and recommends the plan to the Full Council for approval.**

12. Background Papers

- 12.1. The Norfolk Youth Justice Plan 2021-24 is attached.

Officer Contact

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

Officer name: Val CREWDSON

Tel No.: 01603 223585

Email address: val.crewdson@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 Youth Justice Service



Youth Justice Strategy 2021 - 2024 Year 1



Contents:

1.	Foreword by the Chair of the Norfolk Youth Justice Board.	Page 3
2.	Vision and Strategy.	Page 4
3.	Governance and Partnerships.	Page 5
4.	Review of 2020-2021.	Page 6
5.	What children tell us.	Page 9
6.	What parents and carers tell us.	Page 9
7.	What victims tell us.	Page 10
8.	Performance 2019-2021	Page 11
9.	Review of previous plan priorities.	Page 13
10.	Priorities for 2021-24.	Page 16
11.	Appendices 1-6.	Page 18



1. Foreword from the Chair of the Board

Welcome and thank you for taking the time to read our Strategic Plan for 2021-2024. This plan is incredibly important as it will shape how we prioritise our work and resources over the next three years. Our vision and strategy are set out below. I hope you can afford yourself some time to reflect on how you, your agency and the wider partnership can contribute towards our aims. It's important that we act as a collective, working collaboratively and helping each other to deliver improved outcomes for the children and families we encounter.

This is my first Strategic Plan as Chair of Norfolk Youth Justice Board and I am genuinely excited about the opportunities that we will have to improve what is already a committed and high performing Youth Offending Team and Strategic Board. I want to develop the Board ensuring we are committed to providing the strategic leadership that will help those charged with delivering front line service opportunities to offer the best possible support, intervention and guidance to our children. I have had the opportunity to meet with front line staff and been hugely impressed by their commitment and professionalism, Norfolk is extremely fortunate to have these excellent individuals working for us and I would like to take this opportunity to thank them for their continued hard work, especially in the unique circumstances that have prevailed over the last twelve months.

It is important when writing and reading this report that we do not lose sight of the children and families who are impacted by offending. We deal with some of the most vulnerable children and victims in Norfolk. The work we do can have a positive impact on outcomes at a key stage in many children's lives. This is a strategic document but behind each priority, each aim, each principal lies the ambition to *'help individuals to build on their strengths so they can make a constructive contribution to society. Prevent offending and create safer communities with fewer victims'*.

On a final note, as we come out of the pandemic, it is important for us to stay focussed on achieving our goals. We will need to show flexibility as the world returns to the 'new normal'. This will undoubtedly bring fresh challenges for those of us involved in the youth offending arena. I am confident that we have the strategic leaders, operational leaders and front-line practitioners to react to such challenges and that we will provide excellent service to our children and families. Thank you for your continued support.

Chris Robson

Independent Chair Norfolk Youth Justice Board



2. Vision and Strategy

Welcome to year one of the Norfolk Youth Justice Strategic Plan for 2021-24. The Plan provides an overview of the work of the Norfolk Youth Offending Team in the last year, our performance and our priorities for the next three years.

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

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

Our Aims:

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

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

Our Ways of Working

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



3. Governance and Partnerships

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

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 Probation Service. We also directly employ practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice, including working with victims of youth crime, community reparation and working with parents.

In January 2020 Norfolk YOT moved directorates within Children's Services from Early Help to Social Care with a resulting change in the tiers of line management of the Head of Service from a Director to an Assistant Director.

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 Partnership, the Local Criminal Justice Board, Norfolk County Community Safety Partnership, the OPCC's Reducing Reoffending Board, Girls and Women in the Justice System Group, the MAPPA Strategic Management Board, the Vulnerable Adolescent Group, the Exploitation Oversight Forum, the Community of Practice around Adolescents and the Channel Panel. The Norfolk YOT Management Board is represented by its Chair on the **Norfolk Public Protection Forum (NPPF)**, comprising of all chairs of strategic multi-agency groups, which has a key role to put in place effective arrangements for ensuring that people in Norfolk, particularly the most vulnerable in our society, are properly protected.

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

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

We are committed to ensuring that children and their families have a voice and influence in the youth justice system. We have an established service user participation and involvement strategy. This strategy includes the use of several tools and mechanisms for routinely seeking the views of children on the services they receive. We also routinely seek feedback from parents and carers and the victims of youth crime. We plan to expand our participation activity and this forms part of our priorities for 2021-24.



Projects and Partnerships:

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

Norfolk YOT hosts, supports and works jointly with the Harmful Sexual Behaviour Project, a joint YOT/CAMHS initiative funded by the Clinical Commissioning Group.

Norfolk YOT leads on the Eastern Region YJB County Lines Pathfinder which operates in Cambridgeshire, Essex, Norfolk and Suffolk.

Norfolk YOT is funded by the ADDER Project to deliver a custody pilot project in the Police Investigation Centre (PIC) at Wymondham.

Jointly with Norfolk Constabulary and Adult Services, we commission an Appropriate Adult Service for children to ensure their legal rights are adhered to in PICs.

4. Review of 2020/21

Independent Chair: In January 2021 the existing chair of the Norfolk Youth Justice Board, the Executive Director of Children's Services stood down after two years in the role. The Board was pleased to welcome Chris Robson as Independent Chair in February 2021.

Youth Justice Board (YJB) Nationals Standards Self-Assessment and Improvement Plan: We submitted our self-assessment as required and developed our improvement plan in relation to our findings. We were informed by the YJB in February 2021 that their moderation exercise concluded that our self-assessment offered an evidenced reflection of the judgements against service standards. The YJB advised that they did not intend to carry out a validation visit. The initial results from the process indicated that the standards that require most attention across England and Wales were NS4: In Secure and NS5: Transitions. The assurance of Management Boards on the performance of YOTs had also been identified as a key area for improvement for many YOTs. It is our intention to undertake a further self-assessment as part of our schedule of audit activity in 2021 and pay attention to the areas highlighted by the YJB.

Quality of our work: We reviewed and refined our quality assurance strategy in early 2021 and we have a robust case and thematic audit schedule in place. We have been reporting our audit activity to the Management Board and have an audit findings action plan in place. We have also undertaken a joint audit with colleagues in Children's Services including our response to the decriminalisation of looked after children and care leavers. The latter resulted in a series of joint workshops to highlight good practice and areas for improvement. We are in the process of agreeing a joint approach to audit for those cases open to both YOT and Children's Services.



Workforce Development: A skills audit was undertaken in March 2021 as required by the YOT Workforce Development Strategy and the associated Delivery Plan. The findings from the skills audit and all case audit activity will be used to inform the annual training plan and the reviewed Workforce Development Strategy.

Disparity: Each year Norfolk YOT produces a report to the board regarding disparity in the system. The report draws on the YJB toolkit and school's data to establish a more up to date understanding than that currently available from census data. The Public Health ethnicity data for Norfolk school pupils in 2019/20 record of pupil ethnicity data suggests that the numbers of black and minority ethnic children is currently 7.5% and Gypsy, Roma, Traveller children is 0.3%. Our report for 2020/21 shows that BAME children are under-represented in referrals in for prevention work, diversion work and first tier (Referral Orders). The percentage BAME in the Youth Rehabilitation Order population is 12.9%, in children sentenced to custody population is 25% (total population = 8) and in the remands to custody population (42.85% - total population = 7). The report covering the 2019/21 period will be finalised shortly, be circulated to the Board and its findings form part of our priority work on disparity.

YOT Review: In June 2020 in response to a concern about the sustainability of the YOT pooled budget the Norfolk Youth Justice Board agreed to a review of the YOT with a view to considering alignment/partial integration with Children's Services. The Review concluded in December 2020 with a recommendation that alignment of practice (a community of practice around adolescents) rather than partial integration was the way forward and that the new independent chair of the Board should take forward the issues of partner commitments, including financial contributions, in 2021. We are currently working with the local authority in North Yorkshire under the Partners in Practice initiative to take forward our 'Community of Practice around Adolescents'.

Norfolk YOT 'Ways of Working': In February 2021 the YOT management team reviewed our service delivery model and following a very positive response from staff began our preparation to move from wholly geographically based delivery model to four streams of work to include 1. Out of Court Disposals, 2. Referral Orders, Restorative Justice and Reparation, 3. Intensive Cases and Court and 4. Specialist /Partnerships. Our approach involved a rethink about our staff resources and as a result we increased our case management and reduced our reparation capacities.

YOT Budget: In March 2021 Children's Services proposed to the Norfolk Youth Justice Board that a business case be developed regarding the future funding of the YOT. An interim report will be provided to the Management Board in June 2021 with a fully formed business case by September 2021.

Howard League Award: Norfolk YOT alongside Norfolk Constabulary and Norfolk Children's Services won a Howard League Award in 2020 for our work on the 'decriminalisation of children in care'.

Local Recognition: In 2020 Norfolk County Council recognised the contribution that the Youth Offending Team made to children in touch with the Youth Justice System through the 'OSCA' Team of the Year award.



Dedicated Court Team: Our dedicated court team approach has been a big success. It has improved the YOT service to the Court, the quality of reports and our joint working with all stakeholders. Feedback from court officials told us that their 'experiences with the team have been hugely positive' and that 'each of the members of the Team brings real knowledge and expertise to the task'.

ADDER/Custody Project: In early 2021 Norfolk YOT were funded to develop a custody project as part of and in support of the wider ADDER project. The two custody workers came into post in April and May 2021 respectively. We are already seeing some promising results and if the project is successful, we will seek to embed this approach in our service delivery model subject to funding.

HSB Project: The Clinical Commissioning Group funds Norfolk Harmful Sexual Behaviour Project which is hosted by and embedded in Norfolk YOT. The project has been very successful over the past five years and has attracted a lot of interest from other areas who wish to adopt their approach. In 2021 the funding and service is set to expand through a significant contribution from Norfolk Children's Services.

CCE Pilot. The Child Criminal Exploitation Pilot achieved its aim of raising awareness and developing a different way of working with exploited children. At the close of the pilot in September 2021, several staff transitioned into the new Targeted Youth Support Service. Norfolk YOT is working closely with and supporting the development of this service.

Rebranding: It was agreed at the Board Strategic Workshop in February 2021 that in future Norfolk YOT will be branded as **Norfolk Youth Justice Service** with a launch date to be agreed at the June 2021 Board meeting.

Development of our Health Offer: Following a successful psychological **case formulation** pilot we have reviewed our health offer and developed our strategy for physical, mental and psychological assessment, case formulation and intervention provision. In February 2019 NHS England commissioned Healios to provide talking therapies for children known to Norfolk Youth Offending Team. Healios provides mental health assessment and intervention via a digital platform. We have received confirmation that this service has been commissioned for a further three years from April 2021. Healios has enabled timely access to services for children experiencing mental health issues and assessment for those who may have undiagnosed neuro-developmental conditions. A self-audit, supported by our clinical psychologist, is currently underway to assess what needs to happen for Norfolk YOT to be a trauma informed service. The audit results will enable us to plan next steps in this journey.

COVID/Service Delivery/Recovery: It has without doubt been a difficult year in service delivery terms and recovery to previous levels of service delivery is still some way off. Our staff and volunteers have been creative and gone the extra mile to adapt resources, interventions and engagement approaches. As a result, however, of COVID and public sector approaches to virtual service delivery, the landscape has changed in relation to the use of buildings and home/virtual working. It remains the case that the work that we do with children requires physical bases for our teams and access to discrete, confidential and suitable space in which to work with children. Our staff have told us that relationship-based practice underpinned by trauma informed approaches has been very difficult to do virtually or with children living in often unsuitable home environments or in public spaces. Staff have also raised concerns about limited access to our resources and the difficulties of undertaking confidential interventions with children from their own homes.



5. What children tells us.

Children have told us that they felt they were treated fairly, understood why they were working with us and felt that they were listened to. Overwhelmingly children were positive about their worker and said that they received help and advice. When asked what the best thing about the YOT was, children responded as follows:

"I didn't mind it. I would keep doing it if you wanted."

"Having the same worker all the way through even though it's been almost 2 years"

"You have helped me to keep safe around school and home. You give good advice about stuff."

"My worker was super kind and was great to work with."

"Understanding the consequences of reoffending and they worked at my pace and understood what I was like and my behaviour."

The full 'Service User Feedback Report' can be found at Appendix 1a.

6. What parents and carers tell us?

Parents told us that they felt incredibly supported by the YOT Parenting Workers and practitioners. They said their work with us had helped them to have better relationships with their children, understand their 'teenagers' better and that we helped them when they were frightened for their children. Feedback included:

"Before I started working with you, I was so scared the same thing was going to keep happening with my daughter, but now I feel much more confident and able to deal with situations. You listened to how I felt and found a way round, a solution I could use. It was what was needed. You took on board what I said and used my words and you got 'me' and you challenged me and I got it."

"The work we've done has really helped me. I feel I am now in charge with the boys not the other way 'round. Understanding the Iceberg and the parent child relationship helped my confidence grow. Just simple things that I can now do to help me when I feel anxious have really worked."

"My opinions were important even when you didn't agree with them"

More feedback can be found at Appendix 1b.



7. What victims tell us.

Victims who took part in restorative justice were positive about their experience:

“The process has been beneficial, not just to me as a Custody Sgt, but for the young person to hear the impact of her actions. I shall be sharing my experience amongst police colleagues and encouraging them to participate with Restorative Justice when they have been the victim of a crime.”

“Traditional support can feel wooden and a tick box, like it's done to you. This has been fluid and open and honest.”

“This work was above and beyond what I had expected, I had my reservations, but it was amazing.”

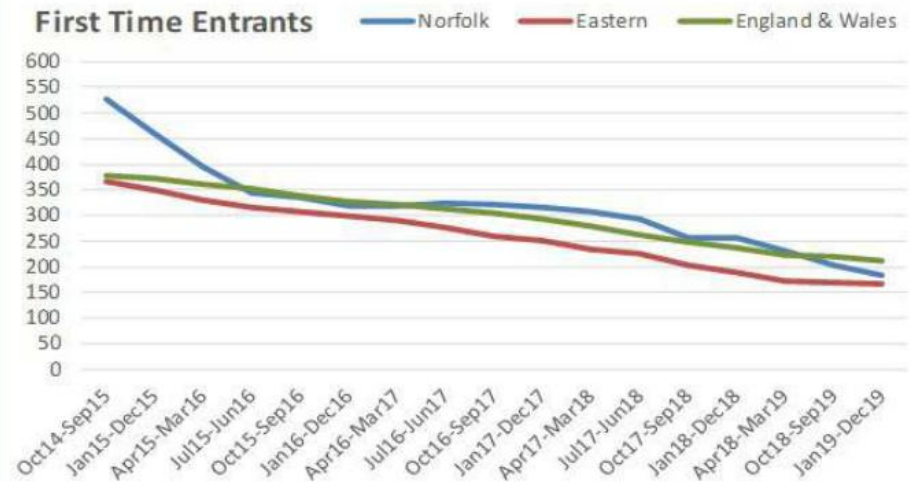
More feedback can be found at Appendix 1b.



8. Performance 2019 - 21

First Time Entrant (FTE) Analysis:

The joint YOT /Police diversionary Challenge 4 Change (C4C) project has continued to impact on reductions in FTEs and forms 50 - 60% of our workload. It is unfortunate that the YJB were unable to access FTE data for 2020 data so that we can monitor and respond to the trend and impact of COVID. In 2019/20 we received 368 C4C referrals compared to 272 in 2020/21. The numbers may well reflect long periods of lockdown or an increase in FTEs, however, the latter is not indicated so far given our reducing statutory workload. In March 2021 a report on our Out of Court Disposal (OoCD) work including C4Cs and our Diversion Panel was taken to the Management Board. The recommendations were endorsed by the Board and an OoCD Steering Group has commenced work to ensure that our out of court work is in line with best practice, monitored and evaluated.

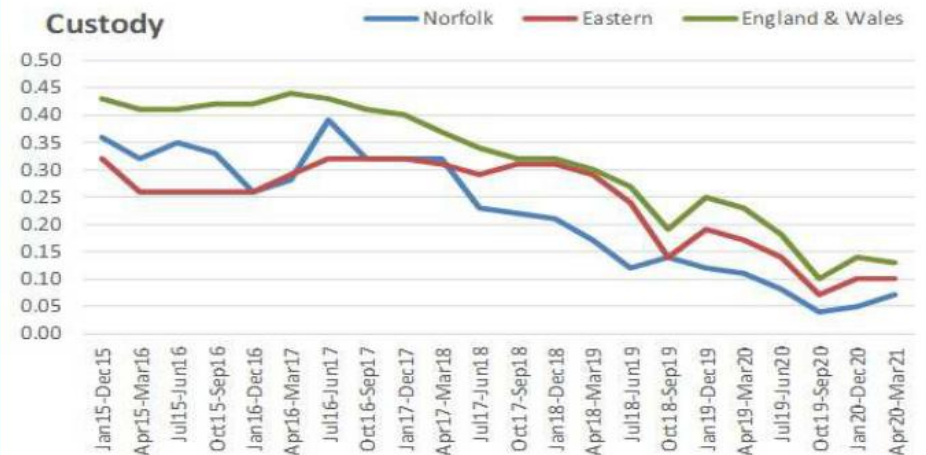


Custody Analysis:

Norfolk continued its successful trend of reducing the custodial rate and compared favourably with the regional and national trends. The rates dipped significantly in 2020/21 partly due to COVID and Court closures but also through the impact of our new Dedicated Court Team and the quality of our pre-sentence reports.

One incident in Norwich resulted in three children being remanded to Youth Detention Accommodation in February. One child remains on remand.

Violent and drug offences remain the most likely reason for children to receive a custodial sentence.



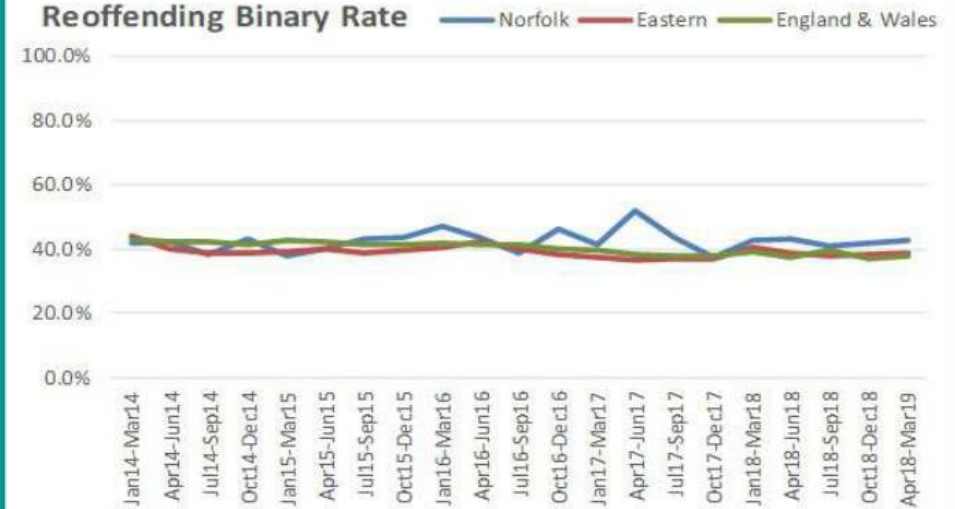
8. Performance 2019 - 21

Reoffending Analysis:

Reoffending rates continue to track above the regional and national rates however the fluctuations seen through 2016 and 2017 have flattened out to mirror the national trend. Once again due to COVID the YJB have not been able to obtain PNC data in the usual way but have provided the overall reoffending rate for the year April 18/March 19.

We continue to produce our local reoffending data which is more recent and enables us to monitor offending in each of the tiers of intervention. The number of children on a statutory order has reduced significantly since the implementation of our C4C project. In March 2021 a report on working with girls in youth justice was presented to the Management Board including several recommendations about practice in Norfolk YOT but perhaps as important, in the wider system.

Reoffending Binary Rate



Indicator Risks

First Time Entrants

In the absence of up to date data it is unclear whether our positive reducing FTE performance has continued into 2020/21.

Custody

Exploitation resulting in violence, knife crime and drug supply offences remains the biggest risk to reducing the number of children receiving a custodial sentence. We have averted some custodial sentences for children through offering a robust package of intervention. Our multi-agency approach and diversion work continues to be a priority to reduce the likelihood of custody.

Reoffending

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

Indicator Actions

First Time Entrants

Implement the recommendations from our OoCD and Girls in Youth Justice Reports.

Respond effectively to risk factors such as emotional trauma and other adverse events in young people's lives

Custody

Break the cycle and pattern of Child Criminal Exploitation and associated violence.

Maintain high levels of court confidence in our interventions and management of risk.

Reoffending

Implement our new service delivery model with a focus on reducing reoffending in the statutory caseload.



9. Review of previous plan priorities

- **Focus on reducing reoffending rates.**

During 2020/21, our plan to focus on the small number of children who continue to reoffend was affected by strategic staff changes mid-year, an unusual high number of practitioner vacancies and COVID. Caseloads were high because of vacancies, practitioners were working from home (which is not suitable for all staff), there was a lack of suitable and safe places to deliver interventions and virtual contact with children presented several challenges due to the digital poverty in our service user group. Some of those challenges remain today and we are working to address them.

COVID made 2020-21 a challenging operational year with reduced YOT service delivery, school closures, children being less visible, court closures and delays in sentencing and trials.

We continue to be successful in impacting on the number of children entering the Youth Justice System through our diversion programme (Challenge 4 Change) which in turn reduces the number of children who go on to receive a formal disposal or Court outcome. We are, however, beginning to see more complex cases in the diversion caseload.

- **Report to the Board and Partners the lessons learnt and impact of the CCE Pilot Project.**

The 'lessons learnt' report recommendations have been shared with local and regional colleagues who are developing teams/practice with children at risk of exploitation. The report will be available to Board members in July 2021 and national in the coming months.

- **Support and contribute to the partnership response to vulnerable adolescents.**

The Head of Service has been involved in the development of the Targeted Youth Support Service and YOT Operational Managers have provided significant input to the recruitment of TYSS staff. Both teams are working closely together alongside our social care teams to ensure a joint, consistent and evidence-based approach to children who are exploited.

The Head of Service has been integral to the bid for a Norfolk/Suffolk European Social Fund (ESF) project. ESF have granted just short of £1 Million pounds to address the education, training and employment needs for those at risk of or who are being exploited through the County Lines drug dealing business model. The project will be sited in TYSS and its development supported by Norfolk YOT.



Norfolk YOT is a member of and contributes to the Norfolk Safeguarding Partnership Vulnerable Adolescent Group and the multi-agency Exploitation Oversight Forum.

The County Lines Pathfinder activity is supporting the practice, skills and knowledge of front-line practitioners across the partnership.

Work is underway to develop a 'community of practice around adolescents', the key recommendation from the YOT Review in December 2020. YOT, Social Care and TYSS management teams are involved in the development work with North Yorkshire 'Partners in Practice'.

Norfolk YOT staff continue to play a key role in supporting children who have been criminally exploited and are subject to formal and informal interventions.

- **Develop a Not Engaged in Employment or Training (NEET) Subgroup to focus on reducing the number of young people in the youth justice system who are not in training or employment.**

The Norfolk YOT Education, Training and Employment working group continued to operate throughout COVID during 2020/21 and worked closely with education colleagues in the s.19 working group. Inevitably COVID has impacted upon our ability to move this work forward. It remains a priority in 2021-24.

- **Focus on the Workforce Development of Norfolk YOT staff.**

Norfolk YOT staff have embraced the 'child first' philosophy. Our audit activity has identified that there is still some work to do to balance our child first approach with the assessed risk of harm. Our workforce is moving towards a trauma informed approach with children and families which is supported by our embedded psychology service. In 2020 we published the Norfolk YOT Workforce Development Strategy and in early 2021 undertook a workforce development skills audit. Our annual training plan incorporates the training and development needs from the skills audit, National Standards Self-Assessment, audit recommendations and new staff. The Norfolk YOT workforce has largely been stable for many years but in 2020/ 2021 we saw an increasing turnover of staff. Reasons for leaving include professional development, professional training and promotion.

- **Develop a 'fit for purpose' Board Performance Report.**

We have developed and expanded the range of YOT activity reported and the supporting narrative. There is still work in relation to partnership data and this will be a priority in 2021-24.



- **Contribute to the development of a partnership response to plan for and meet the housing needs of children and young people and their families.**

This priority was not achieved but will be pursued with District Council colleagues.

- **Understand the health needs of young people in the Youth Justice System.**

Our aim was to commission or seek support from health colleagues to produce a health needs assessment, but this has not been possible due to COVID. In the coming year we will be working with colleagues across health to ensure that we have a clear understanding of the needs of children in touch with the Youth Justice System including how to meet Speech, Language and Communication Needs. In 2020/21 we refocused our health resources and are in a reasonably good position having direct access to physical, mental and psychological support. We are concerned that the impact of COVID and increasing unmet emotional and mental health needs could affect the numbers of children in contact with the Youth Justice System. We need to work with partners to ensure there is adequate resource in the system to meet these needs.



10. Priorities for 2021-24

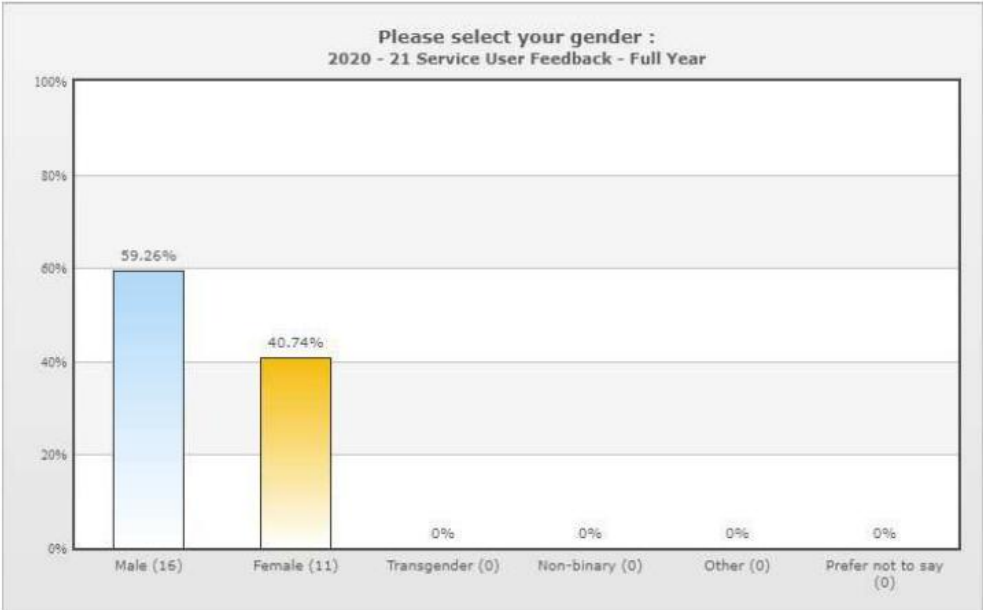
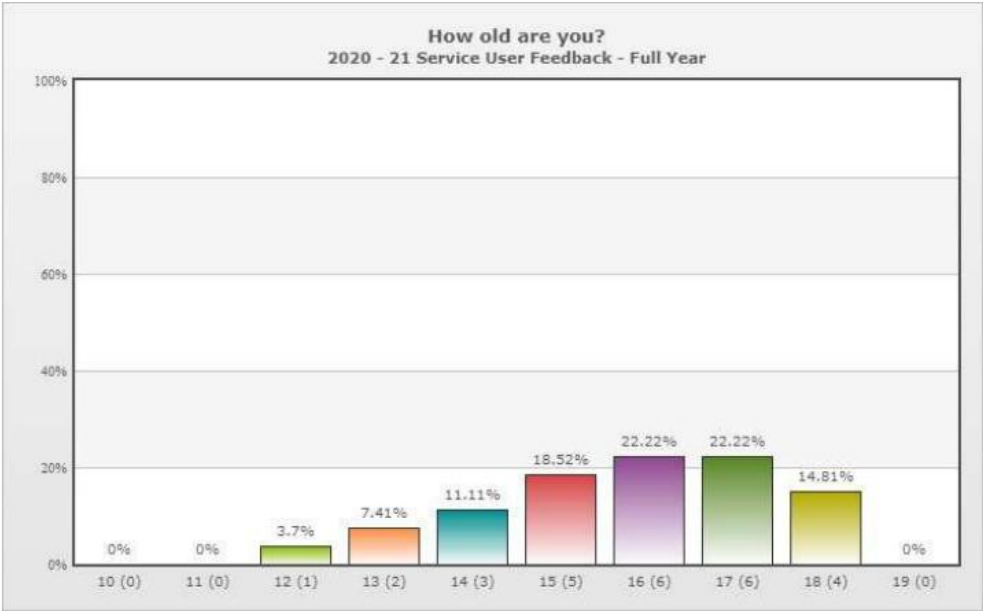
Priority areas of focus	What will we do?	How will we know?
Reducing Reoffending:	<ul style="list-style-type: none"> Implement the new YOT service delivery model. Reduce the caseload of practitioners who hold high risk /exploitation cases. Assess for and respond to trauma through a case formulation approach. Engage with the Community Safety Partnership and the new Serious Youth Violence duty in 2022. 	<ul style="list-style-type: none"> We will monitor and evaluate the impact of the new service delivery model on our performance indicators. Staff will report that they have been able to build trusted relationships with children. We will monitor and respond to any disparity affecting children with protected characteristics. Our evaluation of trauma informed work will show improved outcomes for children. We will see a reduction in our reoffending rate.
Diversion	<ul style="list-style-type: none"> Implement the new YOT service delivery model. Implement the recommendations from our OoCD and Working with Girls reports. Implement the recommendations from the YJB work on Disparity. 	<ul style="list-style-type: none"> We will have continued the trend in the reduction of first-time entrants. Our monitoring and evaluation of our diversionary activity will show improvements in the quality of work and outcomes for young people. We will reduce reoffending. We will have reduced disparity in the Youth Justice System.
Health and Wellbeing	<ul style="list-style-type: none"> Embed our health offer/strategy. Develop a pathway for addressing Speech, Language and Communication Needs (SLCN). Increase our access to psychological resources. 	<ul style="list-style-type: none"> Children who need SLCN, mental health and wellbeing support receive it. Increase the number of children receiving a trauma informed response through a case formulation approach. Become a trauma informed service.
Data	<ul style="list-style-type: none"> Develop a set of data requirements, both qualitative and quantitative, that provides an evidence base to support youth justice outcomes 	<ul style="list-style-type: none"> Develop a logic model of impact, determinant and outcome measurements.

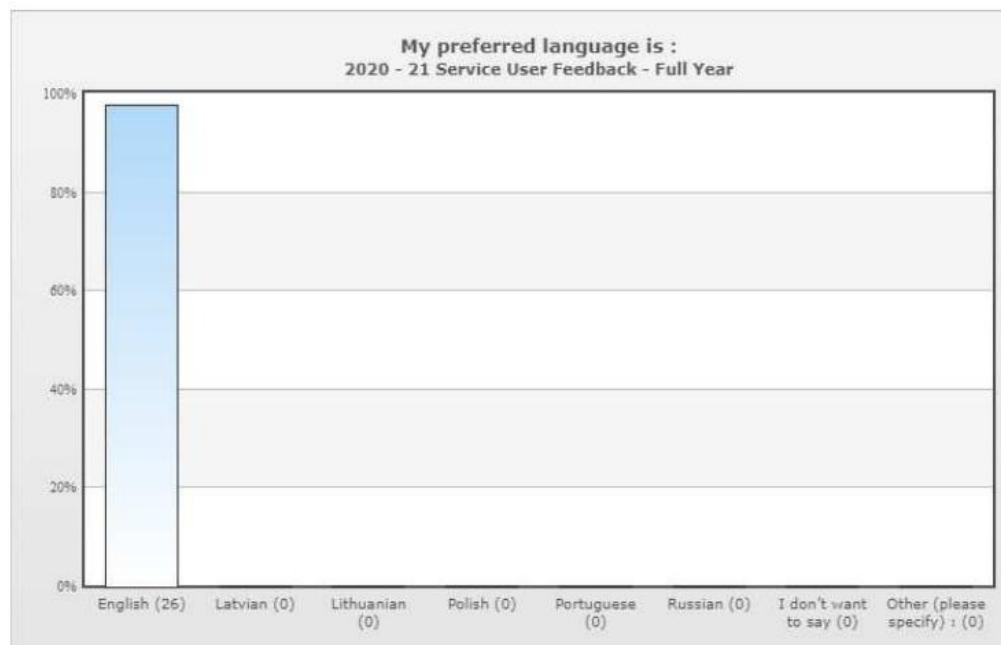
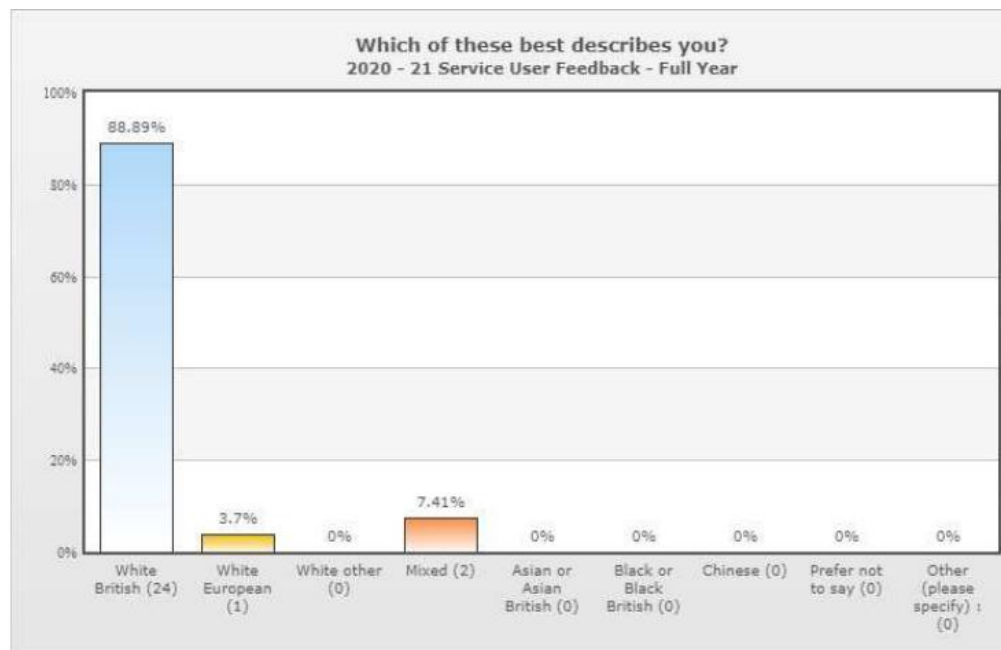


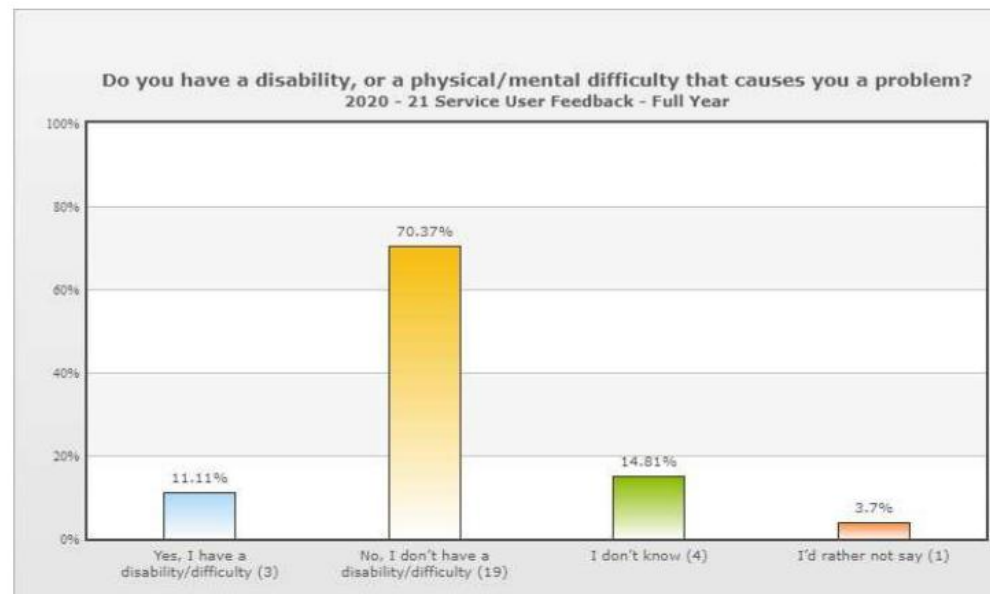
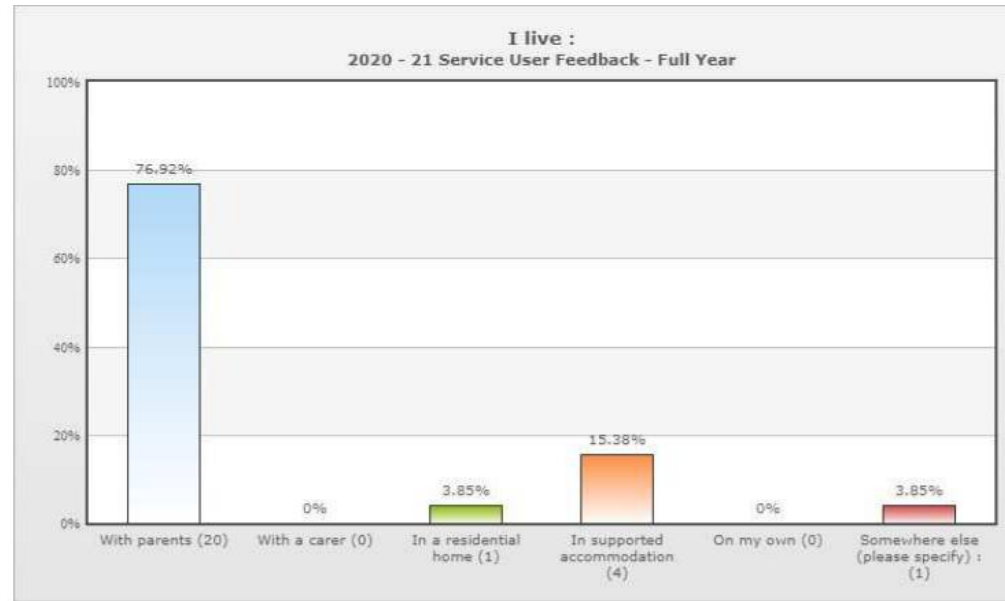
Priority areas of focus	What will we do?	How will we know?
Disparity	<ul style="list-style-type: none"> Eliminate disparity between experiences of and outcomes for children from Black, Asian and Minority Ethnic backgrounds in relation to the youth justice system. Implement the recommendations from the Youth Justice Board work on disparity. 	<ul style="list-style-type: none"> We have an established multi-agency group and a local joint disparity protocol and are scrutinising outcomes and processes. Staff are skilled in identifying, challenging and eliminating bias in respect of all decisions they make. We collect and analyse data to understand where disparity is occurring.
Community of Practice (Adolescents)	<ul style="list-style-type: none"> Develop a community of practice around adolescent in our joint working with other services. 	<ul style="list-style-type: none"> Work with partners including North Yorkshire Performance Improvement Partners to develop our philosophy including our culture, practice and outcomes for children.
Enhanced Participation	<ul style="list-style-type: none"> Embed and expand participatory and co-production opportunities for children in touch with the youth justice system. Review best practice including the Youth Justice Board and Peer Power participation strategy. (not yet published). 	<ul style="list-style-type: none"> We will have an effective participation and co-production strategy in place and children in touch with Youth Justice will feel empowered, heard and listened to. We will have suitable feedback and response systems in place and feedback will inform the way we work with children in Youth Justice.
Education, Exclusions, Elective Home Education and SEND:	<ul style="list-style-type: none"> Reduce the numbers of SEND children who are in touch with the Youth Justice System. Increase the number of children in education, training or employment who are in touch with the Youth Justice System Know the children who are receiving elective home education. 	<ul style="list-style-type: none"> We will have a clear protocol for working with the Inclusion, Children Missing Education Team, Virtual School and Home Education teams, and the newly established Section 19 team that results in coordinated support for children in touch with the Youth Justice System. We will have strengthened joint working between YOT and the Participation and Transitions Strategy Team as a bridge to post – 16 opportunity providers. We will have identified the gaps in post-16 provision and be working with providers to address them. We will have an offer in place that provides professional development training for post-16 providers in the management of challenging behaviours

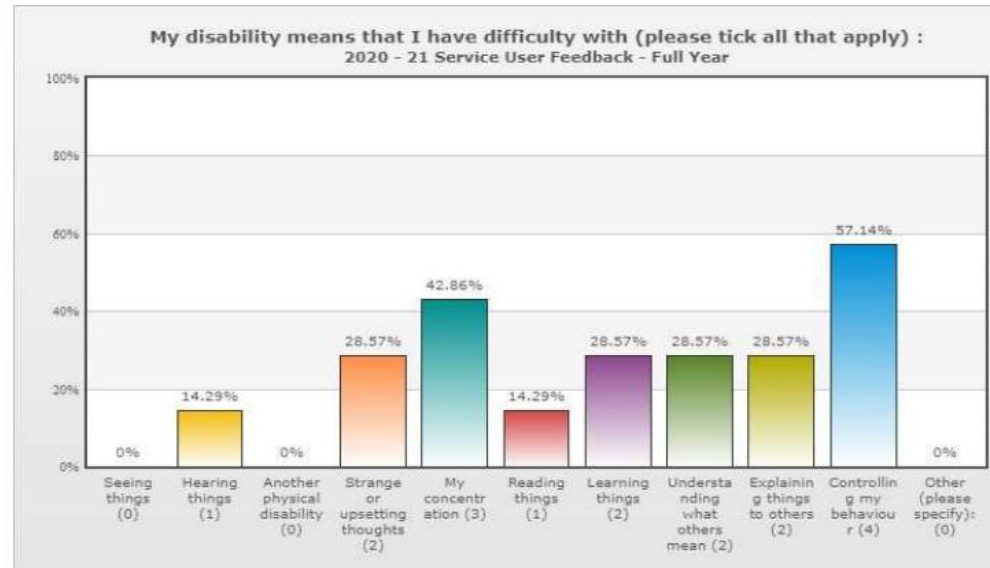


1. About You

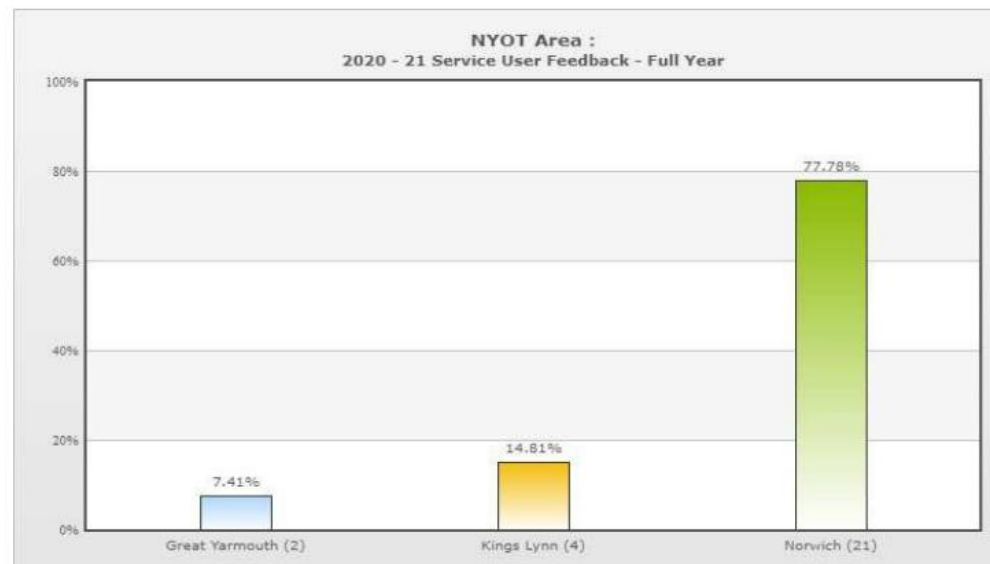


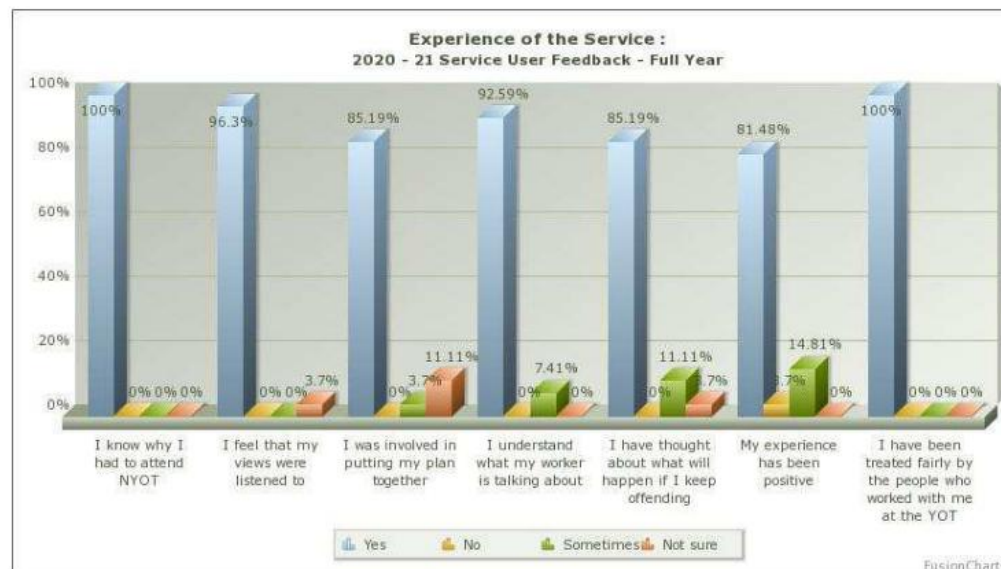
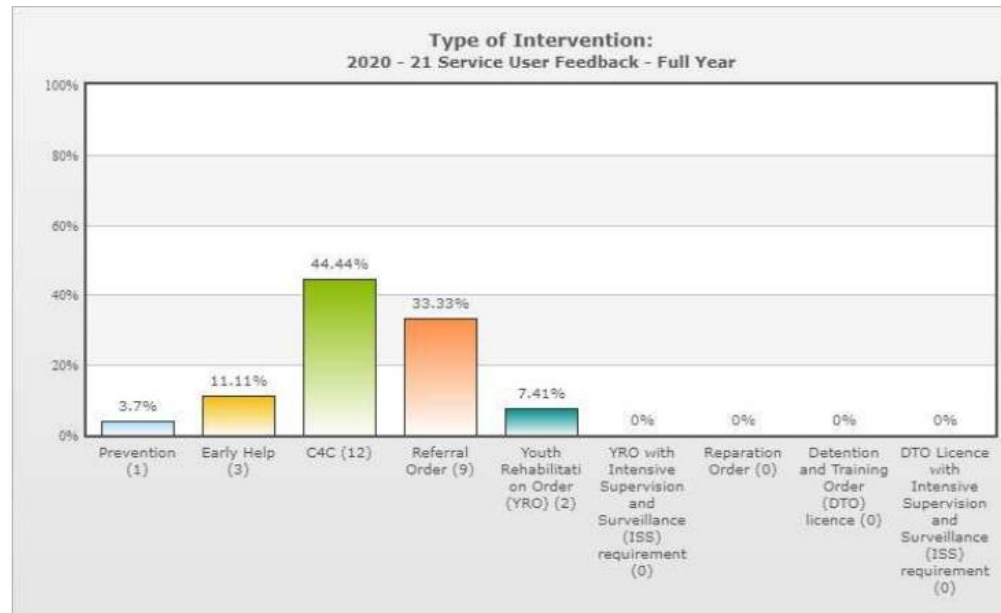


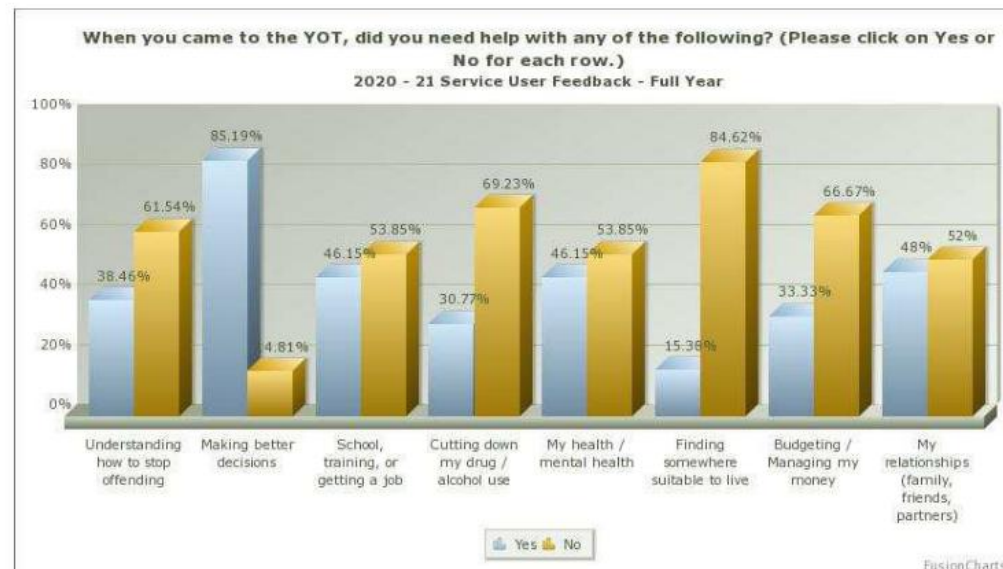
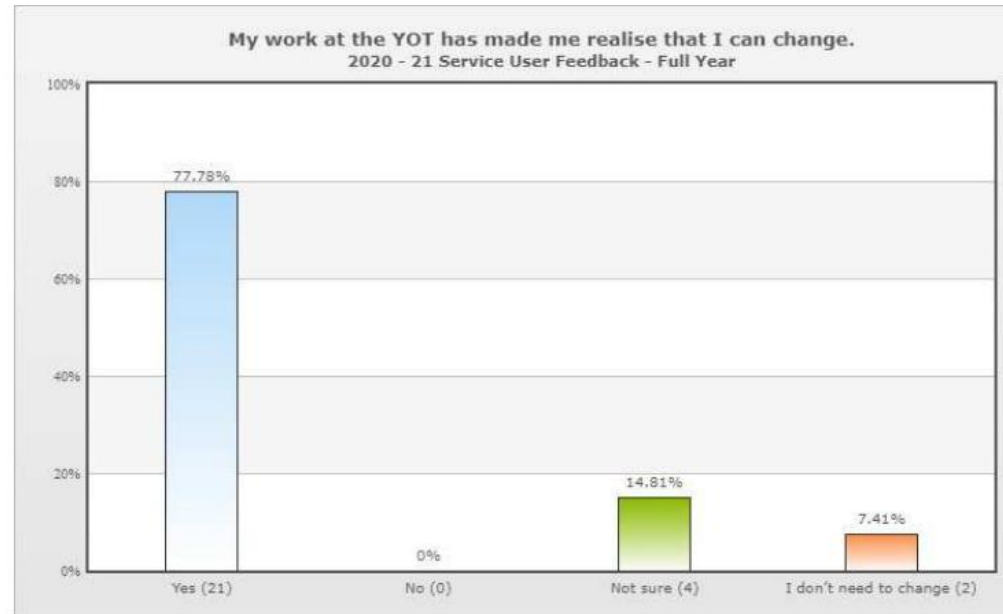


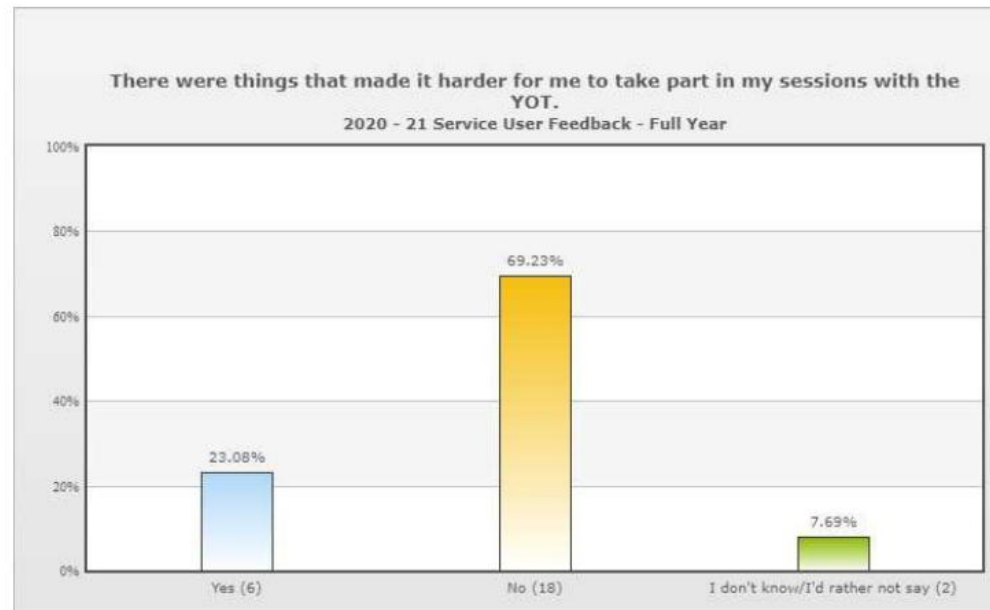
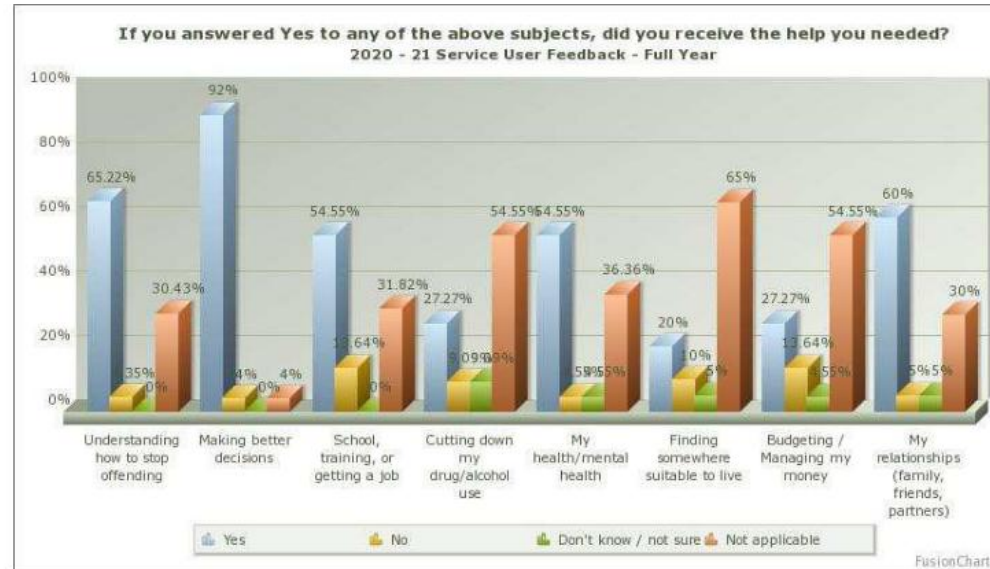


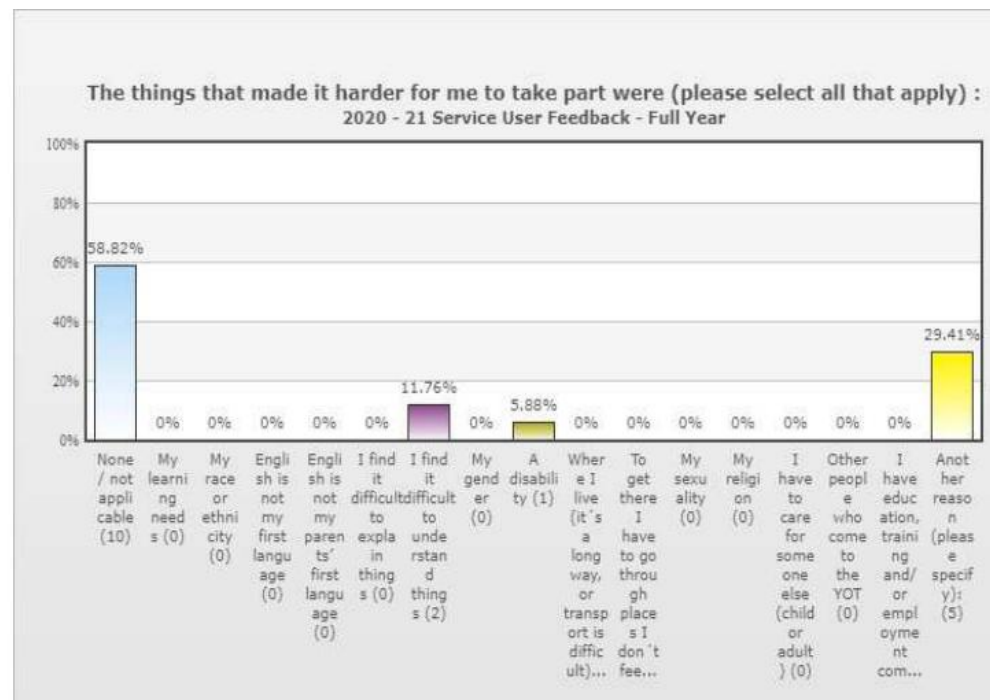
2. Experience of the Service











3. Your Views

Is it serious to break the law?

16. It is serious to break the law.								
	0	1	2	3	4	5		Response Total
Not at all	3.7% (1)	0.0% (0)	0.0% (0)	29.6% (8)	14.8% (4)	51.9% (14)	Extremely	27
							answered	27
							skipped	3



If I had a friend in trouble with the law, I would describe NYOT to them as:

17. If I had a friend in trouble with the law, I would describe NYOT to them as :								
	0	1	2	3	4	5		Response Total
Rubbish	3.7% (1)	0.0% (0)	7.4% (2)	22.2% (6)	25.9% (7)	40.7% (11)	Really helpful	27
							answered	27
							skipped	3

My worker was helpful

18. My worker was helpful.								
	0	1	2	3	4	5		Response Total
Not at all	0.0% (0)	0.0% (0)	0.0% (0)	0.0% (0)	25.9% (7)	74.1% (20)	Extremely	27
							answered	27
							skipped	3

I have considered the effect of my offending on others, including victims

19. I have considered the effect of my offending on others, including victims.								
	0	1	2	3	4	5		Response Total
Not at all	7.4% (2)	0.0% (0)	14.8% (4)	22.2% (6)	7.4% (2)	48.1% (13)	Extremely	27
							answered	27
							skipped	3



Since I started to work with the YOT, I am less likely to offend

20. Since I started to work with the YOT, I am less likely to offend.								
	0	1	2	3	4	5		Response Total
More likely to offend	7.4% (2)	0.0% (0)	0.0% (0)	11.1% (3)	25.9% (7)	55.6% (15)	A lot less likely	27
							answered	27
							skipped	3

The best thing about Norfolk YOT was

21. The best thing about Norfolk YOT was :					Response Percent	Response Total
1	Hide				100.00%	23
1	12/05/2020 16:51 PM ID: 140874772	Having the same worker all the way through even though it's been almost 2 years				
2	09/07/2020 12:25 PM ID: 144662733	Communication - someone to talk to.				
3	10/07/2020 15:15 PM ID: 144757091	They help and everything. The workers aren't that bad. I weren't too keen on it all to start with but it's even alright.				
4	19/08/2020 13:37 PM ID: 146774056	That you get along with the people.				
5	07/09/2020 11:30 AM ID: 147692900	I didn't mind it, I would keep doing it if you wanted.				
6	19/10/2020 10:23 AM ID: 150428390	Feeling listened to and helping me understand.				
7	23/11/2020 17:03 PM ID: 153108123	Very friendly				
8	24/11/2020 11:46 AM ID: 153163529	Don't know				
9	09/12/2020 11:46 AM ID: 154258026	My YOT worker who was Lottie. My life is a lot better now compared to when I started, when I started I was in a bad way, I was getting drunk, I was going missing. Lottie stayed as my worker and she always listened and helped me. She didn't judge me and I worked with Lottie on a voluntary intervention after I finished to help me a bit more.				



21. The best thing about Norfolk YOT was :

			Response Percent	Response Total
10	10/12/2020 13:22 PM ID: 154369343	How kind and easy to talk to my workers were.		
11	30/12/2020 16:08 PM ID: 155452234	You have helped me to keep safe around school and home. You give good advice about stuff.		
12	06/01/2021 15:21 PM ID: 155789714	Taught me things I didn't know about - drugs and alcohol, victims.		
13	27/01/2021 17:59 PM ID: 157811482	Having someone to talk it all through with. Getting it over with.		
14	18/02/2021 18:34 PM ID: 159960910	My worker was super kind and was great to work with		
15	24/02/2021 10:01 AM ID: 160453815	I don't know		
16	24/02/2021 10:14 AM ID: 160456178	Talking about my feelings, speaking to someone that can help and understand		
17	25/02/2021 11:38 AM ID: 160567990	Um, I'd probably say, this is a tricky one, seeing Kelvin and that.		
18	25/02/2021 15:29 PM ID: 160597846	Being supported and not judging me for what I done.		
19	03/03/2021 10:59 AM ID: 161068670	understanding the consequences of re offending and they worked on my pace and understood what I was like and my behaviour.		
20	03/03/2021 16:27 PM ID: 161110673	It made me understand that you can't do what I did.		
21	11/03/2021 16:36 PM ID: 161851601	Working with Lucy		
22	17/03/2021 16:54 PM ID: 162309165	Nice to talking to the worker and taking about me.		
23	25/03/2021 14:36 PM ID: 162936515	Having someone to talk to. Getting help getting a gym membership.		
			answered	23
			skipped	7



The worse thing about Norfolk YOT was

22. The worst thing about Norfolk YOT was :			
			Response Percent
			Response Total
1	Hide		100.00%
1	12/05/2020 16:51 PM ID: 140874772	Not seeing my worker as much when I went to live in secure	
2	09/07/2020 12:25 PM ID: 144662733	Time schedule - having to stick to a time for appointments when I wanted to be out.	
3	10/07/2020 15:15 PM ID: 144757091	I wouldn't say there's anything really bad about it. It's there to help.	
4	19/08/2020 13:37 PM ID: 146774056	I can't think of a worst.	
5	07/09/2020 11:30 AM ID: 147692900	forgetting appointments	
6	19/10/2020 10:23 AM ID: 150428390	Nothing	
7	23/11/2020 17:03 PM ID: 153108123	Taking time out of your day	
8	24/11/2020 11:46 AM ID: 153163529	Waking up early	
9	09/12/2020 11:46 AM ID: 154258026	No it was all good.	
10	10/12/2020 13:22 PM ID: 154369343	Having to wake up early on some days	
11	30/12/2020 16:08 PM ID: 155452234	Nothing.	
12	06/01/2021 15:21 PM ID: 155789714	Having to prioritise appointments.	
13	27/01/2021 17:59 PM ID: 157811482	Not sure. It was fine.	
14	18/02/2021 18:34 PM ID: 159960910	Nothing, I never felt uncomfortable	
15	24/02/2021 10:01 AM ID: 160453815	Don't know	
16	24/02/2021 10:14 AM ID: 160456178	Nothing	



22. The worst thing about Norfolk YOT was :			
			Response Percent
			Response Total
17	25/02/2021 11:38 AM ID: 160567990	Getting up	
18	25/02/2021 15:29 PM ID: 160597846	Nothing	
19	03/03/2021 10:59 AM ID: 161068670	Talking about my feelings and how i felt	
20	03/03/2021 16:27 PM ID: 161110673	I had to do the appointments all on video call.	
21	11/03/2021 16:36 PM ID: 161851601	There wasn't anything bad	
22	17/03/2021 16:54 PM ID: 162309165	There wasn't anything	
23	25/03/2021 14:36 PM ID: 162936515	Nothing, I actually quite enjoyed it.	
			answered
			23
			skipped
			7

Please can you write any ideas about how things could be done differently, below, so that Norfolk YOT can improve

23. Please could you write any ideas about how things could be done differently, below, so that Norfolk YOT could be improved :			
			Response Percent
			Response Total
1	Hide		100.00%
1	09/07/2020 12:25 PM ID: 144662733	Face to face visits would have probably been easier.	
2	10/07/2020 15:15 PM ID: 144757091	Not that comes to mind.	
3	19/08/2020 13:37 PM ID: 146774056	No	
4	19/10/2020 10:23 AM ID: 150428390	No	



23. Please could you write any ideas about how things could be done differently, below, so that Norfolk YOT could be improved :

			Response Percent	Response Total
5	23/11/2020 17:03 PM ID: 153108123	No		
6	24/11/2020 11:46 AM ID: 153163529	No		
7	09/12/2020 11:46 AM ID: 154258026	I don't know I think it worked fine as it was.		
8	10/12/2020 13:22 PM ID: 154369343	Nothing really.		
9	30/12/2020 16:08 PM ID: 155452234	No.		
10	06/01/2021 15:21 PM ID: 155789714	Not really.		
11	27/01/2021 17:59 PM ID: 157811482	Not sure		
12	18/02/2021 18:34 PM ID: 159960910	It was nice doing it online		
13	24/02/2021 10:01 AM ID: 160453815	Nothing		
14	24/02/2021 10:14 AM ID: 160456178	Nothing I had a really good experience		
15	25/02/2021 11:38 AM ID: 160567990	People a certain age get in trouble with the law, it's better that people work with the Youth Offending Team than get banged up inside.		
16	25/02/2021 15:29 PM ID: 160597846	Um I don't think so really. I think it was a really great experience.		
17	03/03/2021 10:59 AM ID: 161068670	No actually, because I think they are all really good at there job and what they do and they can really adapt to what your needs are as said before		
18	03/03/2021 16:27 PM ID: 161110673	I can't think of anything.		
19	11/03/2021 16:36 PM ID: 161851601	It is good how it is		
20	17/03/2021 16:54 PM ID: 162309165	not sue. It's all good		
21	25/03/2021 14:36 PM ID: 162936515	I don't know.		



What young people tell us...the BEST thing

- Having the same worker all the way through even though it's been almost 2 years
- Communication - someone to talk to.
- They help and everything. The workers aren't that bad. I weren't too keen on it all to start with but it's even alright.
- That you get along with the people.
- I didn't mind it, I would keep doing it if you wanted.
- Feeling listened to and helping me understand.
- Very friendly
- Don't know
- My YOT worker who was Lottie. My life is a lot better now compared to when I started. When I started I was in a bad way, I was getting drunk, I was going missing. Lottie stayed as my worker and she always listened and helped me. She didn't judge me. I worked with Lottie on a voluntary intervention after I finished to help me a bit more.
- How kind and easy to talk to my workers were.
- You have helped me to keep safe around school and home. You give good advice about stuff.
- Taught me things I didn't know about - drugs and alcohol, victims.
- Having someone to talk it all through with. Getting it over with.
- My worker was super kind and was great to work with
- I don't know
- Talking about my feelings, speaking to someone that can help and understand
- Um, I'd probably say, this is a tricky one, seeing Kelvin and that.
- Being supported and not judging me for what I done.
- Understanding the consequences of re offending and they worked on my pace and understood what I was like and my behaviour.
- It made me understand that you can't do what I did.
- Working with Lucy
- Nice to talking to the worker and taking about me.
- Having someone to talk to. Getting help getting a gym membership.



What young people tell us...the WORST thing

- Not seeing my worker as much when I went to live in secure
- Time schedule - having to stick to a time for appointments when I wanted to be out.
- I wouldn't say there's anything really bad about it. It's there to help.
- I can't think of a worst.
- Forgetting appointments
- Nothing
- Taking time out of your day
- Waking up early
- No. it was all good.
- Having to wake up early on some days
- Nothing.
- Having to prioritise appointments.
- Not sure. It was fine.
- Nothing, I never felt uncomfortable
- Don't know
- Nothing
- Getting up
- Nothing
- Talking about my feelings and how i felt
- I had to do the appointments all on video call.
- There wasn't anything bad
- There wasn't anything
- Nothing. I actually quite enjoyed it.



What young people tell us...IDEAS

Face to face visits
would have probably
been easier

I don't know, I think
it worked fine

Not that comes to
mind

It was nice doing it
online

I can't think of
anything

Nothing, I had a really
good experience

People a certain age get in
trouble with the law, it's
better that people work
with the Youth Offending
Team than get banged up
inside.

No

Um I don't think so
really. I think it was a
really great
experience.

Nothing really

It is good how it is

No actually, because I think
they are all really good at
their job and what they do
and they can really adapt to
what your needs are as said
before

Ideas about how things could be done
differently / improved



What victims thought after being involved in Restorative Justice

'The process has been beneficial, not just to me as a Custody Sgt, but for the young person to hear the impact of her actions. I shall be sharing my experience amongst police colleagues and encouraging them to participate with Restorative Justice when they have been the victim of a crime.'

'It has felt supportive, but in an open and relaxed way. Time has been taken to care how we feel.'

'I felt 100% supported. It was good working through our feelings with support'.

'Being involved in RJ gave us councillors the opportunity to enter the young persons world. For the first time we heard responses that we rarely have the opportunity to hear. It gave us insight into others' lives and dissipated bad feeling.'

'Traditional support can feel wooden and a tick box, like it's done to you. This has been fluid and open and honest.'

'This work was above and beyond what I had expected, I had my reservations but it was amazing'

'This is the first time we have been able to talk like this and not argued'

'I was so impressed with the communication and the hard work of the whole YOT team to try and repair harm.'

'The Restorative Justice Team worked really hard during COVID, keep up the good work'



What parents / carers tell us

"it has given me a chance to talk to my girls without it becoming a row"

"thanks for listening to me and being someone I could contact"

"our relationship is better and we work as a team"

"Before I started working with you I was so scared the same thing was going to keep happening with my daughter, but now I feel much more confident and able to deal with situations. You listened to how I felt and found a way round, a solution I could use. It was what was needed. You took on board what I said and used my words and you got me and you challenged me and I got it."

"appreciate your honesty even when it wasn't something I wanted to hear"

"you have given me my family back"

"The work we've done has really helped me. I feel I am now in charge with the boys not the other way round. Understanding the Iceberg and the parent child relationship helped my confidence grow. Just simple things that I can now do to help me when I feel anxious have really worked."

"I feel that my sessions are the only adult conversation I can get at present and me time"

"I feel really relaxed around you and know you will help and talk things through with me. You get me to think and I've worked on changing the way I am with M and how I approach him(don't always get it right) but things are getting better. I've grown in confidence and I've started working and this gives me time to focus on something else and switch off from home. He's doing so well now and we are getting on so much better."

"Most important for us was that Gail gave a level of support that was focused on the family as a unit. It was understood that we were all going through a traumatic time that we'd had no experience of dealing with and she guided us through it. She was happy to speak not only to us but close family members. We all found this extremely helpful. Also, she showed empathy and sincere emotional intelligence."

"Such an incredible lady who made everyone in the situation feel calm when everything around wasn't. Lovely woman who helped us so much."

"You have listened to me and followed through, you've done what you said you would and haven't given up on me."

"my opinions were important even when you didn't agree with them"

"Gail has supported me and my family for the last 6 months, she has been brilliant. She has given me good advice in how to support my teenage son. She always listens to my concerns and has given good feedback, reassures me by taking small positive steps we will get over this hurdle in our family. Gail has informed me about the teenage brain development and why my son behaves in certain situations. This, in return has helped me in the way I communicate with him and gain understanding in what he is going through. I can't thank her enough for all the support"



APPENDIX 2 - Finance

NORFOLK YOUTH OFFENDING TEAM BUDGET 2021/22 (as at 1 May 2021)

PARTNERS CONTRIBUTIONS TO POOL BUDGET

Children's Services	£546,940
NHS Norfolk and Waveney CCG	126,758
Norfolk Constabulary	100,000
National Probation Service	10,000

YOUTH JUSTICE BOARD (YJB) GRANTS

Youth Justice YOT Grant includes Junior Attendance Centres	£805,460
Youth Justice - County Lines Pathfinder Grant	500,000

OTHER GRANTS

Public Health	£43,000
Children's Services - Prevention Funding	325,000
Children's Services - Restorative Approaches	92,393
Children's Services - HSB Project	14,290
Norfolk and Suffolk Foundation Trust - HSB Project	66,226
ADDER Project	100,000

Use of the Small Commissioning Fund (Partnership Reserve)	£539,618
---	----------

PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF

Children's Services - 3.0 fte Education Workers / 4.0 fte Social Workers	£764,610
NHS Norfolk and Waveney CCG - 3.0 fte Health Workers / Clinical Psychologists	153,015
Norfolk Constabulary - 3.0 fte Police Officers	168,540
National Probation Service - 1.3 fte Probation Officers / 0.45 fte Probation Ser Officer	73,622

GRAND TOTAL 4,430,372

New Agreements being formally agreed or sought

£

The tentative gross income for 2021/22 is £4,430,372 which includes a predicted 'in-kind' contribution from partners of £1,160,687 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. With uncertainty about future funding levels all contributions have been maintained at 2020/21 levels, with inflation where agreed.

The budget and forecast are reviewed quarterly by the Management Board and remains a challenge in maintaining front line delivery and core services. We are working collaboratively to review funding to safeguard our expected outcomes and plans for our young people. Ensuring value for money and best use of all service resources.

Salary Budget including in-kind £3,402,606

Non-Salary Budget £1,027,766

Risks

- Salary costs are calculated at 97%, to take into consideration staffing vacancies
- Non-Salary costs may vary and exceed the estimated forecast
 - Safety Equipment / Utilities / Accommodation / Technology
- There is limited scope for any unexpected financial demands
 - Response to Covid-19 / Contingency Plans

Project Funding

We continue to host the YJB Reducing Serious Youth Violence: County Lines Grant, in partnership with Cambridgeshire, Essex and Suffolk Youth Offending Services. This being the final year of a three-year agreement, to reduce the numbers of young people involved in county lines activity. Additional funding has also been secured from Project ADDER, working with partner agencies to ensure service users receive wrap-around support, to help them to move through treatment and away from crime.



APPENDIX 3 - Staffing Figures

Type of Contract	0.5	3	1.22	3	6	6.15	27	5.02	9	0	0	0	81.24
Permanent	0.5	3		6	6.15	27	5.02	9					56.67
Fixed-term													0
Outsourced													0
Temporary			1.22	3									4.22
Vacant					1.55	5	1.1	2					9.65
Seconded Children's Services						4							4
Seconded Probation					1.3								1.3
Seconded Police						3							3
Seconded Health (Substance misuse)					0.4	2							2.4
Seconded Health (Mental health)													0
Seconded Health (Physical health)													0
Seconded Health (Speech/language)													0
Other/Unspecified													0
Seconded Health													0
Seconded Education													0
Seconded Connexions													0
Seconded Other													0
Total	0.5	3	1.22	9	9.4	41	6.12	11	0	0	0	0	81.24
Disabled (self-classified)													0

Ethnicity	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British	1	3	4	6	14	30	1	15					12	12	32	66
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															0	0
Other Black				1											0	1
Chinese															0	0
Any other ethnic group															0	0
Not known												1			0	1
Total	1	3	4	7	15	30	1	15	0	0	0	0	12	13	33	68



APPENDIX 4 – YJB Data Summary

Indicators	Norfolk	Eastern	YOT Family*	England & Wales
FTE PNC rate per 100,000 of 1017 population **Good performance is typified by a negative percentage				
Jan 19 - Dec 19	188	162	183	207
Jan 18 - Dec 18	256	189	214	236
percent change from selected baseline	-26.6%	-14.2%	-14.8%	-12.4%
Use of custody rate per 1,000 of 1017 population **Good performance is typified by a low rate				
Apr 20 - Mar 21	0.07	0.10	0.09	0.13
Apr 19 - Mar 20	0.11	0.16	0.14	0.22
change from selected baseline	-0.04	-0.06	-0.05	-0.09
Reoffending rates after 12 months- Three month cohorts				
Reoffences per reoffender Oct 18 Dec 18 cohort (latest period)	3.86	4.05	4.28	3.91
Reoffences per reoffender Oct 17 Dec 17 cohort	2.85	3.85	3.93	4.01
change from selected baseline	35.6%	5.3%	8.9%	-2.4%
Binary rate- Oct 18 - Dec 18 cohort (latest period)	41.9%	38.5%	35.6%	37.3%
Binary rate- Oct 17 - Dec 17 cohort	37.7%	37.0%	36.7%	38.0%
percentage point change from selected baseline	4.17	1.56	-1.17	-0.67
Reoffending rates after 12 months yearly cohorts				
Reoffences per reoffender Apr 18- Mar 19 cohort (latest period)	3.91	4.00	4.02	3.89
Reoffences per reoffender Apr 17 Mar 18 cohort	3.60	4.01	3.72	4.05
change from selected baseline	8.7%	-0.2%	8.0%	-3.9%
Binary rate- Apr 18 - Mar 19 cohort (latest period)	42.7%	38.9%	35.6%	37.8%
Binary rate- Apr 17 - Mar 18 cohort	44.3%	37.8%	35.3%	38.4%
percentage point change from selected baseline	-1.64	1.13	0.34	-0.66
* Family – Suffolk, Cornwall, Conwy and Denbighshire, Devon, Lincolnshire, Cumbria, Wrexham, Somerset, West Mercia, Gwynedd Mon, Flintshire				



APPENDIX 5 – YJB Grant

The 2020/21 terms and conditions of the Youth Justice (YOT) Grant (England), including funding for Junior Attendance Centres 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.

The Youth Justice (YOT) Grant (England) 2021/22 will be fully spent on delivering the priorities outlined in the plan above.

Norfolk YOT 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. We also maintain and update 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 for our statutory work.

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.

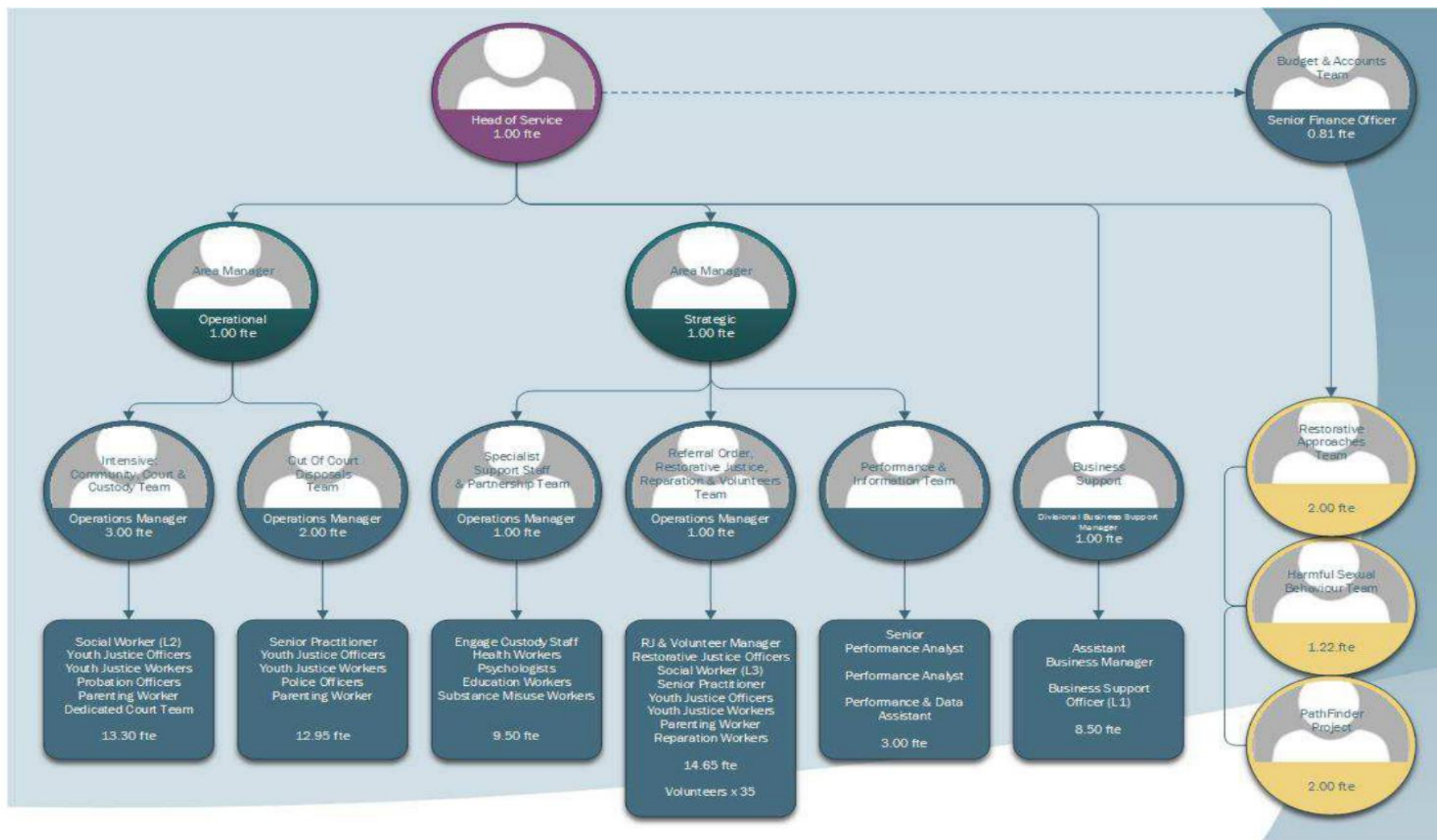
The Youth Justice (YOT) Grant (England) 2021/22 will be fully spent on delivering the priorities outlined in the plan above.

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.



APPENDIX 6 - YOT Structure



Chair of the Board -

Signed:

Date:

Executive Director of Children's Services -

Signed:

Date:

Lead Member for Children's Services -

Signed:

Date:



Report to Cabinet

Item No. 11

Report title:	Independent Living – Stalham
Date of meeting:	2 August 2021
Responsible Cabinet Member:	Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention
Responsible Director:	James Bullion, Executive Director of Adult Social Services
Is this a key decision?	Yes

Introduction from the Cabinet Member

Norfolk County Council (NCC) is committed to a vision of supporting people to be independent, resilient and well. The Adult Social Care (ASC) Promoting Independence strategy identified a requirement for a range of housing options to help people maintain their independence. Having appropriate supported housing available in the right locations, at the right time and with the right characteristics will go a long way to fulfil our vision of keeping people independent.

Independent Living provides a housing option for older people which is less expensive than residential care and is an effective way of supporting people to remain independent in their communities. Increasing provision of independent living to match future demand will deliver circa £4m gross revenue saving per year.

Our first independent living site opened in May 2021, our second site in Acle is in construction and this, our third site, in Stalham will also form part of the programme to meet this demand. With construction set to begin in December 2021, this third scheme will send an important signal to the market that Norfolk is committed to fulfilling its ambitious plans.

Executive summary

This report summarises the business case for approving £2,046,000 capital funding from the Independent Living capital programme to Housing 21 to support the development and secure nomination rights for NCC all 62 apartments in a new 62 unit independent living scheme for older people in Stalham, North Norfolk district.

In October 2018, Council approval was given to establish a dedicated programme to facilitate the development of independent living housing in Norfolk and agreement to fund capital investment up to £29m over the life of the programme. The creation of independent living units across the county will provide many older people with an alternative housing option that recognises their growing care needs and allow them to continue living independently in their local communities.

Independent living housing (also referred to as extra care) has been identified as a way of reducing unnecessary residential care admissions. Evidence has demonstrated that a significant proportion of residential care admissions in Norfolk are for people with relatively low care needs, suggesting that alternatives to residential care would have been appropriate. The current provision of independent living housing for older people in the county is low. Demand analysis has shown that Norfolk requires 2,842 independent living units (all tenure) by 2028. North Norfolk has an unmet need for 486 units of independent living by 2028. The proposed Stalham development will contribute 62 units to this demand.

Recommendations

Cabinet is recommended:

- (a) To approve £2,046,000 of capital contribution funding from the Independent Living (extra care) capital programme to Housing 21 to support the development and secure nominations rights for 62 apartments in a new 62 independent living scheme for older people in Stalham, North Norfolk
- (b) To approve an exemption under paragraph 10(a)(iii) of contract standing orders
- (c) To delegate the responsibility to the Director of Commissioning to complete the relevant contract(s) with Housing 21

1. Background and purpose

- 1.1 In October 2018, Council approval was given to establish a £29m dedicated programme, Independent Living (extra care), to facilitate the development of independent living housing in Norfolk. The creation of independent living units across the county will provide many older people with an alternative housing option that recognises their growing care needs and allow them to continue living independently in their local communities. Council agreed the principles of the programme, which are contained in our [2018 report, Living Well – Homes for Norfolk](#), (page 60)
- 1.2 Independent Living housing provides an independent living option for older people, is less expensive than residential care and is identified as an effective way of supporting people to remain independent in their communities. Increasing provision of independent living to match future demand will deliver circa £4m gross revenue saving per year.

2. Proposals

- 2.1 This paper recommends one decision for Cabinet to approve capital to support the development, subject to planning approval, of a new independent living scheme for older people in Stalham, North Norfolk.
- 2.2 To approve £2,046,000 of capital contribution funding from the Independent Living capital programme to Housing 21 to support the development and secure nomination rights for 62 apartments in the development of a new 62-unit independent living scheme for older people in Stalham, North Norfolk, and to seek an exemption to contract standing orders for this direct award.
- 2.3 The scheme is a new 62-unit independent living facility in Stalham, within the North Norfolk District Council area. This is made up of 30 two-bed flats and 32 one-bed flats on a 2.1 acre site. All homes are to be affordable and accessible. The scheme will be run and managed by Housing 21, as a registered provider. On-site domiciliary care will be provided by Housing 21. Tenants, as they are in their own homes, will retain the right to purchase care from any provider they wish.
- 2.4 All of the sixty-two flats will be affordable rent, made up of a mixture of one and two bed apartments.

Unit numbers	One-bed	Two-bed	Total
Number of affordable rent units (NCC nominations)	32	30	62
Number of shared ownership	0	0	0
Total number of units at the site			62

- 2.5 All of the sixty-two units will be affordable rent and NCC will secure nomination rights for all of these units, with the gap funding of £2,046,000.
- 2.6 Securing nomination rights to the scheme will ensure delivery of revenue savings to adult social care.
- 2.7 The scheme will provide new housing options for older people whose current home may no longer be suitable or who are increasingly frail or have growing care needs. Priority for tenancies will be given to residents of the local district or with a family connection within the local district.
- 2.8 The scheme is an ideal location for independent living, as it is located close to many amenities including Staithe GP Surgery, Stalham Baptist Church, Stalham library, Tesco supermarket and a short walk to the nearest bus stop, providing regular services to both Norwich city and Great Yarmouth and other local areas.
- 2.9 Subject to planning approval, construction is set to begin December 2021 and the scheme completed by July 2023.

3. Impact of the proposal

- 3.1 On completion of the site, Stalham Independent Living will deliver on-going revenue benefits to NCC.
- 3.2 There are numerous studies which demonstrate the benefits of Independent Living environments for people, including reduction in number of GP visits, reduction in falls and improvements in general health and wellbeing.

4. Evidence and reasons for decision

- 4.1 Norfolk County Council has a programme of work to support independent living (also called extra care) housing developments with capital contributions in exchange for nomination rights. Affordable rental schemes are not financially viable for the market to provide but they allow vulnerable people to live independently for longer and they reduce need for placements in residential care homes.
- 4.2 Based on the original programme demand data, there is an estimated total requirement for 482 extra care housing units in North Norfolk. Of these, 194 units should be for affordable rent and 292 should be for sale (either shared ownership or outright sale).
- 4.3 Housing 21 have provided a range of information about the scheme which has been assessed and validated against the criteria set out by the programme, including design standards (including accessibility), communal space, location, assistive technology provision and commitment to the planned and unplanned care model. The outcome of these assessments is that the programme recommends the scheme as meeting the criteria for an Independent Living capital contribution.
- 4.4 The scheme is still subject to planning approval and is anticipated to be granted in September 2021. North Norfolk District Council (NNDC) have provisionally approved the proposed rents for the affordable rental units and service charges that Housing 21 have submitted for all units. These levels of rent and service charges will be reviewed each year and will be subject to inflationary increases.
- 4.5 There will be a fifty-year Nomination Agreement between NCC, Housing 21 and NNDC which will give NCC the right to nominate older people with eligible care needs as potential tenants for the 62 affordable rent units. Priority will be given to residents of the local district or with a family connection within the local district.

- 4.6 Potential tenants for affordable rent units will be identified by adult operational teams, approximately nine months before completion. This will allow units to have an element of customisation where possible and to minimise the risk of there being empty units on completion.

5. Alternative options

- 5.1 The decision on this paper is to proceed or not with the development.

6. Financial implications

- 6.1 Housing 21 have applied for additional funding from the Independent Living Programme to deliver the scheme. Housing 21 have provided information on the total costs of developing the scheme and the level of grant funding provided from Homes England. Accounting for this funding, Housing 21 have set out a request for funding of £2,046,000.
- 6.2 The application has been reviewed and the scheme delivers against our Programme objectives. Financial information provided has also been reviewed and it is considered that the request for funding of £2,046,000 is appropriate and proportionate to the overall costs of the scheme.
- 6.3 The provision of funding of up to a maximum of £2,046,000 to Housing 21 for the Stalham extra care scheme is a one-off requirement and there is no ongoing requirement to provide any further capital funding to this scheme. The legal agreement states that the capital contribution is capped and therefore NCC has no liability for any increases in developing costs or reductions in funding from other sources. If the final construction costs are less than calculated, Norfolk County Council has the provision to reduce the final capital payment in line with this reduction.
- 6.4 Subject to approval being given, the financial profile is set out below which will be supported by a legal agreement between NCC and Housing 21 that will provide a mechanism for a payment to be made in two stages:

Payment 1 (50%) "Golden brick"	Usually approximately 8 months into construction and verified by a surveyor's report.	£1,023,000
Payment 2 (50%) Completion	Usually 18/24 months and paid upon receipt of a Practical Completion Certificate.	£1,023,000
Total capital contribution		£2,046,000

- 6.5 This is an invest to save scheme. This scheme enables a shift from the high care cost environments, and it is expected to deliver on-going revenue benefits.
- 6.6 When the Stalham scheme is complete, it will generate revenue savings of at least £250k to the County Council per year.
- 6.7 Repayment on capital borrowing will mean revenue savings from each scheme are diluted by repayments until borrowing is repaid. However, even during the repayment period, revenue savings are still achieved.
- 6.8 There are no revenue cost implications.

7. Resource implications

- 7.1 **Staff:**

7.1.1 There are no staff implications, other than business as usual for the programme team and a new scheme for operational staff to become familiar with, supported by the programme.

7.2 Property:

7.2.1 None identified.

7.3 IT:

7.3.1 None identified.

8. Other implications

8.1 Legal Implications:

8.1.1 This proposal would see NCC making a capital contribution for the purposes of the recipient social housing activity. In accordance with contract standing orders paragraph 10(a)(iii) a contract of this nature may be directly awarded with the agreement of Cabinet.

8.1.2 As part of its application, Housing 21 have provided an opinion that the award is in line with the subsidy control rules established by the UK-EU Trade and Cooperation Agreement. Reliance on this will form part of any contractual terms entered into.

8.2 Human Rights implications:

8.2.1 Not applicable to this paper.

8.3 Equality Impact Assessment (EqIA):

8.3.1 An equality impact assessment has been completed and is attached at **Appendix 1**.

8.4 Health and Safety implications:

8.4.1 Not applicable to this paper.

8.5 Sustainability implications:

8.5.1 Not applicable to this paper.

8.6 Any other implications

8.6.1 Not applicable to this paper.

9. Risk implications/ assessment

9.1 A risk to the project is that the units of independent living are not occupied. Part of the Independent Living (extra care) programme is to develop a change management piece of work with operational teams to promote and actively engage the public in promotional and marketing activity.

9.2 As set out in Section 6 above, the capital contribution from NCC is capped and NCC is not liable for increases in costs.

10. Select Committee comments

10.1 Not applicable to this paper.

11. Recommendations

11.1 Cabinet is recommended:

- (a) To approve £2,046,000 of capital contribution funding from the Independent Living (extra care) capital programme to Housing 21 to support the development and secure nominations rights for 62 apartments in a new 62 independent living scheme for older people in Stalham, North Norfolk
- (b) To approve an exemption under paragraph 10(a)(iii) of contract standing orders
- (c) To delegate the responsibility to the Director of Commissioning to complete the relevant contract(s) with Housing 21

12. Background Papers

- 12.1 [Adult Social Services Committee \(ASSC\) on 8 October 2018](#) (page 60) – proposal and business case for development of independent living housing in Norfolk.

[Policy and Resources Committee in October 2018](#) (page 3) – approval of NCC funds capital investment up to £29m over the life of the programme.

[The Living Well Homes for Norfolk Strategy and Position Statement](#)

Officer Contact

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

Officer name:	Email address:	Telephone:
Gary Heathcote	Gary.Heathcote@norfolk.gov.uk	01603 973863



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.

Independent Living

Equality Assessment: Findings and Recommendations

June 2021

**Gary Heathcote, Director of Commissioning
Adult Social Care**

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

Contents

		Page
1.	The purpose of an equality assessment	3
2.	The legal context	3
3.	The assessment process	3
4.	The proposal	3
5.	Who is affected by this proposal	4
6.	Potential impact	
7.	Accessibility considerations	
8.	Recommended/mitigating actions	
9.	Evidence used to inform this assessment	
10.	Further information and contact details	

The purpose of an equality assessment

1. The purpose of an equality assessment is to enable decision-makers to consider the impact of a proposal on different individuals and communities prior to the decision being made. Mitigating actions can then be developed if adverse 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 residents, 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 impact adversely on people with protected characteristics, mitigating actions are identified.
5. When completed, the findings are provided to decision-makers, to enable any issues to be taken into account before a decision is made.

The proposal

6. The Independent Living programme sets out an ambitious programme of work to increase and accelerate the development of Extra Care Homes across the county.

Extra Care Housing is a type of accommodation available to people over the age of 55 who find that their current accommodation no longer suits their needs and would benefit from having care delivered on site, and the extra peace of mind from having cover for any unplanned care element also on site and available 24/7. Extra Care Housing is not a residential care home nor is it sheltered housing. The provision of unplanned care on site and the fact that residents live in their own flat, with their own

front door means that it sits somewhere between the two, allowing residents to maintain their own independence with on-site care provision.

The purpose of the project is to accelerate and promote development of this type of housing in Norfolk. Analysis of demand has demonstrated that there is approximately 2,800 units needed by 2028 and the project would aim to meet this demand.

North Norfolk district has unmet need for 486 units of extra care by 2028. The 62 units at Stalham will contribute to this demand. This meets demand in the area as detailed in the programme level business case

Who is affected?

7. The proposal will affect adults, children and staff with the following protected characteristics:

People of all ages	No
A specific age group (please state if so): Over 55's	Yes
Disability (all disabilities and long-term health conditions)	No
Gender reassignment (e.g. people who identify as transgender)	No
Marriage/civil partnerships	No
Pregnancy & Maternity	No
Race (different ethnic groups, including Gypsies and Travellers)	No
Religion/belief (different faiths, including people with no religion or belief)	No
Sex (i.e. men/women/intersex)	No
Sexual orientation (e.g. lesbian, gay and bisexual people)	No

Analysis of the people affected

8. By 2028 there will be approximately 261,000 people aged over 65. The analysis of need suggests that 3,540 of these will require, and benefit from, Extra Care Housing. In addition to age, within this projected group it can be expected that a range of protected characteristics will fall, including sexual orientation, disability, marital status, religious beliefs and multiple ethnic backgrounds.

This will vary by district and ultimately by site.

North Norfolk district has unmet need for 486 units of extra care by 2028. The 62 units at Stalham will contribute to this demand. This meets demand in the area as detailed in the programme level business case

District	Population estimate (over 65)	Prevalence of need*	Minus existing supply	Unmet need 2028
Breckland	42,000	572	54	518
Broadland	39,600	548	70	478
Great Yarmouth	28,100	375	65	310
King's Lynn & West Norfolk	46,600	622	70	552
North Norfolk	40,200	556	70	486
Norwich	24,300	318	180	138
South Norfolk	40,200	549	189	360
Total	261,000	3540	698	2842

Potential impact

9. The current provision of extra care housing across the county is low compared to projected need. This project aims to increase the numbers of units across the county, matching the demand in each district. The increase in provision of Extra Care Housing also contributes to statutory requirements placed on local authorities in relation to the provision of housing and care.

The position statement has already set out that accommodation must be suitable for to accommodate those living with disabilities, have provision for married couples (whatever their sexual orientation) and by law be accessible to all. The provider must have due regard for ethnic, sexual and religious differences. The project will also set out minimum design requirements for build in relation to accessibility and supporting independent living (provision of equipment/ technology).

Eligibility for tenancy on each site where Norfolk County Council retains nomination rights will be based on care needs. A person must agree to the accommodation being suitable for them and to put themselves forward for tenancy.

The tenure mix, i.e. whether the flat is bought or rented, will be site specific. For Stalham there is a mix of one and two beds apartments all at affordable rent.

Unit numbers	One-bed	Two-bed	Total
Number of affordable units (NCC nominations)	32	30	62
Number of shared ownership	0	0	0
Total number of units at the site			62

The programme cannot yet plan or predict in which locations scheme will be brought forward first and it will be an ongoing managed risk to ensure that development is consistent across the county, and where there are districts with no schemes in the pipeline to work across partners to unlock the barriers to schemes being developed.

The scheme at Stalham contributes to meeting demand in North Norfolk district.

Accessibility considerations

Describe here how accessibility will be incorporated into the proposal.

10. Accessibility is a priority for Norfolk County Council.

The project has also set out minimum design requirements for build in relation to accessibility and supporting independent living (provision of equipment/ technology).

It is also expected that all units will adhere to the 16 Lifetime Homes Criteria.

The scheme at Stalham has been rigorously assessed against this criteria and it has met the Lifetime Homes standard. It will also be suitable for those people living with dementia and/or a disability and will also be suitable for couples.

Recommended actions

11. If your assessment has identified any adverse impact, set out here any actions that will help to mitigate it.

	Action	Lead	Date
1.	Ensuring that all units developed meet lifetime homes criteria, the expected equipment and technology provision and are accessible to all (within the care banding criteria).	Sera Hall	On going
2.	Ensuring that demand across the county is met, on a district by district basis.	Sera Hall	On going.

Evidence used to inform this assessment

- Equality Act 2010
- Public Sector Equality Duty
- Norfolk County Council Extra Care Strategy 2018

Further information

12. For further information about this equality impact assessment please contact Gary Heathcote (Gary.Heathcote@norfolk.gov.uk).



If you need this document in large print, audio, Braille, alternative format or in a different language please contact Neil Howard on neil.howard@norfolk.gov.uk or 01603 224 196(Textphone).

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.

Cabinet

Item No. 12

Decision making report title:	Economic Recovery and Growth Plans
Date of meeting:	2 August 2021
Responsible Cabinet Member:	Cllr Graham Plant, (Cabinet Member for Growing the Economy)
Responsible Director:	Tom McCabe Executive Director, CES
Is this a key decision?	Yes
If this is a key decision, date added to the Forward Plan of Key Decisions.	2 July 2021

Introduction from Cabinet Member

This paper outlines three areas of work that will support Norfolk to respond to the changing economic landscape, putting the county in a strong position to address the challenges, maximise opportunities and compete nationally for funds:

- A proposal to work with the New Anglia Local Enterprise Partnership (NALEP), and partners to create a **Norfolk and Suffolk Renewal Plan** that will help us to recover more quickly from the pandemic and capitalise on shared priorities.
- A proposal to develop a **Norfolk Investment Framework** which sets out the challenges across Norfolk specifically, in the next 3 to 5 years, and creates an evidence base to draw down future funding.
- Our economic work programme for 2021-22, to continue to help businesses and people recover from the pandemic.

The impact of the Covid-19 pandemic has been significant across most parts of the economy and the outlook remains challenging. Sector composition of specific locations varies considerably, with certain areas having a high concentration of its business base made up of those sectors most susceptible to the impacts of Covid-19 restrictions.

As the UK economy has gradually reopened, economic indicators suggest a strong recovery is underway, but there is still uncertainty over how strong and sustained the recovery will be, and the impact of any variants of the virus. Even when the economic shock of the pandemic does eventually fade away, the crisis may result in permanent damage, or “scarring”, to the economy.

The UK government has responded with numerous policies announced to support businesses and workers. These measures were intended to keep businesses afloat and as many people as possible employed through, for example, the introduction of furlough schemes.

They include financial support for businesses, workers and the wider public during the pandemic, as well as attempting to reduce the economic uncertainty. We are now in the next phase of recovery – building back better and levelling up to unleash the potential across our communities. In this context it is vital that the message for growth and development across Norfolk is clear - for us and for our partners – and this proposal is designed to do that.

As we move into the next stage of economic recovery, and following publication of the Government's *Plan for Growth: Build Back Better*, there is an opportunity for Norfolk to build on its successes and to create a bold new investment framework for the County.

As we start to recover from the pandemic, it is vital that we take stock of our current position and put in place the right funding and support for Norfolk's companies and residents to recover as swiftly as possible. Also, within a new national financial framework, we must take the opportunity to set ourselves ambitious growth targets over the next 3 to 5 years, that will enable us to deliver shared economic prosperity for Norfolk, its businesses and residents.

Executive Summary

It is vital that Norfolk positions itself correctly to make the most of the opportunities for future funding, and support to enable our economy to grow, and our people to thrive. To do this, we propose to drive forward two key pieces of work – the Norfolk and Suffolk Renewal Plan and the development of a Norfolk Investment Framework:

Norfolk and Suffolk Renewal Plan

Helping businesses bounce back from the Covid19 pandemic and supporting their return to work and their plans for growth is important. Wider business resilience is also crucial, given the new rules around the UK's trading relationship with the EU and the net zero target and businesses' approach to climate change adaptation and mitigation.

Shared economic growth plans for Norfolk and Suffolk are taken forward through NALEP, which comprises Norfolk local authorities, businesses and further and higher education members. The multi-partner, multi-level plans bring together commitments and actions from local authorities, businesses, the voluntary and community sector, universities and colleges designed to get the Norfolk and Suffolk economy back on its feet, in a way that makes it more resilient, innovative and benefits all our people. As part of our collective economic recovery plans, we are committed to ensuring clean inclusive growth is at the heart of all our actions and activities.

The Partnership currently has a suite of linked plans:

- Economic Growth Strategy
- Local Industrial Strategy
- Short term, Covid-19, 'Restart Plan'

It has been agreed by NALEP partners to replace our three local plans with a single 'Renewal Plan' for Norfolk and Suffolk. Work is starting over the summer, with a draft for partner organisations to endorse in autumn/winter 2021.

We will work closely with NALP and partners to ensure that Norfolk's current and future priorities are reflected in the Plan, with measurable targets for the next few years. Where funding is channelled through the LEP, this Renewal Plan enables key priorities across Norfolk and Suffolk to be identified and prioritised for funding. Previous plans across the LEP area have had "hooks" for a wide variety of activity but didn't clearly prioritise interventions for each county. We will need to ensure that Norfolk information and priorities are clearly set out in the Renewal Plan.

Norfolk Investment Framework

Now that the UK has left the EU and the transition period has ended (although existing programmes can continue up to the end of 2023), new funding from the EU has ceased. In order to replace it, the Government has pledged to set up a Shared Prosperity Fund to "reduce inequalities between communities". This is one of many funds that is increasingly competitive in nature. We therefore need to be able to bring together proposals that fit funding stream criteria and enable us to respond swiftly to competitive funding opportunities.

It is proposed that a **Norfolk Investment Framework** is developed working in partnership with public, private and voluntary organisations, to identify the challenges that we are looking to address in the next 3-5 years. The Framework would provide the evidence base and agreed priorities used to unlock investment through future funding bids and would ensure that we make the most efficient, effective, economic use of resources across the County to deliver growth and increased prosperity for all.

Recommendations

Cabinet is requested to agree:

- 1. That the Council's Growth & Development Team works in partnership with the Local Enterprise Partnership to produce a Norfolk and Suffolk Renewal Plan. Sign off on the draft of this Plan will be delegated to the Head of Paid Service and the Cabinet Member for Growing the Economy.**
- 2. That the Council's Growth & Development Team develops a Norfolk Investment Framework, which sets out the challenges in the next 3-5yrs. The Framework will:**
 - provide the evidence base and agreed priorities used to unlock investment, from a wide range of funding sources**
 - be brought back to Infrastructure & Development Committee, then Cabinet, for review and sign off**

1. Background and Purpose

1.1. The purpose of this report is to seek approval of our proposal to:

- a) Develop a Renewal Plan, working in partnership with NALEP (the Plan complements local recovery plans being devised at county and district levels, which cover individual places), which also feeds into the Government's national recovery plan. We will need to ensure that Norfolk information and priorities are set out in a greater level of detail in the Renewal Plan than in previous LEP-area plans. Sign off on the draft of this Plan will be delegated to the Head of Paid Service and the Cabinet Member for Growing the Economy.
- b) Develop a Norfolk Investment Framework, which would provide the evidence base for multiple funding streams, and against which we would be accountable when delivering on Norfolk's priorities for the future. The Framework would come back to the Infrastructure and Development committee and then Cabinet for review and sign off.

The paper also outlines our wider economic growth work programme for 2021-22, taking account of current economic circumstances, the priorities of the County Council and longer-term work already underway.

2. Proposals

2.1. Economic Recovery - Norfolk and Suffolk Renewal Plan

2.1.1. Shared economic growth plans for Norfolk and Suffolk are taken forward through New Anglia Local Enterprise Partnership (NALEP), which comprises all Norfolk local authorities, businesses, further and higher education members and the Voluntary sector. The partnership currently has a suite of linked plans:

- Economic Growth Strategy
- Local Industrial Strategy
- Short term, Covid-19, 'Restart Plan'

2.1.2. As we move into the next stage of the recovery, and in light of the publication of the Government's *Plan for Growth: Build Back Better* (which replaces the national Industrial Strategy) it has been agreed by NALEP partners to replace our three local plans with a single 'Renewal Plan' for Norfolk and Suffolk. Work is starting over the summer, with a draft for partner organisations to endorse in autumn/winter 2021. Priority themes already identified for inclusion in the Plan are:

- Clean Growth
- People
- Business
- Place

2.1.3. Up to date economic evidence will be a vital foundation for the Plan. While the latest forecasts suggest that the economy will bounce back more quickly than

previously expected, there will be sectors and individuals who will need our targeted help.

We will work with NALEP and wider partners to ensure that Norfolk's current and future priorities are reflected in the Plan, with measurable targets for the next few years. The County needs to influence the Plan, pulling out Norfolk information and priorities in a way that previous plans have not.

2.2. **Norfolk Investment Framework**

2.2.1. The Norfolk Investment Framework will define Norfolk's contribution to economic growth objectives (supporting the national strategy to Build Back Better) and include the detail of how we will deliver it.

The investment priorities will follow a SMART intervention logic, that will help us to set out the change that we want to deliver across Norfolk, the interventions required to deliver against the challenges and clear targets to achieve them.

The Framework will provide an overview of Norfolk's challenges and opportunities and will determine a core series of investment options to address those, setting out the type of interventions that we will be looking to receive applications against or to commission.

The Framework will be based on analysis of needs across Norfolk, and the investment priorities chosen to respond to those needs will justify the choice of thematic investments.

The types of interventions will be drawn from challenges identified within the key themes of Business, People and Place. **Appendix A** outlines a Place-themed example of challenges and possible interventions to address them, to illustrate how the logic model will work.

2.2.2. **Economic targets**

The key economic metrics for Norfolk before the pandemic show that output and population were incrementally growing:.

- Norfolk's GVA (gross value added, a measure of wealth creation) in Q4 2019 was £19.46bn.
- The OBR (Office for Budget Responsibility) forecasting models indicates that it dropped by nearly 4.5bn) to £15.21bn in Q2 2020.
- GVA is now (Q2 2021) estimated to be £17.96bn, recovering approximately 3bn in 2021 (£1.5bn smaller than the start of the pandemic).
- The economy is not expected to fully recover to 2019 levels until Q4 2022 which is the first period of 2023.

These metrics act as proxies, and provide an informed indication of how both Brexit and lockdown restrictions are affecting the Norfolk economy here and now and the projected recovery to pre 2019 growth forecasts.

Looking ahead:

- In Q2 2023, using OBR forecast models, the figure will rise to £19.76bn

- A challenging target would be to set a goal of achieving 1% above OBR forecast modelling figures, with a target of achieving £19.96bn GVA by Q2 2023.
- And, according to OBR Forecasts GVA for Norfolk in Q1 2026 will reach: £20.72bn, which would set us a challenging target of achieving (+ 1% above OBR forecasts) £20.93bn GVA for Norfolk over the investment framework period.

These targets would be achieved through the development of a Framework which will link the evidence of need to a series of logical investment priorities. Complementary priorities will flow from the overall ambition of the framework.

2.2.3. **Future Funding Streams**

Now that the UK has left the EU and the transition period has ended, new funding from the EU has ceased. In order to replace it, the Government has pledged to set up a **UK Shared Prosperity Fund (SPF)** to “reduce inequalities between communities”.

Government is indicating that most future funding streams will be channelled through local authorities, on a competitive basis.

We therefore need to be able to bring together proposals that fit both Norfolk’s challenges, as well as the criteria for funding streams. The Norfolk Investment Framework will enable us to respond effectively to those competitive funding calls. To give a few examples:

- 2.2.4. The **UK Community Renewal Fund (CRF)** was launched in March 2021 and will provide £220 million additional funding to help places across the UK prepare for the introduction of the SPF. As Lead Authority, Norfolk County Council managed the process for Norfolk bids, using a programme approach to develop, support, appraise and shortlist projects that it put forward for the nationally competitive bidding round.
- 2.2.5. A parallel capital fund, the **Levelling Up Fund (LUF)**, was launched at the same time as the CRF. However, rather than being a one-year fund, the LUF will run to 2024-25. It is mostly aimed at specific districts, based on a matrix of economic indicators, but the County Council is also able to submit a single transport bid over the lifetime of the fund. While the bid can be between £20m and £50m, the activity funding needs to be spent by 2024-25, which will limit the scale of projects that can be delivered in the timeframe. The outline bid is currently in development with partners.
- 2.2.6. As mentioned above, the SPF will be launched in 2022, and will build on the priorities and approach in the CRF, which sees investment focused on:
 - **Equipping people with the skills they need**, to capitalise on the opportunities and needs of their local area and meet the needs of an increasingly green and digital economy.
 - **Supporting people into employment**. Removing the barriers some people face, to take advantage of economic opportunities, including tailored support for those furthest from the labour market.

- **Targeted support for local business** to help residents, through increased employment, better training and in-work opportunities and creating new entrepreneurial ventures. Key areas of focus are support for under-represented groups and community-level interventions, especially in coastal and rural areas.
- **Community and Place.** Creating places where people want to work, visit and live, including culture-led regeneration and community development, improving green spaces and local assets and promoting rural connectivity.

These four priorities are underpinned by the drive for carbon reduction and clean growth.

- 2.2.7. In order to put Norfolk in the best position to be ready for these, and future funding streams, we are planning to commission work to help define the Norfolk Investment Framework.

The intention is that the Framework will be used by Norfolk County Council and its partners to invite bids or commission projects to deliver the priority interventions identified, whenever the Government runs calls for funding.

Supporting infrastructure – whether physical, digital or technical – underpins our economic growth plans. Our [Strategic Infrastructure Delivery Plan](#) will be ‘plugged in’ to the Framework, to address clearly identified and agreed infrastructure challenges.

Government has set a challenging goal for clean growth, with the net zero target by 2050. The challenges associated with this goal will be clearly evidenced in our Investment Framework, eg electrical charging infrastructure.

We hope to create a steering group, drawn from a wide range of stakeholders (eg Norfolk MPs, district councils, business support organisations, further/higher education and the voluntary and community sector) to oversee the development of the project, and which could become the Programme Board for the resulting Norfolk Investment framework.

2.3. **Norfolk County Council’s economic recovery activities**

- 2.3.1. The above two proposals focus on producing a new strategic plan and an investment framework to support the Norfolk economy. However, there is much that we are already doing, and planning to do this year, to help people and businesses to recover from the pandemic, particularly in those places and sectors hit hardest.

These key activities are set out in **Appendix B**.

3. **Impact of the Proposal**

- 3.1. The plans seek to ensure that we have a clear framework for investment that address the challenges of our time and draw out the priorities ready to compete nationally to secure future investment and generate growth in key growth sectors; deliver a higher skilled and more productive workforce with a clear focus on inclusive growth.

These plans will address the infrastructure, services and interventions needed to support the recovery and growth of the Norfolk economy.

4. Evidence and Reasons for Decision

- 4.1. The report outlines the rationale for the development of a strong evidence base required to compete for future funding.

5. Alternative Options

- 5.1.
- a) Do nothing and respond to calls for funding as and when they arise. This should be rejected, as it would cause difficulties in prioritising competing activity and bids across Norfolk, which would put us at a competitive disadvantage Nationally.
 - b) Choose to limit support for and input into the LEP's Norfolk and Suffolk Renewal Plan. This should be rejected, as it would result in an imbalance, with Suffolk heavily influencing the areas of potential investment and the LEP prioritising key activity across Suffolk for future funding bids.
 - c) Choose to only support the Norfolk and Suffolk Economic Renewal Plan and the shared priorities across the two counties. This should be rejected, as it would limit the opportunities for Norfolk to compete nationally for funds. With uncertainty over the future of LEPs, this would also be risky not to have a separate investment framework for Norfolk.
 - d) Delay the development of the Framework until the Shared Prosperity Fund is announced and full details are published. This should be rejected, as it would risk us missing opportunities to develop a strong pipeline of projects that would enable us to draw down funds within the timescales. It could also mean that other investment opportunities are missed for wider schemes.

6. Financial Implications

- 6.1. Investment and funding opportunities could be missed if the plans are not approved.

No additional funding is being requested to deliver against this. The cost expenditure falls within the parameters of the Annual Budget agreed by the Council.

In order to maximise our drawdown of future funding streams, Growth and Development has already been allocated £0.2m for additional project facilitation resource to support bids to future funding streams.

It is proposed that this funding is supplemented from the capacity building funding that comes with the Government's new funding programmes.

7. Resource Implications

- 7.1. **Staff:**

In order to maximise our drawdown of future funding streams, Growth and Development has already been allocated £0.2m for additional project facilitation resource to support bids to future funding streams.

This includes highways specialists to support the Council's transport bid to the Levelling Up Fund.

7.2. Property:

N/A None as a direct result of this report.

7.3. IT:

N/A None.

8. Other Implications

8.1. Legal Implications

N/A None.

8.2. Human Rights implications

N/A None.

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

Both the refresh of NALEP's Renewal Plan and production of the Norfolk Investment Framework will include tests to ensure that the proposals outlined support inclusive growth and opportunity for all residents. EqIAs are also undertaken on individual projects.

8.4. Health and Safety implications (where appropriate)

N/A None.

8.5. Sustainability implications (where appropriate)

The plans will include considerations of the sustainability of investment priorities and any environmental impacts. Government has set challenging goals for clean growth, with the net zero target by 2050. The challenges associated with this goal will be clearly evidenced in our Investment Framework, eg electrical charging infrastructure.

All investments/funding proposals developed against the plans would have to carry out their own environmental impact assessments and ensure they are aligned to the Inter-Governmental Panel on Climate Change guidance.

8.6. Any other implications

9. Risk Implications/Assessment

9.1. Risk assessments will be completed for individual projects and programmes. The wider risk is that if we don't support businesses and individuals in the recovery,

10. Select Committee comments

10.1. This report has not been to Infrastructure and Development Committee, due to time constraints.

11. Recommendations

11.1. Cabinet is requested to agree:

1. That the Council's Growth & Development Team works in partnership with the Local Enterprise Partnership to produce a Norfolk and Suffolk Renewal Plan. Sign off on the draft of this Plan will be delegated to the Head of Paid Service and the Cabinet Member for Growing the Economy.
2. That the Council's Growth & Development Team develops a Norfolk Investment Framework, which sets out the challenges in the next 3-5yrs. The Framework will:
 - provide the evidence base and agreed priorities used to unlock investment, from a wide range of funding sources
 - be brought back to Infrastructure & Development Committee, then Cabinet, for review and sign off

12. Background Papers

New Anglia Local Enterprise Partnership's: [Economic Strategy](#); [Local Industrial Strategy](#); [Restart Plan](#)

Officer Contact

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

Officer name: Vince Muspratt

Tel No.: 01603 223450





Email address: Vince.muspratt@norfolk.gov.uk



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

Appendix A: Intervention Logic Model for the Norfolk Investment Framework

The table below shows an example of how the logic model for the Framework will work, starting with the high level challenges under the 'Place' theme, and drilling down to the specific objectives to address:

Theme	Challenges 	Potential Investment Priorities 	Specific objectives
Place	<ul style="list-style-type: none"> Major shifts in the economy and consumer behaviour, amplified by the Covid-19 pandemic The loss of jobs in retail, cultural, hospitality and leisure sectors Achieving net zero businesses and reducing carbon emissions A lack of accessibility of remote and digital-based services for some users 	<ul style="list-style-type: none"> Realise the potential of Norfolk's assets to deliver innovative, sustainable and inclusive growth 	<ul style="list-style-type: none"> Revitalising our high streets and market towns, building on current and planned local investment Providing integrated Infrastructure that supports the drive to Net Zero – eg reduced carbon emissions, local energy generation, improved digital connectivity and maintaining a healthy environment. Norfolk County Council's Strategic Infrastructure Delivery Plan objectives will be a key component of the Framework Ensuring that growth is inclusive and benefits all residents – eg in rural and coastal areas <p>Within each Objective, we will identify the types and examples of actions that will be supported – eg key sectors to be targeted.</p>  <p>The Framework will include a set a series of measurable targets and result indicators so we can gauge success.</p>  <p>We will then produce project proposals and funding bids to address the Objective and deliver the targets.</p>

Appendix B: Key County Council economic recovery activity for 2021-2022

The paragraphs below outline the work we have already carried out to assist the recovery, as well as some of our priority interventions for this year, to support the renewal. They cover the themes of:

- business support
- supporting key sectors
- supply chain work
- green energy strategy
- employer-focussed skills

A1. Business support

Go Digital, our digital transformation programme, funded by Norfolk County Council and district council partners that seeks to help companies do more business online, with specialist advice from a business mentor and vouchers to support digital action plans. We currently have **160 businesses** on the programme receiving advice (with a further **80** on the waiting list) and have scaled up the programme via the **C-CARE** (Covid Channel Area Response Exchange) initiative. This is ambitious project that aims to reflect on local Covid-19 responses and offer targeted packages of support for struggling communities – typically in coastal and rural areas.

C-Care has a budget of **€2.2m**, and will support over around **800 businesses** to reset their business models in response to the pandemic, as well as support **600 people** into employment or self-employment, through skills training.

Our **Innovation Grant Mentoring Project** (IGMP) aims to help businesses in Norfolk and Suffolk tap into the wealth of funds available from Government to innovate and be more productive. Historically, both counties have a poor track record of accessing this funding. As this support is intensive, the target is small: 20 businesses to gain Innovate UK funding by November 2022. To date, we have processed over **100** applications, and 10 businesses have bid for funding (outcome awaited shortly). The steering group includes a range of partners such as UEA, the University of Suffolk and the Knowledge Transfer Network, and the programme is aligned to the latest innovation strands (eg Connected Innovation Hubs, Offshore Renewable Energy Catapults).

The steering group also helps businesses who are not suitable for IGMP – such as referral to the New Anglia Growth Hub for alternative funding and support. A webinar was hosted in July on innovation funding.

A2. Supporting our key sectors

Offshore wind

Operations and Maintenance Campus. The project aims to create 650 jobs in the offshore wind sector by 2027/8, and secured £6m from the Government's Getting Building Fund last summer. Ground-breaking took place at the end of June, and delivery is currently on schedule.

The **Great Yarmouth Business Incubator** is a key project in the borough council's successful £20m Town Deal funding bid. Feasibility work for the submission was commissioned and overseen by the County Council, on behalf of Great Yarmouth Borough Council, the County Council and NALEP. We are supporting GYBC as this project moves to the next stages of construction.

The £2.24m DRIVE programme (**D**elivering **R**ural Investment in **V**ital **E**mployment) offers rural businesses 12 hours of business mentoring to create project and business plans, after which they can apply for a capital grant of between £5,000 and £30,000. It aims to:

- Provide 125 x 12 hr mentoring sessions to businesses, as well as 252 x 3-hour mentored diagnostic and brokerage sessions by the end of July 2022
- Award 112 grants by the end of August 2022
- Create 90 jobs by the end of June 2023

We are working with partners on the delivery of the Food Innovation Hub on the Food Enterprise Park at Honingham Thorpe, and are working with the local food cluster, the Department for International Trade and Food Valley NL to explore opportunities, building on our previous attendance at Horecava, the leading European food expo in the Netherlands.

We are also rolling out a project that responds to the skills needs of the Agri-Food/Tech Sector in Norfolk. It is a programme of intensive engagement with employers and providers across the sector, designed to address workforce development needs and better equip the sector with the skills needed for growth. A total of 300 businesses will be engaged, with 50 businesses supported to participate in one-to-one sessions to identify their skills gaps.

In terms of wider regional working, we are exploring links between Norfolk and Suffolk and Lincolnshire. The latter have invested heavily in supporting this sector, and we are meeting with them to explore learning on sector development, site development and innovation. Also, in the King's Lynn we are exploring the potential to collaborate on support for young people, via the King's Lynn Town Deal.

Looking more widely at the rural economy, we will be launching the refreshed Norfolk Rural Strategy (2021-24) in the autumn (scheduled for September Infrastructure and Development Committee and October Cabinet). It includes priorities such as supporting the farming sector to transition from the basic farm payment to the Environmental Land Management Scheme, using the 25 year environmental evidence compendium that was produced as part of the current strategy.

Light manufacturing and engineering

The New Anglia Advanced Manufacturing and Engineering ([NAAME](#)) group is the sector group supporting the manufacturing and engineering industry in Norfolk and Suffolk. NAAME has recently launched its latest pioneering initiative - the "Talent Sharing Platform" ([TSP](#)).

The TSP enables businesses to utilise their workforce more efficiently by providing a system which allows member firms to share staff easily and directly through flexible secondment arrangements. The TSP not only offers businesses a means to flexibly address seasonal peaks and troughs in workload but can also be used to access skillsets

or expertise that may only be required on a temporary basis, for example to fulfil a contract. For example, 8 electrical engineer secondments are currently advertised on the platform, to address short-term needs.

The platform can also be utilised to attract new talent to the region and retain existing talent by enabling permanent redeployment in the case of redundancies. To raise its profile, NAAME has hosted a launch event attended by c.30 companies, with more engagement events planned, as well as promotion via social media, the regional network of manufacturing groups, and the NAAME newsletter.

Growth and Development also worked with Hethel Innovation to produce a bid to the Community Renewal Fund looking at its future energy needs (see section 2.8 for details of the Fund).

Tourism and retail

Last year, in response to the pandemic, we launched our **£2.225m tourism support package**, funded from the Norfolk Strategic Fund, which was established to help businesses respond to the pandemic and re-open safely. Grants are administered by district councils and destination management organisations, who are most familiar with the needs of local businesses. The programme continues to summer 2021.

The Visit Norfolk tourism partnership (of which the Council is a member) also produced an ambitious 'Transforming Norfolk Tourism' CRF bid, which seeks to:

- Create a private-public sector Sustainable Tourism Group that will develop a Road Map to Net Zero 2030.
- Change perceptions of the visitor economy as 'low skilled, low paid and seasonal' to a 'career of choice' by developing in-school and out-of-school opportunities for young people.
- Create 10 six-month paid-for work placements for young people and older people who wish to reskill.
- Create unique year-round Covid safe bookable itineraries on Visit Norfolk to convert day trippers to stay visitors.
- Develop East Academy for Skills in Tourism (EAST), an online resource on the Visit East of England website that will provide bespoke training modules.
- Develop bespoke online tourism toolkits for businesses that will include guidance on Responsible Tourism and Inclusive and Accessible Tourism.
- Develop an online Ambassador/Customer Service scheme for our sector workforce to gain a better understanding of delivering year-round tourism.

Finance

Growth and Development are working with the Financial Industry Group (FIG) Board, to review the current FIG strategy, assessing the impact of Covid and opportunities for business relocation and skills/ talent development

A3. Supply chain work

Growth and Development are working with Vattenfall to grow the onshore support chain in Norfolk.

In addition, our Norfolk Energy Skills Business Partnership will lead to increased opportunities for growth in the Norfolk SME (small and medium-sized enterprises) green infrastructure supply chain, with a target to engage and support 200 businesses.

A4. Green energy strategy

In addition to our work with partners on the development of offshore wind assets in Great Yarmouth, we will work with Corporate Property and Procurement to produce an ambitious policy paper on green energy production on the Council-owned estate. An initial meeting of the project group has been held and areas of focus are taking shape. Key strands of the work are:

- Exploration of Net Zero options across the County Council, based on a Local Energy Area Representation (LEAR), co-funded with Eastern New Energy. A LEAR is a visualisation and mapping tool for developing the most appropriate pathway to Net Zero. The outputs from a LEAR provide a robust evidence base that can guide the County Council towards which clean energy opportunities are the most effective for our area and aid decision making, prioritise resources, and support project and investment decisions.
- The Council's procurement, including electricity and electric buses
- Electric vehicle charging strategy (including at Park and Ride sites)
- Environmental standards for Council-owned buildings

Skills to support green energy are the focus of our Norfolk Energy Skills Business Partnership, which will lead to increased opportunities for growth in the Norfolk SME green infrastructure supply chain and will seek to engage with and support 200 businesses

In addition, a range of CRF bids have been produced that target carbon reduction. More details will be provided once the outcome of the bids is known, in August.

A5. Employer-focussed skills

Our Employer Training Incentive Programme (ETIP) supports independent retailers, proving a delegated training grant scheme to assist Norfolk SMEs in sectors that have been most affected by Covid-19, supporting businesses to diversify or grow, adopt digital technology and upskill employees who might otherwise face redundancy.

ETIP is part of our Bringing Employment & Skills Together project, whose targets are:

- 658 Norfolk SMEs engaged in skills development activity
- 437 businesses recruiting a new apprentice or employing an apprentice made redundant as a result of Covid-19
- At least 221 businesses engaged and supported with their upskilling & training needs

Looking at sector-specific skills, NCC's Adult Learning team have put together, a CRF bid for a Construction and Environment Skills Hub, which will deliver the lower level skills to prepare individuals to move onto level 2 and 3 courses.

The **Building Growth Skills Group** has set up working groups to provide a greater focus on specific areas of need in construction skills, including looking at the main challenges around construction apprenticeship delivery.

The Group's first area of work is to explore the theme of flexible delivery models and how these could be applied to construction, with the aim of influencing a change in some provision for 2021/22. We will also be identifying where there could be bottlenecks for provision amongst our FE colleges.

Report to Cabinet

Item No. 13

Report title	Finance Monitoring Report 2021-22 P3: June 2021
Date of meeting	2 August 2021
Responsible Cabinet Member	Cllr Andrew Jamieson (Cabinet Member for Finance)
Responsible Director	Simon George (Executive Director of Finance and Commercial Services)
Is this a key decision?	Yes

Introduction from Cabinet Member

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

Executive Summary

Subject to mitigating actions, on a net budget of £439.094m, the forecast revenue outturn for 2021-22 at the end of period 3 (June) is **a balanced position** after taking into account use of £19.255m Covid reserves brought forward from 2020-21 to meet Covid pressures in 2021-22.

General Balances are **£23.763m** following transfers of £4.056m from non-Covid related savings and Finance General underspends at the end of 2020-21. Service reserves and provisions are forecast to total **£111.3m**.

Covid-19 financial pressures are taken into account in the forecasts in this report. Details of these pressures and progress on achieving saving are addressed in detail in this report.

Recommendations

1. To recommend to County Council the addition of **£68.324m** to the capital programme to address capital funding requirements as set out in detail in capital appendix 2, paragraph 4 as follows:
 - £68.324m for 2021-22 Highways projects funded through external sources, including the Department for Transport for £61.411m and S106 for £4.681m (further details are available in Capital Appendix 2 paragraph 4.2)
 - the amendment of the allocation of £0.600m capital project proposed in July 21 Cabinet to £0.020 to facilitate the 2 year programme of structural monitoring at Kings Lynn Museum and to allocate the unutilised £0.580m to the Shire Hall Victorian Court dry rot mitigation works. (Further details are available in Capital Appendix 2 paragraph 4.3)

2. Subject to County Council approval of recommendation 1 above, to delegate:
 - 2.1) To the Director of Procurement authority to undertake the necessary procurement processes including the determination of the minimum standards and selection criteria (if any) and the award criteria; to shortlist bidders; to make provisional award decisions (in consultation with the Chief Officer responsible for each scheme); to award contracts; to negotiate where the procurement procedure so permits; and to terminate award procedures if necessary;
 - 2.2) To the Director of Property authority (notwithstanding the limits set out at 5.13.6 and 5.13.7 of Financial Regulations) to negotiate or tender for or otherwise acquire the required land to deliver the schemes (including temporary land required for delivery of the works) and to dispose of land so acquired that is no longer required upon completion of the scheme;
 - 2.3) To each responsible chief officer authority to:
 - (in the case of two-stage design and build contracts) agree the price for the works upon completion of the design stage and direct that the works proceed; or alternatively direct that the works be recompleted
 - approve purchase orders, employer's instructions, compensation events or other contractual instructions necessary to effect changes in contracts that are necessitated by discoveries, unexpected ground conditions, planning conditions, requirements arising from detailed design or minor changes in scope
 - subject always to the forecast cost including works, land, fees and disbursements remaining within the agreed scheme or programme budget.
 - That the officers exercising the delegated authorities set out above shall do so in accordance with the council's Policy Framework, with the approach to Social Value in Procurement endorsed by Cabinet at its meeting of 6 July 2020, and with the approach set out in the paper entitled "Sourcing strategy for council services" approved by Policy & Resources Committee at its meeting of 16 July 2018.
3. To approve the creation of a Norwich Western Link capital reserve funded through capital receipts to fund the non-grant funded element of the Norwich Western Link, with a first contribution of £2.861m from the sale of land at Hopton. (Appendix 2 paragraph 3.6)
4. To note the Cabinet paper requesting approval for £2.046m capital funding for the Independent Living Capital Programme at Stalham. This £2.046m is part of the £29m Independent Living Programme approved by the Council in October 2018.
5. To note the period 3 general fund forecast revenue **balanced position**, noting also that Executive Directors will continue to take measures to reduce or eliminate potential over-spends where these occur within services;
6. To note the COVID-19 funding available of **£69.190m**, including £19.274m brought forward from 2020-21;
7. To note the period 3 forecast 100% savings delivery in 2021-22, noting also that Executive Directors will continue to take measures to mitigate potential savings shortfalls through alternative savings or underspends;

8. To note the forecast General Balances at 31 March 2022 of **£23.763m**.
9. To note the expenditure and funding of the revised current and future 2021-25 capital programmes.

1. Background and Purpose

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2021-22, to assist members to maintain an overview of the overall financial position of the Council.

2. Proposals

- 2.1. Having set revenue and capital budgets at the start of the financial year, the Council needs to ensure service delivery within allocated and available resources, which in turn underpins the financial stability of the Council. Consequently, progress is regularly monitored, and corrective action taken when required.

3. Impact of the Proposal

- 3.1. The impact of this report is primarily to demonstrate where the Council is anticipating financial pressures not forecast at the time of budget setting, including the implications of the Covid-19 pandemic, together with a number of other key financial measures.

4. Evidence and Reasons for Decision

- 4.1. 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
- Covid-19 grant income
- Changes to the approved budget
- Reserves
- Savings
- Treasury management
- Payment performance and debt recovery.

Appendix 2 summarises the capital outturn position, and includes:

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

- 4.2. Additional capital funds will enable services to invest in assets and infrastructure as described in Appendix 2 section 4.
- 4.3. The use of capital receipts for the creation of a capital receipts reserve to partially fund the Norwich Western Link will reduce the borrowing need and will consequently reduce the revenue costs associated with funding the project.

5. Alternative Options

- 5.1. In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report. In terms of financing the proposed capital expenditure, no further grant or revenue funding has been identified to fund the expenditure, apart from the funding noted in Appendix 2.

6. Financial Implications

- 6.1. As stated above, the forecast revenue outturn for 2021-22 at the end of P3 was a **balanced position** linked to a forecast 100% savings delivery. Forecast outturn for service reserves and provisions is **£111.3m**, and the general balances forecast remains at **£23.763m**. Funding of **£49.916m** is forecast to be received in the year to off-set additional expenditure occurred as a result of the Covid-19 pandemic. When added to £19.274m Covid reserves brought forward the total Covid funding available is **£69.190m**.
- 6.2. Overall, service net pressures have been offset by underspends and a balanced position is anticipated. A narrative by service is given in Appendix 1.
- 6.3. The Council's capital programme is based on schemes approved by County Council on February 2021, including previously approved schemes brought forward and new schemes subsequently approved.

7. Resource Implications

- 7.1. None, apart from financial information set out in these papers.

8. Other Implications

8.1. Legal Implications

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

8.2. Human Rights implications

None identified.

8.3. Equality Impact Assessment

In setting the 2021-22 budget, the council has undertaken public consultation and produced equality and rural impact assessments in relation to the 2021-22 Budget. An overall summary Equality and rural impact assessment report is included on page 284 of the Monday 22 February 2021 Norfolk County Council agenda. [CMIS > Meetings](#)

The Council is maintaining a dynamic [COVID-19 equality impact assessment](#) to inform decision making during the pandemic.

The Council's net revenue budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

8.4 Data Protection Impact Assessments (DPIA)

DPIA is not required as the data reported in this paper does not drill down to the personal data level.

9. Risk Implications/Assessment

- 9.1. Corporate risks continue to be assessed and reported on a quarterly basis to both Cabinet and the Audit Committee. The Council's key financial based corporate risk (RM002 - The potential risk of failure to manage significant reductions in local and national income streams) has been reviewed and refreshed in February 2021 to incorporate the 2021/22 budget and medium term financial strategy 2021/22 - 2024/25 being set. Key risk mitigations include amongst others regular (monthly) financial reporting to Cabinet, working to the Medium Term Financial Strategy and setting robust budgets within available resources.
- 9.2. Unlike many other parts of the public sector such as the NHS, local authorities are required by law to set a balanced budget. As part of their duties, the Executive Director of Finance and Commercial Services has a responsibility to report to members if it appears to him that the authority will not have sufficient resources to finance its expenditure for the financial year. While not underestimating the continued severity of the current crisis on Council's finances, the Executive Director of Finance and Commercial Services believes a balanced budget will be achieved in 2021-22.

10. Select Committee comments

- 10.1. None

11. Recommendation

- 11.1. Recommendations are set out in the introduction to this report.

12. Background Papers

- 12.1. Summary Equality and rural impact assessment [CMIS > Meetings](#) page 284

Officer Contact

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

Officer name: Harvey Bullen

Tel No.: 01603 223330

Email address: harvey.bullen@norfolk.gov.uk



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

Appendix 1: 2021-22 Revenue Finance Monitoring Report Month 3

Report by the Executive Director of Finance and Commercial Services

1 Introduction

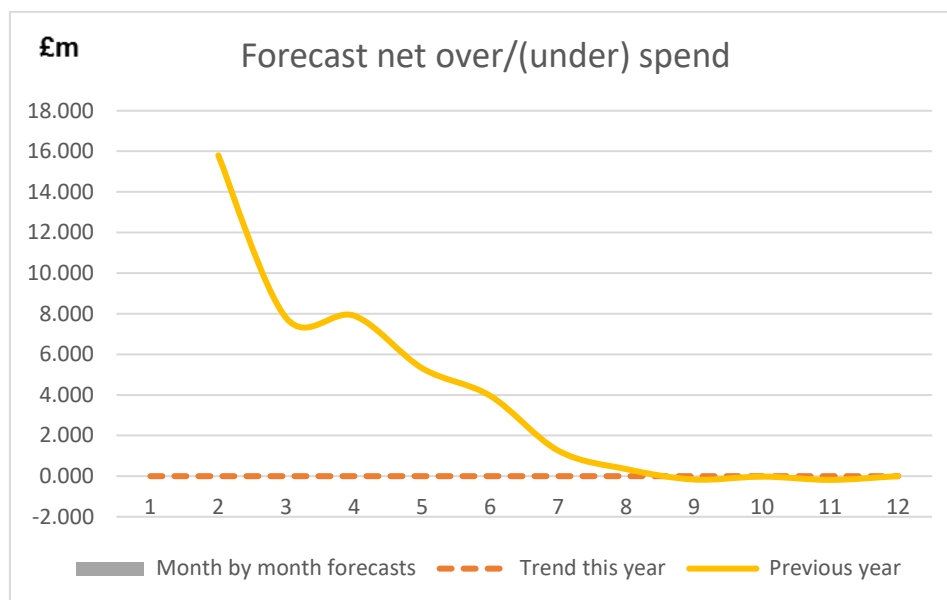
1.1 This report gives details of:

- the P3 monitoring position for the 2021-22 Revenue Budget
- additional financial information relating to the Covid-19 pandemic
- forecast General Balances and Reserves at 31 March 2022 and
- other key information relating to the overall financial position of the Council.

2 Revenue outturn – over/(under)spends

2.1 **At the end of June 2021**, a balanced position is forecast on a net budget of £439.094m.

Chart 1: forecast /actual revenue outturn 2021-22, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and overspends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

Table 1: 2021-22 forecast (under)/overspends by service

Service	Revised Budget	Net (under)/over spend	%	RAG
	£m	£m		
Adult Social Care	252.550	0	0%	G
Children's Services	178.886	0	0%	G
Community and Environmental Services	158.307	0	0%	G
Strategy and Transformation	8.422	0	0%	G
Governance Department	1.904	0	0%	G
Finance and Commercial Services	32.235	0	0%	G
Finance General	-193.210	0	0%	G
Total	439.094	0	0%	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:** The forecast outturn as at Period 3 (end of June 2021) remains at a breakeven position. It is still very early in the financial year and so significant uncertainty remains and this is compounded by the unknown ongoing impact of the pandemic. Within this forecast, there are significant cost pressures; particularly in demand-led budgets.
- 2.5 The demand-led budgets of greatest concern are the external residential social care placements and home to school transport. The former is under pressure due to a combination of the number of places, the rising complexity of need for vulnerable adolescents, and market forces favouring suppliers of provision. The transport budget pressure risk is particularly due to the number of children and young people with high special educational needs and disabilities that need individual and/or high-cost assistance to travel to and from school.
- 2.6 The service continues to presume the use of reserves to cover committed expenditure that slipped from 2020-21 due to the pandemic and to mitigate cost pressures in demand-led budgets; particularly in home to school transport, where there were known risks of pressures at the start of the financial year. Management action is being taken within the department to reduce these risks wherever possible. The potential pressures will be mitigated by reserve funding if required, and any impact upon future years' budgets, will be kept under close review.
- 2.7 Given the current national context, there continues to be significant influences beyond the Council's control that make delivery of the transformation programme (and, therefore, savings) difficult in light of the ongoing recovery work, ongoing Covid-related restrictions including self-isolation of staff, potential surge in demand and further waves. These risks will continue to be kept under close review.
- 2.8 **Dedicated Schools Grant:** The early outturn forecast, based on the latest modelling of the Dedicated Schools Grant (DSG) Recovery Plan after the 2020/21 outturn, is a forecast in-year deficit of £10.1m overspend as at the end of March 2022. This forecast overspend is entirely due to the High Needs Block, with all other Blocks forecast to break-even at this early stage. This compares to a budgeted deficit of

£8.635m. Significant assumptions are included in the budget, and this forecast, but it can be difficult to ascertain the outturn due to the demand-led nature of the spend.

- 2.9 The areas of most significant pressure are independent school placements, post-16 provision and maintained special school placements. The forecast has been strengthened by the combination of improved clarity regarding the number of places expected in 2021/22 based upon the outturn position for 2020/21 and improved forecasting assumptions. There has been a further increase in independent special school provision placements since April and a watching brief will continue to identify if this demand exceeds the growth built into the budget. These budgets will continue to be kept under close review given the demand-led nature of these budgets.
- 2.10 A thorough review is now underway of the demand upon the 'invest-to-save' support for Early Intervention Special Educational Needs (SEN) Funding. This funding is specified to support individual children, to enable needs to be met and to prevent the escalation of needs (and subsequent potential move to more costly, specialist places). Since the pandemic restrictions have been easing, there has been a significant increase in applications for this support and this could result in increased spend in future months. This will be kept under close review, but it should be noted that additional spend on these budgets should mitigate pressures on maintained special school and independent school placements.
- 2.11 Despite the pandemic, significant work by the NCC, Norfolk Schools Forum and the wider system continues to take place as part of the Children's Services Transformation Programme both to ensure that the right specialist provision is in the right place to meet needs (i.e. the capital investment), whilst also progressing work to transform how the whole system supports additional needs within mainstream provision
- 2.12 This forecast position was shared with Norfolk Schools Forum at their May meeting. This was in line with DfE expectations and feedback from the Forum continues to be sought. Additionally, an updated version has been shared with the DfE in line with this forecast position.
- 2.13 Sustainable funding for the HNB continues to be pursued and NCC recently responded to a DfE consultation regarding revising the historical basis for the national funding formula for HNB; this consultation suggests that Norfolk has been under-funded for a number of years and, even if the proposals are implemented, will continue to be under funded due to a capping system. We await the outcome to understand the implications for the DSG recovery plan in future years.
- 2.14 **Adult Social Services:** The forecast outturn as at Period 3 (end of June 2021) is a balanced position. With Adult Social Care (ASC) being a demand led service, the budget to provide it always operates under a degree of uncertainty. This has never been more apparent than in the last 12 months and is likely to continue for at least the remainder of this financial year. The service budget, in particular the Older People Purchase of Care budget, continues to be under pressure. As reported throughout 2020/21, Covid-19 had a detrimental ability to the pace and scale of the Adult Social Care (ASC) transformation programme. This therefore resulted in a shortfall in savings delivery which is still creating a legacy pressure against the department budget. At this time there is a risk that ASC will not be able to catch-up on the 2020/21 savings whilst also delivering against the new 2021/22 savings.
- 2.15 For our care purchasing budgets, whilst the pandemic has in the short term resulted in some reduced demand for services such as long term residential care, overall we

have still seen a 3% rise in demand for long term care, within which is a 13% rise in older people needing to access these services. At the same time, we have seen a dramatic shift in our demand for short term services. During 2020/21 we experienced a 25% unit price increase in and a 400% rise in our usage of short term residential care. We have also experienced a near doubling of requests for Reablement support directly from a hospital discharge. A large proportion of this surge in demand was to enable us to support the NHS and implement the new national Discharge to Assess policy that was mandated during the pandemic. This new policy allowed people being discharged from hospital to have a period of free care which was funded by the NHS. After this period of funded service, the customer is assessed for ongoing services under the normal charging regime. At this point, long term unmet needs are to be established and critical decisions on how they can effectively be met.

- 2.16 In order to meet current demand levels and balance both Covid recovery and service transformation, the department has needed to continue with both its recruitment drive and focus on staff retention. This is likely to mean that some of our staff budgets that will have historically underspent (due to vacancies) may well themselves be under pressure. During 2020/21, we recognised that 2021/22 would likely be a difficult financial year and built an adequate reserve balance to manage any presenting risk. Whilst early in the financial year, it is unlikely that a balanced position will be achievable without a significant one-off reserve utilisation. The ASC reserve forecast (table 3, section 4.3) therefore reflects this reserve utilisation.
- 2.17 **CES:** we are currently forecasting a balanced outturn position, historically CES budgets have been fairly stable throughout the year, however the impact of the pandemic has added a degree of uncertainty to the budgets, specifically around income generation.
- 2.18 There is a significant uncertainty in relation to the impacts on income and we will therefore be reviewing and revising these forecasts as the year progresses. Overall, the position is likely to be mitigated through the Local government income compensation scheme for lost sales, fees and charges: this is subject to on-going calculations and will be reflected at Service level in future reports. The department is also holding several specific reserves to mitigate these pressures.
- 2.19 The department is also reviewing the additional costs of reopening services to ensure that they are available to the public and operating within the government guidelines.
- 2.20 **Corporate services:** The Strategy and Transformation, Governance and Finance and Commercial Services directorates are forecasting a balanced position, making use of Covid reserves brought forward from 2021-22 where appropriate.
- 2.21 **Finance General:** A balanced budget is forecast in Finance General at Period 3 (end of June 2021). Forecast overspend resulting from on-going Covid related PPE, staff and premises costs are balanced by forecast underspends in other areas. Forecast underspends are mainly due to interest payable costs being less than budgeted due to the timing of borrowing and sustained low interest rates on new borrowing. Other forecast underspends are due to reduced member travel and allowances, and the Council's pension AVC salary sacrifice scheme.
- 2.22 The forecast assumes use of £19.274m Covid reserves brought forward from 2020-21 to mitigate Covid related expenditure where appropriate and necessary to maintain a balanced budget. We are assuming that the combination of Covid grants and reserves will be sufficient to cover additional cost pressures, but at this early stage of the year the extent of cost pressures may still change.

2.23 Further details are given in Revenue Annex 1.

3 Approved budget, changes and variations

3.1 The 2021-22 budget was agreed by Council on 22 February 2021 and is summarised by service in the Council's Budget Book 2021-22 (page 17) as follows:

Table 2: 2020-21 original and revised net budget by service

Service	Approved net base budget	Revised budget P3
	£m	£m
Adult Social Care	252.550	252.550
Children's Services	178.886	178.886
Community and Environmental Services	158.307	158.207
Strategy and Transformation	8.422	8.439
Governance Department	1.904	1.887
Finance and Commercial Services	32.235	32.335
Finance General	-193.210	-193.210
Total	439.094	439.094

Note: this table may contain rounding differences.

3.2 In June 21, there were some minor budget transfers between services, however the Council's net budget for 2021-22 remains unchanged.

4 General balances and reserves

General balances

4.1 At its meeting on 22 February 2021, the County Council agreed a minimum level of general balances of £19.706m in 2021-22. The balance at 1 April 2021 was **£23.763m** following transfers of £4.056m from non-Covid related savings and Finance General underspends at the end of 2020-21. The forecast for 31 March 2022 is unchanged, before any over/(under)spends.

Reserves and provisions 2021-22

4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2021. Actual balances at the end of March 2021 were higher than planned, mainly as a result of grants being carried forward, including Covid-19 support grants, and reserves use being deferred.

4.3 The 2021-22 budget was approved on the basis of a closing reserves and provisions (including schools reserves but excluding LMS and DSG reserves) of £104m at 31 March 2022. This, and the latest forecasts are as follows.

Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)

Reserves and provisions by service	Actual balances 1 April 2021(1)	Increase in March 2021 balances after budget setting	2021-22 Budget book forecast March 2022	Latest forecast balances 31 March 2022

	£m	£m	£m	£m
Adult Social Services	35.606	13.831	14.102	13.125
Children's Services (inc schools, excl LMS/DSG)	17.300	8.841	5.832	11.567
Community and Environmental Services	54.363	12.414	49.780	54.865
Strategy and Transformation	1.892	0.529	1.265	2.435
Governance	2.118	0.235	0.908	1.129
Finance & Commercial Services	4.628	1.340	1.872	1.915
Finance General	35.019	1.936	30.739	26.261
Reserves and provisions excluding LMS and DSG balances (see below)	150.926	39.126	104.498	111.297
Schools LMS balances	17.018	4.204	7.308	14.317
DSG Reserve (negative)	-31.797	-0.834	-34.355	-41.897
Total	136.147	42.496	77.451	83.717

4.4 Covid grants and other grants and contributions brought forward as at 31 March 2021 resulted in reserves and provisions being £39m higher than had been assumed at the time of budget setting. However, it is assumed that the majority of these reserves will be used for service provision during 2021-22. As a result, the latest forecast net total for reserves and provisions at 31 March 2022 (excluding schools LMS and DSG reserves) is approximately £7m higher than was assumed at the time of budget setting.

4.5 Provisions included in the table above

The table above includes forecast provisions of £27.5m comprising £10.0m insurance provision, £12.6m landfill provision (this provision is not cash backed), £5.4m provisions for bad debts, and a small number of payroll related provisions.

5 Covid-19 financial implications

5.1 Details of central government funding announcements and forecast Covid-19 pressures are set out below.

5.2 Covid-19 funding forecasted to date is as follows:

Table 4a: Covid-19 funding

Funding	Actual/forecast 2021-22 £m
Covid reserves brought forward	
Home to School and College Transport Funding carried forward	0.598
Local Outbreak Control: test and trace service support grant carried forward	1.271
Contain Outbreak Management Fund carried forward	14.389
Community Testing Funding carried forward	0.050
Clinically Extremely Vulnerable Funding carried forward	2.420
Wellbeing for Education Recovery Grant carried forward	0.037
Holiday Activity Fund Grant carried forward	0.018
Norfolk Assistance Scheme Reserve	0.491
Use of funding brought forward from 2020-21	19.274
COVID-19 MHCLG Grant Tranche 5	18.892
Infection Control Fund	3.860
Infection Control and Testing Fund	4.755
Home to School and College Transport Funding	0.245
Contain Outbreak Management Fund	4.859
Wellbeing for Education Recovery Grant	0.125
Covid Winter Grant Scheme	0.644
COVID Local Support Grant	2.579
Adult Social Care Rapid Testing Fund	2.535
Holiday Activity Fund Grant	2.389
Covid-19 Bus Services Support Grant	0.785
Fire Home Office Grant	0.192
Hospital Discharge funding	6.210
Sales, fees and charges compensation	1.687
Furlough Income (non-schools)	0.159
Funding forecast in 2021-22	49.916
Funding for 2021-22	69.190

New / confirmed funding

5.3 The majority of funding above is a continuation of funding streams first received in 2020-21. New funding sources include:

5.4 **Hospital Discharge Funding:** £6.210m agreed funding from Norfolk & Waveney CCG to cover the hospital discharge costs incurred by NCC for Adult Social Care up until 30 September 2021.

5.5 **Wellbeing for education recovery:** on 10 June 2021 the Department for Education (DfE) has published the 2021-22 grant determination on the wellbeing for education recovery grant. The wellbeing for education recovery project will provide additional

support to state-funded schools and colleges to enable education staff to support the wellbeing and mental health of pupils and students during the COVID-19 recovery period. Norfolk's 2021-22 allocation is £0.125m.

- 5.6 An additional element of cost mitigation included in forecast over and underspends is the Government's **Coronavirus Job Retention Scheme**. While the scheme has not been used to duplicate other sources of public funding, such as the Covid-19 support grants, the government has recognised that there are exceptional cases where, for example, Local Authorities have needed to close venues such as museums and registry offices. Claims for the period from April 2021 to the end of May 2021 totalled £0.174m, including £0.014m in respect of schools.
- 5.7 **Funding for bus services:** on 6 July 2021 the Transport Secretary announced new funding of £226.5m for bus operators to ensure they continue to run services as COVID-19 restrictions are lifted and passenger numbers begin to return in higher numbers. This funding covers the period September 21 to April 22 and replaces the COVID-19 Bus Service Support Grant which ends on 31 August 2021. Norfolk's 2021-22 allocation will be announced in due course.
- 5.8 **Infection Control and Testing Fund:** on 1 July 2021 the Department of Health and Social Care (DHSC) published guidance on the extension to the Infection Control and Testing Fund until September 2021. This fund is aimed at supporting care providers to reduce the rate of transmission of COVID-19 within and between care settings and to re-enable close contact visiting for adults in care settings. Norfolk's allocation is £4.755m

Other funding

- 5.9 **Covid local support grant (CLSG):** On 21 June 2021 the Council received notification from the DWP that COVID grant support for vulnerable families is to continue until 30 September 2021. The grant is to provide support to upper tier local authorities in England to provide support to children and households who are experiencing, or at risk of experiencing, poverty, where they are impacted by the ongoing public health emergency and where alternative sources of assistance may be unavailable. Of the additional £160m made available nationally, Norfolk's allocation is £2.579m.
- 5.10 The Council's Hardship Board has been in place since December 2020 and has dealt with previous allocations of this grant. The Hardship Board includes officers from all service departments, it was set up to address the unexpected consequences of the pandemic. Due to the short notice around the latest grant announcement, and the limited timeframe covered by the grant, the Hardship Board will continue deal with this allocation and a recommendation is made in this report to delegate future decisions relating to the use of this grant to the Director of Community Information and Learning, in consultation with the Leader.
- 5.11 **Local government income compensation scheme for lost sales, fees and charges:** MHCLG have confirmed the extension to the Sales, Fees and Charges Scheme, into the first three months of 2021/22. The compensation is expected to be subject to the same deductions as 2020-21 based on a 5% budget absorption and the 75 pence in every pound of loss thereafter) and be based on profiled budgets to reflect seasonality of income. The council will submit a claim for this period after

MHCLG issue guidance around the extended scheme, this is expected to be published at the end of July 2021. Early forecast indicates the council can expect to receive grant of £1.687m from government to compensate for lost income. Updates to this forecast will be included in future period monitoring when the amount claimed is known.

- 5.12 Coronavirus job retention scheme (Furlough scheme) funding of £0.159m is due in respect of April – June 2021. This does not include £0.014m in respect of schools.

Covid-19 related cost pressures

- 5.13 A summary of the forecast Covid-19 related cost pressures are as follows:

Table 4b: Covid-19 cost pressures

Table 4b: Covid-19 cost pressures	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
2021-22 Covid-19 cost pressures	40.980	6.612	27.429	0.000	0.680	0.693	5.621	82.0215
Use of funding brought forward from 2020-21	0.000	-0.653	-18.130	0.000	0.000	0.000	-0.491	-19.274
2021-22 Grants and funding	-17.613	-3.636	-6.357	0.000	-0.020	-0.174	-22.115	-49.916
2021-22 Covid-19 Funding	-17.613	-4.289	-24.487	0.000	-0.020	-0.174	-22.606	-69.190
Net pressure	23.367	2.323	2.942	0.000	0.660	0.519	-16.985	12.825

- 5.14 The forecast net Covid cost pressure position reflects ongoing pressures and costs throughout 2021-22 in areas such as testing, infection control and the hospital discharge programme. Funding allocations for infection control and testing, and hospital discharge funding have only been confirmed to the end of September, resulting in a net forecast Covid cost pressure of £12.825m. If additional income is received for the period October 21 to March 22, the net cost pressure will reduce. If additional income is not received consideration will need to be given to the approach taken allowing for the impact on market sustainability and the health and care system.

Other pressures

- 5.15 A particular risk relates to Business Rates and Council Tax income. This has been taken into account during 2021-22 budget setting. To assist future budgeting, the government has allowed Council's to spread their tax deficits over 3 years rather than the usual one year
- 5.16 The costs and income pressure relating to Covid-19 vary from the overall Council forecast balanced budget position shown in this report. This is due to non-Covid-19

related actions put in place by Chief Officers to mitigate the financial impacts of the pandemic.

6 Budget savings 2021-22 summary

- 6.1 In setting its 2021-22 Budget, the County Council agreed net savings of £41.179m. Details of all budgeted savings can be found in the 2021-22 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 6.2 The latest monitoring reflects total forecast full savings delivery of £41.179m at year end.
- 6.3 The forecast savings delivery is anticipated as shown in the table below:

Table 5: Analysis of 2021-22 savings forecast

	Adult Social Services	Children's Services	Community and Environmental Services	Strategy and Transformation	Governance	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m	£m
Budget savings	17.858	11.300	8.288	0.553	0.353	1.927	0.900	41.179
Period 3 forecast savings	17.858	11.300	8.288	0.553	0.353	1.927	0.900	41.179
Savings shortfall (net)	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000

Commentary on savings risk areas

- 6.4 All departments are currently forecasting no variance on the delivery of planned 2021-22 budget savings. Some saving programmes have highlighted risk areas which will need to be kept under review. Any updates to the forecast delivery of savings will be included in future monitoring to Cabinet.

Adult Social Services

- 6.5 ASC036 Maximising potential through digital solutions £2.000m: Elements which are uncertain are those relating to flexible and mobile working - in response to Covid-19 teams are now operating differently and benefits previously identified are not likely to be realised, and the Ebrokerage system - due to Covid-19 this hasn't been able to be progressed. These items may be mitigated by other digital savings including contract management which are currently being investigated.
- 6.6 ASS015 Revising the short term out of hospital offer £3.670m: Covid-19 impact and the demand for short term residential care has resulting in higher volumes. The length of stay in a short term beds has also increased. The uncertainty around the hospital discharge funding for the second half of the financial year is also a risk to saving delivery. Further work is to be undertaken to better understand the flow through each

of the hospital discharge pathways of the Discharge to Assess process and the impact that will have on social care costs.

- 6.7 ASS024 Contract renegotiation - Ensuring the requirements of commissioners are reflected in the Norsecare contract £2.000m: Level of risk associated with this saving until the outcome of the transformation plans are known and upcoming risk conversations have been held.

Children's Services

- 6.8 At this early stage it is anticipated that all budgeted savings within Children's Services will be delivered in 2021-22. However, there continues to be significant influences beyond the Council's control that continue to make delivery of the transformation programme (and, therefore, savings) difficult in light of the ongoing recovery work, ongoing Covid-related restrictions including self-isolation of staff, potential surge in demand and further waves. Therefore, expected delivery of savings will be kept under close review.

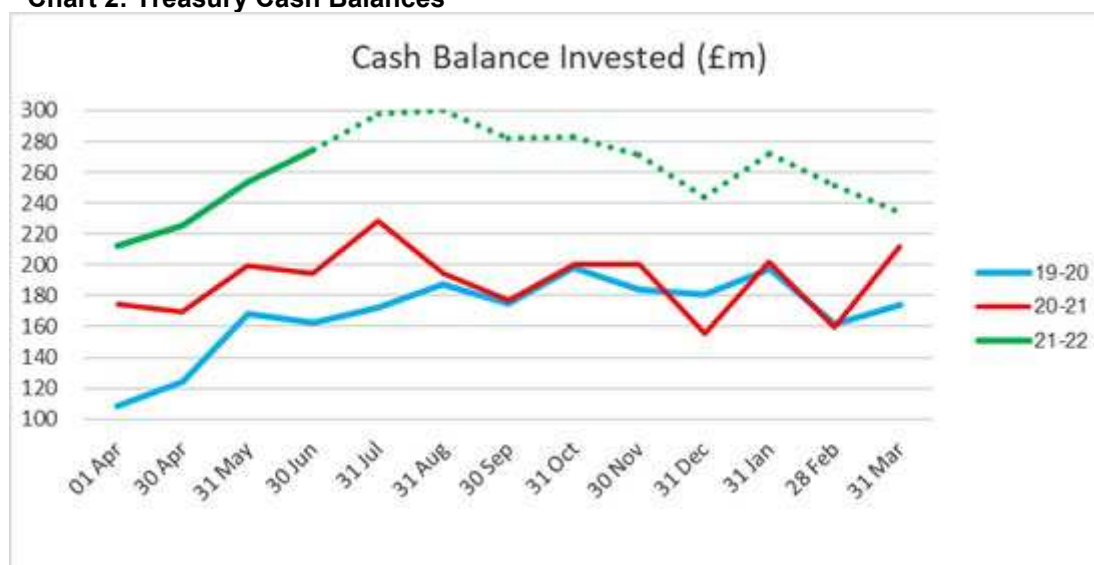
2022-23 to 2024-25 savings

- 6.9 Budget setting in 2021-22 saw the approval of £2.245m savings for 2022-23, £1.600m for 2023-24 and £2.500m savings for 2024-25. Any impact on the deliverability of these savings, including any 2021-22 savings that are permanently undeliverable, will be considered as part of the budget setting process for 2022-26.

7 Treasury management summary

- 7.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last two financial years to March 2021, and projections to March 2022.

Chart 2: Treasury Cash Balances



- 7.2 The Council has borrowed a further £30m in July (as at 21 July 2021) on a maturity basis to fund previous capital expenditure as follows

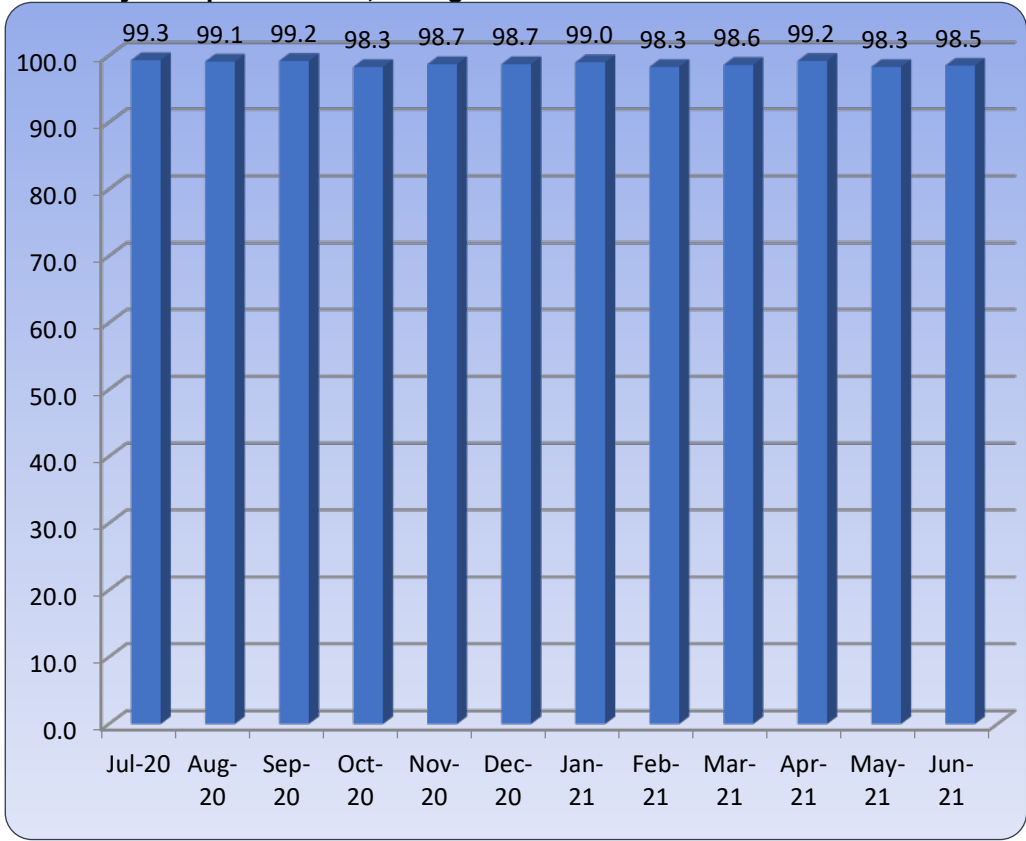
Amount borrowed	Date of transaction	Maturity date	Interest rate
£10m	9 July 2021	1 March 2059	1.90%
£10m	12 July 2021	1 March 2059	1.82%
£2.9m	20 July 2021	1 March 2060	1.73%
£2.5m	20 July 2021	1 March 2055	1.78%
£2.5m	20 July 2021	1 March 2054	1.79%
£2.1m	20 July 2021	1 March 2053	1.80%

- 7.3 Although the Council has healthy cash balances for the immediate future, this borrowing has reduced the Council's exposure to potential future interest rate rises.
- 7.4 The Council's Treasury Strategy assumes as much as £80m may be borrowed in 2021-22, plus £30m deferred from 2020-21. The forecast cash flows above assume that this amount will be borrowed over the course of the year resulting in a closing cash balance of approximately £230m. If, in order to minimise the cost of carrying unnecessary borrowing, no further borrowing takes place before 31 March 2022, then the projected year-end cash balances will be approximately £180m.
- 7.5 PWLB and commercial borrowing for capital purposes was £778.1m at the end of June 2021. The additional £30m borrowed in July 2021 gives a total of £808.1m. Associated annual interest payable on existing borrowing is £30.7m.

8 **Payment performance**

8.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 470,000 invoices are paid annually. 98.5% were paid on time in June 21 against a target of 98%. The percentage has not dropped below the target of 98% in the last 12 months.

Chart 3: Payment performance, rolling 12 months



Note: The figures include an allowance for disputes/exclusions.

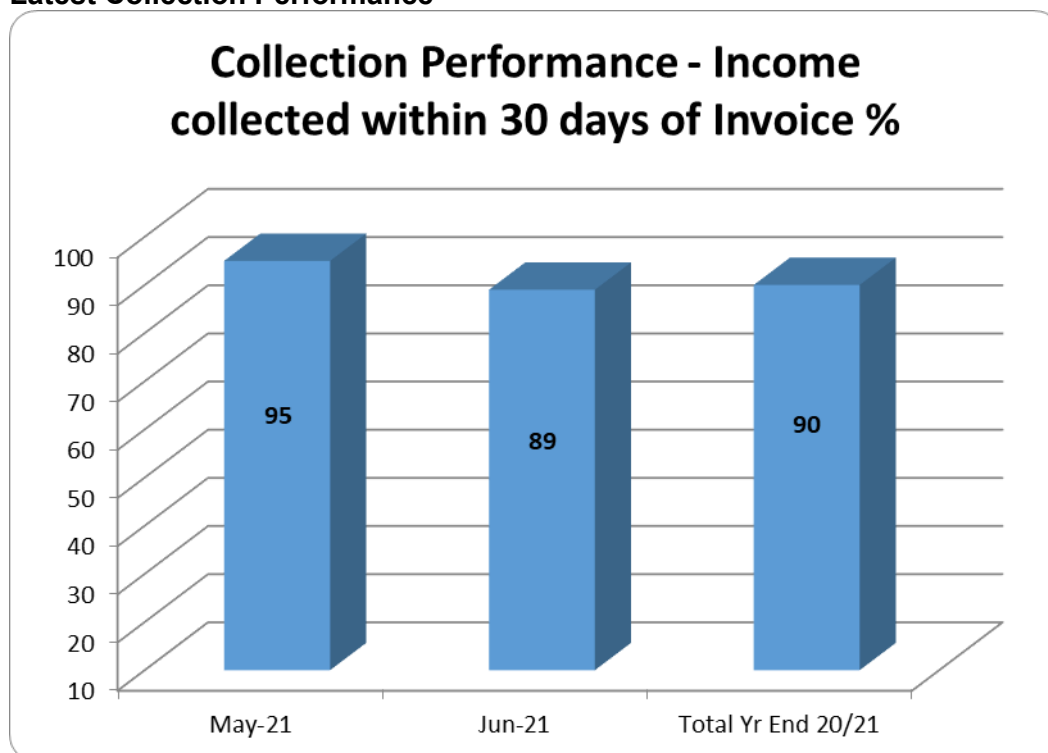
9 Debt recovery

- 9.1 **Introduction:** In 2020-21 the County Council raised over 135,100 invoices for statutory and non-statutory services. These invoices total an amount in excess of £1.7bn. Through 2020-21 90.1% of all invoiced income was collected within 30 days of issuing an invoice, with 97.5% collected within 180 days.

Debt collection performance measures – latest available data

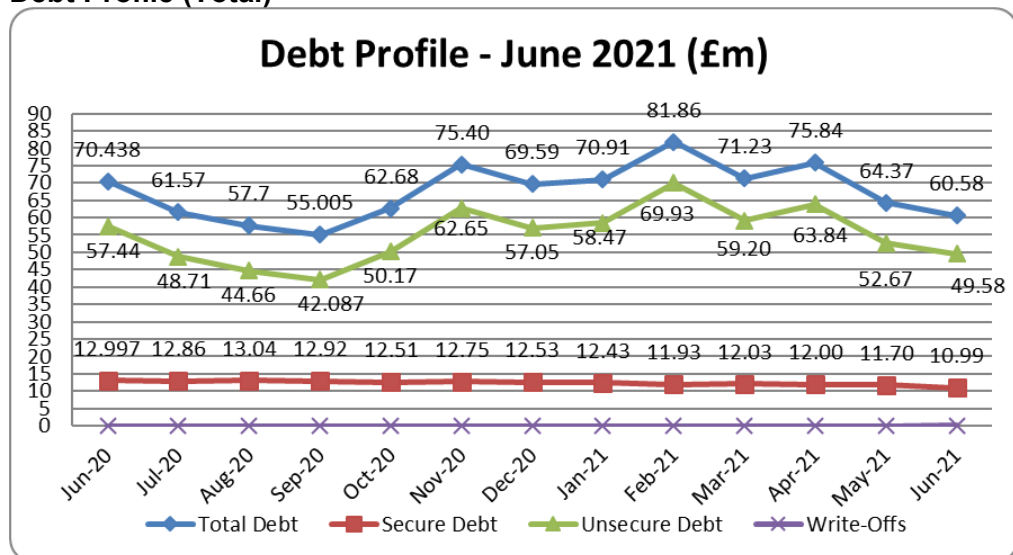
- 9.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 89% in June 2021.

Latest Collection Performance



- 9.3 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)



- 9.4 The overall level of unsecure debt continues to decrease, by £3.09m since the last month. Of the £49.58m unsecure debt at the end of June 21, £12.82m is under 30 days. The largest area of unsecure debt relates to charges for social care, £40.96m, of which £10.68m is under 30 days and £18.87m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care.
- 9.5 Secured debts amount to £10.99m. Within this total £4.39m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 9.6 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write-off of all debts up to £10,000.
- 9.7 Service departments are responsible for funding their debt write-offs. Before writing off any debt all appropriate credit control procedures are followed.
- 9.8 For the period 1 April 2021 to the end of June 2021, 64 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 £83,806.02.
- 9.9 No debts over £10,000 have been approved for write-off since the 2020-21 Finance Outturn Report for the financial year 2020-21.

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 Care	252.550	0	0%	252.550
Children's Services	178.886	0	0%	178.886
Community and Environmental Services	158.307	0	0%	158.307
Strategy and Transformation	8.422	0	0%	8.422
Governance	1.904	0	0%	1.904
Finance and Commercial Services	32.235	0	0%	32.235
Finance General	-193.210	0	0%	-193.210
Total	439.094	0	0%	439.094
Prior period forecast	n/a			

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
Purchase of Care	4.740		4.740
Commissioned Services	0.730		0.730
Community Social Work	0.032		0.032
Business Development	0.111		0.111
Early Help & Prevention	0.016		0.016
Community Health & Social Care	0.319		0.319
Management, Finance & HR		-5.949	-5.949
Forecast over / (under) spends	5.949	-5.949	0
Net total		0	
Children's Services	Over spend	Under spend	
	£m	£m	
<i>No forecast net service over / (under) spends</i>			
<i>Dedicated schools grant</i>			
High Needs Block	10.100		10.100
Increase in net deficit to be carried forward		-10.100	-10.100
Forecast over / (under) spend	10.100	-10.100	0
Net total		0	
	Over spend	Under spend	Changes
	£m	£m	£m
Community and Environmental Services			
Strategy and Transformation			
Governance			
Finance and Commercial Services			
<i>No forecast net service over / (under) spends</i>			
Finance General (see below for narrative)			
Covid-19 additional costs	1.314		1.314
Members travel and allowances		-0.133	-0.133
Environment Agency precept		-0.088	-0.088
Pension AVC Salary Sacrifice scheme		-0.097	-0.097
Interest on balances		-0.996	-0.996
Forecast over / (under) spend	1.314	-1.314	0
Net total		0	

Revenue Annex 1 continued

Finance General forecast over and underspends

Explanations for the Finance General forecast under and overspends are as follows:

Members travel (forecast underspend £0.133m)

The use of on-line meetings is expected to reduce the costs of member travel and expenses throughout 2021-22.

Environment Agency precept (forecast underspend 0.088m)

Environment Agency precept lower than budgeted

Pension AVC Salary Sacrifice scheme (forecast underspend £0.097m)

Employer national insurance savings resulting from the introduction of a salary sacrifice arrangement for employee pension additional voluntary contributions.

Interest on balances (forecast underspend £-0.996)

The interest payable/receivable budget was prepared on the basis of assumptions including cash flows, interest rates and the timing of borrowing. Revised assumptions on the timing of borrowing have resulted in a forecast underspend.

Revenue Annex 2

Impact of Covid-19 – forecast cost pressures

Forecast cost pressures summarised in paragraph 5 of the main report are as follows:

	2021-22 Forecast £m
<u>Identified / forecast costs</u>	
Adult Social Care	
Support for people experiencing domestic abuse	0.050
Equipment - spike in usage and increase in costs	0.060
Designated Site	0.212
Provider support payments to cover liquidity/sustainability issues and any additional costs where not specifically related to a person's changing care needs	2.747
Savings Risk Mitigation and Covid Recovery	0.750
Weekend or Overtime staff costs	0.200
Additional Capacity	1.892
Adult Social Care remote working costs	0.069
Adult Social Care Voluntary Sector	0.091
Hospital Discharge Programme	16.963
Full use of Infection Control funding	10.808
Full use of Adult Social Care Rapid Testing Fund	7.098
Full use of Workforce Capacity Fund for Adult Social Care	0.040
Adult Social Care Total	40.980
Children's Services	
Loss of income - Children's Services	1.842
Loss of income - Maintaining Early Year's Provision	0.139
Safeguarding campaign	0.030
Additional placement costs for over-18s	0.125
Additional placement costs for under-18s	0.125
Additional costs of contracted delivery	0.300
Sustainability grants and support to the market	0.125
Additional frontline agency costs	0.500
Holiday Activity Fund	2.421
Full use of Home to School and College Transport Funding	0.843
Full use of Wellbeing for Education Return Grant	0.162
Children's Services Total	6.612
Community and Environmental Services	
Customer Services additional Covid expenditure	0.030
Additional Resilience costs	0.111
Waste – Contract costs reflecting increase in residual waste volumes	0.708
Waste – Recycling credits reflecting increase in recyclables / garden waste	0.132
Reopening Recycling Centres – (traffic management, security, volume increase)	0.253
Public Transport - Covid Bus Services Support Grant	0.785
Loss of income: CES Libraries	0.203
Loss of income: CES Museums	0.419

**2021-22
Forecast
£m**

Loss of income: CES Adult Education	0.256
Loss of income: CES Recreation and Sport	0.054
Loss of income: Parking Services	0.188
Loss of income: CES including On-street Parking	0.762
Additional / redeployed Fire staff	0.041
Additional / redeployed Libraries staff	0.002
Additional / redeployed Museums staff	0.117
Additional / redeployed Records Office staff	0.005
CES remote working costs	0.012
CES property costs	0.008
Public Health expenditure	0.163
Full use of Fire Home Office Grant	0.192
Full use of Local Outbreak Control: Test and Trace service support grant	1.271
Full use of Contain Outbreak Management Fund grant	19.248
Full use of Community Testing funding	0.050
Full use of Clinically Extremely Vulnerable funding	2.420
Community and Environmental Services Total	27.429

Governance

Additional cost of Elections	0.650
Additional / redeployed Registrars staff	0.030
Governance Total	0.680

Finance and Commercial Services

Homeworking equipment	0.092
Loss of income across Finance and Commercial Services including IMT	0.498
Services to Schools, Property and Car Park income	
IMT - Infrastructure - Extra Telephony costs associated with WFH	0.102
Finance and Commercial Services Total	0.693

Finance General

Covid response costs - redeployed staff, property costs	0.838
Temporary mortuary costs	0.150
Corporate procurement of PPE	0.187
Distribution hub - Site costs	0.527
Homeworking equipment	0.076
Extension of Norfolk Assistance Scheme (NAS)	0.491
Kit for digitally disadvantaged children	0.129
Use of COVID Local Support Grant	2.579
Use of COVID Winter Grant Scheme funding	0.644
Finance General Total	5.621

Covid-19 financial pressures Norfolk County Council total	82.015
--	---------------

Appendix 2: 2021-22 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

1 Capital Programme 2021-25

- 1.1 On 22 February 2021, the County Council agreed a 2021-22 capital programme of £281.594m with a further £256.066m allocated to future years', giving a total of £537.660m.
- 1.2 Additional re-profiling from 2020-21 resulted in an overall capital programme at 1 April 2021 of £661m. Further in-year adjustments have resulted in the capital programme shown below:

Table 1: Capital Programme budget

	2021-22 budget	Future years
	£m	£m
New schemes approved February 2021	33.687	68.781
Previously approved schemes brought forward	247.907	187.285
Totals in 2021-25+ Budget Book (total £537.660m)	281.594	256.066
Schemes re-profiled after budget setting	95.379	
New schemes approved after budget setting	1.249	
Other adjustments after budget setting including new grants	20.489	6.363
Revised opening capital programme (total £661.140m)	398.711	262.429
Re-profiling since start of year	-0.537	0.537
Norwich Western Link	12.296	174.543
Other movements including new grants and approved schemes	75.809	17.000
Total capital programme budgets (total £940.785m)	486.279	454.506

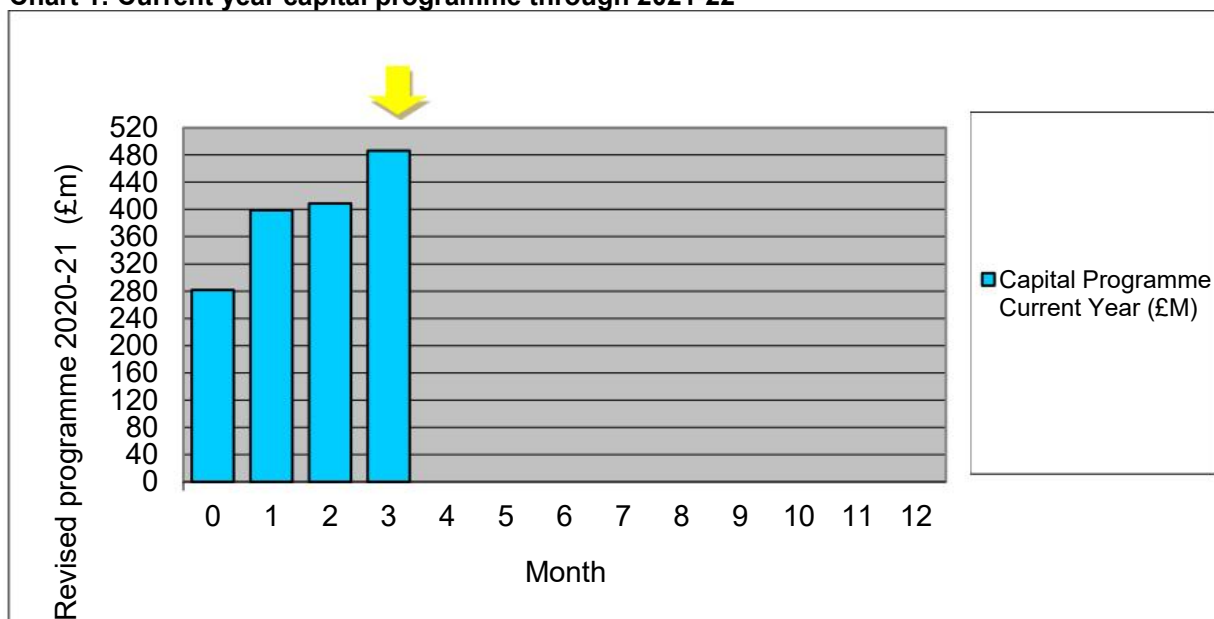
Note: this table and the tables below contain rounding differences

- 1.3 At its meeting on 7 June 2021, the Council agreed to include £186.836m in the forward capital programme for the Norwich Western Link project, funded from £167.605m of DfT Grant and £19.231m local contribution, underwritten by the County Council which would be funded through capital receipts and if necessary, additional prudential borrowing. This project is now included in the table above and accounts for the bulk of the increase in the future years capital programme.
- 1.4 There was also a £68.324m uplift in the Highways budget based on projected external grant funding due. A full breakdown of this increase is available in Capital Annex 1 below.
- 1.5 At the 5 July 2021 Cabinet meeting a further increase in the capital programme of £6.788m was recommended, including £5m for the Older People Estate Transformation. This recommendation will go to the September Council and if approved, will be included in the P6 report.

Changes to the Capital Programme

- 1.6 The following chart shows changes to the 2021-22 capital programme through the year.

Chart 1: Current year capital programme through 2021-22



- 1.7 Month "0" shows the 2021-22 capital programme at the time of budget approval, with schemes reprofiled after budget setting shown in month 1, followed by the most up to date programme. The current year programme will change as additional funding is secured, and when schemes are re-profiled to future years as timing becomes more certain.

- 1.8 The current year's capital budget is as follows:

Table 2: Service capital budgets and movements 2021-22

Service	Opening program me	Previous report	Reprofil ing since previous report	Other Changes since previous report	2021-22 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	133.879	0.000	0.068	0.078	134.025
Adult Social Care	14.888	9.158	0.000	0.000	24.045
Community & Environmental Services	162.948	-0.591	-0.005	80.613	239.966
Finance & Commercial Services	86.914	1.247	0.000	0.000	88.160
Governance	0.082	0.000	0.000	0.000	0.082
Total	398.711	9.814	0.063	80.691	486.279
		408.525		80.754	

Note: this table may contain rounding differences.

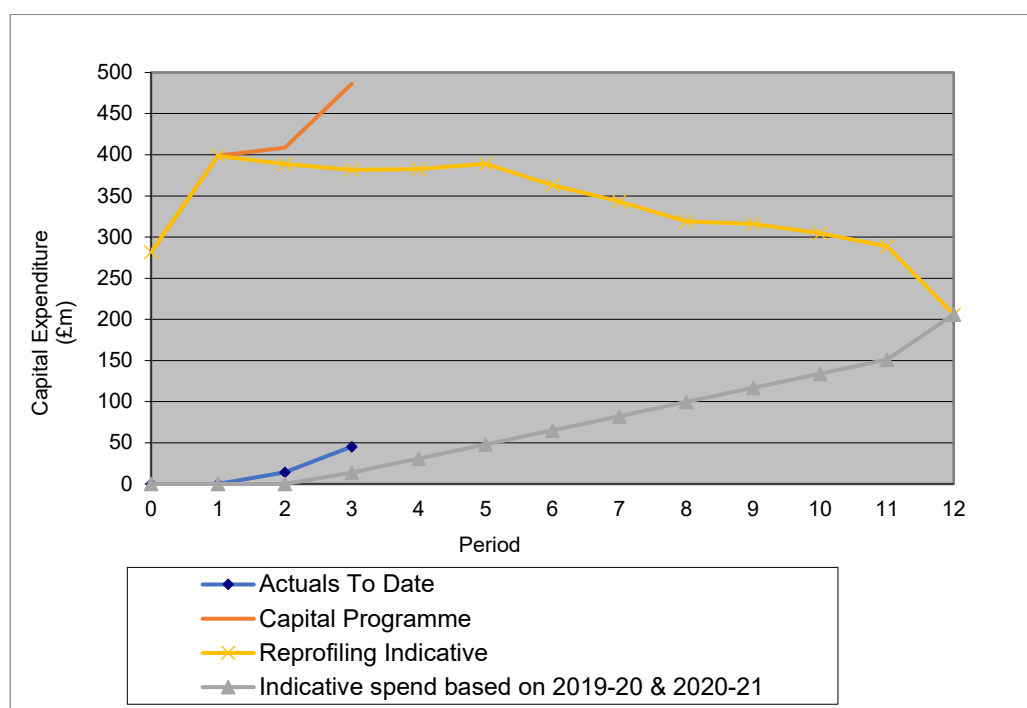
- 1.9 The revised programme for future years (2022-23 to 2024-25 and beyond) is as follows:

Table 3: Capital programme future years 2022+

Service	Previously reported future programme	Reprofilng since previous report	Other Changes since previous report	2022+ Future Capital Budget
	£m	£m	£m	£m
Children's Services	119.089	-0.068	0.000	119.021
Adult Social Care	42.723	0.000	0.000	42.723
Community & Environmental Services	84.017	0.005	174.540	258.561
Finance & Commercial Services	33.851	0.000	0.000	33.851
Governance	0.350	0.000	0.000	0.350
Total	280.029	-0.063	174.540	454.506
			174.477	

Note: this table contains rounding differences

- 1.10 The graph below shows the movement on the current year capital budget and year to date capital expenditure:



The graph shows that actual year to date capital spend is ahead of the opening forecast, which was based on the opening capital programme and an indicative calculation based on previous years' expenditure. It also shows that budgets are being re-profiled to future years as the progress on projects becomes clearer. As a result, capital expenditure of approximately £206m is expected to take place in 2021-22.

2 Financing the capital programme

- 2.1 Funding for the capital programme comes primarily from grants and contributions provided by central government and prudential borrowing. These are supplemented by capital receipts, developer contributions, and contributions from revenue budgets and reserves.

Table 4: Financing of the capital programme

Funding stream	2021-22 Programme	Future Years Forecast
	£m	£m
Prudential Borrowing	277.474	252.132
Use of Capital Receipts		
Revenue & Reserves	0.000	0.000
<i>Grants and Contributions:</i>		
DfE	43.672	22.090
DfT	112.530	171.640
DoH	9.438	0.086
MHCLG	0.139	0.000
DCMS	1.213	0.000
DEFRA	2.000	0.000
Developer Contributions	29.321	4.525
Other Local Authorities	0.497	0.000
Local Enterprise Partnership	1.221	
Community Infrastructure Levy	3.570	2.000
National Lottery	4.407	2.033
Commercial Contributions		
Business rates pool fund		
Other	0.797	
Total capital programme	486.279	454.506

Note: this table may contain rounding differences

- 2.2 For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the re-payment of debt and transformation projects, rather than being applied to fund capital expenditure. Any proposals to utilise capital receipts to fund in-year capital expenditure will be recommended to Cabinet for approval (see recommendation no.3)
- 2.3 Developer contributions are funding held in relation to planning applications. Section 106 (Town and Country Planning Act 1990) contributions are held in relation to specific projects: primarily schools, with smaller amounts for libraries and highways. The majority of highways developer contributions are a result of section 278 agreements (Highways Act 1980).

3 Capital Receipts

- 3.1 The Council's property portfolio is constantly reviewed to ensure assets are only held where necessary so that capital receipts or rental income can be generated. This in turn reduces revenue costs of the operational property portfolio.
- 3.2 The capital programme, approved in February 2021, gave the best estimate at that time of the value of properties available for disposal in the four years to 2024-25, totalling £20.4m.

Table 5a: Disposals capital programme forecast

Financial Year	Property sales forecast £m
2021-22	10.6
2022-23	5.7
2023-24	3.9
2024-25	0.2
	20.4

The timing of future year sales is the most optimistic case and may slip into future years if sales completions are delayed.

- 3.3 The revised schedule for current year disposals is as follows:

Table 5b: Capital receipts and forecast use current financial year £m

Capital receipts 2021-22	£m
Capital receipts reserve brought forward	6.449
Loan repayments – subsidiaries forecast for year	0.787
Loan repayments – LIF loan repayments to date	0.358
Capital receipts to date	
Sale of Hopton Land to Repton	2.861
Other Capital receipts in year	0.585
Capital Receipts forecasted for asset disposals subject to contract	2.495
Secured capital receipts to date	13.535
Potential current year farms sales	3.146
Potential current year non-farms sales	3.522
Potential development property sales	2.280
Potential capital receipts	8.948
Forecast available capital receipts	22.483
Forecast use of capital receipts	
Budget 2021-22 to repay debt	2.000
Maximum flexible use of capital receipts to support transformation costs	3.000
Norwich Western Link Reserve (subject to Cabinet Approval)	2.861
Total forecast use of capital receipts	7.861

- 3.4 As can be seen from this table, enough capital receipts have been secured to support the approved 2021-22 revenue budget. Further sales will contribute to the capital

receipts reserve which can be used to fund debt repayments, flexible use of capital receipts or capital investment.

- 3.5 2021-22 is the final year when capital receipts can be utilised to support transformation costs. Table 5b includes £3m earmarked for this - £1m to ASC and £2m to Children's Services.
- 3.6 This month's monitoring paper includes a proposal to set up a capital reserve funded through surplus capital receipts to fund the non-grant funded element of the Norwich Western Link. The use of capital receipts to fund the Norwich Western Link will reduce the reliance on external borrowing and in turn reduce the revenue costs associated with interest payable incurred in funding this project. Based on Table 5b, this proposal would secure £2.861m for the project, with £16.37m to be secured from future land and property sales.
- 3.7 The capital receipts forecast above excludes any receipts anticipated from the sale of the surplus land and buildings on the Norwich airport estate. The recommendation to declare them as surplus assets will go to the September Council meeting and the forecast will be updated in due course.

4 New capital budget proposals

- 4.1 The additions to the capital budget for June 2021 are primarily funded from DfT grants.
- 4.2 Highways Budget 2021-22 - £68.324m comprises various Highways Projects including the 3rd River Crossing at Yarmouth, Highways Improvements, Roundhouse Way, Attleborough Railway Station and the development of various cycle path schemes. The breakdown of the sources of funding is set out below in Capital Annex 1.
- 4.3 Whilst this is not a new request for capital funding, this paper includes a recommendation to transfer £0.580m of capital budget from the Kings Lynn Museum structural works project to the Shirehall Victorian Courtroom Dry Rot Mitigation Project. £0.6m was approved by Cabinet in July 2021 for the Kings Lynn Museum project, however the structural monitoring required for the project will take 2 years and only cost circa £20k. leaving £0.580m unused. The recommendation to the Council is to reallocate this funding to meet the urgent need at Shirehall instead.

Capital Annex 1 - changes to capital programme since last Cabinet

Service	Project	Funding Type	2021-22 Change (£m)	2021-22 REPROFILE	22-23+ Change (£m)	22-23+ REPROFILE	Reason
Children's							
EC4279	CS Sufficiency Strategy	NCC Borrowing	0.078				Budget increase
EC3840	East Harling Developer contribution	S106		0.068		-0.068	Reprofiled for Allocation to school
Total Children's Services			0.078	0.068	0.000	-0.068	
Highways	Three Score Care Village (Phase2) NML	S106		-0.003		0.003	Reprofile to 22/23
	Bell Rd, Barnham Brm	S106		-0.001		0.001	Reprofile to 22/23
	Land at Railway Rd & Richmond Rd, DOW	S106	-0.007				Budget removed as no longer needed
	Norwich Western Link Road	DfT Funding	12.245		155.360		Funding allocation for Western Link Road as per June Cabinet paper
	Norwich Western Link Road	NCC Borrowing	0.051		19.180		Funding allocation for Western Link Road as per June Cabinet paper
	Ringland Western Link Road - £186.836m		12.296	0.000	174.540	0.000	
			61.411				DfT funding for Ringland, 3rd River Xing, Bridge Strengthening, Tarmac plus various other projects yet to be allocated
	Highways budget setting 21/22	DfT Funding					
	Highways budget setting 21/22	S106	4.681				Funding for Roundhouse Way Plus various smaller schemes
	Highways budget setting 21/22	LEP	1.221				Funding received for Attleborough Railway station & various Cycle path schemes
	Highways budget setting 21/22	External	1.011				Funding for highway improvements
	Highways budget setting 21/22 - £68.324m		68.324	0.000	0.000	0.000	
Total CES			80.613	-0.005	174.540	0.005	
Total			80.691	0.063	174.540	-0.063	

Cabinet

Item No: 14

Decision making report title:	Disposal, acquisition and exploitation of property
Date of meeting:	2 August 2021
Responsible Cabinet Member:	Councillor Greg Peck Cabinet Member for Commercial Services and Asset Management.
Responsible Director:	Simon George Executive Director for Finance and Commercial Services.
Is this a key decision?	No
If this is a key decision, date added to the Forward Plan of Key Decisions.	-
<p>Executive Summary/Introduction from Cabinet Member</p> <p>Proposals in this report are aimed at supporting Norfolk County Council (NCC) priorities by exploiting properties surplus to operational requirements, pro-actively releasing property assets with latent value where the operational needs can be met from elsewhere and strategically acquiring property to drive economic growth and wellbeing in the County.</p> <p>One of the key strategic actions within the Asset Management Plan is a sharp focus on maximising income through adoption of a more commercial approach to property.</p> <p>As part of corporate management of property and a systematic approach to reviewing the use and future needs of property assets for service delivery there is a continued emphasis on minimising the extent of the property estate retained for operational purpose. However, on occasion there will be the requirement to acquire or reuse an individual property to support a service to delivers its aims.</p> <p>By adopting a “single estate” approach within the County Council and sharing property assets with public sector partners through the One Public Estate programme, the Council is aiming to reduce net annual property expenditure by £1million over the next two years (2021/22 to 2022/23).</p> <p>Consideration is also given to the suitability of surplus property assets for reuse or redevelopment to meet specific service needs that could improve the quality of services for users, address other policy areas and/or improve financial efficiency for the County Council, for example, facilitating the supply of assisted living accommodation and other housing solutions for people requiring care, or undertaking re-development to support jobs and growth.</p>	

This means that as well as continuing with the rationalisation of the operational property estate to reduce the number of buildings used by the County Council, a more commercial approach is being adopted over the sale or redeployment of surplus property assets.

Recommendations

Cabinet is asked:

- 1. To formally declare the Land adjacent to Doctor's Surgery site, Blofield (5009/017) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 2. To formally declare the Additional Land at Former Depot, Arlington Way, Brettenham IP24 2SP (3013/013) (edged red on plan) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of this land and the land edged blue on plan to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 3. To formally declare the Land adjacent Postwick Lane Buildings, Brundall (5013/100) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 4. To formally declare 3 former highway sites as listed in the report in North Wootton, Norwich and Wymondham surplus to County Council requirements and instruct the Director of Property to dispose of the properties. In the event for each disposal the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offers.**
- 5. That in the event Adults Services have no use for 38 Hawthorn Road, Great Yarmouth NR31 8ES (6009/080), to formally declare the property surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**

- 6. That in the event Childrens Services and Adults Services have no use for 1b St Catherine's Way, Great Yarmouth NR31 7QB (6009/085), to formally declare the property surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**
- 7. To formally declare the Land at Church Road (2038/106 part), Hilgay surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.**

1.0 Background and Purpose

- 1.1. The County Council actively manages its property portfolio in accordance with the Asset Management Plan. Property is held principally to support direct service delivery, support policy objectives, held for administrative purposes or to generate income. Property is acquired or disposed of as a reaction to changing service requirements, changing council policies or to improve the efficiency of the overall portfolio.
- 1.2. The County Council challenges the use of its property on an ongoing basis. In the event of a property asset becoming surplus to an individual service need there are internal officer led processes to ascertain whether other service areas have an unmet need that could be addressed by re-using the property asset for that service. This may lead to a change of use of individual properties, for example, an office building may be adapted and reused for operational service delivery. Any proposals for retention are only agreed if supported by a robust business case showing the benefits to the County Council and are funded from approved budgets. This assessment will also consider whether a property could be offered at best consideration to public sector or third sector partners.
- 1.3. The above assessments are carried out by the Corporate Property Officer (the Director of Property) in consultation with the Corporate Property Strategy Group (CPSG). Once it is confirmed there is no further County Council requirement, Cabinet is asked to formally declare property assets surplus or re-designate for alternative purposes.
- 1.4. The Corporate Property Officer reviews options for maximising income from surplus properties usually by open market sale to obtain the best consideration possible. These will range from selling immediately on the open market (to the bidder making the best offer overall), enhancing the value prior to sale, strategic retention for a longer-term benefit through to direct development of the land and buildings and selling/letting the completed assets, in the expectation of enhanced income for the Council. Most disposals will be by way of tender or auction. In respect of auctions the contract of sale will be formed at the fall of the hammer and where this approach

is selected the Corporate Property Officer will determine a reserve below which the property will not be sold. Most disposals will include overage/clawback provisions to enable the council to collect future uplifts in value created by alternative uses.

- 1.5. For properties to be sold immediately there is sometimes a need to consider selling directly to a specific purchaser instead of going to the open market. This may be justified where the third party is in a special purchaser situation and is willing to offer more than the assessed market value. Conversely this might be to a purchaser who is in a unique position of control for the unlocking of the full latent value of the County Council owned site (ransom situation). A direct sale without going to market can also be justified if there are specific service benefits or a special partnership relationship which is of strategic value with service/community benefits.
- 1.6. In making recommendations for direct sale without going to market, or direct property development, the Corporate Property Officer will consider risks, opportunities, service objectives, financial requirements and community benefits.
- 1.7. The recommendations for all disposals, acquisitions and exploitation of NCC property in this report follow detailed assessment by officers of the range of options available. The recommendation for each property is based on existing policies and strategies and judged to provide the best return to the County Council in financial terms and, where appropriate, taking account of community and economic benefits.

2.0 Proposals

Blofield – Land adjacent to Doctor’s Surgery site (5009/017)

- 2.1. The land, edged red on plan, is owned freehold and was originally part of the County Farms estate and has an area of 0.02 hectares (0.05 acres).
- 2.2. The occupiers of the adjacent surgery are planning to extend their building and wish to acquire this small parcel of land to support their project.
- 2.3. The County Farms Team have reviewed this site and determined it is not required for operational use. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land is not required for NCC service use.
- 2.4. It is proposed to dispose of this land directly to the occupiers of the adjacent surgery.
- 2.5. The Division Member has been informed of this proposal.

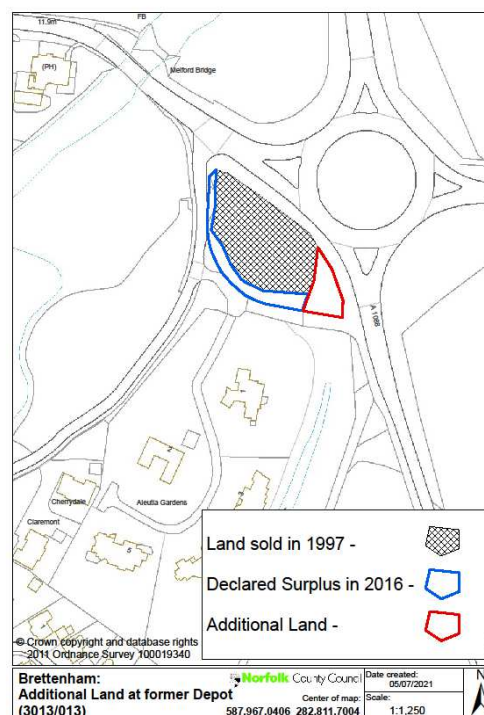


Brettenham – Additional Land at Former Depot, Arlington Way IP24 2SP (3013/013)

2.6. This land, edged red on plan, was acquired by the County Council in 1968 as part of a larger acquisition of former railway land and has an area of 0.04 hectares (0.10 acres).

2.7. Most of the land was used for a highway improvement project but a parcel adjoining this land was used as a highway depot (hatched area on plan). This highway depot land was sold in 1997. The area, edged blue on plan, was previously declared surplus to council use by Policy and Resources Committee on 26 September 2016 (then known as Land at Former Depot, Thetford).

2.8. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the land edged red on plan is not required for NCC service use.



2.9. The current owner of the former depot land has expressed an interest in acquiring the red edged land. Subject to agreeing valuations and terms to achieve best consideration the intention is to dispose of both the red edged and blue edged land. However, in the event of no agreement it is proposed to dispose of the red edged and blue edged land through open market sale by auction or tender.

2.10. The Division Member has been informed of this proposal.

Brundall – Land adjacent Postwick Lane Buildings (5013/100)

2.11. This land, edged red on plan, is owned freehold and is part of the County Farms estate and has an area of 0.08 Hectares (0.19 acres).

2.12. The County Farms Team have reviewed this site and determined it is not required for operational use. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.

2.13. It is proposed to dispose of this site by open market sale through auction or by tender.



- 2.14. The buildings to the West were previously sold by NCC on the open market and have subsequently been converted into residential use.
- 2.15. The Division Member have been informed of this proposal.

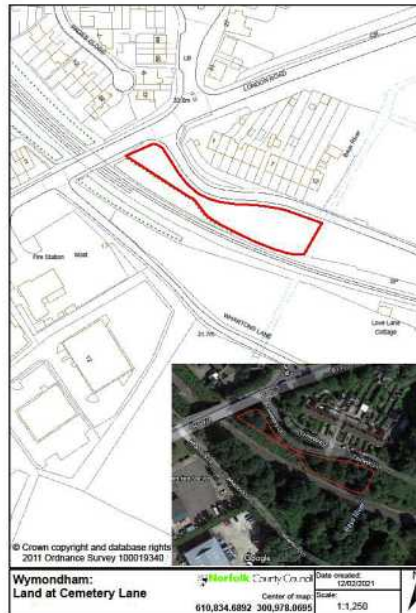
Former Highways Land Holdings

- 2.16. The Council's property portfolio includes several land parcels that were acquired by NCC for highway schemes but were not directly fully utilised. The three sites listed in the table below fall into this category, edged red on the respective plans.

Parish	Site	Approximate Site area
North Wootton	Land at Priory Lane	0.19 hectares (0.47 acres)
Norwich	Land at A11 Eaton	0.24 hectares (0.60 acres)
Wymondham	Land at Cemetery Lane	0.17 hectares (0.42 acres)

- 2.17. The three sites listed in the table have been declared surplus by Community and Environmental Services. Following a review by the Director of Property in consultation with CPSG it has been confirmed that all 3 sites are not required for NCC service use.
- 2.18. Individually the savings in property costs from such disposals are small, however, their continued ownership does require management and there are risks of periodic expenditure to deal with grounds maintenance, fly tipping and health and safety works. It is for this reason the County Council has had an ongoing programme since 2016 to dispose of such sites. To date these disposals have realised over £1million in capital receipts that has been applied to the capital programme.
- 2.19. It is proposed to dispose of these sites through open market sale by auction or tender.
- 2.20. The respective Division Members have been informed of the proposal to dispose of these sites.





Great Yarmouth – 38 Hawthorn Road, NR31 8ES (6009/080)

2.21. The property, edged red on plan, is owned freehold having been transferred to NCC in 1974 as part of the Local Government reorganisation at the time. The site area is 0.12 hectares (0.3 acres) and the building has a gross internal area of 284m². The front elevation design is very similar to the property 1b St Catherine's Way noted below.

2.22. The property was previously used as a Children's Home before being used by Adult Social Care. In 2013 the property was leased to Independence Matters. In February 2020 Adult Social Care notified CPT that this property is due to be vacated by the end of March 2020. Subsequently the lease with Independence Matters has been terminated and the property is currently empty.



2.23. The Director of Property in consultation with CPSG has reviewed this site. Children's services have confirmed they have no use; however, Adults Services are currently undertaking assessments for possible reuse. Should it be determined that the site is not suitable for their purposes it is proposed to dispose of this property by open market sale through auction or by tender.

2.24. The Division Member have been informed of this proposal.

Great Yarmouth – 1b St Catherine's Way, NR31 7QB (6009/085)

2.25. The property, edged red on plan, is owned freehold having been transferred to NCC in 1974 as part of the Local Government reorganisation at the time. The site area is 0.07 hectares (0.17 acres) and the building has a gross internal area of 229m². The front elevation design is very similar to the property 38 Hawthorn Road noted above.

2.26. The property was previously used as a Children's home and a respite home by Adult Social Care. Recently it has been used and occupied by Norfolk and Suffolk NHS Foundation Trust (NSFT) as offices and an occupational assessment centre. NSFT are proposing to vacate the building by November 2021.

2.27. The Director of Property in consultation with CPSG has reviewed this site and both Adults and Childrens Services are currently undertaking assessments for possible reuse. However, should it be determined that the site is not suitable for their purposes it is proposed to dispose of this property by open market sale through auction or by tender.



2.28. The Division Member have been informed of this proposal.

Hilgay – Land at Church Road (2038/106 part)

2.29. This land, edged red on plan, is owned freehold and is part of the County Farms estate and has an area of 0.54 Hectares (1.33 acres).

2.30. The County Farms Team have reviewed this site and determined it is not required for operational use. Following a review by the Director of Property in consultation with CPSG it has been confirmed that the site is not required for NCC service use.

2.31. It is proposed to dispose of this site by open market sale through auction or by tender.

2.32. The Division Member have been informed of this proposal.



3.0 Impact of the Proposal

- 3.1. Property disposals will provide capital receipts for the council to support the capital program and hence service delivery. The County Council will apply the capital receipts to meet its priorities.

4.0 Evidence and Reasons for Decision

- 4.1. Declaring the sites and land holdings surplus to County Council use means that the Corporate Property Team can consider options for the disposal and exploitation of these sites.

5.0 Alternative Options

- 5.1. Declaring sites and land holdings surplus is a result of the sites no longer being required for service delivery. The alternative would be to retain resulting in incurring holding costs for an asset that is not contributing to service delivery.

6.0 Financial Implications

- 6.1. Disposals outlined in this report will provide the opportunity for capital receipts and savings in holding costs.

7.0 Resource Implications

- 7.1. **Staff:** nil
- 7.2. **Property:** As described in the earlier parts of this report.
- 7.3. **IT:** nil

8.0 Other Implications

- 8.1. **Legal Implications:** For disposals in the usual way the legal implications are around the parties agreeing to the terms of the agreement for each disposal and entering a contract.
- 8.2. **Human Rights implications** - No implications.
- 8.3. **Equality Impact Assessment (EqIA)** - No specific EqIA has been undertaken in respect of the disposal of sites.
- 8.4. **Data Protection Impact Assessments (DPIA)** - No data protection impact implications in respect of the disposal of sites.
- 8.5. **Health and Safety implications** - No implications.
- 8.6. **Sustainability implications** - Future redevelopment of disposed sites would require planning permission and therefore would be mindful of sustainability measures.

9.0 Risk Implications/Assessment

- 9.1. The risks around disposals are around the non-agreement of terms. This risk is mitigated using experienced expert consultants.

10.0 Recommendations

- 10.1. Cabinet is asked to formally declare the Land adjacent to Doctor's Surgery site, Blofield (5009/017) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of the land to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.2. Cabinet is asked to formally declare the Additional Land at Former Depot, Arlington Way, Brettenham IP24 2SP (3013/013) (edged red on plan) surplus to County Council requirements and instruct the Director of Property to agree terms and dispose of this land and the land edged blue on plan to the adjoining owner. In the event of no agreement then the Director of Property is authorised to sell by auction or tender. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.3. Cabinet is asked to formally declare the Land adjacent Postwick Lane Buildings, Brundall (5013/100) surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.4. Cabinet is asked to formally declare 3 former highway sites as listed in the report in North Wootton, Norwich and Wymondham surplus to County Council requirements and instruct the Director of Property to dispose of the properties. In the event for each disposal the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance & Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offers.
- 10.5. Cabinet is asked, that in the event Adults Services have no use for 38 Hawthorn Road, Great Yarmouth NR31 8ES (6009/080), to formally declare the property surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.
- 10.6. Cabinet is asked, that in the event Childrens Services and Adults Services have no use for 1b St Catherine's Way, Great Yarmouth NR31 7QB (6009/085), to formally declare the property surplus to County Council requirements and instruct the Director

of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

- 10.7. Cabinet is asked to formally declare the Land at Church Road (2038/106 part), Hilgay surplus to County Council requirements and instruct the Director of Property to dispose of the property. In the event of the disposal receipt exceeding delegated limits the Director of Property in consultation with the Executive Director of Finance and Commercial Services and Cabinet Member for Commercial Services and Asset Management is authorised to accept the most advantageous offer.

Officer Contact

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

Officer name: Simon Hughes, Director of Property **Tel No:** 01603 222043

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\ncd\dfs1\CorporateProperty\CPT ADMIN & MANAGEMENT\Meetings & Groups\Committees\CABINET\2021-22\2021.08.02\Final Reports\21.08.02 Cabinet report Disposal and exploitation of property (rfiwb) FINAL 1.0.docx