

# Cabinet

Date: **Monday 7 October 2019**

Time: **10am**

Venue: **Edwards Room, County Hall, Norwich**

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

## Membership:

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

## WEBCASTING

This meeting will be filmed and streamed live via YouTube on the NCC Democrat Services channel. The whole of the meeting will be filmed, except where there are confidential or exempt items and the footage will be available to view via the Norfolk County Council CMIS website. A copy of it will also be retained in accordance with the Council's data retention policy. Members of the public may also film or record this meeting. If you do not wish to have your image captured, you should sit in the public gallery area. If you have any queries regarding webcasting of meetings, please contact the committee Team on 01603 228913 or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

## 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 2 September 2019.

### 3 Members to Declare any Interests

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

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

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

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

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

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

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

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

### 5 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by 5pm on **Wednesday 2 October 2019**. For guidance on submitting a public question, view the Constitution at <https://www.norfolk.gov.uk/what-we->



- Norse Governance Arrangements

Decision by the Cabinet Member for Commercial Services and  
Asset Management

Page **339**

- Acquisition of House in King's Lynn area for Semi Independent Accommodation

**18 Exclusion of the Public.**

Cabinet is asked to consider excluding the public from the meeting under section 100A of the Local Government Act 1972 for consideration of the items below on the grounds that they involve the likely disclosure of exempt information as defined by paragraph 3 of Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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

**19 Disposal, Acquisition & Exploitation of Properties**

Page **347**

Exempt Appendix to the report by the Executive Director of Finance & Commercial Services

**Chris Walton**  
**Head of Democratic Services**  
County Hall  
Martineau Lane  
Norwich  
NR1 2DH

Date Agenda Published: 27 September 2019



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

## **Cabinet**

### **Minutes of the Meeting held on Monday 2 September 2019 at 10am in the Council Chamber, County Hall, Norwich**

#### **Present:**

Cllr Andrew Proctor	Chairman. Leader & Cabinet Member for Strategy & Governance.
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 Graham Plant	Vice-Chairman and Cabinet Member for Growing the Economy.
Cllr Martin Wilby	Cabinet Member for Highways, Infrastructure & Transport.

#### **Local Members Present:**

Cllr Alexandra Kemp  
Cllr Emma Corlett

#### **Other Members Present:**

Cllr Steve Morphew  
Cllr David Bills  
Cllr David Harrison  
Cllr Ed Maxfield  
Cllr Alison Thomas  
Cllr Vic Thomson  
Cllr Bev Spratt

#### **Executive Directors Present:**

Tom McCabe	Executive Director of Community & Environmental Services and Head of Paid Service.
James Bullion	Executive Director of Adult Social Services
Helen Edwards	Chief Legal Officer & Monitoring Officer
Simon George	Executive Director of Finance & Commercial Services
Sarah Shirtcliff	Head of HR (for Executive Director of Strategy & Governance)
Phil Watson	Assistant Director Social Work (for Executive Director of Children's Services).

## **1 Apologies for Absence**

There were no apologies.

## **2 Minutes**

The minutes from the Cabinet meeting held on Monday 5 August 2019 were agreed as an accurate record and signed by the Chairman.

## **3 Declaration of Interests**

There were no declarations of interest made.

## **4 Items of Urgent Business**

The Chairman announced that notification of the Government's spending review was expected on Wednesday 4 September 2019. He added that the Government had already announced a £14bn package for schools funding until 2023, with the first tranche of £2.6bn in 2020-21, including £700m for Special Educational Needs.

## **5 Public Question Time**

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

5.2 The Chairman invited Marilyn Heath to ask a supplementary question. Ms Heath said if all Conservative Councillors were unable to attend the meeting arranged for 17 September, could the representatives attend the Conservative Group meeting on 20 September where budget proposals would be discussed in private, to address issues before decisions were made. She also asked if Cllr Proctor and Cllr Borrett would prioritise some time to spend with disabled people and their families before future budget decisions, so they could experience the difficulties faced.

In reply, the Chairman said that as many Conservative Councillors as possible would attend the meeting on 17 September. He added, with regard to the meeting on 20 September, that this was a private Group meeting so it would not be possible for anyone else to attend, although he committed, and he felt sure Cllr Borrett would as well, to try to meet the people concerned to understand their issues and what is needed to be addressed.

## **6 Local Member Questions/Issues**

6.1 The list of Local Member questions and the responses are attached at Appendix B.

6.2 As a supplementary question Cllr Kemp said that she did not agree with the answer as no Council serious about congestion puts traffic on a bus lane; no Council serious about disabled people disrespected them so much; the Traffic Order placed traffic on 1/4 of Hardings Way and also maximum HGV's for a private firm's benefit, without a highways assessment. She asked why there had been a cover-up. There was a serious conflict of interest as the first

Highways Case Officer was also a Planning Agent and a TRO was a key decision being local legislation. She added that both her call-ins had been blocked and Hardings Way was built for buses, not HGV's which would cause it to collapse and there would be a tragic accident. She asked what the Leader was going to do.

The Chairman replied that he totally rejected the words "cover up" and that he had no further information to add than he had discussed with Cllr Kemp at their recent meeting.

- 6.3 As a supplementary question, Cllr Corlett asked if the Cabinet Member would agree to meet with her to discuss the matter further as she was certain that the lease for the car park was solely for the use of Independence Matters, with no right of use for Action for Children, given the pressures on the Independence Matters staff car park. Cllr Corlett added that the informal agreement which had been in place would not be able to continue and she would like to discuss the matter further.

The Chairman deferred the question to the Cabinet Member for Commercial Services and Asset Management who replied that he would be happy to meet with Cllr Corlett to discuss the arrangements. The Cabinet Member added that he was aware of the issues from previous correspondence with Cllr Corlett and that he thought she had been happy with the outcome. He added that, regarding the new tenants, work was being carried out to try to solve the car parking situation, with options of erecting barriers or proposing parking permits being considered.

## **7 Proposed Updates to Planning Obligations Standards 2019.**

- 7.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out a series of proposed amendments to the Standards reflecting the Government's amended Community Infrastructure Levy (CIL) Regulations, which came into force on 1 September 2019 and addressed member issues raised at the Environment, Development and Transport Committee in March 2019; and the Infrastructure & Development Select Committee in July 2019.
- 7.2 The Executive Director for Community & Environmental Services advised that, since the introduction of the Regulations, over £242m of funding had been secured towards much needed infrastructure and services.
- 7.3 The Cabinet Member for Highways, Infrastructure & Transport introduced the report and moved the recommendations.
- 7.4 The Chairman emphasised the lifting of the pooling restrictions on Section 106; the health and social care aspects and the Health Protocol Agreement which committed Local Planning Authorities to engage with all the relevant health care and social care partners on relevant planning applications. The Chairman also highlighted that the Planning Obligations Standards would take into account viability issues on major urban regeneration sites.
- 7.5 The Cabinet Member for Adult Social Care, Public Health and Prevention mentioned the Accessible Housing paragraph, where the County Council would

support the District Council as the housing authority, in seeking contributions towards extra care housing provision for the elderly; sheltered accommodation for the elderly; and supported living (housing with care) for working age adults with special needs.

- 7.6 The Cabinet Member for Innovation, Transformation & Performance commended the Standards, which indicated that where a site was allocated for a school there may be opportunities to consider the wider community use of both the school building and the playing fields.

7.7 **Decision**

Cabinet **RESOLVED**:

1. That the updated Standards set out in the Appendix 1 are adopted from 2 September 2019 and that officers write to the respective District Councils to inform them of the new Standards;
2. To **agree** that officers work with the District Councils to consider the wider implications of the Government's reforms in respect of infrastructure delivery to support growth in the county; and
3. To incorporate any further amendments into the 2020 Standards Review.

7.8 **Alternative Options**

Refer to Cabinet report.

7.9 **Reasons for Decision**

The alternative option to agreeing the proposed updates to the County Council's Standards is not to take these amendments forward and instead rely on the existing Standards (March 2019). This alternative option is not recommended as the existing Standards agreed by EDT Committee in March 2019 do not reflect the new Community Infrastructure Levy Regulations (Amendment) (England) (No.2) Regulations 2019, which came into force on 1 September 2019.

**8 Norfolk Strategic Planning Framework Update.**

- 8.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out how the Norfolk Strategic Planning Framework helped to demonstrate that, in the development of Local Plans, the authorities had discharged the "duty to co-operate".
- 8.2 The Cabinet Member for Highways, Infrastructure & Transport introduced the report setting out how the Strategic Planning Framework helped to demonstrate the "duty to cooperate" with local planning authorities on strategic planning matters and moved the recommendations.
- 8.3 The Chairman stated the Norfolk Strategic Planning Framework would reinforce the County Council's duty to co-operate.
- 8.4 **Decision**



Cabinet **RESOLVED** to

- **Endorse** the updated Norfolk Strategic Planning Framework as part of our ongoing “duty to co-operate”.

## 8.5 **Alternative Options**

Refer to Cabinet Report.

## 8.6 **Reason for Decision**

The Framework had already been used successfully to support the development of Local Plans. It must be kept up to date to continue to fulfil this role.

## 9 **Business Rates Pool Funding for West Winch Housing Access Road design work (and other strategic transport priorities).**

- 9.1 Cabinet received the report by the Executive Director of Community & Environmental Services asking it to approve Norfolk County Council’s element of the local match-funding for the West Winch Housing Access Road and the Pullover Roundabout for scheme development, so they could be added to the Capital Programme.
- 9.2 The Executive Director for Community & Environmental Services said that the issues on both the A10 and at the A17/A47 junction were well known and the proposal sets out plans to tackle those and deliver much needed housing in the area.
- 9.3 The Cabinet Member for Growing the Economy introduced the report and moved the recommendations.
- 9.4 The Cabinet Member for Highways, Infrastructure & Transport stated that he fully supported the proposal and the recommendation, adding that it was important to ensure the right infrastructure was in place throughout the county.
- 9.5 The Cabinet Member for Adult Social Care, Public Health and Prevention supported the proposals, adding that for every £1 from the Business Rates Pool, the Government would contribute £1 to deliver infrastructure in Norfolk and that he hoped the bid would be successful.
- 9.6 The Chairman advised that the Business Rates Pool was used for generating economic growth and this was an opportunity for it to be used across the county as part of “working better together” and contributing to the development of the King’s Lynn area.

## 9.7 **Decision**

Cabinet **RESOLVED** to:

- **Approve** the match-funding for the Business Rates Pool (BRP) bids for the West Winch Housing Access Road (£1.1m) and the Pullover Roundabout

(£100k) for scheme development. If the BRP bid is successful, then these schemes would be added to the capital programme for 2020/21 and 2021/22.

## **9.8 Alternative Options**

Refer to Cabinet report.

## **9.9 Reason for Decision**

The West Winch Housing Access Road (WWHAR) was essential infrastructure to enable the delivery of 4000 new homes and would provide additional highway capacity to enable strategic through traffic on the A10 to bypass the village of West Winch. If this work is not funded now it will delay the programme for delivering the road and would compromise the Strategic Outline Business Case (SOBC) risking it not being approved for Department for Transport (DfT) Major Road Network (MRN) funding to build the scheme.

## **10 Future Mobility Zone Fund**

- 10.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out that out of 14 applicants, Greater Norwich was one of 7 areas that had successfully reached the second stage of the funding application process.
- 10.2 The Executive Director of Community & Environmental Services stated that the proposal was closely aligned to the Transforming Cities Fund which sought to deliver a step change, both in transport provision and mobility in the Greater Norwich area.
- 10.3 The Cabinet Member for Highways, Infrastructure & Transport introduced the report and moved the recommendations, highlighting that this was a real opportunity for Greater Norwich to be at the forefront of innovation in transport solutions.
- 10.4 The Cabinet Member for Innovation, Transformation & Performance commended the innovative scheme as a good example of how technology could be harnessed by using data taken from public transport, highways network performance, bus companies and mobile phone companies to make decisions using the best possible data to arrive at the best possible solution.
- 10.5 The Cabinet Member for Growing the Economy added his endorsement to the proposal, which would work well with the Low Carbon Innovation Fund which was now available, offering grants to help companies with good ideas about how to reduce the carbon footprint.
- 10.6 The Cabinet Member for Children's Services said he supported the proposal from his work with Norwich Highways Agency Committee as he realised how important accessing the city was as well as the need to reduce pollution levels. He was pleased that the bus companies were on board.
- 10.7 The Cabinet Member for Environment & Waste stated this was a great opportunity to put Norwich on the map and he looked forward to seeing the end

results and the reduction in transport times, the improvement in air quality and lower carbon emissions.

10.8 The Cabinet Member for Adult Social Care, Public Health & Prevention said that the key point was the £16-£18m on offer from the Government and that the project had a 2:1 chance of getting it. He applauded the work of the team and the management time the Council had spent on the achievement so far, which showed how serious the County Council was with its green agenda as well as how competent the bids put forward were.

10.9 The Chairman highlighted that initial feedback from the Department for Transport was that Norfolk County Councils submission was strong which boded well. He also referred to the financial implications and said, from the discussions held so far, he was confident match-funding would be achieved locally.

#### 10.10 **Decision**

Cabinet **RESOLVED** to **agree**:

1. The proposed programme of activity to be delivered as part of the Future Mobility Zone Project.
2. The outline of the business case as set out in the report.
3. Delegate sign-off of detailed submission to the Cabinet Member for Highways, Infrastructure & Transport.

#### 10.11 **Alternative Options**

Refer to Cabinet Report.

#### 10.12 **Reason for Decision**

Securing additional funding is a real opportunity to strengthen the position of Norwich as a Sharing City and a leading demonstration city in new and emerging technologies, as well as delivering a step change improvement in the air quality within the city centre and across Greater Norwich.

### 11 **France-Channel-England Government Guarantee of funding.**

11.1 Cabinet received the report by the Executive Director of Community & Environmental Services setting out how Norfolk County Council (NCC) had requested, and had now received, a written guarantee from the Ministry of Housing, Communities and Local Government (MHCLG) confirming that the UK Government would cover all the costs of NCC in ensuring delivery of the programme in the event of a no deal Brexit to ensure the smooth transition into whatever new arrangements apply as a result.

11.2 The Executive Director of Community & Environmental Services advised that Officers had been involved in discussions with both the European Commission and the UK Government over a period of time, to try to secure the future of the 300m Euro for the France Channel England project and to get a guarantee of the Council's financial position.

- 11.3 The Cabinet Member for Growing the Economy introduced the report and moved the recommendations, highlighting that Norfolk County Council's contract was directly with the European Commission to carry out regulatory functions for which the EC covered 85% of the costs, with additional financial support from the UK and French Governments to fund 100% of the expenditure.

The UK Government had indicated they would like Norfolk County Council to continue to manage the FCE programme until a clear way forward had been agreed after Brexit. The written guarantee would ensure this would be at no cost to Norfolk County Council.

- 11.4 The Cabinet Member for Adult Social Care, Public Health and Prevention said that the County Council should be commended on its application to central Government to obtain clarity, which also showed how the County Council was preparing for Brexit. He added that the Government should also be congratulated on its very clear response

11.5 **Decision**

Cabinet **RESOLVED** to agree:

1. that NCC continue management and delivery of the France (Channel) England (FCE) programme in the event of a no deal Brexit until the future of the programme is resolved.
2. that the treasury guarantee is sufficient to provide assurance that the programme will be managed at no cost to the Norfolk County Council budget.

11.6 **Alternative Options**

Refer to Cabinet Report.

11.7 **Reason for Decision**

A letter received from MHCLG dated 5 August 2019 confirming that the UK Government will cover the costs that NCC will incur fulfilling its MA role within the France (Channel) England programme that would otherwise have been paid by the EU.

**12 Leases for Early Childhood and Family Service Bases and leasing out of repurposed Children's Centres.**

- 12.1 Cabinet received the report by the Executive Director of Finance & Commercial Services setting out the 12 sites owned, plus 2 sites leased by Norfolk County Council that, following the service redesign, will be leased to Action for Children to provide the Early Childhood and Family Service for the Council. The Priory Centre site, Great Yarmouth would be leased directly to Action for Children by Great Yarmouth Community Trust. The Priory Centre site, together with the 14 NCC controlled sites would form the 15 early childhood and family support bases proposed in the report to Children's Services Committee in January 2019.

- 12.2 The Cabinet Member for Commercial Services and Asset Management introduced the report and moved an amendment to the recommendations, that Cabinet would be asked to decide on 13 children's centres rather than 14 as stated in the report. He added that the NAR site had been temporarily withdrawn due to some technical points which had arisen with regard to the lease and who owned part of the site. This would not affect the ongoing delivery of the service, which would continue with an existing tenancy at will with Action for Children until the lease arrangements had been resolved.

The Cabinet Member advised that, under the current Norfolk County Council Constitution, leases with terms of 10 years or more needed to be approved by Cabinet.

- 12.3 The Cabinet Member for Children's Services added his support for the proposal and confirmed that this was the first step for these sites to be leased to Action for Children and confirmed that the service was on track to deliver a much better service to families in need which had been difficult to access in the past.
- 12.4 The Cabinet Member for Innovation, Transformation & Performance welcomed the report, showing the County Council's ongoing commitment and determination to deliver the service. He added that one of the centres was in his division of Fakenham and he was pleased to see an enhanced service continue.

12.5 **Decision**

Cabinet **RESOLVED** to

1. **Agree** to enter into leases with Action for Children for 13 of the sites listed in table 1 of the report on the terms as detailed in the table in Appendix 1, with the NAR property remaining as a tenancy at will pending resolution of outstanding legal issues.
2. **Agree** to enter into leases for the sites and with the organisations as listed in table 2 of the report on the terms as detailed in the table in Appendix 2.
3. **Agree** to accept the surrender and re-granting of a lease or the granting of a supplemental lease for the sites and with the organisations as listed in table 3 of the report.
4. **Delegate** to the Head of Property the authority to make minor changes to affected leases to ensure each lease is completed in a timely manner.

12.6 **Alternative Options**

The reletting of existing Council owned facilities was the most practicable option in the time allowed.

12.7 **Reason for Decision**

All leases out of property for a term of 10 years or more is a Cabinet decision. The leased sites are in the appropriate locations for the delivery of the service.

### **13 Finance Monitoring Report 2019-20 P4: July 2019**

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

13.2 The Cabinet Member for Finance introduced the report, highlighting that an overspend was still forecast in this financial year, although it had decreased slightly to £5.008m from just over £6m. He added that, if the current overspend in Adult Social Care followed the pattern of previous years, he would expect the overspend to reduce through recharging some expenditure to the NHS.

The Cabinet Member added that the main cause for concern remained with the Children's Services budget, with the current overspend set at £9m gross, although this had reduced by £2m to £7m by using capital receipts money to assist an ongoing Invest to Save transformation programme agreed in 2018, which Cabinet was being asked to approve at this meeting.

He added that pressures continued within the High Needs Block and with the recent Government spending announcement it was hoped that it would ameliorate part of the Council's requirements.

The overspend by service departments for the current year was currently budgeted at £11.9m which was offset by savings in Corporate Finance.

The Cabinet Member also referred to the utilisation of interest received on capital balances and the accrued interest from developers using our local infrastructure fund to facilitate the Greater Norwich Growth Board's ambitions.

The Cabinet Member also announced that Norfolk County Council had borrowed £20m last month, £10m at 1.95% fixed for 42 years and a further £10m at 1.85% fixed for 42 years.

13.3 The Cabinet Member for Children's Services drew attention to the work being undertaken in Children's Services to ensure that only children that needed to be looked after were in care which would have an impact on the budget in the longer term, and the current commitments showing that more children with higher costs than anticipated when the budget was set with the transformation expected to impact later in the year.

13.4 The Cabinet Member for Adult Social Care stated that purchase of care was a demand related service and one of the Council's strategic aims was promoting independence which had shown promise in long-term care. More short-term placements had increased pressure on the budget. The Cabinet Member hoped that the government settlement would include more money for adult social care as part of its announcement.

13.5 The Cabinet Member for Communities & Partnerships highlighted the cost pressures on the Fire Service, some of which were due to the number of staff retiring and new staff needing to be trained whilst others were still in post, increasing the costs to the department. The Cabinet Member also added that the Improvement Plan had now been drawn up following the HMICFRS

Inspection which would incur costs in the development of a new cultural framework to ensure all staff knew what behaviour was expected from them, following the references to bullying in the inspection report. Any overspend this year in the budget would be covered from the wider Community & Environmental Services budget.

13.6 The Cabinet Member for Innovation, Transformation & Performance said that the County Council should be commended for bidding for money for projects such as Better Broadband for Norfolk and the Norfolk Local Full Fibre Network project of nearly £1m, for the benefit of Norfolk.

13.7 The Chairman commended the Executive Director of Finance & Commercial Services and his team for its management of the budget.

### 13.8 **Decision**

Cabinet **RESOLVED** to:

1. **Recommend** to County Council the flexible use of £2m capital receipts to fund the Children's Services Demand Management & Prevention Strategy in 2019-20, as set out in appendix 2, paragraph 3.4 of the report;
2. **note** the period 4 forecast general fund revenue overspend of £5.008m noting also that Executive Directors will take measures throughout the year to reduce or eliminate potential over-spends;
3. **note** the period 4 forecast shortfall in savings of £4.706m noting also that Executive Directors will take measures throughout the year to mitigate savings shortfalls through alternative savings or underspends;
4. **note** the forecast General Balances at 31 March 2020 of £19.623m, before taking into account any over/under spends;
5. **note** the expenditure and funding of the revised current and future 2019-22 capital programmes.

### 13.9 **Alternative Options**

Refer to Cabinet Report.

### 13.10 **Reasons for Decision**

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

**Appendix 1** summarises the revenue outturn position, including:

- Forecast over and under spends
- Changes to the approved budget
- Reserves
- Savings
- Treasury management and
- Payments and debt performance

**Appendix 2** summarises the capital outturn position, and includes:

- Current and future capital programmes
- Capital programme funding

- Income from property sales.

## **14 Corporately Significant Vital Signs Report – August 2019**

- 14.1 Cabinet received the report by the Executive Director of Strategy & Governance presenting the current performance information for corporately significant vital signs.
- 14.2 The Cabinet Member for Innovation, Transformation & Performance introduced the report, highlighting that Norfolk County Council was using vital signs to measure operational performance.
- 14.3 The Chairman asked each Cabinet member to comment on their own individual areas of responsibility, during which the following points were noted:
- 14.3.1 Adult Social Care, Public Health & Prevention  
The Cabinet Member stated that delayed transfer of care was an area that needed attention, particularly agreeing how to measure success or failure with the NHS. Adult Social Care department was now confident in the quality of reporting, with the key point being the improved joint working with hospital teams to embed a 'home first' approach. Adult Social Services was also looking at the use of short-term beds to ensure they were being appropriately used for reablement rather than for long-term residential care which was expensive; it was also not what patients were telling the Council they wanted as they wanted to remain in their own homes for as long as possible.
- 14.3.2 Children's Services.  
The Cabinet Member highlighted the work done with regard to Looked after Children, leading to the downward trajectory. Educational Health and Care Plans were also of concern, and a new action plan had now been established which should show some positive results later in the year. Permanent exclusion rates were down as a result of the work carried out in this area. Good improvement had been shown in the percentage of schools judged to be good or better following Ofsted inspections, particularly early years, secondary and special need schools.
- 14.3.3 Growing the Economy  
The Cabinet Member highlighted the issue of the government changing the rules to the apprenticeships scheme, with the number of apprentices reducing. Measures had been put in place to mitigate changes, including an Apprenticeship Board established to look at apprenticeships across the county and also how larger companies with extra levy which was not being used could be pooled with the Local Enterprise Partnership to identify where the money could be spent to help small and medium sized businesses across Norfolk. This was a positive move as the levy would not return to Government and could be used help small and medium sized businesses.

480 apprentices had now been recruited against a target of 500 and the Cabinet Member confirmed he was confident with the new arrangements being put in place an increase in the number of apprenticeships would be achieved.



14.3.4 Communities & Partnerships

The Cabinet Member referred to the on-call (retained) fire station availability performance which was mainly due to the recruitment of retained fire-fighters. She added that it was difficult to recruit people in rural areas who lived or worked within five minutes of their station. One way of addressing this was to increase the distance slightly, as they may be able to reach an emergency quicker than calling staff from the next station. Work was under way to address the issue.

14.3.5 Environment & Waste

The Cabinet Member said that the figures were not yet available for this year, although trends had been positive over the last three years. He added that the main item to note was that the Norfolk Waste Partnership continued to work to drive efficiencies to reduce waste and boost recycling, working with all the seven district councils across Norfolk.

14.3.6 Finance

The Cabinet Member referred to the Savings targets delivered which was where the County Council was placed with regard actual savings versus budget. The current forecast was that £27.021m would be delivered, which was 85% of the planned savings for 2019-20. He added that the Capital Programme was likely to slip.

14.3.7 Commercial Services & Asset Management

The Cabinet Member stated that capital receipts showed red at £3.9m against the target of £5.31m although he was confident that, with the action being taken, the target would be green by the time the report came back to Cabinet.

14.3.8 Strategy & Governance

The Cabinet Member referred to the response provided to the Member question raised by Cllr Strong on workforce concerns. He recognised there was data that gave cause for concern but that actions were in place. He flagged that the time lost due to sickness was of concern and action was being taken to manage.

In terms of new employee retention, one of the things that helped people obtain other jobs was the training that they received at the County Council, so the action would be to ensure staff were retained.

The overall vacancy rate of 12.5% against a target of 12% was not a bad result, although work needed to be done to ensure that they stayed in post at the County Council.

Regarding Personal Development Plans, the Chairman encouraged all Executive Directors to ensure that all their managers and staff completed a PDP. The target was 95% and needed to be attained.

14.3.9 Road Safety

The Cabinet Member for Adult Social Care, Public Health and Prevention stated that the stark figures showed that men were in control of three quarters of all the vehicles involved in accidents and that 25% of all collisions were between 4pm and 6pm in the afternoon, with an equal split between rural and urban roads, showing that the peak time of risk was people on their way home

from work during rush hour, when there was more traffic on the road. He added that advice for residents would be to take more care and attention whilst driving home from work.

- 14.4 The Chairman recognised that there was still some work to be done, although it was expected that the agreed actions would ensure all targets were met.

14.5 **Decision**

Cabinet reviewed the report and **RESOLVED** to agree the recommended actions.

14.6 **Alternative Options**

Refer to Cabinet Report.

14.7 **Reason for Decision**

Refer to paragraphs 4.1 to 4.5 of the report.

**15 Risk Management Framework**

- 15.1 Cabinet received the report by the Executive Director of Finance & Commercial Services setting out how the Risk Management Policy Framework was being updated to reflect the governance changes and setting out the latest corporate risks under its remit.

- 15.2 Cabinet Members detailed the actions being undertaken to mitigate each of the risks listed below:

- 15.2.1 RM001 – Realising infrastructure funding requirements to achieve the infrastructure ambition of the Business Plan. The Cabinet Member for Highways, Infrastructure & Transport highlighted the good track record of securing funding for schemes in Norfolk which needed to be continued. The risk was currently assessed as Amber and the Cabinet Member highlighted the tasks to mitigate the risk, as set out in the report.

- 15.2.2 RM002 – The potential risk of failure to manage significant reductions in local and national income streams. The Cabinet Member for Finance highlighted that monitoring of the risk was demonstrated in the Finance Monitoring Report. He added that the forecasts contained in the Medium Term Financial Strategy were conservative and robust and reiterated the hope that clarity would be received once the Government had made its spending announcement on 4 September.

- 15.2.3 RM003 – Potential for failure to comply with information compliance and information security requirements. The Chairman and Cabinet Member for Strategy & Governance advised he was comfortable the target would be met by the target date of March 2020. He drew attention to 3 points in the report about embedding and enhancing cyber-security techniques and protocols; the embedding of GDPR and the mitigation of risks by undertaking a six month review. He added that the Chief Legal Officer had responsibility as the SIRO and DPO and that a six month review was in place to reduce demand and

increase capacity to deal with the increased volume of Special Access Requests.

- 15.2.4 RM004 – The potential risk of failure to deliver effective and robust contract management for commissioned services. The Cabinet Member for Finance advised that the Finance department was continuing to push the ownership of contracts back to service Directors and Cabinet Members as they owned the expenditure. He added that Internal Audit had been auditing the major contracts and the six largest contracts had been audited with only very minor issues found out of the largest 50 contracts. Internal Audit would soon be auditing the control processes that Executive Directors had in place to ensure contract management control was effective. The Cabinet Member added that the message was being reinforced with other Portfolio Holders to ask questions to ensure procurement policies were sound and a robust programme of audits was in place.
- 15.2.5 RM006 – The potential risk of failure to deliver our services within the resources available for the period 2018/19 to the end of 2020/21. The Chairman and Cabinet Member for Strategy & Governance, regarding the Resources aspect, advised that the “Together for Norfolk Business Plan” was in place and provided evidence for Members to make decisions about spending priorities. He added that he was confident the target date of March 2021 would be met.
- 15.2.6 RM007 – Risk of poor data quality leading to poor decisions being made affecting outcomes for Norfolk citizens. The Chairman and Cabinet Member for Strategy & Governance advised that he expected the target date to be met and that there were a number of tasks included in the report to meet the target, including the Information Compliance Group and ensuring staff and managers were provided with appropriate training.
- 15.2.7 RM010 – Risk of the loss of key ICT systems including: internet connection; telephony; communications with cloud provided services; or the Windows and Solaris hosting platforms. The Cabinet Member for Innovation, Transformation & Performance was confident the target would be met by the due date and highlighted the tasks to mitigate the risks as set out in the report.
- 15.2.8 RM013 – Potential risk of failure of the governance protocols for entities controlled by the Council, either their internal governance or the Council’s governance as owner. The failure of entities controlled by the Council to follow relevant guidance or share the Council’s ambitions. The Cabinet Member for Commercial Services & Asset Management advised that the target was currently green. He added that every company and subsidiary company had its own Memorandum and Articles of Association and regular Shareholder meetings were held, together with encouraging them to strengthen their governance by appointing high quality non-executive directors.
- 15.2.9 RM016 – Failure to adequately prepare for and respond to a major disruption to Norfolk County Council Services. The Chairman and Cabinet Member for Strategy & Governance felt the target was more green than amber, a part of which was about business continuity. He added that business continuity plans should be exercised once per year, and that the Resilience Management

Board received a quarterly update on the implementation of the business continuity framework to understand the latest position.

- 15.2.10 RM022 – Potential changes in laws, regulations, government policy or funding arising from the UK leaving the European Union, which may impact on Council objectives, financial resilience and affected staff (Brexit). The Cabinet Member for Growing the Economy highlighted the risk descriptions and tasks to mitigate the risks as outlined in the report. He added that the current target was amber, which was unlikely to change.
- 15.2.11 RM023 – Lack of clarity on sustainable long-term funding approach for adult social services at a time of increase demographic pressures and growing complexity of need. The Cabinet Member for Adult Social Care, Public Health & Prevention advised that an established and well understood Strategy, titled “Promoting Independence” focusing on prevention and keeping people able and well for as long as possible was established. Long term guidance from the Government was needed about how they saw the demands for Adult Social Care in the future, and although Brexit had seen the focus of Government move from Adult Social Care, lobbying continued through the County Councils Network and the Minister to press the case for future funding.
- 15.2.12 RM024 – Failure to construct and deliver the Great Yarmouth 3<sup>rd</sup> River Crossing within agreed budget (£121m) and to agreed timescales (construction to be completed early 2023). The Cabinet Member for Highways, Infrastructure & Transport advised good progress was being made on the scheme which had been agreed by Council in December 2016 as a key priority infrastructure project. The target was currently amber.
- 15.2.13 RM025 – Potential change of Governance in the Fire & Rescue Service. The Cabinet Member for Communities & Partnerships advised that there was a concern that the costs of the Police & Crime Commissioner taking over the service could be around £1m which would be more cost effective through closer collaboration. It was also felt that the Fire Service could be better supported financially by remaining with the County Council. She added that the target remained at amber, although she was confident the target would be met soon.
- 15.2.14 RM026 – Legal challenge to procurement exercise. The Cabinet Member for Finance stated that there had been a lot of procurement litigation over the last few months. He added that most of the problems had arisen due to timing issues and that evaluation needed to be standardised to ensure that complex and grandiose contracts were avoided wherever possible. He added that the target was green and the risk was well under control.
- 15.2.15 RM027 – Risk of failure of new Human Resources and Finance System implementation. The Cabinet Member for Innovation, Transformation & Performance advised that the current system was reaching the end of its life and failure to implement a new system solution would be a risk of delivering a service for both departments. The tasks put in to mitigate the risk and reduce the target by September 2021 would be met. He added that he had also asked the Corporate Select Committee to review the programme to provide a further layer of assurance.

- 15.2.16 RM028 – Risk of failure to monitor and manage health and safety standards of third party providers of services. The Chairman and Cabinet Member for Strategy & Governance advised that the risk was of concern and that he fully supported the agreed, robust action plan. He added that he held regular meetings with the Health and Safety Manager to monitor the progress of the target.
- 15.2.17 RM029 – NCC may not have the employees (or a sufficient number of employees) with critical skills that will be required for the organisation to operate effectively in the next 2-5 years and longer term. The Chairman and Cabinet Member for Strategy & Governance drew Cabinet's attention to the tasks to mitigate the risks set out in the report.
- 15.2.18 RM030 – Realisation of Children's Services Transformation change and expected benefits. The Cabinet Member for Children's Services highlighted the progress to mitigate the risk, the main issue of which was the £120m for SEND which was now in place. He added that the business case for the Safer Children and Resilient Families Programme had been agreed.

### 15.3 **Decision**

Cabinet **RESOLVED** to

1. **Agree** the key messages (2.1) and key changes (Appendix A) and the risks presented at Appendix B of the report.
2. **Agree** the proposed approach to risk management for the Council.

### 15.4 **Alternative Options**

No alternative options identified.

### 15.5 **Reason for Decision**

Not applicable.

## 16 **Delegated Decisions Reports**

- 16.1 Cabinet **noted** the following Delegated Decisions:

#### **Cabinet Member for Communities & Partnerships:**

- Period Poverty
- NFRS – Improvement Plan in response to 2019 inspection by HMICFRS.

- 16.2 With regard to the NFRS Improvement Plan, in response to the 2019 inspection by HMICFRS, the Cabinet Member for Communities & Partnerships provided an update on actions following the recent HMICFRS inspection report with particular reference to concerns raised about bullying by staff. She explained that a new cultural framework was being developed so that all staff would understand the expectations of behaviour to underpin making the Fire Service a good place to work. The Cabinet Member advised that the inspection had commended the Service on its responses to fires and emergencies and also

commented that staff were well trained and knowledgeable. She added that the aim was to ensure all staff were happy in the workplace and work was being undertaken to achieve that aim.

The meeting ended at 11.25am.

### **Chairman**



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

Public & Local Member Questions

**Agenda     Public Question Time**  
**item 5**

**Question received from Marilyn Heath:**

Will the Leader and Cabinet Member for Adult Social Care reject the views expressed by Cllr Stone, permit the disabled affected by the MIG cuts, carers and families to use a room for their meeting on 17th September at 7pm in County Hall and instruct Cllr Stone and other Conservative Cllrs to meet with us?

**Response from the Chairman:**

I am truly sorry this ever happened and will do my best to ensure it does not happen again. Neither myself, the Cabinet Member for Adult Social Care nor the Administration endorse the comments made by Cllr Stone. Cllr Stone has now apologised directly to Mr & Mrs Taylor as well as making a public apology.

I fully appreciate the desire of all families to do the utmost for their children and that they should have an opportunity to express how they feel.

The meeting on the 17th of September will be held at County Hall and I have already confirmed this to Mr & Mrs Taylor as representatives of the Disability Norfolk Networking Group that this will happen.

I will be asking my Group members to join me and the invitation is open to all Conservative Councillors. I will be requesting all Conservative Councillors to attend if they are able.

---

Appendix B

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

**Question from Cllr Alexandra Kemp**

Scrutiny

NCC's new Cabinet System made the Executive the most powerful in the country, abolished the Managing Director, gave her powers to the new Executive Leader.

With more power, one expects more scrutiny. However, the Constitution provides for less scrutiny than the law says.

The Local Government Act Section 21A requires Council to enable any Member to ensure a Local Government Matter is referred to an Overview and Scrutiny Committee, placed on the Agenda and discussed - a "Community Call for Action" to empower communities.

But the system cannot call in a Key Decision - Local Legislation - affecting 4,000 South Lynn residents.

How will the Leader improve the Constitution with stronger scrutiny function?

**Response from the Chairman:**

I am afraid your question makes a number of inaccurate statements.

Firstly, you claim that the Council's Executive is the most powerful in the country. I have no idea what your evidence is for this – the Council's Executive arrangements are guided by statute and regulation and have no greater or lesser powers than any other Executive arrangements.

Secondly, you state that we "abolished the Managing Director, and gave her powers to the new Executive Leader". That is not the case. Members continue to set the strategic direction of the Council and Officers continue to implement it. When Council took the decision to delete the post of Managing Director in December 2018 it was advised that "the Executive Leader and Cabinet system of governance is a very different arrangement to the previous Committee system of governance. With more direct involvement of members in decision making with the existing Chief Officer management team individually carrying statutory and other accountabilities there is a substantially reduced need for a Managing Director". Despite your assertion, it is not true to say that the MD's powers were simply given to the Leader. You will also be aware that the Council has appointed Tom McCabe as Head of Paid Service.

The Council's Overview and Scrutiny arrangements, consisting of one Scrutiny Committee and three Select Committees, more than meet the minimum requirements of the legislation.

No Member has an absolute right to have an item placed on the agenda of a Scrutiny Committee. The legislation to which you refer gives you a right to refer a matter to the Committee, through the Councillor Call for Action which is set out in App 11 of the Constitution. As stated at App 11, para 1.2, this gives councillors a power to tackle local issues on behalf of their constituents by calling for the Scrutiny Committee to consider any issue affecting their division. In exercising your right to refer a matter to the Scrutiny Committee, you have to have regard to the Secretary of State guidance, which has been



incorporated into the procedures for a Councillor Call For Action. A Councillor Call For Action is intended to be used as a last resort, when other avenues have been exhausted. It is not intended to be a substitute for call-in.

You claim that “the system cannot call in a Key Decision - Local Legislation - affecting 4,000 South Lynn residents”. I assume you are referring to the Hardings Way Traffic Regulation Order where you failed to get sufficient support to call in the decision of the Cabinet Member for Highways and Infrastructure. The statement in your question is simply untrue. It was not a key decision and you have been advised of this. You are also aware that all Executive decisions made by Members are subject to call in. Despite the advice you have received, you continue to make inaccurate statements and unfounded allegations. I am also aware of emails you have sent making defamatory comments about individual officers.

I am surprised that you consider it is the role of the Executive Leader of the Council to propose changes to the Council’s Scrutiny arrangements. That would be completely inappropriate, and whilst the Cabinet and myself are committed to a constructive relationship with the Scrutiny Committee, it is important to ensure that there continues to be a clear demarcation between the 2 functions.

---

**Question from Cllr Emma Corlett**

**RE Agenda Item 12 - Lease of Vauxhall Centre to Action for Children**

Can the cabinet member confirm that the on-site car park is leased solely to Independence Matters, that there is no on-site car parking available to Action for Children as part of this proposed lease and also confirm the number of Action for Children Staff who will be based at the Vauxhall Centre in the new service, compared to how many are based there under the current contract.

**Response from the Chairman**

Currently staff and visitors to the children’s centre park in the on-site car park which is shared with Independence Matters. This will continue once the new service is operational on 1st October. Having parking available supports staff being able to come and go throughout various times of the day in order to complete work with the most vulnerable members of the community, such as carrying out home visits. The car park is owned by NCC. It is intended the lease will include provision for the tenant to park on a first come/first served basis.

There is currently a permit system in place at the car park to restrict users to only those working or accessing the children’s centre and Independence Matters, however we are working with Action for Children on how collectively we can further control parking here. We are aware of the need to ensure that the car park is not abused by individuals who do not need to park there but perceive the car park as a cheaper alternative to the shoppers pay and display/pay on exit car parks in the centre of Norwich. We are currently exploring options for various forms of car park control.

The building will be used as a base for the new Early Childhood and Family Service, which commences on 1st October 2019. There will be three bases within the Norwich district, City and Eaton, Earlham, and Catton, Fiddlewood, and Milecross (CFM). Action for Children plan to deploy approximately 23 staff to the Norwich district, flexibly across the three bases, to provide outreach services across the city as well as some activity from the three bases. The current children’s centre has 6 staff working in the building.

---

**Question from Cllr Chris Jones.**

Does the cabinet member accept that the process for evidencing Disability Related Expenditure is unduly onerous, complicated and intrusive for families and will he publish the costs of administering it to show whether it is cost effective in the time taken for officers to administer it and will he commit to reviewing this as a matter of urgency to uphold disabled people's dignity and reduce the false economy in staff time spent on this?

**Response from the Chairman.**

In 2017/18 and in 2018/19, following consultation as part of the budget, we changed our policy on charging in relation to disability related expenses.

Prior to these changes, our approach made an allowance for £15 a week of standard disability related expenses - regardless of whether or not these costs were actually incurred. We reduced the standard allowance to £7.50 in 2017/18 and removed the allowance in 2018/19. Prior to 2017/18 if people had disability related costs over and above those standard amounts then they needed to apply to us and evidence those costs. Instead of a 'blanket' standard allowance for everyone, individuals now have to claim for disability related expenses. Whilst this has introduced an application process, it does ensure that money goes to where it is genuinely needed. There is no cap on what people can claim, provided it is in line with legislation.

We do try and make the process of applying as straight-forward as possible but recognise that there is always more we can do to improve this.

In 2016/17 approximately £3.2m was disregarded from non-residential care charges, using the standard and claimed amounts. In 19/20 approximately £700,000 is actually disregarded following claims (outlined below), meaning that £2.5m is no longer needed to be disregarded and is therefore saved costs.

The process for assessing and the requirement for evidencing Disability Related Expenditure (DRE) as part of the Social Care Financial Assessment has remained the same throughout these changes. The main change has been the numbers of service users having an individual DRE assessment undertaken as part of the financial assessment process.

The below table sets out of the number of individual awards made to service users at points in time and the total weekly DRE disregard at that point in time:

<b>DRE Data</b>	<b>Number of Service Users</b>	<b>Weekly Amount</b>
Apr-17	68	£862.66
Apr-18	579	£8,283.46
Apr-19	791	£12,363.87
Jul-19	910	£13,999.00

The financial assessment process, which the DRE assessment is an element of, does ask service users to provide information and evidence to enable officers to clearly understand their financial circumstances and needs. This of course will lead to a level of intrusion in to their financial affairs and individual care needs. Without this information and relevant evidence, a fully formed financial assessment would not be possible.

Through changes in working practices and linked to the introduction of the Social Care and Finance system (LiquidLogic) there have been no additional costs incurred as a direct result of the DRE change. This contrasts with approximate annual savings of £2.5m having been made.

As part of the recent changes to the Charging Policy some additional resources have been made available to support the Financial Assessment process. The estimated cost of this is approximately £75k.

---

**Supplementary Question from Cllr Chris Jones**

Was an equality impact assessment undertaken on the DRE policy change specifically, and any consideration given to the problems that this volume of complex admin and calculation presents to those living with a severe disability, and their carers.

**Response by the Chairman.**

Equality impact assessments were undertaken and reported at the time for the changes in policy in relation to the 2017/18 and 2018/19 DRE proposals and with the more recent change to the charging policy in relation to Minimum Income Guarantee and PIP proposals.

---

**Question from Cllr Marie Strong**

I believe no cabinet member can be less concerned that I am regarding the welfare of our staff. Yet the continuing rise of staff sickness levels; low retention rate of new employees; increasing numbers of staff reported suffering from stress and mental health issues; reported bullying in the Fire and Rescue Services and the legal action taken by the Children Services Social Care staff last year suggest significant problems for our workforce.

Will the Cabinet member agree to implement an urgent review of the Council's workforce strategy so that we can ensure the Council's staff are appropriately supported for their benefit and that of the Council?

**Response by the Chairman.**

Thank you for your question on workforce concerns.

I would agree that the welfare of our colleagues working for NCC is our highest priority to enable us to serve our communities well. To that end, we have previously reported twice a year to P&R Committee and now Corporate Select Committee on our Health, Safety and Well-being strategy, plans and key measures. We also have reported to P&R Committee on our workforce strategy and plans to ensure transparency on plans activity and measures in line with our workforce strategy. I summarise below our draft strategy statement updated following the publication of the 6 year business plan. Additionally, we have recently reviewed the feedback from our All Employee Survey which over 3000 staff

responded to. We were pleased with our results overall, which compare favourably to other Authorities, and each department is currently working through local action plans on specific needs to continue to improve on specific workforce issues including well-being at work.

On the specific points raised,

1. Rise of staff sickness levels – data now includes the Fire service absence data from November 2018 which aligns to the increase in trend. Our sickness rate whilst above our NCC target is below the average reported by large organisations.
2. low retention rate of new employees – this varies month on month. On average, we retain 66% of employees with less than 2 years' service which is comparable with national benchmarks. We are working on local plans of identified areas of higher turnover.
3. increasing numbers of staff reported suffering from stress and mental health issues – we have seen a slight increase in actual lost days of on average .5 days a year. It should be noted as detailed above this data includes Fire service absence data. We have trained over 300 managers in mental health first aid and have run a range of awareness campaigns supporting individuals to speak up. This positive action could increase reporting.
4. reported bullying in the Fire and Rescue Services – I would refer the members to the HMICFRS inspection report which included a staff survey completed by 23% of staff. In response to this feedback we have immediately provided awareness on wellbeing support including use of NCC Harassment Support Officers, and are working on new leadership development to support effective behaviour standards.
5. legal action taken by the Children Services Social Care staff last year – This statement is not recognised and I would request that the member provides further clarity on this point

Ambassadors of our people vision, owned by us all

*"Encourage and facilitate all of us to be at our best so that we can improve the lives of our communities to grow, thrive and prosper"*

To do that, we must:

- foster a positive and healthy environment
- live our values including trust, fairness and care
- Improve our skills and diversity
- keep people practices simple and fair with people at the centre
- Keep adapting to make work customer focussed collaborative, effective and rewarding

Human Resources, organisational  
development and health and safety

1

**Question from Cllr Brian Watkins:**

What further work can the County Council do to significantly reduce air pollution around Norfolk schools so that our children can breathe healthy air?

**Response by the Chairman:**

A wide range of activities are carried out to encourage residents and visitors to use alternative means of transport, including parents taking children to school. This includes improving and promoting walking and cycling routes, working to improve the quality and timeliness of public transport, providing alternatives like Park and Rides and arranging school transport. We also deliver the Pushing Ahead scheme sessions, which aims to get people to use active transport like walking and cycling.

More generally, there are three areas in Norfolk identified as Air Quality Management Areas (AQMAs); these are Norwich, King's Lynn and Swaffham. In Norwich, we are implementing some major improvement programmes that will impact positively on air quality. This includes the Transforming Cities programme – where we have already successfully secured £6.1m additional funding and are seeking more - which includes a focus on high quality public transport. A number of new cycle and pedal ways have also been put in place as part of the Cycle City Ambition in Norwich. In King's Lynn, we are reviewing the transport strategy and undertaking feasibility work on schemes that will address air quality. At Swaffham, monitoring shows that the air quality has improved.

---

**Supplementary Question from Cllr Brian Watkins:**

Will the Cabinet member also explore how the Schools Streets initiative could be used in Norfolk to ease the congestion, poor air quality and road safety concerns that many schools experience during drop-off and pick-up times?

**Response by the Chairman:**

There is already work taking place to support parents, students and schools to assess alternative travel choices. This includes supporting new schools to develop travel plans and strategies for managing the drop-off and pick-off times.

There is also significant work taking place to help address road safety concerns, including cycle and driver training, direct engagement with students on road safety through programmes delivered by our Road Safety and Fire and Rescue services including the #Impact programme, Crucial Crew and cycling proficiency. We also continue to provide a school crossing patrol service in many of the schools across the county.

If any schools would like to adopt the School Street initiative, we would be more than happy to discuss how we can support them.

---

**Question from Cllr Tim Adams**

What due diligence has been carried out to ensure that the potential lessees of the Children's Centres will be able to maintain the leases throughout the next five years; and what consideration has been given to the risk of Clawback under the terms of the original SureStart deal if the organisations involved are not able to see out the terms of the lease?

**Response from the Chairman:**

Action for Children, as the new Early Childhood and Family Service provider, were subjected to a robust financial appraisal by the council's procurement team as part of bidding for the contract. We are satisfied that Action for Children are in a financially stable position to deliver the service for the duration of the contract and as part of this take on leases for buildings being used as bases. For the other buildings owned by Norfolk County Council and previously designated as a children's centre, interested parties were required to submit a business case, which enabled officers to look at organisations' financial planning and there has been close engagement with potential tenants by officers from Children's Services, the Corporate Property Team and our consultants NPS. This has included providing detailed information on each property, including setting out likely future maintenance and running costs of buildings. As a result, the process has provided an appropriate level of scrutiny and challenge in considering proposals for leasing of the buildings. The majority of the proposed lease arrangements are with early years providers who already deliver childcare in part of the building we are leasing out, and as a result they have been able to demonstrate a track record of financial sustainability.

We have been in constant dialogue with the DfE regarding the potential clawback liability associated with any Sure Start capital investment. Use of 15 buildings as bases for the new Early Childhood and Family Service are not classified as a change of usage, and there is therefore no impact. For the other buildings within this report that have DfE clawback liability associated with them, and we have acknowledgement from the DfE that they are content to defer any potential clawback of the Sure Start investment as they are satisfied that the proposals outlined within the leasee's business cases are appropriately focused on services for children aged 0-5. A condition of the leases is the continued delivery of services for children aged 0-5s and in the event that a tenant is unable to keep operating, NCC would look for an alternative provider to take on the site and thereby mitigate any closure of the site and potential Sure Start clawback.

---

# Report to Cabinet

Item 7

<b>Report title:</b>	<b>Norfolk Fire and Rescue Service – Draft Integrated Risk Management Plan 2020-23</b>
<b>Date of meeting:</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Councillor Margaret Dewsbury (Cabinet Member for Communities and Partnerships)</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director, Community and Environmental Services)</b>
<b>Is this a key decision?</b>	<b>Yes</b>

## **Introduction from Cabinet Member**

The Integrated Risk Management Plan (IRMP) is the key strategy document for our Norfolk Fire and Rescue Service. The development of the new Plan for 2020 onwards is a fantastic opportunity to review, refresh and consider our approach to keeping Norfolk's communities safe.

As I have previously updated at Cabinet, we already have a significant programme of improvement activity planned for the service over the coming years. This programme of activity focusses on effectiveness, efficiency and how well we look after our people.

The IRMP has a slightly different focus. It assesses the key risks facing Norfolk Communities, sets out the community safety and operational response strategies that Norfolk Fire and Rescue Service will use to mitigate these community risks and to deliver further reductions in risk and demand.

Given the overall context of change locally and Nationally for fire and rescue services, I am sure that communities will be assured to hear that there are no current proposals to: -

- Close fire stations
- Reduce the vehicle fleet, including removing 2nd appliances from stations
- Reduce crewing levels on vehicles

There are five areas of development that have been identified, and it is proposed that a public consultation focussing on these areas will start in October so that communities can have their say before the plan is finalised.

## **Executive Summary**

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

Norfolk County Council, as the Fire and Rescue Authority for Norfolk, has a statutory duty to develop an IRMP covering at least 3 years. The current IRMP<sup>1</sup> sets out the service strategy for the period 2016-2020. Therefore, there is a need to develop a new plan for 2020 onwards.

The draft plan is set out at Appendix B

### **Recommendation**

**Agree to proceed to public consultation on the draft Integrated Risk Management Plan 2020-23, set out at Appendix B.**

## **1. Background and Purpose**

- 1.1. In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce an Integrated Risk Management Plan (IRMP) that sets out the authority's strategy, in collaboration with other agencies, for reducing the commercial, economic and social impact of fires and other emergency incidents.
- 1.2. An IRMP must:
  - Reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area of the authority;
  - Demonstrate how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks on its communities, through authorities working either individually or collectively, in a way that makes best use of available resources;
  - Outline required service delivery outcomes including the allocation of resources for the mitigation of risks;
  - Set out its management strategy and risk-based programme for enforcing the provisions of the Regulatory Reform (Fire Safety) Order 2005 in accordance with the principles of better regulation set out in the Statutory Code of Compliance for Regulators, and the Enforcement Concordat;
  - Cover at least a three-year time span and be reviewed and revised as often as it is necessary to ensure that the authority is able to deliver the requirements set out in this Framework;
  - Reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners; and
  - Be easily accessible and publicly available.
- 1.3. The current IRMP for Norfolk and Fire and Rescue Service sets out the service strategy for the period 2016-2020. Therefore, there is a need to develop a new plan for 2020 onwards.

## **2. Developing the draft IRMP**

---

<sup>1</sup> [Integrated risk management plan - Norfolk County Council](#)



- 2.1. The IRMP was developed in line with national guidance produced by the Home Office.
- 2.2. Members previously agreed (at the Communities Committee meeting on 10 October 2018) a set of areas to be specifically considered as part of the IRMP development. These areas, set out in Appendix A, have formed a key part of considerations in developing the draft IRMP. The draft IRMP for the period 2020-23 is attached as Appendix B to this report.
- 2.3. The process to develop the draft IRMP has included a range of key partners and stakeholders, including:-
  - Staff groups
  - Cabinet Member
  - Cross-party Member Groups and engagement (including a cross-party Member Working Group and specific discussions with Group representatives)
  - Representative bodies
  - Owners/operators of non-domestic sleeping accommodation
- 2.4. Developing a comprehensive community risk profile is a key part of an IRMP. When the current IRMP was developed, the risk profile from the previous IRMP was used rather than refreshing or updating the data. This is something that the HMICFRS identified as an area for improvement during their recent inspection. For the development of the new IRMP, a wide range of up to date data sets and nine years of incident data has been reviewed and analysed.
- 2.5. In addition, a specialist company (ORH Ltd) were commissioned to provide support in analysing emergency response standards and modelling station locations in relation to major infrastructure development in the county.

### 3. **Key community risk profile factors**

- 3.1. Analysis of information and data has identified the following key factors that form the basis of the community risk profile:-
  - Climate change and flooding continues to be a major consideration for the fire and rescue service to focus on in the years ahead.
  - The number of accidental dwelling fires in Norfolk remains stable, but when viewed as a proportion of all housing it has reduced. Younger people in single occupancy homes make up the majority of people who experience a fire in the home.
  - Although the number of deaths from accidental dwelling fires remains relatively low (3.44 fire deaths per year on average over 9 years) in Norfolk, older vulnerable people in our communities constitute the majority of fire deaths. This finding is not unique to Norfolk and has also been identified in National studies.
  - Analysis has shown that cooking continues to be the main cause of accidental dwelling fires, with smoking the main cause of fires that result in a fire death.
  - Deliberate fire setting has declined in recent years but there was an increase during last year's heatwave.

- The number of serious fires (primary fires) has reduced over the years but has now plateaued.
- Norfolk Fire and Rescue Service have been successful in driving down false alarms from commercial premises, but this reduction has also now plateaued.
- Smoke detector ownership continues to be an issue; with 44% of dwelling fires last year not have a working smoke detector.
- Fires in non-domestic premises continue to reduce, especially in premises that provide sleeping accommodation, which is a focus for fire safety inspections.

#### **4. IRMP proposed areas of development and change**

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

**Proposal 1 - Strengthen community fire protection service - create additional capacity within protection services**

**Proposal 2 - Develop a new concept of operations – carry out a review of technology, vehicles, equipment, data and systems of work.**

**Proposal 3 - Explore the potential to undertake co-responding - medical co-responding to cardiac arrests**

**Proposal 4 - Maintain Norfolk’s specialist water rescue capability**

**Proposal 5 - Change the way performance is measured for Norfolk Fire and Rescue Service’s emergency response standards – by adopting the new set of national standards, when they are introduced**

- 4.2. There are no current proposals to:-

- Close fire stations
- Reduce the vehicle fleet, including removing 2<sup>nd</sup> appliances from stations
- Reduce crewing levels on vehicles

- 4.3. In addition, we are aware of the continuing national negotiations around the broadening of the role of firefighters. We will closely monitor this position.

#### **5. Proposals**

- 5.1. In accordance with the Fire and Rescue National Framework for England 2018, all fire and rescue authorities are required to produce an IRMP.
- 5.2. It is proposed that the draft Integrated Risk Management Plan 2020-23 and the five proposed areas for development and change (summarised in section 4 above) proceeds to public consultation.

#### **6. Impact of the Proposal**

- 6.1
- In the interests of taking an efficient approach, the public consultation for the IRMP will be run concurrently with the County Council's budget consultation for 2020/21. The broad timetable is:-
  - October to November 2019 – public consultation
  - December 2019 – review feedback from public consultation, and consider revisions/amendments to draft IRMP
  - January 2020 – Cabinet consider feedback from public consultation and final proposed IRMP
  - February 2020 – Full Council approve final IRMP
- 6.2 A summarised easy-read version of the IRMP will be produced to accompany the draft IRMP for public consultation.
- 6.3. As well as undertaking the statutory consultation on the IRMP, the Fire and Rescue Service will also be undertaking an engagement exercise to invite our communities to identify risks that are local to them.

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

- 7.1 Norfolk County Council, as the Fire and Rescue Authority for Norfolk, has a statutory duty to develop an IRMP covering at least 3 years. The current IRMP sets out the service strategy for the period 2016-2020. Therefore, there is a need to develop a new plan for 2020 onwards.

## 8. **Alternative Options**

- 8.1 It is technically feasible to extend the period of the current IRMP, rather than develop a new one. However, HMICFRS identified that our previous approach to developing our IRMP was an area for improvement and given that there is a requirement to show due regard to HMICFRS findings (see section 11.1.) this is not considered a viable option.
- 8.2 Before commencing the public consultation, members may wish to make amendments to the proposed draft IRMP or ask officers to carry out further work or provide further information. However, this could impact on the ability to commence the consultation concurrently with the council's budget consultation, which could lead to an increase in costs. The results of the consultation will be presented to Cabinet in January and there will be an opportunity to consider those and any potential amendments to the IRMP before the final document is produced.

## 9. **Financial Implications**

- 9.1 Although Norfolk Fire and Rescue Service is looking to redirect existing resources into community fire protection from their current budget, it is likely there will need to be additional funding of up to £230,000 per year to provide additional fire safety inspectors. In addition, £30,000 will be needed for two years to train the new inspectors.
- 9.2 In order to improve the service's capacity to deliver community fire prevention services, the service has requested £100,000. This funding will be used to deliver fire prevention services for vulnerable people and the fitting of smoke detectors where required.
- 9.3. The workforce profile shows a need to continue a programme to recruit new wholetime (WDS) firefighters. This is primarily because of the age profile of the

workforce and the impact of changes to the firefighters pension scheme. The additional cost of this is £200,000 per year, primarily to cover the cost of training the new recruits.

- 9.4. Specialist water rescue capability was funded by a specific central Government grant in the past. This grant is no longer available. The additional cost of retaining this service without a specific grant is £60,000 per year.

9.5.

<b>Additional cost</b>	<b>2020/21 £</b>	<b>2021/22 £</b>	<b>2022/23 £</b>
Community Fire Protection (see para 9.1)	260,000	260,000	230,000
Community Fire Safety (see para 9.2)	100,000	100,000	100,000
WDS Recruitment and Training (see para 9.3)	200,000	200,000	200,000
Water Rescue (see para 9.4)	60,000	60,000	60,000
<b>Resourcing requirements identified by the new IRMP</b>	<b>620,000</b>	<b>620,000</b>	<b>590,000</b>
Income/ other offsets	-212,000	-212,000	-212,000
<b>Net additional cost</b>	<b>408,000</b>	<b>408,000</b>	<b>378,000</b>

## 10. Resource Implications

- 10.1. **Staff:** There are no staff implications associated with the development of, and public consultation, on the IRMP. One of the proposals in the IRMP is to increase capacity in fire protection. An organisational review is underway with a view to identifying changes that could release existing capacity. However, it is unlikely that all the resources required to meet expectations can be identified from this review and there will be a need to identify additional funding.

- 10.2. **Property:** No implications.

- 10.3. **IT:** No implications

## 11. Other Implications

- 11.1. **Legal Implications:** Fire and rescue authorities are required to produce an Integrated Risk Management Plan (section 4.6 of the Fire and Rescue National Framework for England 2018).

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

- 11.2. **Human rights implications. None**

- 11.3. **Equality Impact Assessment (EqIA):** A full equality impact assessment is being developed. The final assessment will take account of feedback from the public consultation, and will be included with the report considered by Cabinet in January 2020.

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

- 12.1. The key risk is that the authority will not have a final IRMP in place for the 1<sup>st</sup> April 2020, should there be a delay to public consultation and the subsequent approval at Full Council.

## **13. Select Committee Comments**

- 13.1 The Infrastructure and Development Select Committee considered a report titled Norfolk Fire and Rescue Service – Draft Integrated Risk Management Plan 2020-23 on 11 September. The Committee reviewed and commented on the draft Integrated Risk Management Plan, in particular the five areas for development and change that will form the basis of public consultation.
- 13.2 A number of points were raised during the discussion, as follows (note that this information is taken from the draft minutes of the meeting, which are subject to agreement by the Committee at the next meeting):-
- Officers confirmed that as per the graph on page 55 of the report, the majority of fires occurred in properties where people lived alone.
  - Members were concerned that there was no mention of a push for legislation to make sprinklers mandatory. Officers explained that the National Fire Chiefs Council, which the Chief Fire Officer was a member of, continued to lobby Government on this matter.
  - Members were reassured to see there were no proposals relating to reducing the number of fire stations, reducing vehicle fleet or reducing crewing levels on vehicles. The Chief Fire Officer explained that Norfolk undertook an evidence-based approach to the changes, if any, that were needed. This was the right response for the activity of Norfolk but that it was not to say that Norfolk Fire and Rescue Services were open nor closed to change.
  - Members commented that since there had been cross party unanimous opposition to the Fire and Rescue takeover from the Police and Crime Commissioner, this could be referenced in the report. The Cabinet Member for Communities and Partnerships added that collaboration between Police and Fire had progressed significantly and the PCC had given no indication of an intention to submit his business case for change
  - The Executive Director added that Cabinet had recently approved additional resources to implement requirements identified by the Integrated Risk and Management Plan, as per section 6 of the report on page 17. This was further investment to help address the risks within the community. The Service did not want a 'requires improvement' rating in the future so this would put it in as best place as possible to improve.
  - The Chief Fire Officer explained that wildfires and such other events would continue to occur but the Service had evidence to put them in a good position to continue to provide the best possible service for the County. The introduction of 4x4 vehicles places the service in a better position to better tackle a wider variety of incidences.

## **14. Recommendation**

- 14.1. **Agree to proceed to public consultation on the draft Integrated Risk Management Plan 2020-23, as set out in appendix B.**

## **15. Background Papers**

- 15.1 None

### **Officer Contact**

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

**Officer name:** Stuart Ruff

**Tel No.:** 0300 123 1383

**Email address:** [stuart.ruff@fire.norfolk.gov.uk](mailto:stuart.ruff@fire.norfolk.gov.uk)



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

### **IRMP scope – areas identified to be specifically considered**

- a) Identify opportunities to strengthen the capability and capacity of our statutory fire and community safety provision.
- b) Examine the opportunity for NFRS to contribute to improving patient outcomes through emergency medical response and prevention.
- c) Model fire station locations in relation to new and future infrastructure and housing development.
- d) Identify and model opportunities for optimising estates and resources.
- e) Review our emergency service models, response standards and capabilities to identify whether they fully reflect the communities and the geography of Norfolk, Norfolk's Community Risk Register and the National Risk Register.
- f) Review the strategic outcomes and financial sustainability of our Youth Engagement services.
- g) In the absence of grant funding, model the capabilities and capacity required for responding to and securing safe systems of work for water rescues in Norfolk.
- h) Identify opportunities for NFRS to further help in delivering our County Councils 20 year vision and opportunities to contribute to demand reduction through the Local Service Strategy / Norfolk Futures.
- i) Identify further opportunities for blue light and other agency collaboration to meet the requirements of the Policing and Crime Act 2017.
- j) Consider the national fire reform agenda and the capacity of Norfolk Fire and Rescue to respond to it.

## Appendix B



**Norfolk**  
County Council



# Norfolk Fire and Rescue Authority IRMP 2020-23

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



# Foreword to the draft IRMP

Welcome to Norfolk Fire and Rescue Service's draft Integrated Risk Management Plan (IRMP) for 2020-2023. The draft IRMP sets out to identify foreseeable changes in community risks for Norfolk that the fire and rescue service has responsibility for and the strategies we intend to use to mitigate these risks.



The Fire and Rescue Service national context is changing and, following the tragedy of Grenfell Tower, has led to a refocus on our statutory community fire protection services.

The proposals for development and change in this IRMP are focused on improvement, but before any decisions are made we want to hear your views about your service. We will consider all of your feedback in January 2020, before making a final decision on the proposals in February 2020.

***Councillor Margaret Dewsbury, Cabinet Member for Communities, Norfolk County Council.***

# Introduction to your Fire and Rescue Service

Norfolk Fire and Rescue Service is a service delivered on your behalf by Norfolk County Council.



---

Over recent years of consecutive IRMPs, Norfolk has seen a reduction in serious fires in businesses that provide sleeping accommodation, a reduction in false alarms from automatic fire alarms and our service has developed an emergency operational response that has recently been judged as good by our inspectorate.

Since our last IRMP in 2016 we have utilised our Urban Search and Rescue (USAR) teams to provide extra fire cover at Dereham and we regularly review its effectiveness.

Our fire and rescue service is also leading the country in how it collaborates with other services through our blue light Memorandum of Understanding (MOU). With a shared headquarters and control room with Norfolk Constabulary, **the service is delivering better services and saving taxpayers' money which helps us to make the service affordable now and in the future.**

However, there is more that can and must be done to ensure we deliver an outstanding service. This draft IRMP is the basis for improvement that will ensure the service is the best it can be.

*Stuart Ruff, Chief Fire Officer*

# Strategic context

## Our vision and mission

Our vision is that Norfolk Fire and Rescue Service will be at the heart of protecting the communities of Norfolk.

Based on this vision, our long standing mission is Making Norfolk Safer. This is achieved through the prevention of emergencies, the protection of people, buildings and the environment, extinguishing fires and undertaking rescues.

To help us guide the development of Norfolk Fire and Rescue Service over the coming years we have developed a forward view:

---

Norfolk Fire and Rescue Service;  
**Relevant, Capable and Agile**

### Forward view

"By 2025 we will have helped deliver stronger communities by working 'Together, for Norfolk'. We will do this by continuing to ensure our services are relevant and by being a capable organisation; with our systems, people and kit deployed flexibly to meet our communities' needs.

We will have continued to deliver an effective Fire and Rescue Service and will be seen as a key service to resolving major incidents; delivering an integrated response with other blue light services, the voluntary sector, neighbouring fire and rescue services and other agencies.

We will have embraced technology and ways of working that have enabled us to deliver an outstanding service.

We will be an agile organisation; with our people empowered to make decisions at the right level. Innovation and adoption of best practice will be the norm; whilst we ensure we consistently meet organisational and relevant national standards.

Our service will be diverse, inclusive and a great place to work. Our people will be able to develop themselves and undertake specialist roles.

We will have reduced our service's environmental impact and have continued to introduce new vehicles, equipment and capabilities in response to our changing climate.

### Our Values

**Take accountability** – do what we say we will

**Make strategy happen** – take action which makes Norfolk a better place

**Be evidence based** – target our work to make the biggest difference

**Be business-like** – think smarter to ensure value for money

**Be collaborative** – better working together



**Norfolk**  
County Council

## Our role as a service of Norfolk County Council

As a service delivered by Norfolk County Council we play an important role in working across council services and other agencies to deliver the six-year NCC plan Together, for Norfolk. The plan outlines how we will deliver our outcomes.

# Together, for Norfolk

### Collaborating with families and communities

From collaborative 'early help hubs', which deliver services to people and families in their communities, to strategic groups that aim for improved working between agencies, we already participate in a number of different partnerships across all sectors, which work to meet the needs of local people in more effective, consistent and financially viable ways.

### Joining forces with our partners

Wherever possible, we'll continue to collaborate with our partners and aim to coordinate and integrate all our plans and outcomes, to make the best use of resources available, achieve the maximum impact on the most pressing problems that we face, and celebrate and build on what is good about our County.

### A genuine desire to work together

Despite ongoing funding challenges, our public sector partners share this desire to work in a more joined-up way, and our plans to integrate further with the local NHS will enable us to improve the experiences of those of us who find themselves in crisis.

Growing the economy, building the homes that are needed, encouraging inward investment, as well as delivering vital services (such as providing early help, improving public health or safeguarding vulnerable children and adults) depend on us working closely with our local partners, local people and local communities. How we collaborate to deliver those services will define our success in the future.

The way we work better together will be even more ambitious in future and will focus on:

- Bringing together resources across organisations where it makes sense
- Cross-organisations teams to support key initiatives and programmes
- Collaborative investment in our workforce to ensure it is fit for the future

Together, we can help Norfolk's economies, people and communities to grow, thrive and become stronger

# Our national strategic drivers

## Statutory framework and legislation

The following legislation provides the main legal basis and outlines the statutory responsibilities and powers of Norfolk Fire and Rescue Authority.

- The Fire and Rescue Services Act 2004
- The Civil Contingencies Act 2004
- Regulatory Reform (Fire Safety) Order 2005
- Policing and Crime Act 2017

In 2018, the Government published a new Fire and Rescue National Framework which sets out the Fire Authority's main responsibilities and these are shown.

---

### **Norfolk Fire and Rescue Authority is required to:**

- Contribute to safer communities by developing an Integrated Risk Management Plan (IRMP) to identify, assess and mitigate all foreseeable fire and rescue related risks faced by the communities of Norfolk.
- Work in partnership with the people of Norfolk and a wide range of partners locally and nationally to deliver a capable, resilient service.
- Be accountable for our actions and decision making.
- Have scrutiny arrangements in place.
- Provide assurance to the people of Norfolk and to Government (through our Statement of Assurance, [found here](#))

### **The Fire and Rescue Services Act 2004**

The Fire and Rescue Services Act 2004 sets the legislative framework within which the service operates. Through implementing legislation we work internally, with partners and with the community.

The Act puts prevention at the heart of what the fire and rescue service does, for example, a duty for all fire and rescue authorities to promote fire safety and other powers to help create safer communities, particularly for the most vulnerable in society.

### **Civil Contingencies Act 2004**

The Civil Contingencies Act imposes a number of duties on us to assess the risk of an emergency occurring, to prepare and coordinate with our partners and to maintain plans for responding to a wide range of emergencies and ensure business continuity.

### **Regulatory Reform (Fire Safety) Order 2005**

Norfolk Fire and Rescue Authority is the enforcing authority for this legislation within Norfolk. Norfolk Fire and Rescue Service inspectors use the powers of the legislation to work with responsible persons to help ensure fire safety for non-domestic premises.

### **The Policing and Crime Act (2017)**

The Act places a statutory duty on fire and rescue authorities, police forces, and ambulance trusts to:

- Keep collaboration opportunities under review;
- Notify other emergency services of proposed collaborations that could be in the interests of their mutual efficiency or effectiveness; and
- Give effect to a proposed collaboration where the proposed parties agree that it would be in the interests of their efficiency

or effectiveness and that it does not have an adverse effect on public safety.

In 2018 collaboration in Norfolk was further strengthened by the signing of a formal Memorandum of Understanding between Norfolk's Police and Crime Commissioner, Norfolk County Council, Norfolk Fire and Rescue Service and Norfolk Constabulary on emergency services collaboration.

### **Home Office fire reform programme**

In 2016, the Home Office outlined an ambitious programme of reform for the fire and rescue sector. It includes:

- Transforming local governance of fire and rescue by enabling mayors and police and crime commissioners to take on responsibility for fire and rescue services where a local case is made;
- Establishing Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as an independent inspection regime for fire and rescue authorities;
- Developing a comprehensive set of professional standards to drive sector improvement;
- Supporting services to transform commercially with more efficient procurement and collaboration;
- Increasing the transparency of services with the publication of greater performance data and the creation of a new national fire website; and
- Driving forward an ambitious programme for workforce reform.

# Our integrated risk management planning

Integrated Risk Management Planning is how we identify and plan to mitigate Norfolk's community risks through our prevention, protection and response services.

The National Framework for Fire and Rescue Authorities 2018 places a legal duty on Norfolk Fire and Rescue Authority to produce a plan that identifies and assesses all foreseeable fire and rescue related risks that could affect the communities it serves.

With finite numbers of people and equipment, a judgement has to be made on how best to deploy these resources and the IRMP process takes an overview of the full range of risks to ensure we have plans to manage all of them in an effective and efficient way.

Our IRMPs over the years have contributed to the long term evolution of our service. The next phases of our integrated risk management planning are mechanisms to further develop the service and deliver our vision:

IRMP 2020-23	Annual delivery plans	Forward view 2020 - 25
IRMP 2023-26	Annual delivery plans	
IRMP 2026-29	Annual delivery plans	Forward view 2025 - 30

## Identifying community and customer need



Delivering our vision that  
Norfolk Fire and Rescue Service  
**will be at the heart of protecting  
the communities of Norfolk.**



## How we identify community risk

Aside from the IRMP analysis process, awareness of community risk is developed through community engagement. Examples include;

**Early help hubs** are where we join other services to come together to share information and identify vulnerability and community risk to provide co-ordinated and early support.

**Liaison meetings** are the strategic and local groups we attend to ensure we are aware of the changes to community risk. Examples include the Norfolk Strategic Infrastructure Planning group and Norfolk Adult Safeguarding Board.

**Community engagement** from public meetings and public events to liaison with community representatives, we try to ensure we hear our communities' views and areas of risk they are concerned about.

**Community risk** we work with other services across Norfolk County Council and our borough, district and city councils to identify community and individual service user risk. Services include Trading Standards, Adult Services and Environmental Health.

**Co-location** with the police enables information sharing (subject to our MOUs) and closer working. On a daily basis our analysis team meet Norfolk Constabulary's analysts to identify deliberate fire setting.

## How we manage risk

### Service risk registers

Identified from the bottom up and top down, we manage risk at all levels of our service and where sufficient mitigation is not achievable, risk is escalated to the service risk register and ultimately to our NCC departmental risk register. Our service risks are focused on community, health and safety, business delivery and finance.

### Risk mitigation

We ensure control measures and activities to reduce risk are included in all of our annual delivery plans and priorities. Risk and control measures are standing agenda items for our one to one meetings and our formal meetings.

### Using learning to test our IRMP

After operational incidents our crews undertake hot debriefs and for serious incidents, a structured debrief. Any lessons identified are fed into our operational learning group who look for opportunities to embed improvement, share learning and identify new community risks or requirements not identified in our IRMP.

### Operational risk information

Those premises that pose a specific risk to our crews are identified and information is collated to ensure our crews and commanders are aware of the risk when they attend an incident.



# How we manage our resources

## Our people

At the centre of our People Strategy is the principle of enabling our staff to become the best they can be, operating as one team. It is our people who will enable us to deliver an excellent service and that is why we are focused on creating a great place to work.

To ensure we are well organised to deliver this IRMP, an organisational review is currently underway. The organisation will be structured to ensure our service remains relevant to the needs of our communities and our structure will reflect how we manage risk (see diagram opposite).

Our people full time equivalent at end of March 2019:

- Firefighters; 278 wholetime, 451 on-call
- 75 non-uniformed
- 24 control room operators

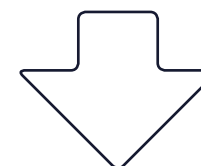
## Our finance

The IRMP sets out the budget requirement for the service, which feeds into the County Councils Medium Term Financial Strategy. This is reviewed on an annual basis where we look for opportunities for savings and efficiencies, as part of this process we also review any areas of costs pressures that may be linked to change in service and community risk profiles.

*How Risk is managed*

## Analyse

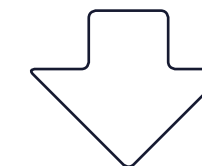
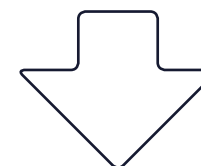
Using data, knowledge and information we identify community risk and need. Modelling is used to identify opportunities for improving community safety and changes to Norfolk's infrastructure and operating context.



## Enable

Strategies are developed to manage the community risk and from these strategies plans are developed, the organisation is structured, funded and capabilities are developed to deliver the strategies.

## Review and Assure



## Deliver

Delivery of the strategies to manage the community risk of Norfolk; using the integration of prevention, protection and response services.



Our buildings and estates form part of Norfolk County Council's portfolio and we utilise the NCC estate strategy, with its focus on One Public Estate, to encourage closer working with our partners and to reduce our costs.

## Our performance

Our performance is measured against a suite of performance indicators. Our strategic level indicators, some of which were former national indicators, include reducing: deliberate fires; accidental dwelling fires; fire deaths and injuries; and accidental non-domestic fires. Our local level indicators enable managers to manage local issues closely such as: emergency response standards; on-call availability; the time taken to answer 999 calls; and the number of home fire risk checks completed.

Our performance is managed through the organisation using performance reviews and is monitored by our Service Management Team and Chief Fire Officer, who is held to account by elected members for our performance.

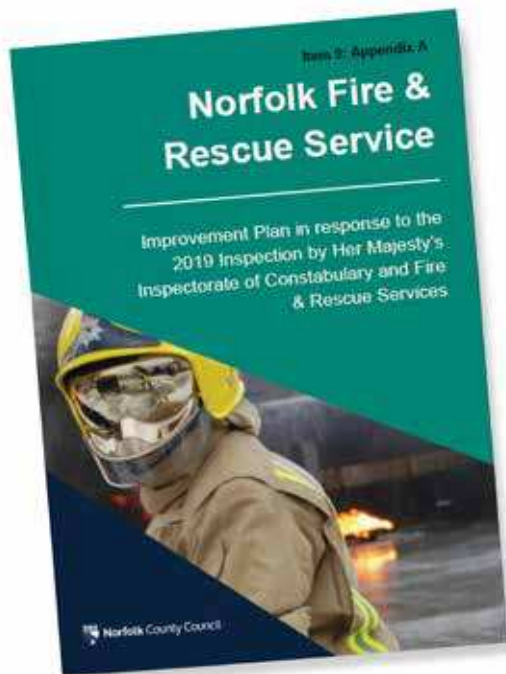


Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) undertook a week long inspection of Norfolk Fire and Rescue Service (NFRS) in February 2019.

This is the first time that HMICFRS have inspected fire and rescue services across England.

# Our HMICFRS findings

HMICFRS found that we are good in the way we respond to fires and other emergencies and good in the way we respond to national risks such as terrorism. The inspectorate also concluded that we are good at making the service affordable now and in the future and we are good at getting the right people with the right skills.



---

Although inspectors found we are good at how we respond 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 we are good at ensuring we are affordable, but improvement is required in how we make the best use of the resources available.

Inspectors concluded that we are good at ensuring we get the right people with the right skills. Improvement is required in how we promote our values and culture; ensure fairness and equality, how we manage performance and how we develop our 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.

A copy of our HMICFRS improvement plan can be found [here](#).

## Some of our achievements since our last IRMP

### Enhanced fire cover at Dereham

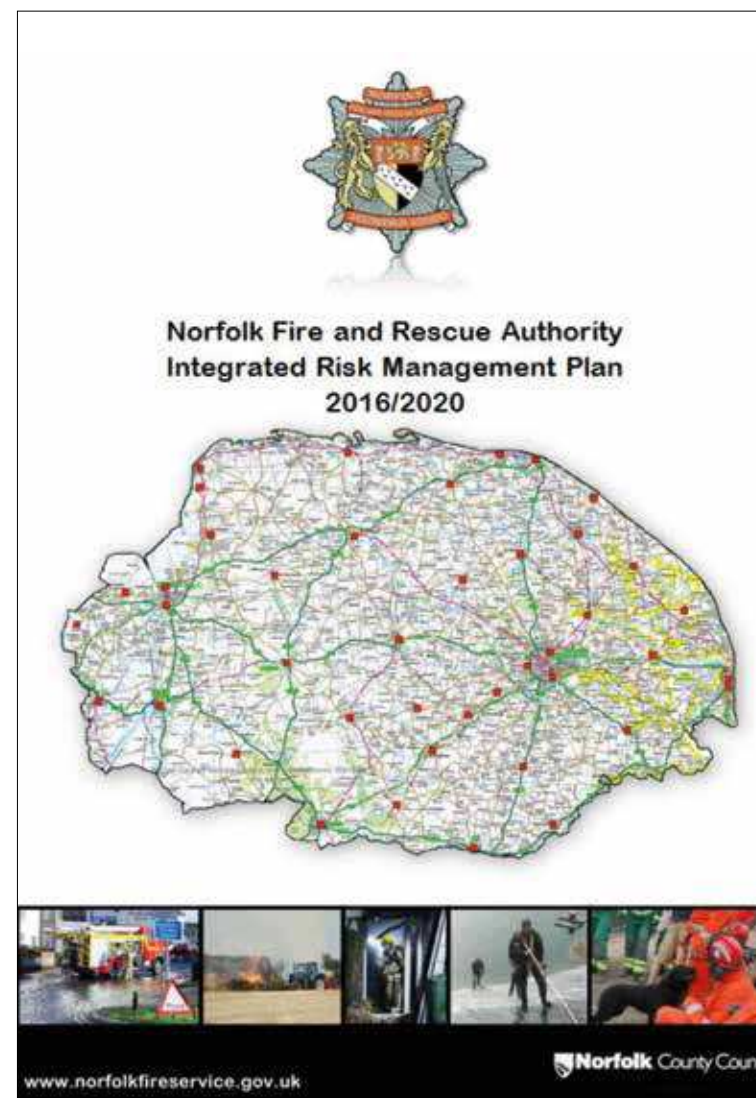
Following the consultation on our last IRMP, we have enhanced fire cover during the day at Dereham fire station by using our National Urban Search and Rescue (USAR) teams to crew the fire appliances on the station when they are in residence. In this way, we are able to provide enhanced fire cover for 12 hours a day throughout the week. Our on-call team continue to crew the second appliance when USAR are on station and for both appliances when USAR are off station.

### Joint Communication and Control Room (CCR)

We have co-located our fire control with the police to create a joint communication and control room. This joint CCR is improving the coordination and exchange of information in an emergency and saving taxpayers money in estates costs.

### Joint estates

Working with the police and our other partners we are reducing costs by sharing premises. Since our last IRMP we have moved in with the police to create a shared headquarters and work has begun on redeveloping Reepham and Holt fire stations to create joint police and fire stations.





# Community Risk Profile

## How we develop our community risk profile

Our community risk profile is how we identify and assess all of the foreseeable fire and rescue-related risks in the county of Norfolk. The risk profile considers the aspects of our county that have a bearing on the strategies we need to develop, the services we need to deliver and how we organise our resources.

We have used a wide set of information sources and data sets, including analysis of nine years of fire and rescue incident data.

As part of our community risk profile refresh, a specialist company (ORH Ltd) were commissioned to provide support in analysing emergency response standards and modelling station locations in relation to major infrastructure development in the county.

For an example of the information sources used in the community risk profile, please see appendix 1.



## Norfolk community risk profile on a page

County context	Community context	People context
Increasing population	Coastal flooding, cold and snow are very high community risks	Although fire deaths are relatively low, older people (especially those over 80) are more vulnerable to dying in a dwelling fire
Increasing percentage of older people in the population	Changes to climate drives wildfires and extreme weather	The majority of people injured in fire are younger people
Fifth most rural county in the country	Deliberate fire setting has reduced but the reduction has plateaued	Smoking and smoking materials are the largest cause of fatal dwelling fires
Increased housing with modern fire safety measures	Fires in businesses and non-domestic premises are reducing	42% of fatal dwelling fires did not have a working smoke detector
Improving road infrastructure	Serious fires have reduced but this reduction has now plateaued	The majority of deaths from accidental dwelling fires occur in rural towns and villages
	Types of rescue undertaken have diversified	The majority of dwelling fires occur in single occupancy homes
		Cooking is the major cause of accidental dwelling fires
		The number of people killed or being seriously injured on the roads is increasing

## How we will mitigate these risks

- Prepare for emergencies through the Norfolk Resilience Forum
- Match our capabilities to risk
- Deliver our community safety strategy
- Deliver our operational response strategy

# Our county Norfolk

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

**60% of our population aged 65+ live in a rural area.**



Currently more than 120,000 people in Norfolk live in areas categorised as the most deprived 20% in England. Mainly located in the urban areas of Norwich, Great Yarmouth, Thetford and King's Lynn; together with some identified pockets of deprivation in rural areas, coastal villages and market towns.

Norfolk remains a very safe place. It continues to have one of the lowest crime rates in England, with the level of crime and disorder in most places being well below the national average. However, this varies across the county with the highest level in Norwich and the lowest level in Broadland.

Access to green space is important to the quality of life, fresh air and exercise, benefiting both physical and mental health. Breckland has the largest proportion of its area made up of accessible green space. Health services in Norfolk are commissioned by five CCG's and approximately one third of spending on social care is commissioned by Norfolk County Council.

Housing continues to provide challenges as rent and prices rise, as well as the demand for specialist housing for an aging population.

Homelessness in Norfolk is better than the national rate; this varies across the county with a higher rate in Great Yarmouth and a lower rate in South Norfolk.

Employment within Norfolk is slightly higher than that of England although the average earnings are slightly lower.

The rural nature of Norfolk presents opportunities in providing access to natural greenspace, but presents a higher risk of being killed or seriously injured on the roads.

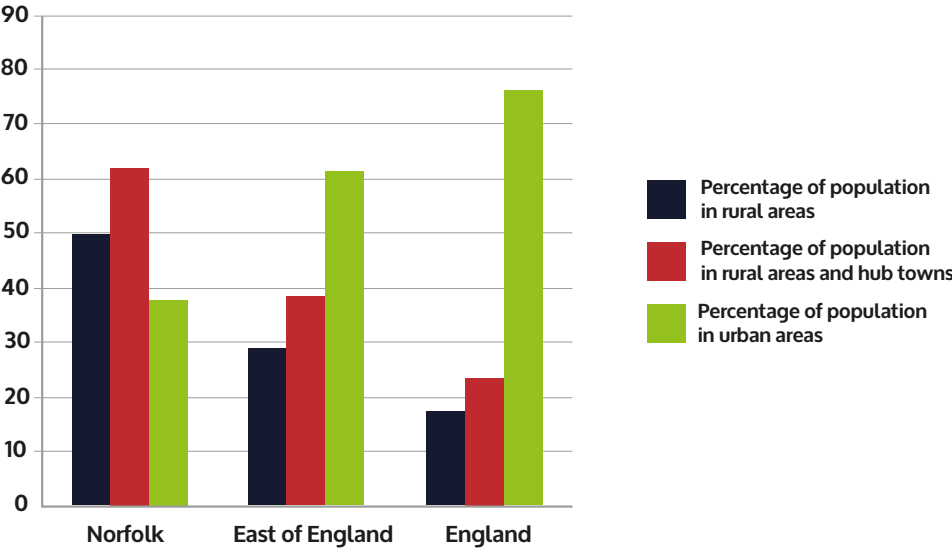
Across Norfolk, the rural-urban classification varies from urban within Norwich to mainly rural in Breckland, North Norfolk and South Norfolk. 88% of North Norfolk is classed as rural. This variation across the county provides challenges to the delivery of services.

Rural-urban classification\*

Norfolk has a higher population in rural and hub towns compared to the East of England and England, with a lower percentage of population in urban areas.

\* DEFRA 2011 <https://www.norfolkinsight.org.uk/environment/>

Rural / Urban Classification.



Percentage of	Norfolk	East of England	England
Population in rural areas	50	28.9	17.6
Population in rural areas and hub towns	62	38.6	23.6
Population in urban areas	38	61.4	76.4

Norfolk's housing profile

In Norfolk, the percentage of housing that is bungalows and detached houses is greater than the rest of the East of England and England. There is an increase in provision of flats in the urban areas, especially in Norwich, which has seen an increase in student accommodation. Norwich has nine high rise residential flats and one student accommodation, with two further high rise buildings being constructed.

Following the Grenfell Tower fire a number of blocks of flats across the county were tested for flammable aluminium composite cladding and five blocks were identified to have this cladding in Geoffrey Watling Way, Norwich. We worked with the building owners to help them put in additional fire control measures to reduce the risk of a fire starting and to provide early detection. Should a fire occur at one of these blocks we have also put in place an enhanced operational response whilst a long term solution is delivered.

Percentage of	Norfolk	East of England	England
Bungalows 2017	24.3	13.4	9.5
Flats/maisonettes 2017	12.6	17.4	22.8
Terraced houses 2017	21.1	24.9	26.5
Semi-detached houses 2017	18.6	22.2	23.9
Detached houses 2017	20.8	20.1	15.5

Norfolk has five managed and authorised gypsy and traveller sites across the county and a number of transit sites. The number of unauthorised sites fluctuates through the year. There is an emerging community of house boats on the broads and river network.



## Norfolk's population profile

Norfolk generally has an older population that is projected to increase at a greater rate than the rest of England. Almost all of the population increase over the last five years has been in those aged 65 and over.

Norfolk's population is predominantly white (96.5%) with a smaller percentage of black and minority ethnic population than the East of England or the rest of England.

Over the next ten years the population is expected to increase by 50,700, with most increase in the 65 and over age bands. Outcomes for older people in Norfolk are generally good and older people's rating of their health related quality of life is higher than the rest of England.

Emergency admissions for injuries related to falls is lower than the rest of England, but there were still 1,200 emergency admissions for broken hips in 2016/17. Across Norfolk as a whole, there are nearly 50,000 emergency hospital admissions for people aged 65 and over each year.

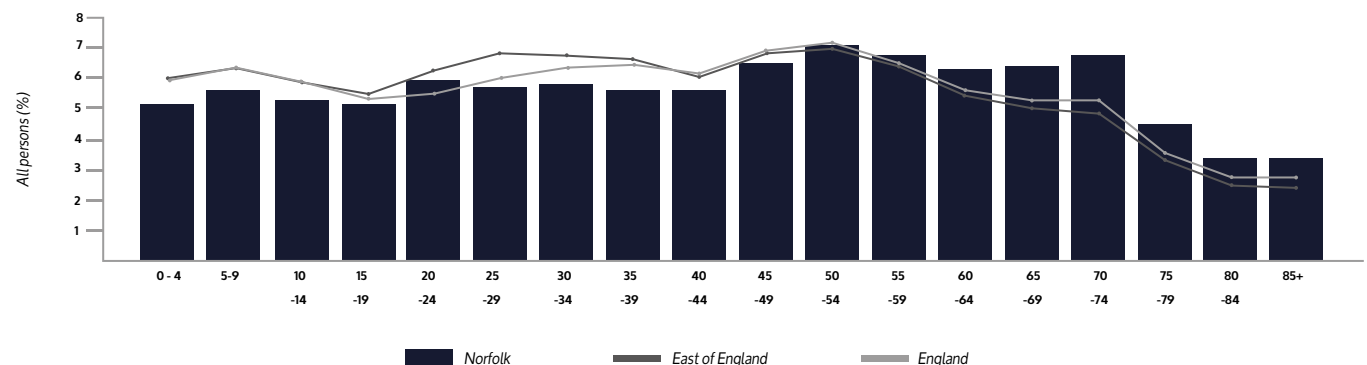
People whose day-to-day activities are limited by their health or disability are just over 1 in 5. It is estimated that prevalence of physical disability aged 16 to 64 is 11.8%, a little less than 62,000 people, which is slightly higher than England at 11.1% (Public Health 2017).

People with learning disabilities have poorer health than the general population, much of which is avoidable. For example men with learning disabilities die on average 13 years younger than men in the general population and women 20 years younger. Learning disability prevalence (all ages) in Norfolk is higher in Norfolk than the rest of England (Public Health 2017).

Norfolk population projections for all persons by year

<b>2020</b>	913,600
<b>2021</b>	918,800
<b>2026</b>	944,100
<b>2041</b>	1,002,300

Population estimates for all persons by 5-year age group for 2018



# Norfolk businesses by industry

Norfolk has a higher percentage of businesses involved in agriculture, manufacturing, retail, accommodation and food services and health in comparison to the rest of the East of England and England.

## Transport

Norfolk's key strategic connections by road are to London and the south and an east-west road connection. Rail lines link Norfolk to the Midlands and north of England, London and the south, Midlands and the north of England via Cambridge, the south and Europe via St Pancras / Thameslink from King's Lynn. Norfolk's other gateways are Norwich Airport and the Ports at King's Lynn and Great Yarmouth.

## Airports

Fixed wing and rotary aircraft operate from Norwich Airport, ranging in size from small single seat aircraft to large passenger planes.

## Ports and Harbours

There are seven ports and harbours in Norfolk, with King's Lynn Docks, Great Yarmouth Quays and Great Yarmouth Outer Harbour constituting the largest; accommodating commercial shipping and the occasional cruise ship.

For how we are aligning our resources and capabilities to respond to incidents involving transport please see the response section.

## Our heritage

There are 541 Grade I listed buildings and they form an important part of Norfolk's Cultural heritage and economy.

The protection of Norfolk's Heritage is factored into both our fire safety risk based inspection programme and how we plan for our emergency response, such as developing site specific plans, salvage plans and exercises.

# Our environment

The natural environment of Norfolk ranges from Thetford Forest, which is the largest lowland pine forest in Britain covering over 19,000 ha, to agricultural land, heaths, rivers, marshes and coastal environments. There are 90 miles of coastline and 250 miles of navigable inland waterways including the Norfolk Broads.

The Norfolk Coast includes an Area of Outstanding Natural Beauty, covering more than 450 km<sup>2</sup> of coastal and agricultural land; from The Wash in the west, through coastal marshes and cliffs, to the sand dunes at Winterton in the east.

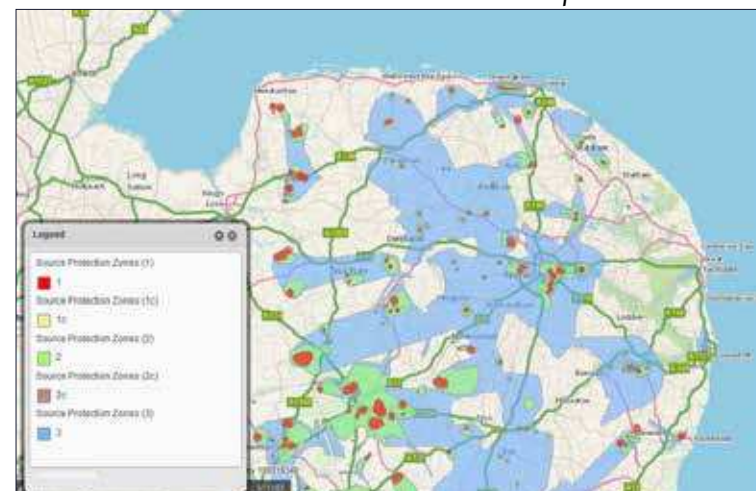
The protection of our environment is one of the key priorities for our incident commanders, who prepare for incidents by identifying site specific risks in their communities and by undertaking operational exercises and training scenarios.

For further details on how we match our operational capability to environmental risk please see our response section.



*Sites of Special Scientific Interest.*

*Groundwater source protection zones.*



# Severe weather

In Norfolk over the past few years we have experienced a range of extreme weather, often in a single year, such as 2018 which saw heavy snowfall and prolonged cold temperatures in the winter and a heatwave in the summer.

We use the National Heatwave and NHS Cold Weather plan and their alerts to make sure we have proactive plans and preparations in place, which allows us to work with our partners to ensure community safety.

For further details on our preparedness and how we match our operational capability to climate changes please see the Prepare and Response section.



“ In the UK we are experiencing a warmer and wetter climate. All of the top ten warmest years on record have occurred since 1990 with eight of those since 2000. The UK's hottest year on record was 2014 and the chances of the UK breaking its temperature record are now at least **10 times higher** compared to the time before we started burning fossil fuels. Extremely warm summers, such as the European heat wave of 2003 which was responsible for 2,000 excess deaths in the UK, are now expected to happen twice a decade compared to twice a century in the early 2000s. Seven out of the top ten wettest years in the UK have occurred since 1998 and the winters of 2014 and 2016 have been the two wettest on record. An extended period of extreme winter rainfall in the UK is now about seven times more likely than in a world without human emissions of greenhouse gases. The current set of UK Climate Projections (UKCP09) tell us that the UK will continue to warm in the future and more so in summer than winter. UK winters are also expected to become wetter while summers could be slightly drier.” (DEFRA 2018).

”

# Wildfire

Severe wildfire is listed in the National Risk Assessment (NRA) and National Risk Register and is classified as a low risk in the Norfolk Community Risk Register. Wildfires pose a specific community risk in Norfolk relating to forestry, standing crops and heathland.

The Chief Fire Officers Association Climate Change Adaptation Report 2014, using central government's Climate Change Risk Assessment and categories, identified the main strategic risks in terms of both likelihood and consequence as follows:



**Agriculture & Forestry:** Wildfires, landslips, sinkholes, flooding – An increase in frequency and severity, which could have subsequent impacts on critical national infrastructure (e.g. road, rail, utility and communications network)

**Business:** Heat damage to buildings and infrastructure networks and assets, landslips, sinkholes, flooding, building subsidence – An increase in frequency and severity, which could have subsequent impacts on individual businesses as well as critical national infrastructure (e.g. road, rail, utility and communications networks)

**Health & Wellbeing:** Wildfires (air-borne pollutants), flooding (physical and mental health impacts) – An increase in frequency and severity, which could also have the knock-on impacts in relation to access to health services.

**Buildings & Infrastructure:** Wildfires, heat damage to buildings and infrastructure networks and assets, landslips, sinkholes, flooding, building subsidence – An increase in frequency and severity, which could have subsequent impacts on critical national infrastructure (e.g. road, rail, utility and communications networks)

**Natural Environment:** Wildfires – An increase in frequency and severity, which could have subsequent impacts on habitats (destruction and pollutants). \*Reference CFA 2014.

For how we are preparing for, and responding to, the wildfire risk in Norfolk please see our response section.



# Flooding

Norfolk's Community Risk Register identifies the threat of flooding as a **"Very High"** risk.

In total, some 42,200 properties in Norfolk are in main river or tidal floodplains and are considered to be at risk of flooding.

In addition, the risk of property from surface water flooding countywide is estimated in the region of 36,000 properties. Many more people work in, visit or travel through areas potentially vulnerable to flooding and may be unfamiliar with the risk.

---



*Flood risk, copyright Flood Warning Service*

Flooding in Norfolk can occur from a number of sources:

## **Coastal (Tidal) Flooding**

The primary factors for coastal flooding in Norfolk are the low lying nature of the land, length of the coastline and the proximity of the population to that coastline.

The most significant threat is from a north sea tidal surge event. This occurs when a combination of strong winds, low atmospheric pressure and high tides cause extreme high tides levels in the North Sea. These have the potential to breach defences and cause significant flooding along the East Coast. This risk (referred to in National and Community Risk Registers as H19) is deemed as being the most significant natural disaster that the UK faces.

The effects will be exacerbated by later tides making repairs difficult to effect and flood water being unable to drain back to the sea. Monitoring equipment and tidal prediction are such that there should be advance warning of such an event.

### River (Fluvial) Flooding

River flooding occurs as a result of water overflowing from river channels. This is influenced by two key factors; the volume of rainfall and the capacity of the ground and rivers to absorb and transport the water.

### Surface Water (Pluvial) Flooding

Surface water flooding usually occurs quickly, without warning and is hard to predict. It occurs when natural and man-made drainage systems have insufficient capacity to deal with the volume of rainfall. The critical factors for surface water flooding are the volume of rainfall, where it falls and its intensity. In urban areas, sudden and intense rainfall cannot drain away as quickly as it can in rural areas.

Accurate predictions are very difficult, for example, thunderstorms can cause flooding in one location whilst others only a short distance away are unaffected.

### The Broads

The Broads form a complex system of waterways in east Norfolk comprising the tidal rivers Waveney, Yare, Bure, Ant and Thurne which can only drain out into the North Sea at Great Yarmouth.

The tidal reaches of rivers in the Broads are particularly susceptible to tidal surges, especially when high water affects the ability of fresh water to drain to the sea, or salt water is forced deeper into fluvial systems.



# Infrastructure development

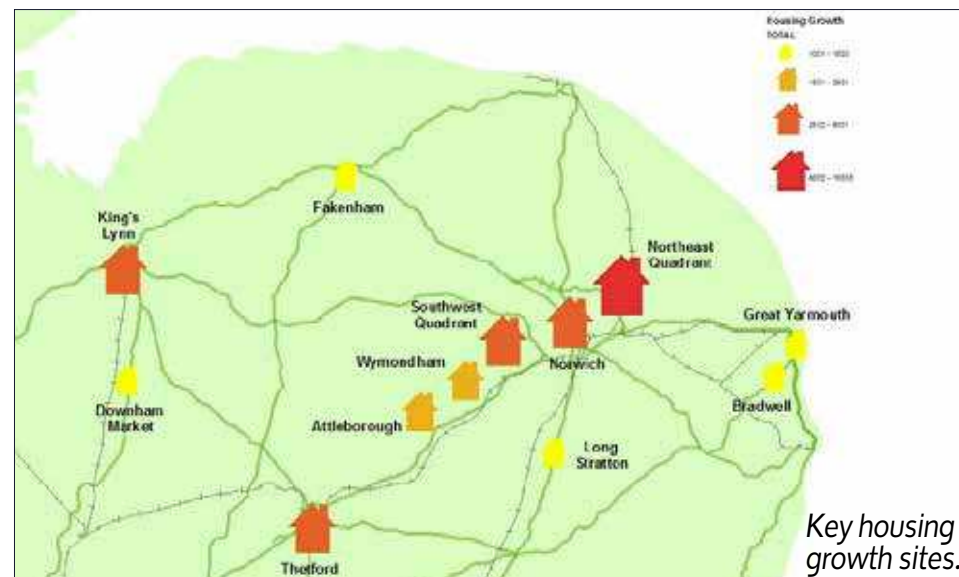
The Norfolk Sustainable Infrastructure Development Plan (SIDP) sets out the Norfolk wide high level strategic infrastructure priorities for the next 10 years and is reviewed annually.

This list has been compiled in collaboration with stakeholders including internal county council departments, district councils, utility companies and government agencies. These projects align with the County Council's priority for improved infrastructure, the ambitions of the recently adopted Norfolk and Suffolk Economic Strategy (NSES), District Council Local Plans, the County Council's administration's priorities, Children's Services Local Growth and Investment Plan and the Norfolk Strategic Planning Framework agreed by all Norfolk planning authorities.

Norfolk Fire and Rescue Service meet regularly to discuss the development of infrastructure and uses the SIDP to identify future changes in risk and opportunities to improve services.

## Changes to housing and infrastructure

The Norfolk Strategic Planning Framework suggests Norfolk authorities will need to collectively plan for an additional 84,000 homes by 2036.



The map above outlines the key strategic housing sites that will deliver the majority of this growth, with growth focussed around key urban areas that have existing infrastructure and services that have the capacity to support high levels of growth. It also identifies all the places in our county that are expected to grow by at least 1,000 homes over the relevant local plan period. As well as the major urban areas of Norwich, King's Lynn and Great Yarmouth there are groupings of towns along the A11 as well as key individual market towns that can make a significant contribution to growth.

It is anticipated that the following schemes will present a change to risk profiles and further modelling will be conducted over the next few years as the schemes progress:

- A11 Corridor
- Great Yarmouth Third River Crossing
- Thetford Sustainable Urban Extension (SUE )



### A11 Corridor

Development growth along the A11, such as the 4, 000 homes planned for Attleborough, housing growth in Wymondham and development of new business enterprises.

### Great Yarmouth Third River Crossing

The plan for a third river crossing in Great Yarmouth will see a lifting bridge constructed to ease traffic congestion on the town's roads, shortening journey times and improving journey reliability. Subject to gaining development consent, construction is due to start in late 2020 and with an aim to have the bridge finished and operational by early 2023.

### Thetford Sustainable Urban Extension (SUE).

A large new housing development of around 5,000 homes — known as Kingsfleet or the Sustainable Urban Extension (SUE) has been granted planning permission on the northern edge of Thetford. The development is planned to take place over five phases, between 2018 and 2043.

- Phase 1:** 1050 houses (2018 - 2024)
- Phase 2:** 965 houses (2025 - 2029)
- Phase 3:** 985 houses (2030 - 2033)
- Phase 4:** 1291 houses (2034 - 2039)
- Phase 5:** 709 houses (2040 - 2043)



*Proposed third river crossing at Great Yarmouth.*

*Thetford Sustainable Urban Extension (SUE).*



**Broadland Growth Triangle and the Broadland Northway**

The Joint Core Strategy for Broadland, Norwich and South Norfolk is the key planning policy document for the Greater Norwich area. It forms part of the Local Plans for the districts of Broadland, Norwich and South Norfolk setting out the broad vision for the growth of the area and containing strategic policies for the period 2008 – 2026.

ORH ltd were commissioned to model the potential changes in demand to the increase in housing and infrastructure. We also asked them to identify the optimum location for a fire station in north Norwich which would minimise response times to the Broadland Growth Triangle and take advantage of the access provided by the Broadland Northway and the potential western link extension.

All options for the western link were modelled.

**Broadland growth triangle - changes in demand**

ORH ltd modelling predicts a 5.8% increase in demand for Norwich stations and as would be expected, the greatest demand will be experienced by Sprowston fire station.

Although new housing and road infrastructure may slightly increase demand, the modern fire safety requirements of new housing (such as fire doors and hard wired smoke detectors) means that damage in new housing is generally less than traditional housing without modern fire safety measures.



Broadland Growth Triangle.

Predicted number of incidents following the development of the Growth triangle.

Station	Annual changes in number of incidents from base position
Carrow	+38
Earlham	+ 28
Sprowston	+ 123
Wroxham	+ 37
Overall	+ 221



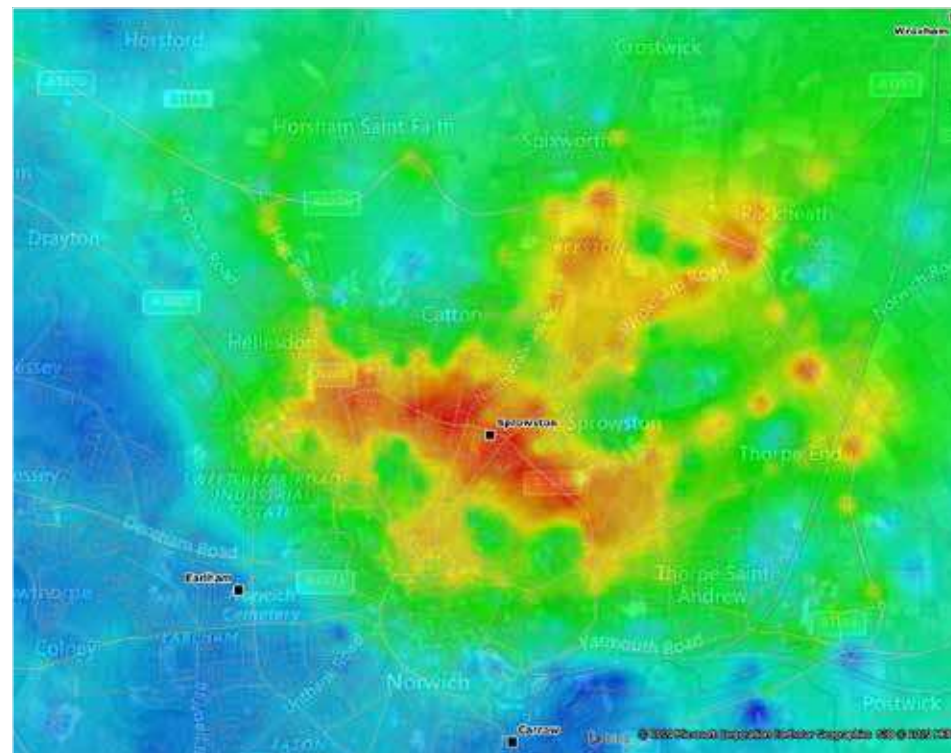
# Station Location

In modelling the optimal location for a fire station in the north of the city, ORH Ltd used the additional demand across the Growth Triangle area with a profile similar to incidents in the Norwich area.

The future road network in the Growth Triangle is unknown, so the current road network with the Broadland Northway and potential routes for a Norwich Western Link Road were added to the road network for use in the location optimisation modelling.

All stations, except Sprowston, were fixed in the model with their current deployments and turnout times.

The optimisation modelling gives an indication of the coverage required for the Growth Triangle, but further modelling would be beneficial when the exact infrastructure layout is confirmed.



*Optimal location of a northern Norwich fire station.*

■ Current Station Location      Best Location      Worst Location      Optimal Site Search

Analysis shows that the current location of Sprowston continues to be in the optimal location to minimise response times based on our current understanding of the growth triangle.

# Norfolk

## Community risk

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



As a member of the Norfolk Resilience Forum we work with our partners to identify strategic community risks and quantify both the likelihood of the event happening and the severity of the impact of the event.

If a risk is included in the CRR, it doesn't mean it will happen. It means it is a possibility, and organisations need to have made arrangements to reduce its impact. Risks are rated as either Very High (Red), High (Amber), Medium (Yellow) and Green (Low).

Relative Impact

Catastrophic (5)				• Pandemic Flu	
Significant (4)			• National electricity transmission	• Cold and Snow	• Flooding - Coastal
Moderate (3)		• Outbreak of plant disease • Railway incident		• Heatwave	
Minor (2)	• Fire or explosion on an offshore oil/gas installation • Disruption or loss of telecommunications systems • Large scale public disorder in site • Fire or explosion at gas pipeline following ignition of flammable gas under high pressure • Biological pathogen release • Radiation release from nuclear foreign	• Very large toxic chemical release	• Industrial action - fuel tankers • Drought • Communicable disease outbreak • Storms and Gales • Road or Tanker incident containing dangerous goods. • Fire or explosion at a gas LPG or LNG terminal or flammable gas storage site • National strike of prison officers	• Industrial action - service critical to preservation of life • Severe Space Weather • Surface Water Flooding • Food supply contamination	• Fires involving scrap / recycling site
Limited (1)	• Incident leading to evacuation of vessel on inland waterways • Coastal pollution • Failure of water infrastructure or loss of drinking water • Major reservoir dam failure / collapse • Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressure storage tanks	• Radiation exposure from stolen good • Earthquake	• Aviation accident • Severe wildfires • Outbreak of exotic notifiable disease in animals	• Influx of British Nationals	
	Low (1)	Medium (2)	Medium (3)	Medium High (4)	High (5)

Very High

High

Medium

Low

### Relevant community risks to Norfolk Fire and Rescue Service

**Very high:** Flooding – Coastal; Cold and snow.

**High:** Heat wave.

**Moderate:** Fires involving scrap/recycling; surface water flooding; Storms and gales; road or tanker accident containing dangerous goods; Fire or explosion at a gas LPG or LNG terminal or flammable gas storage; very large toxic release; railway accident.

**Low:** Incident leading to evacuation of vessel on inland waterways; Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressurised storage tanks; Radiation exposure from stolen goods; aviation accident; severe wildfires; Fire or explosion at gas pipeline following ignition of flammable gas under high pressure.

## Control of Major Accident Hazards (COMAH)

COMAH applies mainly to the chemical industry, but also to some storage activities, explosives and nuclear sites, and other industries where the threshold quantities of dangerous substances identified in the Regulations are kept or used.

There are two types (tiers) of establishment which are subject to COMAH, known as 'Upper Tier' and 'Lower Tier' depending on the quantity of dangerous substances they hold. Upper Tier establishments will hold greater quantities of dangerous substances, meaning that additional requirements are placed on them by the Regulations.

Norfolk has eight upper tier COMAH sites and 20 lower tier sites. We help mitigate the risk of these sites through our resilience forum planning, exercising and sending an enhanced number of appliances to any incidents on these sites.

## Major Accident Control Regulations (MACR)

MACR relates to military sites and implements arrangements to achieve results at least as good as those achieved by non-MOD controlled sites which fall within scope of COMAH.

Norfolk is home to operational bases at RAF Marham, Feltwell and Robertson Barracks at Swanton Morley, as well as the Stanford Training Area.

## How we prepare for community risks

Norfolk Fire and Rescue plays a key role in the preparedness and planning for potential community risk through the Norfolk Resilience Forum (NRF).

We co-produce multi-agency response and recovery plans to ensure our response is fully integrated and undertake joint exercising against these plans.

We also conduct an annual training needs analysis at the strategic, district and station level. This analysis identifies the training that firefighters and their commanders need to undertake against specific risks identified in the community risk register, to ensure they are fully prepared to respond to the risk.

Mutual assistance for responding to large scale community risks is secured through the fire and rescue service National Coordination Advisory Framework (NCAF) and through formal agreements with our neighbouring fire and rescue services.





## How we integrate our response to major incidents to mitigate the impact of an event

In the event of a serious or major incident we contribute to the joint multi-agency command, control, coordination and communication arrangements (C4).

To improve the exchange of information and co-ordination during emergencies, we have co-located with Norfolk Constabulary to develop a joint communications and control room. To provide additional resilience, we are also part of a fire and rescue service East Coast and Hertfordshire consortium which is looking to develop a networked common command and control system across the four counties.

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

Please see the response section for how we match our operational capability to community risk.



---

## Future developments in preparedness

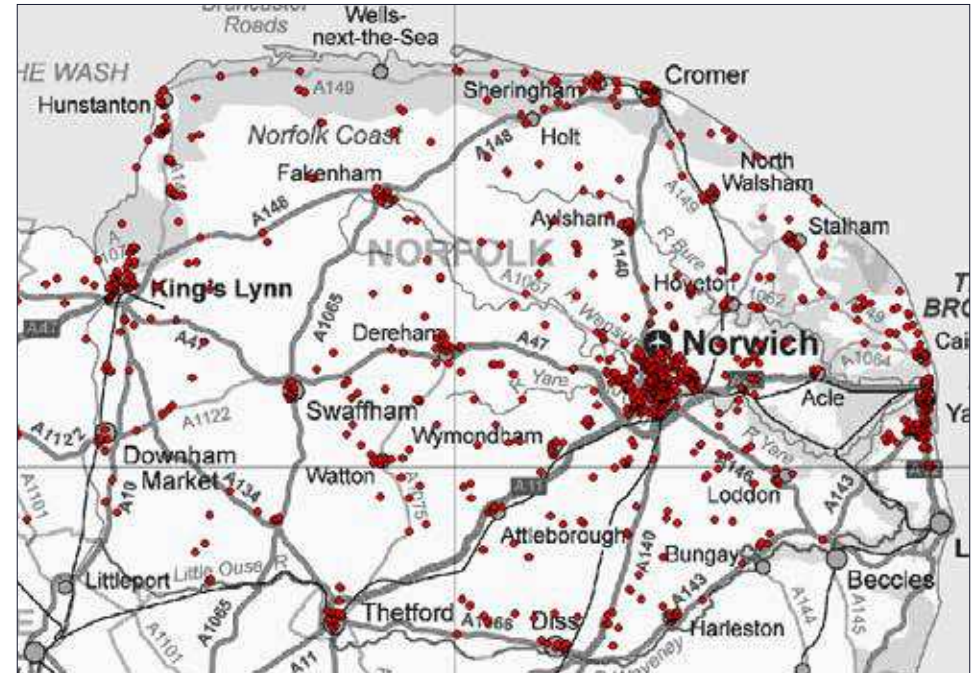
We plan to explore with our partners the introduction of the multi-agency incident transfer system (MAIT), enabling the fast exchange of emergency information via data rather than telephony.

# Prevention and Protection

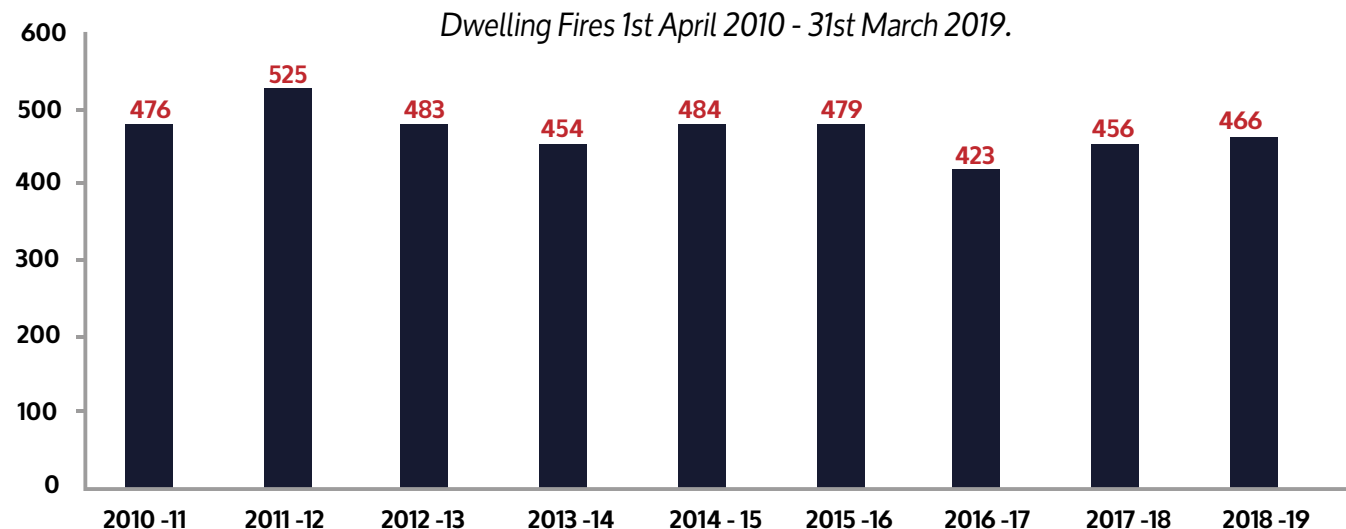
## Accidental dwelling fires

The number of accidental dwelling fires has remained fairly constant in Norfolk. As a proportion of total dwellings it has reduced.

The total number of dwellings increased from **371,000 in 2008** to **420,00 in 2018**.



Location of dwelling fires 2010/11 to 2019/20.



The degree of damage from accidental dwelling fires ranges from burnt food and damage to cookers to the destruction of premises.

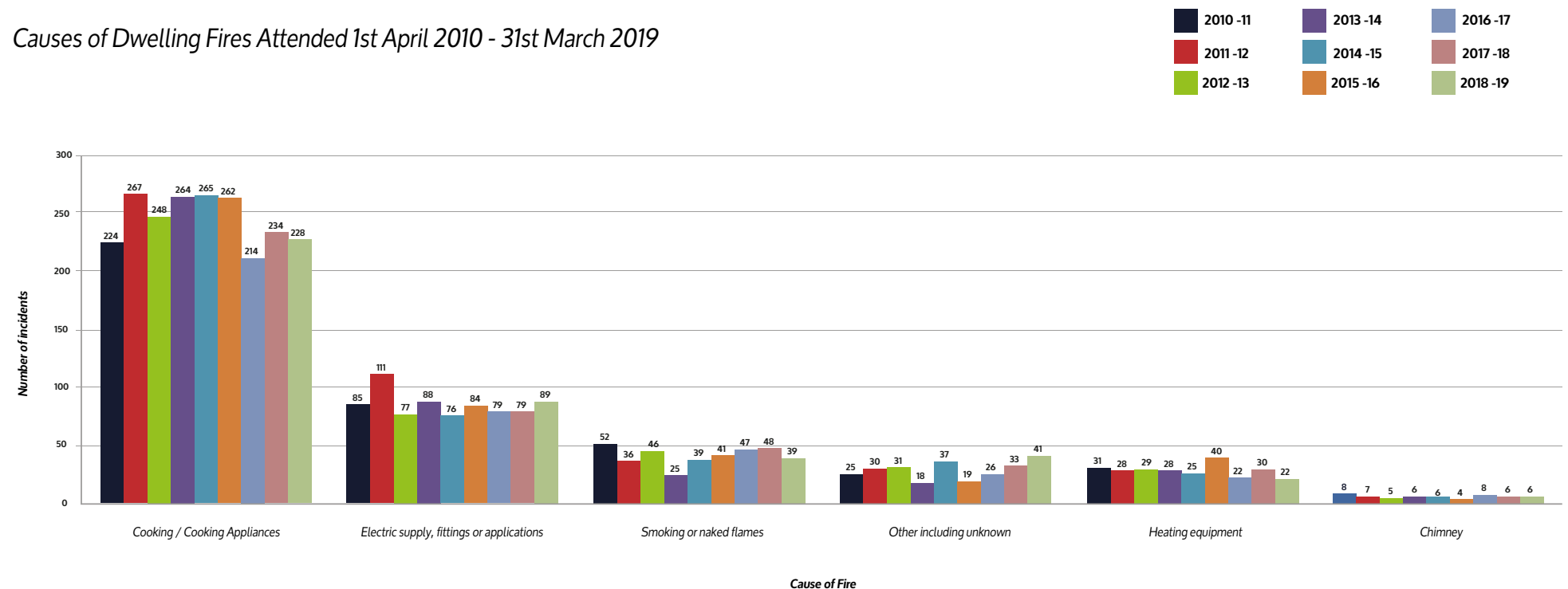


# What causes accidental dwelling fires?

Over the past nine years the majority of accidental dwelling fires in Norfolk have consistently been caused by cooking and cooking appliances. This is in line with previous national studies.



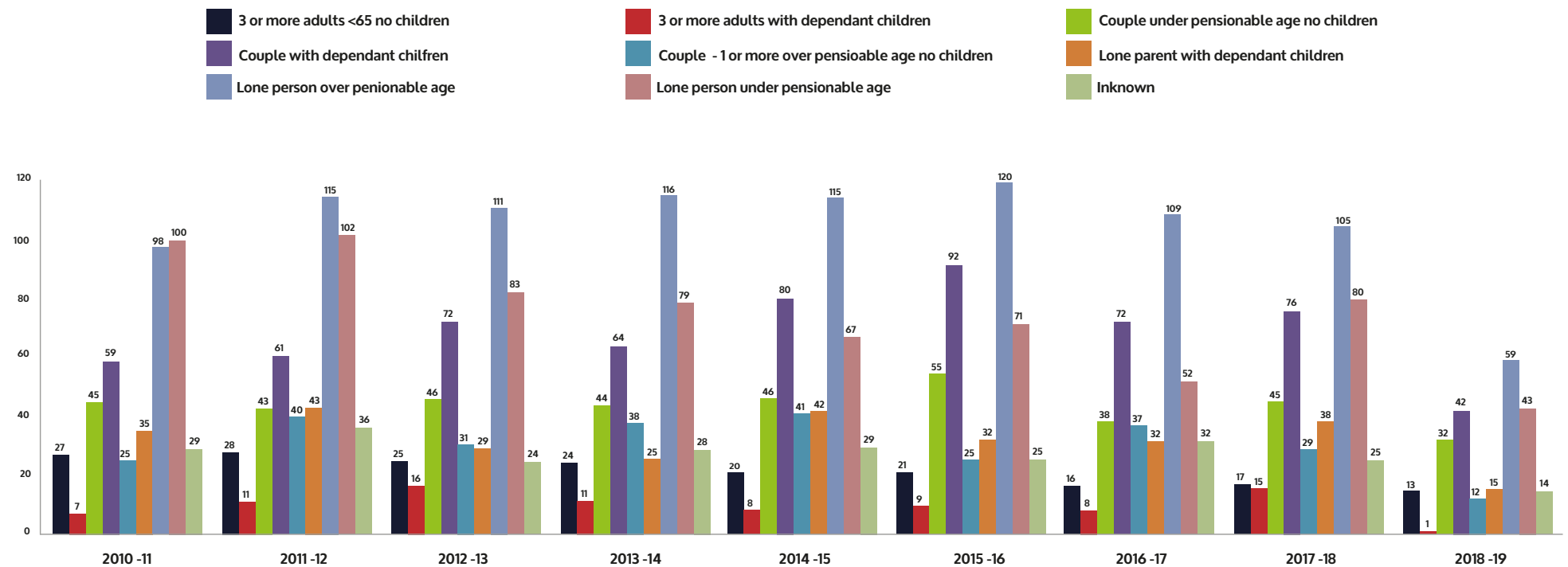
*Causes of Dwelling Fires Attended 1st April 2010 - 31st March 2019*



# What type of occupancy experiences accidental dwelling fire?

When occupancy type is subdivided, the largest number of accidental dwelling fires occur in homes where people live alone.

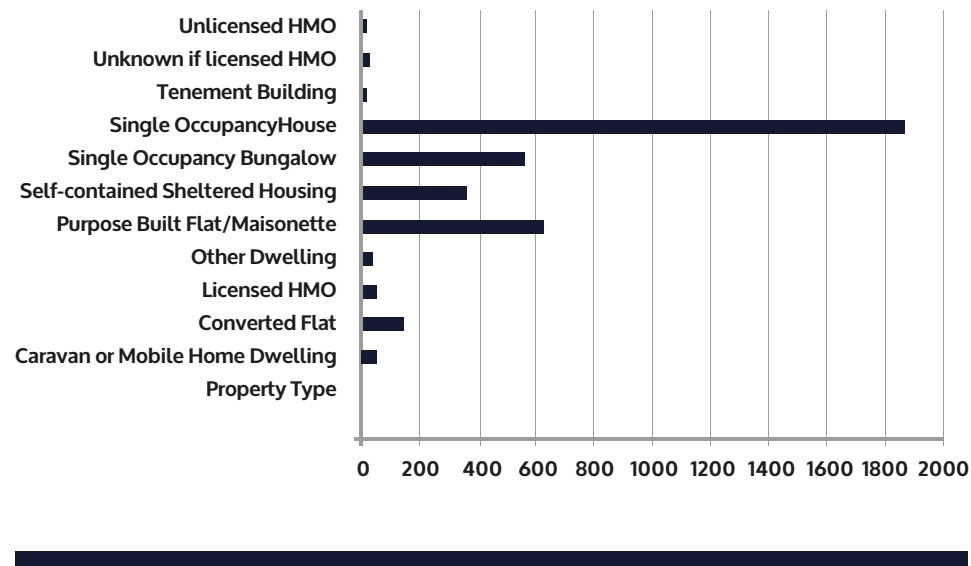
*Accidental Dwelling Fires by Occupancy 1st April 2010 - 31st March 2019*



## What type of premises do accidental dwelling fires occur in?

The majority of accidental dwelling fires occur in single occupancy houses, flats and bungalows. There have been three accidental dwelling fires on traveller and gypsy sites over the last nine years.

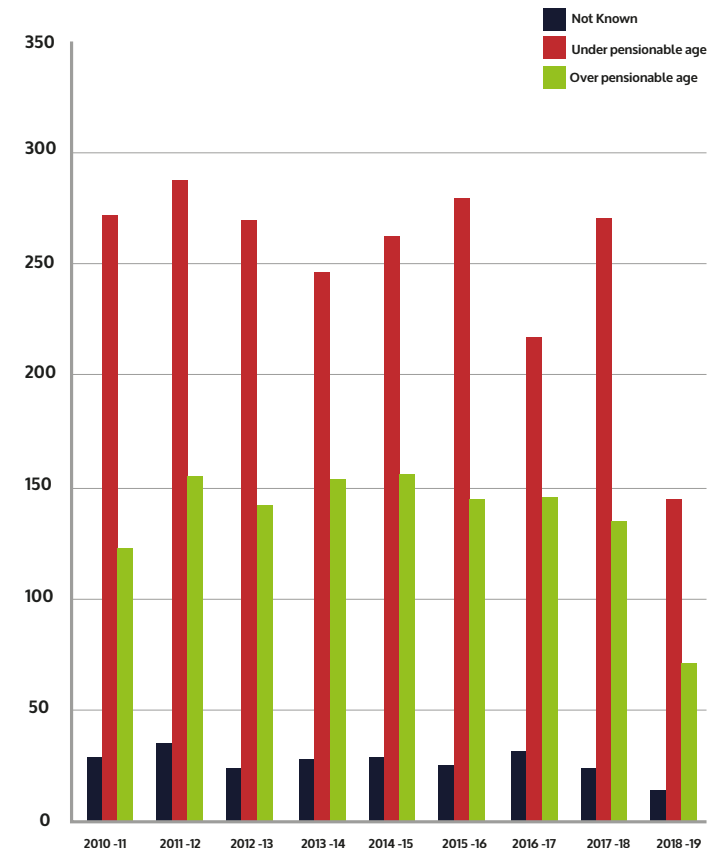
*Accidental Dwelling Fires by Property Type 1st April 2010 - 31st March 2019*



## Who experiences accidental dwelling fires?

Over the past nine years the majority of accidental dwelling fires in Norfolk occur in dwellings with younger occupants who are under the pensionable age. This is in line with previous national studies.

*Accidental Dwelling Fires by Age 1st April 2010 - 31st March 2019*



## Targeting fire safety messages

Although people under the pensionable age make up the majority of age ranges experiencing a fire, by using the Mosaic geodemographic classification we can identify homes most likely to experience a fire on a geographical basis.

The typology information can be used to help understand people in these groups so that we can develop appropriate communications and interventions to help reduce the risk of accidental dwelling fire in the future. These geodemographic classifications can also be used with other data we use such as the Exeter data (people registered at a doctors surgery aged over 65 years) to prioritise interventions and by our crews when they are targeting prevention activity in a geographic area. The table on the right lists all those types in Norfolk with a fire risk index greater than 120.

**The three highest rated groups are:  
Dependent Greys, Pocket Pensioners  
and Streetwise Singles.**

Mosaic Type	Fire Risk Index	Postcodes	Accidental Dwelling fires per 1,000 postcodes per year
N60 Dependent Greys	842	112	139
N59 Pocket Pensions	596	329	98
O63 Streetwise Singles	460	315	76
O64 High Rise Residents	421	16	69
N58 Aided Elderly	404	170	67
M55 Families with Needs	315	400	52
O62 Low Income Workers	307	136	51
L49 Disconnected Youth	283	119	47
L51 Make Do & Move On	243	111	40
N61 Estate Veterans	208	386	34
M54 Childcare Squeeze	207	137	34
L50 Renting a Room	200	580	33
M56 Solid Economy	199	244	33
J42 Learners & Earners	197	185	32
O66 Inner City Stalwarts	184	11	30
J45 Bus-Route Renters	183	409	30
J43 Student Scene	168	12	28
J40 Career Builders	163	161	27
M53 Budget Generations	160	105	26
I39 Ageing Success	141	349	23
L52 Midlife Stopgap	140	444	23
D14 Cafes and Catchments	139	29	23
N57 Seasoned Survivors	135	170	22
K46 Self Supporters	129	194	21

## How we quantify the risk of accidental dwelling fires

The framework used to assess community safety risk (and how to target areas of high need) has been developed to be consistent with Norfolk County Council's local service strategy.

Locality	All ages	% of single person 65+ household	One or more frailty syndromes SMR 65+	3+ LTC SMR 65+	% of postcodes in area with high risk Mosaic Type	Fires per 100,000 people per year	Average accidental dwelling fires per year
Attleborough	11,861	60%	97	98	11%	35.6	4.2
Aylsham	6,131	60%	96	91	8%	39.9	2.4
Cromer	7,652	67%	110	91	47%	69.7	5.3
Dereham	19,113	63%	102	94	30%	36.6	7.0
Diss	8,085	66%	89	87	44%	38.5	3.1
Downham Market	10,726	60%	134	124	19%	34.2	3.7
Fakenham	7,725	64%	113	107	29%	61.8	4.8
Gorleston	25,567	68%	101	112	57%	61.7	15.8
Great Yarmouth	28,518	74%	100	122	87%	111.4	31.8
Holt	3,962	62%	89	86	27%	8.4	0.3
Hunstanton	3,980	64%	132	122	44%	69.8	2.8
King's Lynn	41,180	73%	152	139	66%	72.9	30.0
Loddon	2,783	65%	96	76	5%	47.9	1.3
Long Stratton	2,025	62%	122	107	5%	32.9	0.7
North Walsham	12,696	62%	102	104	31%	37.6	4.8
Norwich 1	36,635	75%	106	109	81%	88.3	32.3
Norwich 2	17,492	73%	98	104	69%	69.2	12.1
Norwich 3	36,486	71%	133	108	67%	52.1	19.0
Norwich 4	48,259	73%	110	88	59%	83.1	40.1
Redenhall with Harleston	5,006	61%	75	81	17%	59.9	3.0
Sheringham	7,359	58%	87	88	31%	58.9	4.3
Stalham	2,850	66%	98	116	29%	81.9	2.3
Swaffham	7,557	61%	134	128	27%	33.8	2.6
Thetford	26,185	65%	134	132	60%	40.3	10.6
Watton	7,563	56%	99	101	14%	36.7	2.8
Wells-next-the-Sea	2,575	65%	91	91	1%	38.8	1.0
Wroxham and Hoveton	3,742	56%	84	91	4%	47.5	1.8
Wymondham	15,711	63%	101	88	15%	28.3	4.4
Other	475,554	59%	95	95	2%	35.9	170.8
Norfolk	884,978	62%	101	99	20%	48.0	425.1

In the fire prevention need index we have selected

- % of single person aged 65+ household
- One or more frailty syndromes; standard mortality rate (SMR) aged 65+
- 3+ long term conditions (LTC) SMR 65+
- Accidental dwelling fires per 100,000 people per year

The fire prevention need index includes vulnerable people who might benefit from home safety visits and the actual incidence of fires.

This framework is used to check provision is correctly targeted and to shape service delivery with our partners through Norfolk County Council's local service strategy.

## Who is vulnerable from dying or being injured in accidental dwelling fires?

The number of deaths in Norfolk from accidental dwelling fires over the past nine years has fluctuated from between **one and six people per year**.

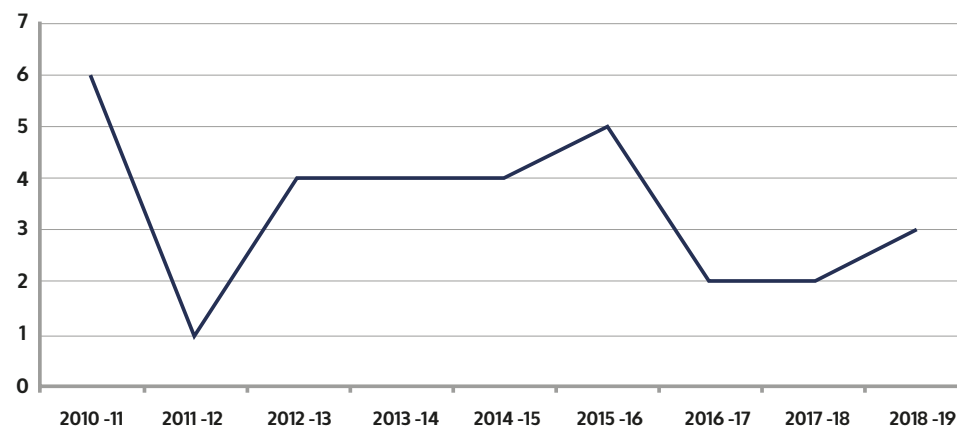
The majority of people who died in accidental dwelling fires over the past nine years were older people (21 people aged 60+) with the largest proportion of older people over 80 years old.

This is in line with previous national studies which has shown "Those aged 80 and over have a higher fire-related fatality rate, accounting for five per cent of the population but 20 per cent of all fire-related fatalities in 2016/17" (Home Office 2017).

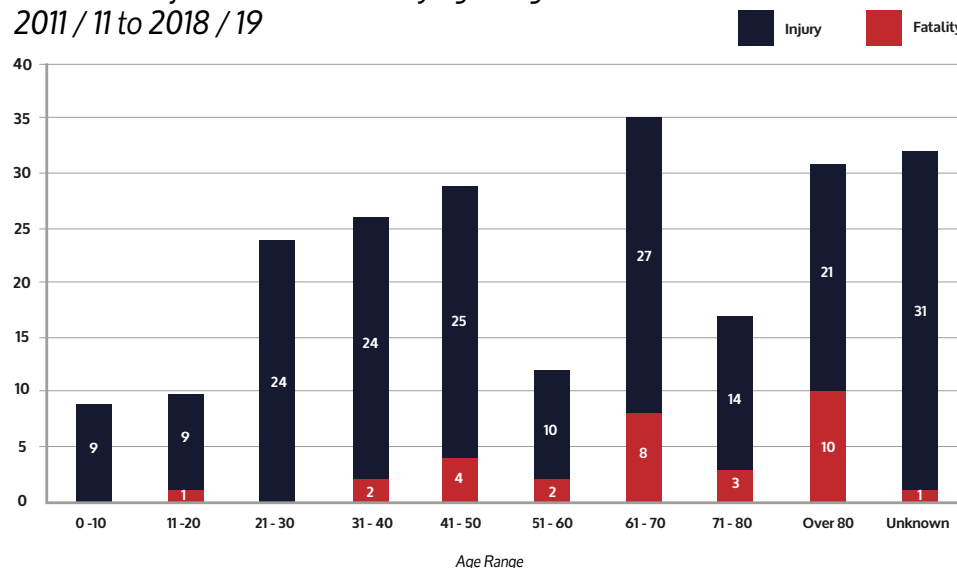
## Where did the fires occur?

Over the past nine years the majority of fatal accidental dwelling fires occurred in built up areas of the county; with 10 fatalities in urban city and towns and seven in rural towns. In rural areas, such as rural villages, and in sparse settings there were 14 fatalities, this reflects the age profile of rural areas.

Deaths from Accidental Dwelling Fires in Norfolk 1st April 2010 - 31st March 2019



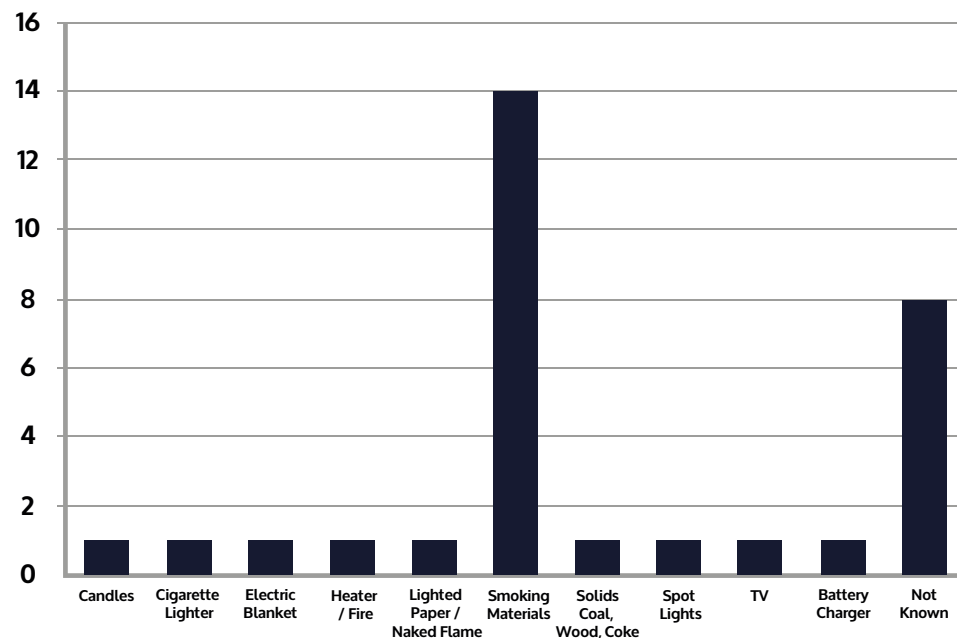
Number of injuries and fatalities by age range 2011 / 11 to 2018 / 19



## What were the causes of accidental dwelling fires that led to a death?

The majority of fatal accidental dwelling fires in Norfolk over the past **nine years** were caused by smoking.

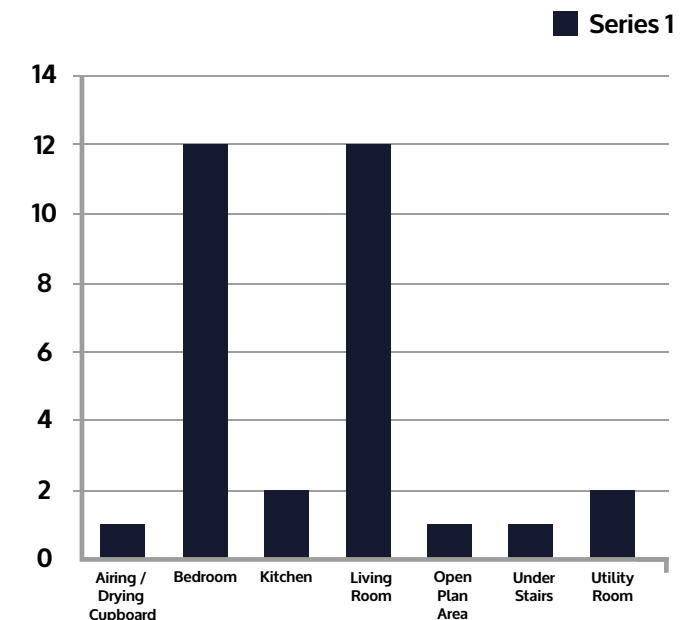
*Causes of accidental fires that caused a fatality.  
1st April 2010 - 31st March 2019*



## Which room did the fire start in?

The majority of accidental dwelling fires that caused a fatality occurred in either the bedroom or living room.

*Room where accidental fire started that caused a fatality.  
1st April 2010 - 31st March 2019*



## Raising the alarm

The England Housing Survey in 2017-18 found that **90%** of households had at least one working smoke alarm.

The proportion of households with working smoke alarms varied depending on tenure. Housing association tenants were most likely to have at least one working smoke alarm (96%), compared with 93% of households renting from a local authority, 89% of owner occupiers, and 89% of private renters.

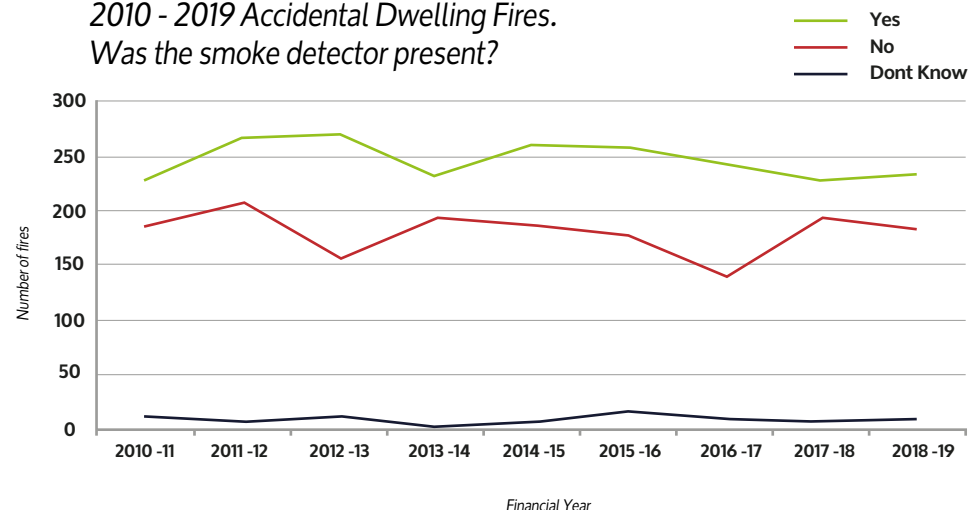
While the proportion of homes with smoke alarms increased, about a quarter of households (23%) reported that they had never tested their smoke alarm, with a higher proportion of private and social renters reporting they had never tested their smoke alarm.

A large proportion of accidental dwelling fires in Norfolk occurred in homes that did not have a working smoke detector.

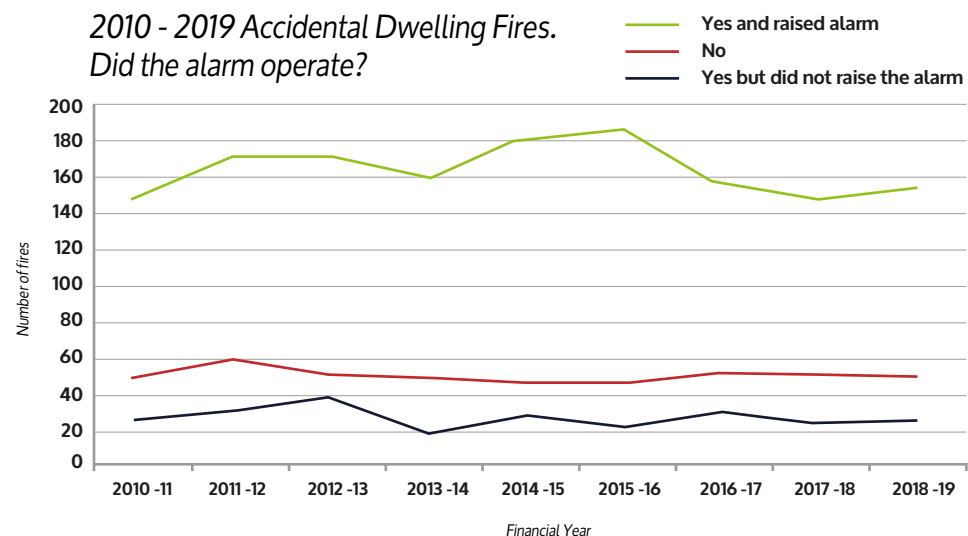
**Over the past nine years**, 13 dwellings where someone died in a fire did not have a working smoke detector fitted.

The majority of times a smoke detector did not operate was because the fire had not reached the detector, for example if the fire was confined to the room of origin and the smoke detector was not located in the room or immediately outside the room.

2010 - 2019 Accidental Dwelling Fires.  
Was the smoke detector present?



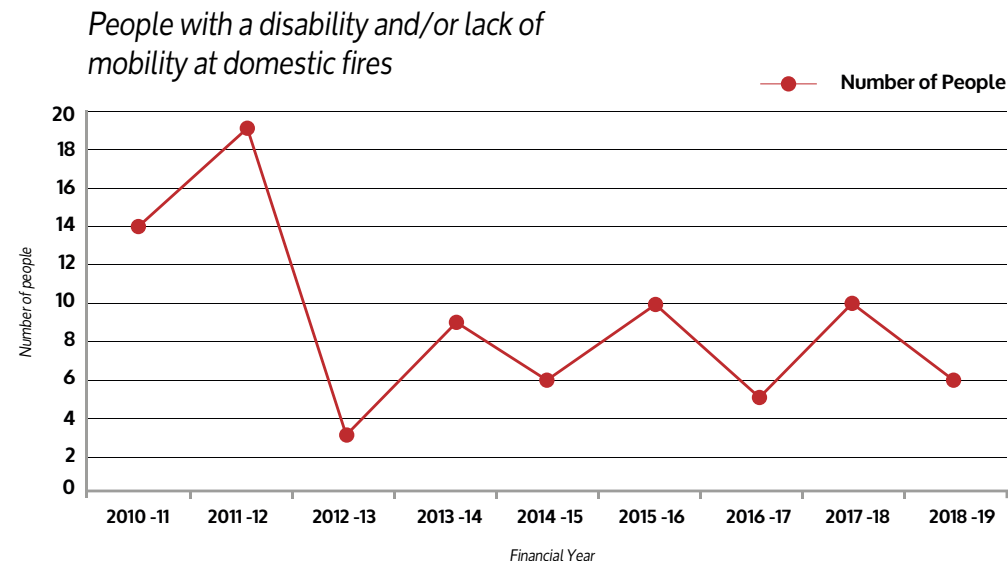
2010 - 2019 Accidental Dwelling Fires.  
Did the alarm operate?



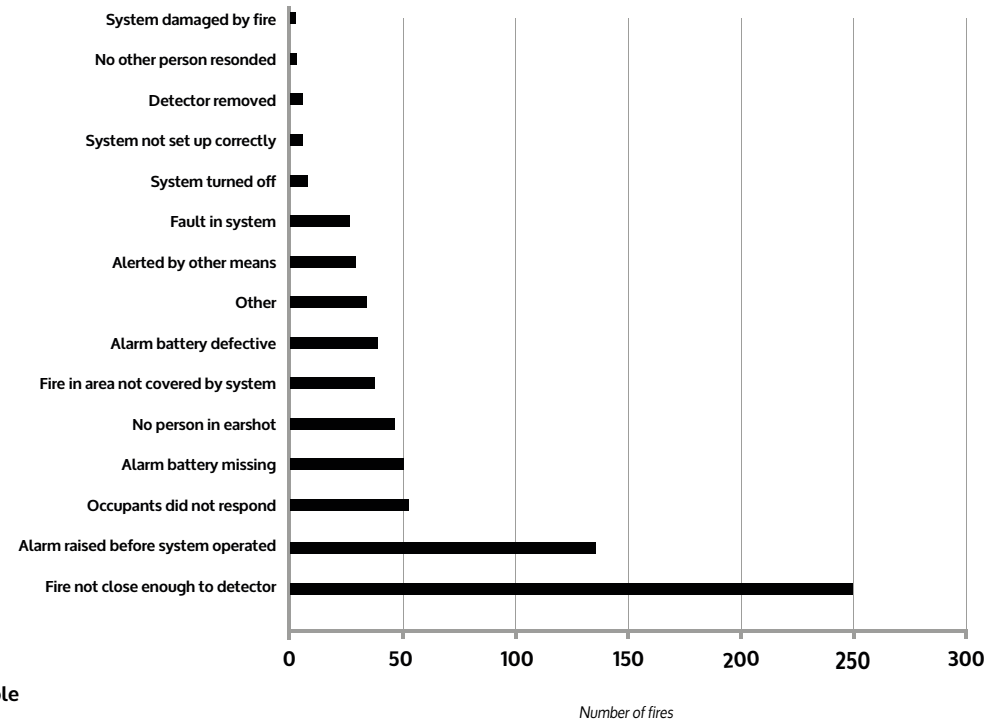


## Disability and/or lack of mobility

The ability to escape a dwelling fire once an alarm is sounded is a key area we address as part of our Home Fire Risk Check Service.



2010 - 2019 Accidental Dwelling Fires.  
Reason for smoke detector not raising alarm.



Although the number of disabled people recorded as experiencing accidental dwelling fires is low, a number of people who have died in accidental fires over the past nine years have had a disability.

## Hoarding

Hoarding disorder was previously considered a form of Obsessive Compulsive Disorder (OCD).

Hoarding is now considered a standalone mental disorder and is included in the fifth edition of the Diagnostic and Statistical Manual of Mental Disorders (DSM) 2013.

However, hoarding can also be a symptom of other mental disorders. Hoarding disorder is distinct from the act of collecting and is also different from people whose property is generally cluttered or messy. It is not simply a lifestyle choice. The main difference between a hoarder and a collector is that hoarders have strong emotional attachments to their objects which are well in excess of the real value.



*Hoarding Clutter Scale 9 - (Level 3).*

---

## Fires and hoarding

The National Fire Chiefs Council identifies the risk of hoarding and fires as the inability to escape a fire, fire spread and intensity, increased smoke and many people do not want people to access their space to make repairs that would reduce the chance of a fire occurring.

As part of the Norfolk Safeguarding Adults Board's Self Neglect and Hoarding Strategy, we work with our partners through early help hubs to help resolve hoarding and mitigate the risk to occupants.

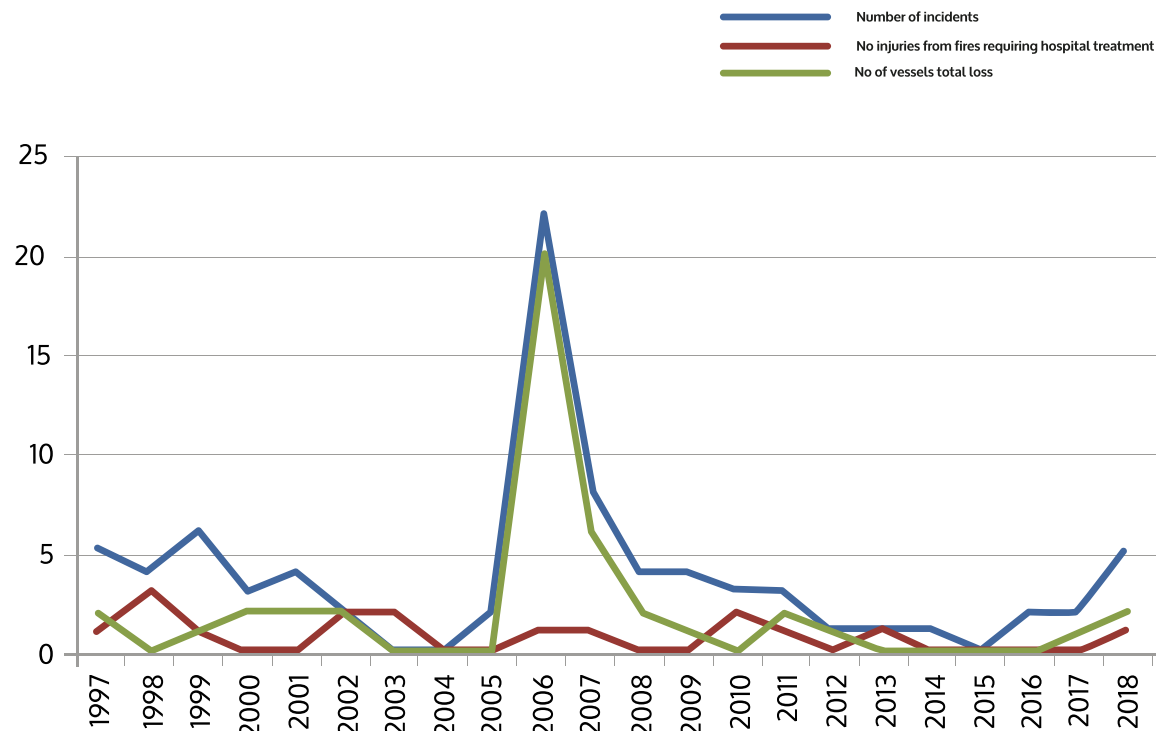
## Broads boats

“Boat fires continue to remain at a low level demonstrated in previous years. All boats involved in fires held current Boat Safety Scheme Certificates.

The vessels on fire related data suggest that when viewed over several years, the statistics continue to demonstrate a fairly static position.

The majority of incidents where hospital treatment was required continue to be attributed to embarkation and disembarkation with an increase in numbers in comparison with the previous years. The number of fire related injuries is very low.

The Authority, through the Boat Safety Scheme (BSS), has recently introduced the requirement for boats with accommodation to have a Carbon Monoxide alarm fitted. This is following the tragic death of two people on the Broads in 2016 from Carbon Monoxide. The BSS and the Broads Authority will continue to raise awareness of the Carbon Monoxide hazard. Leaflets and a communications campaign has been developed jointly between Council for Gas Detection and Environmental Monitoring (CoGDEN) and BSS”.  
(Broads Authority 2019)



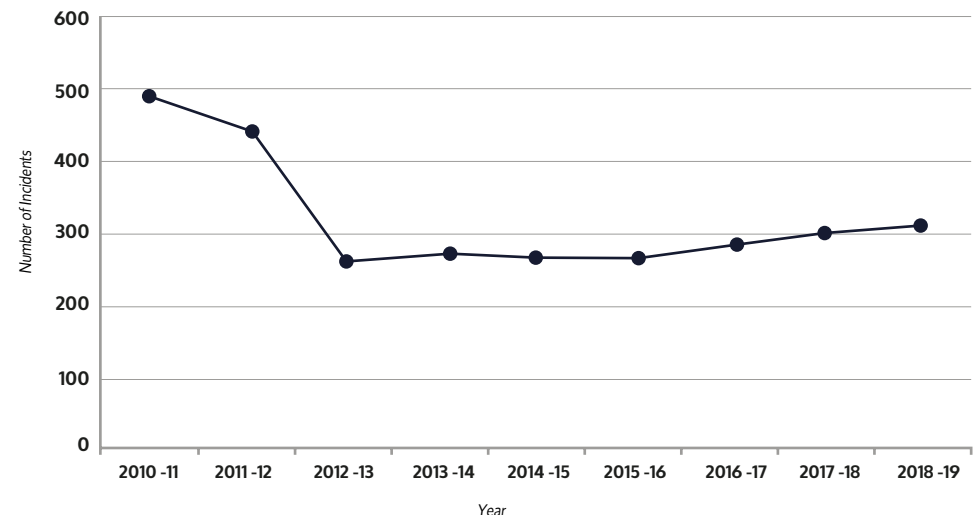
## Deliberate fires

Although deliberate fires have reduced since 2010/11 they have plateaued with a small increase in 2018/19 related to the heatwave. In 2018/19 there were 690 deliberate fires, with 64% of these being secondary (low value) fires.

Deliberate fires and arson can be devastating for communities and businesses and so we work closely with business owners and local authorities to reduce the risk of arson. Through our fire intelligence unit we liaise on a daily basis with Norfolk Constabulary to exchange data to assist in reducing the threat from arson.

In order to reduce the likelihood of children setting fires, we use interventions, such as our Firesetters Education Programme, to work with families and carers whose children show an unhealthy interest in fires.

*Deliberate Primary Fires  
1st April 2010 - 31st March 2019*

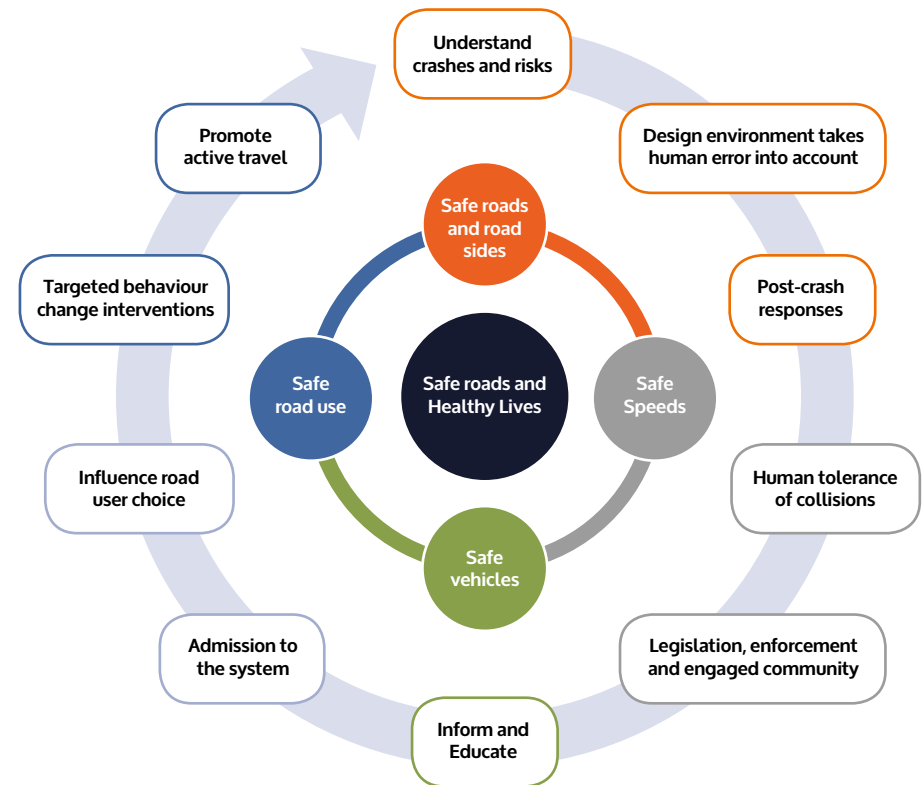
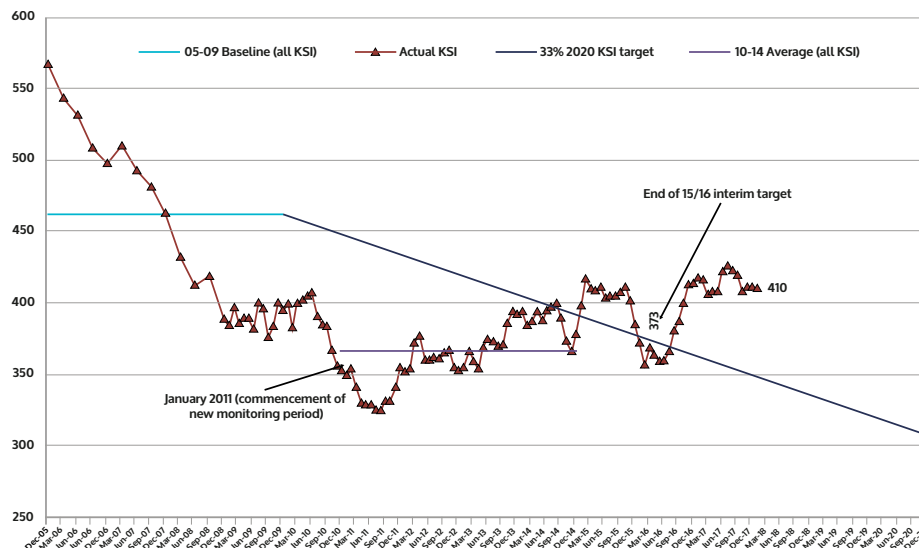


# Road traffic collisions

## Safe system approach

A review in 2018 led by elected members will result in a new “safe system” strategy approach that considers all the factors (road, vehicles, road use and speed) to prioritise initiatives focused on prevention and reducing risks.

Norfolk KSI casualties with 33% 2020 reduction figure



This will mean that all partners will be encouraged to shift attention away from a single focus to influencing wider road user behaviour.

# Protection

## Frequency and causes of fires occurring in non-domestic premises in Norfolk.

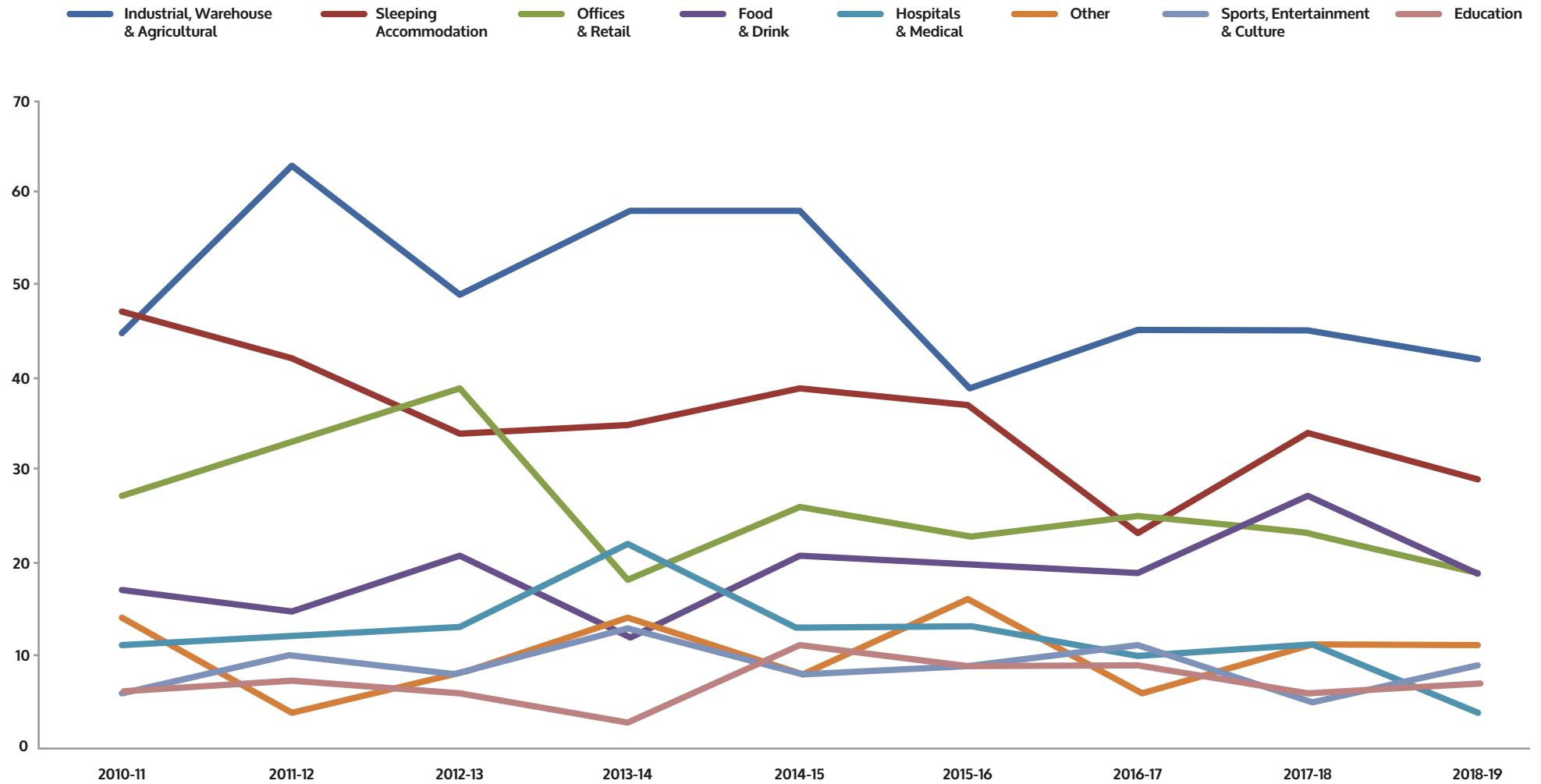
There is a downward trend in fires in all non-domestic premises, with the largest reduction seen in the number of fires in sleeping accommodation, which is the focus of our fire safety inspections. Industrial, warehouse and agriculture premises fires have also reduced, but they continue to constitute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

There have been three fire fatalities in non-domestic premises over the past nine years (all related to manufacturing and industrial processes) and three people suffered serious injuries from accidental fires.

The main cause of fire in non-domestic premises continues to be electrical fittings, appliances and cooking.

Main Property Type									
Financial Years	Industrial, Warehouses, Agricultural	Sleeping Accommodation	Offices & Retail	Food & Drink	Hospital and medical	Other	Sports, Entertainment & Culture	Education	Grand Total
2010 - 11	45	47	27	17	11	14	6	6	173
2011 - 12	63	42	33	15	12	4	10	7	186
2012 - 13	49	34	39	21	13	8	8	6	178
2013 - 14	58	35	18	12	22	14	13	3	175
2014 - 15	58	39	26	21	13	8	8	11	184
2015 - 16	39	37	23	20	13	16	9	9	166
2016 - 17	45	23	25	19	10	6	11	9	148
2017 - 18	45	34	23	27	11	11	5	6	162
2018 - 19	42	29	19	19	4	11	9	7	140
Total	444	320	320	233	109	92	79	64	1512

*Fires in Non-Domestic Premises by Property Type*  
*1st April 2010 - 31st March 2019*



## Our risk based inspection programme

Our resources are targeted at those premises which have the highest potential risk of death or injury, should a fire occur. There are two categories of risk for each premises; **generic** and **assessed**.

### Generic risk

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

Those premises where there is a generic risk of five or more deaths, should a fire occur, are classed as having a 'High generic risk'.

---

### Assessed risk

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

Norfolk Fire and Rescue Service risk based inspection programme focuses on premises with the highest societal risk, which is sleeping accommodation.

Other premises may be included on the inspection programme using professional judgement, considering:

- the strategic importance of a particular property or business
- the potential loss of heritage
- the potential for environmental damage and
- the need to assess likely fire-fighting operations

Borough, City and District Councils enforce fire safety in common areas of houses in multiple occupation and flats, except where the escape route goes through a commercial premises, in which case we are the lead authority.

Our risk based inspection programme is flexible in nature and can be adapted as risks emerge, for example, following the Grenfell Tower fire all residential high-risk buildings across the county were inspected.

Following an inspection, the risk of a premises is quantified based on national guidance\* and this provides an assessed risk with a re-inspection frequency.

\* CLG 2009.



Occupancy Type – Social life risk by ranked occupancy type	Premises in Norfolk (1)	Generic Risk	Assessed risk	Re-inspection frequency
Hospitals (and prisons)	51	<b>High generic risk</b>	<b>High</b>	Annual
Hostels	31		<b>Medium</b>	Every 3 years
Care homes	652			
Houses in Multiple Occupation (common areas)(2)	756		<b>Low</b>	Every 6 years
Houses converted to flats (common areas)(3)	107			
Purpose built Flats (common areas)(4)	470			
Hotels	929			
Shops	4670	<b>Medium to low generic risk</b>	<b>High</b>	Every 3 years
Other sleeping accommodation	687			
Schools	674			
Further Education	91		<b>Medium</b>	Sample audit
Public Buildings	350			
Other buildings open to the public	1024			
Licensed Premises	1857			
Factories/Warehouses	2436		<b>Low</b>	Sample audit
Other Workplaces	1266			
Offices	2959			

1 Premises in Norfolk relates to number of individual premises records held on NFRS database, one site may have a number buildings.

2 Houses in Multiple Occupation (common areas)\* Only HMOs that are part of a commercial premises are re-inspected

3 Houses converted to flats (common areas)\* Not part of the re-inspection programme but inspected based on complaints or intelligence

4 Purpose built Flats (common areas)\* Only high rise flats are part of the re-inspection programme

# How we join forces with our partners

In addition to pre-programmed inspections, we undertake intelligence led and reactive inspections. Examples include;

## **Joint working with Environmental Health Officers**

We share information and undertake joint inspections of houses of multiple occupation and flats where concerns have been identified.

## **Joint inspections with the Environment Agency**

We undertake joint inspections with the Environment Agency for licensed waste/recycling poor performing sites (PPS). This also acts as a control measure against the community risk register entry of fires involving scrap/recycling.



## **Joint action against modern day slavery**

Working with Norfolk Constabulary our inspectors visit premises that intelligence suggests may be involved in modern day slavery; our powers are used to ensure any premises are safe.

## **Post fire inspections.**

Our inspectors undertake a post fire audit of non-domestic premises that have experienced a fire to investigate whether there was a breach of the legislation.

## **International/national/regional learning:**

Working with the National Fire Chiefs Council our inspectors learn from serious fires experienced in other areas and undertake local based inspections based on this learning. Recent examples include inspecting all high rise towers in Norfolk following the Grenfell Tower fire and the inspections of escape rooms in Norfolk following an incident in Poland.

## How we match capability to risk

### Competency levels

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

It is important we match the competency of our people with the complexity of fire safety. For this reason, we have adopted the NFCC Competency Framework for Business Fire Safety Regulators. We use 3 levels of competency:

---

#### Fire Safety Inspector

A Fire Safety Inspector is an individual who has been developed in line with the recommendations of the framework and should have obtained a qualification equivalent to the Level 4 Diploma in Fire Safety. They can complete inspections of all regulated premises, including generic and assessed high risk sites, or those incorporating fire engineering principles. They can investigate and report on breaches of fire safety legislation for the commencement of legal prosecutions. They can report on submissions in liaison with building control bodies and advise on fire safety issues relating to the construction, demolition and/or refurbishment of regulated premises. They are qualified to take enforcement action for a breach of fire safety legislation.

#### Fire Safety Advisor

A Fire Safety Advisor is an individual who has been developed in line with the recommendations of the framework and should have obtained a qualification equivalent to the Level 3 Certificate in Fire Safety. They can offer advice and educate those responsible for fire safety in regulated premises. They are not qualified to take enforcement action for a breach of fire safety legislation and must do this in coordination with a Fire Safety Inspector.

#### Business engagement and compliance

Our operational crews undertake visits to medium and low generic risk sites to support businesses with arson audits, ensure escape routes are clear and to help them familiarise themselves with the site (known as a 72d) should a fire occur.

There is no national competency standard for this level of activity so we provide bespoke training.

# Our business engagement

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

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

Our risk based inspection programme is always based on the risk we believe premises pose to their occupants, but we wanted to ensure that as we developed our new risk based inspection programme for this IRMP it felt proportionate to businesses.

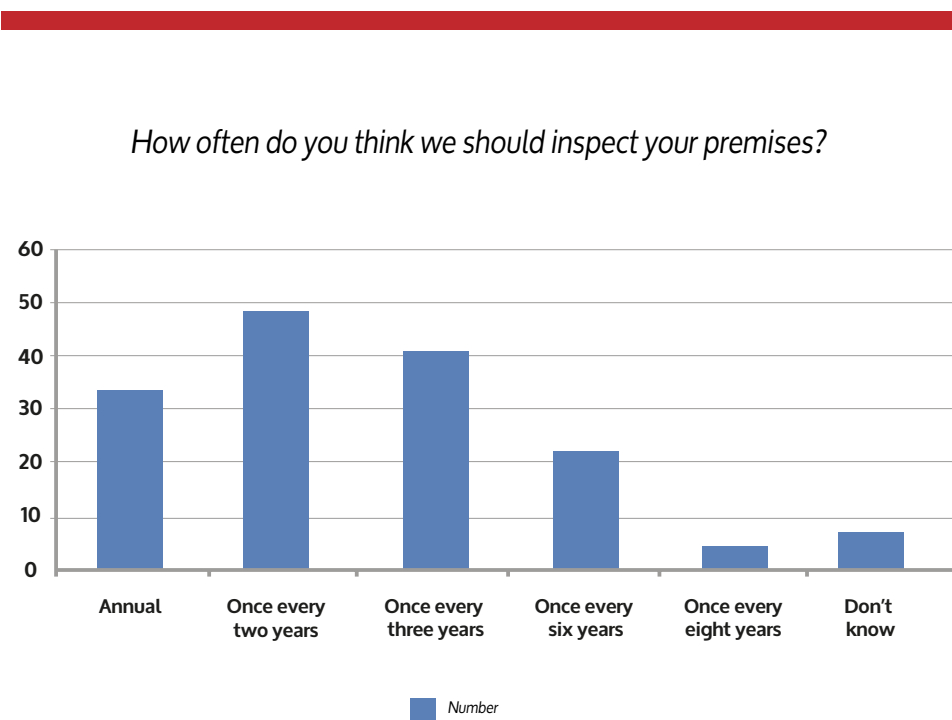
So we surveyed all of the persons in Norfolk who are responsible for our high generic risk premises with an assessed risk of high, medium, and low, asking them what they thought was a proportionate re-inspection frequency for their premises. We also took the opportunity to ask them how well our inspectors supported them in making sure their premises were safe from fire and what else we could do to support them

Ten per cent of organisations responded to our engagement and we have used this valuable feedback in setting our re-inspection frequencies on page 50 and developing our strategy.

Suggestions from respondents for how we can improve our support include;

- Regular email updates/newsletter on fire safety matters
- A help desk contact number/email for fire safety enquiries

We will consider how we can implement these suggestions.



# Response

## Operational response

Under the Fire and Rescue Services Act 2004, fire and rescue authorities (FRAs) have a range of statutory duties to prepare for:

- fighting fires and protecting people and property from fires
- rescuing people from road traffic collisions
- and dealing with other specific emergencies, such as a terrorist attack

In addition, all FRAs are able to do other things to respond to the particular needs of their communities and the risks they face, this is achieved by:

- Ensuring that fire and rescue authorities can do things that are not specifically set out in the Act but which will help them meet their statutory duties.
- Giving authorities powers to prepare properly for other risks to life and the environment.
- Allowing authorities, where they have capacity, to use staff and equipment for any other purpose they believe appropriate.

This framework of powers enables individual fire and rescue authorities to decide, in consultation with their communities, how and where to deploy their resources and improve their ability to respond to the range of risks set out in their IRMPs.

## Context of operational response:

All incidents involve:	The context of an incident may include:	Activities undertaken at an incident may include:
Operations	Industry utilities and fuels	Fires and firefighting
Incident command	Subsurface, height, structures and confined space	Performing rescues
Environmental protection	Transport	Hazardous materials
	Major incidents	Fires in buildings
		Wildfires
		Fires in buildings under construction/demolition
		Fires in waste sites
		Fires on board vessels
		Incidents involving animals
		Water rescue and flooding



## How we organise our emergency response

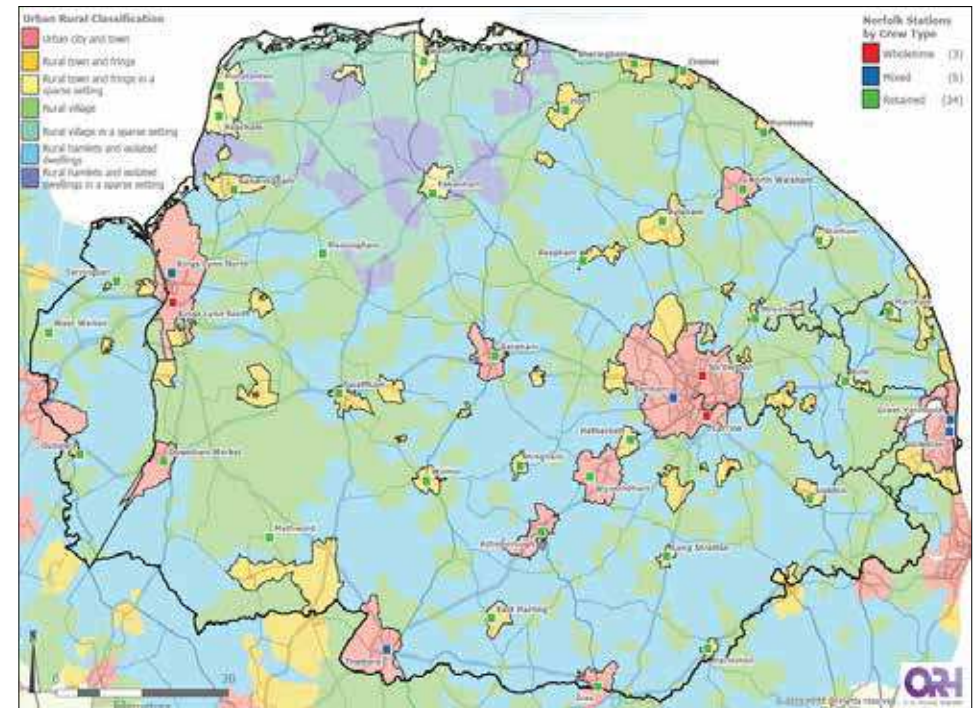
How we organise our emergency response capability and the location of our emergency response resources is the result of the analysis of six previous IRMPs.

Previous IRMPs have delivered new fire stations at North Earham, King's Lynn, moved a city centre fire station to Carrow as well as providing enhanced fire cover at Dereham and Gorleston.

### Fire Control

All emergency incidents start with an emergency call and our teams of fire control operators handle 999 calls, manage risk critical information and support our fire crews and commanders to resolve the incident.

Following the learning from national major incidents such as the 7/7 bombings in London, we have co-located with Norfolk Constabulary to further improve how we respond together and share information.



Urban / Rural areas.

### On Call

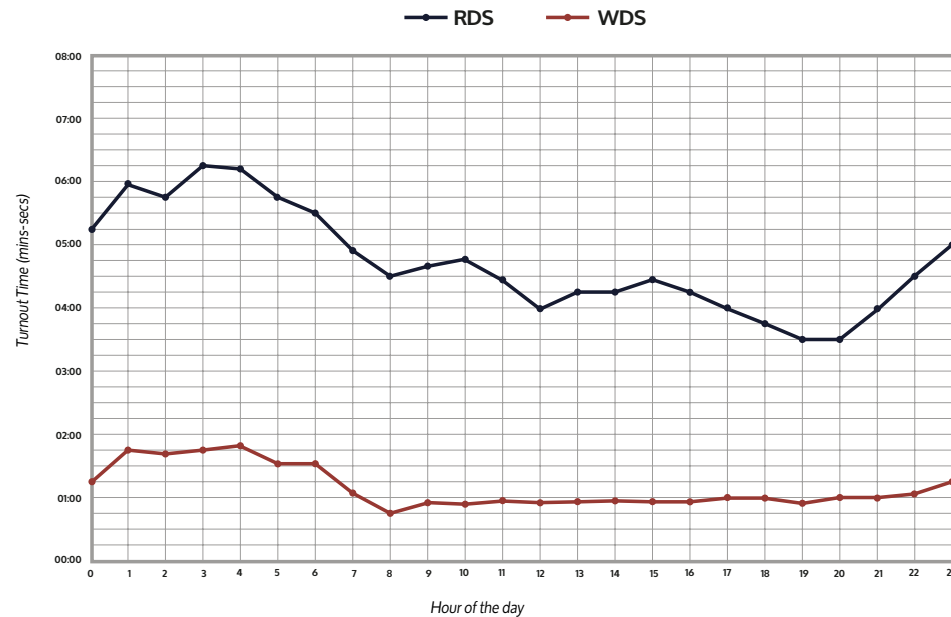
Our emergency fire cover in Norfolk is predominately on-call covering 39 teams and relies on the commitment of our people to provide cover.

This cover is not guaranteed due to a number of reasons, not least that employment is predominantly in the towns and urban areas, making it harder for us to recruit for daytime cover in the more rural areas.

### Wholetime Duty System

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

Average Turnout Time by Crew Type by Hour



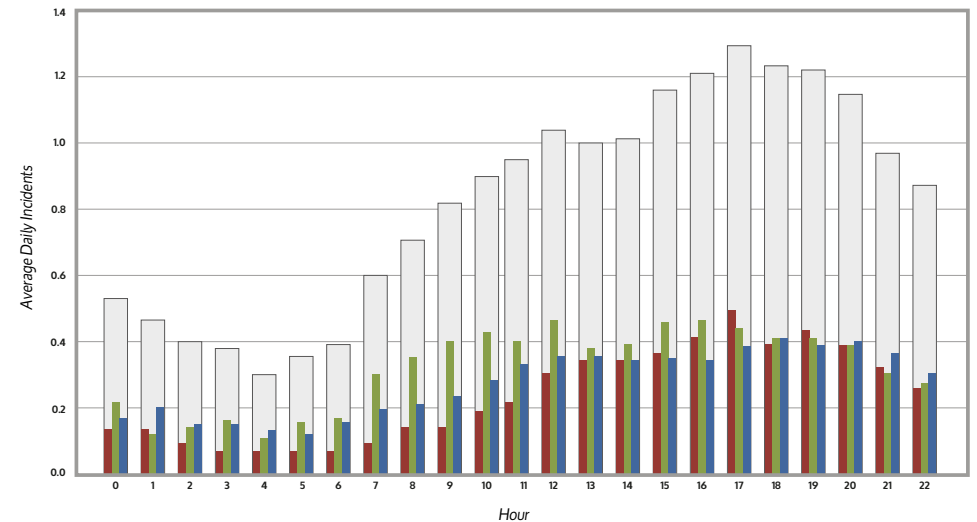
## Day Duty System

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

## Dereham USAR

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

Fire Special Service False Alarm Overall



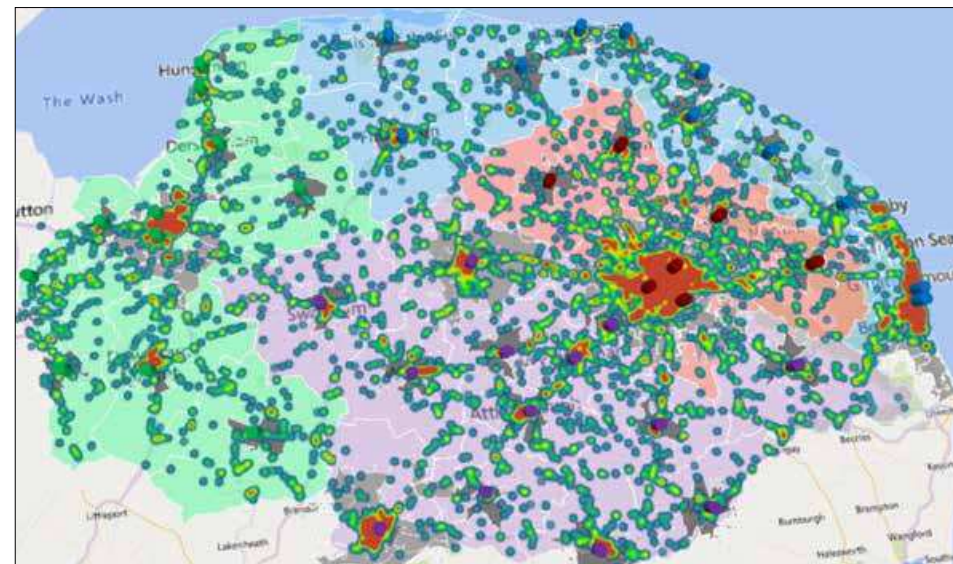
## Turnouts

Our team's turnout to incidents is quicker during the day when they are often already on the appliance or working close to the station if they are on-call, and slower at night when they are asleep.

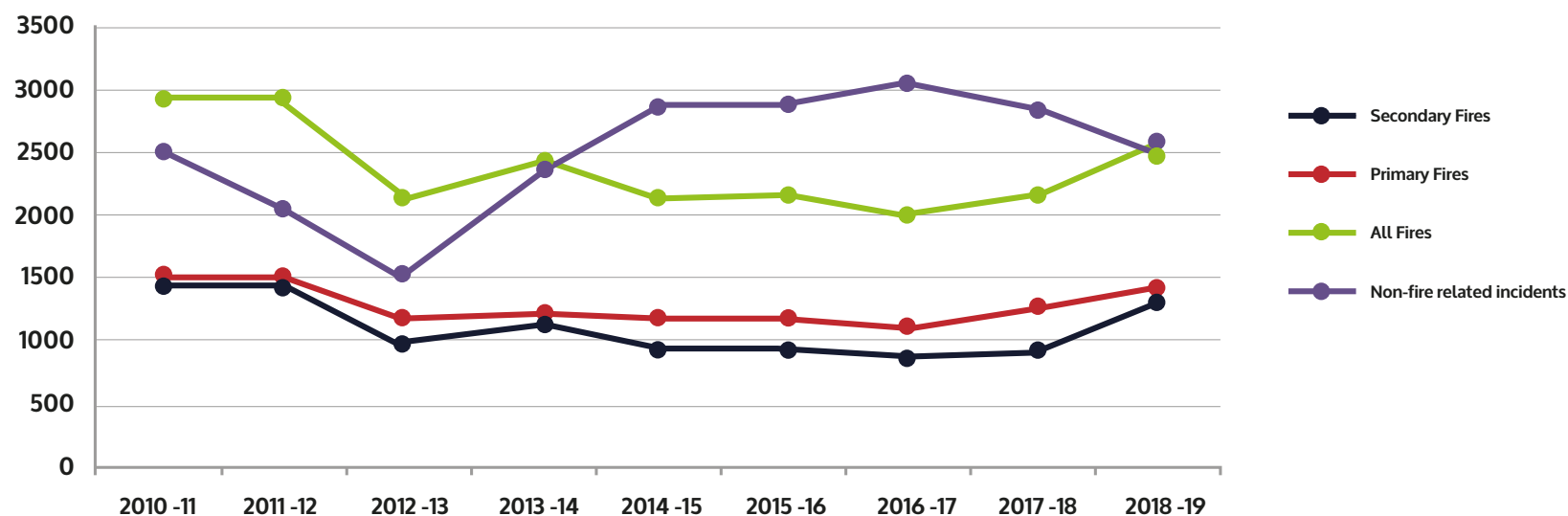
## When do incidents occur?

As would be expected, road traffic collisions predominately occur when people are traveling through the day. False alarms and fires peak in the evening when people are cooking.

# Our incident response profile



*Location of incidents in Norfolk  
2010/11 to 2019/20.*





# Understanding our response profile

## Primary fires

Primary fires are all those fires with a monetary value associated with them, such as buildings, cars, tractors and boats.

Secondary fires have no monetary value such as rubbish and waste ground.

There has been a small downward trend in all primary fires since 2010/11 with the exception of outdoor fires (woods and fields of crops) in 2018/19 which saw an increase linked to the heat wave. The rate of decline has plateaued.

This plateaued trend is replicated across the country.

In 2001/2, the rate of primary fire varied by fire and rescue services between 2.5 and 6.5 fires per 1,000 people.

By 2012/13, the rates in all fire and rescue services were between one and two fires per 1,000 people.

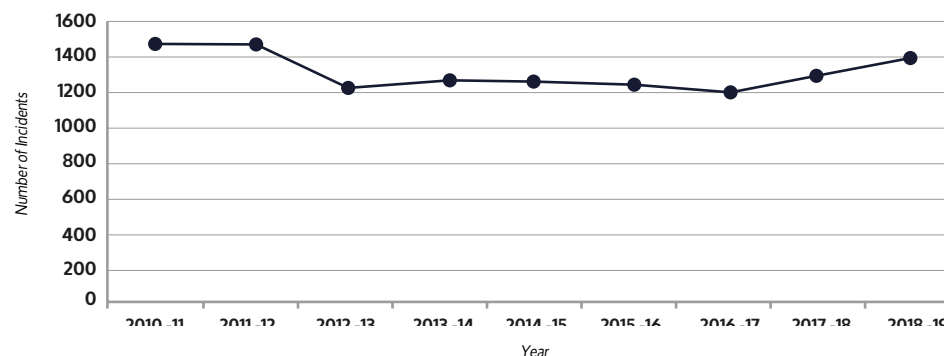
Over the last five years, the rates of fires for all fire and rescue services remained stable.

In Norfolk, 2018/19 saw a slight increase in primary fires due to the heat wave with an increase in primary from 1.4 to 1.5 fires per 1,000 people.

Source: ORH Ltd

Fires (including Assist other FRS)	2010 - 2011	2018 - 2019
Secondary fires	1,433	1,234
Primary fires	1,482	1,401
Total Fires	2,915	2,635

Primary (serious) fires  
1st April 2010 - 31st March 2019



## Wildfires

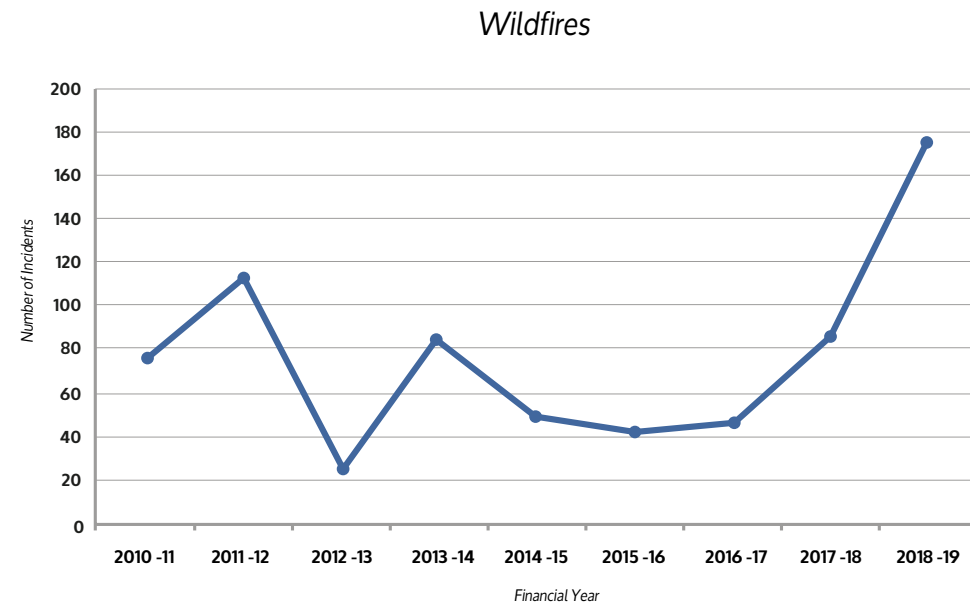
The number of wildfire incidents increased substantially in the summer of 2018 due to the heatwave.

We use the Fire Severity Index (FSI) to vary the number of appliances we send to wildfire risks, such as forestry and standing crops. By working with landowners such as the Forestry Commission through the East of England Fire Operations Group, we ensure our planning and response to wildfire is coordinated and we support them in promoting the dangers of fire to visitors of the forests.

Local work is also undertaken with private landowners to encourage the use of effective fire breaks and fire management in woodland.

We have plans to further develop our wildfire preparedness and capability in the coming year by working with partners through the new Eastern Wildfire Group, developing a National Tactical Wildfire Advisor to support our preparedness and response to wildfires in Norfolk and by learning from other regions and countries.

Although our new fleet now includes off road fire appliances and vehicles, our replacement plan will be shaped by our proposed refreshed concept of operations, which will include a review of our wildfire capabilities.

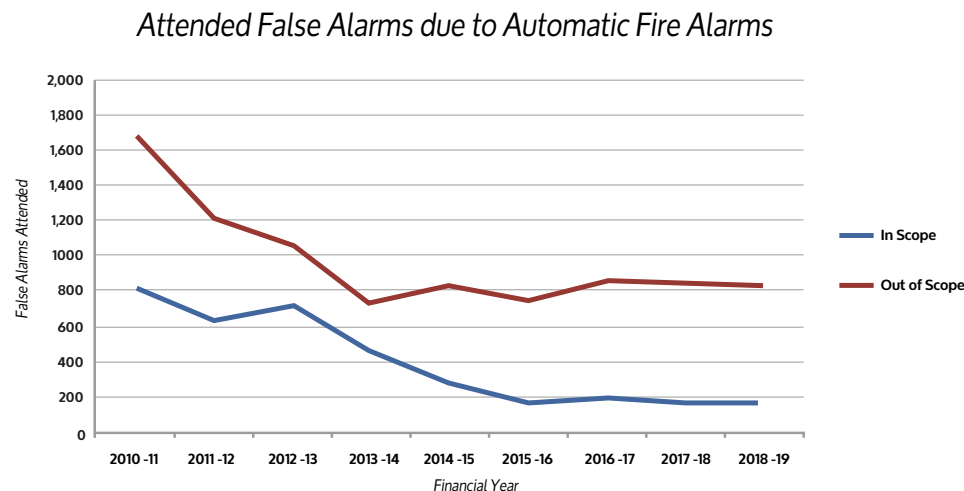


## False alarms from non- domestic premises automatic fire alarms

### Norfolk Fire and Rescue Service receive calls from receiving centres that monitor fire alarm systems.

In order to minimise the number of times a fire appliance is mobilised to false alarms, we request the occupant checks for signs of fire. We call this 'call challenge'.

Our response to false alarms is one of the lowest rates in the country, allowing our resources to be available for other incidents.



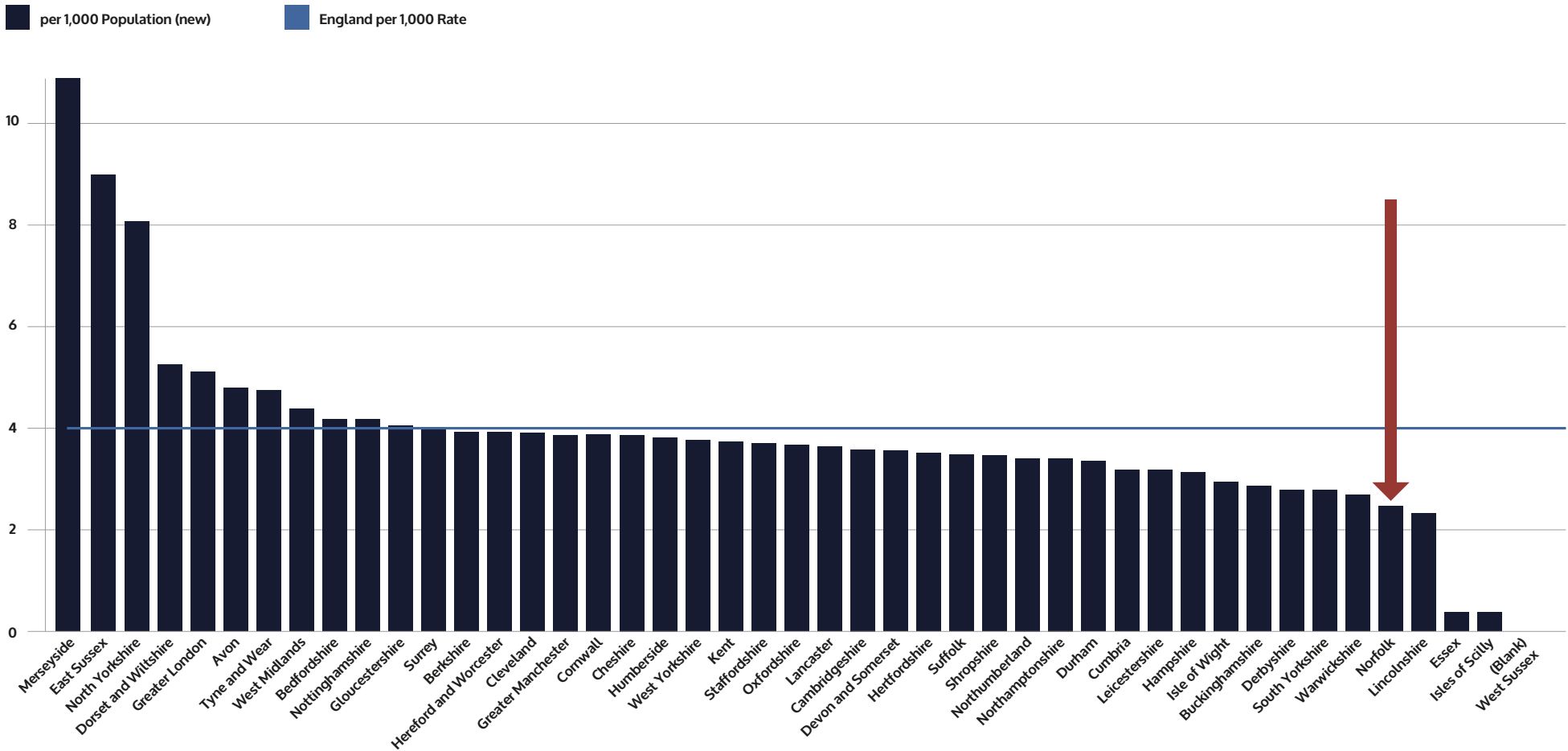
This call challenge applies only to those premises that do not have a generic high risk (we call these 'In scope') namely; industrial premises, commercial premises, offices, shops, licensed premises without sleeping accommodation, places of worship and public buildings.

We do not call challenge those premises that are classed as having a generic high risk, such as care homes, flats, hospitals and hotels. Schools are also out of scope for call challenge. Although we automatically send a fire appliance to these premises, our fire safety teams work with premises owners to reduce their incidents of false alarms.

By using call challenge and by working with premises owners, since 2010/11 we have reduced our attendance at false alarms for in scope premises by 79% and for out of scope premises by 36%. This rate of reduction has now plateaued and we are currently reviewing our policy to identify further opportunities to reduce our attendance at false alarms.

All False Alarms (including assisting other FRS)	2010 - 2011	2018 - 2019
AFA's	2,600	1,270
False Alarms Good Intent	988	1,211
Hoax Calls	96	62
<b>Total False Alarms</b>	<b>3,684</b>	<b>2,543</b>

Automatic fire alarms calls per 1,000 population

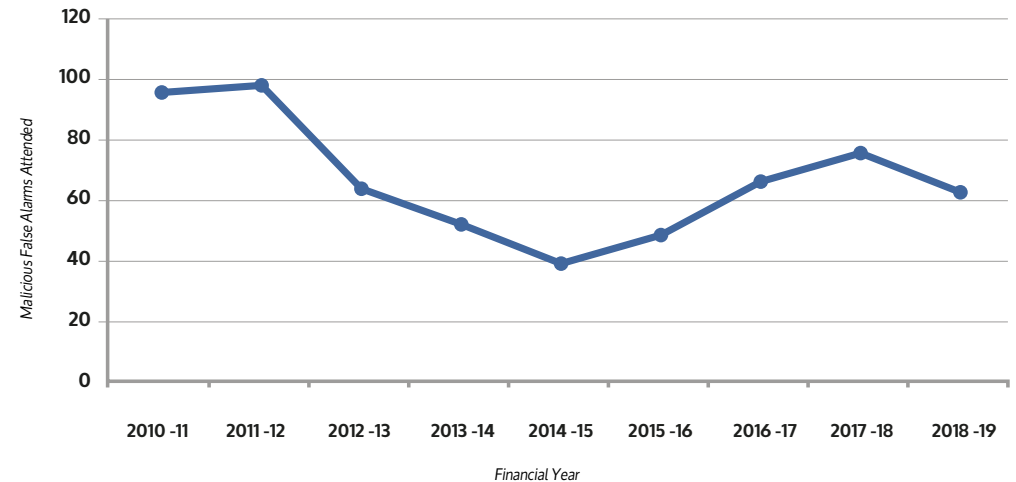


## False alarms from malicious 999 calls

Occasionally we receive false alarms that are malicious. We will often attend to ensure it is a false alarm and this ties up resources that are needed elsewhere. By working closely with other agencies, we identify persistent offenders which helps to reduce the number of these calls we receive.

We have seen a reduction of **35%** since 2010/11 of incidents we attended that turned out to be a malicious call helping to ensure we are available for real emergencies.

*False Alarm Malicious Intent Attended*

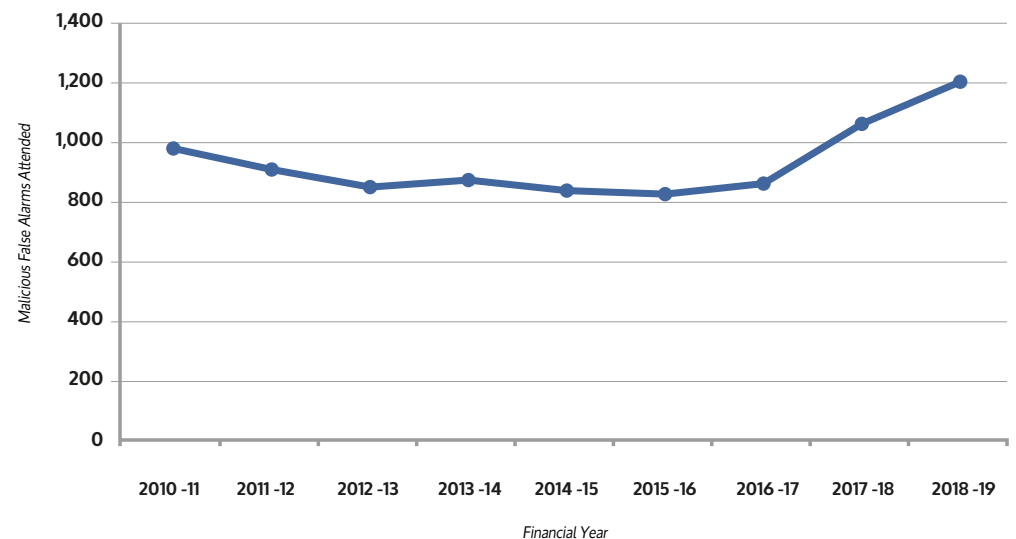


## Reports of fires that were false alarms but were well intended

We often receive 999 calls from members of the public who see smoke or hear a domestic smoke detector sounding in a neighbouring house. We will always mobilise a resource to these types of incident, but it often turns out that the smoke is from controlled bonfires or from another ongoing incident. These incidents are classified as 'false alarm good intent'.

In 2017/18 – 2018/19 we saw an increase in false alarm good intent calls, possibly caused by increased vigilance during the heat wave and wildfire season.

*False Alarm Good Intent Attended*



# Special Services

The biggest change over the past nine years in our incident response profile is an increase in special services. These are all non-fire related incidents and generally relate to rescues of people and animals, hazardous materials and flooding.

Non-Fire Incidents (including Assist other FRS) (Special services)	2010 - 2011	2018 - 2019
RTCs	1,671	724
Other non-fire incidents	853	1,785
Total Non Fire Incidents	2,524	2,509

## Road traffic collisions

In 2015/16 the East of England Ambulance Service introduced a new mobilising system. This change allowed us to improve how we mobilise our crews to road traffic collisions (RTCs), ensuring we only attend when it is suspected that someone was either physically or medically trapped in the wreckage. This has seen a reduction in the number of RTCs we attend.

## Forced entry for medical emergencies

A trial has been running since the 11th of March 2016 which sees our fire crews using their existing powers of entry into private dwellings to allow access for paramedics to deliver medical care. This is a function that has traditionally been undertaken by Norfolk Constabulary.

The trial is being formally evaluated and the next stage is looking to see how we can mobilise the nearest resource, be it fire or police.

## Emergency medical care – corresponding

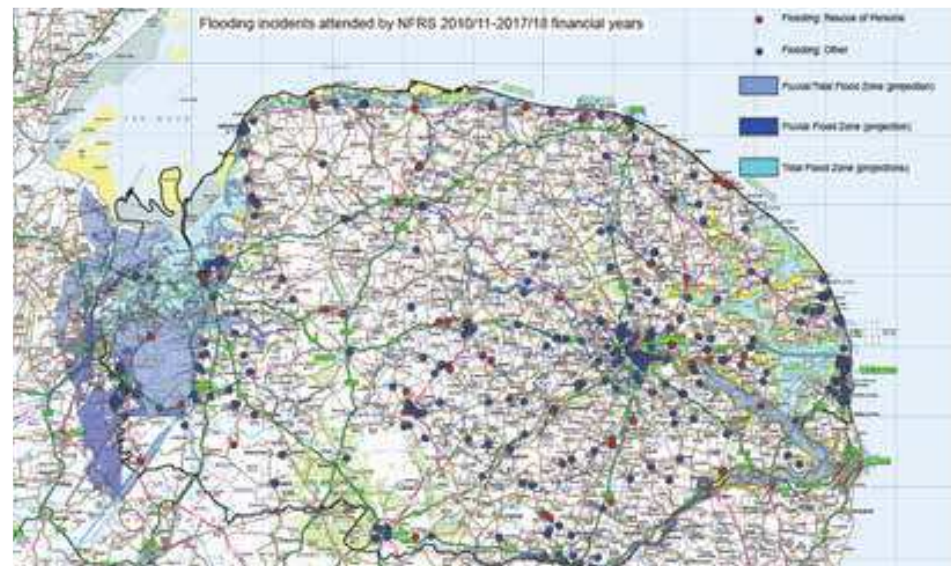
We participated in a national trial in 2016 with fire crews co-responding with paramedics to people suffering cardiac arrests. Twenty two fire crews participated in the pilot (the largest number in the region) from stations at Sprowston, Earlham, Carrow, Kings Lynn, Thetford, North Walsham and Sheringham.

Outcomes of the pilot were extremely encouraging with examples of crews delivering medical care with paramedics that have achieved cardio pulmonary resuscitation, improving the chances of survival for the patient.

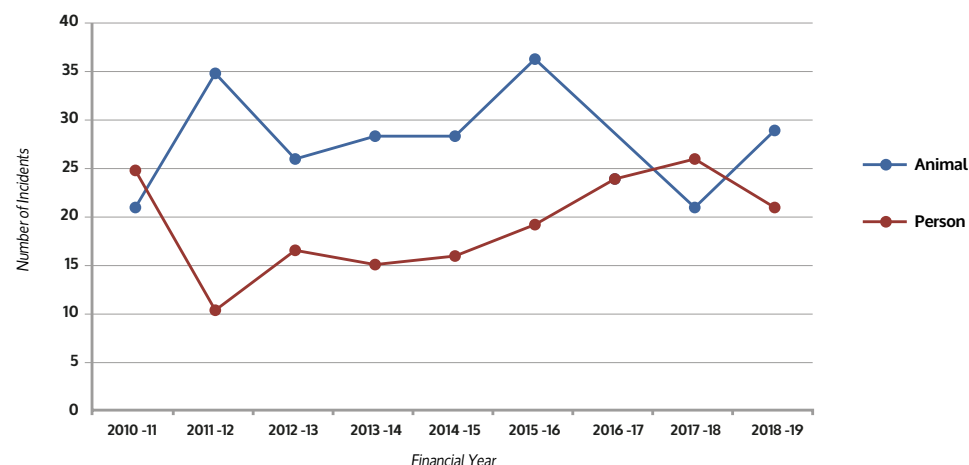
## Flooding and Water Rescue

Norfolk Fire and Rescue Service has a statutory power (under the Fire and Rescue Services Act 2004) but not a duty to respond to flooding.

As a category 1 responder we work through the Norfolk Resilience Forum to develop multi-agency flood response plans. We have a responsibility for undertaking rescues with other agencies and voluntary responders, protecting property and critical infrastructure through water removal and assisting in the command, control and coordination of an event.



*Water Rescues of People and Animals Excluding Flooding  
1st April 2010 to 31st March 2019*



We currently have 4 'team type B' specialist teams that were previously funded through grants from DEFRA, these teams are based at King's Lynn, Dereham, Carrow and Thetford. There are also 12 locally funded teams, aligned to the 'team type D'.

All of our fire crews are sent to someone who falls in the water to undertake a bankside rescue. Firefighters in type D teams are trained to undertake wading rescues and use inflatable rafts and our type B teams undertake swim rescues and have rigid inflatable boats.

In preparedness for coastal tidal surges, type B teams, accompanied by type D teams, are pre-deployed to forward command posts in Great Yarmouth, King's Lynn and North Norfolk.

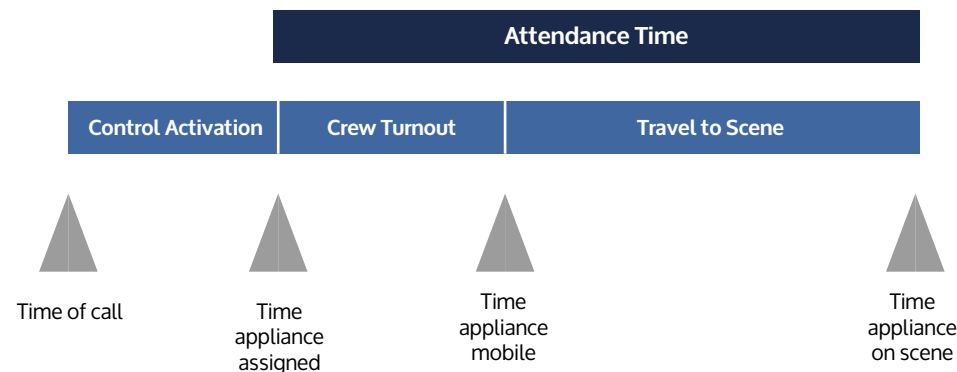


## How we measure our performance

We receive emergency calls through a variety of means; from direct telephone calls from members of the public, to automatic calls from a business fire alarm system or calls for assistance from other emergency services or agencies.

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

- The time of call to the time a fire appliance is assigned to an incident is dealt with by our control room staff.



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

Our current attendance time is measured from the time a station is alerted to the time the fire appliance arrives at the scene.

The Home Office and HMICFRS measure fire and rescue services performance from the time the 999 call is answered to the time the first fire appliance is on scene.

# How are we performing against our response standards?

Currently each fire and rescue service sets their own emergency response standard, our current standard was agreed through the 2014/15 IRMP.

Emergency Response Standard			Performance					
On-scene target	For first appliance	For second appliance	2015/2016		2017/18		2018/19	
			1st Appliance	2nd Appliance	1st Appliance	2nd Appliance	1st Appliance	2nd Appliance
Fires where life may be at risk	80% within 10 minutes	80% within 15 minutes	71.90%	75.30%	72.80%	79.70%	71.00%	71.00%
Other emergencies where life may be at risk	80% within 13 minutes	No target	87.00%	n/a	87.50%	n/a	84.70%	n/a
Other fires	80% within 13 minutes	No target	80.80%	n/a	81.40%	n/a	80.40%	n/a
Non-emergency incidents	80% within 45 minutes	No target	99.00%	n/a	99.7%	n/a	99.2%	n/a

The reasons why some of our emergency response standards are challenging to meet are detailed in the following pages.

## Reducing AFAs reduces our response performance

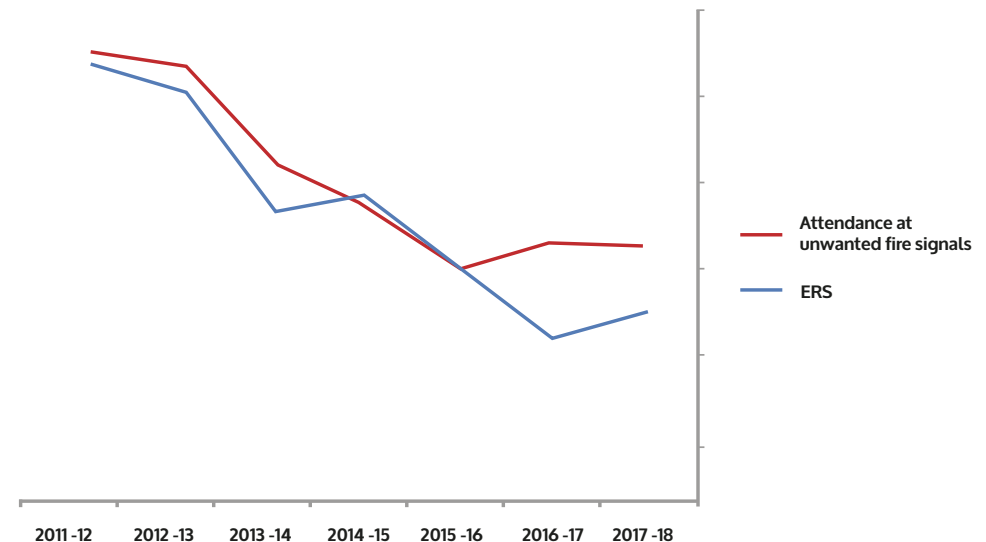
In our 2011/14 IRMP, we developed a new community fire protection strategy that included targeted engagement with commercial premises and the introduction of call challenge to reduce their level of false alarms. Since 2011/12 this engagement has led to a reduction in attendances at unwanted fire alarms from commercial premises.

Attendances at automatic fire alarms contributes to our performance against our emergency response standards (ERS). There is a correlation between reducing the number of unwanted fire signals we attend and the reduction in our performance against our ERS.

As the majority of unwanted fire alarms occur in our urban towns and city we comfortably arrive within our ERS which has a positive impact on our performance against our ERS.

The impact of our call challenge strategy on our emergency response standards (ERS) was modelled before its introduction; this modelling predicted a decrease in performance against our ERS.

We have prioritised doing the right thing, even where this may have had a negative effect on our performance.



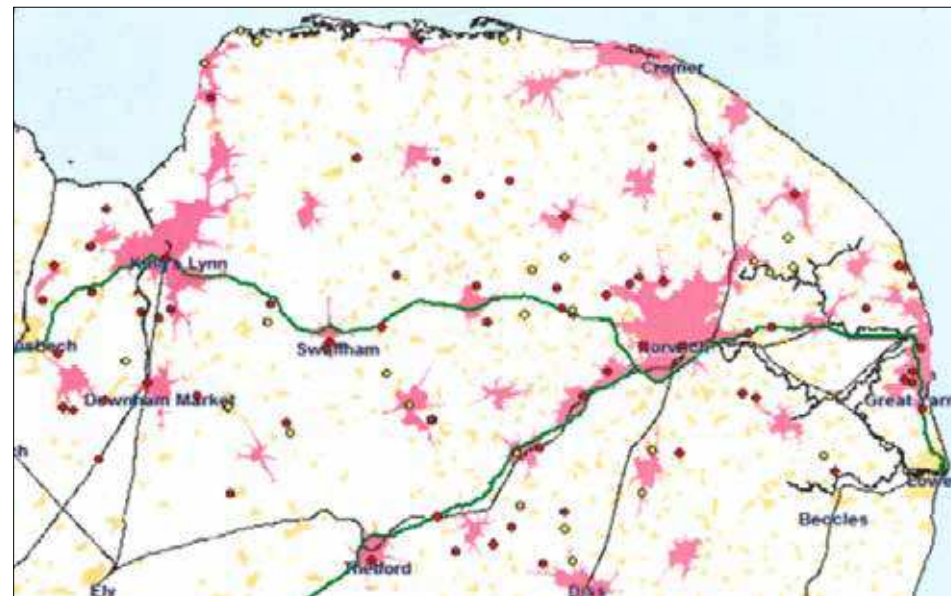
Further reducing our attendance at unwanted fires signals would see a further drop in our performance against our ERS of between **3 and 4%**.

## The challenges of availability

Availability of some of our on-call fire appliances continues to be very challenging, but it is a key priority of our annual service delivery plan and is the daily focus for our managers.

When our fire crews are already committed to an incident, our control room and duty managers back fill them with another appliance on 'stand-by'. This is done on a risk based approach, aimed at maximising fire cover with the resources available. Very occasionally, in exceptionally busy periods, such as the summer fires we experienced in 2018, it can be challenging to meet demand (we call this spate conditions) which in turn leads to longer response times as appliances have to travel further.

Neighbouring stations will attend an incident when the local appliance is not available, sometimes meaning our emergency response standard is not met.



*Geographic area that can be covered in 10 minutes from fire stations.*

## The challenges of geography

Our fire stations are located across the county to maximise fire cover, but the image above shows the limited geographical coverage each fire station can cover within 10 minutes.

This 10 minutes includes the time it takes for our crews to mobilise when a station is alerted. For our wholtime crews mobilisation is within 60 seconds on average, for our on-call firefighters this is between four and five minutes.

# How we match our operational capability to the community risk

## Fires and pumping

### Relevant community risk register entries (please page 20)

**Moderate:** Fires involving scrap/recycling; Surface water flooding; Fire or explosion at a gas LPG or LNG terminal or flammable gas storage;

**Low:** Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressurised storage tanks; Aviation accident; severe wildfires; Fire or explosion at gas pipeline following ignition of flammable gas under high pressure

All of our front line fire crews are trained to extinguish domestic, commercial and industrial fires. Training focuses on how to extinguish fires utilising breathing apparatus as respiratory protective equipment. Specialist capabilities such as cold cutting is requested as and when required from Cambridgeshire and Suffolk Fire and Rescue Service.

Sufficient firefighting foam (compressed air foam system CAFS, low expansion and high expansion) is available for extinguishing liquid fuel fires and deep seated fires.

We will train crews in King's Lynn and Great Yarmouth and the surrounding fire stations to extinguish fires on vessels in port.

Our tactical commanders at King's Lynn and Great Yarmouth receive additional training in commanding incidents on vessels.

We train all of our tactical and advanced tactical commanders on wildfires and provide an off road capability to provide access, equipment transportation and extinguishing media.

We will provide access to call off arrangements for heavy plant machinery to assist in us in extinguishing waste fires.

We supplement pumping appliances with water carriers and a high volume pump hosted and deployed on behalf of the National Resilience lead authority.

---

## Appliance provision for fires and pumping:

**General purpose type B fire appliances:** response to fires and pumping, breathing apparatus, ladders, quick strike foam provision.

### **Rural fire appliances:**

Response to fires and pumping, breathing apparatus, ladders, off road 4x4 capability, with CAFS.

**Water Carriers:** Bulk distribution of water and foam

**Off road vehicles:** Wildfire, water mist system

## How we match our operational capability to community risk – Rescues

---

### Relevant community risk register entries

**Very high:** Flooding – Coastal; Cold and snow

**Moderate:** Fires involving scrap/recycling; surface water flooding; Storms and gales; railway accident.

**Low:** Incident leading to evacuation of vessel on inland waterways; Aviation accident.

All of our fire crews are trained to perform rescues from height through the use of ladders. Aerial ladder platforms provide a safe working platform for rescues up to 32m. For heights higher than 32m or for inaccessible rescues, a rope rescue team is provided through Urban Search and Rescue (USAR) teams.

All of our fire crews are trained to undertake confined space rescues, with winch capabilities provided on our heavy rescue appliances and with a USAR specialist capability.

All of our fire crews are trained to rescue people from road traffic collisions and transport incidents.

All fire appliances are provided with hydraulic rescue equipment, supplemented by four heavy rescue appliances carrying enhanced equipment and with USAR providing a specialist capability.

USAR provides rescues from collapsed structures.

Our fire crews are trained and equipped to deliver intermediate medical care with clinical governance aligned with the East of England Ambulance Service.

All of our fire crews are trained to undertake bankside rescues of casualties in water, supplemented by water first responder type D teams to undertake wading and raft based rescues and team type B teams to undertake swift water rescues, via surface rescue boats and by swimming.

We respond to flooding incidents to protect property at risk of flooding and remove flood water from buildings and infrastructure. Rescues from fallen trees is provided by our USAR chainsaw operatives.

All of our fire crews are trained to safely work with trapped large animals; with dedicated animal rescue teams to undertake the rescues.



# Appliance provision for rescues:

**General purpose type B fire appliances:** hydraulic rescue equipment, ladders, safe working near water equipment and throw bags, safe working at height.

**Rural fire appliances;** off road capabilities, hydraulic rescue equipment, ladders, winches, water rescue equipment, safe working at height.

**Heavy Rescue Pumps:** enhanced hydraulic rescue and cutting equipment, ladders, winches, confined space rescue.

**Technical Rescue Unit:** Specialist water and animal rescue, working at height.

**Aerial Ladder Platform:** Rescue from height.

**Urban Search and Rescue:** Rescues from building collapse, sub surface, height and stabilisation of dangerous structures, rope rescue, specialist cutting equipment including chain saws.

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

---





## How we match our operational capability to community risk

### Hazardous materials

#### Relevant community risk register entries

**Moderate:** Road or tanker accident containing dangerous goods; very large toxic release;

**Low:** Fire or explosion at a range of industrial sites including fuel distribution sites or sites storing flammable and/or toxic liquids in atmospheric pressurised storage tanks; Radiation exposure from stolen goods;

We provide hazardous environmental material protection advisers (HEMPAs) to provide advice to commanders on mitigating the effects of an accidental release of a hazardous material and the protection of the environment. HEMPA's are also trained to provide an Initial Assessment Team (IAT) to test substances in the field to identify hazards and to quantify the risk.

We work in partnership with the Environment Agency to transport and deploy large quantities of protective equipment to mitigate the effect of hazardous materials on the environment.

All of our fire crews are trained to use gas tight suits and undertake decontamination.

---

We deploy a mass decontamination capability on behalf of the National Resilience lead authority. All fire crews are trained and equipped to attend a chemical or biological attack as the initial operation response (IOR).

All of our fire crews are trained to attend incidents involving radiological or nuclear materials supported by monitoring and testing equipment.

#### **Appliance provision:**

General purpose type B fire appliances: Gas tight suits, level 1 environmental protection; dosimeters.

Rural fire appliances; Gas tight suits, level 1 environmental protection; dosimeters.

Heavy Rescue Pumps: Gas tight suits, level 1 environmental protection; dosimeters; survey meters.

Environmental Protection Units; Gas tight suits; full decontamination; covering drums; decanting; environmental protection.

Mass decontamination unit: equipment to decontaminate large number of people.

# Terrorism

All of our fire crews will attend the aftermath of a terrorist attack to provide intermediate emergency medical care, to decontaminate the public and first responders, to rescue trapped casualties, to make structures safe and to extinguish fires.

---

We also provide National Incident Liaison Officers to assist Incident Commanders in deploying capabilities during a terrorist attack. Additionally, we provide a Marauding Terrorist Attack Specialist Response Team (SRT) that will be deployed during a terrorist attack to extinguish fires and treat and extricate casualties alongside the ambulance service and the police.

This function is deployed on behalf of the National Resilience lead authority.

# Strategies

## Our Community Safety Strategy (prevention and protection) 2020-23

### How we will reduce the volume, impact and harm from emergency incidents

- We will join forces with our partners in Norfolk Constabulary and local authorities to work together and drive a reduction in arson
- We will improve community engagement following any serious incident or volume of repeat incident types. Activities include working with partners and communities to undertake arson reduction, undertake Home Fire Risk Checks and communications campaigns
- We will use local and national operational learning to ensure our preventative work is effectively targeting those most at risk and identify emerging risk
- We will evaluate all community safety activity to understand how to make it more effective and identify its impact.
- We will continue to integrate the delivery of community safety activities in the role of our firefighters
- We will strengthen our provision of prevention services in rural areas.

### How we will help those most at risk through early help

- Exchange timely risk information through co-location partnership arrangements and referrals
- Look to develop a common community risk profile assessment methodology with our partners
- Develop and contribute to cross-organisations teams to support key initiatives and programmes
- Improve engagement and collaboration with families and communities to help identify vulnerability and develop community resilience
- Support the strategic Safeguarding Board, sharing information across our partners, with a multi-agency pathway to ensure that risk is identified and lessons are learnt
- The proactive use of all media channels to promote and provide guidance to help individuals, families and communities stay safe.

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

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



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

- Engage with businesses to continue to drive down the number of false alarms from automatic fire alarms
- Work with partners to improve our engagement and support for businesses and organisations to minimise their risk from fire
- Deliver our risk based inspection programme
- Work with partners to deliver a joined up inspection programme that reduces duplication and helps prioritise inspection activity
- Take a proportionate approach to enforcing the fire safety requirements of the regulatory reform (Fire Safety Order) 2005
- Support businesses and organisations in complying with the legislation and taking consistent and focused enforcement action, including prosecutions, for serious contraventions
- Through our risk based inspection programme and regional working, we will support the protection of heritage from fire.

## Our Operational Response Strategy 2020-23

The aim of our operational response strategy is to ensure that, should an incident occur, we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability. Our response strategy comprises a number of key elements from the National operational concept of operation through to our local doctrine, as described below.

### Our Fire Control

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

### Our Incident Commanders

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

## The Fire and Rescue Service National Coordination Centre (FRSNCC)

**The FRSNCC facilitates the deployment of national resilience assets (see below) to major incidents around the country. We will both provide and request assistance through the FRSNCC as required.**

### Our Response Levels

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

**Local** response capability is an all hazards response and is designed to deal with the initial stages of any incident. This capability is delivered by both our on-call and wholetime firefighters operating from a number of fire stations around the county. All of our firefighters are trained to operate at this level in order to support this capability.

**Specialist** response is a specialist capability. We will maintain a number of special appliances including our Aerial Ladder Platforms, Technical Rescue Units, Environmental Protection Units and a Command Support Unit. Specialist teams are formed from within our existing staff who receive additional skills training as appropriate.

**National response.** The FRS has a vital role to play in providing a national resilience capability against risks such as chemical, biological, radiological or nuclear incidents, terrorist attacks or other major emergencies. Within Norfolk we will provide on behalf of the national lead authority, Urban Search and Rescue (USAR), team typed flood response, specialist teams to respond to marauding terrorist attacks, mass decontamination and high volume pumping.

### **Our Weight of Attack**

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

### **Scale and Concurrency**

Historical analysis of incident types provides an indication of the scale and concurrency of incidents we attend. Based on this information we have assessed that, at any one time, we should plan to be able to respond to two large scale incidents (five plus fire appliances) plus numerous other small incidents (one - three fire appliances). In the event of spate conditions exceeding 48 hours duration or the declaration of a major incident or emergency we would consider requesting over the border, regional or national assistance.



### **Operational Risk Information**

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

### **Our Operational Assurance**

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

### **Our Operational Doctrine**

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

# Proposals

Proposed areas of development and change

## Proposal 1.

Strengthen our community fire protection services

As part of our draft plan we have updated our understanding of the fire safety risks in our communities and revised our fire safety inspection programme. Since the Grenfell Tower tragedy, there has also been national work looking at fire safety.

Because of these changes we are proposing to put more resources into fire protection to increase the amount of support we provide to businesses to help them ensure their buildings are safe and for us to inspect more buildings.

We are currently looking at what resources we can reinvest from our existing budget into this vital work. However, we think that we are likely to need additional funding to support us with this.



## Proposal 2.

Develop a new concept of operations

We always aim to respond in the best way we can and how we respond to emergencies is called our 'concept of operations'. We have developed our concept of operations over time by reviewing how effective we have been.

Things have moved on since our last IRMP and changes in technology, vehicles, equipment and systems of work mean that there are now potentially better ways of doing things. We want to look at what new technology and approaches are available and think about how we can respond better and deal with risks in our communities in the best way.

We are therefore proposing to review our concept of operations to make sure we take full advantage of these new developments to keep firefighters and communities safe. We are also proposing to speak to other fire and rescue services to explore how they deal with incidents and whether we would benefit from making changes.

*Paris Firefighters deploying their firefighting robot (Shark Robotics).*



## Proposal 3.

### Explore the potential to undertake co-responding

At the moment, our firefighters give medical care at incidents. However, we do not send them specifically to respond to medical emergencies.

Currently ambulances respond to medical incidents such as cardiac arrests, but we believe that if we were nearer to the scene than an ambulance and were able to respond, patients could be treated more quickly and we could help to save lives.

We are therefore proposing to explore the potential for responding to medical incidents such as cardiac arrests in conjunction with the ambulance service. This would involve discussing co-responding with our staff and partners and examining the potential for extra funding to pay for this additional service

## Proposal 4.

### Maintain our specialist water rescue capability

The risk of flooding in Norfolk is very high and we currently have specialist water rescue teams, which can help rescue people in lakes, rivers and during floods.

These teams were originally funded by Central Government but that is no longer the case.

We believe these teams are still essential and we are proposing to fund this service through council tax which comes through Norfolk County Council.

---

# Proposal 5.

## Change the way we measure performance against our emergency response standards

The time it takes it takes for our fire appliances to reach a scene is known as an emergency response standard.

Across the country, fire and rescue services measure this in different ways. However, our inspectorate has recommended developing a common national approach and hopes these new national standards will be ready by the end of 2020.

We are proposing to adopt the new national standards once they are announced, which will mean bringing our approach to measuring performance in line with other fire and rescue services.





# Appendix 1.

## Constructing the IRMP – Methodology

In order to undertake analysis on demand, risk and site optimisation ORH Ltd were employed.



The 2020-23 IRMP uses a comprehensive data set including nine years of Norfolk Fire and Rescue Service incident data.

Sources of other data sets and information used include:

- Norfolk's Joint Strategic Needs Assessment
- Adult Social Services, Norfolk County Council
- Public Health England
- The Valuation Office Agency
- Norfolk Infrastructure Delivery Plan 2018-28
- Area Action Plans
- The Home Office
- The Broads Authority
- data.police.uk
- The Environment Agency
- The Health and Safety Executive
- Norfolk Fire and Rescue Service incident data
- Office of National Statistics
- Ministry of Housing, Communities and Local Government
- Previous IRMPs

This IRMP has been developed in accordance with national guidance <https://www.gov.uk/government/collections/integrated-risk-management-planning-guidance>.

# Appendix 2.

## Additional relevant legislation

### **Fire and Rescue Services (Emergencies) (England) Order 2007**

Makes it mandatory for FRS to: make provision for decontaminating people following the release of chemical, biological, radiological or nuclear (CBRN) substances; make provision for freeing people from collapsed structures and non-road transport wreckages; use, on request, specialist CBRN or Urban Search and Rescue resources outside their own areas.

### **Regulatory Reform (Fire Safety) Order 2005**

Applies to all non-domestic premises in England and Wales and requires all responsible persons in those premises to carry out a fire risk assessment and implement and maintain a fire management plan. FRSs are responsible for the enforcement of this legislation.

### **Health and Safety at Work etc. Act 1974**

Places a duty on all employers to ensure, so far as it is reasonable practicable, the health, safety and welfare at work of all employees.

**European Working Time Directive Implemented through the Working Time Regulations (1998)** it provides direction on organisation of working time.

### **Localism Act 2011**

Enables a general power of competence for Best Value Authorities

### **The Equality Act 2010**

Brought together the laws on equality into one piece of legislation with the aim of simplifying their application. The purpose of the Act is to provide protection against discrimination and promote equality of opportunity for individuals and groups with protected characteristics.

### **References**

- Broads Authority (2019) Annual health and safety report and the annual review of marine incidents. [https://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0020/1571501/Health-and-Safety-ba170519.pdf](https://www.broads-authority.gov.uk/_data/assets/pdf_file/0020/1571501/Health-and-Safety-ba170519.pdf)
- CFOA (2014) Climate Change Adaptation <http://www.cfoa.org.uk/download/58444>
- CLG (2009) Integrated Risk Management Planning Guidance Note 4; A risk assessment based approach to managing a fire safety inspection programme <https://webarchive.nationalarchives.gov.uk/20121029133723/http://www.communities.gov.uk/documents/fire/pdf/IRMPguidancente4>
- DEFRA (2018) National Adaptation Programme [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/727252/national-adaptation-programme-2018.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/727252/national-adaptation-programme-2018.pdf)
- HMICFRS (2019) Fire and Rescue Service inspections 2018/19 Summary of findings from Tranche 2 <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/fire-and-rescue-service-inspections-2018-19-tranche-2.pdf>
- Home Office (2017) Focus on trends in fires and fire-related fatalities [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/650869/focus-trends-fires-fatalities-oct17.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/650869/focus-trends-fires-fatalities-oct17.pdf)
- Health and Safety Executive COMAH establishments <http://www.hse.gov.uk/comah/comah-establishments.htm>
- MHCLG (2015) Indices of Deprivation <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>
- MHCLG (2018) English Housing Survey Headline Report, 2017-18 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/774820/2017-18\\_EHS\\_Headline\\_Report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/774820/2017-18_EHS_Headline_Report.pdf)
- Norfolk County Council Norfolk Learning Disabilities Strategy 2018-2022 <https://www.norfolk.gov.uk/care-support-and-health/disabilities/learning-disabilities/learning-disabilities-partnership-board>
- Norfolk Prepared Community Risk Register <http://www.norfolkprepared.gov.uk/>
- Norfolk Safeguarding Board Self Neglect and Hoarding Strategy 2019 <https://www.norfolksafeguardingadulthoodsboard.info/assets/SELF-NEGLECT-and-HOARDING/NSAB-SNandH-Strategy2.1-JUN2019FINAL.pdf>
- Parliamentary Office for Science and Technology Climate Change and UK Wildfire (2019) <https://research-briefings.files.parliament.uk/documents/POST-PN-0603/POST-PN-0603.pdf>

# Report to Cabinet

Item 8

<b>Report title:</b>	<b>Residual Waste Procurement Strategy</b>
<b>Date of meeting:</b>	<b>07 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Councillor Andy Grant (Cabinet Member for Environment and Waste)</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director, Community and Environmental Services)</b>
<b>Is this a key decision?</b>	<b>Yes</b>

## **Introduction from Cabinet Member**

The County Council as Waste Disposal Authority for Norfolk is required to put in place arrangements to deal with all the left-over rubbish collected by local authorities in its area. Also referred to as residual waste, this is what is left after the effect of reuse and recycling.

This waste is currently treated via three contracts and a delegation agreement with Suffolk County Council that all last until 31 March 2021. This report sets out the proposed approach to securing new services for this waste from 1 April 2021.

The evaluation process recommended takes the County Council's waste policies into account and has a high focus on cost. In accordance with waste policies one, two and eighteen, any service must be proven, reliable and deliverable from the start of the contract and must not involve incineration in Norfolk.

The recommended contract length of six years and use of tonnage bands takes into account the uncertainty about long-term service volume and composition of waste. This is linked to several factors including the effect of the Government's Resources and Waste Strategy on future national waste policy and legislation.

Existing facilities within or outside Norfolk are expected to provide the services. No new development of a waste treatment or disposal facility is expected, due to the relatively short contract length proposed and the required start date of 1 April 2021.

## **Recommendations**

- **To approve the proposed procurement strategy and commencement of a procurement process to secure services to process, treat and dispose of Norfolk's residual municipal waste using the evaluation principles detailed in Appendix A.**

## **1. Background and Purpose**

- 1.1. Norfolk County Council, as the Waste Disposal Authority for Norfolk, is required to provide arrangements to deal with left over rubbish collected by the seven district, city and borough councils in Norfolk in their role as Waste Collection Authorities as well as that received at its own recycling centres. The County Council currently deals with around 200,000 tonnes of left over rubbish a year.
- 1.2. Currently there are three contracts which treat and dispose of waste as a refuse - derived fuel and a delegation agreement with Suffolk County Council for waste to be sent to the Energy from Waste plant at Great Blakenham in Suffolk. All these arrangements run until 31 March 2021.

- 1.3. Replacement arrangements are required because the three contracts cannot be extended beyond 31 March 2021, and discussions with Suffolk County Council regarding possible delegation arrangements beyond 2021 have not reached a position that provides a good value arrangement for both parties.
- 1.4. The County Council issued a Prior Information Notice on 9 May 2019 alerting the market to a potential procurement and invited potential service providers to meet council officers. Sixteen prospective service providers attended one-to-one market testing sessions.
- 1.5. The purpose of the sessions was to engage with the market at an early stage, to brief any interested waste management providers about the planned procurement and to gain views on what would make for an attractive and competitive process to inform the proposed strategy.
- 1.6. Considerations from the market testing feedback include potential solutions available to us, how much the markets have changed over the last four years, best value, potential regional developments over the next few years, the process of the United Kingdom leaving the European Union, possible future taxation arrangements, potential outcomes and timescales of the Government's Resources and Waste Strategy, and the effects national policy may have on future waste volumes and composition.

## **2. Proposals**

### **2.1. Proposed approach**

- 2.1.1. The recommendation is for a contract term of six years with the option for an extension of up to two years.
- 2.1.2. The procurement would be a competitive dialogue process and allow bidders to bid for lots and to price for tonnage in a banded structure.
- 2.1.3. In accordance with the County Council's waste policies one, two and eighteen agreed by Full Council in December 2014, any service must be proven, reliable and deliverable from the start of the contract and must not involve incineration in Norfolk. These policies are set out below:

- 1. Any proposed waste treatment facility in Norfolk will reduce dependency on landfill and must be further up the waste hierarchy than incineration.*
- 2. Incineration of waste or fuel derived from waste is accepted outside Norfolk and any such arrangements should be reviewed by Committee on an annual basis.*
- 18. Residual waste processes, including innovative solutions, must satisfy due diligence processes and be capable of securing funding or already operational.*

### **2.2. Evaluation principles**

- 2.2.1. It is recommended that the evaluation weighting is 80% cost and 20% quality, to ensure that value for money solutions are selected and that areas of quality in bids such as deliverability, robustness, contingency and carbon footprint (in accordance with waste policy 20 which is detailed below in section 6.5.1) are given due consideration.
- 2.2.2. Non-negotiable requirements such as health and safety will be the subject of pass/fail evaluation criteria. Detail on the evaluation principles are shown in Appendix A - 'Evaluation Model'.

## **2.3. Timetable**

### **2.3.1. The indicative timetable is:**

- Contract notice issued in November 2019.
- Pre-qualification returns expected in December 2019.
- Invitation to participate in dialogue issued in January 2020.
- Dialogue during January/February 2020.
- Final returns due March 2020.
- Award April 2020.

The timing of this process is to allow time for the transition to new arrangements for providing services to the district, city and borough councils to be managed efficiently.

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

- 3.1. The County Council has a statutory duty to arrange for the disposal of left-over rubbish collected by the local authorities in Norfolk and from the County Council's recycling centres.
- 3.2. The proposed length of the contract and use of tonnage bands allows the County Council as the Waste Disposal Authority for Norfolk to adapt to changes in national and local waste policy and drive improvements in reuse, recycling and composting.
- 3.3. Current arrangements see Norfolk's waste used as a fuel in incinerators to generate heat and/or electricity, with only a small proportion of waste disposed of by landfill. However, the nature of the replacement arrangements will depend on tenders received.

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

- 4.1. Current arrangements end on 31 March 2021 and contracts cannot be extended past this date. Replacement services are required to fulfil the County Council's statutory obligations as a Waste Disposal Authority.

## **5. Alternative Options**

- 5.1. Existing contracts cannot be extended beyond 31 March 2021 and a position has not been reached for the delegation agreement that provides good value for both parties in the longer term.

Shorter or longer-term contracts are not considered appropriate. This is because shorter contracts are less likely to attract as much interest from the waste industry or to deliver value for money. Longer term arrangements are also inadvisable because the likely effect of emerging national waste policy on future waste volumes and composition is not yet clear.

A single contract is not considered appropriate, as this is likely to limit interest and mean that any small competitive solutions could be ineligible.

The commissioning of new facilities is not viable because new arrangements need to start in April 2021 and because of current uncertainties around the waste market.



## **6. Financial Implications**

- 6.1. The long-term service volume and composition of waste remains uncertain. This is due to a combination of effects including variables such as: economic growth; consumer preferences; weather patterns and climate effects; changes to recycling arrangements delivered by the district, city and borough councils; the effects of the circular economy agenda and waste reduction; and the effects of the Government's Resources and Waste Strategy on future national waste policy and legislation.
- 6.2. For a variety of reasons including the perceived risks and the uncertainties around the process of the United Kingdom leaving the European Union, foreign exchange risks, the lack of capacity in treatment facilities in the United Kingdom and the possibility of taxation measures on the treatment of waste, an increase in costs is expected as well as a requirement for the public sector to accept risks relating to these issues.
- 6.3. As this is a high cost service (the current year's budget is £24.1m), it is recommended that the evaluation weightings for cost are high at 80% of the overall score, as outlined in section 2.2, to ensure that value for money solutions are selected.

## **7. Resource Implications**

### **7.1. Staff:**

- 7.1.1. External consultancy support will be required to undertake an assessment of the carbon footprint of bids, as required by the County Council's waste policies.

### **7.2. Property:**

- 7.2.1. None

### **7.3. IT:**

- 7.3.1. None

## **8. Other Implications**

### **8.1. Legal Implications:**

- 8.1.1. The County Council has a statutory duty under Section 51 of the Environmental Protection Act 1990 to arrange for the disposal of left-over rubbish collected by all the Local Authorities in Norfolk including from the County Council's recycling centres.

### **8.2. Human Rights implications**

- 8.2.1. Appropriate clauses will be included in the contracts to guard against modern slavery risks in the supply chain.

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

- 8.3.1. An EqIA has been carried out and there is no relevant impact relating to this proposal.

### **8.4. Health and Safety implications**

- 8.4.1. Waste management and recycling is a high-risk industry. The specification of the service, shortlisting of reputable contractors, evaluation of tenders and subsequent monitoring of the contract will be undertaken in accordance with guidance from the Health and Safety Executive.

## 8.5. Sustainability implications

- 8.5.1. The proposed strategy set out in this report aligns with the aims of the Government's Resources and Waste Strategy which proposes a range of measures to drive waste up the waste hierarchy, such as reducing plastics waste, improving consistency in recycling services and introducing collections of food waste.
- 8.5.2. A contract length of six years and use of tonnage bands allows flexibility to adapt to the changes in the amount and composition of the left-over rubbish the County Council must deal with and the drive to further improve waste reduction and recycling.
- 8.5.3. In accordance with waste policy 20, the carbon footprint of tendered solutions will be part of the evaluation process (policy 20 is 'The carbon footprint is to be part of the evaluation of any proposal to treat waste that the County Council is responsible for as a Waste Disposal Authority'). The assessment of carbon footprint takes account of reduced or avoided carbon emissions from any recycling, energy recovery and landfill diversion that proposals could achieve.
- 8.5.4. Current arrangements are based on either export of bales of refuse-derived fuel for incineration in combined heat and power facilities in mainland Europe, where it is used to generate heat and electricity, or incineration in energy from waste plants in the United Kingdom where it is used to generate electricity. There is some limited landfill disposal in the United Kingdom as contingency. These arrangements achieve a high level of diversion from landfill placing Norfolk County Council fourth best performer amongst County Councils in England.

The County Council's second waste policy requires that arrangements for the *'incineration of waste or fuel derived from waste'* outside Norfolk *'should be reviewed by Committee on an annual basis'* and to satisfy this requirement these are summarised below using actual tonnages for these arrangements for the financial year 2018/19 (information below was also presented to Infrastructure and Development Select Committee on 11 September 2019).

Service Provider	Total tonnes	Combined Heat and Power tonnes	Energy from Waste tonnes	Landfill tonnes
FCC	98,896	81,466	11,973	5,457
Frimstone	33,104	22,915	309	9,880
Seneca	25,956	25,956	-	-
Suffolk CC	41,075	-	41,075	-
Totals	199,031	130,337	53,357	15,337

### Any other implications

## 8.6.

### 8.6.1. Timescales

A decision on the approach to securing new services is required to allow time for the approach to be delivered to replace arrangements that end in 2021 and to provide a long enough lead in time for the district, city and borough councils to make any adjustments required.

Significant delay or failure of the procurement process would mean the County

Council has to rely on short-term measures for an extended period to fulfil its statutory obligations for dealing with left over rubbish or use emergency powers. Both these would be expected to expose the County Council to greater costs.

#### 8.6.2. Public Contracts (Social Value) Act 2012

The Social Value Act requires the County Council to consider:

- a) How what is proposed to be procured might improve the economic, social and environmental well-being of Norfolk;
- b) How, in conducting the process of procurement, it might act with a view to securing that improvement; and
- c) Whether to consult on (a) and (b).

The proposed solution will improve the environmental well-being of Norfolk by providing an effective solution to the treatment and or disposal of left-over rubbish, whilst retaining flexibility to allow for any increases in recycling, reuse, repair and waste reduction. The procurement is in accordance with the County Council's waste policies established in 2014, which are designed to provide an appropriate balance between environmental objectives and affordability and it is not considered that further consultation is necessary.

The local employment potential from the procured services is considered to be marginal and so the social and economic benefits obtainable are not considered to be material. This being the case, consultation on these aspects is not considered necessary.

#### 8.6.3. Section 17 Crime and Disorder Act 1998

Section 17 requires, amongst other things, the County Council to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment). The main risks of criminality associated with this contract are set out below:

<b>Risk</b>	<b>Mitigation</b>
Environmental crime – unlawful transport, processing or disposal of waste	Strict specification, evaluation of facilities offered, appropriate contract terms and suitable contract management
Breach of health and safety law	Strict specification, evaluation of track record and of risk assessments, appropriate contract terms and suitable contract management
Fraud and error – overstatement of number of tonnes processed	Requirements for evidence around weighbridge tickets; etc. Audit and cross-checking

### 9. **Risk Implications/Assessment**

- 9.1. Significant delay or failure of the procurement process would mean the County Council has to rely on short term measures for an extended period to fulfil its statutory obligations for dealing with left over rubbish or use emergency powers, both these would be expected to expose the County Council to greater costs.

### 10. **Select Committee comments**

- 10.1. Infrastructure and Development Select Committee on 11 September 2019 commented on the proposed procurement strategy including the proposed evaluation model.

It was suggested that the evaluation weighting for '*carbon footprint analysis*' in the evaluation model should be increased from 15% of the '*Quality*' score. To reflect this the weighting for '*carbon footprint analysis*' has been increased from 15% to 25% of the '*Quality*' score in the proposed evaluation model in Appendix A, with the weightings for '*Interface with deliveries of contract waste*' and '*Capabilities for dealing with contract waste*' both reduced from 25% to 20% of the '*Quality*' score.

It was also suggested that '*carbon footprint analysis*' should be a pass/fail criterion, however as the evaluation process is about the relative comparison of all solutions this is not recommended.

## **11. Recommendation**

- 11.1. **To approve the proposed procurement strategy and commencement of a procurement process to secure services to process, treat and dispose of Norfolk's residual municipal waste using the evaluation principles detailed in Appendix A.**

## **12. Background Papers**

- 12.1. [Environment, Development and Transport Committee 18 September 2015 - Moving Towards Zero Waste – Delivering the County Council's Waste Policies](#)

### **Officer Contact**

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

**Officer name :** Julie Hurn

**Tel No. :** 01603 222917

**Email address :** Julie.hurn@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 – Evaluation Model

A1.1 At pre-qualification stage pass/fail criteria will be applied covering:

- a) Financial assessment of bidders.
- b) Past performance.
- c) References.
- d) Planning and permits.
- e) Health and safety track record.
- f) Modern slavery.
- g) County Council waste policies.

A1.2 At award stage, contracts will ultimately be awarded to the most economically advantageous tenders. The proposed evaluation criteria to be applied in determining this, together with the proposed weightings to be applied, are set out below.

<b>Tier 1</b>	<b>Tier 2</b>
Cost (80%)	Bid cost and cost of transfer and delivery (100%)
Quality (20%)	Carbon footprint analysis (25%)
	Deliverability, robustness and contingency (including planning, permits and property) (25%)
	Capabilities for dealing with contract waste (20%)
	Interface with deliveries of contract waste (20%)
	Data recording and reporting (10%)
Pass/fail	Financial assessment
	Past performance
	References
	Planning and permits
	Health and safety
	Modern slavery
	County Council waste policies

The overall score from the evaluation for each bid will be a percentage score allowing the bids to be ranked. The overall score is made up of a cost and quality score which in turn are composite scores of questions that would be asked of each solution.

A1.3 An evaluation team will apply a score out of five to each lowest level criterion (other than those that are designated as pass/fail above). The scoring system is set such that a robust and good quality response would gain a score of around four. A proposal of exceptional quality may be awarded an appropriately higher score up to the maximum of five points. Where the response is lacking in appropriate detail, only partially complete or inadequately justified, the overall score would be adjusted downwards. Scores of one and below would reflect serious concerns on the part of the evaluation team.

# Report to Cabinet

Item 9

<b>Report title:</b>	<b>Endorsement of the Norfolk and Suffolk Local Industrial Strategy</b>
<b>Date of meeting:</b>	<b>07 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Councillor Graham Plant (Deputy Leader and Cabinet Member for Growing the Economy)</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director, Community and Environmental Services)</b>
<b>Is this a key decision?</b>	<b>Yes</b>

## Introduction from Cabinet Member

In November 2017, the Government published a national Industrial Strategy whose aim was to boost growth and productivity across the country.

It is based on:

- five foundations of productivity (ideas, people, infrastructure, business environment and places)
- four 'grand challenges', where Britain can lead the world; artificial intelligence and 'big data'; clean growth; the future of mobility and meeting the needs of an ageing society
- strategic opportunities in sectors where we have a competitive advantage

Government then asked LEPs to develop local versions of this national strategy, in conjunction with partners, and build on existing local growth strategies.

Key actions proposed include:

**Clean Energy:** Build on our existing clean energy research strengths across our regional universities, working closely with industry and further development of our energy assets.

**Agri-Food:** Invest in a Food Hub based at the Food Enterprise Zone near Norwich and develop a world-leading hub for plant and microbial research at the John Innes Centre.

**Digital Creative:** Create a new digital hub in Norwich for business incubation and develop the economic case for a Smart Emerging Technology Institute (SETI) and testbed.

**Foundations of productivity:** Actions to: boost residents' skills and employment opportunities, promote Norfolk's sectoral and cultural offer and deliver the right mix of sustainable, energy-efficient homes and commercial space.

## Recommendations

**To endorse the draft Norfolk and Suffolk Local Industrial Strategy.**

## 1. Background and Purpose of the Strategy

- 1.1. In November 2017, the Government published a national Industrial Strategy to drive productivity growth. It is based around recognised foundations of productivity, 'grand challenges' that the world is facing and sectoral opportunities where the UK has a significant competitive advantage:

1.2.

### **Foundations of productivity:**

- **Ideas** – boost innovation by increasing R&D investment and tax credits and investing £725m in the Industrial Strategy Challenge Fund
- **People** – create good jobs and greater earning power by establishing a world class technical education, increasing investment in STEM (science, technology, engineering and maths) subjects and creating a national retraining scheme to support people to reskill
- **Infrastructure** – supporting investments in transport (including electric vehicle charging infrastructure), housing and digital infrastructure
- **Business environment** – support business start-up and growth by agreeing sector deals (with an industry backer); investing in innovative and high potential businesses and reviewing actions to improve the productivity of SMEs (small and medium enterprises)
- **Places** – create a £1.7bn Transforming Cities Fund (which the County Council has already bid to successfully) for intra-city transport projects that will drive productivity by improving connections between city regions; pilot the teacher development premium and agree local industrial strategies, led by Local Enterprise Partnerships

1.3.

### **Addressing the ‘grand challenges’ – where Britain can lead the world**

- Artificial intelligence and big data – the fourth industrial revolution
- Clean Growth
- The future of mobility
- Meeting the needs of an ageing society

1.4.

The third element is developing ‘strategic opportunities’ in the sectors where we have competitive advantage.

1.5.

As indicated under ‘Places’, above, Government has asked all parts of England to develop their own local industrial strategies (LIS), to drive growth at the local level. The strategies are led by LEPs and are being developed with, and signed off by, Government. Norfolk and Suffolk’s is expected to be signed off by Government and published at the end of October. All local authorities and partners, such as business and sector groups, colleges and universities have been involved in shaping - and are being invited to endorse - the Norfolk and Suffolk Local Industrial Strategy (LIS).

1.6.

The LIS also builds on the existing [Norfolk and Suffolk Economic Strategy](#) (NSES), rather than replacing it, outlining the ‘strategic opportunities’ with the greatest potential to unlock growth and contribute to UK PLC. For the two counties, these have been identified as **clean energy, agri-tech and digital creative**. The golden thread running through our LIS is clean growth – with Norfolk and Suffolk positioned as the UK’s clean growth region.

1.7.

Whilst there is no funding specifically set aside by Government for the implementation of LIS, by signing up to the Strategy, Government is endorsing its aims and ambitions. Future Government policy and plans will also take account of LIS priorities across the country.

1.8.

Where Norfolk and Suffolk are concerned, discussions are taking place with a number of Government departments on how the key elements of our LIS can be taken forward. The process has also significantly raised the profile of our



## **2. Key local actions in the Strategy**

### **2.1. Clean Energy – Powering the world**

- Develop an ambitious regional research and innovation programme to build on our existing clean energy research strengths across our universities and research facilities, working closely with industry to deliver increased innovation and productivity and new research collaborations.
  - THURN Group, based in Acle, received industrial strategy challenge funding for its robot submarines which enable engineers to see hazards that ice may cause to infrastructure, pipelines and ships around the Arctic.
  - The Offshore Renewable Energy (ORE) Catapult is part of a network of catapults, for the UK's leading technology innovation and research centres for offshore wind, wave and tidal.
  - The Low Carbon Innovation Fund (LCIF), operated by the University of East Anglia, provides equity finance for SMEs in the East of England that are contributing to the low carbon economy. This fund provides investments from £25k to £1m to companies from any sector who are seeking investment to grow and develop, reduce their carbon footprint and maximise carbon savings through technologies, products and services. The programme has already invested £20.5m of EU funding matched with nearly £50m of private co-investment.
- Enhance the capacity and capability of Norfolk and Suffolk's ports with a series of ambitious projects to attract and capture manufacturing, construction and operations and maintenance investment, to serve the offshore energy market.
- Expand our capacity to deliver growth through delivering an ambitious innovation and growth programme focussing on supply chain development, new technology solutions, investment in skills and talent, attracting investment, increasing global exports and supporting collaboration across industry to develop a shared all energy workforce.
  - 3Sun Group, based in Great Yarmouth, led the way in diversifying from a wholly oil and gas business to more than 90 per cent renewables. It has been integral in the installation, servicing and maintenance of offshore wind turbines in the UK and European waters through the supply of skilled technicians and statutory inspection teams. 3Sun has gained a global reputation for expert operational support services specialising in the UK, German and Danish markets.
- Support the Greater South East Energy Hub in developing opportunities across the energy and utility networks and enabling more flexible and innovative solutions to the future power generation needs of Norfolk and Suffolk.
  - The Greater South East Energy Hub is a collaboration of eleven LEP's who are working together to increase the number, quality and scale of local energy projects being delivered across the South East of the UK, over time. The Hub will operate via a new team, who will help to

consolidate and up-scale local energy projects.

## 2.2. **Agri-Food – Feeding the world**

- Invest in a Food Hub based at the Food Enterprise Zone site at Honingham Thorpe in Norwich, to deliver business growth through innovation, productivity, processing, exports and support new start-ups.
  - A 100 acre development site, the first 46 acres of which benefits from Local Development Order status to encourage and support food production, processing and agriculture through the co-location of commercial enterprises.
- Develop a world-leading hub for plant and microbial research at the John Innes Centre.
  - The world-leading Norwich Research Park is at the forefront of global agri-food research and innovation, employing 3,000 scientists and clinicians. A UK asset equipped to make a leading contribution to the major challenges of food and energy security, healthy ageing and living with environmental change. It is Europe's largest single site hub of research, training, education, and enterprise in food and health. It brings together several research organisations with global reputations:
    - The John Innes Centre
    - The Earlham Institute
    - The Quadram Institute
    - The Sainsbury Laboratory
    - University of East Anglia,
    - Norfolk and Norwich University Hospital
- Collaborate with partners including Lincolnshire, Cambridgeshire and Peterborough leveraging the existing strengths of Agri-Tech East to realise the collective power as the UK centre for hi-tech, precision agriculture and food production.
  - CauliRice - in 2015, Fountain Foods in Upwell, West Norfolk, successfully applied for two Agri-Tech grants worth £171K to set up a new company to develop and manufacture CauliRice - a new, long-life rice substitute made from cauliflower and install new equipment in their existing premises to make production more efficient. The new product took off immediately, benefitting from changing customer habits and the desire for more healthy choices. CauliRice is now on sale in all major supermarkets in the UK and across the US, with renamed company Fullgreen launching its first US production line in 2019.
  - Crop Systems in Happisburgh, North Norfolk, are industry-leading innovators in modern crop storage. Their WarmStor product is a revolutionary low energy system for the automatic conditioning of potatoes for the packing industry. Air source heat pumps are used to bring cold stored potatoes up to the required temperature for packing and also provide rapid cooling of new potatoes. They also produce SmartStor, a system that manages the atmosphere in potato stores with total remote

control and management. TaperStor and PosiStor are innovative potato storage facilities which maximise airflow and store conditions to keep the potatoes better for longer.

### 2.3. **Information and Communications Technology and Digital Creative–Connecting the world**

- Create a new digital hub in Norwich for the incubation of start-ups and accommodation of scale up businesses in the digital and creative cluster.
  - Norwich's Digital Creative Cluster is characterised by several high performing home-grown businesses (many of which are global players including Epos Now, Rainbird, Fountain Partnership and Foolproof) as well as micro start-ups and freelancers. The sector overlaps and interlinks with the financial and insurance services and business services sector. There is real growth potential, but is also a driver for innovation, creativity and productivity across the broader business base.
  - University of East Anglia and Norwich University of the Arts (NUA) are key to the supply of talent for the Norwich area. University of East Anglia ranked 15th of the UK's universities, has global pull with students drawn to specialisms that include computing science; computer systems engineering; business information systems; computer graphics, imaging and multimedia; data mining; engineering and environmental science.
  - NUA is ranked the UK number 1 and world Top 10 for Games by the gaming industry<sup>10</sup> and has secured an international reputation for producing graduates who excel in a constantly evolving industry and the emerging cluster. It is also gaining national recognition for its user experience - digital design courses and is home to the Ideas Factory incubation centre for digital creative businesses and user experience lab
- Develop the economic case for a Smart Emerging Technology Institute and testbed (SETI) – a unique advanced high-speed optical and wireless network (including 5G) which interlinks Internet of Things testbeds to support large-scale experiments and data transfer.
  - This project would be the first of its kind in Europe, enabling collaboration between huge data-generating facilities and world-leading data scientists and delivering innovation, new value chains and increased productivity to the market.

### 2.4. **Foundations of Productivity** actions include:

- **Ideas:** an innovation research and development fund; innovation ambassadors and an exemplar ageing society assisted living community
- **People:** developing a digital skills programme and an apprenticeship level transfer scheme (so that large companies can enable SMEs to host apprentices), as well as addressing the skills shortages in the Norfolk and Suffolk sector skills plans, to maximise the opportunities available to local people.

- **Infrastructure:** develop low carbon energy generation, networks and storage and work with partners to ensure the right mix of sustainable, energy-efficient homes and commercial space.
- **Business environment:** sharpen the focus of support through the development of industry councils and expand Invest East, our free, inward investment support programme.
- **Places:** development of a shared investment prospects with Arts Council and National/Heritage Lottery, including specific new development in market towns and places where there is significant new housing.
  - With an industry worth over £3bn a year to Norfolk and a recently published Tourism Sector Deal, Norfolk and Suffolk will bid to become a pilot Tourism Zone. Zones will receive Government support for growing their local visitor economy, through initiatives like targeted support for product and promotion development, mentoring support to businesses and digital skills training.

The draft Norfolk and Suffolk LIS can be found at Appendix A.

### 3. Financial Implications

- 3.1. While there are many funds associated with the national Industrial Strategy that we can bid to (eg Transforming Cities), there is no funding specifically set aside by Government for the implementation of local industrial strategies.

However, future rounds of funding administered by New Anglia LEP (eg Growth Deal, Innovative Projects Fund), will take account of the priorities in the LIS and we will seek to exploit all funding opportunities to deliver Norfolk's priorities within the strategy.

### 4. Evidence and Reasons for Decision

- 4.1. All local authorities in Norfolk and Suffolk have been given the opportunity to shape and endorse the Strategy to agree the shared vision, challenges and sector opportunities. The evidence for the Strategy is presented within the document.

### 5. Alternative Options

- 5.1. We could choose not to endorse the Strategy, which would deny us the opportunity to present a document to government with support from each local authority.

### 5. Next steps

- 5.1 A draft of the strategy was considered by the LEP board at its meeting of 25 September and local authorities are taking a draft through their committee processes, during September and October.

Following the LEP Board, the strategy enters the sign off process with Government, with a view to publication by the end of October. However, this may be subject to political developments, eg Brexit.

The draft strategy attached is therefore a working draft, which is subject to amendment before publication by Government.

### 6. Recommendation

- 6.1 To endorse the draft Norfolk and Suffolk Local Industrial Strategy.

## **7. Background Papers**

### **7.1 [Norfolk and Suffolk Economic Strategy.](#)**

#### **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.

**Norfolk and Suffolk Local Industrial Strategy**

***This version of the Norfolk and Suffolk Local Industrial Strategy is a local draft and has not been agreed with government, we are working with them to develop a final agreed version.***

**Foreword**

***Building on centuries at the forefront of agricultural progress, Norfolk and Suffolk is pioneering the technologies and science needed to feed the world and power a growing national and global population in a more sustainable, clean, way.***

From the development of the Norfolk six course crop rotation in the early 18<sup>th</sup> century, the area is still pushing the boundaries of food science with world-leading agri-food and health research. It is also the epicentre of the world's largest market for offshore wind energy and a globally-competitive communications technology and digital creative sector.

As global, national and local economies adapt to climate change and the transition to a zero-carbon economy, Norfolk and Suffolk is taking action to bring together expertise and emerging technologies across different disciplines and sector boundaries to provide new solutions and clean growth opportunities.

With an economy worth £36bn, Norfolk and Suffolk makes a significant contribution to UK plc and investment here delivers growth. The area strives to be the place where high-growth businesses aspire to be, with a productive and highly-skilled workforce.

This Local Industrial Strategy is based on strong evidence and sets out the actions local partners are taking and how they are working with Government to continue to make this one of the best places in the world to live work, learn and succeed in business.

Norfolk and Suffolk has expertise in all forms of energy generation and planned investment will make it the leading supplier of renewable energy to the UK, providing power for 58per cent of UK homes.

The area is home to the largest agri-food sector in the UK and globally-recognised research into plant and soil technology and agricultural systems. With specialisms in user experience design, artificial intelligence, marine and microbiome research, the area has some of the highest concentrations of knowledge-intensive jobs in the UK.

Record numbers of people are engaged in the economy, with 81per cent of the working age population in Norfolk and Suffolk active, and employment levels exceed the national average. Skills levels and wages, however, are lower but that gap is closing. Initiatives across Norfolk and Suffolk are improving opportunities for those furthest from the labour market.

Norfolk and Suffolk is strongly connected with the rest of the world. Felixstowe is the UK's largest container port and handles about 42per cent of its container trade. Norwich airport, via Schipol, connects people to over 400 global destinations while other airports like London Stansted are within close reach. The area benefits from important links to London and Cambridge, boasting the UK's most modern fleet of rolling stock.

This Local Industrial Strategy reflects the opportunities and needs of Norfolk and Suffolk's growing economy and how it will respond in a fast-changing world. Local partners have put in place a strong partnership that has a track record of delivery. This Local Industrial Strategy shows how Norfolk and Suffolk is going to continue to collaborate across disciplines and boundaries to provide new solutions and the infrastructure that its communities and businesses need.

## **Executive summary**

***Norfolk and Suffolk - the UK's clean growth region.***

***A globally recognised, high-tech and inclusive economy which is leading the transition to a post-carbon economy through sustainable food production and sustainable energy generation.***

With an economy worth £36bn,<sup>1</sup> Norfolk and Suffolk makes a significant contribution to UK plc, with globally competitive clusters and growing specialisms from agri-food and clean energy to information and communications technology and digital creative.

Clean growth sits at the heart of this Local Industrial Strategy. Norfolk and Suffolk is at the forefront of tackling the challenges and opportunities of climate change. The area's major strengths in energy generation and usage, high tech, sustainable agri-food present major opportunities. The cross-sector opportunities are particularly exciting, delivering solutions such as energy self-sufficiency in farming, or using older gas platforms for sustainable energy generation, for example, to make a major contribution to the UK's transition to a post carbon economy.

The Norfolk and Suffolk economy has clear and well-defined potential for growth. This Local Industrial Strategy sets out a series of coherent and specific actions that will drive productivity and growth across the economy as a whole, so that all businesses and communities' benefit from sustainable and inclusive growth with clean energy, improved wages and better quality jobs, innovative transport solutions and support for the ageing population. The scale of the productivity prize is significant. If Norfolk and Suffolk was operating at the same productivity rate as the UK average, it would contribute an additional £4bn gross value added per annum.

As global, national and local economies adapt to climate change and the transition to a zero-carbon economy, Norfolk and Suffolk is taking action to bring together expertise and emerging technologies, across different disciplines and sector boundaries to provide new solutions and clean growth opportunities.

### **Clean Energy – Powering the world**

***Norfolk and Suffolk is well placed to be a global exemplar for clean, low carbon energy production, exporting services and skills globally, whilst increasing the availability of affordable sustainable energy for local communities and businesses.***

Norfolk and Suffolk has expertise in all forms of energy generation and sits at the heart of the world's largest market for offshore wind energy. Planned investment in renewable and nuclear power generation will make it the leading supplier of renewable energy to the UK, providing power for 58per cent of the UK's homes.

---

<sup>1</sup> Norfolk and Suffolk Local Industrial Strategy evidence base – contains all data in this document unless otherwise stated.



As well as a key role in the production of energy, Norfolk and Suffolk is also playing a leading role in the transition to a zero-carbon economy. Working with the Greater South East Energy Hub to deliver local projects at scale that benefit communities, private investors and businesses operating in the low carbon sector, is a priority. Transforming the local energy system and new innovations in energy wider resource use will drive productivity gains across all businesses.

This strategy sets out a range of actions that local partners will take to maximise the clean energy opportunity including:

- Developing an ambitious research and innovation programme that will build on existing clean energy research strengths across the regional universities, Cefas and ORE Catapult, working closely with industry to deliver increased innovation and productivity, new research collaborations, and cross-sector translational projects.
- Enhancing the capacity and capability of Norfolk and Suffolk's ports with a series of ambitious projects to attract and capture manufacturing, construction and operations and maintenance investment, to serve the offshore energy market.
- Expanding OrbisEnergy's scope from offshore renewables to 'clean energy', delivering an ambitious innovation and growth programme focussing on supply chain development, new technology solutions, investment in skills and talent, attracting investment, increasing global exports and supporting collaboration across industry to develop a shared all energy workforce.

## **Agri-Food – Feeding the world**

***Norfolk and Suffolk has the innovation and expertise to develop, pioneer and apply new approaches to sustainable agriculture, utilising clean energy and innovative water management, and increase value added processing and exports through the applications of new technologies and systems.***

Norfolk and Suffolk has the largest agri-food sector in the UK and world-leading research into plant and soil technology and agricultural systems. Agriculture is changing fast. Opportunities such as automation are transforming agriculture, streamlining crop and livestock production, and informing crop and soil modelling. At the same time, soil degradation, biodiversity loss and climate change alongside a growing global population are driving new challenges and consumer behaviours.

Norfolk and Suffolk is home to an advanced and nationally significant food and drink sector, with globally renowned companies. There are many more quality processing businesses with potential to grow in domestic and international markets. The opportunity to add value to the economy with an increase in processing and high-tech production methods, automation, enhanced use of information technology and other innovations is substantial.

This strategy sets out a range of actions that will be taken forward to maximise the clean agri-food opportunity including:

- Invest in a Food Innovation Hub based at the Honingham Food Enterprise Zone to deliver business growth through innovation, productivity, processing, exports and support new start-ups.
- Collaborate with partners including Lincolnshire, Cambridgeshire and Peterborough leveraging the existing strengths of Agri-Tech East to realise the collective power as the UK centre for hi-tech, precision agriculture and food production.

- Develop a world-leading hub for plant and microbial research at the John Innes Centre.

## **Information and Communications Technology and Digital Creative– Connecting the world**

***Grow and secure the information and communications technology and digital creative clusters at Adastral Park and Norwich as national assets. Build the integrated networks that business need including the UK's first advanced highspeed optical wireless network.***

Norfolk and Suffolk's information and communications technology and digital creative opportunity is both fast-growing and high value. It is at the cutting edge of digital innovation, with distinctive strengths in telecoms, cyber security, quantum technology, artificial intelligence, Internet of Things and user experience design.

It is also imperative in supporting productivity growth and technology-driven innovation across all local sectors, for example through agri-tech and the application of advanced intelligent information technology supporting the low carbon energy transition. Anchored by nationally recognised tech clusters centred on Norwich's fast growing digital creative hub, and at Adastral Park, near Ipswich.

This strategy sets out a range of actions that will be taken forward to maximise the information and communications technology and digital creative opportunity including:

- Deliver the Adastral Park 2025 vision to take the site to a new level as a major national strategic asset and growth engine for the UK.
- Create a new digital hub in Norwich for the incubation of start-ups and accommodation of scale up businesses in the digital and creative cluster.
- Develop the economic case for a Smart Emerging Technology Institute and testbed (SETI) – a unique advanced high-speed optical and wireless network (including 5G) which interlinks Internet of Things testbeds to support large-scale experiments and data transfer.

## **The Foundations of productivity**

This Local Industrial Strategy also recognises the strengths and the importance of a number of underpinning sectors in the Norfolk and Suffolk economy - financial services, culture and the visitor economy, ports and logistics, advanced manufacturing and construction. Tackling the productivity challenges in these sectors is a key part of the Local Industrial Strategy.

**Ideas:** Norfolk and Suffolk has strong innovation assets, but innovation is concentrated in a small number of innovative firms, and world-class research assets, including Norwich Research Park and Adastral Park, near Ipswich. There is a long-tail of non-innovative businesses.

Together local partners will widen the cross section of businesses innovating and investing by providing the right support and access to finance needed to increase productivity through innovation, particularly focusing on clean growth and the networks needed. Collaboration, learning and partnership between science, research and business, across different sectors and disciplines will be strengthened. By:

- Introducing a new integrated offer and programme of activity that will stimulate collaboration and innovation which will include – an innovation research and development fund, Innovation ambassadors and an Innovative Projects revenue fund.

- Developing next generation innovation infrastructure including - exemplar ageing society assisted living community and exploring the Port of Felixstowe becoming an exemplar for blue tech.
- Create partnerships with other parts of the UK to scope out shared and complementary capabilities to drive forward new innovations and access to new markets.

**People:** Norfolk and Suffolk has a diverse and growing population. Employment levels are higher than the UK average. The area is a desirable place to live, quality of life is constantly ahead of the national trend with a consistent net inflow of people of all ages, including families and skilled professionals.

Skills levels are increasing in Norfolk and Suffolk faster than the UK as a whole. But there is more to be done, particularly in digital skills needed by businesses of all sectors.

Local partners will continue to work together to grow an inclusive economy with a highly skilled workforce where skills and employment provision meets business need and the aspirations of individuals by:

- Closing the skills and labour gaps, especially in digital and technical skills, and continue to build skills across the strategic opportunity areas by delivering sector skills plans, supporting opportunity areas in Ipswich and Norwich and delivering the youth pledge.
- Providing a range of opportunities that enable all residents to upskill throughout their lives, including developing a digital skills programme and working with industries to scale up existing initiatives.
- Improving aspirations and continuing to develop employability and work readiness amongst young people including developing a apprenticeship level transfer scheme and enhancing the New Anglia Enterprise Advisor Network and Careers Hub.

**Infrastructure:** Boosting infrastructure enables success. Places and communities are interconnected, depend on transport links and draw on many of the same labour market and supply chains. Local partners will work to increase local investment in energy and water efficiency, storage and management infrastructure, alongside existing transport, housing and digital that will enable all residents to take advantage of economic opportunities by:

- Delivering an integrated approach to infrastructure and inter-regional connectivity to maximise clean growth impacts locally and for UK plc.
- Delivering the right mix of sustainable, energy efficient, intelligent homes, commercial space and communities that are fit for the future.
- Developing exemplar low carbon energy generation, networks and storage which benefit local businesses and communities

**Business Environment:** Norfolk and Suffolk has a strong business environment and is a great place to build and grow a business, with stable and resilient firms, strong levels of business support and good business survival rates. The area is home to internationally facing businesses which export £2.9bn of goods and £2.4bn of services. However there is an opportunity to encourage a wider cross-section of businesses to engage in exporting with ~~as~~ current levels of exports ~~are~~ lower than comparator areas. There is an extensive network of business advice services across Norfolk and Suffolk, centred around the New Anglia Growth Hub, the single point of access for all business support.

Local partners will increase the number of businesses growing, scaling up, and the number of new high growth potential businesses; and raise sustainability, productivity and wages amongst the wider business base. Businesses will be supported in their efforts to expand market access and attract inward investment by:

- Providing industry leadership that drives actions and takes advantage of the opportunities that exist within and across clean energy, agri-food and information and communications technology and digital creative through establishing Industry councils.
- Sharpening the high-quality business support offer to ensure it meets the changing needs of businesses adapting to new ways of working and new technology, including – an integrated inward investment and business location offer, expanding Invest East, a free "investor led" programme and delivering supply chain programmes.

**Places:** Norfolk and Suffolk is an outstanding place to live and do business. 140 miles of coastline, three Areas of Outstanding Natural Beauty and a diversity of landscapes, internationally important wildlife reserves and historic sites. The main urban centres of Ipswich and Norwich are dynamic fast-growing centres with a rich cultural offer and core to future economy growth.

Norfolk and Suffolk will build on the place-focused approach to improving access to skills and employment agreed in its Economic Strategy, recognising the different requirements of its towns, urban, coastal and rural areas, connecting pockets of deprivation which exist alongside the largest future opportunities. Local partners actions will include:

- Communicating a clear, ambitious offer to the world central to attracting the people, investors and businesses of the future.
- Accelerating investment on the Enterprise Zones to help drive economic growth.
- Developing a shared investment prospectus with Arts Council and National Lottery Heritage, ensuring that cultural infrastructure is maintained and developed, including specific new development in market towns and places where there is significant new housing.

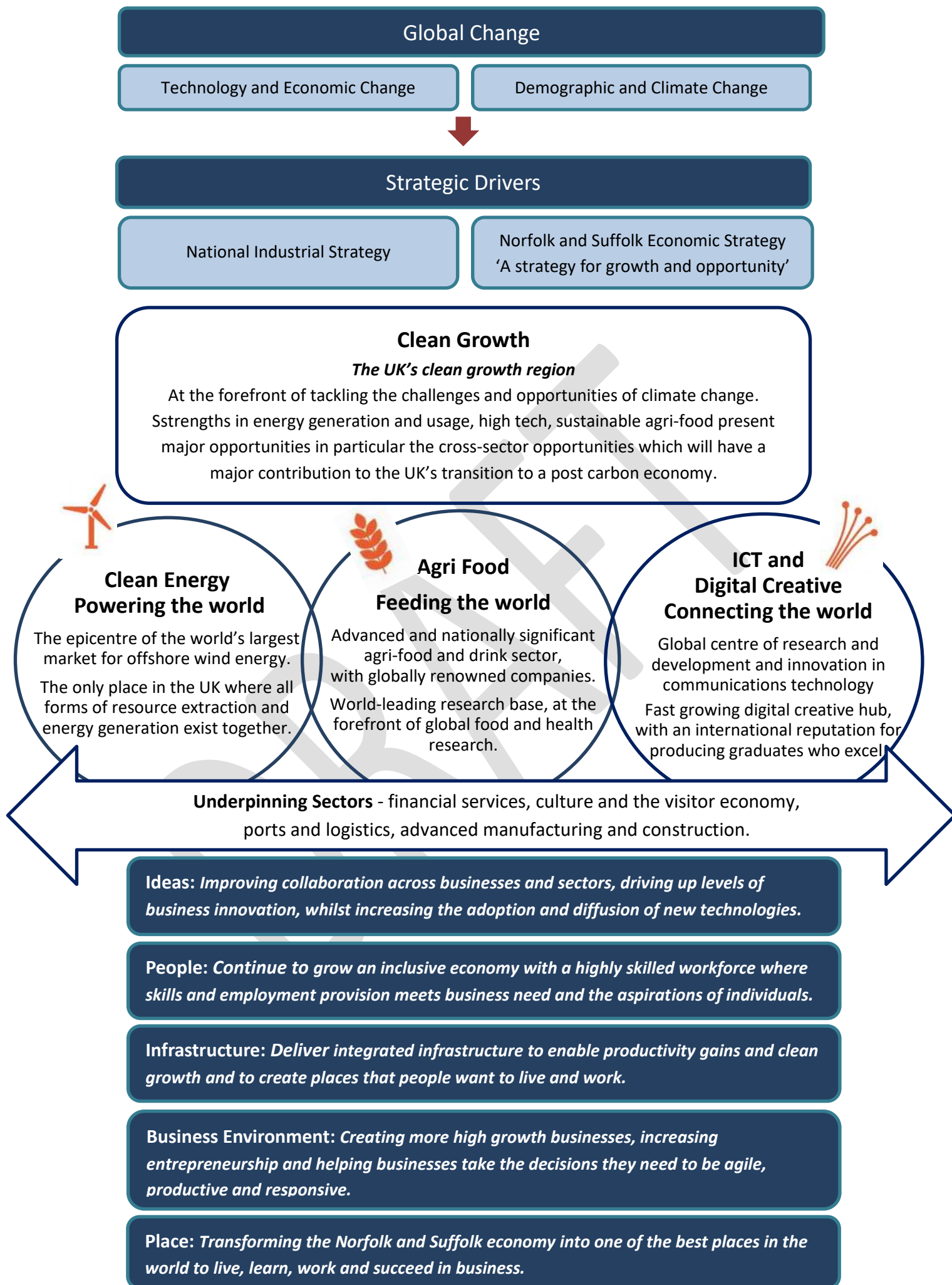
## **Making it happen**

***Norfolk and Suffolk partners know that the economy is most successful when they work together for the benefit of the people who live, learn and work here.***

This strategy looks to 2036 and is based on a robust evidence base and has been developed by a strong local partnership of businesses, local authorities, universities and colleges and the voluntary, community and social enterprise sector. It builds on the priorities and targets set by local partners in the Norfolk and Suffolk Economic Strategy, the local blueprint for inclusive growth and productivity gains, with an overall goal to transform the economy into one of the best places in the world to live, learn, work and succeed in business.

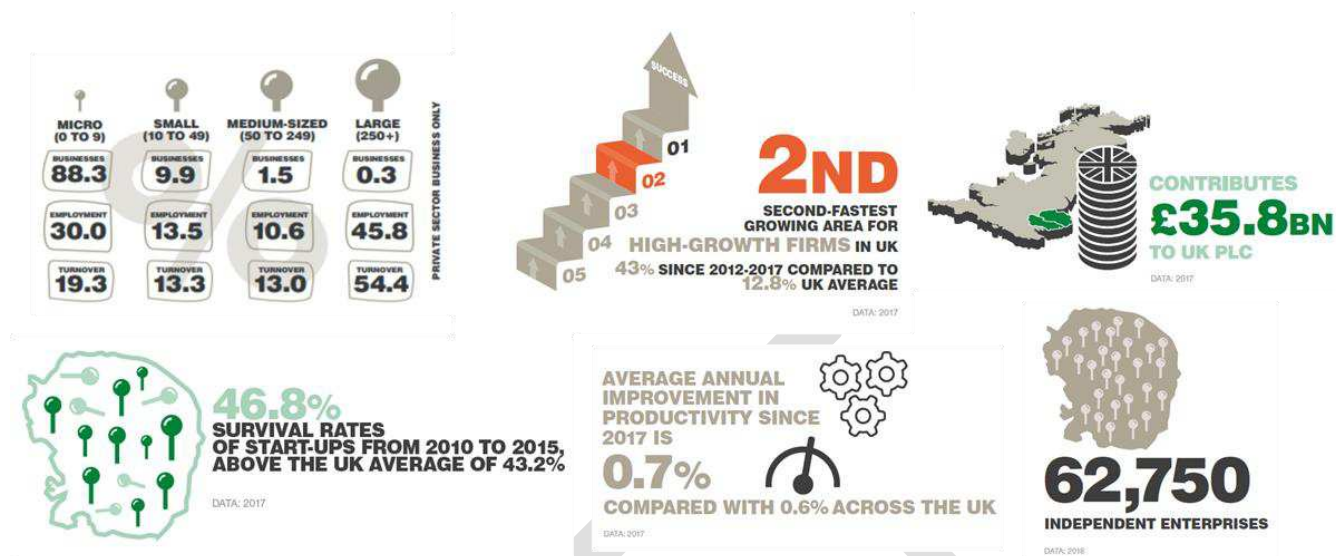
A number of tools and systems have been put in place to support delivery:

- Shared evidence base
- Delivery and Investment plans
- A common investment prioritisation framework,
- A shared inclusive growth toolkit
- An annual stock-take of progress
- An evaluation programme.

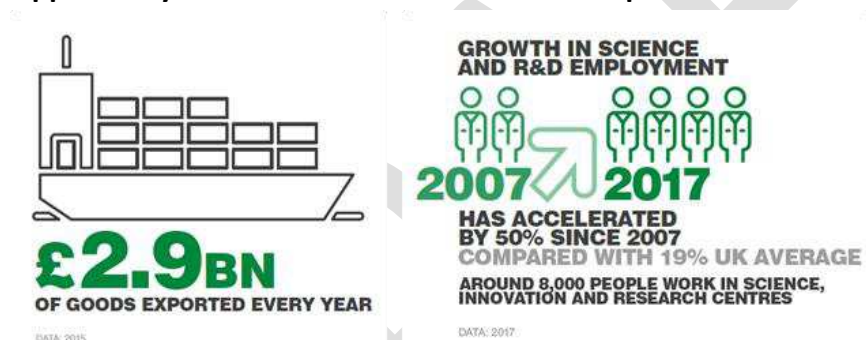


## Norfolk and Suffolk Economic Profile at A Glance

A large diverse economy, but with productivity challenges



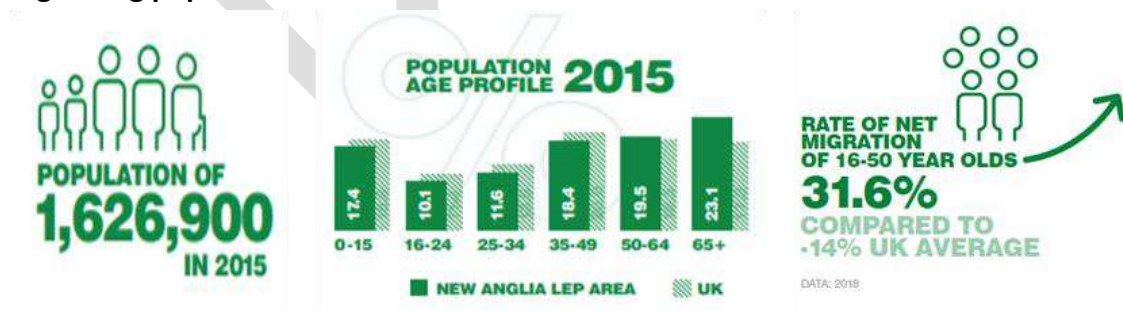
Opportunity for businesses to innovate and export



Further infographics to be added by 18<sup>th</sup> September include:

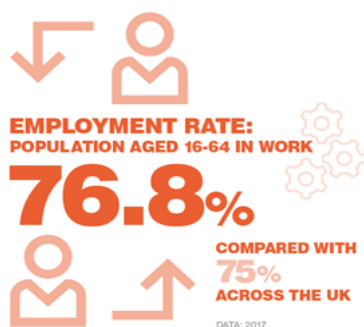
- Export infographic to include and £2.4bn services

A growing population





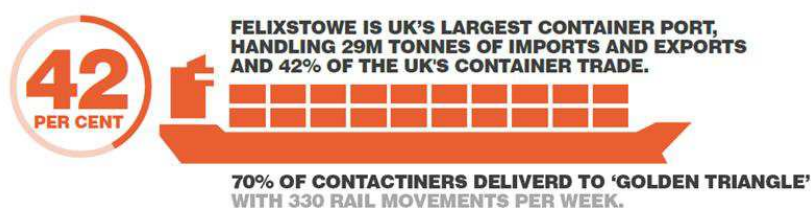
## Inclusive growth



### Further infographics to be added by 18<sup>th</sup> September include:

- Strong progress has been made in closing the gap, with a growth in NVQ3+ levels of 2.8per cent, a faster rate in recent years than the national average and all of the comparator areas.
- Norfolk and Suffolk lag behind both the East of England and UK in terms of the share of pupils achieving a 9-5 pass in English and Maths – 40per cent in 2017/18 compared to 43.9per cent in the East of England and 43.5per cent in the UK.
- Housing affordability is about 8.7 times higher than earnings making them less affordable than the UK, 7.8.

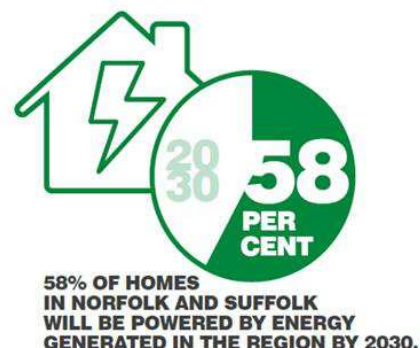
## Connectivity and Commuting



### Further infographics to be added by 18<sup>th</sup> September include:

- 92per cent of Norfolk, and 94per cent of Suffolk properties have access to superfast broadband

## Housing and commercial property





## **Norfolk and Suffolk's Potential**

### **Clean Growth**

***Norfolk and Suffolk - the UK's clean growth region.***

***A globally recognised, technology-driven and inclusive economy which is leading the transition to a post-carbon economy through sustainable food production and sustainable energy generation.***

Clean growth sits at the heart of this Local Industrial Strategy. Norfolk and Suffolk is at the forefront of tackling the challenges and opportunities of climate change – the area affected earliest by rising sea levels and changing rainfall pattern and with major research and business strengths in adapting to the change. The area's major strengths in energy generation and usage, high tech, sustainable agri-food present major opportunities. The cross-sector opportunities are particularly exciting, delivering solutions such as energy self-sufficiency in farming, or using older gas platforms for renewable energy generation, for example, to make a major contribution to the UK's transition to a post carbon economy.

Norfolk and Suffolk has an established, dynamic and growing low carbon economy which is at the cutting edge of the UK's response to the clean growth Grand Challenge. New research commissioned from the world-renowned climate science team at the University of East Anglia highlights the local impacts and mitigation opportunities of climate change in Norfolk and Suffolk, including agri-food, energy, construction, and transport. Coastal flooding, water resourcing and infrastructure resilience are also key considerations.

The results suggest an increase in mean summer temperatures of at least 0.5°C between the two 30-year baseline periods of 1961-90 and 1981-2010. Per capita CO<sub>2</sub> emissions estimates for the UK declined from 8.7 to 5.4 tonnes/person between 2005 and 2016. Norfolk and Suffolk went from having below UK average per capita CO<sub>2</sub> emissions in 2005 to above average in 2016 (5.7 and 5.6 tonnes/person respectively), reflecting the area's rural character and the importance of road transport.

Norfolk and Suffolk's key strengths and assets make it well placed to be at the forefront of the clean growth revolution.

- As the UK's leading producer of renewable and low carbon energy and a significant producer of low carbon goods and services.
- As a testbed for innovation in industries such as farming and food production, transportation and construction which need to reduce their carbon footprint and adapt to a changing climate.
- As an area with an outstanding natural environment and natural resources which are particularly vulnerable to climate change but where innovative new mitigation measures and technologies are being pioneered.
- As an area with a wealth of world class innovation and thinking, and exportable skills. Along with many award-winning businesses, that are on the leading edge of a low-carbon future.

Addressing the challenges of climate change will require actions across society and by many different organisations. Coordination of interventions and actions between sectors is critical to achieving future clean inclusive growth.

This local industrial strategy sets out targeted actions against each of the five foundations of productivity that taken together will maximise the contribution of our expertise in clean energy, agri-

food and information and communication technology, boosting productivity and forging Norfolk and Suffolk's future as the UK's inclusive clean growth region.

**Case Studies:**

**THURN Group**, based in Acle, received industrial strategy challenge funding for its robot submarines which enable engineers to see hazards that ice may cause to infrastructure, pipelines and ships around the Arctic.

**Strutt and Parker Farms** have a significant commitment to renewable energy. Alongside several solar power initiatives, they run two major anaerobic digesters – the plant at Euston, near Thetford, exports 50,000MWh to the National Grid a year. In a recent project, they take horse muck and straw, process this through a bio-digester to extract biogas and CO<sub>2</sub>. Using advanced membranes, they separate out food grade CO<sub>2</sub>, which is sold to a local brewery for use in beer and lemonade.

**The Low Carbon Innovation Fund (LCIF)**, operated by the University of East Anglia, provides equity finance for SMEs in the East of England that are contributing to the low carbon economy. This fund provides investments from £25k to £1m to companies from any sector who are seeking investment to grow and develop, reduce their carbon footprint and maximise carbon savings through technologies, products and services. The programme has already invested £20.5m of EU funding matched with nearly £50m of private co-investment from UK and international investors.

**Muntons** is a leading global player in the supply of malts, malt extracts, flour and flakes to many well-known names in the food and drinks industry and exports 50% of its production. Sustainability is at the heart of everything Muntons does. Liquid waste from its ingredients business at its Stowmarket headquarters is treated at a £5.4m anaerobic digestion plant producing a fertiliser substitute for spreading on local farms, cutting out the 3,000 tanker movements a year currently required to take sludge from the site – saving around 340 tonnes in CO<sub>2</sub> emissions from the lorries. In addition, treating waste streams from malt extract production at the plant produces up to 25% of the firm's base load electricity.

# CLEAN ENERGY



**OVER 600 BUSINESSES,**  
MAINLY SPECIALISING IN OFFSHORE WIND, GAS AND NUCLEAR

CONTRIBUTE

**£1.4<sub>BN</sub>**



**TO THE ECONOMY**



**12,000 JOBS,**  
WITH THOUSANDS MORE  
EMPLOYED IN THE  
WIDER SUPPLY CHAIN



**BACTON GAS TERMINAL**  
AND THE NETWORK OF OFFSHORE  
GAS PLATFORMS SUPPLIES OVER  
A THIRD OF THE UK'S LOW  
CARBON TRANSITION FUEL



**EXPERTISE  
ACROSS  
NUCLEAR  
LIFE CYCLE**

CAPACITY TO DELIVER

**50% OF SECTOR DEAL**

OFFSHORE WINDFARMS IN OPERATION AND  
DEVELOPMENT OFF THE COAST WILL MEET  
HALF OF THE OFFSHORE WIND SECTOR  
DEAL'S 30GW TARGET BY 2030,



WITH FURTHER CAPACITY IN THE PIPELINE

THE PLANNED INVESTMENT  
IN OFFSHORE WIND AND  
NUCLEAR POWER ALONE  
WILL PRODUCE ENOUGH  
ENERGY TO POWER  
MORE THAN



**OF THE UK'S  
HOMES**



**THE UK'S  
HIGHEST  
CONCENTRATION  
OF OFFSHORE  
WINDFARMS**

**Further infographics to be added by 18<sup>th</sup> September include:**

- GVA per job £119,200
- Size of the opportunity £59.4bn capital investment in offshore energy and engineering by 2040
- Exporting £193m

*Norfolk and Suffolk is well placed to be a global exemplar for clean, low carbon energy production, exporting services and skills globally, whilst increasing the availability of affordable sustainable energy for local communities and businesses.*

Norfolk and Suffolk has a diverse energy sector with significant generation capacity of solar, wind, nuclear, biomass and gas. It the only UK region that has such a rich mix of large-scale

energy generation technologies, and expertise on local generation, utility networks, and energy storage. It has a clear distinctive and compelling offer around its all energy sector.

### **Offshore Energy Production**

Norfolk and Suffolk is at the epicentre of the world's largest market for offshore wind energy, worth almost £1bn a year. The two counties have the potential to benefit more than any other area in England from growth in offshore wind jobs, with an additional 6,150 full time well-paid skilled jobs by 2032 (+600per cent growth)<sup>2</sup>.

Norfolk and Suffolk has world-class operations and maintenance facilities. The ports of Great Yarmouth and Lowestoft have benefited from over 50 years of experience supporting the offshore gas industry and have become strategic centres for the offshore wind sector, positioning themselves as England's premier energy ports, with the potential for further growth in operations and maintenance, manufacturing and assembly.

Over the last 15 years, £11bn capital has been invested, with operational turbines generating annual operational and maintenance of £253m. Full build out of projects under construction and in development will require an additional £22bn in private sector capital expenditure bringing the total operational expenditure to £550m<sup>3</sup>.

Offshore, the area hosts over 100 gas fields, over 150 gas-related platforms and 4500km of pipelines. Over the next 30 years there is a potential market of £330bn in decommissioning.<sup>4</sup> The Southern North Sea is the UK's natural gas basin, with a third of the UK's domestic gas requirements handled at the Bacton terminal in North Norfolk.

Coastal protection works are currently taking place, UK-first innovative landscaping project, to protect Bacton Gas Terminal and the surrounding area for at least a further 25 years.

This strategy recognises the vital role natural gas will play as part of the 'energy transition' as the UK moves towards a net-zero economy, further underpinning the role of Norfolk and Suffolk's offshore energy sectors.

New and innovative energy technology concepts are being investigated in Norfolk and Suffolk, including offshore desalination, leading to hydrogen fuel production; carbon capture and storage; and gas to wire developments linked to the rejuvenation of the Southern North Sea. There is a real opportunity for Norfolk and Suffolk to become a 'test and demonstration zone', highlighting its national and global value. There are opportunities for the reuse or repurposing of gas assets either for use by offshore wind (converting gas platforms in accommodation modules) or for the production of hydrogen with former gas pipelines used to deliver the gas to landfall at the Bacton Gas Terminal.

The area is also an ideal exemplar for energy transition with oil and gas and offshore wind players co-operating in areas such as offshore training, platform electrification from offshore wind, shared logistics (accommodation, vessels and helicopter operations for instance).

---

<sup>2</sup> <https://aurawindenergy.com/uploads/publications/Aura-EU-Skills-UK-Offshore-Wind-Skills-Study-Full-Report-October-2018.pdf>

<sup>3</sup> 4C Offshore – East of England: Enabling Offshore Wind - 2018

<sup>4</sup> 4C Offshore – East of England: Enabling Offshore Wind - 2018

## **Onshore Energy Production**

Suffolk is home to three nuclear power stations at different stages of their planning and lifecycles - Sizewell A is in decommissioning; EDF's Sizewell B is the UK's only pressurised water reactor in operation; and the Sizewell C nuclear new build project is expected to seek development consent in 2020.

It is predicted that the Sizewell C power station would inject up to £200m a year into the regional economy during peak construction<sup>5</sup> and £40m per year during its 60 years of operation. Furthermore, Sizewell C would create 25,000 roles during the construction phase with 900 permanent operational jobs created, plus the need for an 'outage' workforce.

Norfolk and Suffolk is the leading area nationally for animal waste biomass installations with a third of the national capacity in two large plants at Thetford and Eye power stations. One of the UK's newest straw fed biomass plants has opened at Snetterton, whilst brewer Adnams operates an anaerobic digester which was the first to export biogas to the grid produced from brewery and food waste.

The bioenergy industry is worth nearly £2bn and is based on the scale of agriculture locally with 13.7 per cent of England's crop output and 9 per cent of the livestock output. Norfolk and Suffolk is the largest straw producing area in the UK, with 313,000 hectares of cereals and 60,000 hectares of oilseed crops, with an estimated straw yield of 1.06m tonnes per year.<sup>6</sup>

## **Clean Energy Generator**

Planned investment in new generation projects will result in Norfolk and Suffolk being the largest contributor of clean energy to the UK and central to the UK's successful national transition to a zero-carbon economy.

Despite the area's strengths in clean energy, access to power is limited, holding back housing and industrial development in many parts of the area. Therefore, transforming the local energy system and new innovations in energy wider resource use is also a priority for local partners to deliver productivity gains across all businesses.

Significant investment by National Grid and other partners will be needed alongside local electricity network reinforcement, to support the offshore energy sector and the proposed new nuclear power station, Sizewell C. It is critical that this is planned and delivered in a strategic and joined-up way to ensure it does not impact on communities and the natural environment, which is a key asset for the area and underpins a highly valuable visitor economy.

There is a clear opportunity for Norfolk and Suffolk to be better recognised as a global exemplar for clean, low carbon energy production through:

- Exporting services and skills globally,
- Expanding the distribution of affordable sustainable energy to local communities and businesses; and
- Improving skills locally.

---

<sup>5</sup> <https://www.eastsuffolk.gov.uk/assets/Planning/Sizewell/Economic-Impact/SZC-Economic-Impact-Appendices-v3.0.pdf>

<sup>6</sup> [https://newanglia.co.uk/wp-content/uploads/2019/06/New-Anglia-Clean-Energy-Skills-Plan\\_FINAL-March-2019.pdf](https://newanglia.co.uk/wp-content/uploads/2019/06/New-Anglia-Clean-Energy-Skills-Plan_FINAL-March-2019.pdf)

## Ambitious Future Plans

### Local Partners will work together to:

- Develop an ambitious regional research and innovation programme that will build on our existing clean energy research strengths across our regional universities, Cefas and ORE Catapult's new Lowestoft facility, working closely with industry to deliver increased innovation and productivity, new research collaborations, and cross-sector translational projects.
- Enhance the capacity and capability of Norfolk and Suffolk's ports with a series of ambitious projects to attract and capture manufacturing, construction and operations and maintenance investment, to serve the offshore energy market.
- Expand OrbisEnergy's scope from offshore renewables to 'clean energy', delivering an ambitious innovation and growth programme focussing on supply chain development, new technology solutions, investment in skills and talent, attracting investment, increasing global exports and supporting collaboration across industry to develop a shared all energy workforce.
- Local partners will explore with central government and regulators developing innovative and locally targeted planning and regulatory pathway for new energy projects and locally funded infrastructure responsive to environmental and community needs.
- Support the Greater South East Energy Hub in developing opportunities across the energy and utility networks and enabling more flexible and innovative solutions to the future power generation needs of Norfolk and Suffolk.

### Case Studies:

**3Sun Group**, based in Great Yarmouth, led the way in diversifying from a wholly oil and gas business to more than 90 per cent renewables. It has been integral in the installation, servicing and maintenance of offshore wind turbines in the UK and European waters through the supply of skilled technicians and statutory inspection teams. 3Sun has gained a global reputation for expert operational support services specialising in the UK, German and Danish markets.

**Energy sector skills** - Strong co-ordination of energy skills initiatives is key to ensuring that skills needs are met. Local partners are delivering an energy sector skills plan which focuses on a higher technical engineering offer; mobilises industry leadership; builds workforce transferability; addresses overall energy skills fragility; and delivers inclusive growth. Local investments will have a major impact on developing the future energy workforce, including the £11.3m energy skills centre at East Coast College in Lowestoft.

**Aviva Solar Carport, Norwich** – One of the largest solar carports in the UK was completed for Aviva by Norfolk-based RenEnergy. More than 542,000 kWh of power, enough to power 138 homes, may be generated by the carport at Aviva's Horizon building in Norwich. During peak hours, the office (accommodating 1,000 employees) will effectively be off-grid and powered 100% by the sun. Annually this system will provide more than 63% of the site's total energy demand - a carbon offset saving of 166.5 tonnes p.a. The carport has futureproofed the Horizon office to allow for the addition of electric vehicle charging infrastructure, enabling employees to charge their low-carbon vehicles directly from the sun.

**Peake Fruit**, owned by Boxford Group and based in Stoke-by-Nayland were recently awarded Best Green Enterprise BALE Award for their Anaerobic digester fed by the pomace from the Konings Copella juice plant and maize. The family business (operating over 80 years) have a number of biomass boilers and solar panels across their agricultural and leisure sites. The energy produced is stored on-site and is used to power their site systems, chiller storage and hotel. This business and many others across Norfolk and Suffolk are working hard to transform traditional agricultural businesses through the use of technology and clean energy.

## AGRI-FOOD

  **LARGEST AGRI-FOOD OUTPUT OF ANY LEP AREA AT £3.5<sub>BN</sub>**

 **91,300 JOBS**

**OUTPUT PER JOB IS HIGH**



**AT £38,500**  
MAKING IT A  
PRODUCTIVE SECTOR.

DESPITE ACCOUNTING FOR ONLY 2% OF UKS POPULATION AND 4% OF THE UK LAND MASS, NORFOLK AND SUFFOLK REPRESENTS 11% OF ITS AGRICULTURAL OUTPUT, WHICH IS MORE THAN ANY OTHER LEP AREA



**12**  
PER CENT  
OF THE UK'S  
CEREALS



**16.6**  
PER CENT  
OF UK  
FRUIT AND  
VEGETABLES



**22.7**  
PER CENT  
OF THE UK'S  
PIGS



**17.6**  
PER CENT  
OF UK  
POULTRY  
PRODUCTION



**60**  
PER CENT  
OF UK'S  
SUGAR

**Further infographics to be added by 18<sup>th</sup> September include:**

- Exporting £569m
- 8,885 businesses

*Norfolk and Suffolk has the innovation and expertise to develop, pioneer and apply new approaches to sustainable agriculture, utilising clean energy and innovative water management, and increase value added processing and exports through the applications of new technologies and systems.*



### **A regional focus for agri-food innovation**

The world-leading [Norwich Research Park](#) is at the forefront of global agri-food research and innovation, employing 3,000 scientists and clinicians. A UK asset equipped to make a leading contribution to the major challenges of food and energy security, healthy ageing and living with environmental change. It is Europe's largest single site hub of research, training, education, and enterprise in food and health. It brings together several research organisations with global reputations:

- the John Innes Centre
- the Earlham Institute
- the Quadram Institute
- The Sainsbury Laboratory
- University of East Anglia,
- Norfolk and Norwich University Hospital.

Centre for Fisheries and Aquaculture Science (CEFAS), has been based in Lowestoft since 1902, when it began as a small fisheries laboratory. The Centre now employs some 600 staff between Lowestoft, Weymouth, English ports, Kuwait and Oman. This is the UK's most diverse centre for applied marine and freshwater science and research, providing innovative solutions for the aquatic environment, biodiversity and food security. A trusted bridge between government, academia and industry, CEFAS provides a multidisciplinary approach to a range of sectors including offshore renewables, fisheries, marine and coastal infrastructure and shipping.

### **The climate, labour and technology challenge**

Alongside this global research expertise, Norfolk and Suffolk has some of the most productive farmland in the UK. However, the impact of climate change is bringing drier summers and wetter winters overall, with the likelihood of extreme rainfall events increasing and extreme weather events becoming more frequent<sup>7</sup>. The changing pattern of rainfall is already leading to water abstraction restrictions which is likely to have an impact on growers. Norfolk and Suffolk is at the forefront of the challenge, as well as the research needed to adapt to it.

Machine learning, automation, material science and satellite technology has the potential to increase productivity and improve sustainability across the food supply chain. Adoption of technology is also needed to address challenges created by a lack of labour supply, raising productivity and creating higher skilled, higher paid jobs.

Local agricultural businesses have recognised the need to adapt in response to the climate emergency and technological change. There is a growing appetite to meet the challenge, with the right kind of support.<sup>8</sup> But across the agri-food sector, innovation is concentrated in a small number of high performing businesses. There is a big opportunity to improve the diffusion of ideas and technology further through the farming base.

---

<sup>7</sup> [Scoping Report for the New Anglia LEP Climate Change Adaptation and Carbon Reduction Strategy, UEA Consulting, 2019](#) page 12

<sup>8</sup> <https://www.eadt.co.uk/business/farming/suffolk-and-norfolk-nfu-chairs-reaction-to-rsa-sustainability-report-1-6170278>

Biodiversity and healthy soils are key to a sustainable environment and effective carbon capture, acknowledged by UK leaders in these areas working here – such as the team at the Holkham Estate. But farming more widely faces a major challenge in its capacity and ability to adapt and adopt new techniques and technologies.

Increasing consumer demand for food traceability and sustainability, presents an opportunity for growers and processors alike. This could range from switching more primary production to spelt and other cereals used in gluten-free flours, to developing new plant-based foods informed by the food innovation programme at the Quadram Institute. Supporting businesses to adapt their products to meet the changing demands of the modern consumer will be important.

### **Increasing Processing Value**

Norfolk and Suffolk is home to an advanced and nationally significant food and drink sector, with globally renowned companies including Kettle Chips, Greene King, Pasta Foods, Muntons, British Sugar, Aspalls, Mars Food, Bernard Matthews and Birds Eye. There are many more quality processing businesses with potential to grow in domestic and international markets. The area only processes 50per cent of the food it grows. The opportunity to add value to the economy with an increase in processing and high-tech production methods is substantial. A 50per cent increase in processing locally grown food could add over £2bn to the economy.

Automation, enhanced use of information technology and other innovations also present opportunities to increase the productivity of these businesses, enhance sustainability and reduce greenhouse gas emissions. There is a commitment locally to help businesses develop the skills and technology needed to take this opportunity.

Norfolk and Suffolk will explore, working with others, the scope for capacity support and new skills development to encourage farmers to adopt new approaches and to better understand the opportunities for innovation. There is significant potential for effective mentoring and sector leadership.

### **Ambitious Future Plans**

#### **Local Partners will work together to:**

- Invest in a Food Hub based at the Food Enterprise Zone site at Honingham Thorpe in Norwich, to deliver business growth through innovation, productivity, processing, exports and support new start-ups.
- Collaborate with partners including Lincolnshire, Cambridgeshire and Peterborough leveraging the existing strengths of Agri-Tech East to realise the collective power as the UK centre for hi-tech, precision agriculture and food production.
- Develop a world-leading hub for plant and microbial research at the John Innes Centre.

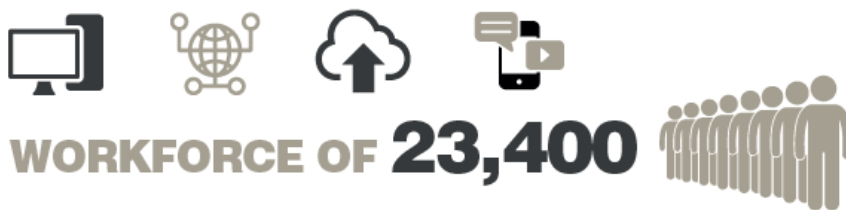
#### **Case Studies**

**CauliRice** - in 2015, Fountain Foods in Upwell, West Norfolk, successfully applied for two Agri-Tech grants worth £171K to set up a new company to develop and manufacture CauliRice - a new, long-life rice substitute made from cauliflower and install new equipment in their existing premises to make production more efficient. The new product took off immediately, benefitting from changing customer habits and the desire for more healthy choices. CauliRice is now on sale in all major supermarkets in the UK and across the US, with renamed company Fullgreen launching its first US production line in 2019.

**Crop Systems** in Happisburgh, North Norfolk, are industry-leading innovators in modern crop storage. Their WarmStor product is a revolutionary low energy system for the automatic conditioning of potatoes for the packing industry. Air source heat pumps are used to bring cold stored potatoes up to the required temperature for packing and also provide rapid cooling of new potatoes. They also produce SmartStor, a system that manages the atmosphere in potato stores with total remote control and management. TaperStor and PosiStor are innovative potato storage facilities which maximise airflow and store conditions to keep the potatoes better for longer.

**British Sugar** supplies around half of the UK's sugar and supports 9,500 jobs. The advanced manufacturing plant in Bury St Edmunds uses Combined Heat and Power (CHP) which is one of the most fuel-efficient processes available to turn over two million tonnes of sugar beet into 320,000 tonnes of sugar. In 2016 British Sugar invested £15m in a new Anaerobic Digestion (AD) plant at Bury St Edmunds, producing energy in the form of electricity. While a small proportion is used to power the AD Plant, making it self-sufficient, the majority (up to 5MW) is being exported to the National Grid as clean renewable electricity.

## ICT DIGITAL



**£1.4<sup>BN</sup>**  
**CONTRIBUTION**



A FURTHER **35,000**  
DIGITAL TECHNOLOGISTS AND ENGINEERS ARE ACTIVE IN  
COMPANIES IN THESE AND OTHER LOCAL SECTORS,

MORE THAN **DOUBLING** THE SIZE  
OF THE DIGITAL TECH WORKFORCE



**10,000 TECH ROLES / VACANCIES TO BE FILLED**



**BY 2024**

**Further infographics to be added by 18<sup>th</sup> September include:**

- GVA per job £59,100
- Exporting £293m

***Grow and secure the information and communications technology and digital creative clusters at Adastral Park and Norwich as national assets. Build the integrated networks that business need including the UK's first advanced highspeed optical wireless network.***

Norfolk and Suffolk's information and communications technology and digital creative opportunity is both fast-growing and high value. It is at the cutting edge of digital innovation, with distinctive strengths in telecoms, cyber security, quantum technology, artificial intelligence, Internet of Things and user experience design. It is also imperative in supporting productivity growth and technology-driven innovation across all local sectors and delivering the Artificial Intelligence and Data Grand Challenge, for example through agri-tech and the application of advanced intelligent information technology supporting the low carbon energy transition. Anchored by recognised tech clusters centred on Norwich's fast growing digital creative hub, and at Adastral Park, near Ipswich.

### **Norwich – Digital Creative Cluster**

The cluster is characterised by several high performing home-grown businesses (many of which are global players including Epos Now, Rainbird, Fountain Partnership and Foolproof) as well as micro start-ups and freelancers. The sector overlaps and interlinks with the financial and insurance services and business services sector. There is real growth potential, but is also a driver for innovation, creativity and productivity across the broader business base.

University of East Anglia and Norwich University of the Arts (NUA) are key to the supply of talent for the Norwich area. University of East Anglia ranked 15<sup>th</sup> of the UK's universities<sup>9</sup>, has global pull with students drawn to specialisms that include computing science; computer systems engineering; business information systems; computer graphics, imaging and multimedia; data mining; engineering and environmental science.

NUA is ranked the UK number 1 and world Top 10 for Games by the gaming industry<sup>10</sup> and has secured an international reputation for producing graduates who excel in a constantly evolving industry and the emerging cluster. It is also gaining national recognition for its user experience - digital design courses and is home to the Ideas Factory incubation centre for digital creative businesses and user experience lab.

There is major demand for user experience standard skills across both digital creative primary industries, such as web and software design, and in customer experience in the broader digital economy.

University of East Anglia and Norwich University of the Arts have developed partnerships with AVIVA and Virgin Money to respond to the digital demands of the FinTech finance sector and support SMEs within the local tech networking groups.

SyncNorwich, with over 1,300 members provides a vibrant networking programme that supports business start-up, business development and ongoing good practice sharing for the local technology community. Other networking groups include Norfolk Developers and Hotsource.

---

<sup>9</sup> The Times and The Sunday Times good university guide 2019

<sup>10</sup> <https://www.nua.ac.uk/study-at-nua/courses/ba-hons-games-art-design/>

## **Adastral Park**

[Adastral Park](#), near Ipswich, is home to BT's Global Research and Development headquarters, and a growing cluster of over 120 high-tech companies at Innovation Martlesham, employing almost 4,000 people, generating £515m gross value added with a comparatively high productivity rate of £140,000 per job. Home to the largest test and integration facility in Europe and the world's first 'real-world' demonstration of quantum encryption. The 3<sup>rd</sup> largest patent filer in the UK and number one for Artificial Intelligence technologies.

Adastral Park is a BT strategic site, and has set out an ambition, to take the site to a new level as a major national strategic asset and growth engine for the UK information and communications technology through the Adastral Park 2025 vision. This initiative will include facilities to underpin the UK's aim to lead in the global information and communications technology sector, accelerate the growth of the UK's emerging telecoms software manufacturing sector, and grow the Innovation Martlesham cluster to over 200 information and communications technology companies and academic partners.

The main aspects of the Adastral 2025 Vision:

- The Tommy Flowers Institute for post-graduate information and communications technology industrial research creating future research leaders through an academic and industry network;
- The world's largest converged networks research facility;
- Maximising the opportunities for the world's first commercial-grade quantum test network link between the BT Labs and the Cambridge node of the UK's new Quantum Network.
- Exploiting the opportunities of the UK's Centre for Internet of Things operations development.
- Working with Department for International Trade to promote the Adastral Park High Potential Opportunity offer to foreign investors.
- Aiming to work specifically with the strategic opportunities, grand challenges, the internet of things and key sectors including Fintech and Life Science as they adapt to new demands and technology availability.

The tech cluster in Ipswich has a growing tech community and innovative start-up scene. Its proximity to Adastral Park and London Liverpool street present excellent opportunities for it to continue to grow and thrive.

## **Ambitious Future Plans**

Local Partners will work together to:

- Deliver the Adastral Park 2025 vision to take the site to a new level as a major national strategic asset and growth engine for the UK.
- Create a new digital hub in Norwich for the incubation of startups and accommodation of scale up businesses in the digital and creative cluster.
- Develop the economic case for a Smart Emerging Technology Institute and testbed (SETI) – a unique advanced high-speed optical and wireless network (including 5G) which interlinks Internet of Things testbeds to support large-scale experiments and data transfer.

The actions identified under the five foundations of productivity will also help to deliver the information and communications technology and digital creative ambition.

**Case Studies:**

**Quantum Network Link** - A key component in Adastral Park's array of assets is the commercial-grade quantum network link between BT at Adastral Park, Ipswich and Cambridge University. Launched in 2018, supported by £2m of government funding, the link is the UK's first ultra-secure quantum network link, marking a significant milestone in the UK's ability to develop and test quantum computing technologies. The link uses BT exchanges along the route to act as trusted nodes, and forms part of the UKQN, which is a result of a collaboration between research and industry run by the Quantum Communications Hub.

**Thyngs** - Bridging the gap between the digital and physical world, Norwich-based Thyngs transforms any product packaging or advertisement into an instant point of transaction. Using any smartphone, consumers can receive personalised content and promotions without having to download an app. Thyngs tracks customers' engagement level in real time and reports back to them on the impact of their experiences. The company was conceived to tackle the growing challenges faced by the charity sector because of the switch to contactless and the need to better engage with donors digitally. Initially working with local charities, Thyngs now supports many national and international charities.

**Inawisdom** - How we consume data is rapidly changing and Ipswich tech company Inawisdom helps businesses globally to exploit its value through the latest artificial intelligence and machine learning techniques. Optimising this information allows organisations to increase sales margins and maximise operational efficiency, detect potential fraud, security concerns and other business risk exposure, as well as proactive maintenance of any physical assets. Founded in 2016 with just two members of staff, the company has been consistent and strong in recruiting the best talent and now employs over 70 staff members based at its Ipswich HQ and London office.

**NUA** are working with Marsh on an innovative programme to enhance productivity through creative development and problem solving techniques. Marsh identified an issue with work cases which could not be completed by their processing teams in Norwich and India due to missing/incomplete information. Recognising the importance of diverse thinking in developing a solution, Marsh contacted NUA to explore a different way of approaching the challenge. Using techniques such as illustration, visualisation, creative persona-building and gameplay, a solution was identified and Marsh has since implemented a number of changes to engage colleagues involved in driving a positive outcome and overcoming cultural barriers. Marsh is now introducing new roles to integrate creative problem-solving into their Operations team.

**Underpinning sectors**

This Local Industrial Strategy also recognises the strengths and the importance of a number of underpinning sectors in the Norfolk and Suffolk economy.



**Life Science and Biotech** - International expertise in the fields of food, health and microbiome - advanced cluster of animal health and emerging pharmaceutical



**Financial Services and Insurance** - One of the largest general insurance and financial services clusters in Europe, with growing start up financial



**Transport, Freight and Logistics** - The UK's largest container port at Felixstowe on the premier EU – Asia route and the UK's largest exporter of grain at Ipswich



**Visitor Economy** - A varied and significant tourist offer, from coast and countryside to postcard market towns, underpinned by a dynamic and pioneering cultural



**Construction and Development** - Large and diverse sector, with emerging specialisation in Passivhaus and sustainable



**Advanced Manufacturing and Engineering** - National expertise in automotive, civil aviation, composites and pharmaceuticals.

Tackling the productivity challenges in these sectors and maximising their growth opportunities are a key part of this Local Industrial Strategy.

## The Five Foundations of productivity

### Ideas

***Enhance collaboration across businesses and sectors, driving up levels of business innovation, whilst increasing the adoption and diffusion of new technologies in clean growth, energy and food production.***

The ability to innovate – to develop new ideas and deploy them – is one of Britain's great historic strengths<sup>11</sup>. Norfolk and Suffolk has played a significant role with technological breakthroughs from the hovercraft to the metal framed aircraft, pioneering the coding for the internet at BT Adastral Park to the realisation of the single-mode optical fibre, with scientists at the John Innes Centre leading the global search to develop new antibiotics discoveries that put Norfolk and Suffolk at the forefront of science and innovation.

### **Innovation Ecosystem - Strong science, research and innovation assets**

Today, Norfolk and Suffolk has one of the highest concentrations of knowledge-intensive activity in the country and the components of a strong innovation ecosystem such as a robust research base, vibrant business networks and innovation infrastructure.

Around 8,000 people work across science, innovation and research centres covering specialisms from user experience design, artificial intelligence and advanced engineering to clean energy, marine and microbiome research including:

<sup>11</sup> <https://www.gov.uk/government/publications/industrial-strategy-the-foundations/industrial-strategy-the-5-foundations#ideas>



- Norwich Research Park
- Centre for Fisheries and Aquaculture Science
- Adastral Park
- University of East Anglia
- Norwich University of the Arts
- University of Suffolk

The network of specialist innovation and enterprise centres also extends to Kings Lynn Innovation Centre, Hethel Engineering Centre, Ipswich Waterfront Innovation Centre, the Animal Health Trust at Kentford, Newmarket Equine Hospital and OrbisEnergy. These are dispersed across a wide geographic area with specialisms clustered at different locations. Innovation is concentrated in and around these assets and a number of (predominantly larger) companies.

The amount businesses spend on research and development is higher than in most other parts of the UK, however this is concentrated in a small number of firms. Though only 12per cent of firms reported undertaking research and development, their spend amounted to £641m, or 1.9per cent of gross value added, compared with 1.2per cent nationally.

Norfolk and Suffolk's businesses are amongst the top performing for the adoption of new organisational processes. However, levels of collaborative innovation are amongst the lowest in England, with only 29.2per cent of firms in Norfolk and Suffolk reported collaborating for innovation purposes.

#### **Innovation Opportunity – building new networks**

There is more to do, building on Norfolk and Suffolk's very strong innovation and research assets, to help foster the partnerships and collaborations that are increasingly driving the take up of new technology and ideas. Local partners have a clear ambition to further connect up Norfolk and Suffolk's innovation assets, getting more businesses involved and stimulating more cross-sector innovation. Well-connected networks where people can easily access the right expertise, informally and collaborate and share knowledge are essential. Strengthening the connections between entrepreneurs, researchers and existing businesses is a core priority of this Local Industrial Strategy.

#### **Investing in Innovation**

By stimulating more investment in innovation and improving the connection between businesses and the research base, Norfolk and Suffolk's businesses will help to ensure the UK continues to be at the forefront of shaping the businesses and markets of the future.

Public investment in research and development has an important role in stimulating private spending<sup>12</sup>. The evidence shows that Norfolk and Suffolk's businesses are less likely to apply for Innovate UK funding than firms elsewhere. There is a significant opportunity to increase research and development spending and increase the area's contribution towards the Government's 2.4per cent target.

#### **Together local partners will:**

---

<sup>12</sup> Industrial Strategy White Paper p.61 In the UK every £1 of public investment on R&D attracts around £1.40 of private investment

***Widen the cross section of businesses innovating and investing by providing the right support and access to finance needed to increase productivity through innovation, particularly focusing on clean growth and the networks needed. To strengthen collaboration, learning and partnership between science, research and business, across different sectors and disciplines by:***

- Introducing a new integrated offer and programme of activity that will stimulate collaboration and innovation which will include:
  - Connecting up innovation centres and assets opening up access which encourages cross sector collaborations.
  - Innovation Ambassadors linking entrepreneurs and innovators with businesses seeking to collaborate on projects.
  - a voucher scheme for access to credible and high-quality expert support.
  - an Innovation Research and Development fund with grants ranging from £1k to £25K.
  - Innovative Projects revenue fund, seeking projects that cover ideas and innovation, skills, and the business environment.
  - Joining up existing innovation portals to direct entrepreneurs and businesses to the wide range of support services
  - Innovation hackathons providing opportunities for large businesses to work with SMEs to answer commercial challenges.
- Developing next generation innovation infrastructure including:
  - an exemplar ageing society assisted living community (living laboratory), linking up researchers and clinicians to trial and test new technologies.
  - exploring the Port of Felixstowe becoming an exemplar for blue tech (driving sustainable innovation across the maritime and logistics sectors) working with the Connected Places Catapult.
- Create partnerships with other parts of the UK to scope out shared and complementary capabilities to drive forward new innovations and access to new markets including:
  - Jointly appointing, with the Offshore Renewable Energy Catapult, a regional manager to support local companies to innovate and develop new technologies for offshore wind.
  - Identify mechanisms to leverage greater value and productivity from enhanced commercialisation opportunities between Norwich Research Park and the existing business base to attract inward investment.
  - Working with leading UK universities who specialise in complementary areas of strength in sectors such as agri-food, clean energy and ICT Digital.

**Government is working in partnership with Norfolk and Suffolk to support the delivery of this foundation through:**

- £45.9m of competitive funding through Innovate UK to businesses in the local area. Innovate UK is also helping businesses to better understand funding opportunities, further building on the New Anglia Growth Hub workshops and collaboration with local universities.
- Investing £290m of Local Growth Fund, including the new Ipswich Waterfront Innovation Centre and the new headquarters for the Centre for Environment, Fisheries and Aquaculture Science in Lowestoft.

### Case Studies

**Quadram Institute** – this multi-million-pound innovation asset in Norwich is at the forefront of a new interface between food science, gut biology and health, developing solutions to world-wide challenges in food-related disease and human health. The institute adds to the already global impact of research and development at Norwich Research Park. It hosts fundamental and translational research into food, human health, gut biology and disease, and features a clinical research facility for human trials and a new gastrointestinal endoscopy unit for the Norfolk and Norwich University Hospital. The co-location of these elements will drive new collaborations between fundamental and clinical researchers and is one of the features that makes the Quadram Institute a ground-breaking partnership.

**Digital Skills & Innovation Academy-** The project aims to boost innovation skills and productivity across Norfolk and Suffolk by leveraging the capabilities of the University of Suffolk, BT and Adastral Park's tech cluster Innovation Martlesham. It's hoped the centre will welcome 520 new students, 145 new apprentices and create 36 new jobs in the local area.

**The Animal Health Trust, Newmarket** is the leading veterinary and scientific research charity dedicated to the health and welfare of animals. The veterinary service provides care for sick and injured animals and scientific research discoveries help improve the lives of animals all around the world. AHT's expertise in preventing disease, from providing specialist advice to developing new vaccines, ensures they lead the way in stopping diseases and conditions from occurring in the first place. Through education and training programmes AHT are developing and supporting the next generation of veterinary and scientific specialists.

## People

***Growing an inclusive economy with a highly skilled workforce where skills and employment provision meets business need and the aspirations of individuals and communities.***

Norfolk and Suffolk has a diverse and growing population. Employment levels are higher than the UK average. The area is a desirable place to live, quality of life is constantly ahead of the national trend with a growing population and a consistent net inflow of people of all ages, including families and skilled professionals. Three universities attract talented and ambitious people each year. Norfolk and Suffolk is a large area, with many residents commuting within the two counties to its urban centres, as well as to Cambridge, London and Essex, particularly from West Suffolk.

Overall, the two counties have an ageing population, that is economically active with a huge contribution to make. 23.5per cent of the population are over 65 compared to 18.2per cent in the UK. This is an economically active, if older, population with the potential to make a huge contribution.

### Skills and aspirations

Historically, Norfolk and Suffolk has had lower skills levels than average, but this trend has been reversed in recent years and skills levels are rising fast but need to continue to do so to meet rising demand for new skills from a growing business base.

Apprenticeships take up is higher than both the national and wider East of England average. Apprenticeship starts for all ages in Norfolk and Suffolk has more than doubled over the last decade. Most of these apprenticeships are either intermediate or at an advanced level. 7per cent of all school leavers entered into an apprenticeship compared with 6per cent nationally, highlighting their slightly higher appeal and density locally.

Key Stage 5 students in Norfolk and Suffolk sustaining an education or employment destination has increased from 63.7per cent in 2009/10 to 89per cent in 2016/17. Much of this is driven by an increase in students moving into sustained employment, up from 7.9per cent in 2009/10 to 29per cent in 2016/17.

### **Workforce**

Median full-time weekly wages for residents and those working in the area are £516 compared to £569 nationally and 26.8per cent of jobs are below the Real Living Wage compared to 22.8per cent nationally. There are pockets of deprivation across urban, rural and coastal communities within Norfolk and Suffolk, with quite different needs. Improving transport infrastructure in many rural and coastal areas is an important priority to reduce isolated deprivation coupled with low aspirations and low-skilled employment.

The voluntary, community and social enterprise sector has an important role to play in supporting those furthest from the labour market by reintegrating and re-skilling through training, volunteering or employment. Many of the initiatives undertaken by the sector are delivering locally through actions such as the Lottery's Big local programme.

Norfolk and Suffolk has secured significant funding to develop integrated work and health programmes addressing a rising proportion of long-term unemployed in the area and unlocking their potential to enhance productivity levels.

Significant evidence exists supporting the link between wellbeing at work and productivity – with wellbeing including physical health and mental wellbeing. Quality of life is constantly ahead of the national trend, affirming that Norfolk and Suffolk is a desirable place to live. There is opportunity for business to utilise this to enhance productivity and for the area to attract and secure additional business investment.

### **Meeting future skills needs**

The large majority of the 'future workforce' is already working. Rapidly emerging technologies and methods are changing the nature of many jobs at all levels, leading to increased demand for technical and digital skills, where there are already clearly defined skills gap, and the opportunity for higher value roles in all sectors. This strategy aims to ensure that retraining is available, accessible and fits the needs of individuals and businesses.

The Norfolk and Suffolk Skills Advisory Panel brings together employers, skills providers and local government to pool knowledge on skills and labour market needs and to maximise opportunities such as the large concentration of upcoming nationally significant infrastructure projects across the area. This provides the opportunity to tackle low social mobility levels and areas of high deprivation where they exist. The aim is to ensure that universities and other providers have the information they need to deliver the skills required by employers, now and in the future.

### **Connecting business and education**

Inspiring and preparing young people for the fast-changing world of work is critical to driving the supply of the future workforce. For young people, the New Anglia Enterprise Adviser Network is working with education institutions and wider work inspiration programmes,

including 'icanbea', to meet the eight Gatsby benchmarks at a consistently significant rate above the national average.

It is facilitating collaboration between schools and businesses across Norfolk and Suffolk to deliver inspiring careers strategies that will prepare the next generation of workers. Businesses in Norfolk and Suffolk engage with their young people, with 21 per cent of employers locally having offered some kind of work inspiration, which is in the top performing areas in the UK.

Norfolk and Suffolk will continue to promote collaboration between business, Higher Education, Further Education, schools and the public sector to provide the training opportunities and industry placements that enable businesses and people to fulfil their full potential. Further developing the number of graduate vacancies locally and graduate entry routes is also a clear priority.

### **Together local partners will:**

**Close the skills and labour gaps, especially in digital and technical skills, and continue to build skills across the strategic opportunity areas by:**

- **Supporting Opportunity Areas in Ipswich and Norwich.** Local ambition is to maintain the partnerships to continue support social mobility.
- Delivering an '**Eastern Institute of Technology**' to address technical skills shortfalls and social mobility for the young, plus the existing workforce. The curriculum needs to give employers what they need to drive their business forward.
- Fifteen sector skills plans are being delivered locally for each of Norfolk and Suffolk key growth and employment areas, including clean energy, agri-food and digital tech, which identify skills needs and set out the actions to ensure these needs are met.
- Continuing to deliver the **Youth Pledge** for all our young people, providing an integrated offer that shows and inspires young people about the opportunities that exist and provides support to enable them to access them, including support into employment.

**Providing a range of opportunities that enable all residents to upskill throughout their lives, including:**

- Develop a **Digital Skills Programme** building on the work of the New Anglia Digital Skills Taskforce and sector skills plan.
- Supporting the delivery of **disability confident scheme** for employers.
- Working with industry and communities to support and scale up existing initiatives that provide career support and wider awareness of the opportunities for working with an older labour force to provide them with fulfilling roles and enable them to contribute to their full potential; and educational programmes that support the development of digital skills right from primary school to postgraduate research and from the workforce to those that are hardest to reach.

**Improving aspirations and continue to develop employability and work readiness amongst young people including:**

- Developing a cost-effective model to support the **transfer of apprenticeship levy** to businesses by creating a virtual pot where unspent levy is 'transferred' and used to match up

businesses with apprentices of all ages (not for those fully funded), new entrants and existing staff at different levels, and providers supporting new skills, reskilling and upskilling.

- **Enhancing New Anglia Enterprise Advisor Network and Careers Hub** to ensure all secondary schools and colleges are equipped to achieve all the 8 Gatsby benchmarks.
- Promoting the work of local colleges to provide 'Farm Ready Students' in conjunction with large farming estates such as Honingham Thorpe Farm, Stody Estate and The Morley Agricultural Foundation.

**Government is working in partnership with Norfolk and Suffolk to support the delivery of this foundation through:**

- Work with the Department for Education to promote the opportunities that qualifications such as **T levels** bring, encouraging businesses to provide industrial placement enabling students to gain employability skills.
- Working with the Department for Education to ensure a smooth transition from the existing Skills Board to the new Skills Advisory Panel.
- Deliver the Department for Education funded **National Centre for Computing Excellence** based at West Suffolk College supporting the growth of digital skills in teachers.
- Through the £290m investment of Local Growth Fund:
  - **Digital Skills & Innovation Academy** - a new, nationally significant information and communications technology research and training centre delivered by University of Suffolk, BT and the Adastral Park tech cluster.
  - **Digi-Tech Factory at City College Norwich** - enabling several interconnected Digital Technology, Engineering and Design Courses to come together in a purpose-designed building.
  - **Digital & Technology Skills Hub at Suffolk New College** - offering a range of courses which provide the building blocks for individuals to progress into Higher Education and Higher-Level Apprenticeships.
  - **The STEM innovation campus at West Suffolk College** will provide first class science, engineering and digital education and training for the young people of Norfolk and Suffolk.
  - **A £7.4m Institute of Productivity at the University of East Anglia**, helping to educate the next generation of digitally aware engineers and business leaders within modern engineering facilities. It will deliver a new regional hub for engineering, technology and management.

**Case Studies**

The **New Anglia Enterprise Adviser Network** matches senior business leaders with secondary schools and colleges across Norfolk and Suffolk to increase student encounters with the world of work and support the development of employer engagement plans. 100 Volunteer Enterprise Advisers from local businesses across Norfolk and Suffolk is supporting schools with delivering inspiring careers strategies. New Anglia Local Enterprise Partnership (LEP) aims to have an adviser in every education establishment in Norfolk and Suffolk by 2020.

**New Anglia Skills Deals Programme** – a programme of projects across Norfolk and Suffolk, involving many of the area's employers working alongside local providers to find new ways of meeting skills requirements. This includes the new employer-led skills centre at the East Coast College Great Yarmouth campus supported by almost £500K of Skills Deal funding. The centre is designed to train

the next generation of offshore energy sector workers in Norfolk and Suffolk with developers, operators and supply chain companies supporting the cost of training and more than £500K worth of equipment, including wind turbine generators and blades, donated by businesses.

**Norwich Inclusive Economy Project** UEA is working in collaboration with Norwich City Council to deliver the Norwich Inclusive Economy Commission project which is exploring the economic issues that the city is facing, the impact of potential future trends, and how the Council might intervene in the economy in new ways in the future. The project seeks to provide new insights into the local economy by moving beyond conventional economic indicators. It will explore the different forms of economic inclusion and exclusion that exist, as well as often ignored 'hidden' economies.

**Award winning Creative Computing Club-** Matthew Applegate, founder of Creative Computing Club, which operates in Ipswich and across Suffolk, won the 2019 BAFTA Young Game Designers Mentor Award. Matthew set up the Creative Computing Club in 2012 and it now works with more than 300 young people every week across Suffolk helping them to engage in technology-based sessions. The club offers short courses on everything from robotics to artificial intelligence to game design. Matthew also works with nine Suffolk schools to help young people learn about creating games.

## Infrastructure

*Enabling productivity gains and clean growth through the delivery of integrated infrastructure to create places that people want to live and work.*

Improvements in infrastructure help to drive business growth and productivity, provide confidence to investors and help support the sharing of innovative thinking. Infrastructure also connects people to a wider breadth of employment and skills development opportunities and offers the potential for a significant shift towards a net zero carbon future. It is the essential underpinning of our lives and work<sup>13</sup>. Places and communities are interconnected, depend on transport links and draw on many of the same labour market and supply chains.

### Transport connectivity

Norfolk and Suffolk is strongly connected with the rest of the world and core to the UK's freight and logistics system through the Felixstowe to Nuneaton rail freight corridor and A14. The area is well served by ports (Felixstowe, Ipswich, Great Yarmouth, Lowestoft and King's Lynn) and airports (Norwich and Stansted) and connectivity to each of these key hubs is critical to ensure their ongoing success to UK plc. The area benefits from important links to London and Cambridge with recent investments in both the road and rail networks making journey times quicker with greater seating capacity as well as boasting the UK's most modern fleet of rolling stock.

Committed improvements to date through the Roads Investment Strategy will deliver significant benefits, but additional investment on the A14, A47, A11 and A12 could further drive growth opportunities for Norfolk and Suffolk<sup>14 15</sup>.

<sup>13</sup> <https://www.gov.uk/government/publications/industrial-strategy-the-foundations/industrial-strategy-the-5-foundations#infrastructure>

<sup>14</sup> Britain's Premier Trade Route, Suffolk Chamber of Commerce, 2019



Improving accessibility between our economic centres is essential to the realisation of our future aspirations. It will provide better access to jobs, education and healthcare, encourages the clustering benefits of development and services and attracts inward investment.

The electrification of transport, including last mile connectivity, and wider innovation in engineering, technology and business models are critical to meeting the ambitions set out in the future of mobility grand challenge and supporting the government's ambition for all new cars to be electric by 2040. Almost 40per cent of all carbon dioxide emissions in Norfolk and Suffolk come from transport<sup>16</sup>.

Pursuing opportunities for modal shift and active travel, broader network efficiency and flexibility as well as reducing the need to travel through initiatives such as improved digital connectivity, will be critical in delivering clean growth across Norfolk and Suffolk.

### **Digital connectivity**

The Better Broadband for Norfolk and Suffolk programmes<sup>17</sup> have made a significant impact on digital connectivity with 92per cent of Norfolk and 94per cent of Suffolk properties having access to superfast broadband.

Although higher than the national average, take up of superfast broadband is 67per cent with levels relatively high in rural areas, there is still work to be done to improve take up, applying readily available technology and connecting the rural communities and businesses that are still unable to access superfast broadband.

We will work with Government to fulfil its pledge to bring ultrafast broadband to all homes and businesses by 2025.

### **Housing and Commercial Space**

Housing affordability is diverse across Norfolk and Suffolk. Median house prices of £225,000 are similar to the UK, £228,500. However, this is about 8.7 times higher than earnings making them less affordable than the UK, 7.8. House prices vary throughout the two counties with higher prices in parts of Suffolk and the north Norfolk coastline. Like most places across the UK, delivering against ambitious targets to build new homes has been challenging. However, Local Plan allocations and permissions data do indicate that there will be a substantial upswing in housing completions to 2021.

Norfolk and Suffolk has a dynamic commercial property market, with pockets of relatively low value properties close to the major growth opportunities. Although existing commercial development site allocation is on trend to meet projected demand, many of these sites need further infrastructure to open up the site for development, which is difficult to forward fund. Local partners are committed to building the right housing and commercial space where it is needed with quality design and integrate infrastructure to build sustainable communities and places people want to live, work and can thrive.

### **Energy**

Norfolk and Suffolk's all-energy production is a significant asset to UK plc. but there are clear

---

<sup>15</sup> Investing in East-West Success, A47 Alliance 2019

<sup>16</sup> Climate Change Adaptation and Carbon Reduction Action Plan Scoping Report, UEA, 2019

<sup>17</sup> Better Broadband for [Norfolk](#) and [Suffolk](#)

challenges ahead when it comes to the electrification of transport and heat and the move towards a more digital society.

Although domestic and commercial energy consumption across the two counties is decreasing, the number of customers and meters are rising. Grid and substation constraints across the two counties are a challenge to growth in many locations.

Norfolk and Suffolk is working through the BEIS supported Greater South East Energy Hub to help provide support in thinking innovatively about local and sustainable energy solutions. The Local Energy East strategy<sup>18</sup>, developed in partnership with neighbouring LEPs, sets out collective local energy ambitions to 2030 and are underpinned by a range of activities which are being take forward.

The decarbonisation of heat offers significant opportunity for the infrastructure around Bacton gas terminal from the introduction of hydrogen.

In 'off-gas' areas across Norfolk and Suffolk, the key priority will be providing future low carbon options other than hydrogen.

### **Water**

Norfolk and Suffolk is amongst the driest areas in the UK with low rainfall but, is also at high risk of flooding due to the combination of low lying land and its 140 mile long coastline. With increasing pressures on energy and water through growth and climate change, the area must consider how it manages energy and water demand. In particular it must consider the impact of climate change for the most vulnerable infrastructure, communities and sectors.

### **Together local partners will:**

#### **Deliver an integrated approach to infrastructure and inter-regional connectivity to maximise clean growth impacts locally and for UK plc by:**

- Delivering integrated transport priorities, that reduce the need to travel and encourage modal shift as well as support a growing and thriving economy including:
  - Taking an active role in Transport East, the sub-national transport forum for the East of England.
  - Continue to work with Network Rail and other partners, such as the Cambridgeshire and Peterborough Combined Authority, to deliver the improvements at Ely, Haughley and Trowse rail junctions.
  - Promoting the eastern section of the East-West rail project.
  - Develop options for integrated ticketing and pioneer the sharing economy alongside other initiatives to encourage modal shift and network efficiency.
  - Develop an Electric Vehicle plan which covers take up, the necessary supporting infrastructure, electrification of freight and sets out the support needed for demand-led EV roll out.
  - Work with the Connected Places Catapult to maximise future of mobility opportunities locally.
- Delivering the right mix of sustainable, energy efficient, intelligent homes, commercial space and communities that are fit for the future including:

---

<sup>18</sup> <https://newanglia.co.uk/wp-content/uploads/2019/03/LEE-Strategy-LOW-RES.pdf>

- Enhancing digital infrastructure both fixed and mobile through delivering initiatives such as the Norfolk & Suffolk Innovation Network.
- Working with Homes England and the construction industry to explore and implement innovative approaches to building homes.
- Encouraging new housing entrants into the market to improve diversification, driving innovative and sustainable delivery.
- Identify and address specific pockets of under supply of suitable commercial space to accommodate business growth.
- Take an active role in Water Resource East to develop a single multi-sector regional approach to water resources.
- Working with local communities to promote and support them to access the Defra's Rural Community Energy Fund.
- Developing exemplar low carbon energy generation, networks and storage which benefit local businesses and communities including:
  - Increasing the number, quality and scale of local energy projects delivered working with the Greater South East Energy Hub.
  - Next generation technologies focussed on reducing demand and carbon emissions including generation of hydrogen from hydrolysis to produce clean fuel; carbon capture storage; and a new resilient, flexible transmission network.
  - Developing a local energy investment prospectus to demonstrate opportunities for innovative funding and delivery methods.
  - Actively working with UKPN to address grid constraint for existing and new demand and generation, moving away from the business as usual connection model to managing demand, using smart technologies, developing local power storage and generation to alleviate network constraint on the distribution network to the benefit of growth and future housing.

**Government is working in partnership with Norfolk and Suffolk to support the delivery of this foundation through:**

- Local Full Fibre Network fund with Norfolk and Suffolk receiving £8m and £5.9m respectively.
- Transforming Cities fund with Norwich already securing £6.1m of government.
- Future high streets fund with Great Yarmouth and Kings Lynn securing £150,000 each to develop plans to revive their highstreets.
- Allocating funding for the Third River Crossing in Great Yarmouth (£98m) and the Lake Lothing Crossing in Lowestoft (£73.4m) for which both schemes are currently progressing through the planning system.

**Case Studies**

**West Suffolk Solar** - Toggam Solar Farm, near Lakenheath is one of the largest local authority owned solar farms in the UK and has generated more than £1.5m of income in its third year. West Suffolk Council owns the 12.4MW solar farm in Lakenheath and the income generated is helping to fund council services for residents and businesses, while also making a significant carbon reduction. The council has over 60 roof mounted solar PV installations on its main buildings and leisure centres and through its "Solar for Business" programme - supporting local businesses in reducing energy costs and carbon emissions - a total of 1,289,844kWh of electricity

has been generated and saved 396 tCO<sub>2</sub>e - equivalent to taking 147 cars off the road.

**Equipmake** – an innovative company based at Hethel Engineering Centre near Norwich is amongst those leading the way in electric vehicle (EV) technology. Not only a leader in ultra-high-performance electric motors, it also specialises in complete EV drivetrains and ultra-fast power electronic systems. Experienced at collaborative R&D projects, Equipmake has developed a range of products including the High-Performance Carbon Reduction (HIPERCAR) performance range-extended electric sports car, co-developed with Ariel and Delta Motorsport. Equipmake is due to move to a new facility near Snetterton motor racing circuit this year and aims to begin commercial-scale production there in 2020.

**Norfolk and Suffolk Innovation Network** - The project will deliver the largest free public sector Long Range Wide Area Network in the UK enabling all organisations and the public to explore, trial and implement Internet of Things technology across Norfolk and Suffolk. This infrastructure will provide the foundation for a whole ecosystem to help transform the local economy, engaging the creation of new innovative businesses; educating school children and students about the technology and increasing interest in coding careers; enabling alternative solutions where mobile phone networks are inadequate; and allowing for entrepreneurs to trial and demonstrate their ideas.

## Business Environment

*Creating more high growth businesses, increasing entrepreneurship and helping businesses take the decisions they need to be agile, productive and responsive.*

### Business base

Norfolk and Suffolk has a strong business environment and is a great place to build and grow a business, with stable and resilient firms, strong levels of business support and good business survival rates.

There is a large and diverse business population of 62,750 independent enterprises growing by 13.9per cent since 2013, which is below the UK average of 23.2per cent.

SMEs account for 99.7per cent of businesses, which is in line with the UK average. Despite accounting for the overwhelming majority of businesses, micro-firms (0-9 employees 88per cent) represent only 19per cent of turnover and 30per cent of all employees. In contrast, large businesses (250+ employees) account for about half of all employment and turnover.

The area has a business birth rate of 11.1per cent, which is lower than for the UK, 13.1per cent. However, businesses that start here, stay here with good business survival rates – almost 47 per cent of firms are still in business five years after starting up, which is higher than the UK average of 43per cent.

High-growth firms form and flourish here, with 43per cent growth since 2012 significantly out-pacing both the eastern region, 23per cent, and the UK 12per cent. Ipswich and Norwich are in the top 10 fastest growing cities in the UK with vibrant, diverse economies.

### Opportunity for businesses to export and secure inward investment

Norfolk and Suffolk is home to internationally facing businesses which export £2.9bn of goods, over 55per cent to the EU, and £2.4bn of services. With the current level of exports

lower than comparator areas, there is an opportunity to encourage a wider cross-section of businesses to engage in exporting.

### **Supporting businesses to grow and scale up**

There is an extensive network of business advice services across Norfolk and Suffolk, centred around the New Anglia Growth Hub, the single point of access for all business support.

The wider business support network includes start up agencies MENTA and NWES as well as business intermediaries such as the Chamber of Commerce, the Federation of Small Businesses, the Confederation of British Industry and the Institute of Directors, National Farmers Union, Country and Land Association and strong levels of support from the financial and professional services sectors.

The Space to Innovate Enterprise Zone comprises 10 sites across Norfolk and Suffolk, with each site focusing on the areas' key innovation sectors and supply chains where it has specialist expertise and knowledge.

The voluntary, community and social enterprise sector has an important role in Norfolk and Suffolk in encouraging and supporting enterprise and business growth, particularly in hard to reach communities.

### **Together local partners will:**

**Increase the number of businesses growing, scaling up, and the number of new high growth potential businesses; and raise sustainability, productivity and wages amongst the wider business base. Supporting businesses to expand market access and attract inward investment by:**

- Providing industry leadership that drives actions and takes advantage of the opportunities that exist within and across clean energy, agri-food and information and communications technology and digital creative including:
  - Building on the recent launch of the All-Energy Industry Council, establishing an Agri-Food Industry Council and Digital Tech Council.
  - Working with the Department for International Trade to promote High Potential Opportunities to foreign investors.
- Sharpening the high-quality business support offer to ensure it meets the changing needs of businesses adapting to new ways of working and new technology, including:
  - Ensure that hard to reach rural businesses have access to funding through the DRIVE Programme, providing small grants to rural SMEs.
  - Expanding business-led initiatives to boost productivity and technology adoption such as Be the Business for the visitor economy.
  - Delivering an integrated inward investment and business location offer.
  - Expanding Invest East, a free "investor led" programme that supports businesses to understand and prepare to raise equity and other forms of finance.
  - Expanding funding and support for spinouts, widening accessibility and building on initiatives such as university enterprise funds.
  - A mentoring support scheme, supported by local large businesses, which will further enhance the New Anglia Scale Up programme.

- Enhanced targeted support for high potential businesses, including supply chain support programmes, with peer-to-peer and collaborative support for businesses.
- Enhancing support for SMEs and start-ups in the digital and creative sector including co-working space.
- Targeted export support for firms working with the Department for International Trade and those below the threshold.
- Delivering supply chain programmes that support local SMEs and the wider business base through initiatives such as:
  - Increasing UK content in the offshore wind supply chain working with developers and local businesses to make best use of the Offshore Wind Growth Partnership.
  - Delivering local supply chain opportunities linked to Sizewell C work packages for businesses to bid in for and access.

**Government is working in partnership with Norfolk and Suffolk to support the delivery of this foundation by:**

- Investing £290m Local Growth Fund to the area which has delivered, for example;
  - the Eastern Agri-Tech Growth Initiative which is supporting the development of new and innovative ideas within this growing sector.
  - £31.8m of Growing Places Funding providing loan-funding to help kick-start and support development projects.
  - £2m to New Anglia Capital to support to stimulate entrepreneurship and support job creation in early-stage businesses with high-potential
  - £25m to Growing Business Fund to support local businesses which want to grow and create new jobs.
- Continuing to support the New Anglia's Growth Hub to provide a gateway to high quality business support across the county, as well as targeted support to businesses with high growth potential.
- Supporting the development of the Enterprise Zone.

#### **Case Studies**

**New Anglia Business Growth Programme** – providing £47m worth of business support across Norfolk and Suffolk between April 2013 and March 2022, including:

- New Anglia Growth Hub
- Small Grant Scheme (£1k-25k)
- Growing Business Fund (£25k-500k)
- Support for start-ups

**Business Energy Efficiency Anglia** has offered free energy efficiency advice and grants to over 800 SMEs across Norfolk and Suffolk. Since 2016, BEE Anglia has awarded over £1m to 160 organisations<sup>19</sup>, supporting a wide range of projects, and helping businesses of all sectors to cut their energy costs and carbon footprint.

**Local Productivity Club, King's Lynn** - Free training and support is being offered to SMEs in West Norfolk through a new productivity club launched thanks to a grant of nearly £60K

<sup>19</sup> <http://www.beeanglia.org/news-and-events/small-grant-pot-launched/>

from Innovate UK, the government's innovation agency. The successful bid for funding was made through a collaboration between Anglia Business Growth Consultants Limited, the College of West Anglia and West Norfolk Council and the project aims to demonstrate that forming a group of small, low productivity companies from the same local area, together with support, can deliver significant productivity gains within four months.

## Places

***Transforming the Norfolk and Suffolk economy into one of the best places in the world to live, learn, work and succeed in business.***

Norfolk and Suffolk is an outstanding place to live and do business. 140 miles of coastline, three Areas of Outstanding Natural Beauty – the Norfolk Coast and the Suffolk Coast and Heaths; Dedham Vale/Stour Valley; and the Broads National Park - and a diversity of landscapes, internationally important wildlife reserves and historic sites.

The main urban centres of Ipswich and Norwich are dynamic fast-growing centres with a rich cultural offer and core to future economy growth. Both are well connected to London, and are nationally significant centres of ICT, energy, business services and creative businesses.

The Norfolk and Suffolk Economic Strategy sets out major growth locations and growth corridors in more detail, underpinned with a robust evidence base. Detailed understanding of what is needed to continue to drive and unlock each location is set out in local economic strategies and plans. This Local Industrial Strategy shows how the major opportunities identified locally can benefit the different parts of Norfolk and Suffolk.

Norfolk and Suffolk will build on the place-focused approach to improving access to skills and employment agreed in its Economic Strategy, recognising the different requirements of its towns, urban, coastal and rural areas, connecting pockets of deprivation which exist alongside the largest future opportunities.

The two counties will look to capitalise on the potential economic opportunity afforded to the eastern section of the Oxford - Cambridge arc through links with East West Rail Furthermore, the Cambridge-Norwich Tech Corridor comprises the UK's most established tech cluster in Cambridge and clusters of business and research excellence across advanced manufacturing, engineering, agri-tech, life sciences, robotics and digital creative towards Norwich. It contains over 12,000 knowledge intensive businesses and is well placed to develop synergies with businesses in both Cambridge and Norwich. The tech corridor is seeking to attract investment in these areas.

The culture sector ensures that places are distinctive, with rich history, sense of purpose and identity, attracting new businesses and investment. 'Place' nurtures and supports thriving economies, that are creative, tolerant, enterprising and entrepreneurial. Norfolk and Suffolk's museums, theatres, festivals, concert halls, dance houses and creative spaces play a key role in bringing people together, generating opportunities for community celebration, reflection and learning, whilst also supporting tourism and related small businesses. Truly successful places are always underpinned by a sense of creative vibrancy, a manifestly strong quality of life, and a clear sense of cultural identity.



## Clean Energy

There is notable clustering of the energy sector along the coast in Suffolk (particularly around the nuclear cluster servicing Sizewell), Great Yarmouth and Lowestoft (servicing the offshore wind and oil and gas industry) and North Norfolk (around Bacton gas terminal).

Beyond the all-energy coast, the sector also has a visible representation in Ipswich and Greater Norwich – servicing the respective clusters in nuclear and offshore – as well as King’s Lynn and West Norfolk, alongside parts of mid and west Suffolk

The Great Yarmouth and Lowestoft Enterprise Zone comprises of six sites across the coastal towns, supporting the clustering of energy businesses and creation of high-skilled jobs. The zone has the potential to create 18,500 new jobs over the next 25 years.

The ports of Great Yarmouth and Lowestoft are strategic centres for the offshore wind sector. Significant investment has been made in port infrastructure to support pre-assembly, construction, installation and operations and maintenance, with land available for further expansion.

Norfolk and Suffolk has the closest ports to the four high-growth export markets of Belgium, Denmark, Germany and the Netherlands.<sup>20</sup> Beyond Europe Norfolk and Suffolk companies are already exporting their expertise to Asia, North and South America and the Middle East, with the potential to increase this further.

Norfolk and Suffolk is the leading area nationally for animal waste biomass installations with a third of the national capacity in two large plants at Thetford and Eye power stations.

Suffolk is home to three nuclear power stations at the different stages - Sizewell A is in decommissioning; EDF’s Sizewell B is the UK’s only pressurised water reactor in operation; and the Sizewell C nuclear new build project will be submitted for development consent in 2020.

## Agri-Food

Agri-food is significant in almost every part of Norfolk and Suffolk. Despite an evident and valued presence in rural

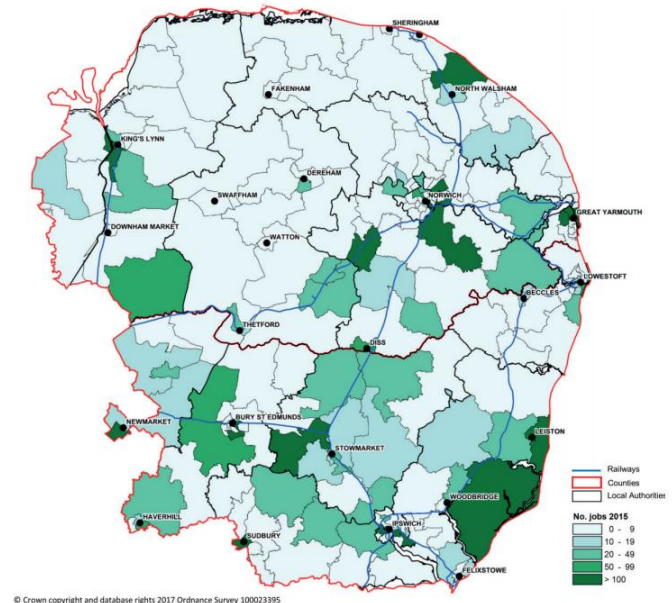


Figure 10.7 – Energy sector clusters in Norfolk and Suffolk, 2015

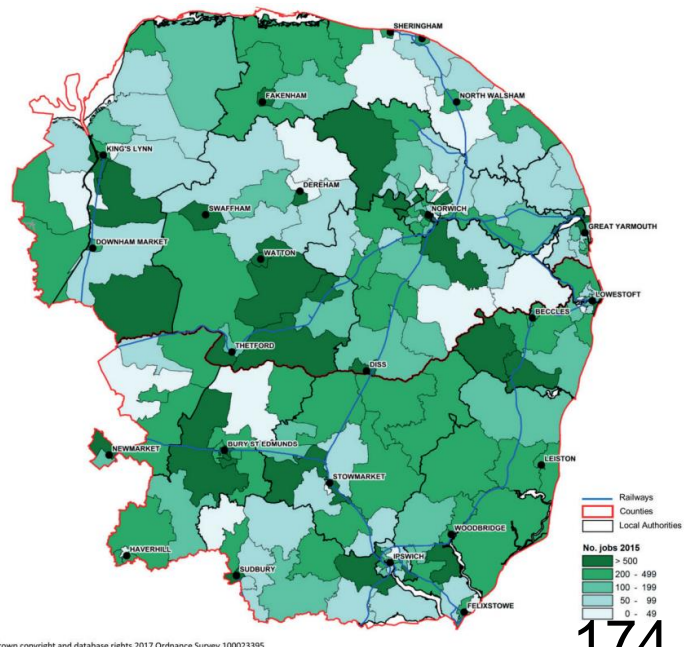


Figure 11.3 – Advanced agriculture, food and drink sector clusters in Norfolk and Suffolk, 2015

<sup>20</sup> 4C Offshore – East of England: Enabling Offs

and semi-rural areas, the sector also has notable concentrations in and around urban areas, particularly market towns, such as Bury St Edmunds, Stowmarket, Thetford, Sudbury, King's Lynn and Diss.

Growth corridors are also evident, reflecting their role in food and drink production. The Stowmarket, Orwell and Greater Norwich food and drink clusters are particularly evident, which in part contributed to these areas being amongst the first three Food Enterprise Zones (FEZ) in the country.

- The renowned Suffolk Food Hall and Jimmy's Farm outside Ipswich,
- Stowmarket Gateway 14 site – which has ambitious plans to produce its own heat and power through a dedicated heat network and on-site power production and capture.
- the Food Enterprise Park in Norwich, where an innovative mustard and mint milling facility, Condimentum, is currently being built.

Norfolk and Suffolk's ports also play a key role in the import and export of agricultural products and food, whether the UK's leading grain port at Ipswich, the UK's biggest container port at Felixstowe, or King's Lynn port which specialises in handling agribulks and aggregates.

### ICT and Digital Creative

Spatially, ICT and digital businesses are dispersed across Norfolk and Suffolk, though most densely concentrated in urban areas. Recognised in the Tech Nation Report as nationally significant tech clusters, Ipswich and Norwich have a growing tech community and innovative start-up scene.

Norwich has specialisms in tech and digital creative and Ipswich in ICT and tech-related research and consultancy.

In the west of the two counties, particularly in Newmarket, Bury St Edmunds and King's Lynn, there are also notable concentrations of digital tech businesses, many exploiting the advantageous proximity to the Cambridge cluster.

Stowmarket and Diss, both on the mainline to London and within an hour of the city, have a noticeable clustering of activity.

### Together we will:

- Communicate a clear, ambitious offer to the world central to attracting the people, investors and businesses of the future.
- Accelerate investment on the Enterprise Zones to help drive economic growth.

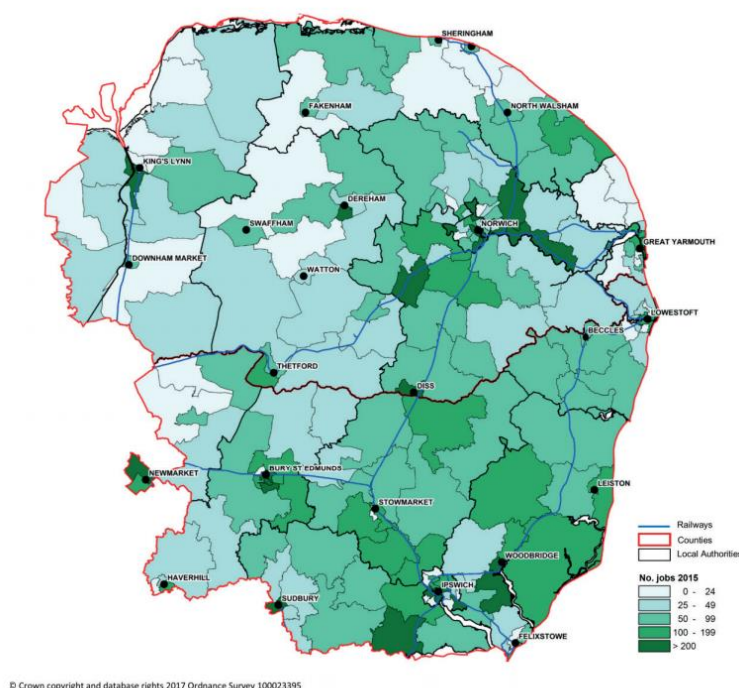


Figure 11.1 – ICT, tech and digital creative sector clusters in Norfolk and Suffolk, 2015

- Work with Anglian Water and other partners to establish Natural Capital East to protect and enhance the natural resource base, while increasing productivity and adding value with targeted investment.
- Develop a collaborative maritime cluster with the view of having a stronger Coastal Powerhouse narrative with Government, ensuring that the opportunities of Maritime 2050 are maximised for the Norfolk and Suffolk area.
- Develop a shared investment prospectus with Arts Council and National Lottery Heritage, ensuring that cultural infrastructure is maintained and developed, including specific new development in market towns and places where there is significant new housing.

## **Making it Happen - Collaboration, Implementation and Evaluation**

***Norfolk and Suffolk partners know that the economy is most successful when they work together for the benefit of the people who live, learn and work here.***

This Local Industrial Strategy will not be delivered by one partner alone or by one strand of investment or actions. It is the next stage in the evolution and implementation of the [Norfolk and Suffolk Economic Strategy](#).

Local partners have a strong track record of delivery. Businesses, New Anglia LEP, local authorities, third sector organisations, colleges and universities collaborate to deliver shared ambitions rather than focusing on organisational, sectoral or geographic boundaries. Local partners have come together to agree this strategy and are all committed to aligning relevant actions and investment to the agreed priorities.

A number of tools and systems have been put in place to support this way of working:

- **Shared evidence base** which continues to evolve and stay live, providing partners with a reliable and consistent source of quantitative and qualitative evidence to inform action and investment decisions.
- **Delivery and Investment plans** which sets out how projects and priorities will be delivered and funded, their outcomes and how partners will be mobilised to achieve them.
- **A common investment prioritisation framework**, which is used to assess projects, providing transparency and ensures that all investment is focused on projects that delivers maximum impact and value for money.
- **A shared inclusive growth toolkit** which provides assurance that projects are also judged consistently by their capacity to deliver positive impacts for local residents.
- **An annual stock-take of progress**, which will review progress and identify where changes are needed to reflect new economic or policy circumstances.
- **An evaluation programme** which sets out the approach to evaluating actions and projects.

This Local Industrial Strategy does not include any new spending commitments outside of existing budgets. Instead, it will inform the strategic use of local funding streams and, where relevant, spending and decisions at the national level. It will also help Norfolk and Suffolk decide on its approach to maximising the long-term impact of the new UK Shared Prosperity Fund once its details and priorities are announced in the Spending Review.

To demonstrate progress towards the long-term vision set out by this Local Industrial Strategy, the Strategy contains a number of specific actions. Where these actions are locally led, these will be drawn from local budgets which exist for those purposes; where actions are shared between Norfolk

and Suffolk and government, they will be funded from existing local and departmental budgets, with funding allocated for those specific purposes.

This Strategy does not represent all the priorities and action being developed in Norfolk and Suffolk. As detailed in this Strategy, Norfolk and Suffolk will regularly review the latest evidence to continue designing the most effective approaches and interventions to be at the forefront of the future UK economy. This Strategy sets out long term ambitions and will continue to evolve as the economy changes.

Norfolk and Suffolk local partners are committed to working with government to build more relationships and successful collaborations to create productive growth, enterprise and jobs that benefit all communities across the two counties.

### **Sector Deals (This chapter will be presented as an infographic with images)**

**Life Sciences:** Norwich Research Park is a world-leading research base, at the forefront of global food and health research. The Quadram Institute is supporting the Sector Deal's delivery through its research creating new interfaces between food science, gut biology, human health and disease. Its clinical research facility is home to a host of research initiatives to aid the development of new treatments and improve patient care.

**Automotive:** Lotus recently announced the first British all-electric hypercar (Lotus Evija) will be manufactured in Hethel, Norfolk marking the start of c.£100m of investment for R&D and manufacturing. To further support the Sector Deal's delivery, Stowmarket-based EO Charging, Suffolk County Council and Bulb launched the UK's first fully open electric vehicle charging network and plans to expand across the UK and international markets are well underway.

**Creative Industries:** The New Anglia Creative Industries Group published a sector skills plan in February 2019 focusing on improving local career pathways, smoothing transitions to work and lifelong learning of cutting-edge local businesses and employees. Norwich University of the Arts is ranked in the world's top ten courses for game development, providing the supply and diversity of skills and talent.

**Artificial Intelligence (AI):** BT's global R&D headquarters at Adastral Park, Suffolk is the UK's leading patent filer for AI technologies. BT is driving AI into the global telecommunications infrastructure through the national future networks research centre and working with academia to deliver a highly skilled workforce through initiatives such as the Tommy Flowers Institute, and its new partnership with the University of Suffolk at Adastral Park.

**Nuclear:** Norfolk and Suffolk is using its expertise across the nuclear fuel lifecycle to reduce costs of decommissioning and the proposed costs for Sizewell C. New Anglia LEP is working closely with EDF, Nuclear AMRC and fellow nuclear clusters to submit a business case for the supply chain and productivity improvement programme. Local partners are delivering the Energy Sector Skills Plan across all forms of energy.

**Construction:** The Building Growth Group brings together a wide range of committed businesses and organisations to drive the delivery of sustainable economic growth in the sector, collaborate and support innovation and deliver the Construction Sector Skills Plan, working with other relevant sector groups to support a highly skilled workforce.

**Aerospace:** The International Aviation Academy – Norwich is supporting the provision of a highly skilled workforce and enhancing the partnership between industry, education providers and key local partners. It is addressing skills shortages across all areas of aviation in the UK and its flagship Professional Aircraft Engineering Practice degree course, validated by UEA and KLM UK Engineering, has continued to grow and built strong ties with airlines and operators providing a path to employment.

**Rail:** The passenger experience is being improved in Norfolk and Suffolk as a result of the significant investment awarded through the complete replacement of the region's train fleet and the introduction of faster services, as part of the £1.5bn investment made by Greater Anglia, and the £2.2bn investment awarded to Network Rail to operate, maintain and renew existing rail infrastructure.

**Offshore Wind** (launched in Great Yarmouth and Lowestoft): Roughly half of the Sector Deal's 30GW by 2030 ambition will be delivered off the coast of Norfolk and Suffolk, with 14.5GW in the existing pipeline. Local partners are working to support the supply chain, deliver the Sector Skills Plan to realise the forecasted 600per cent growth in well paid skilled work (6,150 FTEs) and meet the projected operations and maintenance opportunity worth £1.3bn per annum by 2025 in the East of England.

**Tourism:** Visit East of England delivers the visitor economy sector skills plan for Norfolk and Suffolk with the ambition to boost apprenticeships, grow overall value and productivity of the sector and encourage job creation and increase skills levels, salaries and career potential. Given its importance to the local economy, Norfolk and Suffolk will bid to become a pilot Tourism Zone.



## Report to Cabinet

Item No 10.

<b>Report title:</b>	<b>Norfolk Adult Social Services Vision and Strategy: Annual Review and Forward Plan</b>
<b>Date of meeting:</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member</b>	<b>Cllr Bill Borrett, Cabinet Member for Adult Social Care, Public Health and Prevention</b>
<b>Responsible Director:</b>	<b>James Bullion, Executive Director of Adult Social Services</b>
<b>Is this a key decision?</b>	<b>No</b>

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

To strengthen transparency and openness, Adult Social Services is publishing an Annual Review and Forward Plan that reflects on achievements over 2018/19 and sets out aims and objectives for the coming year.

Whilst not a requirement, it is considered good practice to publish such a document, known as a Local Account, which aims to help local residents, service users, carers, care providers and commissioners understand more about Adult Social Services in Norfolk.

Key elements of the Annual Review and Forward Plan are confirmation of the vision and strategy; a reflection on past performance and a look ahead to both challenges and what people can expect to see from the department. As such, the publication includes a summary of performance for the last year, targets for key measures for the coming year, and a set of public facing 'pledges' which will form the basis of engagement around with people who use services and the wider public over the course of the year.

### **Recommendations**

**Cabinet are recommended to:**

- a) agree the targets for key measures set out in paragraph 3.1.1 to 3.1.7**
- b) agree the 'pledges' for the Annual Review and Forward Plan, set out in paragraph 3.2**

## **1. Background and Purpose**

- 1.1 Adult Social Services accounts for a significant proportion of the Council's total spending, and on any day of the year is providing support for just over 14,000 people. While some other parts of the public sector are subject to external inspection regimes, Adult Social Services follows a 'sector-led' improvement framework, led by the Local Government Association and the Association of the Directors and Adult Social Services.
- 1.2 Last year, as part of this programme, Adult Social Services undertook a Peer Review about its services and support for older people, and the results of this were considered by, the then, Adult Social Services Committee.

## **2. Proposals**

- 2.1 Whilst not a requirement, it is considered good practice to publish an **annual review and forward plan** which aims to help local residents, service users, carers, care providers and

commissioners understand more about Adult Social Services in Norfolk.

2.2 In the past, many elements of such a plan have been in the public domain through Committee papers and our NCC website however, the department is seeking to improve its engagement and communications with service users and the wider public and this publication is part of that improvement.

2.3 There is significant change taking place in Adult Social Services and continuing uncertainty about sustainable funding, so clarity about priorities and choices takes on added importance.

2.4 The draft content of the **Annual Review and Forward Plan** is set out in **Appendix 1**. The layout and design of the document will be in a newsletter style and will include case studies to illustrate aspects of the department's work which are currently being sourced and collated. An easy read version of the document will be available.

2.5 The annual review confirms the vision and strategy for Adult Social Services:

**Our vision is to support people in Norfolk to be independent, resilient and well.**

To achieve our vision, we have a strategy – **Promoting Independence** – which shapes our commissioning and delivery of services around three main themes:

**Prevention and early help** – ensuring a network of formal and informal support which helps people stay connected to their communities, avoids isolation and gives people the ability to stay in control of their lives.

**Staying independent for longer** – for people who are most likely to develop particular needs we will try and intervene earlier. Certain events, such as bereavement or the early stages of an illness like dementia can be a trigger for a rapid decline in someone's wellbeing, but with some early support we can stop things getting worse and avoid people losing their independence and becoming reliant on formal services.

**Living with complex needs** – getting the right balance of formal and informal support for people who have on-going longer term needs.

2.5 And confirms the priorities for the next one to three years:

1. We will strengthen social work so that it prevents, reduces and delays need
2. We will be strong partners for integration working
3. Will we be a strong partner with the provider market
4. We will accelerate the use of technology
5. We will improve quality and safeguard people
6. We will embed a positive working culture which promotes people's independence and uses public resources fairly
7. We will deliver strong management of finance and performance

2.6 **The Annual Review and Forward Plan** sets out achievements, including the continued impact of reablement, the protection of investment and expansion of prevention services, the commitment to a new model of social work across all the teams, and investment to pump prime the housing market for extra care housing.

2.7 Challenges are also set out, and these include recruitment and retention in the wider care sector, the mix of services in the independent sector to ensure adequate quality and choice for people, the changes we will be making to services for people with learning disabilities, and the on-going uncertainty about sustainable funding for adult social care.

### 3. Performance

3.1 We have a set of our own critical measures, which are regularly reported to Cabinet, and the **Annual Review and Forward Plan** sets out targets for these. They are challenging but reflect



the ambition we have to deliver improved outcomes for people using our services.  
The targets are:

### 3.1.1 The number of people on the operational holding list of people awaiting an assessment

Our holding lists are important because they show those awaiting an assessment, and indicate whether we have the right capacity, productivity and resilience in the social care workforce.

The holding list has reduced significantly since 2016/17, when it peaked at around 2,700. Improvements have seen some localities, on occasion, reduce their holding list to zero – although this has proven difficult to sustain. The targets represent a further step-change in performance, and challenge locality social work teams to increase their assessment productivity significantly. There is an acceptance that short waiting lists will always exist as we manage and prioritise work, particularly when demand is high.

Result 2018/19	Target 2019/20	Target 2020/21
1264	700	300

### 3.1.2 The percentage of people with overdue reviews

The Care Act states that people receiving long term support should be reviewed or reassessed every 12 months. In addition, our strategy to work towards maximum independence requires regular reviews. Review rates are important because they tell us how well we're maintaining efforts to maximise independence for those in long-term services.

Informal benchmarking suggests that high performing councils achieve a rate of around 70% of people receiving a review within the last 12 months. Norfolk's rate has been around 63.5% for over a year (so 36.5% overdue). Norfolk's target aims to deliver a rate of 30% overdue reviews by 2021. In real terms, this will require an additional 120 reviews a month – a significant increase in productivity.

Result 2018/19	Target 2019/20	Target 2020/21
36.5%	33.3%	30%

### 3.1.3 The number of people receiving community-based reablement

Community-based reablement services, delivered primarily by Norfolk First Support, help people get on their feet after a crisis – for example in the event of a fall or a hospital admission. Reablement services are critical to meeting system-wide challenges around delayed transfers of care, and moreover their impact indicates how well we are able to prevent, reduce or delay the need for long-term care.

Norfolk's community-based reablement rates have increased year-on year since 2011. The target for 2019/20 reflects a 15% increase on the previous year, as agreed in a business case to the Joint Strategic Commissioning Committee. The target is subject to re-negotiation based on Norfolk First Support being able to recruit sufficient additional staff.

Result 2018/19	Target 2019/20	Target 2020/21
8259	9498	To be agreed

### 3.1.4 % Older people (65+) still at home 91 days after discharge from hospital into reablement services

This indicator measures the % of people successfully "re-abled" through community-based reablement and indicates the effectiveness of reablement services.

Norfolk's performance has historically been around 90% but has reduced slightly in response to the increase in reablement volumes where successful reablement is less likely. The target of 87% acknowledges this – whilst maintaining a strong level of ambition (87% is still higher than the median rate for Norfolk's 'family group' of councils that we benchmark ourselves against).

Result 2018/19	Target 2019/20	Target 2020/21
85.1%	87%	87%

### 3.1.5 **Permanent admissions of people aged 18-64 into residential care per 100,000 population aged 18-64**

Whilst residential care is the right setting for a large number of adult social care service users, we know that people who are able to live independently, in their own homes, tend to experience better outcomes.

Historic admissions to residential care for people aged 18-64 were very high in Norfolk at nearly three times the family group average. Improvements have seen year-on-year reductions but most recently, the rate has increased. The target represents a move to what we anticipate the median rate of Norfolk's 'family group' of statistically similar councils will be by 2021.

Result 2018/19	Target 2019/20	Target 2020/21
28.5	22.7	16.9

The measure is a rate per 100,000 of the population

### 3.1.6 **Permanent admissions of people aged 65+ into residential care per 100,000 population aged 65+**

Whilst residential care is the right setting for a large number of adult social care service users, we know that people who are able to live independently, in their own homes, tend to experience better outcomes.

Whilst Norfolk historically had comparatively high rates of admissions to residential care for people aged 65+, recent years have seen rates that are much closer to (though are still slightly higher than) than the median rate for our 'family group' of similar councils.

Result 2018/19	Target 2019/20	Target 2020/21
568.5	571.1	551.1

The measure is a rate per 100,000 of the population

### 3.1.7 **Delayed transfers of care, expressed as the number of 'bed days' per month, attributable to Adult Social Services**

Staying unnecessarily long in acute hospital can have a detrimental effect on people's health and their experience of care and put pressure on hospitals. Hospital discharges also place particular demands on social care, and pressures to quickly arrange care for people can increase the risk of inappropriate admissions to residential care, particularly when care in other settings is not available

High levels of delayed transfers of care remain a performance issue for both health and social care partners in Norfolk. Norfolk's rate at March 2019 meant that it was ranked 105 (out of 151 authorities) for delays attributable to health service and ranked 130 out of 151 for social care delays. The target requires a significant improvement across the health and care

system in Norfolk, and reflects national expectations as set out in the Better Care Fund and Department of Health guidance.

Result 2018/19	Target 2019/20	Target 2020/21
1264	753	To be agreed

- 3.2 In addition, for the first time, we have set out a series of pledges – ‘what you will see’ from Adult Social Services in the next 12–18 months. These pledges are framed in a way that gives people using our services some tangible changes against which they can engage with us over the year and keep track of our progress. The pledges are:
1. Working with carers to strengthen support for them and ensure they can access breaks from their caring duties
  2. Working with people we support to review and refresh our approach to personalisation.
  3. Supporting more people with disabilities into employment, volunteering or other meaningful day time activities
  4. Reaching the target set us by the Government for moving people out of long-term hospital care
  5. Reducing the number of people delayed unnecessarily in a hospital bed
  6. Open 20 more accommodation based reablement beds across Norfolk
  7. Working with people who use our services to make our letters about charging and finance easier to understand
  8. Expanding our assistive technology services to reach an additional 2000 people a year
  9. A new extra care scheme open for residents, two more on site in construction, and several in a pipeline getting ready to be on site by March 2021
- 3.3 Best practice in publishing **Local Accounts** is to engage service users in the development of the contents. We have not done this for this first one, but we want to have a series of engagement events with groups of services users and representative organisations to discuss the pledges, and to inform future **Local Accounts**.
- 3.4 The document will be made available in other formats so it is as widely accessible as possible.
- ## 4. Impact of the Proposal
- 4.1 The publication of this first **Annual Review and Forward Plan** is intended to lead to an on-going dialogue with people who use our services. This will provide opportunities to listen to feedback, and to discuss our priorities, challenges and achievements.
- ## 5. Evidence and Reasons for Decision
- 5.1 **The Annual Review and Forward Plan** provides clarity about the performance and priorities for Adult Social Services and is an additional way in which services users and the wider can hold us to account for the performance of our services. The stronger engagement will contribute towards better designed and delivered services and ultimately better outcomes for people we support.
- ## 6. Alternative Options
- 6.1 Cabinet could choose to continue with current arrangements for communicating and engagement about Adult Social Services performance and priority. However, given the drive for Adult Social Services and the Council as a whole to strengthen engagement with people who use our services, this is not recommended.
- ## 7. Financial Implications
- 7.1 There are no financial implications for the publication of Local Account; the cost of production

is met within existing resources.

## **8. Resource Implications**

8.1 There are no resource implications for staff, property or IT.

## **9. Other Implications**

9.1 **Legal Implications:** None

9.2 **Human Rights implications:** None

9.3 **Equality Impact Assessment (EqIA)**

9.3.1 The Local Account is a bringing together of existing achievements and challenges, and as such the document does not require an EqIA. However, we will ensure it available in accessible formats for people who need them.

9.4 **Health and Safety Implications:** None

9.5 **Sustainability Implications:** None

## **10. Any Other implications**

10.1 Officers have considered all the implications which members should be aware of. Apart from those listed in the report (above), there are no other implications to take into account.

## **11. Risk Implications/Assessment**

11.1 There are no significant risks associated with this decision.

## **12. Recommendations**

12.1 **Cabinet are recommended to:**

- a) agree the targets for key measures set out in paragraph 3.1.1 to 3.1.7
- b) agree the 'pledges' for the Annual Review and Forward Plan, set out in paragraph 3.2

## **Officer Contact**

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

Officer Name:  
**Debbie Bartlett**

Tel No:  
**01603 222475**

Email address:  
**debbie.bartlett@norfolk.gov.uk**



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

# **NORFOLK COUNTY COUNCIL**

## **ADULT SOCIAL SERVICES**

### **Annual Review and Forward Plan**

**V2.6**

DRAFT

# Index

<b>Foreword</b>	<b>3</b>
<b>1. Our Vision</b>	<b>4</b>
<b>2. The Local Picture</b>	<b>6</b>
<b>3. Achievement and Challenges</b>	<b>9</b>
Achievements	9
Challenges	11
Key measures	12
Partnerships and multidisciplinary teams	15
Engaging and listening to our residents	15
<b>4. Monitoring &amp; accountability</b>	<b>16</b>
Cabinet	16
People & Communities Select Committee	16
Norfolk Health Overview and Scrutiny Committee	16
Healthwatch Norfolk	16
Healthwatch England	17
Complaints and Compliments	17
<b>5. Looking ahead</b>	<b>19</b>

# Foreword

This is a time of great change for Adult Social Services in Norfolk. The purpose of this Annual Review and Forward Plan is to keep you informed of our achievements, challenges and priorities for Adult Social Care and the impact we are having on the lives of the people we serve.

Importantly, within this document you will find an overview of Adult Social Services across Norfolk and how we are changing to ensure our services are fit for the future. You will be able to review information about the challenges we have faced and the solutions we have sought to these challenges.

The focus of all of our work now is to promote independence by building and delivering joined-up services across our county which will help residents lead healthy lives and be far less likely to become dependent on local health and care services. Much of this means we need to deliver services that support people much earlier in their lives so that dependency does not develop.

Redesigning Adult Social Services means transforming not just how we work, but how our health and care partners work with us and with you, the public. It involves a fundamental change of culture, but the end result will be a much improved, more efficient and more focussed service.

We hope you find this document useful and compelling.

**Cllr Bill Borrett** Cabinet Member for Adult Social Care, Public Health and Prevention  
**James Bullion**, Executive Director Adult Social Services



# 1. Our Vision

## ***Our Vision for Adult Social Services in Norfolk***

Social care has the power to transform lives. It provides care, support, and safeguards for those who have the highest level of need, and for their carers.

Many of our services were designed in a different time and within a different policy framework. Funding rules do not account fully for demographic change or socio-economic changes, instead the drive is for local government to become self-sufficient through council tax and increased revenue from locally raised business rates.

At the same time as funding has been reduced, our population continues to grow, and the pattern of family life has changed. Medical advances are huge – people live longer and have access to many more medical specialists than in the past. More profoundly disabled young people with increasingly complex needs are coming into adulthood every year. People move around more for jobs than in previous generations, so families cannot always be near to older relatives to help and care.

We celebrate that Norfolk has a growing older population compared with other areas.

People want to come and live and retire to Norfolk and they bring with them talents, experience and a vital contribution to the life of the county. Our role is to promote good health for the majority and support the smaller proportion who require care and support from the Council.

Very simply, **our vision is to support people in Norfolk to be independent, resilient and well.**

To achieve our vision, we have a strategy – **Promoting Independence** – which is shaped by the Care Act with its call to action across public services to prevent, reduce and delay the demand for social care.

**Promoting Independence has these main elements:**

**Prevention and early help** – empowering and enabling people to live independently for as long as possible through giving people good quality information and advice which supports their wellbeing and stops people becoming isolated and lonely. We will help people stay connected with others in their communities, tapping into help and support already around them – from friends, families, local voluntary and community groups. For our younger adults with disabilities, we want them to have access to work, housing and social activities which contribute to a good quality of life and wellbeing.

**Staying independent for longer** – for people who are most likely to develop particular needs, we will try to intervene earlier. Certain events, such as bereavement or the early stages of an illness like dementia, can be a trigger for a rapid decline in someone's wellbeing, but with some early support

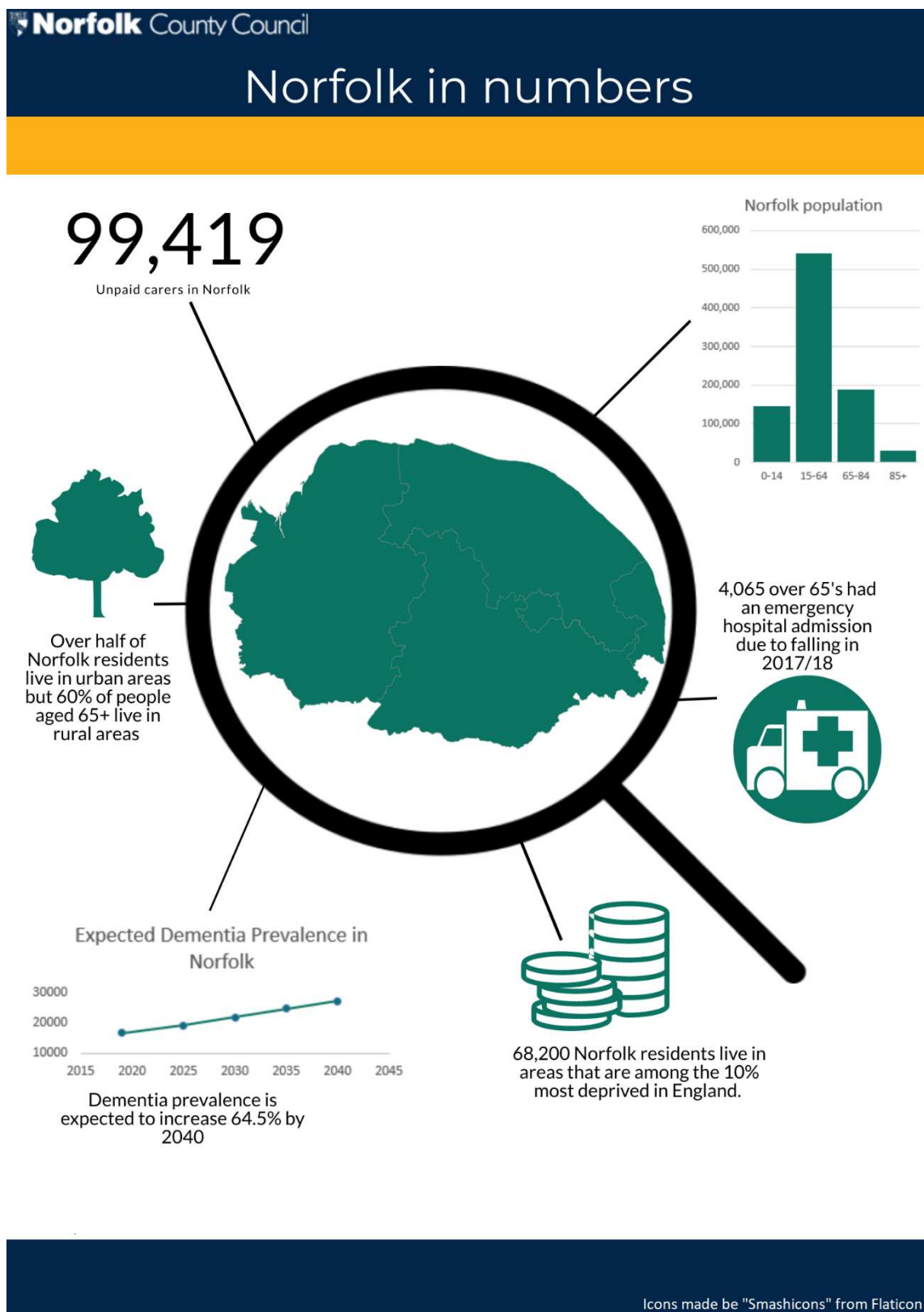
we can stop things getting worse and avoid people losing their independence and becoming reliant on formal services.

**Living with complex needs** – for some people, there will be a need for longer term support. This might mean the security of knowing help is on tap for people with conditions like dementia, and that carers can have support. We will look at how we can minimise the effect of disability so people can retain independence and control after say a stroke or period of mental illness. For some people, moving into residential care or to housing where there are staff close by will be the right choice at the right time, but such decisions should be made with good information and not in a crisis.

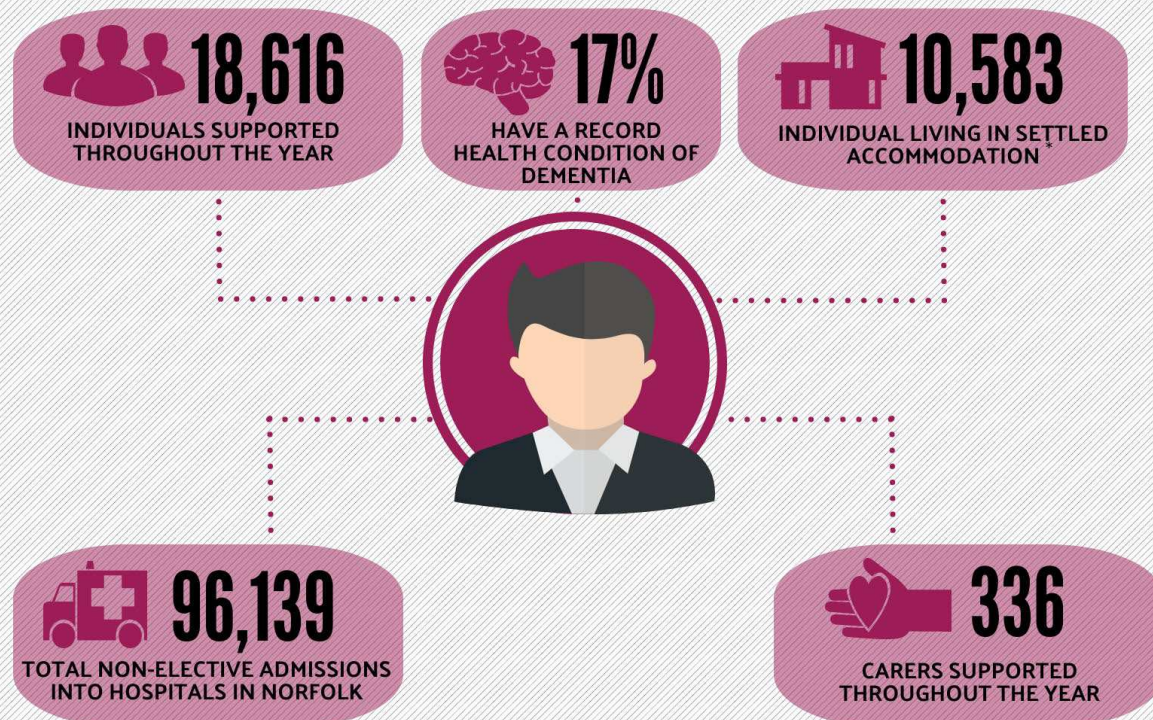
In order to do this, we have set seven priorities:

1. We will strengthen social work so that it prevents, reduces and delays need
2. We will be strong partners for integration working
3. Will we be a strong partner with the provider market
4. We will accelerate the use of technology
5. We will improve quality and safeguard people
6. We will embed a positive working culture which promotes people's independence and uses public resources fairly
7. We will deliver strong management of finance and performance

## 2. The Local Picture



# Adult Social Services in numbers 2018/19



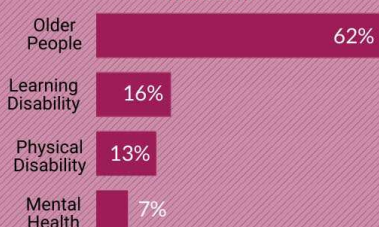
% SERVICE USERS BY SERVICE SETTING



**39% OF SERVICE USERS REQUIRED HOME SUPPORT**

**62% OF SUPPORT REASONS ARE OLDER PEOPLE**

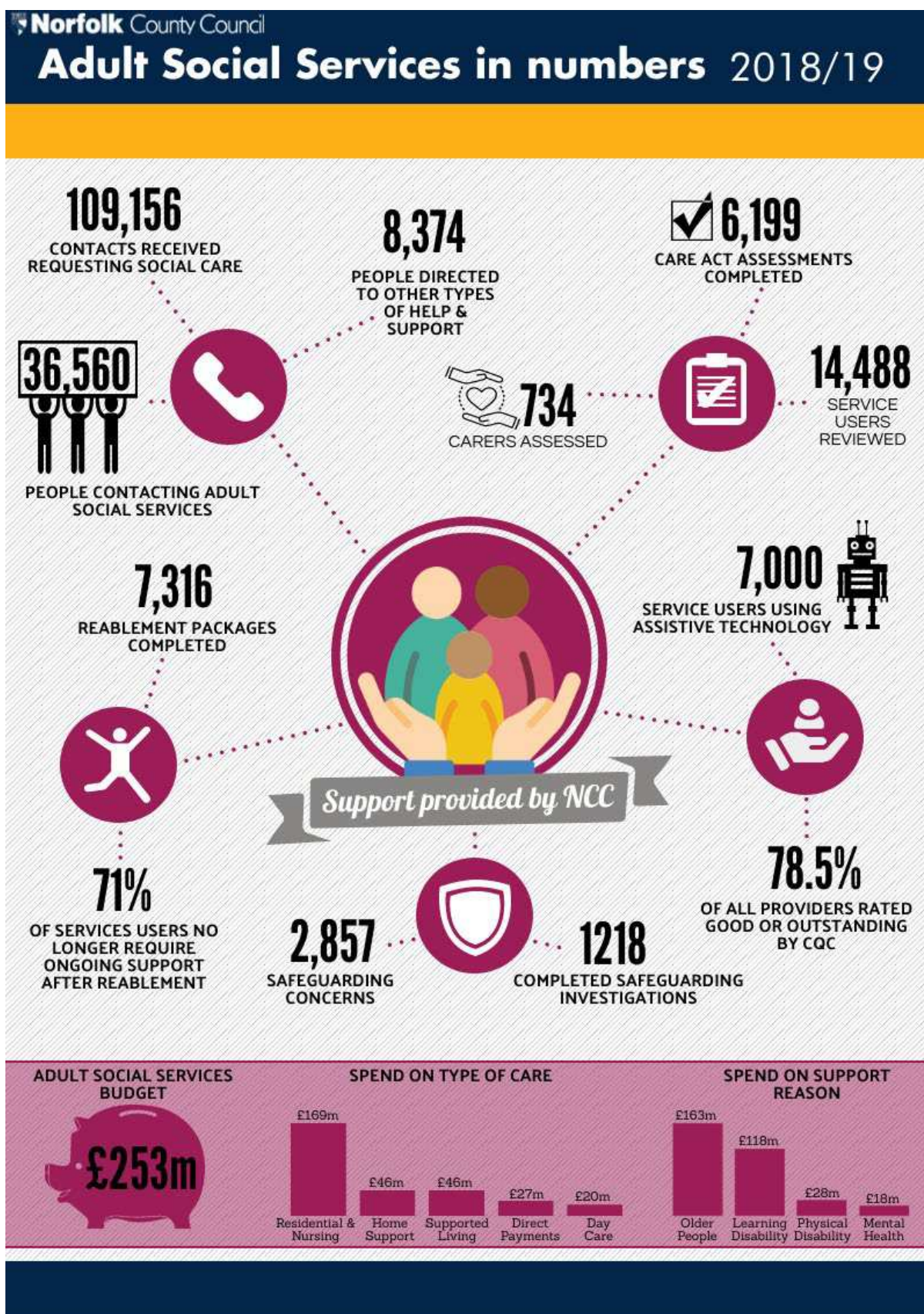
% SERVICE USERS BY SUPPORT REASON



\* Settled accommodation is defined as a service user living in their own home, with friends or family, in social housing or within a shared lives programme

All information provided is on service user that had an open care package during the period 01/04/2018 - 31/03/2019





### 3. Achievements & Challenges

We have already achieved much in our journey towards Promoting Independence but there remain challenges too.

#### Achievements

**Living Well** is our Norfolk model of social work, based on 3 Conversations. This is a major cultural change for the whole department. It has been truly co-produced with teams and maximises the investment towards prevention in new services – social prescribing, employment support, money management, carers support, as well as new mobile technology for front line staff. We have rolled out the new approach to more than 600 practitioners who are now enabled to use a conversational strengths-based approach to support people to be independent, resilient and well for longer. The Project Team delivered more than 200 engagement events for Living Well with an attendance of over 2,700 in all.

We are supporting more people through **prevention and early help**. There is a bedrock of prevention activity across the county, supporting people to stay independent, resilient and well. This ranges from community development, community connectors, general and specialist information and guidance, through to targeted early help and reablement. There is a strong network of community connectors across Norfolk – support for the expansion of reablement has seen almost 2000 additional people benefitting from reablement.

We agreed a £30 million capital fund to facilitate the development of new extra care housing across Norfolk. **Extra care housing** allows people to stay safe and well in their own homes, can increase feelings of wellbeing and reduce the need for GP appointments. It provides financial benefit to the County Council as it can reduce and prevent the need for residential care. The first scheme underway in Fakenham and is set to be complete by January 2020. It will consist of 66 flats, a mix of one and two beds, affordable rent and shared ownership. There will be a requirement for mixed care need levels within the site, with a minimum care requirement of four hours a week and care will be provided by Housing 21.

We co-produced **My Life, My Ambition, My Future** with people with disabilities published December 2018. It has ten priority areas which are now our over-arching framework for change.

Children's and Adults' services are working closely together to establish a service to help young people prepare for adult life. Our aim is to strengthen transition arrangements, and this will be made more formal through a joint service called **Preparing for Adult Life**. It will focus on the needs of young people from the age of 14, facilitating stronger relationships with families, ensuring a smooth transition into adulthood. For an individual, this means their contact with the service starts much earlier, their expectations and needs are then explored earlier making the move from Children's Services to Adult Services more seamless. Also, for those not eligible for Adult Services alternatives can be explored and put in place prior to their 18th birthday.

We are reviewing all **Supported Living** schemes over the next two years. This reflects the steer we had from people with learning disabilities who wish to live their lives as independently as possible. Each review will be focussed to ensure that tenants of the scheme are receiving the most appropriate package of care and support, that there is a demand for the scheme and that services being provided are of the high quality expected by Norfolk County Council. Since April 2016, 65 people have been supported by local learning disability services to move out of specialist learning disability placements in hospital in to the community.

In terms of **employment and volunteering**, we do not have a good track record on the number of people with learning disabilities in paid employment – our rate is 3% against a national average of 6%. We fully recognise that not all people with learning disabilities (LD) will be able to work, but, as a county, we should be offering more opportunities. The LD Strategy has a key theme around employment and, when consulted, 65% of people said it was a priority for them to access employment. We have designed an improved way to co-ordinate advice and practical support for people with learning disabilities (and other working age adults) so more can find, and keep, employment.

We have a new service which has a two-pronged approach: Co-ordinators working directly with individuals to help them hone their skills and CVs to find training or work and working with employers to create and open opportunities for people with learning disabilities and ensuring front line staff make local connections with employers, matching people to roles.

The **Norfolk Safeguarding Adults Board (NSAB)** has strengthened the way it works through a concerted programme of awareness raising. More professionals are being trained, and multi-agency working is at the heart of this programme. This year we relaunched the Herbert Protocol with the Norfolk Constabulary. The event was very successful, bringing together, amongst others, attendees from the police, fire service, local charities, housing organisations, acute hospitals and Clinical Commissioning Groups. The safeguarding team also rolled out a series of comprehensive workshops for managers and practice consultants to update them with current safeguarding knowledge, and a safeguarding audit was carried out. We have seen an improvement in recording since the last audit in 2017, but an action plan will be formulated to include emerging themes such as a need for strengths-based approaches in safeguarding, and to improve recording practice around risk assessment.

Our **People from Abroad Team** have resettled 37 adult and 32 child refugees in Norfolk under the Syrian Vulnerable Persons Resettlement Programme so they can begin a new chapter in their lives and look forward positively to living in Norfolk. They have also supported 40 people to return to their country of origin with dignity and support; helped over 20 victims of domestic abuse and collaborated with the police and other agencies to support victims of modern slavery and human trafficking on their journey of recovery; provided support and advice as well as assisting our colleagues more widely in the department to support migrants.

**Assistive Technology (AT)** is already reaching around 7000 homes. We have reviewed our AT offer and identified some improvements to ensure that the benefits of AT are maximised to



prevent, reduce and delay the need for formal care and support and that consideration of assistive technology is fully integrated into practice across all areas of Adult Social Services. The team opened a demonstration flat for people to see the technology available for themselves. Fitted with more than 50 assistive technology products and systems it is designed to be used as a training and testing facility for assistive technology advisers, occupational therapists and other practitioners as well as a place where they can demonstrate the products to residents.

Since September 2018, 35 newly qualified social workers have been **recruited by Adult Social Services** overall; 14 of those came directly through the Norfolk Institute for Practice Excellence (NIPE) team and nine more are due to join NIPE in September 2019.

## Challenges

**Embedding a strengths-based way of working** - Through Living Well, 3 Conversations, our social care teams working with people, listening to them, understanding their strengths and finding ways to support them to be independent. Sometimes these conversations will seem difficult because we want to move away from prescribing a package of care. Instead we want to look at what strengths and assets there might be around someone to help them keep their quality of life.

**Giving people with learning disabilities more choice and control over how they spend their time** - We are changing traditional day services to give people more opportunities to take part in different social activities in their communities - as well as continuing to provide buildings-based services for people with more complex needs. Changing services can be difficult for people with learning disabilities and can also be challenging for businesses and organisations which provide those services.

**Making sure there is the right mix of care in the independent sector** - We know that running a care business can be highly challenging during a period of financial constraint. It is vital that care homes and other services are good quality for Norfolk citizens and that the price we pay to providers is fair. The year under review has seen a number of homes close for a range of reasons and some home care providers close.

**Pressures in the NHS system**, particularly at acute hospitals, can result in more demand for adult social care teams. We will need to be a strong partner and ensure that our voice is heard in discussions about the Sustainable Transformation Plan (STP), so that we plan together to improve the health and social care system as a whole.

**Using technology** can give people a lifeline to keep their independence. Whilst technology will never replace face to face care, it does give new opportunities for people to stay in their homes for longer. We need to increase how we use technology to support people

**Recruiting and keeping people in the care workforce** - On any one day there are 14,000 vacancies in the care sector in Norfolk. Care providers often find themselves competing with retail to attract and keep staff. We need continually to support independent care providers to promote

caring as a valued and meaningful job – and often a stepping stone to a career in health and social care.

**Carers** – we are committed to improving our support for informal carers. A review of our approach shows that too often the focus is only on the cared-for person, and the carer is not adequately supported. We will publish plans to improve this in the year ahead.

**Better support for people with autism** – whilst we have now a solid collaborative partnership and a strategy, we need to improve the experience of health and social care for people with autism. Our priority is to cut the waiting time for diagnosis.

**Clear national direction** - It remains challenging to plan and deliver services without a clear direction on the future of social care funding. Whilst one-off funding, or an annual settlement is clearly helpful, it makes sustainable change difficult to achieve.

**Listening and engaging** - we need to invest more time in listening to what people tell us about our services and act on that feedback.

## Key measures

**We have a set of key measures we track regularly, and these are the targets we have set for the coming year:**

### The number of people on the operational holding list of people awaiting an assessment

Our holding lists are important because they show those awaiting an assessment, and indicate whether we have the right capacity, productivity and resilience in the social care workforce.

The holding list has reduced significantly since 2016/17, when it peaked at around 2,700. Improvements have seen some localities, on occasion, reduce their holding list to zero – although this has proven difficult to sustain. The targets represent a further step-change in performance, and challenge locality social work teams to increase their assessment productivity significantly. There is an acceptance that short waiting lists will always exist as we manage and prioritise work, particularly when demand is high.

Result 2018/19	Target 2019/20	Target 2020/21
1264	700	300

### The percentage of people with overdue reviews

The Care Act states that people receiving long term support should be reviewed or reassessed every 12 months. In addition, our strategy to work towards maximum independence requires regular reviews. Review rates are important because they tell us how well we're maintaining efforts to maximise independence for those in long-term services.

Informal benchmarking suggests that high performing councils achieve a rate of around 70% of people receiving a review within the last 12 months. Norfolk's rate has been around 63.5% for over a year (so 36.5% overdue). Norfolk's target aims to deliver a rate of 30% overdue reviews by

2021. In real terms, this will require an additional 120 reviews a month – a significant increase in productivity.

Result 2018/19	Target 2019/20	Target 2020/21
36.5%	33.3%	30%

### **The number of people receiving community-based reablement**

Community-based reablement services, delivered primarily by Norfolk First Support, help people get on their feet after a crisis – for example in the event of a fall or a hospital admission. Reablement services are critical to meeting system-wide challenges around delayed transfers of care and moreover their impact indicates how well we are able to prevent, reduce or delay the need for long-term care.

Norfolk's community-based reablement rates have increased year-on year since 2011. The target for 2019/20 reflects a 15% increase on the previous year, as agreed in a business case to the Joint Strategic Commissioning Committee. The target is subject to re-negotiation based on Norfolk First Support being able to recruit sufficient additional staff.

Result 2018/19	Target 2019/20	Target 2020/21
8259	9498	To be agreed

### **% Older people (65+) still at home 91 days after discharge from hospital into reablement services**

This indicator measures the % of people successfully “re-abled” through community-based reablement and indicates the effectiveness of reablement services.

Norfolk's performance has historically been around 90% but has reduced slightly in response to the increase in reablement volumes where successful reablement is less likely. The target of 87% acknowledges this – whilst maintaining a strong level of ambition (87% is still higher than the median rate for Norfolk's ‘family group’ of councils that we benchmark ourselves against).

Result 2018/19	Target 2019/20	Target 2020/21
85.1%	87%	87%

### **Permanent admissions of people aged 18-64 into residential care per 100,000 population aged 18-64**

Whilst residential care is the right setting for a large number of adult social care service users, we know that people who are able to live independently, in their own homes, tend to experience better outcomes.

Historic admissions to residential care for people aged 18-64 were very high in Norfolk at nearly three times the family group average. Improvements have seen year-on-year reductions but most

recently, the rate has increased. The target represents a move to what we anticipate the median rate of Norfolk's 'family group' of statistically similar councils will be by 2021.

Result 2018/19	Target 2019/20	Target 2020/21
28.5	22.7	16.9

### **Permanent admissions of people aged 65+ into residential care per 100,000 population aged 65+**

Whilst residential care is the right setting for a large number of adult social care service users, we know that people who are able to live independently, in their own homes, tend to experience better outcomes.

Whilst Norfolk historically had comparatively high rates of admissions to residential care for people aged 65+, recent years have seen rates that are much closer to (though are still slightly higher than) than the median rate for our 'family group' of similar councils.

Result 2018/19	Target 2019/20	Target 2020/21
568.5	571.1	551.1

### **Delayed transfers of care, expressed as the number of 'bed days' per month, attributable to Adult Social Care**

Staying unnecessarily long in acute hospital can have a detrimental effect on people's health, their experience of care and put pressure on hospitals. Hospital discharges also place particular demands on social care, and pressures to quickly arrange care for people can increase the risk of inappropriate admissions to residential care, particularly when care in other settings is not available.

High levels of delayed transfers of care remain a performance issue for both health and social care partners in Norfolk. Norfolk's rate at March 2019 meant that it was ranked 105 (out of 151 authorities) for delays attributable to health service and ranked 130 out of 151 for social care delays. The target requires a significant improvement across the health and care system in Norfolk, and reflects national expectations as set out in the Better Care Fund and Department of Health guidance.

Result 2018/19	Target 2019/20	Target 2020/21
1264	753	To be agreed

## Partnership working and multidisciplinary teams

The way in which health and social care is being delivered is already changing within Norfolk. We have been working with the NHS and a range of other partner organisations to deliver more services within a community setting, closer to home. Not only is this easier for local people, but it also enables people working within different professions to work together to deliver joined up care packages for residents. This is a much more holistic, integrated approach to care and has great benefits for local people.

Our teams across the county work to support people so they can continue to live their lives and where possible stay in their own homes. We can't do this alone, and there are now five hubs across the county where social work teams, GPs, Occupational Therapists, and community health staff work together to help people in a crisis or help to get people home after a stay in hospital.

The **Healthy Ageing frailty toolkit** has been developed and implemented across health, social care and the voluntary sector to intervene sooner with people who are frail and at risk of more serious health issues. This resource is designed for anybody who is supporting older people in the community, including families, carers and older people themselves. The toolkit has lots of practical guidance about how to recognise frailty and/or dementia at an early stage with links to information, advice and local services that can enable older people to live safe and well at home. The toolkit has been used more than 2,000 times since December 2018 and approximately 500 people have used the toolkit more than once.

## Engaging and listening to our residents

We have been working to ensure there are opportunities for local people, and those who use our services, to engage with us in order for us to hear their stories and enable them to help us continue to develop new and better services and ways of working.

Making it Real is a partnership between Norfolk Adult Social Care, health services and the people and carers who use services, and this continues to work together to develop services and policies. The Board uses its networks and links to make sure that people who use services and carers are given a real say in the way services that affect them are shaped. We also have other members of the partnership who get involved through Facebook and e-newsletters.

Our Financial Exchequer Services department set up a new Direct Payment Support Services (DPSS) Advisory Group. We are also in the process of designing our new Co-production Standards which will be central to our Co-production Strategy and care and support commitment for Norfolk.

## 4. Monitoring & Accountability

### Cabinet

Norfolk County Council operates under a Cabinet system. The Cabinet is made up of ten councillors, including the Leader of the Council, who make the major decisions about Council services and resources. Each cabinet member has an individual area of responsibility also known as his or her portfolio – for example, Cllr Bill Borrett is Norfolk's Cabinet Member for Adult Social Care, Public Health and Prevention. Cllr Borrett is also Chairman of the Health and Wellbeing Board. A key part of the Cabinet's role is to monitor performance.

### People & Communities Select Committee

The People and Communities Select Committee is aligned to people orientated services which are based on individual need, predominantly for children and adults. However, this also include other services that contribute to our residents' well-being. The Committee supports the Cabinet and the Council in its work with adults and older people with disabilities, services for young people who are vulnerable and improving educational attainment together with services to improve the wellbeing of our residents such as Arts and Culture, Public Health and Adult Education. The Committee meets in public six times per year

### Health and Wellbeing Board

The Health and Wellbeing Board is the forum for system leaders across the wider local health and care system. It works to improve the health and wellbeing of the people in our area by:

1. Prioritising prevention
2. Tackling inequalities
3. Integrating our way of working
4. All working towards a Single Sustainable Health and Wellbeing System

The Board is responsible for producing a set of priorities for health improvement - our Joint Health and Wellbeing Strategy - which is based on the evidence of the assessment of needs in the Joint Strategic Needs Assessment (JSNA).

### Norfolk Health Overview and Scrutiny Committee

The Norfolk Health Overview and Scrutiny Committee considers all matters relating to the needs, health and health related-services of the population of Norfolk. It scrutinises services that have an impact on the health of Norfolk's citizens and challenges the outcomes of interventions designed to support the health of Norfolk people.

### Healthwatch Norfolk

Healthwatch Norfolk is the consumer champion for health and social care in the county. It is an independent organisation with statutory powers. Its remit is to represent the public's views and

experiences to help inform and improve the services that are commissioned and provided in Norfolk. It has five main objectives:

1. Gather views and experiences (good and bad)
2. Pay particular attention to under-represented groups
3. Show how we contribute to making services better
4. Contribute to better signposting of services
5. Work with national organisations to help create better services

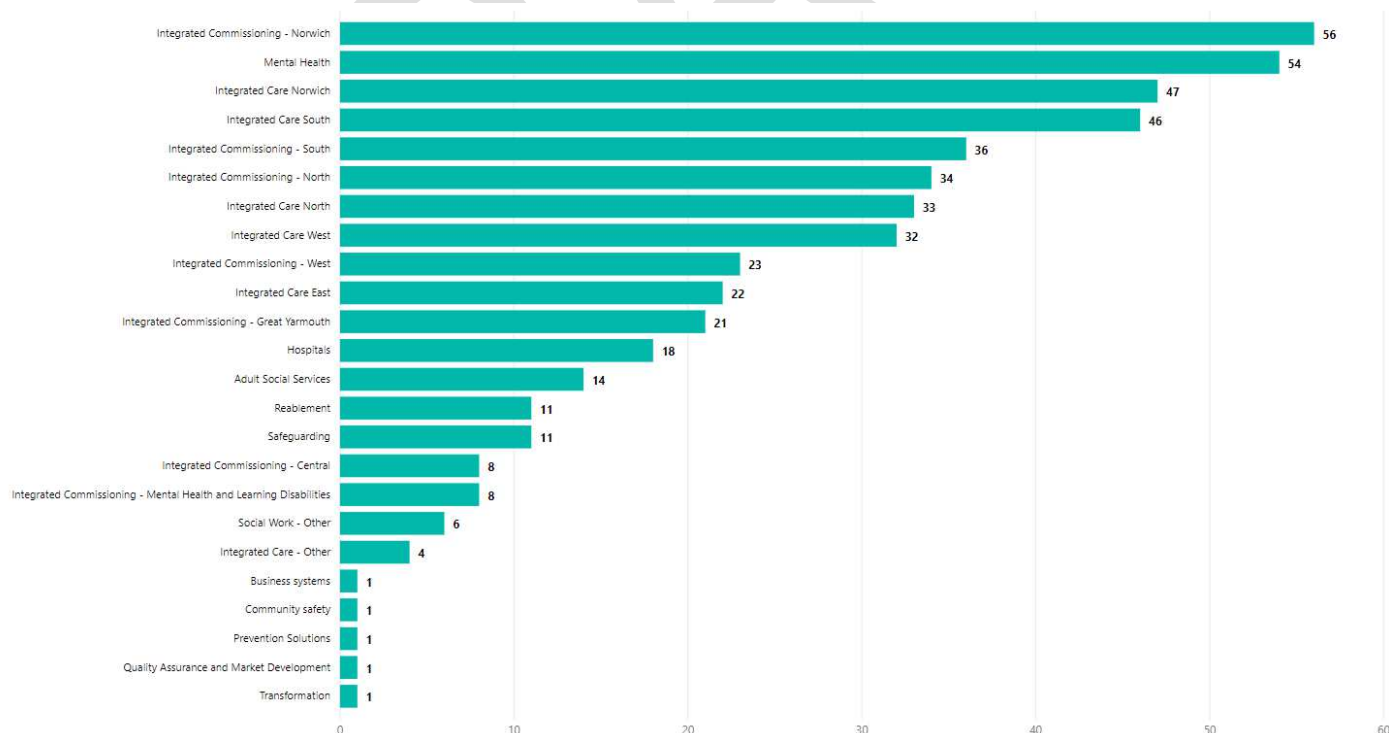
## Healthwatch England

Healthwatch England is the national consumer champion for people who use health and social care services. It was set up as part of the changes to the way the NHS and social care services are run. It represents the views of the public to improve services nationally. Each local Healthwatch is independent of the NHS and local authorities.

## Complaints and Compliments

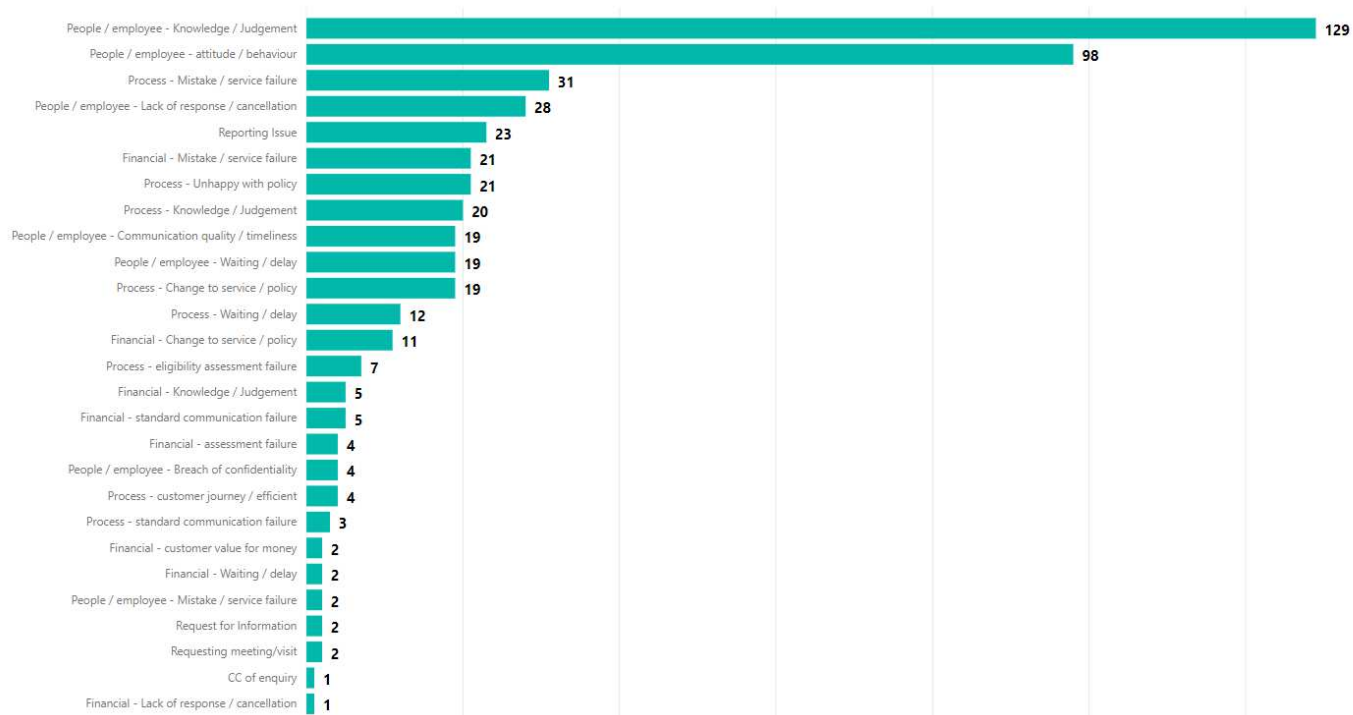
Between 1 January 2019 and 30 June 2019, Norfolk County Council received 249 complaints regarding Adult Social Services, 83 MP enquiries and 53 compliments. During the latter part of this period, five per cent (15) of all representations received were related to the Minimum Income Guarantee.

The service areas to which the complaints related;





The reasons for the complaints are set out below



## 5. Looking ahead

Our aim is to ensure our services focus on helping vulnerable adults live independently. We will use technology to help keep people at home and focus on what people can do, rather than what they can't.

We want to deliver more of our services through community hubs and will invest in smarter information and advice, to help people connect with their communities and combat loneliness and isolation.

We want to work with NHS Services to make sure we improve health and work in an integrated way. We are moving toward financial sustainability despite a growing demand for our services and rising costs to provide them.

Whilst we know this cannot be achieved overnight, we must ensure we have a sensible and achievable timetable to work against.

With this in mind we have designed a number of key activities for the next three to five years which will help us meet our priorities:

1. To develop and implement a programme of organisational development and change management for Adult Social Services to underpin service transformation and the delivery of Promoting Independence
2. To implement market development activities which address and correct capacity in the provider market and support providers to develop new models in line with Promoting Independence.
3. To develop a prevention plan for Adult Social Services which draws on contributions from across the Council and from partners in health.
4. To re-shape integrated community teams to align delivery with the 19 primary care neighbourhoods across Norfolk and Waveney, and to accelerate delivery of Promoting Independence.
5. To re-shape integrated commissioning arrangements in the light of changes envisaged as part of the Norfolk and Waveney Integrated Care System, so they accelerate delivery of Promoting Independence.
6. Implement a learning disability enablement model – connecting people to activities, building skills, and developing housing which is ambitious and supports people to live well and progress
7. To develop an integrated health and social care model for mental health

As well as tracking our performance against the measures, we have a series of **pledges for change** and improvement, which provide us with clear priorities which will guide how we organise our work over the coming years. We have made these pledges publicly so that external partners can monitor our progress and hold us to account. These are:

1. Working with carers to strengthen support for them and ensure they can access breaks from their caring duties
2. Working with people we support to review and refresh our approach to personalisation
3. Supporting more people with disabilities into employment, volunteering or other meaningful day time activities
4. Reaching the target set us by the Government for moving people out of long-term hospital care
5. Reducing the number of people delayed unnecessarily in a hospital bed
6. Open 20 more accommodation based reablement beds across Norfolk
7. Working with people who use our services to make our letters about charging and finance easier to understand
8. Expanding our assistive technology services to reach an additional 2000 people per year
9. A new extra care scheme open for residents, two more on site in construction, and several in the pipeline getting ready to be on site by March 2021

# Report to Cabinet

Item 11

<b>Report title:</b>	<b>Healthy Lifestyle Services Review</b>
<b>Date of meeting:</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Councillor Bill Borrett (Cabinet Member for Adult Social Care, Public Health and Prevention)</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director, Community and Environmental Services)</b>
<b>Is this a key decision?</b>	<b>No</b>

## Introduction from Cabinet Member

Norfolk County Council has a statutory responsibility to improve the health of the people of Norfolk. Our vision is to embed prevention within local communities and organisations so that residents can reach their full potential related to health and wellbeing. We want Norfolk adults to be able to make healthy choices, and for healthy choices to be the normal choice.

Smoking, excessive alcohol consumption, physical inactivity and poor diet contribute to illness, disability and early death. Currently, only 4% of smokers in Norfolk take advantage of our stop smoking services and our weight management service reaches less than 1% of those who could benefit. NHS Health Checks are disproportionately taken up by those who need them least.

We need to do things differently and our new strategy will see us working with our communities and partners to incorporate support for healthy behaviour change into their everyday activities, recognising that prevention is everybody's business. Future commissioned services will be focussed on those who need them most, while good quality information, advice and guidance will be available to all. It is proposed that we move towards a new systems approach to adult behaviour change. This means moving away from the current model, which is wholly based on face-to-face commissioned services focussed on specific behaviours, to a model which supports the wider system to encourage and support those who might wish to change their health-related behaviours. We will – across the council – take advantage of the many contacts we have with members of the public to embed prevention in our work to ensure better health and wellbeing for our residents. Compared to our current approach it will be less reliant on individual services, take advantage of new technologies, and adopt a more holistic view of individuals, who will have increased opportunities to access support to adopt healthy behaviours.

## Recommendations

- 1. Agree the new adult healthy behaviours strategy and focus our commissioned services on those who need it most, to provide digital information for all and to support communities and organisations to embed behaviour change support in their day-to-day work.**

## **1.0 Background and Purpose**

### **1.1 Purpose**

The report will outline the reasons for changing from our current commissioning strategy and propose a new strategy to transform the way that we promote healthy behaviours in adults – which has been tested with stakeholders. This will improve our healthy living offer by taking a whole person approach, better targeted to those with greatest need (while providing digital resources to all) and embedded within local communities and organisations.

The proposed healthy behaviours strategy will set out our improved offer to individuals, professionals and communities and outline a phased shifting of emphasis from current services to the systems approach. Over that time, commissioned service delivery would become more targeted as workforces become trained to offer support directly and the approach is embedded within the wider system.

### **1.2 Public health responsibilities of local government**

Norfolk County Council is required under the Health and Social Care Act 2012 to take steps for improving the health of Norfolk's residents. As part of this, Public Health has commissioned interventions such as stop smoking services and weight loss services.

Local authorities are also required to commission NHS Health Checks. This includes offering all eligible residents an NHS Health Check every five years, ensuring the checks are carried out and ensuring that information regarding the checks is recorded. NHS Health Checks are check-ups for eligible people aged 40-74 to assess risk of developing heart disease, diabetes, kidney disease and stroke. The content of NHS Health Checks is specified within regulations.

### **1.3 Strategic alignment**

The council's public health strategy, *Norfolk's Living Well (2016 – 2020)*, outlined plans to focus services on those most at risk. In September 2018, Members agreed a comprehensive review of the council's healthy living services to develop a modern, integrated and affordable service offer for implementation in 2020.

*Together, for Norfolk* highlights the intention to take an integrated approach to prevention, stating that we will "Work with Norfolk's parish, district, borough, and city councils, the NHS, local universities and other organisations to deliver joint programmes that impact positively on your health, especially for those most at risk of developing a long-term condition."

### **1.4 Current commissioned services**

We currently commission services that help adults to adopt healthy behaviours. These are:

- stop smoking services delivered by GP surgeries, pharmacies and a specialist provider
- a weight management service delivered by a commercial provider
- NHS Health Checks mainly delivered by GP surgeries and pharmacies.

### **1.5 Why change?**

- Although individuals adopt healthy behaviour changes with the support of our services, the impact is small in relation to the number of people in Norfolk with unhealthy behaviours.

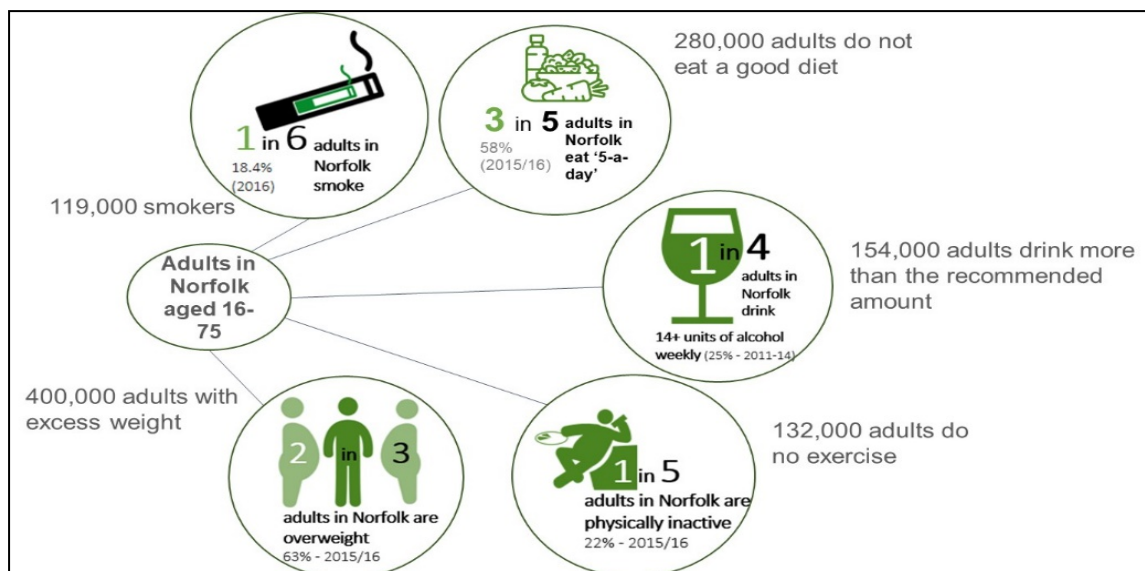
- Smoking in pregnancy remains a particular concern in Norfolk as we have rates higher than the national average and not all pregnant smokers are referred into stop smoking services. High rates of smoking in some sectors of the population are a significant contributor to health inequalities.
- Current provision of NHS Health Checks is seeing more people from less deprived areas and therefore not addressing health inequalities. The quality of the checks varies. Public Health England (PHE) supports approaches that target a greater extent of resource towards higher risk and vulnerable communities, while keeping a universal offer to all eligible people.
- We do not currently commission a specific service to support drinking within recommended guidelines (as opposed to more serious alcohol issues). We have a very small offer for healthy eating as part of the weight loss service.
- Services are siloed, so don't take a whole person approach.
- Stakeholders attending three engagement events demonstrated far more support for a new approach over service-based alternatives (see Section 5). Fifty-three professionals across Norfolk from a variety of settings such as health, local authorities and service providers considered four options and overall felt the one proposed below had the most potential to have the biggest impact. They also wanted to see a degree of targeting to reach those most in need.
- The proposed approach fits with other initiatives such as:
  - The NHS Long Term Plan which, for example, aims to provide NHS-funded smoking cessation support in hospitals.
  - The Moving Healthcare Professionals Programme led by PHE and Sport England, which aims to support healthcare professionals to promote physical activity.
  - The government's new prevention green paper "*Advancing our health: prevention in the 2020s*" which includes proposals to tackle the risks posed by smoking, poor diet, physical inactivity and drinking above guidelines. It also proposes reviewing NHS Health Checks and considering how to target those most at risk – this proposal is in line with that approach.
  - The UK Allied Health Professions (AHPs) Public Health Strategic Framework 2019-2024 which aims to see public health as a core element of all AHP roles – for example podiatrists, occupational therapists, physiotherapists or clinical psychologists.
  - Local initiatives, such as staff at community health trusts being trained in health coaching, NCC's local services strategy and active travel initiatives.

## 1.6 Population need

Smoking, eating a poor diet, drinking above the recommended limits of alcohol and being physically inactive make significant contributions to illness, disability and early death. These behaviours also contribute to other conditions such as musculoskeletal problems, which is one of the main health reasons for people not being in work. A significant proportion of illnesses such as cancers and heart disease could be prevented. Efforts to help people to change these behaviours are therefore important to the health and wellbeing of the Norfolk population and to the local economy.

Figure 1 shows the estimated numbers of adults in Norfolk who engage in behaviours that increase risk to their health.

Figure 1: Estimated numbers of individuals with specific health risk behaviours



It is common for an individual to have two or more of these health risks, and the more risk behaviours they have, the bigger the risk to their health. Research shows that clustering of risks is more likely to happen in men, younger age groups and those in deprived areas.

## 1.7 Current provision

Public Health currently commissions services to support some of the need identified above:

- Stop smoking services are available through a specialist service (Smokefree Norfolk) and via some, but not all, GP practices and pharmacies. In total, these services support approximately 5,000 attempts by people who want to quit (4% of the adult smoking population in Norfolk) each year. Just over half of those will have quit after four weeks. Of those that successfully quit for four weeks, about half are likely to stay quit at 12 weeks.
- Weight management support (a free 12-week course at Slimming World) is available to people who are obese and who have been referred by their GPs. Approximately 70% of participants who complete the 12 week course lose 5% of their body weight. Many go on to self-fund at the end of the 12 weeks. Around 2,750 places are available in a year, which equates to 0.7% of adults with excess weight in Norfolk. Slimming World and other weight management programmes are commercially available to all.
- NHS Health Checks are available to all eligible people in Norfolk aged between 40 and 74. Although not designed to change behaviour, the checks can spot early signs of heart disease, diabetes, and chronic kidney disease. The Norfolk programme delivers approximately 23,000 checks per year (in line with the England average), mainly through GP practices and community pharmacies. Around 50% of invitations for a check are taken up.

## 2 Proposals

### 2.1 A new strategy

Our vision is to embed prevention within local communities and organisations so that residents can reach their full potential related to health and wellbeing. We want

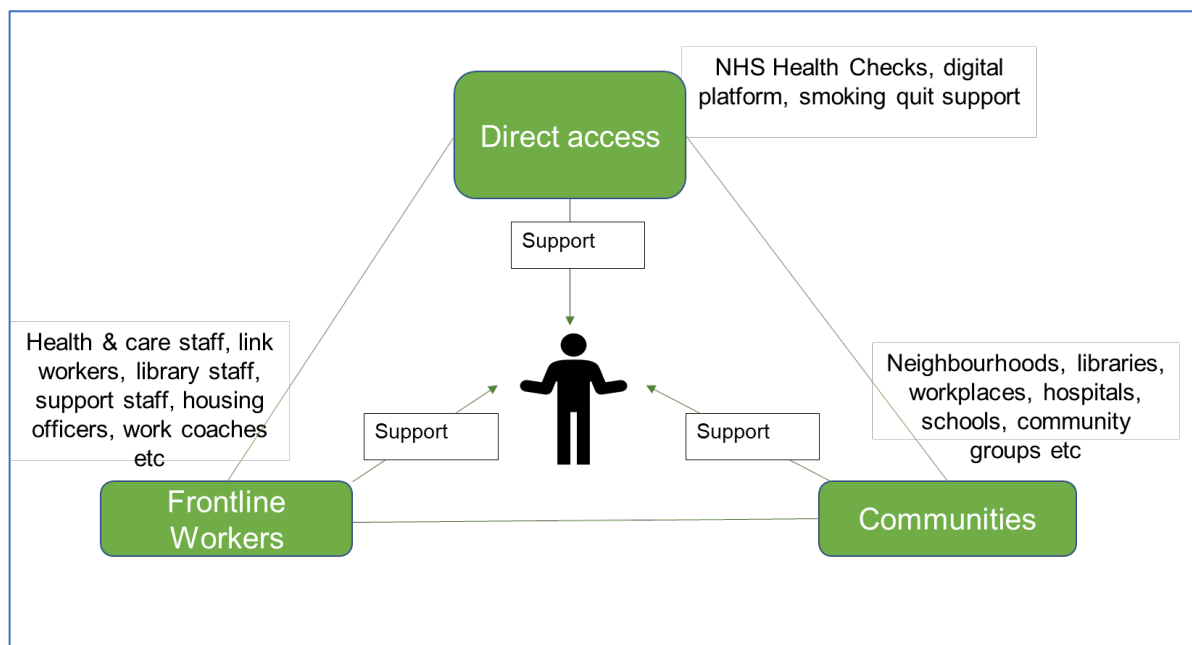


Norfolk adults to be able to make healthy choices, and for healthy choices to be the normal choice.

It is proposed that we move towards a new systems approach to adult behaviour change. This means moving away from the current model, which is wholly based on face-to-face commissioned services focussed on specific behaviours, to a model which supports the wider system to encourage and support those who might wish to change their health-related behaviours. A systems approach would mean enabling support for individuals to come from a wider range of sources than stand-alone services as illustrated in Figure 2.

We also want to move into the community, use a wider range of community resources and take pressure off GPs.

*Figure 2. System approach to supporting behaviour change.*



A working example for someone trying to quit smoking could be that they receive behavioural support from their workplace wellbeing champion, who could help them to access carbon monoxide (CO) screening at any Norfolk library, download helpful resources from a website and link them into a digital (e.g. Facebook or WhatsApp) peer support group in their workplace.

To achieve this, we will need to provide support in three directions – to individuals, to professionals and to communities.

## 2.2 Public Health offer to individuals

This will comprise:

- A web based, digital resource which will provide good quality information, advice and guidance related to key health and wellbeing factors. This platform will provide individuals with skills and tools to help them make positive changes.
- Access to a new helpline which will provide information and support to stop smoking.
- Access to products that can support stop smoking efforts such as Nicotine Replacement Therapies (NRT), e-cigarettes and medication.

- Continued provision of a stop smoking service for targeted individuals, for example pregnant smokers, to help them stop smoking and stay stopped.
- NHS Health Checks targeted to those most in need.

### 2.3 **Public Health offer to professionals (workforce development)**

This offer will focus on increasing skills within current workforces (including within NCC) through training in behaviour change and stop smoking support. The aim is that more frontline workers (e.g. health and care staff, support workers from housing, job centres and voluntary organisations) will be able to help their clients to change their behaviour in order to improve their health. Not only will this increase opportunities for residents to make positive behaviour changes, it will also enhance the existing relationship between frontline workers and their clients. It will add to the skills of the frontline workforce and help to address other issues where health behaviours may impact on social and economic issues (e.g. losing weight reduces the risk of musculoskeletal issues which in turn can affect ability to work).

There would be a tiered approach to the training offer, meaning that professionals would be trained according to the level of opportunity their role provides for supporting behaviour change. For example, staff working in a drop-in centre where their main contacts are one-off encounters may be trained on giving very brief advice and signposting whereas a support worker who has an ongoing relationship with an individual or family could be trained to deliver a full behaviour change intervention. This will capitalise on existing opportunities.

There are some key groups of professionals for whom behaviour change training might be prioritised such as those working in libraries or other groups who come into contact with those who may need help the most.

Through Norfolk's educational institutions we will seek opportunities to enhance current training programmes in public or voluntary sector roles so that students can receive training in behaviour change as part of core learning. They will then be better equipped to deliver the systems approach when they enter the workforce.

### 2.4 **Offer to communities (community enablement)**

The communities in which we grow up, work, live, socialise and grow old can greatly affect our health – much more than healthcare can. For the purposes of this paper, communities are not just neighbourhoods, but relate to any gathering of individuals with a common interest. This could include workplaces, social clubs, faith groups etc. Working with communities has the potential to help us reach those with the greatest needs and to create more sustainable impact on health behaviours, for example through ongoing peer networks, social groups or organisational change.

We will develop a community enablement framework which will show how different groups or organisations could promote healthy behaviours and link to existing work, for example programmes carried out by District Councils. It will point to existing schemes that seek to improve health and wellbeing in defined communities such as the Healthy Hospitals approach. We will work with those who have community development or connector roles to incorporate health into their existing programmes to increase the spread of support for adopting healthy behaviours.

- 2.5 The proposed healthy behaviours strategy will see a phased shifting of emphasis from current services to the systems approach. Over that time, commissioned service delivery would become more targeted as workforces become trained to offer support directly and the approach is embedded within the wider system.

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

- 3.1 A systems approach will embed positive health messages and support for changing behaviour into the Norfolk system as a whole through workforce development and support to communities. This should result in more people being exposed to the opportunity for change than with a service-focused offer.

The new approach is well placed to take advantage of existing and emerging initiatives such as the NHS Long Term Plan, Physical Activity Clinical Champion Training etc. It also allows for integration of public health outcomes into wider aspects of NCC's remit through internal partnership working and support, for example with libraries. Moreover, the approach can be targeted to specific groups in order to tackle health inequalities.

Training in behaviour change and smoking cessation support will be provided for frontline workers across Norfolk. As the new approach becomes embedded in the day-to-day activities of organisations and communities and moves away from reliance on services, support for healthy behaviours is expected to become more sustainable. The organisations employing frontline workers will benefit from increased training of their workforce which will enable them to work in a more holistic way with clients and increase quality of care within the system.

A digital resource for good quality information, advice, guidance and tools will be available to all to encourage self-help. Communications and campaigns will be used, for example to let people know about the digital resource or to promote special offers or events.

Within two years, the specialist face-to-face stop smoking service will be redesigned to focus on key target groups and individuals such as pregnant women and their families. A new helpline will be available to those who need information or support. With more targeted services, the specialist service contract value would be reduced, and commissioned stop smoking services in GP surgeries and pharmacies will decrease or stop in some cases. Nicotine replacement therapy (NRT) will continue to be funded.

A smaller number of higher quality NHS Health Checks will be targeted to those who need them most (while remaining available to any eligible person who requests one). With more targeted services and fewer providers, there will be fewer transaction costs and a decrease in the level of funding going to general practice and pharmacies.

Support for weight management will be available from the new digital resource, a wide variety of frontline workers and community initiatives rather than through the current offer of a limited number of places on weight management programmes. The commissioning of Slimming World would eventually come to an end.

The new strategy will allow issues such as eating an unhealthy diet and drinking above recommended limits to be addressed as part of a whole person approach whereas we do not currently commission services specifically to provide these. (More serious alcohol issues are addressed through our commissioned adult alcohol and drug treatment service).

Working with communities and organisations will make the environments in which people live more supportive to those trying to make changes such as losing weight or quitting smoking. This in turn could reduce relapse rates so that more people can maintain healthy changes. While the new approach is aimed primarily at adults, children and young people will also benefit, for example by being exposed to fewer adults smoking around them or in their homes.

## 4. Evidence and Reasons for Decision

- 4.1 Moving to a systems approach for supporting health behaviour change offers the most sustainable, pragmatic way forward which stakeholders found preferable to alternative options.

## 5.0 Alternative Options

- 5.1 Three stakeholder engagement events were held across Norfolk to consult on Public Health's role and approach to improving healthy lifestyles. The aims of the stakeholder engagement events were to:

- Look at the process of behaviour change for healthy behaviours and explore potential ways it can be supported
- Communicate what Public Health could offer stakeholders
- Consider the changing needs in the wider system
- Gain feedback on four options for adult health improvement.

Invitations were made to primary care providers of public health services (which includes all GP practices), Local Medical Council, Local Pharmaceutical Committee, all Clinical Commissioning Groups, all District Councils, voluntary sector, UEA, and key NCC staff with close links such as libraries, Norfolk Community Learning Services, Local Service Strategy, Health and Wellbeing Board support and social prescribing.

Four options were considered by stakeholders including a system approach.

### 5.2 ***Commission universal integrated healthy behaviour provision – this would provide a service of some level to all Norfolk adults***

Main reasons this was discounted as an option:

- At stakeholder engagement concerns were raised regarding the quality of a digital intervention and whether it would result in further health inequalities.
- Possible duplication with other healthy living type services already being provided in Norfolk.
- Concerns over whether there were sufficient financial resources for this type of service over the longer term.
- The lack of capacity to reach everyone who needed a face-to-face service.
- Does not address social and cultural norms regarding healthy lifestyle choices.

### 5.3 ***Commission an integrated healthy behaviour service for targeted populations – this approach would seek to tackle health inequalities***

Main reasons this was discounted as an option:

- Does not address behaviour change at a wider level.
- Disagreement amongst health professionals around which groups should be targeted and what method should be adopted.
- Possible duplication of support with other services focusing on the same target groups in Norfolk.
- Would miss out on the 'quick wins' of people that just need a small nudge to improve their lifestyles.
- Concerns around long term impact (based on impact of other healthy living type projects aimed at deprived areas).

- Stakeholders fed back at engagement that targeted work should exist within any healthy behaviour offer but not as an offer on its own.

*NB – Stakeholders did express support for targeting in general, and this has been included in the proposed model.*

#### 5.4 **Commission a holistic NHS Health Check programme (where the initial NHS Health Check exits straight into a behaviour change intervention)**

Main reasons this was discounted as an option:

- At stakeholder engagement there was significant concern over whether the 40-74 age group is the correct group to target. It was felt that prevention work needed to address younger age groups, particularly younger men.
- Stakeholders also expressed concerns around the current NHS Health Check system feeling that while it worked as a screening tool, it was not a behaviour change intervention.
- The exclusion criteria for NHS Health Checks would mean that people with long-term conditions would be excluded from the healthy behaviour offer.
- Would not capture the hard-to-reach groups with low motivation.
- Does not support healthy behaviours at a wider level.

#### 5.5 **No change – continue current commissioning of services**

This option was not included in stakeholder engagement. The main reasons this was discounted as an option:

- Does not address behaviour change at a wider level.
- Would miss out on the 'quick wins' of people that just need a small nudge to improve their lifestyles.
- The lack of capacity to reach everyone who might benefit from a face-to-face service.
- Does not address social and cultural norms regarding healthy lifestyle choices.
- Current services are siloed and don't reflect a whole person approach.
- Will not fulfil the vision and aims outlined in section 2.1 'A new strategy'. It will not address the issues listed in section 1.2 'Why change' or have the full effect outlined in section 3.1 'Impact of proposals'.

## 6 **Financial Implications**

6.1 Public Health activity in the Council is funded via a ring-fenced grant. This means we must spend the grant on eligible Public Health related activity.

With this proposal, the balance of how the budget is spent will shift, with a greater proportion being spent on workforce training, community enablement and a digital resource, and with a lesser proportion being spent on weight management and NHS Health Checks.

## 7 **Resource Implications**

7.1 **Staff:**  
NA

7.2 **Property:**  
NA

- 7.3 **IT:**  
Options for the digital resource content and provision are currently being explored with NCC colleagues.
- 8 Other Implications**
- 8.1 **Legal Implications:**  
Depending on future decisions regarding the provision of parts of this approach, TUPE may apply to staff in current external providers (e.g. specialist stop smoking service). These will be considered in options for providers at a later date.
- 8.2 **Human Rights implications**  
NA
- 8.3 **Equality Impact Assessment (EqIA)**  
An initial EqIA has been undertaken which remains draft at this stage, as it will continue to be considered during engagement with the public and stakeholders.
- The key risk areas / positive impacts of the proposed approach are:
- Positive impact:
- Increased opportunity to support vulnerable groups.
  - Increased opportunity to reach out to identified groups via targeted campaigns.
  - Frontline workers / group leaders / communities that are already supporting vulnerable groups will be upskilled via this approach.
  - Working with leaders of vulnerable groups will hopefully break down cultural barriers to receiving support and to successful behaviour change.
  - Targeted approach to NHS Health Checks will help to address health inequalities in Norfolk.
- Key risks:
- The approach is reliant on vulnerable groups already having contact with services or community groups.
  - Adults with learning difficulties may find it difficult to understand information provided. Reasonable adjustments could be made.
  - Visual impairment would pose a barrier to accessing the digital self-support. The design of the website could help to mitigate this.
  - The older population may find it difficult to access digital support. Frontline workers could support this access.
  - Disability that affects literacy (e.g. dyslexia) can make it difficult for individuals to respond to written communications and resources. Frontline workers could support this.
- 8.4 **Health and Safety implications**  
NA
- 8.5 **Sustainability implications**  
Utilisation of existing service provision within the system will reduce the need for stand-alone services using resources or users needing to travel to them. This should reduce the overall carbon footprint.
- 8.6 **Any other implications**  
NA
- 9 Risk Implications/Assessment**

- 9.1. 1. Targeting NHS Health Checks to those eligible people in the three most deprived quintiles could see a reduction from ~23,000 to ~16,000 per year, which would reduce our ranking compared to other local authorities. Targeting is, however, likely to increase the detection rates of people at high risk of cardiovascular events and may increase diagnosis of existing conditions such as hypertension. The government's green paper on prevention "*Advancing our health: prevention in the 2020s*" proposes a review of the NHS Health Check programme and says that options for making the programme more focused based on individuals' risks (as opposed to a blanket approach) are likely to be in scope of the review. In this respect, Norfolk is ahead of the curve in considering how to optimise impact.
2. Professionals and members of the public may not engage with or understand how to access support in the new system model as readily as with the more obvious currently commissioned services. A strong and long-term communications plan – as well as ongoing partnership working and training – will help to mitigate this.
3. The potential workforce to upskill is vast. We will work with key stakeholders to identify the priority workforces that can reach our target populations.
4. The wider workforce may not consider they have sufficient capacity to undertake the behavioural support that this approach asks them to provide. Ongoing engagement with professional stakeholders and training geared towards the time that frontline workers have available, and the benefits to their core work, can help to address this. Training will also be done where possible by enhancing existing educational programmes which will reduce additional demands on staff time.
5. Because the approach involves a much larger number of people providing different interventions at varying scales, the capture of quantitative impact and performance data will not be straightforward. This may be possible to mitigate by considering new ways to evaluate, using alternative data sources, and utilising expertise from academic partners.
6. This approach is innovative, and innovation always carries an element of risk. Because support for healthy behaviours will be spread across a wider workforce, and the intensity of interventions will vary (from a visit to a website to a single brief conversation to a series of sessions with a support worker), impact on individuals will vary more than they might with individual support from a specialist service. To balance this, the aim of a system approach is that there will be more opportunities for support of mixed intensities for a larger number of people.

## **10. Select Committee comments**

10.1. NA

## **11. Recommendation**

- 11.1. 1. Agree the new adult healthy behaviours strategy and focus our commissioned services on those who need it most, to provide digital information for all and to support communities and organisations to embed behaviour change support in their day-to-day work.

## **12. Background Papers**

- Development of Healthy Lifestyle Service, Communities Committee, 5 September 2018: [Q:\1b. Delivery\2. Members\Archive\1. Communities Committee\Committee\2018\05 September\Final\Development of Healthy Lifestyle Service.doc](#)
- Equality Impact Assessment. [EIA - Full Report.docx](#)



## Officer Contact

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

**Officer name:** Diane Steiner

**Tel No.:** 01603 638417

**Email address:** [Diane.steiner@norfolk.gov.uk](mailto:Diane.steiner@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.



# **Re-design of Support for Health Behaviours: A Systems Approach DRAFT**

## **Equality Assessment – Findings and Recommendations**

**August 2019**

**Sophie Crowe**

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](mailto:neil.howard@norfolk.gov.uk), Tel: 01603 224196

# Contents

		<b>Page</b>
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	5
7.	Accessibility considerations	8
8.	Recommended/mitigating actions	8
9.	Evidence used to inform this assessment	10
10.	Further information and contact details	11

## 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 Act<sup>i</sup>;
  - Advance equality of opportunity between people who share a relevant protected characteristic<sup>ii</sup> and people who do not share it<sup>iii</sup>;
  - Foster good relations between people who share a relevant protected characteristic and people who do not share it<sup>iv</sup>.
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. A review of the Council's adult healthy lifestyle services has been undertaken. Four approaches were proposed at three stakeholder engagement events in April/May 2019. Following these events, the most favourable approach was to support embedding of behaviour change support across the wider system. It is proposed to take this approach forward. Its aims are:

- For Norfolk adults to be able to make healthy choices
- For healthy lifestyle choices to be the social and cultural norms

## Who is affected?

7. The proposal will affect adults, children and staff with the following protected characteristics:

<b>People of all ages</b>	<b>NO</b>
<b>A specific age group (please state if so):</b> Adults (18 years and over)	<b>YES</b>
<b>Disability</b> (all disabilities and long-term health conditions)	<b>YES</b>
<b>Gender reassignment</b> (e.g. people who identify as transgender)	<b>YES</b>
<b>Marriage/civil partnerships</b>	<b>YES</b>
<b>Pregnancy &amp; Maternity</b>	<b>YES</b>
<b>Race</b> (different ethnic groups, including Gypsies and Travellers)	<b>YES</b>
<b>Religion/belief</b> (different faiths, including people with no religion or belief)	<b>YES</b>
<b>Sex</b> (i.e. men/women/intersex)	<b>YES</b>
<b>Sexual orientation</b> (e.g. lesbian, gay and bisexual people)	<b>YES</b>

## Analysis of the people affected

8. Provide an analysis of the people who will be affected by the proposal. This should include:

- The overall number of people who may be affected
- A detailed demographic breakdown of the people who will be affected by protected characteristic (e.g. number of men/women/disabled/older people/Black, minority ethnic people etc)

It is estimated that a systems approach would reach 102,150 adults over 5 years and of that, 94,450 would be likely to attempt to change their behaviour, whether that be quit smoking, manage their weight, reduce their alcohol intake, increase their physical activity levels or participate in an NHS Health Check.

This approach will be offered to the Norfolk adult population as a whole demographic and so characteristics can be expected to be similar to the Norfolk adult population (Norfolk Insight 2016). We therefore expect approximately 50.8% of individuals that engage in activities related to behaviour change to be women.

We would expect 91.1% of adults engaging to be of white British ethnicity. As an approach predominantly targeting working age adults we would expect approximately 16% of service users to have a disability (Disability Sport 2014).

## Potential impact

9. Having identified the people who may be affected by your proposal, now analyse what impact the proposal may have on these people.

Characteristic	Potential impact
Age	The proposed service is for adults only.
Disability	<p>Physical disability can make it difficult for some individuals to attend certain venues / locations to access services.</p> <p>Adults with learning difficulties may find it difficult to understand information provided (PHE 2015a) and people may have low health literacy and low digital literacy skills. People with limited health literacy are more likely to have unhealthy lifestyle behaviours and are less likely to use preventive services (PHE 2015b).</p> <p>Fear of stigma and equating disability with ill health could pose barriers to accessing services or receiving support (Office of the Surgeon General 2005).</p> <p>Health promotion may be particularly beneficial for people with disabilities, who may be at higher than average risk of preventable chronic diseases such as obesity, diabetes and heart disease (Office of the Surgeon General 2005).</p> <p>Disability that affects literacy (e.g. dyslexia) can make it difficult for individuals to respond to written communications and resources.</p>
Gender reassignment	Transgender persons may be less likely to access health services due to fear of stigma (Safer et al. 2016). Barriers may be posed by bias in the structure of forms or records. Smoking prevalence is estimated to be 1.5 times higher than in the general population and alcohol use may be higher, so transgender persons may be particularly able to benefit from healthy lifestyle support.
Marriage & civil partnerships	<p>Evidence suggested health is generally better among people in heterosexual marriages than those who are not married (Wilson &amp; Oswald 2005). Married individuals are estimated to drink alcohol and smoke less and so may have less need for support. These benefits are greater for men than for women.</p> <p>It has been suggested that similar benefits could occur for couples in same sex marriages or civil partnerships but available evidence is limited (King &amp; Bartlett 2006).</p>
Pregnancy & maternity	Some health risk behaviours are known to directly affect pregnancy and birth outcomes, and so support for this group is particularly important. Smoking increases the risk of miscarriage (Pineles et al. 2014), stillbirth (Flenady et al. 2011), spontaneous preterm birth and small for gestational age (Moore et al. 2016). Psychosocial



	<p>interventions and support help women stop smoking in pregnancy (National Institute for Health Research 2017).</p> <p>Women from routine and manual occupations are more likely to smoke throughout their pregnancy (National Institute for Health Research 2017).</p> <p>Drinking alcohol in pregnancy can lead to foetal alcohol syndrome and there is currently no known safe level of alcohol intake in pregnancy (Flak et al 2014).</p>
Race	<p>Some ethnic minority groups experience poorer health than others (health inequalities), for example, people from a South Asian background are at greater risk of diabetes (King's Fund 2006). These groups may be able to particularly benefit from a preventative healthy lifestyle service.</p> <p>Ethnic minority groups are thought to have poorer access to services (inequalities in access) (King's Fund 2006). Practical barriers to health services may include language difficulties and limited understanding of how and where to seek help. There is potential for these communities to feel excluded from service provision.</p> <p>Groups such as gypsies and travellers may be more unlikely to access health improvement services (Van Cleemput 2010).</p>
Religion & belief	<p>Certain behaviours that can affect health and wellbeing such as smoking and dietary factors may be heavily influenced by culture.</p> <p>Certain religions and cultures may have beliefs which contradict advice on healthy eating.</p> <p>Certain religious groups and institutions, by the nature of their general teaching on lifestyle and morality, may already have health promoting affects on their members and play an educating role for specific health education/promotion projects (Brown et al.)</p>
Sex	<p>Health services are generally better attended by women than men (Wang et al. 2013).</p>
Sexual orientation	<p>Some evidence suggests gay and lesbian people have higher alcohol use and so may be more likely to require support (King &amp; Bartlett 2006). Fear of stigma could be a barrier to access.</p> <p>Other evidence suggests gay and bisexual men who have had a problem with their weight or eating have not sought help from a healthcare professional (Guasp 2011)</p>
Other vulnerable groups:	<p><i>People who are homeless:</i> Smoking prevalence is very high among people who are homeless (some UK estimates reach &gt;90%) and barriers to accessing services include lack of support from professionals (Garner and Ratschen 2013) and lack of access to telephone or online support.</p>

	<p><i>People with a severe mental illness:</i> People with a severe mental illness have a 10-20 year shorter life expectancy than the general population and lifestyle factors, in particular smoking, are a key contributor, so access to a healthy lifestyle support is particularly key for this group. Barriers to access may be posed by fear of stigma and previous lack of support from health professionals for lifestyle change.</p> <p><i>People who misuse substances:</i> People in treatment for substance misuse have very high smoking prevalence and unique barrier to accessing health improvement services, including lack of support from professionals (Gentry et al. 2017).</p> <p><i>Socioeconomic status:</i> People of lower socioeconomic status are more likely to require the service for support for some lifestyle factors, particularly smoking cessation.</p>
Other	<p><b>Positive impact:</b></p> <p>The proposal for offering individuals support with behaviour change related to lifestyle factors is to move from the current service delivery model to one of an integrated systems approach. This will involve upskilling professionals / volunteers / community leaders who already have access to / relationships with people who need support. These leaders would be upskilled so that they can support health behaviour changes themselves rather than referring to stand-alone services.</p> <p>Increased opportunity to support vulnerable groups. For those groups identified in this assessment who may have significant barriers to accessing services, the systems approach should give them much more opportunity to access support via a universal digital offer, or via networks / groups that they are already in contact with.</p> <p>There will be increased opportunity to reach out to identified groups via targeted campaigns.</p> <p>Frontline workers/ group leaders/communities that are already supporting vulnerable groups will be upskilled via this approach.</p> <p>Working with leaders of vulnerable groups will hopefully break down cultural barriers to receiving support and to successful behaviour change.</p> <p>Targeted approach to NHS Health Checks will help to address health inequalities in Norfolk.</p>

## Accessibility considerations

**Describe here how accessibility will be incorporated into the proposal.**

10. Accessibility is a priority for Norfolk County Council.
11. Norfolk has a higher than average number of disabled and older residents compared to other areas of the UK, and a growing number of disabled young people.
12. As part of your proposal, you must build in accessibility from the start – which means identifying the most reasonable approach in the circumstances, taking all relevant factors into account - such as available resources; demand and future proofing.

**For guidance on the minimum and maximum access considerations that could be built into your proposal, please speak with Neil Howard, Equality & Accessibility Officer, email [neil.howard@norfolk.gov.uk](mailto:neil.howard@norfolk.gov.uk); Tel: 01603 224196**

## Recommended actions

13. If your assessment has identified any adverse impact, set out here any actions that will help to mitigate it.

Our approach will be developed in phases during which we will consider the mitigating actions as they become relevant. Currently, the lead is mainly given to the lead Public Health Commissioning Manager and the date is from the beginning of implementation – April 2020. This will be seen as a working action plan to be updated as we move through phases of implementation.

	Action	Lead	Date
1.	Ensure that any buildings used/procured for face to face support are accessible to those with disabilities and in a range of locations across Norfolk.	Public Health Commissioning Manager	From April 2020
2.	Make a text relay or similar service available for those with a hearing impairment using the telephone service.	Public Health Commissioning Manager	From April 2020
3.	Produce easy read versions of key written or online materials to support individuals with lower levels of literacy and limited health literacy. There is scope for the use of assistive technology in online services which can improve access to information, advice and guidance – particularly for those who are sensory impaired. Websites should be designed in an accessible way (meeting web content accessibility guidelines).	Public Health Commissioning Manager	From April 2020

<b>Action</b>		<b>Lead</b>	<b>Date</b>
4.	Ensure staff working in any commissioned services have undertaken equal opportunities or other relevant training (in-person or e-learning), including on the rights of, and ways to support, people with disabilities, different genders, ethnicities, religions and backgrounds. Encourage staff to complete specific training such as autism awareness.	Public Health Commissioning Manager	From April 2020
5.	Offer alternative options to the provision of written information for those who require it (e.g. those with dyslexia who feel this would be beneficial, those with visual impairment), such as providing additional information over the telephone.	Public Health Commissioning Manager	From April 2020
6.	Only ask about gender when necessary, explain to people why the question is being asked (e.g. diversity monitoring, to establish their preferred pronoun) and make questions optional wherever possible. If asking about gender/recording it in service records try to incorporate all gender identities, perhaps including options for female, male, prefer not to say and a free-text option for people to enter their gender identity. Any service providers will be expected to encourage disclosure and make their confidentiality policies clear to all service users.	Public Health Commissioning Manager	From April 2020
7.	If service providers feel it is useful to collect data on marriages and civil partnerships, ensure that this is inclusive of all types of marriage and civil partnership.	Public Health Commissioning Manager	From April 2020
8.	Outreach activities conducted within the approach should consider the needs of groups who may particularly benefit from health improvement. This may include pregnant women, those identifying with a gender different to that which they were assigned at birth, men, those who are not married or in a civil partnership, ethnic minorities including gypsies and travellers, those who are homeless, people with a mental illness, people who misuse substances, those of lower socioeconomic status and other groups.	Public Health Commissioning Manager	From April 2020
9.	Ensure access to translation services for those who feel their English proficiency is not sufficient to enable full participation in the service.	Public Health Commissioning Manager	From April 2020
10.	Ensure campaigns undertaken as part of the approach are targeted to those in greatest need, including those in vulnerable groups, such as those who are pregnant, homeless, in treatment or recovery from substance misuse, or have a severe mental illness.	Public Health Commissioning Manager	From April 2020

	Action	Lead	Date
11.	Information will be given to any providers and partners on other commissioned services suitable for supporting children and young people.	Public Health Commissioning Manager	From April 2020
12.	Ensure the workforce development framework includes training for all front-line workers who engage with people with protected characteristics, prioritise them accordingly and support them where necessary, e.g. training, policy development.	Public Health Commissioning Manager	From April 2020
13.	Ensure the community development framework includes engagement with groups that work with adults with protected characteristics and support them where necessary, e.g. training, policy development.	Public Health Commissioning Manager	From April 2020

## Evidence used to inform this assessment

- Equality Act 2010
- Public Sector Equality Duty
- Relevant business intelligence

## References

Brown P, Bickley P, Woolley P. Religion and the National Health Service. Available from: <https://www.nelft.nhs.uk/download.cfm?doc=docm93ijm4n1068.pdf&ver=1222>

Disability Sport. Facts and figures about disabled people in the UK. 2014. Available from: <http://www.disabilitysport.org.uk/facts-and-figures-about-disabled-people-in-the-uk.html> [Accessed 21st December 2018]

Flak AL, Su S, Bertrand J, Denny CH, Kesmodel US, Cogswell ME. The association of mild, moderate, and binge prenatal alcohol exposure and child neuropsychological outcomes: a meta-analysis. *Alcohol Clin Exp Res*. 2014;38(1):214–226. Available from: <https://onlinelibrary.wiley.com/doi/full/10.1111/acer.12214>

Flenady V, Koopmans L, Middleton P, Froen JF, Smith GC, Gibbons K, Ezzati M. Major risk factors for stillbirth in high-income countries: A systematic review and meta-analysis. *Lancet*. 2011;377:1331–1340. Available from: [https://www.thelancet.com/journals/lancet/article/PIIS0140-6736\(10\)62233-7/fulltext](https://www.thelancet.com/journals/lancet/article/PIIS0140-6736(10)62233-7/fulltext)

Garner L and Ratschen E. Tobacco smoking, associated risk behaviours, and experience with quitting: a qualitative study with homeless smokers addicted to drugs and alcohol. *BMC Public Health*. 2013;13:951.

Gentry S, Craig J, Holland R, Notley C. Smoking cessation for substance misusers: A systematic review of qualitative studies on participant and provider beliefs and perceptions. *Drug and Alcohol Dependence*. 2017;180:178-192.

Guasp A. Gay and Bisexual Men's Health Survey 2011. Stonewall, Stigma Research. Available from:

[https://www.stonewall.org.uk/sites/default/files/Gay\\_and\\_Bisexual\\_Men\\_s\\_Health\\_Survey\\_2013\\_.pdf](https://www.stonewall.org.uk/sites/default/files/Gay_and_Bisexual_Men_s_Health_Survey_2013_.pdf)

King M and Bartlett A. What same sex civil partnerships may mean for health. *J Epidemiol Community Health*. 2006;60(3):188-191. Available from:

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2465551/>

King's Fund. Briefing: Access to health care and minority ethnic groups. February 2006. Available from:

[https://www.kingsfund.org.uk/sites/default/files/field/field\\_publication\\_file/access-to-health-care-minority-ethnic-groups-briefing-kings-fund-february-2006.pdf](https://www.kingsfund.org.uk/sites/default/files/field/field_publication_file/access-to-health-care-minority-ethnic-groups-briefing-kings-fund-february-2006.pdf)

Moore E, Blatt K, Chen A, Van HJ, Defranco EA. Relationship of trimester specific smoking patterns and risk of preterm birth. *American Journal of Obstetrics and Gynecology*. 2016;215(1):109. Available from:

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5344039/>

National Institute of Health Research. Better Beginnings: Improving Health for Pregnancy. 2017. Available from:

<http://www.uhs.nhs.uk/Media/SUHTInternet/Services/Maternity/Better-beginnings-Improving-health-for-pregnancy.pdf>

Norfolk Insight. Data Explorer. 2016. Available from:

<http://www.norfolkinsight.org.uk/population> [Accessed 21st December 2018]

Office of the Surgeon General (US). The Surgeon General's Call to Action to Improve the Health and Wellness of Persons with Disabilities. Office of the Surgeon General; Office on Disability (US). 2005. Rockville (MD). Available from:

<https://www.ncbi.nlm.nih.gov/books/NBK44662/>

Pineles BL, Park E, Samet JM. Systematic review and meta-analysis of miscarriage and maternal exposure to tobacco smoke during pregnancy. *Am J Epidemiol*. 2014;179(7):807-23. Available from:

<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3969532/>

Public Health England. Improving the health and wellbeing of people with learning disabilities. Guidance for social care providers and commissioners. 2015. Available from: [https://www.ndti.org.uk/uploads/files/Social\\_care\\_guidance\\_final\\_revised.pdf](https://www.ndti.org.uk/uploads/files/Social_care_guidance_final_revised.pdf)

Public Health England, UCL Institute of Health Equity. Local action on health inequalities: Improving health literacy to reduce health inequalities. 2015. Available from: <http://www.healthliteracyplace.org.uk/media/1239/hl-and-hi-ucl.pdf>

Safer JD, Coleman E, Feldman J, Garofalo R, Hembree W, Radix A, Sevelius J. Barriers to health Care for Transgender Individuals. *Curr Opin Endocrinol Diabetes Obes*. 2016; 23(2):168-171. Available from: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4802845/>

Van Cleemput P. Social exclusion of Gypsies and Travellers: health impact. *J Res Nurs* 2010;15:315–28. Available from: <https://journals.sagepub.com/doi/abs/10.1177/1744987110363235>

Wang Y, Hunt K, Nazareth I et al. Do men consult less than women? An analysis of routinely collected UK general practice data. *BMJ Open* 2013;3:e003320. Available from: <https://bmjopen.bmj.com/content/3/8/e003320.citation-tools>

Wilson CM, Oswald AJ. How does marriage affect physical and psychological health? A survey of the longitudinal evidence. Institute for the Study of Labor, Bonn, Discussion paper no. 1619. Available from: <http://ftp.iza.org/dp1619.pdf>

## Further information

14. For further information about this equality impact assessment please contact Sophie Crowe at [sophie.crowe@norfolk.gov.uk](mailto:sophie.crowe@norfolk.gov.uk)



If you need this document in large print, audio, Braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (Textphone).



---

i **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.

ii 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.

iii 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.

iv Having due regard to the need to foster good relations between people and communities involves having due regard, in particular, to the need to (a) tackle prejudice, and (b) promote understanding.

# Report to Cabinet

Item No. 12

<b>Report title:</b>	<b>Winter Preparedness, including the Better Care Fund</b>
<b>Date of meeting:</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Cllr Bill Borrett (Cabinet member for Adult Social Care, Public Health and Prevention)</b>
<b>Responsible Director:</b>	<b>James Bullion, Executive Director of Adult Social Services</b>
<b>Is this a key decision?</b>	<b>No</b>

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

Norfolk Adult Social Services (ASSD) plays a critical role in ensuring the health and social care system runs as effectively as possible during winter and other periods of intense pressure. Whilst much of the focus is naturally on the NHS, the contribution made by Adult Social Services and the wider voluntary and community sector is significant.

This report reviews the impact of resilience planning for 2018/19 and highlights the outline approach for the coming winter. Cabinet will note that the plan reaffirms the commitment of Adult Social Services to Promoting Independence principles and details the wider system improvements including the Better Care Fund and Integration Plan, within which Adults are engaged.

It highlights the importance of ensuring that at times of peak pressure, the 'Home First' principle is not compromised and that short-term interventions which enable people to leave hospital in a timely way are fully followed through to ensure people gain as much independence as possible.

## **Recommendations**

**Cabinet are recommended to:**

- a) Approve the Winter Plan (Appendix A)**
- b) Support the utilisation of 19/20 Winter Pressures Grant under the headings set out in section 6**
- c) Note the progress made to complete and submit the Better Care Fund and Integration Plan 2019 to 2020 in line with national requirements**

## **1. Background and Purpose**

- 1.1. The Better Care Fund (BCF) provides a mechanism for joint health, housing and social care planning and commissioning. It brings together ring-fenced budgets from Clinical Commissioning Group (CCG) allocations, and funding paid directly to local government, including the Disabled Facilities Grant (DFG), the improved Better Care Fund (iBCF) and the Winter Pressures grant.
- 1.2. The Health and Wellbeing Board (HWB) is responsible for developing and implementing the strategic plan for the Norfolk Better Care Fund Plan and is accountable for the Norfolk Better Care Fund. The HWB approved and monitored the Better Care Fund and Integration Plan 2017/19. The 2019/20 plan provides opportunities for health and care partners to build on their plans from 2017 to embed joint working and integrated care further. The Better Care Fund Policy Framework for 2019/20 provides continuity from the previous round of the programme. In June 2018, the government announced a review of the 'current functioning and structure of the Better Care Fund' to ensure it supports the integration of health and social care. It is expected that the model for BCF from 2020 will

be published during 2019.

- 1.3. The NHS has set out its priorities for transformation and integration through the NHS Long Term Plan, published on 7 January this year, including plans for investment in integrated community services and next steps to develop Integrated Care Systems. This includes a commitment for a new NHS offer of emergency response and recovery support through expanded multidisciplinary teams in primary care networks. This work will roll out from 2019/20. It is not a requirement that BCF funds are spent on this work, but it is expected that local areas will be considering how provision across health, local government, social care providers and the voluntary sector can support the shared aims of providing better care at, or close to, people's home and a clear focus on prevention and population health management.
- 1.4. On 18 July 2019 the Better Care Fund planning requirements for 2019/20 were published with the deadline for plan submission of 27 September 2019. The planning period covered is April 2019 to March 2020. Working in partnership with Norfolk's CCGs and District Councils the 2019/20 plan will be approved by HWB prior to submission to NHS England. Plans will be assured and moderated regionally, which will be a joint NHS and local government process, with formal approval being received November 2019, after which the approved plan will be published.
- 1.5. The BCF 19/20 plan identifies key initiatives that support winter. Planning for winter is well-established across the Norfolk and Waveney health and social care system and the contribution which Adult Social Services makes to the system is valued and recognised.
- 1.6. Adult Social Services is committed to playing its full role in supporting the health and social care system and will be contributing to system-wide resilience plans co-ordinated by the NHS Accident and Emergency Delivery Board. However, in line with last year's approach to winter, there is a need to have a single view of how the department will marshal its resources and prioritise interventions in line with a 'home first' culture and in line with our strategy Promoting Independence.

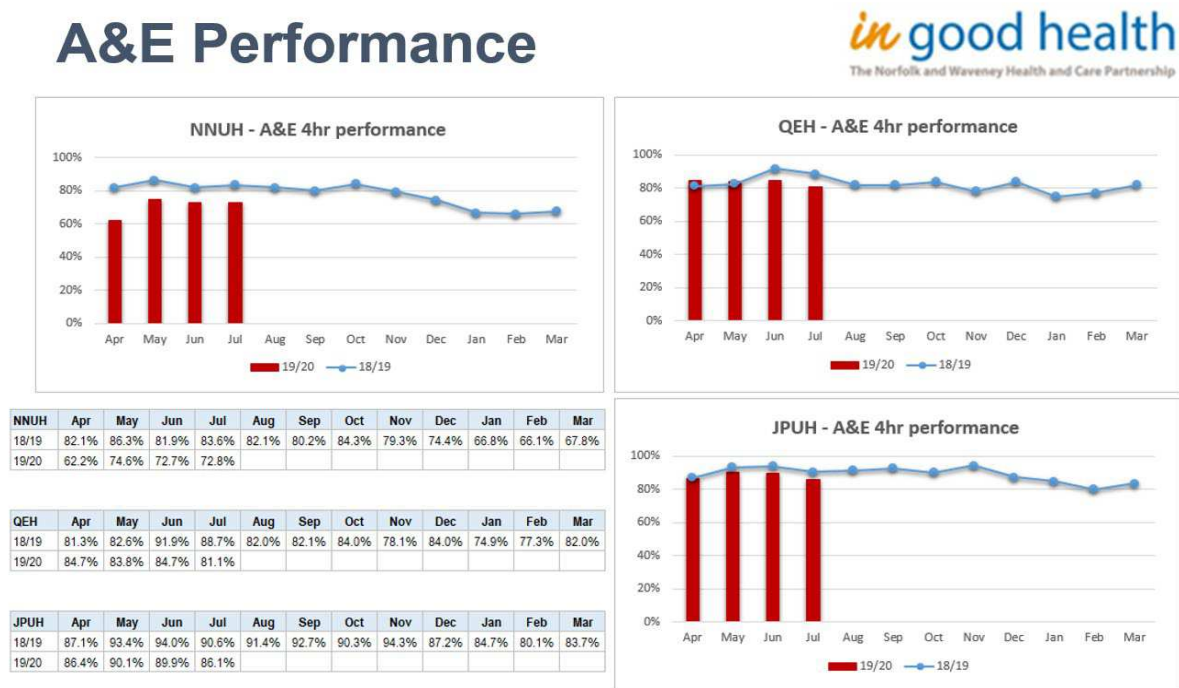
## **2. Proposals**

### **2.1. Review of Winter 2018/19**

- 2.1.1 The Norfolk and Waveney health and social care system further strengthened its system-wide resilience planning for 2018/19. This saw the appointment of a single Winter Director for the whole system. The post-winter review undertaken by the Winter Director provides the background context in which Adult Social Services operated.
- 2.1.2 The review highlighted several strengths, including:
  - a) improved cross system working
  - b) improved communication and genuine collaboration. the impact of system winter plans, particularly additional out of hospital capacity
  - c) the Norfolk & Waveney system ability to more effectively escalate, mobilise and co-ordinate recovery actions at times of increased pressure
  - d) Older People's Emergency Department (OPED)/Older People's Assessment Service (OPAS) at the NNUH – direct access to Consultant for advice
- 2.1.3 The challenges for the winter were:
  - a) the continued strain for acute hospitals
  - b) increases in A&E attendances and emergency admissions at all three acute hospitals
  - c) Mental Health capacity across the system (locally, regionally and nationally) did not always meet the level of demand
  - d) Care home and Domiciliary Care market struggled to cope with the level of demand

- across the system
- e) Workforce pressures across the system

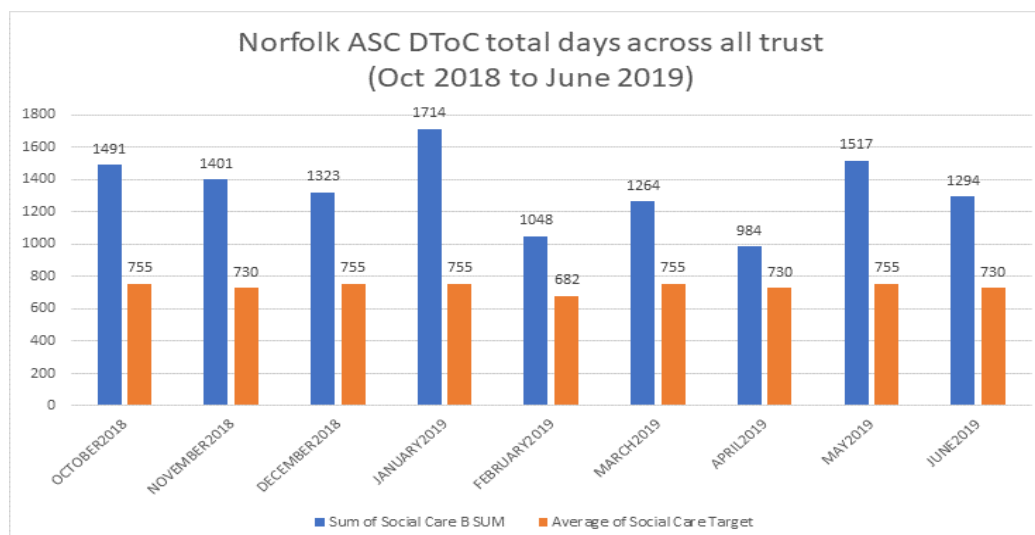
2.1.4 The published A&E Performance data is perhaps the most useful in illustrating the overall pressure on our acute trusts and the added demand over the winter period.



2.1.5 To support system-wide winter planning, Adult Social Services delivered a range of interventions to strengthen its ways of working. Key interventions delivered for winter 18/19 winter were:

- a) **Operational leadership/resourcing** – a senior post with accountability for adult social services hospital discharges across the Norfolk system. This led to some changes in how hospital discharge teams worked; a stronger voice for social care at key decision-making points, and representation on senior system-wide planning and delivery groups
- b) **Brokering and arranging care** – strengthened provisions for arranging care, including the use of bed-tracker for care home placements. Specific arrangements were put in place to improve short-term placements
- c) **Communication, liaison and investment with care home and home care providers** – an improved dialogue with care homes and providers, the continued development of our trusted assessors and other improvement initiatives within the Enhanced Health in Care Homes workstream. The further development (and increased investment) in Norfolk County Council's (NCC's) Enhanced Home Support Service plus increased dementia bed provision
- d) **Reablement** – Increased provision of NCC's successful reablement offer (both home and accommodation based). 40 accommodation based reablement beds have come on stream during the year under review
- e) **Data recording and intelligence** – our discharge teams in hospitals were required, in previous winters, to produce many returns and requests for data. Despite this level of activity, the intelligence remained weak. During the year under review, we have significantly improved the system of data recording and validation with our NHS colleagues. This is leading to a better evidence base for analysing delays and blockages, so improvements can be made

- 2.1.6 Despite the improvements, it remained the case that the system struggled to meet challenging delayed discharges of care targets. The table below details the Social Care Delayed Transfer of Cares (DTocS):



## 2.2 Strengthening winter resilience 2019/20

- 2.2.1 Appendix A sets out the high-level content of the Winter Plan 2019/20 for Adult Social Services. Learning from the last two winters shows that whilst one-off interventions and short-term additions can be helpful, there is no substitute for effective, consistent good quality social work. Early social care involvement in discharge planning in hospitals is critical, alongside strong, effective networks outside hospital to prevent avoidable admissions. In line with this, our overriding aims for winter resilience are to:
- focus on prevention and promoting independence
  - create the capacity to meet increased demand
  - provide ownership of winter preparedness and response within NCC ASSD
  - communicate and co-operate with other organisations/services by sharing this plan
  - use data to understand demand and manage flow
  - recognise the role and importance of the commissioned market and voluntary sector
  - maintain quality, safety and experience
- 2.2.2 The priorities for or winter 2019/20 the Social Care Teams will be:
- Reablement
  - Home First/Discharge to Assess
  - Three conversations (Promoting Independence)
  - Promoting Assistive Technology
  - Engaging with local development groups, GP practices and developing the Norfolk Directory

## 2.3 The Better Care Fund and Integration Plan 2019-20

- 2.3.1 Adult Social Services priorities for winter are underpinned by the Better Care Fund and Integration Plan. Key integration priorities for 19/20 include:
- Integrated Care Coordinators (ICCs) to support Multi-Disciplinary teams in the community
  - Norfolk Escalation Avoidance Teams (NEATs). Integrated teams that provide support for both admission avoidance and hospital discharge.
  - Social prescribing
  - Living Well – Three Conversations
  - Reablement
  - Carers support services

- g) Information advice and advocacy
- h) Integrated community equipment services
- i) Assistive technologies
- j) Accommodation based reablement
- k) Enhanced home support services
- l) Enhanced care in care homes

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

3.1. Adult Social Services engagement through winter planning and the Better Care Fund contributes to the wider health and social care system measured through the following BCF key performance indicators.

#### **3.1.1 Non-Elective Admissions (NEA)**

During the 2017/19 planning period Norfolk has continually met it's NEA target evidencing that effective interventions have been put in place via the BCF to prevent non-elective admissions, funding and activity for 19/20 will therefore continue.

#### **3.1.2 Delayed Transfers of Care**

The health and social care system in Norfolk continue to experience challenges with delayed transfers of care, BCF 19/20 plan and funding allocation of winter pressures money will continue to support the systemwide aim of reducing DToC.

#### **3.1.3 Residential Admissions**

Norfolk delivered against the 18/19 target. This has been achieved through the introduction of accommodation based reablement, the expansion of Norfolk First Support our reablement service and the development of short-term beds. For 19/20 we will continue this strategy and will be reviewing pathways and commissioning options for our bed-based solutions.

#### **3.1.4 Reablement**

Norfolk provides an effective reablement service and has increased the amount of available reablement with a focus on supporting people leaving hospital. It is expected that Norfolk will continue to see the number of people still at home 91 days after discharge from hospital into rehabilitation services achieving or exceeding targets.

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

4.1. Norfolk Adult Social Services plays a critical role in ensuring the health and social care system runs as effectively as possible during winter and other periods of intense pressure, Adult Social Services priorities for winter are underpinned by the Better Care Fund and Integration Plan, including allocation of the winter pressures grant.

### **5. Alternative Options**

5.1. There are no alternative options.

### **6. Financial Implications**

6.1. Financial planning for Adult Social Services takes account of the BCF allocations for 19/20 including use of improved Better Care Fund (iBCF) and Winter Pressures Grant.

#### **6.2. Winter pressures grant**

Norfolk County Council was awarded additional one-off monies, Winter Pressures Grant the to the value of £4.179m for winter 18/19 plus a further £4.179m for the 19/20 period.



- 6.3. During 18/19, the funding was directed towards these priority areas:
- a) Supporting financial pressures within ASC  
Ensuring that the budget is managed sustainably and ensuring that expertise and capacity is available in the event of market/provider failure
  - b) Supporting capacity to manage winter pressures including embedding D2A  
Embedding a culture of 'home first' and ensuring that services to support that are in place and effective
  - c) Bolstering short term capacity in the care market - homecare and care home markets to ensure sustainable care provision and managing potential market failures
  - d) Investment in the market to increase capacity and recruitment
- 6.4. For 19/20, the allocation of Winter Pressures Grant will continue to support these priorities. Cabinet are asked to approve allocation of the £4.179m for the 19/20 period as detailed below:

Priority	Description	19/20 Grant allocation
Market investment	Support to meet higher purchase of care pressures, due to increased complexity of need. Invest in market capacity to support care sector in the event of market failure.	£2,422,000
Managing Transfers of Care	Investing in staff capacity to support Home First Extend Assistive Technology offer to Hospital Teams. Support for District Direct Service. (based within the three acute hospitals and offering fast-track minor adaptations and wider housing advice) Additional investment in Enhanced Home Support Service.	£1,667,000
Out of hours emergency support	Additional assistant mental health capacity Investment in Swifts.	£90,000
	<b>19/20 Winter Pressures Grant Value</b>	<b>£4,179,000</b>

## 7. Resource Implications

- 7.1. **Staff:** None identified
- 7.2. **Property:** None identified
- 7.3. **IT:** None identified

## 8. Other Implications

- 8.1. **Legal Implications:**
- 8.1.1 On receipt of formal approval of the Better Care Fund and Integration Plan 2019/20, a Section 75 agreement will be required between NCC and the CCGs, this will be a refresh of the Section 75 agreement in place for the Better Care Fund and Integration Plan 2017/19.
- 8.2. **Human Rights implications:** None identified
- 8.3. **Equality Impact Assessment (EqIA) (this must be included)**
- 8.3.1 All BCF schemes have been Equality Impact Assessed prior to commencement

8.4. **Health and Safety implications** (where appropriate): None identified

8.5. **Sustainability implications** (where appropriate) None identified

8.6. **Any other implications:** None identified

## 9. Risk Implications/Assessment

9.1. The Adult Social Services departmental risk register has identified a risk in relation to a significant rise in acute hospital admissions / services increasing pressure and demand on Adult Social Care. Potential adverse impacts include a rise in Delayed Transfers of Care (DTOCs), pressure on Purchase of Care spend, assessment staff capacity and NCC reputation. Mitigating actions include Winter Planning and Better Care Fund.

## 10. Select Committee comments

10.1. Select Committee supported the approach Adult Social Services have taken to Winter Preparedness and Better Care Fund planning. The importance of community resilience was recognised, and councillors supported the work of the Norfolk Resilience Group led by Public Health. Committee were reassured that focused work on Mental Health delayed transfers of care is underway. Committee highlighted the importance of supporting the welfare of frontline staff and officers confirmed that this is a priority.

## 11. Recommendation

11.1. **Cabinet are recommended to:**

- a) **Approve the Winter Plan (Appendix A)**
- b) **Support the utilisation of 19/20 Winter Pressures Grant under the headings set out in section 6**
- c) **Note the progress made to complete and submit the Better Care Fund and Integration Plan 2019 to 2020 in line with national requirements**

## 12. Background Papers

12.1. [Better Care Fund and Integration Plan 2017-19](#)

### Officer Contact

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

Officer name :

Tel No. :

Email address :

**Gary Heathcote**

**07525 923095**

**[gary.heathcote@norfolk.gov.uk](mailto:gary.heathcote@norfolk.gov.uk)**



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



# Norfolk County Council

Item 12 – Appendix A

Norfolk County Council

## Winter Plan 19/20

Kirsty Rowden - Assistant Director System Operations &amp; Resilience

<b>Name of document:</b>	NCC ASSD Winter Plan 2019/2020
<b>Version:</b>	3
<b>Owner:</b>	Norfolk County Council ASC
<b>File Location:</b>	Winter Plan 2019/2020
<b>Date of this version:</b>	15 <sup>th</sup> August 2019
<b>Updated by:</b>	Julie Ive
<b>Equality and Diversity Impact Assessment:</b>	N/A
<b>Approved by:</b>	TBC
<b>Date ratified:</b>	TBC
<b>Next Review due:</b>	July 2020
<b>Enquiries to:</b>	Kirsty Rowden

## Contents

Introduction .....	3
Governance .....	4
Key Lessons Learnt from winter 2018/19 .....	5
Links with care market .....	5
Resilience and Escalation plans.....	5
Approach to Operations Management for Winter 2019/20.....	6
Operations Centre.....	6
Capacity Planning and Operational Control.....	6
Wider Team Support.....	6
OPEL .....	7
Winter Pressures Grant (WPG).....	7
Services .....	7
Contact Service Centre (CSC) & Social Care Community Engagement – (SCCE).....	7
ASSD support to Acute Services.....	8
Community Social Care Teams.....	8
LD and Mental Health .....	9
Learning Disabilities .....	9
Adult Mental Health.....	9
Older Persons Mental Health .....	10
In House Services .....	10

Commissioning and Care Market .....	11
Factors Affecting Service Delivery during Winter.....	13
Change Programme .....	13
Staff Resilience .....	13
Managing Risk .....	13

## Introduction

Winter, although not exclusively, creates an annual challenge for the local health and social care systems by placing additional pressure on services. It is therefore essential for organisations within the health and social care systems to create and share their plans to address and mitigate these pressures to maintain the safety of the local population.

The winter period is between 1<sup>st</sup> October and 31st May. While winter will have ended as a season, the system remains in an escalated state until the end of May due to the two May bank holidays and the added pressure experienced at these times. Winter is not an emergency or considered an unusual event but recognised as a period of increased pressure due to demand both in the complexity of people's needs and the capacity demands on resources within the trust and the local health and social care system.

In addition, the winter period often brings with it untoward events such as widespread infectious diseases including Norovirus and there is the risk of the onset of the unusual such as pandemic flu which can affect patients and staff alike.

This Adult Social Services Department (ASSD) wide winter plan sets out the organisation's intentions for the winter period and is underpinned by Operational Delivery Plans (referenced at page 6). The detail of the supporting Operational Delivery Plans (OPD's) continues to be in development.

The Winter Plan prepares the organisation to maintain its service during winter and support system partners in maintaining good patient flow and safety. It aims to:

- focus on prevention and promoting independence
- create the capacity to meet increased demand
- provides ownership of winter preparedness and response within NCC ASSD
- communicate and co-operate with other organisations/services by sharing this plan
- use data to understand demand and manage flow
- recognise the role and importance of the commissioned market and voluntary sector
- maintain quality, safety and experience

NCC ASSD provides an assessment and care arranging facility and contracts care from the regions care market. It also provides in-house services, including reablement through Norfolk First Support, all of which aid the system to operate as smoothly as possible and minimise cost. The top 4 interventions within this report are:

- Reduction of Social Care attributed DToC in acute and community hospitals

- The reduction and avoidance of admissions through greater co-operation between NCH&C and other community providers
- Building the resilience of teams to meet demand
- Developing Operational infrastructure

This document should be read in conjunction with the NCC Adverse Weather Policy, Major Incident and Business Continuity Plan, Emergency Preparedness Resilience & Response (EPRR) Policy and Service Business Continuity Plans.

## Governance

Governance of the NCC ASSD Winter Plan is ultimately by Cabinet. Operational oversight of the Winter Plan is provided via the Norfolk and Waveney STP A&E Delivery Board. This is attended by Chief Executive Officers and Chief Officers, ensuring improved strategic oversight and leadership of the urgent and emergency care system with a focus on winter planning and resilience.

To ensure a continued focus on local issues aligned to the three sub-systems in the Norfolk and Waveney area, a System Operations and Resilience Group (SOAR) has been formed which reports directly to the STP A&E Delivery Board. It is the intention that SOARs will address those challenges which require local knowledge and support, and to address any operational issues.

The following organisations represented at SOAR are as follows:

- Norfolk and Norwich University Foundation Trust
- Norfolk Community Health and Care Trust
- East Coast Community Healthcare
- Norwich, West, North, South and Great Yarmouth & Waveney Clinical Commissioning Groups
- Norfolk County Council
- Suffolk County Council
- ERS – Patient transport Services
- Integrated Care 24 (IC24)
- Norfolk First Support
- Norfolk and Suffolk Foundation Trust
- Primary Care
- East of England Ambulance Trust



## Key Lessons Learnt from Winter 2018/19

### Links with care market

The Trusted Assessment Facilitators and provider incentive schemes were again available during 18/19, both of which aided flow but the experience over winter continued to reflect the instability of the care market and of the need to improve.

In terms of the market, in addition to the usual range of measures and support, there are developments underway, including the development of a new Care Association and the development of new contract terms for Care Home providers. Work within the Enhanced Health and Care Homes workstream will also be key to improved delivery. Work with Home Support providers is similarly progressing with focused work underway to address high areas of unmet need.

The Trusted Assessment Facilitators continue to develop, are subject to ongoing review by the Promoting Independence Board and their role will be reviewed as part of the STP commissioned 'Home First' work stream.

### Resilience and Escalation plans

NCC ASSD had improved resilience and escalation during 18/19, having adopted (and committed to further development) of Opel status reporting. NCC ASSD will make best efforts to maintain a consistent approach to escalation 24/7.

In addition to the adoption of Opel, NCC ASSD is engaged in other workstreams which bring about improvements. The initiatives listed below are particularly key:

- The development of the STP Frailty Strategy and 'Home First' work streams both of which will impact positively on acute flow.
- The STP Workforce Strategy which recognised the role of staff working in care and aims to address issues of quality and capacity and the lack of development opportunities currently for the care workforce.
- Two NCC ASSD led/enabled workstreams (European Social Fund and Skills for Care bids), both of which are focused on workforce development.
- The further development of our offer to Carers, including a review of our 'breaks' offer to Carers.
- System improvements to the process of validating DToCs, thereby improving the accuracy of reporting of an understanding of reasons for the delays.
- An NCC ASSD led DToC & Patient Flow Group and High Impact Change Steering Group, both of which have all system representation and a focus of system wide improvement.
- NCC's work (aligned with Public Health in some areas) to improve its prevention offer.
- A review of the Social Work 'offer' within the Acute Trusts
- The embedding/extension of Escalation Avoidance Teams (NEAT)

- The support of and investment in 'District Direct' services (differing models of support but all designed to support acute discharges where 'housing' presents as a discharge issue).

## Approach to Operations Management for Winter 2019/20

### Operations Centre

NCC ASSD, in partnership with NCH&C, will establish an Integrated Winter Operations Centre to create a common operational picture, monitor performance and activity, co-ordinate and manage escalation, and to act as liaison with other system providers regarding system performance.

During winter 2019/20, the operations centre will be operational 5 days a week between 09.00 and 17.00 and existing on-call management will be available between 17.00 and 09.00 each day at 24 hrs a day at weekends and bank holidays

The operations centre will be responsible for collating information and sharing operationally relevant information with system partners on the daily silver calls and will manage any response to service escalation. In the event of a Significant Incident or Major Incident, the Operations Centre will work alongside the incident control room

### Capacity Planning and Operational Control

Operational teams will remain accountable for the development and delivery of their capacity plans. In many cases these will be represented as rosters and will remain responsible for the co-ordination of the daily work activity to deliver services. The Operations centre will monitor these capacity plans and escalate issues, such as roster gaps, to relevant senior managers for resolution. In addition, the operations centre will monitor the daily work activity to ensure it meets required productivity requirements and escalate any issues, such as an increase in DToc, to relevant senior managers for resolution.

### Wider Team Support

NCC ASSD recognises the role that other teams play in enabling delivery over winter and will ensure that other teams develop plans to ensure a response to support ASSD ASC Operations. The supporting OPD's are still in development at the time of writing this report. The plans will be managed internally to NCC ASSD but reflect the need for support from:

- Brokerage
- Commissioning (covering internal and external services and equipment with a specific focus on Norfolk First Support)
- Communications (internal and external)
- Market Development/Market Support

- Information & Analytics
- Workforce Support

## OPEL

For winter 2019/20 NCC ASSD will provide the system with a daily OPEL report which will be co-ordinated through the Winter Operations Centre.

All Operational teams within ASSD Social Work are required to create a daily OPEL report and submit this to the Operations Centre by 09.30. The service will be expected to act in line with their local escalation plans and for SITREP's to be provided to the Ops centre by 15.00 if the service has escalated to OPEL 4.

## Winter Pressures Grant (WPG)

Norfolk County Council was awarded additional one-off monies, Winter Pressures Grant the to the value of £4.179m for winter 18/19 plus a further £4.179m for the 19/20 period. For 18/19, NCC ASSD was able to report success in grant allocation with the development of new initiatives plus additional capacity by increasing service provision as well as supporting purchase of care provision.

For 19/20, the allocation of Winter Pressures Grant will be a continuation of services developed for 18/19, plus new schemes of spend. At the time of writing this report it is not possible to share the detail of the allocation due to the timetable of the democratic process. NCC ASSD is committed to sharing the detail of the grant allocation as soon as possible.

## Services

### Contact Service Centre (CSC) & Social Care Community Engagement – (SCCE)

The CSC, which also is home to SCCE, provides a vital access point for those who need social services support. The department received approximately 350,000 calls per year via telephone, email, web for and, increasingly, social media channels. Around 90% of these are managed and dealt with within the department without the need to involve other teams.

The SCCE is managed by qualified social care staff which enables social care assessment and reviews to be conducted by phone. In addition, SCCE provides a weekend and bank holiday Emergency Duty Team with AMHP cover.

The role of CSC and SCCE means it is an essential part of the service offer as well as an integral part of Adult Social Services resilience. The CSC and SCCE will monitor staffing regularly to ensure adequate staffing is available to maintain service outcomes. Capacity within SCCE is monitored via Opel.

### ASSD support to Acute Services

NCC ASSD provides 3 acute social work teams to facilitate timely discharge back to their normal place of residence or an alternative temporary option whilst longer term assessment is facilitated as well as supporting safeguarding investigations.

In line with NCC ASSD Promoting Independence plans and the aspirations within the 'Home First' work stream, NCC ASSD will continue to remodel social work to be community, not acute, based social work. The changes for all Acute based teams will reflect the improvements already embedded at the James Paget Hospital Foundation Trust. The timelines for change for all sites are scheduled to deliver improvement during winter 19/20.

The team based at the NNUHFT will work collaboratively with the acute Trust to improve on current multidisciplinary working within the Discharge Hub, particularly in respect to patients which do not clearly fit existing discharge pathways. In addition, the team will work directly with wards, known to be high referrers, to introduce the Living Well approach to reduce the number of assessment and discharge notices being issued and rejected.

Trusted Assessment Facilitators, part of the Promoting Independence and iBCF plans, continue to be focused on enabling timely acute discharge as does the Enhanced Home Support Service (EHSS).

Norfolk First Support (NFS), part of Norfolk First Response, continues to build on its successful reablement offer. Additional investment in NFS was made in 18/19. For 19/20 NCC ASSD has funded some additional funding and has made a request to CCG's to increase capacity by 30%.

In terms of bed-based services, NCC ASSD does recognise that for some people, bed-based care is required and in recognition of this has developed further its Accommodation Based Reablement provision during 18/19. Capacity for 19/20 will increase with 10 new beds at Grays Fair Court. NCC ASSD has also invested in a STARRT (short term accommodation reablement review team) to ensure good bed flow. NCC ASSD is currently reviewing its entire bed-based provision but in recognition of winter pressures last year and in advance of a developed strategy, has gone out to the market for increased dementia bed provision.

### Community Social Care Teams

The community Social Care Teams (West, East, North, Norwich and South) provide assessments for older people and people with disabilities.

In line with the Care Act and the NCC ASSD Promoting Independence strategy, the community social work teams focus on people's strengths and look for community-based opportunities to support individuals and carers to maximise their wellbeing. The teams trialled and have now embedded the Living Well approach during the last year. These teams provide in reach to community wards to support discharge.

The teams work closely, in an integrated way, with primary care and community health services. The teams include Integrated Care Co-ordinators, Assistant Practitioners, Social Workers, Practice Consultants and Social Workers. Social work is a key component of develops within community and primary care.

The prevention agenda is also a key priority for NCC ASSD, both by way of commissioned services but also highlighting the importance of Community in providing support to individuals to remain independent, resilient and well.

#### Priorities

For winter 2019/20 the Community Social Care Teams focus on:

1. Reablement
2. Home First/Discharge to Assess
3. Three conversations (Promoting Independence)
4. Promoting Assistive Technology
5. Engaging with local development groups, GP practices and developing the Norfolk Directory

## LD and Mental Health

### Learning Disabilities

The integrated LD team works to improve the quality of life for people with learning disabilities, in their homes and communities. As for other community-based services, the LD team will be affected by weather and service users will be taken ill and access acute care and plans will be in place to ensure resilience. A focus will be out of hours support.

There will be times when people supported by the service will be admitted to acute care. The three Acute Trusts in Norfolk are supported by a Liaison nurse and acute pathways are in place to provide support and facilitate discharge back home.

### Adult Mental Health

Supporting people with their mental health to remain well throughout winter is challenging. Avoiding crisis and supporting people when they are in crisis is essential for their wellbeing as well as avoiding placing pressure on other services which, in many cases, are not always set up to meet their specific needs.

For winter 2019/20, we will again increase our AMHP cover to meet expected increase in demand over winter to improve response to requests for MHAs. We are also out to the market for expressions of interest in providing five specialist dementia beds (a further five beds are being developed as part of our 'carers' offer).

### Older Persons Mental Health

Norfolk has a rapidly aging population and is experiencing a growth in age related mental health needs. Older persons mental health is supported by the community care social work teams which work closely with Norfolk and Suffolk NHS Foundation Trust (NSFT). The social work team provides essential support to maintain flow through NSFT beds and work to avoid DToC. A new Team Manager post is in place to coordinate timely discharge and verify DToC.

Named social workers are linked to NSFT older person wards and attend regular discharge meetings. Many cases are complex and require significant effort to identify suitable long term care. Many patients present with both physical and mental health needs and identifying discharge opportunities are challenging.

Winter funding has been requested to procure additional short term beds to specifically provide step down and admission avoidance for older people with both physical and mental health needs. The request has not been formally agreed at the time of writing this plan.

### In House Services

NCC ASSD provides in house services under the brand of Norfolk First Response (NFR). These include:

- Norfolk First Support (NFS) – home based re-ablement service (NFS provide an element of supported care within North and South Localities)
- Swift Response – 24-hour unplanned needs service
- Benjamin and Grays Fair Court – accommodation based re-ablement and short-term bed provision

These services aim to support people to return to independence and reduce the need for long term care and are supported by the provision of equipment.

During 2018/19 NFS received additional funding to increase their capacity by 15%. At the time of writing this report, the expansion of the service for 2019/20 is planned to be between 15% and 30% (discussions underway with CCG's). Ensuring NFS is responsive and resilient is a key action for this coming winter and work to enable rapid step down to home support providers continues to be a priority.

NFS has now embedded its electronic capacity monitoring system, has developed a new approach to capacity planning (including an external share of capacity data), plus increased Service Manager to provide 24/7 support and increase capacity. NFS has also increased its bed-based enablement offer to include Grays Fair Court as well as Benjamin Court, both of which are delivering good outcomes for ASSD ASC clients.

The NFS service re-cognises how important the relationship is between their service and the acute Trusts. A team of Hospital Liaison practitioners provide a critical link with all three acute Trusts in Norfolk. This year has also seen the development of Escalation Avoidance Teams across Norfolk (NEATs) within which, NFS play an important part, including cover the weekend link for admission avoidance and hospital discharge.

## Commissioning and Care Market

The care market, for both home care and residential care is a dynamic environment. The NCC ASSD Market Development Team and Commissioners work closely with a wide range of private providers to enable access to high-quality long-term care.

To enable a response to meet the highly variable demand upon the market a number of initiatives have been put in place.

- **STARRT** – a dedicated team to ensure appropriate placements and effective flow for NCC ASSD's bed-based services (NFS currently provide their own oversight of their beds).
- **Short Term Beds** – provide bed based short term placements to enable care act assessments to take place outside of a hospital.
- **Transfers of Care Manager** – a continuation of the post developed for winter 17, the post-holder works closely with NNUH social work teams to address issues affecting discharges and causing DToC. The post holder also has the role of overseeing the delivery of Trusted Assessment Facilitators and Enhanced Home Support Services.
- **Enhanced Home Support Service** – Provides short-term home care support for discharge when Patients are waiting for care to start.
- **Norfolk First Support** – increase of capacity for home based Reablement.
- **Benjamin and Grays Fair Court** – bed based Reablement.

In terms of overall bed capacity, NCC ASSD is moving to ebrokerage in time for winter 19/20 whilst continuing to maintain our current 'bed tracker'. The move to ebrokerage will improve the way in which vacancies are managed and placements are made. NHS partners are involved in discussions about the development of ebrokerage.

The offer of provider incentives is still being worked up at the time of writing this report. The need to review reflecting the low take up during winter 18/19 which again saw low take up of incentives. NCC ASSD has allocated Winter Pressures Grant to enable an incentive scheme to be available should this prove to be needed.



NCC ASSD requires service providers to operationally provide to the full terms of their contractual agreement. This includes having the level of staff required to deliver the service fully and safely, that they have a plan in place for the event of significant service impact including staff illness, inclement weather and ensure service users are not impacted by a reduction in regular service provision. All service providers are required to have business contingency/continuity plans in place. In the event of serious impact on service delivery, providers are required to inform the council of the situation as soon as practical to do so.

Providers will be informed and reminded of key periods of pressure, such as bank holidays, and updated on how they can help and what support is available to them.

NCC ASSD supports local care providers to remain resilient in various ways, from the proactive approach offered by our Quality Teams through to the joint work with Health under the Enhanced Health in Care Homes work stream. NCC ASSD will, as a minimum, again this winter offer:

- Advice on accessing free flu vaccinations for paid care workers (and what to do during a flu outbreak)
- Advice on resilience planning through the Norfolk Resilience Forum
- Advice on staff and business resilience planning
- Information of road gritting
- Advice on appropriate equipment for staff who travel

Of note is also the developing conversation between NCC ASSD and Health about adopting a shared approach to Quality.

Advice is available for vulnerable people and those looking after them (<https://www.norfolk.gov.uk/what-we-do-and-how-we-work/campaigns/stay-well-this-winter>). This advice includes:

- Tips for staying well this winter
- How to make homes energy efficient and safe
- How to claim financial help
- What to do if you are worried about a friend or relative

NCC also continues to promote its healthy ageing toolkit which gives a range of advice about how to keep well. At the time of writing, NCC ASSD is working closely to jointly develop the Public Health Campaign for 19/20 which is expected to have a focus of how people can delay/reduce the likelihood/impact of 'frailty' by adopting lifestyle changes.

In addition to the 'District Direct' scheme(s) already referenced, NCC ASSD recognises the key role that District Councils play within Communities, contributing hugely to the prevention agenda. The range of services are extensive, and initiatives vary across district councils.

## Factors Affecting Service Delivery during Winter

### Change Programme

There are many changes planned and ongoing within NCC ASSD, all of which have factored in winter 'risk'. Programme Leads have been requested to ensure that the timetable of changes does not inadvertently add pressure during winter. Any changes proposed to specific acute facing teams will be discussed with external stakeholders before a decision is made.

### Staff Resilience

Infections, such as flu and Noro-virus, can affect staff and access to care homes. If teams contract illnesses, then assessment capacity is adversely affected. Acute based teams aim to ensure all staff are immunised against flu in line with advice from public health. Care and Nursing Homes are encouraged to protect their staff and are provided with advice on how to access free flu vaccinations for paid carers. CCG's and local primary care providers are required to ensure their "at risk" populations have access to vaccinations which include those living in Nursing and Care Homes, to support this, NCC ASSD intends for winter 19/20 to further promote the benefits of flu vaccinations to a wider staff team.

NCC ASSD provides a full range of support for staff through extensive health and wellbeing advice. NCC ASSD acute facing staff receive regular supervision during which their wellbeing is discussed. Staff will be encouraged to access support.

## Managing Risk

Due to the interdependencies within this plan, NCC ASSD will maintain an issues and risk register to ensure that this plan is effective in delivery.

# Report to Cabinet

Item No. 13

<b>Report title:</b>	<b>Disposal, acquisition and exploitation of property</b>
<b>Date of meeting:</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Councillor Greg Peck Cabinet Member for Commercial Services and Asset Management.</b>
<b>Responsible Director:</b>	<b>Simon George Executive Director for Finance and Commercial Services.</b>
<b>Is this a key decision?</b>	<b>Yes – for two disposals No – for remaining items</b>
<p><b>Executive Summary/Introduction from Cabinet Member</b></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 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 £2.275million over the next three years (2019/20 to 2021/22).</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> <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.</p>	

## **Recommendations**

**Cabinet is asked to:**

- 1. Authorise the disposal of part of the land at Links Road Hopton on Sea to a commercial organisation on terms outlined in the exempt report and instruct the Head of Property to implement the disposal.**
- 2. Authorise the disposal of the Land East of Lowestoft Road (formally Market Garden Land), Hopton on Sea to Repton Property Developments Ltd and instruct the Head of Property to implement the disposal.**
- 3. Agree to the renewal of the lease for Priory House, King's Lynn for £120,000pa and instruct the Head of Property to implement the renewal of the lease.**
- 4. Formally declare the 12 property assets as listed in Table 1 surplus to Council requirements and instruct the Head of Property to bring forward as appropriate proposals for disposal or exploitation.**
- 5. Authorise the purchase of the land east of Bawburgh Road, Easton for a total cost of £1,210,000 and instruct the Head of Property to implement the acquisition.**

## **1.0 Background and Purpose**

- 1.1. The County Council actively manages its property portfolio in accordance with the adopted 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 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 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 Head 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.
- 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 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 council in financial terms and, where appropriate, taking account of community and economic benefits.

## **2.0 Proposals**

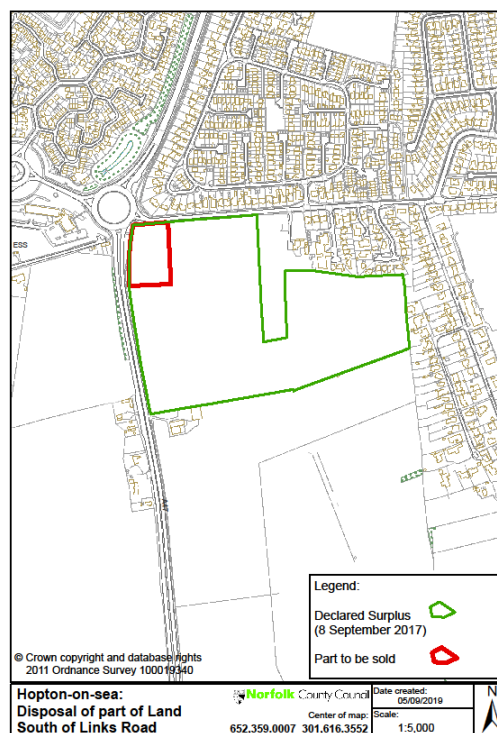
### **Hopton on Sea - Disposal of land at Links Road (6011/103A)**

- 2.1 This land, edged green on plan, is owned freehold by Norfolk County Council and forms part of the County Farms estate. The land area is approximately 13.9 hectares (34.3 acres).
- 2.2 The land was formally declared surplus to Council requirements by Business and Property Committee at their meeting on 8 September 2017. The Head of Property was instructed to “bring forward as appropriate proposals for disposals or exploitation at future B&P Committee meetings.”
- 2.3 Subsequently negotiations have been entered in to with a commercial enterprise following a direct approach to purchase and develop part of the site amounting to approximately 0.9 hectares (2.2 acres), edged red on plan. The offer was assessed, and the Head of Property concluded that offering this parcel on the open market would not derive any extra benefit and would incur marketing costs which would reduce the net receipt. NCC have had an independent red-book valuation undertaken by a specialist firm to ensure that the value reflects a fair open market value.

2.4 The details of the party concerned, and the current negotiations are commercially sensitive and will be shared in the part 2 section of this meeting. When the deal is settled the details will be publicly available on the land registry web site.

2.5 The proposed use is a planning Class A use (shops and retail outlets). This use is subject to planning consent. The purchaser has a national track record of bringing forward quality schemes, which would enhance the provision within the area.

The development of this part of the site would, subject to planning consent, allow potential future development on this site. There are 18 months for the purchaser to achieve planning consent and where public consultation on the proposed use would be undertaken. The planning application will be considered by Great Yarmouth Borough Council as the Local Planning Authority.



2.6 The value of this disposal is such that this is a key decision.

#### **Hopton on Sea - Disposal of Market Garden Land (now known as land East of Lowestoft Road) (6011/029)**

2.7 This land, edged red on plan, is owned by NCC and forms part of the County Farms estate. The land area is approximately 9.3 hectares (22.9 acres).

2.8 Business and Property committee at their meeting on 3 July 2018 resolved as follows:

“Formally DECLARED the Market Garden Land, Hopton on Sea surplus to County Council requirements and INSTRUCTED the Head of Property to dispose of the property. In the event of a disposal receipt exceeding delegated limits the Head of Property in consultation with the Executive Director of Finance & Commercial Services and Chair of Business & Property Committee is authorised to accept the most advantageous offer and report the fact at a subsequent Business & Property Committee meeting”.

2.9 Subsequently there was a successful application for outline planning permission (Gt Yarmouth Borough Council planning reference: 06/17/0339/O) for an alternative use for up to 200 dwellings.

- 2.10 The Head of Property has reviewed options to dispose of the site on the open market or to be developed out by the Council's development company Repton Property Developments Ltd. Repton have undertaken a comprehensive site assessment and concluded this is a suitable site for them to take forward.

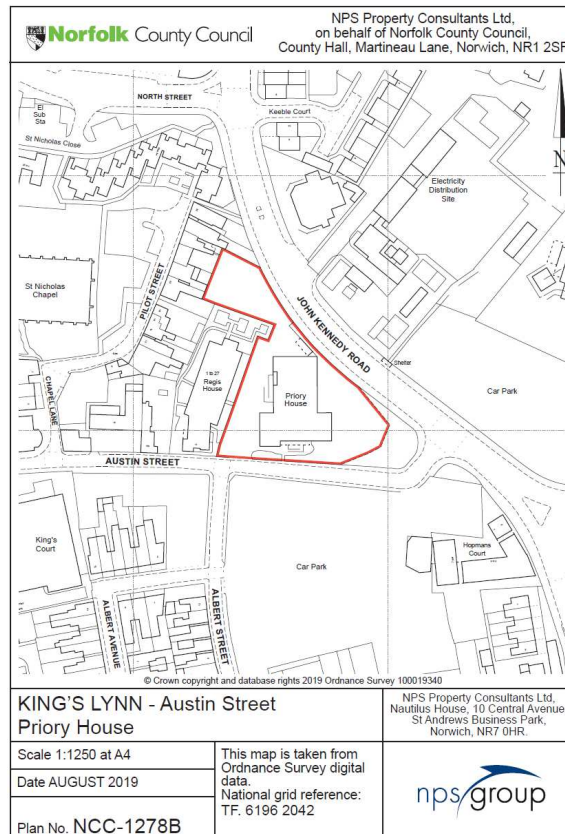


- 2.11 The value has been agreed between the County Council as land owner and Repton Property Developments Ltd. It is therefore, proposed to dispose of this site to Repton for the consideration of at least £2,900,000. The value of this disposal is such that this is a key decision.

#### **Kings Lynn - Priory House, 9 Austin Street (2045/154), lease renewal**

- 2.12 NCC have occupied the premises, site edged red on plan, on a lease contracted out of the Landlord and Tenant Act 1954 (meaning it had no statutory right to occupy the premises beyond its contractual expiry date) which commenced on 1<sup>st</sup> July 2009 and expired on 1<sup>st</sup> July 2019. The client departments still require use and occupation of these premises therefore the lease will need to be renewed.
- 2.13 The current rent paid by Norfolk County Council for this lease is £110,000 which has been payable since first occupation of the premises in 2009.
- 2.14 NPS, on behalf of the Council, negotiated with the landlord's agent a new 10-year lease, with a 5-year rent review, with a small increase in rent on improved terms over the existing lease. NPS have provisionally agreed the new rent for the premises at £120,000 per annum.
- 2.15 In addition, NPS have negotiated two tenant-only break clauses and have also agreed for the lease to be inside the Landlord & Tenant Act 1954, thus giving NCC significantly better tenant protection and a stronger future negotiating position.





- 2.16 As this renewed lease is for a 10-year term the decision is for Cabinet, however is not a Key decision as defined by the constitution.

## Land holdings

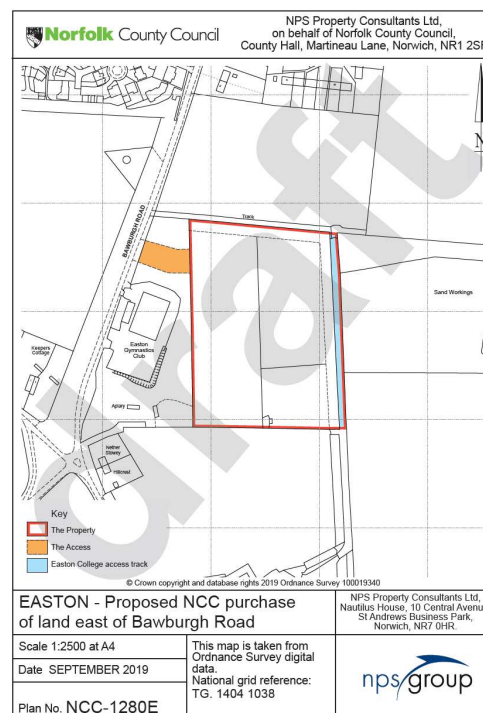
- 2.17 As a result of ongoing review of properties with service departments 12 property assets have been identified as surplus to service needs, listed in table 1 (site plans in Appendix 1). Following a review by the Head of Property in consultation with CPSG it has been confirmed that none of the sites listed are required for use by other NCC services.
- 2.18 For some of these sites there has already been some interest expressed by interested parties wishing to use or purchase the properties.
- 2.19 Further work is being undertaken to ascertain the potential value of these property assets but in the meantime, it is proposed that these property assets are declared surplus so that they can be progressed as part of the disposals programme or exploited to derive an income.
- 2.20 Declaring property assets surplus to Council use is a Cabinet decision, however is not a Key decision as defined by the constitution.



<b>Table 1: Land Holdings to be declared surplus to County Council use (CPSG has confirmed no NCC service use)</b>				
Parish	Site Name	Unique Site Reference Number	Site Area (acres)	CPSG Date
Ashby with Oby	Thurne Heath Farm Pond	6017/100	0.08	03/07/2019
Ashby with Oby	Thurne Heath Farm Barn	6017/100	0.60	03/07/2019
Lingwood and Burlingham	Land at Chapel Lane	5014/124	0.03	03/07/2019
Lingwood and Burlingham	Land adjoining Church Farm	5014/104	1.40	20/09/2017
Martham	Land Let to Parish Council	6012/100	11.10	29/11/2017
Nordelph	Birchfield Farm Land	2052/101	0.19	03/07/2019
Outwell	Moors Lodge North & South	2107/101	1.40	03/07/2019
Postwick and Witton	Brundall Witton Access Track	5013/100	0.30	03/07/2019
Rollesby	Lodge Farm	6017/103	1.10	03/07/2019
Terrington St Clement	Land at Fenland Lodge	2078/108	1.60	03/07/2019
Walpole Highway	Agricultural Building at Mill Road	2105/101	1.81	03/07/2019
West Caister	Car Park Land	6021/013	2.07	28/09/2016

### Easton - Acquisition of Land east of Bawburgh Road

- 2.21 NCC has negotiated terms with Easton and Otley College, Easton Campus to acquire a site east of Bawburgh Road, Easton to be used for the provision of a new Special Educational Needs School.



- 2.22 The proposed acquisition is edged red on plan. Rights have been reserved as part of the acquisition for access to the site (shaded pink). The purchaser has reserved rights over a track shaded blue on the plan.

2.23 The site extends to 2.59 hectares (6.41 acres). The agreed consideration is £1,210,000 for vacant possession and a licence to carry out construction works to create the access and lay service media as necessary. Each party will pay their own costs associated with the transfer.

2.24 Members have previously been informed of the above proposals.

### **3.0 Impact of the Proposals**

3.1 In respect of the land disposal at Links Road, Hopton on Sea this will provide a significant capital receipt for the council to support the capital program. Furthermore, this disposal will facilitate the opening-up of the remainder of this surplus site for commercial and residential development.

3.2 The disposal of the land East of Lowestoft Road, Hopton on Sea to Repton Property Developments Ltd will provide a significant capital receipt as well as providing the opportunity to provide much needed housing.

3.3 The lease renewal for Priory House Kings Lynn ensures that the service departments can remain in occupation for a further 10 years in accordance with the new lease terms.

3.4 Releasing surplus land holdings from the portfolio will contribute to reducing costs and offers the potential for additional capital receipts.

3.5 The acquisition of the land at Easton supports the provision of a new Special Educational Needs school.

### **4.0 Evidence and Reasons for Decision**

4.1 The disposal of the land at both Hopton on Sea sites releases land that is surplus to County Council use, provides the opportunity for significant capital receipts and provides opportunity for commercial and residential development.

4.2 For lease renewal for Priory House Kings Lynn NPS advise that the lease terms and rent agreed are considered to be a very good outcome for NCC. If no agreement had been reached NCC would be required to vacate the property.

4.3 Declaring land holdings surplus to County Council use means that the Corporate Property Team can consider options for the disposal and exploitation of these sites.

4.4 The acquisition of the land at Easton provides a suitable site to construct a new Special Educational Needs school.

### **5.0 Alternative Options**

5.1 For the disposal of both Hopton Sea site the alternative would be to decline the proposal and retain both sites.

- 5.2 For lease renewal for Priory House Kings Lynn, if NCC do not renew their lease on the premises, the only alternative option would be to acquire alternative premises elsewhere in King's Lynn in order to keep the service departments local. This option is not, however, considered viable as there is an extremely limited availability of substantial office accommodation in King's Lynn and there will also be the need for additional expenditure in relation to costs associated with any new lease and relocating to alternative premises.
- 5.3 Declaring 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.
- 5.4 The acquisition of the land at Easton followed a comprehensive search for a site west of Norwich and this site has become available and is in the appropriate location.

## **6.0 Financial Implications**

- 6.1 Collectively the proposals in this report will provide capital receipts and savings in revenue costs. However, the lease renewal for Priory House will incur an increase in revenue expenditure due to the small rent increase.
- 6.2 The lease renewal for Priory House will result in a rent payable of £120,000 per annum for the first 5 years of the lease, with a rent review at year 5 which will be the rental value to the greater of Passing Rent or Market Rent. In addition, there will also be standard outgoings payable for the use of these premises, such as utilities, business rates and services.
- 6.3 The acquisition of the land at Easton will be via the capital programme.

## **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, acquisition and lease renewal and entering a contract.
- 8.2 **Human Rights implications**  
No implications.
- 8.3 **Equality Impact Assessment (EqIA)**

No specific EqlA has been undertaken in respect of the disposal of the land at Hopton on Sea, lease renewal and declaration of surplus of 12 sites.

In respect of the acquisition of the land at Bawburgh Rad, Easton an EqlA has been undertaken as part of the process for identifying a sponsor for the new Special Educational Needs school.

#### **8.4 Health and Safety implications**

No implications.

#### **8.5 Sustainability implications**

Future redevelopment of disposed and acquired sites would be planning policy compliant and therefore mindful of sustainable measures. Detailed planning has not yet been sought for any of the sites (the land East of Lowestoft Road, Hopton on Sea has outline planning consent).

For the renewal of the lease for Priory House there is no material change of how the building is used and accessed and therefore no additional sustainability implications identified.

### **9.0 Risk Implications/Assessment**

- 9.1 For the disposals the main risks lie around the issue of obtaining detailed planning consent. Furthermore, one or more of the sites may fail to sell or it may take a period of time to complete a sale therefore the anticipated overall receipt may not be fully realised. These risks are mitigated by the use of expert consultants.
- The risks around lease renewal and the acquisition of sites are around the non-agreement of terms. This risk is mitigated by the use of experienced expert consultants.

### **10.0 Recommendation**

- 10.1 Cabinet is asked to authorise the disposal of part of the land at Links Road Hopton on Sea to a commercial organisation on terms outlined in the exempt report and instruct the Head of Property to implement the disposal.
- 10.2 Cabinet is asked to authorise the disposal of the Land East of Lowestoft Road (formally Market Garden Land), Hopton on Sea to Repton Property Developments Ltd and instruct the Head of Property to implement the disposal.
- 10.3 Cabinet is asked to agree to the renewal of the lease for Priory House, King's Lynn for £120,000pa and instruct the Head of Property to implement the renewal of the lease.
- 10.4 Cabinet is asked to formally declare the 12 property assets as listed in Table 1 surplus to Council requirements and instruct the Head of Property to bring forward as appropriate proposals for disposal or exploitation.

- 10.5 Cabinet is asked to authorise the purchase of the land east of Bawburgh Road, Easton for a total cost of £1,210,000 and instruct the Head of Property to implement the acquisition.

## Officer Contact

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

**Officer name:** Simon Hughes, Head of Property      **Tel No. :** 01603 222043

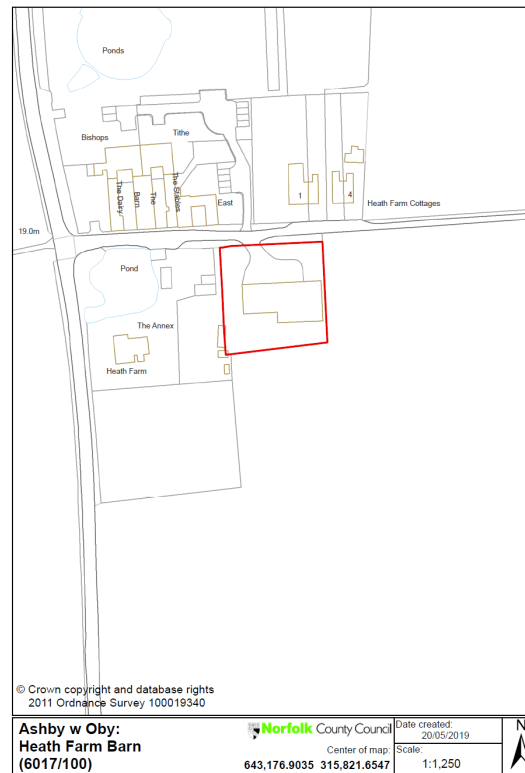
**Email address:** [simon.hughes@norfolk.gov.uk](mailto:simon.hughes@norfolk.gov.uk)

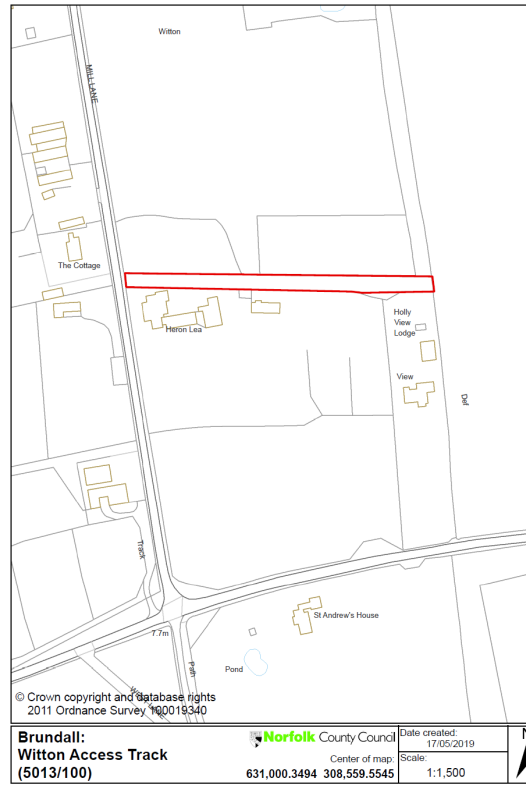
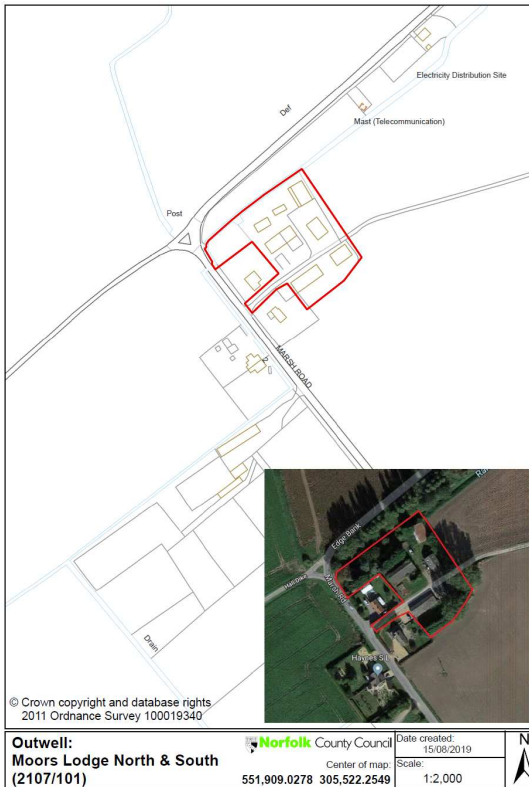


If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.

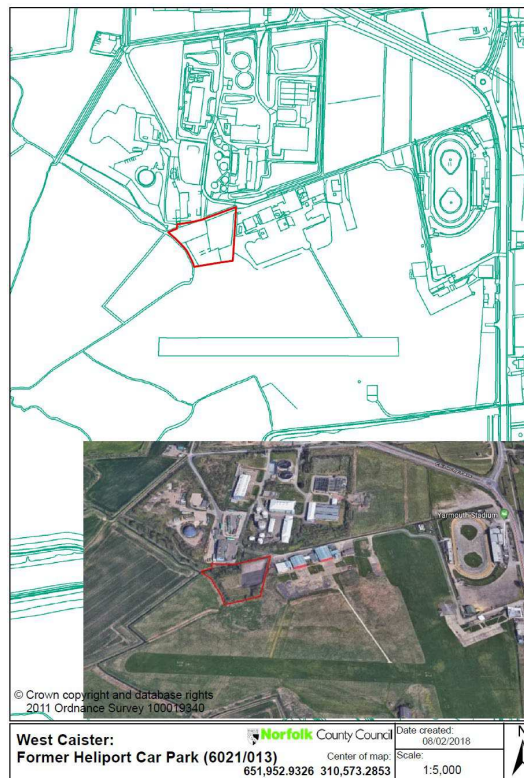
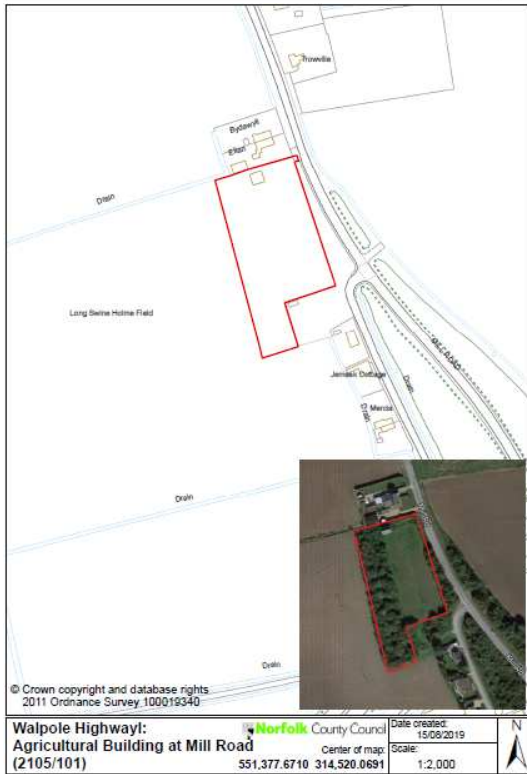
\\Norfolk.gov.uk\ncdfs1\CorporateProperty\Team Admin\Meetings and Groups\Committees\CABINET\2019-20\19.10.07\Final Reports\19.10.07 Cabinet report Disposal, acquisition and exploitation of property (rfiwb) FINAL 1.0.docx

## Appendix 1











# Report to Cabinet

Item No. 14

<b>Report title</b>	<b>Finance Monitoring Report 2019-20 P5: August 2019</b>
<b>Date of meeting</b>	<b>7 October 2019</b>
<b>Responsible Cabinet Member</b>	<b>Councillor Andrew Jamieson (Cabinet Member for Finance)</b>
<b>Responsible Director</b>	<b>Simon George (Executive Director of Finance and Commercial Services)</b>
<b>Is this a key decision?</b>	<b>Yes</b>
<p><b>Executive Summary</b></p> <p>This report gives a summary of the forecast financial position for the 2019-20 Revenue and Capital Budgets, General Balances, and the Council's Reserves at 31 March 2020, together with related financial information.</p> <p>Subject to mitigating actions, the forecast revenue outturn for 2019-20 is an overspend of <b>£4.619m</b> on a net budget of £409.293m. General Balances are £19.6m and reserves and provisions are forecast to total <b>£74.7m</b>.</p> <p><b>Recommendations:</b></p> <ol style="list-style-type: none"> <li>1. Recommend to County Council the addition of £0.113m to the capital programme for the purpose of increasing the value of the estate through the release of a restrictive covenant as set out in appendix 2 paragraph 5.1;</li> <li>2. Recommend to County Council to amend the use of £3.5m capital previously included in the approved capital programme for the purpose of capital loans to subsidiary companies, to purchase share capital in Repton Property Developments in order to comply with tax and regulatory frameworks, and make a loan facility available to Repton of up to £10m, as explained in appendix 2 paragraph 5.2;</li> <li>3. Recommend to County Council the addition of £1.158m to the capital programme for the purpose of farms capital maintenance, as set out in appendix 2 paragraph 5.3;</li> <li>4. Note the period 5 forecast general fund revenue overspend of <b>£4.619m</b> noting also that Executive Directors will take measures throughout the year to reduce or eliminate potential over-spends;</li> <li>5. Note the period 5 forecast shortfall in savings of £4.706m, noting also that Executive Directors will take measures throughout the year to mitigate savings shortfalls through alternative savings or underspends;</li> </ol>	

6. Note the forecast General Balances at 31 March 2020 of £19.623m, before taking into account any over/under spends;
7. Note the expenditure and funding of the revised current and future 2019-22 capital programmes.

## **1. Background and Purpose**

- 1.1. This report and associated annexes summarise the forecast financial outturn position for 2019-20, to assist members to maintain an overview of the overall financial position of the Council.

## **2. Proposals**

- 2.1. Having set 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 being regularly monitored and corrective action will be taken when required.

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

- 3.1. The impact of this report is primarily to demonstrate where, if applicable, the Council is anticipating financial pressures not forecast at the time of budget setting, together with a number of other key financial measures.

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

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

**Appendix 1** summarises the revenue outturn position, including:

- Forecast over and under spends
- Changes to the approved budget
- Reserves
- Savings
- Treasury management and
- Payments and debt performance

**Appendix 2** summarises the capital outturn position, and includes:

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

## **5. Alternative Options**

- 5.1. In order to deliver a balanced budget, no viable alternative options have been identified to the recommendations in this report.

## **6. Financial Implications**

- 6.1. As stated above, the forecast revenue outturn for 2019-20 is an overspend of **£4.619m (P4 £5.008m)** linked to a forecast shortfall in savings of **£4.706m**. Forecast reserves and provisions amount to **£74.7m**, and general balances **£19.6m**.

Within the forecast overspend are significant financial pressures identified in Children's Services and Adult Social Services, balanced by underspends in other areas, primarily Finance General.

The Children's Services net overspend is due mainly to high and increasing levels and complexity of need across placement and support budgets, including children looked after, young people leaving care and children at risk of harm. Within Adults, there are pressures on Purchase of Care budgets. A full narrative is given in Appendix 1.

The Council's capital programme contains new schemes approved by County Council on 12 February 2019, as well as previously approved schemes brought forward and schemes subsequently approved during the year.

## **7. Resource Implications**

- 7.1. There are no direct staff, property or IT implications arising from this report.

## **8. Other Implications**

### **8.1. Legal Implications:**

In order to fulfil obligations placed on chief finance officers by section 114 of the Local Government Finance Act 1988, the Executive Director of Finance and Commercial Services continually monitors financial forecasts and outcomes to ensure resources (including sums borrowed) are available to meet annual expenditure.

### **8.2. Equality Impact Assessment**

In setting the 2019-20 budget, the Council consulted widely. Impact assessments are carried out in advance of setting the budget, the latest being published as "Budget proposals 2019-2020 Overall Summary: [Equality & rural impact assessment report](#)".

The Council's net budget is unchanged at this point in the financial year and there are no additional equality and diversity implications arising out of this report.

## **9. Risk Implications/Assessment**

- 9.1. The Council's Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not managed, could have significant financial consequences such as failing to generate income or to realise savings.

Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. Chief Officers will take measures throughout the year to reduce or eliminate potential over-spends.

## **10. Select Committee comments**

- 10.1. None / not applicable.

## **11. Recommendation**

- 11.1. Recommendations are set out in the executive summary to this report.

## **12. Background Papers**

12.1. None

### **Officer Contact**

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

**Officer name:** Harvey Bullen

**Tel No. :** 01603 223330

**Email address:** harvey.bullen@norfolk.gov.uk



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

# Norfolk County Council Finance Monitoring Report 2019-20

## Appendix 1: 2019-20 Revenue Finance Monitoring Report Month 5

Report by the Executive Director of Finance and Commercial Services

### 1 Introduction

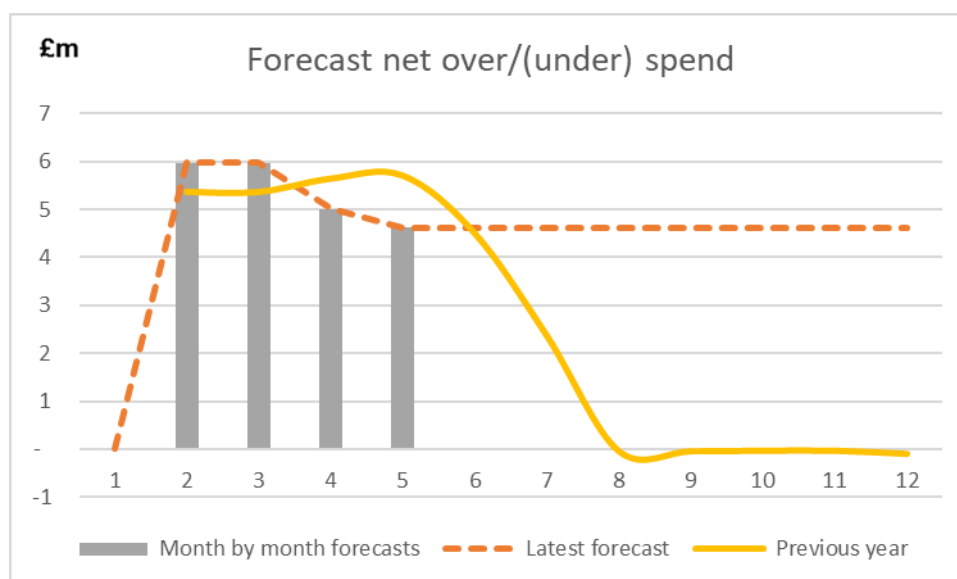
1.1 This report gives details of:

- the latest monitoring position for the 2019-20 Revenue Budget
- forecast General Balances and Reserves at 31 March 2020 and
- other key information relating to the overall financial position of the Council.

### 2 Revenue outturn – over/underspends

2.1 **At the end of August 2019** an **overspend of £4.619m** is forecast on a net budget of £409.293m.

Chart 1: forecast /actual revenue outturn 2019-20, month by month trend:



2.2 Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. They have been charged with reviewing all of their cost centres to ensure that, where an overspend is identified, action is taken to ensure that a balanced budget will be achieved over the course of the year.

- 2.3 Details of all under and over spends for each service are shown in detail in Revenue Annex 1 to this report, and are summarised in the following table:

**Table 1: 2019-20 forecast (under)/over spends by service**

Service	Revised Budget	Net (under)/over spend	%	RAG
	£m	£m		
Adult Social Services	247.253	4.556	1.8%	A
Children's Services	211.337	7.000	3.3%	R
Community and Environmental Services	159.109	0	0.0%	G
Strategy and Governance	8.756	-0.057	-0.7%	G
Finance and Commercial Services	28.596	0	0.0%	G
Finance General	-245.758	-6.880	2.8%	G
<b>Totals</b>	<b>409.293</b>	<b>4.619</b>	<b>1.1%</b>	<b>G</b>

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:** Existing commitments within NCC Funded Children's Services indicate significant pressures during 2019-20 particularly within placements and support for children looked after, young people leaving care, as well as support and intervention around families to enable children and young people to stay safe at home, including staff costs where they are the intervention as well as third party support.
- 2.5 To partially mitigate the identified pressures, Children's Services plan to capitalise £2m of equipment spend and revenue contributions to capital expenditure by schools in line with the approach utilised in 2018-19. As a result, the projected overspend at period 5 for NCC Funded Children's Services is £7m.
- 2.6 The service pressures have been long identified by the department, including front line social care staffing pressures where there is a need to have sufficient resource to manage demand and focus on the presenting complexity of need. The impact of these pressures continues to be reviewed and are being addressed through a sustained multi-year programme of transformation.
- 2.7 Further details relating to the Children's Services position are included in Revenue Annex 1.
- 2.8 **Dedicated Schools Grant:** An early review of the financial year's commitments for each of the blocks of the Dedicated Schools Grant (DSG) have highlighted pressures primarily within the High Needs Block. The pressures for the High Needs Block were anticipated and built into the plan shared with the Secretary of State when the application to move funds from the Schools Block to the High Needs Block for 2019/20 was agreed.

- 2.9 The early indications are that there will be an overall overspend on the DSG in the region of £5.4m, which will be combined with the cumulative overspend of £10.887m brought forward from prior years.
- 2.10 Significant work is being undertaken through the Special Educational Needs and Disabilities (SEND) and Alternative Provision (AP) part of the Transformation programme both to ensure that the right specialist provision is in the right place to meet needs, whilst also progressing work to transform how the whole system supports additional needs within mainstream provision.
- 2.11 The Council submitted its DSG recovery plan to the DFE at the end of June and submitted a response to their current call for evidence at the end of July.
- 2.12 **Adult Social Services:** The forecast outturn as at Period 5 (end of August 2019) is an overspend of £4.556m. The main area of overspend is on the Purchase of Care budget, which relates to direct provision of care services. This is largely due to the underlying position, which in 2018-19 was mitigated through the use of £4.2m of winter pressures funding and expected shortfall in delivery of demand management savings in this financial year.

The number of packages of care that are currently being delivered to service users exceed those budgeted for. Work is ongoing to manage this and identify actions to reduce the pressure. The senior management team is directly overseeing a recovery plan, focused primarily on purchase of care costs that could be influenced during the year. The overspend is lessened by additional recharges from the NHS for specific cases that are not NCC's responsibility. There is a reduction in the overspend of £0.309m compared to Period 4, this is mainly due to agreement of joint investment to support early help and prevention work.

- 2.13 **CES:** Community and Environmental Services are currently forecasting a overall net balanced budget for 2019-20. Based on early data there are some forecast underspends around staff vacancies and forecast over recovery of income within Highways. However, the department is managing a number of issues.
- 2.14 Museums Services – We have seen a positive start to the year in relation to visitor numbers, however we are shortly about to start the construction phase of the Castle Keep development, which is likely to significantly impact revenues. The acquisition of the new Turner may help mitigate this impact and therefore it is difficult to forecast at this stage in the year. We have a modest income reserve that could be used to offset this pressure in year.
- 2.15 We are anticipating additional costs within the Customer Services Centre in relation to the administration of the Blue badge scheme following changes in legislation. We are expecting additional Government funding to support this, although the details and timing of this are currently not clear.
- 2.16 Fire Service – We anticipated there would be continuing cost pressures within 2019-20 and proposed to manage these through budget control of



other areas, where possible, and a planned use of reserves. The longer-term impacts of managing these issues being picked up through the 2020-21 budget planning cycle and the development of the 2020 IRMP (Integrated Risk Management Plan).

- 2.17 We are now through the first quarter of the financial year and following on from the outcomes of the HMICFRS (Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services) inspection and the subsequent improvement plan that has been developed we have had the opportunity to work up in more detail the estimated additional costs of the various activities.
- 2.18 The additional pressure arises from the delivery of the Improvement plan and the need to ensure appropriate capacity/resources in place to deliver this. For 2019-20 this is likely to be an additional £0.201m. Where possible we will manage this within the wider CES departmental budget and we will continue to look at opportunities to offset this with further budget control within the service.
- 2.19 There will be an ongoing commitment in future years of £0.326m for 2020-21 and £0.247m for 2022-23 to continue the improvement journey. This will be picked up as part of the future years budget planning and reflected in the updated MTFS.
- 2.20 **Corporate services:** The Strategy and Governance directorate is forecasting a modest underspend at this early stage of the year, with Finance and Commercial Services forecasting a balanced budget.
- 2.21 **Finance General:** The net impact of revised business rates projections, insurance fund assumptions flexible use £2m of capital receipts to support transformation costs, along with revised interest receivable and payable assumptions have resulted in a forecast underspend of £6.8m.

### 3 Agreed budget, changes and variations

- 3.1 The 2019-20 budget was agreed by Council on 11 February 2019 and is summarised by service in the Council's Budget Book 2019-22 (page 21) as follows:

**Table 2: 2019-20 original and revised net budget by service**

<b>Service</b>	<b>Approved net base budget</b>	<b>Revised budget P4</b>	<b>Revised budget P5</b>
	£m	£m	£m
Adult Social Services	247.606	247.253	247.253
Children's Services	211.667	211.337	211.337
Community and Environmental Services	160.712	159.109	159.109
Strategy and Governance	8.657	8.756	8.756
Finance and Commercial Services	26.395	28.596	28.596
Finance General	-245.744	-245.758	-245.758
<b>Total</b>	<b>409.293</b>	<b>409.293</b>	<b>409.293</b>

Note: this table may contain rounding differences.

- 3.2 During period 5 there was no reallocation of budgets between departments.
- 3.3 The Council's overall net budget for 2019-20 has remained unchanged.

## 4 General balances and reserves

### General balances

- 4.1 On 11 February 2019 Council agreed the recommendation from the Executive Director of Finance and Commercial Services for a minimum level of General Balances of £19.536m through 2019-20. The balance at 1 April 2019 was £19.623m. The forecast for 31 March 2020 is unchanged at £19.623m, before any over or underspends

### Reserves and provisions 2019-20

- 4.2 The use of reserves anticipated at the time of budget setting was based on reserves balances anticipated in January 2019. Actual balances at the end of March 2019 were higher than planned, mainly as a result of grants being carried forward, and reserves use being deferred.
- 4.3 The 2019-20 budget was approved on the basis of a forecast reduction in earmarked revenue reserves and provisions (including schools reserves but excluding LMS and DSG reserves) from £85.6m to £61.3m, a net use of £24.5m.

**Table 3: Reserves budgets and forecast reserves and provisions (excluding LMS/DSG)**

Reserves and provisions by service	Budget book forecast balances 1 April 2019	Actual balances 1 April 2019	Increase in opening balances after budget setting	2019-20 Budget book forecast March 2020	Latest forecast balances 31 March 2020
	£m	£m	£m	£m	£m
<b>Adult Social Services</b>	27.463	32.101	4.638	13.619	16.341
<b>Children's Services (inc schools, excl LMS/DSG)</b>	6.521	8.184	1.663	1.568	4.104
<b>Community and Environmental Services</b>	34.030	37.992	3.962	29.935	35.659
<b>Strategy and Governance</b>	1.809	2.680	0.871	1.422	2.149
<b>Finance &amp; Commercial Services</b>	1.746	3.147	1.401	1.510	2.576
<b>Finance General</b>	14.247	17.429	3.182	13.215	13.915
<b>Reserves and provisions</b>	<b>85.816</b>	<b>101.533</b>	<b>15.717</b>	<b>61.269</b>	<b>74.744</b>

- 4.4 Forecast overall provisions and reserves at 31 March 2020 are approximately £13m in excess of 2019-20 budget book assumptions. This is due primarily to the increases in reserves, including unspent grants and contributions, brought forward after budget setting.
- 4.5 **Provisions included in the table above**

The table above includes provisions of £28m comprising £9m insurance provision, £12m landfill provision (this provision is not cash backed), £6m provisions for bad debts, and a small number of payroll related provisions.

## 5 Budget savings 2019-20 summary

- 5.1 In setting its 2019-20 Budget, the County Council agreed net savings of £31.605m. Details of all budgeted savings can be found in the 2019-20 Budget Book. A summary of the total savings forecast to be delivered is provided in this section.
- 5.2 The latest monitoring reflects total forecast savings delivery of £26.899m and a **total shortfall of £4.706m** forecast at year end
- 5.3 As at period 5 monitoring, the RAG status and forecast savings delivery is anticipated as shown in the table below:

Table: Analysis of 2019-20 savings forecast and RAG status

RAG status and definition	Adult Social Care	Children's Services	Community and Environmental Services	Strategy and Governance Department	Finance and Commercial Services	Finance General	Total
	£m	£m	£m	£m	£m	£m	£m
<b>Red</b> Significant concern saving may not be delivered, or there may be a large variance (50% and above).	-0.567	0.000	0.000	0.000	0.000	0.000	<b>-0.567</b>
<b>Amber</b> Some concern saving may not be delivered or there may be some variance (up to 50%).	-6.000	-0.178	0.000	0.000	0.000	0.000	<b>-6.178</b>
<b>Green</b> Confident saving will be delivered (100% forecast).	-6.743	-6.522	-3.891	-0.931	-0.945	-1.122	<b>-20.154</b>
<b>Total forecast savings</b>	<b>-13.310</b>	<b>-6.700</b>	<b>-3.891</b>	<b>-0.931</b>	<b>-0.945</b>	<b>-1.122</b>	<b>-26.899</b>
Savings shortfall	-4.584	-0.122	0.000	0.000	0.000	0.000	<b>-4.706</b>
<b>Total (budget savings)</b>	<b>-17.894</b>	<b>-6.822</b>	<b>-3.891</b>	<b>-0.931</b>	<b>-0.945</b>	<b>-1.122</b>	<b>-31.605</b>

### Commentary on savings shortfalls

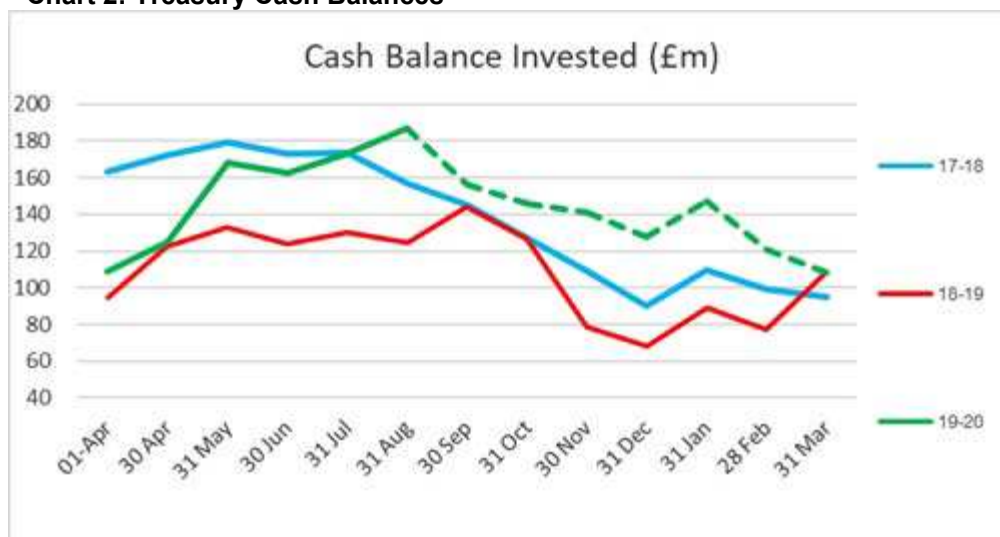
- 5.4 Four savings have been rated as RED, and two rated as AMBER, where partial delivery of savings is forecast. This equates to an overall forecast savings shortfall of £4.706m (15% of total budgeted savings).

The overall position remains unchanged since period 3. A full commentary is provided in the 15 July 2019 Cabinet Finance Monitoring report.

## 6 Treasury management summary

- 6.1 The corporate treasury management function ensures the efficient management of all the authority's cash balances. The graph below shows the level of cash balances over the last three years, to March 2020.

**Chart 2: Treasury Cash Balances**



- 6.2 £20m was borrowed in August 2019, with a further £10m borrowed in September as set out below:

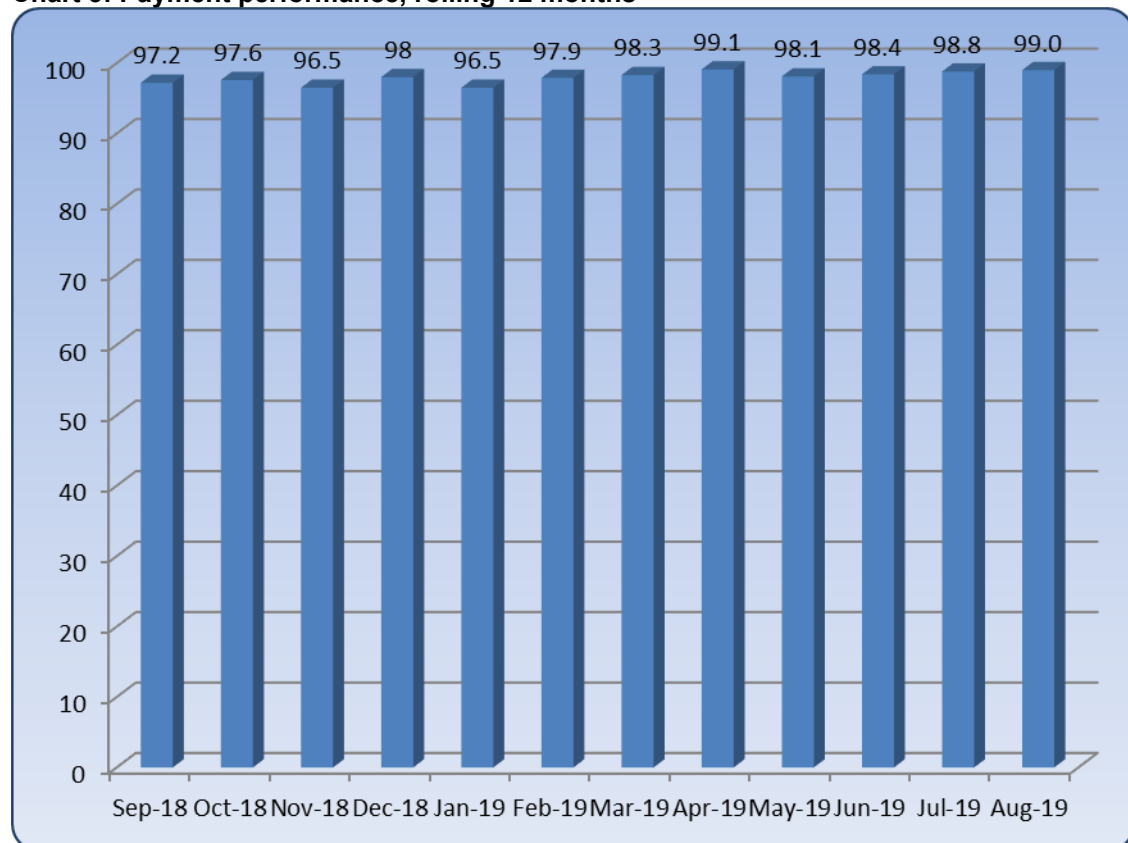
Date	Amount	Rate	Maturity date
5 August 2019	£10m	1.95%	11 October 2061
7 August 2019	£10m	1.85%	11 October 2061
12 September 2019	£5m	1.83%	1 March 2061
23 September 2019	£5m	1.70%	1 March 2061

- 6.3 The graph reflects the total of £70m borrowed to date (including the £20m borrowed in August and £10m in September), plus a forecast additional £10m borrowing planned as part of the Council's approved treasury management strategy.
- 6.4 The forecast closing balance of approximately £100m is consistent with closing balances in March 2018 and 2019.
- 6.5 PWLB and commercial borrowing for capital purposes was £683m at 31 August 2019 (before the £10m September loans). Associated annual interest payable is £28.8m.
- 6.6 New borrowing is applied to the funding of previous capital expenditure, effectively replacing cash balances which have been used on a temporary basis to avoid the cost of 'carrying' debt in the short term.

## 7 Payment performance

- 7.1 This chart shows the percentage of invoices that were paid by the authority within 30 days of such invoices being received. Some 420,000 invoices are paid annually. 99% were paid on time in August. The percentage has not dropped below 96% in the last 12 months.

**Chart 3: Payment performance, rolling 12 months**



\*Note: The figures include an allowance for disputes/exclusions.

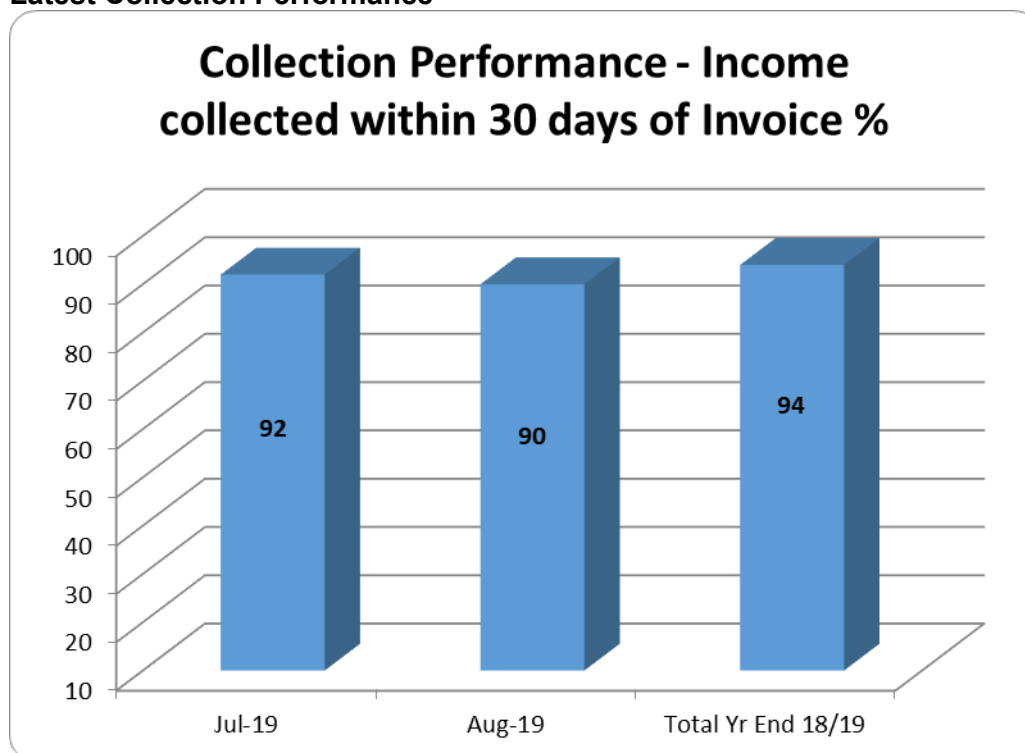
## 8 Debt recovery

- 8.1 **Introduction:** Each year the County Council raises over 150,000 invoices for statutory and non-statutory services totalling over £1bn. In 2018-19 94% of all invoiced income was collected within 30 days of issuing an invoice, and 98% was collected within 180 days.

### Debt collection performance measures

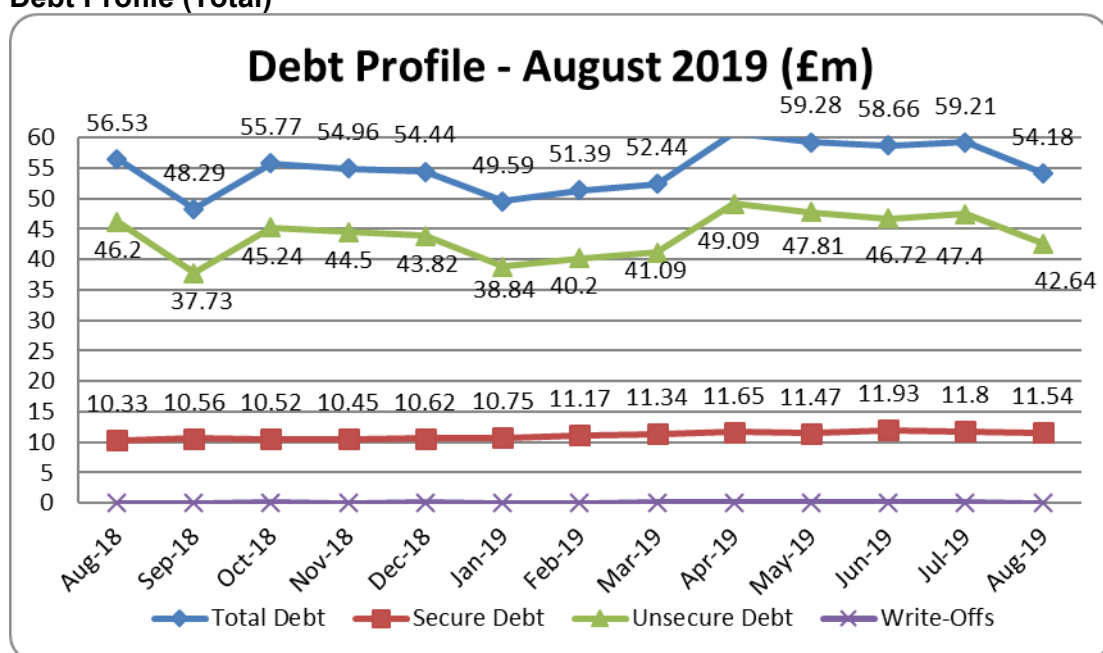
- 8.2 The proportion of invoiced income collected within 30 days for invoices raised in the previous month – measured by value – was 90% in August 2019.

#### Latest Collection Performance



- 8.3 The value of outstanding debt is continuously monitored, and recovery procedures are in place to ensure that action is taken to recover all money due to Norfolk County Council. The level of debt is shown in the following graph:

## Debt Profile (Total)



Of the £42.6m unsecure debt at the end of August, £10.0m is under 30 days. The largest area of unsecure debt relates to charges for social care, £32.2m, of which £13.6m is debt with the CCG's for shared care, Better Care Pooled Fund, continuing care and free nursing care.

- 8.4 Secured debts amount to £11.5m at the end of August 2019. Within this total £3.6m relates to estate finalisation where the client has died, and the estate is in the hands of the executors.
- 8.5 **Debt write-offs:** In accordance with Financial Regulations and Financial Procedures, Cabinet is required to approve the write-off of debts over £10,000. The Executive Director of Finance and Commercial Services approves the write off of all debts up to £10,000.
- 8.6 Service departments are responsible for funding their debt write offs. Before writing off any debt all appropriate credit control procedures are followed.
- 8.7 For the period 1 April 2019 to the end of August 2019, 215 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 £228,008.39.
- 8.8 Two debts over £10,000 totalling £36,925.35 were approved for write off in May 2019 and written off in the 2018-19 accounts.



## Revenue Annex 1

### Forecast revenue outturn

#### Revenue outturn by service

Table A1a: revenue over and (under) spends by service

Service	Revised Budget	Net total over / (under) spend	Over / (under) spend as %	Forecast net spend
	£m	£m		£m
Adult Social Services	247.253	4.556	1.8%	251.809
Children's Services	211.337	7.000	3.3%	218.337
Community and Environmental Services	159.109	0	0.0%	159.109
Strategy and Governance	8.756	-0.057	-0.7%	8.699
Finance and Commercial Services	28.596	0	0.0%	28.596
Finance General	-245.758	-6.880	2.8%	-252.638
<b>Forecast outturn this period</b>	<b>409.293</b>	<b>4.619</b>	<b>1.1%</b>	<b>413.912</b>
Prior period forecast	409.293	5.008	1.2%	414.601

#### Reconciliation between current and previously reported underspend

Table A1b: monthly reconciliation of over / (under) spends

	£m
<b>Forecast overspend brought forward</b>	<b>5.008</b>
<b>Movements August 2019</b>	<b>-</b>
Adult Social Services	-0.309
Children's Services	-
Community and Environmental Services	-
Strategy and Governance	-
Finance and Commercial Services	-
Finance General	-0.080
<b>Outturn over/(under) spend</b>	<b>4.619</b>

## 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

<b>Adult Social Services</b>	<b>Over spend</b>	<b>Under spend</b>	<b>Changes</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Business Development		-0.192	-0.048
Commissioned Services	0.317		0.531
Early Help & Prevention		-0.611	-1.401
Services to Users (net)	3.147		-3.003
Management, Finance & HR	1.895		3.614
<b>Forecast over / (under) spends</b>	<b>5.359</b>	<b>-0.803</b>	<b>-0.309</b>
<b>Net total</b>	<b>4.556</b>		
<b>Children's Services</b>	<b>Over spend</b>	<b>Under spend</b>	<b>Changes</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Social Work	8.600		
Early Help, Prevention & Commissioning	0.400		
Schools capital funded by borrowing		-2.000	
	<b>9.000</b>	<b>-2.000</b>	
	<b>7.000</b>		
<b>Dedicated schools grant</b>			
Post 16 Further Education High Needs Provision	1.000		
Independent special school places	4.900		
Maintained special schools		-0.500	
Alternative provision	0.900		
Short Stay School for Norfolk	1.000		
Personal Budgets	0.300		0.100
Specialist Resource Bases		-0.200	
Inter Authority Recoupment	0.100		
Schools block	-	-0.100	
NCC contribution		-2.000	
Increase in net deficit to be carried forward		-5.400	-0.100
<b>Forecast over / (under) spend</b>	<b>8.200</b>	<b>-8.200</b>	<b>-</b>
<b>Net total</b>		<b>-</b>	

<b>Community and Environmental Services</b>	<b>Over spend</b>	<b>Under spend</b>	<b>Changes</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
Culture & Heritage		-0.008	
Support & Development		-0.065	
Economic Development		-0.086	
Highways & Waste		-0.242	
Community Information & Learning		0.052	
Public Health		-0.058	
Provision for CES departmental risks	0.407		
<b>Forecast over / (under) spend</b>	<b>0.407</b>	<b>-0.407</b>	
<b>Net total</b>		<b>-</b>	

<b>Strategy, Finance and Finance General</b>	<b>Over spend</b>	<b>Under spend</b>	<b>Changes</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>
<b>Strategy and Governance</b>			
Communications		-0.055	
Democratic Services		-0.002	
<b>Forecast over / (under) spend</b>	<b>-</b>	<b>-0.057</b>	
		<b>-0.057</b>	
<b>Finance and Commercial Services</b>			
<b>Forecast over / (under) spend</b>		<b>0</b>	
<b>Finance General (see below for narrative)</b>			
Net impact of revised business rates projections		-2.700	
Insurance fund		-1.000	
Interest on balances		-0.380	-0.080
Interest on LIF loans		-0.800	
Use of capital receipts to support transformation costs		-2.000	
<b>Forecast over / (under) spend</b>		<b>-6.880</b>	
<b>Net total</b>		<b>-6.880</b>	

## Revenue Annex 1 continued

### Children's Services Commentary

Early review of existing commitments within NCC Funded Children's Services indicate the potential for significant pressures during 2019-20 particularly within placements and support for children looked after, young people leaving care, as well as support and intervention around families to enable children and young people to stay safe at home, including staff costs where they are the intervention as well as third party support.

To partially mitigate the identified pressures, Children's Services plan to capitalise £2m of equipment spend and revenue contributions to capital expenditure by schools in line with the approach utilised in 2018-19. Taking this into account, the projected overspend at period 5 for NCC Funded Children's Services remains at £7m.

A further review of pressures has been undertaken during period 5, resulting in no change being made to the forecast.

The service pressures have been long identified by the department. These are being addressed through a sustained multi-year programme of transformation.

The primary reasons for the pressures being indicated at this stage in the financial year are:

- that the level of pressure rose during the latter part of 2018/19 beyond that which was covered by the additional growth monies allocated, resulting in additional pressures for 19-20 particularly because of the full year effect of what was seen in quarter 4 of last year;
- that the savings to be achieved through transformation during 2019/20 have not yet impacted. In particular, the various initiatives aimed at reducing the number of children in care and changing the placement mix are profiled to impact in phases throughout 2019/20;
- front line social care staffing pressures, where there is a need to have sufficient resource to manage demand and focus on the presenting complexity of need to allow for increased levels of intervention earlier to reduce escalation of need and to prevent and reduce placement spend;
- the current commitments currently show more children with higher costs than we anticipated having when the budget was set, with the transformation expected to impact later in the year.

In relation to the financial costs for children in care, there are positive trends since the beginning of the year that, if sustained, should reduce the pressure level over time. The number of children in care has reduced from a high of 1227 in January to 1159 at the end of August and in particular the department is seeing fewer children coming into care as a result of effective earlier intervention. Significant focus is now being employed to ensure that children are able and supported to leave care as soon as it is safe for them to do so. We would expect this to result in an increase in the number of children ceasing care as well as reducing the average length of time that a child is in care for. Additionally, Children's Services are already seeing a good level of success in relation to one of the key changes targeted in our placement mix with a significant move away from high-cost independent fostering agencies and towards NCC's own high quality and cost effective in-house fostering team. A large

proportion of cost is driven by residential placement numbers, these are stable since the start of the year. Key to bringing down the overall pressure will be the level of success we have in moving away from this provision and towards our new semi-independent and enhanced fostering options.

Key points to note are:

- Forecast placement and support spend at P5 is similar to 2018/19 outturn. The pressure reflected occurred between P8 and P12 of 2018/19 when we saw an increase of nearly £1m.
- Positive financial impact on the placements budgets is being achieved through increasing in-house fostering placements and reducing independent fostering with performance better than profiled. Pressure reflects year on year increase in agency residential, net £2m and plans to reduce reliance on residential placements are in place and expected to impact later in the year.
- Further analysis of the agency residential commitments is required but expected to be due to the full year effect of changes in placements in 2018-19 following an increase in placements during the last quarter after the budget was set (potentially over £1m effect based upon average costs per placement).
- Growth due to demographic changes was anticipated for 2019-20 alongside the agreed budgetary savings. Close scrutiny will be needed to understand the actual impacts of both these areas against the planned impact as the year progresses and the impact of the transformation programme is seen.

Over and above the existing transformation programme, Children's Services Leadership Team have agreed an action plan of activity with the aim of avoiding further pressures and to reduce the identified pressures. Alongside this, work is ongoing to review and scrutinise the data alongside colleagues from support services to ensure that projections take account of expectations and plans for the full year on a child by child basis.

This forecast includes significant assumptions with respect to the anticipated impact of the transformation programme as it continues to evolve and as changes are embedded in business as usual. Review of placements costs over the most recent months show a reduction in monthly spend that supports the expectation that the transformation impact would begin to take effect as the year progressed. Ongoing review is required to inform future forecasts, alongside reviewing the accuracy of predictions both in relation to growth and savings. This will allow more specific forecasting and a clearer picture of where the year-end position will be. The department is already taking a number of actions to enable this clarity to be gained and to keep a careful track of progress, alongside colleagues within support services.

The start of the new academic year will bring multiple changes to home to school transport arrangements with children changing schools. Whilst it is not anticipated that there will be significant pressure on the mainstream and post 16 transport budgets, careful oversight will be needed on the Special Educational Needs home to school transport budget.

Work is underway to understand the potential impact of these pressures seen in 2019-20 upon future years, in particular 2020-21, to allow the budget planning work of the Council to reflect them.

### **Finance General forecast over and underspends**

Explanations for the Finance General forecast under and overspends are as follows:

#### **Net impact of revised business rates projections (underspend £2.700m)**

This forecast underspend relates to the net impact of revised business rates projections from district councils, received after the Council set its budget in February 2019.

#### **Insurance fund (underspend £1.000m)**

This forecast underspend is the result of a forecast over-provision in the light of recent insurance fund valuations.

#### **Interest on balances (forecast underspend £0.380m)**

The 2019-20 interest payable/receivable budget was prepared on the basis of a number of assumptions including cash flows, interest rates and the extent of actual borrowing. The cost and timing of borrowing has resulted in a forecast underspend.

#### **Interest on LIF loans (underspend £0.800m)**

This forecast underspend is an estimate of interest which will be accrued during 2019-20 on Local Infrastructure Fund loans made to developers to accelerate the construction of new homes in Norfolk.

#### **Use of capital receipts to support transformation costs (underspend £2.000m)**

On 25 September 2017 Policy and Resources Committee considered a report entitled Demand Management & Prevention Strategy: Children's Services. This resulted in the allocation of a one-off investment of £12-£15m into children's services over the four years 2018-22. It is proposed that subject to the achievement of property sales in 2019-20, £2m of capital receipts will be allocated to fund transformation through the "flexible use of capital receipts" in accordance with the policy approved by County Council on 12 February 2018.

# Norfolk County Council Finance Monitoring Report 2019-20

## Appendix 2: 2019-20 Capital Finance Monitoring Report

Report by the Executive Director of Finance and Commercial Services

### 1 Capital Programme 2019-20

- 1.1 On 11 February 2019, the County Council agreed a 2019-20 capital programme of £307.858m with a further £240.734m allocated to future years', giving a total of £548.592m.
- 1.2 Additional re-profiling from 2018-19 resulted in an overall capital programme at 1 April 2019 of £617m. Further in-year adjustments have resulted in the outturn capital programme shown below:

**Table 1: Capital Programme budget**

	<b>2019-20 budget</b>	<b>Future years</b>
	<b>£m</b>	<b>£m</b>
New schemes approved February 2019	87.207	167.28
Previously approved schemes brought forward	220.651	73.454
<b>Totals in 2019-22+ Budget Book (total £548.592m)</b>	<b>307.858</b>	<b>240.734</b>
Schemes re-profiled after budget setting	58.373	5.766
Other adjustments after budget setting including new grants	4.821	
<b>Revised opening capital programme (total £617.551m)</b>	<b>371.051</b>	<b>246.500</b>
Re-profiling since start of year	-65.020	65.020
Other movements	49.412	5.269
<b>Capital programme budgets (total £672.232m)</b>	<b>355.443</b>	<b>316.790</b>

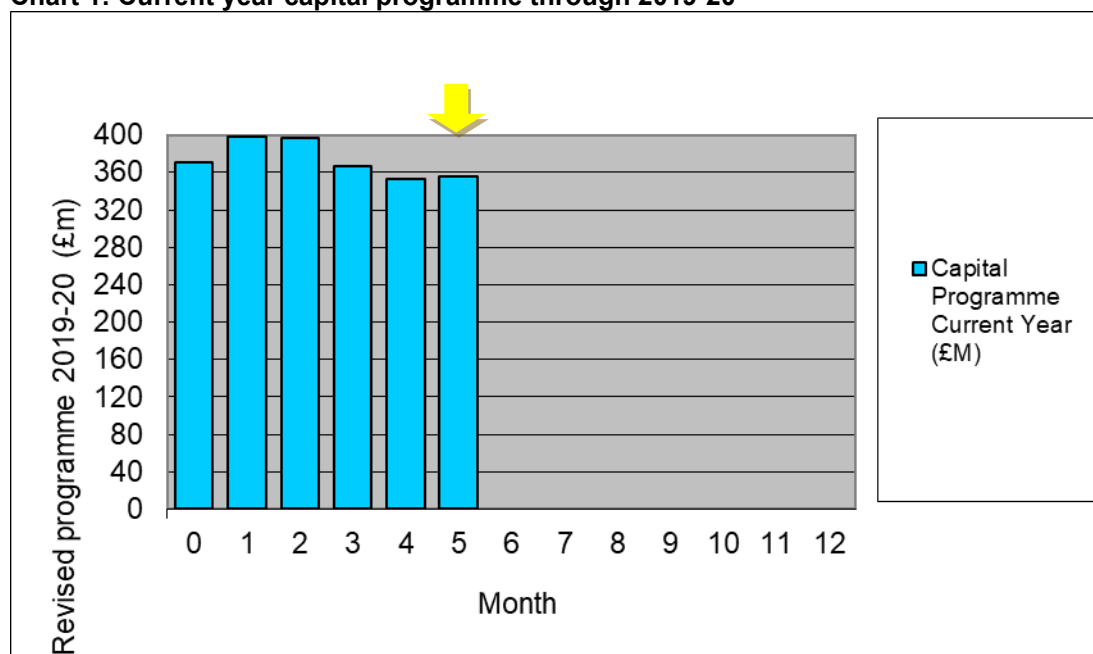
*Note: this table and the tables below contain rounding differences*

The "future years" column above includes new schemes approved as part of the 2019-22 capital strategy and programme.

## Changes to the Capital Programme

- 1.3 The following chart shows changes to the 2019-20 capital programme through the year.

**Chart 1: Current year capital programme through 2019-20**



- 1.4 Month "0" shows the 2019-20 outturn future capital programme with a number of highways schemes added in month 1. The arrow shows the latest current year position. The current year programme will change as additional funding is secured, and as schemes are re-profiled to future years where timings become more certain.
- 1.5 The current year's capital budget for each service is set out in the table below:

**Table 2: Service capital budgets and movements 2019-20**

Service	Opening programme	Previously reported Programme	Reprofil ing since previous report	Other Changes since previous report	2019-20 latest Capital Budget
	£m	£m	£m	£m	£m
Children's Services	154.474	118.660	-0.044	2.776	121.393
Adult Social Care	18.388	20.083	-6.016	0.036	14.103
Community & Environmental Services	119.188	143.033	-0.079	5.363	148.317
Finance & Comm Servs	79.001	70.981	0.000	0.649	71.630
<b>Total</b>	<b>371.051</b>	<b>352.757</b>	<b>-6.139</b>	<b>8.824</b>	<b>355.443</b>
				<b>2.685</b>	

*Note 1: this table may contain rounding differences*



- 1.6 The revised programme for future years (2020-21 to 2021-22 and beyond) including £240.734m new and reprofiled schemes approved County Council 11 February 2019, is as follows:

**Table 3: Capital programme 2020-22**

<b>Service</b>	<b>Previously reported future programme</b>	<b>Reprofil ng since previous report</b>	<b>Other Changes previous report</b>	<b>2020+ Future Capital Budget</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Children's Services	127.484	0.044	0.000	127.528
Adult Social Care	33.210	6.016	0.000	39.226
Community & Environmental Services	107.207	0.079	0.405	107.691
Finance & Comm Servs	42.344	0.000	0.000	42.344
<b>Total</b>	<b>310.245</b>	<b>6.139</b>	<b>0.405</b>	316.790
			<b>6.544</b>	

*Note: this table may contain rounding differences*

- 1.7 Actual expenditure to P5 is as follows:

<b>Service</b>	<b>Expenditure year to date</b>
	<b>£m</b>
Children's Services	13.672
Adult Social Care	8.924
Community & Environmental Services	17.952
Finance and Commercial Services	5.597
<b>Total</b>	<b>46.144</b>

Capital accounting accruals at 31 March 2019 represented approximately 2 months expenditure. Taking this into account the rate of capital spend is between £11m and £12m per month. Total spend in 2019-20 is therefore forecast to be in the order of £140m, indicating that a significant amount of re-profiling of schemes into 2020-21 will take place as the timing of schemes becomes more certain.

## 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**

<b>Funding stream</b>	<b>2019-20 Programme</b>	<b>Future Years Forecast</b>
	<b>£m</b>	<b>£m</b>
Prudential Borrowing	163.499	250.921
Use of Capital Receipts		
Revenue & Reserves		
<i>Grants and Contributions:</i>		
DfE	72.966	17.328
DfT	50.194	33.515
DoH	8.270	0.566
MHCLG	0.333	
DCMS	1.953	5.814
Developer Contributions	31.538	0.021
Other Local Authorities	6.739	
Local Enterprise Partnership	9.709	
Community Infrastructure Levy	3.119	
National Lottery	3.681	8.618
Other	3.443	0.007
<b>Total capital programme</b>	<b>355.443</b>	<b>316.790</b>

*Note: this table may contain rounding differences*

- 2.2 Significant capital receipts are anticipated over the life of the programme. These will be used either to re-pay debt as it falls due, for the flexible use of capital receipts to support the revenue costs of transformation, with any excess receipts used to reduce the call on future prudential borrowing. For the purposes of the table above, it is assumed that all capital receipts will be applied directly to the re-payment of debt rather than being applied to fund capital expenditure.
- 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 2019, gave the best estimate at that time of the value of properties available for disposal in the three year's to 2021-22, totalling £23.6m. Revised estimates, particularly around the value of development land, have resulted in an updated three-year forecast:

Financial Year	2019-20	2020-21	2021-22	Total
	£m	£m	£m	£m
Forecast	10.792	8.633	1.322	<b>20.747</b>

- 3.3 The revised schedule for current year disposals is as follows:

**Table 6b: Disposals expected within year £m**

<b>Actual and anticipated property sales 2019-20</b>	<b>Potential receipt £m</b>
Receipts secured (inc sales subject to contract)	2.356
High	1.236
	<b>3.592</b>
<b>Other possible sales 2019-20</b>	
Major development sites	5.418
Medium chance of sale	1.782
Low chance of sale (moved to 2020-21)	-
<b>Maximum receipts potential</b>	<b>10.792</b>

In addition to the receipts from the disposal of property shown above, capital receipts will result from the repayment of loan capital.

#### **4 New schemes added to the Capital Programme**

##### **4.1 Business Rates Pool funding West Winch**

On 2 September 2019 Cabinet approved match-funding to unlock Business Rates Pool funding for the West Winch Housing Access Road (£1.1m) and the Pullover Roundabout (£100k) for scheme development.

#### **5 New schemes to be added to the Capital Programme**

##### **5.1 Hunstanton Infant School – release of restricted covenant £0.113m.**

This property has a Restrictive Covenant registered against the Title in favour of the original land owners, stating that the land can only be used for educational purposes. On this basis the asset was last valued at £0.120m. Recent planning advice reported that the most valuable alternative use would be for conversion/redevelopment as residential housing. On this basis an indicative value is estimated at £0.500m. Agreement has been reached to release the Covenant at a price of £0.110m plus estimated legal & surveyor's costs of £0.003m.

##### **5.2 Repton Property Developments – Equity injection**

The approved capital programme includes £20m for capital loans to wholly owned companies, subject to appropriate due diligence. The facility is designed to cover potential capital loan proposals to Repton Property Developments, Hethel Innovation and/or the Norse Group, with the expectation that approximately £13m will be required by Repton for the purchase of land and to fund associated housing developments. Grant Thornton have advised that for tax and state aid purposes, a proportion of the funding should be through the purchase of equity in Repton, with the balance as debt. Based on their advice, officers have concluded that the amount of equity which will ensure the Council receives a good return on its investment, whilst managing tax risks, an amount of equity which satisfies these requirements is in the order of £3.5m. As a result, it is proposed to amend the capital programme to use £3.5m of the funding previously reserved for capital loans for the purchase of share capital in Repton, and to make a loan facility available to Repton of up to £10m.

##### **5.3 Farms capital improvements**

The County Farms Estate is seeking additional capital funding of £1.158m for the current financial year to meet identified capital projects including meeting contractual liabilities, the rebuilding of an estate roadway, provision of a replacement dwelling and investment in new general-purpose buildings to facilitate planning gains, as shown in the following table:

<b>Estate &amp; Farm</b>	<b>Description</b>	<b>Justification</b>	<b>Amount £m</b>
Mautby - Paston Farm	New livestock building plus concrete	To properly equip farm for expansion	0.214

Mautby - Osier Farm	New GP Building (17m x 18m) plus lean-to and concrete	To properly equip farm for expansion	0.190
Mautby - Upper Wood Farm	Contribution towards establishing care farm	To assist creation of care farm	0.128
Nordelph - Sycamore Farm	New livestock building plus concrete	To properly equip farm for expansion	0.161
Stow - Ellis Farm	Replacement dwelling	Contractual requirement	0.090
Stow - Hill & Poplar Farm	Roadway Reconstruction/repair	Contractual requirement	0.054
Stow - Neeps Bridge	New GP Building (17m x 24m) plus lean-to and concrete	To properly equip farm for expansion	0.321
			<b>1.158</b>

This request for additional funding is a result of additional projects being identified as necessary this financial year and budget estimates being insufficient against tenders received. Where it has been possible to do so, non-essential capital projects have been deferred to future financial years to reduce the call on additional funding.

Benefits to the estate of this investment include meeting the Council's statutory and contractual liabilities as a landowner. Rebuilding the roadway assists the Council in meeting its obligations as landlord. In respect to the other projects mentioned, this investment will ensure that the Estate is fit for purpose by providing modern facilities which will underpin current levels and future rent increases and allow existing sites to come forward for redevelopment. Where the capital investment (in a building) is new provision or an improvement rather than replacement, an estate infrastructure charge will be levied on the tenant.

It is proposed that the additional capital funding borrowing being requested will be repaid from future capital receipts over the next five financial years from disposals of surplus Estate assets and property for redevelopment.

## Capital Annex 1 – Changes to capital programme since last Cabinet finance monitoring report

			19-20	19-20	20-21+	20-21+	
Service	Project	Funding Type	Change (£m)	REPROFILE	Change (£m)	REPROFILE	Reason
<b>Adult Social Care</b>	Strong and Well	External	0.036				Additional funding from Norwich City Council
	Various	NCC		-5.970		5.970	Reprofile DoH Grant
	Various	External		-0.046		0.046	Reprofile DoH Grant
<b>Total Adult Social Care</b>			<b>0.036</b>	<b>-6.016</b>	<b>0.000</b>	<b>6.016</b>	
<b>Children's Services</b>							
	Hoveton St John	Ext		- 0.111		0.111	Reprofile to match spend forecast
	Sites	Ext		0.067	-	0.067	Funds moved back to 19/20 to cover expected spend in year
	Schools based budgets - devolved to schools	NCC	2.776				Adjustment following year end procedures to ensure all allocated funding is contained within budgets.
	Schools refresh	Misc	- 0.244				Balance of budget moved to Finance ICT
<b>Total Children's services</b>			<b>2.532</b>	<b>-0.044</b>	<b>0.000</b>	<b>0.044</b>	
<b>CES</b>							
EDT Waste	Waste Minimalisation	External	-0.012				Minor adjustment (ref Highways below)
EDT Other	Customer Services Strategy	NCC		-0.068		0.068	Reprofile to match spend forecast
<b>Highways</b>							
	Cycleway/Footway at Roundhouse	Developer contribution	0.514				Developer contribution received for Cycleway/Footway at Roundhouse
	Norwich Prince of Wales Road area	DfT	2.468				DfT funding received for Norwich Prince of Wales Road/Rose Lane/Agric Hall Plain NATS
	Traffic Calming	Other LA	0.051				Funding received from Other LA for Traffic Calming Schemes
	Waste Minimalisation	External	0.012				Minor adjustment (ref EDT Waste above)
	Hethersett Cycle route	Sif	0.058				Reserves drawn down to fund Transforming cities - Hethersett Cycle route
<b>Libraries</b>	Wheatcroft Farm - South Bradwell	S106	0.033				S106 funding received
	Various	S106	0.032				S106 funding received
	Various	S106		-0.011		0.011	Church Farm, Laundry Loke & New Road nth Walsham reprofiled according to expected spend
<b>Museums</b>	Turner Acquisition	Ext	2.206				Turner painting purchased using National Lottery Funding and ART Funding
	HLF Castle Keep	Ext - Lottery Funding			0.405		Castle Keep funding increase
<b>Total CES</b>			<b>5.362</b>	<b>-0.079</b>	<b>0.405</b>	<b>0.079</b>	

Finance and Commercial Services							
Finance - ICT	Long Range Wide Area Network	External - LEP	0.440				LEP funding
	Long Range Wide Area Network	External - Suffolk CC	0.140				Funding from Suffolk CC
	Schools Refresh	Misc	0.244				Balance of school refresh budget transferred from Children's
GNGB		NCC	0.069				Adjustment following year end procedures to ensure full loan facility remains available.
	Supported Borrowing						
<b>Total Finance</b>			<b>0.893</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	
<b>Total</b>			<b>8.824</b>	<b>-6.139</b>	<b>0.405</b>	<b>6.139</b>	
	<b>Revised Programme Table</b>		<b>8.824</b>	<b>-6.139</b>	<b>6.544</b>		

# Report to Cabinet

Item No. 15

<b>Report title:</b>	<b>Strategic and Financial Planning – Budget 2020-21</b>
<b>Date of meeting:</b>	<b>07 October 2019</b>
<b>Responsible Cabinet Member:</b>	<b>Andrew Proctor (Leader of the Council) Andrew Jamieson (Cabinet Member for Finance)</b>
<b>Responsible Director:</b>	<b>Simon George (Executive Director of Finance and Commercial Services) Fiona McDiarmid (Executive Director of Strategy and Governance)</b>
<b>Is this a key decision?</b>	<b>Yes</b>

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

This report provides an overview of the saving proposals which have been identified as part of the process to address the Council's overall gap position as forecast in the Medium Term Financial Strategy agreed by Full Council in February 2019. It summarises the proposed approach to public consultation on the 2020-21 Budget and the next steps in the process leading to budget-setting in January and February 2020.

The report also sets out details of the latest information about the wider financial context for the Council, including the anticipated impact of the Government's Spending Round announcements in September 2019, and the emerging service budget pressures which have been identified to date. In addition, it describes the overall approach to business planning for 2020-21 and a summary of the budget strategy for each service alongside key areas of risk and uncertainty.

Cabinet decisions based on this information will collectively inform the development of a robust, balanced 2020-21 Budget for the Council.

## **Recommendations:**

- 1. To note how the development of the Medium Term Financial Strategy is informed by the Council's vision and strategy (paragraph 1.2);**
- 2. To consider the latest assumptions about funding following the 2019 Spending Round announcements (paragraph 1.3), the emerging pressures (paragraph 2.3), and the council tax assumptions (paragraph 2.11), which will collectively inform Council's Budget planning for 2020-21;**
- 3. To consider and agree the proposed savings as set out in section 2 to be taken forward in budget planning for 2020-21, subject to final decisions about the overall Budget in January and February 2020, noting the level of savings already included from the 2019-20 Budget process;**



4. To agree that public consultation be undertaken on the 2020-21 Budget and saving proposals, and the level of council tax and Adult Social Care precept for 2020-21, as set out in paragraph 2.13;
5. To note the responsibilities of the Executive Director of Finance and Commercial Services under section 114 of the Local Government Act 1988 and section 25 of the Local Government Act 2003 to comment on the robustness of budget estimates as set out in paragraph 4.2; and
6. To note the Budget planning timetable (paragraph 3.3).

## 1. Background and Purpose

- 1.1. The County Council agreed the 2019-20 Budget and Medium Term Financial Strategy (MTFS) to 2021-22 at its meeting 11 February 2019. In May 2019, Cabinet considered the Council's overall budget position in the context of emerging budget risks and uncertainties. Cabinet agreed the approach to service planning and budget setting including the allocation of savings targets to services. Since then, Departments have been undertaking their detailed budget planning to identify savings proposals, cost pressures and key risks for the 2020-21 Budget.

This report represents the next stage in the Council's budget setting process and brings together a range of information including the latest details of Government funding announcements, to enable Cabinet to consider the emerging saving proposals and to agree the approach to public consultation for the 2020-21 Budget.

### 1.2. County Council Strategy and transformation

The report to Cabinet sets out how the Council's vision and strategy will inform the development of the 2020-21 Budget and Medium Term Financial Strategy.

***Caring for our County***, the vision for Norfolk approved by Members in February 2018, outlines the Council's commitment to playing a leading role in:

- Building communities we can be proud of;
- Installing infrastructure first;
- Building new homes to help young people get on the housing ladder;
- Developing the skills of our people through training and apprenticeships;
- Nurturing our growing digital economy; and
- Making the most of our heritage, culture and environment.

On 7 May 2019, Full Council formally adopted Norfolk County Council's plan, ***Together, for Norfolk***, as part of its policy framework. The new whole-Council plan brings together the vision in ***Caring for our County*** and the Council values and principles, and provides a clear view of the priorities and significant activity that the Council needs to deliver alone or with partners over the next six years.

***Together, for Norfolk*** focuses on partnership working and collaboration, and aims to drive economic growth, improve social mobility, and lead to a better quality of life and outcomes for the people of Norfolk. The plan emerged directly from the needs assessment carried out as part of the County's deep analysis of social

mobility, following the publication of the report by the Social Mobility Commission in 2018. The plan's outcomes framework has three overriding ambitions which drive the Council's priorities: A growing economy, thriving people, and strong communities. Our Plan also underpins and contributes to the delivery of the New Anglia Local Enterprise Partnership Norfolk and Suffolk Economic Strategy.

The plan provides a whole-Council view of significant activities, including, significant service change or redesign, infrastructure, assets and technology, including capital programmes or projects, strategy or policy development. ***Together, for Norfolk*** supports and is aligned to our Medium Term Financial Strategy to ensure continued visibility and oversight of critical strategic initiatives.

Our services support our ambition by ensuring children and young people have the best start in life, protecting vulnerable people, developing strong infrastructure, maintaining a safe road system and helping improve the economy. The Council's transformation programme, ***Norfolk Futures***, provides the mechanism to realise these ambitions for the County across all of its activities.

We currently have four priorities to help us to deliver the strategy:

**1. Safer children and resilient families**

The Council aims to reduce the need for children to be in care by focussing on early intervention to keep children safely at home. When children are in care the Council aims to change its placement mix to better support children, with a preference for fostering and adoption rather than residential care.

**2. Promoting independence for vulnerable adults**

By enabling more people to live independently for longer, the Council aims to prevent, reduce and delay the need for formal care. The programme focusses on improvements to front door arrangements, early help and intervention, reablement and social work practice.

**3. Local service strategy**

Under this priority, services will be redesigned and proactively targeted in the places where they are most needed in our market towns, Norwich, Great Yarmouth and King's Lynn.

**4. Smarter working**

This priority brings together smarter information and advice, business transformation, innovation through technology, commercialisation and the property strategy, to change the way we work and enable the sustainable delivery of our strategies.

By 2025 the Council plan, transformation programme and underpinning departmental plans will have moved the Council towards a more sustainable future with affordable, effective services. Taking account of the current context where demand for our services is driven both by demographic and social trends, and

where increasingly complex and more expensive forms of provision are becoming prevalent.

The council is also looking to change the way we work to reflect new systems and technology. As an organisation, we will be more flexible about when and where we work, and how we creatively use space and technology to find new and more efficient ways of doing things in a modern and business-like way.

Norfolk Futures is guided by **four core principles** that will frame the transformation we will lead across all our work. This is all underpinned by evidence and political support, to change how the Council works and how we work with the people of Norfolk.

- Offering our help early to **prevent and reduce** demand for specialist services;
- **Joining up** work so that similar activities and services are easily accessible, **done once and done well**;
- Being **business-like** and making best use of **digital technology** to ensure value for money; and
- Using evidence and data to **target our work** where it can make the most difference.

Further information about the budget planning priorities relevant to Cabinet, and how they will inform and support 2020-21 budget planning, are set out in section 2 of this report.

This strategic approach driven by the vision, and underpinned by the four principles, is at the heart of the MTFS.

### 1.3. National context and Spending Round 2019

On 4 September 2019, the Chancellor of the Exchequer, Sajid Javid, announced the outcome of a one year [Spending Round](https://www.gov.uk/government/news/spending-round-2019-what-you-need-to-know) setting out departmental funding allocations for 2020-21. The associated briefing states that the “*Spending Round provides more money to support vital public services while being delivered within the government’s existing fiscal rules.*”<sup>1</sup> However, the Chancellor confirmed that the government would review the fiscal framework (including the fiscal rules) alongside updated economic and fiscal forecasts at the time of the Autumn Budget. The Spending Round represents a £13.8bn increase in day to day spending for 2020-21.

The Spending Round did not provide detailed allocations of Local Authority funding at individual council level; however, it did indicate additional resources in 2020-21 and set out a number of announcements with implications for local government. Overall the Spending Round provides an increase in funding for 2020-21 compared to original MTFS assumptions through the continuation of current one-off or short term funding allocations and the new funding. The Government now assumes that Local Authorities will raise council tax by 4% in 2020-21 (reflecting the 2% core and 2% Adult Social Care precept flexibility).

---

<sup>1</sup><https://www.gov.uk/government/news/spending-round-2019-what-you-need-to-know>

Key announcements included:

### **Health and Social Care**

- An additional £1.5bn of funding for Social Care – consisting of £1bn of new grant funding for adult and children's social care, and £0.5bn through flexibility to raise a further 2% Adult Social Care precept. The Spending Round document emphasises that the Government "*remains committed to putting adult social care on a fairer and more sustainable footing and will bring forward proposals in due course*"<sup>2</sup>. Based on previous allocations, this would equate to approximately £17.4m in additional grant for Norfolk plus £8m available through the further precept flexibility.
- A real term increase to the Public Health Grant budget, so that local authorities can continue to provide prevention and public health interventions. This is assumed to amount to approximately £0.700m for Norfolk although subsequent announcements by Public Health England have indicated a 1% real terms increase in Public Health Grant in 2020-21<sup>3</sup> so the final increase may be higher than this.
- A 3.4% real terms increase through the NHS contribution to adult social care through the Better Care Fund.
- The Spending Round confirms continued funding for the Troubled Families programme.

### **Schools**

- Schools budgets are to be set for the period to 2022-23 rising by £2.6bn in 2020-21, £4.8bn in 2021-22 and £7.1bn in 2022-23, compared to 2019-20 funding, with an additional £1.5bn annually for teacher employer pension contributions.
- The Government is continuing with implementation of the schools National Funding Formula – with per pupil funding to rise with inflation in 2020-21. The minimum per pupil amount for 2020-21 will increase to £3,750 for primary schools and £5,000 for secondary schools.
- An additional £700m nationally for Special Educational Needs and Disabilities (SEND). Based on previous allocations, this would equate to approximately £10m in additional grant for Norfolk.

### **Overall funding**

- Business rate baseline funding levels and Revenue Support Grant to increase in line with inflation and potentially receive a real terms increase.
- Overall, Government expects the Spending Round to reflect a £2.9bn increase in Core Spending Power (including social care funding and the precept) and provide in total an increase of £3.5bn in the resources available to local authorities. This reflects the continuation of a number of funding streams previously expected to end in 2019-20 (such as social care and winter pressures funding and iBCF fundnig). The details of how Spending Round announcements will impact on specific funding streams including Revenue Support Grant and Rural Services Delivery Grant at an individual authority level remain to be published. The Ministry of Housing, Communities and Local Government (MHCLG) will consult on the detailed methodology for the 2020-21 Settlement as part of the technical consultation on the Settlement.

- The Chancellor confirmed a full multi-year spending review will be conducted in 2020 for capital and resource budgets beyond 2020-21.

### **Other announcements with relevance for local government**

- £422m to tackle homelessness and rough sleeping.
- £24m for the Building Safety Programme.
- £241m for the Towns Fund to support the regeneration of high streets, town centres and local economies.
- £200m to transform bus services.

Following the Spending Round announcements by the Chancellor, the Secretary of State for Housing, Communities and Local Government wrote to Local Authorities to confirm a delay in the development of changes to the Business Rates Retention System and Fair Funding Review. As a result, these will now not be implemented in 2020-21. The latest information suggests that existing 75% Business Rates Retention pilots will run for 2019-20 only and allocations will then revert to the underlying 50% system in 2020-21. The Council's budget planning is based on this assumption.

The precise timing of further detailed announcements for Local Government, and future year allocations, remains unknown, although there are indications that the Government intends to publish provisional settlement information in line with the timescales recommended by the Hudson Review<sup>4</sup> (i.e. by 5 December 2019).

## **2. Proposals**

### **2.1. 2020-21 Budget strategy**

The Spending Round 2019 announcements are expected to provide very welcome additional funding for Norfolk County Council in 2020-21 as well as the extension of funding previously assumed to be one-off or short term in nature. **However, these additional resources are expected to be substantially absorbed by ongoing demand and demographic pressures**, and do not represent a significant reversal in the context of the level of sustained funding reductions experienced by local government since the beginning of austerity. As previously highlighted, there remains considerable uncertainty about the individual local authority allocations to be provided within the overall level of funding to local government.

Considering these factors, it is recommended that Council's approach should be to continue to seek to identify savings of £40m and extend Medium Term Financial Strategy planning to 2023-24 based on:

- The three-block approach to closing the £40m 2020-21 gap endorsed by Cabinet on 20 May 2019.

<sup>2</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/82917/7/Spending\\_Round\\_2019\\_web.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/82917/7/Spending_Round_2019_web.pdf)

<sup>3</sup><https://www.lgcplus.com/services/health-and-care/public-health-will-get-1-real-terms-growth-selbie-reveals-13-09-2019/>

<sup>4</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/751023/Hudson\\_Review.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/751023/Hudson_Review.pdf)

T:\Democratic Services\Committee Team\Committees\Cabinet\Agenda\2019\191007\item 15 Cabinet 07 10 2019 - Strategic Planning v12 FINAL 26 09 2019.docx

- Agreeing that a process to address the 2021-22 gap of £35m should be considered when there is greater certainty about the multi-year Spending Review, 75% Business Rates Retention, and the Fair Funding Review.

## 2.2. Current savings in Medium Term Financial Strategy

The MTFS agreed in February 2019 included savings proposals to be delivered in future years as shown in the table below. Unless savings are removed or otherwise mitigated elsewhere in the 2020-21 Budget process, these will need to be delivered **in addition to any new savings** identified as part of this year's planning.

**Table 1: Summary of savings agreed 2020-21 to 2023-24**

<b>Existing 2019-20 MTFS Proposals</b>	<b>2020-21 £m</b>	<b>2021-22 £m</b>	<b>2022-23 £m</b>	<b>2023-24 £m</b>	<b>Total £m</b>
Adult Social Services	-17.257	-5.700	0.000	0.000	<b>-22.957</b>
Children's Services	-3.484	-2.000	0.000	0.000	<b>-5.484</b>
Community and Environmental Services	-3.707	-3.390	0.000	0.000	<b>-7.097</b>
Strategy and Governance Department	0.963	0.000	0.000	0.000	<b>0.963</b>
Finance and Commercial Services	-1.750	-0.650	0.000	0.000	<b>-2.400</b>
Finance General	-5.847	-5.000	5.000	5.000	<b>-0.847</b>
<b>Total</b>	<b>-31.082</b>	<b>-16.740</b>	<b>5.000</b>	<b>5.000</b>	<b>-37.822</b>

## 2.3. Emerging 2020-21 Budget pressures

At this stage in the Budget process, pressures are emerging which will need to be addressed in the planning for 2020-21. These will continue to be refined leading into budget setting in January / February 2020, but currently reflect:

- Significant emerging service pressures, totalling over £30.000m, which have been identified for 2020-21 and which will need to be incorporated into the Budget in January after being reviewed and validated;
- The MTFS agreed in February included a small number of saving proposals now considered to be at risk of either non-delivery or delay totalling £1.500m in 2020-21. Further work to review and validate the deliverability of significant planned saving programmes is being undertaken so that changes can be reflected in final budget setting in February.
- Proposal that the level of saving to be released within Public Health Grant in 2021-22 in order to provide support for other areas of Public Health related expenditure in existing service budgets is reduced by £1.000m.
- The S151 Officer is considering the adequacy of the overall General Fund balance, as well as the need for a general contingency amount within the revenue budget, in light of the increasing level of the Council's net Budget, uncertainty about Government funding and the implications of Brexit, and the Council's value for money position.
- Options to reduce the level of reliance on capital receipts and capitalisation across the life of the MTFS.

The latest information about the 2019-20 budget monitoring position is set out in the Financial Monitoring report elsewhere on the agenda. A number of the issues identified in the 2019-20 position are expected to be provided for in the above list of pressures, however the underlying assumption for 2020-21 Budget setting is

that the 2019-20 Budget is delivered (that all savings are achieved as planned and there are no significant unfunded overspends).

The Chancellor's Spending Round announcements will provide additional resources beyond the level assumed in the February MTFS. It is anticipated that this additional funding, once confirmed, will enable a number of these pressures to be mitigated to ensure **a robust budget can be set for 2020-21**. However, the short-term nature of the Spending Round announcement (for 2020-21 only) means that risks remain around the provision of this funding in future years and therefore a potential cliff-edge continues to exist in 2021-22.

Taking these issues into account, it is the recommendation of the Section 151 Officer that the scope to provide for these pressures within the constraints of the overall budget should be reviewed in the round when further specific details of the funding allocations for 2020-21 are known. It is also particularly important that the **saving proposals for 2020-21 should be considered in the context of the very significant level of pressures for next year**.

## 2.4. Saving proposals for 2020-21

The table below provides a summary of the new savings proposals for 2020-21 which have been identified to address the forecast budget gap. An explanation follows of the underlying strategy for each Department, which has helped to inform the development of proposals, along with further details of the specific savings proposed in each area.

**Table 2: Summary of 2020-21 new saving proposals**

<b>Draft proposals summary - net <u>new</u> savings</b>	<b>2020-21 £m</b>	<b>2021-22 £m</b>	<b>2022-23 £m</b>	<b>2023-24 £m</b>	<b>Total £m</b>
Business Transformation / Smarter Working	-1.621	-4.252	-1.412	-0.412	<b>-7.697</b>
Adult Social Services	-7.240	-2.244	0.000	0.000	<b>-9.484</b>
Childrens Services	-3.766	-4.400	-2.000	0.000	<b>-10.166</b>
Community and Environmental Services	-1.905	-0.135	0.000	0.000	<b>-2.040</b>
Strategy and Governance Department	-0.500	0.000	0.000	0.000	<b>-0.500</b>
Finance and Commercial Services	-0.800	0.800	0.000	0.000	<b>0.000</b>
<b>Total</b>	<b>-15.832</b>	<b>-10.231</b>	<b>-3.412</b>	<b>-0.412</b>	<b>-29.887</b>

## 2.5. Business Transformation

The Business Transformation Programme was born from the Medium-Term Financial Strategy (MTFS) and the allocation of a savings target block for 2020-21 from review of non-frontline expenditure and ways of working on the lead in to implementation of a new HR and Finance system in 2021. The Business Transformation proposals aim to save £7.7 million during the four years of the MTFS. It is about making the Council's processes more modern, efficient and business-like. Examples include: increased use of digital technology and

automation of processes; a more commercial focus on traded services; and further improvements through the smarter working programme. It is fully aligned to the Council's transformation objectives of managing demand, being business like, using digital technology, joining up our work and using evidence and data.

The timing of Business Transformation savings shown reflects the Section 151 Officer's initial view about the deliverability and timescale for achieving these savings. While there can be a reasonable level of confidence about the overall quantum of savings to be delivered, there is uncertainty about both the timing and budgetary impact of the proposals. Deferring a proportion of savings into subsequent years therefore:

- Removes delivery risks from the 2020-21 Budget and provides an opportunity to deliver an in-year benefit where savings can be achieved early;
- Provides additional time for specific activities to be developed and implemented in respect of the more complex / higher risk proposals, which will enable a better understanding of which budgets savings will accrue to, and provide greater confidence that savings are achievable.

**Table 3: Business Transformation proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
BTP001	<b>Continuing our smarter working programme</b> , which achieves efficiencies by changing the way we work.	-0.335	-0.265	-1.000	0.000	<b>-1.600</b>
BTP002	<b>Rationalising and making the most of our own properties</b> to reduce external venue hire costs.	-0.350	-0.146	-0.112	-0.112	<b>-0.720</b>
BTP003.1	<b>Increasing council tax and business rates income</b> by preventing and detecting fraud.	-0.500	-0.500	0.000	0.000	<b>-1.000</b>
BTP003.2	<b>Digitising print, post, scan and record storage</b> leading to a reduction in direct costs.	-0.200	-0.200	-0.300	-0.300	<b>-1.000</b>
BTP003.3	<b>Making the most of technology to make every day business transactions more efficient.</b>	0.000	-2.450	0.000	0.000	<b>-2.450</b>
BTP004	<b>Receiving discounts from suppliers</b> by offering them early payments.	0.000	-0.500	0.000	0.000	<b>-0.500</b>
BTP005	<b>Reviewing all of Norfolk County Council's traded services</b> to make sure they are run on a fair commercial basis.	-0.236	-0.191	0.000	0.000	<b>-0.427</b>
		<b>-1.621</b>	<b>-4.252</b>	<b>-1.412</b>	<b>-0.412</b>	<b>-7.697</b>



## 2.6. **Adult Social Services**

The service has a clear vision – to support people to be independent, resilient and well. Our strategy to achieve this is Promoting Independence – which is shaped by the Care Act with its call to action across public services to prevent, reduce and delay the demand for social care. We are working across the service, and with our partners, to support people earlier before their ability to manage deteriorates. The council commissions support in an integrated arrangement with Norfolk's Clinical Commissioning Groups, and is working in integrated teams with community health providers. In addition, our approaches to meeting people's eligible social care needs are focused on an individual's strengths and existing support around them; to help people retain their lives and engagement within their communities. Across health and social care, we are embedding a shared 'home first' culture which helps people keep and regain independence.

As well as improving outcomes for people, this approach has helped the service to deliver the significant financial savings needed to continue to meet the increasing demands for social care across Norfolk. Within the overall strategy for Promoting Independence our financial strategy for achieving savings is focussed on:

- Investing in early intervention and targeted prevention to keep people independent for longer
- Investing in excellent social work which helps people regain and retain independence, and reduces, prevents and delays the need for formal social care
- Commissioning services which enable and re-able people so they achieve and maintain as much independence as they can and reducing the amount of formal social care they need
- Reducing the proportion of people who are placed in permanent residential and nursing care
- Leading and developing the market for social care so that it is stable and sustainable and aligns with the ambitions of promoting independence.
- Working with health partners to reduce system demand and improve outcomes
- Increasing the use of technology to enable more people to live independently for longer
- Charging people appropriately for their care and providing welfare rights support
- Strengthening the contract management of our commissioned contracts and pursuing efficiencies in all areas of our work.

In preparing the additional sustainability and savings proposals for the coming years, the service has primarily concentrated on invest to save measures through prevention and opportunities for delivering benefits across the health and social care system. This recognises the integrated approach to care across Norfolk and the importance of a joined up system to maximise other efficiencies, for example from commissioned services.

We also want to improve personalisation of care, offering more choice to individuals about how eligible care needs are met and in turn supporting improved value for money.

**Table 4: Adult Social Services proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
ASS001	<b>Expanding home based reablement</b> , which saves money in the long term by preventing unnecessary hospital admissions and supporting more people to swiftly return home from hospital.	-3.000	-2.000	0.000	0.000	<b>-5.000</b>
ASS002	<b>Expanding accommodation based reablement</b> , which saves money by enabling people with higher needs to quickly return to their home from hospital without needing residential care.	-0.750	-0.250	0.000	0.000	<b>-1.000</b>
ASS003	<b>Extending home based support</b> for people with higher level needs or dementia so that they can remain in their home especially after an illness or hospital stay, which saves money on residential care.	-0.200	-0.150	0.000	0.000	<b>-0.350</b>
ASS004	<b>Working better across health and social care teams to help prevent falls</b> , which in turn helps prevent hospital admissions and saves money on residential care.	-0.140	0.000	0.000	0.000	<b>-0.140</b>
ASS005	<b>Supporting disabled people to access grants</b> that are available for access to education and support to attend university.	-0.050	0.000	0.000	0.000	<b>-0.050</b>
ASS006	<b>Increasing opportunities for personalisation and direct payments</b> , which will help both increase choice of services and value for money, through more efficient commissioning.	-0.500	0.000	0.000	0.000	<b>-0.500</b>
ASS007	<b>Reviewing how we commission residential care services</b> to save money by making sure we have the right services in the right place.	-0.500	-0.234	0.000	0.000	<b>-0.734</b>
ASS008	<b>Developing consistent contracts and prices for nursing care</b> by working more closely with health services.	-0.190	-0.110	0.000	0.000	<b>-0.300</b>
ASS009	<b>Debt management (one-off) - reclaiming money owed by other organisations.</b>	-0.500	0.500	0.000	0.000	<b>0.000</b>
ASS010	<b>Reducing the money we spend on supporting providers to</b>	-0.010	0.000	0.000	0.000	<b>-0.010</b>

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
	<b>develop a market of affordable, quality, social care.</b>					
ASS011	<b>Reviewing staffing levels in back office and support services.</b>	-0.100	0.000	0.000	0.000	<b>-0.100</b>
ASS012	<b>Funding of the Norfolk Swift Response Service by Health.</b>	-1.300	0.000	0.000	0.000	<b>-1.300</b>
		<b>-7.240</b>	<b>-2.244</b>	<b>0.000</b>	<b>0.000</b>	<b>-9.484</b>

## 2.7. Children's Services

Children's Services is operating in a very challenging context, like the majority of Councils. In response, the department has a strategic transformation approach in place with focus upon five key areas:

- Inclusion
- Prevention and Early Intervention
- Effective Practice Model
- Edge of Care Support and Alternatives to Care
- Managing the Care Market and Creating the Capacity We Need

Within each key area a number of initiatives have been identified to enable the service to deliver the level of transformation required. These initiatives are all positive investments to keep families together and provide better care; improving outcomes as well as reducing total costs. Many of these initiatives are already succeeding and we are seeing the number of children in care is reducing alongside a reduction in the reliance on high cost, external placements.

In preparing the additional savings proposals for the coming years, the service has focussed upon this transformation strategy on an invest to save basis both to prevent escalation of demand and to ensure value for money is achieved alongside good outcomes for children and families. This includes continuing to build upon existing system-wide work with partners to ensure that children and families experience the benefits of joined up working, whilst efficiencies for the whole system are maximised. The transformation programme has a pipeline of proposals that continue to be developed and have enabled the identification of additional savings that can be delivered:

- **Prevention, Early Intervention & Effective Social Care:** Invest to save approach through our workforce to embed our practice vision and principles: whole family, whole system strengths based, relationship based and outcomes focussed; to enable cases to be held from assessment to case closure or permanence in care by one team; and, to ensure that the right specialist roles are available to work alongside core teams. This investment is intended to allow for sustained and consistent relationships with families with the aim of achieving more success at reducing risk and keeping families together. Alongside the investment in front-line social care teams, we are investing in additional co-ordination and support capacity to reduce the administrative burdens from front line practitioners that will allow them to have a relentless focus on working with children and families, as

well as technological solutions that will allow teams to maximise their time available for intervention work.

- **Alternatives to Care:** We are investing in a range of new services which offer alternatives to care, combined with a focus on support networks from extended families keeping families safely together where possible and averting family crises. Our new, intensive therapeutic support service is in place and working with children and their families to avoid admission to care, and we are embedding a Family Networking approach across all of our teams. Proposals are being developed for additional targeted interventions and alternatives to care.
- **Transforming the care market and creating the capacity that we need:** We are creating and commissioning new care models for children in care to achieve better outcomes alongside lower costs. We have introduced a new approach to the recruitment of in-house foster carers, alongside focus on retention and support for existing carers; this has already resulted in a significant increase in in-house foster care placements and this growth is anticipated to continue. New high quality semi-independent provision is coming on stream with a focus upon supporting young people who are ready to transition towards adulthood and independence. Additional capacity, such as through an enhanced fostering model to support residential step-downs and additional in-county residential provision for children with disabilities, is in the pipeline, with future quality and financial benefits expected to be delivered. This additional capacity has been complemented with a focus upon smarter commissioning through our Valuing Care approach, designed to drive much better value from care placements by introducing a new approach that gives us a more nuanced and codified understanding of needs and, thus, allowing us to commission to achieve positive outcomes.

**Table 5: Children's Services proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
CHS001	<b>Prevention, early intervention and effective social care –</b> Investing in an enhanced operating model which supports families to stay together and ensures fewer children need to come into care.	-1.000	-1.000	-0.500	0.000	<b>-2.500</b>
CHS002	<b>Alternatives to care –</b> Investing in a range of new services which offer alternatives to care using enhanced therapeutic and care alternatives, combined with a focus on support networks from extended families keeping families safely together where possible and averting family crises.	-1.200	-1.400	0.100	0.000	<b>-2.500</b>

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
CHS003	<b>Transforming the care market and creating the capacity that we need</b> – Creating and commissioning new care models for children in care – achieving better outcomes and lower costs.	-3.500	-4.000	-1.600	0.000	<b>-9.100</b>
CHS004	Merging existing children looked after transformation savings (CHL049) into new proposals (CHL001-3), which will replace and augment the existing deliverable plans.	1.584	2.000	0.000	0.000	<b>3.584</b>
CHS005	Reverse elements of CHL047 – Cost efficiencies delivered by strategic partnership and joint commissioning with Mental Health services.	0.350	0.000	0.000	0.000	<b>0.350</b>
		<b>-3.766</b>	<b>-4.400</b>	<b>-2.000</b>	<b>0.000</b>	<b>-10.166</b>

## 2.8. **Community and Environmental Services**

Community and Environmental Services (CES) has responsibility for the delivery of a wide range of services; there is no hierarchy as each area has a vital role to play in achieving better outcomes for Norfolk. Whilst our audience is “universal”, many of our services are now focused on supporting the principles and priorities laid out in Norfolk Futures, and in particular, the social care demand management agenda. We can proactively provide information and advice to help people to make better choices that enable them to live fulfilling independent lives.

We continue to provide vital services to ensure that our residents are safe, both in their own homes and when out and about in our County.

In terms of an overall strategy for developing budget proposals, the range of services and outcomes means that a single approach would not be beneficial. Instead, CES is focussing on service redesign broadly following three distinct approaches:

- Cost reduction
- Collaboration
- Development

CES continue to expand opportunities to reduce costs through renegotiating contracts, collaboration of teams within CES and across the organisation and raising additional income.

**Table 6: Community and Environmental Services proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
CES001	<b>Additional efficiencies in staffing and operations</b> to progress the Adult Learning service towards its goal of being cost neutral.	-0.240	0.000	0.000	0.000	<b>-0.240</b>
CES002	<b>Achieving economies of scale in our Customer Service Centre</b> by expanding the services that we deliver.	0.000	-0.100	0.000	0.000	<b>-0.100</b>
CES003	<b>Reviewing</b> processes and operating model to drive further efficiencies within Customer Services.	-0.177	0.000	0.000	0.000	<b>-0.177</b>
CES004	<b>Reducing the costs of our recycling centre contracts.</b>	-0.150	0.000	0.000	0.000	<b>-0.150</b>
CES005	<b>Adjusting our budget for recycling centres</b> in line with predicted waste volumes.	-0.200	0.000	0.000	0.000	<b>-0.200</b>
CES006	<b>Saving money by renegotiating our highways contracts.</b>	-0.250	0.000	0.000	0.000	<b>-0.250</b>
CES007	<b>Saving money by purchasing fire service equipment, rather than leasing it.</b>	-0.250	0.000	0.000	0.000	<b>-0.250</b>
CES008	<b>Reviewing posts in our Culture and Heritage service</b> to ensure that we have the right number of staff with the right mix of skills.	-0.120	0.000	0.000	0.000	<b>-0.120</b>
CES009	<b>Saving money in our post room</b> by reducing staff and the costs of our contracts.	-0.065	0.000	0.000	0.000	<b>-0.065</b>
CES010	<b>Reviewing staffing and vacancies in Trading Standards</b> to ensure that we have the right number of staff with the right mix of skills.	-0.089	0.000	0.000	0.000	<b>-0.089</b>
CES011	<b>Reviewing vacancies in Waste Services</b> to ensure that we have the right number of staff with the right mix of skills.	-0.032	0.000	0.000	0.000	<b>-0.032</b>
CES012	<b>Saving money by maintaining recycling credit payments to Voluntary and Community Groups</b> at 2019-20 levels.	-0.005	0.000	0.000	0.000	<b>-0.005</b>
CES013	<b>Saving money on treating street sweeping arisings</b> by re-procuring our contract.	-0.010	0.000	0.000	0.000	<b>-0.010</b>

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
CES014	<b>Adjusting budget for recycling credits</b> in line with predicted recycling volumes.	-0.008	0.000	0.000	0.000	<b>-0.008</b>
CES015	<b>Saving money by maintaining recycling credit rates to District Councils</b> for some materials at 2019-20 levels.	-0.040	0.000	0.000	0.000	<b>-0.040</b>
CES016	<b>Matching the contribution made by Districts to the Waste Partnership communications budget.</b>	-0.010	0.000	0.000	0.000	<b>-0.010</b>
CES017	<b>Reviewing the operation of Museum catering facilities</b> to make them more commercial.	0.000	-0.035	0.000	0.000	<b>-0.035</b>
CES018	<b>Saving money and increasing income by reviewing Culture and Heritage service room hire arrangements</b> to make more cost effective use of space.	-0.020	0.000	0.000	0.000	<b>-0.020</b>
CES019	<b>Reducing the learning and development budget</b> , to reflect the increase in apprenticeships, e-learning and other on-the-job training.	-0.030	0.000	0.000	0.000	<b>-0.030</b>
CES020	<b>Income generation</b> across various Community and Environmental Services budgets.	-0.209	0.000	0.000	0.000	<b>-0.209</b>
		<b>-1.905</b>	<b>-0.135</b>	<b>0.000</b>	<b>0.000</b>	<b>-2.040</b>

## 2.9. Strategy and Governance

Strategy and Governance teams work collectively to support services to deliver operational excellence. The Department is focused on:

- embedding a new approach and way of working;
- providing strategic direction and clear governance;
- driving change, performance management and innovation; and
- delivering more efficient support to services, managers and staff

The Department's overall strategy reflects work to embed the four principles across the organisation and the approach to developing savings proposals has been based on:

- a **strategic** focus – advise and support the political and managerial leadership of the Council in their strategic role, and ensure effective governance and stewardship of its activities and resources.

- a **service** focus – support and enable transformation change as well as efficiently support operational delivery at departmental and service level.
- a **transactions** focus – provide responsive customer services, while achieving lower costs, through greater use of technology, simpler and more streamlined processes.

**Table 7: Strategy and Governance proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
SGD001	<b>Reviewing staffing and vacancies across Strategy and Governance</b> to make savings by continuing to hold vacancies and seeking more opportunities to bring in project funding for staff, particularly in Strategic Services and Intelligence and Analytics.	-0.320	0.000	0.000	0.000	<b>-0.320</b>
SGD002	<b>Reducing our spending on supplies and services by 5%.</b>	-0.155	0.000	0.000	0.000	<b>-0.155</b>
SGD003	<b>Reducing our spending on ICT.</b>	-0.025	0.000	0.000	0.000	<b>-0.025</b>
		<b>-0.500</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>-0.500</b>

## 2.10. Finance and Commercial Services

Finance and Commercial Services provides capacity to enable the Council to act swiftly, innovatively and effectively in the context of rapid change. The Department is focused on delivering the following key objectives:

- Enhancing financial performance;
- Supporting and training service managers;
- Effective management of property assets to make best use and maximise the return on investments;
- Efficient and effective contract management;
- Providing information which supports good decision making;
- Reducing the costs of our services whilst improving their effectiveness, utilising new technology and implementing smarter ways of working; and
- Rolling out technological infrastructure, improving customer service and saving money.

These objectives have informed the approach to identifying savings proposals which minimise the impact on front line services as set out below.



**Table 8: Finance and Commercial Services proposals**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	2023-24 £m	Total £m
FCS001	Making a <b>one-off saving from our organisational change and redundancy budgets.</b>	-0.500	0.500	0.000	0.000	<b>0.000</b>
FCS002	Recognising <b>additional income forecast from our business rates pilot.</b>	-0.300	0.300	0.000	0.000	<b>0.000</b>
		<b>-0.800</b>	<b>0.800</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>

## 2.11. Council Tax 2020-21

The MTFs as approved by Members in February 2019 assumed a 1.99% increase in council tax for 2020-21. Following the announcement of further flexibility to raise the Adult Social Care (ASC) precept at the Spending Round 2019, it is assumed that the Government is planning for councils to raise council tax by 4% in 2020-21 (reflecting a 2% general increase and 2% from the ASC precept).

The Council's **budget planning will now therefore include an assumption for a 3.99% council tax increase in 2020-21**. Based on current tax base estimates, this would raise approximately £16.318m of additional funding for next year (made up of £8.152m general and £8.166m from the ASC precept). An increase of this level would represent a £54.27 increase in the Norfolk County Council Band D charge to £1,416.51 (increase of £27.11 to core council tax and £27.16 to the ASC precept)

After considering the currently available information, the Section 151 Officer anticipates recommending that Members agree the maximum council tax increase available within the referendum threshold. This reflects the levels of emerging service pressures, consideration of the robustness of the Council's overall 2020-21 budget, and the need to ensure that a resilient budget can be set in future years, taking into account the remaining uncertainty and significant risks around funding in 2021-22 and beyond.

**Table 9: Latest Council Tax assumptions**

	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
General council tax	1.99%	1.80%	2.99%	2.99%	1.99%	1.99%
Adult Social Care precept	2.00%	3.00%	3.00%	0.00%	2.00%	0.00%
<b>Total increase</b>	<b>3.99%</b>	<b>4.80%</b>	<b>5.99%</b>	<b>2.99%</b>	<b>3.99%</b>	<b>1.99%</b>

## 2.12. Public Health

The 2019-20 Public Health Grant is £38.031m. The Spending Round 2019 indicated that Public Health grant would increase by inflation in 2020-21, with subsequent announcements suggesting an additional real terms increase of 1%. It is currently anticipated that any increase in Public Health grant will be required to meet inflationary cost and activity-driven pressures emerging across the services currently provided.

Public Health currently provides £2m of support using grant recurrently across the Council for Public Health related activity, which releases an equivalent saving within departmental budgets.

On the same basis, the Council's MTFs agreed in February assumed that £1.5m of savings within current Public Health budget activity would be identified in both 2020-21 and 2021-22 to enable an additional £3m in total of the Public Health grant to be reallocated to support existing / current activity within service budgets which delivers Public Health outcomes. This releases an equivalent saving within departmental budgets. Following a review of savings plans and the Council's overall funding position, it is proposed that the level of saving to be sought in 2021-22 be reduced by £1m as set out elsewhere in the report. This would result in an overall ongoing £4m of support being provided by Public Health from 2021-22.

The table below provides a summary of the proposed new 2020-21 use of Public Health grant, with the following table summarising how the required savings of £1.5m will be delivered within current Public Health activity.

**Table 10: Proposed use of £1.5m in 2020-21**

Service area	£m	Department
Children's Services 0-5 provision	0.670	Children's Services
Domestic abuse	0.060	Adult Social Services
Community Development Workers	0.300	Adult Social Services
Falls Prevention	0.200	Adult Social Services
Health at Work	0.040	Adult Social Services
Healthwatch	0.100	Community and Environmental Services
Libraries	0.130	Community and Environmental Services
<b>Total</b>	<b>1.500</b>	

**Table 11: Public Health proposals 2020-21**

Reference	Saving Title	2020-21 £m	2021-22 £m	2022-23 £m	Total £m
PHE001	<b>Reviewing staffing and vacancies in public health</b> to reduce budget in line with predicted spend	-0.100	-0.150	0.000	<b>-0.250</b>
PHE002	<b>Adjusting the budget for our Healthy Lifestyles and Stop Smoking services</b> in line with predicted take-up of services	-0.280	0.000	0.000	<b>-0.280</b>
PHE003	<b>Review the sexual health services we commission</b> and work better with providers to make services more efficient and reduce budget in line with predicted spend	-0.056	0.000	0.000	<b>-0.056</b>
	<b>Total savings Public Health grant core budget</b>	<b>-0.436</b>	<b>-0.150</b>	<b>0.000</b>	<b>-0.586</b>
PHE004	<b>Use of reserves</b>	<b>-1.064</b>	<b>-0.350</b>	<b>0.000</b>	<b>-1.414</b>
	<b>Target</b>	<b>-1.500</b>	<b>-0.500</b>	<b>0.000</b>	<b>-2.000</b>

## 2.13. **2020-21 Budget proposals requiring consultation**

Our budget proposals for 2020-21 assume that council tax will increase overall by 1.99%. As in previous years, we are inviting comments on this approach through our consultation hub on Citizen Space. In addition, following the Government's announcements as part of the 2019 Spending Round, we will be consulting on implementing a further 2% increase for the Adult Social Care precept.

We will publish our budget consultation on the Council's online consultation hub, Citizen Space. We will produce large print, downloadable and easy read versions as standard and make any consultation documents available in other formats on request.

As well as alerting key stakeholders to the consultation, we will promote opportunities for people to have their say on our budget proposals and council tax – through the Your Norfolk residents' magazine, news releases, online publications and social media. We will also engage closely with our partners as we further develop the proposals which will have particular implications for them.

Our consultation will take place between October and the end of the year. Consultation feedback on both individual budget proposals and council tax will be available for Cabinet to consider in January. We will also report on the impact assessments we are undertaking.

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

3.1. This paper sets out details of the Council's budget proposals for 2020-21, which will ultimately help to:

- shape service financial planning for the year to come;
- confirm the level of savings to be delivered in 2020-21;
- position the Council to respond positively to announcements made in the Spending Round 2019;
- contribute to the Council setting a balanced budget for 2020-21;
- inform development of the MTFS to 2023-24; and
- assist the Council in managing the significant future uncertainty around the Fair Funding Review, Business Rates Retention, and future funding levels as a whole.

3.2. Work is now underway across the Council to further develop the new saving proposals for implementation in 2020-21, subject to final decisions by Full Council in February 2020. These proposals will impact upon the nature and type of services delivered by the Council, as well as delivering transformation to underlying Council structures and operating models.

## 3.3. **Budget Timetable**

The remaining steps in the budget planning timetable for 2020-21 are set out below.

**Table 12: Detailed Budget Planning Timetable 2020-21**

<b>Activity/Milestone</b>	<b>Time frame</b>
Technical consultation on Local Government Settlement	TBC September 2019?
<b>Cabinet</b> considers full savings proposals and agrees proposals for public consultation	7 October 2019
Public consultation on 2020-21 Budget proposals and council tax options	Mid-October to mid-December 2019
Chancellor's Autumn Budget 2019 – including outcomes of Spending Review	TBC October / November 2019
Reporting to Cabinet as appropriate	November – December 2019
Provisional Local Government Finance Settlement announced including provisional council tax and ASC precept arrangements	TBC 5 December 2019
<b>Cabinet</b> considers outcomes of service and financial planning, EQIA and consultation feedback and agrees revenue budget and capital programme recommendations to County Council	13 January 2020
Final Local Government Finance Settlement	Late January / early February 2020
Scrutiny Committee 2020-21 Budget scrutiny	28 January 2020
Confirmation of District Council tax base and Business Rate forecasts	31 January 2020
<b>County Council</b> agrees Medium Term Financial Strategy 2020-21 to 2022-23, revenue budget, capital programme and level of council tax for 2020-21	17 February 2020

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

- 4.1. The Council is required to set a balanced Budget for 2020-21. The proposals set out within this report support the budget setting process and the setting of council tax for 2020-21. The need to identify savings is driven by both service cost pressures and the wider funding position of local government as set out elsewhere in the report. Taken as a whole, it is anticipated that the assumptions and proposals set out here will provide the Council with the scope to balance the Budget for 2020-21. However, this overall position will need to be kept under review as further announcements are made by Government in respect of the Autumn Budget, and the detailed allocations to local authorities within the Local Government Finance Settlement.

#### **4.2. Robustness of the Budget**

The Executive Director of Finance and Commercial Services is required by section 114 of the Local Government Finance Act 1988 to report to Members if it appears that the expenditure the authority proposes to incur in a financial year is likely to exceed the resources available to it to meet that expenditure. In addition, duties under section 25 of the Local Government Act 2003 establish a requirement to report on the robustness of the estimates made for the purposes of the calculation of the precept (and therefore in agreeing the County Council's budget).

These duties therefore require a professional judgement to be made by the Executive Director of Finance and Commercial Services as the officer ultimately

responsible for the authority's finances. As a result, the Executive Director takes a view of the robustness of the Council's budget across the whole period covered by the Medium Term Financial Strategy and this will be reported to Members as part of the budget setting process in January and February 2020.

Taking this duty into account, along with the considerable uncertainty about funding levels after next year, the Executive Director of Finance and Commercial Services considers that the proposals set out in this report, and the substantial, sustainable savings developed for 2020-21 will help to establish a solid platform for the development of a robust budget in future years.

- 4.3. The Council needs to develop the 2020-21 Budget in a way which offers flexibility to respond to any changes in the wider environment and operating context. This reflects a prudent response to the challenges and uncertainties present in the 2020-21 planning process and will ultimately enable the Council to develop a robust budget for the year.

## **5. Alternative Options**

- 5.1. This report forms part of the framework for developing detailed saving proposals for 2020-21 and at this stage it remains the case that no proposals have been agreed, meaning that a range of alternative options remain open.

In particular, 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 funding or savings between services;
- Considering alternative saving proposals, taking into account the time constraints required to develop proposals, undertake public consultation (where necessary), and meet statutory deadlines for the setting of council tax.
- Changing assumptions within the MTFS (including reducing assumptions about budget pressures or varying the level of council tax) and therefore altering the level of savings required.

Final decisions on the Budget will need to be taken in January and February 2020 informed by Local Government Finance Settlement figures, forecasts supplied by District Councils, and the findings of EQIA and public consultation activity.

The deliverability of all saving proposals will continue to be kept under review by the Section 151 Officer as further detailed implementation plans are developed and up until final budget setting proposals are presented to Cabinet in January 2020.

## **6. Financial Implications**

- 6.1. This paper sets out details of proposals which will contribute to the Council's long-term financial sustainability and the setting of a balanced Budget for 2020-21. This includes the savings which will need to be delivered by each department to contribute to closing the 2020-21 budget gap, subject to formal recommendation by Cabinet in January 2020 for approval by Full Council in February.

In the event that additional budget pressures for 2020-21 emerge through the remainder of budget planning, there may be a requirement to identify further

savings for 2020-21. However, this risk has reduced following the Spending Round announcements described elsewhere in the report. Subject to the final details of the Local Government Finance Settlement and any other associated announcements, there may be some scope for proposals identified for 2020-21 to be deferred to help address the budget gap in 2021-22 and this will need to be kept under review throughout the budget process.

A number of significant financial implications have been described throughout the report.

## **7. Resource Implications**

### **7.1. Staff:**

A number of the specific proposals set out in this report will have various staffing implications and staff consultation will therefore need to be undertaken as appropriate as the proposals are further developed through the budget planning process.

### **7.2. Property:**

A number of the specific proposals set out in this report will have various property implications including further disposal and rationalisation of certain properties. Consultation and engagement will therefore need to be undertaken as appropriate as the proposals are further progressed. In addition, existing saving plans include activities linked to property budgets and assumptions around levels of capital receipts to be achieved.

### **7.3. IT:**

A number of the specific proposals set out in this report will have various IT implications, including the development, implementation and exploitation of new systems and approaches. Existing saving plans include activities linked to IMT budgets.

## **8. Other Implications**

### **8.1. Legal Implications:**

None specifically identified. This report forms part of the process to enable the Council to set a legal and balanced budget for 2020-21. Specific legal considerations apply to the requirements around the setting of council tax and undertaking public consultation and these will be addressed as part of that process.

### **8.2. Human Rights implications**

None identified.

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

Equality issues were considered in the Equality Impact Assessment of the 2019-20 Budget. A public consultation process on the Budget is proposed as set out elsewhere in this report. As in previous years, this public consultation will inform Equality and Rural Impact Assessments in respect of both new 2020-21 Budget proposals and the Council's Budget as a whole, prior to Member decision-making in January and February 2020.

No specific Equality Impact Assessment has been undertaken in respect of this report.

8.4. **Health and Safety implications**

None identified.

8.5. **Sustainability implications**

None identified.

8.6. **Any other implications**

Significant issues, risks, assumptions and implications have been set out throughout the report.

**9. Risk Implications/Assessment**

9.1. A number of risks have been set out throughout this report. Significant risks around budget setting were also detailed in the 2019-20 budget papers to County Council and these will continue to apply in 2020-21.

9.2. In spite of recent announcements, there remains some uncertainty about the level of funding for 2020-21 and in particular any reduction that will be faced in 2021-22. Any over-identification of savings for 2020-21 will support in addressing the 2021-22 saving gap.

9.3. The Council's Corporate Risk Register provides a full description of corporate risks, including corporate level financial risks, mitigating actions and the progress made in managing the level of risk. A majority of risks, if not managed, could have significant financial consequences such as failing to generate income or to realise savings. These Corporate risks include:

- RM002 - The potential risk of failure to manage significant reductions in local and national income streams.
- RM006 - The potential risk of failure to deliver our services within the resources available over the next 3 years commencing 2018-19 to the end of 2020-21.

9.4. Chief Officers have responsibility for managing their budgets within the amounts approved by County Council. Chief Officers will take measures throughout the year to reduce or eliminate potential over-spends.

**10. Select Committee comments**

10.1. None identified at this point.

**11. Recommendation**

11.1. Cabinet considers the recommendations as set out in the Executive Summary.

**12. Background Papers**

12.1. Caring for our County, the vision for Norfolk: [Link](#)  
Together, For Norfolk – an ambitious plan for our County 2019-2025: [Link](#)  
County Council Budget 2019-20, 11 February 2019: [Link](#)  
Budget Book 2019-20: [Link](#)  
Strategic and Financial Planning – Business Planning and Budget  
2020-21, 20 May 2019 Cabinet Paper (Item 9): [Link](#)  
Finance Monitoring Report 2019-20 (on this agenda)

## Officer Contact

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

**Officer name:** Titus Adam

**Tel No.:** 01603 222806

**Email address:** [titus.adam@norfolk.gov.uk](mailto:titus.adam@norfolk.gov.uk)



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



# Report to Cabinet

Item No 16

<b>Report title:</b>	<b>Notifications of Exemptions Under Contract Standing Orders</b>
<b>Date of meeting:</b>	7 October 2019
<b>Responsible Cabinet Member:</b>	<b>Cllr Andrew Jamieson (Cabinet Member for Finance)</b>
<b>Responsible Director:</b>	<b>Simon George, Executive Director of Finance</b>
<b>Is this a key decision?</b>	<b>No</b>

## Introduction from Cabinet Member

Contract standing orders require that all exemptions to standing orders granted for the award of contracts valued in excess of £250,000 are reported to Cabinet.

The report sets out all such exemptions up to 19 September 2019

## Recommendations:

**As required by paragraph 10.b of Contract Standing Orders, Cabinet is asked to note the exemptions over £250,000 that have been granted under paragraph 10.a.ii of those orders by the Head of Procurement and Chief Legal Officer in consultation with the Leader of the Council.**

<b>Supplier</b>	<b>Value, term and ref</b>	<b>Short description of Contract and Reason for Exemption</b>	<b>Date seen by the Chairman of Policy and Resources Committee</b>
Psychology Direct	£270,000 – 21/01/2019 to 31/08/2021. EX53211	Educational Psychologist (EP) Agency for Children's Services assessments under the 2014 Children and Families Act. The Principal Educational Psychologist (PEP) has been unable to recruit to permanent vacant EP posts due to a national shortage of staff. All local and national attempts to secure individual locum EPs have been exhausted and there have been discussions with several agencies. The PEP has taken views from colleagues in other counties where they have used agencies and on the basis of their experiences has concluded that in terms of pricing structure, quality of work,	17 January 2019

		flexibility and professionalism that Psychology Direct (PD) offer the best solution to meet needs. PD is an agency that contracts qualified and experienced EPs. They have worked successfully with other LAs including Calderdale, Suffolk and Surrey.	
Oracle Corporation UK Limited	£1,336,000 – 05/04/2019 to 04/04/2021. EX53252	<p>E-Business suite - NCC's core Finance, Procurement, HR and Payroll system. NCC cannot function as an organisation without this system. A process of replacing the system is under way.</p> <p>The council owns software licences but must pay for maintenance and support. Only Oracle is in a position to provide such support, as it owns the intellectual property in the software code.</p> <p>By signing up for 2 years NCC has saved £26,969 under a national public sector memorandum of understanding. The council could not exit Oracle E-Business Suite in less than 2 years in any case.</p>	4 February 2019

## Officer Contact

If you have any questions about matters contained or want to see copies of any assessments, e.g. equality impact assessment, please get in touch with:

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

**Officer Name:**  
Al Collier

**Tel No:**  
01603 223372

**Email address:**  
al.collier@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

### Record of Cabinet Member decision

**Responsible Cabinet Member:**

Cllr Andy Grant – Cabinet Member for Environment and Waste

**Background and Purpose:**

Norfolk County Council, as Minerals and Waste Planning Authority, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan which forms the basis for determining any relevant planning applications that are lodged with the authority. The provision of a steady and adequate supply of minerals and the management of waste constitute essential infrastructure to support the economic development of the county.

The background to the Preferred Options consultation stage of the Minerals and Waste Local Plan Review was detailed in the report to Cabinet on 5 August 2019. The recommendation to publish the Preferred Options document for a six-week public consultation was approved at the Cabinet meeting. The draft document is available at: [Norfolk Minerals and Waste Local Plan Review](#).

At their 5 August 2019 meeting, Cabinet also approved the recommendation to delegate responsibility to the Cabinet Member for Environment and Waste (in consultation with the Executive Director of CES) to make minor corrections and non-material changes to the consultation document that are identified prior to publication, if required.

Since the Cabinet meeting, some minor corrections and non-material changes to the Preferred Options document have been identified and are detailed in Appendix 1 to this report. It is recommended that the corrections and changes in Appendix 1 are made to the Preferred Options consultation document prior to publication, in accordance with one of the agreed recommendations from the Cabinet meeting.

**Decision:** To agree to the minor corrections and non-material changes to the Preferred Options consultation document that are detailed in Appendix 1 to the report.

**Is it a key decision?**

**No**

**Is it subject to call in?**

**Yes**

**If Yes – Deadline for Call in**

**4pm - Monday 2 September 2019.**

**Impact of the Decision:**

Making the proposed minor corrections and non-material changes to the Preferred Options consultation document (detailed in Appendix 1 to this report) will enable the Preferred Options document to be factually correct and will include an additional reason why site MIN 23 at Beeston is unsuitable for allocation, in accordance with the consultation response made by the

Highway Authority.
<p><b>Evidence and reason for the decision:</b></p> <p>All the proposed changes are supported by one or more of the following: National Planning Policy, written submissions from statutory consultees or Norfolk County Council's spatial data.</p>
<b>Alternative options considered and rejected:</b> None
<p><b>Financial, Resource or other implications considered:</b></p> <p>There are no financial or resource implications associated with this decision.</p> <p>It is not considered that the human rights of local residents or the owners of the proposed allocation sites would be infringed by the minor corrections and non-material changes proposed to be made to the Preferred Options Consultation document.</p> <p>The Council's planning functions are subject to Equality Impact Assessments. The Preferred Options version of the M&amp;WLP is a consultation document and the consultation will be carried out in accordance with the adopted Statement of Community Involvement, therefore no EqlA issues have been identified at this stage. The Pre-Submission version of the M&amp;WLP, which will contain the planning policies and mineral extraction sites/areas for allocation, will be subject to a full EqlA which will be published at that stage. Any sites allocated in the M&amp;WLP will also need to apply for and be granted planning permission before they are able to operate and an EqlA will be carried out at the planning application stage.</p> <p>The legal compliance of the Minerals and Waste Local Plan will form part of the examination carried out by an independent Planning Inspector in 2021.</p> <p>There are no Health and Safety implications associated with this decision.</p> <p>Sustainability Implications: The environmental implications of the M&amp;WLPR are formally assessed as part of the review process, through the Sustainability Appraisal (which includes a Strategic Environmental Assessment) and a Habitats Regulations Assessment. The Draft Sustainability Appraisal Report and the Draft Habitats Regulations Assessment will not be affected by the minor corrections and non-material changes proposed to be made to the Preferred Options Consultation document.</p>
<b>Record of any conflict of interest:</b> None
<p><b>Background Documents:</b></p> <ul style="list-style-type: none"> <li>• Report considered by the Infrastructure and Development Select Committee meeting on 17 July 2019</li> <li>• Report considered by the Cabinet meeting on 5 August 2019</li> <li>• Norfolk Minerals and Waste Local Plan Review (draft Preferred Options Consultation) (2019)</li> <li>• Norfolk Minerals and Waste Local Plan Review (Initial Consultation) (2018)</li> <li>• Norfolk Minerals and Waste Local Plan Review (Draft Sustainability Appraisal Report) (2019)</li> <li>• Norfolk Minerals and Waste Local Plan Review – Draft Habitats Regulations Assessment (Task 1) (2019)</li> <li>• Waste Management Capacity Assessment 2017 (2019)</li> <li>• (available at Norfolk Minerals and Waste Local Plan Review webpage:</li> </ul>

Norfolk Minerals and Waste Local Plan Review

<b>Date of Decision:</b>	<b>20/08/2019</b>
<b>Publication date of decision:</b>	<b>20/08/2019</b>
<b>Signed by Cabinet member:</b>  I confirm that I have made the decision set out above, for the reasons also set out  <b>Signed      Cllr Andy Grant</b>  <b>Print name Cllr Andy Grant</b>  <b>Date            20/08/2019</b>	
<b>Accompanying Documents:</b> Appendix 1	

# Report to Cabinet Member for Environment and Waste

Item No.

<b>Report title:</b>	<b>Norfolk Minerals and Waste Local Plan Review - Preferred Options Consultation</b>
<b>Date of meeting:</b>	<b>N/A</b>
<b>Responsible Cabinet Member:</b>	<b>Cllr Andy Grant</b>
<b>Responsible Director:</b>	<b>Tom McCabe – Executive Director of Community and Environmental Services</b>
<b>Is this a key decision?</b>	<b>No</b>

## Executive Summary

Norfolk County Council, as Minerals and Waste Planning Authority, has a statutory duty to produce and maintain an up-to-date Minerals and Waste Local Plan which forms the basis for determining any relevant planning applications that are lodged with the authority. The provision of a steady and adequate supply of minerals and the management of waste constitute essential infrastructure to support the economic development of the county.

A review of the current Norfolk Minerals and Waste Plan is being carried out to ensure that the policies within them remain up to date, to extend the Plan period from 2026 to 2036 and to consolidate them into one Norfolk Minerals and Waste Local Plan (M&WLP). This process is the Minerals and Waste Local Plan Review which will include two public consultation stages and a formal representations period prior to the submission of the M&WLP to the Secretary of State for examination.

The first public consultation stage, called the 'Initial Consultation' took place in summer 2018. The responses received have been considered in the production of the second public consultation document, the 'Preferred Options'.

A report was taken to Cabinet on 5 August 2019 with the recommendation to publish the Preferred Options document for a six-week public consultation. This recommendation was approved by Cabinet. The draft document is available at: [Norfolk Minerals and Waste Local Plan Review](#). Since the Cabinet meeting, some minor corrections and non-material changes to the Preferred Options document have been identified and are detailed in Appendix 1 to this report. This report recommends that the corrections and changes in Appendix 1 are made to the Preferred Options consultation document prior to publication, in accordance with one of the agreed recommendations from the Cabinet meeting of 5 August 2019.

## Recommendations

**To agree to the minor corrections and non-material changes to the Preferred Options consultation document that are detailed in Appendix 1 to this report.**

## 1. Background and Purpose

- 1.1. The background to the Preferred Options consultation stage of the Minerals and Waste Local Plan Review was detailed in the report to Cabinet on 5 August 2019. The recommendation to publish the Preferred Options document for a six-week public consultation was approved at the Cabinet meeting. The draft

document is available at: [Norfolk Minerals and Waste Local Plan Review](#).

- 1.2. At their 5 August 2019 meeting, Cabinet also approved the recommendation to delegate responsibility to the Cabinet Member for Environment and Waste (in consultation with the Executive Director of CES) to make minor corrections and non-material changes to the consultation document that are identified prior to publication, if required.

## **2. Proposals**

- 2.1. Since the Cabinet meeting on 5 August 2019, some minor corrections and non-material changes to the Preferred Options document have been identified and are detailed in Appendix 1 to this report. It is recommended that the corrections and changes in Appendix 1 are made to the Preferred Options consultation document prior to publication, in accordance with one of the agreed recommendations from the Cabinet meeting.

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

- 3.1. Making the proposed minor corrections and non-material changes to the Preferred Options consultation document (detailed in Appendix 1 to this report) will enable the Preferred Options document to be factually correct and will include an additional reason why site MIN 23 at Beeston is unsuitable for allocation, in accordance with the consultation response made by the Highway Authority.

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

- 4.1. All the proposed changes are supported by one or more of the following: National Planning Policy, written submissions from statutory consultees or Norfolk County Council's spatial data.

## **5. Alternative Options**

- 5.1. None

## **6. Financial Implications**

- 6.1. None. The financial implications of the Minerals and Waste Local Plan Review were included in the Cabinet report of 5 August 2019 and will not be affected by the minor corrections and non-material changes proposed to be made to the Preferred Options Consultation document.

## **7. Resource Implications**

- 7.1. **Staff:**

N/A

- 7.2. **Property:**

N/A

- 7.3. **IT:**

N/A

## **8. Other Implications**

- 8.1. **Legal Implications:**

The Minerals and Waste Local Plan Review process must be carried out in accordance with the 2004 Act and other relevant planning legislation. The legal compliance of the Plan will form part of the examination carried out by an Independent Planning Inspector in 2021.

- 8.2. **Human Rights implications**

The human rights of the local residents are engaged under Article 8, the right to respect for private and family life and Article 1 of the First Protocol, the right of enjoyment of property. When adopted, the policies within the Minerals and Waste Local Plan will be used in the determination of planning applications for minerals extraction and associated development and for waste management

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

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

8.4. However, it is not considered that the human rights of local residents or the owners of the proposed allocation sites would be infringed by the minor corrections and non-material changes proposed to be made to the Preferred Options Consultation document.

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

The Council's planning functions are subject to Equality Impact Assessments. The Preferred Options version of the M&WLP is a consultation document and the consultation will be carried out in accordance with the adopted Statement of Community Involvement, therefore no EqIA issues have been identified at this stage. The Pre-Submission version of the M&WLP, which will contain the planning policies and mineral extraction sites/areas for allocation, will be subject to a full EqIA which will be published at that stage. Any sites allocated in the M&WLP will also need to apply for and be granted planning permission before they are able to operate and an EqIA will be carried out at the planning application stage.

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

None

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

The environmental implications of the M&WLPR are formally assessed as part of the review process, through the Sustainability Appraisal (which includes a Strategic Environmental Assessment) and a Habitats Regulations Assessment. Both of these assessments must be carried out in accordance with the relevant legislation and include formal consultation stages. A Draft Sustainability Appraisal Report and a Draft Habitats Regulations Assessment (Task 1) have been produced to accompany the Preferred Options Consultation [available at: [Norfolk Minerals and Waste Local Plan Review](#)]. The Draft Sustainability Appraisal Report and the Draft Habitats Regulations Assessment will not be affected by the minor corrections and non-material changes proposed to be made to the Preferred Options Consultation document.

8.8. **Any other implications**

None

**9. Risk Implications/Assessment**

9.1. There are some factual errors in the draft Preferred Options consultation document that was approved by Cabinet on 5 August 2019. Therefore, this report requests approval to make the minor corrections and non-material changes to the Preferred Options document that are detailed in Appendix 1. The level of risk associated with consulting on the agreed version of the Preferred Options document without the corrections is low, but it would be preferable to make the changes listed in Appendix 1. Cabinet agreed to delegate responsibility to the Cabinet Member for Environment and Waste (in consultation with the Executive Director CES) to make minor corrections and non-material changes to the consultation document that are identified prior to publication, if required and therefore the risk associated with making these proposed changes is low as they are in accordance with the Cabinet recommendation.

**10. Select Committee comments**

10.1. N/A



## **11. Recommendation**

- 11.1. **To agree to the minor corrections and non-material changes to the Preferred Options consultation document that are detailed in Appendix 1 to this report.**

## **12. Background Papers**

- 12.1. Report considered by the Infrastructure and Development Select Committee meeting on 17 July 2019  
Report considered by the Cabinet meeting on 5 August 2019  
Norfolk Minerals and Waste Local Plan Review (draft Preferred Options Consultation) (2019)  
• Norfolk Minerals and Waste Local Plan Review (Initial Consultation) (2018)  
• Norfolk Minerals and Waste Local Plan Review (Draft Sustainability Appraisal Report) (2019)  
• Norfolk Minerals and Waste Local Plan Review – Draft Habitats Regulations Assessment (Task 1) (2019)  
• Waste Management Capacity Assessment 2017 (2019)  
• (available at Norfolk Minerals and Waste Local Plan Review webpage: [Norfolk Minerals and Waste Local Plan Review](#))

## **Officer Contact**

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

**Officer name :** Caroline Jeffery

**Tel No. :** 01603 222193

**Email address :** [Caroline.jeffery@norfolk.gov.uk](mailto:Caroline.jeffery@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 – List of proposed changes

Where applicable, deleted text is shown struck through ~~deleted~~ and new text is shown as red and underlined New

Section / Paragraph	Paragraph	Page number	Proposed change	Reason for change
Contents page	N/A	3	Add site MIN 213 into the list of contents	Factual correction
Implementation, monitoring and review table	'landbank for carstone' indicator row	90	Amend the target to state "Maintenance of at least a <del>7-year</del> <u>10-year</u> landbank for carstone..."	Factual correction to be in accordance with the NPPF.
MIN 51 & MIN 13 – land west of Bilney Road Beetley	Paragraph M51.17 Hydrology	112	Delete the sentence "However, there are no groundwater Source Protection Zones within the proposed site" and replace it with the following sentence: " <u>The site is within groundwater Source Protection Zone 3.</u> "	Factual correction [this does not change the conclusion that the sites are suitable to allocate]
MIN 08 – land north of Stoney Lane, Beetley	Paragraph M8.15 Hydrology	115	Amend the following sentence to delete the word 'partly' as follows: "The site is <del>partly</del> within groundwater Source Protection Zone 3."	Factual correction [this does not change the conclusion that the site is not suitable to allocate]
MIN 23 – land north of Back Lane, Beeston	Paragraph M23.20 Conclusion	117	Add a new bullet point to the conclusion as follows: " <u>The Highway Authority have stated that HGV access onto the Mileham Road would not be acceptable as the road is sub-standard with poor visibility at the junction.</u> "	To include the Highway Authority's objection as an additional reason why the site is unsuitable to allocate. [this does not change the conclusion that the site is not suitable to allocate]
MIN 37 – land east of Coltishall Road, Buxton	Paragraph M37.4	154	Amend the sentence about Scheduled Monuments to state that Mayton Bridge is 0.92km away (instead of 0.92m away as stated currently).	Factual correction [this does not change the conclusion that the site is suitable to allocate]
MIN 32 – land west of Lime Kiln Road, West Dereham	Paragraph 32.12 Geodiversity	215	Add the following new sentence to the paragraph: " <u>The site consists of Lowestoft Formation-diamicton, overlying West Melbury Marly Chalk Formation – chalk.</u> "	Factual correction to include missing information on geodiversity

Section / Paragraph	Paragraph	Page number	Proposed change	Reason for change
				[this does not change the conclusion that the site is not suitable to allocate]
SIL 01 – land at Mintlyn South Bawsey	Paragraph S1.3	222	Amend the existing paragraph as follows: “The site is set within a landscape which has evidence of former settlements. <u>The nearest Listed Building is ‘the font against south façade of Whitehouse Farmhouse’ (Grade II) which is 302m away.</u> The <del>nearest Listed Building is the</del> Ruins of Church of St Michael (Grade II*) <u>Listed Building</u> <del>which</del> is just under 650 metres to the west of site SIL01. The majority of the site is screened from the ruins of the Church of St Michael by established woodland. Any future planning application would need to consider whether additional screening would be required for the southern part of the site to ensure that the setting of the church is not affected. There are 13 Listed Buildings within 2km of the site. <u>The site is 1.24km from the nearest Scheduled Monument, which is the ‘Moated site in Crow’s Wood’.</u> <del>The site is just under 1.4km from the nearest Scheduled Monument, Remains of St James’ Church and surrounding Saxon and Medieval Settlement.</del> There are three Scheduled Monuments within 2km of the site.” The rest of this paragraph is to remain as existing.	Factual correction [this does not change the conclusion that the site is suitable to allocate]
AOS F – land to the north of Stow Bardolph	Paragraph F.4	231	Delete the following existing sentence: “The AoS is 385m from the nearest Listed Building, The Cottage (Grade II)” and replace it with the following new sentence: <u>“The AoS is 245m from the nearest Listed Building which is the North Lodge to Stow Hall (Grade II).”</u>	Factual correction [this does not change the conclusion that the area of search is suitable to allocate]
AOS J – land to the east of Tottenhill	Paragraph J.5 Historic Environment	239	Amend the sentence on Scheduled Monuments as follows: “There are <del>two</del> <u>three</u> Scheduled Monuments within 2km of the AoS boundary; the AoS is approximately 1.2km from the motte and bailey castle in Wormegay village, and	Factual correction [this does not change the conclusion that the area of search is suitable to allocate]

Section / Paragraph	Paragraph	Page number	Proposed change	Reason for change
			1.6km from the site of Wormegay Priory <u>and 1.74km from the village cross at Wormegay.</u>	
Appendix 10 – Proposed waste management sites WS3 Land at Atlas Works, Norwich Road, Lenwade	Paragraph WS3.16	334	Amend the number for County Wildlife Site 'Great Witchingham Common' to CWS 1323.	Factual correction
Appendix 10 – Proposed waste management sites WS4 – land off Long Lane, Ludham,	Site characteristics	336	Amend the second sentence in the seventh bullet point as follows: “ <del>At least part of the site</del> benefits from a historic planning permission for storage of civil engineering plant and processing of materials as an extension of a civil engineering depot, <del>but the planning status of the whole site is uncertain.</del> ”	Factual update to take into account new information that shows that the whole site is subject to an existing planning permission. [this does not change the conclusion that the site is not suitable to allocate]
Appendix 10 – Proposed waste management sites WS4 – land off Long Lane, Ludham	Paragraph WS4.19	339	Delete the second bullet point of this paragraph regarding the extant planning permissions.	Factual update to take into account new information that shows that the whole site is subject to an existing planning permission. [this does not change the conclusion that the site is not suitable to allocate]
Appendix 11 – Glossary Paragraph on the National Planning Policy Framework (NPPF)		353	Amend the paragraph on the NPPF to state that the most recent version was published in February 2019 (instead of July 2018 as currently stated).	Factual correction

## Norfolk County Council

### Record of Cabinet Member decision

<b>Responsible Cabinet Member:</b> Cllr Andrew Proctor, Leader of the Council	
<b>Background and Purpose:</b> To amend the governance arrangements of Norse Group Ltd	
<b>Decision:</b> <ul style="list-style-type: none"> <li>i) To appoint three (3) Non-Executive Directors to the Norse Board</li> <li>ii) To agree that once appointed, the new Chief Financial Officer of the Norse Group will be appointed as an Executive Director, with one vote</li> <li>iii) To amend the voting arrangements so that Non-Executive Directors appointed by Norfolk County Council who are also members or officers of Norfolk County Council shall have 4 votes each, and all other Directors shall have 1 vote each</li> </ul>	
Is it a key decision?	No
Is it subject to call in?	Yes
If Yes – Deadline for Call in	4pm, Monday 2 September 2019
<b>Impact of the Decision:</b> This will improve the governance arrangements of the Norse Board, strengthening the skills and experience available to the Board, and ensuring that the Council as sole shareholder retains majority voting rights on the Board	
<b>Evidence and reason for the decision:</b> This decision will bring valuable additional skills and experience to the Norse Board.	
<b>Alternative options considered and rejected:</b> It has been considered whether only to appoint the two Non-Executive Directors originally approved by the Policy & Resources Committee on 25.03.19. This has been rejected because the field of candidates was very strong, and it is considered that the combination of skills and experience from the three people will be fundamental in supporting future development of Norse. It was considered whether the voting arrangements should remain as they previously were, but this would mean that the Directors who are	

<p><b>officers and members of the Council could be outvoted by the other Directors, which is inappropriate given that the Council is the sole shareholder.</b></p>	
<p><b>Financial, Resource or other implications considered:</b>  <b>There will be a financial implication for the Norse Board, which will be paying allowances to three Non-Executive Directors instead of the two originally agreed to be appointed by the Policy &amp; Resources Committee. There is sufficient budget availability to do this, and the additional cost is considered justified by the expertise that the Non-Executive Directors will bring to the Board.</b></p>	
<p><b>Record of any conflict of interest:</b>  <b>None</b></p>	
<p><b>Background Documents:</b>  <b>None</b></p>	
<b>Date of Decision:</b>	<b>21 August 2019</b>
<b>Publication date of decision:</b>	<b>22 August 2019</b>
<p><b>Signed by Cabinet member:</b></p> <p>I confirm that I have made the decision set out above, for the reasons also set out</p> <p><b>Signed      Cllr Andrew Proctor</b></p> <p><b>Print name   Cllr Andrew Proctor</b></p> <p><b>Date           21 August 2019</b></p>	
<p><b>Accompanying Documents:</b></p>	

## Report to Cabinet Member

<b>Report title:</b>	<b>Norse Governance Proposals</b>
<b>Date of meeting:</b>	
<b>Responsible Cabinet Member</b>	<b>Cllr Andrew Proctor Leader of the Council</b>
<b>Responsible Director:</b>	<b>Simon George Executive Director of Finance &amp; Commercial Services</b>
<b>Is this a key decision?</b>	<b>No</b>

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

On 25.03.19 the Policy & Resources Committee agreed the appointment of two independent Non-Executive Directors, with one vote each, to strengthen the Norse Board. After a rigorous external recruitment exercise, with over ninety applicants, twelve candidates were interviewed. The quality of the field exceeded expectations and the interviewing panel agreed that it would be beneficial to appoint the final three candidates. Given the scale and complexity of the Norse group and its ambitions to grow further it was felt that the range of skills and experience they bring would greatly enhance the future development of Norse. This decision seeks authority to appoint three Non-Executive Directors instead of the two originally authorised by the Policy & Resources Committee.

This decision would mean that the Board would consist of:

- two Non-Executive Directors who are required to be members or officers of Norfolk County Council, currently with three votes each;
- two Executive Directors with one vote each;
- three Non-Executive Directors with one vote each.

It is also intended that the new Chief Financial Officer, once recruited, will be appointed to the Norse Board. There would then be three Executive Directors with one vote each, and three independent Non-Executive Directors with one vote each, a total of six votes, equal to the six votes of the two Non-Executive Directors who are members or officers of Norfolk County Council. As this would result in potential voting deadlock, it is recommended that the votes for each Non-Executive Director who is a member or officer of Norfolk County Council should be increased to four votes. This would also assist with Teckal compliance. If agreed this will be confirmed by special resolution of Norse Group Ltd.

### **Recommendations**

- i) **To appoint three (3) Non-Executive Directors to the Norse Board**
- ii) **To agree that once appointed, the new Chief Financial Officer of the Norse Group will be appointed as an Executive Director, with one vote**
- iii) **To amend the voting arrangements so that Non-Executive Directors appointed by Norfolk County Council who are also members or officers of Norfolk County Council shall have 4 votes each, and all other Directors shall have 1 vote each**

## 1. **Background and Purpose**

On 25.03.19 the Policy & Resources Committee agreed the appointment of two independent Non-Executive Directors, with one vote each, to strengthen the Norse Board. It is considered that this appointment would increase the range of skills and experience on the Board, particularly bringing in additional commercial expertise, to assist the Group with its future development.

The field of applicants was exceptionally strong, attracting more than ninety applicants, and a final twelve high calibre candidates being interviewed.

## 2. **Proposals**

The interviewing panel considered that the final three candidates would, between them, bring an exceptional range of skills and experience, that would be highly beneficial to the Norse Board.

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

The proposal will increase the number of independent Non-Executive Directors to three, and amend the voting rights of all of the Directors to maintain the majority vote with the Non-Executive Directors who are members or employees of Norfolk County Council.

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

The decision will bring valuable additional skills to the Norse Board.

## 5. **Alternative Options**

An alternative option is to appoint two independent Non-Executive Directors as originally envisaged. This was rejected because the final three have a wider range of skills and experience than would be available from any two of them.

## 6. **Financial Implications**

The financial implication will be an additional annual allowance of £20,000 plus expenses, in addition to the two allowances originally authorised. This will be payable by the Norse Group and will not have any direct financial implications for the Council.

## 7. **Resource Implications**

7.1 **Staff:** None

7.2 **Property:** None

7.3 **IT:** none

## 8. **Other Implications**



- 8.1 **Legal Implications:** None
- 8.2 **Human Rights implications:** None

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

Not applicable

8.4 Any other implications

Officers have considered all the implications which members should be aware of. Apart from those listed in the report there are no other implications to take into account.

9. **Risk Implications/Assessment**

- 9.1 Not appropriate

10. **Select Committee Comments**

- 10.1 Not applicable

11. **Recommendation**

- 11.1 To appoint three (3) Non-Executive Directors to the Norse Board
- 11.2 To agree that once appointed, the new Chief Financial Officer of the Norse Group will be appointed as an Executive Director, with one vote
- 11.3 To amend the voting arrangements so that Non-Executive Directors appointed by Norfolk County Council who are also members or officers of Norfolk County Council shall have 4 votes each, and all other Directors shall have 1 vote each

**Background Papers**

None

**Officer Contact**

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

**Helen Edwards**  
**01603 223415**  
**Helen.edwards2@norfolk.gov.uk**



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

## Norfolk County Council

### Record of Cabinet Member decision

<b>Responsible Cabinet Member:</b> The Cabinet Member for Commercial Services and Asset Management- Cllr Greg Peck							
<b>Background and Purpose:</b>  <b>The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase of a house in King's Lynn area for use as Semi Independent Accommodation.</b>  At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.							
<b>Decision:</b>  <b>To approve the purchase of a house in King's Lynn area for use as Semi-Independent Accommodation</b> <table border="1"> <tr> <td>Is it a key decision?</td><td>No</td></tr> <tr> <td>Is it subject to call in?</td><td>Yes</td></tr> <tr> <td>If Yes – Deadline for Call in</td><td>4pm Thursday 19 September</td></tr> </table>		Is it a key decision?	No	Is it subject to call in?	Yes	If Yes – Deadline for Call in	4pm Thursday 19 September
Is it a key decision?	No						
Is it subject to call in?	Yes						
If Yes – Deadline for Call in	4pm Thursday 19 September						
<b>Impact of the Decision:</b> The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the "Safer Children & Resilient Families" work stream's focusing on placement choice and a commitment to secure better semi-independence for young care leavers.							

**Evidence and reason for the decision:**

The proposed acquisition is in respect of a residential property in the King's Lynn area, the full address is included in an exempt report as is to remain confidential. It is a four-bedroom detached property, located north of King's Lynn.

The building immediately gave a positive impression from a service perspective, having been maintained and upgraded to a high standard, with large rooms and rear garden.

Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

Given the condition of the property, the scope of additional works needed for service use is relatively limited. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.

A condition survey will be undertaken by Norse prior to exchange of, to identify any significant grounds for concern and as a lead in to programme of works expected.

**Alternative options considered and rejected:**

Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

**Financial, Resource or other implications:**

The purchase price was negotiated and agreed at £313,000.

The County Council will be responsible for its own professional fees which are estimated to be approximately £30,000, including Stamp Duty Land Tax.

In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to £24,000

It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £4500.

**Record of any conflict of interest: N/A****Background Documents:**

Children's Services Committee, Semi-independent Accommodation & Support for 16–17-year-old Looked After Children, 22<sup>nd</sup> May 2018

Policy & Resources Committee Report - 6 February 2017	
<b>Date of Decision:</b>	<b>11 September 2019</b>
<b>Publication date of decision:</b>	<b>12 September 2019</b>
<b>Signed by Cabinet member:</b>  I confirm that I have made the decision set out above, for the reasons also set out  <b>Signed:       Greg Peck</b>  <b>Print name: Greg Peck</b>  <b>Date:           11 September 2019</b>	
<b>Accompanying Documents:</b> Report of the Executive Director of Finance and Commercial Services Exempt report setting out offer and address	

# Report to Cabinet Member

Item No.

<b>Report title:</b>	<b>Acquisition of House in King's Lynn area for Semi Independent Accommodation</b>
<b>Date of meeting:</b>	<b>Not applicable</b>
<b>Responsible Cabinet Member:</b>	<b>Cllr G Peck Cabinet Member for Commercial Services and Asset Management</b>
<b>Responsible Director:</b>	<b>Simon George Executive Director of Finance and Commercial Services</b>
<b>Is this a key decision?</b>	<b>No</b>
<p><b>Executive Summary/Introduction from Cabinet Member</b></p> <p>Childrens Services Committee have been allocated £5million capital funding which is to be used to secure up to 11 properties in geographical locations across the county, to improve sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation.</p> <p>As part of the project, a house in the King's Lynn area has been identified as a suitable property to purchase to meet the requirements of Childrens Services.</p> <p><b>Recommendations:</b>  <b>The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.</b></p>	

## 1. Background and Purpose

- 1.1. At Policy & Resources Committee on 6 February 2017 there was agreement to allocate £5million capital funding to support the purchasing and renovation of properties that would enable Children's Services to improve the sufficiency of accommodation for 16 and 17-year olds, through having greater control over the quality of semi-independent accommodation and ensuring that young people within semi-independent accommodation are appropriately supported.
- 1.2 Childrens Services Committee on 22 May 2018 agreed that the allocated capital budget is used to secure properties in geographical locations across the county, through a mix of renovation of existing Norfolk County Council properties and the purchase of further properties.
- 1.3 A project team has been established, led by the Children's Services Service Development Manager (Placements & Sufficiency), working closely with the Corporate Property Team, and overseen by a recently established project group chaired by an Assistant Director in Children's Services. The team are focused on

bringing up to 11 additional semi-independent accommodation units to operational delivery.

## **2. Proposals**

- 2.1 The proposed acquisition is in respect of a residential property in the King's Lynn area, the full address is included in an exempt report as is to remain confidential. It is a four-bedroom detached property, located north of King's Lynn.
- 2.2 The house was identified after a search of potentially suitable houses with four or more bedrooms with two reception rooms in the King's Lynn area, to allow use by up to four young people. This search was based on criteria such as the location and layout of the properties in terms of their suitability for the service requirements, with a focus on their risk profile.
- 2.3 Given the condition of the property, the scope of additional works needed for service use was relatively limited. On the ground floor, there is a reception room which can be used as an office for staff if required; the first floor offers 4 bedrooms. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.
- 2.4 Two Local Members have been consulted on this matter, one confirms they are supportive of the project, the other has made no comment.
- 2.5 A condition survey will be undertaken by Norse prior to exchange of contracts, to identify any significant grounds for concern and as a lead in to programme of works expected.

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

- 3.1 The purchase of this residential property will support the Norfolk Futures Strategy 2018 – 2021 and the "Safer Children & Resilient Families" work stream's focusing on placement choice and a commitment to secure better semi-independence for young care leavers.

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

- 4.1 Given the condition of the property, the scope of additional works needed for service use was relatively limited. On the ground floor, there is a reception room which can be used as an office for staff if required; the first floor offers 4 bedrooms. The works required would largely be to meet statutory or service standards, such as fire doors and improved alarm systems. In general, the range of conversion works required for this property are much more limited than would usually be required to meet service needs.

- 4.2 Before making our offers, we checked the local market to compare similar properties in the area to find out what they sold for. Assessment of comparables suggests that overall the proposed acquisition price appears to be an appropriate and justifiable figure in respect of this property.

## **5. Alternative Options**

- 5.1. Several alternative properties were viewed and considered prior to this decision, however they were all discounted due to location, size or the condition of the property.

## **6. Financial Implications**

- 6.1 The purchase price was negotiated and agreed at £313,000.
- 6.2 In addition, there will be the cost of furnishing and equipping to operate the property, this is estimated to £24,000.
- 6.3 All these costs as outlined will be funded from the capital programme.
- 6.4 The revenue cost of running the property will be met by Children's Services budgets. It is estimated (using examples from Zoopla website) for a property of this size the annual running cost will be £4500.

## **7. Resource Implications**

- 7.1. **Staff:** None
- 7.2. **Property:** Acquisition of freehold
- 7.3. **IT:** None

## **8. Other Implications**

- 8.1. **Legal Implications:**  
None.
- 8.2. **Human Rights implications:**  
None.
- 8.3. **Equality Impact Assessment (EqIA) (this must be included):**  
Childrens Services are responsible for undertaking an EqIA for the project.
- 8.4. **Health and Safety implications**  
None
- 8.5. **Sustainability implications**  
None
- 8.6. **Any other implications**  
None

## 9. Risk Implications/Assessment

- 9.1 Given the nature of the support provided by the Children's Services staff working at the property it is not considered that there is any requirement for an Application for Change of Use from Class C3 (occupation by up to six people living together as a single household) to Class C4 (residential care home).
- 9.2 In the event that NCC had to seek to obtain planning permission on the property and was unsuccessful, there would be costs as the council would seek to mitigate the situation by reselling the property. Set out below are the likely total costs in this scenario:

Item	Cost
<b>Purchase costs previously incurred:</b>	
• Stamp duty	£15,040
• Professional fees (NPS) / surveys	£10,000
• Legal fees	£5,000
<b>Holding costs:</b>	
• Design/Planning fees	£10,000
• Holding costs of security/maintenance	£5,000
<b>Re-sale costs</b>	
• Agents fees	£3500
• Legal fees	£3,000
<b>Total potential loss to NCC of buying/holding/ reselling</b>	<b>£51,540</b>

(Assuming the same sale price was achieved as was originally purchased.)

## 10. Recommendation

- 10.1. The Cabinet Member for Commercial Services and Asset Management is asked to approve the purchase.

## 11. Background Papers

- 11.1. Childrens Services Committee Report - 22 May 2018 [Link](#)  
Policy & Resources Committee Report - 6 February 2017 [Link](#)

## Officer Contact

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

**Officer name:** Eleanor Longworth      **Tel No:** 01603 973851  
Estates and Commercial  
Surveyor Apprentice

**Email address:** [Eleanor.longworth@norfolk.gov.uk](mailto:Eleanor.longworth@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.