



**NORWICH**  
City Council

## Cabinet

**Date:** Wednesday, 13 November 2024

**Time:** 17:30

**Venue:** Mancroft room, City Hall, St Peters Street, Norwich, NR2 1NH

### Committee members:

### Councillors:

Stonard (chair)  
Hampton (vice chair)  
Giles  
Jones  
Kendrick  
Kidman  
Packer

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## Agenda

### Page nos

- 1 Apologies**  
To receive apologies for absence
- 2 Declarations of interest**  
(Please note that it is the responsibility of individual members to declare an interest prior to the item if they arrive late for the meeting)
- 3 Public questions/petitions**  
To receive questions / petitions from the public which have been submitted in accordance with the council's constitution.
- 4 Questions to cabinet members**  
(A copy of the questions and replies will be available on the council's website prior to the meeting)
- 5 Minutes - To Follow**  
To approve the accuracy of the minutes of the meeting held on 16 October 2024.
- 6 Tenancy Strategy and Tenancy Policy revisions** 5 - 40  
**Purpose** - To amend the Council's Tenancy Strategy and Tenancy Policy to include Affordable Rents as an option for a supplementary tenancy type.
- 7 Revised Safeguarding Policy** 41 - 70  
**Purpose** - To ensure the council meets its responsibilities for safeguarding adults and children. This report highlights the changes recommended to the council's safeguarding policy.
- 8 Corporate Performance Report for Quarter 2, 2024-2025** 71 - 88  
**Purpose** - To report progress against delivery of the corporate plan priorities and key performance indicators for quarter two of 2024-2025.
- 9 2024-25 Quarter 2 – budget monitoring report** 89 - 100  
**Purpose** - This report sets out the council's overall financial position based on managers' outturn forecasts as at the end of September 2024 (quarter 2). The report covers the council's General Fund and Housing

Revenue Account (HRA) resources and includes information in relation to both its revenue and capital position.

**10 Corporate Risk Register 2024-25 – Quarter 2** 101 - 106

**Purpose** - This report provides and update to the council's corporate risk register based on the position for quarter two (September 2024).

**11 Adjustment to the 2024-29 general fund capital programme** 107 - 112

**Purpose** - To recommend to Council the adjustment of 2024-29 general fund capital programme to provide funds from Section 106 funding for path upgrade work at Bowthorpe Southern Park.

**12 Variations and awards of Housing Revenue Account contracts for housing maintenance, upgrades and compliance works - Key Decision** 113 - 124

**Purpose** - To consider the variations and awards of the following Housing Revenue Account contracts for housing maintenance, upgrades and compliance works:

- Re-Roofing Programme
- Domestic Heating Upgrades
- Kitchen Installations Programme
- Bathroom Installations Programme
- Domestic Electrical Upgrades and Rewires
- Domestic Electrical Inspections and Testing (EICRs)
- Heating Systems, Servicing and Repairs
- Whole Home Improvements (Void properties)

**13 Exclusion of the public**

Consideration of exclusion of the public.

## EXEMPT ITEMS:

(During consideration of these items the meeting is not likely to be open to the press and the public.)

To consider whether the press and public should be excluded from the meeting during consideration of an agenda item on the grounds that it involves the likely disclosure of exempt information as specified in Part 1 of Schedule 12 A of the Local Government Act 1972 or it being confidential for the purposes of Section 100A(2) of that Act.

In each case, members are asked to decide whether, in all circumstances, the public interest in maintaining the exemption (and discussing the matter in private) outweighs the public interest in disclosing the information.

Page nos

### **\*14 Corporate Risk Register 2024-25 – Quarter 2 – Exempt Appendix**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

### **\*15 Purchase and Sale of an Asset - Key Decision**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.

### **\*16 Participation in an Investment Partnership**

- This report is not for publication because it would disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) as in para 3 of Schedule 12A to the Local Government Act 1972.
- This report is not for publication because it would disclose information in respect of which a claim to legal professional privilege could be maintained in legal proceedings as in para 5 of Schedule 12A to the Local Government Act 1972.

Date of publication: **Tuesday, 05 November 2024**



**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Tenancy Strategy and Tenancy Policy revisions

**Portfolio:** Councillor Jones, cabinet member for housing.

**Report from:** Tenancy and Income Services Manager

**Wards:** All wards

### **OPEN PUBLIC ITEM**

#### **Purpose**

To amend the Council's Tenancy Strategy and Tenancy Policy to include Affordable rents as an option for a supplementary tenancy type.

#### **Recommendation:**

It is recommended that Cabinet approves the Tenancy Strategy attached as Appendix 1a and the Tenancy Policy attached as Appendix 1b to this report. .

#### **Policy framework**

The council has five corporate priorities, which are:

An open and modern council

A prosperous Norwich

A fairer Norwich

A climate responsive Norwich

A future-proof Norwich

This report meets the corporate priorities; An open and modern council, a prosperous Norwich, a fairer Norwich, a climate responsive Norwich and a future proof Norwich.

## Report details

1. The purpose of the report is to:
2. Update the Council's strategy and policy on the type of tenancies that could be offered to future tenants to ensure that there is a broad a range of offers as possible.
3. Currently the Council's Tenancy Strategy and Tenancy Policy only allow it to offer Introductory and Secure tenancies. The proposed revision to the Strategy and Policy enables the Council to add Affordable rents to this suite of tenancies. Councils are required to prepare a Tenancy Strategy which relates to social landlords (registered providers) and for stock holding authorities, the Tenancy Policy is for the council to implement.
4. It is common that housing developments have specific funding arrangements with regards to affordable homes and with these new build properties, usually there is a reduced cost to utilities of between 10-15%. As such, the Council needs flexibility to offer a different range of future tenancies to ensure that funding can be accessed.

## Tenancy policy and Tenancy Strategy

5. The revised Tenancy Strategy is attached at Appendix 1a and the Tenancy Policy at appendix 1b. The only addition to the existing Strategy and Policy is that Norwich City Council is recommending the addition of affordable rents to the existing range of tenancies. Since 2012, there has been a requirement now under the Regulator for Social Housing for all social landlords to publish a tenancy policy.
6. No existing tenants will be impacted by this change, the change will only affect future tenants. Before changing conditions of tenancy (other than those regarding rent or payments in respect of services/facilities provided by the Council or in respect of rates), local authority landlords must consult all their tenants by serving a preliminary notice. Comments received must be considered before then serving a notice of variation that formally implements the changes, this will be served to all tenants once Cabinet approval has been obtained. The Get Talking Norwich site will be updated with the outcome of the consultation and social media campaigns will be used, TLC magazine and other newsletters will also include updates as well as news stories on Council websites.

## Consultation

7. Prior to making this recommendation to amend the strategy and policy, the Council carried out a four-week consultation with residents, tenants, and registered providers.
8. Consideration was given to what is a reasonable method to notify tenants: A full set of detailed information, consultation documents, and survey questions were available on our website - Get Talking Norwich. This was promoted via direct emails to 11,000 tenants. The Tenancy strategy used Get Talking Norwich for consultation, and registered providers were consulted directly via email (which is required in the regulations).

9. The survey asked residents “To what extent do you agree with our plans to safeguard a way to continue to provide council homes for future generations by introducing affordable rent?”
10. There were 206 responses and details are shown in appendix 2. Tenants were offered the opportunity to receive hard copies, and a few residents opted for this.
11. As part of the consultation the Council reassured residents / respondents at the beginning of the consultation pack, that **“Please be aware, if you are already a council tenant on a social rent your tenancy will remain unchanged.”** Despite this, many residents responded from the position of concern for their current tenancy.
12. Respondents were asked to “Please explain your answer”, there were four clear themes (Appendix 3) from these responses:
  - Financial - The highest area of concern raised by the respondents was financial. Which reflected the fact that some people were concerned that it would impact their current tenancy, which it would not.
  - More communication - The second most frequent concern was for better communication and provide more details of how the affordable properties would be assessed.
  - Better quality of Social Housing and repairs service -other areas of concern were with regards to “better quality Social housing and repairs service”
  - Fairness - 4% of respondents queried if this change would be “fair”.
13. 49% of respondents were specifically worried around the financial issues if they were to be asked to make additional payments, again reflecting the misconception that it would impact existing tenants. (see Appendix 3)
14. Registered providers within the Norwich district have been consulted and no concerns or amendments were suggested.

## **Implications**

### **Financial and resources**

Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council’s stated priorities, as set out in its Community-led plan “We are Norwich” and budget.

15. All rental income from council housing will be re-invested into the Housing Revenue Account (HRA) to maintain and build properties.

### **Legal**

16. Nplaw, who provide the Council with legal guidance, have assisted with the development of this document, and have reviewed this report’s recommendation to approve the documents.

## Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	There are no equality or diversity implications with adding affordable rents. The rent levels for the affordable housing will be set within the Local Housing Allowance cap for Norwich. We have consulted with the Financial Inclusion Teams and there is no one identifiable household who will be unduly affected by this change in rent setting.
Health, social and economic impact	There are no foreseen issues with adding the affordable rents tenure to the council's existing housing register applicants. Benefit and Income modelling shows that aligning the rent charge to be within the LHA cap causes no immediate economic impact.
Crime and disorder	No change to current Tenancy Agreement already agreed.
Children and adults safeguarding	There is no change to the current safeguarding policy and the council's approach to safeguarding and occupants.
Environmental impact	None



## Risk management

Risk	Consequence	Controls required
Failure to implement the actions necessary to deliver affordable housing to our tenancy offer.	If the option of offering affordable housing to future tenants is not agreed, the ability to maintain our housing stock and ambitious development plans may be compromised.	Oversight for delivery will lie with the Portfolio Holders and the Executive Director. The council's senior leadership team and elected Members will be appraised of progress regularly.
Failure to publish a tenancy policy that meets standards expected from the social housing regulator and is updated after each new consultation.	Scrutiny from the social housing regulator.	Publish and review the policy every 3-5 years to ensure it is current and meetings requirements.
Failure to publish the update to Norwich's tenancy strategy.	The Council would be in breach of the Localism Act 2011.	Publish and review the strategy every 3-5 years to ensure it is current and meeting requirements.

## Reasons for the decision/recommendation

17. It is recommended that Cabinet approve the Tenancy Strategy at Appendix 1a and the Tenancy Policy at Appendix 1b.
18. The Council recognises that developer viability will factor in setting rent levels. We want to ensure that all developers can provide appropriate levels of Affordable Housing. However, the Council also wants to ensure that Affordable Housing is as affordable as possible for local people. For those on low incomes, local housing options are scarce, with a reliance on social housing for rent. The Council recognises that the cost of running a home may also be relevant when assessing affordability and that high levels of energy efficiency and reduced utility bills may partly offset higher rents. In light of this, our Tenancy Strategy requires that Affordable Rents, including service charges, be capped at Local Housing Allowance rates.

## Appendices

Appendix 1a Tenancy Strategy


Appendix 1b Tenancy Policy

Appendix 2 Consultation results

Appendix 3 Summary of observations

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 The logo for 'IN TRAN' features the words 'IN' and 'TRAN' stacked vertically. To the right of 'IN' is a solid black triangle pointing upwards. To the right of 'TRAN' is a solid black triangle pointing downwards. Below the text, the tagline 'communication for all' is written in a smaller font.	<p>If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.</p>
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# TENANCY STRATEGY

Norwich City Council (revised November 2024)



# Introduction

Norwich City Council is a local authority housing provider. We have more than 18,000 homes across the city, of which 14,050 are available for let and 3,300 are leasehold.

In the 10 years since we published our last Tenancy Strategy, the national housing landscape has changed. Rising homelessness, high rents in private housing, the Grenfell fire tragedy, Covid, and the cost of living, are just some of the issues driving social housing reform. We have evolved our strategy with these changing times, but our stance on lifetime (secure) tenancies remains the same. We grant secure tenancies, after tenants successfully complete an introductory tenancy.

We want our 14,050 secure tenants to live well and thrive in their homes and local community. The Tenancy Strategy explains what we expect from Registered Providers of social housing, and what we expect for tenants, including:

- the types of tenancies that will be granted.
- the length of fixed-term tenancies when these are granted.
- the circumstances under which a particular type of tenancy will be granted.
- the process for reviewing tenancies.

This strategy will contribute to mixed and balanced communities, with individuals and families settled in decent homes that they value, with advice and support delivered by people who care. It complements our overriding aims and priorities identified in our community-led plan for 2024-29 [We Are Norwich](#).

**Beth Jones**

Portfolio Holder for housing and community safety

**Louise Rawsthorne**

Chief Executive, Norwich City Council

# 1. Tenancy Strategy background

- 1.1 There have been many changes in the national housing landscape since Norwich City Council published its previous Tenancy Strategy on 24 January 2013 in accordance with section 150 of the Localism Act 2011. The tenancy strategy must be kept under review. But, in this latest update, we have not changed our position on offering lifetime tenancies. This strategy helps to inform registered providers of our expectations regarding social housing provision and expectations for social housing tenants.
- 1.2 The use of flexible tenancies in social housing originated from the Localism Act 2011, which came into force on 1 April 2012. This tenancy is derived from the government's view that social housing tenants should not benefit from greater tenancy security than tenants in the private sector. The Housing and Planning Act 2016 developed the definition of flexible tenancies with the intention of phasing out the award of lifetime tenancies for new social tenants. Social tenants were only to be offered fixed-term tenancies. But, with the proviso that landlords could offer tenancies lasting up to the 19th birthday of the youngest occupant. This would have affected new and existing tenants who moved home (with a few exceptions).
- 1.3 These provisions were not implemented as the national climate regarding social housing changed dramatically following the fire at Grenfell Tower, London, in 2017. In ["A New Deal for Social Housing" 2018](#), the government stated it would not implement compulsory fixed-term tenancies. This corresponds with proposals requiring landlords in the private sector to offer longer tenancies and to prohibit "no fault" evictions of private sector tenants. The recent impact of temporary constraints on eviction during the pandemic, and rising energy prices on the cost of living have been contributory factors.
- 1.4 The [Secure Tenancies \(Victims of Domestic Abuse\) Act 2018](#) and the [Domestic Abuse Act \(2021\)](#) recognised that, where a secure (lifetime) tenant was offered a new tenancy when moving due to domestic abuse, they should retain their existing security of tenure, and not be offered a fixed-term tenancy.
- 1.5 The social housing sector was subject to a compulsory 1% rent reduction for four years from April 2016 to March 2020. This affected many areas of social housing including regeneration and planned improvement programmes.
- 1.6 Universal Credit (UC) has been rolled out across the whole of the UK and is now the primary state benefit for those of working age on a low income or out of work. The impact of these requirements on rent arrears or on social landlords' income collection, particularly following yearly rent increases, will be monitored.

1.7 In the [Social Housing Regulation Bill](#), the government sets out what every social housing resident should be able to expect on:

- safety
- landlord performance
- complaints
- being treated with respect
- having their voice heard
- the quality of their home and neighbourhood
- access to home ownership.

This tenancy strategy supports the practices we will use when awarding housing for lifetime secure tenants, and to new tenants where introductory tenancies will apply.

## 2. Objectives (local context)

- 2.1. This strategy complements our five aims and five themes within [We are Norwich – A community-led plan for 2024-29](#) and the [Norwich 2040 City Vision](#).
- 2.2. We want our strategy to contribute to the continuation of mixed and balanced communities and prevent the unnecessary cycle for resettling families and individuals who are well placed in their current homes.
- 2.3. Our aim for our 14,050 secure tenants is to see families and individuals live well while contributing to their future, education, and wellbeing inside the home and local community.

## 3. Tenancy Strategy overview

- 3.1. We recognise that we may have limited influence over decisions by other social landlords operating within Norwich, many of whom operate across several local authority areas. The changes in national outlook have led some social landlords to withdraw from offering fixed-term tenancies and to return to only offering lifetime tenancies.

We expect social landlords to have regard to this Tenancy Strategy so that tenants and applicants across the borough understand the types of tenancy available.

3.2. The [Localism Act 2011](#) requires every Council to publish a Tenancy Strategy which contains provisions on expectations for all social landlords in the local area in relation to:

- the types of tenancies that will be granted.
- the length of fixed-term tenancies when these are granted.
- the circumstances under which a particular type of tenancy will be granted.
- the process for reviewing tenancies at the end of the fixed term, and the circumstances under which a tenancy may or may not be renewed either in the same property, or in a different property.
- All social landlords are required to set out the way in which a tenant or prospective tenant may seek a review of:
  - the length of the fixed term
  - the type of tenancy offered.
  - a decision not to grant another tenancy on the expiry of the fixed term.

## 4. Strategy (expectations)

4.1. We expect all social housing providers to produce a Tenancy Policy which addresses the items listed in 3.2. We have set out our strategy on these matters, and expect social housing providers to consider the contents of this strategy in the following ways:

### a. What type of tenancies will be granted?

We expect that social landlords will offer either fixed-term tenancies or lifetime time tenancies (secure or assured). These tenancies may be preceded by a 12-month introductory or probationary tenancy.

### b. If fixed-term tenancies are offered, how long will they last?

Although permissible by law, we do not support the granting flexible fixed-term tenancies of less than five years. We would expect that in most instances, fixed-term tenancies, where awarded, will be for a five-year period or longer, or up to the 19th birthday of the youngest occupant if longer than five years.

### c. Under what circumstances will a particular tenancy be granted?

- Where social landlords offer an introductory or probationary tenancy, it should be available to all new social housing tenants.
- Existing social housing tenants should retain their security of tenure or other tenancy rights after a move to a different social housing tenancy, where there

is no break in tenancy.

- Social landlords may want to offer a fixed-term tenancy to existing or new tenants moving to a new build affordable rent property.
- Social landlords may want to offer a mix of fixed-term and lifetime tenancies, depending on various circumstances.

Examples of people who may be granted a lifetime tenancy are:

- people over pension age
- people with an enduring physical or mental health disability

Examples of people who may be granted a fixed term tenancy are:

- tenants moving to certain types of property.
- tenants moving to certain size of accommodation.

#### d. What process will be used for reviewing tenancies at the end of the fixed term?

Social landlords must have a clear policy for reviewing a tenancy before the end of the fixed term. This should include details of any financial limits that may prevent the award of a further tenancy. It should state how a landlord will decide if a property still meets the household's needs.

- The tenancy review should primarily be an opportunity for both landlord and tenant to consider if the current home meets the tenant's needs now and in the future.
- Where a review is carried out with a vulnerable tenant, we expect social landlords to take all practical steps to make sure the tenant can fully participate in the review hearing.
- We would expect the review to take place at least 9 months before the tenancy is due to end. This is to allow enough time for a tenant to find alternative housing if the tenancy is not renewed, and alternative accommodation is not provided.

#### e. Under what circumstances will a tenancy not be renewed in the same property or in a different property?

Social landlords must have a clear policy for reviewing a tenancy before the end of the fixed-term and this should include:

- details of any financial limits that will prevent the award of a further tenancy.
- how a landlord will decide if a property continues to meet a household's needs
- any other matters that may be considered.



We aim to prevent homelessness where possible and expect landlords to offer financially realistic housing options to people in need. It would be counter-productive for landlords not to renew tenancies, unless they have carried out a thorough review including proactively offering tenants advice and assistance to find alternative accommodation.

## f. Affordable Rent

Government policy allows Registered Providers (RPs) nationally to charge 'Affordable Rent' which must not exceed 80% of gross market rent (inclusive of service charges) where certain conditions apply. Generally, Affordable Rent will be higher than Social Rents and tend to be used by social landlords to generate additional funds to support the funding of new affordable homes for the area.

We do not believe we have a role in determining the rents set by independent RPs. However, we understand the importance of ensuring that affordable housing is kept affordable across the area for our residents. It is important to us that social housing continues to provide for households and residents who cannot afford housing at a market rate.

We expect all RPs to adhere to the following in relation to Affordable Rent:

1. Set out a clear policy on Affordable Rent in their own Tenancy Policy including whether or not they intend to allocate Affordable Rent housing stock, and if so, the circumstances in which they intend to do so.
2. Consider and give regard to the affordability of its housing to existing and future tenants.
3. Comply with all and any policy or guidance issued by Homes England or Central Government in regard to Affordable Rent, including caps on rent.
4. Monitor and analyse all and any impact of their Affordable Rent charging regime and share this information with the council and other stakeholders the findings of these activities annually. The council will review this information and update its Tenancy Strategy accordingly, if necessary.
5. Consult with the council before converting any existing housing stock to Affordable Rent housing stock.
6. Have due regard to requirements set out in section 106 agreements relating to Affordable Rent.
7. Ensure that any Affordable Rent housing stock is advertised clearly as such to residents to ensure fairness and transparency.

## 4.2. Preventing homelessness

Although it is clear in [the Localism Act 2011](#) that the landlord is responsible for providing advice and assistance, we can provide a comprehensive service locally to all applicants for affordable housing. This includes advice and assistance with finding suitable private rented accommodation. Further details on [housing and homelessness are on our website](#).

As we retain the statutory responsibility to provide housing for homeless households in priority need, we want to make sure there is a robust approach to providing advice and assistance where a tenancy is not renewed.

We would ask all social landlords in Norwich to:

- notify us when a tenancy will not be renewed, and the agreed alternative housing arrangements.
- provide details of the advice and assistance provided, if not using our advice and assistance service which is our preferred option.

4.3. All social landlords are required to set out the way a tenant or prospective tenant may seek a review of:

- the length of the fixed term
- the type of tenancy offered.
- a decision not to grant another tenancy on the expiry of the fixed term.

4.4. We expect social landlords to make sure tenancy policies contain the following information:

- Who to make a request to and how, and the timescales to do it
- How review panels will work
- Timescales for administering reviews.

This information must be accessible and widely publicised, such as on websites, and be available on request.

## 5. Tenancy sustainment

Norwich City Council has various services which provide targeted interventions support and Independent Living Teams. We work in partnership with agencies, third sector and voluntary organisations, NHS, and independent commissioning boards to increase tenants' capacity to sustain their tenancies.

Register providers are expected to consider and provide tenants throughout their tenure, advice, guidance, or support in relation to:

- regular tenancy reviews and visits
- identifying support for mobility and adaptations
- challenging times and life events - referrals and housing staff working with specialist care and support agencies to identify the best support available for short term interventions.
- experiencing hardship and needing welfare support – each person is impacted in different ways and timely advice and support must be available at the earliest point, rather than during times of crisis.
- maintaining housing land and the local environment – long term needs of a household and everyday livelihood within their surroundings
- safety inside their home and in communal areas.

## 6. The Tenant Standard

The [Regulatory Framework for Social Housing in England from April 2012](#) sets out the specific standards that Registered Providers (RPs) must meet. It takes account of the amendments made because of the Localism Act 2011.

The Tenant Standard requires RPs to let their homes in a transparent and efficient way, and to take account of the housing needs and aspirations of tenants and potential tenants.

They must demonstrate how their lettings:

- make the best use of available housing.
- are compatible with the purpose of the housing.
- contribute to local authorities' strategic housing function and sustainable communities.

Registered Providers are also expected to cooperate with local authorities' strategic housing function, and their duty to meet identified local housing needs. This includes assistance with local authorities' homelessness duties, and through meeting obligations in nomination agreements. As we own and manage our own housing stock, we review our own tenancy policy.

## 7. Complaints

All social landlords must set out the way in which a tenant or prospective tenant can escalate a complaint if they are dissatisfied with the response. This should include information on:

- Internal complaints' procedure
- Housing Ombudsman
- Judicial Review
- Where to seek independent legal advice

The [Social Housing Regulation Bill](#) sets out what every social housing resident should be able to expect in relation to complaints.

The expectation is that social housing tenants will have their complaints dealt with promptly and fairly, with access to an ombudsman who will give them swift and fair redress when needed. Further guidance has been issued by the Regulator of Social Housing when considering complaints.

## 8. Consultation

We are required to consult and will follow an eight-week consultation exercise allowing observations from:

- Secure tenants and introductory tenants
- Registered Providers of social housing
- Residents of the City of Norwich
- Agencies supporting tenants and working with the Council.

## 9. Equality

We consulted a range of stakeholders during the development of this Tenancy Strategy and completed an Equality Impact Assessment.

# Tenancy Policy (revised November 2024)

This tenancy policy sets out how Norwich City Council will manage tenancies within our owned housing stock. It covers granting, use of tenancy conditions relevant to introductory and secure tenancies, and any associated support and enforcement tools.

The policy is applicable to tenants of Norwich City Council.  
The Government introduced the requirement for all social landlords to publish a tenancy policy within Localism Act 2011.

## Contents

<a href="#">Tenancy Policy</a> .....	18
<a href="#">1. Tenancies</a> .....	19
<a href="#">2. Tenancy breaches</a> .....	22
<a href="#">3. Rents and service charges</a> .....	22
<a href="#">4. Housing exchange</a> .....	23
<a href="#">5. Tenancy reviews and visits</a> .....	23
<a href="#">6. Succession rights</a> .....	25
<a href="#">7. Tenancy support and sustainment</a> .....	27
<a href="#">8. Tenancy fraud</a> .....	30
<a href="#">9. Policy review</a> .....	32
<a href="#">10. Useful links</a> .....	32

# 1. Tenancies

Local authorities will normally only grant secure tenancies. We operate all tenancies according to statutory criteria. In general, security of tenure legislation does not allow councils to tailor a tenancy to an individual's needs outside of the statutory criteria.

## Introductory tenancy

If you're not already a secure tenant with us, or another council, we will offer you an introductory tenancy. This tenancy normally lasts 12 months, but we can extend it. After you complete it, if everything has gone well, we will offer you a secure tenancy.



Stick to the rules of your introductory tenancy agreement. Your tenancy is not secure, so you have fewer rights, and can lose your home if you break the agreement. As an introductory tenant, you cannot buy your home under Right to Buy or exchange it with other tenants.

## Secure tenancy

A secure tenancy means you have the right to stay in your home for your lifetime if you stick to the rules of your tenancy agreement. You can rent out a room, buy your home through [Right to Buy](#), and exchange your home with other tenants. You can also improve your home, with permission, and transfer your tenancy in some circumstances.

## Fixed term tenancies

A fixed term tenancy is a secure tenancy for two years or more. We do not offer fixed term tenancies. Our introductory tenancy leads to a secure tenancy after 12 months, except if we extend the time.

## Licence agreement

If we carry out extensive repairs or make improvements to your home, we may need to move you into another property while we do the work. We will provide a licence agreement, which gives consent for you to temporarily live in the property.



You do not have the same protection in a property under a licence agreement as you do in your secure tenancy home. This is because we are using it to house you temporarily. It is important to stick to the rules of your licence agreement, or you could lose the property.

## Demoted tenancy

A court may end a secure tenancy and replace it with a demoted tenancy if a tenant is in court for anti-social behaviour. A demoted tenancy can last 12 months or longer. Like the introductory tenancy, it is not secure, and you would have fewer rights. It is an alternative to a suspended possession order.

## Joint tenancies

We can grant all tenancies to joint tenants on the basis you are:

- both eligible for housing as defined by legislation,
- married or civil partners,
- living together, and can prove you have done so for at least 12 months, or
- in a mutually supportive and established relationship.

We do not normally grant a joint tenancy to a person who can succeed the tenancy, such as a mother and daughter. Agreeing to this would reduce our ability to make the best use of our council homes in the future. When deciding whether to grant joint tenancies, we act consistently and in accordance with this policy.

- 1.1 When a joint tenant serves the council with a notice to quit:
- 1.2 Where there is a joint tenancy and a notice to quit is submitted by either tenant, the tenancy will end for all of the tenants after four clear weeks (in other words, at the end of the four-week period starting on the Monday after the council receive the notice). Whilst the council can offer advice about Home Options and rehousing, a decision made about serving a notice to quit on the council is a decision for the tenant alone and if they are uncertain whether to give notice or not then the council recommends, they seek independent legal advice.
- 1.3 Please note that once a notice to quit has been served it cannot be withdrawn. In the event that the tenant/joint tenants decide they want to remain after serving a notice to quit, it will be a matter for the council's discretion, in accordance with its allocation policy, whether a new tenancy will be granted.
- 1.4 **What happens to the remaining joint tenant**
- 1.5 The Council has the discretion whether to offer a tenancy in the same property or a new property. The property must be deemed suitable in accordance with our Allocations policy and the Council will consider whether the terms of the tenancy agreement have been observed correctly.

- 1.6 **When the Council permits the remaining tenant to stay in the same property**
- 1.7 If the terms of the tenancy agreement have been kept to and the property is suitable for their housing needs, the council can decide to allocate the property back to the remaining tenant and the remaining tenant will be invited to sign a new tenancy agreement.
- 1.8 **When the Council seeks alternative property for the remaining tenant**
- 1.9 If the tenancy agreement has not been kept to, or the property is too big for their housing needs, then the council will not offer a new sole tenancy to the remaining occupant.
- 1.10 The council are entitled to a 'use and occupation' charge, which is equivalent to the rent, while an alternative property can be found. The council may defer its right to possession for a limited period to allow the remaining occupant to seek alternative accommodation or to pay any use and occupation charge arrears. This may preclude a direct let from being considered (in accordance with the council's allocation policy).
- 1.11 In such circumstances, the remaining occupant will make a Home Options application and place bids on suitable properties. The council will offer advice and support where required through the Home Options scheme.
- 1.12 If this advice is not followed and a move is not achieved within 3 months, the council will commence possession proceedings to recover possession of the property so that it may be re-let in accordance with the council's allocation policy.

## Length of tenancy

A secure tenancy usually carries on for life. In legal terms, a secure tenancy is a weekly tenancy, if the rent is paid weekly. The week begins first thing on Monday and ends midnight on Sunday. Your tenancy starts on the date on your original tenancy sign-up sheet.

## Ending a tenancy

You can end your tenancy by giving us Notice to Quit. If there is no security of tenure, we can end your tenancy by giving you Notice to Quit.

Normally, we will only end your tenancy if you break the agreement or if you die.

A court can end your tenancy, and in exceptional circumstances only, we can agree to you surrendering it



## 2. Tenancy breaches

If you breach (break) your tenancy agreement, we will ask you to put things right. In many circumstances we will engage support services to help households remedy breaches.

Remember that you are also responsible for the behaviours of any occupants of your household, including visitors.

If problems persist, we will use a variety of methods to remedy the breaches such as:

- Verbal and written warning
- Notices
- Suspended possessions orders
- Injunctions
- Closure orders
- Demoted tenancy
- Court warrant

Note: this is not an exhaustive list.

If the breach continues or you do not engage, we will go to court to seek possession of the property.

## 3. Rents and service charges

Rents and service charges

We charge social or affordable rent across our tenancies. Rent levels are based on the value of the property and average earnings in Norfolk. Rents are set in line with the Policy Statement on Rents for Social Housing, the Rent Standard and any other guidance released by the Regulator of Social Housing.

### Social Rent

Under government guidelines a 'target rent' is calculated, and rents are adjusted yearly until they reach the 'target rent'.

During your tenancy, rents are raised in line with the Rents Standard, which is the government criteria for setting social and affordable housing rents. This is usually within 1% of inflation, although for 2023/24 this was capped to 7%. During a financial crisis, Government may cap rents to a certain level. We may decide to set a different rate, but not above the capped level. We give notice of the rent raise before the new financial year, which starts in April.

You may need to pay service charges for some communal items. This can include charges for window cleaning, premises management, landlords' supply of electricity, grounds maintenance, and caretaking.

Some homes benefit from a communal district heating supply. Such costs are

passed on within the weekly service charges, although a new government scheme known as Heat Metering and Billing has introduced direct billing to individual residents in certain heat networks. Individual water rates are passed on and paid weekly, and added separately so you can pay these directly.

Rents for “Passivhaus” properties are set at 5% above ‘formula rent’ in accordance with the Rents Standard. This helps to pay the extra cost of developing energy efficient homes. It also reflects the savings you get from lower energy bills.

### Affordable Rent

Government policy allows Registered Providers (RPs) nationally to charge ‘Affordable Rent’ which must not exceed 80% of gross market rent (inclusive of service charges) where certain conditions apply. The rent setting for Affordable rents will be aligned to be within the Local Housing Allowance cap.

For existing affordable rent tenants, the rent may not be increased by more than CPI + 1% in a year, subject to such weekly rents not increasing by more than 7% in any year for a rent period that begins in the 12 months from 1 April 2023 to 31 March 2024.

The council is committed to ensuring that rents are as affordable as possible to its tenants. Therefore, it will set ‘Affordable Rent’ in line with Government guidance and by taking into account the type of property being rented. This means that the council may exercise its discretion when setting ‘Affordable Rent’ for certain types of properties.

### Conversion of Types of Rent

Once a property is set at Social Rent, the council cannot convert the property to an Affordable Rent property, unless agreement is in place with Homes England or the Secretary of State, as appropriate. Conversions can only take place once the property is vacant. However, from time to time, the council may, on review of its Housing Stock and the housing demands of the area, convert properties from Affordable Rent properties to Social Rent properties.

## 4. Housing exchange

If you’re a secure tenant, you can exchange your home with another council or housing association tenant. This is sometimes called a mutual exchange. To exchange your council home, [register on the house exchange website](http://www.houseexchange.org.uk) (www.houseexchange.org.uk).

When you find a tenant to swap homes with, you must write to us to ask for permission to exchange. We will confirm if the exchange can go ahead within 42 days.

Sometimes, there are conditions that you may need to fulfil before we allow an exchange. Your rent account must be up to date, and if there is any damage or unauthorised alterations to the property, you would need to put this right.

We will inspect your home before any exchange and arrange to test the electricity supply and fittings to make sure they are safe.

There are circumstances where an exchange may not be allowed, for example if:

- you, or the other tenant, has a Notice Seeking Possession or a court order against you.
- the exchange would mean that one or both homes would be overcrowded or under occupied.
- the property has been adapted for special needs or the elderly, and the tenants you want to exchange with do not have those needs.
- Where certain repairs are the landlord's responsibility then these may need to be completed before the assignment can take place.

## 5. Tenancy reviews and visits

### Tenancy appraisals

If you are an introductory tenant, you must allow us to visit you at home to do appraisals. You will have up to three visits in the first year of your tenancy. We will assess how well you're keeping to the rules of your tenancy, how you're coping and looking after your home, and if you're paying rent regularly.

If there are problems, we will talk to you about what you can do to put things right. We may also extend your introductory tenancy beyond 12 months.

### Settling in visits

If you're a secure tenant, we will normally come to your home to do a settling in visit four to six weeks after you move in.

### General and programmed visits

There will be times when we need visit you at home to inspect your property, verify your tenancy, identify support needs, and carry out repairs or improvements. Some of these visits will be programmed and we will tell you in advance about them.

We are committed to making sure our council homes are safe and in good repair, and you have help and support to manage your tenancy and live well.

During our visit we will:

- identify any support needs you may have
- signpost and direct you to other services
- update records with any changes to a household
- arrange repairs that are our responsibility
- verify who lives in the property against the tenancy agreement.

You must be present for the visit and allow us into your home. You should be aware that we can gain entry to your home by serving notices and pursuing court action.

In some cases, for convenience, we may choose to conduct digital viewings to allow any of the above to take place. This will include the requirement to see live video call footage of yourself and the property to assess its condition, verify your identity and confirm you are using the property in accordance with the terms of the tenancy agreement.

## 6. Succession rights

The general rule for succession, which means taking over a property, is you cannot pass your tenancy on to other people.

There are some exceptions to the general rule, and we will allow succession if:

- A joint tenant dies during the tenancy, and the tenancy can continue for the remaining tenant.
- A sole tenant dies during their tenancy and:
  - specified members of their family occupy the home as their main residence
  - they have resided (lived) with the tenant for at least 12 months prior to death?
  - the tenant was not a joint tenant originally nor somebody to whom a tenancy had been passed on to already.

The tenancy can pass to one of the family members if the tenancy was granted to the deceased tenant before 1 April 2012.

If you no longer need the home, we must re-let it in line with our allocation policy.

### Succession rights for tenancies before 1 April 2012

Secure tenancies, and the right of succession, did not exist before 3 October 1980. You can pass a tenancy on to a family member, but only once. Specified family members that can apply for succession, must have lived in the property as their only home for at least 12 months.

Specified family members are:

- |                 |                |          |
|-----------------|----------------|----------|
| • Aunt          | • Grandchild   | • Niece  |
| • Brother       | • Grandparent  | • Parent |
| • Child         | • Half brother | • Sister |
| • Civil partner | • Half sister  | • Spouse |
| • Cohabitee     | • Nephew       | • Uncle  |

## Succession rights for tenancies from 1 April 2012

If your tenancy started on or after 1 April 2012, only your spouse, civil partner or cohabitee have succession rights to the tenancy if you die. They must be living with you at the time of death.

Cohabitee means one of a couple who are living together as if married or a civil partner as set out in the list below:

- Civil Partner
- Cohabitee
- Husband
- Spouse
- Wife

## Under occupying homes by successor

Social housing is in high demand, so we cannot allow tenants to under occupy homes that are suitable for larger households. We know this will be a difficult time, and we will support and help you to apply for Home Options to find a smaller home.

If you are not a spouse or civil partner of the deceased tenant, and the property is bigger than you need, we may serve notice under the Housing Act 1985, Section 83. You would need to move out of the property within 6 months, or possession proceedings would start. We will offer support and help you to apply for Home Options so you can bid on smaller properties.

## Occupants with no succession rights

If you do not have the right to take over the tenancy (succession), you will need to leave the property. We would serve a notice to quit to the deceased tenant's representative, and this normally gives you 4 weeks' notice to leave. But, if you meet our criteria for council housing, we will help you find another home.

In exceptional circumstances, we will allow you to stay in the property while you apply for Home Options and bid on suitable properties. You will pay a 'use and occupation' charge equivalent to the rent. You would need to move home within 3 months, or we start possession proceedings to recover and relet the property.

## 7. Tenancy support and sustainment

We are committed to helping you to successfully manage your tenancy.

Our Independent Living service provides advice, support, and guidance for more complex and vulnerable households.

### Sheltered housing

We provide sheltered housing for people aged 60 and above. You have the usual rights of a secure tenancy, but your home is not eligible for Right to Buy.

The accommodation is designed for independent living for older people, and many have shared communal lounges, laundry rooms, gardens, and courtyards. You will incur additional weekly charges for:

- Sheltered support.
- Communal upkeep and maintenance
- Care Alarm (Telecare) service
- District heating and hot water.

We will signpost you to external agencies who can provide additional support, for example, Age UK, Social Services, the Citizens Advice, Financial Inclusion Consortium, and other partners.

### Specialist support team

We know that some tenants have multiple and complex needs, and this can increase the likelihood of difficulties with your tenancy. We help around 250 tenants, families, and individuals in this situation every year.

Our principal role is to support you in situations that make you more vulnerable. This helps to increase your ability to manage a healthy tenancy for the long term and reduce the risk of eviction and abandonment.

We aim to build your resilience, wellbeing, and ability to solve issues to bring about lasting change to help retain and manage your tenancy.

Referrals to this team are made by Norwich City Council staff.

### Safe and Habitable Homes

We have a grant funded service called Safe and Habitable Homes working with St Martins to support mental health and hoarding casework.

## Interact

We have a grant funded service called Interact help people whose wellbeing is suffering as a result of something linked to their housing circumstances. People eligible for the scheme are referred by an organisation or medical professional, via our website [Healthy homes referral form | Instructions \(norwich.gov.uk\)](#). The service is a partnership between Norwich City Council, Voluntary Norfolk, One Norwich Practices, Age UK Norwich and Norfolk Citizens Advice Bureau.

## Budgeting and money advice service

We have a free and confidential team to help you if you fall into rent arrears and debt. We can help you to manage your weekly income and outgoings, to make sure your priority debts are paid.

Contact our Income Officers on 0344 980 3333, or email [budgetingandmoneyadvice@norwich.gov.uk](mailto:budgetingandmoneyadvice@norwich.gov.uk)

You can fill in a referral form on our website: [Housing, budgeting and money advice | Norwich City Council](#).

## Home improvements and disabled adaptations

If you are disabled, we can help you and your family to improve your home and garden to make it easier to get around. This may include aids and adaptations such as grab rails, ramps, stair lifts or a walk-in shower. We work closely with you and an occupational therapist to find the most appropriate solutions for you and your home.

You can fill in a referral form on our website: [Healthy homes referral form | Instructions \(norwich.gov.uk\)](#).

## Care alarm services

We provide an alarm service with 24-hours and year-round monitoring and response for anyone who feels unsafe or at risk in the community.

This independent service can be particularly useful for people who are elderly, disabled, or experiencing domestic abuse, racial harassment, or neighbourhood nuisance. [Community Alarm Service | Community Alarm Service | Norwich City Council](#).

## Domestic Abuse

Norwich City Council are committed to supporting survivors of domestic abuse and work in partnership with other organisations such as the Police and Norfolk Integrated Domestic Abuse Service (NIDAS). The council will look to increase survivors' safety, housing security and hold perpetrators to account for their harm in accordance with our domestic abuse policy

## Anti-social behaviour

We take anti-social behaviour seriously and recognise that, if allowed to persist, it can have a significant impact on your quality of life. Resolving anti-social behaviour requires a multi-agency approach. We work with statutory and voluntary sector agencies to problem solve and provide solutions.

Prevention is an essential part of our approach to dealing with antisocial behaviour. We will seek to develop support measures which prevent and deter the underlying causes of anti-social behaviour.

We will utilise support-based interventions to help you maintain your tenancy. If this is not successful or the perpetrators do not engage, we will use enforcement measures.

We want you to feel empowered to address anti-social behaviour, and there are tools available you can use:

- Further information is available on our website [Antisocial behaviour \(ASB\) | Norwich City Council](#).
- Dear [Neighbour Cards](#) - download letter templates on our website
- [Mediation service](#) – a confidential service to help resolve behaviour problems between tenants.

We take Hate Crime incidents seriously and work closely with the Police and other partners in relation to this criminal behaviour. A hate crime is one that constitutes a criminal offence and further information is available here [Hate crimes and incidents | Hate crimes and incidents | Norwich City Council](#).

## Nuisance

We are committed to developing and maintaining sustainable communities and expect a reasonable level of tolerance between neighbours. Complaints which are not a breach of tenancy like staring, pulling faces, malicious gossip, one-off parties, or social gatherings are not investigated as anti-social behaviour.



## Health and safety checks

Occasionally, we will need access to your home to make sure that it is safe and habitable. We will write to you or phone you to tell you why we, or our contractors, need to visit and when. Most visits will be to carry out repairs, maintenance, or safety checks, this includes:

- Annual gas safety checks and remedial works
- Electrical safety checks and remedial works
- Smoke and alarms detector checks
- Leaks and water ingress (into parts of the building, or other flats).

If you do not respond to our requests to visit, we will issue a notice to seek entry and apply to the courts to gain access. This costs time and money, and we may have to recharge the costs to you. Alternatively, if it is an emergency then we will make reasonable endeavours to contact you to provide us with access, however we may force entry otherwise.

## 8. Tenancy fraud

Our tenancy fraud policy defines what we consider housing fraud, what we will do to prevent it, and what actions we will take when we find it. This is part of our corporate anti-fraud policy, which underpins our corporate anti-fraud and corruption strategy.

### Commitment

Our policy on tenancy fraud states our commitment to tackling housing fraud. It details the measures we take to prevent fraud, and the actions we take to make sure our homes are only occupied by people who have the legal right to live there.

We use the following measures:

- Partnership – we will work in partnership to tackle reports of tenancy fraud with other Council departments and external agencies.
- Communication – where appropriate, we will publicise cases of tenancy fraud.
- Prevention – we identify opportunities to prevent tenancy fraud.
- Enforcement – we take enforcement action to stop tenancy fraud and to make sure social housing is used for its intended purpose.
- Performance – we look at ways to continually improve our performance on tackling tenancy fraud.

## Prevention

We know the importance of different departments and agencies working together to tackle housing fraud.

We use several key methods when trying to prevent housing fraud, including:

- The use of data analytics and credit reference agency checks to prevent fraud.
- Working closely with other partners and sharing information appropriately.
- Carrying out rigorous checks at registration and allocation stage including photographic ID.
- The introduction of photographing new tenants at sign up to eliminate ID abuse and misrepresentation.
- Making sure new tenants are fully aware of their responsibilities under the tenancy agreement.
- Carrying out appraisals visits for all new introductory tenancies.
- Actively investigating all reports and complaints of tenancy fraud to establish the facts and act where appropriate. A fraud reporting form is available on our website.
- Publicising national fraud hotlines as part of specific fraud drives.
- Investigating refusals to allow us to enter the property, for example, to carry out gas safety checks, essential repairs, or general access visits.
- Publicising cases of proven tenancy fraud.
- Continually reviewing and implementing best practice.

## Principles and standards

We apply a variety of principles and standards when dealing with tenancy fraud problems. But the most important thing is to recover properties to make sure social housing is used for its intended purpose.

We follow these principles and standards:

1. We will respond promptly to reports of tenancy fraud.
2. All reports of tenancy fraud will be taken seriously and clearly documented with an accurate record of contacts, investigations and actions taken.
3. All appropriate investigations will be conducted professionally and to the required level of thoroughness and detail to establish relevant facts and find a solution.

4. The complainants' identity is confidential unless they agree to have it disclosed. If this affects the type of action that we are able to take, we will discuss it with the person concerned.
5. All persons who are the subject of an investigation into suspected housing tenancy fraud will be always treated fairly and courteously.
6. We will consider publicising cases of proven tenancy fraud.
7. We will treat each case as being unique and deal with it based on the circumstances of that case. Action taken will be proportionate and appropriate.

## Tackling fraud

We investigate all reports or possible fraudulent abuse with our partners, where appropriate, based on our principles and standards.

We have zero tolerance policy towards fraudulent activities.

## 9. Policy review

The tenancy policy will be reviewed every three to five years. Where there are proposed changes to the policy, we will seek approval from portfolio holder and cabinet as necessary.

As a public body, we are required to have due regard to the public sector equality duty under Section 149 of the Equality Act 2010. This includes the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
- Advance equality of opportunity between people who share a protected characteristic and those who do not; and
- Foster good relations between people who share a protected characteristic and those who do not.

When developing new policies or making material changes to existing policies, we will carry out Equality Impact Assessments (EqIAs) to make sure we meet our public sector equality duty.

## 10. Useful links

Tenancy Strategy

[Tenancy agreement](#)

[Allocations Policy](#)

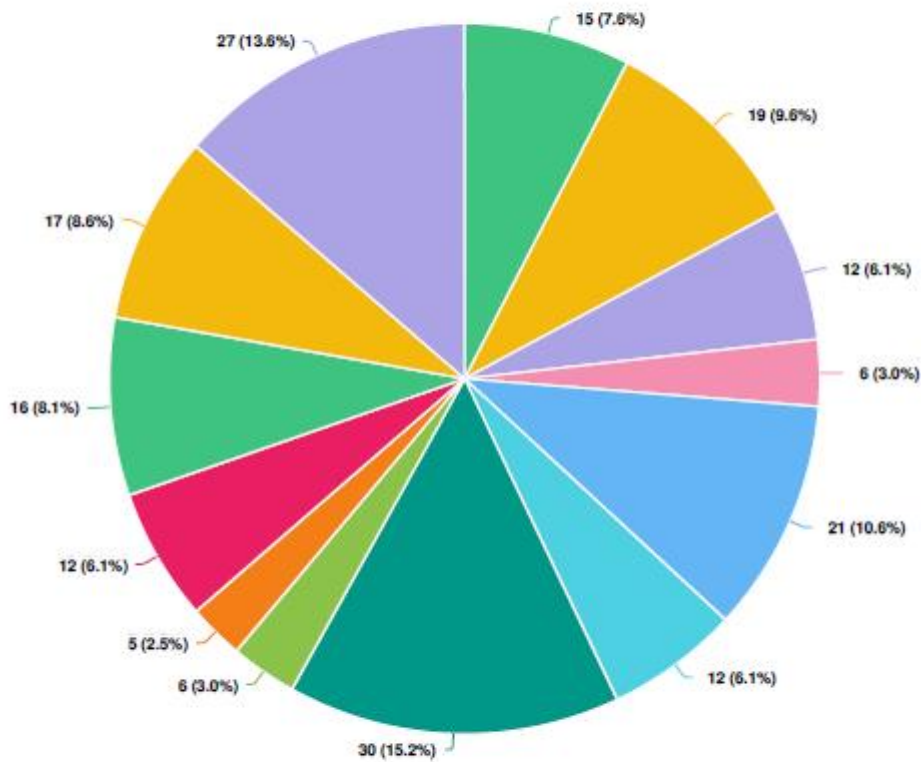
[Norwich City Council website - housing](#)

## Appendix 2 Consultation Results

2a: Residents of 13 Wards responded to the consultation document.

Get Talking Norwich : Summary Report for 23 December 2021 to 03 October 2024

What is your ward?



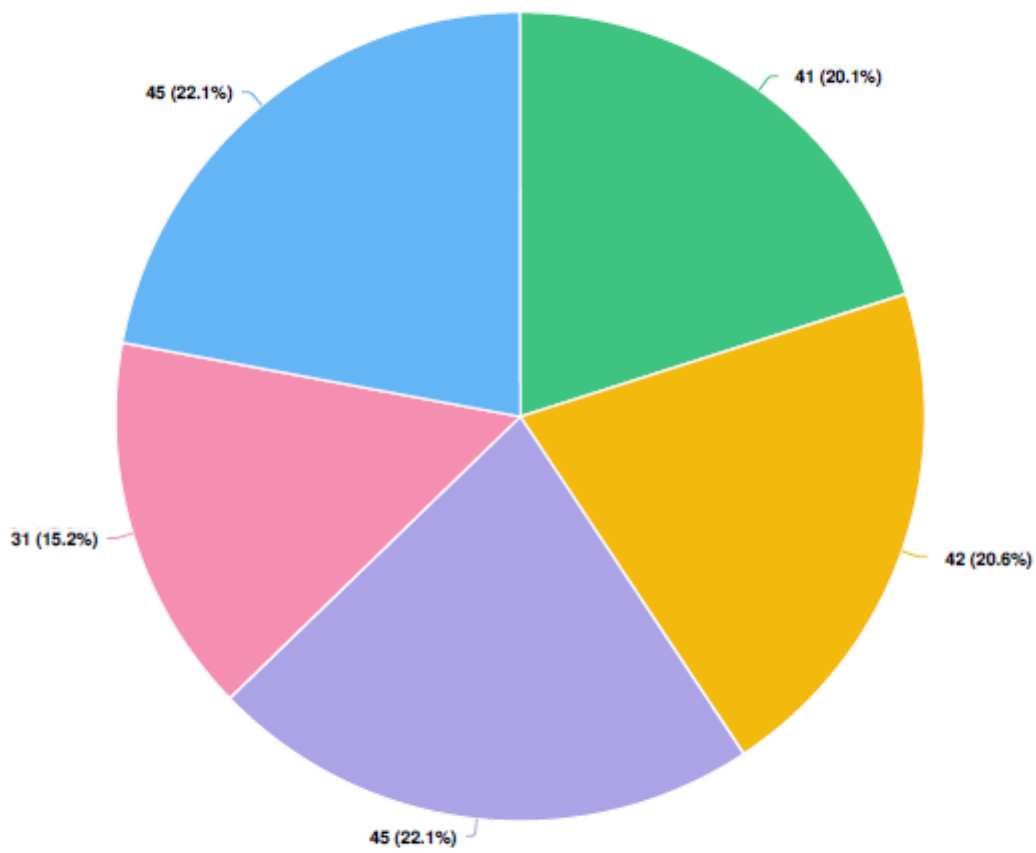
**Question options**

- Bowthorpe
- Calton Grove
- Crome
- Eaton
- Lakenham
- Mancroft
- Mile Cross
- Nelson
- Sewell
- Thrope Hamlet
- Town Close
- University
- Wensum

2b: Responses to survey question.

Survey : Survey Report for 23 December 2021 to 03 October 2024

**Q4** To what extent do you agree with our plans to safeguard a way to continue to provide council homes for future generations by introducing affordable rent?



**Question options**

● I strongly agree ● I agree ● Unsure ● I disagree ● I strongly disagree

**Appendix 3- Summary of Observations- consultation.**

	<b>Theme</b>	<b>Summary of responses</b>	<b>Norwich City Council response</b>
<b>To what extent do you agree with our plans to safeguard a way to continue to provide council homes for future generations.</b>	Finances	Not everyone can afford private renting, it's vital to the councils and people of Norwich to get an affordable home	The Council is not proposing to introduce private rent. We have aligned the rent setting for these new affordable homes with the LHA Cap. We have consulted with our Financial Inclusion team, and modelled details of current market rents, current average wages and additional benefit caps. This means that the widest set of applicants can apply and afford this rent level. Additionally newer properties with modern heating systems are considered to be 10-15% more energy efficient compared to our current housing stock.
		Just not sure people will be able to afford to pay more. When already struggling with increased bills.	
	Clearer communications	More houses at affordable price is good idea but how will it work? Is it throughout banding or what? More information would be very helpful to have a clear idea	All properties, inclusive of those that are Affordable rents will be part of the Houme Options current bidding system. It will be shown clearly whether the property being advertised for is Affordable or Social Housing. The usual Council's usual decision-making route will be applied to determine which properties are to be offered as part of the affordable regime.
		I personally don't understand how it will be decided whether someone will pay social or affordable rent	

	Theme	Summary of responses	Norwich City Council response
<p><b>To what extent do you agree with our plans to safeguard a way to continue to provide council homes for future generations.</b></p>	<p>Better quality social housing and repairs service</p>	<p>There isn't enough council homes as it is - so hopefully by providing more would help the waiting times.</p>	<p>By offering both affordable and social housing, the Council will be able to continue to offer homes for rent.</p>
		<p>Taking care of stock already held would be a start</p>	<p>The introduction of affordable rent for select properties will allow the council to continue investing in the maintenance of existing homes while enabling the construction of additional housing to meet growing demand. Any additional rental income would also be reinvested to enhance the quality of current housing and develop new, energy-efficient homes.</p>
		<p>The council repair system has gone down hill</p>	

	Theme	Summary of responses	Norwich City Council response
<p><b>To what extent do you agree with our plans to safeguard a way to continue to provide council homes for future generations.</b></p>	Fairness	<p>With the current financial climate I'm unsure it will be fair.</p>	<p>All properties, inclusive of those that are Affordable rents will be part of the current bidding system, and after we have completed modelling calculations based on LHA Caps with the assistance of the Financial Inclusion team, the Council have ensured that all applicants can apply for both affordable and social housing. Affordability checks may be completed to better support future tenants..</p>
		<p>Affordable rent will be only affordable for high earners.</p>	<p>We have aligned the rent setting level for our affordable rent to be within the LHA Cap, ensuring that all applicants on the housing register can apply for either affordable or social rent.</p>





**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Revised Safeguarding Policy

**Portfolio:** Councillor Jones, Cabinet member for housing

**Report from:** Executive director of communities and housing

**Wards:** All Wards

**OPEN PUBLIC ITEM**

**Purpose**

To ensure the council meets its responsibilities for safeguarding adults and children. This report highlights the changes recommended to the council's safeguarding policy

**Recommendation:**

It is recommended that the revised safeguarding policy be agreed and published on the council's website.

**Policy framework**

The council has five corporate priorities, which are:

- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich.
- An open and modern council.

This report meets the fairer Norwich corporate priority

This report addresses 'our city and local neighbourhoods are safe' and 'people have better health outcomes and longer life expectancy' priorities in the Corporate Plan

**Report details**

1. The city council safeguarding children and vulnerable adults policy was last reviewed in 2020. The policy should be updated as legislation, processes and/or personnel change.

2. The review was recommended as part of the TIAA safeguarding audit in 2023.
3. Since that time, the draft policy had been reviewed by the following individuals and groups and their comments and feedback has been incorporated:
  - City Council Safeguarding group members
  - Safer Partnership (Children's services)
  - NP Law
  - Housing Leadership Team
  - Executive Director of Communities
  - NCC Health and Safety Manager
  - Unison members
  - The policy has also been drafted in line with Norfolk Safeguarding Adults Board 'Making Safeguarding Personal' Guidance
4. Summary of changes
  - 4.1 The title of the policy has changed to reflect current best practice in safeguarding.
  - 4.2 Links have been designed to enable easy updating using the Safeguarding sharepoint and to enable the reader to easily find more detailed information.
  - 4.3 The new policy reflects the current council structure and safeguarding responsibilities.
  - 4.4 Definitions of abuse are based on the categories of abuse under the Care Act 2014 and the Working Together to safeguard children guidance 2018.
  - 4.5 The policy refers to updated legislation and guidance including the Domestic Abuse Act 2021 and the Norfolk Continuum of Needs Guidance 2023.
  - 4.6 The policy refers to the NCC cuckooing guidance.
  - 4.7 The policy gives guidance about what to do if employees of those delivering services on our behalf are concerned about someone, but it is not a safeguarding issue.
  - 4.8 The policy stresses the importance of escalating concerns and information on how to do so.
  - 4.9 The policy provides information on support available for our workforce.

## **Implications**

### **Financial and resources**

5. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2024-29 and budget.
6. There are no proposals in this report that would reduce or increase resources.

## Legal

- NP Law have been consulted and their feedback incorporated into the revised policy.

## Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	The policy has a positive impact for people with protected characteristics – see attached EQIA
Health, social and economic impact	The policy will help officers support Norwich residents to stay safe
Crime and disorder	The policy reflects the provisions of the Domestic Abuse Act 2021 and refers to the city council cuckooing guidance
Children and adults safeguarding	The policy will ensure we meet our responsibilities to safeguard children and adults
Environmental impact	N/A

## Risk management

Risk	Consequence	Controls required
Staff and councillors do not understand or know how to fulfill their safeguarding responsibilities	Residents experience and remain at risk of harm	The policy will support staff and councillors to meet their responsibilities to help safeguard all Norwich residents

## Reasons for the decision/recommendation

7. Cabinet are asked to approve the updated policy to ensure we meet our safeguarding responsibilities

## Appendices: Appendix A – Safeguarding Policy

## Appendix B – Equality Impact Assessment

### Contact officer:

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If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.



**NORWICH**  
City Council



# Safeguarding children and adults at risk of harm

**Norwich City Council policy and procedures 2024**



**NORWICH**  
City Council

## Contents

Introduction.....	3
Definitions.....	3
Policy Statement .....	4
Oversight and Assurance of Policy.....	5
Definition of abuse .....	5
Types of abuse.....	6
Legal Framework and Guidance .....	12
Roles and Responsibilities .....	13
Codes of conduct for employees and Councillors.....	13
Partnerships and Networks .....	14
Confidentiality and Record Keeping.....	14
Training .....	14
Reporting concerns .....	15
Escalating concerns .....	16
Allegations against professionals.....	16
Support for staff .....	16
Good practice guides and useful links .....	17

Version control			
Date	Version number	Reason	Author

# Introduction

1.1 Norwich City Council prioritises health and wellbeing for all and be a place where everyone feels valued as part of a safe and caring community.

1.2 Norwich City Council is not a direct provider of social care services for children, young people or adults with needs for care and support. However, this safeguarding policy is designed to ensure that Norwich City Council meets its responsibilities and safeguards children (including unborn babies), young people and adults experiencing or at risk from abuse or neglect as well as protecting its staff, elected members and volunteers.

1.3 Quick Guide to Safeguarding Procedures

If you have a concern now – click here: ([Quick guide to safeguarding procedures](#))

# Definitions

2.1 Safeguarding

Safeguarding is broader than child or adult protection. It includes:

- promoting the welfare of children, young people and adults experiencing or at risk from abuse or neglect.
- protecting children, young people and adults from abuse and maltreatment, preventing harm to the health or development of children, young people and adults experiencing or at risk from abuse or neglect.
- ensuring children and young people grow up with the provision of safe and effective care.
- taking action to enable all children, young people and adults experiencing or at risk from abuse or neglect to have the best outcomes.
- the provision of specialist services where harm or abuse has or is suspected to have occurred.

**Safeguarding is everybody's business – the public, volunteers and professionals. The Council recognises that safeguarding is the corporate responsibility of every employee, councillor, organisations and contractors who work for or provide services on behalf of Norwich City Council.**

2.2 Child

The term child or young person is used to refer to anyone under the age of 18.

2.3 Adults experiencing or at risk from abuse or neglect

Under the Care Act 2014, a person who is 18 years of age or older is considered to be an adult at risk if she or he:

- Has needs for care and support (whether or not the Local Authority is meeting any of those needs) **and**;

- Is experiencing, **or** at risk of, abuse or neglect; **and**;
- As a result of those care and support needs is unable to protect themselves from either the risk of, or the experience of, abuse or neglect.

## 2.4 Other Terms

- The term ‘parent’ is used as a generic term to represent parents, carers and guardians.
- The term ‘staff’ or ‘employee’ is used to refer to any person working for or on behalf of the council in a paid or voluntary capacity.
- The term ‘elected member’ is used to refer to any councillor elected to serve Norwich City Council.
- The term contractor or sub-contractor is used to describe any individual or organisation delivering services on behalf of the council.

# Policy Statement

3.1 Norwich City Council believes that all children, young people and adults irrespective of their age, economic background, religion, culture, disability, gender, ethnicity or sexual preference have the right to protection from harm. We have a duty to promote the welfare of and safeguard all children, young people and adults experiencing or at risk from abuse or neglect as far as is reasonably practicable. We will do this by:

- Raising awareness of safeguarding and providing training across the organisation so that all staff are aware of their responsibilities.
- Ensuring our recruitment procedures are robust and proper checks and procedures are followed to prevent unsuitable people from working with children, young people and adults with needs for care and support.
- Where appropriate, ensuring contractors, funded organisations and other relevant third parties have safeguarding policies and procedures in place.
- Working in partnership with other agencies to safeguard children and adults at risk of harm by recognising, recording and referring cases of abuse to the relevant authorities to take or initiate action where necessary.
- Ensuring DBS checks are obtained as required.

3.2 This policy takes into account the provisions of the Children Act 2004 which places a statutory duty on all agencies to safeguard and promote the welfare of children, and the Care Act 2014 and associated guidance which requires people and organisations to work together to prevent and stop the risk and experience of abuse and neglect of adults, and other council policies and procedures. The council works in partnership with a range of agencies to safeguard children and adults at risk of or experiencing abuse or neglect in Norwich, including the Norfolk Safeguarding Children Partnership and the Norfolk Safeguarding Adults Board. This policy aligns with the Norfolk Multi-Agency Safeguarding Arrangements.

3.3 The Counter Terrorism and Security Act 2015 has placed a duty on the council to have due regard to the need to prevent people from being drawn into extremism and terrorism. “Prevent” is the name given to part of the Government’s strategy to prevent terrorism by



reducing the possibility of radicalisation and is included as part of our safeguarding responsibilities in accordance with published guidance.

3.4 This policy will be made available to all employees, councillors, volunteers, contractors, those we fund and other relevant third parties.

3.5 This policy will be available on the council's website and intranet.

## Oversight and Assurance of Policy

4.1 The council participates in an annual Section 11 audit undertaken by the Norfolk Safeguarding Children Partnership (NSCP). This audit is designed specifically to ensure that organisations comply with the requirements of the Children Act 2004. The audit includes a self-assessment tool which is used to identify and agree areas for improvement and this information is used to develop an action plan for the following year. This action plan is agreed and monitored by the Internal Safeguarding Group.

4.2 Internal Audit undertake periodic reviews of practices at the council. Any resultant audit report will include an action plan to improve the council's approach.

4.3 The council's Safeguarding Policy is approved by Cabinet and Council following consultation with Management Team, the Internal Safeguarding Group, Norfolk Safeguarding Children's Partnership and Norfolk Safeguarding Adults Board.

## Definition of abuse

5.1. Abuse is the violation of an individual's human and civil rights by any other person or persons (Department of Health 2000).

5.2. Abuse can happen anywhere including in the home, at school and during leisure activities. Abuse is not just about physical harm. For example, witnessing domestic abuse at home harms a child or young person emotionally and psychologically and impacts their ability to thrive.

5.3. Abuse is any form of physical, emotional or sexual mistreatment or lack of care that leads to injury or harm. It commonly occurs within a relationship of trust or responsibility and represents an abuse of power or a breach of trust.

5.4. Abuse can happen to anyone regardless of their age, gender, race or ability.

5.5. People may be abused in a family or in an institution or community setting by those known to them or, more rarely, by a stranger. They may be abused by an adult or adults, a child or children or a young person/people.

5.6. Abuse and neglect are forms of maltreatment of a child, young person or adult. Somebody may abuse or neglect a child by inflicting harm, or by failing to act to prevent harm.

5.7. Failing to act to prevent harm to a child or adult at risk of harm can imply acceptance of such behaviour, which in turn implies responsibility.

5.8. Abuse can be:

- Intentional or unintentional
- Active or passive
- Part of a pattern of behaviour or a single incident

## Types of abuse

6.1 There are many different categories of abuse, which include:

Adults (Care Act 2014):

- Physical
- Sexual
- Emotional / psychological
- Neglect and acts of omission
- Domestic abuse – including controlling and coercive behaviour
- Financial / material
- Modern day slavery and human trafficking
- Discriminatory
- Self-neglect (and hoarding)
- Organisational.

Children (Working Together to Safeguarding Children Guidance):

- Physical
- Sexual
- Emotional
- Neglect
- Domestic abuse – including controlling and coercive behaviour
- Sexual exploitation
- Child criminal exploitation
- Trafficking
- Online abuse
- Radicalisation.

6.2 Additional types of abuse that may be experienced by adults and/or children:

- Hate crime
- Female genital mutilation
- Forced marriages
- Honour based abuse
- Bullying and cyber bullying

- Cuckooing
- Grooming.

### **6.3 Physical abuse (child and adult):**

A form of abuse which may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm. Physical abuse can be a deliberate act or can be caused by omission or a failure to protect.

### **6.4 Sexual abuse (child and adult)**

Involves forcing or enticing a child, young person or adult experiencing or at risk from abuse or neglect, to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child or adult is aware of what is happening. This can include non-contact activities such as involving children and young people in looking at or in the production of pornography.

### **6.5 Emotional abuse (child and adult)**

The persistent emotional maltreatment of a child or adult such as to cause severe and persistent adverse effects on their emotional development. It may feature the imposition of age or developmentally inappropriate expectations.

### **6.6 Neglect (child)**

The ongoing failure to meet a child's basic physical and/or psychological needs, which is likely to result in the serious impairment of their health or development

## **6.7 Neglect and acts of omission (adult)**

Neglect for an adult only applies when the adult lacks mental capacity and is reliant on someone else to carry out activities. Neglect occurs when the individual responsible for carrying out those activities persistently fails to do so.

## **6.8 Domestic abuse (child and adult)**

An incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse by someone who is or has been an intimate partner or family member, regardless of gender or sexuality.

Children are also recognised as victims of domestic abuse. Being exposed to domestic abuse has serious consequences for children and young people; and it can affect how they feel, think, and behave in harmful ways.

Norwich City Council has made a FLOURISH pledge which is that we will prioritise the safety and welfare of children and young people whenever we are aware of domestic abuse and work closely with other agencies enabling children to access early support.  
[Flourish - Norfolk County Council](#)

The council is also working towards Domestic Abuse Housing Alliance Accreditation which will help us ensure we provide an appropriate response and support for residents and our staff experiencing domestic abuse.

[Domestic Abuse Policy - Residents](#)

[Domestic Abuse Policy for Employees](#)

## **6.9 Financial or material abuse (adult)**

The unauthorised, fraudulent obtaining and improper use of funds, property or any resources from an adult experiencing or at risk from abuse or neglect.

## **6.10 Sexual exploitation (child)**

Sexual exploitation is a subset of sexual abuse which involves exploitative situations and relationships where people receive 'something' (e.g. accommodation, alcohol, affection, money, gifts, cigarettes, drugs) as a result of them performing, or others performing on them, sexual activities. In all cases, those exploiting children have power over them by virtue of their age, gender, intellect, physical strength and economic or other resources. Many of these factors are also the same for adults experiencing or at risk from abuse or neglect.

## **6.11 Modern slavery and human trafficking (adult)**

Encompasses slavery, human trafficking, forced labour, forced criminality and domestic servitude where the threat or use of force, coercion, abduction, abuse of power or deception are exploited for the purposes of prostitution, forced labour, slavery or other similar practices.

### **6.12 Trafficking (child)**

The action or practice of illegally procuring and relocating children, typically for the purposes of forced labour or sexual exploitation.

### **6.13 Child criminal exploitation (child)**

Involves individuals being forced to work under the control of highly organised criminals in activities such as forced begging, shoplifting, and pickpocketing, cannabis cultivation, drug dealing and financial exploitation.

### **6.14 Discriminatory abuse (adult)**

Discriminatory abuse exists when values, beliefs or culture result in a misuse of power that denies mainstream opportunities to some groups or individuals.

### **6.15 Self-neglect (adult)**

Persistent inattention to personal hygiene and/or environment, repeated refusal of services that would improve their quality of life and causing self-endangerment through unsafe behaviours.

### **6.16 Hoarding (adult, but would have potentially negative effects on any child in the same environment)**

Hoarding is a standalone mental illness, although it can also be a symptom of other mental disorders. There are three categories of hoarding: inanimate objects, animal hoarding and data. This becomes a safeguarding issue when there are significant risks of harm to the person and /or their property and/or other people.

### **6.17 Online (child)**

Any type of abuse that happens on the internet. It can happen across any device that's connected to the web, like computers, tablets and mobile phones. And it can happen anywhere online.

### **6.18 Organisational abuse (adult)**

Organisational abuse occurs where the culture of the organisation places emphasis on the running of the establishment and the needs of the staff above the needs and care of the child, young person or adult at risk.

### **6.19 Radicalisation (child and adult)**

The process where a child or adult, often from a vulnerable background, starts to adopt extreme social, political or religious views and engage in extremist activities. Any concerns about individuals and radicalisation should be referred to a safeguarding champion or the Anti-Social Behaviour team.

### **6.20 Hate crime (adults)**

Any crime that is motivated by hostility on the grounds of race, religion, sexual orientation, disability or transgender identity.

### **6.21 Female genital mutilation (FGM) (adults and children)**

The collective term for procedures, which includes the removal of part or all of the external female genitalia for cultural or other non-therapeutic reasons.

### **6.22 Forced marriage (adults and children)**

Where one or both spouses do not consent to the marriage and there is some element of coercion involved. This is not the same as arranged marriages where the couple can choose to accept or decline the arrangement. Any marriage under the age of 18 is a child protection issue as the child is at significant risk of harm through physical, sexual and emotional abuse.

### **6.23 Honour based abuse (adults and children)**

A crime or incident which has or may have been committed to protect or defend the honour of the family and/or community.

### **6.24 Bullying and cyber bullying (adults and children)**

Behaviour by an individual or group, repeated over time, that intentionally hurts another individual or group either physically or emotionally.

### **6.25 Cuckooing (adults)**

A practice where people take over a person's home and use the property to facilitate exploitation. It takes the name from cuckoos who take over the nests of other birds. The most common form of cuckooing is where drug dealers take over a person's home and use it to store or distribute drugs.

[Cuckooing - Norwich City Council](#)

### **6.26 Grooming (adults and children)**

Grooming is where someone builds a relationship with a child or adult and/or their family to gain their trust for the purposes of sexual abuse or exploitation.

Groomers do this by:

- pretending to be someone they are not, for example, by saying they are the same age online.
- offering advice or understanding.
- buying gifts.
- giving the person experiencing or at risk from abuse or neglect a heightened level attention.
- using their professional position or reputation.
- taking them on trips, outings or holidays.

### **6.27 County Lines (adults and children)**

County Lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile phone lines or other form of 'deal line'. They are likely to exploit children and vulnerable adults to move and store the drugs and money, and they will often use coercion, intimidation, violence (including sexual violence) and weapons.

6.28 In addition to the different categories of abuse listed, other potential safeguarding situations include:

- **Abuse by another adult experiencing, or at risk from, abuse or neglect**

Where the person causing the harm is also an adult experiencing or at risk from abuse or neglect, the safety of the person who may have been abused is paramount.

- **Missing children**

Norfolk Children's Services regard a child as 'missing' when the person responsible for them does not know where they are. Children who are most vulnerable to going missing from care and home include those missing from school, looked after children and asylum-seeking children.

When a child goes missing from care or home, they could be at risk of significant harm through physical or sexual abuse.

- **Private fostering**

This is where a child under the age of 16 (or 18 if disabled) is cared for by someone who is not their parent or a close relative. This is a private arrangement made between a parent and carer for 28 days or more.

In many cases, the child is also looked after away from a familiar environment in terms of region or country. Private foster carers and those with parental responsibility are required to notify the local authority by law of their intention to privately foster or to have a child privately fostered.

- **Unaccompanied asylum-seeking children**

These are children under the age of 18 years who are seeking asylum, but not living with their parents, relatives or guardians in the UK. Most come from countries which are in a state of chaos, including war and endemic violence.

Unaccompanied asylum-seeking children (UASC) require a broad package of support and should be referred to children's social care in order to establish the council's duties to support them.

- **Young carers**

Young carers are children and young people under 18 who look after someone in their family affected by illness, disability, mental health or substance misuse. The young person takes on practical and/or emotional caring responsibilities that would normally be expected of an adult.

Young carers are particularly vulnerable because their caring responsibilities can significantly impact upon a child's health and development.

## Legal Framework and Guidance

7.1 Key legislation includes:

- [Children Act 2004](#)
- [Working Together to Safeguard Children 2018](#)
- [The Human Rights Act 1998](#)
- [The Care Act 2014](#)
- [Mental Health Act 2007](#)
- [Mental Capacity Act 2005](#)
- [Domestic Violence, Crime and Victims Act 2004](#)
  
- [Domestic Abuse Act 2021](#)
- [Counter-Terrorism and Security Act 2015](#)
- [Equality Act 2010](#)
- [Mental Capacity Act 2005](#)
- [Modern Slavery Act 2015](#)

7.2 Key Guidance includes:

- Norfolk Safeguarding Adults Policy Guidance 2023  
[Section 1 – Policy Statement \(norfolksafeguardingadultsboard.info\)](#)
- Norfolk Safeguarding Adults Procedures 2023  
[Procedures 2015 \(norfolksafeguardingadultsboard.info\)](#)
- Norfolk Children's services Guidance:
- Norfolk Continuum of Needs Guidance 2023  
[Norfolk Guidance to Understanding Continuum of Needs | NSCP | PWWC \(norfolkscp.org.uk\)](#)
- Norfolk Safeguarding Children Partnership Policies and Procedures  
[Policies & Procedures | Norfolk Safeguarding Children Partnership \(norfolkscp.org.uk\)](#)



## Roles and Responsibilities

- 8.1 Safeguarding is everybody's responsibility. Therefore, responsibility for the implementation of this policy lies at all levels of the council.
- 8.2 All staff are responsible for acting upon any safeguarding concerns they have and to report them in line with the policy and procedures contained in this document. Even when concerns do not in isolation confirm abuse they should still be reported as, when considered with other concerns, they may provide indicators of a child or adult at risk.
- 8.3 The senior safeguarding officer is the Executive Director of Communities and Housing and has overall responsibility for:
- ensuring that safeguarding allegations are investigated and addressed.
  - coordinating the council's input into serious case reviews and domestic homicide reviews when appropriate
  - ensuring the council's safeguarding group promotes safeguarding throughout the council and develops processes and policies to ensure statutory duties are met.
  - Resolving any inter-agency issues and liaison with the relevant boards in relation to safeguarding.
- 8.4 Safeguarding champions represent specified service areas at the council's safeguarding group. It is their role to:
- act as a point of contact for guidance in relation to safeguarding issues and concerns that staff come across.
  - promote the welfare of children and vulnerable adults across the council.
  - ensure all required reporting and referral processes are followed by staff in their service area.
  - attend relevant safeguarding training courses to keep up to date on legislative and best practice process developments in relation to safeguarding – this includes face to face safeguarding champion training.
  - provide strategic oversight for all aspects of safeguarding work across the council via the internal safeguarding group meetings.
- 8.5 Human Resources and Organisational Development are responsible for:
- Providing training for staff and councillors appropriate to their safeguarding responsibilities.
  - Ensuring Disclosure and Barring Service (DBS) checks are in place for staff who require them.
- 8.6 Contractors and partner organisations delivering service on behalf of the council have a duty to report safeguarding concerns. This forms part of the contracts or service level agreements empowering those organisations to undertake work on the council's behalf.
- 8.7 Councillors should familiarise themselves with this policy and report any safeguarding concerns in line with this document.

## Codes of conduct for employees and Councillors

- 9.1 The council's codes of conduct [Constitution | Norwich City Council](#) outlines the standards

and principles of behaviour that demonstrate probity in our roles. This includes identifying the need for appropriate boundaries in supporting children or adults at risk of harm and ensuring information obtained as a result of our duties is viewed and shared only professionally and as appropriate.

9.2 This enables us to:

- Develop a positive and open working culture.
- Easily identify poor practice.
- Carry out timely investigations.
- Take disciplinary action where necessary.

## Partnerships and Networks

10. The council participates in a number of groups and partnerships as part of its commitment to meeting its safeguarding responsibilities. These include:

- Norfolk County Council Safeguarding Adults Board and associated groups
- Norfolk County Council Safeguarding Children's board and associated groups
- Police – who are responsible for effective agency working in the investigation and resolution of children or adult protection cases including cases of domestic abuse and sexual violence.

## Confidentiality and Record Keeping

11. Safeguarding children and vulnerable adults supersede any confidentiality concerns. Below are some key points to consider when working with children and vulnerable adults:

- Confidentiality is not absolutely guaranteed, and staff should be open and honest regarding its limitations.
- Children and vulnerable adults should be made aware of the limits to confidentiality and the potential consequences of disclosure.
- Where concerns are raised or allegations made regarding the parent of the child or young person, consultation should be made with a safeguarding champion on whether it is necessary to disclose any information to the parent. We should seek to gain consent from the parents to contact Norfolk Children's Advice and Duty Service (CADS), unless to do so would place the child at further risk of harm or undermine a criminal investigation.
- Where an employee has a suspicion of significant harm, safeguarding procedures as outlined throughout this document must be put in place.
- Clear records must be kept of any concerns using the council's electronic records systems and the relevant authorities notified.

11.1 Norwich City Council staff and councillors are reminded of how to legally and effectively share information to safeguard children and vulnerable adults using the HM Government's ["Seven golden rules for information sharing"](#).

## Training

12.1 All Norwich City Council staff are required to complete mandatory safeguarding training to understand their responsibilities to safeguard children and adults at risk of harm. Details of this can be

found on learning room:

[Course: Safeguarding Adults. \(learningpool.com\)](#)

[Course: Safeguarding and child protection for non-children's service workers e-learning \(learningpool.com\)](#)

12.2 This training must be refreshed at least every 3 years.

12.3 Some staff will also receive additional specialist training relevant to their role. Staff may also request additional training via their line manager.

## Reporting concerns

13.1 Quick Guide to safeguarding procedures table ([Quick guide to safeguarding procedures](#))

13.2 **Immediate Danger** - concerns that a child or adult is at immediate risk of harm should be reported to the police using 999.

13.3 **Concerns about a child at risk of harm, or likely to suffer from significant harm** - Contact Norfolk Children's Advice and Duty Service (CADS) on 0344 800 8021. When considering whether to make a referral to CADS consult the [CADS Flowchart](#) and the [Norfolk Continuum of Needs Guidance 2023](#).

13.4 **Concerns about an Adult at risk of harm**

If the person:

- has care and support needs (whether the authority is meeting any of those needs),
- is experiencing, or is at risk of, abuse or neglect, and
- as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.' (Care Act 2014, section 42)

This is a safeguarding concern and must be reported to Adult Social Care on 0344 800 8020

If the person does not meet the above criteria but, for example, has a health need resulting in welfare concerns you can signpost them to [NHS 111](#) or contact their GP.

See separate good practice guide below for more information regarding specific scenarios.

**In all cases staff should complete a SIL form and note the action they have taken on the relevant case management system.** [Safeguarding - Safeguarding issue log form policy and procedures.pdf - All Documents \(sharepoint.com\)](#)

13.5 **Early Intervention** - Where there may be a safeguarding risk or concern, staff can access advice and support from a range of partners at the weekly Norwich Early Help (NEHH) collaboration meeting. The meetings take place via MS teams (for details on how to join, contact [neh@norwich.gov.uk](mailto:neh@norwich.gov.uk)).

## Escalating concerns

- 14.1 Where safeguarding concerns persist staff have a responsibility to escalate these to relevant external organisations [Escalation points of contact for organisations | Norfolk Safeguarding Adults Board](#)
- 14.2 To escalate adult concerns additional guidance can be found here [Complex Case guidance \(norfolksafeguardingadultsboard.info\)](#)
- 14.3 To escalate concerns relating to children and young people, in addition to contacting relevant agencies in 14.1, staff should also contact CADS [Children's Advice and Duty Service \(CADS\) Norfolk County Council | Norfolk Community Directory](#)

## Allegations against professionals

- 15.1 **Norwich City Council Whistleblowing Policy:**  
This policy [Introduction | Whistleblowing policy | Norwich City Council](#) supports staff to raise concerns about individual or organisational practice that cannot be addressed by their line manager. All staff must report concerns where they feel that behaviours may put the safety, care or wellbeing of a child or adult at risk.
- 15.2 Serious concerns about poor practice in the organisation or the council's approach to safeguarding can be raised via the council's whistleblowing policy or directly with the council's senior safeguarding officer, the Executive Director of Communities and Housing.
- 15.3 **Children** – suspicions of poor practice or abuse by a staff member or another professional that is observed or reported to a staff member should be reported to the Local Authority Designated Officer (LADO) on 01603 223473 as soon as possible.
- 15.4 **Adults** – to report concerns regarding a staff member or other professional who may pose a risk to adults with care and support needs, contact Adult Social Services on 0344 800 8020 and ask to speak with the adult social care safeguarding team. Ask them to send a safeguarding adults data sharing referral (SADS) form and email this once completed to [sccesecure@norfolk.gcsx.gov.uk](mailto:sccesecure@norfolk.gcsx.gov.uk)

## Support for staff

- 16.1 The council recognises that safeguarding situations or other scenarios where staff encounter people who have experienced or who are at risk of harm can be distressing. A wide range of support is available, and staff are encouraged to speak with a manager or human resources in the first instance.
- 16.2 We are committed to developing a workplace culture in which there is zero tolerance of abuse, and which recognises that the responsibility for domestic abuse lies with the perpetrator.
- 16.3 Further information on support services including details of the council's employee assistance

programme, domestic abuse champions and mental health first aiders can be found via the [wellbeing SharePoint site](#).

## Good practice guides and useful links

**An up to date list of resources, good practice guides and details of city council safeguarding champions are held on the safeguarding SharePoint and available to all city council staff.**

### Policy Review

This policy will be reviewed and updated as legislation or processes and / or personnel change.



If you would like this information in another language or format such as large print, CD or Braille please visit [www.norwich.gov.uk/Intran](http://www.norwich.gov.uk/Intran) or call 0344 980 3333

Produced by Norwich City Council 2024

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

<b>What is being assessed</b>	Safeguarding Children and Adults at Risk of Harm policy 2024	<b>Status</b>	First assessment of new policy
<b>Officer completing</b>	Rachel Omori	<b>Role</b>	Independent Living Manager
<b>Team</b>	Independent Living Team	<b>Directorate</b>	Community Services
<b>Senior leadership team sponsor</b>	Chris Hancock	<b>Role</b>	Director of Housing and Community Safety

<p><b>What are the main aims or purpose of the policy, practice, service or function?</b> <i>(include links to project briefs, cabinet reports etc)</i></p> <p>To ensure the council meets its responsibilities and safeguards children (including unborn babies), young people and adults experiencing or at risk from abuse or neglect as well as protecting its staff, elected members and volunteers.</p>
<p><b>How does it fit with other services and policies, and how does it support our <a href="#">corporate objectives</a> and <a href="#">City Vision</a>?</b></p> <p>It supports the objectives of an open and modern council and a fairer city by providing guidance to officers about their responsibilities to identify, record and report safeguarding concerns.</p>
<p><b>What is the reason for the proposal or change (financial, legal etc)?</b> <i>The Equality Act requires us to make this clear.</i></p> <p>The policy refers to new legislation and guidance as well as procedures and resources available.</p>
<p><b>Who implements, carries out or delivers the policy, practice, service or function?</b> <i>(person/team/body and other organisations who deliver under procurement or partnership arrangements)</i></p> <p>Safeguarding is everybody’s business – the public, volunteers and professionals. The Council recognises that safeguarding is the corporate responsibility of every employee, elected members, organisations and contractors who work for or provide services on behalf of Norwich City Council. Lead officers and key responsibilities are identified within the policy.</p>

## Equality Impact Assessment

**What outcomes do we want to achieve, why and for who?**

- Children and Adults at risk of harm are safe.
- Officers are aware of the signs of possible safeguarding concerns and know how to report them and to whom.
- Officers are aware of available support for residents and themselves should they need further guidance.

**Will anyone be disproportionately affected by the programme, and/or will it create any benefits?** *(customers, employees, groups in the wider community etc)*

Research shows that people with protected characteristics and other relevant groups may be more at risk of abuse and / or neglect. The policy highlights who might be affected by particular forms of abuse and will be published on the council's website.

Children and adults at risk of harm will be positively impacted.

**If yes, complete the relevant sections below for any benefits and adverse impacts identified.**

Affected group	Key findings from analysis of data and evidence. Identify any gaps in data here	Level & type of impact: low/medium/high, positive/adverse	Justifiable if adverse	Actions to mitigate impacts, maximise benefits or address identified gaps in data	By when
<b>Age</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy applies to people of all ages including unborn babies	<b>N/A</b>
<b>Disability</b>	General shared knowledge and best practice relating to	<b>Positive – High</b>	<b>N/A</b>	The policy highlights that people with a disability may be more at	<b>N/A</b>

## Equality Impact Assessment

	<p>safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.</p>	<p><b>Negative - Medium</b></p>		<p>risk of abuse and harm. It demonstrates the council's commitment to safeguarding children (including unborn babies) and all adults with care and support needs.</p> <p>Staff with mental health issues or who have experienced abuse themselves may find the content of the policy and associated training triggering. Information about sources of help is contained on learning room when officers look at the available training courses. Our well-being SharePoint site also contains resources and support about a range of issues affecting employee wellbeing, including our employee assistance programme which may help anyone affected.</p>	
<p><b>Gender reassignment</b></p>	<p>General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which</p>	<p><b>Positive - High</b></p>	<p><b>N/A</b></p>	<p>The policy highlights hate crime that may be motivated by hostility on the grounds of sexual orientation or transgender identity</p>	<p><b>N/A</b></p>



## Equality Impact Assessment

	are recorded by relevant council staff.				
<b>Marriage and civil partnership</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	policy highlights forced marriage	<b>N/A</b>
<b>Pregnancy and maternity</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive – High</b>	<b>N/A</b>	policy covers unborn babies, children and adults	<b>N/A</b>
<b>Race/ethnicity</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim	<b>Positive -High</b>	<b>N/A</b>	policy contains guidance around discriminatory abuse and actions to protect people experiencing cultural issues such as forced marriage and Female Genital	<b>N/A</b>

## Equality Impact Assessment

	to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.			Mutilation which tend to affect young people from ethnic minority backgrounds disproportionately. The Policy covers Modern Slavery which can affect migrant workers.	
<b>Religion and belief</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy contains guidance around safeguarding affecting particular groups including female Genital Mutilation (FGM) and honour-based abuse.  Mandatory Prevent E-learning and Equality and Diversity training help ensure staff are aware of the principles of unconscious bias	<b>N/A</b>
<b>Sex/gender</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which	<b>Positive -High</b>	<b>N/A</b>	Policy contains information about abuse affecting people of particular genders such as Female Genital Mutilation. It also covers domestic abuse which has a disproportionate impact on women.	<b>N/A</b>

## Equality Impact Assessment

	are recorded by relevant council staff.				
<b>Sexual orientation</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	Policy clarifies that abuse can affect anyone regardless of their sexual orientation, it highlights discriminatory abuse, and that hate crime may be motivated by hostility on the grounds of sexual orientation.	<b>N/A</b>
<b>Other groups</b>	General shared knowledge and best practice relating to safeguarding has identified particular groups of people to be more at risk of falling victim to abuse. This is evidenced through Domestic Homicide Reviews (DHRs), Safeguarding Adult Reviews (SARs) and child case reviews. Internal Safeguarding Issue Logs which are recorded by relevant council staff.	<b>Positive - High</b>	<b>N/A</b>	The policy recognises that some groups are more likely to experience modern slavery, cuckooing, grooming and be at risk of exploitation through county lines activity.	<b>N/A</b>

**What evidence and data has been used for this assessment, including community engagement and consultation?** *(include links to data sources, consultations etc)*

The draft policy has been shared with the council's internal safeguarding group, children's services, housing leadership team and NP Law and their feedback has been incorporated.

<p><b>How has the equality impact assessment informed or changed the proposal?</b></p> <p>The council’s following mandatory e-learning courses have been reviewed to ensure officers understand that people with protected characteristics may be at higher risk of abuse, warning signs of possible abuse and support available:</p> <ul style="list-style-type: none"> <li>• Safeguarding adults</li> <li>• Safeguarding children</li> <li>• Prevent Duty and Radicalisation</li> </ul> <p>A one-day face to face safeguarding training session is provided for safeguarding champions, managers and team leaders in front facing roles to strengthen knowledge and confidence.</p> <p>Mandatory Equality and Diversity E-Learning ensures that staff are aware of the principles of unconscious bias and how this can lead staff to make assumptions about who needs safeguarding.</p>
<p><b>What actions have been identified going forward?</b></p> <p>Uptake of mandatory safeguarding training will be monitored through 6-monthly reports to the safeguarding group and monthly reports to the senior leadership team.</p>
<p><b>How will the impact of your proposal and actions be measured moving forward?</b></p> <p>Safeguarding Incident Log Reports (SIL’s) are shared with the internal safeguarding group every 2 months to identify themes and learning / development needs.</p> <p>Reports confirming uptake of mandatory safeguarding training are shared with the safeguarding group on a 6 monthly basis.</p>

**Once complete, email to: [strategy@norwich.gov.uk](mailto:strategy@norwich.gov.uk) For the assessment to be final, the relevant people agreeing it must sign off this section.**

<b>Officer completing assessment</b>	Rachel Omori	<b>Date</b>	August 2024
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## Equality Impact Assessment



<b>Senior leadership team sponsor</b>	<b>Chris Hancock</b>	<b>Date</b>	
<b>Equality lead (strategy team)</b>	<b>Joe Siggins</b>	<b>Date</b>	<b>14/08/2024</b>





**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Corporate Performance Report for Quarter 2, 2024-2025

**Portfolio:** Councillor Stonard, Leader of the council

**Report from:** Executive director of communities and housing

**Wards:** All wards

**OPEN PUBLIC ITEM**

**Purpose**

To report progress against the delivery of the corporate plan priorities and key performance indicators for quarter two of 2024-2025.

**Recommendation:**

It is recommended that cabinet review progress on the key performance indicators for this quarter.

**Policy framework**

The council has five corporate priorities, which are:

- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich.
- An open and modern council.

This report meets the 'An open and modern council' corporate priority.

## Report details

### Introduction

1. For the reporting period 2024-2025, information across corporate performance, finance and risk elements will be presented to Cabinet as three quarterly reports, and an annual report for 2024-2025 which will separately include the quarter four data.
2. The KPIs in this report have been carried over from the previous Corporate Plan and are under review, as part of the new business planning process. For the purpose of this report, the existing KPIs have been mapped to the new priorities in the Community-led Plan 2024-2029 'We are Norwich':
  - An open and modern council
  - A prosperous Norwich
  - A fairer Norwich
  - A climate responsive Norwich
  - A future-proof Norwich
3. This report sets out progress for the period 01 July 2024 to 30 September 2024.
4. Performance reporting for indicators in this report is based around a traffic light system, for further information please see [here](#).

### Overview of Performance Measures for Quarter Two 2024-2025

5. There are 22 quarterly and two annual KPIs reported for this period. Please note, two quarterly KPIs are being monitored before setting targets and intervention levels and data for one annual KPI and one quarterly KPI is awaiting external verification and will be reported in quarter three. The table below compares the latest quarterly KPIs with a rolling 12-month average, broken down by status:

KPIs against targets		Rolling 12-month average		Q2 totals 2024-2025	
<b>Green</b>	Performance is on or above target	13	65%	10	53%
<b>Amber</b>	Early warning that performance is not on target and action may be required.	3	15%	4	21%
<b>Red</b>	Performance has reached a level where we will intervene and agree what action is required to bring it back on target.	4	20%	5	26%
<b>Totals</b>		<b>20</b>		<b>19</b>	



6. Please note that the KPI '*Council on track to remain within General Fund budget (£)*' has been removed. This is because details on the council's overall financial position based on managers' forecasts is reported in the **2024/25 Quarter 2 – budget monitoring cabinet report** (item 9 on the same agenda as this report).
7. Overall, performance remains steady with positive movement across 10 indicators. There are six KPIs that have reached a level where we are taking action to bring them back on target.
8. The information below provides an overview of the following:
  - KPIs off target and have reached a level where we will intervene.
  - KPIs not on target and action may be required to improve performance
  - KPIs where there have been significant improvements during the quarter.



## KPIs off target requiring intervention

KPIs to watch for  
quarter two

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
Average re-let time of council homes in calendar days (excluding major works)	55.00	58.00	79.00	79.00	67.00
Council income from investment property portfolio expressed as % of target income	95.00	95.00	98.00	97.00	84.00
Number of new homes (both council and private) completed	221.00				246.00

- **Average re-let time of council homes in calendar days (excluding major works):** The average re-let time of council homes has reduced to 67 days this quarter and remains below target. We have seen an increase of the volume of work required to each void, which has had an impact on the re-let time. It is notable that performance is comparable with similar sized authorities who are experiencing challenges with voids relation to costs, availability of materials and the standard and volume of work required to each void. Performance continues to be monitored carefully.
- **Council income from investment property portfolio expressed as % of target income:** Performance has dropped this quarter due to one of the councils' largest tenants going into administration. Officers are working with administrators and seeking legal advice to ensure the council's position is protected.
- **Number of new homes (both council and private) completed:** The number of new homes built in the last two years is at a relatively lower rate, but challenges in the housing market are not unique to Norwich, and nutrient neutrality only compounds this issue.

The KPI target was set in 2011 when the Joint Core Strategy was adopted. This plan has been replaced in March 2024 by the adoption of the [Greater Norwich Local Plan](#) (GNLP). The GNLP annual target for homes is now calculated across the whole of the three districts (Broadland, Norwich and South Norfolk). We are working towards a more robust target to reflect the GNLP plan.

 KPIs off target requiring intervention

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
Total number of private sector insulation measures completed	62.00	83.00	43.00	0.00	0.00
% of planning decisions upheld after appeal (where council has won)	77.00	72.00	65.00	41.00	56.00
% of council housing rent collected (excluding arrears brought forward)	96.66	99.10	99.17	97.50	97.33

- **Total number of private sector insulation measures completed:** There have been no private sector installation measures completed this quarter. Grant funding is required to support this KPI, and that funding requirement therefore produces 'variable' quarterly figures. The more recent funding, the Sustainable Warmth Competition, has now ended. At this point last year, the rolling 12 -month total was 156 versus the current rolling 12 -month total of 126 installations.

Please note, with the establishment of the ['Our Power'](#) community energy group, and with an increased capacity to engage with communities around Energy Company Obligation (ECO) funding, we expect figures to increase in future quarters.

- **% of planning decisions upheld after appeal (where council has won):** Performance remains below target and continues to be monitored carefully. The KPI looks at our decisions *upheld* after appeal, and we are determining fewer applications due to nutrient neutrality. However, it is notable that performance has improved by 15 percentage points, compared to the previous quarter. This is due to an increase of appeal decisions received and dismissed (which is in line with the council's decision).
- **% of council housing rent collected (excluding arrears brought forward):** Performance remains under target for the percentage of council housing rent collected, but performance has improved when compared to quarter two of 2023-2024. This quarter, we have successfully piloted a new prioritisation system that produces manageable caseloads for the team. Working practices and processes continue to be reviewed to understand where we can improve communication to intervene earlier.



KPIs not on target and where action may be required

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of customer contact that takes place through digital channels	43.59	37.36	36.12	52.31	52.84
% of planning applications determined within statutory time limits	93.00	91.00	87.00	88.00	88.00
Business Rates Collection – the amount of in year business rates plus arrears from old years collected (target set according to budget requirement)	101.11	100.20	100.94	100.36	99.43

- % of customer contact that takes place through digital channels:** Performance remains under target but continues to improve since the KPI review to ensure all online systems are included in the calculation. This has led to a significant improvement, and 9.25 percentage points higher than the same quarter last year.
- % of planning applications determined within statutory time limits:** Performance remains the same as quarter one 2024 and is marginally below the target of 90%. Managers will continue to monitor timescales for a decision and encourage a firmer approach to securing extensions or issuing timely refusals, where necessary.
- Business Rates Collection – the amount of in year business rates plus arrears from old years collected (target set according to budget requirement):** There is a slight decrease in performance this quarter due to an increase of valuation changes which require more processing time and cause a delay in collection. We will continue to focus on reducing arrears throughout 2024/2025.



## Improvements

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of corporate complaints responded to within stated timescales	58.00	58.00	74.00	78.00	81.00
% of council homes with a valid gas safety certificate	100.00	99.99	100.00	99.99	100.00
Average number of days taken to process new Housing Benefit claims from point of receipt to notification of entitlement	16.00	18.00	17.00	20.00	15.00
Number of homeless households living in temporary accommodation	57.00	60.00	75.00	73.00	65.00

- % of corporate complaints responded to within stated timescales:** Performance is the highest to date and has exceeded the target for the first-time.
- % of council homes with a valid gas safety certificate:** The percentage of council homes with a valid gas safety certificate has returned to 100%, and there has been good consistency across this measure
- Average number of days taken to process new Housing Benefit claims from point of receipt to notification of entitlement:** Despite the increase of more complex Housing Benefit cases, performance has significantly improved since quarter one 2024 and this quarter shows a 5-day improvement to process new claims. It is of note, that the council has received a letter from the Department of Work and Pensions (DWP) to commend performance.
- Number of homeless households living in temporary accommodation:** Demand for temporary accommodation remains high. We actively manage temporary accommodation to ensure that it is used as effectively as possible, and that people are supported into more suitable long-term accommodation. We have been awarded external funding and additional resources are in place to aid work to optimise suitable accommodation options.

9. Please see [Appendix A](#) for all performance data for quarter two with commentary of progress.
10. For further information, please see Norwich City Council's [website](#) for a detailed list of each KPI, how it is calculated, how frequently it is reported and what the target and intervention levels are.

### Financial and resources

11. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Community Led Plan 2024-2029, budget and medium-term financial strategy.
12. There are no proposals in this report that would reduce or increase resources.

### Legal

13. In considering its financial and non-financial performance, the Cabinet is supporting the Council to fulfil its duties under s.151 of the Local Government Act 1972 to ensure there are arrangements in place for the proper administration of its financial affairs, and under s.3 of the Local Government Act 1999 to make arrangements to secure continuous improvement in the way its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

### Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and Diversity	This report does not have direct implications for equality and diversity; it reports on progress made in delivering agreed services and programmes, the equality implications of which will have been considered as part of service planning or other decision-making processes.
Health, Social and Economic Impact	This report does not have direct health, social or economic implications; it provides an update on progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.
Crime and Disorder	This report does not have direct implications for crime and disorder; it provides an update on progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.
Children and Adults Safeguarding	This report does not have direct safeguarding implications; it provides an update on progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.

Consideration	Details of any implications and proposed measures to address:
Environmental Impact	This report does not have direct environmental implications; it provides an update on progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.

### Risk management

Risk	Consequence	Controls required
Specific risk management activities and detailed consideration of the corporate risk register are reported separately through the quarterly Risk Management Report.	Failure to manage risks appropriately could have financial reputational or other consequences	Risk owners are required to implement controls to mitigate risks and update these regularly.

### Other options considered

14. There are no alternative options to consider.

### Reasons for the decision/recommendation

15. It is recommended that cabinet review progress on the key performance indicators for this quarter.


### Appendices:

- **Appendix A** provides performance data for quarter two with commentary of progress.

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	<p>If you would like this agenda in an alternative format, such as a larger or smaller font, audio, or Braille, or in a different language, please contact the committee officer above.</p>
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# Appendix A

## Key Performance Indicators Data

### *Quarter two 2024-2025*

*Please note, there are currently no KPIs being monitored for the priority 'A future-proof Norwich.' However, we are developing a new performance framework to ensure our KPI's align to our new corporate priorities.*



Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of corporate complaints responded to within stated timescales	58.00	58.00	74.00	78.00	81.00
% of customer contact that takes place through digital channels	43.59	37.36	36.12	52.31	52.84
% of customer's responding as satisfied with customer contact team service	73.95	79.80	80.80	81.02	81.72
% of FOI requests responded to within statutory timescales	97.20	97.00	95.40	98.20	96.30
Business Rates Collection – the amount of in year business rates plus arrears from old years collected (target set according to budget requirement)	101.11	100.20	100.94	100.36	99.43

There are nine quarterly KPIs for this priority.

- **% of corporate complaints responded to within stated timescales:** Performance is the highest to date and has exceeded the target for the first-time.
- **% of customer contact that takes place through digital channels:** Performance remains under target but continues to improve since the KPI review to ensure all online systems are included in the calculation. This has led to a significant improvement, and 9.25 percentage points higher than the same quarter last year.
- **% of customers responding as satisfied with customer contact team service:** Customer satisfaction levels remain above target which demonstrates that the action plan to improve service levels is sustaining performance.
- **% of FOI requests responded to within statutory timescales:** Performance remains consistent across this measure and is above target.
- **Business Rates Collection – the amount of in year business rates plus arrears from old years collected (target set according to budget requirement):** There is a slight decrease in performance this quarter due to an increase of valuation changes which require more processing time and cause a delay in collection. We will continue to focus on reducing arrears throughout 2024/2025.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
Council income from investment property portfolio expressed as % of target income	95.00	95.00	98.00	97.00	84.00
Council Tax Collection – the amount of in year council tax plus arrears from old years collected (target set according to budget requirement)	101.60	100.21	100.26	105.08	103.17
Customer facing IT services availability expressed as a % of time (24/7 excluding scheduled downtime)	99.82	99.18	99.97	100.00	99.98
IT System availability expressed as a percent of time available during core hours	99.94	99.77	99.92	99.97	99.86

- Council income from investment property portfolio expressed as % of target income:** Performance has dropped this quarter due to one of the councils' largest tenants going into administration. Officers are working with administrators and seeking legal advice to ensure the council's position is protected.
- Council Tax Collection – the amount of in year council tax plus arrears from old years collected (target set according to budget requirements):** Council Tax collection is exceeding the target in quarter two.
- Customer facing IT services availability expressed as a % of time (24/7 excluding scheduled downtime):** Customers were able to access online services for 99.98% of time in quarter two, and any issues were promptly rectified. This demonstrates the Councils commitment to deliver services which are accessible for our residents.
- IT System availability expressed as a percent of time available during core hours:** Performance remains above target, and any issues have been rectified by the IT support team, with minimal business impact.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of planning applications determined within statutory time limits	93.00	91.00	87.00	88.00	88.00
% of planning decisions upheld after appeal (where council has won)	77.00	72.00	65.00	41.00	56.00
Average number of days taken to process new Housing Benefit claims from point of receipt to notification of entitlement	16.00	18.00	17.00	20.00	15.00

There are three quarterly KPIs for this priority.

- **% of planning applications determined within statutory time limits:** Performance remains the same as quarter one 2024 and is marginally below the target of 90%. Managers will continue to monitor timescales for a decision and encourage a firmer approach to securing extensions or issuing timely refusals, where necessary.
- **% of planning decisions upheld after appeal (where council has won):** Performance remains below target and continues to be monitored carefully. The KPI looks at our decisions *upheld* after appeal, and we are determining fewer applications due to nutrient neutrality. However, it is notable that performance has improved by 15 percentage points, compared to the previous quarter. This is due to an increase of appeal decisions received and dismissed (which is in line with the council's decision).
- **Average number of days taken to process new Housing Benefit claims from point of receipt to notification of entitlement:** Despite the increase of more complex Housing Benefit cases, performance has significantly improved since quarter one 2024 and this quarter shows a 5-day improvement to process new claims. It is of note, that the council has received a letter from the Department of Work and Pensions (DWP) to commend performance.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of council homes with a valid gas safety certificate	100.00	99.99	100.00	99.99	100.00
% of council housing rent collected (excluding arrears brought forward)	96.66	99.10	99.17	97.50	97.33
% of households owed a homelessness prevention duty (in accordance with the Homelessness Reduction Act) where the duty was ended due to suitable accommodation being secured for them	81.00	69.00	71.00	67.00	75.00

There are eight quarterly KPIs and one annual KPI for this priority this quarter.

- % of council homes with a valid gas safety certificate:** The percentage of council homes with a valid gas safety certificate has returned to 100%, and there has been good consistency across this measure.
- % of council housing rent collected (excluding arrears brought forward):** Performance remains under target for the percentage of council housing rent collected, but performance has improved when compared to quarter two of 2023-2024. This quarter, we have successfully piloted a new prioritisation system that produces manageable caseloads for the team. Working practices and processes continue to be reviewed to understand where we can improve communication to intervene earlier.
- % of households owed a homelessness prevention duty (in accordance with the Homelessness Reduction Act) where the duty was ended due to suitable accommodation being secured for them:** The recruitment of externally funded specialist advisors for refugees, survivors of domestic abuse and ex-offender clients has aided work to optimise suitable accommodation options.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% of residents responding as feeling safe in their local area after dark	41.00	47.00	42.00	43.00	44.00
% of residents responding as feeling safe in their local area during the day	69.00	67.00	68.00	68.00	69.00
Average re-let time of council homes in calendar days (excluding major works)	55.00	58.00	79.00	79.00	67.00

- % of residents responding as feeling safe in their local area during the day, and also after dark:**  
 These KPIs were introduced in quarter two last year and are being monitored therefore showing as a white status. Overall performance remains consistent across these measures, and quarter two saw an increase in residents responding as feeling safe during the day and after dark.
- Average re-let time of council homes in calendar days (excluding major works):** The average re-let time of council homes has reduced to 67 days this quarter and remains below target. We have seen an increase of the volume of work required to each void, which has had an impact on the re-let time. It is notable that performance is comparable with similar sized authorities who are experiencing challenges with voids relation to costs, availability of materials and the standard and volume of work required to each void. Performance continues to be monitored carefully.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
Number (of total) (%) of food premises rated 0,1 or 2 (non-broadly compliant), moving to a compliant rating of 3, 4 or 5 against the Food Hygiene Rating System following intervention by food safety officers	92.00	92.00	86.00	88.00	86.00
Number of homeless households living in temporary accommodation	57.00	60.00	75.00	73.00	65.00
Number of new homes (both council and private) completed	221.00				246.00

- Number (of total) (%) of food premises rated 0,1 or 2 (non-broadly compliant), moving to a compliant rating of 3, 4 or 5 against the Food Hygiene Rating System following intervention by food safety officers:** Overall, there has been good consistency across this measure. For this quarter, there has been a slight decrease in the number of food premises moving to a compliant rating. Officers continue to offer training and advice to premises that fail to meet the required standards.
- Number of homeless households living in temporary accommodation:** Demand for temporary accommodation remains high. We actively manage temporary accommodation to ensure that it is used as effectively as possible, and that people are supported into more suitable long-term accommodation. We have been awarded external funding and additional resources are in place to aid work to optimise suitable accommodation options.
- Number of new homes (both council and private) completed:** The number of new homes built in the last two years is at a relatively lower rate, but challenges in the housing market are not unique to Norwich, and nutrient neutrality only compounds this issue.

The KPI target was set in 2011 when the Joint Core Strategy was adopted. This plan has been replaced in March 2024 by the adoption of the [Greater Norwich Local Plan](#) (GNLP). The GNLP annual target for homes is now calculated across the whole of the three districts (Broadland, Norwich and South Norfolk). We are working towards a more robust target to reflect the GNLP plan.

Indicator	Q2 2023	Q3 2023	Q4 2023	Q1 2024	Q2 2024
% household waste sent for reuse, recycling, composting (reporting on previous quarter)	38.50	40.00	36.00	37.70	
Total number of private sector insulation measures completed	62.00	83.00	43.00	0.00	0.00

There are two quarterly KPIs and one annual KPI for this priority.

- % household waste sent for reuse, recycling, composting (reporting on previous quarter):** The data has been verified for quarter one 2024 and has slightly dropped, moving from green to amber. However, compared to quarter four 2023 performance has increased by 1.7 percentage points.

Please note, performance data is not available for quarter two and shows as blue. This is due to delays in data which has impacted the Waste Data Flow validation process. The data will be verified and published in quarter three, 2024.

- Total number of private sector insulation measures completed:** There have been no private sector installation measures completed this quarter. Grant funding is required to support this KPI, and that funding requirement therefore produces 'variable' quarterly figures. The more recent funding, the Sustainable Warmth Competition, has now ended. At this point last year, the rolling 12 -month total was 156 versus the current rolling 12 -month total of 126 installations.

Please note, with the establishment of the ['Our Power'](#) community energy group, and with an increased capacity to engage with communities around Energy Company Obligation (ECO) funding, we expect figures to increase in future quarters.

- % reduction of CO2 emissions from Local Authority operations:** This is an annual indicator for quarter two, and the data for the council's next carbon footprint report has been obtained and is currently being calculated. The figures will be verified and published for quarter three 2024.





**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** 2024/25 Quarter 2 – budget monitoring report

**Portfolio:** Councillor Kendrick, cabinet member for an open and modern council

**Report from:** Interim Chief Finance Officer

**Wards:** All wards

**OPEN PUBLIC ITEM**

**Purpose**

This report sets out the council's overall financial position based on managers' outturn forecasts as at the end of September 2024 (quarter 2). The report covers the council's General Fund and Housing Revenue Account (HRA) resources and includes information in relation to both its revenue and capital position.

**Recommendation:**

It is recommended that the cabinet:

- 1) Notes the forecast outturn for the both the general fund revenue account is an overspend of £654k and the Housing Revenue Account (HRA) is currently reflecting a forecast underspend of £7.167 million. However there continue to be potential budget pressures across all service areas which are being reviewed on an on-going basis, alongside the exploration of options to mitigate the current outturn forecast position.
- 2) Notes the forecast £0.050m underspend against the general fund and the £0.832m underspend against the HRA capital programmes.
- 3) Notes the carry-forward of unspent 2023/24 capital budgets for utilisation in future years as approved under delegation by the interim chief finance officer.
- 4) Notes the re-profiling of capital budgets as approved under delegation by the interim chief finance officer in consultation with the cabinet member for an open and modern council, resulting in the revised capital programme set out in Appendix 1.
- 5) Approves the proposed virement within the 2024/25 HRA capital programme as set out in Appendix 2.
- 6) Recommends to Council, the removal of £0.078m of General Fund budgets and £0.087m of HRA budgets from the 2024/25 General Fund and HRA capital programmes as set out in Appendix 2.

## **Policy framework**

The council has five corporate priorities, which are:

- An open and modern council
- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich

This report supports the delivery of all these priorities.

### **1. General Fund Revenue**

- 1.1. Nationally, there have been a number of factors that will potentially impact upon budget management during 2024/25, including the reduction in the rate of inflation, the reductions in the level of the Bank of England base rate and the change in government, including the announcements made as part of the Autumn Budget on 30<sup>th</sup> October 2024.
- 1.2. Locally, there continue to be pressures arising from demand and supply pressures, whether in relation to the delivery of supplies and services or of staffing capacity. Work continues to understand the impact of both local and national factors on revenue budgets in order to maintain effective control over the budget and to inform the development of the Medium Term Financial Strategy.

### **Key Drivers**

- 1.3. Norwich City Council has healthy levels of reserves as a consequence of past decisions and effective budget management, the investment of which has provided a welcome source of income to help manage some of the service pressures in recent years. Whilst this continues to be the case, interest rates have fallen in the current financial year and the outlook is that there may be further reductions in the Bank of England's base rates during the remainder of the year, which means that the recent experience of earning income significantly in excess of that budgeted is unlikely to be sustainable in the future. That being said, the performance of investments continues to exceed the budget and consequently provides mitigation against some of the pressures elsewhere.
- 1.4. Some of these pressures are familiar, such as inflation and pay awards can be anticipated to one degree or another, but others can require a more flexible and agile response during the financial year. Work is constantly being undertaken between budget managers and Finance to analyse and understand these trends and patterns and will continue throughout the year. The pay award for 2024/25 has recently been agreed nationally but hadn't been agreed before 30<sup>th</sup> September 2024 and therefore is not reflected within the Quarter 2 outturn forecasts.
- 1.5. To a large extent, the Council's expenditure is made up of staffing and supplies and service costs. The council has to strike a balance between the pressures arising from supply and demand of these factors with the capacity and delivery of services.
- 1.6. The current year has seen a number of these pressures emerge in the first half of the financial year, reflecting some recruitment challenges for key staff as well as contractual pressures reflective of increasing prices above the level of inflation. At the same time, other pressures have arisen because of anticipated demand not

being matched by reality, resulting in budget pressures for example in relation to car-parking income or repairs and maintenance of buildings.

## **2. General Fund revenue position**

**2.1.** The outturn forecast for the General Fund is currently showing an overspend of £654k overspend at this point in time, which equates to 2.2% in excess of the net expenditure. The following paragraphs highlight key areas of variance and work being undertaken to further mitigate the budget pressures in the second half of the financial year.

### **2.2. Corporate Financing**

This is a prudent forecast at this point in the financial year, but there is always the possibility that the position could alter, in either a positive or negative direction, during the remainder of the year dependent upon investment performance. Performance is exceeding the budget, in recognition of the continuing benefits derived from the investments of excess cash, whilst simultaneously being able to increase the levels of investment within money market funds that proactively seek investments that are focused upon positive Environmental, Social & Governance (ESG) outcomes. The current outturn forecast is for an over recovery of investment income by £241k.

### **2.3. Resources**

The outturn forecast of £289k overspend reflects both staffing pressures and contractual/supplies and services pressures. As reflected within the Quarter 1 report, there continue to be some posts that have proven challenging to recruit to, resulting in the need for interim appointments. The work undertaken since Quarter 1 will continue throughout the year, with a Vacancy Management Panel about to be established, that will review all recruitment proposals, both as a means of ensuring value for money and as a potential mitigation against the current outturn forecasts. To this end the number of agency staff has been reduced and will continue to be kept under review. Other potential pressures being kept under review are linked to the inflationary factors around postage and translation services, where prices and activity levels are potentially driving costs upwards, whilst the re-procurement of contracts supporting business critical finance systems have exceeded budgetary provisions.

### **2.4. Communities and Housing**

Additional income has been identified in 2024/25, arising from new grants and income streams which hadn't been announced or identified at the time the budget was set. In addition to which further costs have been offset on a one-off basis as a consequence of The Halls being closed for refurbishment. The combination of these factors results in a forecast underspend of £318k.

### **2.5. Development & City Services**

The current outturn forecast is an overspend of £924k. The primary reason for this forecast is in relation to car parking income. The volume and value of income from car parks has increased relative to the same time in 2023/24, however it hasn't increased at the same rate as estimated when the budget was set consequently creating a budget pressure of £724k. A review of the activity levels across car parks and the associated financial implications is underway to support future modelling of income budgets and the monitoring of trends in future. In addition the operating costs of the market vary depending upon the fluctuation of income

streams and the associated operating costs and a combination of adverse circumstances in the current year has created a pressure of £100k. A further total of £100k of smaller pressures are forecast across a range of cost centres.

### 3. Housing Revenue Account Revenue (HRA)

The HRA is forecasting a significant underspend of £7.167 million which is driven entirely by the removal of the planned revenue contribution to capital costs (RCCO) of £10.063 million, which has been made possible as a result of the new flexibilities applied to the Right To Buy (RTB) retention agreement for a two-year period. The underlying position continues to reflect budget pressures with property maintenance costs, reflecting demand and supply pressures within the property sector both in terms of the volume of activity but also the associated costs, which have been offset, to a degree, by staff vacancies and income recovery.

### 4. Capital

#### 4.1. General Fund

Table 1 below sets out that the General Fund capital programme is projected to be underspent by £0.050m for the year. Table 1a sets out the major variations against the revised capital budget.

**Table 1 – General Fund capital forecast**

Directorate	Budget £'000s	Revised Budget £'000s	Forecast £'000s	Variance £'000s
Communities and Housing	4,995	6,063	5,996	(66)
Resources	560	542	582	40
Development & City Services	28,097	16,582	16,558	(24)
<b>Total</b>	<b>33,652</b>	<b>23,187</b>	<b>23,136</b>	<b>(50)</b>

Unspent 2023/24 General Fund capital budgets totalling £5.438m were approved to be carried forward under delegation by the chief finance officer, in consultation with the cabinet member for an open and modern council.

Subsequently, 2024/25 General Fund capital budgets totalling £16.375m have been re-profiled into future years, plus £0.078m of budgets that cabinet are requested to recommend to Council be removed from the five-year capital programme.

In addition, Council approved the addition to the General Fund capital programme of £0.201m to enable utilisation of the third year Shared Prosperity Fund grant from the Department of Levelling Up, Homes and Communities (DLUHC – now MHCLG) to deliver against the government's Community and Place intervention and additional funding of £0.017m received from the Department of Transport to enable the use of additional funds for Lakenham Way highway and footway upgrades project.

**Table 1a – General Fund capital programme – key issues**

Summary issues	Detailed	£000
Towns Fund Making space at the Halls	The forecast reflects the unused contingency and will be reviewed again at quarter 3.	(184)
Towns Fund Hay Hill	The forecast reflects unknown charges at the beginning of the project.	145

Other variances		(11)
<b>Total</b>		<b>(50)</b>

There remains a potential budget risk relating to on-going negotiations around the cost of project, but these will not be reflected within the outturn forecast until the likelihood of the risk materialising becomes clearer.

#### 4.2. General fund strategic property remediation fund

As part of the 2024/25 general fund capital programme, a budget of £1.530m was approved for the remediation of property. In order to ensure that expenditure against individual projects is accurately monitored, technical virements have been approved by the Chief Finance Officer, to create smaller project specific budgets as shown in table 1b below.

**Table 1b – Strategic property remediation fund**

<b>Approved capital programme 2024/25 (£)</b>	<b>1,530,000</b>
St Giles House edge protection	(41,819)
St Johns Maddermarket wall	(54,153)
Churchman house cupola repairs	(200,790)
Rose Lane MSCP edge protection	(33,256)
St Giles MSCP edge protection	(46,825)
Castle project (contribution to Bigod stairs)	(50,000)
Guildhall – Mansafe system	(16,563)
35 St Georges – heating upgrade	(13,365)
Guildhall long term external repairs	(329,135)
St Andrews MSCP structural repair works	(192,900)
<b>Balance</b>	<b>551,194</b>

#### 4.3. Housing Revenue Account (HRA) – capital forecast

Table 2 sets out below that overall the HRA capital programme is projected to be underspent by £0.832m for the year. Table 2a sets out the major variations against the revised capital budget.

**Table 2 – HRA – capital forecast position**

Directorate	Budget £'000s	Revised Budget £'000s	Forecast £'000s	Variance £'000s
Communities and Housing	26,607	25,039	24,692	(348)
Development & City Services	17,100	5,944	5,459	(484)
<b>Total</b>	<b>43,707</b>	<b>30,983</b>	<b>30,151</b>	<b>(832)</b>

Unspent 2023/24 HRA capital budgets totalling £5.841m were approved to be carried forward under delegation by the chief finance officer, in consultation with the cabinet member for an open and modern council.

Subsequently, 2024/25 HRA budgets totalling £18.478m have been re-profiled into future years, plus £0.087m of HRA budgets that cabinet are requested to recommend to Council be removed from the five-year capital programme.

Cabinet are requested to recommend to Council the virements of £0.988m of HRA capital budget from the electrical upgrade budget to support the additional demand in HRA whole house improvement upgrades, and £0.400m from the HRA windows upgrades budget and £0.250m from the HRA structural upgrades budget to support additional costs of HRA re-roofing upgrades.

**Table 2a – HRA capital programme – key issues**

<b>Summary issues</b>	<b>Detailed</b>	<b>£000</b>
<b>Upgrades – Solar thermal/photovoltaic</b>	The forecast reflects PV systems being added to new roofs and renewable heating installations currently planned. This will be reviewed again at quarter 3.	(164)
<b>Upgrades – Door access controls</b>	The forecast is based on the current year's programmed works.	(140)
<b>Threescore Phase 3</b>	The reduced forecast is due to the construction programme being brought forward in 2023/24 so less expenditure in the current year.	(489)
Other variances		(39)
<b>Total</b>		<b>(832)</b>

## 5. Consultation

There has been no specific consultation on this report.

### Implications

#### 5.1. Financial and resources

Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2024-29 and budget.

#### 5.2. Legal

In considering its financial and non-financial performance, the Cabinet is supporting the Council fulfil its duties under s.151 of the Local Government Act 1972 to ensure there are arrangements in place for the proper administration of its financial affairs, and under s.3 of the Local Government Act 1999 to make arrangements to secure continuous improvement in the way its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

### Statutory considerations

<b>Consideration</b>	<b>Details of any implications and proposed measures to address:</b>
Equality and Diversity	This report does not have direct implications for equality and diversity; it reports on the financial progress made in delivering agreed services and programmes, the equality implications of which will have been considered as part of service planning or other decision-making processes.
Health, Social and Economic Impact	This report does not have direct health, social or economic implications; it provides an update on the financial progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.
Crime and Disorder	This report does not have direct implications for crime and disorder; it provides an update on the financial progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.
Children and Adults Safeguarding	This report does not have direct safeguarding implications; it provides an update on the financial progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.
Environmental Impact	This report does not have direct environmental implications; it provides an update on the financial progress made in delivering agreed services and programmes, the implications of which will have been considered elsewhere.

## 6. Risk management

<b>Risk</b>	<b>Consequence</b>	<b>Controls required</b>
The council does not understand or manage its resources appropriately.  Budget overspend.	A potential overspending position or failure to deliver the outcomes intended from the resources allocated.  Unexpected need to draw on reserves	Management actions where an overspend is indicated.  Where underspends are apparent decisions on resource re-allocation or transfers to reserves as appropriate.

## 7. Other options considered

As the report is primarily for information no other options have been considered.

## 8. Reasons for the decision/recommendation

It is important for the Cabinet to understand the council's financial performance and to highlight corrective actions where significant variances are apparent.

**Background papers:** None

**Appendices:**

Appendix 1 – Revised Capital Programme

Appendix 2 – Revised HRA Capital Programme

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If you would like this agenda in an alternative format, such as a larger or smaller font, audio or Braille, or in a different language, please contact the committee officer above.



## Appendix 1

### Revised Capital Programme

GF Capital Programme	2024/25 £'000	2025/26 £'000	2026/27 £'000	2027/28 £'000	2028/29 £'000	5-Year Total
Rside Leisure repl plant/equip	34	142	7	73	0	256
Riverside Leisure Centre solar panels	895	0	0	0	0	895
TF make space at the halls	3,245	0	65	0	0	3,310
Community Centre energy efficiency measures	60	340	0	0	0	400
BEIS Sustainable warmth grant GF	40	0	0	0	0	40
UK Shared Prosperity Fund	211	0	0	0	0	211
Empty Homes Grant	35	0	0	0	0	35
Disabled Facilities Grant	1,542	1,500	1,550	1,600	1,700	7,892
<b>GF – Communities and Housing Total</b>	<b>6,062</b>	<b>1,982</b>	<b>1,622</b>	<b>1,673</b>	<b>1,700</b>	<b>13,039</b>
IT Investment Fund	75	75	75	75	75	375
Mobile Handsets Refresh 2022-27	45	45	40	0	0	130
IT hardware upgrade rolling programme	200	200	200	200	200	1,000
Wide Area Network Refresh (WAN) 2023/24	22	0	0	0	0	22
ERP system – payroll	200	0	0	0	0	200
Revenues & Benefits Programme Improvements	0	40	0	0	0	40
<b>GF – Resources Total</b>	<b>542</b>	<b>360</b>	<b>315</b>	<b>275</b>	<b>275</b>	<b>1,767</b>
Park Play Equipment Refurbishment	861	300	300	0	0	1,461
NCS Ltd establishment costs	1,289	110	100	100	0	1,599
GNGB Comm Accss Imp-20 Acre Wd	8	0	0	0	0	8
Eaton Park pavilion	0	306	0	0	0	306
Parks signage	53	0	0	0	0	53
Park toilet refurb Wen Hei Eat	177	0	0	0	0	177
GNGB Football Pitch Imps	4	0	0	0	0	4
S106 Wensum Park Play Area	12	0	0	0	0	12
Parking in Parks (phase 2)	0	38	0	0	0	38
Neighbourhood Priorities Fund	50	0	0	0	0	50
Regulatory Services Digitisation Project	680	0	0	0	0	680
Hay Hill Public Realm TF	616	0	0	0	0	616
Castle Gardens	2	393	0	0	0	395
St Stephens Twrs Public Realm	57	0	0	0	0	57
Cycle Wayfinding	37	0	0	0	0	37
CIL Contribution Strategic	747	2,067	792	823	1,366	5,795
S106 Bowthorpe Clover HI Acs	80	0	0	0	0	80
Lakenham Way highway and footway upgrades	20	175	0	0	0	195
Thorpe Hamlet traffic calming scheme	4	0	0	0	0	4
King Street traffic enforcement cameras	126	0	0	0	0	126
Exacom planning obligations system	0	66	0	0	0	66
Riverside Walk access improvement	53	112	0	0	0	165
Ketts Heights repairs/habitat	30	0	0	0	0	30

<b>GF Capital Programme</b>	<b>2024/25 £'000</b>	<b>2025/26 £'000</b>	<b>2026/27 £'000</b>	<b>2027/28 £'000</b>	<b>2028/29 £'000</b>	<b>5-Year Total</b>
GNGB Marrt'sWy/HellsdnStnGrn	25	152	0	0	0	177
Transforming Cities Fund Contr	3	11	0	0	0	14
Strategic Property Remediation Fund	20	978	0	0	0	998
St Giles House Edge Protection	42	0	0	0	0	42
Rose Lane Edge Protection	33	0	0	0	0	33
Castle Project (contributions Bigod Stairs)	50	0	0	0	0	50
Guildhall - Man safe System	17	0	0	0	0	17
35 St Georges - heating upgrade	13	0	0	0	0	13
Guildhall Long Term External Repairs	275	54	0	0	0	329
St Andrews MSCP Structural Repair works	100	93	0	0	0	193
St Giles MSCP Edge Protection	47	0	0	0	0	47
Property Services IT	202	0	0	0	0	202
St Andrews Hall	2,678	498	0	0	0	3,176
District lighting replacement programme	305	0	0	0	0	305
TF- Digital hub	4,037	0	0	0	0	4,037
Churchman House Cupola repairs	356	0	0	0	0	356
TF Compul Purch order rev fund	2,970	0	0	0	0	2,970
TF - Programme management	15	0	0	0	0	15
City Hall switchboard commissioning	29	0	0	0	0	29
Earlham Cem railings replcmnt	220	0	0	0	0	220
Sloughbottom Park works	50	8,373	0	0	0	8,423
StJohn Maddrmt retaining wall	100	0	0	0	0	100
NCC Water Hygiene Contract	51	0	0	0	0	51
Development pipeline projects	38	0	0	0	0	38
Norwich Preservation Trust Loan	0	1,000	0	0	0	1,000
Lion Homes Loan Facility	0	6,000	1,000	0	0	7,000
<b>GF - Development &amp; City Services Total</b>	<b>16,582</b>	<b>20,726</b>	<b>2,192</b>	<b>923</b>	<b>1,366</b>	<b>41,789</b>
<b>GF - Total Capital Programme</b>	<b>23,186</b>	<b>23,068</b>	<b>4,129</b>	<b>2,871</b>	<b>3,341</b>	<b>56,595</b>

<b>HRA Capital Programme</b>	<b>2024/25 £'000</b>	<b>2025/26 £'000</b>	<b>2026/27 £'000</b>	<b>2027/28 £'000</b>	<b>2028/29 £'000</b>	<b>5-Year Total</b>
HRA upgrades - Property Services fees	691	691	691	691	691	3,455
HRA upgrades - Electrical	1,700	2,000	2,000	2,000	2,000	9,700
HRA upgrades - Whole House Improvements	1,988	1,000	1,000	1,000	1,000	5,988
HRA upgrades - Kitchens	1,430	1,652	2,363	2,162	2,163	9,770
HRA upgrades - Bathrooms	1,586	1,502	1,403	1,552	1,553	7,596
HRA upgrades - Heating/Boilers Communal	650	1,350	1,000	1,000	1,000	5,000
HRA upgrades - Heating/Boilers Domestic	1,025	600	400	200	200	2,425
HRA upgrades - Thermal Comfort	251	200	200	200	200	1,051
HRA upgrades - Solar Therml/Photovoltaic	1,164	500	500	500	500	3,164
HRA upgrades - Windows	100	2,000	2,000	2,000	2,000	8,100
HRA upgrades - Doors	2,500	5,500	4,000	4,000	4,000	20,000
HRA upgrades - Door Access Controls	800	703	622	726	727	3,578
HRA upgrades - Estate Aesthetics	436	200	200	200	200	1,236

<b>HRA Capital Programme</b>	<b>2024/25 £'000</b>	<b>2025/26 £'000</b>	<b>2026/27 £'000</b>	<b>2027/28 £'000</b>	<b>2028/29 £'000</b>	<b>5-Year Total</b>
HRA upgrades - HRA Shops	20	100	100	100	100	<b>420</b>
HRA upgrades - Sheltered Hsg Comm Facs	218	37	38	37	38	<b>368</b>
HRA upgrades - Re-Roofing	1,650	1,500	1,500	1,500	1,500	<b>7,650</b>
HRA upgrades - Structural	250	500	500	500	500	<b>2,250</b>
HRA upgrades - Lift Upgrades	203	500	500	500	500	<b>2,203</b>
HRA upgrades - Water Hygiene Upgrades	50	50	50	50	50	<b>250</b>
HRA upgrades - Disabled Adaptations	2,300	2,300	2,300	2,300	2,300	<b>11,500</b>
HRA Upgrades - Tower Blocks	125	4,125	5,125	3,125	3,125	<b>15,625</b>
HRA upgrades - Community Alarm	150	0	0	0	0	<b>150</b>
HRA upgrades - Renewable Heating	800	1,000	1,200	1,400	1,400	<b>5,800</b>
HRA - Energy efficiency measures	3,102	2,098	0	0	0	<b>5,200</b>
HRA upgrades - Stock Condition Survey	350	100	100	100	100	<b>750</b>
HRA upgrades - Compliance Upgrades	1,500	0	0	0	0	<b>1,500</b>
<b>HRA - Community Services Total</b>	<b>25,039</b>	<b>30,208</b>	<b>27,792</b>	<b>25,843</b>	<b>25,847</b>	<b>134,729</b>
Development pipeline projects	70	70	70	70	70	<b>350</b>
New Build Opportunities	500	500	500	500	500	<b>2,500</b>
Capital Grants Housing Asscns	2,478	1,000	1,000	1,000	1,000	<b>6,478</b>
Threescore Acquisition	1,131	0	0	0	0	<b>1,131</b>
HRA CP 20/21 Mile X Depot Site	318	10,722	12,711	11,071	6,560	<b>41,382</b>
Threescore phase 3	1,270	0	0	0	0	<b>1,270</b>
LANB Argyle Street	177	3,437	0	0	0	<b>3,614</b>
<b>HRA - Development &amp; City Services Total</b>	<b>5,944</b>	<b>15,729</b>	<b>14,281</b>	<b>12,641</b>	<b>8,130</b>	<b>56,725</b>
<b>HRA - Total Capital Programme</b>	<b>30,983</b>	<b>45,937</b>	<b>43,073</b>	<b>38,484</b>	<b>33,977</b>	<b>191,454</b>
<b>Total Capital Programme</b>	<b>54,169</b>	<b>69,005</b>	<b>46,202</b>	<b>41,355</b>	<b>37,318</b>	<b>248,049</b>

## Appendix 2

### Budgets proposed to be recommended to Council for removal from the GF capital programme

Capital Project	Current Budget	Proposed Removal	Revised Budget	Comment
Wide Area Network Refresh (WAN) 2023/24	100	(78)	22	2023/24 budget carry forward was not required in full.
<b>Total</b>	<b>100</b>	<b>(78)</b>	<b>22</b>	

### Budgets proposed to be recommended to Council for removal from the HRA capital programme

Capital Project	Current Budget	Proposed Removal	Revised Budget	Comment
Development pipeline projects	157	(87)	70	2023/24 budget carry forward is now not required.
<b>Total</b>	<b>157</b>	<b>(87)</b>	<b>70</b>	

## Virements

Approval is sought for the following proposed virement within the HRA capital programme:

Capital Project	Current Budget	Proposed Virement	Revised Budget	Comment
HRA upgrades – Electrical	2,688	(988)	1,700	Surplus funding in electrical budget to be utilised to satisfy increased demand for whole house improvements.
HRA upgrades - Whole House Improvements	1,000	988	1,988	
HRA upgrades - Windows	500	(400)	100	Additional costs of roof upgrade works to be funded from surplus window and structural upgrade budgets.
HRA upgrades - Re-Roofing	1,000	650	1,650	
HRA upgrades - Structural	500	(250)	250	
<b>Total</b>	<b>7,600</b>	<b>(1,348)</b>	<b>4,952</b>	



**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Corporate Risk Register 2024/25 – Quarter 2

**Portfolio:** Councillor Kendrick, cabinet member for an open and modern council

**Report from:** Interim Chief Finance Officer

**Wards:** All wards

**OPEN PUBLIC ITEM**

### **Purpose**

This report provides an update to the council's corporate risk register based on the position for quarter two (September 2024)

### **Recommendation:**

It is recommended that the cabinet notes the identified risks and the direction of travel.

### **Policy framework**

The Council has five corporate priorities, which are:

- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich.
- An open and modern council.

This report meets the “An open and modern council” corporate priority.

## **Introduction and background**

1. Heads of Service and other risk owners were asked to update their directorate and corporate registers to reflect the position at the end of quarter two (September 2024). Directorate level risks are reviewed by the relevant management team and are escalated to the Corporate Risk Register, for consideration by the Executive Leadership Team (ELT) where the residual risk exposure supports that action.
2. The Corporate Risk Register is shown at Appendix A with a report included on the exempt agenda. The position at the end of quarter one (up to 30 June) was reported to Cabinet in September. There have not been significant changes in the Council's risk profile at the end of this quarter.
3. The environment in which the council operates remains relatively high risk as the financial environment is challenging both in terms of the economic and the funding position. The council approved its main budget and council tax setting reports at Full Council in February. Financial planning and the budget setting process for the 2025/26 budget in progress.
4. Inflation has fallen from double digit levels and the latest CPI figures announced in October showed a surprise fall to 1.7% for the year to September 2024. This is the lowest rate of inflation for three and a half years and puts the rate of inflation below the Bank of England's target rate of 2%. Financial markets are also forecasting, on the back of the September inflation figures, a cut in the Bank of England interest base rate. Interest rates currently stand at 5%. Although there is currently better economic news, the lower inflation figures and potential interest rate cuts come off a prolonged period of high cost of living pressure placing demands on the council, its partners and residents. The General Election has led to the establishment of a new Government and it is expected that the Chancellors budget, due on 30th October, will set out plans for local government financing.
5. The relevant service leads have identified that corporate risk 28 (Failure to get acceptable cover for rebuild cost of the Halls, at acceptable cost, during the period of construction and refurbishment) has been downgraded and moved to the relevant Directorate risk register. The council continues to keep a watching brief on all key risk areas and as a result has added four new risks to the Corporate Risk register (two of which have been added to the exempt report). The Two new risks for this report are Corporate Risk 29 Contact centre staff risk and Corporate Risk 30 Recruitment.
6. The Council is also in the process of updating its risk management policy to ensure that risks are properly managed and that there is adequate guidance.

## **Consultation**

7. There has been no specific consultation on these proposals.

## **Implications**

### **Financial and resources**

8. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in

its Corporate Plan 2022-26 and budget.

9. There are no proposals in this report that would reduce or increase resources.

## Legal

10. Identification and consideration of its corporate risks is an important governance function of the cabinet to ensure that appropriate action is being taken to ensure the Council takes lawful decisions and mitigates exposure to risk. The audit committee also exercises similar oversight and collectively this is designed to ensure that the council understands and is in a position to respond to risks as they arise.

## Statutory considerations

Consideration	Details of any implications and proposed measures to address:
Equality and Diversity	N/A
Health, Social and Economic Impact	N/A
Crime and Disorder	N/A
Children and Adults Safeguarding	N/A
Environmental Impact	N/A

## Risk management

Risk	Consequence	Controls required
The council is exposed to risks which need to be identified recorded and managed appropriately	Not managing risks appropriately exposes the council to a range of potential negative outcomes ranging from financial loss to impacts on its reputation.	The risk register provides a focus to consider risk management and in particular mitigations.  Other broader mitigations such as insurances also support the council's management of risk.

## Other options considered

11. As the report is primarily for information no other options have been considered.

## Reasons for the decision/recommendation

12. It is important for the Cabinet to understand the risks that the council is exposed to and the mitigations in place to minimise those risks to acceptable levels.

**Background papers:** None

## Appendices:

Appendix A Summary Risk Register

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## Appendix A

Risk (inc reference)	Q1 2024/25		Q2 2024/25		Current direction	Last Review Date
	Residual risk score	Target risk score	Residual risk score	Target risk score		
CORP01 Council Funding Medium - Long Term	12	8	16	8	Worsening	11-Oct-24
CORP03 Health & safety in the workplace	12	8	12	8	Static	30-Sep-24
CORP06 Failure to respond to a critical, business continuity or emergency planning event	12	6	12	6	Static	30-Sep-24
CORP07 Cyber security	15	15	15	15	Static	15-Oct-24
CORP09 Failure to fulfil statutory or legislative responsibilities - safeguarding	15	12	15	12	Static	3-Oct-24
CORP12 Contract management - governance	6	4	6	4	Static	11-Oct-24
CORP17 Failure to deliver acceptable levels of performance in regulatory services	12	8	12	8	Static	30-Sep-24
CORP18 Failure to address Natural England advice on Nutrient Neutrality (NN)	15	10	12	10	Improving	30-Sep-24
CORP20 Cost of living (COL) crisis has a negative impact on the city and the council	16	12	16	12	Static	8-Oct-24
CORP21 Climate Change risk to Council and its residents	16	12	20	15	Worsening	7-Oct-24
CORP23 Impact of economic downturn on key council suppliers	12	8	12	8	Static	15-Oct-24
CORP24 Temporary and Supported Accommodation - Reducing the Housing Benefit Subsidy gap	15	12	15	12	Static	3-Oct-24
CORP29 Contact centre staff risk	0	0	16	9	Static	8-Oct-24
CORP31 Recruitment	0	0	16	9	Static	11-Oct-24





**Committee Name: Cabinet**

**Committee Date: 13/11/2024**

**Report Title: Adjustment to the 2024-29 general fund capital programme**

**Portfolio:** Councillor Kendrick, cabinet member for an open and modern council

**Report from:** Head of finance

**Wards:** **Bowthorpe**

## **OPEN PUBLIC ITEM**

### **Purpose**

To adjust the 2024-29 general fund capital programme to provide funds from Section 106 funding for path upgrade work at Bowthorpe Southern Park.

### **Recommendation:**

It is proposed that Cabinet recommend to Council, the approval of an adjustment to the 2024-29 general fund capital programme, to include an additional £0.030m of the Section 106 funding to enable the upgrade of the riverside path, located at Bowthorpe Southern Park. The upgraded path will provide access to the pedestrian foot bridge over the River Yare to Colney, Norfolk and Norwich Hospital, John Innes Centre UEA and public transport on the UEA.

### **Policy Framework**

The Council has five corporate priorities, which are:

- An open and modern council
- A prosperous Norwich
- A fairer Norwich
- A climate responsive Norwich
- A future-proof Norwich

The proposed project and use of Section 106 funding meets the Council's corporate priorities in the following ways:

- The pedestrian path is important for people's health and wellbeing, providing a way people can get to work or to the hospital for appointments or to visit loved ones without having to use a vehicle and pay for parking, as well as easier access to Watton Road to catch a bus. The path is an important link for people who are also on a low income living in the nearby North and West Earlham, Bowthorpe, Larkman and Marlpit housing estates where the deprivation index is one of the lowest in the country.

- It encourages people to walk rather than drive
- Where new homes are being built at Three Score, the path provides pedestrian access to the countryside, as well as to a place of work and to the Norfolk and Norwich Hospital

## **Report Details**

### **Background**

1. There is a need to upgrade the pedestrian footpath linking Bowthorpe (Bowthorpe Southern Park) to Colney, following flood damage which occurred during the heavy rains and flood waters in Autumn 2023 and Winter 2024.
2. The path, located at Bowthorpe Southern Park, provides a strategic pedestrian link from Swallow Tail Close, Three Score, Bowthorpe, to the pedestrian bridge over the River Yare to Colney as well as providing access to The Research Park, The Norfolk and Norwich Hospital and UEA. The path has become uneven and is difficult for pedestrians to use and at risk of further damage from future flooding.
3. The Colney Bridge over the River Yare was installed in 2018/2019 funded by GNGB CIL funding, linking the public footpath on Bowthorpe Southern Park to the bridleway on the South Norfolk side of the River Yare. It has become an important strategic link for local people and those working for the various companies and organisations on the other side of the Watton Road.

### **Proposed work**

4. The aim is to provide a sustainable repair to the path making it future proof and resistant to damage from future flooding.
5. The work will involve using crack willow tree timber as path edging on both sides, sustainably sourced from Bowthorpe Southern Park. The willow logs will be sat in a shallow trench fixed in place. The flood water will be pushed over the logs preventing erosion of the path. The willow trees located adjacent to the path are at risk of collapsing. Coppicing them will allow the trees to regenerate helping to create an age structure to the woodland, therefore increasing biodiversity.
6. Stone gabions will also be used to prevent damage to the piped culvert and path surface where erosion has occurred from the flood water. The permeable gabions will use locally sourced large flint rejects, which will protect the path from erosion and allow water to run through. The path will be graded and resurfaced with a suitable material.

### **Scope of the works**

7. This involves the repair of an 80metre section of path, installing large diameter logs and a stone gabion structure with locally sourced reject flints, to control flood water movement and speed as well as a regrading and resurfacing of the 80metre section of the path by 1.5metre wide. This also includes the

installation of an additional 600mm diameter twin wall culvert to manage water movement

### **Consultation**

8. Norwich City Council's Landscape Team have been consulted on this project and provided a landscape drawing for the repair of the path.
9. The Environment Agency were consulted on the proposed works, who identified that no permit for undertaking the work is required.
10. This is an existing access path, so no public consultation is deemed necessary.

### **Implications**

#### **Financial and Resources**

11. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan and Budget.
12. The proposed use of Section 106 funding is in line with the intended purpose of that funding and consequently the proposed expenditure would be fully funded from external sources and have no direct implications for the financing of the Capital Programme.
13. Three contractors have been approached to undertake the work. Two contractors have submitted quotes, with the third contractor having not quoted.  
Quote 1: £23,875 plus VAT  
Quote 2: £23,966 plus VAT
14. The proposed work will be funded from existing Section 106 contributions.
15. The proposed budget of £0.030m will provide sufficient funding for the project and incorporates flexibility for a contingency sum, should essential additional work be identified as the project progresses.

### **Supporting information**

16. The Council's Policy Projects and Transport Manager is supportive of the project, stating that Section 106 money can be used to fund the "Bowthorpe Southern Park Path Repair Project" and that this project is important to ensure people using the section of the Southern Park accessed by the damaged path, including those living in homes that have been built around Three Score over the last twenty-five years, can continue to enjoy the space and reach the bridge to Colney that the council built a few years ago using funds from the Greater Norwich Growth Board.
17. The proposed funding is derived from a £44,065 property transaction with Cofton Homes in 1999, rather than a Section 106 agreement and has indicated that it was intended to be spent on the maintenance of open space in the southern part of Three Score, including Bowthorpe Southern Park. This

was confirmed by Cabinet on 20 March 2013, when they approved the Bowthorpe Open Space Investment Plan. These funds have therefore been earmarked for this project prior to formal allocation by Council.

## Legal

18. The path being repaired is a public right of way. There is the possibility that the council may get notification from the Norfolk County Councils Highways Team if the path is not accessible

## Statutory Considerations

Consideration	Details of any implications and proposed measures to address:
Equality and Diversity	There is not a direct impact on the equality and diversity, but these works will maintain access to between Bowthorpe and Colney
Health, Social and Economic Impact	Encourages people to exercise through walking to work, reduces peoples outgoing as not using a vehicle
Crime and Disorder	More people using Bowthorpe Southern reduces the risk of ASB issues occurring
Children and Adults Safeguarding	No implications
Environmental Impact	Reduction in emissions as not using a vehicle

## Risk Management

Risk	Consequence	Controls Required
Financial	The significant investment already made with the installation of the pedestrian bridge in 2019, will be brought into question as the bridge will not be able to be used.	Undertake the work to a sustainable and high standard to prevent further damage to the path and an increase in costs to undertake the work.
Operational	The path becomes unsafe and will require closing.	Undertake the work to a sustainable and high standard to prevent the path eroding in the future. Seek advice from the Environment Agency and other experts.
Legal	Legal notification by Norfolk County Council Highways if the path is not maintained to the required standard.	Undertake improvement work to keep the path in good working order

## **Reasons for the decision/recommendation**

19. The reason for the recommendation is to ensure that the path remains accessible for everyone and the pedestrian connection between Bowthorpe and Colney is retained.

**Background papers: None**

**Appendices: None**

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**Committee name:** Cabinet

**Committee date:** 13/11/2024

**Report title:** Variations and awards of Housing Revenue Account contracts for housing maintenance, upgrades and compliance works.

**Portfolio:** Councillor Jones, Cabinet member for housing

**Report from:** Executive director of communities and housing

**Wards:** All wards

**OPEN PUBLIC ITEM**

**KEY DECISION**

**Purpose**

To consider the variations and awards of the following Housing Revenue Account contracts for housing maintenance, upgrades and compliance works:

- Re-Roofing Programme
- Domestic Heating Upgrades
- Kitchen Installations Programme
- Bathroom Installations Programme
- Domestic Electrical Upgrades and Rewires
- Domestic Electrical Inspections and Testing (EICRs)
- Heating Systems, Servicing and Repairs
- Whole Home Improvements (Void properties)

**Recommendations:**

It is recommended that the variations, extensions and awards of the following Housing Revenue Account contracts for housing maintenance, upgrades and compliance works are approved for a total value of **£16,113,500.00** as follows, subject to satisfactory performance and quality being met for the complete contract period.

Item	Action	Works Programme	Value
1a	Variation	Re-Roofing Programme to a single supplier, Aspect Group Services Limited, for the remaining contract period to 31 March 2025 <i>(to be funded via £275,000 from existing roofing budget and £650,000 Virement (See Financial Implications))</i>	£925,000.00

Item	Action	Works Programme	Value
1b	Variation	Domestic Heating Upgrades to a single supplier, Dodd Group (Eastern) Ltd, for the remaining contract period to 31 March 2025 <i>(to be funded from existing HRA Capital budget)</i> .	£306,000.00
1c	Variation	Kitchen Installations Programme to a single supplier, Gasway Services Limited for the remaining contract period to 31 March 2025 <i>(to be funded from existing HRA Capital budget)</i> .	£270,000.00
1d	Variation	Bathroom Installations Programme to a single supplier, Gasway Services Limited, for the remaining contract period to 31 March 2025 <i>(to be funded from existing HRA Capital budget)</i> .	£275,000.00
1e	Variation	Domestic Electrical Upgrades and Re-wires to a single supplier, Gasway Services Limited, for the remaining contract period to 31 March 2025 <i>(to be funded from existing HRA Capital budget)</i> .	£100,000.00
2a	Extension	Contract extension Kitchen Installations Programme to a single supplier, Gasway Services Limited, for the additional contract period of 01 April 2025 for up to one year to 31 March 2026 <i>(to be funded from existing HRA Capital budget)</i> .	£1,515,000.00
2b	Extension	Contract extension Bathroom Installations Programme to a single supplier, Gasway Services Limited, for the additional contract period of 01 April 2025 for up to one year to 31 March 2026 <i>(subject to Full Council 2025/26 HRA budget approval in February 2025)</i> .	£1,520,000.00
2c	Extension	Contract extension Domestic Electrical Upgrades and Re-wires to a single supplier, Gasway Services Limited, for the additional contract period of 01 April 2025 for up to one year up to 31 March 2026 <i>(subject to Full Council 2025/26 HRA budget approval in February 2025)</i> .	£1,515,000.00

Item	Action	Works Programme	Value
2d	Extension	Contract extension of the Domestic Electrical Inspections and Testing (EICRs) to a single supplier, Gasway Services Limited, for the additional period of 01 April 2025 for up to one year to 31 March 2026 ( <i>subject to Full Council 2025/26 HRA budget approval in February 2025</i> ).	£200,000.00
3a	Award	New contract for the Re-Roofing Programme to a single supplier, Aspect Group Services Limited, for an additional contract period of 01 April 2025 for up to one year to 31 March 2026 ( <i>subject to Full Council 2025/26 HRA budget approval in February 2025</i> ).	£2,000,000.00
3b	Award	New contract for Domestic Heating Upgrades to a single supplier, Dodd Group (Eastern) Ltd, for an additional contract period of 01 April 2025 for up to one year to 31 March 2026 ( <i>subject to Full Council 2025/26 HRA budget approval in February 2025</i> ).	£3,100,000.00
3c	Award	Heating Systems, Servicing and Repairs to a single supplier, Gasway Service Limited, for the period of 01 April 2025 for up to one year to 31 March 2026 ( <i>subject to Full Council 2025/26 HRA budget approval in February 2025</i> ).	£1,900,000.00
3d	Award	new contract for Whole Home Improvements (Void properties) to a single supplier, Gasway Service Limited, for the period of 01 December 2024 to 31 March 2025 and, for the additional contract period of 01 April 2025 for up to one year to 31 March 2026 ( <i>subject to Full Council 2025/26 HRA budget approval in February 2025</i> ).	£2,487,500.00

### Policy framework

The council has five corporate priorities, which are:

- A prosperous Norwich.
- A fairer Norwich.
- A climate responsive Norwich.
- A future-proof Norwich.
- An open and modern council.

This report addresses the “A fairer Norwich” corporate priority by maintaining good quality customer homes.

This report helps to meet the Housing Strategy adopted policy of the Council.

## Report details

### Background

1. The council manages the maintenance and repair of the Council’s social housing property portfolio. To maintain the property stock in good condition it is necessary to undertake repairs and maintenance as appropriate.
2. These works are essential to ensure that the Norwich Standard for housing is upheld so that tenants can live in safe, well-maintained homes that are fit for purpose, and comply with all current applicable landlord legislation.
3. Contracts for Re-Roofing, Heating Upgrades, Kitchens, Bathrooms, Electrical Upgrades and Rewires (housing maintenance) and Electrical Inspections and Testing (compliance) were originally awarded on 28 March 2024 at a value of £499,000.00 each for a contract period of 01 April 2024 up to 31 March 2025. The awards were approved on the understanding that the balance of the required expenditure would be brought to Cabinet in June 2024. The Record of Officer Decision can be found here: [Officer decisions 2024 | Norwich City Council](#).
4. However, as Cabinet could not convene due to the calling of the General Election, the Chief Executive Officer undertook an Urgent Officer Decision following member consultation. Approval was granted to increase the overall value of all contracts to enable the programme of works to be completed through to 31 March 2025 (with the exception of the Electrical Inspections and Testing which was decreased. The Record of Officer Decision from 30 June 2024 can be found here: [Officer decisions 2024 | Norwich City Council](#).
5. As the procurement timelines for these now run until September 2025, the current delivery programmes need to be maximised through to March 2026 and will be delivered by the following:
  - The existing housing maintenance contracts for Re-Roofing, Heating Upgrades, Kitchens, Bathrooms and Electrical Upgrades and Rewires require additional budget via variations to ensure works are provided for up to 31 March 2025 (**as per Recommendations 1a to 1e.**)
  - The existing housing maintenance contracts for Kitchens, Bathrooms and Electrical Upgrades and Rewires then also require additional budget to be extended to ensure works are provided for from 01 April 2025 up to 31 March 2026 (**as per Recommendations 2a to 2c.**)
  - The existing compliance contract for Electrical Inspections and Testing requires additional budget and to be extended in order to ensure the council continues to meet statutory compliance requirements from 01 April 2025 up to 31 March 2026 (**as per Recommendation 2d.**)
  - Due to contract extensions not being available (EPL do not permit it as their framework has expired), the existing housing maintenance

contracts for Re-Roofing and Heating Upgrades require new awards from 01 April 2025 in order to ensure works are provided for up to 31 March 2026 **(as per Recommendations 3a and 3b)**. Further information can be found at Point 14 below.

6. In addition, two new contracts are required as follows:

- An existing contract for Heating Systems Servicing and Repairs was approved by Cabinet in September 2020 and is due to end on 31 March 2025. As a contract extension is not available (EPL do not permit it as their framework has expired), to ensure the council continues to meet statutory compliance requirements, a new award is required for the provision of these works from 01 April 2025 to 31 March 2026 **(as per Recommendation 3c)**.
- A contract for Whole Home Improvements (Void properties) contract was approved by Cabinet in July 2023 and ended on 31 August 2024. As no active contract is currently in place, a new contract award is required for the provision of these works from 01 December 2024 to 31 March 2026 **(as per Recommendation 3d)**.

7. The increase in the current year capital contracts is to ensure housing asset improvements are undertaken on a lifecycle basis and reducing the requirement of reactive repairs.

8. All contracts covering these works are provided for under Eastern Procurement Limited (EPL) frameworks.

9. All extension periods of 01 April 2025 to 31 March 2026 are based on the understanding the whole 12-months may not be fulfilled. Suppliers have been guaranteed a minimum of six-months but are aware a contract may be terminated earlier if the long-term Capital and Compliance Works procurement processes are completed and ready to be mobilised before 31 March 2026. **(please see the Legal Implications section below for more information)**.

10. The additional values requiring approval for all contracts are as below:

Contract	Total £ approved to date	£ required to 31/03/2025 (from 2024/2025 budget)	£ required to 31/03/2026 (from 2025/2026 budget)	Total additional requested
Re-roofing	£725,000 (June24)	£925,000	£2,000,000	£2,925,000
Heating upgrades	£800,000 (June24)	£306,000	£3,100,000	£3,406,000
Kitchens	£1,160,000 (June24)	£270,000	£1,515,000	£1,785,000
Bathrooms	£1,311,000 (June24)	£275,000	£1,520,000	£1,795,000
Electrical	£1,600,000	£100,000	£1,515,000	£1,615,000

<b>upgrades &amp; rewires</b>	(June24)			
<b>Electrical inspections &amp; EICRs</b>	£198,400 (June24)	None	£200,000	<b>£200,000</b>
<b>Heating systems servicing and repairs</b>	n/a – new award	None	£1,900,000	<b>£1,900,000</b>
<b>Whole Home Improvements</b>	n/a – new award	£987,500	£1,500,000	<b>£2,487,500</b>
<b>TOTALS</b>		<b>£2,863,500</b>	<b>£13,250,000</b>	<b>£16,113,500</b>
<b>Key:</b> Variations in green, extensions in purple and new awards in orange)				

## Procurement

11. Eastern Procurement Ltd (EPL) is a not-for-profit organisation offering specialist compliant framework agreements, social landlords and other public sector bodies, predominantly in the Eastern region. The council are owner members of EPL and work closely with them to create bespoke procurement frameworks. The frameworks promote value for money for the council and include SMEs and local suppliers.
12. To be successful in being accepted onto a framework, suppliers are evaluated on a price and quality scoring system and are ranked accordingly. Within framework guidelines, EPL members are permitted to select the most appropriate contractor that best meets the individual contract requirements.
13. EPL have advised as the originally awarded frameworks have expired, it is not possible to extend the existing call off contracts for Re-Roofing, Domestic Heating Upgrades and Heating Systems Servicing and Repairs past 31 March 2025. Therefore, as a Direct Award option is permissible under framework rules, new contracts will be awarded to the incumbent suppliers for the period of 01 April 2025 up to 31 March 2026. The added benefit in this instance is the rates charged for the works are better value for the council under the new frameworks that commenced in 2024 (**as per Recommendations 3a,3b and 3c**).
14. A Direct Award is also permissible under the applicable framework for the new Whole Home Improvements (Void Properties) contract that is required from 01 December 2024. The award will be made to the most recent supplier who carried out the works to 31 August 2024 as they will be able to pick up the programme without any further delays (**as per Recommendation 3d**).

## Due diligence

15. Financial checks are carried out by EPL upon the award of each framework as suppliers are required to meet strict criterion in order to be accepted with additional checks carried out on an annual basis.

16. The council's Procurement Team also carry out quarterly financial checks. For the purposes of this report, an additional financial check has been undertaken on 22 October 2024 utilising the council's financial assessment tool (Dun & Bradstreet) which rates the suppliers as in a stable condition with the overall business risk showing as:

- Aspect Group Services Limited – Low to Moderate
- Gasway Services Limited – Low
- Dodd Group (Eastern) Limited – Low

17. All suppliers have confirmed they have the capacity to continue the work if required to 31 March 2026.

18. The contracts will be subject to ongoing review to ensure satisfactory performance and delivery of the contract throughout the full term.

19. The procurement exercises have been undertaken in accordance with the council's contract procedures and framework requirements – having checked with the framework owner.

20. We anticipate, subject to Cabinet approval, for EPL to issue the additional documentation required after the call-in period.

## Consultation

21. A full Leasehold consultation has been completed on the Asset Improvement and Sustainability framework with EPL so all works awarded under that framework can continue to be recharged up to contract end at 31 March 2026.

22. . A full Leasehold consultation was completed on the previous Roofing framework that ended earlier in 2024 which is valid for any works that are completed to 31 March 2025. However, Section 20 on the new roofing framework has not been carried out. Therefore, the affected leaseholder blocks not deemed urgent will form part of the planned capital works programme and subject to consultation at that stage.

23. A full Leasehold consultation was completed on the previous Heating framework that ended earlier in 2024 and is rechargeable for works up to 31 March 2025, However, the new heating framework has not had been through Section 20 consultation and it is not possible to retrospectively carry this out. There are two contracts to be awarded under this new framework:

- **Domestic Heating Upgrades** – as leaseholders are not part of the domestic heating works programme this will have no effect and the council will not incur any losses.
- **Gas Systems Servicing and Repairs** – as this contract includes district and communal boiler systems, Leaseholders currently receive and pay for this service. Service charges for 2025-2026 are estimated at £34,066.00 with recovery of £2,400.00 (based upon a cap of £100 per property). The HRA will look to fund the shortfall in this instance.

## Implications

### Financial and resources

24. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2024-29 and budget.
25. The proposed programme of works form both part of ongoing compliance work, servicing and upgrades works and will be funded from the 2023-28 HRA capital programme and HRA revenue budgets, as approved by Council on 21 February 2023.
26. Although the budgets required to fund all the proposed capital works, have already been approved as part of the five-year HRA capital programme, it will be necessary to adjust some individual project budgets.
27. For 2024/25 budgets, the necessary virements have been proposed within the 2024-25 Quarter 2 – budget monitoring report, also on the agenda of this meeting.
28. Where adjustments are required to existing approved 2025/26 capital and revenue budgets, adjustments will be incorporated into the 2025/26 revenue budgets and 2025-30 HRA capital programme to be proposed to Council in February 2025. Alternatively, budgets may be reprofiled from future years within the five-year capital programme, under the delegation to the chief finance officer (S151 Officer), to approve technical virements for general fund, housing revenue account and capital budgets, to make budget transfers where there is no underlying change in the budget intention, as approved by full Council on 21<sup>st</sup> February 2024.

### Legal

29. EPL have confirmed that all of the frameworks for each contract are deemed as Works.
30. Each call off contract is, or will be, in the form of a JCT Measured Term Contract (MTC) 2016 and they will need to be amended in each case where there is a variation or extension. Each contract variation, extension or new contract will require to be sealed and 'Executed Under Deed'.
31. Regulation 72 (**Clause 1e**) of the Public Contract Regulations (PCR 2015) will apply to the contract variations (**as per Recommendations 1a to 1e**) and extensions (**as per Recommendations 2a to 2d**) which states:

*'where the modifications, irrespective of their value, are not substantial within the meaning of paragraph (8)'*

It will not be substantial if the modifications don't render the contracts materially different in character, there are no new conditions which would have changed the original procurement, the economic balance doesn't change, the modifications don't extend the scope significantly and no new contractor is introduced.

Procurement colleagues have confirmed that this criteria is met.



32. EPL will issue variation documents supplementary to the existing JCT MTC 2016 contracts for all variations and extensions (**as per Recommendations 1a to 1e and 2a to 2d**).

33. EPL will issue new full JCT MTC 2016 contracts for the new awards (**as per Recommendations 3a to 3d**).

34. JCT MTC 2016 allows for a standard 13-week “no fault” break clause. However, the following additional special terms have been agreed between the council, EPL and with each of the suppliers (contractors) and will be applicable to all contracts detailed in this report. As follows:

- The council will be required to commit to six-months of work for each of the above contracts and for each of the above suppliers (contractors).
- A break clause of 16-weeks (four months) will be applied to each contract with the council required to confirm in writing to the supplier no later than that 16-week period should the council need to terminate before the 31 March 2026 expiry date.
- A break clause of 16-weeks (four months) will also be applied to each contract with each of the suppliers (contractors) required to confirm in writing to the council no later than that 16-week period should the supplier (contractor) need to terminate before the 31 March 2026 expiry date.
- The minimum six-month term, break clause and termination clause as above will be included in the contract documentation.

35. The council’s Information Sharing Protocol will apply to this contract. Each supplier has an existing Data Sharing Agreement which will be reviewed with the council’s Data Protection Officer and updated accordingly in line with the new contract period.

36. The variation and award of each contract will be published in Contracts Finder.

37. There are no infringements of any human rights envisaged as a result of the award of these contracts.

**Statutory considerations**

<b>Consideration</b>	<b>Details of any implications and proposed measures to address:</b>
Equality and diversity	There are no known direct equality and diversity implications arising from the project, albeit this will continue to be monitored throughout.
Health, social and economic impact	The contracts listed will help to enhance customer comfort and well-being providing safe, warm compliant properties and will improve conditions within communal areas for residents.
Crime and disorder	Nothing specific to note against this area.

<b>Consideration</b>	<b>Details of any implications and proposed measures to address:</b>
Children and adults safeguarding	The contracts listed will help to enhance customer comfort and well-being providing safe, warm compliant properties that allow peaceful enjoyment.
Environmental impact	<p>The contract shall ensure the built environment is maintained and improved to a high standard.</p> <p>Roofing renewals will reduce carbon emissions and reactive repairs.</p> <p>Fitting upgrades in Kitchens &amp; Bathrooms should lead to reduced water usage and nutrient neutrality credits.</p> <p>The fitting of more efficient heating boilers should lead to reduced energy consumption.</p> <p>Servicing of existing boilers reduces breakdown repairs and linked carbon emissions.</p>

### **Risk management**

<b>Risk</b>	<b>Consequence</b>	<b>Controls required</b>
The Council does not successfully enter the contracts to deliver the services	Without the award, the council will not maintain its properties to the required level and not be complaint to statutory regulations	<p>If cabinet approve the award the contract, appropriate properties are targeted to ensure most effective use of the budgets</p> <p>Once works commence this can be reported as a positive that the council take the health and wellbeing and safety of its residents seriously.</p>
Current macroeconomic conditions continue including high inflation	Annual uplift on the supplier's Schedule of Rates in line with the local government annual indices.	As this is a contract for one year the increase in budget is within contractual parameters

Risk	Consequence	Controls required
Supplier fails to deliver the contract effectively	The works are not undertaken to a satisfactory standard	<p>This is mitigated by the placement of robust contract management</p> <p>The appointed suppliers delivered the previous contract and have the knowledge to know what's expected</p>

### Other options considered

#### Reasons for the decision/recommendation

38. **Do nothing:** If the work is not carried out, the council would be non-compliant in its duties and responsibilities. Properties could fall into disrepair, and residents could feel unsafe in their own environment. It could also have a detrimental effect on the reputation of the council as would result in possible negative press attention and customer complaints.
39. **In house provision:** The council does not currently have any existing in-house resources to undertake the installation programme.
40. **Joint venture/ Norwich City Services (NCSL) delivery:** At present there are no opportunities for NCSL to deliver this work programme for the council.
41. **Identify a single supplier to award to without competition:** This route would be contrary to Contract Procedures as the cumulative value is **£16,113,500.00**. This option is **not recommended**.
42. **Run and establish a competitively tendered contract with one supplier:** Timescales do not allow for this option. Suitable Frameworks with Eastern Procurement Limited (EPL) are available with existing established suppliers either via variations and extensions using Regulation 72(1)(e) under PCR 2015 or via new awards using the Direct Award option from compliant frameworks.

#### Reasons for the decision/recommendation

43. To ensure the timely award of a contract enabling the delivery, of both compliance requirements and capital upgrades to housing properties.

**Background papers:** None.

**Appendices:** None

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